Coburg Urbanization Study Update

DRAFT

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2014 Urbanization Study Addendum to increase Planning Period from 2010-2030 to 2014-2034

This addendum contains an update to the Coburg Urbanization Study (2010) to reflect changes for the time period of 2010 to 2014. With the exception of Chapter 7, The UGB Growth Expansion Analysis, the 2010 Urbanization Study that follows this Addendum remains unaltered (including the Executive Summary). Any and all updated information related to growth, forecasts and existing conditions is independently contained within this Addendum.

Background

The City of Coburg is developing an Urbanization Study Addendum with the help of the Lane Council of Governments in order to reflect an updated planning period from 2010 to 2030 to 2014-2034, to provide for a 20-year planning period as required by Oregon Administrative Rule.

Oregon Administrative Rules provide the following parameters for the 20-year planning period for an urbanization study:

OAR 660-024-0040)

(2) …If the UGB analysis or amendment is conducted as a post-acknowledgement plan amendment under ORS 197.610 to 197.625, the 20-year planning period must commence …
(a) On the date initially scheduled for final adoption of the amendment specified by the local government in the initial notice of the amendment required by OAR 660-018-0020…

The 2010 Coburg Urbanization Study has not yet been submitted to the DLCD as required by rule to establish the 20-year planning period; thus DLCD has indicated that the planning period for the Urbanization Study must be updated to provide for a 20-year planning period on the date when the required plan amendment form is submitted to the department. The date of final adoption is assumed to take place in 2014, and thus the planning period is extended to 2014-2034.

In 2010 Lane Council of Governments developed an estimate of the land needed to accommodate residential and employment growth over the 20 year planning period between 2010 and 2030. The purpose of the Study was (and continues to be) to: (1) evaluate growth forecasts for population and employment; (2) inventory how much buildable land the City has within its current urban growth boundary (UGB); (3) identify housing and residential land needs;(4) identify employment land need based on an economic opportunities analysis; and (5) determine how much land the City will need to add to its UGB to accommodate growth between 2010 and 2030.

Urbanization studies take a comprehensive and extensive look at numerous facets of urban development. Through a combination of public outreach, analysis and decision by elected officials, these studies provide a mechanism that supports a healthy and vibrant community. Coburg's current Urbanization Study (which was, itself, an update to a 2005 report) reflects years of outreach, meetings and analysis.

Oregon Administrative Rules clearly require that the determination of 20-year residential land needs for an urban area must be consistent with the adopted 20-year coordinated population forecast for the urban area, and with the requirements for determining housing, economic (and

other) needs (*OAR 660-024-0040 (4)).* Although Coburg has experienced very recent increases in economic activity (as predicted in the 2010 study), due to the recession of 2008, the City has not experienced virtually any growth between 2010 and 2014. This was due, in part, to the myriad of wastewater system development barriers that needed to be overcome, as well as a recession that was deeper than expected, and a slower than expected recovery.

Due to the lack of growth anticipated in the 2010 Urbanization Study, an update to Coburg's planning period to 2014 - 2034 does not materially change the population and employment forecast for the planning period. For this reason, the City is not conducting a comprehensive update of the entire study. Instead, the impacts and implications of the last four years will be reflected wholly within an addendum to the current Urbanization Study (2010). The Addendum will address changes since 2010 and will provide the factual basis for the findings and conclusions of the 2010 Study for a 2010 – 2034 planning period.

The Coburg Urbanization Study 2014 Update builds upon the prior work that has been completed by the City, notably the *Coburg Crossroads Vision, 2003*, which was adopted by City Council under Resolution #2003-6 on May 20, 2003. This addendum remains true and consistent to the collective visioning of the Coburg Crossroads Visioning process of 2003, as well as the Urbanization Study outreach efforts conducted in 2009 and 2010. This addendum is an extension of Coburg's commitment to its existing Vision.

Impact and Implications of Planning Period Update

The Study planning period addendum is organized into the following sections (generally matching the chapters of the 2010 Urbanization Study):

- **Population and Employment Forecast.** Updates estimates of population and employment growth over the next twenty years. Forecasts are based on a set of assumptions including the adopted Lane County Coordinated Population, Employment, trends identified in the Economic Opportunities Assessment and visioning by the City through public policies to encouraging economic growth and housing for seniors, workers, and young families.
- **Buildable Lands Analysis Updates** inventories of all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial development.
- **Housing Needs Analysis.** Updates the types and densities of residential development needed within the UGB using the Housing/Land Needs. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using a Housing Needs Model.
- **Economic Opportunities Analysis.** Updates estimates of land needed for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.
- **UGB Expansion Areas Study.** Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

The following provides a brief synopsis of any changes of significance from each of these Study

components:

POPULATION AND EMPLOYMENT FORECASTS

HOW MUCH GROWTH IS COBURG PLANNING FOR?

Table A.1 (Table 1.1 from the current Urbanization Study), summarizes the 2010 population and employment forecasts for Coburg as follows:

Table A.1: Population and Employment Forecasts, Coburg 2010-2030

Year	Population	Employment	Ratio of Employment to Population
2010	1,103	3,420*	3.1 employees for every 1 resident
2030	3,363	4,035	1.2 employees for every 1 resident
Change 2010-2030			
Number	2,260	615	0.3 employees for every 1 resident
Percent	204.9%	17.9%	
Average Annual Growth Rate (AAGR)	5.32%	0.83%	

Source: Employment forecast developed by LCOG (see Chapter 2), Population Forecast from Lane County Coordinated Population Forecast (See Chapter 2)
**Due to a decline in the motor coach industry, the 2010 adjusted total presented in this table is not anticipated to be realized. The figure is maintained in the analysis because the* long-term *forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting Coburg's existing employment capacity and redevelopment potential.*

Table A.2 summarizes the best known population and employment information and employment forecasts for Coburg in 2014.

Table A.2: Population and Employment Forecasts Changes, Coburg 2014-2034

Year	Population	Employment	Ratio of Employment to Population
2010	1,103	3,420*	3.1 employees for every 1 resident
2010 (US Census)	*1, 035*		
2011 (ACS)	*907 (+/- 157)*		
2012 (QCEW , adjusted)			
2013 (PSU)	*1,045*		
2014 (LCOG)**	**1,065**		
CHANGE	**(50-100)**		
Lane County Coordinated Population Forecast			
2030	3,363	4,035	1.2 employees for every 1 resident
2034	4,155	***	
CHANGE	**792**		
Fixed Coordinated Forecast AAGR with Updated 2014 Starting Figure			
2030	3,363	4,035	1.2 employees for every 1 resident
2034	3,813		
CHANGE	**450**		
Adjusted Coordinated Forecast AAGR (moving 5 year AAGRs forward 5 years)** with new 2014 starting figure**			
2030	3,363	4,035	1.2 employees for every 1 resident
2034	3,527		

CHANGE	**164**		
Adjustment accounting for both Coordinated Forecast AAGR shift AND greater than anticipated impacts from the recent recession, including loss of population according to the 2010 US Census (68 persons), justifying a figure matching the 2030 Coordinated Forecast.			
2030	3,363	4,035	1.2 employees for every 1 resident
2034	3,363*****		
CHANGE	**0**		

Source: Employment forecast developed by LCOG (see Chapter 2), Population Forecast from Lane County Coordinated Population Forecast (See Chapter 2)
**Due to a decline in the motor coach industry, the 2010 adjusted total presented in this table is not anticipated to be realized. The figure is maintained in the analysis because the* long-term *forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting Coburg's existing employment capacity and redevelopment potential.*
*** Estimated figure for 2014 calculated by LCOG using an AAGR of 2.0%, assuming a moderate pick-up in development and new residents (20 in 2014)*
****This update includes analysis to represent possible changes in employment forecasts and possible updates to Coburg's economic opportunities. Although forecast ranges are presented, those ranges are found to be compatible with the City's current economic expansion proposal in the Study.*
***** Adjusted forward 5 years is based on the fact that Coburg's forecast was based on wastewater system timelines and resulting growth dynamics. The estimated growth is shifted forward since the system was completed approximately five years later than expected.*
******The figure 3,363 is justifiable but matches the 2030 figure exactly **only** because of the practical benefits of not needing to make further (and vast) changes to the original study.*

Population Forecast

As noted, since the planning period is being changed from 2030 to 2034, the assumed additional population growth from 2030 to 2034 must be accounted for. Table A.2 shows that no growth in population in Coburg between 2010 and 2013. According to PSU and the US Census Bureau, this period of time actually saw a loss in population in Coburg. This lack of growth was due to the current moratorium on development due to the lack of a community wastewater system. That system was expected to come on line earlier than it did. Growth resulting from completion of the wastewater facility is expected to increase significantly in the first few years following completion. This growth was accounted for in the current Lane County Coordinated Population forecast (adopted in 2009) which assumed that the wastewater system would be online in 2010. That forecast did not adequately account for the extent of the recent recession, or the slow pace of recovery that has resulted.

Table A.3 shows the Lane County coordinated population forecast for Coburg in 5 year increments between 2010 and 2035. Figure A.1 also shows the variability between those five year increments in Coburg. Since Coburg did not see the growth of this initial five year period, it is fair to assume that Coburg will not achieve the population forecasted in 2034. Since the AAGR distribution over the next 20 years is based on wastewater system completion, it is reasonable to simply move the coordinated population forecast forward five years as shown in Figure A.1. Table A.4 outlines the impacts of this change, Due to the losses experienced in Coburg's population, what little growth has occurred (or is assumed to occur) can be estimated to be roughly the same as Coburg's 2010 coordinated population forecast figure. The growth for 2014 assumes 2% growth due to a recent moderate increase in development. Although the majority of the existing forecast (AAGRs) are proposed to simply shift forward. LCOG adjusted 2015-2020 to account for a slower than typical recovery from the most recent recession. The 2% increase in population for 2014 itself, and an additional 3.88% annual growth rate for 2015 bringing the 2015 population to 1,107).

The proposed shifted growth rates match the Lane County Coordinated Population Forecast exactly with the exception of the five year period between 2015 and 2020, which assumes more moderate initial growth following completion of the wastewater system as a result of slow recovery from the recent recession.

Table A.3 Lane County coordinated population forecast for Coburg, 2010 to 2035

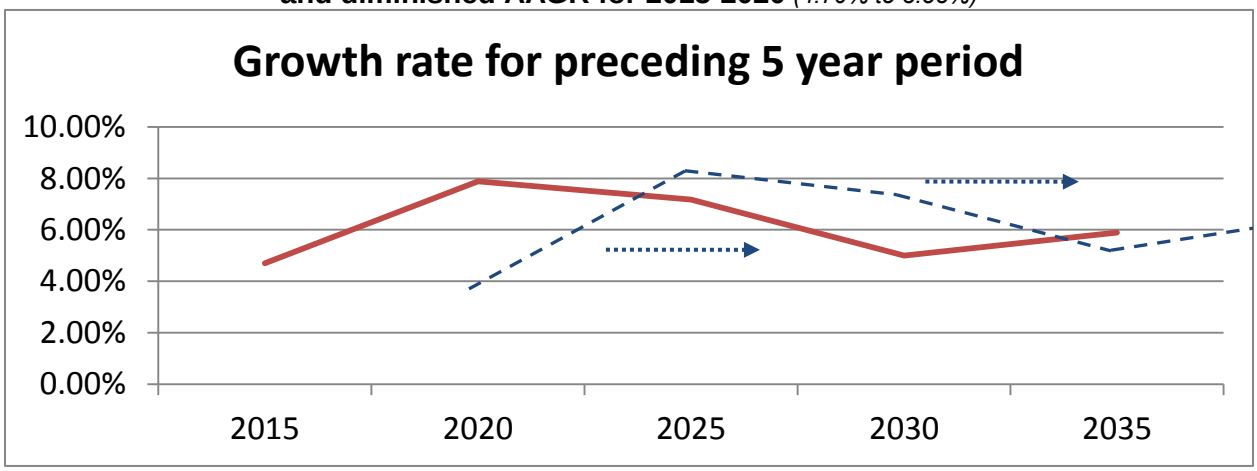
Year	2010	2015	2020	2025	2030	2035
Coordinated Population	1,103	1,387	1934	2,628	3,363	4354
AAGR assumed for preceding 5 year period		4.70%	7.88%	7.18%	5.00%	5.89%

Table A.4 Adjusted population forecast for Coburg, 2010 to 2034

Year	2010	2014	2015	2020	2025	2030	2034
Population	1,035*	1,065**	1,107	1,339	1,944	2,768	3,363
AAGR assumed for preceding time period			3.88%**		7.88%	7.18%	5.00%

**2010 Census figure for Coburg*
**Population figure of 1,065 is based on PSU's estimate of 1,045 for 2013 + 2.0% AAGR for 2014*

Figure A.1 Population growth forecast adjustment forward and diminished AAGR for 2015-2020 *(4.70% to 3.88%)*



The result of the addendum analysis for population forecasting in Coburg for the updated planning period suggests that the population based assumptions and conclusions of the original study remain relevant and applicable, including the support for residential lands expansion and housing needs (including housing mix and densities).

Assumptions about employment forecasting will be addressing in more detail within the section addressing impacts and implications for the Economic Opportunities Analysis.

BUILDABLE LANDS INVENTORY

HOW MUCH LAND DOES THE CITY CURRENTLY HAVE?

In the 2010 Urbanization Study, it was reported that the City of Coburg had approximately 650 acres within the current Urban Growth Boundary (UGB). Of this, about 551 acres (about 85

percent) were in tax lots; the remaining lands were in public right-of-ways—primarily streets and parks. In 2010, the City had about 112.5 acres of buildable commercial, industrial, and residential land within its UGB. Table S.2 summarizes the buildable land inventory in 2010.

Very little development has occurred in Coburg during the period of 2010 - 2014. There have been a number of development permits processed which very slightly alter the City's Buildable Lands Inventory. Table's A.4 and A.5 provide a summary of the development which has occurred in Coburg between the mid-2009 and the end of 2013. Table A.4 outlines the annexations and partitions during this period (including an annexation and partition in 2009 that was not included in the current Urbanization Study). Table A.5 provides a summary of the building permits that were processed between 2010 and 2013 (including a residential unit from 2009 which was not included in the current study).

Table A.4

	Annexations	Partitions
2009	• Tax lots 16-03-28-00-00200 (Part) 16-03-28-00-00403 (Full) *54 acres* • Tax lot 16-03-33-00-00306 (Part) *1.05 acres*	*2 lots from 1*
2010	-	-
2011		*3 lots from 1*
2012		*2 lots from 1*
2013		*3 lots from 1*
Summary	**55 non-residential/employment acres** (Includes wastewater site)	**2 additional (infill) residential lots** **4 additional (infill) employment lots**

Table A.4 reveals that two additional residential lots and four additional employment lots have been created since the current Urbanization Study, and that 54 non-residential non-employment (public lands for the wastewater treatment facility) were annexed, along with 1 employment acre (a site that was formerly surrounded by City Limits).

Table A.5

	2009	2010	2011	2012	2013	Total
New Residential Units	1	3				**4**
New Commercial			1	1	2	**4**
Demo-Residential		1				**1**
Demo-Commercial				1	3	**4**

Table A.5 shows that very few structures were added to Coburg's housing inventory. For example, taking demolitions into consideration, the City only saw a net gain of three residential units and no gain or loss of commercial units (although commercial square footage is likely to have increased). The three additional residential units consumed 0.5 acres of Coburg's buildable lands inventory. Therefore the decrease in residential buildable land is 0.5 acres. With the addition of commercial developments Old Dominion Freighting and Camping World along Roberts Road, 4.9[1] acres of the commercial land identified in the buildable lands inventory in 2010 is no longer available for development. Table A.6 shows the impact of recent development on the Coburg buildable lands inventory. Portions of the table that were specifically impacted are shaded with a light grey.

Table A.6: Buildable Land Supply, Coburg 2014

Plan Designation	Acres	Gross Vacant Acres	Unbuildable Acres	Constraint Deducted Acres	Gross Buildable Vacant Acres	Public Facilities Land Deduction (acres)	Total Net Buildable Acres	Pro-rated Buildable Re-development Acres	Infill Acres	Total Buildable Acres
Traditional Residential	170.6	51.4 *(was 51.9)*	4.4	0	47 *(was 47.5)*	8.2	**38.8 (was 39.3)**	(4 units)	1.6	**40.4 (was 40.9)**
Central Business District	15.0	4.5	0.2	0	4.3	0.3	**4.0**	1.0 (7 units)	0	**5.0**
Highway Commercial	93.3	35.5	0	8.5	27	4.7	**22.3**	15.9	0	**38.2**
Light Industrial	193.1	21.1	1.2	0	19.9	3.7	**16.2**	7.3 *(was 12.2)*	0	**23.5 *(was 28.4)***
Total	**472**	**112.5 (was 113)**	**5.8**	**8.5**	**98.2 (was 98.7)**	**16.9**	**81.3 (was 81.8)**	**24.2 (was 29.1)**	**1.6**	**107.1 (was 112.5)**

Source: Buildable Land Inventory completed and updated by LCOG (see Chapter 3)

HOUSING NEEDS ANALYSIS

HOW MUCH RESIDENTIAL LAND DOES THE CITY HAVE TO ACCOMMODATE RESIDENTIAL GROWTH?

Table A.7 provides a gross estimate of how much housing could be accommodated by the City's buildable lands based on permitted densities (which have not changed since 2010) and after making deductions for public facilities.

[1] 4.9 acres represents the sum of 30% of both of the taxlots occupied by the two developments. 30% was the redevelopment figure that was assumed for areas identified as "underdeveloped" in the 2010 buildable lands inventory. As these areas would no longer be considered "underdeveloped," 30% of each lot (2.4 + 2.5 acres) must be removed from the inventory.

Table A.7: Residential Capacity (Development Potential), Coburg 2014

Land Use	Density	Acres	Dwelling Units (DU)
Traditional Residential	4.8 du/acre	37.8 (*was 38.3*)	181 *(was 184)*
Traditional Medium Residential	10 du/acre	2.6	26 *(unchanged*)
Central Business District		5.0	7 *(unchanged)*
Total		**45.4 (was 45.9)**	**214 (was 216)**

Source: Buildable Land Inventory completed by LCOG (see Chapter 3)

HOW MUCH HOUSING WILL THE CITY NEED?

The number of new housing units needed was projected for the planning period 2010-2030. The key inputs for this analysis are current and projected population (as determined in an earlier section) and the projected population (which is assumed to be identical to the original 2030 figure. Also important to the consideration are vacancy and density rates which are are assumed to remain the same as in 2010. Current housing stock, zoning and buildable lands are other critical variables. None of these variables have changed notably.

Table A.8 provides a summary of the impact that the changes between the 2010-2030 and 2014-2034 planning periods have on the need for new housing units:

Table A.8: Assumptions Used for Forecast of New Housing Units, 2010-2030 vs. 2014-2034

		2010-2030	2014-2034
Coordinated Population Forecast for 20-year planning period	=	3,363	3,363
Less Population in 2010 and 2014	-	1,103	1,065
Equals new persons	=	2,260	2,298
Less new persons in group quarters	-	50	50
Equals new persons in households	=	2,210	2,248
Divided by average household size	÷	2.64 persons/household*	
Equals new occupied housing units	=	838	852
Plus vacancy factor (4.87%)	+	41	42
Plus dwelling units to replace existing units in commercial/industrial zoned properties	+	9	9
Equals new housing units needed	**=**	**888**	**903**
Estimated annual dwelling units	=	Approximately 44 units/year	Approximately 47 units/year

**See Chapter 4: Housing Needs Analysis, Pg. 83, Household size assumption is not changing between 2010 and 2014*

Table A.8 shows the changes translate into an estimated change from 888 ((2030) to 903 (2034) new housing units to accommodate the coordinated population forecast for Coburg. This is an increase from 2010-2030 planning period assumptions. Table A.9 shows the total difference in acreage need that this translates into. This acreage figure is generated through the housing needs model (see Chapter 5). The housing model inputs were adjusted to reflect changes in current and anticipated population, as well as the minor buildable lands inventory adjustments.

Table A.9 Acreage Need (Housing Needs Model)

	LDR	MDR	HDR
2010	*89.5*	*14.6*	*1.9*
2014	91.5	14.8	2.0
Total Difference	**2.0**	**0.2**	**0.1**

Table A.9 supports the conclusion that approximately 2.5 more acres would be necessary for the 2014-2034 planning period than for the 2010-2030 planning period (2.0 low density residential acres). This acreage discrepancy is not significant.

Tables A.10 and A.11 show the adjustment to the variety of housing types and densities that will be required for an appropriate housing mix up to 2034:

Table A.10 Planned Housing Mix by Housing Type, comparing 2010-2030 & 2014-2034

	2010-30	2014-34
New persons	2,260	2,298
Housing units needed	888	903
Housing Mix,		
Single-family (including manufactured homes on lots)	560 (63.1%)	568 (63.1%)
Manufactured dwelling park units		
Duplexes/attached single-family housing	142 (16 %)	144 (16%)
3 & 4 Unit Multifamily	186 (20.9 %)	189 (20.9%)

Source: Housing Needs Analysis completed by LCOG (see Chapter 4)

Table A.11 New Needed Dwelling Units by Type and Zone, Coburg 2014-2034

Housing Unit Type	New Needed Units	LDR % of Type	MD % of Type	HDR % of Type	CBD % of Type	MU % of Type	Total
Single-family detached	***568***	95.60%	4.40%	0.00%	0.00%	0.00%	100%
Single-family attached	***144***	17.30%	62.30%	5.90%	0.00%	14.40%	100%
Multiple family	***189***	0.00%	21.80%	29.30%	0.00%	48.90%	100%
Mobile/Manufactured	***0***	0.00%	0.00%	0.00%	0.00%	0.00%	0%
Total	***903***	**568**	**156**	**64**	**0**	**113**	**903**

LDR, MDR and HDR: Low, Medium and High Density Residential, CBD: Central Business District, MU: Mixed Use
Source: Housing Needs Model, Template 17 (based on original Appendix C)

HOW MUCH LAND WILL GROWTH REQUIRE?

In the 2010 Urbanization Study, LCOG estimated that COburg would need 146.5 new acres to accommodate residential growth between 2010 and 2030. Using the update assumptions described, LCOG estimates Coburg will need approximately 149 total acres to accommodate residential growth between 2014 and 2034. This results in an addition of 2.5 acres from the 2010 study. Table A.12 summarizes Coburg's residential land need and land availability for the Coburg UGB between 2014 and 2034 (including the same figures for 2010, where different). The following additional land would be required for the 2014-2034 planning period:

Table A.12 Residential Supply and Demand Summary, Coburg 2014-2034

	LDR	MDR	HDR	MU	CBD	Total
Acreage Needed (Needed 2010)	114 (112)	15.6 (15.4)	4.5 (4.5)	7.5 (7.4)	0.0	141.7 (139)
Buildable Acreage Available (Available 2010)	22 (22.5)	0.8	2.6	15.0[2]	1.0	41.4 (41.9)
Net Acreage Needed (Needed 2010)	91.5 (89.5)	14.8 (14.6)	2.0 (1.9)	**-7.5 (-7.6)**	**-1.0**	**99.3 (97.3)**

Source: Housing Needs Analysis completed by LCOG (see Chapter 4)

Table A.13 provides a summary of the land needs required to meet the public infrastructure needs that will accompany residential growth for the 2014-2034 planning period. These figures have not changed at all from the 2010 assumptions.

Table A.13. Public Infrastructure Needs, Coburg, 2014-2034

	Existing Acres	Demand (2010-2030)	New Needed Acres
Schools	9.3	9.3	0
Streets	99	113.5	14.5
Parks	28	63	35
Total			**49.5**

Source: The Coburg Parks and Open Space Master Plan (2005)

Table A.14 Residential Supply and Demand Summary, Coburg 2014-2034

Plan Designation	Total Residential Buildable Acres	Needed Housing Acres	Total New Needed Acres
Zoned TR (LDR)	22	114	**91.5**
Zoned TMR (HDR)	2.6	4.5	**2.0**
Zoned CBD	1	0	**-1**
New Zone (MDR)	0.8	15.6	**14.8**
New Zone (MU)	15	7.5	**-7.5***
Subtotal			**99.3**
Public Facilities			
Schools	n/a	**	**n/a**
Streets	n/a	**	**14.2**
Parks	n/a	**	**35**
TOTAL	**41.4**	**131**	**148.8 (was 146.5)**

**Negative Mixed Use figure reflects the range of other uses on Mixed Use land and is not included in the total residential need calculation*
Source: Housing Needs Analysis completed by LCOG (see Chapter 4)

The difference of an additional 2.3 acres necessary for the 2014-2034 planning period than for the 2010-2030 planning period is well within the margin of error for analysis conducted in 2010 and is not a discrepancy sufficient to merit a re-evaluation of residential UGB expansion areas for Coburg.

[2] Assumes re-designation of 15 acre property within current UGB from LDR to MU

ECONOMIC OPPORTUNITIES ANALYSIS

In the Economic Opportunity Analysis section of the current Urbanization Study, the preliminary conclusion was made by City Council and confirmed by both the Planning Commission and Study Technical Advisory Committee to include, in the report and its recommendations, the need for one to two larger tracts (20-plus acres) of buildable industrial land. Such expansion was found to be supported by an evaluation of Coburg's economic factors and resulting economic opportunities. Although the City of Coburg was found to actually have a "surplus" of land within all employment categories, that "surplus" for Industrial uses was, according to typical economic development standards, insufficient in acreage and characteristics to accommodate Coburg's specific economic opportunities. The current Economic Opportunities Analysis therefore recommended the following:

The City should add approximately one lot or tract of land consisting of 20-70 acres of land to accommodate flexibility in responding to industry employment opportunities during the planning period (2010-2030).

The 2010 Coburg Urbanization Study therefore includes the recommendation that expansion Study Area 8, an area of 106 acres southeast of the I-5 interchange be brought into the UGB to accommodate Coburg's unique economic opportunities. In 2010, the Planning Commission and City Council approved the proposed expansion recommendation..

WHAT UPDATES TO COBURG'S ECONOMIC FACTORS AND OPPORTUNITIES ARE NECESSARY SINCE 2010?

As with population, buildable lands and housing, it is important that the City of Coburg's current (2014) economic situation be evaluated against the situation characterized in the current Urbanization Study.

As noted, an Economic Opportunities Analysis includes a discussion and evaluation of the City's economic factors including location, quality of life, provision of services, housing, and availability of labor, among other factors. The 2010 evaluation of Coburg's economic factors remains largely relevant and accurate, including the characterization of Coburg's economic priorities and target industries. Since 2009, Coburg has, however, experienced some notable changes to those economic factors. The most relevant of these updates or developments are listed below:

Utilities:

- In 2013, fiber was connected to City Hall and the School
- Improvements were made to the City's Water system including a new water booster station which increases water service capacity. There was also a water telemetry system upgrade and a rebuild of one of the City's wells.
- Phases 1, 2, and 3 of the City's decades-long effort to complete a wastewater treatment facility were completed. Phase 4 target completion is March 2014. The treatment plant, collection system and 2/3 commercial and residential hook-up have been completed. Wastewater deficiencies have long been a growth constraint for Coburg.
- A water rates increase was adopted to capture maintenance and capital outlay needs – July, 2013 (within the City Limits) early 2014 (outside the City Limits)

- The City of Coburg implemented a Limited Income Assistance program for utility bills in July, 2011.

Transportation:

- Improvements to the Coburg I-5 Interchange (Phase 1) were completed in July, 2013
- Coburg has completed a Transportation System Plan which is scheduled for final co-adoption with Lane County in February, 2014
- Segment 1 of Coburg Loop Path from Pearl St to Roberts Rd. completed in July, 2013
- Final Engineering was recently completed for Segment 2 - Coburg Loop Path Pearl St. to Sarah Lane and in December 2013, the City acquired funding for Segment 3 of the Coburg Loop Path (from Pearl St. Charter School to Water St.)

Business:

- Several businesses have come and gone. Recently, however, there has been a resurgence of economic development including the following:
    - In the downtown area, Meso Nutso, Nana's Caffe, The Country Barrel Antiques, Retro Rejuvenation, Fine Consign, Design Works Home Garden & Gifts, and The Oregon Handworks Studio have all joined the Coburg community.
    - Materne North America, makers of GoGo squeeZ applesauce and squeezable fruit, had extensive discussions with the Coburg North Commercial Industrial Park. Materne announced December 2013 that they did not choose Coburg for their new plant. It did make evident some of the attractiveness and promise that Coburg's vacant industrial sites have.
    - Officials from Business Oregon and Oregon Governor John Kitzhaber's office presented a $100,000 forgivable loan check from the Governor's Strategic Reserve Fund to APEL Aluminum Extrusions (to be located at Coburg North). As a condition of the state incentive, the company agreed to create 25 new jobs and retain an existing 50 jobs over a two-year period.
    - Camping World is relocating from Junction City to Roberts Road and will be adding 70 jobs.
    - Old Dominion Freight Lines is building a new 24-hour cross dock facility on Roberts Road and brings 70 new jobs.
    - A-1 Auto Glass, which provides windshield, and other glass repair and replacement for all vehicle types, has moved a facility to Coburg North and has plans to expand at the Coburg location.
    - McDonalds and a new Shell fueling station were built at South Coburg Industrial Way this summer; bringing back or creating about 50 jobs.
    - Hamilton Construction Company, one of the West's leading heavy civil construction contractors, moved their headquarters to Coburg North.
    - Serenity Lane Health Services will begin building their 15 acre campus on North Coburg Industrial Way this winter. Serenity Lane has had plans in place for a number of years and their proposed development is given significant consideration in the current study.
    - Stella Lighting plans to expand from 7 to 15 employees and bring their manufacturing component to Coburg in December of 2013.

Employment:

The Oakridge Sand and Gravel firm, with the assistance of economist Eric Hovee, conducted a Regional Economic Analysis for the City of Coburg during the fall and winter of 2013. The analysis they generated, though privately funded and not formally associated with the City's

update, does provide some objective resources for consideration and inclusion in this update of economic factors in Coburg. The report also includes analysis and recommendations which although not rejected by the City, are selectively addressed within this addendum. The report in its entirety is included as Appendix K to final Urbanization Study. From this point forward the Regional Economic Analysis for Coburg, conducted by Eric Hovee, will be referred to as the "REA."

The most readily available employment data for Coburg is for jobs covered by unemployment insurance, as compiled by the Oregon Employment Department (OED) (and with added quality control by Lane Council of Governments). As indicated by Table A.15, Coburg has lost an estimated 1,810 covered jobs in the six years from 2006 to 2012 – more than half of its reported 2006 employment base:

Table A.15 Coburg Covered Employment Experience (2006-2012)

	% of Total		
	2006	**2010**	**2012**
Industrial Sectors	75%	64%	68%
Commercial Sectors	25%	36%	32%
All Sectors	100%	100%	100%

Covered job totals reflect OED/QCEW data as reported for Coburg by LCOG. Industrial/commercial allocations are estimated by E. D. Hovee & Company, LLC from QCEW combined with U.S. Census datasets.
Source: OED Quarterly Census of Employment & Payroll (QCEW), LCOG, U.S. Census and E. D. Hovee.

Historically and at its peak, Coburg's employment base has been predominantly oriented to industrial job sectors (notably natural resource, construction, wholesale and transportation uses). Job losses experienced from 2006-10 were primarily focused on industrial activities, especially RV manufacturing. However, in the most recent two-year period from 2010-12, job losses shifted to commercial sector activity. This shift reflects delayed spin-off effects of traded sector job loss to other supportive service sector activities throughout the local economy. Because an estimated 14% of all Coburg employment in 2006 comprised jobs not covered by unemployment insurance, these spin-off effects have also affected sole proprietors and others not counted directly by OED / QCEW data.[3]

Of added note is that, while manufacturing job losses were already underway, the 2010 Urbanization Study had forecast a modest 3% employment increase between 2006-2010. This was accompanied by a 2010 report caveat that, with the closure of Monaco Coach, 2010 forecast was not anticipated to be realized, at least in the near term. However the long-term forecast was expected to be realized including the very likely reuse of the Monaco site.

With 2010 actual employment results now known, job cutbacks appear to have been even more substantial than was previously anticipated – with loss of more than 50% of Coburg's covered employment base realized in just four years from 2006-10[4]

The REA for Coburg includes an update of the Oregon Employment Department's (OED) ten year forecast. The current Urbanization Study relied on what was most current at the time (the

[3] Regional Economic Analysis for Coburg UGB, E.D. Hovee & Company, LLC (for Oakridge Sand and Gravel)
[4] Ibid

2006-2016 forecast). The most current forecast available from OED at the time of this addendum is the 2010-2020 forecast. The REA for Coburg included a comparison of the 2006-2016 OED forecast and how it was applied in the current Urbanization Study with the 2010-2020 OED forecast. That comparison begins with Table A.16.

Table A.16 Comparative Employment Forecast Growth Rates (Annual Average Growth Rates) -- AAGR

Employment Sector	2010 Urbanization Study		Update Analysis
	Lane County (2006-16)	Adjusted Coburg AAGR	Lane County (2010-20)
Natural Resources and Mining	0.00%		1.01%
Construction	1.41%		2.41%
Manufacturing	0.34%		1.24%
Wholesale Trade	0.97%		2.03%
Retail Trade	1.16%	2.00%	1.37%
Transportation, Warehousing, Utilities	1.15%		1.66%
Information	1.03%		1.42%
Financial Activities	1.14%		1.29%
Professional and Business Services	1.72%	2.25%	2.48%
Educational and Health Services	2.71%		2.56%
Leisure and Hospitality	1.82%	2.25%	1.43%
Other Services	1.12%		1.52%
Government	1.20%		0.98%
Total Employment	**1.39%**	**0.83%**	**1.66%**
Comments	OED 10-year forecast for Region 5 -Lane County	Revised w/under-represented sectors,total is Coburg average	Mostrecent10-year OED Region 5 forecast (as of 2012)

Source: Oregon Employment Department (OED) and 2010 Coburg Urbanization Study. OED regional projections cited were based on a forecast analysis issued December, 2007.

The author of the Regional Economic Analysis for Coburg made the following observations about the comparison:

- The overall Lane County *job growth rate* has been increased from a 1.39% average annual growth rate (AAGR) with the current Urbanization Study to a 1.66% AAGR with the most recent available OED regional projection. Extrapolation of this AAGR means that county-wide job growth which was expected to increase by 32% over 20 years would now be expected to increase by 39%.
- The most significant *ramp-up* of employment expectations is noted across the full range of industrial activities – including natural resources/mining, construction, manufacturing, wholesale trade, and transportation/warehousing/utilities. By comparison, county-wide job growth expectations are downgraded for some commercial sectors including education/health, leisure/hospitality, and governmental activities.
- Because Coburg's *mix of employment* historically has been concentrated in lower growth sectors, the current Urbanization Study utilized an overall 0.83% AAGR job forecast growth factor (even after upward adjustments for three underrepresented employment sectors as noted above).
- If Coburg's job growth rate were adjusted upwards to reflect the updated overall growth expectations for Lane County of a 1.66% AAGR, the employment gain within Coburg's UGB would double from the previous projection of an added 615 jobs to 1,292 net added jobs over a 20-year planning horizon. It is noted by LCOG staff that a truly sector specific

forecast was not possible given the information that economist Eric Hovee was provided. The figure 1,292, based on Lane County's AAGR reflects an estimate assuming the highest realization of Coburg matching Lane County growth rates. That number (1,292), in all likelihood would be smaller, and could potentially be significantly smaller.

The State of Oregon Office of Economic Analysis (OEA) provides 10-year economic forecasts as well. While forecasts are made only for the entire state (not counties or economic sub regions), the most recent December 2013 statewide forecast provides a useful point of comparison with the 2012 OED statewide projections. The Regional Economic Analysis for Coburg provides some key observations of a comparison of OEA and OED forecast results for the 2010-20 time period and the 2006-2016 time period which was used in the current Urbanization Study are noted as follows:

- Overall, OEA's recent forecast indicates that employment statewide may increase at a somewhat slower rate than has been projected by OED. However, OEA is significantly *more bullish* on prospects for industrial employment (and softer on the commercial outlook) than OED.
- OEA forecasts stronger rates of growth for the construction, manufacturing and transportation, warehousing & utilities sectors than OED. Within manufacturing, forecasts recently have been revised upward for non-durable goods production – especially food processing.
- Despite "ebbs and flows," the national and regional economic recovery remains on track. While not overly robust, job growth has been strong enough to allow for gradual reductions of the state's unemployment rate.
- After a prolonged downturn, home construction is now in recovery mode – though at levels still well below the pre-recession peak. While higher interest rates may raise new challenges for housing affordability nationally and regionally, the need to "catch up" to the underbuilding of recent years means that there is still considerable *unmet demand* to address in the years ahead.
- A significant economic issue for the nation and state is what the OEA report terms as "job polarization" – resulting in fewer middle wage jobs but more jobs at both the lower and upper ends of the income spectrum. Also noted is a trend toward more part-time employment.[5]

Review of local and regional economic trends suggests the following noteworthy changes in economic conditions (as outlined by the REA for Coburg):

- Substantial loss of RV equipment industrial employment during the recession with subsequent negative spillover to other Coburg business activities – and resulting need to replace this loss as a pre-condition to future net job growth.
- Overall upgrading of regional (Lane County) job forecasts from what was anticipated in 2010, with resulting long-term opportunity to offset economic losses experienced within Coburg's historic employment base.
- Further economic opportunity for regional capture of demand for large site industrial users requiring interstate freeway access, offering a distinctive competitive advantage for Coburg relative to alternative industrial sites elsewhere in Lane County.

[5] Regional Economic Analysis for Coburg UGB, E.D. Hovee & Company, LLC (for Oakridge Sand and Gravel)

Regional Marketable Industrial Properties.
A clear indication of the current lack of large industrial properties is provided by a current listing of industrial sites available countywide as maintained by Lane County. As of December 2013, 138 industrial sites are identified as being marketed for sale or lease in Lane County jurisdictions extending from Florence on the coast to the Eugene-Springfield metro area and neighboring communities. If parcels with substantial buildings are excluded, there are a remaining 56 vacant industrial properties plus another six under-improved sites (which have buildings occupying less than 10% of site area). There are only five identified sites of 20-plus acres currently being marketed within Lane County for industrial development. Four of the properties are located distant from the I-5 interstate transportation corridor. Also available for sale is the former Bald Mill veneer plant in Creswell – 10 miles south of Eugene, subject of a major 2008 fire, and with an existing 64,000 square foot building on site.[6]

Coburg does not have any sites indicated by Lane County as being readily suitable and actively marketed at present for industrial development. However, if such sites were to be designated for industrial use, Coburg properties could represent viable options for industrial users that require direct interstate freeway access proximate to urban area population centers. Lane County[7]

The findings of the Regional Economic Analysis for Coburg culminate in two recommended scenarios which are outlined as follows:

Scenario A – Job Recapture with OED Forecast Update. This first scenario is modeled to align with the forecast methodology provided with the 2010 Urbanization Study. Assumptions integral to this updated forecast estimate are that:

- Coburg job loss experienced during the recession will be recaptured (to refill vacated space) so that forecast job growth occurs as an add-on to pre-recession peak employment conditions requiring net added industrial and commercial land as was previously assumed with the 2010 Urbanization Study.
- Lane County employment forecast projections are updated for consistency with the most current available OED regional forecast – reflecting higher county-wide job growth rates than were utilized with the 2010 Urbanization Study (as is also consistent with DLCD Safe Harbor provisions for estimating EOA land needs).[8]

Scenario B – Economic Opportunity with Regional Large Site Market Capture. A second scenario is predicated as an economic opportunity for Coburg to serve regional needs for large 20+ acre sites that require I-5 freeway access *in addition to* capturing its Safe Harbor share of regionally forecast job growth:

- This enhanced economic opportunity is consistent with the findings of the 2010 Urbanization Study that Coburg has been, and could remain, competitive for large manufacturing and distribution-related industrial firms, particularly if 20+ acre sites were designated and made available for industrial development.

[6] Ibid
[7] Ibid
[8] Regional Economic Analysis for Coburg UGB, E.D. Hovee & Company, LLC (for Oakridge Sand and Gravel)

- Coburg's competitive opportunity is reinforced by economic analyses recently prepared for other jurisdictions in Lane County – all of which confirm a demand for but relative dearth of 20+ acre sites situated in close proximity to the I-5 transportation corridor.[9]

Scenario B of the REA includes three sub-scenarios, one which assumes 10% regional large site industrial capture, one which assumes 20% regional large site industrial capture and one that assumes a fairly aggressive 30% regional large site industrial capture.

Neither scenario presented in the Regional Economic Analysis is expressly rejected by the City of Coburg in this addendum. At their cores both scenarios are generally consistent with the primary assumptions of the current Urbanization Study. Table A.17 outlines scenarios details, including total regional large site acreage demand, an assumed vacancy percentage, and local industrial land supply (from the buildable lands analysis).

Table A.17 Coburg Industrial Scenarios with Regional Large Site Industrial Capture

	Coburg Large Site Industrial Capture %			
Comparative Scenario / Option	**A**	**B1**	**B2**	**B3**
Added Regional Market Capture Rate	**0%**	**10%**	**20%**	**30%**
Regional Large Site Acreage Demand	463	463	463	463
Net Coburg Regional Acreage Demand	-	46.3	92.5	138.8
Coburg Share Adjusted for 10% Vacancy	-	51.4	102.8	154.2
Plus Local Industrial Need (Forecast A)	68.7	68.7	68.7	68.7
Total Coburg Industrial Demand	68.7	120.1	171.5	222.9
Less Estimated Coburg Industrial Lands	(28.4)	(28.4)	(28.4)	(28.4)
***Equals* Net Added Acreage Need**	**40.3**	**91.7**	**143.1**	**194.5**

Source: E. D. Hovee & Company, LLC using methodology of 2010 Urbanization Study together with 2012 OED Region 5 (Lane County) employment forecast. See Appendix B for added detail.

URBAN GROWTH BOUNDARY EXPANSION

The Regional Economic Analysis for Coburg outlines the expansion implications of Scenarios A and B (Table A.17). All of the scenarios evaluated support the continued need for a UGB expansion of at least 40 acres to as much as 195 acres based on forecast need for large industrial sites within Coburg and the Central Lane County region..

The area best suited to meet the need for a large industrial site with easy access to I-5 that was evaluated in the 2010 Urbanization Study was Study Area 8, totaling 106 acres – most of which is viewed as potentially developable. About 38% of the available site area for this property would be required to accommodate the Scenario A expansion need *plus* any added land that might be required for public infrastructure (as with internal streets). Study Area 8 could also accommodate all of the anticipated demand with Scenario B1 (whereby Coburg captures 10% of regional large site demand). Industrial land need would exceed what could be accommodated by Study Area 8 alone with Scenarios B2 and B3 (with 20% or 30% regional industrial capture). In this event, added UGB expansion encompassing at least portions of Study Areas 7/9 would also be required.[10]

Eric Hovee, author of the Regional Economic Analysis for Coburg asserts that realization of Coburg's economic opportunities can be facilitated by planning flexibility in land use to

[9] Ibid
[10] Regional Economic Analysis for Coburg UGB, E.D. Hovee & Company, LLC (for Oakridge Sand and Gravel)

accommodate a range of industrial, related large site and ancillary support uses. The decision on the part of Coburg's commission and council, to support expansion was based on assumptions of large industrial users. This update provides no further specific updated analysis or discussion on the subject of "related" uses and "ancillary support" to industrial uses. The REA highlights that early provision of required public-private infrastructure will prove instrumental to achieving critical *shovel-ready* status for sites at a time when full economic recovery remains of continuing significance both locally and regionally. Given Coburg's infrastructure dynamic for its proposed employment lands expansion, this is indeed an important point for consideration.

WHAT EXPANSION ALTERNATIVE IS RECOMMENDED IN 2014?

There is no change to the Expansion Area recommendations from the conclusions drawn in 2010. The recommendations in 2010 were the result of significant analysis, public outreach and advisory committee, planning commission and city council debate. The fundamental assumptions of that process remain essentially unchanged. The scenarios selected by City Council in 2010, and which remain the recommended alternatives, are presented below:

- Residential Expansion Alternative 2: 150 Acres (see Map 25 in Chapter 7).
- Employment Expansion Alternative 3: 106 Acres (see Map 24 in Chapter 7).

As presented in Table A.9 the conclusion that only eight fewer residential acres would be necessary for the 2014-2034 planning period than for the 2010-2030 planning period is not sufficient to merit a re-evaluation of residential UGB expansion areas for Coburg.

Likewise, as presented in Table A.17, an updated look at Coburg's economic opportunities shows that although aggressive economic forecasts would require additional employment lands than are available in Employment Expansion Alternative 3, more conservative forecasts can be accommodated.

The UGB expansion conclusions presented in Chapter 7 of this Urbanization Study (2010) remain relevant and representative of the City's updated planning period of 2014 to 2014.

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EXECUTIVE SUMMARY

Background

The City of Coburg developed this Study to update its estimate of the land needed to accommodate residential and employment growth over the next 20 years. The purpose of the Study is to: (1) evaluate growth forecasts; (2) inventory how much buildable land the City has; (3) identify housing needs;(4) identify economic development strategies; and (5) determine how much land the City will need to accommodate growth between 2010 and 2030.

The City of Coburg last evaluated its land needs in 2003 and 2004 as part of Periodic Review[1] which included *Coburg Crossroads* community visioning, a Comprehensive Plan and Zoning Code update, Interchange Area Management Plan (transportation), and an *Study*. During this planning timeframe, approximately 30 acres of land, already developed for commercial uses, were added to Coburg's urban growth boundary (UGB) to address the need for additional commercial lands. However, further implementation of UGB expansion to meet State requirements was halted due to a multi-year delay in developing Coburg's wastewater system.

Currently, the myriad of wastewater system development barriers have been overcome, allowing Coburg to proceed with the compulsory planning and implementation to address future growth.

This Study builds upon the prior work that has been completed by the City, notably the *Coburg Crossroads Vision, 2003*, which was adopted by City Council under Resolution #2003-6 on May 20, 2003. The *Coburg Crossroads Vision* was based on significant stakeholder feedback and information. The vision established through this process expressed the community's desires to establish sustainability by balancing housing, economy, schools, transportation, and parks and preserve a small-town identity. This collective vision was directly integrated into the Comprehensive Plan. This Study is an extension of Coburg's commitment to its Vision.

The Study Update is organized into the following eight chapters:

Chapter 1. Introduction. Describes the methods and key policy decisions made as part of the Study process.

Chapter 2. Population and Employment Forecast. Estimates the population and employment growth over the next 20 years. Both forecasts are based on a set of assumptions regarding the average annual growth rate and public policies to encourage economic growth and housing for seniors, workers, and young families.

[1] Periodic Review is a review process administered by the Department of Land Conservation and Development (DLCD) that is required by state law as described in ORS 197.628-197.644 and OAR 660, Division 25. Periodic review requires that local governments review their Comprehensive Plan and land use regulations to ensure that the Plan continues to provide for the growth and development needs of the community and ensures that the Plan and regulations remain consistent with Oregon Revised Statutes, Oregon Administrative Rules, programs of state agencies, and statewide planning goals. This process emphasizes review and compliance with statewide planning goals related to economic development, needed housing, transportation, public facilities and services, and urbanization.

Chapter 3. Buildable Lands Analysis. Inventories all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial development.

Chapter 4. Housing Needs Analysis. Determines types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using a Housing Needs Model.

Chapter 5. Economic Opportunities Analysis. Estimates need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.

Chapter 6. Comparison of Land Supply and Demand. Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.

Chapter 7. UGB Expansion Areas Study. Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

Chapter 8. Policy Analysis. Lists key planning and development issues the City should address during the Comprehensive Plan and Zoning Ordinance updates.

The following provides a brief synopsis of the major findings from each of the Study components:

Population and Employment Forecasts

HOW MUCH GROWTH IS COBURG PLANNING FOR?

Table 1.1 summarizes population and employment forecasts for Coburg.

Table 1.1. Population and Employment Forecasts, Coburg 2010-2030

Year	Population	Employment	Ratio of Employment to Population
2010	1,103	3,420*	3.1 employees for every 1 resident
2030	3,363	4,035	1.2 employees for every 1 resident
Change 2010-2030			
Number	2,260	615	0.3 employees for every 1 resident
Percent	204.9%	17.9%	
AAGR	5.32%	0.83%	

**Due to a sharp decline in the motor coach industry,, the 2010 adjusted total presented in this table is not anticipated to be realized. The figure is maintained in the analysis because the* long term *forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting Coburg's existing employment capacity and redevelopment potential.*

Buildable Lands Inventory

HOW MUCH LAND DOES THE CITY CURRENTLY HAVE?

Coburg has about 650 acres within the current Urban Growth Boundary (UGB). Of this, about 551 acres (about 85 percent) are in tax lots; the remaining lands are in public right-of-ways—primarily streets and parks. The City has about 112.5 acres of buildable commercial, industrial, and residential land within its UGB. Table 1.2 summarizes the buildable land inventory.

Table 1.2: Buildable Land Supply

Plan Designation	Acres	Gross Vacant Acres	Unbuildable Acres	Constraint Deducted Acres	Vacant Gross cres	Public Facilities Land Deduction (acres)	Total Net Acres	Pro-rated Buildable Re-development Acres	Infill Acres	Total Buildable Acres
Traditional Residential	170.6	51.9	4.4	0	47.5	8.2	**39.3**	(4 units)	1.6	**40.9**
Central Business District	15.0	4.5	0.2	0	4.3	0.3	**4.0**	1.0 (7 units)		**5.0**
Highway Commercial	93.3	35.5	0	8.5	27	4.7	**22.3**	15.9		**38.2**
Light Industrial	193.1	21.1	1.2	0	19.9	3.7	**16.2**	12.2		**28.4**
Total	**472**	**113**	**5.8**	**8.5**	**98.7**	**16.9**	**81.8**	**29.1**	**1.6**	**112.5**

Housing Needs Analysis

HOW MUCH RESIDENTIAL LAND DOES THE CITY HAVE TO ACCOMMODATE RESIDENTIAL GROWTH?

The purpose of the residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that there are currently 170.6 total acres of residential lands within Coburg's UGB, of which 168 acres are designated Traditional Residential (TR) (a lower density district that includes the many historically significant parcels in Coburg) and 2.6 acres are designated as Traditional Medium Density Residential (TMR). The total number of buildable acres in Coburg's UGB is 40.9. That includes 38.3 acres of buildable TR zoned land, and 2.6 acres of buildable TMR zoned land.

The Central Business District zone (C-I) allows residential uses, both as part of a mixed-use development and as a stand-alone use. Single-family uses require road frontage, while residential uses in a mixed-use context are allowed above or behind a commercial use. This zone, therefore, allows both residential and non-residential uses. For the purposes of this Study, it is assumed that approximately seven residential units will be incorporated into the property located within the CBD that is anticipated to redevelop in the form of upper floor units; this unit count is based upon the overall density of 6.5 dwelling units per net acre for new housing that is established in the Comprehensive Plan.

Table 1.3 provides a gross estimate of how much housing could be accommodated by those lands based on permitted densities after making deductions for public facilities.

Table 1.3 Residential Capacity

Development Potential			
Land Use	**Density**	**Acres**	**Dwelling Units (DU)**
Traditional Residential	4.8 du/acre	38.3	183
Traditional Medium Residential	10 du/acre	2.6	26
Central Business District		5.0	7
Total		**45.9**	**216**

HOW MUCH HOUSING WILL THE CITY NEED?

The starting point in the housing needs analysis is to project the number of new housing units needed during the planning period.

As shown in Table 1.4, the assumptions translate into an estimated need for 888 new housing units to accommodate the coordinated population forecast for Coburg.

Table 1.4 Assumptions Used for Forecast of New Housing Units, 2010-2030

Coordinated Population Forecast for 2030	=	3,363
Less Population in 2010	-	1,103
Equals new persons, 2010-2030	=	2,260
Less new persons in group quarters	-	50
Equals new persons in households, 2010-2030	=	2,210
Divided by average household size	÷	2.64 persons/household
Equals new occupied housing units	=	838
Plus vacancy factor (4.87%)	+	41
Plus dwelling units to replace existing units in commercial/industrial zoned properties	+	9
Equals new housing units needed, 2010-2030	=	888
Estimated annual dwelling units	=	Approximately 44 units/year

Coburg will need to provide about 888 dwelling units to accommodate growth between 2010 and 2030. The existing capacity is not sufficient to meet this demand.

WHAT WILL COBURG NEED TO DO TO ENSURE THAT HOUSING IS AVAILABLE TO ALL SEGMENTS OF THE COMMUNITY?

The Urbanization Report also provides an estimate of the need for housing by income and housing type. At a local level, the Study finds that there is an imbalance between the demand for and supply of workforce housing in Coburg and a mismatch between housing prices and household incomes.

Key findings include:

- Growth in housing units has been relatively stagnant. This can largely be attributed to land use constraints resulting froma lack of a wastewater system. As a result, growth in demand for workforce housing has been outpacing the production of units.
- New housing units have been composed of single-family detached units on large lots, which have amplified the cost of new housing units within the City. Because the City has been functioning on septic systems which require extensive drainfields, most smaller lots have not been possible.
- Despite a 2008-2009 steep downturn in the national/regional housing market, home prices have been rising in Coburg. While household income has generally increased, it has not kept pace with housing prices or rents. As a result, new housing units are less affordable for most members of Coburg's workforce.

To understand the types and density of housing that would be affordable in Coburg, staff used a Housing Needs Model designed by demographer and housing specialist Richard Bjelland.[2] The model's primary benefit is to quantify needed housing and associated land requirements based on community demographics. These demographics include age of householder, household income, and tenure choices. The model provides the user with the number of needed units by tenure, price, and rent assuming each household in the community will find housing it can afford.

One of the major inputs into the Housing Needs Model is anticipated future community demographics. Demographics such as household age, relative income and tenure are

[2] Bjelland Consulting

estimated to be consistent with current trends, with relative growth anticipated in younger families (20-44) and seniors (over 65) as compared to the period between 1990-2000.

These demographic inputs are used to generate assumptions on the number of housing units needed by age group, income, and tenure. It is anticipated that key housing needs are for lower income households, young families, senior citizens, and local workers. In general, the model highlights the following anticipated needs and trends:

- A growth in multifamily development to better match expected demographic and income trends.
- A need for higher density, smaller-lot single family detached or attached residential development to better match expected demographic and income trends.
- A continued need for traditional single-family residential development.
- A growth in the rental housing market in Coburg.
- Increased opportunities for ownership of units other than single-family homes.

The Housing Needs Model uses 1999 dollars (to correspond with available Census data for the City of Coburg) and contemplates the following housing types in Coburg: (1) single family units (including individual manufactured dwelling units), (2) manufactured dwelling park units, (3) duplex units, and (4) triplex and fourplex units. Larger multifamily complexes (containing 5+ dwelling units) were not included as a future housing type as part of the study due to policy guidance provided by the City of Coburg.

These housing needs will require a variety of housing types and densities, as follows:

Table 1.5 Coburg Planned Housing Mix

New persons, 2010-2030	2,260
Housing units needed, 2010-2030	888
Housing Mix, 2010-2030	
Single-family (including manufactured homes on lots)	560 (63.1%)
Manufactured dwelling park units	0
Duplexes/attached single-family housing	142 (16 percent)
3 & 4 Unit Multifamily	186 (20.9 percent)

WHAT CHANGES ARE NEEDED IN CURRENT DEVELOPMENT REGULATIONS TO MEET THIS DEMAND?

To classify different types of development, DLCD[3] has categorized typical residential development into three different density ranges. In this scheme, Low Density Residential (LDR) traditionally consists of density ranges between 2 and 6 dwelling units per acre. Medium Density Residential (MDR) traditionally consists of density ranges between 6 and 12 dwelling units per acre. And finally, High Density Residential (HDR) traditionally consists of density ranges above 12 dwelling units per acre.

Coburg's current residential zoning consists mainly of what would be considered LDR, Low Density Residential. Coburg's LDR equivalent is its Traditional Residential (TR) zone. The

[3] Safe Harbor Goal 14 (OAR 660-024-0040)

corner lot provision allowing duplex units on specific corner lots within Coburg's Traditional Residential (TR) zone does, however, allow for developments within the MDR range. Coburg's Traditional Medium Residential zone allows for developments within all three categories.

In order to meet the housing demand noted above, as well as to ensure that development is consistent with Goal 14 requirements to ensure efficiency in providing for the housing needs of the community, the following overall housing mix is proposed:

Table 1.6: Coburg Existing, Planned and Overall Housing Mix by Land Use Zone

	LDR (2-6 Du/acre)	MDR (6-12 Du/acre)	HDR/MU (13+ Du/acre)	Total
Existing Mix*	65%	25%	10%	100%
Planned Mix**	60%	21%	19%	100%
Overall Mix	61%	22%	17%	100%

**MDR represents existing corner lot-duplex provision in Coburg*
***Buildable Lands only*

The planned mix and resulting overall mix reflect a moderate increase in the proportion of higher density housing and slightly lesser proportion of lower density housing.

In order to generate this overall density, the following types of changes would need to be made to Coburg's current development regulations:

- Coburg would institute separate medium and high density zones, as recommended by the Coburg 2004 Study[4].
- A low density zone would permit development with density ranges between 2 and 10 dwelling units per acre and an average overall density of 5 dwelling units per acre. A low density zone would permit single family units, with a limited share of duplex units (similar to what currently exists).
- A medium density zone would permit development with density ranges between 6 and 12 dwelling units per acre and an average overall density of 10 dwelling units per acre. Development within this zone could consist of single family attached housing, cottage developments, with lesser proportions of tri and four-plexes, manufactured homes in parks and single family homes.
- A high density zone would permit development with density ranges above 12 dwelling units per acre and an average overall density of 14 dwelling units per acre. Development within this zone could consist of tri and four-plex units, with some single-family attached, cottage developments, and duplexes.
- Coburg would include a new Mixed-Use category. A mixed-use zone would permit development with density ranges above 12 dwelling units per acre and an average overall density of 15 dwelling units per acre. Development within this zone could consist of tri and four-plex units, with some single-family attached, cottage developments, and duplexes.

The overall anticipated mix of housing unit types as anticipated to meet housing needs would be as follows:

[4] 2004 Study recommended zoning (Table 4-20)

Table 1.7: New Needed Dwelling Units by Type and Zone, 2010-2030

Housing Unit Type	New Needed Units	LDR % of Type	MDR % of Type	HDR % of Type	CBD % of Type	MU % of Type	Total
Single-family detached	***560***	95.6%	4.4%	0.0%	0.0%	0.0%	100%
Single-family attached	***142***	17.3%	62.3%	5.9%	0.0%	14.4%	100%
Multiple family	***186***	0.0%	21.8%	29.3%	0.0%	48.9%	100%
Mobile/Manufactured	***0***	0.0%	0.0%	0.0%	0.0%	0.0%	0%
Total	***888***	**560**	**154**	**63**	**0**	**111**	**888**

LDR, MDR and HDR: Low, Medium and High Density Residential, CBD: Central Business District, MU: Mixed Use
Source: Housing Needs Model, Template 17

HOW MUCH LAND WILL THAT GROWTH REQUIRE?

LCOG estimates Coburg will need approximately 135 total acres to accommodate residential growth between 2010 and 2030, as follows:

Table 1.8: Needed Residential Land

Housing Type	Number/Percent of Units	Assumed density (units/net acre)	Land Need (net acres)
Single family detached	560 (63.1%)	5.2	108
Single family attached	142 (16%)	10.3	14
Multiple family	186 (20.9%)	14.4	13
Total	**888**	**6.6**	**135**

DOES THE CITY HAVE ENOUGH LAND IN THE EXISTING UGB TO ACCOMMODATE RESIDENTIAL GROWTH?

No. Table S-4 shows a comparison of estimated residential land need and land availability for the Coburg UGB between 2010 and 2030. Even with significant additional residential efficiency measures incorporated, such as the proposed creation of a new mixed-use zoning district within the existing UGB, there would be insufficient land available. Given the current capacity of existing property to accommodate development, the following additional land would be required:

Table 1.9: Residential Supply and Demand Summary

	LDR	MDR	HDR	MU	CBD	Total
Acreage Needed	112.0	15.4	4.5	7.4	0.0	139.2
Buildable Acreage Available	22.5	0.8	2.6	15.0[5]	1.0	41.9
Net Acreage Needed	**89.5**	**14.6**	**1.9**	**(7.6)**	**(1.0)**	**97.3**

In addition, as Coburg grows, its land needs will not be limited strictly to residential and employment uses. Additional 20-year land needs must be addressed. An additional percentage must be incorporated into long term land needs assessments to address “public infrastructure” Including schools, streets, and parks and open space.

[5] Assumes redesignation of 15 acre property within current UGB from LDR to MU

Table 1.10 provides a summary of the land needs required to meet the public infrastructure needs that will accompany residential growth.

Table 1.10: Public Infrastructure Needs

	Existing Acres	Demand (2010-2030)	New Needed Acres
Schools	9.3	9.3	0
Streets	99	113.5	14.5
Parks	28	63	35
Total			**49.5**

Economic Opportunities Analysis

WHAT IS COBURG'S ECONOMIC DEVELOPMENT VISION?

Coburg contains a historic town center that is representative of the community's small-town character. This character has been fostered by different community events and the presence of antique stores and complimentary businesses operating along the City's main streets. In the last 20 years, Coburg has also seen its growth as a regional employment center, importing workers for industrial businesses operating in the industrial parks on the east edge of the City. The City is served by a north-south highway system, Interstate 5, which provides access to the Eugene-Springfield Metropolitan Area immediately south and the Salem-Keiser Metropolitan Area 60 miles north. Businesses have been established to provide goods and services serving the traveling public.

With the investment in a wastewater system, interchange improvements, and anticipated residential growth, the City has the opportunity to experience additional economic growth. The City's vision for economic growth over the next 20-years combines sustaining existing businesses, promoting a diverse economy that continues to support a strong tax base for the community, while at the same time retaining the small-town historic character of the community.

The types of industries that Coburg wants to attract have the following attributes: high-wage, stable jobs with benefits; employers in a range of industries that will contribute to a diverse economy; and industries that are compatible with Coburg's community character.

The economic development strategy for Coburg is detailed in the City's Comprehensive Plan policies, and can be summarized as follows:

- Provide new commercial uses to meet resident's needs for goods and services.

- Provide sites with a variety of site characteristics to meet both commercial and industrial economic opportunities. The City Council determined through this Study process that this would include providing large sites for major employers, a segment of employment land inventory which the City currently does not contain.

- Use land within the existing urban growth boundary efficiently, through promoting redevelopment of existing properties. The study assumes that much of the new employment growth during the planning period will occur on properties that are partially developed.

- Within the downtown, encourage small-scale commercial uses that are pedestrian-friendly and compatible with the community's small town, historic character.

- Attract and develop new businesses. The City would like to attract health care providers interested in locating near the hospital at River Bend, promote development of high-tech businesses, and attract sustainable businesses.

- Develop design standards and development regulations that mitigate for impacts of highway commercial/industrial development from residential areas.

- Require compatibility with historic character of the downtown area by providing standards and guidelines for new development.

WHICH INDUSTRIES ARE MOST LIKELY TO BE ATTRACTED TO COBURG AREA?
The characteristics of Coburg will affect the types of businesses most likely to locate in Coburg. Coburg's attributes that may attract firms are: the City's proximity to Eugene-Springfield and the I-5 corridor, a high quality of life with a small-town atmosphere and access to large-city amenities, as well as proximity to indoor and outdoor recreational opportunities. Table 1.11 summarizes the range of firms that Coburg may wish to attract and that may be attracted to Coburg given its economic advantages during the 2010 to 2030 planning period.

Table 1.11. Firms Coburg may wish to attract

Target Industry	Types of firms	Coburg's Potential Advantages
Neighborhood retail	Local-serving retail goods and services, such as dry cleaners, grocery store, etc	Growing population and lack of current services
Specialty retail	Antique stores, gift shops, etc.	Historic district
Leisure and Hospitality	Arts, entertainment, recreation, food and accommodations	Outdoor recreational opportunities and regional events as well as specialty retail
Medical services	Medical firms, medical research firms, and other professional services	Quality of life, lack of current services and growing population, and proximity to River Bend medical cluster
Services for seniors	Assisted living facilities or retirement centers	Aging population, quality of life, and proximity to River Bend
Manufacturing	Manufacturers of a variety of items, potentially including: medical equipment, high-tech electronics, alternative energy production, hybrid/electric buses/trucks, recreational equipment, furniture, and other specialty manufacturing	Proximity to I-5, labor force, existing businesses, quality of life, access to natural resources
Professional and Technical Services	Engineering, research, medical-related professionals, and other professional services	Access to educated labor and high quality of life
Trade	Wholesale/Warehousing/Distribution Centers	Proximity and access to I-5, labor force, and location relative to major markets

Food Manufacturing	Food processing firms	Proximity and access to I-5 and agricultural and livestock resources

HOW MUCH LAND DOES THE CITY HAVE TO ACCOMMODATE NEW EMPLOYMENT GROWTH?

The most recent Buildable Lands Inventory (Chapter 3) for Coburg indicates that the amount of unconstrained available commercial and industrial land within the Coburg UGB is as follows:

Table 1.12: Coburg Buildable Employment Lands

Plan Designation	Total Acres	Total Buildable Acres
Central Business District	15	5
Highway Commercial	93.3	38.2
Light Industrial	193.1	28.4
Total	**301.4**	**71.6**

The analysis summarized in Table 1.12 shows that Coburg has 193.1 buildable Light Industrial acres, 93.3 buildable Highway Commercial acres, and 5 buildable Central Business District acres within its UGB. The table also suggests that there are currently a total of 28.4 buildable industrial, and 43.2 buildable commercial unconstrained buildable acres in Coburg's UGB

HOW MUCH EMPLOYMENT LAND WILL THE CITY NEED?

Based upon State forecasted employment growth, employment growth within Coburg's UGB is anticipated to yield an additional 615 new jobs, for an employment total of 4,035 in 2030. This projection is based upon one of the Safe HarborSafe Harbors established in OAR 660-024-0040(8) (a), and adjusted based on local knowledge and/or community vision. As part of this process, the employment growth rates are based on the trends at the County level, which have been estimated by the Oregon Employment Department. As a result, Coburg's employment is projected to grow at a rate equal to the County or Regional job growth rate provided in the most recent forecast published by the Oregon Employment Department. The employment growth rate has been evaluated by applying the annual average growth rate (AAGR) percentages from OED's 10-year Lane County employment sector forecast (2006-2016) to Coburg's industry sectors (2008-2030).

However, it is important to note that there are industries which may exceed the growth rate anticipated in Lane County. In the past, Coburg has exhibited competitive potential to accommodate regional industrial growth. Employment in Coburg is dominated by industries with Industrial types of land uses, which account for 85 percent of employment in Coburg, compared to 25 percent in Lane County. These industries grew at a faster rate than experienced in Lane County. Coburg's characteristics continue to represent a competitive advantage to attract certain industrial and transportation sectors, including warehousing, distribution, wholesale trade, and manufacturing. Trade and transportation industries are anticipated to increase the number of employees within Lane County by 12 percent by the year 2016, while wholesale trade and manufacturing are anticipated to increase 10 and 3 percent, respectively. Given Coburg's competitive advantages, additional growth beyond the AAGR applied to Lane County for these industries could be planned, provided that Coburg has sufficient land to accommodate this anticipated growth.

DOES THE CITY HAVE ENOUGH LAND IN THE EXISTING UGB TO ACCOMMODATE GROWTH?

Yes and no. Based upon the State forecasted employment growth, the City currently has a surplus of employment lands. Table 1.13 shows a comparison of estimated land need and land demand for the Coburg UGB between 2010 and 2030.

Table 1.13: Summary of Surplus/Deficit of Employment Land in UGB

	Additional Employees by 2030*	Emp/ Acre	Adjusted New Needed Acres**	Total Buildable Acres	2030 Surplus/ (Deficit)
Central Business District	101 - 96	25	4.4 - 4.18	5	***0.6 - 0.82***
Highway Commercial	267 - 262	17.4	16.83 - 16.5	38.2	***21.37 - 21.7***
Light Industrial	247 - 156	13.1	20.79 - 13.09	28.4	***7.61 - 15.1***
Campus Industrial	0 - 101	23.5	0.0 - 4.73	-	***0.0 - (4.73)***
Total	**615**		**42.02 - 38.5**		**29.58 - 33.1**

** Range reflects results for two scenarios, with or without Campus Industrial Zone*

However, this estimate does not include an adjustment to the growth rate for industries that Coburg has a competitive advantage in. It is anticipated that the Light Industrial and Campus Industrial zones will experience more growth and resulting demand for land than indicated by the basic employment forecast provided.

In addition, this basic evaluation of land supply and demand does not consider whether the land available is well-suited to meet the needs of new employment growth. The Study finds that Coburg will need employment land with characteristics that cannot be found within the existing UGB. The City will need 2-3 sites of industrial and other employment land on sites 20 acres and larger that cannot be accommodated within the existing UGB.

Comparison of Land Supply and Demand

WHAT IS THE RESULT OF A COMPARISON OF RESIDENTIAL DEMAND AND SUPPLY?

Table 1.14 provides a tabular summary of the comparison of residential land demand against existing residential land supply. It shows a total “New Needed” residential acreage of 146.5 acres.

Table 1.14: Residential Supply and Demand Summary

Plan Designation	Total Acres	Total Residential Buildable Acres	Total Needed Acres	New Needed Acres
Zoned TR (LDR)	136.7	22.5	112	**89.5**
Zoned TMR (HDR)	2.6	2.6	4.5	**1.9**
Zoned CBD	15	1	0	**-1**
New Zone (MDR)	16.3	0.8	15.4	**14.6**
New Zone (MU)	15	15	7.4	**(7.6)***
				97.3
Public Facilities				
Schools	9.3	N/A	**	
Streets	99	N/A	**	**14.2**
Parks	28	N/A	**	**35**
TOTAL	**185.6**	**41.9**	**189**	**146.5**

**Negative Mixed Use figure reflects the range of other uses on Mixed Use land and is not included in the total residential need calculation*
*** Total needed acres not reflected in this table, only New Needed Acres.*

WHAT IS THE RESULT OF A COMPARISON OF EMPLOYMENT LAND DEMAND AND SUPPLY?

The result of the comparison of employment land demand and supply is presented and discussed in Table 1.13.

Urban Growth Boundary Expansion Study

WHAT AREAS WERE CONSIDERED AND ANALYZED IN THE EXPANSION ANALYSIS?

Table 1.15 and Map 1 provides a summary of the areas reviewed and analyzed during the expansion analysis:

Table 1.15: Study Area Location and Size

Study Areas	Location Description	Size (acres)
1. Coburg Road – Roberts Road	Adjacent to southwestern portions of the current UGB. Consisting parcels east of Coburg Road and West of Roberts Road.	95
2. Coburg Road- Funke Road	Adjacent to the UGB at the north end. Includes lands south of the existing UGB, west of Coburg Road and east of Funke Road.	65
3.Coburg Bottom Loop East	Includes lands south and west of the existing UGB, west of Coburg Road and Vintage Way, and east of Coburg Bottom Loop. The area is contiguous with the existing UGB on the northeast side.	74
4. Coburg Bottom Loop West	Includes lands west of the existing UGB, between Coburg Bottom Loop and the western boundaries of the larger tax lots along Coburg Bottom Loop. The area is contiguous with the existing UGB on the north side and part of the east side.	109

5. Stalling Lane –Coburg Road North	Includes lands north and west of the existing UGB, along Stalling Lane and Coburg Road (north of the elementary school). The area is contiguous with the existing UGB on part of the east side.	200
6. Van Duyn – Coburg Industrial Way	Includes lands north of the existing UGB, between Van Duyn and Coburg Industrial Way. The area is contiguous with the existing UGB on the north side and part of the east and west sides.	209
7. East I-5 North	Includes large parcels east of the existing UGB and across Interstate 5 north of Van Duyn Street. The area is not contiguous with the existing UGB.	240
8. East I-5 South A	Study area 8 includes lands east of the existing UGB and across Interstate 5. The area is contiguous with the existing UGB.	106
9. East I-5 South B-Selby Way	Study area 9 includes lands south and east of the existing UGB and across Interstate 5 along Selby Way. The area is contiguous with the existing UGB only in the very northwest corner.	26
10. Coburg South	Study area 10 includes lands south of the existing UGB on both sides of Coburg Road from Interstate 5 to almost Funke Road. The area is contiguous with the existing UGB only in the very northeast corner.	100
11. Coburg North-Indian Drive and Paiute Lane	Includes lands north of Study Area 6 along North Coburg Road. Includes developed Indian Drive and Paiute Lane. Is adjacent to the UGB on the eastern side.	85

WHAT METHODS AND REGULATIONS ARE USED TO PERFORM AN EXPANSION ANALYSIS?

The State of Oregon, Lane County, and the City of Coburg all have policies and rules that direct when, where, and how to expand the UGB. Following is an outline which lists the various pieces of this framework of regulation. Each section of the Study references the applicable regulation.

State Planning

- Goal 1: Public Involvement
- Goal 9: Economic Development
  - Oregon Administrative Rule, Division 9
- Goal 10: Housing
  - Oregon Administrative Rule, Division 8
- Goal 14: Urbanization
  - Oregon Revised Statute 197.298: Priority of land to be included within UGB (see below)
  - Oregon Administrative Rule 660 Division 24, Urban Growth Boundaries (see below)

- **Lane County**
  - Lane County Rural Comprehensive Plan
    - Policies regarding priority of land to be included in a UGB expansion

- **City of Coburg**
  - Local Criteria (see below)

ORS 197.298—Expansion Priorities Analysis

Oregon Revised Statute (ORS) 197.298 sets forth priorities for determining what types and areas of land should be considered for inclusion in an Urban Growth Boundary. These priorities serve as an initial guide in developing a study methodology. In the analysis each priority subsection is addressed to determine its relevance to this particular study and to identify what data and analytical approaches would be used to construct a basic expansion alternative evaluation.

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;
4. Farm and forest land.

The Study provides summary of the expansion study area and recommended expansion alternative selection process undertaken by staff per the language of ORS 197.298:

Oregon Administrative Rule 660 Division 24, Urban Growth Boundaries (Goal 14) outlines Urban Growth Boundary Location Factors 1-7. The purpose of statewide planning Goal 14 is to "provide for an orderly and efficient transition from rural to urban land use. To accomplish this, statewide planning Goal 14 establishes seven criteria of "location factors" for evaluating UGB expansions. These factors supplement the priorities analysis. They include:

Factor 1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
Factor 2. Need for housing, employment opportunities, and livability;
Factor 3. Orderly and economic provision for public facilities and services;
Factor 4. Maximum efficiency of land uses within and on the fringe of the existing urban area.
Factor 5. Environmental, energy, economic and social consequences.
Factor 6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
Factor 7. Compatibility of the proposed urban uses with nearby agricultural activities.

Oregon Administrative Rule (OAR) 660-024-0060(1)(b) states the following:

> *If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.*

Additionally, OAR 660-024-0060(8)(a-c) states the following:

> *(8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation*

with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:

(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;

(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and

(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.

Local Criteria are also addressed in the study and provided key guidance in the weighting and selection process. These criteria are identified largely through the Comprehensive Plan policies directing expansion which were generated largely through the Coburg Crossroads visioning process of 2003, the 2004 Study and periodic review effort, and the 2005 update of the Comprehensive Plan. These processes were all interrelated and constituted a significant effort on the part of Coburg City residents, staff and public officials. The policies that were incorporated into the 2005 comprehensive plan update are a reflection of extensive efforts to summarize the City's ideals, including (and especially) those related to the City's growth.

WHAT WERE THE RESULTS OF THE INITIAL STUDY AREA ANALYSIS?

Table 1.16 presents a summary of the results of the initial study area analysis. Each criteria was rated on a scale from 1 to 5, 5 being the most favorable score.

Table 1.16 Analysis of Study Area Compliance with Expansion Criteria

	Study Areas										
	1	2	3	4	5	6	7	8	9	10	11
State Priority Scheme (ORS)											
Urban Reserve	0	0	0	0	0	0	0	0	0	0	0
Exceptions Land (surr. by)	2	4	2	2	5	2	1	1	1	1	3
Low Farm or Forest Value	2	3	2	1	5	1	3	4	2	3	3
Location Factors (Goal 14)											
Factor 1	4	4	2	3	5	5	4	5	1	1	2
Factor 2	R-4	R-3	R-2	R-2	R-4	R-5	E-5	E-5	E-2	R-2	R-4
Factor 3	3	3	2	3	4	5	1	1	1	3	3
Factor 4	4	3	3	3	4	5	4	4	1	2	2
Factor 5	3	3	1	1	3	3	3	3	2	1	2
Factor 6	2	3	2	1	5	1	3	4	2	3	3
Factor 7	3	3	2	2	4	4	3	4	3	1	3
Local Criteria (LC)											
LC 1	4	4	2	3	4	5	3	4	1	1	2
LC 2	4	4	2	2	4	5	4	5	2	1	3

LC 3	5	4	3	3	4	5	4	4	1	2	1
LC 4	4	4	3	3	4	5	3	3	2	2	3
LC 5	3	4	2	2	5	3	3	4	3	1	3
Study Area Criteria Scoring Summary											
Study Areas	1	2	3	4	5	6	7	8	9	10	11
ORS	*4*	*7*	*4*	*4*	*10*	*4*	*4*	*5*	*3*	*4*	*6*
Goal 14	*23*	*22*	*14*	*15*	*29*	*28*	*23*	*26*	*12*	*13*	*19*
LC	*20*	*20*	*12*	*13*	*21*	*23*	*17*	*20*	*9*	*7*	*12*
Total	***47***	***49***	***30***	***32***	***60***	***55***	***44***	***51***	***24***	***24***	***37***

WHAT EXPANSION ALTERNATIVE WAS RECOMMENDED?

Using the information gathered, including the results presented in Table 1.16, staff developed several expansion alternatives (scenarios). These scenarios were combinations of lands from different study areas which generally met the overall criteria as well as possible. The scenarios each reflected a different emphasis on certain assessment criteria (i.e. exceptions land, prime agricultural land protection, or compact development.) These scenarios were presented to the Planning Commission and City Council and comments and adjustments were made. They were then presented to the public at the Open House in November of 2009. This process and these scenarios are documented in the study. Staff made final adjustments and revisions and provided Planning Commission and City Council with final alternative recommendations. The scenarios selected by City Council are presented below:

Residential Expansion Alternative 2: 150 Acres (see Map 25 in Chapter 7).

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. 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.

This Alternative is comprised of portions of Study Areas 1, 2, 5 and 6. This alternative provides for a very efficient, orderly and economic expansion that meets City policies for sequential development that expands in an orderly way outward from the existing city center to both the north and south of the City Center. The area was modified slightly form its original format by adding land (9.5 acres, tax lot 1603290003600) to Area 5 in order to match, without variation, a boundary to the north which matches the northern boundaries of two significant properties (Stevenson and Monaco). Although the TSP has yet to be updated, this pattern of aligned property boundaries is viewed as having strong potential as a location for a future east-west connector on the north end of town, and thus makes for a good conceptual boundary.

To the south, the boundary was defined by the areas north of the adopted Coburg Loop Multi-Modal Path Plan, acreage which also provides access to the exception lands in Study Area 1. The large taxlot which constitutes most of Study Area 6 was reduced slightly form its original configuration (to accommodate greater acreage in Study Area 5). The reconfigured recommendation includes approximately 60 acres of the overall 150 acre lot. This change is viewed as having little impact on the usefulness of the expansion lands within Study Area 6.

Alternative 2 is comprised of a larger percentage of resource lands than Alternative 1, but includes significant acreage of exceptions land. An additional north-south transportation connector may be needed to better distribute traffic coming from the northern residential development under this alternative. This alternative is predominately comprised of Class II soils, with some Class I and Class IV soils. It is also noted that this alternative also has a higher percentage of Class I and II soils on resource lands than Alternative 1.

***Employment Expansion Alternative 3: 105 Acres* (see Map 24 in Chapter 7).**

This Alternative depicts expansion of the UGB for employment lands occurring on a significant portion of Study Area 8, located south of Van Duyn. This area is comprised of both Class IV and VI soils. The reconfigured Employment Expansion Alternative 3 included the remaining southern 40 acres of lot number 1603340000202. This portion of the lot would have been separated and essentially useless to the property owners for its current use. Additional acreage was also justified due to anticipated environmental constraints of the site (potentially limiting the "buildable" acres on the site).

Land south of Van Duyn was 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.

In the final sections of Chapter 7, the recommended residential and employment expansion alternatives are reviewed for compliance with the statutory requirements of ORS 197.298, Goal 14 location factors, and local criteria.

Policy Evaluation

As previously stated, Periodic Review integrated the community Vision into the Comprehensive Plan and Zoning Ordinance updates of the mid-decade. These policies were the basis for the Study update. Overall, the public outreach and various stakeholder groups concluded that the most of the existing Comprehensive Plan policies remained consistent and relevant for the updated Study. However, this chapter lists key planning and development issues the Study recommends the City should consider during future Comprehensive Plan and Zoning Ordinance updates.

A core component of the Study Update process was 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 Vision.

A review of existing Comprehensive Plan policies shows that many of the 2004 Study recommendations have been implemented by the City. However, a few 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
- Provide a variety of residential housing types;
- Use of a range of tools to meet housing needs, including multiple residential zones,

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.

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, the Planning Commission and City Council considered:

1. Whether the policy or recommendation remains aligned with the Community Vision and should be retained, or
2. Whether the policy should be deleted entirely or replaced with new policies that more accurately reflect current community sentiment.

The Planning Commission and City Council decided to retain the existing policies that have not been implemented, with the exception of those pertaining to the establishment of Urban Reserve Areas. The Planning Commission and City Council were in agreement not to pursue the establishment of Urban Reserves at this time.

In addition to the analysis of the Comprehensive Plan Policies, the City Council and Planning Commission also conducted an evaluation of the status of implementing policy recommendations stemming from the 2004 Study. A review of these recommendations also found that many have been implemented. Key areas that have not been addressed include:

- Development of a Mixed-Use Plan designation,
- Addressing truck traffic in a TSP update,
- 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.

The Planning Commission and City Council reviewed these recommendations and determined that they still have merit to pursue, with the exception of those addressing the establishment of Urban Reserve Areas.

The Study contains a Summary of Recommendations based on the information and the findings of the Buildable Lands Inventory, Housing Needs Analysis, Economic Opportunities Analysis, and UGB Expansion Analysis, the following are key recommendations from this Study:

RESIDENTIAL DEVELOPMENT

1. **Expand the UGB to accommodate housing needs**. The housing needs analysis identified a need for UGB expansion for about 97.3 acres of residential land of net land for development, plus an additional 49.5 acres for associated public infrastructure and improvements, for a gross need of 146.8 acres.

2. **Amend existing Comprehensive Plan policies addressing overall City density.** The current Comprehensive Plan policies call for the City to meet an overall density of 6.5 dwelling units per net acre for new housing. This is generally consistent with the results of the Housing Needs Analysis, which calls for an overall density of 6.6 dwelling units per acre for new housing.

3. **Implement a mixed-use designation within the existing UGB.** Pursue creation of a transitional mixed use designation to apply to Assessors Map/Tax Lot 16-03-33-00/00105 at the northwest quadrant of the intersection of Pearl Street and Coburg Industrial Way. This would redesignate this property from a low-density residential zone (Traditional Residential) to a zone containing a mix of different housing types and commercial development. Consider establishing additional regulations prior to re-designation of this property, addressing the following issues: 1) Allow for a gradual transition of use intensity and height from east to west across the site, with properties adjoining existing single-family residential neighborhoods designed to be similar in scale and intensity with existing development, b) Provide a new access road for the property along Pearl Street at the west edge of the property and from Coburg Industrial Way to minimize traffic circulation from the project to adjoining residential streets west of the property; and c) Require development of the property under the Master Planning process.

4. **Amend the comprehensive plan to include high-, medium-, and low-density residential designations**. A medium density district has been provided on the Zoning Map which allows fourplexes, but this is only for 2.6 acres of land. The Housing Needs Analysis identified the need for approximately 1.9 acres of property developed at an average density of 14 dwelling units/acre, 7.4 acres of mixed-use property developed at an average density of 15 dwelling units/acre, and 14.6 acres of medium density zoned property developed at an average density of 10 dwelling units/acre.

5. **Review policies and development standards to ensure minimum residential density.** The City has adopted minimum residential density provisions which require that lots created through a land division of four or more dwelling units be required to obtain a minimum density of 65 percent of the maximum density. There are certain exceptions to this provision. This type of policy is consistent with provisions established for housing Safe Harbor, which require a MINIMUM density, or “density floor,” for all buildable residential land in the UGB. Under the Safe Harbor, the city must establish zoning that in some manner ensures that development, on average, will not occur at a density of lower than 4 units per net buildable acre. This density is a “floor,” or a bottom limit to the overall average density for buildable residential land in the UGB. In general, this element is intended to discourage very large residential lot sizes for residential development inside the UGB. While the City is not intending to follow the Safe Harbor, it is recommended that the existing minimum density thresholds be reviewed to ensure that a minimum average density of 4 units per net buildable acre is obtained.

6. **Expand the range of housing types allowed.** The current zoning allows for single family detached, duplexes, triplexes and fourplexes. In order to expand the options available for future housing, it is recommended that the City consider the following additional housing options within existing or new zoning districts:
   - Attached single family. Single Family Attached (2 or more common-wall single family dwellings), each on its own lot. This type of provision would provide more flexibility than the duplex provision by enabling the units to be located on individual lots, rather than held in common. This could be implemented in lower density zones through a special permit review process or, alternatively, allowed outright in medium or high density residential zones.
   - Cottage housing. Cottage housing is typically characterized as a cluster of single family units contained on one lot oriented around a central common area such as a common green, where the units are smaller in character (typically limited to 1,000 to 1,200 square feet). Density is typically higher in these communities than would otherwise be achieved through standard detached dwelling unit development. As a result, the mass and scale of the buildings is limited. These projects are typically subject to a design review process.
   - Small lot single-family housing. This provision would allow reduced lot size beyond what the underlying zoning allows, in order to provide an incentive to retain or create smaller homes on smaller lots. This policy intends to encourage housing diversity by providing more housing choice, and to offer a viable alternative if the market trend in the community is toward large homes maximizing the building envelope and the community is concerned that such development is changing the character of the neighborhoods.
   - Historic residence preservation incentives. If removal of historic residences is a concern in Coburg, this provision could be implemented, allowing reduced lot size in order to provide an incentive to preserve historic residences. This policy intends to encourage voluntary retention of remaining historic homes that would otherwise be torn down, making way for larger homes on larger lots and changing the character of the neighborhoods.

7. **Amend existing development regulations to address infill development.** The City has made changes to its Zoning Code to better respond to infill development, including allowing accessory dwelling units, allowing duplexes on corner lots, and permitting smaller minimum lot size with provision of wastewater. The City has opted not to permit flag lots or mid-block lanes, as was determined during the last Comprehensive Plan policy amendments and confirmed during this Study process. Additional potential changes that the City could explore include:
   - Lot coverage exemptions. Exempt some architectural features from the lot coverage standards that contribute to streetscape character (e.g., front porches, overhangs, porticos, balconies, etc.) as well as pedestrian-oriented elements (e.g. pedestrian pathways, courtyards, etc.).
   - Lot size averaging. Lot size averaging is one mechanism to provide alternatives to rigid lot area and density standards that otherwise conform to the Comprehensive Plan. As an example, the Model Development Code for Small Cities, 2nd Edition allows a *[10 percent]* modification to the lot area and/or lot dimension (width/depth) standards, provided that the overall density of the subdivision does not exceed the allowable density of the district and the approval body finds that granting the modification allows for a greater variety of housing types or it improves development compatibility with natural features or adjacent land uses. The approval body may require that standard size lots be placed at the perimeter of the development where the abutting lots are

standard size or larger; except that this provision shall not apply where the abutting lots are larger than *[20,000]* square feet.

8. **Evaluate options for preserving community character.** Some design standards have been developed, but there are continuing concerns about the adequacy of these design standards to address issues of community character. As a result, it is recommended that additional design standards be provided, particularly for multifamily development, attached single family, cottage clusters and other non-traditional housing types within the City of Coburg.

NON-RESIDENTIAL DEVELOPMENT

1. **Expand the UGB to ensure that the supply of industrial land contains sufficient diversity to meet anticipated new employment needs.** The buildable lands inventory identified approximately 28.4 acres of vacant or partially-vacant land designated for industrial uses. These lands could accommodate a significant number of new employees, but the land that is available for development does not accommodate the expected employment growth based on the site characteristics typical of expected uses. In particular, there is a current lack of large acreage sites (20-plus acres) in Coburg's available industrial inventory. To address this lack of diversity in sites, the City should add at least 40-60 acres in contiguous ownership that can be developed for larger industrial uses. Further, to preserve these areas for users needing larger sites, the City should consider a master plan or minimum lot size requirement.

2. **Implement a mixed-use designation within the existing UGB.** Outside of the existing Central Business District**,** Coburg does not presently have a plan designation or zoning district that encourages mixed-use development. However, with the growing population and from input during the Study process, it is anticipated that there will be a growing needs for more professional and retail services to serve the residents of Coburg.

3. **Add design standards for commercial and industrial uses.** Limited design standards have been developed. There is significant concern about future development and how that may impact community character issues. Additional development of design standards should be pursued in response to these concerns.

4. **Consider placing a master plan requirement on properties near the interchange.** There is significant redevelopment potential near the interchange of Coburg, a key location both for Coburg in terms of its community character, but also in terms of its economic development potential**.** Coburg should institute a master planning process to review development proposals for these key sites.

5. **Take steps to decrease the jobs/housing imbalance.** At its full employment potential, Coburg continues to suffer from a jobs/housing imbalance. A typical jobs/housing ratio is 1:1. With the proposed employment and population forecasts, Coburg is taking steps to address this existing imbalance. In addition, the Housing Needs Analysis helps to ensure that the City is providing appropriate workforce housing to reduce commuting from outside the City, where possible.

TRANSPORTATION

1. **Complete an update to the Transportation System Plan.** The Transportation System Plan (TSP) must be coordinated with the Comprehensive Plan. The City is in the early stages of a process of updating its TSP and should use the growth scenarios established in this Study as a basis for this effort. Further, the Coburg TSP will need to maintain consistency with the Regional Transportation System Plan (RTSP) process.

2. **Implement the Interchange Area Management Plan IAMP)**. By ordinance the next TSP update must adopt the IAMP as a Refinement Plan and be implemented.

3. **Address truck traffic through the city core in the TSP update.** Truck traffic through the city core is an issue. Truck traffic currently has no other thru option, but the Willamette and Pearl Street intersectipon. Increasing truck traffic is incompatible with the City's vision to maintain the character of historic Coburg. Downtown Coburg is not a freight route.

UTILITIES

1. **Complete installation of planned major utility upgrades.** Water and sewer service are essential for production and to support households and employees. Coburg is currently taking steps to install sewer service and a new well for the municipal water service. As these efforts continue, there should be continued coordination between public facilities planning and the final decision of where to expand the Coburg UGB.

2. **Develop better cost estimates of servicing the various UGB expansion areas as part of the public facilities and services planning efforts.** There are cost uncertainties of expanding services to different UGB expansion areas, particularly properties on the east side of I-5. A cost study was beyond the scope of the Study, but is recommended to determine the timing and cost of extending utility services across Interstate 5.

NATURAL RESOURCES AND ENVIRONMENT

1. **Expand the UGB to accommodate parks and other public uses.** In 2005 Coburg completed a Parks and Open Space Master Plan. A needs analysis was conducted to determine the City's current park and open space deficiencies as well as the projected needs for the next twenty years based on population projections at the time. The 2005 analysis determined that the City would need an additional six acres of neighborhood park land, one acre of mini park land, and 26.6 acres of community park land, for a total of approximately 35 new acres to accommodate park needs. That translates into approximately two additional neighborhood parks, two to three additional mini parks, and a single community park. Since 2005, the Coburg Loop Implementation Strategy was adopted (April 2009) which creates a plan for a 5.5 miles multi-use path facility in and around the City.

2. **Re-evaluate the future location of planned park facilities.** The Coburg Parks and Open Space Master Plan presents recommended general locations for the addition of such parks based upon UGB expansion areas anticipated at the time of the Plan preparation. These assumptions should be re-examined based upon the UGB expansion areas identified in this Study.

UGB EXPANSION

1. **Add residential (and public) land to the UGB.** The City will need to provide approximately 146.5 acres (including 49 acres for public lands). This land should be designated for low-, medium-, high-density and mixed use housing types as described in the Housing Needs Analysis (Chapter 4). Staff has provided a specific residential expansion recommendation in Chapter 7 (UGB Expansion Analysis). It is also noted that this residential expansion recommendation is consistent with the Hybrid Map developed during the Coburg Crossroads Vision project.

2. **Add employment land to the UGB as supported by the Study and directed by the City Council.** The Study provides support for the addition of one to two 20-plus acre industrial sites. Staff has provided a specific employment expansion recommendation in Chapter 7 (UGB Expansion Analysis). It is also noted that the 2004 Study recommended that the City consider Study Areas 7 and 8 for employment growth and to take steps to preserve these areas for future employment growth.

3. **Include parcels of sufficient size to meet the largest park identified in the City's park master plan.** Park plans typically have several park classifications. The largest for communities Coburg's size is the "community park" classification which can range from 10 to 20 acres or larger. The City should ensure land of sufficient area and location is available to implement the park master plan.

CHAPTER 1. INTRODUCTION

This chapter provides an overview of the purpose of the Study Update (Study) and describes the methods and key policy decisions that guided the analysis and Studyconclusions.

Study Purpose

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 Statewide Planning Goals. This Study presents all of the State Goal requirements including the associated State Statutes and guidelines for maintaining an Urban Growth Boundary (UGB). The requirements include the following:

- A population and employment forecast consistent with ORS 195.036 and Goal 9 which includes the adopted Lane County Population Forecast (Ordinance No. PA 1255, June 17, 2009)
- A Buildable Lands Inventory consistent with Goal 9 and 10
- A Housing Needs Analysis consistent with Goal 10 and Goal 14
- An Economic Opportunities Analysis consistent with Goal 9 and OAR 660-009
- A comparison of the demand for land with the supply of land. This analysis is required by statewide Planning Goals 9, 10, and 14 to determine if the City has sufficient buildable land to meet the 20-year demand
- An Urban Growth Area Expansion Analysis consistent with Goal 14 and related Statutes and Administrative Rules that govern UGB expansions (e.g. ORS 197.298, and OAR 660-024)
- Provide a set of recommendations based on “demonstrated needs” (Goal 14) for Coburg City Council to consider regarding future UGB expansion

What is an Urban Growth Boundary?

An UGB is intended to:

1. Provide for an orderly and efficient transition from rural to urban land use
2. Accommodate urban population and urban employment inside UGBs
3. Ensure efficient use of land, and to provide for livable communities (Goal 14)

There are several key benefits of an UGB, including:

- City land use patterns are more efficient, minimizing public service costs, including costs for roads and other transportation, sewer and water lines, fire and other services.
- Effective way to conserve farm and forest land
- Reduce the human impact on the balance of the natural environment

Land inside a UGB is intended for development, either in the near-term or long-term (with some exceptions, such a parks or other open space), and must be planned for urban development. The city and county together must formally adopt amendments to the existing UGB as part of the Comprehensive Plan. It must then be submitted for approval by the Land Conservation and Development Commission (LCDC). Once adopted and acknowledged, the plan and UGB are binding on the local governments.

Methods

As presented in the Study Purpose section, this Study relies on a series of analyses addressing different elements as they relate to urban expansion. Each of these analyses is based on specific assumptions. Appendix A contains a list of assumptions used in this analysis. In

addition, the following briefly overviews the methods used in compiling the different components of the Study:

BUILDABLE LANDS
The general structure of the Buildable Lands Inventory contained in Chapter 3 is based on the Department of Lane Conservation and Development's (DLCD) *Planning for Residential Development (PRD)* workbook, which specifically addresses residential lands, but is also applicable to commercial and industrial lands. As outlined in the PRD workbook, the steps and sub-steps in the supply inventory are:

Step 1: Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.

Step 2: Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total vacant acres.

Step 3: Calculate net buildable vacant acres by plan designation by subtracting land for future facilities from gross buildable vacant acres.

Step 4: Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable vacant acres.

The total net supply of land is determined by adding the gross vacant acres to the gross redevelopable acres and the gross acres available for infill development, and then subtracting for unbuildable lands.

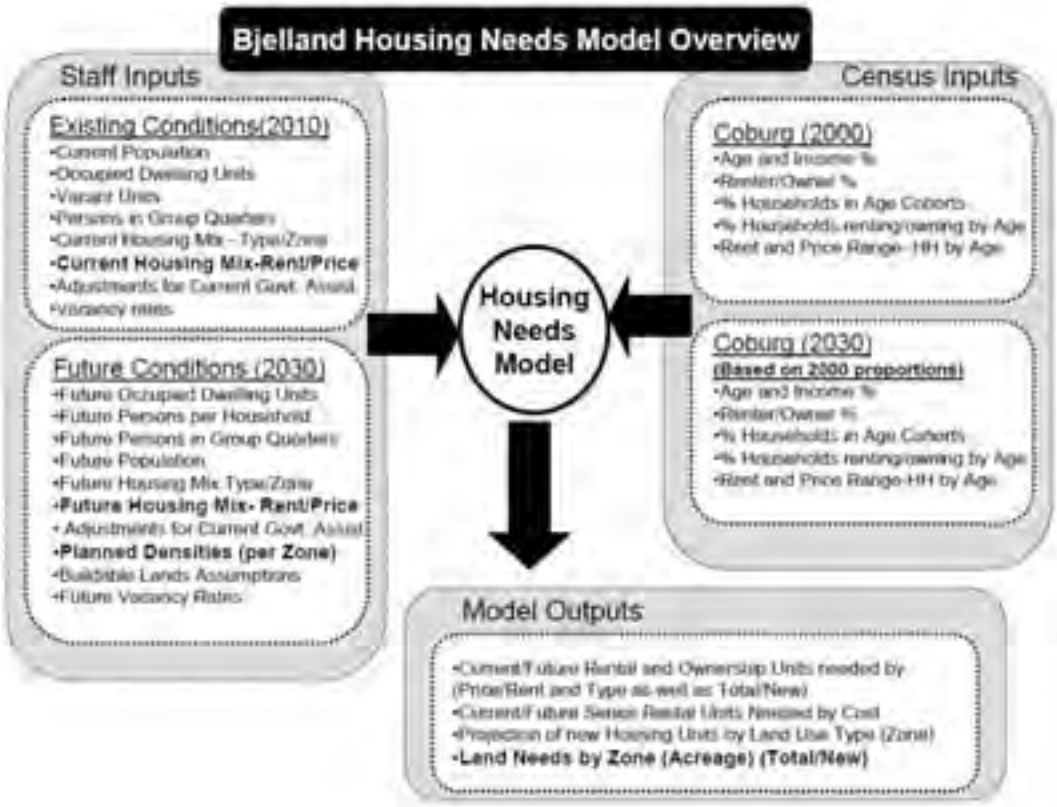
HOUSING
The general structure of the Housing Needs Analysis contained in Chapter 4 follows the methodology described in the DLCD report *Planning for Residential Growth*, referred to as the "Workbook." The Workbook describes the necessary steps to conduct a housing needs analysis *(pgs 26-31)*:

- Identify relevant national, state, and local demographic trends that will affect the 20-year projection of structure type mix.
- Describe the demographic characteristics of the population, and household trends that relate to demand for different types of housing.
- Estimate the number of new units needed.
- Determine the types of housing that are likely to be affordable to the projected households.
- Estimate the number of additional new units by structure type.
- Determine the density ranges for all plan designations and the average net density for all structure types.
- Evaluate unmet housing needs and the housing needs of special populations (Goal 10).

While the housing need analysis presented in this chapter follows the methodology described in the Workbook, it does not include as much detail as an analysis that would be required under ORS 197.296. Additionally, the housing needs assessment in Chapter 4 is based on the assumption that Coburg will develop a sanitary sewer system and that it desires to provide housing that meets the needs of individuals that are currently employed in Coburg, families, and seniors. These assumptions are consistent with goals and policies documented in the *Coburg Comprehensive Plan*.

To facilitate this analysis, a Coburg-specific Housing Needs Model was created using a model designed by demographer and housing specialist Richard Bjelland.[6] The model utilizes demographic and other data inputs to generate a set of future housing need estimates. The following diagram provides an overview of the model:

Figure 1.1



This Coburg specific model is designed to address the housing needs requirements set out in Oregon's Statewide Planning Goal 10.

ECONOMY

The general structure of the Economic Opportunity Analysis contained in Chapter 5 follows the basic approach methodology described in the DLCD Industrial & Other Employment Land Analysis Guidebook, referred to as the *"Goal 9 Guidebook"*. The methodology includes the following basic steps:

1. Create or refine an Economic Vision and Goals
2. Conduct an Economic Opportunities Analysis (OAR 660-009-0015). The purpose of an Economic Opportunities Analysis (EOA) is to compare the demand for land for industrial and other employment uses to the existing supply of such land. The EOA is composed of several different analysis in order to gain a better understanding of what employment growth will require in terms of land (amount and different site characteristics), including:

[6] Bjelland Consulting. *www.bjellandconsult.com*

- Review of National, State, Regional, County and Local Trends. This information will assist in forecasting what categories of industrial or other employment uses will locate or expand in the planning area based on information about national, state, regional, county or local trends.
- Forecast 20-year population and job growth by sector.
- Assess community economic development potential. This information will provide information on the types and amounts of industrial and other employment uses likely to occur in the planning area in order to better estimate local job capture of regional job growth forecasts.
- Identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses.
- Estimate job density by sector (e.g. jobs per acre). These assumptions will be used to convert employment growth to land demand by land use type.
- Estimate land demand, applying a vacancy rate.
- Determine existing vacant and partially vacant lots and estimate development constraints.
- Reconcile land demand versus land supply.
- Determine short term buildable lands needs.
- Determine 20-year land need.

UGB EXPANSION

Statewide planning Goals 9, 10 and 14 all require cities to provide a 20-year supply of buildable land within urban growth boundaries (UGBs).

Prior to expanding its urban growth boundary, the City of Coburg will need to demonstrate that it cannot reasonably accommodate the anticipated demand on land already inside the urban growth boundary. Once it has evaluated whether needs can be met within the existing UGB before expanding the UGB, the City needs to conduct an UGB Expansion Analysis.

The process and criteria for justifying an expansion of an existing urban growth boundary are found in several State planning laws and goals. Most important to this process are those found in Oregon Revised Statute 197.298 (Priority of land to be included within urban growth boundary), Goal 2 (Exceptions process), and Goal 14 (Urbanization). ORS 197.298 establishes the following priorities for expanding UGBs:

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;
4. Farm and forest land.

Coburg has no urban reserve or marginal lands adjacent to its urban growth boundary. There are, however, exception lands and farm lands adjacent to the Coburg UGB. To provide for the unmet future need, Coburg must inventory and assess the lands that surround its current boundary to determine which lands are most appropriate to accommodate future urban development, consistent with ORS 197.298, Goal 14 and the City's own vision and expansion policies.

Goal 14 provides some additional guidance on boundary locations with consideration of the following factors:

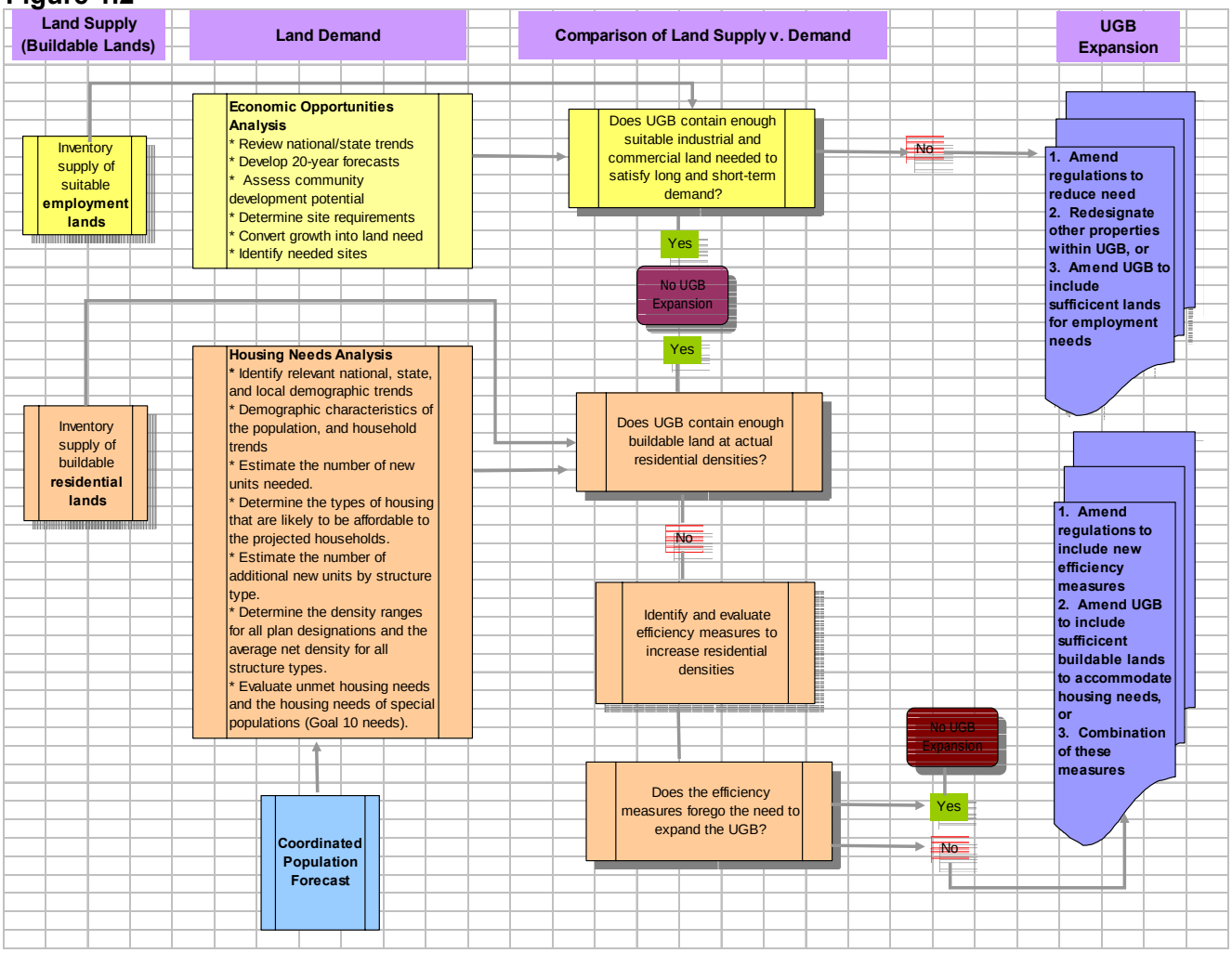
(1) Efficient accommodation of identified land needs;
(2) Orderly and economic provision of public facilities and services;
(3) Comparative environmental, energy, economic and social consequences; and
(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

These factors provide direction on selection of lands within the priority scheme and also outline some reasons why lower priority lands may be part of an expansion area if they may better address these factors than lands in higher priority categories.

OAR 660-024-0060 requires cities to conduct an "Alternatives Analysis" when considering a UGB amendment. The alternatives analysis requires all lands adjacent to and around the existing UGB be reviewed. The determination of alternative boundary locations need to be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14. Chapter 7 contains an overview of the City's alternatives analysis.

Figure 1.2 provides an overview of the overall UGB expansion analysis:

Figure 1.2



Process

StudyA large range of people participated in the development of this Study. As part of this process, a number of different meetings were held with a Technical Advisory Committee (TAC), Planning Commission, City Council, and public workshops. The following is a summary of the various meetings and workshops that have occurred:

- The TAC met nine times over the course of the Study to discuss concepts and provide recommendations. The TAC is described in more detail under the public outreach and involvement section.

- City Council.
  - The City Council has received monthly progress updates on the Study.
  - In addition, the City Council has met to discuss the project at four different Council meetings.
- Planning Commission. The Planning Commission discussed the Study four times over the course of the Study.
- Two public workshops were held

All Staff memos and supporting materials for these meetings and workshops can be found at the project's website at http://www.lcog.org/coburgurbanization/default.cfm.

Key Policy Discussion and Decisions

A number of key policy discussions and decisions have occurred that have played a key role in this analysis. These issues are summarized briefly below:

1. **Proposed Study Area.** At the outset of the Study process, the TAC and City Council established the boundaries for the Study Areas, should UGB expansion prove needed (see Map 1). The Study Areas approved by the City Council are generally consistent with those used in the 2004 Study, with the following additional three areas also included: 1) an area south of Study Area 8 which is the subject of development activity at the County and which property owners have expressed interest in being included, 2) an area south of Roberts Court, and 3) an area north of the City which includes Pioneer Valley Estates (PVE) subdivision.

2. **Employment Forecasts.**

   a. **Baseline Employment Figure.** There are a variety of data sources that can be utilized in establishing current employment figures. After reviewing different options, the City Council opted to use County-level Quarterly Census of Employment and Wages (QCEW) "covered employment" data from the Oregon Employment Department (OED) as a base employment figure for each industry sector. The City Council noted that the City has a fair number of self-employed that should be addressed in the baseline employment population. Since non-covered employment (e.g. home-based businesses and other sole proprietorships) are not included in the data from OED, the City Council decided to also address non-covered within the City by evaluating "Total Employment" figures, produced by the Bureau of Economic Analysis, and evaluating business licenses and other information at the local level to modify covered/non-covered

ratios in specific employment sectors (e.g. retail trade, natural resources, and government services).

b. **Employment Forecast.** Critical to the determination of how much commercial and industrial land will be needed in the future in Coburg is an understanding of how much employment growth Coburg will experience throughout the planning period. Increased demand on commercial and industrial lands will come as a result of new businesses locating in Coburg, the growth of businesses currently in Coburg and existing businesses relocating in Coburg. Employment growth is one commonly accepted measure for increased demand for commercial and industrial land. There is no way to know exactly how much employment growth there will be, however there are methods for forecasting that employment growth.

   After reviewing different options, the City Council opted to use an approach that is based upon one of the Safe Harbors established in OAR 660-024-0040(8)(a), and adjusted based on local knowledge and/or community vision. Under the Safe Harbor, Coburg would estimate that the current number of jobs in the urban area will grow during at a rate equal to the County or Regional job growth rate provided in the most recent forecast published by OED. As a result, the employment growth rate would be evaluated by applying the annual average growth rate (AAGR) percentages from OED's 10-year Lane County employment sector forecast (2006-2016) to Coburg's industry sectors (2008-2031). Adjustments to specific growth rates in the retail trade, professional services, and leisure and hospitality sectors were made to address a current lack of these services within Coburg as well as respond to anticipated growth in residential development.

3. **Buildable Lands Inventory.** The TAC provided recommendations on the following provisions of the buildable lands inventory:

   a. Definition of vacant land. The TAC discussed the threshold to be used for the value of improvements that could occur on a property if that property continued to be classified as vacant. The 2004 Study used an improvement value of less than $5,000 (not including lands that are identified as having mobile homes) for residential properties. The TAC recommended that this threshold continue to be used.

   b. Definition of Partially Vacant Land: The TAC discussed the definition to be used to classify partially vacant land. Partially vacant tax lots have improvements but also have enough undeveloped land to accommodate additional development. For Traditional Residential lots, it was recommended that partially vacant lots be classified by considering the existing district regulations. Based on current minimum lot size standards established in Coburg, it is recommended that partially vacant lands be determined by evaluating all developed lots greater than 15,000 square feet in size (which is equivalent to the area needed to divide property in the Traditional Residential District and exclude 7,500 square feet to account for the lot containing the existing structure).

   c. Definition of Undevelopable Land. All new lots must meet the minimum lot size to be created or to be recreated with a lot line adjustment. However, existing legal lots in the residential districts regardless of size may be developed if they meet the other district regulations (e.g. setbacks, access, frontage, etc.) There are some legal lots that will be too small to be developed. The 2004 Study used

a lot size of 2,500 square feet as a starting threshold for determining which lots would be undevelopable, and also included land that has no access or potential access, or land that is already committed to other uses by policy. Since that time, new zoning has been established in the City, which slightly modified the minimum lot size. The TAC recommended that in order to ensure consistency with the 2004 Study, the Study should use 2,500 square feet for properties in the Traditional Medium Residential and Traditional Residential zones; otherwise use 1,500 square feet in the Central Business District. The TAC also recommended further refining this by analyzing access limitations as well as land that is already committed to other uses by policy.

d. Definition of Infill Property. The TAC recommended using a land area of 15,000 square feet or greater, together with a review improvement values and aerial photographs to determine whether there is sufficient land to be further developed.

e. Rate of Infill Build-Out. The TAC discussed this issue and determined that the rate of infill over the planning period is anticipated to be low and recommended a redevelopment rate of 10 percent.

f. Redevelopment. Redevelopable land is land on which development has already occurred but due to market forces or city policies, there is a strong likelihood that the existing development will be converted to, or replaced by, a new or more intensive use. Redevelopment can occur if improvements, renovation, infill, or development of a more intensive use are feasible options. The TAC provided the following feedback on how to include redevelopment:

    i. Traditional Residential. Redevelopable properties should consist of corner properties over 8,000 square feet in size (based on City's duplex ordinance), excluding those properties that have been designated as a historic residence. For redevelopment rate, use same rate as Infill (10 percent).

    ii. Commercial/Industrial Land Use. Use a 1:1 improvement to land value ratio to determine whether properties are likely to redevelop. The TAC also recommended reviewing land use information to include land if the existing use is less intensive than planning designation would allow.

g. Redevelopment Build-Out. The 2004 Study used an assumption that 20 percent of the total vacant and redevelopable employment lands would redevelop over the planning period. Input received from the TAC suggests that this redevelopment rate is lower than is likely to occur, based upon the economic advantages of Coburg and, in particular, its strategic location along and access to I-5. As a result, for the Light Industrial and Highway Commercial designations, a higher redevelopment rate of 30 percent has been applied.

h. Property constraints. The TAC discussed how to address property constraints that do not preclude development, but limit the degree to which land can be developed. In particular, the TAC discussed two types of constraints found within Coburg: wetlands and flooded areas. For the purposes of this Study, the following determinations were made:

    i. Calculate no deduction for lands identified on the Federal Emergency Management Agency's (FEMA) Flood Insurance Rate Maps (FIRM) which are required to administer floodplain management regulations and to mitigate flood damage..

ii. Exclude acreage of all wetlands identified as "SIGNIFICANT" in the Local Wetland Inventory (LWI) as unbuildable, but include remaining wetlands as buildable. For property in the southeast quadrant of City that was annexed after LWI was completed, exclude acreage of wetlands mapped in the National Wetland Inventory as unbuildable.

i. Public Facilities Land Needs. For determining the amount of land that needs to be deducted from development area to meet public facility land needs within the UGB, the TAC recommended varying from the Safe Harbor figure of 25 percent to 20 percent. This reduction from the Safe Harbor method has been used based on several factors:

- The City has identified a large site within the UGB to use associated with the wastewater system; this acreage has already been deducted from the inventory of vacant lands as publicly owned property. The capacity of this system has been based on a population and employment forecast similar to that addressed in this Study.
- The anticipated growth within the planning period will likely not result in increased demand for new school facilities within Coburg.
- Plans for expanding the capacity of the water system by drilling a third well is cited outside of the existing UGB due to the location of the water tables in and around the City.
- Coburg's Parks and Open Space Master Plan (POS), which projects limited need for additional parks within the City's existing UGB, but does include plans for a 51/2 mile linear pathway system in and around the City to meet both recreational and transportation needs.

4. Economic Opportunities Analysis.

a. Economic Vision and Target Industries**.** The TAC reviewed the current economic vision contained in the Comprehensive Plan and reiterated the vision. The TAC also discussed sectors that the City is interested in pursuing as part of its economic development strategy, which are specifically addressed in Chapter 5. There has been considerable discussion about whether the City should encourage future employment growth in manufacturing, warehousing/distribution and wholesale trade, with the Planning Commission recommending against expanding the UGB for these types of industries. The City Council considered this issue in detail and decided to pursue expansion of employment lands to support employment growth for these types of employment sectors.

b. Trend Analysis. The TAC provided input to the trend analysis included in the EOA in Chapter 5.

c. Economic Strengths and Weaknesses. The TAC provided input to the analysis of economic strengths and weaknesses included in the EOA in Chapter 5. The TAC briefly discussed the differences in visual character in the downtown versus near the I-5 interchange and noted the desire to investigate urban design elements or other techniques that would better connect these two areas of the City.

d. Job density by sector. The TAC provided staff direction related to employment density assumptions. The TAC reviewed visualizations of employment at

different densities. After this exercise, and based on floor area ratio (FAR) in other Oregon communities as well as general trends and analysis on the potential FAR that a site can achieve without structured parking (because of its high cost, structured parking was not seen as a viable development technique to be used in Coburg), it was concluded that FARs developed for zones within Coburg should represent less density than allowed for in the code. Rather than FARs of 0.7 or 0.6, the TAC recommended that FARs of 0.2-0.4 should be utilized.

5. Housing Needs Analysis.

a. Housing Mix and Density. Staff sought guidance from the TAC, Planning Commission and City Council on whether to use either of the density Safe Harbors recently adopted by the State, briefly described as follows:

Option 1: Standard Density Safe Harbor

Under this option, cities with a forecasted population for the urban area inside the UGB at the end of 20 years of 2,501 to 10,000 residents, which would include Coburg, can assume a defined density that will occur over the forecast period, for purposes of the UGB analysis. In this case, the assumed density is six units per net acre.

This density figure establishes the units per net buildable acre that the city may assume will occur over the 20-year planning period. These *units per net buildable acre* are used to determine residential density within the existing urban area and within any new areas proposed to be added to the UGB. This density figure applies only to buildable residential land.

The Safe Harbor also includes a requirement that the city allow the opportunity for a higher density. Coburg would need to zone land to allow for at least eight units per acre. Additionally, in order to use the average density Safe Harbor, the local government must establish zoning that in some manner ensures that development, on average, will not occur at a density of lower than four units per net buildable acre. This density is a “floor,” or a bottom limit to the overall average density for buildable residential land in the UGB. In general, this element is intended to discourage very large residential lot sizes for residential development inside the UGB.

Finally, this option also requires that the zoning allow for a housing mix consisting of the following minimum percentage of housing density ranges:

- 60 percent low density (2-6 units per net buildable acre)
- 20 percent medium density (6-12 units per net buildable acre)
- 20 percent high density (12-40 units per net buildable acre)

Option 2: Alternative Density Safe Harbor for Small Exception Parcels and High Value Farm Land

Under this option, a local government must first choose the standard density Safe Harbor. If it chooses the standard density Safe Harbor, it may also use (but is not required to use) the Small Exception Parcels and High Value Farmland Safe Harbor.

This new alternative Safe Harbor allows a local government to assume lower density will occur for small exception parcels, (4 dwelling units per net buildable acre in this case). However, at the same time, the local government must assume a higher density will occur on any high value farmland added to a UGB, in this case the zoning must allow a density of 10 units per net buildable acre. The idea is based on two assumptions: 1) authorizing lower density assumptions for small exception parcels recognizes that these parcels frequently have limited potential for future development at urban densities compared to larger exception parcels; thus, using this Safe Harbor removes a disincentive to add these lands to a UGB, and 2) requiring a higher residential density for high value farm land may lead to less farmland added to UGBs, thus better implementing state policies to protect and preserve farmland and ensure efficient use of urban land.

Option 3: Incremental Density Safe Harbor

This option was designed for cities that are currently developed at a very low residential density and may consider the density assumptions in Option 1 and 2 above too difficult to achieve given their current low density development patterns.

Under Option 3, Coburg could assume that the overall density of residential development over the forecast 20-year planning period would be 25 percent higher than the overall density of developed residential land in the UGB at the time the City initiated the evaluation or amendment of its UGB. The existing estimated density within the City is 4.7 dwelling units per net buildable acre. As a result, under this provision the density would need to be approximately 5.8 units per net buildable acre. Under this option, the City would still need to meet the zone to allow provisions (8 dwelling units per acre) and required overall minimum density standards (4 dwelling units per net acre) indicated in Option 1.

Under this option, the housing mix would be estimated simply by increasing the proportion of multi-family housing within the existing mix—similar to the concept for the incremental density Safe Harbor. Safe Harbor Option 3 requires that the medium density be increased by 10 percent, and that the high density be increased by 5 percent within the existing developed housing mix, and the low density would be decreased by a proportionate share so that the overall mix total is 100 percent.

After significant discussion and review, the staff and City officials recommended not using the Safe Harbor. In general, it was thought that Coburg's existing housing mix (65 percent Low Density, 25 percent Medium Density, and 10 percent High Density) was a good starting point, but didn't match the densities in Option 1. Option 3 posed problems due to the need to increase the Medium Density zone an additional 10 percent, to 35 percent overall. Instead, the TAC recommended using concepts from Option 3, such as increasing the percentage of high density housing, to achieve an overall housing mix closer to that specified in Option 1. Specifically, the TAC provided the following guidance:

- Safe Harbor may not be the best alternative for Coburg.
- The TAC supported making minor improvements to Coburg's existing mix into the future. The existing mix of 65 percent Low Density, 25 percent Medium Density and 10 percent High Density could be adjusted slightly to support more units of higher density and more appropriate match Coburg's identified housing needs. Because of wastewater limitations, recent development has not met the City's traditional mix – therefore if this mix were to be realized it would mean higher proportions of compact development and multifamily development than Coburg has seen in the recent past.
- Assumptions about maximum lot sizes in the single family zones should be considered.
- Rather than the Safe Harbor 60/20/20 mix split outlined in Option 1, the TAC suggested that a 60/25/15 split should be pursued as a baseline for buildable land. Staff's end result after accounting for all housing factors within the housing needs model was a planned mix (buildable land) of 60/21/19, resulting in an overall 2030 mix of 61/22/17. The land need and development assumptions of this mix were presented and approved by the TAC, Planning Commission and City Council.

b. Multifamily development. The Planning Commission and City Council both expressed an understanding for the need for increased housing options and density in new development. In order to address concerns about the type of development, the Planning Commission and City Council opted to retain current policies limiting multi-family residential development to no more than four dwelling units in any single structure. The Housing Needs Model was adjusted to reflect this recommendation.

c. Efficiency Standards. As part of the Study, the TAC, Planning Commission and City Council reviewed different infill strategies that could be incorporated into the City's development regulations to facilitate infill and reduce UGB expansion. In particular, the following key recommendations were made:

i. Creation of a new Mixed-Use Zone within the existing UGB. The Planning Commission and City Council decided to pursue creation of a transitional mixed use designation to apply to Map Lot 1603330000105 at the northwest quadrant of the intersection of Pearl Street and Coburg Industrial Way (see Map 26 in Chapter 7). This would redesignate this property from a low-density residential zone (Traditional Residential) to a zone containing a mix of different housing types. The Planning Commission strongly recommended that additional regulations be established prior to re-designation of this property In establishing a new Transitional Mixed-Use zone classification, the Planning Commission recommended that the designation 1) Allow for a gradual transition of use intensity and height from east to west across the site, with properties adjoining existing single-family residential neighborhoods designed to be similar in scale and intensity and existing development, b) Provide a new access road for the property along Pearl Street at the west edge of the property and from Coburg Industrial Way to minimize traffic circulation from the project to adjoining residential streets west of the property; and c) Require development of the property under the Master Planning

process. Appendix I contains a rendering that depicts a street view of a potential mixed-use development in Coburg.

ii. Additional infill strategies. The Planning Commission and City Council also recommended that the following potential infill strategies (as described in Appendix G) be further evaluated as part of potential future amendments:

- Attached single family;
- Cottage housing;
- Small lot single-family housing;
- Historic residence preservation incentives;
- Lot coverage exemptions; and
- Lot size averaging.

6. **Public Facilities.** The TAC and City Council both discussed whether to use the Safe Harbor for determining public facility needs in the expanded UGB, or whether to revise those based upon different projected Park/Open Space needs from the City's Park and Open Space Master Plan. Eventually, it was decided to use the greater public facility needs generated by using the Master Plan estimates. Specific acreage needs are presented and discussed at the conclusion of Chapter 4.

7. **UGB Expansion Alternatives.**
   a. Coburg's UGB Expansion Priorities. The TAC, Planning Commission, and City Council reaffirmed that the policies adopted into the Comprehensive Plan that address UGB Expansion should be used in the UGB expansion alternatives to inform the local criteria that will be used.
   b. UGB Expansion Alternatives Comparison. The TAC, Planning Commission, and City Council provided input on the different UGB Expansion alternatives. The Final Residential and Employment Expansion Alternatives were approved by the City Council and presented within Chapter 7.

Public Outreach and Involvement

It is important to note that this Study builds upon the prior work that has been completed by the City. Prior work included significant community involvement in establishing vision for growth and information from these past efforts (Coburg Crossroads, 2004 Study, and 2005 Zoning Code/Comprehensive Plan Amendments) has been used as framework for the current Study.

Several consistent themes emerged from these studies, summarized as follows:

- Maintain Coburg's small town atmosphere
- Quality of life/livability
- Attract young families with school-age children
- Retain existing elementary school
- Plan for parks/open spaces
- Protect surrounding agricultural lands
- Buffer between residential and industrial lands
- Use land efficiently
- Plan for sequential development outward from existing city center

In addition, the following briefly outlines additional public outreach and involvement conducted as part of this update:

Technical Advisory Committee (TAC)
As part of the Study, staff worked with a Technical Advisory Committee (TAC). At the December 9, 2008 City Council meeting, members were appointed by the City Council to the TAC. This committee is designed to serve as a key resource throughout the Study to discuss concepts, as well as provide input and direction on key issues, such as Coburg's economic opportunities and challenges, as well as its competitive advantages. The TAC was designed to contain representatives from the following key stakeholder groups:

- Mike Watson - Coburg City Councilor
- Cathy Engebretson - Coburg Planning Commissioner
- Ed Moore - Oregon DLCD Staff Representative
- Stephanie Schulz - Lane County Land Use Division
- Jack Harris - Coburg Public Works Staff Representative
- Roxann Emmons - Coburg Chamber of Commerce Representative
- Petra Schuetz, Project Manager
- LCOG Staff (as needed per task)

Open House

An Open House addressing the Study was held the evening of Wednesday, November 18th, 2009 in the Coburg Rural Fire District Station. Staff estimates that there were 35 citizens in attendance. Appendix B contains 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.

Invitations were sent to all property owners within the existing UGB and at least one half mile outside and adjacent to the UGB were sent invitations by mail. Further, all interested parties who had provided their contact information by email or by signing up at City Hall were notified of public participation opportunities. Project information was also kept current on the project's website, on the City Hall readerboard, and flyers were distributed throughout Coburg. Reminders for upcoming meetings of significance were included in the City water bills.

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 TAC were also present.

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 Study process and a review of critical points for feedback and next steps.

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 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 work session in November 2009. 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.

Public Comments

Written Correspondence

Since the 2004 Study was completed, the City has received several written comments concerning urbanization, including the following:

1. Wildish Company. Staff received a request by the Wildlish Companies to include their property within Study Area 2 (shown in Appendix B) within the UGB expansion area. Staff has responded to this comment and indicated that the proposed inclusion of this property would not be consistent with our assessment of the UGB expansion priorities.

2. MBM Group LLC. In 2004, Staff received a request by MBM Group LLC. to include their property (Assessors Map 16-03-28-00, Tax Lots 1500 and 2300, two linear portions of former railroad right-of-way) within Study Area 1 (see Appendix B) within the UGB expansion area and designate the property for commercial uses (e.g. Highway Commercial). This was during the Periodic Review process of 2003-2005. At that time the land was considered, but was not included in any amendment to the UGB. During the Study Update, MBM Group LLC. again provided comment contending that this land should have been included in last UGB expansion. However, Staff has responded that based on the results of the Study, Coburg has a surplus of employment lands; no additional Highway Commercial land is needed/justified (except if the City wanted to attract a large manufacturer or warehousing use which would require a 20+ acre site and which would be restricted to that size and limited use. Those two areas were east of I-5). This is largely because the current Highway Commercial land inventory is largely underdeveloped or vacant and is disproportionate to the residential land needs which have been perpetuating an imbalance in Coburg. As a result, the Study recommends that the property be included in the UGB expansion, but designated as potential residential property.

3. Eugene School District 4J. In 2004, the 4J School District contacted the City requesting that its 28-acre property located in Study Area 5 be examined for potential inclusion in Coburg's expanded UGB (see Appendix B). Staff considered this issue in its UGB expansion analysis, but determined that the School District's property, which is not exception land and is located farther to the north than other lands proposed to be incorporated into the UGB, did not meet the criteria for inclusion. The Eugene School District did not comment during the Study update.

Public Testimony

Since the 2004 Study was completed, the City has heard from citizens concerning urbanization, both in formal testimony and on an information basis. The following is a summary of a recent public testimony:

4. Public testimony was submitted from Raymond Fisher, speaking on behalf of the Knee Deep Cattle Company. Mr. Fisher indicated support for the proposed expansion of the UGB to include Knee Deep owned lands in Study Area 8 and also noted that Study Area 7 would make a good candidate for Urban Reserve Lands.

Open House Comments

The November, 2009 Open House provided an ideal environment for citizens to voice concerns, insights and support for the Study's 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 conversation 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.

Appendix 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 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.*

Attendees were asked to rate a series of UGB Expansion Alternatives 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). The results of that exercise are as follows (N represents the number of total dots on the map).

Table 7.8 Public Open House Alternatives Dot Exercise Results				
	Green	**Yellow**	**Red**	**N**
Residential Alternatives				
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%	
Employment Alternatives				
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%	

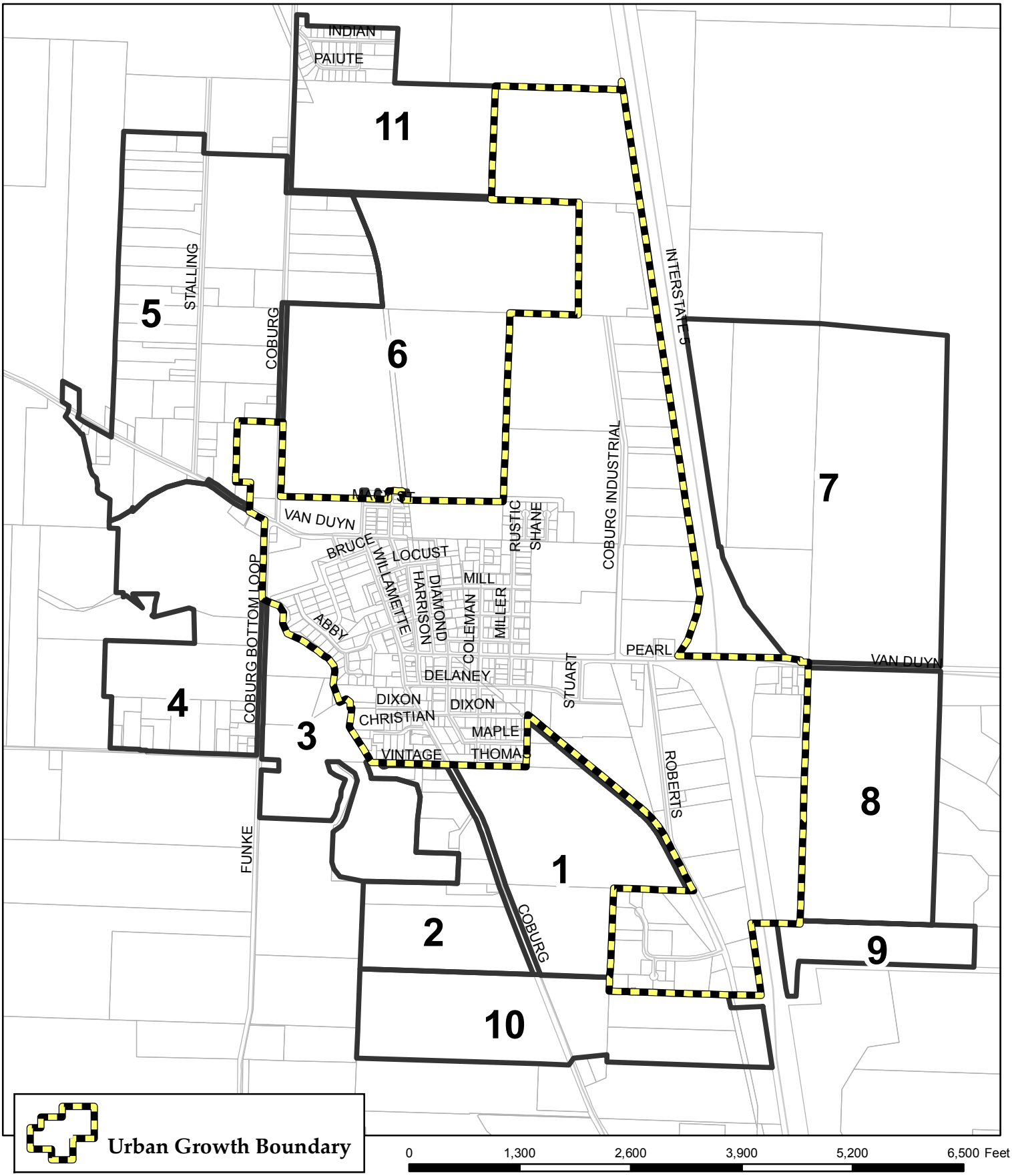
As the table displays, the residential preference is Alternative 2. Residential Alternative 3 also received support. Residential Alternative 1 was identified by 79 percent of the participants with a red dot (least preferable).

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.

Two main concerns arose from the Open House regarding employment demand and supply:

- Concern about increased industrial development
- Concerns about the proposed employment expansions from a transportation and land ownership perspective

In addition, 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.



1 inch = 1,500 feet

Map 1:
Proposed Study Area(s)
Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

N

CHAPTER 2. POPULATION AND EMPLOYMENT FORECAST

A forecast of expected population and employment growth in Coburg is essential to estimate the demand for buildable land and to assess economic and housing needs. Expected population growth will influence economic opportunities and employment growth in Coburg, which will have implications for demand for non-residential land and public services. Coburg established an employment forecasts for the Coburg UGB based on the State requirements which include using the adopted Coordinated Population Forecast. These forecasts are based on a set of assumptions regarding the average annual growth rate and public policies that affect relationships such as economic growth and housing for seniors, workers, and young families. The time frame for both forecasts is the 20-year planning period which this study is 2010-2030.

Historic Population Growth in Oregon and Lane County

The Willamette Valley has been the center of growth in Oregon. The population growth rate in the Willamette Valley has exceeded that of the state in every decade of the 20th century except the 1970s, when population in Southern and Central Oregon grew at a rapid rate. About 2.4 million people or 70 percent of Oregon's population in 2000 was located in the Willamette Valley, which contains only 14 percent of the state's land area. Most of the Willamette Valley's population is in the metropolitan areas of Portland, Salem, and Eugene-Springfield.[7]

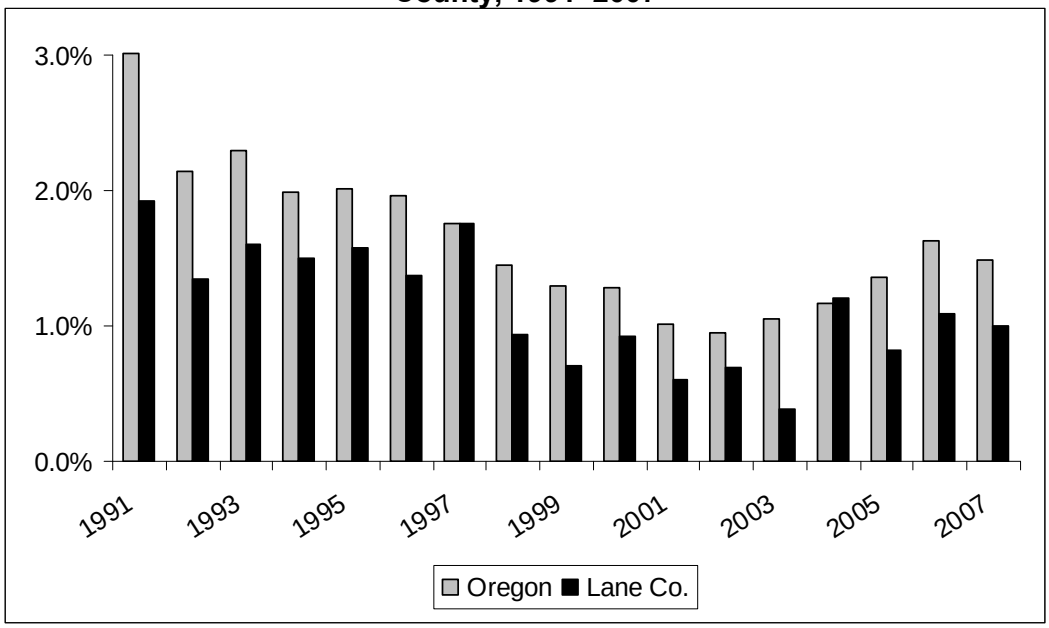
The average annual population growth rate in Lane County exceeded the Oregon average in the 1940s through 1970s, but slowed to rates lower than the Oregon average in the 1980s and 1990s. Census data shows that Lane County's share of Oregon population peaked in 1980 at 10.5 percent and declined to 9.1 percent in 2007 according to Population estimates by the Portland Research Center at Portland State University.

Population growth in every Oregon region slowed in the 1980s, primarily because of out-migration prompted by poor economic conditions early in the decade. Oregon's population growth regained momentum in 1988, growing at annual rates of 1.3 percent–3.0 percent between 1988 and 1999. While the Willamette Valley received most of the population growth during this period (72 percent), Central Oregon had the fastest annual population growth rates. Population growth for Oregon slowed to 0.8 percent in 2000, the lowest rate since 1987. Net migration into Oregon dropped from a peak of 67,700 in 1991 to 10,700 in 2000. The reasons most often cited for this slowing of population growth are the recovery of the California economy, the combination of a high cost of living (especially housing) and low wages in Oregon, and a perceived decline in the quality of Oregon's schools. Population growth in Oregon rebounded in 2001 and 2002, with annual population growth of 1.0 percent to 1.5 percent and annual net migration of 17,600 to 29,400.

Lane County experienced low or negative population growth rates in the early 1980s. Population growth in Lane County has been positive since 1989 but at rates lower than the Oregon average, except in 1997 and 2004 when Lane County grew at roughly the same rate as the State as a whole. In general, population growth in Lane County has been more cyclical than for Oregon as a whole. Figure 2-1 shows the annual population growth rate in Oregon and Lane County between 1991 and 2007.

[7] The "Willamette Valley" is composed of Benton, Clackamas, Lane, Linn, Marion, Multnomah, Polk, Washington and Yamhill counties.

Figure 2-1. Annual population growth rate in Oregon and Lane County, 1991–2007



Source: Portland State University, Population Research Center. Oregon Annual Population Report. Growth rates calculated by LCOG.

Between 1990 and 1999, over 70 percent of Oregon's and 73 percent of Lane County's total population growth was from net migration (in-migration minus outmigration), with the remaining 27 percent to 30 percent from natural increase (births minus deaths). Migrants to Oregon tend to have the same characteristics as existing residents, with some differences. Recent studies have found that recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7 percent of in-migrants but only 3 percent of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family, followed by employment, quality of life, and retirement.[8]

According to the Oregon Employment Department (OED) since 2000, Oregon has seen continued positive net migration: more people moving into the state than moving out of it. This continues to make up the bulk of Oregon's population growth, accounting for about 38,000 of the State's 55,000 person increase. However, in 2007, net migration slowed, with 5,000 fewer people added to Oregon's population than in 2006.

The other component of population change, natural increase, was remarkably stable for the past two decades. As births outnumber deaths, natural increase adds between 14,000 and 17,000 people to the state's population each year. Between July 2006 and July 2007, there were over 48,000 births in Oregon and about 31,000 deaths, pointing to a natural increase of about

[8] LeBre, Jon. 1999. "Characteristics of Oregon's In-Migrants: A Sneak Preview." *Oregon Labor Trends*. February.

17,000. That was higher than the natural increase of about 16,000 in 2006 and 15,000 in 2005 and higher, actually, than at any other time since 1992.[9]

Population Estimates for Coburg

A forecast of expected population growth in Coburg is essential to estimate the demand for buildable land and to assess housing needs. Expected population growth will also influence economic opportunities and employment growth in Coburg, which will have implications for demand for non-residential land and public services.

As of April 2007, DLCD's Rule 660-024-0030(1) requires counties to adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county, consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036. Cities, likewise, are required to adopt a 20-year population forecast consistent with the county's coordinated forecast and include it in their comprehensive plan, or a document referenced by their plan. In June of 2009, Lane County determined a Coordinated Population Forecast for the entire County, to bring the Rural Comprehensive Plan into conformance with OAR 660-024-0030(1). These forecasts were all based on a consideration of long term demographic trends in these communities, consistent with the requirements of OAR 660-024-0030.

The population forecast is a key component of different elements of the Study, specifically the Housing Needs Analysis, which requires a forecast of future population in order to determine of the number of new housing units needed in the next 20 years.

On June 17, 2009, the Lane County Board of Commissioners (LCBC) adopted an amendment to the Rural Comprehensive Plan (File No. PA 08-5873). This amendment included a long term population growth rate in Coburg averaging 5.32 percent The resulting population is sufficient, Coburg believes, to support the wastewater system under construction and provide the population increase necessary to sustain the Coburg elementary school. Table 2.2 shows the coordinated population growth figures adopted by the County. The population in Coburg in 2030 is anticipated to be 3,363 and 4,354 by 2035. Coburg is anticipated to have 1,103 residents in 2010. It is therefore anticipated that Coburg will see an increase of 2,260 residents over the 20-year planning period. These figures will be used throughout this study.

Tabel 2.2: Coordinated Population Forecast, City of Coburg, 2008-2035

2008	AAGR	2010	2015	2020	2025	2030	2035
1,075	5.32%	1,103	1,387	1,934	2,628	3,363	4,354

Employment Forecast

Critical to Coburg's analysis of its urban land potential and capacity will be an understanding of how much employment currently exists as well as how much employment growth Coburg could experience throughout the planning period. Employment levels in a community are typically very closely linked to population. Because of the large manufacturers located in Coburg and the City's proximity to the Eugene-Springfield metropolitan area, Coburg's recent employment-

[9] *Oregon Population Growth Slows With Economy*, 4/23/08 http://www.qualityinfo.org/olmisj/ArticleReader?itemid=00005899, accessed 12/18/08

population dynamic is atypical. Prior to the recent downturn in the RV industry, there were roughly three times as many employees in Coburg (3,420) than residents (1,075) in 2008.

Increased demand on commercial and industrial lands will come as a result of new businesses locating in Coburg, the growth of businesses currently in Coburg and existing businesses relocating in Coburg. For this reason, employment growth is a relatively reliable and commonly accepted measure of demand for commercial and industrial land. There is no way to know exactly how much employment growth there will be between 2010 and 2030. Even the determination of current employment figures can be complicated and imperfect. However, there are reasonably reliable methods for determining current employment as well as forecasting employment growth into the future. The determination of such figures will be valuable in assuming short term and long term economic needs for Coburg. Following is a description of the methodology used to establish current and future employment figures for Coburg's UGB.

Employment Forecast Methodology

Before employment can be projected, a base employment figure must be determined. The OED provides "covered" employment figures for the entire State as well as at the County and Regional level. The State's program produces a comprehensive tabulation of employment and wage information for workers "covered" by State unemployment insurance laws and Federal workers covered by the Unemployment Compensation for Federal Employees (UCFE) program. This data is available in the form of the Quarterly Census of Employment and Wages (QCEW). The files include employment figures, NAICS codes, organization names and addresses for establishments within each county. The most recent QCEW data for Lane County (2006) was acquired by Lane Council of Governments from the State Employment Department in December of 2007.

Lane County QCEW employment data for 2006 was utilized to determine covered employment figures for Coburg's UGB. The identification of Lane County employment occurring within Coburg's UGB was accomplished using geo-coded address points representing each employment establishment.

"Covered Employment" does not necessarily represent all employment in a given area. It has been suggested that an average ratio for covered employment to "total" employment in Oregon communities is around 85 percent.[10] Data sources such as the Bureau of Economic Analysis provide estimates of "total employment" at the state and county level. These figures represent not only the number of "covered" wage and salary jobs, but also sole proprietorships, and general partnerships. The ratio of total employment to covered employment can vary considerably from sector to sector and from place to place. Sources like the Bureau of Economic Analysis only provide total employment at the county level. It is problematic to assume that a place like Coburg, which constitutes such a small percentage of overall Lane County employment, will have identical ratios for covered and total employment in all sectors. For this reason, Coburg's "covered" employment was augmented to determine "total" employment using local insight as well as local sources of data, primarily business licenses. These figures are summarized in Table 2.3.

[10] City of Redmond Study, ECONorthwest, June 2005, pg 2-5

Table 2.3. Locally Adjusted Total Employment - 2006-2010						
	Covered % of Total (QCEW/BEA) Lane County	Local Adjusted % (Bold)	Coburg 2006 Covered (QCEW)	Coburg 2006 Adjusted Total	Coburg 2006 Total-Covered	Coburg 2010 Adjusted Total**
Natural Resources and Mining	33%	***75%***	*	*	*	*
Construction	65%		156	240	83	253
Manufacturing	99%		*	*	*	*
Wholesale trade	85%		140	164	25	171
Retail trade	79%	***50%***	188	377	188	408
Transportation, Warehousing, Utilities	74%		28	37	10	39
Information	80%		*	*	*	*
Financial Activities	57%		121	210	90	220
Professional and Business Services	65%		21	32	11	35
Education and Health Services	72%		*	*	*	*
Leisure and Hospitality	77%		37	48	11	52
Other services, except public admin.	44%		12	27	15	28
**Sectors with < 3 Firms*			2,147	2,181	35	2,214
Government and government enterprises	34%	***80%***	*	*	*	*
Total employment			**2,848**	**3,316**	**468**	**3,420**

Source: 2006 Lane County Quarterly Census of Employment and Wages data, 2006 Bureau of Economic Analysis Lane County Total Employment data. Adjustments developed by Coburg TAC.
** QCEW confidentiality regulations forbid the presentation of data for sectors that consist of 3 or fewer firms.*
***Due to the closure of Monaco Coach, the 2010 adjusted total presented in this table is not anticipated to be realized, the figure is maintained in the analysis because the long term forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting Coburg's exisitng employment capacity and the very likely reuse of the Monaco Site.*

According to OED confidentiality standards, the specific employment figures for any sector which consist of three or fewer firms cannot be reported. In Coburg, there are five sectors which fall into this category; Natural Resources & Mining, Manufacturing, Information, Education and Health Services as well as Government and Government Enterprises. Employment figures for these sectors are represented aggregately. It is no secret that the majority of employment in Coburg is within the Manufacturing sector, and it makes up the overwhelming majority of the figures for sectors with three or less firms.

Every two years the OED generates ten-year covered employment forecasts[11]. At the time of the start of this 2010 Study, the most recent 10-year forecast was for 2006-2016. According to that forecast all "Broad Industry" categories are expected to add jobs at the state level. Two sectors will grow only slightly (Natural Resources and Mining (1 percent) and Manufacturing (1 percent)). This weak growth is in line with current national trends reflecting a shift from manufacturing and resource extraction to service-oriented occupations. In Oregon this slow growth is largely due to overall losses in the logging industry, as well as job losses in wood product manufacturing, computer and electronic product manufacturing and paper manufacturing.

[11] Oregon Employment Department: *Employment Projections by Industry and Occupation, Oregon Statewide: 2006-2016*, December, 2007.

The OED also produces ten-year covered industry employment projections at the County level. Their estimates predict a 15 percent increase in covered non-farm employment over this decade, for an increase of 22,700 jobs, and an overall increase from 153,500 to 176,100 covered jobs. The ten-year projections are provided by employment sector. Annual Average Growth Rates (AAGRs) can therefore be extracted for each sector. These growth rates can be utilized for future employment projection, if the County's growth in each sector can be viewed as being reliably consistent with the city in question. For large cities such as Eugene, Corvallis or Roseburg, county level ratios can be more reliable because the cities represent such large share of County employment. In Coburg the figures remain valuable, but local staff and decision makers were concerned about discrepancies within specific sectors. Thus, the county level AAGRs were adjusted for several sectors. These adjustments were largely based on the assumption that Coburg will experience unusually high growth in certain areas as a result of increased infrastructure capacity. The Retail Trade, Professional and Business Services and Leisure and Hospitality sectors have been identified locally as sectors that have been restricted in years passed, and are areas which show local promise and the City wishes to place focused efforts on fostering.

Table 2.4 shows how the ten-year Lane County Industry Employment Forecast was utilized to extract a ten-year AAGR trend for each sector (with some local adjustments as documented). The table shows how those AAGRs were then applied to generate a forecast for Coburg UGB's total employment through 2035, including the end of the planning period (2030).

Table 2.4. Adjusted Coburg Employment Growth (2008-2035)

	County AAGR (2006-16)	Adjusted Coburg AAGR	Coburg 2010 Adjusted Total	Projected Emp. 2030 (20-Year)	RTP Projected Emp. 2031	Projected Emp. 2035	Emp. Change 2010-2030
Natural Resources & Mining	0.00%		*	*	*	*	*
Construction	1.41%		253	335	340	360	82
Manufacturing	0.34%		*	*	*	*	*
Wholesale trade	0.97%		171	207	209	218	36
Retail trade	1.16%	***2.00%***	408	606	618	669	198
Transportation, Warehousing, Utilities	1.15%		39	49	49	52	10
Information	1.03%		*	*	*	*	*
Financial Activities	1.14%		220	276	280	293	56
Professional and Business Services	1.72%	***2.25%***	35	53	55	59	18
Education and Health Services	2.71%		*	*	*	*	*
Leisure and Hospitality	1.82%	***2.25%***	52	82	84	92	30
Other Services	1.12%		28	35	35	37	7
**Sectors with < 3 Firms*			2,214	2,392	2,401	2,438	178
Government and Gov. Enterprises	1.20%		*	*	*	*	*
Total Employment			**3,420**	**4,035**	**4,071**	**4,218**	**615**

Source: Oregon Employment Department ten-year industry forecast (2006-2016). Adjustments to specific sector AAGR developed by Coburg TAC.

** QCEW confidentiality regulations forbid the presentation of data for sectors that consist of 3 or fewer firms.*

The table reveals that Coburg's adjusted employment total (covered and non-covered employment) in 2010 is approximately 3,420 employees, and approximately 4,035 employees in 2030. This is an increase of approximately 615 employees. These growth forecasts will be used in the Economic Opportunities Analysis (Chapter 5) to better understand how Coburg should provide for its economic needs.

Evaluation of Forecasts

Population and employment forecasts for small areas or for long periods of time are subject to a high degree of uncertainty. Long-term forecasts for small areas compound this uncertainty. Several factors contribute to the uncertainty of long-term and small-area forecasts:

- Population and employment forecasts for most communities are projections of the best understanding of current dynamics. Such a forecast implicitly assumes that the underlying factors will play out as anticipated. The longer the forecast period, however, the greater the chances that some underlying factors will change in ways that could affect growth. Examples of underlying conditions that could affect population growth in Coburg include public policy, economic conditions, birth and death rates, transportation costs, and consumer preferences for housing.

- Even if planners had a sophisticated model that explicitly included all of the important underlying factors together (which they do not), they would still face the problem of having to forecast the future of these factors. In the final analysis, all forecasting requires making *assumptions* about the future.

- Comparisons of past population and employment projections to subsequent population counts have revealed that even much more sophisticated methods than the ones used in Coburg "are often inaccurate even for relatively large populations and for short periods of time."[12] The smaller the area and the longer the period of time covered, the worse the results for any statistical method.

- Small areas start from a small base. Single unforeseen events in a small community, such as development of a new subdivision, can cause population to significantly diverge from forecast levels. A new subdivision of 100 homes inside the Portland Urban Growth Boundary has a relatively small effect on total population. That same subdivision in Coburg would increase the community's housing stock and population by more than 25 percent. Especially for small cities in areas that can have high growth potential (e.g., because they are near to concentrations of demand in neighboring metropolitan areas, or because they have high amenity value for recreation or retirement), there is ample evidence of very high growth rates in short-term; there are also cases (fewer) of high growth rates sustained over 10 to 30 years. In this context, there is a wide range of possible population and employment growth levels in Coburg that could be justified by reasonable assumptions about future conditions. Several factors related to Coburg's situation could have a substantial effect on forecast or actual population and employment growth:

    - Coburg's proximity to the Eugene-Springfield metropolitan area could generate higher levels of population growth. For example, if just 1 percent of the growth expected over the planning period in Eugene-Springfield went to Coburg instead, growth in Coburg would increase by approximately 350 residents (around 30 percent of its current population). Such a shift in population growth could be driven by economic factors such as housing prices or consumer preferences, or by public policies that encourage growth in Coburg.

[12] Murdock, Steve H., *et. al.* 1991. "Evaluating Small-Area Population Projections." *Journal of the American Planning Association*, Vol. 57, No. 4, page 432.

- In a similar fashion, attracting a small percentage of employment growth from Eugene-Springfield could significantly increase the level of employment in Coburg.

- Public policies in Coburg to encourage or discourage growth, or that affect the price of land, could result in more or less population growth. All of the City's population growth scenarios assume that sewer capacity will expand to accommodate growth. The City's population forecast and previous visioning documents include the assumption that the City will adopt policies to target housing for seniors, workers, and young families. In the future, however, Coburg officials may adopt policies that could result in more or less population growth than forecasted.

Overall, Coburg's employment and population forecast is based on sound methods and reasonable assumptions. Given Coburg's proximity to Eugene- Springfield, substantially high levels of population growth can be justified. This proximity even suggests that lower levels of population growth than forecasted are unlikely. This population forecast serves as the basis for the housing needs analysis in Chapter 4. The employment forecast for Coburg is subject to a higher level of variability than the population forecast because employment is more closely tied with changing short-run economic conditions. In addition, the employment forecast is based on an estimate of land supply and assumptions about the number of employees per acre for various land use types. Actual employment densities, however, will be determined by the types of firms that locate in Coburg. The level of redevelopment in Coburg will vary depending on economic conditions. Differences in the density of employment and amount of redevelopment in Coburg will cause actual employment growth to diverge from the forecast.

Finally, public policy has a critical role in determining the level of population and employment growth in a community. Local population and employment growth can be influenced by local policies, especially those regarding land use, public facility provision and pricing (taxes and fees), and economic development (incentives). It is contrary to economic theory and common sense to assume, as state policy on population forecasts is often interpreted, that every jurisdiction has a singular growth path that can be specified independent of the policies it might adopt to curb, accommodate, or stimulate growth. The population and employment forecasts used to estimate land needs in Coburg will need to be explicit about the assumptions regarding public policy (i.e., land use, public facility provision and pricing, and economic development) as it pertains to growth in the community. Moreover, many adjacent lands outside the existing Coburg UGB have Class 1-4 soils and are considered high value farmlands. Based on the *Coburg Crossroads Vision*, it is not the community's desire to grow more than it has determined (the preferred alternative growth forecasts were related directly to wastewater capacity). Little growth can be realized until the wastewater facility is constructed. Finally, Coburg recognizes the importance of the agricultural economy and desires to sustain the agricultural industry by not expanding the UGB any more than is required.

DRAFT

CHAPTER 3. BUILDABLE LANDS ANALYSIS

The buildable lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development. This chapter presents the buildable lands inventory for the City of Coburg. The results are based on input from the Coburg Technical Advisory Committee (TAC).

Buildable Lands Analysis within the Overall UGB Expansion Process

This portion of Coburg's Study (2010) addresses the supply of lands within Coburg's UGB that are buildable. This is the first step in determining if the current UGB can supply enough residential and commercial land to accommodate Coburg's anticipated population and employment growth over the 20-year planning period. The Buildable Lands Analysis will inventory all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial land. The steps in the full process of the UGB Expansion study are:

This Section **Chapter 3. Buildable Land Inventory (BLI).**

Chapter 4. Housing Needs Analysis: Determines types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using a Housing Needs Model.

Chapter 5. Economic Opportunities Analysis: Estimates need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.

Chapter 6. Supply and Demand Comparison: Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.

Chapter 7. UGB Expansion Areas Study. Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

Definitions and Assumptions

Current state law requires that cities inventory residential, commercial, and industrial land within their UGB and maintain a 20-year supply of buildable lands. In general, a buildable lands inventory and analysis contains a supply analysis (buildable and redevelopable land by type) and a demand analysis (population and employment growth leading to demand for more built space: residential and non-residential development). The demand analysis contained in Chapters 4 and 5 will focus on comparing the land supply with the expected demand to determine if an adequate supply of buildable land exists in terms of both quality and quantity.

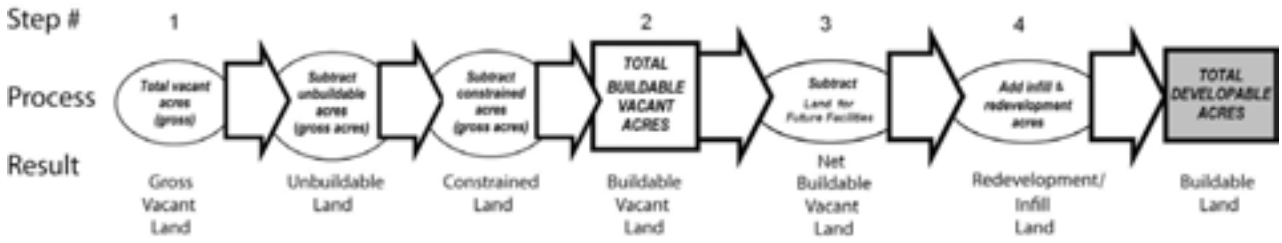
The inventory of buildable lands includes residential, commercial, and industrial land inside the city's UGB. Buildable lands include both undeveloped land and developed land that is likely to be redeveloped, and excludes lands determined to be unbuildable by federal, state, or local regulations.

An inventory is important for several reasons:

- It helps determine the quantity and quality of vacant lands;
- It helps identify how actual development patterns have been occurring; and
- It helps determine the capacity of the UGB to accommodate residential and employment growth.

Methodology

There are several steps in conducting a Buildable Lands Inventory. The general structure is based on the DLCD *Planning for Residential Development* workbook, which specifically addresses residential lands, but is also applicable to commercial and industrial lands. As outlined in the Workbook, the steps and sub-steps in the supply inventory are:



Step 1: Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.

Step 2: Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total vacant acres.

Step 3: Calculate net buildable vacant acres by plan designation by subtracting land for future facilities from gross buildable vacant acres.

Step 4: Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable vacant acres.

The total net supply of land is determined by adding the gross vacant acres to the gross redevelopable acres and the gross acres available for infill development, and then subtracting for unbuildable lands.

Definitions

In general, the following definitions are used to classify the properties into different categories.

- *Vacant and partially vacant land* – Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, lands with improvement values under $5,000 are considered vacant (not including lands that are identified as having mobile homes). Partially vacant tax lots have improvements but also have enough undeveloped land to accommodate additional development.

- *Undevelopable land* – Land that is under the minimum lot size for the underlying zoning district, land that has no access, or land that is already committed to other uses by policy. Staff used 2,500 square feet for properties in the Traditional Medium Residential and Traditional Residential zones and 1,500 square feet in the Central Business District. Staff further refined the analysis of undevelopable land by analyzing access limitations as well as land that is already committed to other uses by policy.

- *Infill land* – Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without need of rezoning. Partially vacant residential tax lots must be at least 15,000 square feet in area. Staff used the 15,000 square foot threshold as a preliminary indicator for partially-vacant land, and then reviewed improvement values and aerial photographs to determine whether there was sufficient land to be further developed, given the extent and location of existing improvements as well as zoning requirements for new lots.

- *Potentially redevelopable land* – Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Redevelopable residential land would generally address land where there may be potential for redevelopment of parcels with existing uses that are less intense than the planned use; for example, a single family home or mobile home on land that allows for multi-family development. Commercial and industrial redevelopable land would also address land where there may be potential for redevelopment of parcels with existing uses that are less intense than the planned use; for example, if a storage area was replaced with an office building.

- *Developed land* – Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, potentially redevelopable, or undevelopable are considered developed.

- *Public land.* Lands in public or semi-public ownership are considered unavailable for development. This includes lands in Federal, State, County, or City ownership as well as

lands owned by churches and other semi-public organizations. STAFF identified such lands using property ownerships.

The BLI will inventory lands by Coburg's Plan designations and will ultimately estimate the number of dwelling units and non-residential square footage that can be accommodated within the UGB.

The City of Coburg has eight Plan designations and five subzones/overlays. The Plan designations and associated zoning/land use districts include:

Comprehensive Plan Designation	Applicable Land Use District(s)
Traditional Residential	Traditional Residential (TR)
Neighborhood Residential	Traditional Medium Density Residential (TMR)
Central Business District	Central Business District (C1)
Highway Commercial	Highway Commercial (C2)
Light Industrial	Light Industrial (LI)
Campus Industrial	Campus Industrial (CI)
Park/Recreation	Park, Recreation and Open Space (PRO)
Public Facility	Public Facility
Subzone/Overlay Districts	Historic Overlay
	Site Plan Review Overlay
	Flood Plain Sub-district (FP)
	Mobile Home Planned Unit Development District (PUD)
	Buffer Overlay

Though designated, not all designations are represented on the current Comprehensive Plan Map. For example, there is no Campus Industrial or Mobile Home Planned Unit Development District (PUD).

Land Base

Table 3.1 shows acres by plan designation within the Coburg UGB in 2009. According to the LCOG GIS data, Coburg had about 650 acres within its UGB. Of the 650 acres, 551 acres (about 85%) were in tax lots. Acres not in tax lots were exclusively in streets and other right-of-ways. Map 2 depicts the current zoning in Coburg while Map 3 depicts Land Use Designations in Coburg.

Table 3.1. Acres by plan designation, Coburg UGB, March 2009

Plan Designation	Number of Tax Lots	Total Acres	Percent of Total
Traditional Residential	383	170.6	31.0%
Neighborhood Residential	0	0	0%
Central Business District	63	15.0	2.7%
Highway Commercial	27	93.3	16.9%

Light Industrial	46	193.1	35.0%
Campus Industrial	0	0	0%
Park/Recreation	6	28.0	5.1%
Public Facility	2	51.2	9.3%
Acres in UGB	**527**	**551.2**	**100%**

Source: LCOG GIS Data

Gross Vacant Acreage

Gross vacant acres include all tax lots that have no structures or have buildings with very little value ($5,000) and the vacant portions of some partially developed lots. Vacant lands include land uses that are coded as agricultural or vacant.

Partially vacant tax lots have improvements but also have enough undeveloped land to accommodate additional development. For residential tax lots that are larger than five acres with a use of single family detached, an acre of the tax lot was considered in residential use, while the remaining portion was considered vacant. For commercial uses, vacant lands include lands that are equal to or larger than one half-acre not currently containing permanent buildings or improvements, or equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. Because many commercial lands in the Highway Commercial and Light Industrial sites have improvements associated with outdoor storage and sales, many of these properties were not included as vacant properties. For more detailed information, in some cases partially vacant lots were field-checked to determine the extent and location of the improvements.

Table 3.2, following, describes the proportion of vacant acres within each plan designation. See Map 7: Parcels by Classification.

Table 3.2. Percentage of Gross Vacant Land by Plan Designation

Plan Designation	Total Acres	Gross Vacant Acres	Percent of Total Vacant Acres
Traditional Residential	170.6	67	33.0%
Neighborhood Residential	0	0	0.0%
Central Business District	15.0	4.5	2.2%
Highway Commercial	93.3	35.5	17.5%
Light Industrial	193.1	21.1	10.4%
Campus Industrial	0	0	0%
Park/Recreation	28.0	25.2	12.6%
Public Facility	51.2	49.6	24.3%
Total	**551.2**	**202.9**	**100%**

Source: LCOG GIS Data

Unbuildable Land

Physical constraints such as parcel size and wetlands must be accounted for in determining whether land is realistically available for future development. For the purposes of this analysis some physical constraints rendered land unbuildable.

Environmental constraints affect the building cost, density, or other site-specific development factors. State policy gives jurisdictions the right to decide what is unbuildable based on local development policies. The Coburg Zoning Code helps to determines what is unbuildable.

The following sections describe how these considerations are used to determine what is unbuildable.

- **Parcel Size:** There are some parcels in the data file that are too small to be developed. All new lots must meet the minimum lot size to be created or to be recreated with a lot line adjustment. However, existing legal lots in the residential districts regardless of size may be developed if they meet the other district regulations (e.g. setbacks, access, frontage, etc.). As a result, for the purposes of this Study, 2,500 square feet was used as the minimum "buildable" lot size for properties in the Traditional Medium Residential and Traditional Residential zones. By the Coburg Zoning Ordinance, 1,500 square feet is the minimum lot size in the Central Business District. As a result, for the purposes of this Study, 1,500 square feet was used as the minimum "buildable" area for properties in the Central Business District. Further refine this by analyzing access limitations, lot width and frontage as well as land that is already committed to other uses by policy, such as future right-of-ways. Parcels within the UGB that are too small to be developed have a total combined area of 2.2 acres. These acres were considered unbuildable and were subtracted from the inventory. This represents about 1.08% of the total vacant land.

- **Parks and Recreation:** Lands under Parks and Open Space designation are not considered buildable. Parcels within the UGB that are designated as Parks/Recreation have a total combined area of 28 acres. These acres were considered unbuildable and were subtracted from the inventory. This represents about 13.8% of the total vacant land.

- **Public Property:** Of the remaining undeveloped land, lands in public or semi-public ownership were considered unbuildable. This included land that is owned by fraternal organizations, religious institutions, and public schools, as well as land owned by the City. Figure 3-1 shows lands by plan designation within the Coburg UGB. Some of these properties were contained within the Public Facility Plan Designation (49.6 acres), while others were contained within either the Traditional Residential (3.5 acres) or Central Business District Designation (0.1 acres). Using these criteria, a total of 53.2 acres were considered unbuildable and were subtracted from the inventory. This represents about 26.2% of the total vacant land.

Table 3.3 shows the amount of acreage affected by unbuildable characteristics for each plan designation. See Map 7: Parcels by Classification.

Table 3.3. Unbuildable Vacant Acres by Plan Designation

Plan Designation	Unbuildable Vacant Acres
Traditional Residential	4.4
Neighborhood Residential	0
Central Business District	0.2
Highway Commercial	0
Light Industrial	1.2
Campus Industrial	0
Park/Recreation	25.2
Public Facility	49.6
Total	**80.6**

Source: LCOG GIS Data

Constrained Land
This section addresses constraints that do not preclude development, but limit the degree to which land can be developed. Following is a description of each constraint and how it is specifically applied within the analysis.

Constraints Applied (See Map 5: Constrained lands)

- **Flood Hazards:** The FEMA FIRM designates areas subject to a 1% or 100-year flood. Coburg's Zoning Ordinance regulates development in the floodplain through zoning. The areas in the flood plain are in the Flood Plain Sub-District designation. Development in this subzone must meet the requirements of this zone that have to do with floor elevation, anchoring, construction materials and methods, and utilities. Since the City does permit development within these areas, these areas were included as suitable for development, with no deduction applied.

- **Wetlands:** The City completed a local wetlands inventory in 1999. A Local Wetland Inventory (LWI) aims to map all wetlands at least 0.5 acres or larger at an accuracy of approximately 25 feet on a parcel-based map. Actual map accuracy varies, and areas that could not be field verified will be less accurate. (The LWI is not a substitute for a detailed delineation of wetland boundaries.) The LWI maps and report provide information about the inventory area and the individual wetlands, including:

  - Total acreage of wetlands in the inventory area
  - Acreage of each wetland type in the inventory area (e.g., 18 acres of forested wetland)
  - Location, approximate size, and classification (type) of each wetland mapped
  - A description of each mapped wetland
  - A functions and condition assessment of all mapped wetlands
  - All tax lots containing wetlands

  It is important to note that since the boundaries of the wetlands have not been delineated, the actual acreage may differ when a future review is done closer to the time of development of the property.

  The Coburg Zoning Ordinance does not require a protective setback to be maintained on properties that contain or abut portions of wetlands identified within the City. Further, the Coburg Zoning Ordinance does not prohibit wetland fill, but rather requires site review by the Oregon Division of State Lands or the US Army Corps of Engineers prior to any development activity. Site review in these cases would consist of a determination of significance of the wetland resource and, if found to be significant, the application of the Statewide Planning Goal #5 ESEE analysis.

  Land annexed after the LWI was completed in 1999 was evaluated using the wetland resources as delineated on the U.S. Fish and Wildlife National Wetland Inventory (NWI) map.

  For the purposes of this Study, the area of all wetlands identified as significant in the LWI was considered unbuildable and subtracted from the inventory. This area is composed of land that has already been deducted as a public facility in Section 3 above; as a result, no additional deductions were made. For property in the southeast quadrant

of City that was annexed after LWI was completed, vacant acreage with wetlands mapped in the NWI was considered unbuildable and subtracted from the inventory.

- **Riparian Habitat Setback Areas:** As part of the local wetlands inventory, an inventory or riparian corridors was also completed. There are two open water courses within the City; both were identified as wetlands within the LWI and therefore are addressed above. The Coburg Zoning Ordinance does not require a protective setback to be maintained on properties that contain or abut portions of the two watercourses identified within the City. As a result, no deduction was made for areas abutting riparian corridors.

- **Slopes:** No land in Coburg is constrained by slopes.

Table 3.4, below shows the amount of Gross Buildable Acres, by plan designation, affected by constrained lands. See Map 7: Parcels by Classification.

Table 3.4. Gross Buildable and Deducted Acres by Plan Designation

Plan Designation	Constrained Deducted Acres
Traditional Residential	0
Neighborhood Residential	0
Central Business District	0
Highway Commercial	8.5
Light Industrial	0
Campus Industrial	0
Park/Recreation	0
Public Facility	0
Total	**8.5**

Source: LCOG GIS Data

Buildable Vacant Land

Vacant parcels total some 204 acres in the UGB. From this are subtracted the absolute constraints of unbuildable small lots, parks and open space designation, and public facilities totaling approximately 80.6 acres. Mitigating constraints are comprised of development reductions for wetlands, which reduced the total vacant lands supply by approximately 8.5 acres. The amount of vacant buildable land after these reductions is 114.9 acres. Table 3.5 below shows the amount of Gross Buildable Acres, by plan designation, after unbuildable and constrained acres have been deducted.

Table 3.5. Total, Gross Vacant, Deducted, & Gross Buildable Acres by Plan Designation

Plan Designation	Total Acres	Gross Vacant Acres	Unbuildable Acres	Constraint Deducted Acres	Gross Buildable Vacant Acres
Traditional Residential	170.6	67	4.4	0	62.6[13](47.5)
Neighborhood Residential	0	0	0	0	0
Central Business District	15.0	4.5	0.2	0	4.3
Highway Commercial	93.3	35.5	0	8.5	27
Light Industrial	193.1	21.1	1.2	0	19.9
Campus Industrial	0	0	0	0	0
Park/Recreation	28.0	25.2	25.2	0	0
Public Facility	51.2	49.6	49.6	0	0
Total	**551.2**	**202.9**	**80.6**	**8.5**	**113.8[13](98.7)**

Source: LCOG GIS Data

Table 3.6 shows vacant land by plan designation by parcel size. This analysis is useful in that it shows the distribution of vacant land by parcel size, which allows an evaluation of whether a sufficient mix of parcels is available. The distribution varies by plan designation. For example, few vacant parcels exist in the Central Business District—a result that is consistent with the level of development in downtown Coburg. The residential designation shows a broader range of parcel sizes.

Table 3.6. Gross Buildable Vacant land by plan designation and parcel size, Coburg UGB

Plan Designation	<1	1.00-4.99	5.00-9.99	10.00-19.99	20.00-50.00	Total	Percent of Total	Avg. parcel Size
Acres								
Traditional Residential	6.8	2.0	6.9	31.8		47.5	49%	1.8
Central Business District	2.9	1.4				4.3	4%	0.4
Highway Commercial	3.5			23.5		27.0	27%	2.5
Light Industrial	1.4	6.2	12.3			19.9	20%	2.8
Total	**14.6**	**9.6**	**19.2**	**55.3**		**98.7**	**100%**	**1.6**
Taxlots								
Traditional Residential	38	1	1	2		42	58%	
Central Business District	11	1				12	17%	
Highway Commercial	8	1		2		11	15%	
Light Industrial	2	3	2			7	10%	
Total	**59**	**6**	**3**	**4**		**72**	**100%**	

Source: LCOG GIS Data

Public Facilities Land Needs

This step is relevant for larger undeveloped parcels. When development occurs, a portion of the undeveloped parcel will be needed for roads, rights-of-way, and other public facilities. Smaller parcels generally have access to existing roadways. For this step, the percentage of land

[13] One of the vacant properties included in the inventory above is in the process of undergoing a development activity and therefore was considered to be developed and subtracted from the vacant acreage noted above. The property is approximately 15.06 acres in size and is located within the Traditional Residential designation. If this property is deducted from the gross buildable vacant acres in the Traditional Residential designation, the total is now 47.5 acres and the total vacant acres in the TR designation and **98.7** overall vacant acres within the City.

needed for public facilities was estimated and subtracted from the larger parcels throughout Coburg. This process of subtraction converts *gross acres* to *net acres.* Under the provisions of OAR 660-024-0040(9), Coburg can estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25% of the net buildable acres for residential land needs. For this Study, the amount of land needed for these facilities has been reduced to 20%; this reduction from the Safe Harbor method has been used based on several factors, as follows:

- The City has identified a large site within the UGB to use associated with the wastewater system; this acreage has already been deducted from the inventory of vacant lands as publicly owned property. The capacity of this system has been based on a population and employment forecast similar to that addressed in this Study.
- The anticipated population increase will likely not result in increased demand for new school facilities within Coburg.
- Plans for expanding the capacity of the water system by drilling new wells is planned to occur outside of the existing UGB boundaries.
- The City has prepared a Parks and Open Space Master Plan, which projected a need for new parks within the City's existing UGB, based upon projected population forecasts similar to that addressed in this Study.

Within Coburg's UGB, vacant or partially vacant parcels greater than one acre had 20% of the vacant land removed from the inventory to account for streets and other public facilities. About 16.9 total acres were removed from the gross vacant buildable acreages to account for public facilities. Table 3.7 below shows the amount of land for public facilities was removed, by plan designation.

Table 3.7. Land Deducted for Public Facilities

Plan Designation	Total Gross Acres (from Table 6 above)	Gross Acres > 1 acre in size	Public Facilities Land Deduction (acres)	Total Net Acres
Traditional Residential	47.5	40.8	8.2	39.3
Central Business District	4.3	1.4	0.3	4.0
Highway Commercial	27.0	23.5	4.7	22.3
Light Industrial	19.9	18.5	3.7	16.2
Total	**98.7**	**84.2**	**16.9**	**81.8**

Source: LCOG GIS Data

The next steps in the process are to add to the inventory land deemed likely to redevelop or to have additional residential units added through residential infill.

Redevelopment and Infill

Redevelopment

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio.

Redevelopable land is land on which development has already occurred but due to market forces or city policies, there is a strong likelihood that the existing development will be converted to, or replaced by, a new or more intensive use. Redevelopment can occur if improvements, renovation, infill, or development of a more intensive use are feasible options.

Residential Land - Redevelopable residential land would generally address land where there may be potential for redevelopment of parcels with existing uses that are less intense than the planned use; for example, a single family home or mobile home on land that allows for multi-family development. In Coburg, the most potential for redevelopment on Residential lands occurs within the Traditional Medium Residential zone, which permits multifamily development. All of the Traditional Medium Residential zoned property is vacant and has been included in the calculation of gross buildable vacant acres noted above.

The other potential area of residential redevelopment is the conversion or replacement of single-family units with duplexes in the Traditional Residential district. Under current zoning, this could occur on corner lots, provided the lot contains a minimum of 8,000 square feet and that the entries to the units could be arranged so that each is oriented to a different street. The duplex development would also need to meet all other requirements of the Zoning Code, such as maximum lot coverage (35%), building height, and minimum yard requirements. According to an initial overview, there are approximately 51 properties in the Traditional Residential Zone that are corner lots and contain a minimum of 8,000 square feet of land area.

Although certain lands may be identified as redevelopable, only a portion of those potential lots are assumed to actually develop. Of the 51 corner properties containing more than 8,000 square feet, approximately 13 are located within the Coburg Historic District boundary and have been evaluated as being a "contributing" property in an architectural study completed by the Oregon State Historic Preservation Office (SHPO) in April 2008. As a result, these properties have not been considered as likely to redevelop. In addition, ten percent of potential redevelopment for duplexes on residential lands is expected to occur in the 20-year timeframe, which would total 4 units. Table 3.8 below shows the number of units forecast to be redeveloped within the Traditional Residential designation.

Table 3.8: Potential Redevelopable Acres for Traditional Residential Parcels

Plan Designation	Potential Additional Units	Redevelopment Rate	Pro-Rated Redevelopment Units
Traditional Residential	38	10%	4

Source: LCOG GIS Data

Commercial/Industrial Land – Commercial and Industrial redevelopable land would also address land where there may be potential for redevelopment of parcels with existing uses that are less intense than the planned use; for example, if a storage area was replaced with an office building.

While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. In the 2004 Study, an improvement to land value ratio of 1:1 was used. Under this threshold, if the improvement value (value of buildings and other improvements) is less than the land value, this would indicate a potential for redevelopment. For this Study, this improvement to land value ratio will be used, together with properties where the existing use is less intense than plan designation would allow. For instance, this would include any residual residential development on land that is designated for industrial or commercial uses.

Typically, after lands are identified as available for redevelopment, analysis is done to determine whether all of the lands identified are assumed to actually redevelop within the planning horizon.

One way to evaluate the expected redevelopment rates is to analyze past permit records to establish trends that can then be extrapolated to the future. However, in the case of Coburg, past permitting has been constrained by the lack of sewer capacity and, as a result, this methodology is not appropriate. Market factors can vary and determining an appropriate market factor can be difficult without data to evaluate market conditions, such as in Coburg. The 2004 Study used an assumption that 20% of the total vacant and redevelopable employment lands would redevelop over the planning period. Input received from the Technical Advisory Committee suggests that this redevelopment rate is lower than is likely to occur, based upon the economic advantages of Coburg and, in particular, its strategic location along and access to I-5. As a result, for the Light Industrial and Highway Commercial designations, a higher redevelopment rate of 30% has been applied.

Table 3.9 shows a summary of potentially underdeveloped parcels commercial and industrial lots by plan designation. The results show that nearly 28.1 acres of Highway Commercial and Light Industrial land can be considered underdeveloped using these criteria. These underdeveloped parcels include RV sales lots fronting on Interstate 5. See Map 6: Developed Commercial and Industrial Tax Lots with Improvement Value Less than Land Value.

Table 3.9: Gross Redevelopable Acres by Plan Designation

Designation	Gross Redevelopment Acres	Redevelopment Rate	Pro-rated Buildable Redevelopment Acres
Central Business District	5.2	20%	1.0
Highway Commercial	53.0	30%	15.9
Light Industrial	40.8	30%	12.2
Total	**99.0**		**29.1**

Source: LCOG GIS Data

Mixed-Use Property: The Central Business District zone (C-I) allows residential uses, both as part of a mixed-use development and as a stand-alone use. Individual single-family uses require frontage on local or collector streets, while residential in a mixed-use context is allowed above or behind a commercial use. This zone therefore allows both residential and non-residential uses. For the purposes of this Study, it is assumed that approximately 7 residential units will be incorporated into the property located within the CBD that is anticipated to redevelop in the form of upper floor units; this unit count is based upon the overall density of 6.5 dwelling units per net acre for new housing that is established in the Comprehensive Plan.

Infill: Residential infill can occur when a partially vacant lot is large enough to divide, creating one or more new lots. These properties are generally identified based on comparisons of current and potential densities or lot sizes. For example, a single house on a 1-acre parcel where the zoning allows 4 DUs/acre. This second process is called a partition if three or fewer lots are created out of the original lot; a subdivision if four or more lots are created.

To determine the potential for infill on partially vacant residential land, the number of developed tax lots greater than or equal to 15,000 square feet with one existing single-family, or manufactured dwelling were identified and depending on their location, were checked for redevelopment potential. This is based on the Coburg Zoning Ordinance, which establishes a minimum lot size of 7,500 sq. ft. for detached single family and manufactured homes that are served by sewer within the Traditional Residential District. Aerial photographs were then used

to determine whether there is sufficient land to be further developed, given other zoning standards, such as street frontage and lot coverage. See Map 4: Residential Infill Potential.

Based on the results of this further review, development of partially vacant residential land was calculated for developed parcels zoned residential less than five acres and greater than 15,000 square feet, where there appeared to be sufficient land to be further developed, given the extent and location of existing improvements as well as zoning requirements for new lots. In order to account for the constrained area on the property, 7,500 square feet was removed and the remaining area of the lot was used to determine the number of potential new lots that could be created.

Ten percent of potential infill on residential lands is expected to occur in the 20-year timeframe, which would total 7 lots, calculated .per potential infill parcel based on the minimum lot size. Table 3.10 shows a summary of potential infill acres.

Table 3.10: Potential Infill Acres for Traditional Residential Parcels

Plan Designation	Gross Infill Acres	Buildable Infill Acres	Potential Additional Units	Pro-Rated Infill Acres	Pro-Rated Infill Units
Traditional Residential	16.03	16.03	72	1.6	7

Source: LCOG GIS Data

Buildable Land Supply

Table 3.11 shows total acres available for all development when the redevelopment and infill acres are added to the Net Vacant Acres from Table 3.7. The chart that follows describes the process.

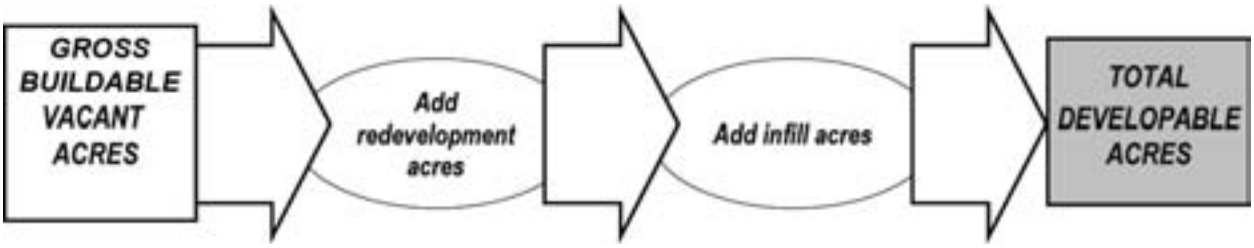


Table 3.11: Buildable Land Supply

Plan Designation	Acres	Gross Vacant Acres	Unbuildable Acres	Constraint Deducted Acres	Vacant Gross cres	Public Facilities Land Deduction (acres)	Total Net Acres	Pro-rated Buildable Re-development Acres	Infill Acres	Total Buildable Acres
Traditional Residential	170.6	51.9	4.4	0	47.5	8.2	**39.3**	(4 units)	1.6	**40.9**
Central Business District	15.0	4.5	0.2	0	4.3	0.3	**4.0**	1.0 (7 units)		**5.0**
Highway Commercial	93.3	35.5	0	8.5	27	4.7	**22.3**	15.9		**38.2**
Light Industrial	193.1	21.1	1.2	0	19.9	3.7	**16.2**	12.2		**28.4**
Total	**472**	**113**	**5.8**	**8.5**	**98.7**	**16.9**	**81.8**	**29.1**	**1.6**	**112.5**

Capacity Analysis

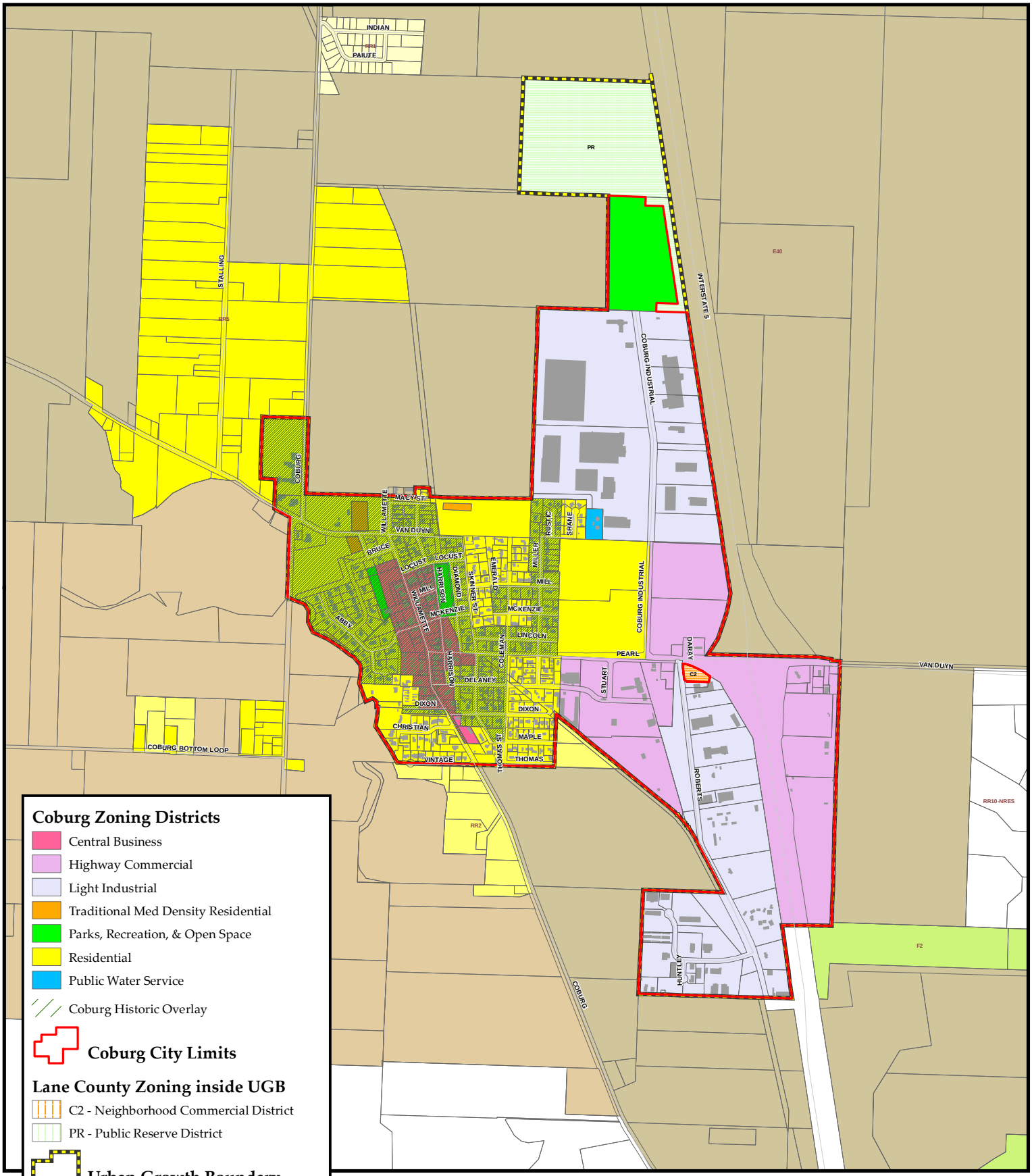
The final step in a residential buildable lands inventory was to estimate the holding capacity of vacant, partially vacant, and redevelopable land. The holding capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones. Land capacity is a function of buildable land and density. The buildable lands inventory indicates that Coburg has about 112.5 acres of vacant and partially vacant land. Table 12 provides a general estimate of how much population and employment could be accommodated by those lands.

Table 12. Estimated Development Capacity, Coburg UGB

			Development Potential	
Land Use	**Density**	**Acres**	**DU**	**Jobs**
Traditional Residential	4.8 du/acre	40.9	196	
Central Business District	25 employees/acre	5.0	7	125
Highway Commercial	17.4 employees/acre	38.2		664
Light Industrial	13.1 employees/acre	28.4		372
Total		**112.5**	**196**	**1,161**

Source: LCOG GIS Data

While the back-of-the-envelope calculations above provide a crude estimate of residential capacity, several other factors must be considered in developing a more refined capacity estimate. Parcelization patterns, density, development constraints, zoning, and serviceability are some of the more important factors.



Coburg Zoning Districts

- Central Business
- Highway Commercial
- Light Industrial
- Traditional Med Density Residential
- Parks, Recreation, & Open Space
- Residential
- Public Water Service
- Coburg Historic Overlay

Coburg City Limits

Lane County Zoning inside UGB

- C2 - Neighborhood Commercial District
- PR - Public Reserve District

Urban Growth Boundary

Lane County Zoning outside UGB

- F2 - Impacted Forest
- E30 - Exclusive Farm Use (30 acre minimum)
- E40 - Exclusive Farm Use (40 acre minimum)
- RR1 - Rural Residential (1 acre minimum)
- RR2 - Rural Residential (2 acre minimum)
- RR5 - Rural Residential (5 acre minimum)

1 inch = 1,500 feet

Map 2: Zoning

Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

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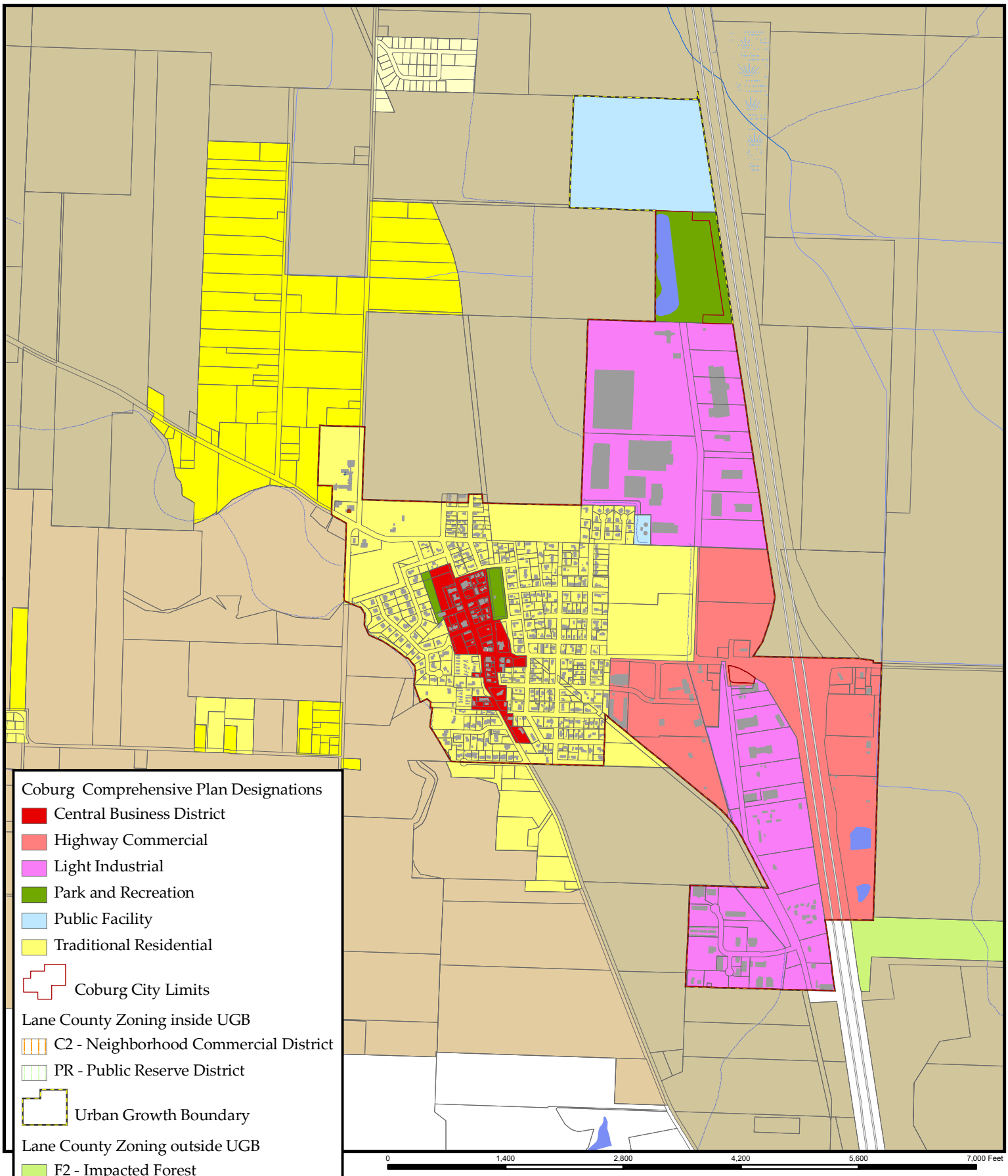

1 inch = 1,500 feet

Map 3: Plan Designation

Coburg Urbanization Study

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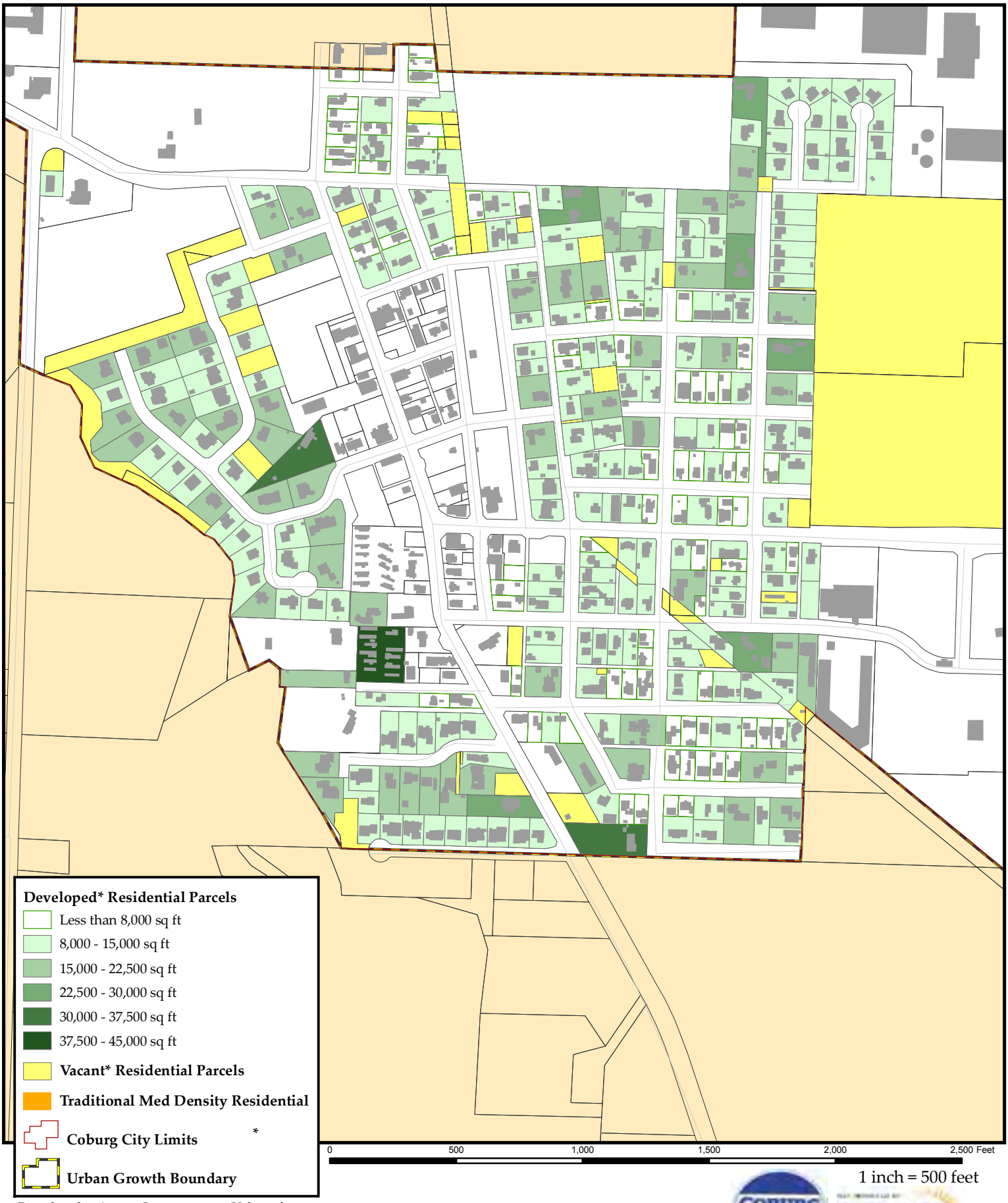

Based on having an Improvement Value of more or less than $500.

1 inch = 500 feet

Map 4: Residential Infill Potential

Coburg Urbanization Study

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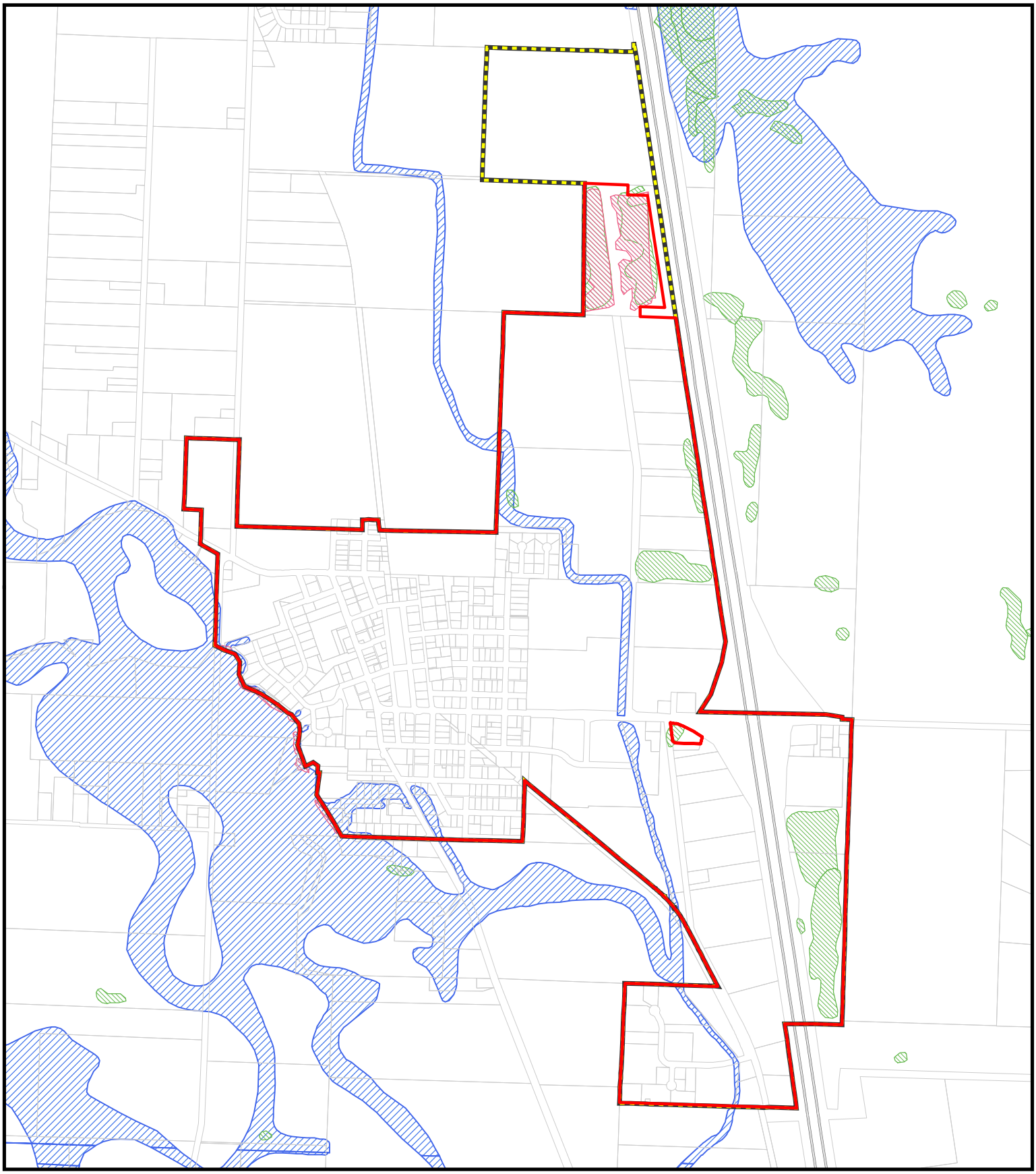

0 850 1,700 2,550 3,400 4,250 Feet

1 inch = 1,300 feet

- Coburg City Limits
- Urban Growth Boundary
- Coburg Local Wetlands Inventory
- National Wetlands Inventory
- High Risk--100 Year Floodplain

Map 5: Constrained Lands

Coburg Urbanization Study

COBURG OREGON

LCOG

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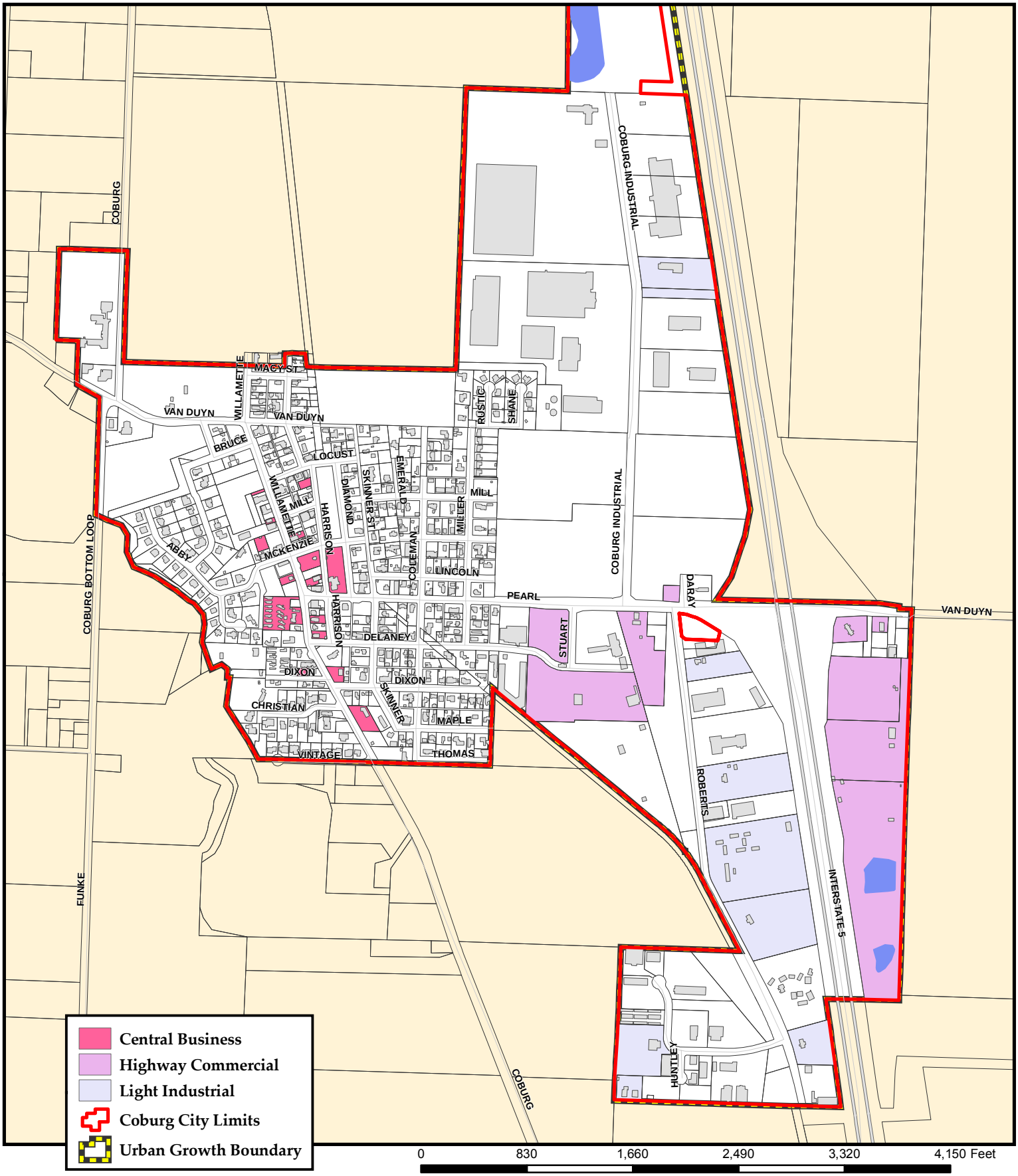

1 inch = 1,000 feet

Map 6: Developed Commercial/ Industrial Tax Lots with Improvement Value less than Land Value

Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

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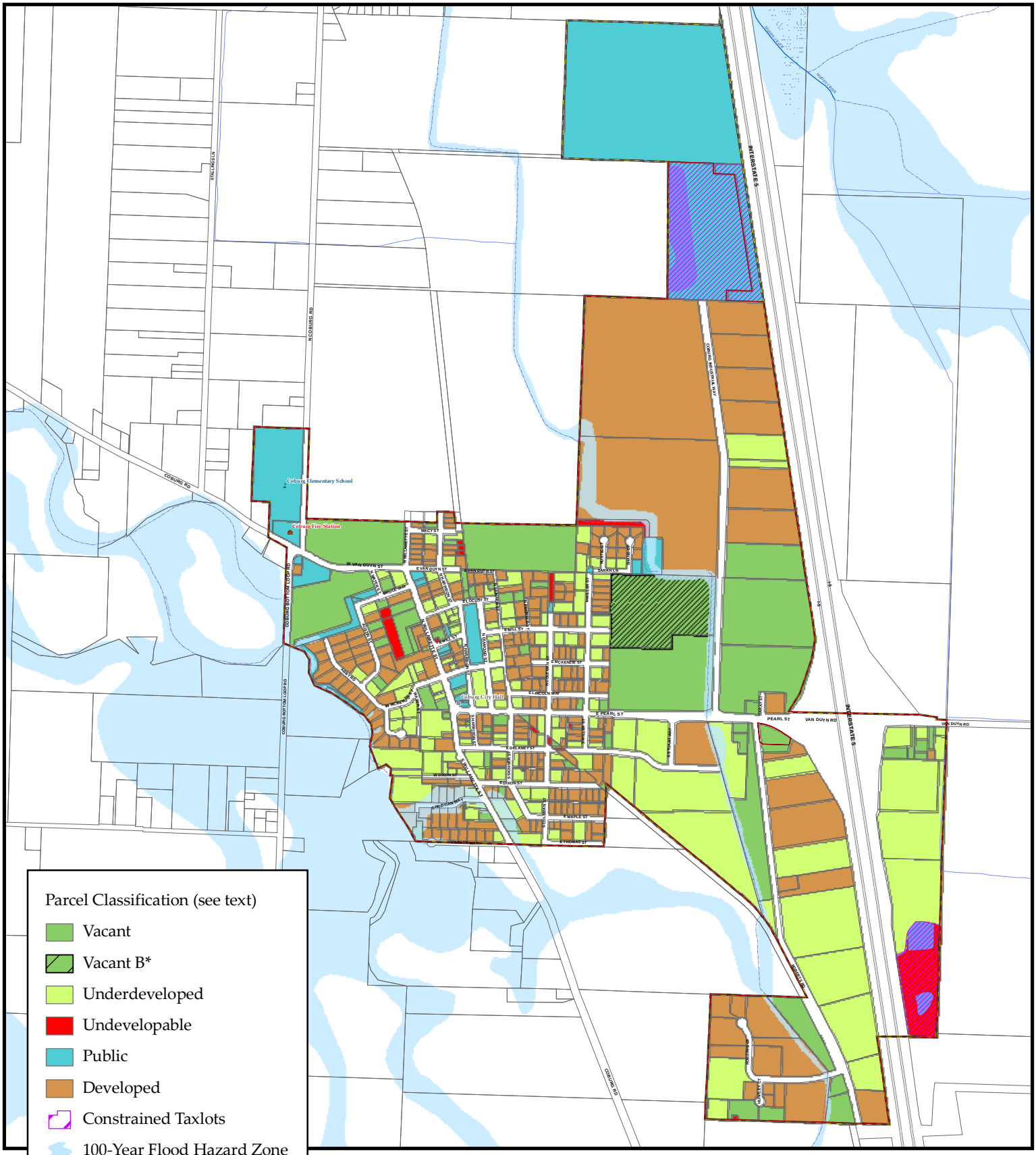

Parcel Classification (see text)

- Vacant
- Vacant B*
- Underdeveloped
- Undevelopable
- Public
- Developed
- Constrained Taxlots
- 100-Year Flood Hazard Zone
- Urban Growth Boundary
- Coburg City Limits

0 1,200 2,400 3,600 4,800 6,000 Feet

1 inch = 1,250 feet

*Vacant B represents an area which is currently vacant, but undergoing a Master Planning process

Map 7: Parcel Classification

Coburg Urbanization Study

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N

CHAPTER 4. HOUSING NEEDS ANALYSIS

This chapter provides the technical analysis to assess the housing needs of the City of Coburg through the 20-year planning period (2010-2030). Previous studies have indicated that the amount of residential land available for development within Coburg's current Urban Growth Boundary is insufficient to meet future development needs. Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies intended to provide for the housing needs of residents.

At a minimum, local housing policies must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Goal 10 defines needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels." This definition includes government assisted housing and mobile home or manufactured dwelling parks as provided in ORS 197.303 and ORS 197.475 to 197.490. For communities with populations greater than 2,500 and counties with populations greater than 15,000, needed housing types include (but are not limited to):

- Attached and detached single family housing and multiple-family housing for both owner and renter occupancy;
- Manufactured homes on individual lots planned and zoned for single family residential use; and
- Government-assisted housing.

With a current population of approximately 1,103 residents, Coburg does not meet the population threshold for these statutory requirements; however, Goal 10 requires all incorporated cities to address housing need in their comprehensive plans. The housing needs analysis in this chapter therefore addresses these housing types. In 1996, the Oregon legislature passed House Bill 2709 which is now codified as ORS 197.296. It essentially requires jurisdictions to analyze and provide for needed housing. According to DLCD staff, Coburg is not bound to the full requirements of ORS 197.296. The City, however, is bound by many overlapping requirements of Statewide Planning Goal 10 and other Administrative Rules.[14] The analysis that follows also assumes that Coburg will have sewers available to serve the population and employment forecasted for the period 2010 – 2030.

Housing Needs within the Overall UGB Expansion Process

This portion of Coburg's Study (2010) covers the need for additional housing within Coburg's UGB. This step will outline the types and densities of residential development anticipated and required within the UGB over the planning period. The Housing Needs Analysis addresses all Goal 10 housing requirements, as well Goal 14 goals related to the efficiency of housing provision. Housing needs are estimated using a Housing Needs Model. The steps in the full process of the UGB Expansion study are:

[14] *Planning for Residential Growth Workbook, DLCD, pg. 4*

Chapter 3. Buildable Land Inventory: Inventories all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial development.

This Section **Chapter 4. Housing Needs Analysis.**

Chapter 5. Economic Opportunities Analysis: Estimates need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.

Chapter 6. Supply and Demand Comparison: Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.

Chapter 7. UGB Expansion Areas Study. Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

Methods

While Coburg is not required to comply with all provisions of ORS 197.296, this analysis will closely follow the methodology described in the DLCD report *Planning for Residential Development*, referred to as the "workbook." The workbook describes the steps in conducting a housing needs analysis[15]:

- Identify relevant national, state, and local demographic trends that will affect the 20-year projection of structure type mix.
- Describe the demographic characteristics of the population, and household trends that relate to demand for different types of housing.
- Estimate the number of new units needed.
- Determine the types of housing that are likely to be affordable to the projected households.
- Estimate the number of additional new units by structure type.
- Determine the density ranges for all plan designations and the average net density for all structure types.
- Evaluate unmet housing needs and the housing needs of special populations (Goal 10 needs).

While the housing need analysis presented in this chapter follows the methodology described in the *Workbook*, it does not include as much detail as an analysis that would be required under ORS 197.296. Additionally, the housing needs assessment in this chapter is based on the assumption that Coburg will develop a sanitary sewer system and that it desires to provide

[15] *Planning for Residential Growth Workbook, DLCD, pg. 26-31*

housing that meets the needs of individuals that are currently employed in Coburg, families, and seniors. These assumptions are consistent with goals and policies documented in the *Coburg Comprehensive Plan*.

A Housing Needs Model

To facilitate this analysis, a Coburg-specific Housing Needs Model was created using a model designed by demographer and housing specialist Richard Bjelland.[16] The model utilizes demographic and other data inputs to generate a set of future housing need estimates. This Coburg specific model is designed to address the housing need requirements set out in Oregon's Statewide Planning Goal 10. Bjelland's methodology is demographically driven as opposed to historic construction extrapolations, which most previous housing needs analyses relied upon. His models have been stipulated by Oregon's Department of Land Conservation and Development (DLCD) for use in approved work plans by several Oregon cities and the choice for assessing housing needs by several major regional planning efforts and organizations such as the Center for Housing Research, who have responsibilities for defining housing needs for counties and cities in several states.

The Coburg model utilizes 2000 Census Bureau demographic data for the City of Coburg. The model looks at several different types of housing and predicts the tenure split between rental and owner housing units as well as the needed rental and purchase price points. Data is presented and entered into a set of interconnected spreadsheets or "templates" that make up the model. The results from the model are then used to address the affordable housing needs of the City. The residential land needs module included in the model estimates the land needs by land use designation for the additional housing units indicated by the model. Additional adjustments to the model inputs are made to account for the recognized growth between the time period of 2000 and 2010, and to account for a number of local housing dynamics.

Step 1. Relevant National, State, and Local Demographic and Economic Trends and Factors

The first step in a housing needs assessment is to identify relevant national, state, and local demographic and economic trends and factors that affect local housing markets.

National Housing Trends

As a general trend, there continues to be a need for greater diversity in housing types to respond to changing demographics. For generations, married couples with children dominated housing markets and caused the suburbs to grow explosively. But today those families comprise fewer households, as the traditional family structure continues to change.[17] Today's fastest growing households are:

- Young professionals
- Empty nesters
- Single parents
- Couples without children

[16] Bjelland Consulting
[17] *U.S. Census Bureau. U.S. Census Bureau, "America's Families and Living Arrangements: 2009" (March 2009).*

- Senior citizens

This new demographic is creating additional demand for apartments, condominiums and townhouses. In addition, the Joint Center for Housing Studies of Harvard University's *The State of the Nation's Housing, 2009*[18] report provides the following additional details on the current state of housing.

Downturn in Housing Market. In the last several years, the housing market has experienced a significant downturn, with many properties going into foreclosure and sales, sale prices, and construction starts all being adversely affected. Real home equity decreased by 41 percent from their quarterly peaks during the housing boom to the last quarter of 2008. Existing median home prices feel by 27 percent (and at least 40 percent in 26 metropolitan areas), while new home sales declined by 70 percent, and existing home sales by 33 percent.

Recession. Problems emanating from the housing market triggered instability in the banking system. Amid fears about the strength of banks and severe losses of both housing and stock wealth, consumer confidence plunged, and households slashed their spending and cut their net borrowing in 2008. With that, the broader economy lurched into a recession.

Household Debt. The number of households paying more than half their incomes for housing jumped by almost six percentage points between 2001 and 2007, from 13.8 million in 2001 to 17.9 million in 2007. While homeowners led this growth, the share of renters with severe burdens remained much larger, nearly twice as high as that of owners. Generally, those who are experiencing affordability problems had low-incomes. In 2007, nearly three-quarters of severely cost-burdened households had low incomes. Indeed, fully 51 percent of low-income renters and 43 percent of low income owners paid more than half their incomes for housing.

Affordability pressures have continued to increase as employment losses have mounted. Fully 5.7 million jobs were lost from the December 2007 peak through April 2009, and another 11.0 million Americans were either working part-time involuntarily or had stopped looking for work altogether. A recent Federal Reserve report estimates that of the trillions of dollars in real home equity cashed out between 2001 and 2007, homeowners used $874 billion to pay off non-mortgage debt—in effect rolling consumer debt into their home loans. Unlike consumer debt, mortgage debt cannot be discharged through personal bankruptcy. Furthermore, a total of about 3.2 million homeowners entered foreclosure in 2007 and 2008.

Government Programs. The federal government provided additional funding in 2008 and 2009 to help state and local governments deal with foreclosed homes. With the help of the Neighborhood Stabilization Program and an additional $11 billion in housing bond authority, state and local entities are now developing strategies to acquire, renovate, and sell foreclosed one- to four-unit properties. The federal government has also provided funds to redevelop public housing, a tax credit for homebuyers, and an opportunity for homeowners who are up to 5 percent underwater on their mortgages to refinance at lower interest rates.
Based upon these conditions, the following is a brief summary of key national housing trends and future outlook:
Mortgage Dynamics. As an outcome of the housing downturn, it is anticipated that stricter caps on mortgage payment-to-income ratios and thorough verification of income will likely remain in place and may restrict the market for those with lower incomes or previous credit problems.

[18] http://www.jchs.harvard.edu/publications/markets/son2009/index.htm (access March 26, 2010)

- Citing continuing uncertainty on the future strength of demand for housing as a result of the potential length of the recession, the Joint Center for Housing Studies has released two new household projections. The high series projections that as many as 14.8 million units could be added nationally between 2010 and 2020. The lower series assumes a more modest 12.5 additional units nationally in the same time frame.

- Echo boomers, people between the ages of 25 and 44, are continuing to enter the housing market and comprise a larger number of households. As a result, the Joint Center for Housing Studies estimates that the echo boomers will help keep demand strong for the next 10 years and beyond, bolstering the markets for rentals and starter homes. Because their income is less than the preceding baby-bust generation, it is anticipated that the echo-boomers may have a higher demand for more affordable housing types, such as multifamily apartments, townhomes and manufactured homes.

- The Joint Center for Housing Studies notes that the large and diverse echo-boom generation, coupled with immigration, will increase the minority share of households. Under the Center's low series projections, it is anticipated that minorities will fuel 73 percent of household growth in 2010–20, with Hispanics leading the way at 36 percent. As a result, the minority share of households is projected to increase from 29 percent in 2005 to 35 percent in 2020. The Center anticipates that minorities will add to households across the full spectrum of family types, which may result in changes in household size trends. As the number of minority and foreign-born households grows, the housing industry will increasingly serve groups with lower homeownership rates, incomes, and wealth than traditional buyers. Ethnic identification of some minorities and cultural preferences of recent immigrants will also challenge housing suppliers to tailor their marketing to a more diverse population.

- As the baby-boom generation continues to age, the demand for retirement housing and assisted living facilities is anticipated to increase. A study by the National Association of Home Builders (NAHB) and the MetLife Mature Market Institute (MMI)[19] showed that while most baby boomer consumers prefer to stay in their current home as they age, an increasing number (3 percent, compared to 2.2 percent in 2001) will opt for an age-restricted community designed to attract "active adults" with a heavy emphasis on lifestyle.

- In addition, as the baby boomers and older generations begin to turn over their homes to younger households, adjustments to the existing stock are likely, both through remodeling and pricing. The first wave of change will occur in the inner suburbs of large metropolitan areas where people now in their 70s and 80s are concentrated, then fan out to the outer suburbs as the baby boomers start to downsize.

- In response to concerns over carbon emissions and dependency on foreign oil, more effort and consumer interest is expected in upgrading the existing stock with energy-efficiency improvements, as well as increased interest in more compact forms of residential development. Because of past population and employment dispersion, which saw increased job growth outside of central cities in 68 of 75 of the nation's largest

[19] ***Housing for the 55+ Market: Trends and Insights on Boomers and Beyond***
http://www.metlife.com/assets/cao/mmi/publications/studies/housing-for-the-55-plus-market.pdf (Accessed on December 15, 2009)

metropolitan areas, efforts to reduce auto use will likely focus on providing transit-oriented and mixed-use development so that workers can live closer to their jobs as well as to non-work destinations.

State and Regional Housing Trends:

A number of national factors identified in *The State of the Nation's Housing 2009* will affect housing trends in Oregon and Lane County.

Downturn in Local Construction. According the US Census Bureau, as reported by the National Home Builders Association, the Eugene Springfield Metropolitan Area saw a 61 percent decrease in Single Family building permits between February 2008 and February 2009. This is greater than the decrease seen at both the national (50 percent) and state (58 percent) levels. Multi-family housing permits were down 81 percent in the Eugene-Springfield metropolitan area, up 18 percent in Oregon and down 53 percent nationally.

Relatively High Levels of Housing Cost Burden. According to the 2007 Oregon Housing and Community Services Department's 2007 Needs Analysis Study, Lane County had a 77.1 percent "Rate of Burden." This means that 77.1 percent of residents in Lane County earning 30-60 percent of the county's median income, and pay more than 30 percent of their income for housing costs.

State Demographic Trends impact housing. According to Oregon's 2006-2010 Consolidated Plan[20], "Oregon's changing population demographics are having a significant impact on its housing market." The Study, which includes a detailed housing needs analysis, identified the following population and demographic trends that influence housing needs within the State:

- Growth - Oregon is the 11th fastest growing in the United States;
- Housing cost increases;
- Declining median and adjusted incomes (less than those of 1999);
- Aging;
- Increasing diversity; and
- Decreasing affluence.

Renter/Owner Split. The State of Oregon *Analysis of Impediments to Fair Housing Choice* report[21] completed on *May 27*, *2005*, also provides background information on the state's and Lane County's housing supply and demographics. According to this study, statewide, 64 percent of occupied housing units were owner occupied and 36 percent were renter occupied in 2000. Compared to the United States as a whole, Oregon had a slightly lower percentage of owner occupied units (64.2 percent for Oregon vs. 66.2 percent nationally) and a slightly higher percentage of renter occupied housing units (35.8 percent vs. 33.8 percent). In Lane County, 62.3 percent of occupied housing units were owner occupied and 37.7 percent of occupied housing units were renter occupied.

In Lane County, median rental values were not affordable to very low- income households (those earning 50 percent of median county household income). The median rent in Lane County in 2000 was $604; the very low-income households could afford to pay a rent of up to $462 a month without being cost burdened.

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[20] http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml (Accessed on March 26, 2010)

[21] Analysis of Impediments to Fair Housing Choice, BBC Research & Consulting , May 27, 2005, www.oregon.gov/OHCS/.../2006-2010**FairHousing**ActionPlan.doc *(Access on December 15, 2009)*

Higher Rates of Mobile Homes. Statewide, 10.3 percent of the housing stock was mobile homes in 2000. Comparatively, 7.6 percent of the total housing stock nationwide was mobile homes. In Lane County, 11.2 percent of the housing stock was mobile homes in 2000. Mobile home are particularly vulnerable to fair housing issues because of park closings, a lack of services, increases in pad rental fees, etc. In Oregon, households over the age of 65 occupy a disproportionately high number of mobile homes. In 2000, senior households comprised 21 percent of total households in Oregon. However, seniors living in mobile homes accounted for 32.4 percent of mobile homes households. The State of Oregon's proportion of seniors living in mobile homes was 11 percentage points higher than the national percentage (21.4 percent). In 2000, senior households living in mobile homes comprised 36.0 percent of mobile home households in Lane County.

Affordability Issues. No counties in the State of Oregon had median home values that were affordable to very low-income households. While the median home value in Lane County in 2000 was $136,000, the very low-income households could afford a median home value of up to $68,316 without being cost burdened.

Demographics Shifts in Oregon. Richard Bjelland, former State Housing Analyst at the Housing and Community Services Department of the State of Oregon, presented an overview of demographic changes taking place in Oregon, contained in a 2006 Presentation "Changing Demographics: Impacts to Oregon and the US"[22]. Some of Mr. Bjelland's findings are:

- Oregon's minority population is growing quickly;
- Oregonians are becoming less rural;
- Homeownership decreases as the size of the community increases;
- Homeownership increases as age increases (until about age 75);
- Minority ownership rates are lower than for whites; and
- Hispanic owners are younger ages than non-Hispanic residents.
-

Population Forecast

In order to begin to understand what sort of housing will be needed to accommodate Coburg's future population, there must be assumptions made about what that population will be. Table 4.1 provides a summary of population forecast data presented in Chapter 2. According to the currently adopted coordinated 20-year population forecast, Coburg is expecting considerable population growth – 5.32 percent annual average growth between 2010 and 2030. The anticipated growth is based on a number of factors that have uniquely affected Coburg including the latent demand that has built over the last 20 years because the City did not have a wastewater system. The forecast estimated Coburg's population in 2010 to be 1,103 persons, and its 2030 population to be 3,363 persons. This constitutes an increase of 2,260 persons in Coburg between 2010 and 2030.

Table 4.1 Population Growth 2010-2030

	2010 Coordinated Population	Adopted 2010-2030 AAGR	Coordinated Population UGB Total	Change 2010 - 2030
Coburg	1,103	5.32%	3,363	2,260
Lane County	*333,350*	*0.88%*		

[22] www.ohcs.oregon.gov/OHCS/ISD/PPR/docs/OregonDemographics.pps *(Accessed on March 26, 2010)*

Step 2. Demographic Characteristics and Housing Trends

A clear linkage exists between housing trends demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications.[23] Using historical or current demographic characteristics of Coburg, however, will probably yield inaccurate results. Not only are the demographic characteristics expected to change regionally, but new residents in Coburg will probably be more diverse in socio-economic and demographic characteristics than current residents.

In order to address this issue in the 2004 Coburg Study, Coburg's consultant used Public Use Microsample (PUMS) data from the 2000 Census to describe the relationship between selected demographic characteristics and housing choice.[24] This analysis identified several key relationships:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.

A review of recent data from the U.S Bureau of Census 2008 *Characteristics of New Housing*[25] was used to identify national trends in the characteristics of new housing. Nationally, several shifts in the characteristics of housing are highlighted by the Bureau:

Larger single-family units on smaller lots. Between 1978 and 2007 the median size of new single-family dwellings increased 45 percent, from 1,700 square feet to 2,456 square feet in the Western Region[26]. The average single-family house completed in 2008 had 2,519 square feet, 764 more square feet than in 1978.

The average single-family home sold was built on a lot of 18,433 square feet. On average, lot sizes were the largest in the Northeast at 44,781 square feet, and were the smallest in the West at 10,062 square feet

Larger multifamily units. The average multi-family units completed and built for sale was 1,550 square feet. This was 190 more square feet than in 1999. Between 1994 and 2002, the median size of new multiple family dwelling units in the Western Region increased 15 percent, from 920 square feet to 1,055 square feet Moreover, the percentage of units with less than 600 square feet decreased from 6 percent to 1 percent, while the percentage with more than 1,200 square feet increased from 11 percent to 30 percent. 78 percent of multi-family units had less than 1,400 square feet, up from 69 percent in 2007.

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[23] This linkage is identified in the DLCD Workbook. It is described in detail in *Households and Housing: Choice and Outcomes in the Housing Market,* Clark and Dieleman, Center for Policy Research, 1996.

[24] ECO used the 1% Public Use Microsample (PUMS) data set for this analysis. A description of the PUMS data can be found at www.census.gov/.

[25] http://www.census.gov/const/www/highanncharac2008.html, 06/11/09

[26] NHBA website http://www.nahb.org/page.aspx/category/sectionID=130 Single family square footage by location 4/23/09

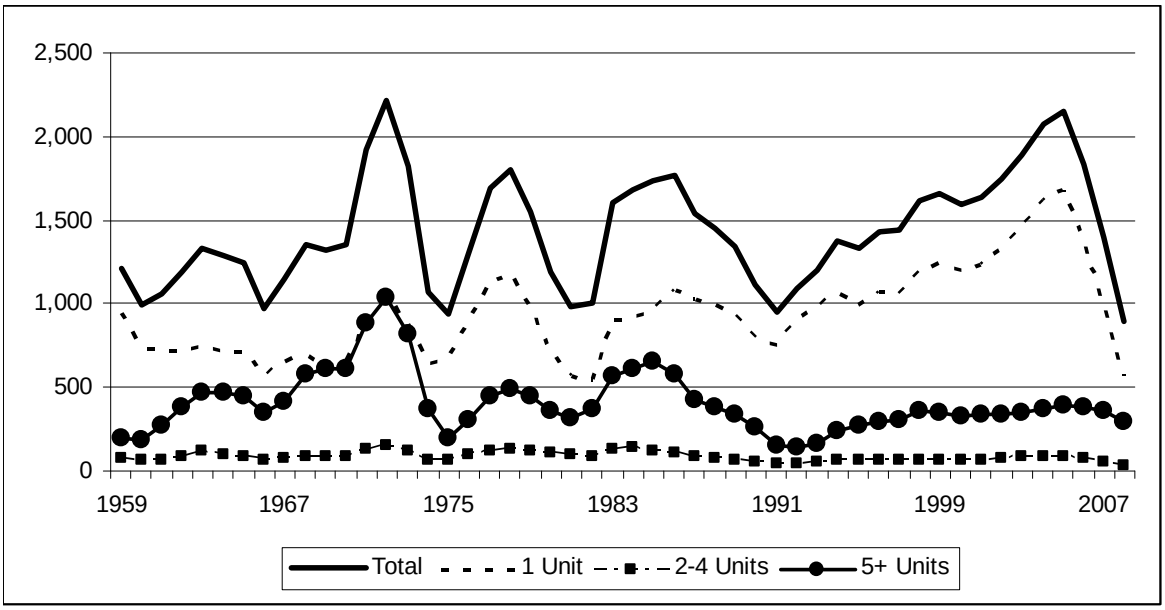
Larger multi-family complexes. There was an increase in the number of larger multifamily complexes: 69 percent of multi-family units were in buildings with 20 or more units, up from 61 percent in 2007 and only 30 percent in 1986.

More multifamily units are built as for sale units. Attached single-family homes accounted for 15 percent of all new single-family homes sold, up from 10 percent in 1998. In addition, 34 percent of multi-family units completed were built for sale, up from 18 percent in 1998; this is an increase of over 25 percent.

Increase in sales price. The average sales price of new single-family homes sold was $292,600. In 1998, the average sales price was $181,900. This is a price increase of over 60 percent.

Figure 4.1 presents national historic annual census data on "New Privately Owned Housing Units Authorized by Building Permits in Permit-Issuing Places." New construction has exhibited consistent historic fluctuations since 1959. Most recent trends point to a gradual rise in new construction starting in the early 1990s, followed by a dramatic decrease in construction beginning in 2005 until the present. History suggests that new construction will pick up again, though the current poor housing market suggests that new construction will decrease further before it increases again.

Figure 4.1: U.S. New Privately Owned Housing Units Authorized by Building Permits in Permit-Issuing Places.



Housing Choice – Trends

Land use and housing preferences are a reflection of underlying values and interests, and it is also important to consider those values and interests when addressing housing needs. A study conducted in 2004 by Smart Growth America and the National Association of Realtors revealed the following:

Smart Growth Communities. Americans favor smart growth communities with shorter commute times, sidewalks, and places to walk more than sprawling communities. Half of

Americans (51 percent) say being within walking distance to stores and restaurants is important when thinking about where to live. Nearly as many Americans place importance on being within walking distance to schools (46 percent) and public transportation (46 percent)

Close to Work. A limited commute time is, for most Americans, an important factor in deciding where to live. Being within a 45-minute commute to work is rated highest among a list of fourteen priorities in thinking about where to live (79 percent) "very" or "somewhat" important), followed by easy access to highways (75 percent) and having sidewalks and places to walk (72 percent). The study also found that Americans are more likely to see improved public transportation and changing patterns of housing development as the solutions to longer commutes than increasing road capacities.

Diversity. Two-thirds (65 percent) of Americans want to live in communities that have people at different stages of life – single adults, families with children, and older people. Also of importance to close to half of Americans (47 percent) is the racial and ethnic diversity of a place. Diversity of incomes is important to 45 percent, and four in ten (38 percent) say a mix of housing types is important in deciding where to live.

Affordability. In a series of questions, people rated their own communities. While the public is generally satisfied with their communities, sizable segments find them lacking in important areas. Half of Americans (49 percent) thinks there is too little housing for people with low incomes in their communities. And, four in ten (39 percent) think there is too little housing for people of moderate incomes in their communities.

Mobility and Access. At least four in ten would also like to see more public transportation within walking distance (46 percent "too little"), more places to bike (46 percent), more shops or restaurants within walking distance (42 percent), more places to walk or exercise for fun (40 percent) in their communities.

The tables below[27] show the demographic segment of the community that are typically served by different housing types:

Table 4.2: For Sale Housing

	Typical Unit Size	Lot Size/ Density	Demographic
Large lot single family	2,000 to 3,000 sf, 3-4 bedrooms, 2-3 bath	6,000 sq. ft. to 10,000 sq. ft.	Families, Move-up buyers
Small lot single family	1,500 to 2,500 sq. ft., 3-4 bedrooms, 2-3 baths	3,000 sq. ft. to 5,000 sq. ft.	Families, First-time buyers, Move-down buyers, Empty-nesters, Retirees
Townhouse, duplex, triplex	1,000 to 2,000 sq. ft., 2-3 bedrooms, 2 baths	2,000 sq. ft. to 4,000 sq. ft.	First-time buyers, Move-down buyers, Empty-nesters, Singles
Cottage development	600 to 1,200 sq. ft., 1-2 bedrooms, 1-2 baths	1,200 sq. ft. to 5,000 sq. ft.	Singles, Couples, Move-down buyers, Empty-nesters, Retirees
5+ multifamily (single-level with enclosed parking)	1,000 to 1,500 sq. ft., 2-3 bedrooms, 2 baths	15-25 du/acre net	First-time buyers, Move-down buyers, Empty-nesters, Retirees
5+ multifamily (garden style with surface	700 to 1,500 sq. ft., 1-3 bedrooms, 1-3 baths	15-25 du/acre	First-time buyers, Singles, Couples, Moderate income

[27] Community Housing Strategies: Market Innovation, Local Choice, The Housing Partnership, November, 2005

parking			families
Mid-rise condominiums (stacked dwelling units with structured parking)	500 to 1,000 sq. ft., Studio-2 bedrooms, 1-2 baths	25+ du/acre	Singles, Couples, Young Professional
High-rise condominium	800 to 2,500 sq. ft., 1-2 bedrooms, 1-3 baths	25+ du/acre	Singles , Couples, Move-down buyers, Retirees

Table 4.3: Rental Housing

	Typical Unit Size	Lot Size/ Density	Demographic
5+ multifamily (garden style with surface parking	700 to 1,500 sq. ft., 1-3 bedrooms, 1-2 baths	15-25 du/acre	Singles , Couples, Low income families
Mid-rise condominiums (stacked dwelling units with structured parking)	500 to 1,000 sq. ft., Studio-2 bedrooms, 1-2 baths	25+ du/acre	Singles , Couples, Young Professional
High-rise condominium	800 to 2,500 sq. ft., 1-2 bedrooms, 1-2 baths	25+ du/acre	Singles , Couples, Retirees

This data suggests that Coburg will need to expand the type of units available within its housing stock to meet the demographics it wishes to attract and retain within the City. However, it is also important to note that when looking at higher density housing, there are potentially two different market motivations at play; price and lifestyle. Some options, such as small lot housing, are attractive primarily on price; buyers might prefer a larger lot, but cannot pay the higher price that large lot housing commands. Other options, such as cottage clusters, are aimed at people attracted to the lifestyle of the neighborhood. Thus, in considering new zoning regulations for higher density housing, will be important to consider what housing types are more likely to attract lifestyle versus price conscious buyers and renters.

Population Age Groups

The table that follows compares age groups of the City of Coburg, Lane County and the State in 1990 and 2000 based on Census data. All three show positive population growth overall. Coburg's population growth patterns vary from the patterns of the County and State, which is not surprising given Coburg's small population and historic growth dynamics. Coburg differs most significantly with individuals under 20, and over 65. Whereas the State and County are seeing decreases in proportions of residents under 20, Coburg reported an increase of roughly 5 percent in the 1990's. And while the State and Oregon saw either a small loss or small gain in the proportion of residents age 65 and over, Coburg saw a significant (8 percent) decrease among residents 65 and older. This may be due to older residents in Coburg either passing away or relocating to locations with more senior care facilities.

Although the City of Coburg experienced significant decreases in its proportion of residents aged 65 and older, it still had a median age of 37.9 years, which is older than Lane County's 36.6 and the state's 36.3 median age. This is likely due in part to Coburg's slightly higher percentage of residents in the 45-64 age range.

Table 4.4: Change in Age Groups, 1990 – 2000

AGE – CITY of COBURG						
	1990	Percent of total	2000	Percent of total	Percent Change	Percent of Total Change
TOTAL	763	100.0%	969	100.0%		
Under 20	195	25.6%	297	30.7%	52.3%	5.1%
20 to 44	293	38.4%	322	33.2%	9.9%	-5.2%
45 to 64	132	17.3%	250	25.8%	89.4%	8.5%
Over 65	143	18.7%	100	10.3%	-30.1%	-8.4%
Median age			37.9			
AGE –LANE COUNTY						
	1990	Percent of total	2000	Percent of total	Percent Change	Percent of Total Change
TOTAL	282,912	100.0%	322,959	100.0%		
Under 20	78,778	27.8%	8,4921	26.3%	7.8%	-1.5%
20 to 44	115,618	40.9%	116,404	36.0%	0.7%	-4.9%
45 to 64	51,438	18.2%	78,680	24.4%	52.0%	6.2%
Over 65	37,078	13.1%	42,954	13.3%	15.6%	0.2%
Median age			36.6			
AGE – STATE of OREGON						
	1990	Percent of total	2000	Percent of total	Percent Change	Percent of Total Change
TOTAL	2,842,321	100.00%	3,421,399	100.0%		
Under 20	80,2516	28.2%	944,004	27.6%	17.6%	-0.6%
20 to 44	1,115,537	39.3%	1,227,675	35.9%	10.1%	-3.4%
45 to 64	532,944	18.8%	811,543	23.7%	52.3%	5.0%
Over 65	391,324	13.8%	438,177	12.8%	12.0%	-1.0%
Median age			36.3			

Between 1990-2000, the greatest increase in population in Coburg, Lane County and the state was in the 45-64 age group, reflecting an increase in the “baby boom” generation. These data are now almost a decade old. This means that these individuals are either at retirement age or will be soon. The decrease in the percent of total for persons aged 20-44 in Coburg and Lane County (-5.2 percent and -4.9 percent respectively) is consistent with the State’s decrease of -3.4 percent.

Average Household Size

In the 1980s, traditional families (married couple, with one or more children at home) accounted for 29 percent of all households in Oregon. In 1990 that percentage had dropped to 25 percent; which further decreased to 23 percent in 2000. It is projected that household size will continue to fall, but probably not as dramatically. The average household size has decreased over the past five decades and is likely to continue decreasing. The average household size in Oregon was 2.60 in 1980, 2.52 in 1990, and 2.51 in 2000. The direct impact of decreasing household size on housing demand is that smaller households means more households, which means a need for more housing units and of different variety.

Table 4.5 shows average household size for estimates by tenure for Lane County and Coburg in 2000. The data show that Coburg's average household size was 2.64 persons in 2000. Moreover, the data show that household size depends on tenure—renters have smaller households than homeowners.

Table 4.5. Average household size. Lane County and Coburg, 2000

Year	Person Per HH
Lane County (2000 Census)	
Average Household Size	2.42
Owner-Occupied units	2.52
Renter-Occupied units	2.25
Coburg (2000 Census)	
Average Household Size	**2.64**
Owner-Occupied units	2.75
Renter-Occupied units	2.21

Inconsistent with national and state trends, household sizes in Coburg actually increased from 2.52 in 1990 to 2.64 in 2000. This increase is related, at least in part, to the City's restriction on lot size and the fact that the majority of dwellings built between 1990 and 2000 were single-family detached. A Buildable Lands Inventory developed by the Lane Council of Governments (LCOG) in 1997 used a household size assumption of 2.3 persons; the City's initial Transportation System Plan (TSP) used an average household size of 2.24 persons per household. Estimates by the Portland State Population Research Center put Coburg's 2008 average persons per household figure at 2.51. The population estimates generated for Coburg's County coordinated forecast by consultants Johnson and Reid applied the 2000 Census figure of 2.64 persons per household. The housing needs model therefore utilizes this same figure.

Persons in Group Quarters

Group quarters include facilities such as assisted living facilities, dormitories, correctional institutions, group homes, boarding houses, military facilities, juvenile institutions, and psychiatric hospitals. Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically backed out of the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, one assumes that any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market. Group quarters, however, require land and are typically built at densities that are comparable to multiple-family dwellings.

The 2000 Census indicates none of Coburg's population residing in group quarter facilities at that time. The fact that no group quarters existed in Coburg in 2000 does not mean that group quarters will not be constructed in the future. Based on shifts in demographics, the key area where one would expect changes in group quarters would be in nursing homes. A private non-profit treatment center for alcoholism and drug abuse, owns over 15 acres of land in Coburg upon which it is proposing a new treatment facility campus. Serenity Lane hopes to build

capacity for an initial 100 beds, eventually growing to accommodate 150 beds on the site. Residents will be considered to be living in group quarters, but they are not included in the Housing Needs Analysis because they are short term residents, not permanent. The BLI has accounted for the land requirements of the proposed care facility. Based on Coburg's demographic trends and recent interest in senior care facilities, it is assumed that approximately 50 persons will reside in group quarters in Coburg by 2030.

Coburg's Existing Dwelling Units

ORS 197.296 requires an evaluation of the housing type mix and density of residential development during the past five years or since the last periodic review, whichever is longer. While Coburg is not bound to comply with this requirement, an evaluation of recent development trends is useful in developing a better understanding of development trends in the local housing market.

Table 4.6 shows dwelling units by type in Coburg in 1990 and 2000 as reported by the U.S. Census Bureau (Census). It also shows the number of housing units added between 2000 and 2008 as estimated through building permits filed with the City. According to the Census, Coburg had 311 dwelling units in 1990 and 387 dwelling units in 2000—a net increase of 76 dwelling units. More specifically, Coburg added 94 single-family detached units during this period, four multiple family units—and lost 21 mobile/manufactured units. According to local building permit data, Coburg added 28 single-family detached homes and six manufactured homes between 2000 and 2008. The percentage of single-family detached dwelling units increased from 70 percent in 1990 to 80 percent in 2000 and then 81 percent in 2008. The Census and local data suggest that housing development in Coburg after 1990 was almost exclusively single-family detached housing types on larger lots. Housing types that are affordable to lower income households (multifamily, mobile/manufactured) decreased both in number and as a share of all housing. It is assumed that significant housing growth will not occur until the wastewater treatment facility is completed in 2011 or 2012.

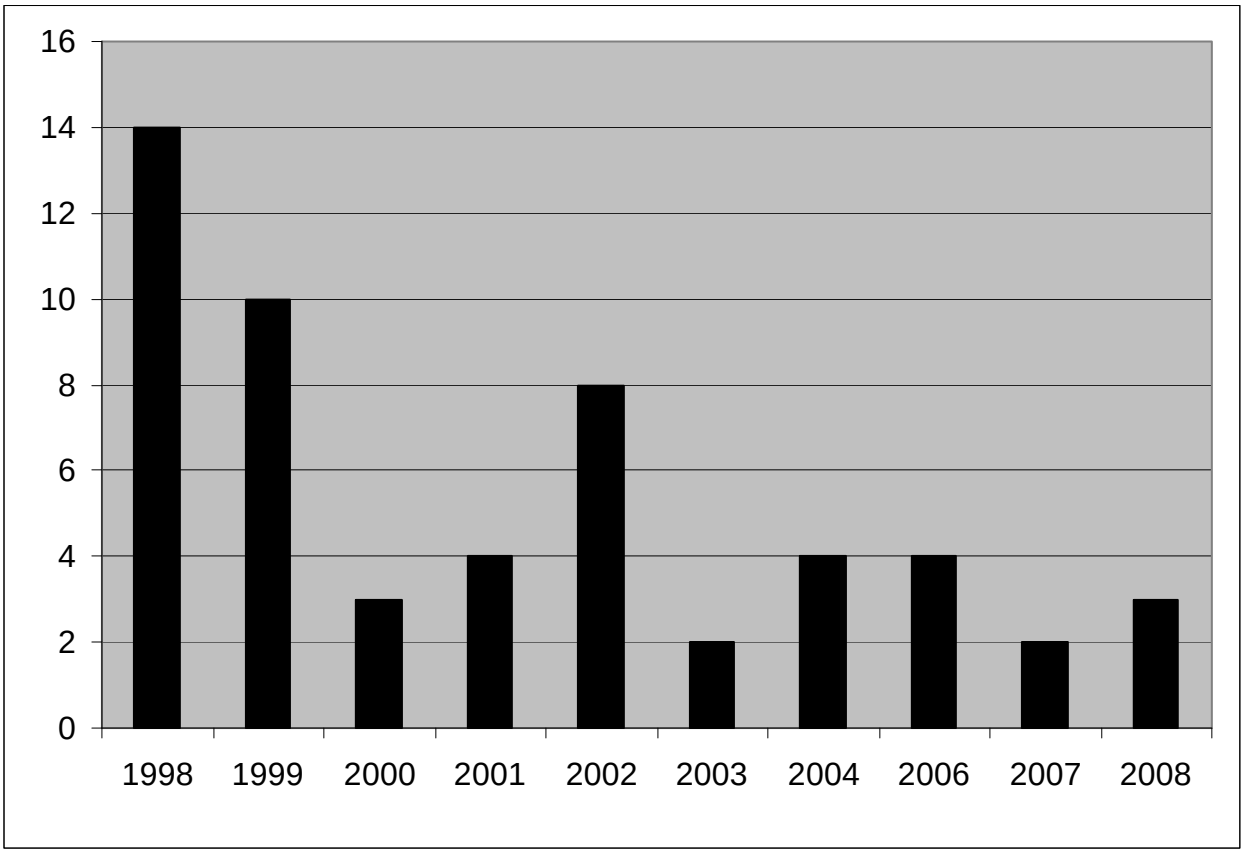
Table 4.6. Dwelling Units by Type within the City Limits, 1990, 2000 and 2010

	1990 Census		2000 Census		Building Permits	New DU 00-10*	Total Units 2010	
Housing Units	**Number**	**%**	**Number**	**%**	**00-08**	**Number**	**Number**	**%**
Single-family detached	217	70%	311	80%	28	31	342	83%
Single-family attached	2	1%	2	1%		2	4	1%
Multiple family	26	8%	30	7%			30	7%
Mobile/Manufactured**	66	21%	45	12%	6	-16	35	9%
Total housing units	**311**	100%	**387**	100%	**41**	**17**	**411**	**100%**

Source: US Census of Population and Housing, City of Coburg Building Permit data up to December 2008
**Accounts for demolition and removal permits over the decade and a conservative projection for construction in 2009*
***Includes Manufactured Homes in Parks and on Individual Lots (these are distinguished in the Housing Needs Model)*

Figure 4.2 shows building permits issued for new residential construction in Coburg annually between 1998 and 2008. The data show that only 54 permits were issued in Coburg between 1998 and 2008. Moreover, the number of permits issued varies from year to year, with the largest number issued in 1998 (14) and fewest issued in 2003 and 2007 (2).

Figure 4.2. Building Permits Issued, 1998-2008



The average net density of single-family residences for which permits were issued between 1998 and 2008 was 3.8 dwelling units per net residential acre. This is slightly less than the 3.9 dwelling units figure reported in the 2004 Housing Needs Analysis.[28] The results are not surprising; recent residential development in Coburg has occurred at very low densities. This is partly because Coburg has a 10,000 square foot minimum lot size in the residential zone which is needed to serve residences with septic tanks.

Vacancy Rates

Determining the number of housing units needed in Coburg for the planning period requires assumptions about vacancy rates. A vacancy rate represents the percent of units that can be expected to be vacant at any given moment. Vacancy rates are cyclical and are a result of the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates vary by whether a housing unit is owner or renter-occupied. Analysts consider a 2 percent-4 percent vacancy rate typical for single-family units; 4 percent-6 percent is typical for multifamily residential markets. For this study a 2.5 percent vacancy rate was used as a base assumption for owner occupied units and 5.0 percent vacancy as a base assumption for rental units. These are the same rates used in the 2004 Study.

[28] Coburg Study, 2004, ECONorthwest

Existing Residential Zoning

Coburg currently has two exclusively residential zoning designations, Traditional Residential (TR) and Traditional Medium Residential (TMR). Other zones, including the Central Business District (C1), allow residential uses as well.

The TR zone accommodates the majority of Coburg's existing housing stock. According to the Buildable Lands Analysis presented in Chapter 3, there are a total of 168 acres of TrR land in Coburg. Of that total, approximately 38.3 acres is currently buildable. Lands within this zoning designation are currently held to the following requirements:

- Minimum Lot Size: (For Single Family detached and manufactured home on lot)
  - Properties not served by sanitary sewer: 10,000 sq ft. (4.4 (DU/acre)
  - Properties served by sanitary sewer: 7,500 sq ft (5.8 DU/acre)

- Minimum Lot Size for Duplex:
  - Properties served by sanitary sewer: 8,000 square feet (10.9 DU/acre). Duplexes are also only allowed on corner lots within the TR zone.

- Lots created through a land division, or site development including four or more dwelling units, must meet a minimum density of 65 percent of the maximum density permitted within the zone. This regulation has a number of exceptions.

The TMR zone currently constitutes only 2.6 acres in Coburg. None of this land has been developed and therefore it is all part of the City's BLI. The TMR zone is also not reflected in the City's Comprehensive Plan designations. Lands within this zoning designation are currently held to the following requirements:

- Minimum Lot Size: (Properties not served by sanitary sewer)
  - Single Family: 10,000 sq ft. (4.4 (DU/acre)
  - Two Family (Duplex): 12,000 sq ft (7.3 DU/acre)
  - Three Family (Tri-Plex): 16,000 sq ft. (5.4 DU/acre)
  - Four Family (Four-Plex): 20,000 sq ft. (4.4 DU/acre)

- Minimum Lot Size: (Properties served by sanitary sewer)
  - Single Family: 3,350 sq ft. (4.4 (DU/acre)
  - Two Family (Duplex): 6,700 sq ft (13 DU/acre)
  - Multi-Family: 10,000 sq ft. (13.1-17.4 DU/acre)

- Currently no structures with more than four units are allowed in the TMR zone.

- Permits accessory dwellings; manufactured homes on individual lots; group home, not to exceed five unrelated individuals; residential Homes; and residential facilities not to exceed 15 beds.

- Lots created through a land division, or site development including four or more dwelling units, must meet a minimum density of 80 percent of the maximum density permitted within the zone. This regulation has a number of exceptions.

Step 3. Estimate the Number of New Units Needed

An estimate of new units needed is determined, by calculating the expected population growth and the planned persons per household expected within the planning period. The housing needs model makes adjustments based on the number of residents anticipated to be living within "Group Quarters" in the City. Table 4.7 shows the outcome of that analysis.

Table 4.7. New Dwelling Units Needed in Coburg 2010-2030

2010 Population	2030 Population	20 Year Growth	Persons per Household	New Units
1,103	3,363	2,260	2.64	888*

** Reflects adjustments for group quarters, vacancy rate, and removed dwelling units*

Source: Lane County Coordinated Population Forecast, June 2009

The number determined by the model is 888 new dwelling units. This is a general calculation of total unit need. More detail is addressed in Step 4.

Step 4. Needed Housing

Step four of the housing needs assessment is an estimate of housing need by income and housing type. This is where the Housing Needs Model becomes most useful in the analysis because it incorporates Census income and age data and income distribution of future households in Coburg. Goal 10 requires communities to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

The total amount a given household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent as well as utilities, and insurance. HUD guidelines indicate that households paying more than 30 percent of their income on housing experience "cost burden" and households paying more than 50 percent of their income on housing experience "severe cost burden." Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

Table 4.8 shows housing costs as a percent of income by tenure (e.g. owner-occupied or rental units) for Coburg households in 2000. The data show that about 28 percent of Coburg households experienced cost burden in 2000. The rate was much higher for renters (43 percent) than for homeowners (24 percent). Approximately 11 percent of Coburg's households were "severely" cost burdened in 2000.

Table 4.8: Owner and Renter Costs as a Percentage of Household Income, Coburg 2000

Percent of Income	Renter		Owner		Total	
	Costs by Number	Costs by Percent	Costs by Number	Costs by Percent	Costs by Number	Costs by Percent
Less than 20%	26	40%	112	45%	138	44%
20%-30%	11	17%	79	31%	90	28%
30% - 40%	9	14%	29	12%	38	12%
40% - 50%	4	6%	10	4%	14	4%
50% or more	15	23%	21	8%	36	11%
Total	*65*	*100%*	*251*	*100%*	*316*	*100%*
Cost Burden	**28**	**43%**	**60**	**24%**	**88**	**28%**

Source: (2004 Study ECONorthwest) 2000 Census

Household income in Coburg has generally increased, although it has not kept pace with housing prices or rents. More households are spending in excess of the recommended 30% of their income on housing. In addition, until recently, housing cost was increasing at a significantly greater annual rate than household income.[29]

Table 4.9 shows wage levels by industrial sector and housing affordability estimates for Coburg. The data indicate that the average hourly wage for covered employment in Coburg is nearly $16.50. A household income at this level could afford approximately $853 per month for rent or a mortgage of about $85,322. The data show some variation by sector, however, the majority of jobs (about 68 percent) are in the "Manufacturing and Wholesale Trade" sub-category. It is important to note that the data in Table 4.9 represent average pay per worker. According to the 2000 Census about 12 percent of households had no workers, 30 percent of households had one worker, 45 percent had two workers, and 13 percent had three or more workers. Thus, nearly 60 percent of households have multiple incomes.

Table 4.9. Number of Jobs, Average Wage and housing affordability Thresholds, Coburg 2006

Sector/Industry	Jobs	Avg Annual Pay	Est. Hourly Wage	Est. Affordable Housing Thresholds	
				Rent	Own
Construction	240	$43,558	20.94	$1,089	$108,895
Manufacturing & Wholesale Trade	2,257	$37,200	17.89	$930	$93,000
Retail Trade	377	$24,110	11.59	$603	$60,275
Services	357	$21,700	10.43	$543	$54,251
All Other*	85	$22,613	10.87	$565	$56,533
Total	**3,316**	**$34,129**	**16.41**	**$853**	**$85,322**

Source: Oregon Employment Department; analysis by LCOG

**It was necessary to group certain industries into larger categories to comply with confidentiality rules.*

Household Income in Coburg

Determining the types of housing that are likely to be affordable to the projected household is based on household income. Higher income is correlated with higher rates of ownership and single-family housing.[30] According to the Census, the median household income in Coburg was greater than in both Lane County and the State overall (Table 4.10). Per capita income for all

[29] Planning for Residential Growth Workbook, Appendix C, page C-2
[30] Ibid, page C-12

three geographies was fairly similar, though Coburg was closer to Oregon as a whole than Lane County.

Table 4.10. Median Household and Per Capita Income, 2000

Area	Median Household Income	Per Capita Income
Coburg	$47,500	$21,696
Lane County	$36,942	$19,681
Oregon	$40,916	$21,587

Source: 2000 Census

According to the 2000 Census, the median household income within Coburg was $47,500, and $36,942 for Lane County. Coburg's higher household and per capita incomes likely explain the City's 2000 Census home ownership rate of (82 percent), higher than Lane County (64 percent) and the state (63 percent). Additional factors that may contribute to this dynamic include:

- Local land use regulations limiting opportunities for multi-family housing.
- Coburg's attractive small town atmosphere and small town amenities within such close proximity to the Eugene-Springfield metropolitan area, which draws individuals capable of paying a premium.

Existing Housing Types and Tenure

To understand what will be required to meet future housing needs requires making determinations about the types and tenure of housing units to be added. Table 4.11 presents the estimated 2010 percentages for each housing type by tenure generated by using rental and ownership proportions from the 2000 Census.

Table 4.11: Estimated Existing Housing Tenure and Type 2010

Housing Type	Rental	Ownership	Overall Percentage
Single-family detached	29.2%	100%	85%
Single-family attached	4.5%	0.0%	1%
Multi-family	33.7%	0.0%	7%
Mobile/Manufactured in park	32.6%	0.0%	7%
Total	**100%**	**100%**	**100%**

The Census identifies 295 owned units and 67 rental units within Coburg in 2000. This is an approximately 80/20 owner/rental split. Housing in Coburg is predominantly single-family units (85 percent). As noted in table 4.9, all owned units in Coburg are single-family units. Of all rental units, the largest percentage are three to five unit structures (33.7 percent), followed by manufactured homes in parks (32.6 percent) and single family units (29.2 percent). Duplex units make up only 4.5 percent of the rental stock within Coburg's UGB. As expected, there is a much higher frequency of ownership among single family units, and a much higher frequency of renting among multi-family units.

Existing Types and Tenure by Income

Tables 4.12 and 4.13 present a best estimate summary of the number of households that are renters and owners within each income bracket in Coburg. The figures are based upon year 2000 Census owner/renter proportions. Income brackets are broken down by percentage of household median income.

Table 4.12: Percentage of Existing Owned Housing by Price and Type (2010)						
Price (% Household Median Income)	Units	Single-Family Detached	Single-Family Attached	Multi-Family	Mobile/ Manufactured in Park	Total
Lowest 21%	20	*100%*				100%
Low (21-42%)	18	*100%*				100%
Low-Mid (42-63%)	42	*100%*				100%
Mid-High (63-84%)	54	*100%*				100%
High (84-105%)	106	*100%*				100%
Highest (105%+)	82	*100%*				100%
Total	**322**	**100.0%**	**0.0%**	**0.0%**	**0.0%**	**100%**

Source: Lane County Assesor data, Template 6

Because homeownership generally requires greater financial means, and considering Coburg's housing stock and development regulations, it is not surprising that existing homeownership in the City is isolated to single-family detached dwellings.

Table 4.13 shows the housing model's breakdown of existing rentals by type and income. Information about rentals in Coburg is far more limited than for ownership units. The information presented in Table 4.13 is based on interviews and the information available, and generally reflects a pattern one might expect in a community like Coburg. The greatest number of rentals available to lower income households is in the category of "manufactured homes in parks" and "multi-family" units. Because rents and prices are directly related to land values, it stands to reason that higher density units will be more affordable. The higher rental rates are assumed to all be within the single-family detached category for the same reason.

Table 4.13: Percentage of Existing Rental Housing by Price and Type (2010)						
Rent (% Household Median Income)	Units	Single-Family Detached	Single-Family Attached	Multi-Family	Mobile/ Manufactured in Park	Total
Lowest 21%	14				*100.0%*	100%
Low (21-42%)	18			*16.7%*	*83.3%*	100%
Low-Mid (42-63%)	22			*100.0%*		100%
Mid-High (63-84%)	16	*43.8%*	*25.0%*	*31.3%*		100%
High (84-105%)	14	*100.0%*				100%
Highest (105%+)	5	*100.0%*				100%
Total	**89**	**29.2%**	**4.5%**	**33.7%**	**32.6%**	**100%**

Source: LCOG Estimates, Template 6

Additional Affordability Considerations

The housing needs model also provides some considerations for additional nuances of housing need. These include:

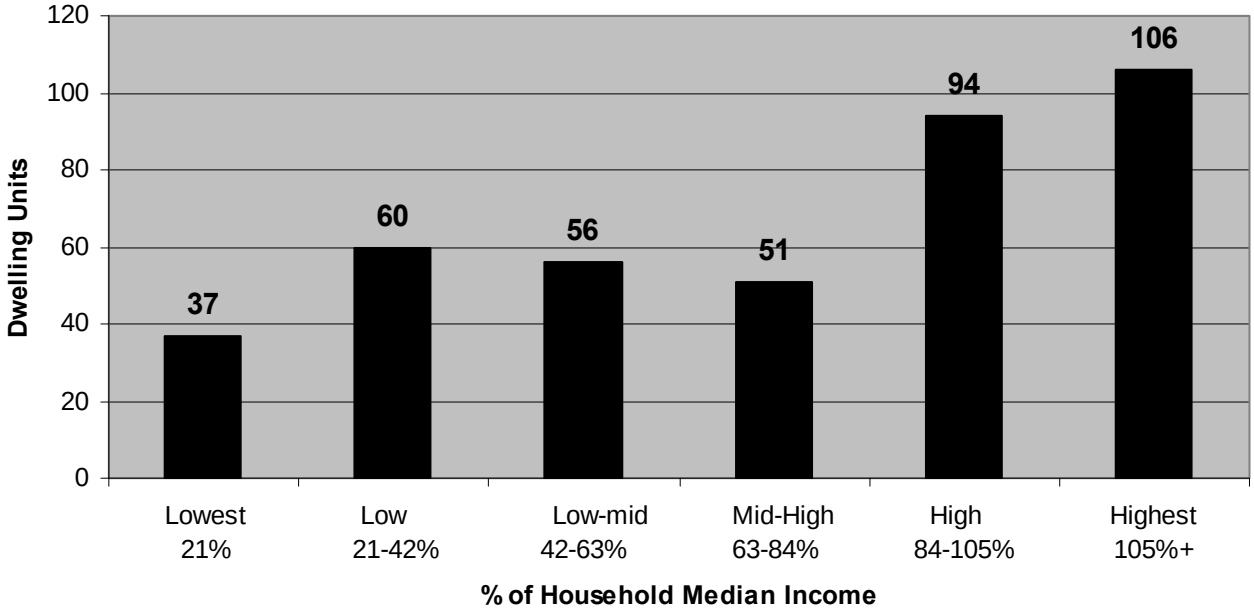
- An "Out Factor," which represents needed adjustments to reflect households who could afford specific cost levels but chose a lower cost unit.
- "Tenant vouchers," which accounts for an estimated figure of federal Section 8 (HUD) vouchers/ certificates or similar subsidies used to lower tenant paid rents.

Staff determined that Coburg's currently has only one or two living units subsidized by "tenant vouchers." The "Out Factor" was assumed to follow a very typical distribution, with the greater percentages of households of higher income choosing to rent/buy units less than they could feasibly afford, while those of lower incomes generally rent the maximum they can afford. These adjustments are critical for constructing an accurate depiction of Coburg's housing needs.

Current Housing Needs

Figure 4.3 below presents model results for the estimate of affordable housing cost and units by income levels for Coburg in 2010 (using 1999 dollars). This is the type of housing needed to accommodate Coburg's existing households at the beginning of the planning period. The income information is presented as a percentage range of median household income in Coburg

Figure 4.3. Estimate of affordable housing cost and units at income levels in Coburg



(2000 Census). The median household income in Coburg in 2000 was $47,500.

Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.

- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if Coburg has a total of 50 dwelling units that are affordable to households earning 30 percent of median family income, 50 percent of those units may already be occupied by households that earn more than 30 percent of median family income.

The data in Figure 4.3 indicate that nearly a quarter of Coburg households can only afford housing prices and rents that are commensurate with a household income of 50 percent or less than the median ($23,500). These individuals would be very hard pressed to find a single-family home in Coburg to rent. It would be impossible for them to own a home in Coburg.

Table 4.14 shows the results of the comparison of Coburg's estimated current needed housing and its current inventory. It identifies either a surplus or a gap for each income category. The analysis suggests that there is unmet need in the lowest rental range, but even greater unmet need in the higher rental ranges, particularly the mid-high range. Not surprisingly, the most significant unmet need is for low priced ownership units

Table 4.14 Current Unmet Housing Needs 2010

	Rental % of Need met	Unmet unit Needs	Owner % of Need met	Unmet unit Needs
Lowest	84.2%	***3***	99.2%	
Low	90.4%	***2***	44.9%	**22**
Low-Mid	119.0%		109.7%	**19**
Mid-High	109.7%		149.3%	**1**
High	121.0%		129.8%	
Highest	20.7%	***19***	100.0%	

Source: Housing Needs Model, Template 7

The conclusion based on the data presented in this section is that Coburg currently has a deficit of housing that is affordable to households that earn less than approximately $25,000 annually (1999 dollars), and may not be meeting the needs of individuals willing to pay for higher-end rental units.

Future Housing Needs (2030)

The ultimate goal of the Housing Needs Analysis is to develop an understanding for the future housing needs of Coburg. Once it is determined what the current housing dynamics are, assumptions can be applied to the future, and the results should provide a clearer picture for the way Coburg must prepare to accommodate housing growth. Table 4.13 presents a summary of some of the housing needs model factors already addressed in this analysis.

Table 4.15: Total Number of Needed Dwelling Units

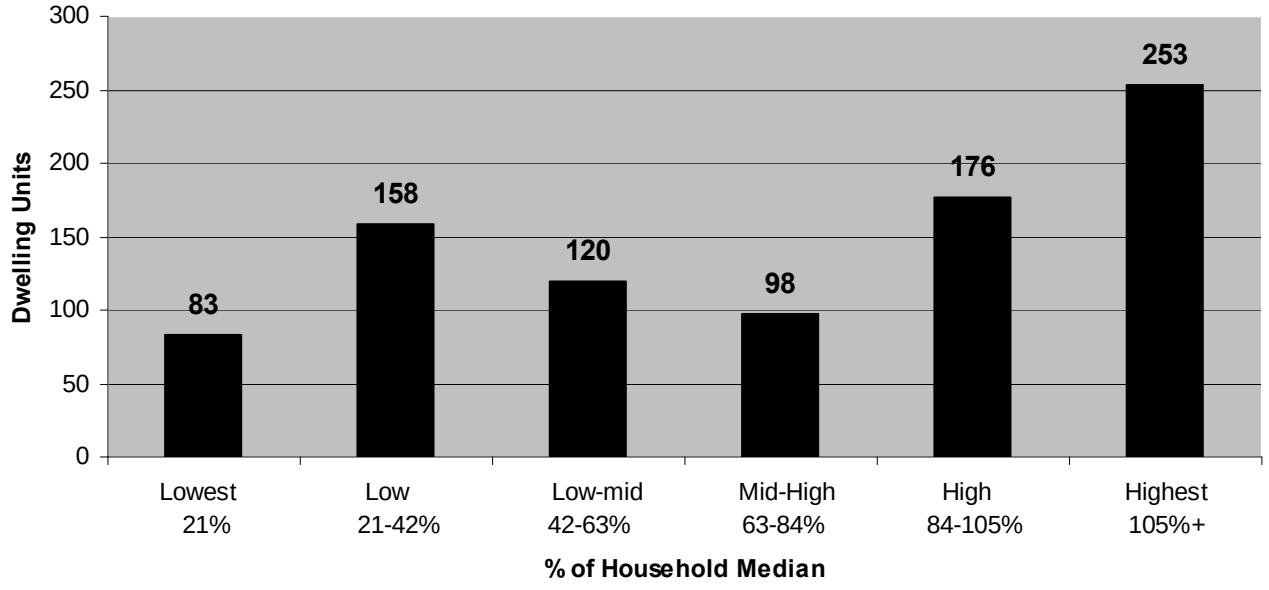
Methodology	Total
2030 Coordinated Population Projection	3,363
2010 Group Quarter Population	*50*
2030 Population in Households	3,313
2030 Total Occupied Housing Units, *Average Household Size (2.64)*	1,255
2010 Number of Dwelling Units (*2000 Census + new units (00'-10')*)	411

Dwelling Units Removed from Inventory	9
2010-2030 New Dwelling Units Needed (Occupied)	853
2010-2030 New Dwelling Units Needed (All Units)*	**888**

**Based on a 5.0% renter vacancy rate, and 2.5% owner vacancy rate*

Figure 4.4 below represents, in graph form, the distribution of the 888 additional dwelling units needed during the planning period (2010-2030) by income category:

Figure 4.4. Distribution of the 888 Additional Units Needed During Planning Period (2010-2030) by Income Category



The future distribution of units by housing need does not look dramatically different than the current distribution of needs for Coburg. The greatest need for future housing in the highest income categories because these two categories contain all individuals earning above, and even those slightly below, median household income which, intrinsically, is a large portion of the population. The relative financial flexibility that individuals in these higher income categories possess, and the market dynamics that prevail in Coburg and the region, suggest that as long as sufficient acreage is set aside for these housing types, the housing needs of these residents will be met in the future. Figure 4.4 also reveals a significant need for housing units at price and rent levels that are significantly lower than the median household income.

Step 5. Additional Needed Units by Structure Type

Step 5 requires that jurisdictions identify how many of each type of unit the jurisdiction will need over the planning period. This is determined using a number of resources and methodologies. The Housing Needs Model is the main instrument utilized in assessing and calculating additional needs of this kind.

Future Housing Need by Type and Tenure
A very critical section of the Housing Needs model requires a set of assumptions about planned housing types. The inputs to this section of the model are subjective but are bound by intuitive assumptions regarding housing affordability. For example, one could make the subjective assumption that all of Coburg's future housing will be single-family homes. This assumption, however, is tempered by the reality presented in Figure 4.4 above, which suggests that a significant portion of Coburg's residents could not afford to buy or rent a single-family home.

The Study team, with the assistance of the TAC, and input from both the Planning Commission and City Council, developed a set of assumptions regarding the distribution of planned housing types by affordability and tenure for Coburg over the planning period (2010-2030). These assumptions are contained in their entirety in Template 12 of Appendix C, but are summarized as follows:

- **Rentals Units:**
  - Multi-family units are concentrated highest in the lower income ranges of the rental inventory.
  - The percentage of single-family detached homes increases as income increases.
  - All high-end rentals are single-family homes or duplexes.
  - The majority of manufactured homes in parks are lower rent.
  - Multi-family units will replace manufactured dwelling units within parks in providing the greatest number of lower priced units.

Table 4.16: New Needed Rental Housing Units by Type and Income, 2030

% of Median Household Income	Single-family detached	Single-family attached	Multiple family	Manufactured Dwelling Park Units	Total housing units
21%			38		**38**
21-42%	3	13	31		**47**
42-63%	8	14	12		**34**
63-84%	19	12	5		**36**
84-105%	18	4			**22**
105%+	65				**65**
	113	**43**	**86**	**0**	**242**

Source: Housing Needs Model, Template 14. Analysis by LCOG and TAC

- **Owned Units:**
  - The overwhelming majority of owned units will be single-family units.
  - The percentage of single-family home owners increases with increased income.
  - Single-family home ownership is expected to be mostly available to those making at least 65 percent of median income or greater.
  - Opportunities for ownership of units other than single-family homes (which currently do not exist in Coburg) will increase over the planning period. This will include duplex, triplex and four-plex units.

Table 4.17: New Needed Owned Housing Units by Type and Income, 2030					
% of Median Household Income	**Single-family detached**	**Single-family attached**	**Multiple family**	**Manufactured Dwelling Park Units**	**Total housing units**
21%	0	16	29	0	**45**
21-42%	21	32	58		**111**
42-63%	22	51	13		**86**
63-84%	62				**62**
84-105%	154				**154**
105%+	187				**187**
	446	**99**	**100**	**0**	**645**

Source: Housing Needs Model, Template 14. Analysis by LCOG and TAC

Table 4.18 provides a summary of needed rental and owned units by type and tenure in Coburg. Of the 888 new needed dwelling units, approximately 63 percent are detached single family homes, 16 percent are single family attached (duplex) units, and 20.9 percent are multi-family units (3-4 units). This distribution of housing type is closely related to the density mix that Coburg will be trying to meet.

Table 4.18: Percentages of New Needed Housing Units by Type and Tenure, 2030					
	Single-family detached	**Single-family attached**	**Multiple family**	**Manufactured Dwelling Park Units**	**Total housing units**
Rental Units	113	43	86	0	**242**
Owned Units	446	99	100	0	**646**
Total	***559***	***142***	***186***	***0***	**888**
% of Total	**63.0%**	**16.0%**	**20.9%**	**0.0%**	**100.0%**

Source: Housing Needs Model, Template 14. Analysis by LCOG and TAC

A further step in planning for Coburg's housing needs is determining a forecasted distribution of new housing unit types by zoning. Template 17 within the Housing Needs Model provides the functionality to determine these distributions. Table 4.19 summarizes the model forecast for housing types by zoning for the planning period.

Table 4.19: New Needed Dwelling Units by Type and Zone, 2010-2030

Housing Unit Type	**New Needed Units**	**LDR % of Type**	**MDR % of Type**	**HDR % of Type**	**CBD % of Type**	**MU % of Type**	**Total**
Single-family detached	***560***	95.6%	4.4%	0.0%	0.0%	0.0%	100%
Single-family attached	***142***	17.3%	62.3%	5.9%	0.0%	14.4%	100%
Multiple family	***186***	0.0%	21.8%	29.3%	0.0%	48.9%	100%
Mobile/Manufactured	***0***	0.0%	0.0%	0.0%	0.0%	0.0%	0%
Total	**888**	**560**	**154**	**63**	**0**	**111**	**888**

LDR, MDR and HDR: Low, Medium and High Density Residential, CBD: Central Business District, MU: Mixed Use
Source: Housing Needs Model, Template 17

Within the model, staff use standard zoning designation names and density ranges as identified by DLCD.[31] Low Density Residential (LDR) traditionally consists of density ranges between 2 and 6 dwelling units per acre. Medium Density Residential (MDR) traditionally consists of density ranges between 6 and 12 dwelling units per acre. And finally, High Density Residential (HDR) traditionally consists of density ranges above 12 dwelling units per acre.

Coburg's current residential zoning consists mainly of what would be considered LDR, Low Density Residential. Coburg's current LDR equivalent is its Traditional Residential (TR) zone. The corner lot provision allowing duplex units on specific corner lots within Coburg's TR zone does, however, allow for developments within the MDR range. Coburg's TMR zone allows for developments within all three categories.

Certain assumptions were made by staff and the TTAC about Coburg's future zoning dynamics in order to generate the information summarized in Table 4.19. These include the following: (as represented in the table)

- Coburg would institute, as recommended by the Coburg 2004 Study,[32] separate medium, and high density zones.
- A low density zone would consist generally of single family units, with a limited share of duplex units (similar to what currently exists).
- A medium density zone would consist mostly of single family attached housing, cottage developments, with lesser proportions of tri and four-plexes, manufactured homes in parks and single family homes.
- A high density zone would consist mostly of tri and four-plex units, with some duplexes.
- A mixed-use zone would consist mostly of tri and four-plex units, with some duplexes.

Step 6. Needed Density Ranges and the Average Needed Net Density for All Structure Types

Calculating Housing Density

OAR 660-008-0010 requires that "sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection."

Density can be expressed in different ways including persons per square mile, units per acre, or floor area ratio. Residential density is typically expressed in housing units per acre and measured as net or gross. Net density is a units-per-acre density measurement that includes only land occupied by residential uses. In its calculation, it does not include streets, parks or other uses. Gross density, in contrast, is a units-per-acre density measurement that includes in the calculation, land occupied by public rights-of-way, recreational, civic, commercial, and other non-residential uses.

The Housing Needs Model uses a *gross* density figure in order to account for public facilities in its overall land need outcome.

[31] Safe Harbor Goal 14 (OAR 660-024-0040)
[32] 2004 Study recommended zoning (Table 4-20)

Housing Density Background

Coburg Crossroads Vision 2003
One of the City's first steps in its 2003 periodic work program was the development of a community vision. After an extensive public involvement process, the community vision that was developed from this process was reviewed and approved by the Council, and approved by DLCD on December 9, 2003, and is reflected in the *Coburg Crossroads Community Vision*.

Town Planning Principles
Early in the process, stakeholders agreed to a draft set of town planning principles addressing a number of issues, including housing. The goals, policies, and actions agreed to in these Town Planning Principles addressed many key issues that would form the vision for community growth. Appendix D includes a summary of applicable goals and Policies that resulted from the 2003 visioning process.

Town Plan Map Alternatives Analysis
The Coburg community participated in a number of design charettes to consider a town center, neighborhoods, schools, parks, civic buildings, and transportation facilities. Community consensus was found (see Map 8). The land need analysis that supported this town plan map included the following assumptions related to residential development:

- The average overall net density used was **8.7 units per acre.**
- The average overall gross density was **6.7 units per acre**.
- The average overall net density for new single family development used was **6 dwelling units per acre.**
- The average overall net density for new medium density multifamily development used was **14 dwelling units per acre.**
- The average overall net density for new higher density multifamily development used was **20 dwelling units per acre**.
- **70 percent** of the new development was assumed to be composed of single family units.
- **25 percent** of the new development was assumed to be composed of medium-density multifamily development.
- **5 percent** of the new development was assumed to be composed of higher-density multifamily development.

The Vision thereafter played an important role in shaping the Periodic Review of the goals and policies of the existing Comprehensive Plan and the Coburg Zoning Code.

Housing Density Background: 2004 Study
Another part of the Periodic Review process was the development of the 2004 Study. Study:

- The average **overall net density was 7.0 units per acre**.
- The average overall net density for new single family development used was **6 dwelling units per acre.**
- The average overall net density for new multifamily development used was **13.3 dwelling units per acre.**

- **63 percent** of the new development was assumed to be composed of single family units.
- **12 percent** of the new development was assumed to be composed of manufactured (mobile) homes.
- **25 percent** of the new development was assumed to be composed of multifamily development.

The 2004 Urbanization Study concluded that the residential zoning would need to be modified to meet targeted densities. This was also consistent with the Vision. The following residential zoning was recommended in the 2004 Study:

Table 4.20: Proposed Residential Zoning System

Zone	Housing Types	Lot Size Range	Density Range
Low Density Residential (R-L)	Single-family detached, Single-family attached, manufactured homes	6,000 sq. ft. – 10,000 sq. ft.	4-8 DU/net residential acre
Medium Density Residential (R-M)	Single-family attached, Single-family detached, manufactured homes, row houses, townhouses, condominiums	4,000 sq. ft. – 7,000 sq. ft.	6-10 DU/net residential acre
High Density Residential (R-H)	Row houses, townhouses, condominiums, apartments	2,500 sq. ft. – 5,000 sq. ft.	9-18 DU/net residential acre
Mixed-use residential (MUR)	A mixture of housing types on a single site: single family, multi-family manufactured	Variable	

Based on anticipated densities and the mix of housing, the 2004 Study estimated that Coburg would need 168 gross residential acres between 2002 and 2025. This would consist of 94 acres of low-density, 48 acres of medium density, 13 acres of high density, and 13 acres of mixed-use residential lands (see Map 9).

As a result, the Comprehensive Plan and Zoning Code made several amendments to increase density requirements..

Comprehensive Plan

On September 20, 2005, Comprehensive Plan/Map and Zoning Code amendments were adopted by the City. They were co-adopted by Lane County early in 2006. . Key policies affecting housing and land use included:

- Creation of a Traditional Residential Zoning Designation which provided for a variety of residential housing choices including low-medium density housing=
- Creation of a Medium Density Residential Zoning Designation which provided for a variety of residential housing choices including medium density housing
- Creating an overall density of 6.5 dwelling units per net acre for new housing.
- Maintaining small-town character by creating design standards for multi-family residential where no more than four dwelling units were allowed in any single structure.
- Mobile homes would be permitted to locate within designated Mobile Home Planned Unit Developments which shall be no smaller than one acre and no larger than three acres in area.

- Encourage the incorporation of limited mixed-use commercial/residential development in commercial zoning districts by providing incentives such as density bonuses.

A full copy of the Comprehensive Plan policies affecting housing is contained in Appendix D.

Oregon Density Safe Harbor (Goal 14)

The State released new Safe Harbors between the development of the 2004 and 2010 Studies. Cities may opt to use Safe Harbors when considering planned density and housing mix. Safe Harbors are intended to save jurisdictions (as well as the State) time and money by providing clear and predetermined standards that ensure consistency with statewide planning goals. The new Goal 14 Safe Harbor was the result of a rulemaking project that began in June, 2004. LCDC initiated this project to clarify Goal 14 and to reduce cost and litigation associated with the UGB process. The use of Safe Harbor is intended to provide a more streamlined and less contentious UGB update process.

It is important to remember that a Safe Harbor is, by definition, voluntary, and not a standard (see OAR 660-024-0010(4)). Coburg can choose whether or not to use the Safe Harbor, and there is no penalty for not using them. Whether using the Safe Harbor or not, Coburg must adopt an average UGB-wide residential density target for the planning period that is consistent with Goal 10 and Goal 14, and adopt measures likely to achieve that density.

The new Safe Harbors provide several options for addressing density and housing type. Following is a discussion of how the standard Safe Harbor option applies to the Study:

Option 1: Standard density Safe Harbor (OAR 660-024-0040 (8) (f))
The "standard" density Safe Harbor requires communities within Coburg's population class (2,500-5,000 planned population) to meet a standardized housing mix for its *buildable* lands. This mix is 60 percent Low Density Residential (LDR), 20 percent Medium Density Residential (MDR) and 20 percent High Density Residential (HDR) (a 60/20/20 mix). In order to meet the Safe Harbor standards, this mix must be provided along with some portion of zoning allowing at least 8 units per acre, an overall average of at least 6 units per acre and a minimum of 4 units per acre (all applied to buildable lands only).

Looking forward using the Housing Needs Model, staff generated assumptions that resulted in a housing mix for buildable land of 60/21/19, which is slightly different than the 60/20/20 mix standard required by Safe Harbor option 1. Although the mix does not hit the Safe Harbor standard, Study sufficient evidence in the model and in the application of Goal 10 and Goal 14 principles exist to support the mix.

Goal 14 Summary

The Housing Needs Model uses the inputs introduced above to be collectively considered to estimate housing needs. Goal 14 requires a discussion of efficiency in providing for the housing needs of the community. The Safe Harbor Safe Harbors provided by the State were determined, by the TAC, Planning Commission and City Council not to be well-suited for Coburg. As a result, the Study Staff took this direction and applied the alternative State requirements identified by Goals 10 and 14 and developed an independent approach to meeting Goal 14 efficiency standards.

Planned Mix

Housing mix is a measure of the proportions of housing at specified density ranges. The City has determined to pursue a housing mix *for buildable lands* of 60 percent Low Density (4-6

dwelling units per acre), 21 percent Medium Density (6-12 dwelling units per acre) and 19 percent High Density (13+ dwelling units per acre). This determination is made because although recent development has been lower density, Coburg's historic densities are relatively efficient.

Appendix H illustrates different existing neighborhood and shows the current range of development patterns. Many of the existing neighborhoods achieve the medium density standards.

The overall density profile of Coburg should be maintained with adjustments made to accommodate a moderate increase in higher density housing to meet both efficiency and housing need standards. Table 4.21 contains a summary of Coburg's current housing mix, its planned mix (for buildable lands), and the estimated overall mix that would result.

Table 4.21: Coburg Existing, Planned and Overall Housing Mix

	LDR (2-6 Du/acre)	MDR (6-12 Du/acre)	HDR/MU (13+ Du/acre)	Total
Existing Mix*	65%	25%	10%	100%
Planned Mix**	60%	21%	19%	100%
Overall Mix	61%	22%	17%	100%

**Existing MDR represents corner lot-duplex provision in Coburg*
***Buildable Lands only*

The planned mix and resulting overall mix reflect a moderate increase in the proportion of higher density housing and a slightly less proportion of lower density housing. The High Density category includes a Mixed Use (MU) category. The 2004 Study process introduced ideas about the possibility of including mixed use zoning and development in Coburg (for undeveloped property on the north side of Pearl Street). Mixed Use is discussed further in Chapter 7 (UGB Expansion Analysis).

Planned Density

The planned density in Coburg will outline the densities necessary for specific housing *types* to meet the planned housing *mix*. The planned densities were determined by using existing policy documents including the Coburg Crossroads, the 2004 Study, Comprehensive Plan and Zoning Code. Further, although Safe Harbor standards are not being applied to this Study, the themes presented in Safe Harbor are applied to the density assumptions.

Table 4.22 summarizes the results of the planned net densities per density range and housing type used in the Housing Needs Model. For Low Density development, an average density of 5 units per acre is assumed. This figure is linked to the lot size minimum of 7,500 square feet. The assumption for Medium Density development is an average density of 10 units per acre. For High Density development an average density of 14 units per acre was assumed, and a slightly higher density of 15 units per acre was used for Mixed Use development. Table 4.22 also summarizes the average densities assumed per housing type. Based on these figures, the overall density for proposed buildable lands in Coburg would be approximately 6.6 units per acre (just over the 6.5 target outlined in the Comprehensive Plan).

Table 4.22: Coburg Planned Densities by Zone and Housing Type					
	Planned Densities				
	LDR	MDR	HDR	MU	AVG
Single Family Detached Units	4.8	8			*5.2*
Manufactured Dwelling Park Units		8	8		*8.0*
Single Family Attached Units	10	10	12	12	*10.3*
Multi-Family Units		12	15	15	*14.4*
Density Overall Zone	**5**	**10**	**14**	**15**	**6.6**

Required Residential Land Need:

The Housing Needs Model's calculation of the number of units by type, tenure, and density results in assumptions about current and future housing demand. This demand is utilized in Template 18 to generate a summary of total lands needed to accommodate residential growth. Table 4.23 is a summary of those figures.

Table 4.23: Coburg Housing Land Needs by 2030

	LDR	MDR*	HDR	MU	CBD	Total
Acreage Needed	112.0	15.4	4.5	7.4	0.0	**139.2**

***Buildable Lands only*

Additional Land Needs:

An additional percentage must be incorporated into long term land needs assessments to address public infrastructure such as transportation facilities, utility facilities (e.g. wastewater facility) and parks and open space.

Streets

Future development will require transportation access. Coburg's existing streets occupy approximately 99 of the City's overall 650 acres or about 15 percent of the total land. Future growth will require a similar percentage. Coburg has adopted policies to encourage "skinny" and "shared-use" streets and alleys to decrease the overall need for street infrastructure.

Parks

The Coburg Parks and Open Space Master Plan (POS) (2005) included a needs analysis which determined the City's projected need. Using State and national park and recreation guidelines, target acreages were set for mini, neighborhood, and community parks. This number was set at 10.5 acres per 1,000 residents. With this target, it was determined that in 2005 the City had close to an adequate supply of mini and neighborhood park acreage with 1.7 acres of neighborhood park (target is 2.0) and 0.8 acres of mini parks (target is 0.7 acres). With no community park, the city is currently deficient in that area with the need for 8.4 acres identified. The 2005 POS analysis determined that the City would need an additional six acres of neighborhood park land, one acre of mini park land, and 26.6 acres of community park land, for a total of approximately 35 new acres to accommodate park needs. That translates into approximately two additional neighborhood parks, two to three additional mini parks, and a single community park. The POS identified locations for new parks and open space.

Schools

Coburg's existing elementary school is currently functioning under capacity. The Study analysis confirms that no additional school property will be needed accommodate growth over the next 20 years.

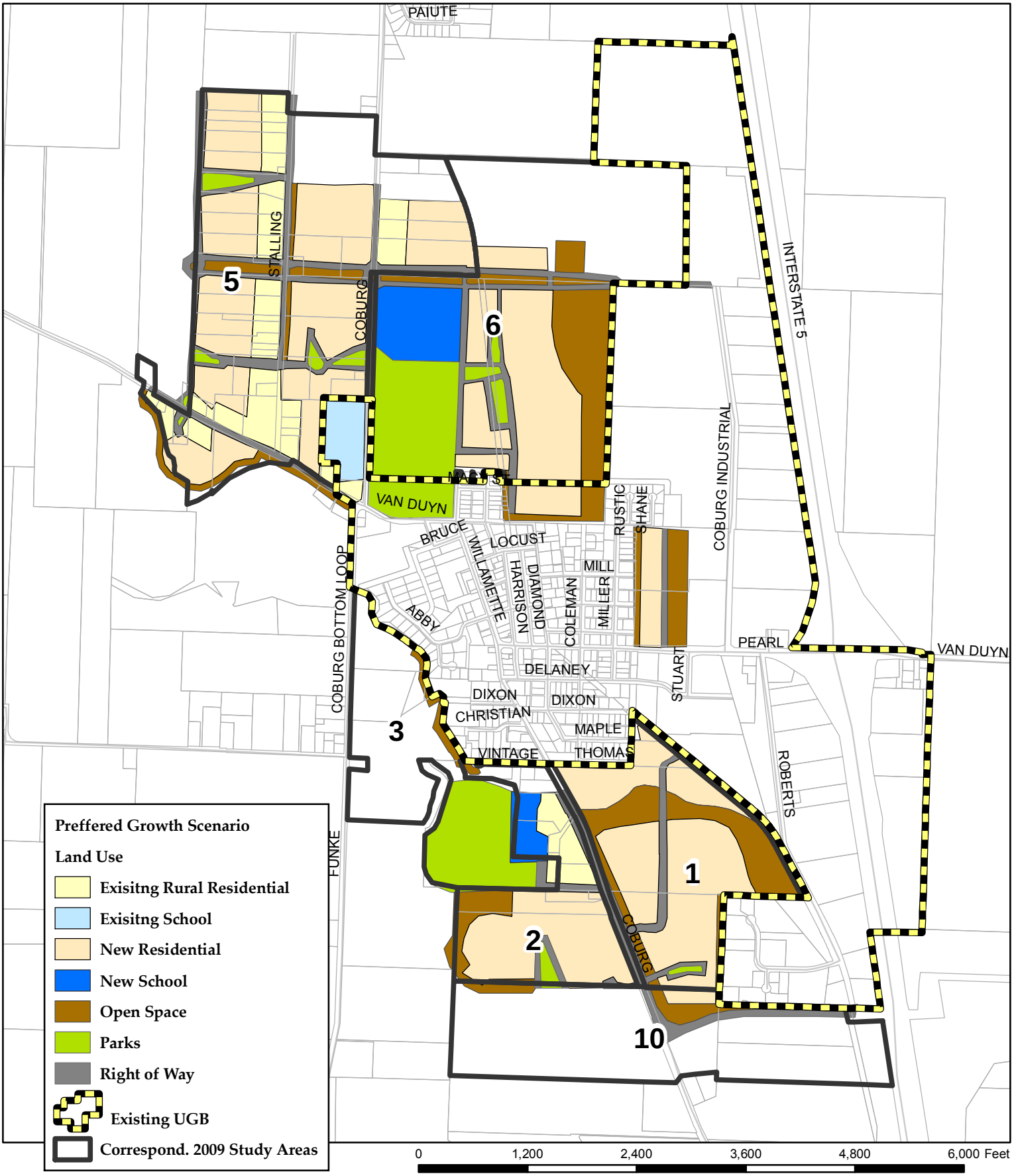
Table 4.24 provides a summary of the land needs required to meet the public infrastructure need.

Table 4.24 Public and Semi Public Facilities Land Needs (2010-2030)

	Existing Acres	Demand (2010-2030)	New Needed Acres
Schools	9.3	9.3	0
Streets	99	113.5	14.5
Parks	28	63	35
Total			**49.5**

Conclusion

The City of Coburg's anticipated housing dynamics which consider population, demographics, and the economic factors, indicate growing housing needs within the planning period. The sum of residential and public facilities land demand is approximately 189 acres (139 + 50). These "Land Demand" conclusions will be paired with the "Land Supply" conclusions from Chapter 3 (Buildable Lands Inventory), to determine housing needs. Chapter 6 (Comparison of Land Supply and Demand) provides this summary of additional acres needed to meet housing demand in Coburg over the 20-year planning period.



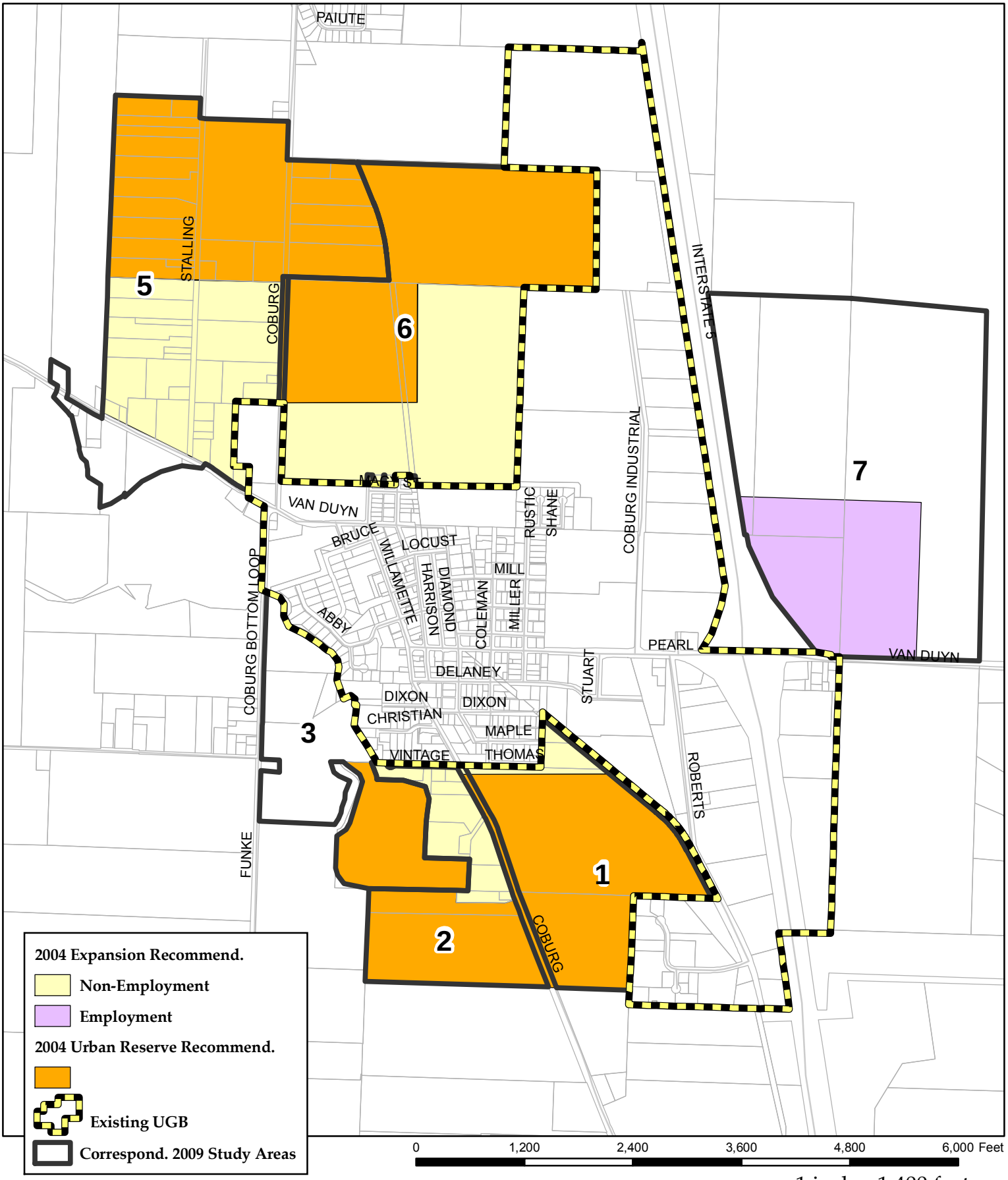
1 inch = 1,400 feet

Map 8: Coburg Crossroads Preffered Growth Scenario

Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

N



1 inch = 1,400 feet

Map 9: 2004 Urb. Study Expansion Recommendations

Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

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CHAPTER 5. ECONOMIC OPPORTUNITIES ANALYSIS

This chapter is designed to meet the requirements of Goal 9 and Oregon Administrative Rule (OAR) 660-009 which implements Goal 9. Goal 9 calls for "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located." OAR 660-009-0015 (4) requires an assessment of community economic development potential that estimates the types and amounts of industrial and commercial development likely to occur in the planning area. This assessment must be based on the following components:

- A review of national, state, and local economic trends to identify the categories of industrial and commercial uses that can reasonably be expected to locate in the planning area;
- Site requirements for industrial and commercial uses that might expand or locate in the planning area;
- A survey of the expansion plans of major employers; and
- An inventory of buildable land and availability of public services.

The assessment of community economic development potential must also consider the planning area's economic advantages and disadvantages for attracting new or expanded development. Relevant economic advantages and disadvantages include:

- Location relative to markets;
- Availability of key transportation facilities and other public services;
- Labor market factors;
- Materials and energy availability and cost;
- Necessary support services; and
- Educational and training programs.

OAR 660-009-0025 requires most plans to address the long-term supply of land (20 years), as well as the short term supply (5 years). Recent changes to the OAR's addressing Economic Analysis have identified that only cities within a Metropolitan Planning Organization (MPO) greater than 2,500 population are subject to short-term supply analysis requirements. Coburg has a population that is under 2,500, therefore the short-term analysis is not required. However, the City determined that the analysis was valuable and pursued elements of it. This Study contains an abbreviated analysis of short-term (5 years) supply and demand.

Economic Opportunities Analysis within the Overall UGB Expansion Process

This portion of the Study addresses the demand for commercial and industrial lands within Coburg's UGB and provides a summary of Coburg's economic advantages and challenges as they relate to its economic opportunities over the planning period. The Economic Opportunities Analysis (EOA) estimates the need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. The analysis will identify lot size and characteristics of employment land needs, and address other requirements of Goal 9.:

	Chapter 3. Buildable Land Inventory: Inventories all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial development.
	Chapter 4. Housing Needs Analysis: Determines types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using a Housing Needs Model.
This Section	**Chapter 5. Economic Opportunities Analysis.**
	Chapter 6. Supply and Demand Comparison: Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.
	Chapter 7. UGB Expansion Areas Study. Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

A Review of Trends

Coburg's economy occurs within a greater social, political and economic context. A review of national, state and local economic trends is important to recognizing the City's potential for growth in various industries and expected changes that are likely to occur within the planning period.

National trends

National economic trends will influence development in Coburg. ECONorthwest, an Oregon economic development planning firm, recently generated a summary of significant national and state economic trends[33]. These trends are applicable to the City of Coburg. Important among the national trends are:

- **The aging of the baby boom generation accompanied by increases in life expectancy.** As the number of people age 65 and older increases (100 percent by 2050), the number of people under age 65 will grow by only 12 percent. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.

- **Changes in demographics**. As reported in the 2008 Diversity Forum held by the American Planning Association, the American population continues to undergo a demographic shift. It is estimated that by the year 2050, the percentage of Hispanics

[33] City of Grants Pass, Economic Element, Pre-Policy Draft, ECONorthwest, 11/05/07 pgs. 4-18

and blacks in the United States will increase from 25 to 45 percent. With this change in demographics also comes an increase in purchasing power. According to information derived from the Census, from 1990 to 1999, minority purchasing power increased by 77 percent compared to 49 percent of the general population. Increased diversity has the potential to lead to a growth of related industries, such as language services, and market products and services.

- **Innovation in electronics and communication technology, and its application to production.** Advancements in communication and manufacturing technology increase worker productivity. There will be growth in the production of both services and goods, but the economy's emphasis on services will increasingly dominate.
- **Continued growth in global trade and the globalization of business activity.** With increased global trade, both exports and imports rise. Faced with increasing domestic and international competition, firms will seek to reduce costs and some production processes will be outsourced offshore.
- **Continued shift of employment from manufacturing and resource-intensive industries to the service-oriented sectors of the economy.** Increased worker productivity and the international outsourcing of routine tasks lead to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in professional and business services, healthcare and social assistance, and other service industries. Construction employment is also anticipated to grow.
- **Continued westward and southward migration of the U.S. population.** Although there are some exceptions at the state level, a 2006 Census report documents an ongoing pattern of interstate population movement from the Northeast and Midwest to the South and West. This expectation should, however, be tempered by considerations of climate change, which is predicted to cause a rise in temperatures and a decline in rainfall in the Southern US.
- **The combination of rising energy costs, strong energy demand, and requirements to reduce emissions and increase use of renewable fuels.** Output from the most energy-intensive industries will decline, but growth in the population and in the economy will increase the total amount of energy demanded. Energy sources will diversify and the energy efficiency of automobiles, appliances, and production processes will increase.
- **The growing importance of education as a determinant of wages and household income.** The Bureau of Labor Statistics (BLS) has conducted research showing that the fastest growing occupations will require an academic degree and will typically yield higher incomes than occupations that do not require an academic degree. In addition, the percentage of high school graduates that attend college will increase.
- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. Increases in the population and in household incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.

Additional national trends include:

- **Climate change is an issue that may influence urban growth**. The impacts of climate change are likely to be uneven in different geographical regions and this will have varying effects on current migratory patterns, communities, and economies. Potential adverse impacts from climate change include increased flood risk and then reduced water supplies, declining crop yields and increases in threat of malnutrition, heat stress, and spread of vector-borne diseases.

  A number of factors may affect the built environment. For example, *The City in 2050: Creating Blueprints for Change* highlights the following:

  - Worldwide efforts to reduce greenhouse gas emissions are likely to drive new economies.
  - Higher energy and water prices will induce investment and alter behavior patterns.
  - New transportation options—from smaller cars and individualized transit to high-speed rail and smart buses.
  - Buildings and their construction will continue to adapt as a result of continuing efforts to reduce greenhouse gas emissions.

  Changes in Credit. Lowered credit access (beginning in 2008) has negatively affected businesses. Credit access has contributed to increased foreclosures which, in turn negatively affects property values. These circumstances generally have long-term affects on communities. At the same time, positive impacts include reduced debt and excess spending, demand for increased corporate transparency and improvements to financial sector regulation improve, and stock prices decline catalyzes long-term valuations.

State and Regional Trends

State and regional economic trends will also influence development. Important among those identified by ECONorthwest are the following:

- **Population changes in Oregon.** Oregon's population grew more rapidly than the U.S. population in the 1990s, but did not grow as fast in the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade.

Table 5.1: Population Growth in the US and Oregon 1970-2006.

						Average Annual Growth Rate			
	1970	1980	1990	2000	2006	70-80	80-90	90-00	00-06
US	203,211,926	226,545,805	248,709,873	281,655,404	299,398,484	1.1%	0.9%	1.3%	1.0%
Oregon	2,091,385	2,633,105	2,842,321	3,421,399	3,700,758	2.3%	0.8%	1.9%	1.3%

Source: US Census Bureau 1970, 1980, 1990, 2000, PSU 2006

Oregon's population growth regained momentum beginning in 1987, growing at annual rates of between 1.4 percent and 2.9 percent between 1988 and 1996. Population growth for Oregon and its regions slowed in 1997, to 1.1 percent statewide, the slowest rate since 1987. Between 2000 and 2007 the rate of population growth in Oregon increased slightly to 1.1 percent annually. Oregon's population growth between 2005 and 2007 was considerably higher at 1.5 percent annually. Overall, population change since 2000 is much lower than the rate of growth of well over 2.0 percent during the early 1990s.

As a result of recent economic downturn, Oregon's population is expected to grow at a slower pace in the near future. Based on the current forecast, Oregon's population will reach 4.13 million in the year 2015 with an annual rate of growth of 1.2 percent between 2007 and 2015.[34]

- **Continued in-migration from other states.** Migration is the largest component of population growth in Oregon. Although migration slowed in the late 1990's, the rate of migration increased between 2000 and 2004, averaging about 22,800 people moving to Oregon annually. The reasons most often cited for the slowing of migration after 1996 are the recovery of the California economy, the combination of a high cost of living (especially housing) and low wages in Oregon, and a perceived decline in the quality of Oregon's schools. According to a U.S. Census study, Oregon had net interstate in-migration (more people moved *to* Oregon than moved *from* Oregon) during the period 1990-2004.

  The *1999 Oregon In-migration Study* found that migrants to Oregon generally have the same characteristics as existing residents. However, include - on average - Oregon's in-migration has been younger, more educated, and more likely to hold professional or managerial jobs, compared to the existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than seven percent of in-migrants but only three percent of the State's population. The number-one reason cited by Oregon in-migrants was family or friends, followed by quality of life and employment.

- **Distribution of population and employment across the State** Nearly 70 percent of Oregon's population lives in the Willamette Valley. With higher growth rates than the rest of the state, the Willamette Valley and Central Oregon have each captured a higher percentage of the state's population throughout the period 1970-2005. After the Willamette Valley, Southern Oregon is the second-largest population center in the state.

  Employment growth generally follows the same trend as population growth. However, employment growth varies between regions more quickly as people tend to be willing to change jobs before moving their residence.. Total employment increased in each of the state's regions over the period 1970-2004, but over 70 percent of Oregon's employment growth in that period occurred in the Willamette Valley.

- **Tightening of labor market as a result of retiring workers.** As baby-boomers reach retirement age over the next two decades, the State may have a scarcity of qualified workers. The sectors with the most employment and the largest share of employees 55 years or older include: Education Services; Real Estate; Transportation and Warehousing; Health Care and Social Assistance; Public Administration; and Agriculture, Forestry, Fishing, and Hunting. The State expects little or no growth in manufacturing employment over the next decade but expects that retirements will create demand for employees in Manufacturing.

- **Shift from natural resource-based to high tech industries.** The composition of Oregon's employment has changed since 1970. Employment growth has been led by the Services sector. The share of Oregon's total employment in this sector increased from its 1970s average of 19 percent to 30 percent in 2000. Slow growth in Manufacturing caused its share of total employment to decline from its 1970s average of 18 percent to 12 percent in 2000.

[34] Quarterly Economic and Review Forecast, November 19, 2008, pg. 4

During the same period, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in high-technology manufacturing industries (Industrial Machinery, Electronic Equipment, and Instruments). The peak of Oregon's employment in the Lumber & Wood Products industry was in 1979. From 1979 to 2000, employment in the Lumber and Wood Products industry declined 40 percent. Over the same time period, employment in high-tech industries increased by 60 percent.

The high-tech industry will keep changing, but there are often common needs. For example, the same things that attracted computer chip manufacturers to Oregon in the 1990s are helping attract solar panel manufacturers here now (e.g. good workforce, abundant, affordable and reliable supplies of water and electricity, good transportation connections, favorable tax incentives, etc).

- **Continued lack of diversity in State economy.** While the transition from Lumber and Wood Products manufacturing to High-Tech Manufacturing has increased the diversity of employment, it has not significantly improved Oregon's diversity relative to the national economy. Oregon ranked 35th in diversity (1st = most diversified) based on Gross State Product data for 1963–1986, and 32nd based on data for the 1977–1996 period. 2003 data ranks Oregon 33rd. These rankings suggest that Oregon is still highly dependent on a limited number of industries. Low economic diversity increases the risk of economic volatility as measured by changes in output or employment.

  The changing composition of employment has not evenly affected all regions. Growth in High-tTech and Services has been concentrated in urban areas of the Willamette Valley and Southern Oregon, particularly in Washington, Benton, and Josephine Counties. The brunt of the decline in Lumber & Wood Products employment was felt in rural Oregon, where these jobs represented a larger share of total employment and an even larger share of high-paying jobs than in urban areas.

According to the November 2008 Oregon Quarterly and Economic Review Forecast (QERF) produced by the Oregon Office of Economic Analysis (OEA), the following additional key factors will fuel the state's long-term growth:

- **Export growth and high commodity prices:** Global economic expansion will increase demand for Oregon commodities, both finished and capital goods. Oregon is well positioned for trade with countries in the Pacific Rim. High commodity prices will benefit agricultural and timber producers in the state.
- **Continued strength in domestic markets:** Continued economic growth in California and other major domestic markets will fuel demand for Oregon products.
- **Business costs advantages:** The Oregon economy will benefit from a comprehensive energy plan. Efforts which have long been in place for electricity planning should extend to all energy sources. If the plan can assure businesses of an abundant, reliable, and relatively inexpensive supply of electricity and other sources of energy, the state (and the Pacific Northwest) will continue to have a relative energy cost advantage over other regions. Oregon has other business cost advantages, such as lower workers' compensation rates and multi-modal transportation options compared to other states. Equally important is an educated work force that contributes to productivity.
- **Environmental issues:** Salmon protection measures, the Portland Super Fund, and other issues could change the economic landscape.

- **Affordable housing:** For most of the late 1990s and the early part of this decade, California, Washington, and the nation as a whole have experienced more rapidly rising housing costs than Oregon. The housing boom once again raised California prices above Oregon's house prices, and Washington kept pace with Oregon. This relative advantage in housing cost is narrowing as prices in California fall faster than in Oregon, with Washington once again keeping pace with Oregon. If housing costs rise faster in Oregon than in the rest of the nation, companies will face increased difficulties recruiting workers. If Oregon can maintain a relative cost advantage in housing, this factor will be attractive for firm location.
- **Biotechnology and Clean Technology:** These sectors are seen by many as the next growth industries. Portland and the State have launched funding plans to promote the biotechnology sector. The platform for the Oregon Business Plan includes nanotechnology as an emerging field for Oregon. It is too early to tell if these are indeed the next growth industries and what returns they may bring.
- **Renewable Energy and Sustainable development:** Centered in the Portland area, this movement in sustainable building practices is spreading throughout the U.S. Uncertainty surrounds the number of new jobs associated with this movement, but it may allow gains in market shares for construction and consulting firms in Oregon. Renewable energy such as solar and wind mills are increasing looking to Oregon as a place to locate.
- **Quality of life:** Oregon will continue to attract financially secure retirees. Companies that place a high premium on quality of life will also want to locate in Oregon.

Additional Statewide trends include the following:

- **Emphasis on Business Clusters as an economic development strategy**. In 2003, the Oregon Business Plan placed the development of traded-sector industry clusters at the center of its economic development strategy. Traded-sector clusters are those that sell their products and services outside the state, bringing in fresh dollars that directly sustain high-paying jobs while spurring growth and good jobs among local suppliers, retailers, and service businesses. The State has been involved in a number of initiatives that are aimed at learning about cluster needs so that the community at large can support clusters through a wide range of strategies, including higher education research, education and workforce development, transportation and logistics, recruiting key suppliers, and branding and marketing.
- **Impacts and adaptations in response to climate change**. In the fall of 2008, the University of Oregon's Climate Leadership Initiative and the National Center for Conservation Science & Policy, in partnership with the MAPSS Team at the U.S. Forest Service Pacific Northwest Research Station, initiated a project to assess the likely consequences of climate change for the Upper Willamette River Basin. In the spring of 2009, the project team released a report, *Preparing for Climate Change in the Upper Willamette River Basin of Western Oregon*, which seeks to raise awareness about the likely consequences of climate change to natural and built systems in the Upper Willamette Basin, as well as identify actions that can be taken to better prepare aquatic, terrestrial, human, built, and economic systems for climate change. Some of the key findings of this study, related to economic opportunities and risks, are:
    - Current supplies of power and water may become increasingly less stable.
    - Road, rail, and air transportation may face disruption due to increased storm events, flooding, and wildfires.

- Rising fuel costs due to potential greenhouse gas mitigation measures, and higher power costs due to reduced hydroelectric supply will likely produce increased street for many facets of the manufacturing, retail, and service economy. In addition, transportation disruptions due to climate related extreme weather events along with more restrictive use of water are likely to affect these sectors.
- Hotter summer temperatures, increased allergens, and reduced air quality may adversely impact the health of the local workforce.
- The optimal tourist season may shift as rising temperatures make summers less attractive. In the summer months, these changes may affect the entire service sector and their suppliers, including motels, hotels, and restaurants.
- As noted elsewhere in this study, sales of motor coaches could be impacted by rising gasoline prices and greater awareness of vehicle emissions that contribute to climate change. However, innovations that reduce emissions could transform the industry due to the demand that is likely to exist if retirees regain recently lost financial security.
- Bicycle manufacturing may increase as incentives are developed for alternative forms of transportation to automobiles.
- Increased crop productivity may result in the short term, with a longer associated growing season increasing crop harvests. Growers may need to shift to different, more diverse crops, and new varieties and types of crops may need to be developed and planted.
- Forestry is likely to be under increasing stress.

Economic Outlook for Oregon

Oregon's economy grew slower than the U.S. economy from 1998 through 2003, but outpaced the nation in growth between 2004 and 2007. According to the November, 2008 Oregon Quarterly and Economic Review Forecast, between 2008 and 2015, employment growth in Oregon is forecasted to be slower than in the mid-1990s. It also suggests that the U.S. economy is expected to have even slower growth than that expected in Oregon. Economic forecaster Global Insight projects Oregon's Gross State Product to have the second highest growth rate in the nation over the coming years.[35]

The Oregon Department of Employment's latest forecast for employment in the 2006–2016 period shows that Education and Health Services and the Trade, Transportation and Utilities sectors are expected to lead employment growth in Oregon—together these sectors are expected to add around 101,000 jobs or 42 percent of total employment growth in Oregon over the ten-year period.

Table 5.2 shows the sectors that are expected to have the largest amounts of employment growth and largest percentage employment growth in Oregon during the 2006–2016 period, from the Oregon Employment Department forecast. Three of the sectors with the largest employment growth are Education and Health Services, Trade, Transportation and Utilities, and Professional and Business Services. Each of these sectors are also expected to have some of the largest percentage increase in employment in Oregon over the 2006–2016 period, along with two additional sectors: Leisure and Hospitality, Construction and Other services. Substantial employment growth is also expected in Government, and Manufacturing over the 2006–2016 period.

[35] Quarterly Economic and Review Forecast, November 19, 2008, pg. 49-50

Table 5.2: Leading Growth Industries in Oregon, 2006–2016				
	No. Of Emp	No. Of Emp	2006-2016	
Industry	**2006**	**2016**	**Increase**	**% Increase**
Largest Increase				
Education and Health Services	205,200	262,700	57,500	28%
Trade, Trans. and Utilities	336,200	379,800	43,600	13%
Professional and Business Services	193,100	232,800	39,700	21%
Leisure and Hospitality	165,300	197,500	32,200	19%
Government	286,500	314,200	27,700	10%
Manufacturing	286,500	314,200	27,700	10%
Largest % Increase				
Education and Health	205,200	262,700	57,500	28%
Professional and Business Services	193,100	232,800	39,700	21%
Leisure and Hospitality	165,300	197,500	32,200	19%
Construction	100,300	115,000	14,700	15%
Trade, Trans. and Utilities	336,200	379,800	43,600	13%
Other services	59,000	66,500	7,500	13%

Source: Oregon Employment Department. November 2007. Employment Projections by Industry.

Changing economic conditions in Oregon have not only been affected by national and international trends, but also by past and current government action in Oregon. State policy made a concerted effort to attract industries with tax policy (e.g., no unitary tax, which would tax world-wide corporate income of businesses operating in Oregon), changes in corporation codes, reforms to reduce the costs of workers' compensation, investments in infrastructure, and other incentives (e.g., enterprise zones and the Strategic Investment Program, which attempts to stimulate capital-intensive industries through property tax abatement). The State has encouraged international trade and investments with missions and offices in Japan, Taiwan, and other Pacific Rim countries. And State policy on land use and environmental quality aim at preserving the natural and cultural amenities that make Oregon attractive to its current and potential residents and businesses.

Regional and County Trends

Research of available economic data sources, along with conversations with state and local economic authorities, and local staff and stakeholders, revealed a number of economic trends for Lane County. Generally, county trends mirror national and state trends with a few exceptions.

Aging Population. Lane County is expected to experience the same aging of the baby boom generation. Worker replacement needs may create new employment opportunities, but the County will need to have qualified workers to meet demand. A regional analysis completed by Oregon Economic & Community Development Department (OECDD) shows that the number of retirement age workers in the region is highest in Educational & Health Services and Manufacturing.. Further, almost one third of Transportation & Utilities sector workers are at retirement age, with Transportation workers having the highest percentage (26.9 percent).

Locally Competitive Industries. OECDD suggests that some industries have a competitive advantage in the region. This analysis is based on an examination of

employment concentrations, relative wage levels and differential growth rates within each region to identify industries that appear stronger in the region than elsewhere in the state. Of the competitive industries in the region, 15 are projected to grow faster than the regional average. Ambulatory Health Care Services, Nursing and Residential Care Facilities, and Internet Publishing and Broadcasting are expected to grow fastest.

Net Importer of Business. The workforce region composed of Benton, Lane, Lincoln and Linn Counties was a net importer of businesses, with the Service industry accounting for the largest share of net moves into the region.

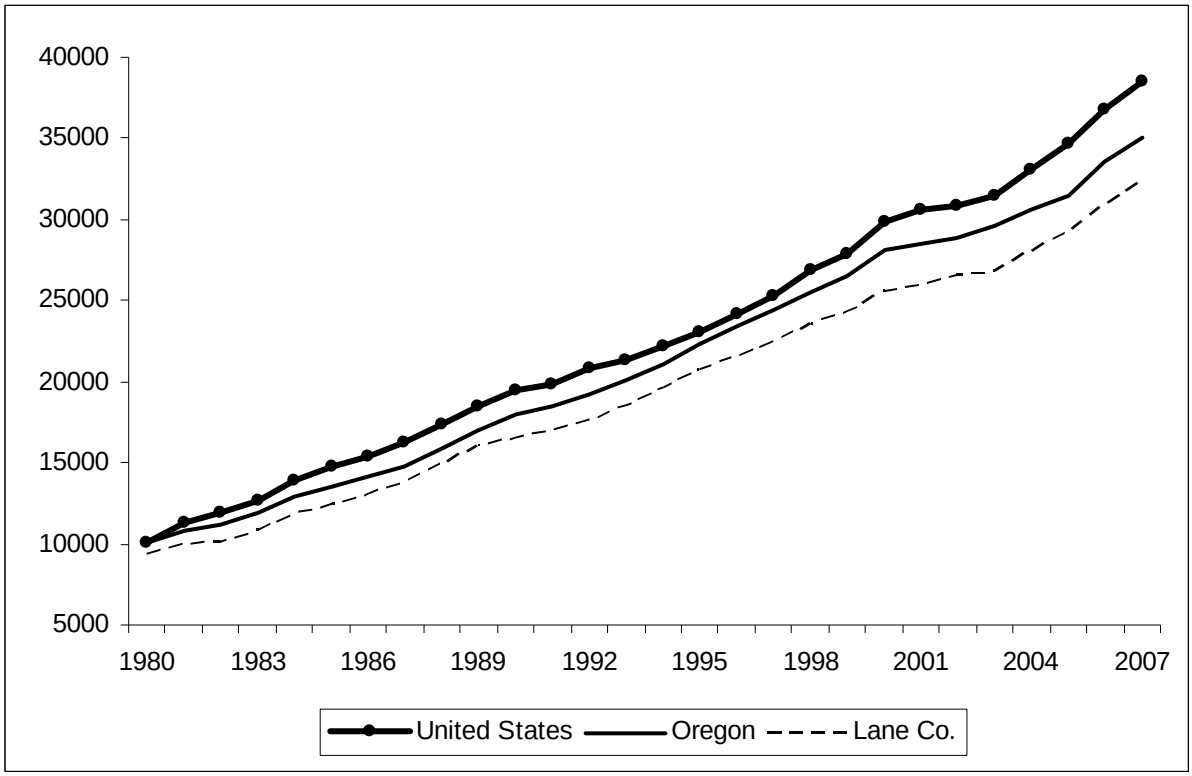
Shift from Manufacturing to Technology. In line with national and state trends, Lane County is expected to continue experiencing a shift of employment from manufacturing and resource-intensive industries to the service-oriented sectors of the economy. This is reflected in regional employment projections. It is noted that the region will remain strongly poised for the wood products industry and over the next decade or so, the amount of second-growth timber available from private timberlands could lead to a mini-boom in this industry.

Strong Sector Growth. There will be an increase in Lane County in the demand for healthcare services. Health care services are projected to have the highest percentage of new workers (33 percent increase from 2006 to 2016) when compared to all the sectors in the County. This will be largely due to the health care needs of the aging population. Employment growth within Lane County is also projected to be strong in Leisure and hospitality (20 percent increase from 2006 to 2016), Food Services (19 percent increase from 2006 to 2016), and Professional and business services (19 percent increase from 2006 to 2016). There will also be an increase in Lane County in the demand for education. Educational and health services are projected to have the second highest percentage of new workers (31 percent increase from 2006 to 2016) when compared to all County sectors.

Personal Income in Lane County and the Nation

Figure 5.1 shows the level of per capita income in the United States, Oregon, and Lane County over the 1980–2007 period, in non inflated-adjusted dollars. Per capita income has experienced relatively steady growth since 1980, with the exception of the early-1980s recession in Oregon and Lane County. Figure 5.2 shows that per capita income in Lane County has historically lagged behind the Oregon and U.S. average. In the late 1990s and early part of this decade, Lane County experienced a widening of the gap between its per capita income and the national per capita income. That gap is maintained through this decade and the current per capita figures are reported as $38,564 for the United States, $35,027 for Oregon and $32,281 for Lane County.

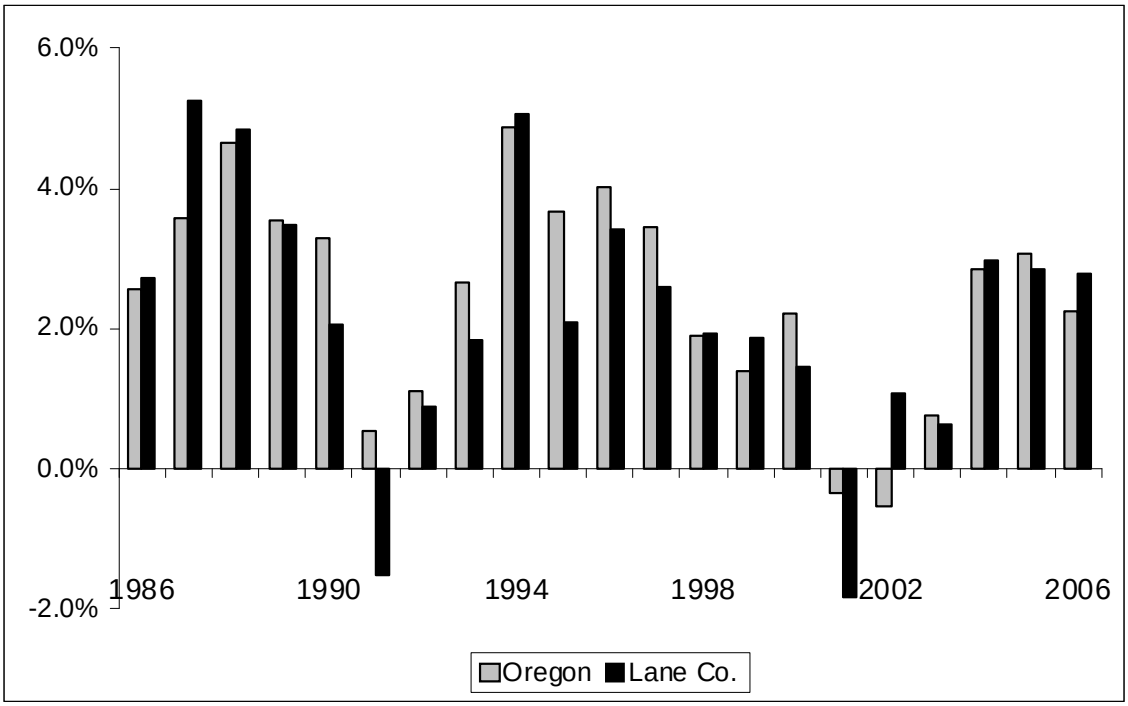
Figure 5.1. Per capita income Lane County, Oregon & U.S., 1980-2007



Historic Employment in Lane County and Oregon

Employment growth has generally followed the trend of population growth, but employment growth varies more because employment is more closely tied to economic conditions. As for population, over 70 percent of Oregon's employment is located in the Willamette Valley. The Valley also experienced the largest loss of employment in the recession of the early 1980s. Since 1969, employment in Oregon has grown most rapidly in the 1970s, with annual employment growth above 5 percent in 1972–73 and 1977–78. Annual employment growth in Oregon was slow or negative in the early 1980s but peaked at 4.6 percent per year in 1988, declined in the early 1990s and peaked at 4.9 percent in 1994. Annual employment growth in Oregon has declined since 1994, falling to -0.1 percent in 2001. As with population, employment growth in Lane County tends to be more cyclical than employment growth in Oregon as a whole. Annual employment growth in Oregon and Lane County is shown in Figure 5.3 for the 1986–2006 period. Figure 5.2 shows that Lane County has seen periods of both lesser and greater growth than Oregon as whole. The recessions of the early 1990s, and in 2001 saw Lane County experiencing significantly less growth than the state (reductions in fact). Lane County also appears to have grown at a faster rate than Oregon during the recovery from these slow economic times.

Figure 5.2. Annual Nonfarm employment growth in Oregon and Lane County, 1986-2006



The composition of employment in Oregon has changed over the last 40 years. Employment growth during this time period has been led by the Services and Retail Trade sectors.[36] The share of total employment in these sectors increased from 35 percent to 49 percent between 1969 and 1995. Slow growth in Manufacturing caused its share of total employment to decline from 22 percent to 13 percent over this period, while other sectors grew at rates close to the statewide average. Employment in Lane County showed a similar pattern, with employment in manufacturing declining from 25 percent to 14 percent of total employment between 1969 and 2001, while the share in Services and Retail Trade increased from 35 percent to 50 percent of total employment in the same period.[37]

A more recent look at employment trends (2002-2006) is presented in Table 5.3, which also includes growth rates for other counties in the Western Oregon Region. Employment growth is presented by North American Industrial Classification System (NAICS) sector in the table.

[36] This chapter will make frequent use of the terms sector and industry. Sectors are groups of industries, as defined in the North American Industrial Classification System and the Standard Industrial Classification system used for economic statistics.

[37] U.S. Department of Commerce, Bureau of Economic Analysis, 2003. Regional Economic Accounts. http://www.bea.doc.gov/bea/regional/statelocal.htm. Share of total employment by sector calculated by ECONorthwest.

Table 5.3: Industry Growth in Western Oregon Counties 2002-2006

NAICS Sector	Linn	Benton	Lane
Natural Resources and Mining	16%	38%	-12%
Construction	89%	65%	58%
Manufacturing	18%	-9%	-1%
Wholesale trade	65%	18%	-9%
Retail trade	13%	10%	9%
Transp., Warehousing and Utilities	-20%	16%	-5%
Information	-7%	-11%	-7%
Financial Activities	23%	33%	30%
Professional and Business Services	25%	24%	12%
Education and Health Services	22%	15%	15%
Leisure and Hospitality	20%	7%	7%
Other Services	0%	9%	-5%
Government	-11%	-2%	-4%

Source: Oregon Employment Department, (OLMIS) Oregon Labor Market Information System

There is wide variation among all three counties in the region. The few exceptions include a consistent and significant increase for all counties in Construction, Education and Health Services, and Financial Activities for that period. Information was the only sector which showed a consistent decrease in growth.

Economic Outlook for Lane County

Population in Lane County is expected to grow more slowly than population for Oregon as a whole. The long-term population forecast by OEA predicts Lane County's population will grow at an annual average rate of 0.9 percent between 2000 and 2040, compared to a rate of 1.1 percent for Oregon over the same period. At this rate of growth, Lane County is expected to add almost 140,000 people by 2040, growing from 325,000 people in 2000 to 465,000 in 2040. As for Oregon, a substantial share of this population growth is expected to come from net migration into Lane County.[38]

Lane County's total coordinated population growth over the planning period is summarized in Table 5.4 below:

Table 5.4 Lane County Population Growth 2010-2030

	2010 Coordinated Population	2030 Coordinated Population UGB Total	Change 2008 - 2030
Lane County	349,516	421,522	72,006

An important consideration of Lane County's economic outlook is projected changes in its employment dynamics. The Oregon Employment Department (OED) publishes a 10-year forecast of employment growth in Oregon and Workforce Analysis Regions. Table 5.5 shows forecast employment growth by sectors in Lane County over the 2006–2016 period.

[38] State and County Population Forecasts and Components of Change, 2000 to 2040 http://www.oregon.gov/DAS/OEA/demographic.shtml#Long_Term_County_Forecast , 01/15/09

Table 5.5 Nonfarm payroll employment growth in Lane County,				
Sector/Industry	**2006**	**2016**	**Change**	**% Change**
Natural Resources and Mining	900	900	0	0%
Construction	8,000	9,200	1,200	15%
Manufacturing	20,300	21,000	700	3%
Wholesale Trade	5,900	6,500	600	10%
Retail Trade	19,700	22,100	2,400	12%
Transp., Wharehousing and Utilities	3,300	3,700	400	12%
Information	3,700	4,100	400	11%
Financial Activities	8,300	9,300	1,000	12%
Professional and Business Services	16,100	19,100	3,000	19%
Educational and Health Services	19,600	25,600	6,000	31%
Leisure and Hospitality	14,200	17,000	2,800	20%
Other Services	5,100	5,700	600	12%
Government	28,400	32,000	3,600	13%
Total	**153,500**	**176,200**	**22,700**	15%

Source: State of Oregon Employment Department

This forecast shows that the Education and Health Services, Government and Professional and Businesses Services sectors are expected to lead employment growth in Lane County, together adding 12,600 jobs or almost 56 percent of total employment growth in Lane County over the ten-year period. Most of the employment growth in Manufacturing is expected in the “Other Durable Goods” industries.

Summary of Key National, State and County Trends

Coburg’s economy must operate within the larger context of the county, state and national economies. This section has summarized recent economic trends at each of those levels. General trends that seem to occur as themes throughout the national, state and local level include:

- Demographic changes including and increase in the number of senior citizens, and increased numbers and proportions of Hispanics and Blacks. An increase in retirement aged individuals is expected to tighten the labor force.
- Economic growth in Oregon is expected to continue its gradual shift from natural resource and manufacturing based industries to service oriented industries. The same general trend is expected locally, although increases in the construction and high-tech industry could serve to bolster the former.
- Climate change has the potential to impact economic systems as measures are taken to reduce environmental impacts; innovation and emerging industries aimed at responding may change migration patterns. Oregon and the Willamette Valley are anticipated to accommodate an above average share of economic growth related to climate change.
- The recent local, national and global economic downturn impacted Oregon and Lane County. Economic forecasts suggest that the local economy will recover during the 20-year planning period.
- Industry sectors expecting the greatest growth in the region are Health Care Services, Leisure and Hospitality and Food Services. Short-term trends are difficult to predict.

Coburg's Economy

This section provides a summary of Coburg's current economic conditions and a summary of Coburg's economic outlook. One of the next steps in completing an EOA is to revisit Coburg's Vision and economic development strategy, identify key changes since the Vision was developed, and evaluate new economic opportunities.

Current Economic Trends

- **The Wastewater System.** The lack of public wastewater service in Coburg has been the primary constraint for substantial economic and UGB expansion. A wastewater facility is targeted for completion in 2011 or 2012.

- **Low Population to Employment Ratio.** For over a decade, Coburg has been an exception among Oregon communities; it has three times as many jobs as it does people. The recent downturn in the RV industry has resulted in immediate and dramatic changes in Coburg's employment figures. However, a long range outlook suggests that Coburg will be inclined to an uneven population to employment ratio based the City's proximity to Interstate-5.

- **Adjusted Employment Forecast.** More recent analysis of state and county employment trends suggests that the employment target of 5,157 for 2025, established in the 2003 Coburg Crossroads effort, is unlikely. Though significant growth is probable, updated trends suggest more moderate future employment figures (See Chapter 2).

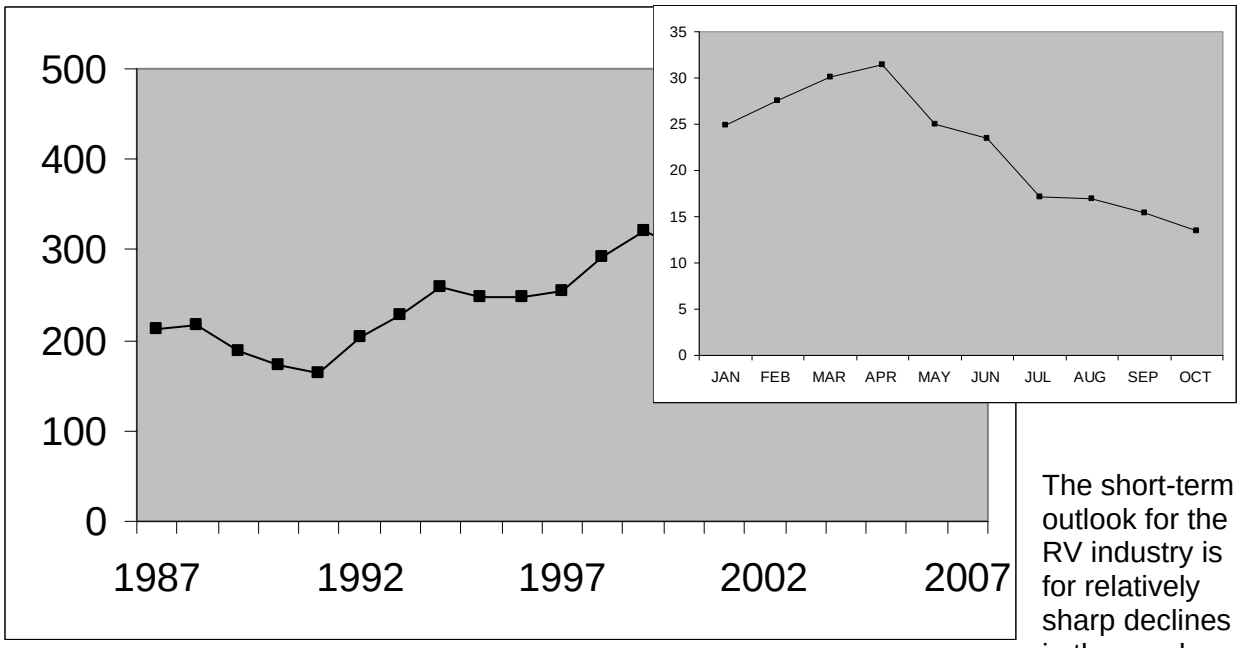
- **New Treatment Campus.** Anticipated by 2012, a private health related treatment center. This new development would provide 150-170 residential beds and occupy over15 acres near the center of Coburg. The new campus will occupy a large portion of Coburg's existing large vacant residential acreage.

- **Coburg/I-5 Interchange Reconstruction.** The Coburg/I-5 Interchange is old and needs replacing. The reconstruction of this facility will provide Coburg with a new Westside gateway.

- **Growth Pressure from Eugene-Springfield.** Coburg is less than three miles from the cities of Eugene and Springfield. The Eugene-Springfield metropolitan area is the second largest in the State and is projected to see significant population increase. Coburg has been and will be subject to the growth dynamics experienced by its geographic region.

- **Recent downturn in the RV Industry.** Coburg's economic well-being is inseparable from the RV industry. RV manufacturers are the largest employers in Coburg. Trends in this industry will have a significant effect on the future level of employment in Coburg. Figure 5.3 shows total RV shipments in the United States over the 1987– 2007 period. Figure 5.3 shows a general upward trend in RV shipments over the last 20+ years; shipments have increased at an average rate of 3.6 percent per year between 1987 and 2007. While there has been an overall upward trend, RV shipments show some year-to-year declines due to economic conditions. The figures for the better part of 2008 (Figures 5.3 and 5.4) reveal that the RV industry saw an annual drop that may be its worst ever (worse than the decline in 2001).

Figures 5.3 and 5.4 Annual RV shipments (in thousands) in the United States, 1987–2007, and in January-October 2008.



The short-term outlook for the RV industry is for relatively sharp declines in the number and value of RVs shipped in the United States. Following is a summary of the RV industry outlook generated in December, 2008 by the Recreation Vehicle Industry Association (RVIA)[39]:

- **Short-term projection.** As the current recession is expected to affect all sectors of the economy, RV shipments are expected to be lower in 2009 as well. Credit restrictions are causing RV buyers to delay purchases and RV dealers to keep inventories low. Sales in 2009 will be affected by high credit standards, falling employment, and continued declines in household wealth and home prices. Dr. Curtin predicts 2009 shipments will total 186,800, about 25 percent lower than the projected total for 2008.
- **Long-term forecast.** The RV marketplace continues to look favorable in the long-term. Current limitations on RV credit are expected to gradually diminish over time since RV owners are, on average, excellent credit risks.
- **Demographic trends.** As the baby boomers continue to age, they will have increasing levels of disposable income and free time. This group currently has the highest rate of RV ownership of any group, and this is expected to increase as a larger share of this age group reaches retirement age.

The 2004 Urbanization Study, which was written during a favorable climate for the RV industry, concluded that the industry is vulnerable to changes in economic conditions. It was asserted that increases in interest rates, increased gas prices, or poor economic conditions could lead to a decrease in the level of RV shipments. These vulnerabilities were realized by 2010.

[39] Recreation Vehicle Industry Association Website, http://www.rvia.org/AM/customsource/INCL_BusinessIndicators.cfm?Section=Business_Indicators, 01/13/09

Retail Sales and Leakage
Retail demand relates to the volume of retail purchases made by local residents - whether made in the local trade area or elsewhere. Supply is defined as the volume of retail sales activity actually experienced by local businesses. In conditions where demand outstrips supply, retail sales leakage occurs as local residents travel outside the immediate trade area to shop. In some areas, the volume of sales actually experienced by local businesses will outstrip locally generated demand, meaning that retailers are draw beyond the local trade area.

City of Coburg:

- Retail purchasing power generated only by existing Coburg residents is estimated at $12.3 million per year. In comparison, area retailers capture an estimated $68.2 million in annual retail sales. Therefore, there is no current retail sales leakage overall; however, much of the retail sales supply is provided by the RV industry.
- A majority of retail categories appear to be underserved, largely due to a lack of any business presence to serve local resident demand. Retail categories without an identified presence in Coburg include furniture/home furnishings, electronics/appliances, health and personal care stores, clothing and accessories, sporting goods, hobby, book and music stores, general merchandise retail (both department store and discount-oriented), and nonstore retailers. The ability for local stores to be attracted that would serve these niches is challenging as these store types tend to require customer counts in excess of the population in Coburg.
- Several retail types have a local presence but appear to experience some level of net sales leakage. These include specialty food stores, beer, wine and liquor stores, and gasoline stations.
- Some business types located in Coburg are realizing retail sales in excess of what in-city population alone could be expected to support (indicating substantial tourism and pass-through related business volume). These well-served retail stores types include motor vehicle and parts dealers, building materials, garden equipment and supply stores, food and beverage stores, used merchandise stores, and food services.

While detailed sales data is not available for non-retail businesses, it is noted that Coburg also has an extremely limited inventory of service establishments including finance and medical. These gaps detrimentally affect the livability of the community. Lack of services such as banking also reduces the attractiveness and viability of conducting business in Coburg.

Historic Employment and Payroll in Coburg
A comparison of total covered employment and payroll in Coburg, Lane County and Oregon reveals some interesting economic characteristics of Coburg. Table 5.6 shows the level of covered employment, payroll, and average pay per employee in Oregon, Lane County, and Coburg in 1998 and 2002. The numbers are shown in 2002 dollars for comparison.

Table 5.6 Total covered employment, payroll (in millions), and average pay per employee in Oregon, Lane County, and Coburg, 1998 - 2002 (2002 dollars)

	1998			2002			AAGR		
	Emp	Payroll	Pay/ Emp	Emp	Payroll	Pay/ Emp	Emp	Payroll	Pay/ Emp
Oregon	1,550,148	$50,555	$32,613	1,573,083	$52,989	$33,685	0.37%	1.18%	0.81%
Lane County	135,897	$3,920	$28,846	137,969	$4,060	$29,427	0.38%	0.88%	0.50%
Coburg	1,734	$55	$31,959	2,788	$87	$31,252	12.61%	11.98%	-0.56%

Source: Oregon Employment Department. 1998, 2002. Employment and payroll estimated by LCOG using QCEW from OED. AAGR calculated by LCOG.

This table shows that total employment and payroll in Coburg grew at a substantially higher rate than in Oregon or Lane County between 1998 and 2002. The rapid growth during that period caused Coburg's share of Lane County employment to grow from 1.3 percent in 1998 to 2.0 percent in 2002. During this period average payroll per employee in Coburg was higher than the Lane County average but lower than the State average. After adjusting for inflation, Coburg's average rate of pay actually decreases by 0.56 percent during this time period. Coburg's dramatic employment growth during this period is largely explained by a significant increase in production and employment in the City's RV manufacturing industry.

In contrast, Coburg experienced less employment growth in the subsequent period of time between 2002 and 2006. Table 5.7 shows employment statistics for this time period. The numbers are shown in 2006 dollars.

Table 5.7 Total covered employment, payroll (in millions), and average pay per employee in Oregon, Lane County, and Coburg, 2002 - 2006 (2006 dollars)

	2002			2006			AAGR		
	Emp	Payroll	Pay/ Emp	Emp	Payroll	Pay/ Emp	Emp	Payroll	Pay/ Emp
Oregon	1,573,083	$59,116	$37,579	1,700,609	$64,742	$38,070	1.97%	2.30%	0.32%
Lane County	137,969	$4,529	$32,829	148,850	$4,948	$33,240	1.92%	2.23%	0.31%
Coburg	2,788	$96	$34,493	2,848	$99	$34,902	0.54%	0.83%	0.30%

Source: Oregon Employment Department. 2002, 2006. Employment and payroll estimated by LCOG using QCEW data from OED. AAGR calculated by LCOG.

The table shows that total employment and payroll in Coburg grew less than in Oregon or Lane County over the 2002–2006 period. The rapid employment growth experienced during the previous four years was not maintained. Average pay over the period increased, however not at rates as high as both Lane County and the State.

Table 5.8 shows employment and payroll in Coburg by specific employment sectors[40]. The data in Table 5.8 is from confidential QCEW data on individual employers from OED. Requirements to maintain the confidentiality of individual firms prevents reporting employment for sectors or industries where there are fewer than three firms or where a single firm accounts for 85 percent

[40] This chapter will make frequent use of the terms *sector* and *industry*. *Sectors* are groups of *industries*, as defined in the North American Industrial Classification System (NAICS) used for economic statistics. For example, the Manufacturing *sector* contains the Wood Products, Metal, and other manufacturing *industries*.

or more of the sector/industry employment. This confidentiality restriction applies to several sectors in Coburg, which are summed in the “Other” sector category in Table 5.8.

Table 5.8 Covered employment and payroll (in millions), by sector in Coburg, 2002-2006 (2006 dollars)

	2002			2006			AAGR		
Sector	**Emp**	**Payroll**	**Pay/ Emp**	**Emp**	**Payroll**	**Pay/ Emp**	**Emp**	**Payroll**	**Pay/ Emp**
Construction	143	$6.3	$43,995	156	$7.2	$46,126	2.24%	3.46%	1.19%
Wholesale trade	125	$5.5	$43,812	140	$6.5	$46,714	2.80%	4.46%	1.62%
Retail trade	135	$3.1	$22,703	188	$5.4	$29,079	8.68%	15.62%	6.38%
Trans., W.house, Util.	57	$1.6	$27,682	28	$1.2	$43,853	-16.59%	-6.43%	12.19%
Financial Activities	112	$3.2	$28,131	121	$3.6	$29,559	1.92%	3.19%	1.25%
Professional and Bus.	8	$0.1	$12,616	21	$0.7	$34,672	25.24%	61.25%	28.75%
Leisure and Hospitality	58	$0.7	$11,429	37	$0.4	$10,095	-10.55%	-13.28%	-3.06%
Other*	2,150	$75.8	$35,275	2,147	$74.3	$34,622	-0.03%	-0.50%	-0.47%
Total	**2,788**	**$96.2**	**$34,493**	**2,848**	**$99.4**	**$34,902**	**0.54%**	**0.83%**	**0.30%**

Source: Oregon Employment Department. 2002, 2006. Employment and payroll estimated by LCOG using sector specific QCEW data from OED. AAGR calculated by LCOG.
**Sum of sectors with ≤ 3 firms*

Table 5.8 shows that the bulk of Coburg’s employment (77 percent) is in the Other category, which represents sectors with few firms or with a single firm that accounts for a large share of that sector’s employment. The Other category includes Coburg’s two largest employers, Monaco Coach (Navistar) and Marathon Coach, both which manufacture (d) recreational vehicles. These firms are in the Manufacturing Sector. The Other category also includes firms in the Information, Health and Education, Natural Resources, and other sectors. The Other category reflected a minor decrease in employee numbers between 2002 and 2006. Most sector within the Other category experienced decreasing numbers, including the largest portion of that category, Manufacturing, which saw a loss of 18 employees over the period.

The Professional and Scientific sector experienced the fastest growth between 2002 and 2006, adding 25 percent over the period. Retail trade saw the greatest employment growth, adding 53 jobs and growing at an average annual rate of 8.7 percent. Most of the employment in the Retail Trade sector is in the Auto Dealers & Service and Eating & Drinking Places industries.

The Construction and Wholesale Trade sectors have above-average levels of annual payroll per employee. Payroll per employee in the Other sector is close to the Coburg average, which is not surprising because this sector accounts for such a large share of Coburg’s employment. Annual payroll per employee in the Retail Trade, and Financial Activities sectors was roughly $5,000 below the Coburg average in 2006. The Leisure and Hospitality sector shows a very low payroll per employee figure compared with the Coburg average. Table 5-3 shows that payroll per employee grew in every sector between 2002 and 2006 except Leisure and Hospitality and Other (in constant 2006 dollars). Overall, confidential data provided by the OED shows that employment in Coburg has been dominated by the following activities:

- Recreational vehicle manufacturing
- Heavy equipment sales and service
- Construction contractors
- Trucking
- Automobile and truck service stations

In addition to these dominant activities, Coburg has numerous small firms that serve local residents and visitors, such as restaurants, a food store, hotels, real estate offices, and churches. Coburg also has several small firms that serve customers in metropolitan Eugene-Springfield or statewide. Examples include Manley Administrative Services, which administers flexible spending accounts for employers, and Experience Oregon, which operates charter and tour buses in Oregon.

Employment Forecast for Coburg

An employment forecast is a useful tool in determining employment change, and more specifically, employment land needs. Chapter 2 introduces and explains the employment forecast for the City of Coburg for the planning period. Table 5.9 presents a summary of employment growth expected in Coburg between 2010 and 2030.

Table 5.9 Adjusted Coburg Employment Growth (2010-2030) A

	Coburg 2010 Adjusted** Total	Projected Employment 2030	Emp. Change 2010-2030
Natural Resources	*	*	*
Construction	253	335	82
Manufacturing	*	*	*
Wholesale trade	171	207	37
Retail trade	408	606	198
Transportation and warehousing utilities	39	49	10
Information	*	*	*
Financial Activities	220	276	56
Professional and Business Services	35	53	19
Education and Health Services	*	*	*
Leisure and Hospitality	52	82	29
Other services, except public administration	28	35	7
**Sectors with < 3 Firms*	2,214	2,392	177
Government and government enterprises	*	*	*
Total employment	**3,420**	**4,035**	**615**

Source: Oregon Employment Department ten-year industry forecast (2006-2016). Adjustments to specific sector AAGR developed by Coburg TAC.

** QCEW confidentiality regulations forbid the presentation of data for sectors that consist of 3 or fewer firms.*

***Due to the recent closure of Monaco Coach, the 2010 adjusted total is not anticipated to be realized, the figure is maintained in the analysis because the long term forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting the very likely reuse of the Monaco Site.*

forecast of employment growth in Coburg through 2030 is necessary to forecast demand for buildable land and public services in Coburg. In order to estimate demand for buildable land by type, employment by industry was grouped into categories with similar types of land use, based on Coburg's existing zoning. The results of this demand will be presented later in this chapter.

Employment and Land Use in Coburg

Table 5.10 shows employment in Coburg and Lane County by land use type in 2002 and 2006. Lane County is included in the table for comparison. The table shows that employment in Coburg is dominated by industries with industrial types of land uses, (accounting for 85 percent of employment in Coburg compared to 25 percent in Lane County). Coburg's employment in industries with Commercial and Office land uses have substantially smaller shares of

employment compared to Lane County. As Coburg grows, the distribution of employment by land use type should ideally move closer to the distribution in Lane County, which requires the share of Coburg's Industrial employment to decline while the shares in Commercial and Office increase.

Table 5.10 Covered Employment in Coburg and Lane County by land use type, 2002–2006

	2002		2006		00-06
Land use Type	Emp	Share	Emp	Share	AAGR
Coburg					
Commercial	135	5%	188	7%	8.6%
Office	208	7%	231	8%	2.7%
Industrial	2,445	88%	2,429	85%	-0.2%
Total	**2,788**		**2,848**		
Lane County					
Commercial	18,300	13%	19,700	13%	1.9%
Office	84,300	61%	95,400	62%	3.1%
Industrial	35,400	26%	38,400	25%	2.1%
Total	**138,000**		**153,500**		

Source: LCOG from confidential QCEW data provided by the Oregon Department of Employment

ECONOMIC DEVELOPMENT VISION AND STRATEGY

Starting Assumptions and Objectives

There is more than one possible economic future for Coburg. Many of the factors that determine that future are outside of the City's control. For example,national economic conditions, international trade and migration, and the policies of other cities in the southern Willamette Valley can encourage or retard growth.

City of Coburg does have some control over many factors that will affect the type and rate of growth in the City over the next 20 years. It can adopt policies that affect the amount and price of land, and quality and price of public utilities, and incentives and charges affecting businesses building and operating in the City. This is called a city's "economic vision" or "economic development objectives."

> Coburg's location and character creates opportunities and constraints. Among the opportunities is its proximity to Interstate 5 and the Eugene-Springfield metropolitan area, a strong industrial base, a historic core, and a high quality of life. Constraints include the immediate lack of a wastewater facility, I-5 interchange age and safety issues, limited buildable land for large employment uses and housing. It would be unrealistic for Coburg to aspire to or plan for accommodating a high percentage of regional economic growth. It is realistic for Coburg to plan for more diverse or regional industrial growth.

An Economic Vision for Coburg

As previously stated, this Study is consistent with the Periodic Review results for the community. The following summarizes the economic portion of the Vision (2003):

- Coburg will work to maintain and enhance its quality of life. In Coburg this means (1) preserving the character of the downtown core area, (2) encouraging a broader range

of services, and (3) providing housing opportunities for individuals that are employed in Coburg.

- Coburg recognizes its locational advantages (as described in the *Economic Opportunity Analysis*) and believes it is in its interest to manage economic development and growth in the City.
- To that end, Coburg establishes a 2025 employment target of 5,157; an increase of about 2,000 employees between 2002 and 2025. This figure is consistent with the preferred employment forecast in the *Coburg Crossroads Vision*. *(This figure has been updated based on more recent employment data and trend analysis see Table 5.9)*
- Coburg wants new businesses to start, expand, or relocate in the City that will provide higher-wage jobs and a broader range of goods and services for existing and future Coburg residents.
- Coburg desires to encourage new employment to locate in the core area as appropriate. The comprehensive plan will define the types of commercial activities that are appropriate for the core area.
- New businesses will need, among other things, developable land, good services and transportation, and an educated and skilled labor force. The City should take actions to make sure those things are provided at competitive prices. Coburg will welcome industries that help it achieve its economic vision.
- Coburg wants to maintain and increase the livability of its community as it grows. To that end, the City will ensure that adequate public facilities are available to accommodate new employment and residents.
- Coburg should be strategic about any economic incentives it gives to businesses, ensuring that it has the financial resources to maintain the quality of its facilities and services.

The City also identified a set of Goals and related strategies for achieving its economic vision. These goals and strategies are included in this report in their entirety as Appendix F.

2005 Comprehensive Plan Economic Element Update

The 2005 Update of the Coburg Comprehensive Plan included an economic element that further articulates the City's economic goals and objectives. The overarching objective established in this Plan is to "guide community development in such a way that the local economy is improved while maintaining Coburg's small town atmosphere". The Comprehensive Plan also contains 27 policies that further articulate this objective, including (but not limited to) the following concepts:

- Provide land suitable for a full range of retail, professional and service uses in the downtown area. Mixed use is encouraged, as are small –scale downtown commercial uses.
- Provide land area adjacent to the I-5 interchange for goods and services that primarily serve the traveling public.
- Provide an adequate amount of level, buildable land which has good access to arterial streets to meet local and regional industrial needs. Group industrial uses together within well-designated industrial parks or subdivisions.
- Promote a diverse economy that continues to support a strong tax base for the community.

- Discourage big-box retail and strip commercial uses.
- Sustain and enhance business skills and management training available in Coburg.

Despite recent changes in industry trends and potential new opportunities, the vision and policies developed as part of the 2003 Coburg Crossroads and 2005 Comprehensive Plan Update still appear to be relevant. However, since Coburg's economic vision was updated in 2003 and 2005, there have been changes in the local and regional economy that should be evaluated as part of this Economic Opportunities Analysis. The goals and policies should be revisited as part of the update process to ensure that they continue to reflect the most current economic development vision for Coburg.

Factors Affecting Economic Development in Coburg

Each place has access to different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all places have these factors to some degree, the mix and condition of these factors vary by location. The mix and condition of productive factors may allow firms in one area to produce goods and services more cheaply than firms in other areas. Location also affects transportation costs to markets for goods and services, which may allow firms in one area to generate more revenue or profits per unit than firms in other locations.

The mix of factors of production and access to markets in a location relative to other locations is referred to as a location's *comparative advantage*. By affecting the cost of production and potential revenue, comparative advantages affect the pattern of economic development in an area relative to other areas. The administrative rule for Goal 9 recognizes this by requiring jurisdictions to include an analysis of economic advantages and disadvantages in an economic opportunities analysis. The forecasts for population and employment growth in Oregon and Lane County presented earlier in this chapter implicitly considered the comparative advantages of the State and County when projecting the rate and composition of growth. This section focuses on the comparative advantages of Coburg relative to Lane County and Oregon.

Location

As stated, Coburg's proximity to Eugene-Springfield and the Interstate-5 (I-5) corridor are its two most key comparative advantages that provide:

- A large potential customer base and a skilled workforce.
- Suppliers of intermediate production goods, parts, and raw materials.
- Distributors of finished products to regional, national, and international markets.
- Specialized support services such as marketing, finance, accountants, and attorneys.

Location positions Coburg to compete for expected growth in Manufacturing as well as Warehousing and Distribution. As noted in the summary of trends, the region has historically been particularly competitive in Machinery Manufacturing and although these sectors are expected to grow less than the regional average from 2006 to 2016, Coburg has the potential to accommodate the growth that will occur (see Table 5.22).

Quality of life

Coburg's small-town character is also an important comparative advantage. As stated above, Coburg is an attractive location for firms that desire a small-town atmosphere but require the advantages of a larger city. This is particularly true for firms that are concerned about the quality

of life for their employees and want to give employees options. Coburg provides desirable living environment. Aspects of this character include its traditional downtown with quaint structures, low-density residential neighborhoods, and proximity to farm land and open space. One aspect of quality of life that is lacking in Coburg is retail services. Coburg currently lacks convenient retail options for residents, particularly a full-service grocery store and pharmacy. City officials have also cited the lack of a “city center” or “anchor” as impacting quality of life.

Another aspect of quality of life is the lack of a middle or high school. Coburg’s elementary school (K-5) which had 139 students enrolled for the 2008-2009 school year. Declining enrollment in Coburg Elementary School has caused the Eugene 4J School District to consider closure several times. In February of 2008 the 4J Superintendent provided a preliminary recommendation School Board to close Coburg Elementary school in 2012 and move students to a new school in north Eugene. Public outcry and the argument that Coburg’s population was expected to grow after completion of a wastewater system, resulted in a revised recommendation to delay the closure decision. The 4J Superintendent developed an Intergovernmental Agreement (IGA) with the City to provide support for Coburg as a “very small neighborhood school.” Adopting growth policies that support preservation of Coburg elementary is a high priority to Coburg.

Buildable Land

Chapter 3 presents detailed information on the supply of buildable land in Coburg. Table 5.11 summarizes the amount of buildable land in Coburg to accommodate employment growth. Buildable land in Table 5.11 includes vacant and partially vacant land.

Table 5.11 Partially vacant and vacant lands in Commercial and Industrial plan designations, Coburg UGB, 2003

	Vacant*		Partially Vacant		Total Buildable Emp.	
Plan Designation	Acres	% Total Vac. Acres	Acres	% Total P. Vac. Acres	Acres	Percent
Central Business District	4.00	9.2%	1.00	3.4%	5.00	6.9%
Highway Commercial	23.20	53.5%	15.90	54.6%	39.10	53.9%
Light Industrial	16.20	37.3%	12.20	41.9%	28.40	39.2%
Total	**43.40**	**100.0%**	**29.10**	**100.0%**	**72.50**	**100.0%**

** Includes 25% Public Facilities Land Deduction*

Source: LCOG

Table 5.11 shows that the City of Coburg currently has about 72.5 vacant, partially vacant or underdeveloped non-residential acres.

In reviewing the information, one of the key issues is the availability of commercial and industrial land within the UGB; total acreage parcel size, shape, and variety of sites are important. According to information in the BLI contained in Chapter 3, Coburg does not contain any vacant Light Industrial sites over 10 acres in size or Highway Commercial sites over 20 acres in size. There is the potential to aggregate properties into larger tracts, particularly in the vacant Highway Commercial located between Industrial Way and I-5. However, the limitations in available land may impact the ability for the City to attract larger businesses that require significant land area. This is presented in greater detail in Tables 5.20 – 5.23.

All of the commercial and industrial sites identified as vacant, partially vacant, or underdeveloped within the Coburg UGB are serviceable or can be serviced in the future. Water

service is available to all sites on the westside of the interchange. The City intends to complete construction of the wastewater facility by 2012 .

Transportation

Transportation access is critical for economic development. Firms must have transportation access so that workers and customers can reach their destination and shipments of supplies and products can easily arrive and leave. Transportation systems consist of regional and local facilities. The primary regional facility in Coburg is Interstate-5, which provides access to regional, national, and international markets. Proximity to Interstate-5 is an important comparative advantage for Coburg, particularly to attract firms that need a high degree of access for employees, suppliers, customers, and shipping products.

Access to Interstate-5 in Coburg is presently limited by an outdated interchange. This interchange currently consists of a narrow overpass that limits the volume to capacity ratio and truck turn-movements; causing a number of safety issues. Further, the current interchange does not provide access for bicycles or pedestrians over Interstate 5. In 2010, the City, Lane County, and the Oregon Department of Transportation (ODOT) adopted the Coburg Interchange Area Management Plan (IAMP). IAMPs manage interchanges and adjacent land to ensure that the transportation planning reflects the local land use assumptions and builds future transportation infrastructure within the IAMP boundary accordingly.

Coburg Road is also an important transportation facility which links Coburg to Eugene(South) and Harrisburg (North). Coburg Road becomes Willamette St. within the Coburg city limits. The local street system in Coburg is adequate for current development and to serve existing vacant sites within city limits, though local circulation at the periphery of the city limits needs to be improved; there are several dead-ends. Internal streets will be needed for development of some vacantlots. Extension and improvements to local collector roads will be required in conjunction to future development.

Transit service, provided by Lane Transit District, includes minimal circulation within the City, but does provide direct service to Eugene. Transit service helps link Coburg to the larger Eugene-Springfield labor market. Limited transit service may constrain labor supply, particularly for employers that rely on workers that may not have access to a car. Population and employment growth in Coburg may lead to more frequent bus service. Coburg is not served by a railroad. Lack of railroad access makes Coburg a poor location for firms engaged in heavy manufacturing, warehousing and distribution, and other activities that rely on rail access.

The location of future transportation corridors and access to I-5 will be key issues to consider if the City determines that expansion of the UGB is needed to accommodate additional employment lands.

Public Services

The availability of public services is crucial to support employment growth in Coburg. Water and sewer service are essential for production and to support employees in the workplace. Police and fire services are needed to protect the assets of firms in Coburg. A major deficiency in Coburg's existing public service profile is the lack of sewer service; residents and firms in Coburg are served by on-site septic tanks and drainfields. This deficiency is seen as the main cause of Coburg's lack of economic growth in the recent past. The amount of residential and commercial development in Coburg is limited by the lack of sewer service, and sewer service will be necessary to support forecast population and employment growth.

Sewer

The Wastewater Facilities Plan (S1999) identified options for the development of a wastewater collection and treatment system. The City of Coburg chose to pursue a Septic Tank Effluent Pump (STEP) sewage collection and treatment system. As soon as 2012, all residents and businesses will be connected and the plant will be turned on.The City is responsible for maintenance of the STEP system.

Coburg's wastewater facility has capacity to accommodate growth within the 20-year planning period. Coburg's 2010 wastewater average usage is 760 EDUs. (An EDU is a measure of flow, representing the equivalent of a residence. Commercial usage is approximately 50 percent of the total.

The Coburg wastewater facility is being planned and constructed to accommodate approximately 2000 EDUs. All of the system will be built either to immediately accommodate that many users or as a part of a modular system where additional modules can be added in the future. The funding structure is such that existing users are paying for their share of the capacity of the system and future users will pay via system development charges (SDCs).

Water

The City of Coburg owns and operates the Coburg Water System, which serves businesses and residents within the city limits. According to the 2005 Water System Master Plan Update, the current water system is deficient in both supply and storage. Coburg is currently in the process of increasing its water capacity. The City is in the process of selecting a site and design for a new well and City officials assert that water capacity and storage will be sufficient to meet future demands as planned.

The 2005 Water System Master Plan estimates future water demand based upon future growth forecast in the 2004 Study for the year 2025, which used a population projection of 3,300 residents, and a land need of 311 acres of employment land, and 78.7 acres of parks and recreation and other public land. The future demand estimate is based upon residential demand increasing proportional to population increases, while industrial and commercial uses were based upon an analysis of water demand based upon water use per acre of developed land, using an evaluation of past billing records.

The design for the wastewater system, which was completed after the 2005 Update, allows for reclaimed water to be used for irrigation at parks, schools and businesses, which may decrease overall water demand.

Public Safety/Emergency Services

Coburg receives fire services from the Coburg Rural Fire Department's two paid and 26 volunteer firefighters out of one station located in the northwest corner of Coburg. Coburg is also served by its own Police Department which consists of two full-time officers, four reserve officers and one police records clerk.[41] This level of fire and police protection has been significantly reduced from past levels due to budget constraints, but it should be noted that Coburg's six-officer department remains the largest in Oregon per capita, it is 50 percent larger than the next two largest departments, and twice the size of an average Oregon municipal force.

State of the art medical services are available only 5.5 miles away from Coburg at the newly constructed Peacehealth Riverbend hospital in Springfield. The hospital is a comprehensive regional medical center and Level II trauma center. A level II trauma center provides

[41] City of Coburg Website, http://www.coburgoregon.org/home/cob/smartlist_64/department_personnel.html, 01/27/09

comprehensive trauma care and supplements the clinical expertise of a level I institution. It provides 24-hour availability of all essential specialties, personnel, and equipment.[42]

Utilities

According to the Oregon Economic & Community Development Department, Coburg is served by Northwest Natural for natural gas and both Emerald Public Utilities District (EPUD) and Pacific Power and Light (PPAL) for electricity. Properties north of Pearl Street are served by EPUD and properties south of Pearl Street are served of PPAL. Rates for industrial and commercial customers vary by need and may be negotiated for very large consumers of utilities.

Equally critical to the attraction and retention of many business sectors, is the creation and maintenance of a strong technology infrastructure. Coburg's telecommunications services are provided by Qwest and by Charter High-Speed Cable. Broadband services are available only from QWest. Among these DSL and T1 lines are the primary services used. These services are sufficient to meet the telecommunications needs of most potential firms.

Local Planning and Support

Economic Development in Coburg and Lane County is served and supported by a number of organizations who are dedicated to elements of economic wellbeing in Coburg and Lane County as a whole. These organizations include: Travel Lane County, Coburg Chamber of Commerce, Lane County Community and Economic Development, Lane Metro Partnership, as well as staff and officials responsible for economic development at the City of Coburg. Most of these organizations address economic development for Lane County or the entire State forcing Coburg to compete with other communities for the resources available for such assistance. Coburg's development constraints, specifically the lack of sewer service, have made it a challenging area for economic development, however its excellent location and other economic factors have provided for significant industrial development in the recent past.

The planned development of Coburg's wastewater treatment facility is evidence of local planning and support for environmental sustainability and controlled growth opportunities.

Coburg's Comprehensive Plan includes numerous policies and goals aimed at supporting Coburg's Economy (see Appendix F). As part of its comprehensive planning, the City will have to find some balance between sometimes conflicting goals of, for example, high-quality public services and low costs, or accommodating employment growth with low-cost land and protecting farmland around Coburg from urbanization. Additionally, there are several comprehensive plan policies addressing the preservation of Coburg's small town atmosphere and quality of life. Economic development will be subject to both sets of local values and priorities.

Coburg also has a number of districts and other planning characteristics which lend economic development. These include both Local Improvement Districts and Urban Renewal Districts.

A survey was sent to Coburg businesses and local economic development organization personnel. Respondents to that survey identified both positive and negative local planning and support dynamics in Coburg. Due to a relatively meager response to the survey the results should only be considered anecdotally. From those who responded the following themes arose:

[42]PeaceHealth Medical Group Website, http://www.peacehealth.org/Oregon/News/Facilities, 2/23/09

- Respondents confirmed that factors attracting business to Coburg are its proximity to Eugene-Springfield, its small town environment, proximity to I-5 and reasonable start-up costs.
- More than one respondent identified the following factors that may detract business from locating in Coburg: small town politics, lack of sewer service, and lack of services. One respondent expressed disappointment with the lack of a strong "anchor" in town.
- Respondents suggested that better dining and grocery opportunities were needed. Others suggested focusing on the antiques industry.
- Among respondents generally, interest in industry growth was limited to areas along the freeway.
- Some respondents expressed concern in making plans during this period of economic recession.
- Respondents generally expressed optimism in Coburg's economic advantages (proximity to I-5 mentioned multiple times).
- Some concerns for future included "lack of civic protocol", lack of sufficient City staff, loss of citizen's trust, lack of clear vision.
- More than one respondent expressed frustration with inconsistencies in design standards, causing confusion and lack of cohesion in town.

The City has established the Coburg Urban Renewal District under the provisions of Oregon Revised Statute Chapter 457. The Coburg Urban Renewal Agency was created for the purpose of providing funding for the City of Coburg to plan and construct a municipal wastewater collection and treatment center.

The City does not contain an enterprise zone designated under ORS 285C.250. An enterprise zone is a specific area in which new plant and equipment of "eligible" (typically manufacturing) businesses that create jobs receive exemption from local property taxes for three or more years. Previously, an enterprise zone was established, but this was terminated in 1995. According to the Lane Metro Partnership, the City is also not eligible to reinstate an enterprise zone.

The State's Economic and Community Development Department has an industrial site certification process in place. Site certification can be very helpful to firms looking to locate, as it ensures that sites are "shovel ready", and can be utilized quickly, without time consuming and risky permit processes. Although there are industrial sites in Coburg that could be considered "shovel ready", or nearly shovel ready, there are currently no "certified" sites within Coburg's UGB.

Labor Force

The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force.

The labor force in Coburg is not limited to local residents; firms in Coburg attract workers from surrounding communities, and residents of Coburg may work in other communities. The labor market area in Coburg includes the Eugene-Springfield metropolitan area and rural communities in the southern Willamette Valley. In 2007, the Lane Council of Governments (LCOG) conducted a survey for the Lane Transit District (LTD) of employees at Monaco Coach that asked employees their place of residence. As Coburg's recent largest employer, the extent of

the labor market area for Monaco Coach is a good indicator of the potential labor market area for Coburg as a whole.

Table 5.12 shows the place of residence by zip code for Monaco Coach employees that reported this information in the survey. The table shows that 63 percent of Monaco Coach employees in 2001 were from Eugene or Springfield. At least 3 percent of Monaco Coach employees commuted from the communities of Cottage Grove, Junction City, Creswell, and Veneta and Elmira combined. The geographic area bounded by these communities represents the primary labor market area for firms located in Coburg. According to these results, a small share of Monaco Coach employees were from more outlying communities, such as Oakridge and Blue River, but the number of employees is too small to include these communities in the primary labor market area for Coburg. Surprisingly, no employees of Monaco coach reported living in Harrisburg, despite its relative proximity.

Table 5.12 Distribution of Monaco Coach employees by place of residence, 2001

Zip Code	City	Share
97402	Eugene	18%
97478	Springfield	18%
97477	Springfield	16%
97404	Eugene	11%
97424	Cottage Grove	7%
97401	Eugene	6%
97448	Junction City	6%
97408	Eugene	5%
97405	Eugene	4%
97426	Creswell	3%
97487	Veneta	2%
97455	Pleasant Hill	1%
97437	Elmira	1%
97463	Oakridge	1%
97419	Cheshire	1%
Total		**100%**

Source: Lane Council of Governments, 2001

The availability of skilled labor is critical for economic development. A recent statewide survey in Oregon found that nearly one-half of Oregon's employers in Lane County said that a shortage of skilled workers made it difficult to find qualified workers to fill job vacancies.[43] This shortage was reported at a slightly higher frequency by Lane County employers than Oregon employers. The recent economic downturn will greatly reduce this issue in the short-term, but it will likely remain a long-term issue if not addressed.

Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. The Oregon Employment Department reports that Lane County had an unemployment rate of 11.3 percent in February of 2009. This is up 6.3 percent from the 5.0 percent reported in February of 2008. In February 2008, Lane County's unemployment rate was above the State level of 10.8 percent and the U.S. rate of 8.1 percent.[44]

[43] *2008 Region 5 Employer Survey Results, Worksource Oregon Employment Department, October 2008, pg. 6*
[44] *Unemployment rate chart*
http://www.qualityinfo.org/olmisj/ChartView?startyear=1996&area=4101000000y&area2=0000000000y&area3=4104000039n&=View+Chart&graph=unemp

The Oregon Employment Department does not have any information on the skills or experience of unemployed workers in the state. Considering the significant number of manufacturing facility closures, it is safe to assume that Lane County currently has a Labor Force with high levels of skill in the manufacturing sector. Of concern is the chance that skilled laborers will leave the region in search of jobs and create a shortage of employees with such skills.

Housing

Housing is an important component of any economic development strategy. Goal 10 requires cities to develop strategies to provide housing affordable to households at all income levels. In addition to concerns about availability of needed housing, the need for higher quality housing for managers also needs to be considered in both housing and economic development strategies. Moreover, ORS 197.296 requires communities to inventory Buildable residential lands and conduct housing needs analysis. Such an analysis is presented in Chapter 3 of this report. Accommodating this population growth, however, requires expansion of the City's sewer capacity. Since employees in Coburg could live in Eugene-Springfield or other communities in the southern Willamette Valley, housing capacity is not crucial for increasing employment in Coburg. Housing availability, however, is important if Coburg seeks to attract employers who wish to offer their employees the quality of life and short commute that comes from living and working in a small town.

Housing is also important to maintain a balance between jobs and housing to reduce automobile commuting and to achieve other economic development goals. As mentioned before, past planning efforts in Coburg, including the Coburg Crossroads visioning process (2003) provided guidance that the City should adopt policies to target housing for families, in part to help maintain enrollment at Coburg Elementary and to address Comprehensive Plan goals to lower (VMT) Vehicle Miles Traveled.

Renewable and Non-Renewable Resources

Coburg is located near large areas of forest land owned by private owners and under Federal contains access roads and is managed for timber production. Despite reduced logging because of environmental concerns, the proximity to supplies of raw timber mean that forestry, logging, and other production related to the forest will remain important economic activities in the southern Willamette Valley and western Oregon. Coburg's proximity to timber supplies and I-5 might allow it to attract firms engaged in lumber and wood products manufacturing or related activities. A Weyerhaeuser lumber mill is currently located north of Coburg (employment at this mill is not included in the Coburg employment data presented in this chapter because the mill is too far away from the City's UGB).

Coburg is also located in an area with prime agricultural land, particularly to the north and west of the city. The proximity to prime farmland can help Coburg attract businesses that support farming activities, such as farm equipment manufacturing and sales. Coburg might also attract businesses in food processing or markets that sell local agriculture products, such as organic farms or specialty nurseries. The development of the local agriculture industry can help support the small-town character of Coburg. Development of a farmer's market or similar farm stands could help attract visitors to Coburg and create synergy with existing businesses and events in the city.

Coburg also has several hundred acres of land designated and zoned for sand and gravel extraction and processing along the McKenzie River west of Coburg Road (owned and operated by both Egge Sand & Gravel Co and Wildish Sand & Gravel Co.). Aggregate is a non-renewable resource that is becoming more and more difficult to develop in the Willamette Valley. The

resource on the north side of the McKenzie has been designated in county planning documents since before 1980, and most of it is zoned and permitted for sand and gravel operations. Based on past conversations with staff at the two aggregate operations, the resources on the north side of the McKenzie could last 25 to 35 or more years. Transport of aggregate is an issue germane to the City's planning efforts.

According to staff at Wildish, the company will be transporting the excavated aggregate to the processing plant on the south side of the McKenzie via a conveyor belt bridge. Egge will continue to use Coburg Road. As part of the UGB expansion analysis (see Chapter 7), aggregate resource needs should be considered so that identified aggregate resources can be protected and conflicting uses can be avoided. None of the lands designated for sand and gravel use are included in the review of areas for potential UGB expansions in this study; this resource should be considered in future studies.

Coburg's Economic Priorities

A review of recent Coburg community visioning documents, interviews with stakeholders and conversations with the Coburg Technical Advisory Committee reveal a number of priorities for Coburg's economy. First, it is a clear priority of the City to protect the small town atmosphere that exists in much of Coburg, particularly the area in and around the Central Business District. The City's economic priorities seem to focus on the possibility of industries that capitalize on that dynamic, or at least do not directly threaten it. Additional priorities include a desire to attract more professional office activity, as well as health related businesses. Also, the City has indicated its continuing commitment to provide an adequate amount of level, buildable land which has good access to arterial streets within existing city limits to meet local and regional industrial needs.

In order to better assess business trends and needs and their impact on Coburg's economic development potential, LCOG staff were in contact with a number of representatives from organizations who are actively involved in economic development issues in the Lane County area. These contacts included Jack Roberts of the Lane Metro Partnership and Bob Warren of the Oregon Economic & Community Development Department, as well as the Region 5 State Economist, Brian Rooney. Their expertise provided important insight into Coburg's stated economic priorities.

The following describes these different priorities in more detail:

Retail Trade

There is a widely expressed desire for more Retail Trade businesses that focus on Coburg's reputation and history in antique shops and malls. Connected to that is a desire to develop and attract more businesses in the Leisure and Hospitality Sector. Because of the City's proximity to I-5 and its uniqueness, Coburg is seen by many as having additional potential as a tourist destination.

There was agreement among the economists that there will be demand for retail goods and services with increasing population, but it probably will not be a large economic opportunity for the City. One economist suggested however, that Coburg's economic fortunes could benefit through a stronger retail and service sector that would not only serve its own residents but also the rest of the Eugene-Springfield area. He further explained that unlike some isolated regions, such as the Oregon Coast, where affluent retirees are primarily served by a lower-paid retail service sector base (creating a somewhat unhealthy dichotomy among economic classes), Coburg should consider that

its residential and employment opportunities exist within the context of the broader economic region of Eugene-Springfield and thus should not see the growth of retail and service sector jobs as in any way unhealthy.

Similarly, the consulting economists confirmed that growth in Leisure and Hospitality sector is a reliable assumption based on Lane County's dynamics as well as Coburg's.

Professional Office

Priorities include a desire to attract more professional office activity, and more specifically, health related businesses. Coburg is not far from the new Peacehealth Riverbend Hospital in Springfield and sees its locale as desirable for health related and support services. It is noted that Coburg is currently home to Manley Services which is a licensed third party medical benefits administrator.

The consulting economists expressed uncertainty about the potential for Coburg to attract firms in the health industry. In general, there is a tremendous amount of competition for these firms, and as close as Coburg is, it may be regarded as being too far from the new hospital. Therefore, it is projected that the majority of support services to the hospital will locate in Springfield, closer to the hospital. This does not suggest that other office uses should not be able to realize some of Coburg's comparative economic advantages.

Industrial

Coburg's residents cannot and do not disregard the City's potential for industrial business growth. The City lies directly on I-5, the main thoroughfare for ground transportation in the Pacific West. The RV industry currently dominates the industrial lands between downtown Coburg and I-5. With legitimate concern existing regarding the long-term health of the RV Industry, and Coburg's desire to better realize its economic potential, diversify, and be flexible to respond to a variety of potential business sectors, the City has identified several other industrial priorities. These include:

Clean-Tech Manufactures

The clean-tech industry is fairly new and is not easily defined. One summary of the clean tech industry is provided by cleantech.com which states that "clean-tech is new technology and related business models offering competitive returns for investors and customers while providing solutions to global challenges". The "Clean" industry embraces a diverse range of products, services, and processes across industries, but is generally defined by the following industrial segments:

- Energy Generation
- Energy Storage
- Energy Infrastructure
- Energy Efficiency
- Transportation
- Water & Wastewater
- Air & Environment Materials

There is a great demand for this type of facility throughout the State and nationally, and the consulting economists noted that Coburg may not have any particular advantages that would attract these businesses to the City over other communities nationally and state-wide. Because this is an emerging industry, the economists cautioned that the

future of this sector was uncertain at this time, and could be volatile as businesses adapt to changing market factors.

Warehousing/Distribution Centers

Distribution centers typically consist of a warehouse or other specialized building with refrigeration or air conditioning which is stocked with products to be re-distributed to retailers or wholesalers. These centers can employ up to 800 employees.

Coburg exhibits a lot of the competitive advantages conducive to warehousing and distribution centers. These include its proximity to I-5, regional markets, and labor. According to the Economic and Community Development Department's "must " criteria for Warehouse and Distribution industries, a minimum of 25 net contiguous developable acres is required. Additionally it is required that an interstate or highway be within five miles of the site. Access is key to the warehouse and distribution industry. Lands in Coburg along I-5 provide excellent opportunities for access to transportation. Local distributors place a higher premium on sites that are centrally located and as a result are willing to trade off congestion for a location that can reach a number of places in the region.

Another potential area of emerging growth includes medical equipment distribution centers, which rely on good transportation access. One consulting economist noted the significant size of available land that may be needed to accommodate these uses and the need to resolve the access issues at the I-5 interchange in Coburg, if these uses were to locate within Coburg. As an example, a nearby Lowe's distribution center is approximately one million square feet, similar to the size of the Target distribution center in Albany.

There are uncertainties about the barriers that may exist within Coburg's land use regulations pertaining to these uses. Currently Coburg's zoning does not allow for new warehousing facilities within its Highway Commercial zone and limits wholesaling, warehousing and storage to 250,000 square feet in the Light Industrial zone.

The Technical Advisory Committee along with the City Council and Planning Commission have expressed a disinterest in distribution and warehousing centers as a favorable form of economic development.

General Industrial

General industrial building types can accommodate light to heavy manufacturing activities and encompass a wide range of activities from research, development, manufacturing and fabrication. Buildings can be as large as 400,000 square feet in size. The buildings range from custom built projects for single user company operations to more general spaces that are built as speculative facilities. Heavy manufacturing activities that require bulk materials locate adjacent to rail and port facilities to take advantage of cost savings from these types of transportation facilities. General industrial sites generally require the following site characteristics:

- Freeway access within 3 miles of an interchange via an arterial
- Freeway access within 3 miles of an interchange via an arterial street;
- Net parcel sizes: varies between 1-5 acres and 10-20 acres, depending upon the shape of the lot and constraints;

- Location near other firms to provide access to an adequate labor pool
- Stable soils, flat sites to reduce required site work, allow truck access and interaction between businesses

There was general agreement among the consulting economists that Coburg is well-suited to support industrial development, provided that it has sufficient available land and is able to address the interchange issues.

Manufacturing, Transportation and Warehousing and Wholesale Trade were identified as competitive industries for Coburg, particularly small manufacturing. All economists cautioned that attracting large manufacturers, like another Monaco Coach, is very challenging and that time and energy should instead be focused on smaller regional manufacturers.

One consulting economist did, however, note that if Coburg were to provide a larger sites (50+ acres) it could have a marketable advantage over other communities in the region, such as Eugene and Springfield, which may have limited ability to accommodate large-size sites so near the freeway. There can be a lot of competition for mid- to smaller-sized sites, and businesses looking for this type of site may be drawn to the urban services in Eugene and Springfield, rather than Coburg.

Finally, another consulting economist stressed the need to provide a variety of sites so that the City could be flexible in responding to the needs of different firms. The following sample range of sites was recommended to more flexibly respond to market factors:

- One 50+ acres site
- One-to-two 20+ acre sites
- Smaller sites with intermix of commercial and industrial uses

Agriculture-related Industry

The 2004 Study identified Agriculture as an industry exhibiting a comparative advantage within Coburg. Businesses that capitalize on the City's location within the Willamette Valley, proximity to farmlands, and good transportation access, such as natural food manufacturers, were also mentioned. The region has established a good reputation for this type of industry, and Coburg could capitalize on this.

The City has identified a number of economic priorities and target industries. As the City looks to diversify the types of businesses its economy consists of, it is also important to evaluate its policies to ensure that they do not erode industrial lands. The City contains areas that have the potential to be prime industrial land, given their size, topography, provision of utilities, and access to transportation.

One of the concepts stressed was the need to have strong vision, but to remain open to options that may come forward. Professional economists and City officials commented on the need for available land and potential limitations for logical expansion areas for industrial development due to existing constraints, such as wetlands, agricultural land, and proximity to residential lands. The eastern side of I-5 was mentioned as a potential logical expansion area.

Members of the TAC recognize the factors identified by the local economists and the industries that the City may be best poised to attract. The TAC restated the City's aversion to large and potential unsightly industrial uses (specifically warehousing) that do not fit into the community character envisioned for the City. There was concern that warehousing in particular would not provide for significant employment opportunities, given their historically low employee per acre ratios. There was also concern that an unsightly industrial area will give passers by the wrong impression the character of Coburg. There was discussion about the role that new design standards could provide in mitigating these potential aesthetic and community character concerns. No specific industry direction was provided to staff by the TAC. Instead there was support expressed for an approach of flexibility as suggested by the consulting economists. The idea of securing the availability of one or two mid-sized lots (20+ acres) was supported as a concept.

Summary of Coburg's Economic Factors

This section has provided information on the range of firms that Coburg may wish to attract and that may be attracted to Coburg given its economic advantages. It also outlined some of Coburg's comparative advantages in the region and issues that the City may need to address to attract these types of firms and economic growth in general. Any efforts the City of Coburg makes to attract and retain economic activity will be subject to its competitive advantages and disadvantages against other locations in the region, state and nation. Coburg's economic factors are the foundation of its competitiveness. The economic factors which give Coburg its most competitive advantage include its proximity to the Eugene-Springfield metropolitan area, its access to I-5, and its high quality of life. Its greatest challenges include buildable land in the form of large sites and political support for the realities of economic growth. Coburg exhibits competitive potential to accommodate regional industrial growth. Local policy and priorities will dictate whether fulfillment of this potential can occur or not.

For this reason, the supply of buildable land is the primary constraint to significant employment growth in Coburg, and ultimately the employment capacity of existing buildable land (plus expansion and redevelopment) determines the maximum amount of employment growth Coburg can expect over the forecast period.

Land Demand Implications of Economic Growth

This section addresses Coburg's employment land needs by identifying its current resources (supply) and comparing them with current and projected demand. Economic growth requires land for employment as well as other purposes. Cities in Oregon are required by OAR 660-024-004 to provide justification for any expansion of an Urban Growth Boundary. This justification comes in the form of analysis indicating that needed land for future employment, employment opportunities and population growth cannot be accommodated by existing buildable or redevelopable land resources within the current UGB.

Employment Density

There are different methodologies for identifying future land need. A commonly used procedure based on employment density was chosen for this analysis. Employment density is the ratio of employees of a certain type (i.e. industrial, commercial or all) within a specific geographic area. This figure can be compared and measured against the amount of occupied land designated for that specific use (i.e. industrial or commercial) within that same geographic area (i.e. industrial employees in Coburg per industrial acres in Coburg). The Technical Advisory Committee decided to use a floor area ratio (FAR) methodology for calculating employment densities in

Coburg. FAR is a commonly used measure for determining employment density. The benefits of FAR analysis include the following:

- Employment density will be closely linked to the realities of what types of development the code will allow. The analysis process also reveals what Coburg's employment density potential is.
- FAR is better when trying to establish changes to historic employment growth patterns. For example, the Highway Commercial zone currently has an employee per acre (EPA) that is extremely low. FAR analysis reveals the actual employment potential of the zone and allows for wiser consideration of the use of sites within each zone.

The FAR methodology utilizes employee per square foot assumptions to determine employment density. There is general consensus in empirical studies that a typical range for office use is between 300 and 500 square feet per employee; retail can be the same or slightly higher. Industrial and warehousing may reach as high as 600 to 1,000 per employee.

Estimates for FAR can be averaged for industry or land use type. Though the Coburg Zoning Ordinance does not establish a floor area maximum or minimum in any of its zoning districts, staff has used other development factors such as building height, lot coverage, and parking to calculate a potential FAR. Using this method, it was determined that the Highway Commercial district has the potential to yield an FAR of 0.7, while the industrial zone has the potential to yield an FAR of 0.6. The potential FAR for the Central Business District could be greater, given the higher allowable lot coverage.

Though there is potential to achieve these FARs, market conditions and community sentiment may not support this intensity of development within Coburg. To better understand how this FAR would correspond to a typical Employee per Acre (EPA) analysis, staff has prepared a table summarizing corresponding EPA figures. Table 5.13 shows Coburg's estimated existing EPA profile. Table 5.14 provides a summary of the EPA associated with the FARs described above in comparison with the Coburg's existing and common or "typical" EPA figures.

Table 5.13 Estimated Existing Employment Density

Comprehensive Plan Designation	Employees in 2009	Occupied Acres	Emp./ Acre
Central Business District	175	11.50	**15.2**
Highway Commercial	177	57.70	**3.1**
Light Industrial	2,530	172.00	**14.7**

Source LCOG

Table 5.14 Coburg EPA and FAR Results Comparison

	FAR	Emp/sq ft.	Corresponding EPA	Existing EPA	"Typical" EPAs
Central Business District	1	1/400	108	15	15-25
Commercial Highway	0.7	1/500	60.9	3	10-15
Light Industrial	0.6	1/1000	26.1	15	8-12
Campus Industrial	0.5	1/500	43.5	N/A	15-20

These figures demonstrate that an FAR methodology using a greater development potential will yield significantly more employees per acre than would traditionally be found within Coburg or within 'typical' conditions. This can be adjusted by modifying the anticipated FAR. Several other economic opportunity analyses reviewed by staff have used an FAR of 0.3. The TAC reviewed visualizations of employment at different densities. Based on FARs in other Oregon communities and consideration of Coburg appropriate employment density, it was concluded that FARs planned for zones within Coburg should represent less density than allowed for in the code. Rather than planned FARs of 0.7 or 0.6, the TAC recommended that planned FARs of 0.2 to 0.4 be utilized. Table 5.15 shows the planned FARs which are utilized to determine employment density in this study.

Table 5.15 Coburg Planned Employment Density

Comprehensive Plan Designation	FAR	Corresp. EPA
Central Business District	**0.25**	25.00
Highway Commercial	**0.20**	17.40
Light Industrial	**0.30**	13.10
Campus Industrial	**0.27**	23.50

Source LCOG

Employment Density and Employment Projection:
In this analysis, future land need is determined using Coburg's planned FAR figures as well as an Employment projection for Coburg's UGB (See Table 5.9). Table 5.16 reflects the projected total employment growth by 2-Digit NAICS sector and plan designation over the 20 year planning period. Employment growth within Coburg's UGB during this period yields an additional 615 new jobs, for an employment total of 4,035 in 2030.

The table reflects the distinction between land use designations. Anticipated growth for each sector is distributed amongst the plan designation types. This distribution was derived using an analysis of Coburg's current land use code, as well as the current distribution of these employment uses. Because no actual acreage with Campus Industrial District designation currently exists, two employment distribution scenarios are presented. Scenario 1 reflects a future distribution without an active Campus Industrial District (CI), and Scenario 2 reflects a future distribution with such a District.

Table 5.16 Distribution of anticipated Employment within Coburg Zones					
Scenario 1: Without an implimented Campus Industrial Zone (C-IND)					
	Change 2010-2030	**C-1**	**C-2**	**LI**	**CI**
Construction	82		31	51	
Wholesale trade	37	4		33	
Trans., Warehousing, and Utilities	10			10	
Industry Other*	149			149	
Retail trade	198	34	160	4	
Financial Activities	56	34	22		
Professional and Business Services	19	5	14		
Leisure and Hospitality	29	13	16		
Other Services	7	3	4		
Commercial Other**	28	8	20		
TOTAL	**615**	**101**	**267**	**247**	**0**
Scenario 2: With an implimented Campus Industrial Zone (C-IND)					
Construction	82		32	34	16
Wholesale trade	37	4		18	15
Trans., Warehousing, and Utilities	10			10	
Industry Other*	149			90	59
Retail trade	198	30	164	4	
Financial Activities	56	34	22		
Professional and Business Services	19	5	5		9
Leisure and Hospitality	29	13	16		
Other Services	7	2	3		2
Commercial Other**	28	8	20		
TOTAL	**615**	**96**	**262**	**156**	**101**
Department 2006-2016 Employment Forecast.					
* Industry sectors with >3 firms (Manufacturing and Natural Resources & Mining)					
** Commercial sectors with >3 firms (Information, Education and Health Services and Government)					

Coburg's UGB employment growth during the planning period yields an additional 96 to 101 employees within the C-1 (Central Business) District, depending on the scenario. Coburg's UGB employment growth during the planning period yields an additional 262 to 267 new employees in the C-2 (Highway Commercial) District. If Campus Industrial District acreage is established there will be fewer employees on Highway Commercial lands. The Light Industrial district would be most impacted by the designation of Campus Industrial acreage. Coburg's UGB employment growth during the planning period yields an additional 156 new employees (with CI District) and 247 new employees (without CI District) in the Light Industrial district. Given the existence of a CI District in Coburg, it is estimated that 101 of the anticipated employees would be expected to locate within the district over the planning period.

Coburg Retail Space

Another method to evaluate potential demand for retail employment specifically is to consider the amount of retail sales leakage in the Coburg area. Sales leakage can be summarized as the loss of money or business from a community due to the lack of available services capable of receiving that money or business. Sales leakage information can be translated into estimates of building square footage demand. The estimates provided below represent maximum potentials

assuming 100 percent sales leakage recapture. Also quantified with this analysis are future retail potentials associated with population growth to 2030.

Local Resident Demand:

- Coburg's market could support up to an added estimate of 36,600 square feet of retail space - to fully serve existing locally generated resident needs and population growth anticipated over a 20-year forecast period to 2030.
- On paper, the greatest future in-city residentially generated retail market need is general merchandise. However, not all of the demand indicated should be expected to be served by new retail stores in Coburg, as the amount of demand supported by the local population alone is often below the minimum size thresholds of retail establishments.
- Additional square footage could be needed as a result of demand generated from tourist trade, as well as trade occurring from residents in the rural areas outlying Coburg.
- 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 radius[45]. 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.

This information is summarized in Table 5.17:

Table 5.17. Coburg Commercial Retail Space Potential (2010-2030)

		Building Space Demand (sf)		
Retail Categories	**Retail Sales/Sq. Ft.**	**Leakage Recapture**	**Future Growth**	**Total Potential**
Furniture & Home Furnishings Stores	$210	1,512	2,518	4,030
Electronics & Appliance Stores	$310	975	1,624	2,599
Bldg Materials, Garden Equip. & Supply Stores	$390		1,864	1,864
Food & Beverage Stores	$410		8,128	8,128
Health & Personal Care Stores	$370	693	1,154	1,847
Gasoline Stations	$1,350	565	1,806	2,371
Clothing and Clothing Accessories Stores	$250	1,618	2,694	4,312
Sporting Goods, Hobby, Book, and Music Stores	$220	750	1,249	1,999
General Merchandise Stores	$350	5,597	9,319	14,916
Miscellaneous Store Retailers	$210		1,330	1,330
Nonstore Retailers	N/A	-	-	0
Food Services & Drinking Places	$315		9,884	9,884
Total		**9,223**	**27,436**	**36,659**

Source: ESRI Business Info. Solutions, LCOG (based upon methodolody used by E.D. Hovee & Company, LLC[46])

Resulting Acreage Demand

Table 5.18 shows how Coburg's employment density figures and projected employment growth figures can be used to determine new needed acres for the planning period. The table shows how the number of additional employees and employees per acre anticipated based on the FAR analysis, results in the New Needed Acres figure for each plan designation. The employee

[45] Sustainable Urbanism: Urban Design with Nature. Farr, Douglas. 2008.
[46] E.D. Hovee & Company, LLC, Cascade Locks Economic Op opportunities Analysis, June 2009

forecast indicates that 39.7 acres will be needed for Scenario 1 and 36.3 acres needed for Scenario 2, by 2030.

Table 5.18 Acres Required for Employment Growth (Scenarios 1 and 2)

Zone	Scenario 1 New Emp.	Scenario 2 New Emp.	FAR	EMP/ ACRE	Scen. 1 Needed Acres	Scen. 2 Needed Acres
C-1	101	96	0.25	25	*4.0*	*3.8*
C-2	267	262	0.2	17.4	*15.3*	*15.1*
LI	247	156	0.3	13.1	*18.9*	*11.9*
CI	0	101	0.27	23.5	*0.0*	*4.3*
TOTAL	**615**	**615**			**38.2**	**35.1**

This does not necessarily mean that Coburg will need to expand to include an additional 36.3 to 39.7 acres. First, Coburg currently has some buildable employment lands that could potentially accommodate some of this need. Second, these figures can become larger or smaller based on several additional factors discussed below.

Additional Land Consumption Considerations

An initial comparison of Coburg's employment growth and available buildable land, suggest that Coburg's current buildable employment lands are sufficient to meet the City's employment forecast. This does not necessarily mean that the City's buildable employment lands are sufficient to meet the City's economic priorities. Per OAR 660-009, Coburg must utilize national, state regional and local trends in identifying economic development opportunities that are likely to expand or locate in the study area within the planning period. Opportunities that are identified may be limited by the availability of land with required special characteristics (size, location etc.). Additional factors must be considered in the assessment of Coburg's long and short term employment land needs. These factors include an accounting for employment on residential or mixed use lands, availability of lots of sufficient size, and in maintaining flexibility in responding to economic opportunity, and market factors accounting for competiveness in the short term and long term land supply. These factors are discussed below.

Optimal Market Factors

Vacancy rates for built space are an important market factor and should reflect a long term average and provide a range of choices. The Industrial and Other Employment Lands Analysis Guidebook produced by DLCD suggests that for efficient market operation, a minimum vacancy rate for built space is between 5 percent and 15 percent. The estimate of total acres of employment land demand in Coburg is increased by 10 percent to account for the fact that the market requires more options than the employment estimate may seem to require.[47]

[47] Methods for Evaluating Commercial and Industrial Land Sufficiency: A Recommendation for Oregon Communities, OTAK and ECONorthwest, 2002, pgs. 50-52

Table 5.24 Competitive Factor-Short Term Employment Acreage Needs (1/4 of Long Term)

	Short Term Emp Change*	FAR	Emp/ Acre	Short Term Acreage Demand	50% Competitive Factor
Central Business District	25.3 - 24	0.25	25	1.01 - 0.96	*1.52 - 1.44*
Highway Commercial	66.8 - 65.5	0.2	17.4	3.84 - 3.76	*5.76 - 5.65*
Light Industrial	61.8 - 39.0	0.3	13.1	4.72 - 2.98	*7.08 - 4.47*
Campus Industrial	0-25.3	0.27	23.5	0.00 - 1.08	*0.00 - 1.61*
Total	**154**			**9.57 - 8.78**	**14.35 - 13.17**

**Range reflects two scenarios: without and with a Campus Industrial Zone*

Studies also indicate that optimal market purchasing conditions are approached when there is somewhere between two to five times the amount of needed commercial or industrial land available. If the available supply is very limited or under the ownership of relatively few persons, the market can become monopolized and prices can become inflated. Businesses prefer to have a greater variety of choices and more competitive sale prices. The provision of a 20-year supply of land in an urban growth boundary should result in a sufficient choice of lands in the market over the short-term. This assumption is not obviously wrong, but could be wrong in some instances. The short term analysis at the end of this section will discuss the market factor further.

Employment Growth Accommodated by Existing Development

The redevelopment analysis accounted for employment growth accommodated by existing development. It can reasonably be expected that a certain proportion of the expected additional workforce will be located at existing employment sites. Some businesses probably own enough land that their facilities could expand to some degree at their current location. Some existing buildings and sites may also already have the capacity to accommodate additional employees. A different sort of business that is more or less labor-intensive may occupy a site that is currently in use by another firm. In reality, it is difficult to speculate about what sort of changes will occur to local businesses in these respects, but some assumptions can be made to account for some portion of the expected employment growth occurring in existing vacant and underutilized sites. Based on a redevelopment trend analysis performed by Coburg City staff, a factor of 20 percent actual redevelopment was employed for lands within the Central Business District and 30 percent actual redevelopment was employed for the Highway Commercial and Light Industrial Zones, for the Buildable Lands Analysis, and is reflected in the 40.9 Net Total Buildable Acres figure. It should be noted, however, that the existing supply can have a significant effect on such factors as vacancy rates and intensity of use for existing sites.

Additionally, a certain percentage of workers will not require new building sites because they will be self-employed and working from their homes. A review of existing employment on residential lands in Coburg suggests that this number is minimal, with a significant amount of these employees being located at the elementary school which is zoned “residential.” This analysis therefore, does not distribute any anticipated employment growth to residential lands. It is also noted that employment on residential lands not covered by unemployment insurance, or not licensed within Coburg, is not included in Coburg’s employment forecast. Such employment growth is therefore implicitly not anticipated to require new employment land.

Lot size of Available Land

Creating buildable sites to accommodate additional employment growth requires more than just having sufficient acreage within the UGB. The sites must be of the size and type required for the type of firms desired by Coburg, with urban services and transportation access. A summary of required site types will be based on the types and sizes of firms Coburg expects in the short and long term future. Coburg's economic priorities and comparative advantages will also inform the identification of required site types. This is particularly true of industrial sites. Table 5.20 presents the results of GIS analysis of vacant and underdeveloped lots in Coburg.

Table 5.20 Lot Size of Vacant and Underdeveloped Lots by Zone

	Sizes in Acres					
	>20	10-20	5-10	1-5	<1	Total
Vacant Taxlots						
Central Business District				1	11	**12**
Highway Commercial		2			9	**11**
Light Industrial			2	3	2	**7**
Total		*2*	*2*	*4*	*22*	**30**
Underdeveloped Taxlots*						
Central Business District					22	**22**
Highway Commercial		1	4	4	3	**12**
Light Industrial		1	2	6	2	**11**
Total		2	6	10	27	**45**
TOTAL		**4**	**8**	**14**	**49**	**75**

**The BLI methodology assumes that only 30% of C-2 and LI and 20% of C-1 taxlots will redevelop*

Because of the variety of business types and their needs, inventories of available commercial and industrial properties should include a variety of lot sizes. Table 5.20 shows how the current inventory for the Coburg Urban Growth Boundary contain relatively few vacant medium and large size parcels designated for employment uses.

This is of particular importance for industrial activity, but is also important in considering some commercial needs. The available inventory should therefore include an appropriate mix of lot sizes available for development of both industrial and commercial uses.

Table 5.20 identifies that there are seven industrially designated vacant tax lots within Coburg's UGB. All of the available tax lots within Coburg's Light Industrial designation are ten acres or less. The Highway Commercial designation has two larger lots (10.5 and 13 acres), but most are under one acre. Vacant and underdeveloped lots within the Central Business District are all but entirely under one acre in size.

Lot Aggregation Analysis

A spatial analysis of Coburg's buildable lots with employment designation is necessary to understanding the real capacity of the City's current buildable employments lands inventory, particularly in the short term.

Buildable employment lots that are adjacent to one another and have the same owner can reliably be aggregated into larger "tracts" or groupings of adjacent tax lots, which can be collectively utilized. Table 5.21 shows the difference in the size for available sites when shared ownership and adjacency are accounted for. It is noted that in a few instances there is shared ownership of adjacent vacant and underdeveloped sites. This was, however, uncommon and only tracts made up of identically classified lots are represented here.

The analysis indicates that the aggregating of vacant and underdeveloped lots with shared ownership results in several larger sites or "tracts," including one underdeveloped site over 20 acres in size. It should also be noted that this analysis attempts to maximize tract size and that the larger tracts could be divided into smaller tracts.

This land availability, and previous land use patterns in Coburg indicate that the remaining buildable industrial land in Coburg's UGB will most likely be developed for small businesses, because there is not a large selection of sites large enough for a large manufacturing operation. These data clearly show that there are an extremely limited number of large tracts designated for industrial use available in the urban growth boundary. This will make it challenging for larger industrial firms targeted by Coburg to locate in the City.

Table 5.21 Tract Size of Vacant and Underdeveloped Lots by Zone, Aggregated by Adjacency and Shared Ownership

	Sizes in Acres					
	>20	**10-20**	**5-10**	**1-5**	**<1**	**Total**
Vacant Tracts						
Central Business District				1	11	**12**
Highway Commercial		2		2	3	**7**
Light Industrial			2	2	2	**6**
Total	*0*	*2*	*2*	*5*	*16*	**25**
Underdeveloped Tracts*						
Central Business District				1	21	**22**
Highway Commercial		3	2	2	1	**12**
Light Industrial	1			5	1	**11**
Total	*1*	*3*	*2*	*8*	*23*	**45**
TOTAL	**1**	**5**	**4**	**13**	**39**	**75**

**The BLI methodology assumes that only 30% of C-2 and LI and 20% of C-1 taxlots will redevelop*

Team staff performed a basic analysis of the dynamics of industrial lots within Coburg, the Eugene-Springfield Metropolitan Area and Lane County as a whole. A summary of the results of this analysis are presented in Table 5.22.

Table 5.22 Lot Size of Exisiting (2008) Industrial Uses in County, Metro Area and Coburg

	Sizes in Acres (as % of total)						
Sector (NAICS)	<1	1-5	5-20	20-50	50-100	100+	**20+ Acres**
Coburg							
Manufacturing (31-33)	0%	0%	50%	0%	50%	0%	**50%**
Wholesale Trade (42)	22%	56%	22%	0%	0%	0%	**0%**
Transportation & Warehousing (48-49)	17%	50%	33%	0%	0%	0%	**0%**
Eugene-Springfield Metro Area							
Manufacturing (31-33)	47%	32%	17%	2%	1%	1%	**4%**
Wholesale Trade (42)	62%	28%	8%	2%	1%	0%	**3%**
Transportation & Warehousing (48-49)	50%	30%	19%	1%	0%	0%	**1%**
Lane County							
Manufacturing (31-33)	27%	37%	23%	9%	1%	3%	**13%**
Wholesale Trade (42)	36%	29%	24%	7%	3%	3%	**13%**
Transportation & Warehousing (48-49)	24%	23%	31%	9%	5%	5%	**19%**

**The methodology used by LCOG aggregated properties by adjacent shared "owner address." Care was taken to remove outlyers but errors may remain.*
*** Source: LCOG Revised State QCEW employment data, 2008. Lane County Taxlot data.*

As one might expect, the results show higher industrial acreages in Lane County than in both Coburg and the Metropolitan Area. This is largely because of the lower densities that occur outside of urban areas, and the commensurate types of industries that exist on these lands (e.g.

wood products) which may require larger areas for operation. While Coburg has a limited number of firms to draw conclusions broad from, the firms present do contains large acreages.

As shown in Table 5.22, there is a precedent both locally and regionally for larger acreage sites in the industries that Coburg has a competitive advantage in and anticipates growth to occur, provided sufficient land can be made available. In order to respond to the potential opportunities to attract manufacturing and industrial firms, Coburg has identified the need to expand its current inventory of industrial land to include sites with greater than 20 acres. Since these sites currently do not exist within Coburg's existing UGB boundaries, an expansion of the UGB boundaries is needed to meet this demand and opportunity.

Available Lot/Tract Characteristics Analysis

Table 5.23 Development Profile of Vacant and Underdeveloped Taxlots within Coburg UGB

Tract No.	Tract Taxlots	Plan Des.	Acreage*	Lots	Tract Configuration	Flood Haz.**	Access	Proximity to Art./Freeway	Water Service	Electric***	Gas	Broadband
	Vacant											
1	1603330001600	C	12.80	1	Excellent		Excellent	Excellent	x	EPUD	x	DSL
2	1603330001700	C	10.68	1	Excellent		Excellent	Excellent	x	EPUD	x	DSL
3	1603330000300	I	6.39	1	Fair -- Narrow	100 yr	Excellent	Excellent	x	PPAL	x	DSL
4	1603280000606	I	5.92	1	Excellent		Excellent	Excellent	x	EPUD	x	DSL
5	1603334002200	I	3.36	1	Good -- Slightly Narrow	100 yr	Good	Excellent	x	PPAL	x	DSL
6	1603334001300, 1603334000900	I	2.19	2	Good	100 yr	Excellent	Excellent	x	PPAL	x	DSL
	Underdeveloped											
7	1603334000800, 1603334000700, 1603334000600, 1603334001100, 1603334001000	I	25.27	5	Excellent		Excellent	Excellent	x	PPAL	x	DSL
8	1603330000206, 1603334000100, 1603334000200, 1603330000208	C	17.09	3	Fair -- Flag lot Arrangement		Good	Excellent	x	EPUD	x	DSL
9	1603330000501, 1603332403000, 1603332402800	C	14.82	3	Fair -- U-shaped Tract	100 yr	Good	Excellent	x	PPAL	x	DSL
10	1603330000603	C	10.07	1	Fair -- Triangular	100 yr	Fair	Excellent	x	PPAL	x	DSL
11	1603330000203	C	6.46	1	Good -- Off of right of way		Excellent	Excellent	x	EPUD	x	DSL
12	1603334000300	I	4.91	1	Excellent		Excellent	Excellent	x	PPAL	x	DSL
13	1603332402700	C	3.67	1	Good		Excellent	Excellent	x	PPAL	x	DSL
14	1603334001600	I	3.47	1	Good		Excellent	Excellent	x	PPAL	x	DSL
15	1603280000608	I	3.24	1	Excellent		Excellent	Excellent	x	EPUD	x	DSL
16	1603330000322	I	1.98	1	Good -- Slightly narrow		Excellent	Excellent	x	PPAL	x	DSL

**C: Highway Commercial, I: Light Industrial* **

All lots were reviewed on the Region Land Information Database, those identified with "100 yr" contained some land within 100 yr floodplain. ***EPUD: Emerald People's Utility District, PPAL: Pacific Power and Light*

The most realistically developable tracts are those that have the highest acreage, least constraints, and are situated most conveniently for urban services. In Coburg these would likely include the tracts that are five acres in size or greater and located within the Highway Commercial or Light Industrial Zone. Table 5.23 provides a profile of each of these tracts:

Conclusion

This chapter has presented an analysis of the Coburg's economic patterns, potentialities, strengths, and deficiencies as they relate to state, national and local trends. Oregon Statewide Planning Goal 9 declares that a "principal determinant in planning for major industrial and commercial developments should be the comparative advantage of the region within which the developments would be located." The Chapter provided an assessment of community economic development potential and an estimate of the types and amounts of industrial and commercial development likely to occur in the planning area and during the planning period.

Chapter 6 Comparison of Land Demand and Supply, presents the results of the comparison of Coburg's Economic Opportunities and Needs with its capacity to accommodate such needs and opportunities. It includes the final conclusions about overall land needs to meet Coburg's economic opportunities.

Short Term Need Analysis

Typically, cities within a Metropolitan Planning Organization (MPO) are required by (OAR 660-009-0015) to approximate acreage and percentage of sites within each plan designation that comprise the "short-term" supply of land as part of any inventory of employment lands. Additionally communities are required by OAR 660-009-0020, to adopt the provision of a competitive short-term supply of employment lands as a local policy. However, changes made in 2005 exempted cities with a current population of under 2,500 from this requirement. Since Coburg currently has a population of less than 2,500, it is exempt form this statutory requirement.

Coburg has, however, opted to voluntarily perform elements of a short-term economic analysis. By doing so the City hopes to have a greater sense for its capacity for achieving local economic development objectives. A five year outlook is used as the bounds for a short-term analysis. The short-term future for this analysis is therefore considered the period of time between 2010 and 2015 (approximately five years).

OAR 660-009-0025(3) now gives three options when planning for the short-term analysis. The previous rules provided only one. Under the rule amendments, cities may choose to maintain 25 percent of the total land supply in short-term status, set their own short-term target based on their Economic Opportunities Analysis, or choose to participate in Oregon's industrial site certification program.

According to the DLCD Industrial and Other Employment Lands Analysis Guidebook, land qualifies as "competitive" short-term if it is ready for development within one year of a permit application or request for service extension. A 20-year land supply where 25 percent of the land is available short-term is considered a competitive supply.[48] This analysis has determined that Coburg has a 20-year employment land demand of approximately 38-42 acres. According to the DLCD workbook and OAR 660-009-0025(3) this means that Coburg should ensure that it currently has approximately 10-11 acres (25 percent of 38-42)) of employment land that is ready for development within one year of a permit application or request for service extension.

Although Coburg's long-term future extends well beyond the next twenty years, for the purposes of this analysis the long-term future is the period of time spanning the planning period (2010-2030).

[48] Industrial and Other Employment lands Analysis Guidebook, DLCD, 2005, pg. V

Short Term Constraints:
There are three primary types of development constraints: lack of urban area infrastructure; environmental issues and land use regulations; and property ownership.[49] Current constraints to short-term development within Coburg's UGB include urban area infrastructure, specifically the lack of sewer service. This study makes future conclusions based upon the completion of a sewer system in Coburg beginning as early as 2011 or 2012. This results in increased sewer capacity within Coburg's short term outlook of 2010-2015. Other existing constraints include limited capacity at the I-5 interchange in Coburg. This is another constraint for which there are adopted plans to make improvements within the short term.

Another major constraint is the current economic downturn. It is uncertain when economic activity will escalate in the region. According to the economists consulted for this study, Eugene and Springfield will be the first to benefit from increased economic activity. This is partly because firms will be more likely to locate as close to Eugene-Springifeld as possible and their will be a surplus in available commercial and industrial lands in the area as a result of the recent downturn. All three economists consulted were skeptical of Coburg's ability to attract significant economic activity before 2013 or 2014.

Additional potential constraints include property ownership dynamics that may prevent land which is technically available or "buildable" from being utilized in the short term.

Coburg's current economic constraints make significant economic growth within the short term (the next five years) unlikely.

Short Term Demand
Table 5.24 shows Coburg's short term acreage demand as a simple percentage of the total employment growth forecasted to occur between 2010 and 2030 within each zoning designation. Both the short-term acreage demand and the short-term change in employment for both commercial and industrial needs are essentially one fourth (5/20) of the long-term. Additionally, the DLCD Industrial and Other Employment Lands Analysis Guidebook suggests that short-term demand should be adjusted upward to reflect a "competitive market factor". According to the guidebook these adjustments can range between 50 and 200 percent. Given Coburg's short-term market an adjustment of 50 percent is used. Table 30 reflects this adjustment which would raise the short term acreage demand total from 8 or 9 acres to 13 or 14 acres. The analysis shows the most short term need in the Light Industrial and Highway Commercial designations.

Table 5.24 Competitive Factor-Short Term Employment Acreage Needs (1/4 of Long Term)

	Short Term Emp Change*	FAR	Emp/ Acre	Short Term Acreage Demand	50% Competitive Factor
Central Business District	25.3 - 24	0.25	25	1.01 - 0.96	*1.52 - 1.44*
Highway Commercial	66.8 - 65.5	0.2	17.4	3.84 - 3.76	*5.76 - 5.65*
Light Industrial	61.8 - 39.0	0.3	13.1	4.72 - 2.98	*7.08 - 4.47*
Campus Industrial	0-25.3	0.27	23.5	0.00 - 1.08	*0.00 - 1.61*
Total	**154**			**9.57 - 8.78**	**14.35 - 13.17**

**Range reflects two scenarios: without and with a Campus Industrial Zone*

Industrial and Commercial Land Available in the Short Term
The recently conducted Buildable Lands Analysis, included as Chapter 3 of this report, provides a broad summary of available commercial and industrial lands. Chapter 6, the Comparison of

[49] Industrial and Other Employment lands Analysis Guidebook, DLCD, 2005, pg. 2-15

Land Needs and Demand will discuss in greater detail the specific 20-year acreage demands that result from the Economic Opportunities Analysis and the Buildable Lands Analysis. The question of short-term land availability is a question of Coburg's capacity to provide shovel-ready sites between 2010 and 2015, specifically 13-15 acres. Table 5.21 shows a summary of vacant and underdeveloped sites within Coburg. This summary suggests that there are a number of sites of sufficient size, and characteristics to meet this short term demand as defined by the DLCD workbook. This short term acreage need of 13-15 acres does not take into account the possibility of one large employer seeking a site of significant acreage (25+ acres) in Coburg. Although it is not anticipated in the short term, Chapter 6 will provide a discussion of Coburg's need and desire to secure additional industrial land of sufficient size to accommodate industries with larger land needs that are likely to be attracted to Coburg within the long term economic planning period.

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CHAPTER 6. COMPARISON OF LAND SUPPLY AND DEMAND

This chapter summarizes data and analysis presented in Chapters 2 through 5 to compare "demonstrated need" for vacant buildable land with the supply of such land currently within the Coburg UGB and City Limits. Chapter 2 described population and employment forecasts, Chapter 3 described land supply, Chapter 4 described residential land needs, and Chapter 5 described land needed for employment.

Population and economic growth require land for new residents and employment as well as other purposes. Cities in Oregon are required by (OAR 660-024-004) to provide justification for any expansion of an Urban Growth Boundary. This justification comes in the form of analysis indicating that needed land for future employment and population growth cannot be accommodated by existing buildable or redevelopable land resources within the current UGB. This section addresses Coburg's housing and employment land needs by identifying its current resources (supply) and comparing them with current and projected needs (demand). The chapter concludes, specifically, with a comparison of land supply and land demand for the 2010-2030 time period.

Land Supply and Demand Comparison within the Overall UGB Expansion Process

This portion of Coburg's Study (2010) provides a summary of whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs in Coburg's UGB.The steps in the full process of the UGB Expansion study are:

Chapter 3. Buildable Land Inventory: Inventory all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial land.

Chapter 4. Housing Needs Analysis: Determine types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using the Housing/Land Needs Model.

Chapter 5. Economic Opportunities Analysis: Estimate need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.

This Section **Chapter 6. Supply and Demand Comparison.**

Chapter 7. UGB Expansion Areas Study: Identifies and assesses areas where urban expansion should take place based on expansion criteria per Goal 14, ORS 197.298 , and OAR 660-0024-0060, including (but not limited to) the efficiency of service provision; economic, social, environmental, and energy impacts; compatibility with surrounding uses, as well as other information provided in the previous steps.

Forecasting and Implications for Land Demand

The evaluation of population and employment forecasts presented in Chapter 2 provides the foundation for estimating land need. In that analysis a forecast for an additional 2,260 residents in Coburg between 2010 and 2030 is presented. Additionally, an employment forecast of 4,035 employees by 2030, constituting an additional 615 new employees, is concluded.

The key issue at the time of the 2004 Study was one of timing: when will the City have the service capacity to accommodate new population and employment? While the answer to this question remains somewhat speculative, the City is far along enough in its planning efforts that it is reasonable to assume it is willing and will be able to provide services to accommodate population and employment growth that will occur within the existing UGB. Given these constraints, the next step is to estimate capacity for employment growth within the existing UGB.

Available Residential Land (Supply)

Chapter 3 summarizes the amount of Buildable Lands in Coburg. Table 6.1 is a summary of the final conclusions of the Buildable Lands Analysis. The table reveals that there are currently 170.6 total acres of residential lands within Coburg's UGB, of which 168 acres are designated Traditional Residential (TR) and 2.6 acres are designated as Traditional Medium Density Residential. The total number of buildable acres in Coburg's UGB is 41.9. That includes 38.3 acres of buildable TR zoned land, 2.6 acres of buildable TMR zoned land and one acre of land in the Central Business District.

Table 6.1: Coburg Residential Buildable Lands Inventory

Plan Designation	Total Acres	Total Buildabe Acres
Traditional Residential	170.6	40.9
Zoned TR	168	38.3
Zoned TMR	2.6	2.6
Central Business District	15	1

Residential Demand

The Housing Needs Analysis provided a summary of the types and densities of residential development within the UGB. This information is used to determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Table 6.2 presents the key findings of the Coburg Housing Needs Analysis.

Table 6.2: Coburg Housing Land Needs by 2030

	LDR	MDR	HDR	MU	CBD	Total
Acreage Needed	112.0	15.4	4.5	7.4	0.0	**139.2**

Residential Demand and Supply
In order to determine New Residential Demand, the current supply of land and current and future demand for land must be reconciled. A summary of the supply and demand comparison for residential lands is presented in Table 6.3.

Table 6.3: Residential Supply and Demand Summary

Plan Designation	Total Acres	Total Res. Buildabe Acres	Total Needed Acres	New Needed Acres
Zoned TR (LDR)	136.7	22.5	112	**89.5**
Zoned TMR (HDR)	2.6	2.6	4.5	**1.9**
Zoned CBD	15	1	0	**-1**
New Zone (MDR)	16.3	0.8	15.4	**14.6**
New Zone (MU)	15	15	7.4	**(7.6)****
TOTAL	**185.6**	**41.9**	**139.3**	**105**

** Table 6.1 shows TR as 38.3 build. acres. Here the 38.3 is distributed among TR, and the "New Zones"*
***Negative Mixed Use figure reflects the range of other uses on Mixed Use land and is not included in the total residential need calcuation*

Available Employment Land (Supply)
Chapter 5 summarizes what opportunities for development of employment lands currently exist in Coburg's UGB. It also summarizes how much of the total designated employment land is actually available and buildable. The most recent Buildable Lands Inventory (Chapter 3) for Coburg indicates that the amount of unconstrained available commercial and industrial land within the Coburg UGB is as follows:

Table 6.4: Coburg Buildable Employment Lands Summary

Plan Designation	Total Acres	Total Buildabe Acres
Central Business District	15	5
Highway Commercial	93.3	38.2
Light Industrial	193.1	28.4
Total	**301.4**	**71.6**

The analysis summarized in Table 6.4 shows that Coburg has 193.1 Light Industrial acres, 93.3 Highway Commercial acres, and 15 Central Business District acres within its UGB. The table also suggests that there are currently a total of 28.4 buildable industrial, and 43.2 buildable commercial unconstrained buildable acres in Coburg's UGB. A comparison of the total amount of commercial and industrial land within the UGB presented in Table 6.4 versus the amount of such land deemed to be unconstrained and buildable is presented in the Table 6.5.

Table 6.5: Buildable Acres to Total Acres Within Coburg's UGB

Comprehensive Plan Designation	Total UGB Acres	Buildable Acres	Percent Available
Central Business District	15	5	33.3%
Highway Commercial	93.40	38.2	40.9%
Light Industrial	193.10	28.4	14.7%

This table indicates that 33.3% of Central Business District lands are available for potential growth, 40.9% of Highway Commercial and 14.7% of Light Industrial lands are available for potential growth. It is, however, particularly important in the analysis of land need to consider the specific needs of each employment type (i.e. suitability and parcel sizes of available land).

As discussed in the EOA, sufficient acreage is not the only requirement for meeting the future economic needs of the community. That acreage must exhibit the specific characteristics needed by the industries that are anticipated to occupy them.

Employment Growth (Demand)

The employment projections for Coburg provide valuable insights for realistic expectations of the amount of economic growth that can be expected, as well as which types of growth can be expected. Table 6.6 shows what Coburg's approximate demand is for additional employees for each employment designation within its current UGB. These figures are determined utilizing employment densities discussed in Chapter 5 (EOA). These figures also assume that 20% of Central Business District and 30% of Highway Commercial and Light Industrial lands classified as "Underdeveloped" will redevelop by 2030. The "Adjusted New Needed Acres" column accounts for an optimal vacancy rate of 10%. The two numbers presented in the columns are not intended to represent a range, but rather a scenario with a Campus Industrial Zone, and a scenario without a Campus Industrial Zone.

Table 6.6: Summary of Surplus/Deficit of Employment Land in UGB

	Additional Employees by 2030*	Emp/ Acre	New Needed Acres	Adjusted New Needed Acres**
Central Business District	101 - 96	25	4.0 - 3.8	4.4 - 4.18
Highway Commercial	267 - 262	17.4	15.3 - 15.0	16.83 - 16.5
Light Industrial	247 - 156	13.1	18.9 - 11.9	20.79 - 13.09
Campus Industrial	0 - 101	23.5	0.0 - 4.3	0.0 - 4.73
Total	**615**		**38.2 - 35.1**	**42.02 - 38.5**

** Range reflects results for two scenarios, with or without Campus Industrial Zone*

*** Adjusted New needed Acres reflects 10% optimal vacancy factor*

Employment Demand and Supply

To determine an initial figure of how much industrial and commercial land is needed for future growth in Coburg, the Net New Needed Acres are compared with the amount of Total Buildable Acres. The results of this comparison are presented in Table 6.7. The analysis indicates that after all new needed Central Business District (CBD) employment acres could be accommodated by existing buildable CBD zoned acreage, there would still remain a surplus of 0.6 or 0.82 acres within Coburg's UGB. Similarly, if after all new needed Highway Commercial (C-2) acres are accommodated by existing buildable C-2 acreage, there would still remain a surplus of 21.37 or 21.7 acres. This is also true for Light Industrial lands which show a surplus of 7.61 or 15.1 acres (a relatively wider range due to the fact the existence of a Campus Industrial District could accommodate much of potential Light Industrial uses).

Table 6.7: Summary of Surplus/Deficit of Employment Land in UGB

	Additional Employees by 2030*	Emp/ Acre	Adjusted New Needed Acres**	Total Buildable Acres	2030 Surplus/ (Deficit)
Central Business District	101 - 96	25	4.4 - 4.18	5	***0.6 - 0.82***
Highway Commercial	267 - 262	17.4	16.83 - 16.5	38.2	***21.37 - 21.7***
Light Industrial	247 - 156	13.1	20.79 - 13.09	28.4	***7.61 - 15.1***
Campus Industrial	0 - 101	23.5	0.0 - 4.73	-	***0.0 - (4.73)***
TOTAL	**615**		**42.02 - 38.5**		**29.58 - 33.1**

** Range reflects results for two scenarios, with or without Campus Industrial Zone*

Assuming the employment densities for each plan designation discussed in Chapter 5, it appears that Coburg has within its current UGB, sufficient acreage to meet the demand commensurate with its 20-year employment forecast. But as discussed in Chapter 5, the employment forecast is only one part of Coburg's Economic Opportunities Analysis. In order to complete a thorough Economic Opportunities Analysis, the City of Coburg must consider the opportunities that may exist independent of the employment forecast. Opportunities that are identified may be limited by the availability of land with required special characteristics (size, location etc.). Per OAR 660-009, Coburg must utilize national, state regional and local trends in identifying economic development opportunities that are likely to expand or locate in the study area within the planning period. An analysis of buildable sites in Coburg (Table 5.23) reveals that the City lacks buildable sites large enough to meet the demand of a large firm.

The City's economic priorities seem to focus on the possibility of promoting a diverse economy and strong tax base, while preserving (and capitalizing) on the existing small town dynamic, or at least not directly threatening it. Additional priorities include a desire to attract more professional office activity, as well as health related businesses. Also, the City has indicated its continuing commitment to provide an adequate amount of level, buildable land which has good access to arterial streets within existing city limits to meet local and regional industrial needs. Recent visioning and policy efforts all document a priority for taking advantage of these economic opportunities.

One insight provided by the economists consulted during the analysis was that Coburg may be in a position to accommodate a projected employment need for a mix of smaller and mid-sized buildable lots with its current buildable lands inventory, but it is not able to provide sufficient buildable acreage to accommodate a large employer that may find Coburg an attractive location in every other way. In this regard it could be argued that Coburg is not taking advantage of an economic opportunity. There was general agreement among these local decision bodies that Coburg is well-suited to support regional industrial development, and that such opportunities should be pursued or at least not inhibited.

The preliminary conclusion was made by City Council and confirmed by both the Planning Commission and Study Technical Advisory Committee to include in this report, and its recommendations, the need for one to two larger tracts (20-plus acres) of buildable industrial land in order to address the City's economic opportunities.

Summary of Land Need and Demand

Table 6.8 shows a comparison of estimated land need and land demand for the Coburg UGB between 2010 and 2030.

Table 6.8: Comparison of Land Demand and Supply, Coburg UGB, 2010-2030

Land Type	Land Supply (2010)	Land Demand (2010-2030)	(Deficit)/Surplus (2010-2030).
Commercial/Industrial*			
Central Business District	5	4.4 - 4.2	0.6 - 0.8
Highway Commercial	38.2	16.8 - 16.5	21.4 - 21.7
Light Industrial	28.4	20.8 - 13.1	7.6 - 15.3
Campus Industrial	-	0.0 - 4.7	0.0 - (4.7)
Subtotal	**71.6**	**42 - 38.5**	***29.6 - 33.1****
Adjusted Subtotal			***1-2 Sites/ (20-60) Acres***
***The analysis of forecasted employment growth revealed a "surplus" of employment land in Coburg. However, analysis of economic opportunities resulted in the identified need for 1-2, 20+ acre sites in order to attract firms seeking larger sites.*			
Residential			
Zoned TR (LDR)	22.5	112	**(89.5)**
Zoned TMR (HDR)	2.6	4.5	**(1.9)**
Zoned CBD	1	0	**1.0**
Zoned TR (MDR--Corner Lots)	0.8	15.4	**(14.6)**
New Zone (MU)	15	7.4	**7.6****
Subtotal	***41.9***	***139.3***	***(97.3)***
Public and Semi Public Facilities	***Existing Acres***		
Schools	9.3	9.3	**0.0**
Streets	*N/A*	14.2	**(14.2)**
Parks	28	63	**(35.0)**
Subtotal			***(49.2)***
Total Non-Employment			***(146.5)***

** Range reflects results for two scenarios, with or without Campus Industrial Zone* *** Negative Mixed Use figure reflects the range of other uses on Mixed Use land and is not included in the total residential need calcuation*

The results lead to the following findings:

- The City of Coburg has a surplus of land within all employment categories, however the surplus for Industrial Uses is not seen as sufficient in size or characteristic to accommodate the City's economic opportunities.
- The City should add approximately one lot or tract of land consisting of 20-70 acres of land to accommodate flexibility in responding to industry employment opportunities during the planning period (2010-2030).
- The City will need approximately 147 acres of land to accommodate residential and other development for the 2010-2030 period, with smaller amounts needed for parks and public/semipublic uses.

Long Term Supply/Demand Summary

The City of Coburg is currently faced with a supply of buildable land designated for commercial and office purposes that is insufficient to meet future long-term demand. The City is also faced with a limited supply of available and appropriate buildable land designated for industrial purposes.

State statute requires cities to provide for “sufficient” residential, commercial and industrial land within their Urban Growth Boundaries. Regardless of the policy choices, the methods used to calculate land need for these uses clearly indicate that there is justification for increasing the residential and employment land supply in Coburg’s UGB in order to meet projected future demands. The quantitative analysis as well as subjective consideration of constraints and growth opportunities indicates a need for approximately one to two 20-plus acres sites for employment needs and approximately 147 acres of additional residential (and associated public) land for the next twenty years.

The projection methods used in this study are based upon current residential and employment land use and statistics. Policy choices addressed further in Chapter 8 (Policy Evaluation), will have considerable bearing on how the facts presented in these analyses are utilized to directly influence the future for the City of Coburg’s.

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CHAPTER 7. URBAN GROWTH BOUNDARY EXPANSION ANALYSIS

The purpose of this section of the Urbanization Study, the Urban Growth Boundary Expansion Analysis, is to identify where to expand the urban growth boundary (UGB) so that the City has enough land to meet residential, economic, and public land needs for the next twenty years (2010-2030). The analysis meets the Statewide Planning requirements that cities must follow to expand their UGB. This report builds on the Housing Needs Analysis, Economic Opportunities Analysis and the Buildable Land Inventory to analyze where and how much to expand the UGB. The analysis examines eleven possible expansion alternatives and recommends preferred alternatives.

To provide for the unmet future need, Coburg must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City's plan policies. This chapter presents an evaluation of potential areas for a UGB expansion.

Steps in the Process

	Chapter 3. Buildable Land Inventory: Inventories all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial development.
	Chapter 4. Housing Needs Analysis: Determines types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using a Housing Needs Model.
	Chapter 5. Economic Opportunities Analysis: Estimates need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.
	Chapter 6. Supply and Demand Comparison: Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.
This Section	**Chapter 7. UGB Expansion Areas Analysis:**

Regulatory Framework

The State of Oregon, Lane County, and the City of Coburg all have policies and rules that direct when, where, and how to expand the UGB. The following outline lists the various pieces of this framework of regulation. Each section of the Study references the applicable regulation.

- **State Planning**
  - -Goal 9: Economic Development
    - -Oregon Administrative Rule, Division 9
  - -Goal 10: Housing

-Oregon Administrative Rule, Division 8
-Goal 14: Urbanization
-Oregon Revised Statute 197.298: Priority of land to be included within UGB
-Oregon Administrative Rule 660 Division 24, Urban Growth Boundaries

- **Lane County**
  -Lane County Rural Comprehensive Plan
  -Policies regarding priority of land to be included in a UGB expansion

- **City of Coburg**
  - Local Criteria

What does this regulatory framework mean? Once a Buildable Lands Inventory determines there is a need for more land within the UGB to accommodate the growth planned for the next twenty years, the City must decide how to meet that need. The options are to increase the development capacity inside the UGB, to expand the UGB, or do both.

Need for Expansion

Statewide planning Goals 9, 10 and 14 all require cities to provide a 20- year supply of buildable land within urban growth boundaries (UGBs). Chapter 6, Table 6.8, presents a summary of the comparison of the City of Coburg's 20-year Land Supply and 20-year Land Demand. The report has concluded that an additional 147 acres of gross vacant buildable residential (and public) land beyond the current urban growth boundary would be necessary in order to serve the city's anticipated residential growth to the year 2030. The buildable lands analysis determined that Coburg has 41.9 acres of vacant or underdeveloped residential land, far less than needed for the planning period. Likewise, the Economic Opportunities Analysis also presented the argument that an additional one to two 20 plus acre sites could be added to the existing Coburg employment inventory to accommodate economic potential over the planning period. This employment expansion was also supported by the City Council.

Chapter Outline

Following is a summary of the sections included in this chapter and how they address and relate to the expansion analysis:

Section A provides a discussion of Coburg's efficiency measures for accommodating growth within the UGB.

Section B addresses the state and local priorities for expanding the UGB. The statutes and rules that implement Statewide Planning set forth priorities for determining what types and areas of land should be considered for inclusion in a UGB. These regulations also set forth circumstances under which the priorities may be altered and allow cities to set their own local criteria to tailor the UGB expansion to meet local needs.

Section C evaluates and compares the expansion study areas. The evaluation uses the Goal 14 location factors (OAR-024-0060(1)), "characteristics" identified by the local government to be necessary for land to be suitable for inclusion, as well as the priorities outlined in ORS 197.298. Goal 14 requires that the analysis of each expansion alternative take into account factors such as the feasibility and orderly provision of urban levels of services, and the compatibility with surrounding resource lands. Another Goal 14 requirement is to consider the environmental, economic, social and energy related consequences of selecting each of the expansion

alternatives. This essentially is a weighing and balancing of the relative merits and drawbacks of each alternative. This section also analyzes and compares the development status of each expansion alternative based on the amount of vacant buildable land.

Section D provides a summary of the analysis as well the recommendation for expansion. In the majority of cases, recommendations will include combinations of acreage from different study areas. The Goal 14 location factors and Coburg's local criteria are summarized and compared for each expansion alternative. Further discussion and justification is also provided for the selected alternative(s).

A. Efficiency Measures-Accommodating Needs inside the UGB

One of the organizing principles of Oregon's land use planning system is an emphasis on using land within the UGB more "efficiently" before expanding the boundary. Land use efficiency measures can address multiple issues - including meeting housing needs, utilizing existing infrastructure, conserving energy, as well as other local objectives. A variety of land use efficiency measures are mentioned in state statute (ORS 197.296), including the following:

1. Increase permitted densities in residential zones
2. Provide financial incentives for higher density housing
3. Permit additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer
4. Removal or easing of approval standards or procedures
5. Establish minimum density ranges
6. Develop strategies for infill and redevelopment
7. Authorize housing types not previously allowed by the plan or regulations
8. Adopt an average residential density standard
9. Consider rezoning non-residential land

In order to justify expansion of the City of Coburg's UGB, the City should outline existing measures, or new measures that encourage the efficient use of land within the UGB in accordance with Goal 14. This document presents a summary of Efficiency Measures that Coburg may choose to implement. All or none may be implemented, but the City must establish to a sufficient degree that measures have been taken to accommodate development within the UGB. These "Efficiency Measures" are included with greater detail within the Study's Appendix G.

One of the required steps in an analysis of UGB Expansion is to first examine whether additional efficiency measures could be used within existing UGB boundaries to increase residential densities and determine whether these measures would forego the City's need to expand the UGB. Coburg has previously taken steps to incorporate efficiency measures, such as

- Incorporating increased densities in the Traditional Residential zone, by allowing duplex units on corner lots, and creating a new zone (Traditional Medium Residential) which contains a range of uses and densities.
- Providing a Master Plan process that can allow for increased flexibility in design, including lot size flexibility, as long as the density established in the Comprehensive Plan is not exceeded.
- Establishing minimum density standards for certain developments.

- Modification provisions to certain provisions without a requirement for a variance.
- Authorizing accessory dwelling units; and
- Adopting an average residential density goal for new development in the Comprehensive Plan.

One measure that was examined as part of the 2004 Urbanization process was to include a mixed-use zone. Staff used this concept in the housing needs model (Chapter 4), to include re-designation of a TR-zoned Stevenson property on the north side of Pearl St., west of Coburg Industrial Way (see Map 26). Based upon City Council direction, staff has presumed that site will be re-designated to a mixed-use area that would allow high density residential development (15 dwelling units per acre), containing a mixture of small lot single-family, duplex units, and triplex-fourplex units.

The option to include mixed-use within the existing UGB was also considered by staff 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 analysis[1] 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. 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 radius[2]. 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

[1] ESRI: Retail Market Analyst Online, February, 2010.
[2] Sustainable Urbanism: Urban Design with Nature. Farr, Douglas. 2008.

like a convenience center, where businesses typically benefit from being located in close proximity.

This option is also supported by several existing policies contained in the Coburg Comprehensive Plan.

B. Expansion Alternatives Identification

Goal 14 states that:

> *The Location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations….*

Preferred Alternative Identification Methodology

The first step narrows the universe of land surrounding the UGB (the planning area) into a set of manageable study areas. Practically speaking, study areas become a more manageable way to review the benefits and disadvantages associated with expansion into properties with relatively similar dynamics. This is not to say that each of the study areas identified contain properties that are identical. Although care was taken to include like properties in each study area, it was impossible to avoid variation. For this, and other, reasons the preferred expansion alternative may include portions of one or several study areas.

The second step evaluates the study areas against state requirements as well as local criteria and needs. In this study, "study areas" are not viewed as alternatives in and of themselves, since no one study area is likely to satisfy the expansion needs identified in this Urbanization Study. Therefore, the third step includes the formation of expansion alternatives which incorporate the specific acreage needs of expansion with those areas that the study area analysis has shown to be most favorable. The final step would include the selection of a preferred expansion alternative and justification of its selection against state requirements and local criteria. This final step will be presented in Section D.

The following definitions provide a summary of important geographic distinctions in this analysis:

- **Planning Area:** A broad and general conception of the area surrounding Coburg's UGB.
- **Study Areas:** A grouping of tax lots and properties of generally similar characteristics and geographic proximity, for purposes of more easily evaluating the areas around the UGB against state requirements and local criteria. Eleven separate study areas were identified for this Study.
- **Expansion Alternatives:** Areas that incorporate the results of the study areas analysis as well as limitations of actual acreage demand as identified in Chapter 6 of the Study. These often are composed of acreage from several different study areas. This study identified three final residential expansion alternatives and three final employment expansion alternatives. The three residential alternatives range in size from 132 to 139 acres (addressing a need of 122.7 acres), and the employment alternatives range in size from 42 to 65 acres (addressing a need for one or two 20+ acre sites). One preferred alternative will be selected or identified.
- **Preliminary Expansion Recommendations:** Utilizing feedback from the public, stakeholders, and advisory and decision making bodies, staff developed recommended employment and residential expansion alternatives. These alternatives were presented to the Technical Advisory Committee, Planning Commission, City Council and public for feedback.

- **Final Expansion Recommendations:** The final expansion recommendations represent the final employment and residential expansion configurations that incorporate feedback from city officials, stakeholders, and the public, and, most importantly, are approved by the Coburg City Council.

ORS 197.298—Expansion Priorities Analysis

The selection of preferred growth alternatives must be based on Oregon Revised Statute (ORS) 197.298. ORS 197.298 sets forth priorities for determining what types and areas of land should be considered for inclusion in an urban growth boundary. It also sets forth circumstances under which the priorities may be altered. These priorities serve as an initial guide in developing a study methodology. In the analysis which will precede each priority subsection is addressed to determine its relevance to this particular study and to identify what data and analytical approaches would be used to construct a basic expansion alternative evaluation. Maps 10 through 17 provide a visual reference for the Priorities Analysis. ORS 197.298 establishes the following priorities for expanding UGBs: (listed in the order in which they must be included in or considered for expansion)

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;
4. Farm and forest land.

Following is a summary of the expansion study area selection process undertaken by staff per the language of ORS 197.298:

> *a) First priority is land that is designated urban reserve land under ORS 195.145 (Urban reserves), rule or metropolitan service district action plan.*

Although Coburg's 2004 Urbanizations Study process provided some conceptualization of potential urban reserve areas, Coburg has no adopted urban reserve lands adjacent to its urban growth boundary.

> *(b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land. Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710 (High-value farmland description for ORS 215.705).*

The area surrounding and adjacent to Coburg's UGB includes portions of both exceptions and resource land (see Map 11). Exception lands are mostly those County lands near or adjacent to Coburg which have residential zoning (and currently contain interspersed residential uses). These lands are often referred to as "Developed and Committed" lands. There are several study areas that contain these existing areas with development and population of note. Exceptions Land is designated by the County based on it being an approved "exception" to statewide planning goals. That is why these areas are the highest priority for UGB expansions. Map 11 shows that these lands are predominantly located adjacent to the northwest corner of Coburg, in the Stalling Road area. Additional exception areas exist south and west of Coburg as well. Study areas were selected to include all near or adjacent areas identified as exception lands by Lane County.

(c) If land under paragraphs (a) to (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247

Coburg has no identified marginal lands adjacent to its urban growth boundary.

(d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

The majority of land surrounding Coburg's current UGB is zoned Exclusive Farm Use (30 or 40 acre lot size minimum) by Lane County (see Map 11). Every expansion study area contains some farm land with high-value soils. Because it is anticipated that expansion needs cannot be accommodated on exception lands alone, study areas include farm and forest land (as will recommended expansion alternatives).

(2) Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

A summary of the Soil Class dynamics for each study area is presented and considered in the analysis.

(3) Land of lower priority under subsection (1) of this section may be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land estimated in subsection (1) of this section for one or more of the following reasons:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
(b) Future urban services could not reasonably be provided to the high priority lands due to topographical or other physical constraints; or
(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands. [1995 c.547 § 5; 1999 c.59 § 56]

The priority provisions outlined above in ORS 197.298 will be given primary consideration in the analysis and comparison of study areas and expansion alternatives. The Goal 14 factors and locally identified expansion priorities will weigh heavily on expansion outcomes related to this provision as well. State OAR 660-024-0060(5) states the following related to local criteria in urban expansion:

If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.

Since the study areas contain no urban reserve or marginal land, land analyzed under this statute and goal will be divided into two categories, higher priority exception land and lower priority agricultural land. Within the agricultural land category, sub-priorities will be established for higher priority Class III, IV and VI Soils, and lower priority Class I and II soils.

Expansion Study Areas

Following the priorities analysis described above, and mirroring the process followed in the 2004 Urbanization Study, the Coburg urbanization study team developed 11 study areas. They are, once again, areas of similarity which provide for more specific and themed characterization and evaluation. As noted earlier, the actual expansion alternatives may include portions of one or more study area as deemed appropriate.

Coburg's Urban Growth Boundary has a perimeter of approximately 7.5 miles. The study areas constitute almost all lands adjacent to the current UGB (see Map 10). The study areas are generally numbered in a clockwise direction, beginning with Study Area 1, located along the southern portion of the current Coburg Urban Growth Boundary and continuing around its perimeter. The study areas utilized for this expansion analysis are identical, for the most part, to the study areas utilized in the 2004 Urbanization Study. The only difference is the addition of Study Areas 9, 10 and 11, and the reconfiguration of Study Area 8 to account for lands which have been added to Coburg's UGB since 2004.

The following considerations were useful in developing logical study area boundaries:

- Property lines/ownership patterns, based upon Lane County Assessors Maps record of the Tax Lot boundaries.
- Natural Features, such as wetlands, streams, and 100-year floodplains
- Streets and roads
- Tax lots reported by the County Assessor records as "Unimproved."
- Fundamental understanding of Water and sanitary sewer service infrastructure.

Not all of the area adjacent to the existing UGB is included in the study areas. An initial review of the land surrounding the UGB identified areas adjacent to the UGB that could be excluded from consideration for expansion. State OAR (660-024-0060(5) provides local governments the authority to guide the selection of expansion alternatives through City policies specifying certain land characteristics as necessary for land to be suitable for expansion.

The identification of study areas included considerations of both ORS Priorities as well as locally specified characteristics or "local criteria" (as they will be referred to throughout the Study). Lands to the north east of Coburg are the only lands excluded entirely from consideration within a study area. These areas were not included based on a local priority for expansion that *"provides the best opportunity for developing an efficient urban form."* The isolated nature of the lands adjacent to the northeast corner of Coburg was viewed by staff as sufficient justification for disregarding their inclusion within a study area.

The study areas, which range in size from 26 to 240 acres, are presented in greater detail in Table 7.1 below:

Table 7.1: Study Area Location and Size

Study Areas	Location Description	Size (acres)
1. Coburg Road – Roberts Road	Adjacent to southwestern portions of the current UGB. Consisting parcels east of Coburg Road and West of Roberts Road.	95
2. Coburg Road- Funke Road	Adjacent to the UGB at the north end. Includes lands south of the existing UGB, west of Coburg Road and east of Funke Road.	65

3.Coburg Bottom Loop East	Includes lands south and west of the existing UGB, west of Coburg Road and Vintage Way, and east of Coburg Bottom Loop. The area is contiguous with the existing UGB on the northeast side.	74
4. Coburg Bottom Loop West	Includes lands west of the existing UGB, between Coburg Bottom Loop and the western boundaries of the larger tax lots along Coburg Bottom Loop. The area is contiguous with the existing UGB on the north side and part of the east side.	109
5. Stalling Lane –Coburg Road North	Includes lands north and west of the existing UGB, along Stalling Lane and Coburg Road (north of the elementary school). The area is contiguous with the existing UGB on part of the east side.	200
6. Van Duyn – Coburg Industrial Way	Includes lands north of the existing UGB, between Van Duyn and Coburg Industrial Way. The area is contiguous with the existing UGB on the north side and part of the east and west sides.	209
7. East I-5 North	Includes large parcels east of the existing UGB and across Interstate 5 north of Van Duyn Street. The area is not contiguous with the existing UGB.	240
8. East I-5 South A	Study area 8 includes lands east of the existing UGB and across Interstate 5. The area is contiguous with the existing UGB.	106
9. East I-5 South B-Selby Way	Study area 9 includes lands south and east of the existing UGB and across Interstate 5 along Selby Way. The area is contiguous with the existing UGB only in the very northwest corner.	26
10. Coburg South	Study area 10 includes lands south of the existing UGB on both sides of Coburg Road from Interstate 5 to almost Funke Road. The area is contiguous with the existing UGB only in the very northeast corner.	100
11. Coburg North-Indian Drive and Paiute Lane	Includes lands north of Study Area 6 along North Coburg Road. Includes developed Indian Drive and Paiute Lane. Is adjacent to the UGB on the eastern side.	85

C. Alternative Location Analysis

This section of the Study provides a comparative analysis of the eleven study areas utilized to determine expansion alternatives for potential inclusion into the UGB. Each study area is to evaluate for consistency with ORS 197.298 priorities, Goal 14 (Urbanization) Boundary Location Factors 1-4, as well as local expansion criteria.

The purpose of statewide planning Goal 14 is to "provide for an orderly and efficient transition from rural to urban land use. To accomplish this, statewide planning Goal 14 establishes four criteria, or "location factors" for evaluating UGB expansions. These factors supplement the priorities analysis. They include:

Factor 1. Efficient accommodation of identified land needs.
Factor 2. Orderly and economic provision for public facilities and services;
Factor 3. Environmental, energy, economic and social consequences.
Factor 4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Oregon Administrative Rule (OAR) 660-024-0060(1)(b) states the following:

> *If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.*

Additionally, OAR 660-024-0060(8)(a-c) states the following:

> *(8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:*
>
> *(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;*
>
> *(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and*
>
> *(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.*

Local Expansion Criteria

As identified within the Expansion Priorities Analysis section, local governments are given the authority to identify specific criteria to guide the selection of land for expansion per OAR 660-

024-0060(5). This section evaluates each expansion alternative based on the Local Criteria identified by the City of Coburg.

Coburg Expansion Policy Analysis:
Important to note in an analysis of urbanization related policies in the City of Coburg, is a history of the policies developed. Coburg has undertaken a number of expansion related planning processes in the last decade. These include the Coburg Crossroads visioning process of 2003, the 2004 Urbanization study and periodic review effort, and the 2005 update of the Comprehensive Plan. These processes were all interrelated and constituted a significant effort on the part of Coburg City residents, staff and public officials. The policies that were incorporated into the 2005 comprehensive plan update are a reflection of extensive efforts to summarize the City's ideals, including (and especially) those related to the City's growth. Below are listed a few of these guiding policies specifically related to outward expansion:

Urbanization Policies:

> ***Coburg Objective:*** Promote land use and development patterns that sustain and improve quality of life, are compatible with mass transit, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.
>
> ***Policy 1:*** The City shall preserve urbanizable land and provide for orderly, efficient development by controlling densities through provision of the Zoning and Subdivision Ordinances, thereby preventing the need for overly extensive public services and restricting urbanization to that commensurate with the carrying capacity of the land.
>
> ***Policy 17:*** The City shall promote the efficient use of land within the urban growth boundary and sequential development that expands in an orderly way outward from the existing city center.
>
> ***Policy 18:*** The City shall provide a sufficient supply of developable land within the urban growth boundary to meet the needs of the existing and projected population for residential, commercial, industrial, and recreational uses over the next 20 – 50 years, while preserving the small town character of the community.
>
> ***Policy 19:*** The City shall accommodate projected growth, expand the urban growth boundary in a manner that balances the need to protect high quality farm and forest resource lands with the needs of the existing and future population and with efficient public facility and service delivery.

Land Use and Development Patterns

> ***Policy 40:*** The City shall promote land use and development patterns that sustain and improve quality of life, are compatible with mass transit, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.
>
> ***Policy 42:*** Future residential and commercial development shall be constructed in a manner that preserves the small town, historic character of the community.

Transportation

> ***Policy 1:*** Develop a street network system that evenly distributes traffic throughout the community, lessening traffic impacts on residential streets, and identifying a system of arterials for moving people, goods, and services safely and efficiently.

Policy 46: Provide a transportation system that is safe, convenient, accessible, environmentally responsible, efficient, responsive to community needs, and considerate of neighborhood impacts, particularly in the National Historic District.

Policy 47: Develop and maintain a street network that is inter-connected.

Sanitary Facilities

Policy 15: The city shall expand the urban growth boundary and city limits and provide sanitary sewer service, when available, to existing exception areas and other appropriate areas when such expansion is appropriate to meet city needs.

Housing

Policy 21: The City shall promote livability and community in existing and future neighborhoods.

Policy 28: The City shall encourage new housing to radiate out from the city center and discourage leapfrog development in order to promote connectivity and community interaction.

Natural Resources

Policy 20: The City shall protect, restore, manage, and enhance important natural resources; maintain high quality air, water, land and historic resources; and provide green spaces in and around the community.

Policy 21: The City shall protect or mitigate, whenever possible, fish and wildlife habitats including rivers, wetlands, and forests, and significant natural areas and habitats of rare or endangered species.

Policy 17: Areas containing any other unique ecological, scenic, aesthetic, scientific or educational values shall be considered in the planning process.

Policy 26: The City shall seek to ensure compatibility between the future needs of the community and growth of nearby sand and gravel operations.

Agricultural Lands

Coburg Objective: To retain the agricultural use of land in those areas where SCS's Soil Suitability Classification indicates that it is the highest and best use.

Policy 2: To the extent to which it has influence, the City shall promote the retention of lands outside its Urban Growth Boundary for agriculture use by encouraging Lane County to maintain current agricultural zoning within the City's area of influence as defined in the Intergovernmental Agreement with Lane County.

Policy 5: The City supports, and may require, measures to promote compatibility and transition between urban development at the edge of the Urban Growth Boundary and adjacent agricultural areas.

Policy 7: The City supports, and shall pursue, establishment of a southern greenbelt that ensures a permanent open character for the area between Coburg and the McKenzie River.

Policy 8: The City shall protect high quality farmland surrounding the community from premature development.

Project staff has generated a list of local expansion criteria or "local criteria" from the above listed guiding policies. They are as follows:

- **Local Criteria 1:** *Expansion should be limited to areas and tax lots which promote the greatest order and efficiency.*
- **Local Criteria 2:** *Expansion should be limited to areas and tax lots that are appropriate to meet city needs.*
- **Local Criteria 3:** *Expansion should be limited to areas and tax lots that would promote sequential development that expands in an orderly way outward from the existing city center, and promote a street network that is interconnected in order to promote connectivity and community interaction.*
- **Local Criteria 4:** *Expansion should be limited to areas and tax lots that promote livability*
- **Local Criteria 5:** *Expansion should be limited to areas and tax lots that discourage premature development of agricultural lands and compatibility and transition between urban development and agricultural areas.*

It is also important to note the Coburg's historic efforts have also produced a number of maps of expansion conceptualizations. These town visioning and expansion visualization exercises have resulted in an expansion theme that can be said to generally represent Coburg's local expansion policy.

Expansion Area Summary:

For each of the sub-areas the City has provided a general site description, vacant acres discussion of development patterns, inventory of available utilities, and discussion of factors influencing future urbanization (Goal 14). The following section provides some big picture summaries of all of the study areas.

Table 7.2 Summary of UGB Expansion Study Areas

	UGB Expansion Study Areas										
	1	2	3	4	5	6	7	8	9	10	11
Variable											
Tax Lots	5	14	7	24	57	4	4	1	1	4	44
Total Acres	94.6	64.5	74.1	108.9	199.8	208.8	239.9	105.7	26.2	99.5	84.6
Exceptions Zones											
Tax Lots	2	12	0	19	56	0	0	0	0	0	42
Acres	4.4	22.7	0	24.4	171.7	0	0	0	0	0	15.6
Dwelling Units	2	8	0	11	39	0	0	0	0	0	44
Developed Acres	1	4	0	5.5	19.5	0	0	0	0	0	14.6
Vacant Acres	3.4	18.7	0	18.9	152.2	0	0	0	0	0	1
Resource Zones											
Tax Lots	3	2	7	5	1	4	4	1	1	4	2
Acres	90.2	41.8	74.1	84.5	28.1	208.8	239.9	105.7	26.2	99.5	69
Dwelling Units	1	1	2	2	4	4	0	0	0	2	0
Developed Acres	0.5	1	0.5	3.5	2	2	0	0	0	3	0
Vacant Acres	89.7	40.8	73.6	81	26.1	206.8	239.9	105.7	26.2	96.5	69

Source: LCOG Assessment; analysis for Study Areas 1-8 by ECONorthwest, and 9-11 by LCOG.

Table 7.2 summarizes basic parcelization and zoning characteristics of the eleven UGB expansion study areas. In total, the study areas include more than 1,000 acres adjacent to the existing UGB. The study areas include all lands zoned as exceptions that are adjacent to the existing UGB.

Coburg needs land for approximately 888 new dwelling units between 2010 and 2030. The housing capacity in exceptions lands and areas within the UGB may be insufficient to meet the City's need, thus, Coburg may have justification to bring some non-exception land into the UGB. The City must consider the seven Goal 14 factors when evaluating which resource lands to include in an expanded UGB.

SOILS

ORS 197.298 and Statewide Planning Goal 14, Factor 6 address the retention of agricultural land "with Class I being the highest priority for retention and Class VI the lowest priority." Class I soils have the highest agricultural "capability."

Table 7.3 shows soil class by study area. Study Areas 1, 4, 5, 6, 10 and 11 have Class I soils present within lands zoned for resource uses. With the exception of Study Areas 8 and 9, all of the study areas have Class II soils present. Study Areas 7 and 8 have significant percentages of Class IV or higher soils.

Table 7.3 Summary of Soil Class by UGB study area and zoning

		Soil Class						
Study Area	**Zone**	**I**	**II**	**III**	**IV**	**V**	**VI**	**Total**
Non-Exception (Resource) Acres in Study Area								
1	E40	9.5	71.5		4.5			85.5
2	E30		39.4		2.4			41.8
3	E30		74.1					74.1
4	E30	3.1	81.9					85.0
5	E40	18.7	9.4					28.1
6	E40	63.6	138.5		5.9			208.0
7	E40		5.6		230.7		3.7	240.0
8	E40			1.82	53.2		50.3	105.3
9	F2			6.2	15		5	26.2
10	E30/E40	5.5	78		16			99.5
11	E30	13.42	50	0.9	4.6			68.9
Percent of Study Area Resource Acres								
1	*E40*	11%	84%		5%			100%
2	E30		94%		6%			100%
3	E30		100%					100%
4	E30	4%	96%					100%
5	E40	67%	33%					100%
6	E40	31%	67%		3%			100%
7	E40		2%		96%		2%	100%
8	E40			2%	51%		48%	100%
9	F2			24%	57%		19%	100%
10	E30/E40	6%	78%		16%			100%
11	E30	19%	73%	1%	7%			100%

Source: Rural Lands Database; analysis by InfoGraphics Lab and ECONorthwest, Additional analysis by LCOG (Areas 9-11)

DEVELOPMENT CONSTRAINTS

Not all lands within the study areas will be ideal or even appropriate for development. Coburg should be concerned about areas in wetlands and floodplains as it determines where to expand its UGB. No significant areas with steep slopes exist in any of the UGB study areas. Coburg presently allows development within floodplains provided that the development meets the Federal Emergency Management Agency's (FEMA) and other applicable standards.

Development in identified wetlands may be subject to permitting processes through the Army Corps of Engineers and the Division of State Lands. Table 7.4 summarizes combined flood and wetland constraints by UGB study area and zone (exceptions and resource zones). Map 12 shows the extent of the constraints. The data show that substantial portions of Study Areas 2 and 3 are within the identified 100-year floodplain. Because of this fact and the elevation differences of expansion Study Areas 2 and 3, portions of these areas will be less ideal for UGB expansion.

Table 7.4 Summary of floodplain and wetland by UGB study area and zone

	Resource Zones			Exceptions Zones			
Study Area	Const. Acres	UnConstr. Acres	Total Acres	Const. Acres	UnConstr. Acres	Total Acres	Total Acres (all zones)
1	16.3	73.8	90.2	0	4.4	4.4	94.6
2	5.7	36.1	41.8	14	8.7	22.7	64.5
3	59.3	14	73.3	0.6	0.2	0.8	74.1
4	59.7	32.7	92.3	6.9	9.7	16.6	108.9
5	0	28.1	28.1	2	169.8	171.7	199.8
6	7	201	208	0	0.8	0.8	208.8
7	23.3	216.6	239.9	0	0	0	239.9
8	0	105.7	105.7	0	0	0	105.7
9	0.23	26.0	26.2	0	0	0	26.2
10	7.7	91.8	99.5	0	0	0	99.5
11	3.6	81	84.6	0	0	0	84.6

Source: LCOG Assessment; analysis for Study Areas 1-8 by ECONorthwest, and 9-11 by LCOG.

GOAL 14 LOCATION FACTORS

In this section, each of the 4 Goal 14 location factors is discussed as they generally pertain to Coburg's study areas:

- **Factor 1:** *Efficient accommodation of identified land needs*. LUBA has generally used the term *"efficiency"* to mean *"contiguous or adjacent to existing development."* Areas 1 and 6 probably have the greatest ability to meet the intent of this factor due to their proximity to the existing UGB. Area 5 meets this factor to a lesser extent. Areas 10 and 11 provide the least adjacency to the existing UGB. Areas 7, 8, and 9 are noted as prime locations for employment due to their proximity to the interchange. Areas further from the interchange may be good candidates for housing.
- **Factor 2:** *Orderly and economic provision for public facilities and service.* LCOG did not conduct a detailed cost study, nor are such estimates included in the City's water and wastewater plans. LCOG did discuss with City staff the relative cost and efficiency of servicing the various UGB study areas. Coburg Public Works staff provided this simple summary of their best estimates of relative costs:

Table 7.5 Public Works Cost Rating for the Extension of Water and Sewer to Study Areas

Study Area	Cost Rating
1	$$$
2	$$$
3	$$$$$
4	$$$
5	$$
6	$
7	$$$$$$$
8	$$$$$$$
9	$$$$$$$
10	$$
11	$

Area 6 was identified as the easiest and cheapest area to service due to its proximity to the sewer trunk line and the wastewater treatment plant. Area 11 was also seen as a less expensive alternative due to its proximity to the proposed wastewater treatment facility and the facilities which exist along Indian and Paiute Streets. Areas with large amounts of exceptions lands (Areas 2, 4, 5, and 8) will create challenges to providing services due to significant amounts of pre-existing development. If the City decides to extend services earlier in the planning period, then the remainder of Study Area 8 is a good candidate for inclusion in the UGB. Areas 1, 2, 3, are separated from the City by a water feature, which means extension to this area would be delivered at greater expense.

- **Factor 3:** *Environmental, energy, economic and social consequences*. Areas 2, 3, 4 and 10 have the greatest potential for negative environmental consequences given the amount of floodplain in these areas. Areas 1 and 6 probably have the least energy consequences from a transportation and service delivery perspective because of their location to the UGB. Any expansion that affects lands that are actively farmed has

potential for economic impacts. Exceptions areas (predominantly in Areas 1, 2, 4 and 5) have the greatest potential for social impacts. In the Location Analysis section of this document, each study area will be provided an in depth, and individual discussion of its potential Economic, Social, Environmental and Energy consequences.

- **Factor 4:** Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.. Areas with more land contiguous to existing development, such as areas 1 and 6 are probably most compatible with nearby agricultural activities. However, any land that is adjacent to agricultural activities will have an impact with respect to Factor 4. The 2004 Urbanization Study's evaluation of this factor suggested that the compatibility impacts do not appear to be much different between the UGB study areas.

These factors are discussed in greater detail within the evaluation of each individual study area.

Location Analysis:

STUDY AREA 1: Coburg Road-Roberts Road (95 Acres)

Study Area 1 includes lands south of the existing UGB, east of Coburg Road and West of Roberts Road. The eastern edge of the study area is bounded by the Southern Pacific Railroad right-of-way. The area is contiguous with the existing UGB on three sides. The area consists of approximately 95 acres in five parcels.

More than 90 acres of the site is zoned for agricultural uses (E-40), with 4.4. acres designated RR-2 (an exception area). Three dwelling units exist on the site as well as a few farm-related structures. The land is largely in active farm uses. Topographically, the site is largely flat. While no identified wetlands exist on the site, about 16 acres of the site are in flood zone A (the 100-year floodplain).

Lands zoned for agricultural use in the study area are mostly Class I or II soils. Of the 90 acres zoned for agricultural use in the study area, 9.5 acres have Class I soils, and 71.5 acres are identified as Class II soils.

Study Area 1 appears relatively easy to service due to its flat topography. The site is a few feet lower than areas just to the north. Water service would be relatively easy to extend to the site, as would electrical. Transportation to the site would be from Roberts Road on the east and Willamette Street on the West. Opportunities exist to extend Coleman and Thomas Streets into the study area.

Economic Consequences

Study Area 1 is not seen as the least expensive area to service, nor is it the most. The growth scenarios that were generated from the Coburg Crossroads process identified area 1 as being an area for residential and open space use. It appears that there are limited opportunities in the area for commercial or even industrial uses, however, public sentiment favors residential use for the area. Impacts to existing economic conditions would include the removal of farmland acreage which is currently producing a commercial crop. Also, the area abuts industrial uses off of Roberts Court, and conflicting uses could create limited impacts or limitations (obvious or subtle) to their operation.

Social Consequences

Study Area 1 is adjacent to sections of Courg's city limits that are developed with a residential neighborhood (to the north) and industrial uses (to the east). The area also

includes existing residences, which occur on both County designated exceptions land (two homes) and non-exceptions land (one home). To the west and across from Coburg Road is a significant area of exceptions land as well. This dynamic has potential for both positive and negative social consequences. The lifestyle of current residents in this area will be altered; however the livability of the area will be relatively high for new residents moving in. Expansion in this area will also have significant potential to redefine (for better or worse) the southern gateway to the City along Coburg Road. There has been some interest expressed from property owners in this area about future annexation into the City as part of long-term plans for the property.

Environmental Consequences

Muddy Creek flows through the western portions of Study Area 1. The area also contains significant acreage within 100-year floodplain. Although floodplain does not prohibit development, it does present an environmental conflict which does not exist in all study areas. Development within these floodplain areas would introduce an increased risk of hazard to housing stock within Coburg. The overwhelming majority of the resource land within Study Area 1 is Class II soils (84%), with areas of Class I (11%) and Class IV (5%) soils as well. These areas have proven agricultural productivity and are currently farmed.

Energy Consequences

Water and sewer lines already extend up to several areas adjacent to Study Area 1 and would provide a relatively efficient conversion to urban use. Access to Study Area 1 would be very good as the area could be served by Coburg Road, other local streets and perhaps Roberts Road to the east.

Study Area 1 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
94.6 Acres	16.3/*(17%)*	85.6%	10/90	93.1
Advantages: ▪ High livability potential (Local Criteria 4) ▪ Efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1) ▪ Relatively high Urban-Ag compatibility (Factor 4, Local Criteria 5) ▪ Exceptions land included (ORS priority)				
Drawbacks: ▪ High percentage of Class II soils, Class I soils present (Factor 3 and 4, ORS Priority) ▪ Relatively high amount of Agricultural acreage removed (ORS Priority)				

STUDY AREA 2: Coburg Road-Funke Road (65 Acres)

Study Area 2 includes lands south of the existing UGB, west of Coburg Road and east of Funke Road. The area is contiguous with the existing UGB only on the north side. The study area includes approximately 64 acres in 16 parcels. More than 40 acres of the site is zoned for agricultural uses (E-30), with about 22 acres designated for rural residential uses (an exception

area). Nine dwelling units exist in the study area, eight of which are located on exceptions land. There is also a religious facility in the exceptions area. The land is largely in active farm uses.

Topographically, the site is largely flat. About 20 acres of the site are in flood zone A (the 100-year floodplain), of these, 14 acres are within exceptions areas—areas where most of the development in the study area exists. Of the 42 acres in this study area zoned for agricultural use, 39.4 are in Class 2 soils.

Transportation access could be provided from Willamette Street on the West. If just the exceptions areas were included in the UGB, it would be difficult to provide access from any place other than Willamette Street. However, the City could consider extending a street through the site and providing rear access to parcels.

Economic Consequences

Like Study Area 1, Study Area 2 would be neither the least expensive area to service nor the most. The area contains acreage that would be removed from active farming if developed. The area also presents increased risk to property due to 100-year floodplain in its northern and western portions.

Social Consequences

Study Area 2 contains a significant amount of exceptions land (35%). There are about eight residences in Study Area 2, most of which are within the exceptions land. Although there may be resistance to expansion in this area amongst current property owners, livability in the area, excepting floodplain dynamics, would be very high given its proximity to downtown and Coburg Road. Also because many Coburg residents work in the Eugene-Springfield Area, expansion on this end of town will ease traffic through Downtown Coburg on Willamette Street. There has been some interest expressed from property owners in this area about future annexation into the City.

Environmental Consequences

As noted, Study Area 2 contains significant acreage within the 100-year floodplain (21%). Most of the floodplain areas are located on the exceptions land. The remaining resource acreage is Class II soils, most of which is being actively farmed. There is also a small wetland identified in the National Wetlands Inventory located in the northwest corner of Study area.

Energy Consequences

The area would be relatively easy to service due to its flat topography. Water service would be relatively easy to extend to the site, as would electrical. Coburg Road provides access into the area. The overall energy consequences are generally positive.

Study Area 2 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
64.5 Acres	19.7/*(21%)*	61.1%	35/65	59.5
Advantages: ▪ Good livability potential (Local Criteria 3,4) ▪ Efficient, orderly and economic expansion (Factors 1 and 2. Local Criteria 1)				

▪ Relatively average Urban-Ag compatibility (Factor 4, Local Criteria 5) ▪ Significant exceptions land included (ORS priority)
Drawbacks: ▪ High percentage of Class II soils, Class I soils present (ORS Priority) ▪ High percentage of land in 100-year floodplain, wetland present (Factor 3) ▪ Relatively average amount of Agricultural acreage removed (ORS Priority)

STUDY AREA 3: Coburg Bottom Loop East (74 Acres)

Study Area 3 includes lands south and west of the existing UGB, west of Coburg Road. The area is contiguous with the existing UGB on the northeast side. The study area includes approximately 74 acres in 8 parcels. The majority of the study area (73.3 acres) is zoned for agricultural uses (E-30), with only one lot for rural residential uses. The rural residential lot is separated from the Coburg UGB by the agricultural lands within this study area. Agricultural lands in the study area are in orchards and other crops. Only two dwelling units exist in the study area, one of which is located in the exceptions area. Topographically, the site is largely flat. However, the site is several feet lower than the remainder of Coburg and is separated from the UGB by a vegetative buffer. The majority of the site (81%) is in flood zone A (the 100-year floodplain). Between the elevation difference and areas in the floodplain, this study area presents significant development constraints. All of the 73.3 acres zoned for agricultural uses in this study area are identified as Class II soil types.

Economic Consequences

Study Area 3 is identified by Coburg's Public Works Director as one of the more expensive areas to service (likely due to its elevation and the vegetative buffer that separates it from existing service within the city limits currently). The site is not seen as having any employment potential. Most of the area is constituted by functioning and productive farmland. Risks to property would be higher in this area, due to the majority of it being in the 100-year flood plain. Expansion into Study Area 3 provides mostly negative economic consequences.

Social Consequences

Although Study Area 3 is partially adjacent to the UGB, it is separated by a water feature and vegetative buffer. Livability in this area would be reduced due its poor potential for connections to the rest of town. Transportation access to the site would probably have to come from Coburg Bottom Loop, a County Road that does not directly connect to areas within the Coburg UGB. One positive social consequence is that the limited number of existing dwelling units in the area would mean fewer land owners impacted by an expansion.

Environmental Consequences

Almost all of Study Area 3 is within 100-year floodplain. It also includes areas of wetlands identified on Coburg's Local Wetland Inventory (more than any other area). Extension of services and City infrastructure would be either have significant impacts to these resources or would necessitate expensive and awkward measures to avoid them. The environmental consequences are negative.

Energy Consequences

Utilities would be generally more complicated to extend to this area. Additionally, as noted, no transportation access points other than Coburg Loop Road are immediately obvious. This study area appears to have significant transportation access limitations, and thus expansion into the area would necessitate longer and perhaps more vehicle trips.

Study Area 3 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
74.1 Acres	59.9/*(81%)*	100%	0/100	73.6
Advantages: ▪ None				
Drawbacks: ▪ No exceptions land included (ORS priority) ▪ Less efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1) ▪ Relatively low livability potential (Factor 3, Local Criteria 3,4) ▪ Transportation limitations (Factors 2 and 3, Local Criteria 3) ▪ High percentage of Class II soils (ORS Priority) ▪ High percentage of land in 100-year floodplain, wetlands present (Factor 5) ▪ Relatively average amount of Agricultural acreage removed (ORS Priority)				

STUDY AREA 4: Coburg Bottom Loop West (109 Acres)

Study Area 4 includes lands west of the existing UGB. The area is contiguous with the existing UGB on the north side and part of the east side. The study area includes approximately 109 acres in 24 parcels. The majority of the study area (92.3 acres) zoned for agricultural uses (E-30). About 17 acres are zoned for rural residential uses (RR-2 and RR-5). The rural residential lands are separated from the Coburg UGB by the agricultural lands in this study area. Agricultural lands in the study area are in orchards and other crops. Approximately 14 dwelling units exist in the study area; most of which (11) are located in exceptions areas. Topographically, the site is largely flat. However, much of the site is several feet lower than the remainder of Coburg. The site is several feet lower than areas to the north and east.

Economic Consequences

Study Area 4 was evaluated as being among the less expensive areas to extend utilities to. The area, however, exhibits a number of potentially negative economic consequences. The site is predominantly made up of a significant, operating hazelnut orchard. The discontinuance or reduction of this operation will remove a significant player in the agricultural economy in the area. The area is not viewed by the City as ideal for employment land, and is thus not anticipated to create economic opportunities.

Social Consequences

Expansion into Study Area 4 has significant potential for disruptive consequences to current residents in the area. This impact would likely be most significant to the owners

of the hazelnut orchard. The area contains significant acreage of exceptions land. These residential areas are along Funke and Coburg Bottom Loop Roads. An expansion which included only the exceptions land in Study Area 4 would be problematic because the exceptions land is not contiguous with the UGB. An expansion which includes Study Area 3 would provide the exceptions land of Study Area 4 a feasible connection. Livability in Study Area 4 is good, particularly in the north where access to downtown and Coburg Elementary School are ideal. There have been concerns expressed from property owners in this area about urbanization.

Environmental Consequences
Like Study Area 3, Study Area 4 presents environmental challenges. The majority of the site (61%) is in flood zone A (the 100-year floodplain). Additionally, of the resource acres in this study area, 75% are Class II soils and 3% are identified as Class I soils.

Energy Consequences
Water service would be relatively easy to extend to the site, as would electrical. Transportation access to the site would probably have to come from Coburg Bottom Loop—a County Road. Van Duyn Road could provide access from the North. The northern portions of Study Area 4 present opportunities for energy efficient expansion, due to their proximity to downtown and other facilities. Exceptions lands provide an energy benefit in that they have many services and infrastructure already in place. The exceptions land in Study Area 4 does not have access opportunities that are as ideal as other area alternatives.

Study Area 4 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
108.9 Acres	66.6/*(61%)*	78%	22/78	99.9
Advantages: ▪ Good livability potential (Local Criteria 3,4) ▪ Efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1) ▪ Exceptions land included (ORS priority) ▪ Fair transportation opportunities (Factors 2 and 3, Local Criteria 3)				
Drawbacks: ▪ Removal of/ Impact on active orchard (Factors 3 and 4, Local Criteria 5) ▪ High percentage of Class II soils, Class I soils present (ORS Priority) ▪ High percentage of land in 100-year floodplain (Factor 3) ▪ Relatively significant amount of Agricultural acreage removed (ORS Priority)				

STUDY AREA 5: Stalling Lane- North Coburg Road (200 Acres)

Study Area 5 includes lands north and west of the existing UGB. The area is contiguous with the existing UGB on part of the east side. The study area includes approximately 200 acres in 56 parcels. The majority of the study area (172.3 acres) is in exception areas (RR-5 zoning). Only one tax lot of about 28 acres is in agricultural zoning (E-40). A total of 43 dwelling units exist in

the study area; 39 of which are located in exceptions areas. Topographically, the site is largely flat. Of the 28.1 acres in this study area zoned for agricultural uses, 18.1 acres are in Class I soil types and 9.4 acres are identified as Class II soil types. . A pump station may be required to move sewage from the area to the treatment plant on the north end of Coburg. Water service would be relatively easy to extend to the site, as would electrical.

Transportation access to the site would probably have to come from Coburg Road and Stallings Lane. There may be opportunities to provide cross streets to improve access to the area.

Economic Consequences

According to Coburg's Public Works Director, Study Area 5 is one of the least expensive areas to extend City water and stormwater service into. This is due to the fact that much of the area is currently served by water along North Coburg Road North. An important consideration in expansion into Study Area 5 is the sewer service obligation to existing residents that will be immediately effective if all or any portion of area 5 is included. This obligation is more significant in Study Area 5 than other areas, and is an important cost related issue for the City to consider. The more northern portions of Study Area 5 would be progressively more expensive to provide services to because of the increased distance from existing city facilities to the south, and would accelerate the need to construct an expensive northern connector road (see Map 17).

Study Area 5 is not identified as an area for employment expansion and expansion would provide no benefit in that regard. The area contains a number of small farms and mid-sized farms. Economic impacts will be more substantial for the relatively few operating--mid sized farms. The only resource land in Study Area 5 is the 28 acre piece owned by Eugene 4J School District. The overall economic consequences of expansion into Study Area 5 are not seen as leaning significantly either way.

Social Consequences

Study Area 5 contains many existing residents (43 dwelling units). Expansion impacts will affect many more people in Study Area 5 than in most other areas. It can, however, be argued that the individual impacts will be relatively less to residents in Study Area 5 than in some other areas since the area is currently residentially zoned, of a certain residential character, and already has a relatively significant population. The area contains many rural residences, which, if included in the UGB will receive significant development pressure. Previous efforts have suggested the residents in Study Area 5 are split in their support of expansion in their direction. The area is in very close proximity to Coburg Elementary School, a potential future school site, and the southern portions of this study area are relatively near Coburg's downtown, all of which promote high livability.

Environmental Consequences

The environmental consequences of expansion into Study Area 5 are seen as minimal for about half of the exceptions lands. Although the area consists of Class I and II soils, the area contains significant existing development. The limited resource land within Study Area 5 is predominantly Class I soils. By directing growth to this area, areas of greater environmental significance and with greater potential can be avoided. However, the portion of this study area south of Van Duyn Road is bounded on three sides by agricultural land with Class II soils. Urban development of this area would have significant consequences to adjacent agricultural lands. And the northern half of this study area is a "peninsula" of rural residential development surrounded on three sides by

agricultural land, and urban development on these lands would have significant consequences to adjacent agricultural lands.

Energy Consequences
Study Area 5 appears relatively easy to service due to its proximity to the proposed sewage treatment plant. As noted, much of Study Area 5 is already served with both water and stormwater. Expansions on the north end of town will place greater traffic pressure on arterials that carry traffic through Coburg to reach Eugene-Springfield (Willamette Street and Pearl), and might require the construction of an expensive new northern connector road (see Map 17). With existing facilities in place, and high livability potential, the overall energy consequences are generally positive.

Study Area 5 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
199.8 Acres	2/*(1%)*	14%	86/14	178.3
Advantages: ▪ High livability potential and efficiency of development in more southern portions (Factor 1, Local Criteria 3,4) ▪ Very efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1) ▪ Good Urban-Ag compatibility, except for 20 acres to the south of Van Duyn Road and northern half of the subarea. (Factor 4, Local Criteria 5) ▪ Mostly exceptions land included (ORS priority) ▪ No land in 100-year floodplain, no wetlands present (Factor 3)				
Drawbacks: ▪ Northern portions reduce compactness, livability (Factor 1, Local Criteria 3,4) ▪ High percentage of Class II soils on resource land (ORS Priority) ▪ Potential for public opposition (Factor 3)				

STUDY AREA 6: Van Duyn-Coburg Industrial Way (209 Acres)

Study Area 6 includes lands directly north of the existing UGB. The area is contiguous with the existing UGB on the north side and part of the east and west sides. The study area includes approximately 209 acres in 4 parcels (one parcel contains over 100 acres) and the majority of the area is in a common ownership. Most of the study area (208 acres) is zoned for agricultural uses (E- 40). Less than 1 acre is zoned for rural residential uses (RR-5), and this parcel is separated from the Coburg UGB by the agriculturally zoned land. A total of 6 dwelling units exist in the study area. Topographically, the site is largely flat.

Study Area 6 is probably the easiest to provide sewer service to due to its proximity to the proposed sewer treatment plan. Water and stormwater service would be relatively easy to extend to the site, as would electrical.

Transportation access to the site would probably have to come from Coburg Road. Additional access could come from Roberts Road. This study area also provides an opportunity for the extension of Willamette Street— Coburg's main street.

Economic Consequences
Study Area 6 is the least expensive area to provide water and stormwater service to. The area is adjacent to the proposed sewer treatment plant and therefore provides greater efficiency in that regard as well. Study Area 6 is currently made up of two residential lots and two large active farms.

Study Area 6 is not identified as an area for employment expansion; however industrial opportunities seem possible in the northeastern portions of the area, due to its proximity to existing Industrial uses, and its proximity to the water treatment plant.

Inclusion of the northern portion of this subarea into the UGB would likely require construction of the expensive northern connector road (See Map 17).

Social Consequences
Study Area 6 has potential for creating a high livability standard for expansion. The area presents many options for connectivity to existing neighborhoods and street networks. Expansion into the area supports local policy encouraging *"sequential development that expands in an orderly way outward from the existing city center."* Study Area 6 provides opportunities for excellent access to facilities such as schools and downtown. Expansion in this area involves a limited number of property owners, which minimizes the complexity of realizing expansion/planning objectives. It is also noted that the owners of the property adjacent to the current UGB have expressed interest in urbanization.

Environmental Consequences
Only 7 of the 209 acres in Study Area 6 are in flood zone A (the 100-year floodplain). Areas in flood zone A are mostly in a canal that transects the study area. Of the 208 acres in this study area zoned for agricultural uses, 63.6 acres are in Class I soil types and 138.5 acres are identified as Class II soil types, and 5.9 acres are in Class IV soil types. The area is prime farmland. Although Area 6 consists of Class I and II soils, the area contains significant development. By directing growth to Area 6, areas of greater environmental significance can be avoided.

Energy Consequences
Study Area 6 appears relatively easy to service due to its proximity to the proposed sewage treatment plant. Although Area 6 is not already served with both water and stormwater, an abundance of connection points make it a very serviceable option. As noted earlier, expansions on the north end of town will place greater traffic pressure on arterials that carry traffic through Coburg to reach Eugene-Springfield (Willamette Street and Pearl). Inclusion of the northern portion of this subarea into the UGB would likely require construction of the expensive northern connector road (See Map 17).

Study Area 6 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
208.8 Acres	7/*(3%)*	96.8%	100/0	206.8
Advantages: ▪ High livability potential (Local Criteria 3,4) ▪ Very efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1)				

▪ Good Urban-Ag compatibility (Factor 4, Local Criteria 5) ▪ Very little acreage in 100-year floodplain, no wetlands present (Factor 3)
Drawbacks: ▪ High percentage of Class II soils, relatively high percentage of Class I soils (ORS Priority) ▪ No exceptions land included (ORS priority)

STUDY AREA 7: East I-5 North (240 Acres)

Study Area 7 includes lands east of the existing UGB and across I-5. The area is not contiguous with the existing UGB except at the study area's southwest corner next to the I-5 interchange. The study area includes approximately 240 acres in 3 very large parcels. The entire study area (239.9 acres) is zoned for agricultural uses (E-40). Agricultural lands in the study area are used primarily for grazing. No development exists in this study area. Topographically, the site is largely flat. The study area has (23 acres) is in flood zone A (the 100-year floodplain) or in identified wetland area. The major development constraint in this study area is extending municipal services across I-5.

Economic Consequences

Study Area 7 is seen as more difficult to service due to its location east of I-5. It was among the most expensive alternatives as per Coburg's Public Works Director. This is because water, sewer, electricity, and storm drainage would all probably require boring under the Interstate. It is of note that Coburg's recent inclusion of the Country Squire property (east of I-5) places a certain obligation on the City to extend service across the freeway regardless of the outcomes of this expansion process.

The overwhelming majority of the site is currently under one use (a cattle ranch), which also occupies significant acreage surrounding the study area. Due to the area's proximity to I-5 (as well as the Eugene-Springfield area), it is viewed by the City as having prime employment potential. The economic consequences of the reduction of the ranching activities would likely be outweighed by potential economic gains of utilizing the land for industrial purposes. The economic opportunities for areas east of I-5 have the potential to outweigh the negative economic consequence of expansion into the area (cost of extending service, etc.).

The recently adopted Coburg / Interstate 5 Interchange Area Management Plan (IAMP) traffic forecasts are based on estimated of the growth potential inherent in the current UGB assuming some limited infill. As a result, full realization of the assigned population and employment forecasts will result is greater traffic volumes than assumed in the IAMP. The nature of those traffic increases will depend on the location and intensity of the new growth assumptions. If additional land east of I-5 was included in the UGB, and a development proposal was submitted to the City, the developer may be required to pay for transportation infrastructure improvements beyond the current reconstruction design, if deemed necessary by ODOT. These improvements could prove to be prohibitively expensive.

Social Consequences

There has been public resistance in the past to expansion of Coburg's UGB east of Interstate 5. Residents in the rural areas east of the interstate are particularly adverse to such proposals. Correspondence with property owners has suggested a willingness on their part to entertain ideas about expansion into Study Area 7 or 8.

Central to Coburg's expansion policies is the principle of sustaining healthy and necessary growth while maintaining Coburg's small town atmosphere. Economic growth is not a simple need to accommodate on Coburg's existing lands west of I-5. Expansion to the east of the freeway will allow for both the growth of the community, and the preservation of appropriate buffers between the City's industrial and residential uses.

Environmental Consequences
Of the 240 acres in this study area zoned for agricultural uses, 2% are in Class I soil types. The area is predominated by Class IV soil types (96%). The area also has soils identified as Class VI (2%).

Although Study Area 7 provides an opportunity for expansion onto low value soils, the area contains a relatively high number of wetlands identified by the national Wetland inventory. These wetlands exist along the western and northern portions of the area. Additionally, a small fraction of the northern portion of the area is within 100-year floodplain. Overall environmental consequences of expansion into portions of Study Area 7 are viewed as positive.

It is also noted that limiting the necessity for large trucks to travel through any portion of town results in better air quality in Coburg.

Energy Consequences
Transportation access to the site would come from Van Duyn Road—a county owned extension of Pearl Street. Economic activity is undertaken more efficiently in areas nearest to transportation corridors such as I-5. In this manner expansion into Study Area 7 has positive energy consequences.

Study Area 7 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
239.9 Acres	23.3/*(9.7%)*	2.3%	0/100	239.9
Advantages: ▪ Excellent economic potential (Factor 3) ▪ Predominantly Class IV and Class VI soils present (ORS Priority) ▪ Excellent transportation opportunities (Factors 1 and 3) ▪ Relative Urban-Ag compatibility (industrial use) (Factor 4, Local Criteria 5)				
Drawbacks: ▪ No exceptions land (ORS priority) ▪ Costly delivery of services (Factors 1 and 2) ▪ Wetlands present and land in 100-year floodplain (Factor 3) ▪ Agricultural acreage removed (ORS Priority)				

STUDY AREA 8: East I-5 South A (106 Acres)

Study Area 8 includes lands east of the existing UGB and across I-5. Unlike Study Area 7, Study Area 8 shares a significant border with the existing UGB. A portion of the original Study Area 8, identified in the 2004 Urbanization Study, was brought into the UGB in 2006. Study Area 8 now consists of the remaining acreage that was not included in that expansion.

Inclusion of this area would require additional expansion of the UGB across I-5. The study area includes approximately 105 acres in one parcel. The acres in this study area are zoned for agricultural uses (E-40).Agricultural lands in the study area are used primarily for grazing. Topographically, the site is largely flat. The study area has no identified wetland areas per the National Wetland Inventory, but it is suspected that more thorough fieldwork may reveal some jurisdictional wetlands on the site. The major development constraint in this study area is extending municipal services across I-5. Of the 106 acres in this study area zoned for agricultural uses, 2.2 acres are in Class III soil types, 53.2 acres are identified as Class IV soil types, and 50.3 acres are identified as Class VI soil types. Study Area 8 appears more difficult to service due to its location east of I- 5. Water, sewer, electricity, and storm drainage would all probably require boring under the Interstate. A pump station might be required to move sewage from the area to the treatment plant on the north end of Coburg. Transportation access to the site would come from Van Duyn Road—a County Road. Development on the site may be constrained until the I-5 interchange improvements area completed. It is noted that Study Area 8 is adjacent to lands already within the UGB (east of I-5), and for which the City has an obligation to provide service to.

Economic Consequences

Like Study Area 7, Study Area 8 is among the most difficult to service due to its location east of I- 5. It is also among the most expensive alternatives because water, sewer, electricity, and storm drainage would all probably require boring under the Interstate. In addition, improvements to the interchange may be necessary to address development not included in the IAMP review.

It should be noted that Study Area 8 is directly adjacent to the only portions of Coburg's existing UGB east of I-5. The entire site consists of one parcel with one use (a cattle ranch). The acreage belongs to the same ranch operation occupying Study Area 7. Study Area 8 is viewed by the City as having prime employment potential. The economic consequences of the reduction of the ranching activities would likely be outweighed by potential economic gains of utilizing the land for industrial purposes. Additionally, the economic opportunities for areas east of I-5 have the potential to outweigh the negative economic consequence of expansion into the area (cost of extending service, etc.).

Social Consequences

Because Study Area 8 is separated from the other ranch properties to the north by Van Duyn, and is surrounded by other uses, the owners may be more amenable to its inclusion than Study Area 7. However, as noted, there has been public resistance in the past to expansion of Coburg's UGB east of I-5. Study Area 8 is directly adjacent to a number of properties under various ownership and uses, including a few residents in the rural areas east of the interstate. Again, correspondence with property owners has suggested a willingness on their part to entertain ideas about expansion on their property.

Much like Study Area 7, expansion east into Study Area 8 will allow for both the growth of the community, and the preservation of appropriate separation and buffers between the City's industrial and residential uses.

Environmental Consequences
Of all of the acreage in Study Area 8, 98% is Class V or VI soils. These soils are of the lowest values that are typically mapped. The study area has the lowest value soils overall of any other study area. Area 8 also contains no mapped wetlands, or floodplain areas.

Energy Consequences
Transportation access to the site would come from Van Duyn Road—a County owned extension of Pearl Street. Economic activity is undertaken more efficiently in areas nearest to transportation corridors such as I-5. In this manner expansion into area 8 has positive energy consequences.

Study Area 8 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
105.7 Acres	0/*(0%)*	0%	0/100	105.7
Advantages: ▪ Excellent economic potential (Factors 1& 3) ▪ Most favorable soil scenario of all study areas: predominantly Class V and Class VI soils (ORS Priority) ▪ Excellent transportation opportunities (Factors 1 and 3) ▪ No land in 100-year floodplain, and fewer wetlands assumed than Area 7 (Factor 3)				
Drawbacks: ▪ No exceptions land (ORS priority) ▪ Costly delivery of services (Factors 2 and 3) ▪ Agricultural acreage removed (ORS Priority) ▪ Urban-Ag compatibility less than Study Area 7 (industrial use) (Factor 3)				

STUDY AREA 9: East I-5 South B-Selby Way (26 Acres)

Study Area 9 includes lands east of the existing UGB and across Interstate 5. The northwest corner of the area is contiguous with the existing UGB.

Inclusion of this area would require additional expansion of the UGB across I-5. The study area includes one parcel of approximately 26 acres. This parcel is designated by Lane County as resource (Forest) land. Half of the site is significantly wooded and the eastern most portion is nestled against the foothills of the Coburg Hills. As a result Study Area 9 contains the most significant slopes of any of the 11 study areas, although it is noted, the slopes are relatively insignificant.

Reed Road/Selby Way connects Study Area 9 to the City of Coburg and all areas west of I-5. Outside of the Coburg I-5 interchange, Selby Way is the only other existing alternative for crossing I-5. Study Area 9 is included as a possible expansion alternative largely due to this characteristic.

Economic Consequences

Study Area 9 joins Areas 7 and 8 in being the most expensive areas to extend services due to its location east of I-5. Most significant to Study Area 9's profile is that the area abuts a rare crossing and connection to areas of Coburg east of I-5. It is also noted, however, that the condition of the bridge is not immediately known. Expensive repairs may be necessary if the bridge is not in proper condition, or does not meet required specifications.

Although Study Area 9 does not share the access advantages of Study Areas 7 and 8, it is in very close proximity to I-5 and is connected to sections of existing industrial land within Coburg via Reed Road/Selby Way. Reduction of or discontinuance of activities currently on the site is not viewed as having negative economic consequences when balanced with the potential positive economic consequences of employment growth on the site.

Social Consequences

There is one owner of Study Area 9 and one existing residence. As noted with previous areas, this can reduce the complexity of the expansion process and the potential for reaching planning objectives. It also may result in significant impacts (positive and/or negative) to the individual property owner.

The area would be most appropriately used for employment purposes. It is noted that one advantage for consideration of Study Area 9, is the existing access to the site over I-5 via Selby Way. Access via Selby Way would necessitate a relatively lengthy and circuitous route for commercial and industrial traffic, contributing to noise, pollution and traffic in the area. As compared to Study Areas 7 and 8, Study Area 9 appears to present greater negative social consequences.

Environmental Consequences

Study Area 9 includes the only forest designated land within all study areas. It is not prime forest land. Study Area 9's soil profile is largely Class IV and VI, with smaller portions of Class III. The site includes several small water features; however none are located on either the National or Local Wetlands Inventory. Study Area 9 presents the only expansion alternative that encroaches onto the Urban-Wildland interface (foothills of the Coburg Hills). It is not immediately understood what impacts such expansion might have.

Energy Consequences

Study Area 9 will require the extension of all services. If residential uses are directed to the area, it is noted that the area does not have a school site or an existing school within several miles of its boundaries. Transportation access to the site would come from Selby Way—a County Road. The condition of the existing bridge across I-5 is not completely understood. Development on the site may be constrained if the bridge is not in proper condition, or does not meet required specifications.

Expansion into Study Area 9 does not as clearly meet the efficiency related policy of expansion that is *"sequential development that expands in an orderly way outward from the existing city center."*

Study Area 9 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
26.2 Acres	.23/*(1%)*	0%	0/100	26.2
Advantages: ▪ Economic potential (Factors 1 & 3) ▪ Favorable soil scenario: predominantly Class IV and Class VI soils (ORS Priority) ▪ Located near rare crossing of I-5 (Factors 1,2 and 3)				
Drawbacks: ▪ Poor access for Industrial and commercial traffic (Factors 2 & 3) ▪ No exceptions land (ORS priority) ▪ Costly delivery of services (more expensive than Study Areas 7 & 8) (Factors 2 and 3) ▪ Forest acreage removed (ORS Priority) ▪ Urban-Ag compatibility less than Study Areas 7 & 8 (industrial use) (Factor 4) ▪ Existing water features (Factor 3)				

STUDY AREA 10: Coburg South (104 Acres)

Study Area 10 includes lands south of the existing UGB, both east and west of Coburg Road and south of Study Areas 1 and 2. The eastern edge of the study area is bounded by Interstate 5 and includes a parcel between I-5 and the Southern Pacific Railroad right-of-way. The eastern portion of the study area is contiguous with the southern most arm of the existing UGB. The study area is long and narrow running east and west and consisting of four parcels and two residences. The area straddles the southern gateway to the City of Coburg from Eugene along Coburg Road.

The entire area is zoned for agricultural use and much of the land is largely in active farm uses. Topographically, the site is largely flat.

Study Area 10 appears relatively easy to service due to its flat topography.

The active Egge Sand and Gravel property is located directly south of the westernmost parcel of Study Area 10.

<u>Economic Consequences</u>
According to Coburg's Public Works Director, Study Area 10 is one of the least expensive areas to extend City services to. This is likely due to the fact that the eastern portion of Study Area 10 is directly adjacent to the recent industrial developments along Roberts Court. Although Study Area 10 is not explicitly identified as a prime option for employment expansion, its adjacency to Roberts Court does present a seemingly viable option for such use and could provide positive economic consequences in that regard.

The reduction or loss of agricultural land and farming activities in Study Area 10 as a result of economic or residential expansion, or both will have negative economic consequences. These consequences may be outweighed by positive economic outcomes related to increased employment land.

Coburg's Comprehensive Plan includes a policy directing the City to *"seek to ensure compatibility between the future needs of the community and growth of nearby sand and gravel operations."* Encroachment of urban uses on the sand and gravel operation will certainly create compatibility tensions and could have negative economic consequences on that operation.

Social Consequences

Coburg policy and previous planning processes have suggested local opposition to expanding towards the McKenzie. As noted in *City policy: "The City supports, and shall pursue, establishment of a southern greenbelt that ensures a permanent open character for the area between Coburg and the McKenzie River."* It is anticipated that livability will not be maximized in development that is closely adjacent to the Egge Sand and Gravel operation directly adjacent to Study Area 10, nor will residential development be perfectly ideal in the areas adjacent to the industrial activities on Roberts Court. Both areas are fairly separated from downtown and local services.

Being on the southern end of Coburg, Study Area 10 does provide the identified benefit of reducing Coburg's Eugene-Springfield commuter traffic through the downtown area.

Environmental Consequences

While no identified wetlands exist on the site, 7.7 acres (8%) of the site is in flood zone A (the 100-year floodplain). The floodplain is limited to the linear water features that exist across the site including Muddy Creek. The soils of Study Area 10 are largely Class II (78%), the remaining acreage is Class IV (16%) and 1 (6%).

Energy Consequences

An expansion into Study Area 10 would necessitate (most logically) expansion into Study Areas 1 or 2, because they separate area 10 from the residential portions of the existing UGB. Expansion into 10 without expansion into Study Area 1 or 2 would not support the efficiency related policy encouraging expansion that is *"sequential development that expands in an orderly way outward from the existing city center."*

Study Area 10 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
99.5 Acres	7.7/*(8%)*	83.9%	0/100	96.5
▪ Mostly large parcels (Factor 3) ▪ Very little acreage in 100-year floodplain, no wetlands present (Factor 3)				
Drawbacks: ▪ Less efficient, orderly and economic expansion (Factors 1 and 2, Local Criteria 1) ▪ Less Urban-Ag compatibility (Factor 4, Local Criteria 5)				

- Discouragement for excessive development to the south: *"The City supports, and shall pursue, establishment of a southern greenbelt that ensures a permanent open character for the area between Coburg and the McKenzie River." (City Policy)*
- High percentage of Class II soils, Class I soils present (ORS Priority)
- No exceptions land included (ORS priority)

STUDY AREA 11: Coburg North- Indian Drive and Paiute Lane (84 Acres)

Study Area 11 includes lands north of the existing UGB. The area is contiguous with the existing UGB on its east side. This portion of the UGB adjacent to Study Area 11 constitutes the waste water treatment site and is largely removed from the urbanized areas of Coburg. The study area includes approximately 85 acres in 46 parcels (of which 44 are designated as exceptions land). Study Area 11 contains an isolated residential neighborhood along Indian Drive, Winnebago Street, and Paiute Lane.

The majority of the study area (67 acres) is one large resource designated parcel. This site contains one residence. The site is owned by the same party as the adjacent open farm acreage that constitutes most of Study Area 6. The remaining 18 acres of exception land is located in the northern portion of the study area, and is separated from the existing urban growth boundary by agricultural land.

Access to the site would probably have to come from Coburg Road There may be opportunities to provide cross streets to improve access to the area.

Economic Consequences

According to Coburg's Public Works Director, Study Area 11 is one of the least expensive areas to extend City water to. This is due to the fact that a significant portion of the area is currently served by water, and lines run along North Coburg Road. As previously noted in Study Area 5, an important consideration in expansion into areas with existing development is the sewer service obligation to residents that will be immediately effective if the exceptions land in Study Area 11 is included. This obligation is more significant in Study Area 11 than most other areas, and is an important cost related issue for the City to consider.

Economic impacts may be realized by the loss of the farmland located in Study Area 11. Overall the economic consequences of expansion into Study Area 5 are not seen as significant either way.

Social Consequences

Study Area 11 contains more existing residents than any other area (44 dwelling units). Expansion impacts will affect many more people in the study area. As with Study Area 5, however, it can be argued that the individual impacts will be relatively less to residents in Study Area 11 than in some other areas since the area is currently residentially zoned and already has a relatively significant population. Study Area 11 is in fairly close proximity to Coburg Elementary School, and a potential future school site. However livability is not optimized in Study Area 11 due to its isolation from downtown services.

Environmental Consequences

The environmental consequences of expansion into Study Area 11 are related primarily to existence of Class I and II soils on the existing resource land. It seems difficult to justify expansion onto these valuable soils given the potential negative social and energy consequences related to Study Area 11.

Energy Consequences

Study Area 11 appears relatively easy to service due to its proximity to the proposed sewage treatment plant. As noted, significant portions of Study Area 11 are already served with both water and stormwater. Expansions on the north end of town will place greater traffic pressure on arterials that carry traffic through Coburg to reach Eugene-Springfield (Willamette Street and Pearl). However, the substantial distance between Study Area 11 and Coburg's center will necessitate longer trips than other alternatives.

It is also noted that expansion into Study Area 11 without expansion into Study Areas 5 or 6 would not support the efficiency related policy encouraging expansion that is *"sequential development that expands in an orderly way outward from the existing city center."* The acreage demand figures would not suggest that demand would be great enough to bring any portion of Study Area 11 into the UGB in addition to Study Area 5 or 6.

The negative energy consequences of Study Area 11 temper the positive energy consequences.

Study Area 11 Summary	Constrained Acres/*(%)*	% Class 1 or 2 Soils on Resource land	% Exception/ % Resource	Vacant Acres
84.6 Acres	3.6/*(4%)*	75%	19/81	70
Advantages: ▪ Efficient and economic expansion (Factors 1 and 2) ▪ Relatively average Urban-Ag compatibility (Factor 4) ▪ Significant exceptions land included (ORS priority) ▪ Small percentage of land in 100-year floodplain (Factor 3)				
Drawbacks: ▪ Less livability, compactness potential (Factors 1 and 3, Local Criteria 3,4) ▪ High percentage of Class II soils, relatively high Class I soils present (ORS Priority) ▪ Isolated and disorderly development/negative energy impacts (Factor 55, Local Criteria 3) ▪ Relatively average amount of Agricultural acreage removed (Factor 4)				

Staff's assessment of each of the expansion Criteria (ORS Priorities, Goal 14 location factors, and Local Criteria) for each of the 11 study areas included in the expansion analysis is summarized in Table 7.6. The table shows a ranked score of between 1 and 5 for each criteria (5= most suitable and 1= least suitable) Not every criteria included a 1 or 5 score. Higher scores are shaded with a darker fill to aid in table interpretation. The table also summarizes the total

scores for each study area and criteria set. Goal 14 factor 2 includes an indication of whether the site is determined to be most appropriate for Residential (R) or Employment (E) Land.

Table 7.6 Analysis of Study Area Compliance with Expansion Criteria

	Study Areas										
	1	2	3	4	5	6	7	8	9	10	11
State Priority Scheme (ORS)											
Urban Reserve	0	0	0	0	0	0	0	0	0	0	0
Exceptions Land (surr. by)	2	4	2	2	5	2	1	1	1	1	3
Low Farm or Forest Value	2	3	2	1	5	1	3	4	2	3	3
Location Factors (Goal 14)											
Factor 1	4	3	3	3	4	5	4	4	1	2	2
Factor 2	3	3	2	3	4	5	1	1	1	3	3
Factor 3	3	3	1	1	3	3	3	3	2	1	2
Factor 4	3	3	2	2	4	4	3	4	3	1	3
Local Criteria (LC)											
LC 1	4	4	2	3	4	5	3	4	1	1	2
LC 2	4	4	2	2	4	5	4	5	2	1	3
LC 3	5	4	3	3	4	5	4	4	1	2	1
LC 4	4	4	3	3	4	5	3	3	2	2	3
LC 5	3	4	2	2	5	3	3	4	3	1	3

Study Area Criteria Scoring Summary

	Study Areas										
	1	2	3	4	5	6	7	8	9	10	11
ORS	*4*	*7*	*4*	*4*	*10*	*4*	*4*	*5*	*3*	*4*	*6*
Goal 14	*13*	*12*	*8*	*9*	*15*	*17*	*11*	*12*	*7*	*7*	*10*
LC	*20*	*20*	*12*	*13*	*21*	*23*	*17*	*20*	*9*	*7*	*12*
Total	***37***	***39***	***24***	***26***	***46***	***44***	***32***	***37***	***19***	***18***	***28***

Staff's summary suggests that Study Areas 3, 4, 9, 10 and 11 are generally not well suited for expansion, while Areas 1, 2,5,6,7 and 8 seem to be better suited, and particularly Areas 5, 6 and 8. Staff utilized the criteria analysis above in developing a set of themed expansion alternatives for the City Council, Planning Commission, TAC and Public to consider. These alternatives are presented and discussed in the following sections.

UGB Expansion Alternatives:

There are two different sets of expansion alternatives presented: One set for residential lands and the other for employment lands. To assist in the review of alternatives, staff provided Coburg City Council, Planning Commission and the public, with an overview of existing Coburg Comprehensive Plan policies that address urban growth boundary expansion. As outlined in this report, defining alternatives necessitated the inclusion of portions of study areas. Justification of those selections is provided where deemed appropriate.

Residential Lands Alternatives

In general, the alternatives presented focus expansion into different portions of Study Areas 1, 2, 5, and 6. No alternatives show residential expansion occurring on the east side of I-5. Expansion is also not shown within Study Area 3, 4, 10 or 11 due to impacts on resource lands and natural resources (Study Areas 3 and 4) as well as prohibitive separation from the city center (Study Areas 10 and 11). The Housing Needs Analysis (Chapter 4) identified a residential land need of approximately 148 total acres. The alternatives were selected to provide developable acreage that would closely match this identified need. Development Capacity within the expansion alternatives was calculated using the methodology presented in Table 7.7:

Table 7.7: Expansion Alternative Development Capacity Methodology

Parcel Size	≤ $30k Improvement Value	> $30k Improvement Value
< Half Acre	Fully developable	Not developable = Occupied
> Half Acre	Fully developable	Partially developable: one-half acre deducted for existing development from unconstrained (buildable) acres. Remaining portion only included if ≥ 4,500 sq. ft.

Following is a description of the selected alternatives:

Residential Expansion Alternative 1: 165 Acres (see Map 18).
This Alternative is comprised of portions of Study Areas 1, 2 and 5. The focus in this alternative is on concentrating UGB expansion to Lane County Exceptions Lands, and specifically those nearest to Coburg's existing UGB. UGB adjacent exception lands to the south (Areas 1 and 2) were included in their entirety, and adjacent exception lands to the north (in Area 5) were included as to satisfy the remaining identified need as near to the City as possible (which included much of the exception lands to the north.

This alternative does not provide as orderly of an expansion outward from the city center as the other alternatives (2 and 3). Development would instead proceed in a more linear fashion around existing streets and development. This area is predominately comprised of Class I soils, with some Class II and Class IV soils. Soil class is less of a weighted concern for this alternative since all lands are exceptions land and have the highest statutory expansion priority regardless.

Due to the highly parcelized and developed nature of Residential Expansion Alternative 1, expansion in this area would create a more challenging environment for realizing desired development goals and achieving the City's needs for growth.

Residential Expansion Alternative 2: 156 Acres (see Map 19).
This Alternative is most similar to the recommended expansion areas from the 2004 Study and is comprised of portions of Study Areas 1, 2, 5 and 6. Expansion occurs both to the north and south of the City, on exception lands and adjoining resource lands. This scenario includes exceptions land in Study Area 5 and lands within Study Areas 1, 2, and 6. The scenario provides for efficient, orderly and economic expansion out from the existing UGB boundaries. The alternative is also constituted by more than half (53%) exception lands.

The alternative's boundaries were based on the 2004 study boundary, and were adjusted to match the current acreage need. To the south the boundary was defined by the areas north of the adopted Coburg Loop Multi-Modal Path Plan, acreage which also provides access to the exception lands in Study Area 1. To the north the expansion alternative boundary was defined

to meet the identified 2004 recommendation as closely as possible. The recommended boundary to the north extends to a point which matches the northern boundaries of two significant properties (Stevenson and Monaco), with the exception of one lot flanked by Stallings and Coburg Roads. It is assumed that an East-West transportation corridor along these property lines may be a future opportunity. The large taxlot which constitutes most of Study Area 6 is divided to include a 70 acre portion of the 150 acre lot. Although Study Area 6 is farm land, it ranked very high on the criteria scoring and is included in both Residential Expansion Alternatives 1 and 2, because of its potential to satisfy many of Coburg's growth priorities. It is assumed that Inclusion of Study Area 6 in its entirety would be unjustified; therefore the proposed expansion divides the lot. It is noted that the current UGB divides this tax lot further to the south than the 2004 study proposed.

This area is predominately comprised of Class I and II soils, with some Class IV soils. It is noted that most of the Class I soils in Expansion Alternative 1 are within the exceptions land in Study Areas 1 and 5, which are, statutorily, the highest priority for expansion. An additional north-south transportation connector may be needed to better distribute traffic coming from the northern residential development under this alternative.

Residential Expansion Alternative 3: 150 Acres (see Map 20).
This Alternative is comprised of portions of Study Areas 1, 2 and 6. Because of the location of the properties, this alternative provides for a very efficient, orderly and economic expansion that provides for sequential development that expands in an orderly way outward from the existing city center to both the north and south of the city center. This alternative, however, is comprised of a larger percentage of resource lands than Residential Expansion Alternative 2. An additional north-south transportation connector may be needed to better distribute traffic coming from the northern residential development under this alternative. The boundaries for Residential Expansion Alternative 2 were defined based on land need and its relationship to tax lot and exception area boundaries.

This area is predominately comprised of Class II soils, with some Class I and Class IV soils. This alternative also has a higher percentage of Class I and II soils on resource lands than Residential Expansion Alternative 1.

Employment Lands Alternatives

It is noted that all decision making bodies, as well as the public, were presented with a no "employment expansion" alternative, in addition to the alternatives addressed below. This was due to a finding of the Economic Opportunity Analysis that the Coburg is in a position to make a case for employment expansion or not. Because the "need" is ultimately tied to broader questions of economic priority, the facts directed decision bodies to make a policy decision regarding the matter.

All employment land expansion alternatives show expansion occurring on the east side of I-5 in order to take advantage of the excellent transportation opportunities presented at this location. The Economic Opportunities Analysis (Chapter 5) identified an employment need of 1 or 2 sites of 20 acres or greater. Alternatives were selected to adequately meet this range, while considering possible natural resource constraints on the most ideal properties along Van Duyn.

Employment Expansion Alternative 1: 65 Acres (see Map 21). This Alternative depicts expansion of the UGB for employment lands occurring on a portion of Study Area 7, located north of Van Duyn, with the expansion area primarily configured in a north-south orientation.

This Alternative is identical to the recommended employment expansion areas from the 2004 Study. The area was selected du e to its high scoring in the criteria analysis. This area is comprised of lower capability Class IV soils.

Future development in this area may require improvements to the interchange beyond those planned for in the adopted IAMP. In addition, under the IAMP there would be a need to consolidate all accesses to a point at least 1,320 feet from the north-bound ramp terminal intersection, which would require access through land within the County, necessitating an exception to Goal 3.

….

Employment Expansion Alternative 2: 67 Acres (see Map 22). This Alternative depicts expansion of the UGB for employment lands occurring on a portion of Study Area 7, located north of Van Duyn. This area differs from alternative 2 in that it is primarily configured to provide increased utilization of Van Duyn Street frontage than Alternative 1 provides. Its boundaries are intended to assume approximately the same acreage as Alternative 1 and to accommodate a land needed for "one or two 20-plus acre sites." This area is predominately comprised of Class IV soils. Future development in this area may require improvements to the interchange beyond those planned for in the adopted IAMP. In addition, under the IAMP there would be a need to consolidate all accesses to a point at least 1,320 feet from the north-bound ramp terminal intersection.

Employment Expansion Alternative 3: 65 Acres (see Map 23). This Alternative depicts expansion of the UGB for employment lands occurring on a significant portion of Study Area 8, located south of Van Duyn. This area is comprised of both Class IV and VI soils. Study Area 8 was the most favorable employment site in the criteria analysis. Its boundaries are defined based on a fairly subjective assumption of land needed for "one or two 20+ acre sites."

Like Alternatives 1 and 2, future development in this area may require improvements to the interchange beyond those planned for in the adopted IAMP. However, unlike Alternative 1 and 2, under the adopted IAMP there are already plans to purchase and develop right-of-way needed to construct an access road from the areas with the Coburg UGB east of I-5 to a point approximately 1320 feet east of the northbound ramp terminals. This frontage road alignment would include lands in Study Area 8.

Urban Growth Boundary Future – Public Open House

On November 18, 2009, the City of Coburg and CUS staff hosted a public open house addressing the future of Coburg's Urban Growth Boundary. Approximately 35 residents attended the open house which included a formal presentation and opportunities for formal and informal questions and feedback. Following is a summary of the open house and its outcomes:

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 (see Map 7 in Chapter 3)*
- *Infill and Redevelopment Potential Map (see Map 4 in Chapter 3)*
- *Housing Needs Analysis Process Summary*
- *Overall Urbanization Study Decision Tree/Process Chart (Chapter 3)*
- *Study Areas Map (see Map 1 in Chapter 1)*
- *All Six Expansion Alternative Maps (Aerial and Soil Maps) (Maps 18-23)*

The presentation given at the Open House was identical to the presentation given to the Planning Commission and City Council at a joint worksession in November, 2009. The Open House presentation summarized the urbanization analyses supporting expansion (BLI, HNA, EOA) up to that point. Staff felt that a primary focus of the Open House was providing the public with a background for how and why expansion happens. The second portion of the presentation presented expansion alternatives and the statutory analysis process which led to them.

Open House Conclusions:

It was staff's impression, that the open house provided an ideal environment for citizens to voice concerns, insights and support for the Urbanization Study's 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.

Appendix 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.*

Attendees were presented Maps 18-23, the residential and employment UGB Expansion Alternatives and were asked to evaluate each through a dot exercise. 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). Table 7.8 the results of that exercise. (N represents the number of total dots on the map).

Table 7.8 Public Open House Alternatives Dot Exercise Results

	Green	Yellow	Red	N
Residential Alternatives				
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%	
Employment Alternatives				
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 shows, the overall residential preference is Expansion Alternative 2. Residential Expansion Alternative 3 also received support. Residential Expansion Alternative 1 was applied a red dot by 79% of the participants with (least preferable).

The employment expansion alternatives revealed mixed preferences. Employment Expansion Alternative 1 received the most green dots, however Employment Expansion Alternative 2 received only green and yellow dots (no red dots). Employment Expansion Alternative 3 also received a high proportion of green dots. Additionally, other feedback from the event provided important insights that ultimately resulted in a reconfiguration of the alternatives for employment growth all together (represented in the Final Expansion Recommendations). For example significant questions and concerns regarding potential transportation impacts, development costs and site configuration were raised. Specific concerns were expressed by the landowner on whose property all employment expansion alternatives occur. This feedback was critical in the development of the final employment expansion alternative which was presented to the Planning Commission and City Council.

D. Summary and Final Expansion Recommendations

The question of employment growth alternatives was brought before the Coburg City Council in early December of 2009. In a 3-2 vote the Council expressed approval of employment expansion and specifically within staff's recommended employment expansion alternative (a reconfiguration Employment Expansion Alternative 3). Because Planning Commission had not yet provided a recommendation to the Council, it was decided that Planning Commission feedback would be incorporated into a decision identified at the foregoing months Council meeting.

Planning Commission met in mid December of 2009 and voted 4-1 in opposition of employment expansion citing concerns about the form that industrial uses would take in the proposed location as well as well questions about the need for more industrial uses in Coburg.

In January 2009, the question of preferred expansion alternatives was once again brought before the Coburg City Council. The Council voted 4-1 in support of the employment expansion presented below. It is therefore recommended that expansion of the Coburg UGB be accomplished to include the land within the residential and employment expansion alternatives presented below. The recommended expansion alternatives are depicted in Maps 24 and 25.

Final Expansion Recommendations: City Council Approved

Final Residential Expansion Recommendation: 169 Acres (see Map 25).
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. The Final Residential Expansion Recommendation is a slightly reconfigured version of Residential Expansion Alternative 2. 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 recommendation includes a justifiable balance of exceptions land and lands that provide for the City's preference for livability and orderly expansion. Although 169 acres are proposed for inclusion in the UGB, approximately 145 acres of that land is assumed to be "developable."

The Final Residential Expansion Recommendation is comprised of portions of Study Areas 1, 2, 5 and 6. The alternative provides for a very efficient, orderly and economic expansion that provides for sequential development that expands in an orderly way outward from the existing city center to both the north and south of the city center. The area was modified slightly from its original format by adding land (9.5 acres, tax lot 1603290003600) from Study Area 5 in order to match, without variation, the boundary to the north which matches the northern boundaries of two significant properties (Stevenson and Monaco). Although the TSP has yet to be updated, this pattern of aligned property boundaries is viewed as having strong potential as a location for a future east-west connector on the north end of town, and thus makes for a good conceptual boundary.

To the south the boundary was defined by the areas north of the adopted Coburg Loop Multi-Modal Path Plan, acreage which also provides access to the exception lands in Study Area 1. The large taxlot which constitutes most of Study Area 6 was reduced slightly from its original configuration (to accommodate the increased acreage from Study Area 5). The reconfigured recommendation includes approximately 60 acres of the overall 150 acre lot. This change is

viewed as not having a detrimental impact on the usefulness of the expansion lands within Study Area 6.

The Final Residential Expansion Recommendation is comprised of a larger percentage of resource lands than Residential Expansion Alternative 1, but includes significant acreage of exceptions land. It is noted that an additional north-south transportation connector may be needed to better distribute traffic coming from the northern residential development under this alternative. This alternative is predominately comprised of Class II soils, with some Class I and Class IV soils (noted in Map 19). It is also noted that this alternative also has a higher percentage of Class I and II soils on resource lands than Residential Expansion Alternative 1. It is also noted that this recommendation is consistent with the Hybrid Map developed during the Coburg Crossroads Vision project.

Final Employment Expansion Recommendation: 106 Acres (see Map 24). This alternative depicts expansion of the UGB for employment lands occurring on all of Study Area 8. The Final Employment Expansion Recommendation is a reconfigured version of Employment Expansion Alternative 3. The Final Employment Expansion Recommendation was reconfigured to include the remaining southern 40 acres of lot number 1603340000202, increasing the total expansion from 65 to 106 acres. It was determined after consultation with the property owners, that this southern portion of the lot, if separated from Van Duyn, and isolated by development, would be essentially useless to the property owners as agricultural land. Additional acreage was further justified due to the anticipated environmental constraints of the site (potentially limiting the "buildable" acres on the site). This area is comprised of both Class IV and VI soils.

Land south of Van Duyn (Study Area 8) was favored over lands north of Van Duyn (Study Area 7) 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 to the south (Area 8) is already separated from other like uses (Area 7) to the north 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 to the need overall. It is also noted that the 2004 Urbanization Study recommended that the City consider Study Areas 7 and 8 for employment growth and to take steps to preserve these areas for future employment growth.

In the final section, the City Council's preferred residential and employment expansion alternatives (staff's recommendations) are evaluated against the statutory requirements of ORS 197.298, Goal 14 location factors, and local criteria.

Factual Basis for the Expansion Recommendations

Oregon law requires that alterations of a UGB be based on ORS 197.298, seven need and location factors identified by Statewide Planning Goal 14, and local policies addressing expansion. This section of the report describes the factual basis supporting the final UGB employment and residential expansion recommendations.

ORS 197.298- PRIORITIES FOR INCLUSION

Referring to the ORS priorities address earlier within this Study, ORS 197.298 states that

> "I*n addition to any requirements established by rule addressing urbanization, land may not be included within an urban area growth boundary except under the following priorities…"*

RESIDENTIAL LAND ALTERNATIVE

For Coburg to adopt the preferred residential land alternative, it must make appropriate findings pursuant to ORS 197.298 that justify this alternative in contrast to Expansion Alternative #1. Expansion Alternative #1 proposed UGB additions for residential development (178 acres, 151 developable) that consisted entirely of exceptions lands, while the city's preferred residential land alternative adds 169 acres (143 developable), 88 acres of exceptions land and 81 acres of resource land.

For Coburg to adopt the preferred employment land alternative, it must also make appropriate findings pursuant to ORS 197.298 that justify the alternative in contrast to inclusion of higher priority exception lands to meet the employment land need. The preferred employment land alternative would add 115 acres of agricultural land, and no exception lands.

ORS 197.298(3) allows land of lower priority under the statute be included in an urban growth boundary if land of higher priority is found to be inadequate to accommodate the amount of land need established if:

(a) Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;

(b) Future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints; or

(c) Maximum efficiency of land uses within a proposed urban growth boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

And in addition, land of higher priority can be found to be inadequate to accommodate the amount of land need established based upon the following two Goal 14 locational factors, which are not duplicative of the statutory criteria:

Factor 3. Environmental, energy, economic and social consequences.

Factor 4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

The residential preferred alternative does not include higher priority exception lands in Study Areas 2, 4, 5, and 11. Note that it also does not include exception lands in subareas 3 and 6 – however the amount of exception lands in these subareas is negligible and the negligible exception lands in these subareas are separated from the existing Coburg urban growth boundary by agricultural land. It also does not include higher priority agricultural and forest lands with lower soils classifications (Class III, Class IV, and Class VI) that are within Study Areas 7, 8, and 9. The city makes the following findings justifying lowering the priority for inclusion of these lands in the urban growth boundary, and adding lower priority lands in their place:

EXCEPTION LANDS

Study Area 2: 12 acres of exception land, located south of nine acres of exception land that is proposed for addition to the urban growth boundary, is not proposed for addition to the boundary because it is inadequate to accommodate the residential land need. Eight of the 12 acres is located within the 100-year floodplain, which is an environmental consequence pursuant to Factor 3 of Goal 14. In addition this land is bounded on three sides by agricultural land with Class II soils, and development with urban uses would pose compatibility issues with these agriculture activities pursuant to Factor 4 of Goal 14. For these reasons, inclusion of this exception land into the urban growth boundary is inappropriate and would not accommodate the residential need.

Study Area 4: 17 acres of exception land within this subarea is not proposed to be added to the urban growth boundary. The 17 acres is located at the southern end of the study area, and is separated from the existing Coburg Urban Growth Boundary by agricultural land with Class II soils, which would also have to be brought into the boundary as part of including this exception area. This exception area is surrounded by agricultural land with Class II soils. Inclusion of this exception land into the urban growth boundary is inappropriate and would not accommodate the residential land need pursuant to Factor 3, the economic and social consequences of removing the intervening agricultural land from agricultural use, and Factor 4, the impact of potential urban uses on this exception land upon agricultural land surrounding the exception area.

Study Area 5:

Study Area 5 contains 172 acres of exception lands. The residential preferred alternative includes 75 acres of these lands, and excludes 97 acres; 20 acres at the southern end of the exception area on the south side of Van Duyn Road, and 77 acres at the northern end of the exception area.

The southern 20 acre area is bounded on three sides by agricultural lands with Class II soils – exclusion of this area would place the urban growth boundary along Van Duyn Road, which would provide an appropriate transition between urban and agricultural uses. Inclusion of this exception land into the urban growth boundary is inappropriate and would not accommodate the residential land need pursuant to Factor 4, the impact of potential urban uses on this exception land upon agricultural land surrounding the exception area.

The northern 77 acre area is farthest from the existing urban growth boundary among exception lands in Study Area 5. As such, it would be more expensive to serve with public facilities such as water, sewer, and transportation facilities, perhaps hastening the need for

construction of a new northern connector roadway (see Map 17). It is also adjacent to agricultural lands with Class I and II soils to the north, east, and west. Existing residents of this area were split in terms of wishing incorporation into the Coburg Urban Growth Boundary. Therefore, inclusion of this exception land into the urban growth boundary is inappropriate and would not accommodate the residential land need pursuant to Factor 3, the economic (facilities costs) and social (resident opposition) impacts, and Factor 4, the impact of potential urban uses on this exception land upon agricultural land surrounding the exception area.

Study Area 11:

The exception land within this subarea is not proposed to be added to the urban growth boundary. The 18 acres of rural residential land is located at the northern end of the study area, and is separated from the existing Coburg Urban Growth Boundary by agricultural land with Class I and Class II soils, which would also have to be brought into the boundary as part of including this exception area. This exception area is surrounded by agricultural land with Class I, II, and III soils. Inclusion of this exception land into the urban growth boundary is inappropriate and would not accommodate the residential land need pursuant to Factor 3, the economic and social consequences of removing the intervening agricultural land from agricultural use, and Factor 4, the impact of potential urban uses on this exception land upon agricultural land surrounding the exception area.

HIGHER PRIORITY RESOURCE LANDS

Study Areas 7, 8 and 9:

These three study areas contain a total of 373 acres. Most of these three subareas have Class IV soil types, with smaller areas of Class VI and Class III. They are located to the east of the Interstate 5 freeway. Study Area 8 is proposed to be added to the urban growth boundary for employment land purposes (see discussion below), so it is not available to satisfy residential land need. Study Areas 7 and 9 would be most difficult and expensive to serve with public facilities, due to the need for interchange improvements to provide transportation and extension of water, sewer, storm drainage, and electricity lines under Interstate 5. In addition, extension of the urban growth boundary to the east side of Interstate 5 has been a source of significant opposition from rural property owners to the east. Additionally, Study Areas 7 and 9 both contain mapped wetlands, and Study Area 7 also contains land within the 100 year floodplain. Inclusion of this higher priority agricultural and forest land into the urban growth boundary is inappropriate and would not accommodate the residential land need pursuant to Factor 3, the economic consequences of providing expensive and difficult public facilities to these parcels, the environmental consequences of development within the 100 year floodplain and impacts to mapped wetlands, and the social consequences of residential and community opposition to expanding the urban growth boundary east of the Interstate 5 freeway.

GOAL 14 ANALYSIS

Once higher priority exception lands and agricultural lands with lower soil classifications are excluded, the next step in the required analysis under Goal 14 is to weigh the four locational factors within the Goal 14 text, and then determine which Study Area is more suitable for inclusion in the UGB. The analysis above has resulted in a deficit of 76 developable residential acres that must come from the remaining Study Areas and agricultural land with

Class I or II soils. Table 7.6 summarizes the analysis of the four factors discussed earlier in this chapter. Study Area 6, with 17 points, and Study Area 2, with 13 points, score higher than any of the other Study Areas other than Study Area 5, which consists of exception lands except for one parcel in the northern portion of the study area owned by the Eugene School District, and suffering from issues similar to those that resulted in the exclusion of the northern portion of Subarea 5 from the Coburg urban growth boundary. Further discussion of the Goal 14 locational factors is included below.

EMPLOYMENT LAND ALTERNATIVE

For Coburg to adopt the preferred residential land alternative, it must make appropriate findings pursuant to ORS 197.298 that justify this alternative instead of incorporating alternative exception lands into the urban growth boundary to satisfy the need for employment land. Among resource lands, Study Area 8 has worse soils (Class IV and Class VI) than all other agricultural and forest lands except for Study Area 9, which has an approximately equal amount of Class IV and Class VI soils.

Regarding employment lands, Coburg finds that all exception lands within the Study Areas are unsuitable for industrial development for the following reasons:

The Economic Opportunities Analysis states that Coburg's employment land need is for one or two parcels of at least 20 acres. All of the exception lands within the 11 study areas are already divided into parcels significantly smaller than 20 acres in size. Therefore, they are all inappropriate, and would not accommodate employment land need pursuant to ORS 197.298(3)(a), because the specific types of identified employment land needs cannot be reasonably accommodated on the exception land parcels.

Regarding Study Area 9, since the soil classifications on this Study Area and Study Area 8 are similar, the next step in the required analysis under Goal 14 is to weigh the four locational factors within the Goal language, and determine which Study Area is more suitable for inclusion in the UGB. Table 7.6 summarizes the analysis of the four factors discussed earlier in this chapter. Based upon the analysis, Study Area 8 scores 12 points, while Subarea 9 scores only seven points. Further discussion of the Goal 14 locational factors is included below.

GOAL 14 LOCATION FACTORS:

Factor 1: *Efficient accommodation of identified land needs*.

The analysis and discussion presented in this Study are intended to ensure that the Final Residential and Employment Expansion Recommendations maximize the efficiency of land uses both within and on the fringe of the existing urban area. The final recommendations were the result of careful consideration and balancing of priorities ranging from agricultural land preservation, efficient transportation provision, smart growth principals and economic well-being. Staff is comfortable that the area within and surrounding Coburg's UGB can realize maximum efficiency under the expansion recommendations.

Factor 2: Orderly and economic provision for public facilities and service.

A review of the costs of extending services to each of the eleven expansion alternatives identified in the Study concluded that the Final Residential and Employment Expansion Recommendations both include areas that were rated among the least expensive alternatives.

Both Expansion Recommendations provide relatively efficient accommodation of the land required for the development of Coburg's housing and employment needs, when compared to other alternatives.

Factor 3: Environmental, energy, economic and social consequences.

The areas selected and including in the Final Expansion Recommendations were those which showed comparative advantages with respect to the economic, social, environmental and energy consequences as compared to other areas.

Any possible economic concerns of impact to agricultural operations in Study Area 6 seem to be offset by the possibility of lower development costs, and greater opportunity to realizing high livability within the area (as well as the landowners expressed willingness to develop). Because the area would likely become an island of agricultural use surrounded by employment and residential lands, it is better suited to meet expansion needs than areas lacking that surrounding land use dynamic.

The residential expansion recommendation also provides the social benefit of housing developments near shopping and jobs, particularly the affordable housing provisions described in Chapter 4. Much of the expansion area is also very close to Coburg elementary school.

Employment expansion of any kind has considerable potential to have positive economic consequences. Coburg's locational factors (proximity to I-5, Eugene-Springfield, and local, national and world markets) justify expansion to lands near the I-5 interchange (lands of a highly desired, and rare type). Employment expansion per staff's recommendation would occur on lands of the lowest soil capability.

Expansion into Study Area 8 was identified as having a negative social consequence. This is due to the expressed aversion of rural residents (east of the interstate near Study Area 8) to develop of any nature. This is a significant concern, and was weighed by staff, the TAC, Planning Commission and City Council. Ultimately Council regarded the potential economic benefits to the community over the twenty-year time frame as justification for the potential expansion.

It is also noted that the comparative energy consequences for expansion into the Residential and Employment Expansion Recommendations appear to be positive.

Factor 4: Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB..

As noted in Factor 1 the final recommendations were the result of careful consideration and balancing of a number of priorities including agricultural land preservation. The analysis of each study provides some discussion of the land uses of adjacent areas. Certain areas were not consider for residential or employment expansion due to their proximity and potential impact on existing agricultural uses. Because Coburg is surrounded by lands in agricultural use, assessing "compatibility" was an exercise in relativity. The proposed expansion

recommendations may not be the most compatible with agricultural use. They are however, the most compatible alternatives after accounting for other critical factors.

Additionally, development at City standards and the resultant increase of density within the urban area may be critical to protecting the remaining agricultural resources in Lane County.

LOCAL CRITERIA

Local Criteria 1: Expansion should be limited to areas and tax lots which promote the greatest order and efficiency.

Local Criteria 1 essentially serves as a reiteration (and emphasis) of Location Factor 3. Staff is satisfied that these criteria were duly addressed and represented in the final recommendations.

Local Criteria 2: Expansion should be limited to areas and tax lots that are appropriate to meet city needs.

Although very similar to Location Factor 2, (need to accommodate long-range urban population growth, and a need for housing, employment opportunities, and livability), Local Criteria 2 is based upon Coburg's visioning process and expressed expansion policies (as outlined previously in this section). Care and coordination was used in applying these criteria for both the Residential and Employment Expansion Recommendations. In selecting the Residential Expansion Recommendation a balance of the State's emphasis on Exceptions lands and the City's desire for housing development of a certain nature (and within a certain timeframe) led to the inclusion of lands within both exception and resource lands.

For employment needs, the expansion took into account that Coburg lacks employment lands of significant acreage to seize regional economic opportunities. These were included as the Employment Expansion Recommendation.

Local Criteria 3: Expansion should be limited to areas and tax lots that would promote sequential development that expands in an orderly way outward from the existing city center, and promote a street network that is interconnected in order to promote connectivity and community interaction.

Local Criteria 4: Expansion should be limited to areas and tax lots that promote livability

Local Criteria 3 and 4 were critical in tempering the ORS 197.298 priorities requirement that expansion demands be met by Exception lands before other lands (Farm and Forest). Strict adherence to that provision would have resulted in an expansion configuration that would meet none of the principles outlined in Local Criteria 3 and 4. To promote interconnectedness, sequential development, livability and orderly expansion non-exceptions land needed to be included.

Local Criteria 5: Expansion should be limited to areas and tax lots that discourage premature development of agricultural lands and

compatibility and transition between urban development and agricultural areas.

Like many communities, Coburg is surrounded by lands in agricultural use; therefore any significant expansion is going to include agricultural areas. Local Criteria 5 emphasizes the importance of discouraging “prematurely” imposing development on agricultural lands. As with all considerations in this Study “premature” becomes a relative terms. What expansion alternative would result in the least “premature” development of agricultural land. Due to the dynamics of lands adjacent to Study Areas 1 and 6, and considering property owner dynamics of these areas, they were viewed as being among the most favorable in this regard.

The two most preferred employment expansion alternatives were owned by the same landowner (Knee Deep Cattle Co.) Their feedback and direction were critical in deciding the “premature” nature of development on those sites. Area 8 was selected partially to provide an accommodating and compatible environment for the continuation of Knee Deep’s operations to the north (Study Area 7).

Conclusion

In summary, the City faces some difficult decisions regarding where to expand its UGB. ORS 197.298 requires the City to look at exceptions lands first. There is significant capacity for new housing on exceptions lands, however, there may not be support of existing landowners to be brought into the UGB and the development patterns in the exceptions areas, particularly those in Study areas 2 and 5, present significant service obligations to the City. Moreover, expansion into exceptions areas alone will not meet all of the City’s outlined expansion policies (especially Local Criteria 3 and 4). From an urban form, efficiency, and cost of service perspective, the Final Residential Expansion Recommendation (portions of Study Areas 1, 2, 5 and 6) appears to be the best choice. Study Areas 2 and 5 meet the exceptions requirement; Study Area 6 would round out the UGB and provide opportunities for extending Willamette Street. Unfortunately, Study Area 6 is primarily in Class I and II soils, making it lower priority based on Goal 14 Factor 6. Study Area 1 has many similar attributes as Area 6. Moreover, these are areas that were identified in the visioning process as highest priority.

Study Areas 7 and 8 are the highest rated lands based on the Goal 14 Factor 6 hierarchy. The Final Employment Expansion Recommendation constitutes all of Study Area 8. This area would require the City to expand further across I-5 (there is already some UGB land on eastern side) as well as extending water and sewer services to the areas. The area is prime land for industrial and office employment. Workshops held as part of the Coburg Crossroads visioning process suggest the public is supportive of taking steps to secure these lands for future employment.

Urban Growth Boundary

0 1,300 2,600 3,900 5,200 6,500 Feet

1 inch = 1,500 feet

Map 10: Study Areas

Coburg Urbanization Study

COBURG OREGON

LCOG

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

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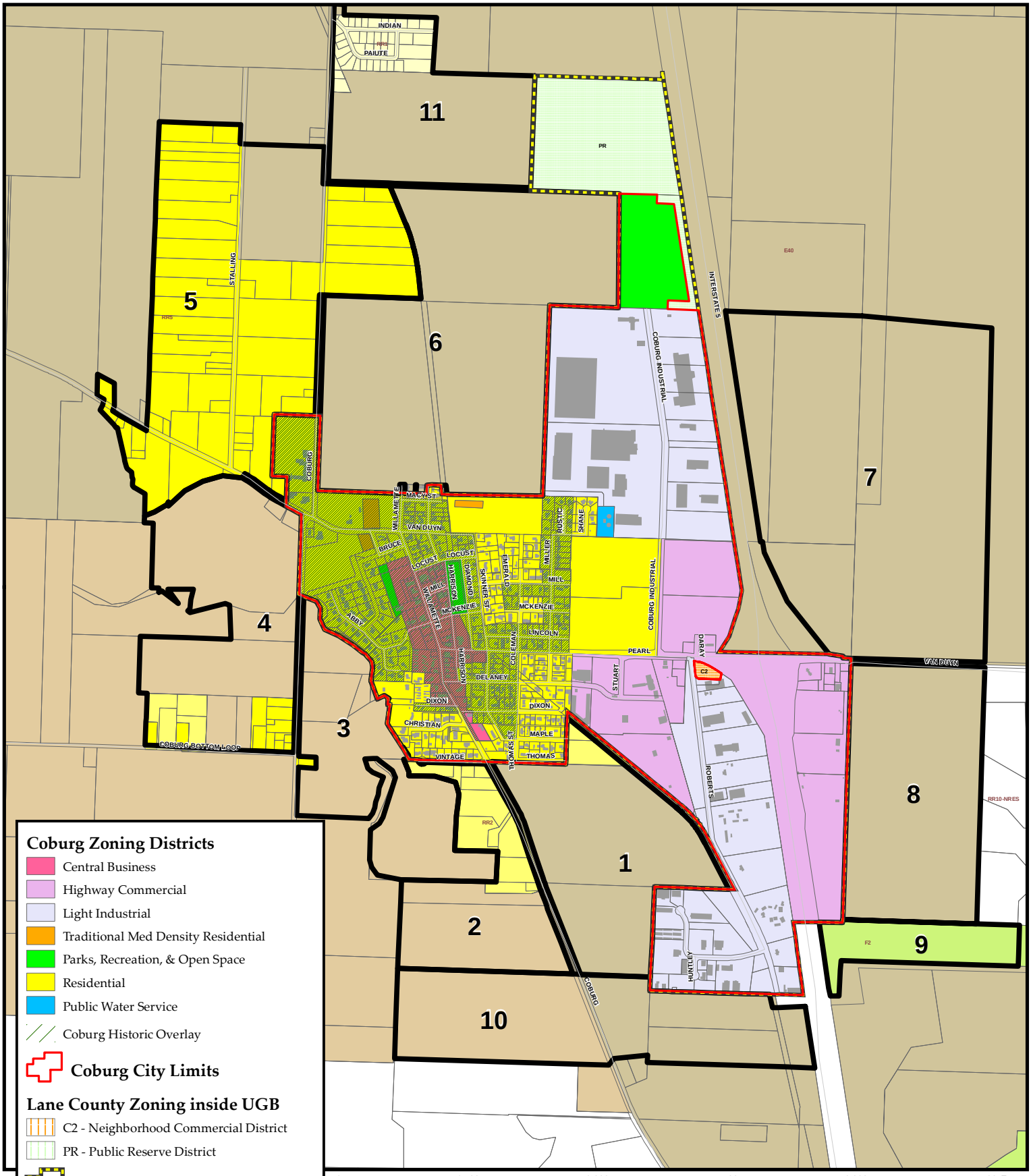

1 inch = 1,500 feet

Map 11:
Study Areas & Zoning
Coburg Urbanization Study

COBURG OREGON

LCOG

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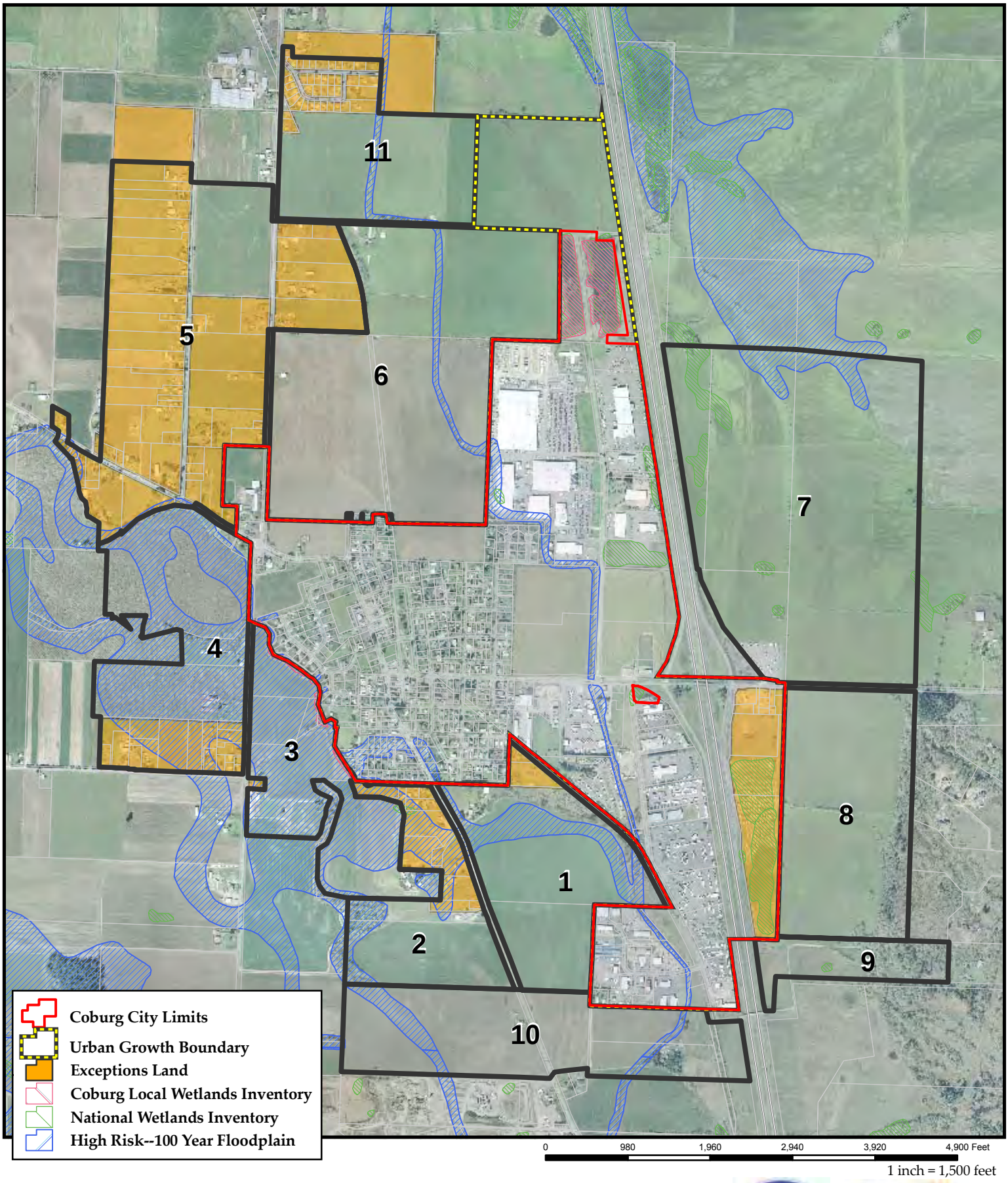

Map 12: Study Areas with Exception & Constrained Lands

Coburg Urbanization Study

COBURG OREGON

LCOG

N

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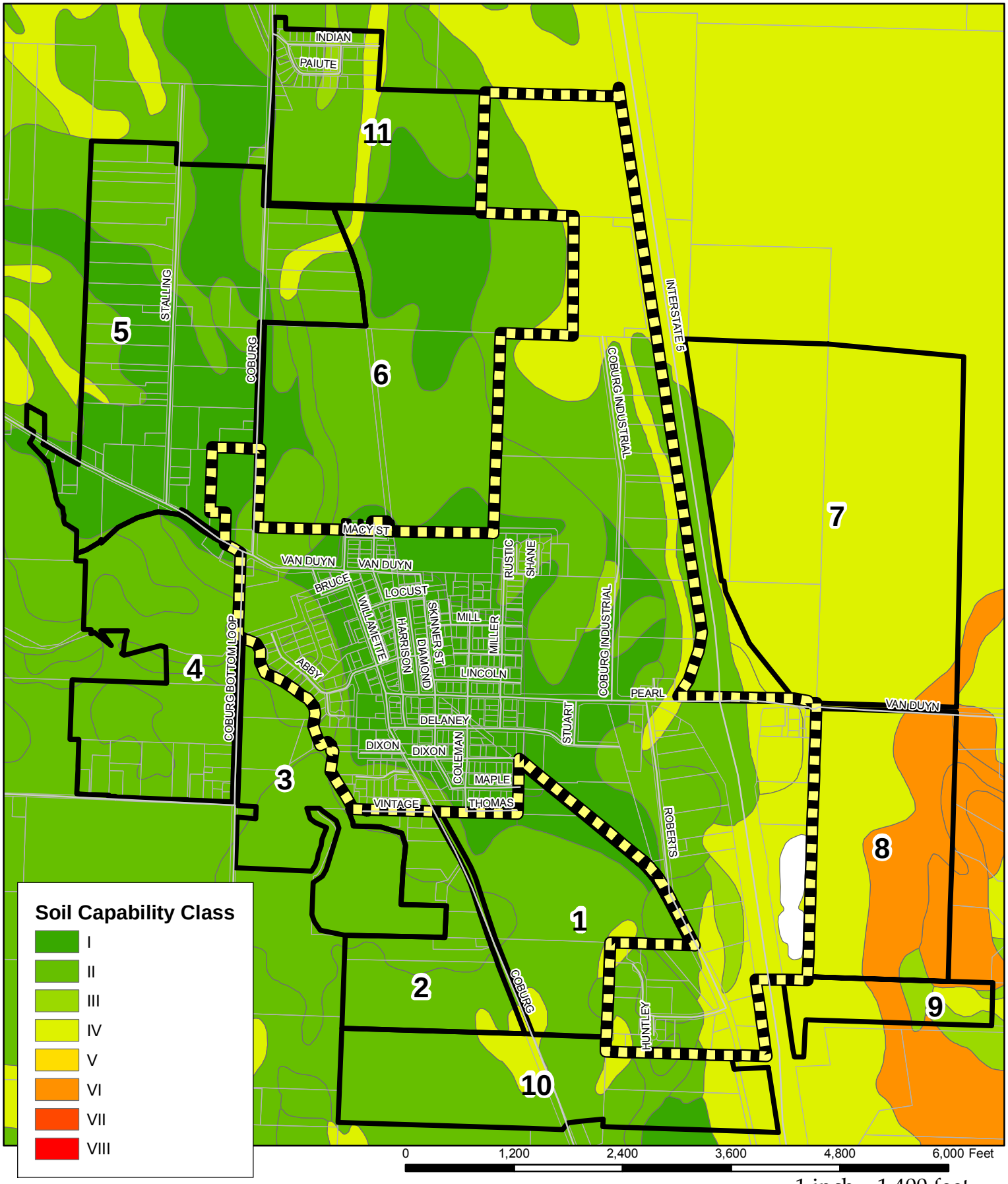

1 inch = 1,400 feet

Map 13:
Soil Capability Classes
Coburg Urbanization Study

COBURG OREGON

LCOG

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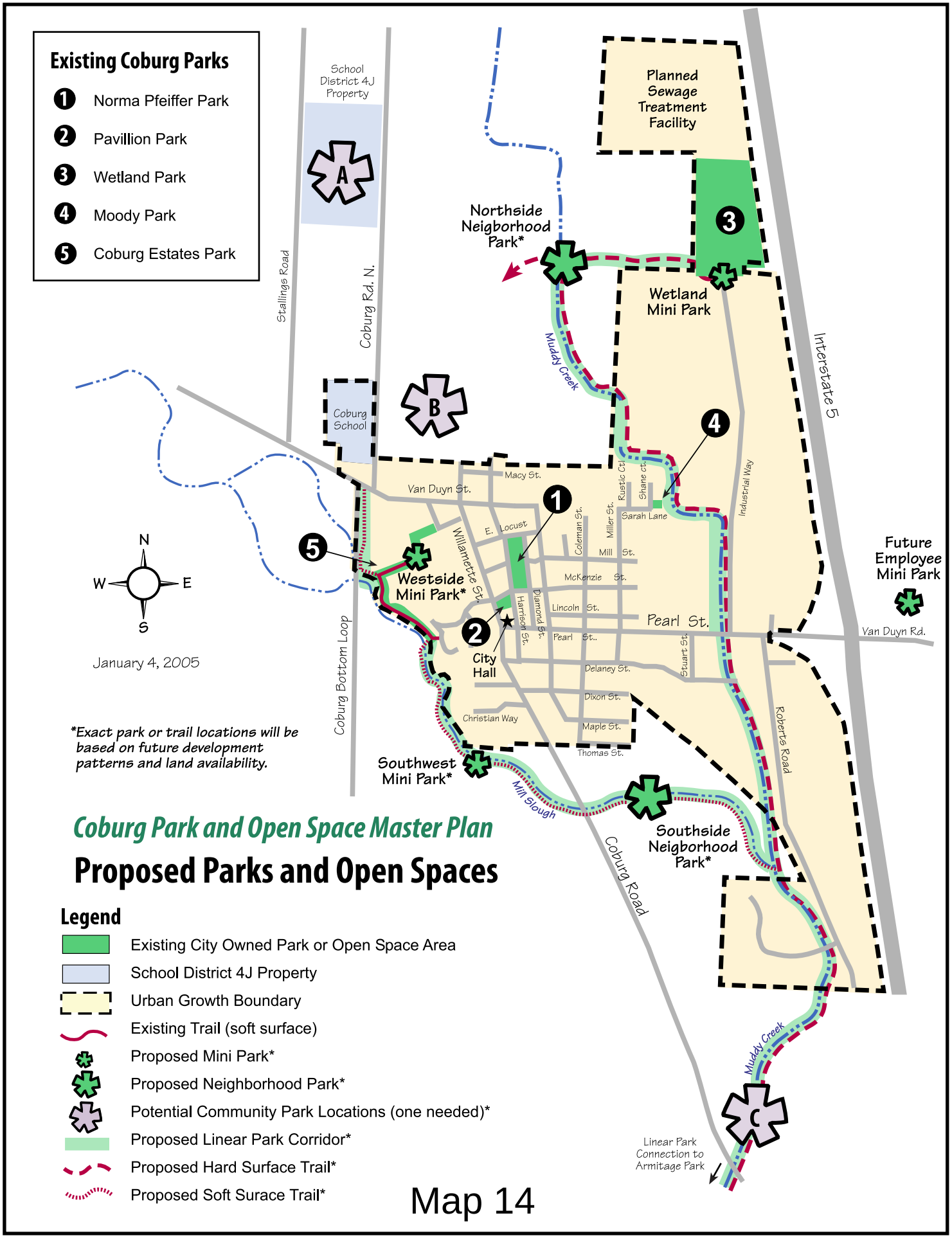
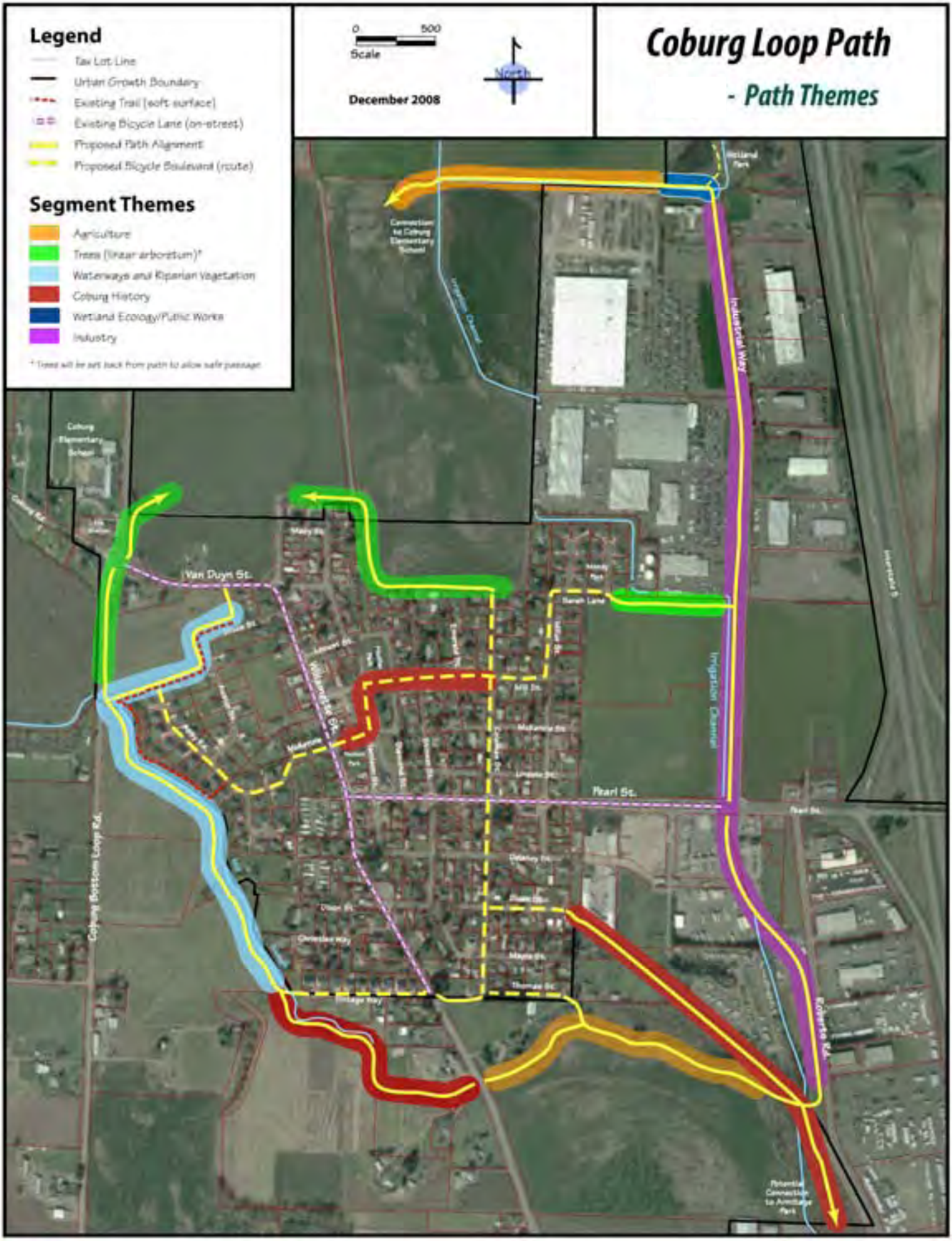
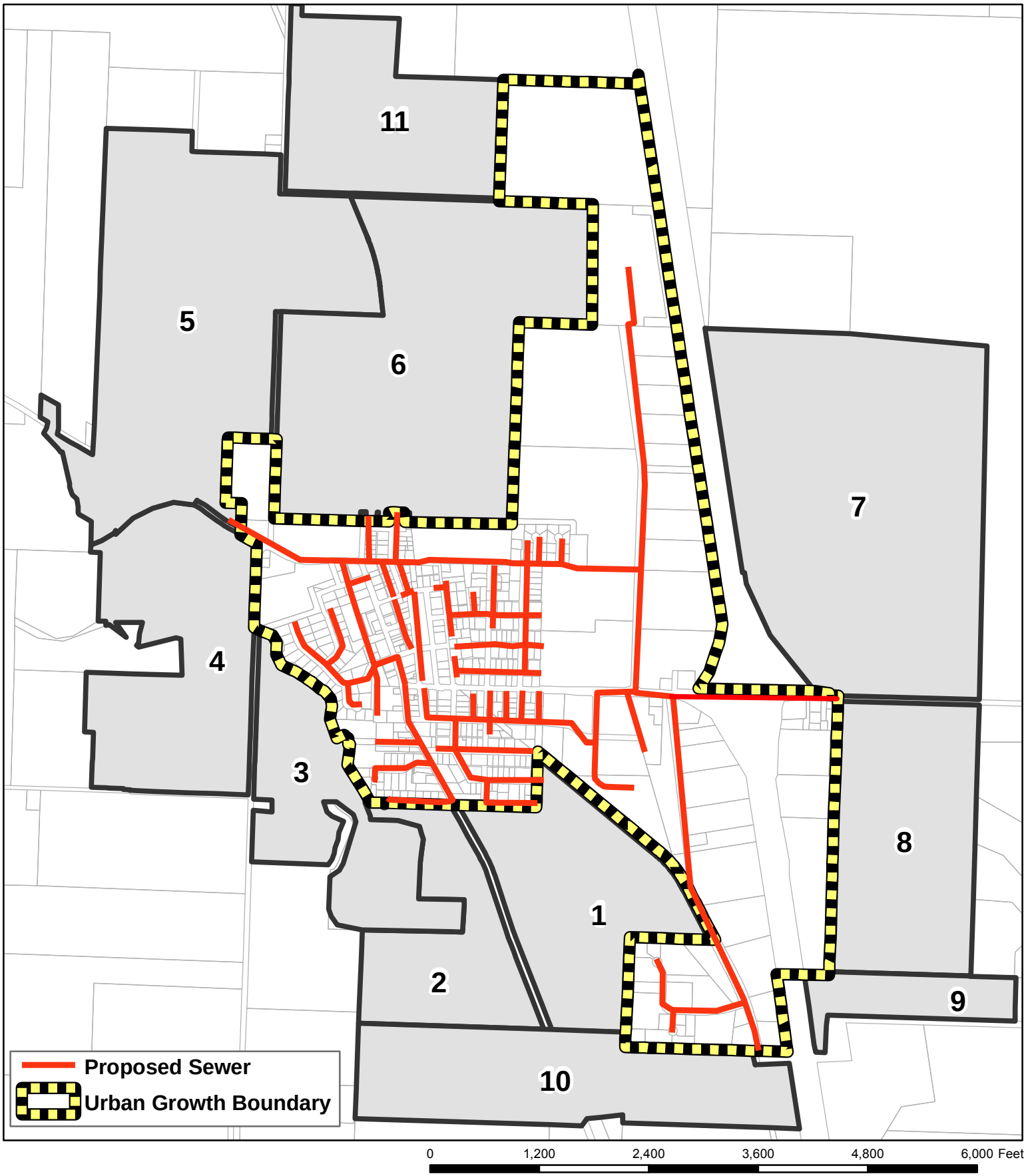

Existing Coburg Parks
1 Norma Pfeiffer Park
2 Pavillion Park
3 Wetland Park
4 Moody Park
5 Coburg Estates Park
School District 4J Property
A
Planned Sewage Treatment Facility
Northside Neigborhood Park*
3
Wetland Mini Park
Stallings Road
Coburg Rd. N.
Muddy Creek
Interstate 5
Coburg School
B
4
Van Duyn St.
Macy St.
Rustic Ct.
Shane ct.
Industrial Way
1
E. Locust
Willamette St.
Coleman St.
Miller St.
Sarah Lane
Mill St.
5
Westside Mini Park*
McKenzie St.
Future Employee Mini Park
Lincoln St.
Pearl St.
Harrison St.
Diamond St.
Pearl St..
Van Duyn Rd.
2
City Hall
Stuart St.
Delaney St.
Dixon St.
Christian Way
Maple St.
Thomas St.
Roberts Road
Coburg Bottom Loop
Southwest Mini Park*
Mill Slough
Southside Neigborhood Park*
Coburg Road
Muddy Creek
C
Linear Park Connection to Armitage Park
N
W
E
S
January 4, 2005
*Exact park or trail locations will be based on future development patterns and land availability.
Coburg Park and Open Space Master Plan
Proposed Parks and Open Spaces
Legend
Existing City Owned Park or Open Space Area
School District 4J Property
Urban Growth Boundary
Existing Trail (soft surface)
Proposed Mini Park*
Proposed Neighborhood Park*
Potential Community Park Locations (one needed)*
Proposed Linear Park Corridor*
Proposed Hard Surface Trail*
Proposed Soft Surace Trail*
Map 14



Map 15: Coburg Loop Plan Path Themes



1 inch = 1,400 feet

Map 16:
Proposed Sewer Coverage (2007)*
Coburg Urbanization Study

* This is the most recent mapped configuration that staff was able to attain. This generally reflects the proposed configuration of proposed sewer lines, but may differ slightly from more current plans.

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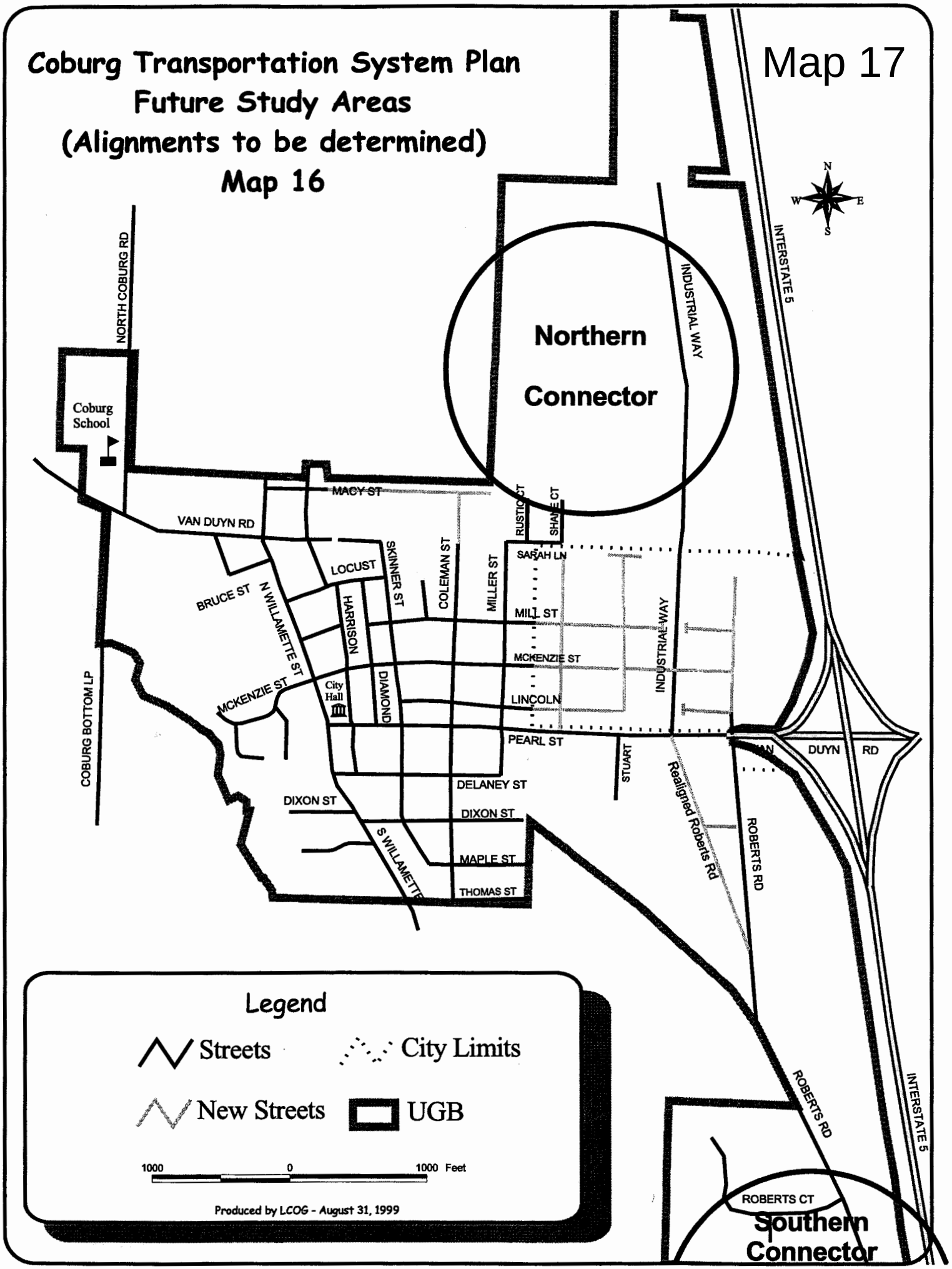
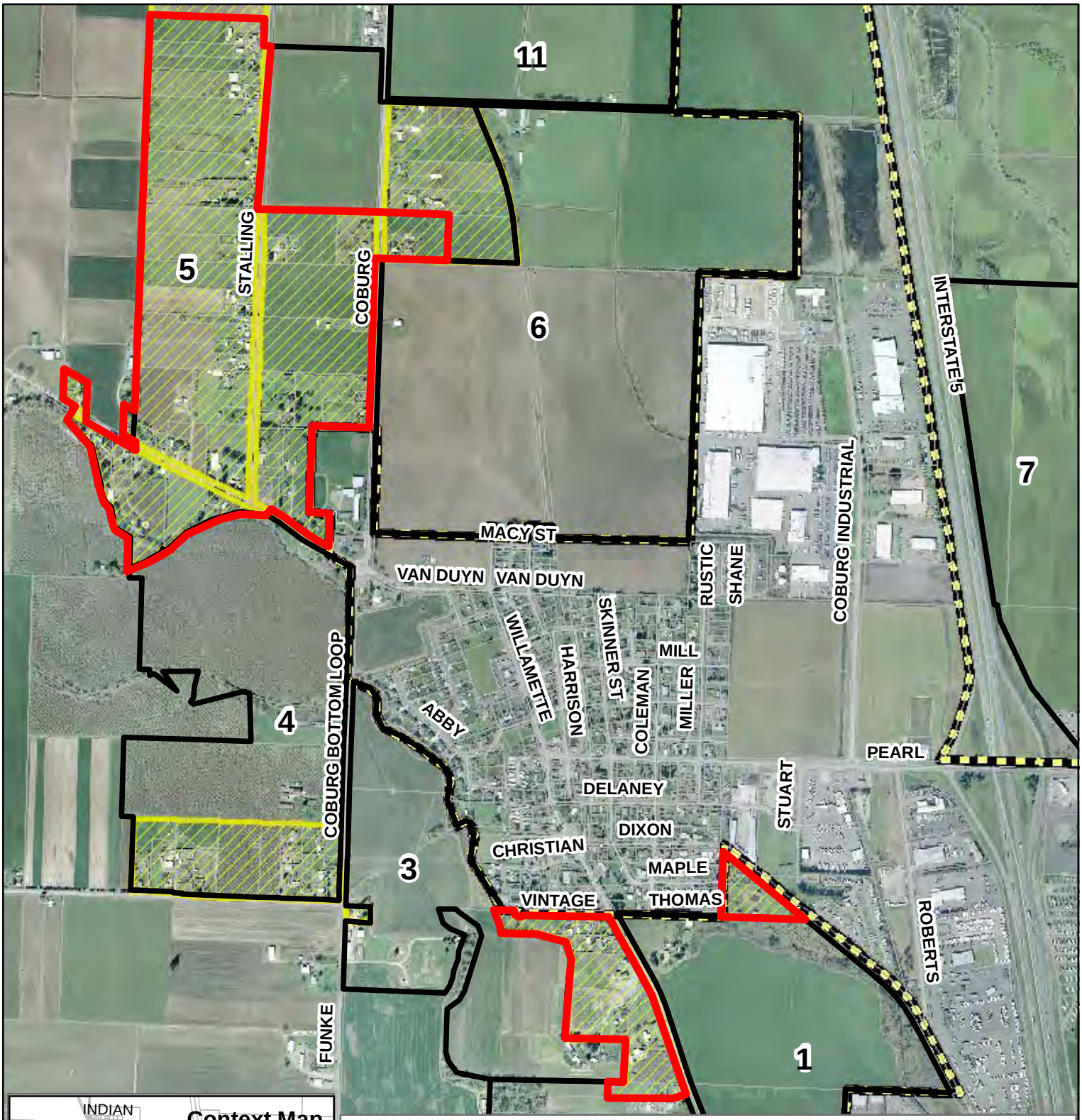
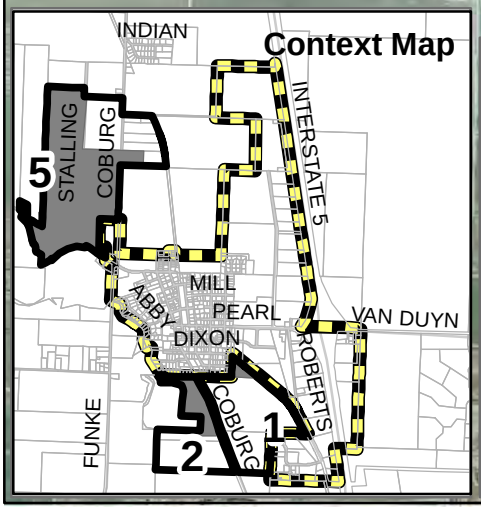
Coburg Transportation System Plan
Future Study Areas
(Alignments to be determined)
Map 16

Map 17







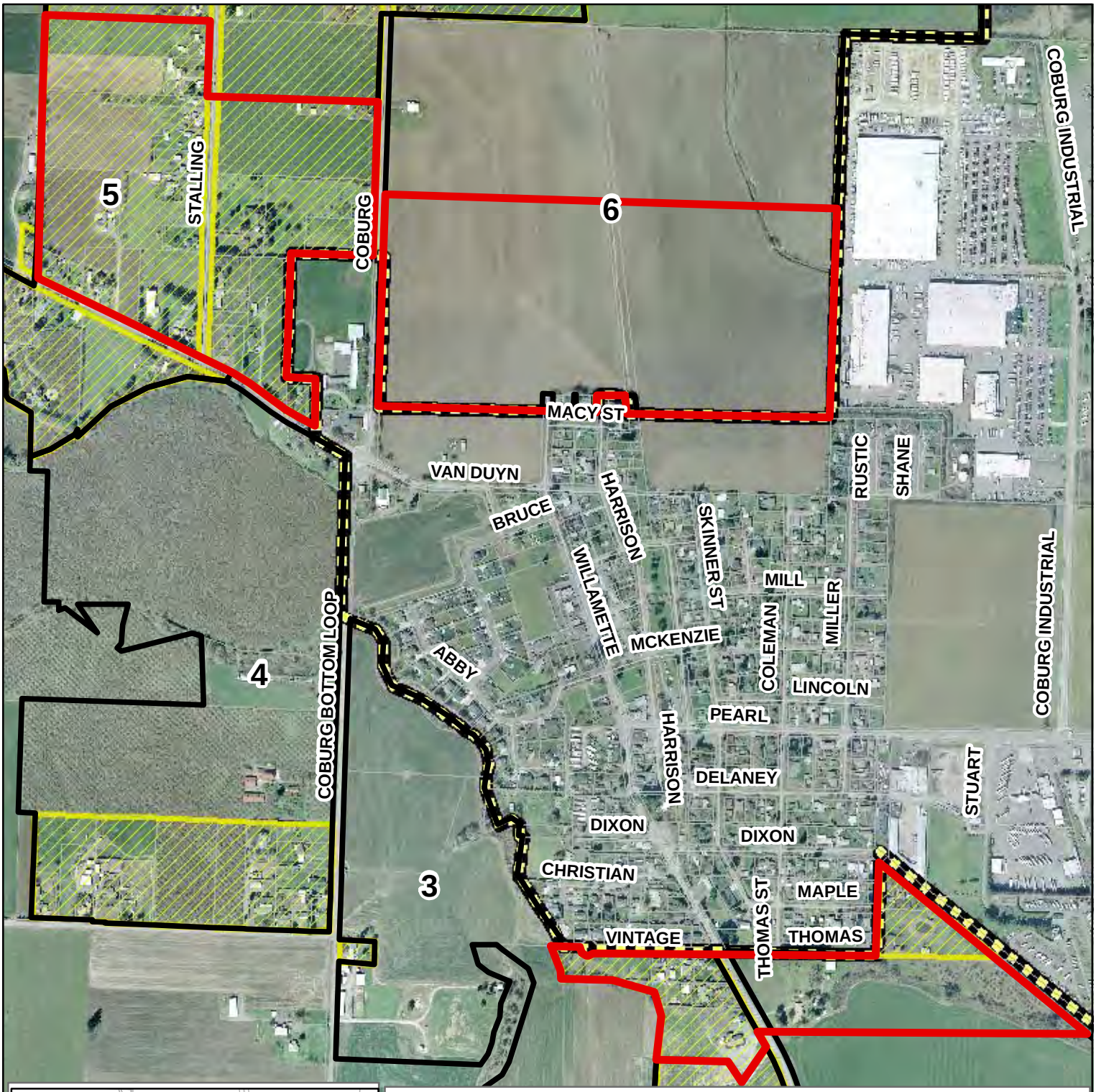
Map 18:
Expansion Alternative 1 : 178 Acres
Residential : Exceptions Land Scenario

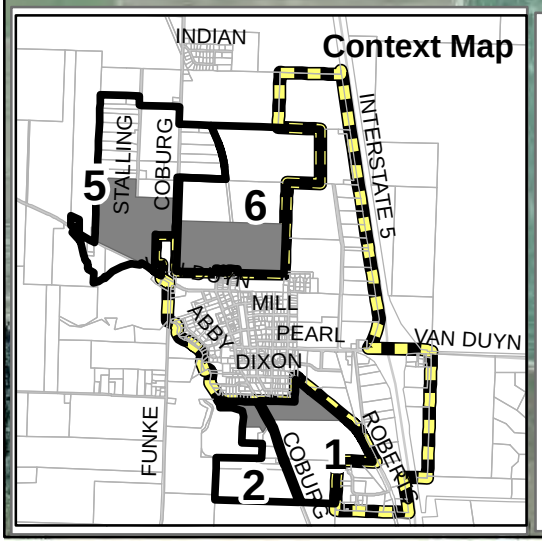
Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	25.9	20.4	25.9	0.0
5	152.2	131.5	152.2	0.0
Total	***178.1***	***151.9***	***178.1***	***0.0***

Expansion Alternative 1
Exceptions Land
Study Areas
UGB

N

Yards
260 130 0 260





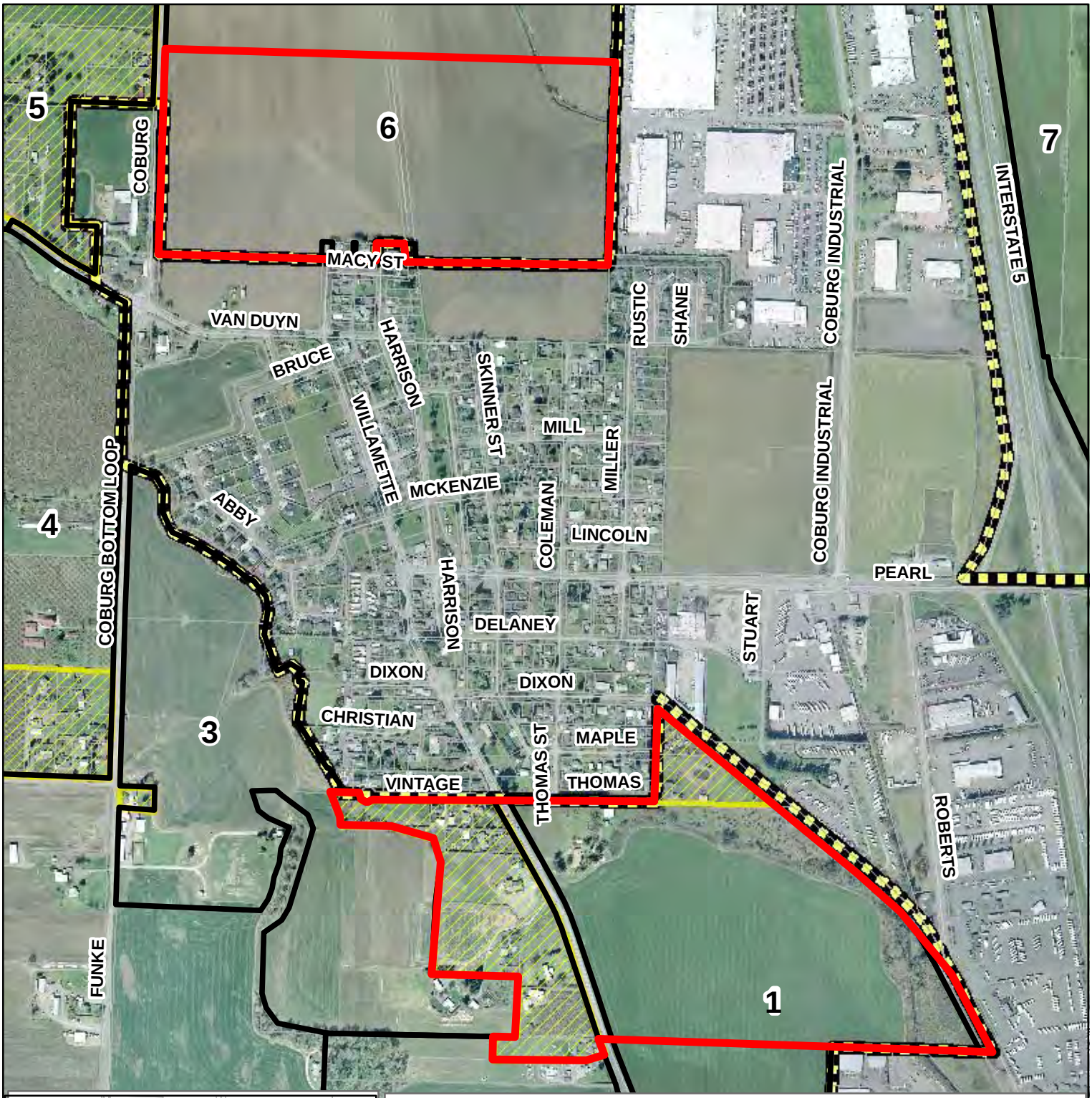
Map 19:
Expansion Alternative 2 : 169 Acres
Residential: 2004 Recommendation Alternative

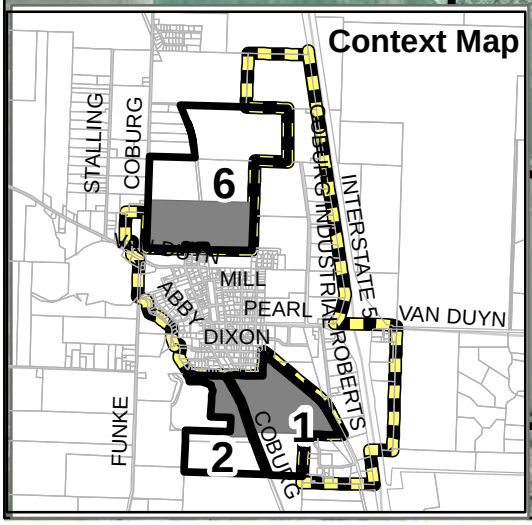
Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	32	27.3	13.8	18.3
5	65.2	54.1	65.2	0
6	72	72	0	72
Total	***169.2***	***153.4***	***79***	***90.3***

Expansion Alternative 2
Study Areas
Exceptions Land
UGB

N

Yards
180 90 0 180





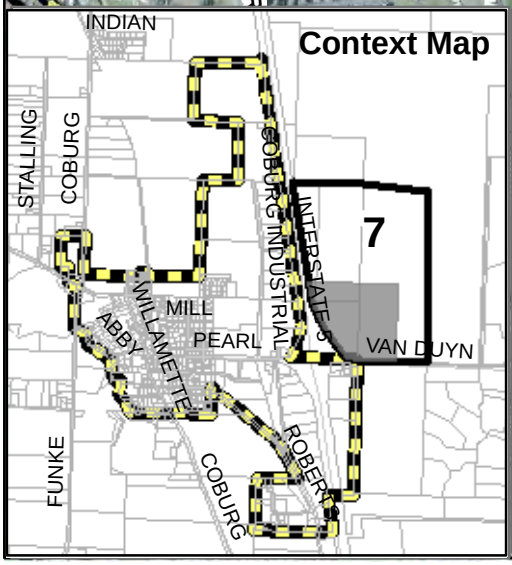
Map 20:
Expansion Alternative 3 : 156 Acres
Residential : Compact Expansion

Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	87.2	81.2	25.9	61.3
6	69.0	69.0	0.0	69.0
Total	***156.2***	***150.2***	***25.9***	***130.3***

Expansion Alternative 3
Study Areas
Exceptions Land
UGB

N

Yards
180 90 0 180



Map 21:
Emp. Expansion Alternative 1 : 65 Acres
North of VanDuyn/ 2004 Reccomendation

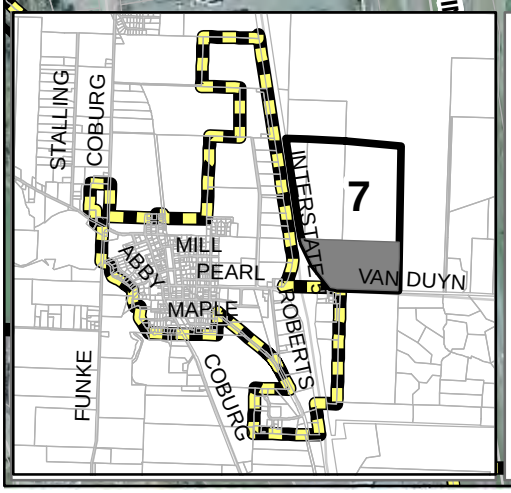
Employment Need: 1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
7	65.0	65.0	0.0	65.0
Total	***65.0***	***65.0***	***0.0***	***65.0***

Expansion Alternative 1
Study Areas
UGB

N

Yards
125 62.5 0 125



Map 22:

Emp. Expansion Alternative 2 : 67 Acres

VanDuyn North/ Longer Alternative

Employment Need: 1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
7	67.0	67.0	0.0	67.0
Total	***67.0***	***67.0***	***0.0***	***67.0***

Expansion Alternative 2

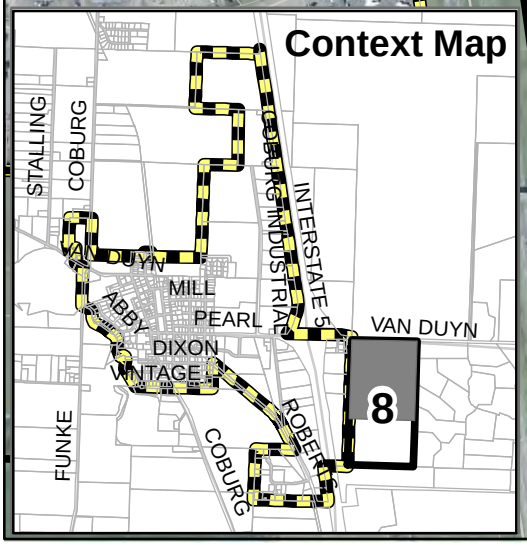
Study Areas

UGB

N

Yards

125 62.5 0 125



Map 23:

Emp. Expansion Alternative 3 : 65 Acres

VanDuyn South Scenario

Employment Need :1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
8	65.0	65.0	0.0	65.0
Total	***65.0***	***65.0***	***0.0***	***65.0***

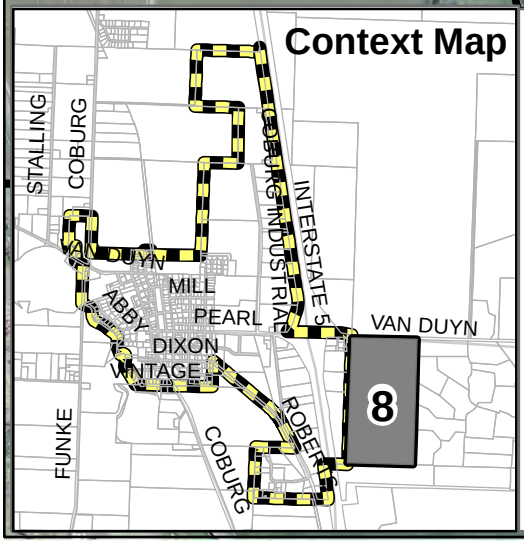
Expansion Alternative 3

Study Areas

UGB

N

Yards
125 62.5 0 125



Map 24:

Emp. Final Recommendation: 105 Acres

Knee Deep South Scenario

Employment Need :1-2 20+ Acre Sites

Study Area	Acres	Developable Acres*	Exception Land	Resource Land
8	105.0	80.0	0.0	105.0
Total	***105.0***	***80.0***	***0.0***	***105.0***

** Estimating for constrained lands*

Final Employment Recommendation

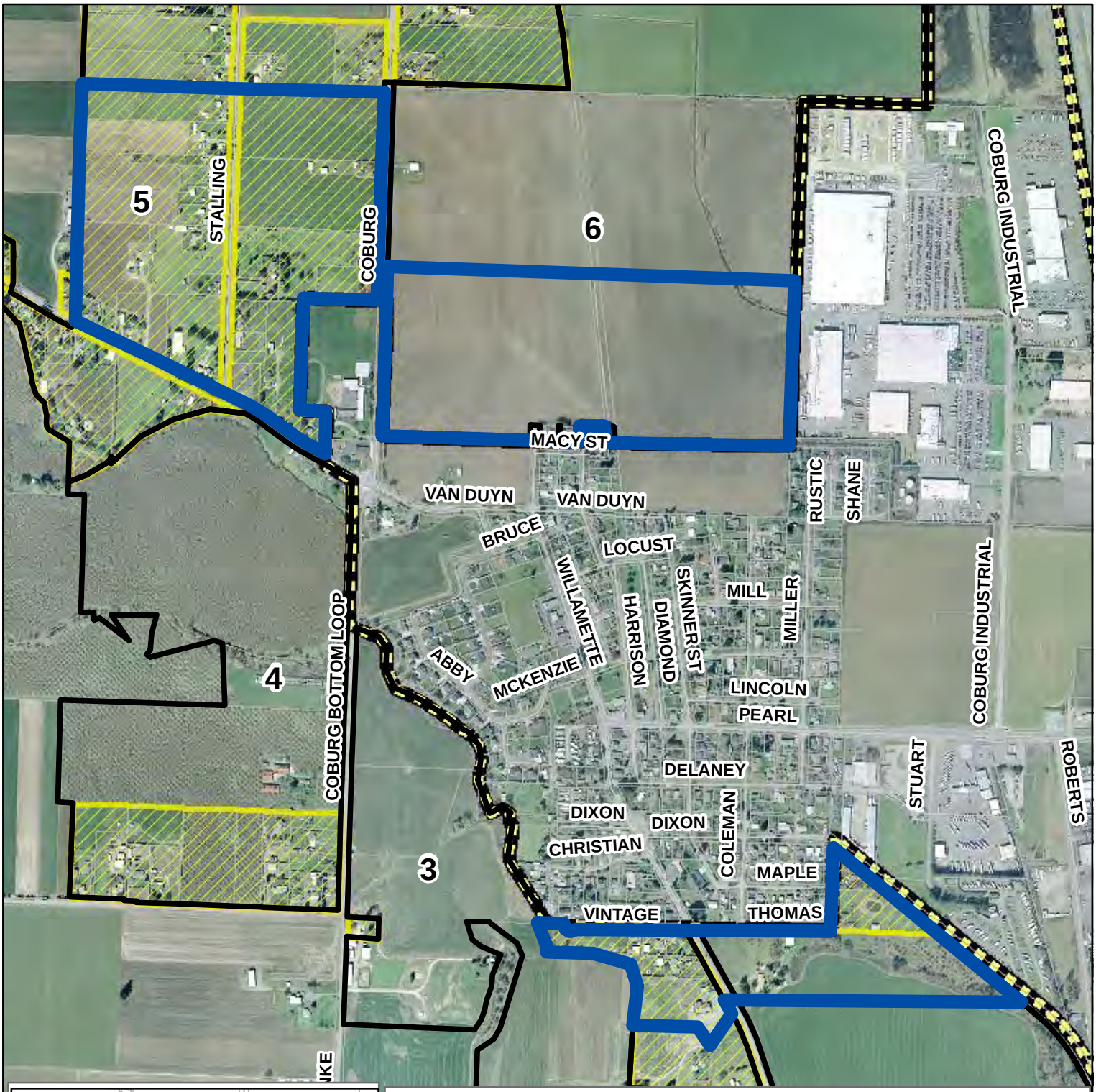
UGB

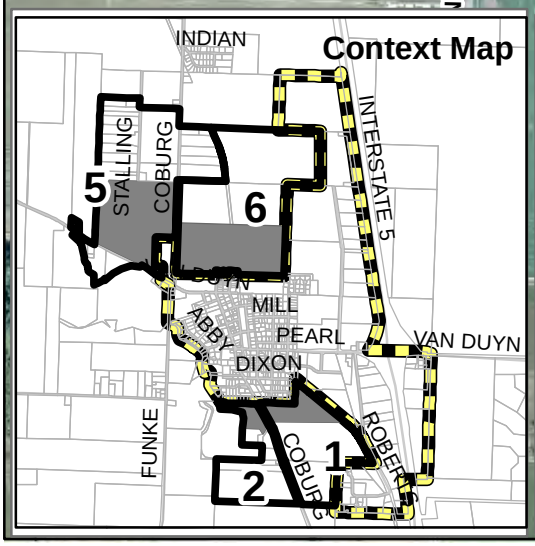
Study Areas

N

Yards

170 85 0 170





Map 25:
Residential Recommendation: 169 Acres

Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	32	27.3	13.8	18.3
5	74.7	53.5	74.7	0
6	62.5	62.5	0	62.5
Total	***169.2***	***143.3***	***88.5***	***80.8***

ResidentialFinalScenario
Study Areas
Exceptions Land
UGB

N

Yards
200 100 0 200

1 inch = 600 feet

Map 26:
Mixed Use Redesignation
Coburg Urbanization Study

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 designations (e.g., zoning) for specific parcels should be confirmed with the appropriate jurisdictions. There are no warranties, expressed or implied, accompanying this product. However, notification of any errors will be appreciated.

N

CHAPTER 8. POLICY ANALYSIS

This chapter lists key planning and development issues the City should address during the Comprehensive Plan and Zoning Ordinance updates.

A core component of the 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. Table 8.1 in Appendix J 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, the Planning Commission and City Council considered:

3. Whether the policy or recommendation remains aligned with the Community Vision and should be retained, or
4. Whether the policy should be deleted entirely or replaced with new policies that more accurately reflect current community sentiment.

The Planning Commission and City Council decided to retain the existing policies that have not been implemented, with the exception of those pertaining to the establishment of Urban Reserve Areas. The Planning Commission and City Council were in agreement not to pursue the establishment of Urban Reserves at this time.

In addition to the analysis of the Comprehensive Plan Policies, the City Council and Planning Commission also conducted an evaluation of the status of implementing policy recommendations stemming from the 2004 Study. Table 8.2 in Appendix J examines these

recommendations and notes how they have or have not been implemented. As noted, many of the recommendations have been implemented. Key areas that have not been addressed include:

- Development of a Mixed-Use Plan designation,
- Addressing truck traffic in a TSP update,
- 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.

The Planning Commission and City Council reviewed these recommendations and determined that they still have merit to pursue, with the exception of those addressing the establishment of Urban Reserve Areas.

Finally, the Planning Commission and City Council both reviewed potential gaps in existing policies, based on issues that arose during the Study process. There was general agreement to pursue new policies identified in Table 8.3 in Appendix J. Note: The policies contained in Table 8.3 express general concepts, and agreement on precise language is still needed.

APPENDICES

Appendix A – Baseline Assumptions
Appendix B – Public Process Materials
Appendix C – Housing Needs Model
Appendix D – Coburg Comprehensive Plan Policies addressing Housing
Appendix E – Coburg Preferred Town Map
Appendix F - Coburg Comprehensive Plan Policies addressing the Economy
Appendix G – Residential Infill Strategies
Appendix H – Example of Existing Residential Densities within Coburg
Appendix I Rendering of Mixed-Use Development in Coburg
Appendix J – Policy Analysis Summary Tables

2010 Coburg Urbanization Study
Summary of Baseline Assumptions and Recommended Values

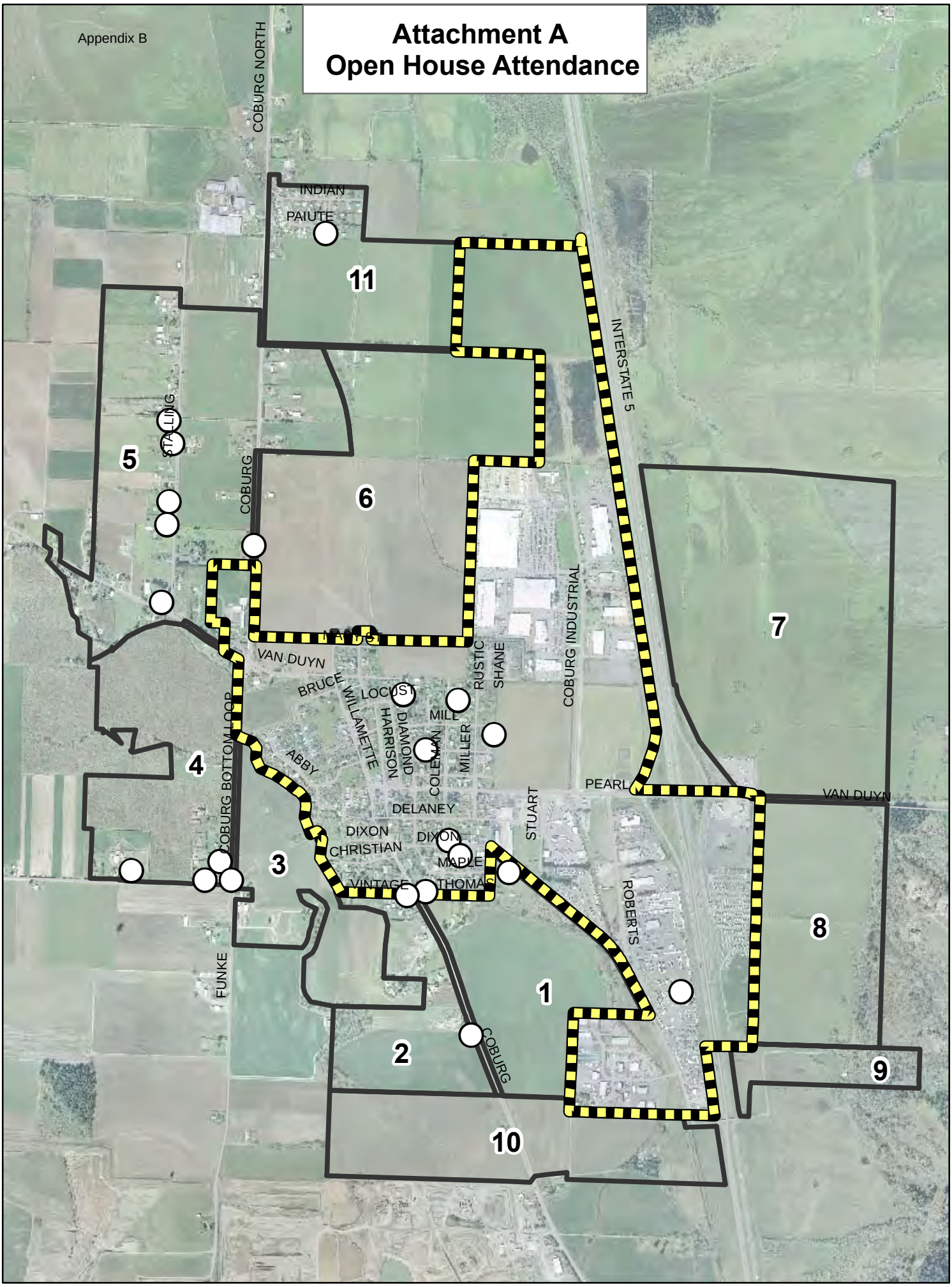
Variable	Recommended Value	Source of Data	Rationale	Impact on Land Need
Buildable Lands				
Property Classification				
Vacant and partially vacant land	Improvement values under $5,000	Lane County	2004 Study	Moderate
Undevelopable land	Under the minimum lot size for the underlying zoning district, land that has no access, or land that is already committed to other uses by policy (e.g. right-of-way, etc.)	Lane County	2004 Study (adjusted for new minimum lot sizes)	Moderate
Infill Land	15,000 square feet , plus review of improvement values and aerial photographs to determine whether there was sufficient land to be further developed	Lane County	2004 Study, modified with new minimum lot sizes (assuming sewer)	Moderate
Potentially redevelopable land	Existing uses that are less intense than the planned use	Lane County	2004 Study and Other cities	Moderate
Developed land	Land that is not otherwise classified	Lane County	2004 Study	Moderate
Public land	Owned by Federal, State, County, or City	Lane County	2004 Study	Moderate
Employment Land Needs				
Baseline employment population	3,420	State of Oregon (Oregon Employment Department) + non-covered employee populations (Bureau of Economic Analysis)	Recent data	Low
Employment Growth	615 (.83% AAGR 2010-2030))	State of Oregon (Oregon Employment Department), adjusted by local knowledge	Historic data, recent trends & community values (adapted Safe Harbor)	High
Employment Density				
Central Business District	0.25 FAR, 25 EPA	Oregon State and Lane County	Other cities	Moderate
Highway Commercial	0.20 FAR, 17.4 EPA	Oregon State and Lane County	Other cities	Moderate

Variable	Recommended Value	Source of Data	Rationale	Impact on Land Need
Light Industrial	0.30 FAR, 13.10 EPA	Oregon State and Lane County	Other cities	Moderate
Campus Industrial	0.27 FAR, 23.5 EPA	Oregon State and Lane County	Other cities	Moderate
Redevelopment Rate				High
Central Business District	20%	LCOG	2004 Study	High
Highway Commercial	30%	LCOG	Other cities and projected trends	High
Light Industrial	30%	LCOG	Other cities and projected trends	High
Converting Net to Gross	20% for land within UGB, 25% for land outside UGB		Safe harbor (outside UGB)	Moderate
Residential Land Needs				
Population Growth	5.32%	Lane County	Adopted 20-year Coordinated Population Forecast	High
Population in Group Quarters	50	City of Coburg	Development application	Low
Persons per Household	2.64	Document supporting Coburg's Coordinated Population Forecast	Adopted forecast	Low
Residential Vacancy Rate	4.87%	US Census	Recent data	Low
Future Housing Mix (# of units)				
Single-family units	63%	Housing Needs Model	Historic data, projected trends & community values (adapted Safe Harbor)	Moderate
Manufactured Dwelling Park Units	No new parks anticipated, but individual units on lots	Housing Needs Model	Historic data, projected trends & community values (adapted Safe Harbor)	Moderate
Duplex Units	16%	Housing Needs Model	Historic data, projected trends & community values (adapted Safe Harbor)	Moderate
Tri-Quadplex Units	21%	Housing Needs Model	Historic data, projected trends & community values (adapted Safe Harbor)	Moderate
5+ Multifamily Units	None, based on current Coburg policies. If policies change, some of duplex and tri/quad could be reallocated.	Housing Needs Model	Historic data, projected trends & community values (adapted Safe Harbor)	Moderate
Housing Density (Gross)	6.6 dwelling units/acre			
Low Density Residential (Traditional	5.0 dwelling units/acre	City of Coburg	Zoning standard	High

Variable	Recommended Value	Source of Data	Rationale	Impact on Land Need
Residential Minus Corner Lots)				
Low Density Residential (Traditional Residential Corner Lots)	10 dwelling units/acres	City of Coburg	Zoning standard	High
Central Business District	15 dwelling units/acre	City of Coburg	Zoning standard	High
High Density Residential (Traditional Medium Density Residential)	14 dwelling units/acre	City of Coburg	Zoning standard	High
Mixed Use Zone	15 dwelling units/acre	City of Coburg		High
Residential Redevelopment	10%	City of Coburg and City of Creswell	Recent trends and other cities	Moderate
Net to Gross Factor	25%	State of Oregon	Safe harbor	Moderate
Public and Semi-Public Needs				
Land Need	Based upon Land Need Generated from Parks and Open Space Master Plan, plus 15% for roads (same as current)	City of Coburg	Existing policy documents and trends.	High

Appendix B

Attachment A
Open House Attendance



Coburg Urban Growth Boundary Future Open House Feedback Summary

5:30-8:30, Wednesday, November 18, 2009
Coburg Rural Fire District Station

Attendance:
Approximately 35 in attendance (largely residents outside of the UGB) however, some residents within the UGB.

Comments during presentation:

- Concern about whether it is ever realistic to assume that all jurisdictions can have a 20-year supply of land.

  Staff response: The state requires provision of a 20-year land supply to ensure that development occurs efficiently and in a planned manner. Every city is different, and growth rates can change over time, but the 20-year standard is what the state has established.

- A Planning Commission member noted that the Planning Commission has been hesitant to consider more Monaco type development in Coburg. They were concerned that if we bring in large acreage, it will certainly bring in these types of uses.

  Staff response: We addressed this specifically with the City Council. They shared some of the concerns of the community about big industrial developments (particularly Distribution Centers). The need is contingent upon the sites being large, because that is what is specifically needed (missing) (there is not additional need for smaller commercial or retail). Currently it is our feeling the City could justify either no additional employment land or the 1-2 20+ acre additional employment land. If industrial growth is decided against, then no employment expansion will occur because it is not needed.

- What is wrong with Distribution and Warehousing Centers?

  Planning Commissioner Response: Our thoughts were related to some of the issues that Monaco and the other industrial uses brought to town.

  Staff Response: The concerns we heard were low employee to acreage ratios (few employees), and the fact that they are often unsightly facilities.

- Question about whether the employment forecast be adjusted to reflect the fact the 2010 will almost certainly not have as many employees as the table suggests?"

Staff response: It is a good point, showing "2010" figures is flawed, because after Monaco's closure they will not be at the level identified. We will make adjustments to how we present the data, but we assume still that the end outcome will remain unchanged form long term forecasts.

- Planning Commission member who was on the commission during the 2004 periodic review process was concerned about how the mixed use area ended up on the (Stevenson property). The original intent was for the downtown area to have a mix of uses"

  Staff Responses: We are operating from maps that document those processes, it shows up in map after map. We intentionally included these original copies to show that it is not something that WE made up.

- Resident outside of current UGB: "If I am brought into the UGB or annexed, doesn't that mean that I need to give up my animals?"

  Staff Response: No, if annexed you could keep your animals – these would be grandfathered in.

- Resident outside of current UGB: "When will my property taxes change if I am brought into the UGB?"

  Staff Response: No your taxes will not change unless you annex into the City.

These questions suggest a need to describe the implications of being in a UGB. Essentially, inclusion in the UGB only removes a major obstacle to urban development. It does not:

- Change the zoning on the property - there will be no change to the legal use of your land. All current land use regulations and zoning remain the same and still apply;
- Require the property owner to pay City taxes;
- Require a property owner to redevelop their property;
- Require the property owner to annex their property; or
- Result in an assessment for City utilities.

- Question about how a development proposal on the eastside of I-5 would affect the Coburg/I-5 interchange?

  Staff Response: 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 modal 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.

Comments from personal interaction:

- Expression of frustration that all jurisdictions must conform to the state's narrow regulations for urbanization/growth/expansion. Wondering if there is a way for Coburg to remain a small rural feeling town without the state requiring more

- "My teenage daughter told me before I came that she doesn't want to see homes like they have in Avalon Village in West Eugene"

- Area six seems like a very logical place to expand because of existing streets and utilities.

- "Will I pay City taxes if my land comes into the UGB

- "If land comes into the UGB does it have to develop?"

  Staff Response: Personal property owners will always have the say in whether there land is developed or not. Inclusion in the UGB only removes a major obstacle to urban development.

- Since the poor quality soils are on the East side of the Highway. We should put all development over there

- "What if the wastewater does not happen?"

  Staff Response: The pressing issues and significant inputs into this study become null and void.

- Concern about expanding to the south – want to retain a separation between Eugene.

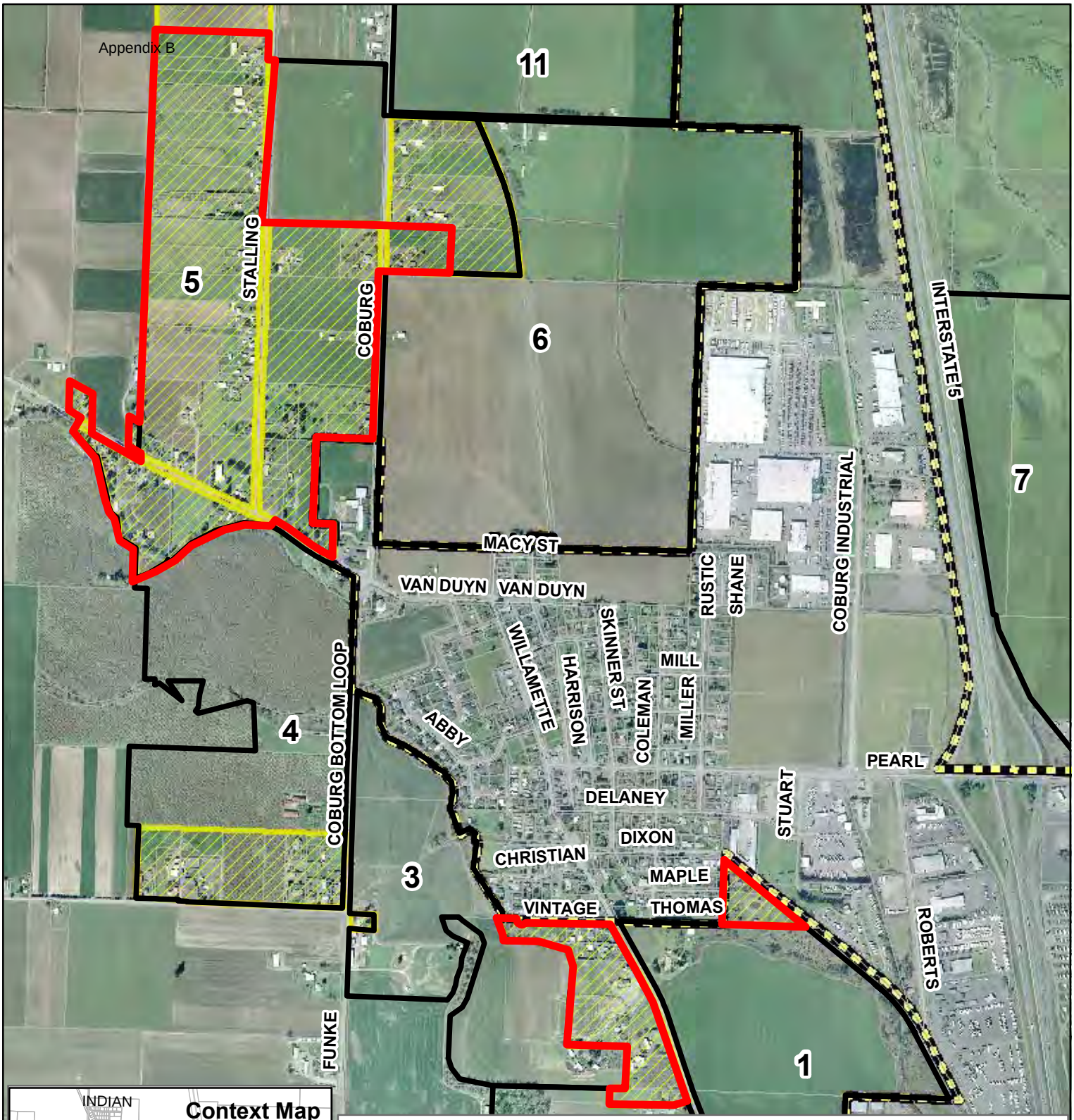
- Area 5 would put more housing near the school, creating more of a community around the school.

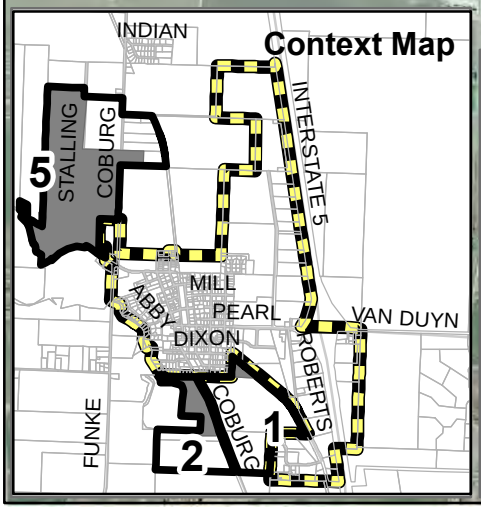
- Employment Land Alternative 3 raises concerns from a management perspective because it leaves a section on the south side of the property in resource land without access or direct connection to the contiguous property. That property would be surrounded by development on three sides and would greatly diminished in size. If Alternative 3 is pursued, all of the property should be brought into the UGB. At the same time, Alternative 3 makes sense for employment land because it will contain the frontage road serving the commercial properties located closer to the interchange which cannot have direct

access to Van Duyn. Would also like to see a live/walk/work neighborhood developed on this property – there is a good opportunity to provide higher density residential development in this area as well as employment land..

- Concern about how Employment Land Alternatives 1 and 2 impact management of resource lands.

- There could be another Employment Land option that includes part of Study Area 7 (around existing parking lot) and part of Study Area 8 (but still providing a corridor for access to remaining portion of Study Area 8).





Expansion Alternative 1 : 178 Acres

Residential : Exceptions Land Scenario

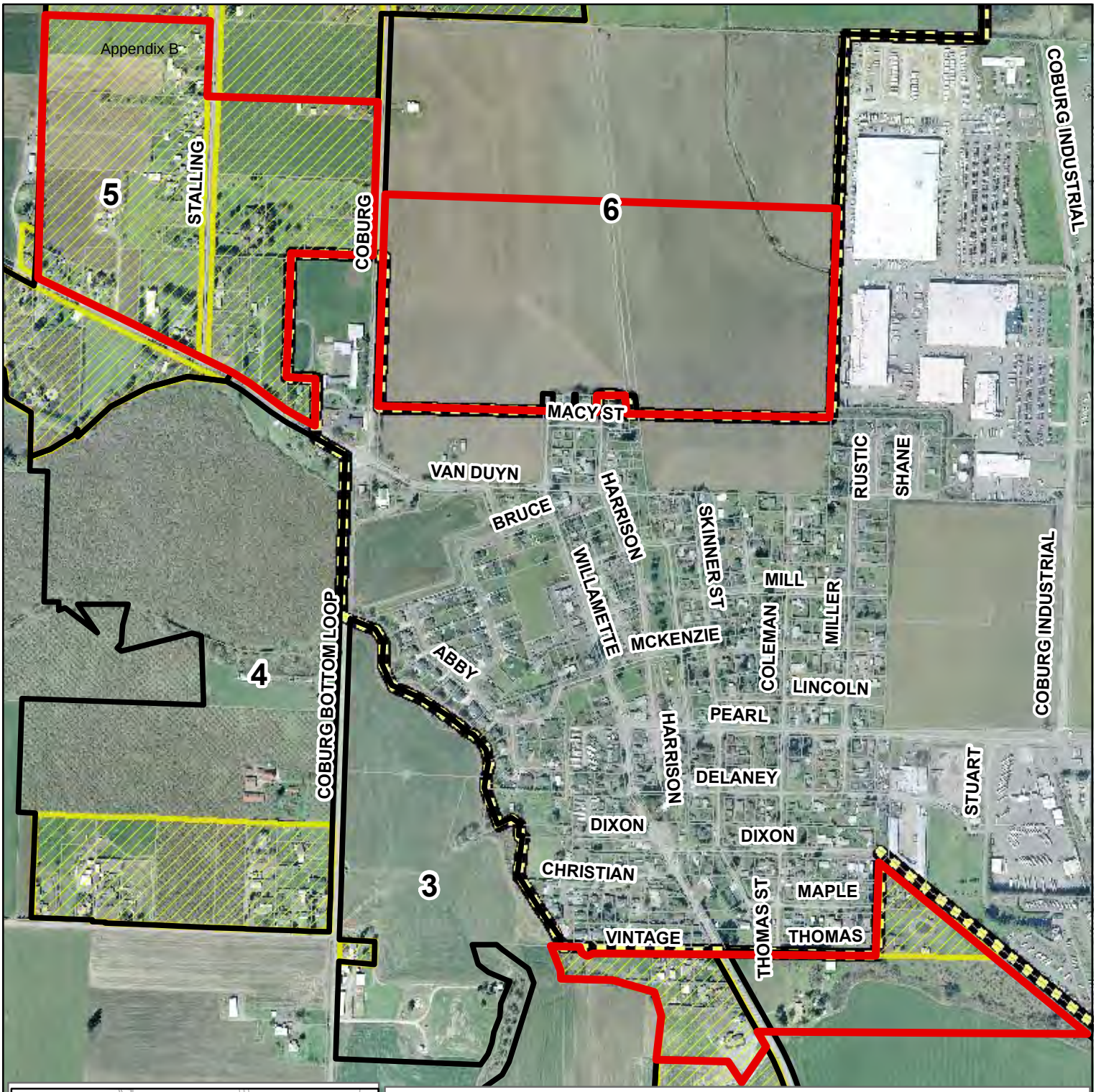
Residential Need: 148 Acres

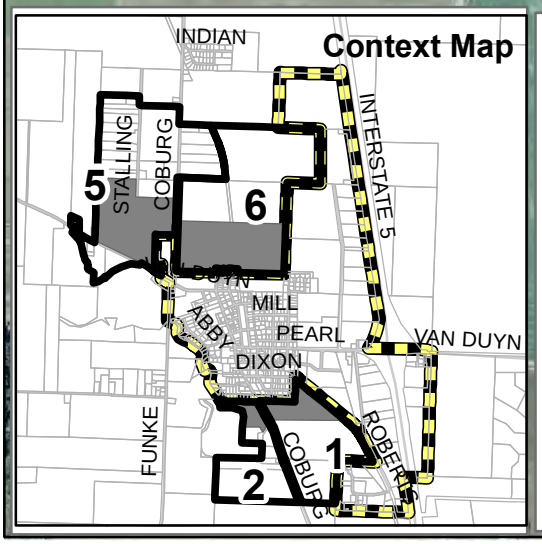
Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	25.9	20.4	25.9	0.0
5	152.2	131.5	152.2	0.0
Total	***178.1***	***151.9***	***178.1***	***0.0***

Expansion Scenario 3
Exceptions Land
Study Areas
UGB

N

Yards
260 130 0 260





Expansion Alternative 2 : 169 Acres

Residential: 2004 Recommendation Alternative

Residential Need: 148 Acres

Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	32	27.3	13.8	18.3
5	65.2	54.1	65.2	0
6	72	72	0	72
Total	***169.2***	***153.4***	***79***	***90.3***

Expansion Scenario 1

Study Areas

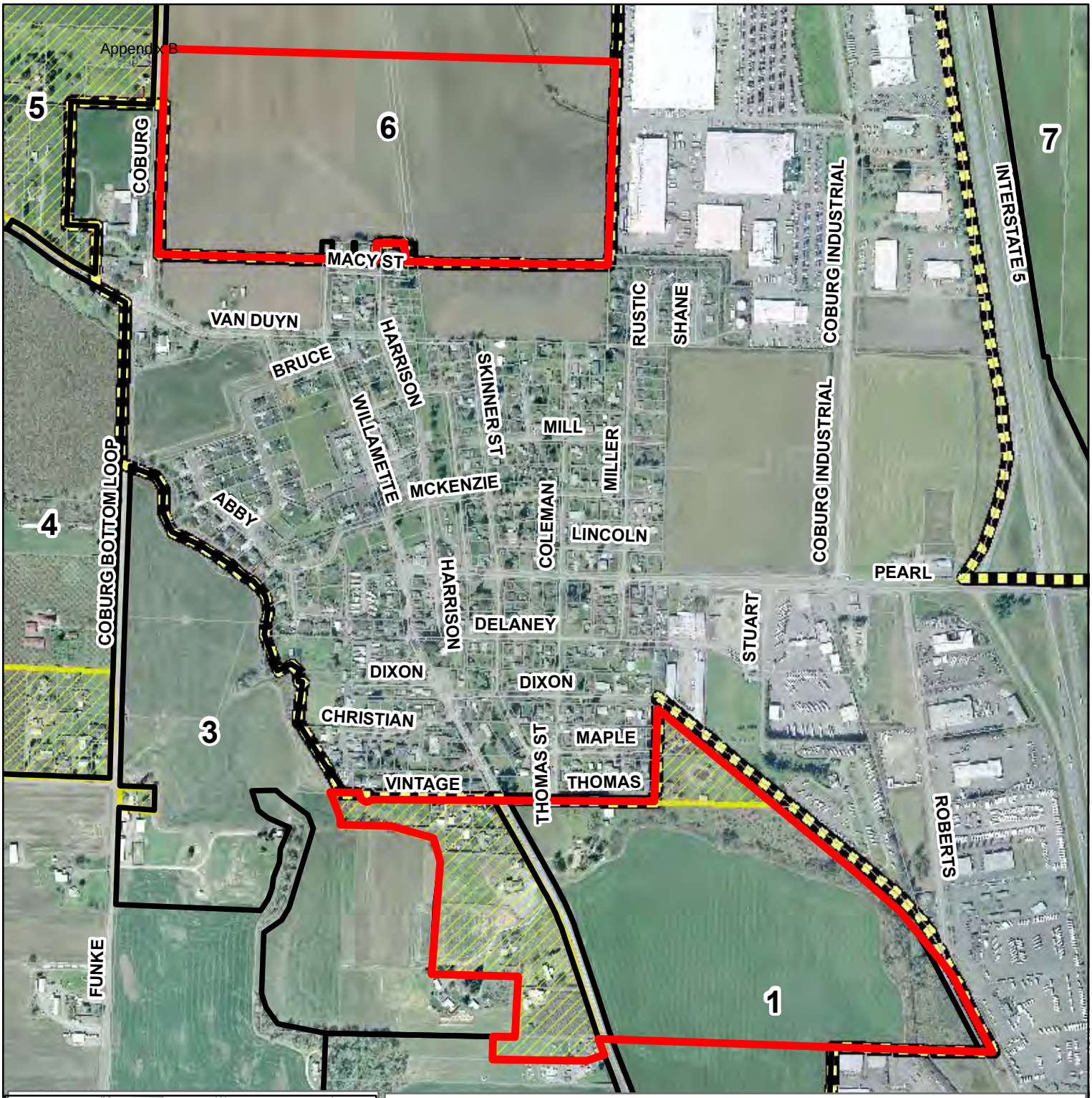
Exceptions Land

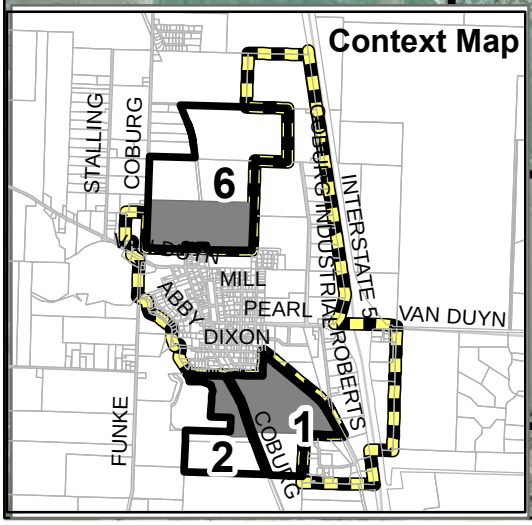
UGB

N

Yards

180 90 0 180





Expansion Alternative 3 : 156 Acres

Residential : Compact Expansion

Residential Need: 148 Acres

Study Area	Acres	Developable Acres	Exception Land	Resource Land
1 & 2	87.2	81.2	25.9	61.3
6	69.0	69.0	0.0	69.0
Total	***156.2***	***150.2***	***25.9***	***130.3***

Expansion Scenario 2

Study Areas

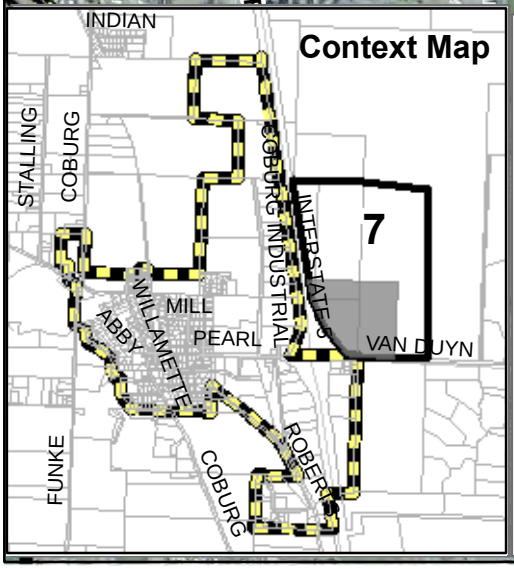
Exceptions Land

UGB

N

Yards

180 90 0 180



Emp. Expansion Alternative 1 : 65 Acres

Employment: North of VanDuyn/ 2004 Reccomendation

Employment Need: 1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
7	65.0	65.0	0.0	65.0
Total	***65.0***	***65.0***	***0.0***	***65.0***

Expansion Scenario 5

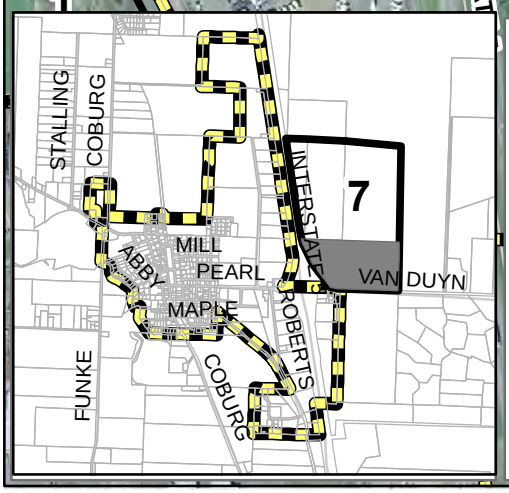
Study Areas

UGB

N

Yards

125 62.5 0 125



Emp. Expansion Alternative 2 : 67 Acres

Employment : VanDuyn North/ Longer Alternative

Employment Need: 1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
7	67.0	67.0	0.0	67.0
Total	***67.0***	***67.0***	***0.0***	***67.0***

Expansion Scenario 7

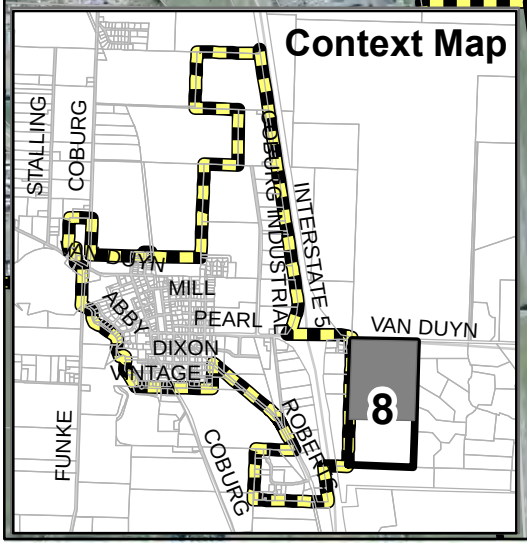
Study Areas

UGB

N

Yards

125 62.5 0 125



Emp. Expansion Alternative 3 : 65 Acres

Employment : VanDuyn South Scenario

Employment Need :1-2 20+ Acre Sites

Study Area	Acres	Developable Acres	Exception Land	Resource Land
8	65.0	65.0	0.0	65.0
Total	***65.0***	***65.0***	***0.0***	***65.0***

Expansion Scenario 6

Study Areas

UGB

N

Yards
125 62.5 0 125

Appendix B

CLAUSON Stacy A

From: CLAUSON Stacy A
Sent: Monday, December 07, 2009 1:15 PM
To: 'Randy Hledik'
Subject: RE: Coburg UGB Expansion

Dear Mr. Hledick,

Yes, a copy of your letter will be made available for the City Council meeting this Tuesday and Planning Commission next week. Again, thank you.

Stacy Clauson
Assistant Planner
Lane Council of Governments
859 Willamette Street, Suite 500
Eugene, OR 97401
541-682-3177
Fax: 541-682-4099
sclauson@lcog.org
http://www.lcog.org

From: Randy Hledik [mailto:Randyh@wildish.com]
Sent: Friday, December 04, 2009 4:51 PM
To: CLAUSON Stacy A
Subject: RE: Coburg UGB Expansion

… thank you for your response and explanation …

… is it possible to include my initial email with the information that will be presented to the City Council and Planning Commission in the next two weeks?

From: CLAUSON Stacy A [mailto:SCLAUSON@Lcog.org]
Sent: Friday, December 04, 2009 4:48 PM
To: Randy Hledik
Cc: SCHUETZ Petra; CALLISTER Jacob (LCOG)
Subject: FW: Coburg UGB Expansion

Dear Mr. Hledick,

Thank you for your comments, which were forwarded to the Coburg Urbanization Study Team by Petra Schuetz. It is certainly helpful for the City and Study Team to hear from property owners and better understand their desires concerning UGB expansion. As you noted, there has been a balancing of interests that has influenced the Study Team's approach to preparing several Residential UGB expansion alternatives for review. Key factors that have influenced our recommendations have included:

- Location of exception lands.
- Previous planning efforts, which included significant public involvement, and focused most new growth to

the north, with some exception lands included on the south side of the current UGB.

- Current policies in the Comprehensive Plan that emphasize maintaining a separation from Eugene and resulting emphasis on growth away from Eugene (see Policy 7 under Agricultural Goal, Policy 5 under the Open Space Goal, and Policy 44 under the Urbanization Goal).

At 30 acres, the site you mention would constitute a significant portion of the residential land need, and if it were to be included in the UGB, there would need to be additional neighboring lands included to ensure that there was contiguous development outward from the existing City boundaries. This type of expansion to the south of the City would not be consistent with the priority factors noted above and, as a result, has not been recommended by the Study Team.

Please note that the Study Team's work is only advisory, and that the Planning Commission and City Council will both be considering these issues in more detail over the next coming months. This item is scheduled to come before the City Council at their December 8th meeting and the Planning Commission at their December 16th meeting. At the December 8th meeting, the Study Team will be presenting a recommended Residential Expansion for the Council consideration. Additional information can be found at the project's website, http://www.lcog.org/coburgurbanization/default.cfm. If you have any questions, please feel free to contact any member of the Study Team.

Jacob Callister, jcallister@lcog.org, 541-682-4114

Stacy Clauson, sclauson@ci.kirkland.wa.us 541-682-3177

Petra Schuetz, planning@ci.coburg.or.us 541-682-3639 (Coburg: 682-7858)

Again, thank you for your comments.

Stacy Clauson
Assistant Planner
Lane Council of Governments
859 Willamette Street, Suite 500
Eugene, OR 97401
541-682-3177
Fax: 541-682-4099
sclauson@lcog.org
http://www.lcog.org

From: Randy Hledik [mailto:Randyh@wildish.com]
Sent: Friday, November 20, 2009 3:15 PM
To: COBURG Planning
Subject: Coburg UGB Expansion

Petra –

We've had a chance to review and digest the information you presented at the open house earlier this week.

Our company owns Tax Lot 1500, Map 16-03-33 – this lot consists of approximately 30 acres, and is identified on your maps as the southern portion of Study Area 2.

We are very interested in the UGB expansion process, and would be a very willing landowner to have this property included within the UGB.

As shown on the matrix titled "Analysis of Expansion Analysis Subarea Compliance with Location Factors", Area 2 compares very favorably against the other areas for residential expansion.

However, on each of the three residential UGB expansion alternatives presented, the southern portion, ie, our property, is excluded from consideration.

It appears that some balancing of interests is occurring, ie, expand some to the southwest, some to the southeast, and some to the northwest or north ….

We believe that expansion more significantly to the south has the key advantage of directing growth toward the already urbanized area of Eugene, thereby preventing sprawl from encroaching on high value farmland and the agricultural character of the areas located to the north. Additionally, directing development toward the south, as opposed to the north, would likely result in fewer vehicle miles travelled (VMT) since the travel distance to/from the Eugene-Springfield metro area would be reduced. This would also mimize increased traffic congestion in the heart of town.

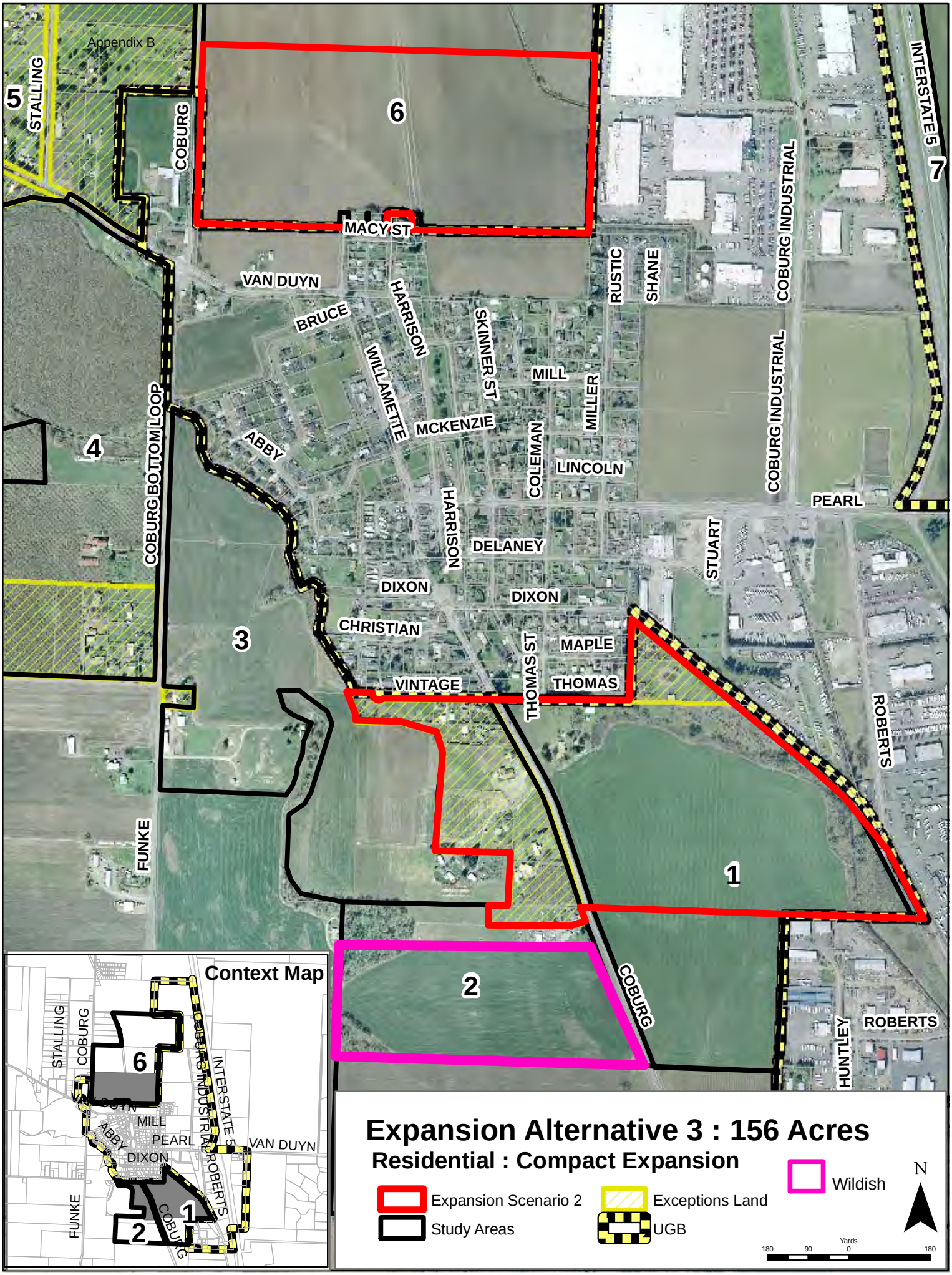
Given this initial reasoning, we request that favorable consideration be given to expanding the UGB to include our Tax Lot 1500 in Area 2.

We would be pleased to have a more in-depth discussion with you about this at your convenience.

Thank you … and please keep us posted on future opportunities to influence the process.

Randy

Randall S. Hledik
Director, General Services
Wildish companies
PO Box 7428 / 3600 Wildish Lane
Eugene, OR 97401 / 97408
Tel: (541) 683-7712
Fax: (541) 683-7722


Appendix B
5
STALLING
COBURG
6
MACY ST
VAN DUYN
BRUCE
HARRISON
WILLAMETTE
SKINNER ST
MILL
MILLER
RUSTIC
SHANE
COBURG INDUSTRIAL
INTERSTATE 5
7
4
COBURG BOTTOM LOOP
ABBY
MCKENZIE
COLEMAN
LINCOLN
PEARL
DELANEY
STUART
DIXON
CHRISTIAN
3
MAPLE
VINTAGE
THOMAS ST
THOMAS
ROBERTS
FUNKE
1
2
HUNTLEY
Context Map
Expansion Alternative 3 : 156 Acres
Residential : Compact Expansion
Expansion Scenario 2
Study Areas
Exceptions Land
UGB
Wildish
N
Yards
180
90
0
180

Al Cooper & Associates
PROFESSIONAL LAND PLANNING
2258 Harris Street
541/484-7314 (office & fax)
couplan@ordata.com
Eugene, OR 97405

August 12, 2005

Coburg City Council
c/o Petra Schuetz, Interim Planning Director
City Hall
91069 Willamette Street
Coburg, OR 97408

RE: UGB Expansion – Former Railroad Right-of-way (Assessor's Map 16-03-33-31, Tax Lot 1500 and Assessor's Map 16-03-33-40, Tax Lot 2300)

Dear Ms. Schuetz:

It was a pleasure meeting with you recently to discuss the annexation of two 60-foot wide linear strips of former railroad right-of-way. This letter will document the elements of our discussion.

First, I was able to outline the basic points of this matter. The starting point is that the area lies on the southwest edge of the city and consists of Tax Lot 1500 (1.24 acres) and Tax Lot 2300 (2.59 acres). (See attached map.) Based on research done by Anita Yap, it was determined that theses lots were part of an active railroad when that area of the city was annexed. That probably explains why they were not included within the city limits. Instead the land was left under County jurisdiction and is zoned for Exclusive Farm Use.

Now that the railroad is long gone it is apparent that the farm use zoning makes no sense. These two linear strips no longer contain rails and ties, but are still developed with the original gravel roadbed. In fact, they look like 60-foot wide gravel roads. Furthermore they are buffered from the true farmland by a vegetated area include jurisdictional wetlands.

The most logical use of these lands is to eventually be combined with other urban land to the northeast. This was the intended course of action when I submitted information on behalf of my clients, MBM Group, LLC. It was agreed with staff that it would be logical to fold these lands in with other UGB expansions as part of Periodic Review. Instead, as we have all sadly learned, the city was beset by a financial crisis and the Periodic Review program was severely curtailed.

The purpose of this letter is to simply remind the city that this illogical situation still needs to be resolved. Unfortunately, as you indicated, UGB expansions are apparently not on the docket at the present. Therefore, we are asking only to keep the materials we submitted on file until they are timely and that you enter this letter into the record of the joint council/planning commission hearing on August 23rd. You will note that our materials provide findings, as much as feasible, on all of the Statewide Planning Goals 2 and 14 factors required to justify inclusion of the land within the City and it's UGB.

Alternatively, my clients could pursue these actions on their own. When we investigated that alternative, we found a cumbersome and very costly process involving separate applications to Lane County, the City and the Lane County Boundary Commission. Such an action would be just short of foolhardy when it could be so easily accomplished by legislative action by the City alone.

Again, thank you for our helpful meeting. Please call me at 484-7314 if you have any questions or comments. Coburg had one of the finest small-city planning programs I have seen in my 30 years as a land use planner/attorney. I share the hopes of many that it may one day arise from the ashes.

Very truly yours,

/s/

Al Couper

cc: Jim Murry, MBM Group, LLC

MBM Property—Request for inclusion within the Coburg Urban Growth Boundary
Evidence of Compliance with Statewide Goals 2 and 14

March 9, 2005

I. The Process

This is a request to include a specific 3.83-acre area as part of the expansion of the Coburg Urban Growth Boundary (UGB). See property description below.

This document presents evidence demonstrating that the requested UGB inclusion complies with relevant sections of Statewide Planning Goals 2 (Exceptions) and 14 (Urbanization). This request recognizes that the remaining Goals must eventually be addressed. Coburg has, however, temporarily suspended work on those Periodic Review tasks that would have considered the remaining Goals. This request should be included with other properties whenever Periodic Review work is resumed.

The criteria addressed in this document are found in Statewide Planning Goal 14 and in Oregon Administrative Rule governing Goal 2, the "goal exception" process. Goal 14 lists seven factors. The first two are called "need" factors and deal with forecasts for population and economic growth, and housing, employment and livability needs.

The other five factors are called "location" factors and deal with orderly and economic provision of urban services, efficient use of land, EESE (environmental, energy, economic and social) consequences, retention of agricultural land, and compatibility of the proposed urban uses with nearby agricultural activities.

The Goal 2 exception process contains four factors. The first one, called the "reasons" factor, is met by the seven Goal 14 factors described above. The second and third factors require an analysis of alternative areas that might meet the need defined by the Goal 14 process. The last factor deals with compatibility of the proposed urban uses with adjacent uses outside of the proposed urban growth boundary and is also satisfied by meeting the Goal 14 factors.

II. The Property

The subject property is identified as Assessor's Map No. 16-03-33-31, Tax Lot 1500 and Assessor's Map 16-03-33-40, Tax Lot 2300. Tax Lot 1500 is 1.24 acres and Tax Lot 2300 is 2.59 acres. See Assessor's Map at Exhibit 1. Both parcels are zoned Exclusive Farm Use (EFU) and are outside the Coburg City Limits. See Zoning Map at Exhibit 2.

These two contiguous parcels contained the former Southern Pacific Railroad tracks. The former railroad parcels to the north and south of these parcels are both included within Coburg's current UGB, as are the commercially and industrially zoned parcels adjacent to the east. The railroad tracks and ties have been removed from the parcels. The railroad gravel bed has been flattened out and remains in place. These parcels look much like a

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541/484-7314 (office & fax)
couplan@ordata.com

March 9, 2005

Ashley DeForest, Planning Director
City of Coburg
City Hall
91069 Willamette Street
Coburg, OR 97408

RE: Urban Growth Boundary Annexation – MBM Group, LLC Property

Dear Ashley,

Attached is a report that requests inclusion of a portion of the former Southern Pacific Railroad right-of-way within the Coburg Urban Growth Boundary. It is not a petition for annexation, but rather a request that the subject property be included for consideration at such time as the City resumes deliberations on UGB amendments throughout the community on a legislative basis as part of Periodic Review.

The attached report has been prepared, as near as possible, to conform to Statewide Planning Goals 2 and 14 and the relevant Administrative Rules. As you will note, in the case of certain goals, the analysis must logically defer to a larger discussion of the entire community.

Again, on behalf of MBM, LLC and myself, may I thank you for the good work you are doing for the city and your assistance on matters such as this.

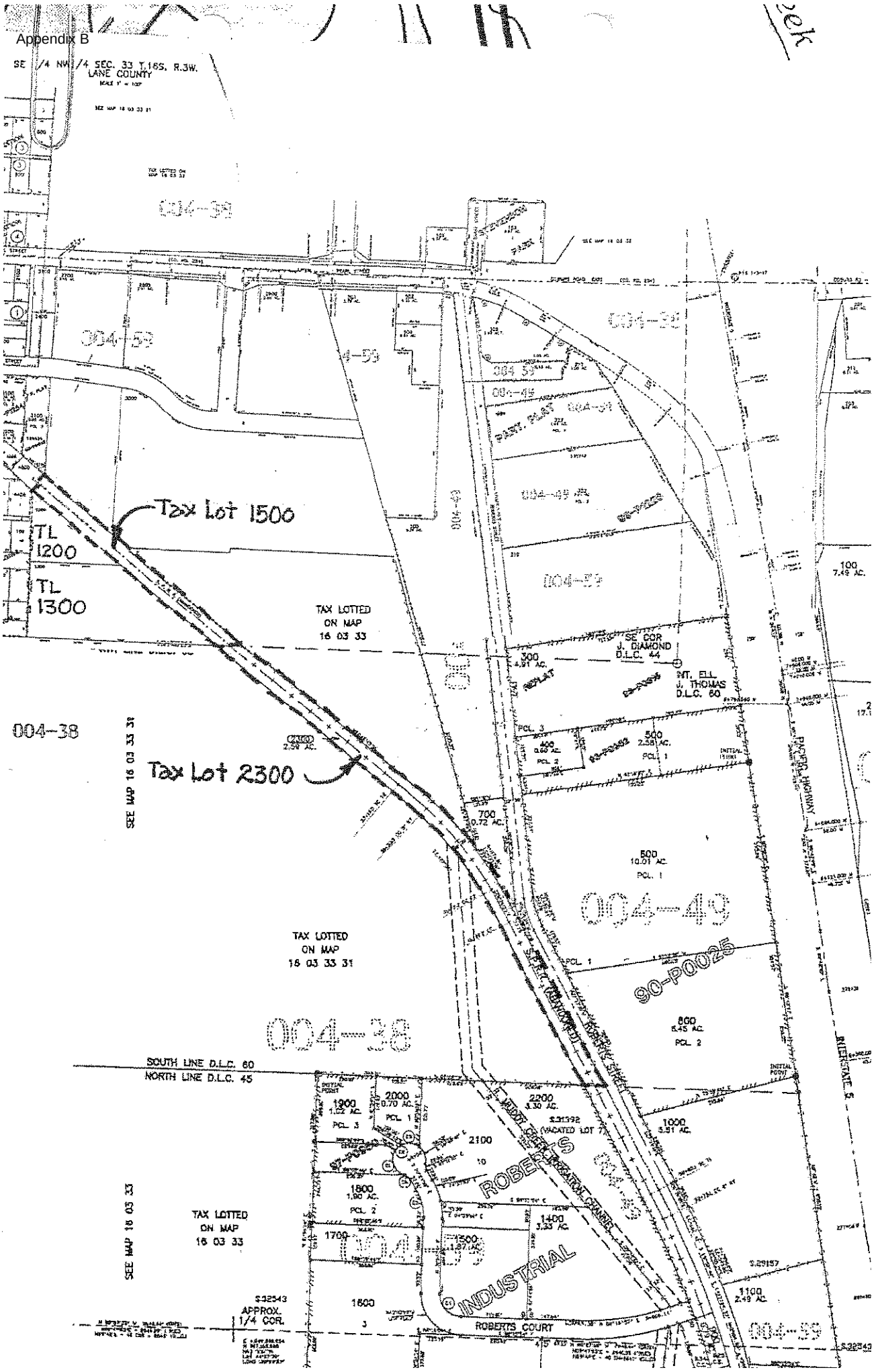
Very truly yours,

/s/

Al Couper

cc: Jim Murry

Appendix B


SE 1/4 NW 1/4 SEC. 33 T.16S. R.3W.
LANE COUNTY
004-59
004-59
004-59
004-49
004-49
Tax Lot 1500
TL 1200
TL 1300
TAX LOTTED ON MAP 16 03 33
SE COR J. DIAMOND D.L.C. 44
INT. ELL. J. THOMAS D.L.C. 60
004-38
SEE MAP 16 03 33 31
Tax Lot 2300
700 10.72 AC.
500 10.01 AC. PCL. 1
004-49
TAX LOTTED ON MAP 16 03 33 31
90-P0025
800 5.45 AC. PCL. 2
004-38
SOUTH LINE D.L.C. 60
NORTH LINE D.L.C. 45
2000 0.70 AC. PCL. 1
2200 3.30 AC.
1000 5.51 AC.
2100
ROBERTS
1600 1.90 AC. PCL. 2
1400 3.33 AC.
1700
1500 1.87 AC.
INDUSTRIAL
TAX LOTTED ON MAP 16 03 33
SEE MAP 16 03 33
APPROX. 1/4 COR.
1600
ROBERTS COURT
1100 2.49 AC.
004-59
RIVERGATE ST.

Appendix B

From: SCHUETZ Petra
Sent: Tuesday, February 23, 2010 3:13 PM
To: 'Kevin Murry'
Cc: CLAUSON Stacy A; CALLISTER Jacob (LCOG); MECHAM Milo R
Subject: RE: Rail Road Property - UGB inclusion.

Attachments: 2004 Coburg UGB RESIDENTIAL Recommendation.pdf

Kevin-

Thank you for sharing your request with the City regarding tax lots 01500 and 02300 currently outside the UGB. I will include your request and documentation in the public record and reference it in the Urbanization Study Update document. Note: the first attachment, *scan 0005.jpg*, is only the first page of the document titled, *MBM Property-Request for Inclusion within the Coburg Urban Growth Boundary Evidence of Compliance with Statewide Goals 2 and 14, March 9, 2005*. Can you send me the rest of that document?

2004 Study
It is confirmed that your property was considered for incorporation into both the 2004 Urbanization Study (ECONorthwest) and the current Urbanization Study Update. The final recommendation of the 2004 Study was to incorporate this property as future *residential* land, not an extension of Highway Commercial or other employment lands use (see attachment). Regardless, as your correspondence acknowledges, no UGB expansion was initiated - for any property - due primarily to wastewater constraints at that time.

2009 Study
With a wastewater project designed and initiated, the City was able to proceed with the many long-range urbanization analysis requirements. The 2004 Study was the basis for the update. However, between 2004 and the present a number of State laws required for UGB expansion analysis had changed; particularly around the methodology that is used for economic analysis which is primary data used to inform commercial expansion. To over simplify the results; it was determined that Coburg has a surplus of employment lands; no additional Highway Commercial land is needed/justified (except if the City wanted to attract a large manufacturer or warehousing use which would require a 20+ acre site and which would be restricted to that size and limited use. Those two areas were east of I-5). This is largely because the current Highway Commercial land inventory is largely underdeveloped or vacant and is disproportionate to the residential land needs which has been perpetuating an imbalance in Coburg. Alternately, like the results of 2004, the analysis indicated a number of scenarios that designated your property as potential residential property. If a Highway Commercial need in any location had been identified, then looking at alternative locations for that land would have been a justifiable conversation to have with the policy makers. However, because there is a long-term surplus, it is highly unlikely that the County and DLCD would co-approve additional employment lands if a comprehensive perspective is applied.

It is always preferable to pursue UGB expansion where property owners are interested in incorporating. I wish we could justify a recommendation for reconsideration of the preferred alternatives for your property on this premise. However, with the information that we have at this time, Staff is constrained by the results of the buildable lands inventory and the rest of the economic and residential results. I will discuss this issue with members of the technical advisory committee and will let you know if anything emerges from that conversation.

Staff anticipates that the Urbanization Study draft will be presented to Planning Commission March 17 and City Council April 13th. We encourage you to provide any additional public testimony that you might have for these meetings. Feel free to contact me with any additional comments or questions.

Petra Schuetz
Planning Director
City of Coburg
541-682-7858
planning@ci.coburg.or.us

-----Original Message-----
From: Kevin Murry [mailto:kevin@mfigroup.net]
Sent: Monday, February 22, 2010 4:20 PM
To: SCHUETZ Petra
Subject: Rail Road Property - UGB inclusion.

Petra,

Per our conversation last week, here are a few correspondences over the years about the parcels in question. Please let me know if there are further steps we can pursue to have this included in the current UGB
expansion processes.

Thank You

Kevin Murry
--

Kevin Murry
MFi Group, LLC
Eugene, Or
541.341.1233 ph.
541.344.5393 fx.

This message may contain confidential and/or privileged information.
If you are not the addressee or the authorized to receive this for the addressee, you must not use, copy, disclose, or take any action based on this message or any information herein. If you have received this message in error, please advise the sender immediately by reply e-mail and delete this message.
Thank you for your cooperation.

Appendix B

Facilities Management
Eugene School District 4J
715 West Fourth Avenue
Eugene, OR 97402-5024

DEC 28 2004

BY _____

December 28, 2004

Ashley DeForest
Planning Department
City of Coburg
PO Box 8316
Coburg, Oregon 97408

Subject: City of Coburg Urban Growth Boundary Expansion and School Planning

Dear Ms. DeForest:

I have been following your planning process over the past several months with particular interest in the proposed Urban Growth Boundary expansion. As you know, the District owns two properties in the community. One is the current Coburg Elementary School site which is approximately 9 acres in size. The other is a vacant 28 acre parcel, approximately one half mile north of the existing school site, between North Coburg Road and Stalling Lane. The vacant parcel is currently under agricultural use and is zoned E40 (exclusive farm use, 40 acre minimum). This parcel has been recently designated by the School Board as surplus, in part due to the restrictive zoning designation and the physical separation from current and proposed UGB.

Your draft Comprehensive Plan shows property designated as a potential school site, within the proposed UGB expansion on land that is not currently under District or City ownership. The District's vacant parcel is shown within the 2025-2050 Urban Reserve Area. The location of the potential school and park site is certainly more centrally located and positioned well to serve the projected community growth.

I would encourage you to consider how the land use planning process might provide a vehicle by which the District's vacant parcel could be developed in the current planning horizon. Including the property in an UGB expansion would certainly provide better opportunity for annexation and rezoning which would result in increased property value and greater flexibility for development options or potential trade for more suitably located property.

Thank you for considering future school needs in your planning process and how the District's existing property holdings may play a role in your Comprehensive Plan.

Sincerely,

Jonathan P. Lauch

Jonathan P. Lauch
Assistant Director of Facilities Management

Copy: George Russell, Superintendent
Anita Yap – City of Coburg, Planning Department

Coburg Housing/Land Needs Model©

A Methodology and Model for Calculating and Analyzing Housing and Land Needs

Click on the buttons below to navigate to each section of the model. Click **Home** button to return to this worksheet.

Use the Tab key to enter data and move directly to the next cell which will accept data.

Parameters	Worksheet for entering scenario parameters for each model run
Housing Needs	Templates for entering current and future population and housing information and calculating future new total housing units needed
Demographics	Template for entering demographic profile of study area and calculating indicated housing units for current population
Current Need	Templates for analyzing and calculating needed units by tenure and price point
Current Graphs	Graphs of units currently needed by tenure and price point
Supply/Gap	Templates for inputting current inventory of dwelling units and calculating unmet housing needs
Senior Needs	Template and graph displaying the senior rental units currently needed by price point
Future Demographics	Template for entering future demographic profile of study area and calculating indicated housing units
Future Needs	Templates for analyzing and calculating future needed units by tenure and price point
Planned Units	Templates for inputting planned supply of dwelling units and calculating total housing units needed by housing type
Future Graph	Graphs of future units needed by tenure and price point
Future Senior	Template and graph displaying the future senior rental units needed by price point
New Needs Graph	Graphs of new units needed in future by tenure and price point
New Type Needs	Templates displaying the new units needed by tenure, housing type, and price point
New Type Graph	Graphs of new dwelling units needed by tenure, price point, and housing type
Zoning/Inventory	Templates for entering local zoning information and the housing inventory by land use type
Allocation	Template for entering projected distribution of new housing units by land use type
Land Needs	Templates for displaying projected distribution of new housing units by land use type and resulting calculations of new land needed by land use type
Land Need Graph	Graph of additional land needed by land use type to accommodate the new housing units
Needs Analysis	Template displaying housing needs using Census Bureau housing stock data
Gap Analysis	Template showing housing gap analysis and graphs of existing gaps
Glossary	Glossary of terms used in housing needs analysis methodology

Click on the buttons below to print out the templates and graphs for the time period of interest.

Print Current	Print of all templates and graphs associated with current housing needs
Print Future	Print of all templates and graphs associated with future housing needs
Print Land Need	Print of all templates associated with determining the land needed for the future housing needs
Print All	Print of all templates and graphs associated with current and future housing needs and the land needed for such housing
Print Gap Analysis	Print housing needs and gap analysis using Census Bureau housing data

Coburg Housing/Land Needs Model©

A Methodology and Model for Calculating and Analyzing Housing and Land Needs

Model Parameters Input Sheet

Name identifying the area of interest for this needs analysis	Coburg

Scenario Parameters

Date of time frame of data used to define Current Housing Status	December 2010
Date or year that represents the end of the planning period	2030
Vacancy factor for ownership units used for this scenario	2.5%
Vacancy factor for rental units used for this scenario	5.0%
Name assigned to this scenario that will be displayed on output	Low Interest

Click on the appropriate button below to select the mortgage assumptions to be used in this model run to set the Ownership price points for this scenario's time period

Mortgage rates are high	○	High
Mortgage rates are low	◉	Low
Average historical mortgage rate	○	Historical

Reminder - Please use the Tab key to enter data and move to the next cell which will accept data.

Housing Needs ©
For Coburg

Scenario Low Interest

Template 1
Current Housing Status
as of December 2010

CA Current Population	CB Persons in Group Quarters	CC Occupied Dwelling Units* / Households	CD Persons per Household	CE Vacant Units	CF Current Total Dwelling Units**	CG Current Vacancy Rate
Actual or estimated	Actual or estimated	Actual or estimated	(CA-CB)/CC	Actual or estimated	CC+CE	CE/CF
1,103	0	391	2.821	20	411	4.87%

* Number of non-Group Quarter Occupied Dwelling Units = Number of Households
** Excludes Group Quarter Dwelling Units

x,xxx	Actual or estimated data for this planning area that is used as input to the Housing Needs Analysis model formulas
###	A number produced by the Housing Needs Analysis model templates reflecting the data, assumptions, and estimates used for this scenario's time frame

Template 2
Projected Future Housing Status
as of 2030

FA Future Population	FB Future Persons in Group Quarters	FC Future Persons per Household	FD Future Occupied Dwelling Units*	FE Current Total Dwelling Units	FF Dwelling Units Removed	FG New Dwelling Units Needed**
Estimated	Estimated	Estimated	(FA-FB)/FC	CF	Estimated	FD-FE+FF
3,363	50	2.64	1,255	411	9	853

* Number of non-Group Quarter Occupied Dwelling Units
** Excludes Group Quarter Dwelling Units

Appendix C

Template 3

Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost ©

For Coburg as of December 2010

Scenario Low Interest

Cohort		Tenure		HHs in Cohort as % of all HHs	Al Cohort HHs	Units Indicated by Housing Tenure		Rent Range (Note 1)	Price Range (Note 1)	Units Indicated Adjustment for HHs Without Mortgages		
Age	Income (Note 1)	Renter %	Homeowner %	391	Number	Rental	Owned			% of HHs (Note 2)	Owned Units Out	Remaining Units
<25	<10k	92.6%	7.4%	0.2809%	1	1.0	0.1	0 - 194	<34.1k	20%	0.0	0.1
	10k <20k	83.0%	17.0%	0.5618%	2	1.8	0.4	195 - 422	34.1k <72.3k	20%	0.1	0.3
	20k <30k	75.1%	24.9%	0.0000%	0	0.0	0.0	423 - 655	72.3k <110.1k	15%	0.0	0.0
	30k <40k	64.9%	35.1%	0.0000%	0	0.0	0.0	656 - 897	110.1k <147.6k	15%	0.0	0.0
	40k <50k	59.1%	40.9%	0.0000%	0	0.0	0.0	898 - 1132	147.6k <185.3k	8%	0.0	0.0
	50k <75k	55.2%	44.8%	1.6854%	7	3.6	3.0	1133 - 1739	185.3k <279.3k	5%	0.1	2.8
	75k+	50.8%	49.2%	0.0000%	0	0.0	0.0	1740+	279.3k+	5%	0.0	0.0
25 <35	<10k	69.1%	30.9%	0.8427%	3	2.3	1.0	0 - 194	<34.1k	20%	0.2	0.8
	10k <20k	63.6%	36.4%	1.6854%	7	4.2	2.4	195 - 422	34.1k <72.3k	20%	0.5	1.9
	20k <30k	59.9%	40.1%	1.9663%	8	4.6	3.1	423 - 655	72.3k <110.1k	15%	0.5	2.6
	30k <40k	51.8%	48.2%	1.1236%	4	2.3	2.1	656 - 897	110.1k <147.6k	15%	0.3	1.8
	40k <50k	43.0%	57.0%	2.5281%	10	4.3	5.6	898 - 1132	147.6k <185.3k	8%	0.5	5.2
	50k <75k	25.0%	75.0%	4.2135%	16	4.1	12.4	1133 - 1739	185.3k <279.3k	5%	0.6	11.7
	75k+	14.0%	86.0%	2.2472%	9	1.2	7.6	1740+	279.3k+	5%	0.4	7.2
35 <45	<10k	67.9%	32.1%	0.0000%	0	0.0	0.0	0 - 194	<34.1k	20%	0.0	0.0
	10k <20k	59.9%	40.1%	3.3708%	13	7.9	5.3	195 - 422	34.1k <72.3k	20%	1.1	4.2
	20k <30k	48.0%	52.0%	3.0899%	12	5.8	6.3	423 - 655	72.3k <110.1k	15%	0.9	5.3
	30k <40k	35.9%	64.1%	3.9326%	15	5.5	9.9	656 - 897	110.1k <147.6k	15%	1.5	8.4
	40k <50k	27.0%	73.0%	1.1236%	4	1.2	3.2	898 - 1132	147.6k <185.3k	8%	0.3	3.0
	50k <75k	16.0%	84.0%	8.4270%	33	5.3	27.7	1133 - 1739	185.3k <279.3k	5%	1.4	26.3
	75k+	12.1%	87.9%	7.8652%	31	3.7	27.0	1740+	279.3k+	5%	1.4	25.7
45 <55	<10k	59.6%	40.4%	1.1236%	4	2.6	1.8	0 - 194	<34.1k	30%	0.5	1.2
	10k <20k	44.3%	55.7%	1.1236%	4	1.9	2.4	195 - 422	34.1k <72.3k	30%	0.7	1.7
	20k <30k	29.9%	70.1%	3.0899%	12	3.6	8.5	423 - 655	72.3k <110.1k	20%	1.7	6.8
	30k <40k	24.9%	75.1%	4.2135%	16	4.1	12.4	656 - 897	110.1k <147.6k	15%	1.9	10.5
	40k <50k	19.9%	80.1%	1.1236%	4	0.9	3.5	898 - 1132	147.6k <185.3k	15%	0.5	3.0
	50k <75k	13.9%	86.1%	6.1798%	24	3.4	20.8	1133 - 1739	185.3k <279.3k	15%	3.1	17.7
	75k+	8.9%	91.1%	10.1124%	40	3.5	36.0	1740+	279.3k+	10%	3.6	32.4
55 <65	<10k	40.8%	59.2%	0.5618%	2	0.9	1.3	0 - 194	<34.1k	70%	0.9	0.4
	10k <20k	33.6%	66.4%	2.2472%	9	3.0	5.8	195 - 422	34.1k <72.3k	50%	2.9	2.9
	20k <30k	27.0%	73.0%	0.0000%	0	0.0	0.0	423 - 655	72.3k <110.1k	35%	0.0	0.0
	30k <40k	16.9%	83.1%	1.1236%	4	0.7	3.7	656 - 897	110.1k <147.6k	35%	1.3	2.4
	40k <50k	10.9%	89.1%	1.9663%	8	0.8	6.9	898 - 1132	147.6k <185.3k	30%	2.1	4.8
	50k <75k	7.9%	92.1%	1.6854%	7	0.5	6.1	1133 - 1739	185.3k <279.3k	30%	1.8	4.2
	75k+	5.9%	94.1%	2.2472%	9	0.5	8.3	1740+	279.3k+	15%	1.2	7.0
65 <75	<10k	35.1%	64.9%	2.2472%	9	3.1	5.7	0 - 194	<34.1k	80%	4.6	1.1
	10k <20k	25.1%	74.9%	0.0000%	0	0.0	0.0	195 - 422	34.1k <72.3k	60%	0.0	0.0
	20k <30k	10.1%	89.9%	0.0000%	0	0.0	0.0	423 - 655	72.3k <110.1k	75%	0.0	0.0
	30k <40k	8.1%	91.9%	2.8090%	11	0.9	10.1	656 - 897	110.1k <147.6k	60%	6.1	4.0
	40k <50k	7.0%	93.0%	0.0000%	0	0.0	0.0	898 - 1132	147.6k <185.3k	55%	0.0	0.0
	50k <75k	5.5%	94.5%	1.4045%	5	0.3	5.2	1133 - 1739	185.3k <279.3k	45%	2.3	2.9
	75k+	5.0%	95.0%	0.0000%	0	0.0	0.0	1740+	279.3k+	45%	0.0	0.0
75 +	<10k	36.8%	63.2%	3.3708%	13	4.9	8.3	0 - 194	<34.1k	80%	6.7	1.7
	10k <20k	26.1%	73.9%	2.2472%	9	2.3	6.5	195 - 422	34.1k <72.3k	80%	5.2	1.3
	20k <30k	16.1%	83.9%	2.2472%	9	1.4	7.4	423 - 655	72.3k <110.1k	85%	6.3	1.1
	30k <40k	13.1%	86.9%	1.4045%	5	0.7	4.8	656 - 897	110.1k <147.6k	90%	4.3	0.5
	40k <50k	12.1%	87.9%	0.8427%	3	0.4	2.9	898 - 1132	147.6k <185.3k	80%	2.3	0.6
	50k <75k	12.0%	88.0%	0.0000%	0	0.0	0.0	1133 - 1739	185.3k <279.3k	80%	0.0	0.0
	75k+	12.0%	88.0%	1.6854%	7	0.8	5.8	1740+	279.3k+	70%	4.1	1.7
		Totals		100.0%	391	100	291					

Note 1-Income, Rent, and Price are stated in 1999 dollars. Rent and Price Ranges for each Income cohort represent the upper limits for affordable housing for that cohort, i.e., housing that is non-cost burdened where no more than 30% of the household income is spent on housing.

Note 2 - % of HHs is the percent of owner households in this cohort who live in a housing unit at a higher price point and can afford that unit due to no or low mortgage payments.

	Label or data descriptor for data element
	The percentage of Households in this Age / Income cohort that will own or rent - Census 2000 Summary File 3 - Sample Data
	The percentage of Households that are in this Age / Income cohort - Census 2000 Summary File 3 - Sample Data
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Current Housing Units Needed by Tenure and Cost©

For Coburg as of December 2010

Scenario Low Interest

Template 4
Housing Units Indicated by Tenure & Cost**

Rental				Ownership				
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %	
0 - 194	16	14.7%	14.7%	<34.1k	5	1.8%	1.8%	
195 - 422	22	21.1%	35.8%	34.1k <72.3k	13	4.3%	6.1%	
423 - 655	16	15.4%	51.2%	72.3k <110.1k	40	13.5%	19.6%	
656 - 897	15	14.2%	65.5%	110.1k <147.6k	38	12.7%	32.2%	
898 - 1132	8	7.5%	73.0%	147.6k <185.3k	33	10.9%	43.2%	
1133 - 1739	18	17.2%	90.2%	185.3k <279.3k	73	24.5%	67.7%	
1740+	10	9.8%	100.0%	279.3k+	97	32.3%	100.0%	All Units
Totals	105	% of All	26.1%	Totals	298	% of All	73.9%	404

* Housing Units Indicated is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and are the upper limits for affordable housing (housing that is non-cost burdened)

Template 5
Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 194	0%		17	15.8%	15.8%	<72.3k	0%	20	6.8%	6.8%
195 - 422	5%	2	20	18.9%	34.7%	72.3k <110.1k	5%	40	13.4%	20.2%
423 - 655	5%		18	17.5%	52.2%	110.1k <147.6k	5%	38	12.8%	33.0%
656 - 897	7%		15	13.8%	66.1%	147.6k <185.3k	7%	36	12.1%	45.1%
898 - 1132	8%		12	11.0%	77.1%	185.3k <279.3k	8%	82	27.4%	72.5%
1133 +	15%		24	22.9%	100.0%	279.3k+	15%	82	27.5%	100.0%
	Totals	2	105	% of All	26.1%			298	% of All	73.9%

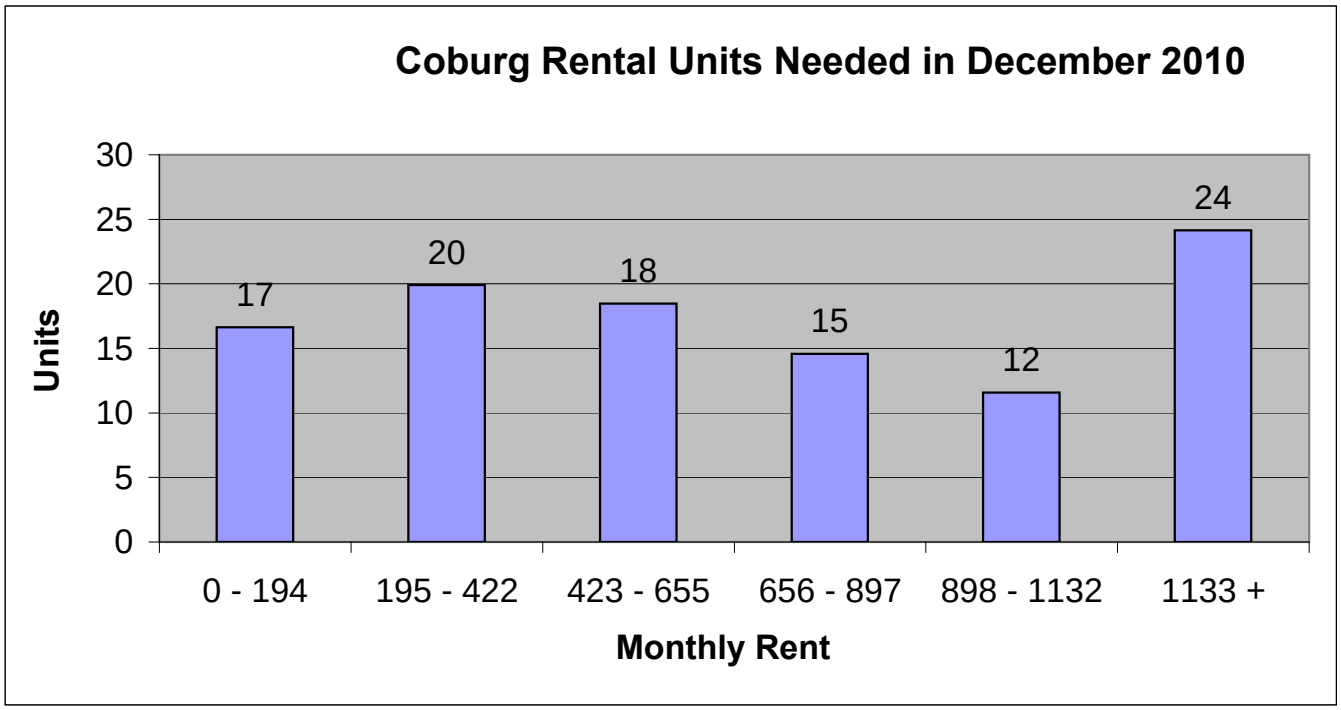
* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

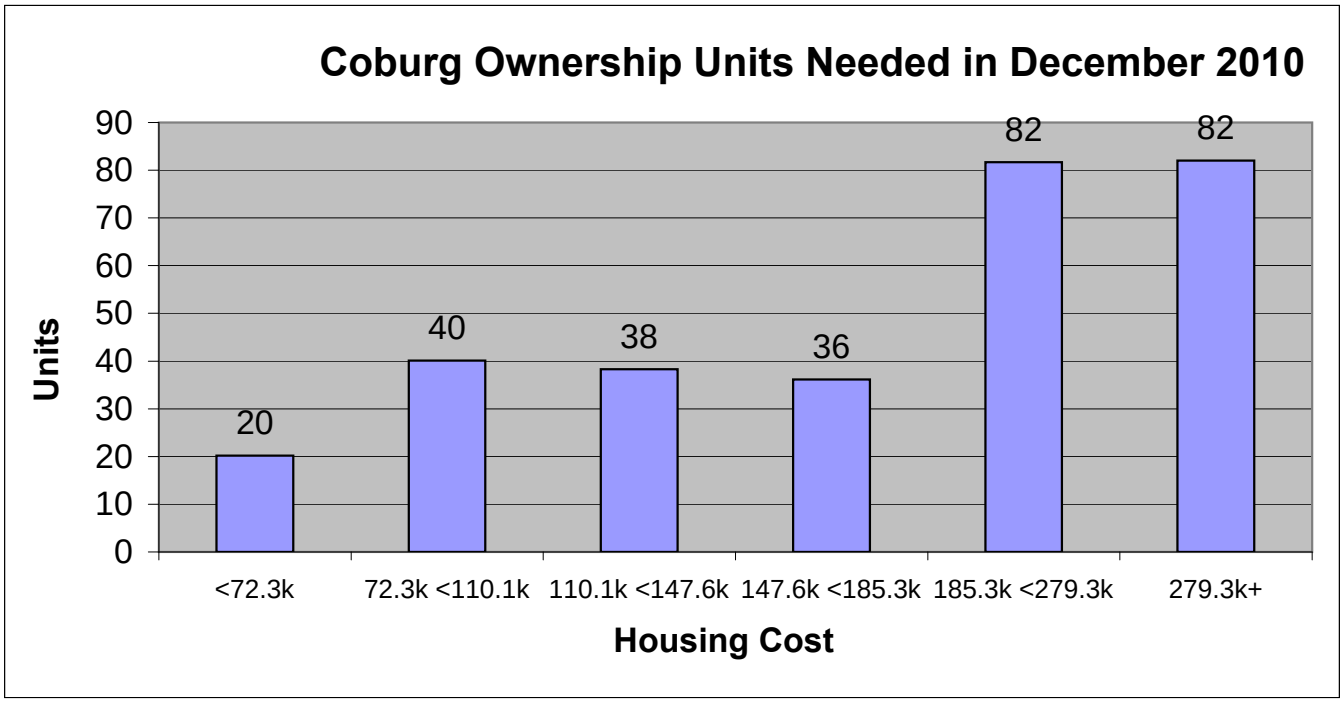
** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Graphs 1 & 2
Current Total Housing Needs ©
Scenario Low Interest





Appendix C

Template 6

Current Inventory of Dwelling Units ©

For Coburg as of December 2010

Scenario Low Interest

Rental

Rent	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
0 - 194		14				14	15.7%	15.7%
	0.0%	100.0%	0.0%	0.0%	0.0%	100.0%		
195 - 422		15			3	18	20.2%	36.0%
	0.0%	83.3%	0.0%	0.0%	16.7%	100.0%		
423 - 655				18	4	22	24.7%	60.7%
	0.0%	0.0%	0.0%	81.8%	18.2%	100.0%		
656 - 897	7		4	5		16	18.0%	78.7%
	43.8%	0.0%	25.0%	31.3%	0.0%	100.0%		
898 - 1132	14					14	15.7%	94.4%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
1133 +	5					5	5.6%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	26	29	4	23	7	89	% of All	21.7%
Percentage	29.2%	32.6%	4.5%	25.8%	7.9%	100.0%		

Ownership

Price *	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units	% of Units	Cumulative %
<72.3k	20					20	6.2%	6.2%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
72.3k <110.1k	18					18	5.6%	11.8%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
110.1k <147.6k	42					42	13.0%	24.8%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
147.6k <185.3k	54					54	16.8%	41.6%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
185.3k <279.3k	106					106	32.9%	74.5%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
279.3k+	82					82	25.5%	100.0%
	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		
Totals	322	0	0	0	0	322	% of All	78.3%
Percentage	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%		

	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units**	Total Dwelling Units**	Inventory Check
Totals	348	29	4	23	7	411	411	Correct
Percentage	84.7%	7.1%	1.0%	5.6%	1.7%	100.0%		

Price * - Reminder - The allocation of ownership units into price points will change if a different mortgage scenario is selected

**Total Units should equal Total Dwelling Units which is from the Current Housing Status template on Unit Calculations worksheet

Template 7

Current Unmet Housing Needs ©

Housing Units Needed less Current Inventory

Rental				Ownership			
Rent	Current Unmet Need / (Surplus)	% of Need Met	Cumulative Units Needed	Price	Current Unmet Need / (Surplus)	% of Need Met	Cumulative Units Needed
0 - 194	3	84.2%	3	<72.3k	0	99.2%	0
195 - 422	2	90.4%	5	72.3k <110.1k	22	44.9%	22
423 - 655	(4)	119.0%	1	110.1k <147.6k	(4)	109.7%	19
656 - 897	(1)	109.7%	(0)	147.6k <185.3k	(18)	149.3%	1
898 - 1132	(2)	121.0%	(3)	185.3k <279.3k	(24)	129.8%	(24)
1133 +	19	20.7%	16	279.3k+	0	100.0%	(24)

Current Unmet Need = Needed Units (Housing Units Needed by Tenure & Cost template) - Current Units

% of Need Met = Percentage that Current Units are of Needed Units - goal is 100 %

Cumulative Units Needed measures relative need both by cumulative price point and by tenure

	Label or data descriptor for data element
	The actual or estimated number of dwelling units of this housing type at this price point in the region
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Current Senior Rental Housing Units Needed by Cost* ©

For Coburg as of December 2010

Scenario Low Interest

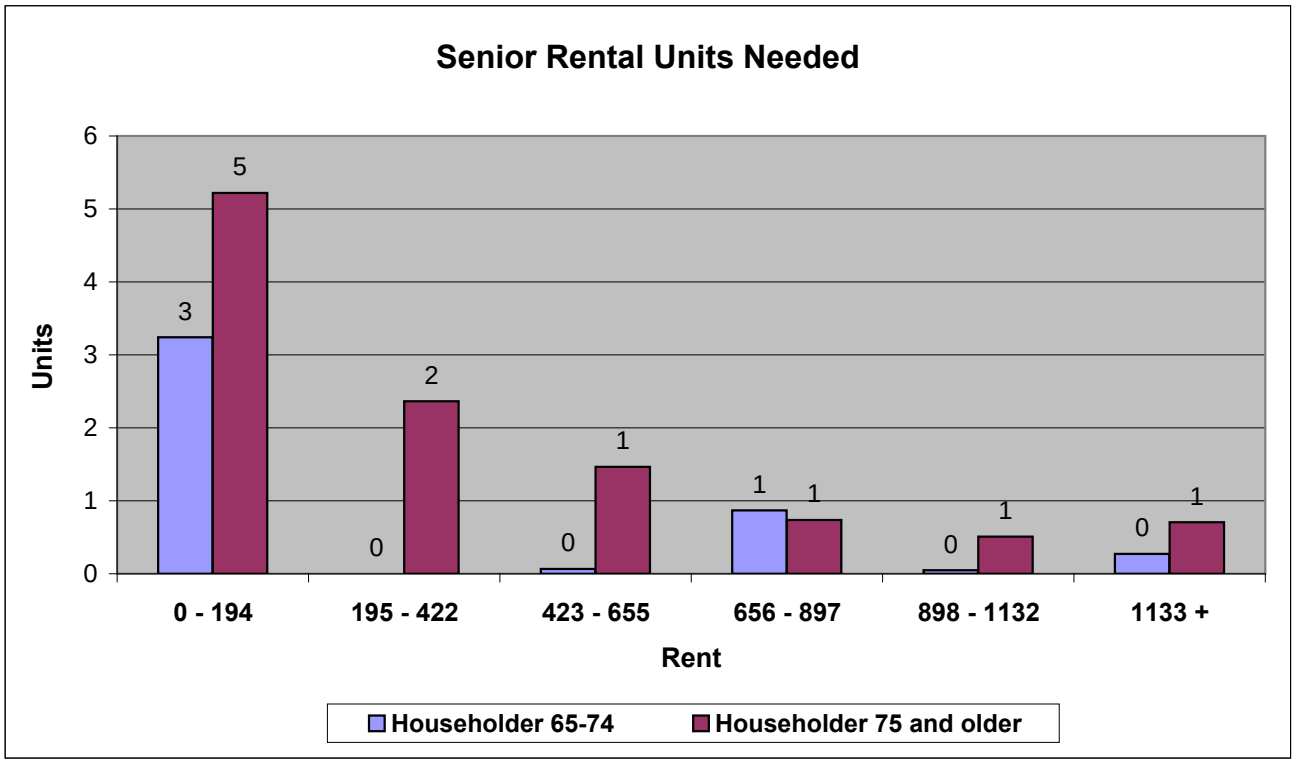
Template 8

		Householder Age 65 - 74			Householder Age 75 +			
Income**	Rent	# Units	% of Units	Cum %	# Units	% of Units	Cum %	
<10k	0 - 194	3	72.1%	72.1%	5	47.4%	47.4%	
10k <20k	195 - 422	0	0.0%	72.1%	2	21.5%	68.9%	
20k <30k	423 - 655	0	1.5%	73.6%	1	13.3%	82.2%	
30k <40k	656 - 897	1	19.4%	92.9%	1	6.7%	88.9%	
40k <50k	898 - 1132	0	1.1%	94.0%	1	4.6%	93.6%	
50k +	1133 +	0	6.0%	100.0%	1	6.4%	100.0%	
	Totals	4	% of All	29.0%	11	% of All	71.0%	15

* Senior Housing Units Needed is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost template and incorporates the inclusion of a vacancy factor and the Out Factor

** Income represents range of income needed to pay the rent and be affordable. # Units is not the same as number of households at that Income due to Out Factor and vacancy factors used to arrive at # Units.

Graph 3



Appendix C

Template 9

Future Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost©

For Coburg as of 2030

Scenario Low Interest

Cohort		Tenure		HHs in Cohort as % of all HHs	Al Cohort HHs	Units Indicated by Housing Tenure		Rent Range (Note 1)	Price Range (Note 1)	Units Indicated Adjustment for HHs Without Mortgages		
Age	Income (Note 1)	Renter %	Homeowner %	1,255	Number	Rental	Owned			% of HHs (Note 2)	Owned Units Out	Remaining Units
<25	<10k	92.6%	7.4%	0.281%	4	3.3	0.3	0 - 194	<34.1k	20%	0.1	0.2
	10k <20k	83.0%	17.0%	0.562%	7	5.9	1.2	195 - 422	34.1k <72.3k	20%	0.2	1.0
	20k <30k	75.1%	24.9%	0.000%	0	0.0	0.0	423 - 655	72.3k <110.1k	15%	0.0	0.0
	30k <40k	64.9%	35.1%	0.000%	0	0.0	0.0	656 - 897	110.1k <147.6k	15%	0.0	0.0
	40k <50k	59.1%	40.9%	0.000%	0	0.0	0.0	898 - 1132	147.6k <185.3k	8%	0.0	0.0
	50k <75k	55.2%	44.8%	0.169%	2	1.2	0.9	1133 - 1739	185.3k <279.3k	5%	0.0	0.9
	75k+	50.8%	49.2%	0.000%	0	0.0	0.0	1740+	279.3k+	5%	0.0	0.0
25 <35	<10k	69.1%	30.9%	0.813%	10	7.0	3.2	0 - 194	<34.1k	20%	0.6	2.5
	10k <20k	63.6%	36.4%	1.707%	21	13.6	7.8	195 - 422	34.1k <72.3k	20%	1.6	6.2
	20k <30k	59.9%	40.1%	1.951%	24	14.7	9.8	423 - 655	72.3k <110.1k	15%	1.5	8.3
	30k <40k	51.8%	48.2%	1.138%	14	7.4	6.9	656 - 897	110.1k <147.6k	15%	1.0	5.9
	40k <50k	43.0%	57.0%	2.520%	32	13.6	18.0	898 - 1132	147.6k <185.3k	8%	1.4	16.6
	50k <75k	25.0%	75.0%	4.227%	53	13.3	39.8	1133 - 1739	185.3k <279.3k	5%	2.0	37.8
	75k+	14.0%	86.0%	2.276%	29	4.0	24.6	1740+	279.3k+	5%	1.2	23.3
35 <45	<10k	67.9%	32.1%	0.000%	0	0.0	0.0	0 - 194	<34.1k	20%	0.0	0.0
	10k <20k	59.9%	40.1%	3.474%	44	26.1	17.5	195 - 422	34.1k <72.3k	20%	3.5	14.0
	20k <30k	48.0%	52.0%	3.232%	41	19.5	21.1	423 - 655	72.3k <110.1k	15%	3.2	17.9
	30k <40k	35.9%	64.1%	4.040%	51	18.2	32.5	656 - 897	110.1k <147.6k	15%	4.9	27.6
	40k <50k	27.0%	73.0%	1.131%	14	3.8	10.4	898 - 1132	147.6k <185.3k	8%	0.8	9.5
	50k <75k	16.0%	84.0%	8.726%	110	17.5	92.0	1133 - 1739	185.3k <279.3k	5%	4.6	87.4
	75k+	12.1%	87.9%	8.161%	102	12.4	90.0	1740+	279.3k+	5%	4.5	85.5
45 <55	<10k	59.6%	40.4%	1.128%	14	8.4	5.7	0 - 194	<34.1k	30%	1.7	4.0
	10k <20k	44.3%	55.7%	1.128%	14	6.3	7.9	195 - 422	34.1k <72.3k	30%	2.4	5.5
	20k <30k	29.9%	70.1%	3.224%	40	12.1	28.4	423 - 655	72.3k <110.1k	20%	5.7	22.7
	30k <40k	24.9%	75.1%	4.352%	55	13.6	41.0	656 - 897	110.1k <147.6k	15%	6.2	34.9
	40k <50k	19.9%	80.1%	1.128%	14	2.8	11.3	898 - 1132	147.6k <185.3k	15%	1.7	9.6
	50k <75k	13.9%	86.1%	6.367%	80	11.1	68.8	1133 - 1739	185.3k <279.3k	15%	10.3	58.5
	75k+	8.9%	91.1%	10.397%	130	11.6	118.9	1740+	279.3k+	10%	11.9	107.0
55 <65	<10k	40.8%	59.2%	0.562%	7	2.9	4.2	0 - 194	<34.1k	70%	2.9	1.3
	10k <20k	33.6%	66.4%	2.247%	28	9.5	18.7	195 - 422	34.1k <72.3k	50%	9.4	9.4
	20k <30k	27.0%	73.0%	0.000%	0	0.0	0.0	423 - 655	72.3k <110.1k	35%	0.0	0.0
	30k <40k	16.9%	83.1%	1.124%	14	2.4	11.7	656 - 897	110.1k <147.6k	35%	4.1	7.6
	40k <50k	10.9%	89.1%	1.966%	25	2.7	22.0	898 - 1132	147.6k <185.3k	30%	6.6	15.4
	50k <75k	7.9%	92.1%	1.685%	21	1.7	19.5	1133 - 1739	185.3k <279.3k	30%	5.8	13.6
	75k+	5.9%	94.1%	2.247%	28	1.7	26.5	1740+	279.3k+	15%	4.0	22.6
65 <75	<10k	35.1%	64.9%	2.247%	28	9.9	18.3	0 - 194	<34.1k	80%	14.6	3.7
	10k <20k	25.1%	74.9%	0.000%	0	0.0	0.0	195 - 422	34.1k <72.3k	60%	0.0	0.0
	20k <30k	10.1%	89.9%	0.000%	0	0.0	0.0	423 - 655	72.3k <110.1k	75%	0.0	0.0
	30k <40k	8.1%	91.9%	2.809%	35	2.9	32.4	656 - 897	110.1k <147.6k	60%	19.4	13.0
	40k <50k	7.0%	93.0%	0.000%	0	0.0	0.0	898 - 1132	147.6k <185.3k	55%	0.0	0.0
	50k <75k	5.5%	94.5%	1.404%	18	1.0	16.7	1133 - 1739	185.3k <279.3k	45%	7.5	9.2
	75k+	5.0%	95.0%	0.000%	0	0.0	0.0	1740+	279.3k+	45%	0.0	0.0
75 +	<10k	36.8%	63.2%	3.148%	40	14.5	25.0	0 - 194	<34.1k	80%	20.0	5.0
	10k <20k	26.1%	73.9%	2.247%	28	7.4	20.8	195 - 422	34.1k <72.3k	80%	16.7	4.2
	20k <30k	16.1%	83.9%	2.247%	28	4.5	23.7	423 - 655	72.3k <110.1k	85%	20.1	3.5
	30k <40k	13.1%	86.9%	1.404%	18	2.3	15.3	656 - 897	110.1k <147.6k	90%	13.8	1.5
	40k <50k	12.1%	87.9%	0.843%	11	1.3	9.3	898 - 1132	147.6k <185.3k	80%	7.4	1.9
	50k <75k	12.0%	88.0%	0.000%	0	0.0	0.0	1133 - 1739	185.3k <279.3k	80%	0.0	0.0
	75k+	12.0%	88.0%	1.685%	21	2.5	18.6	1740+	279.3k+	70%	13.0	5.6
		Totals		100.000%	1,255	314	941					

Note 1-Income, Rent, and Price are stated in 1999 dollars. Rent and Price Ranges for each Income cohort represent the upper limits for affordable housing for that cohort, i.e., housing that is non-cost burdened where no more than 30% of the household income is spent on housing.

Note 2 - % of HHs is the percent of owner households in this cohort who live in a housing unit at a higher price point and can afford that unit due to no or low mortgage payments.

	Label or data descriptor for data element
	The percentage of Households in this Age / Income cohort that will own or rent
	The percentage of Households that are in this Age / Income cohort as of the scenario's time frame
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Future Housing Units Needed by Tenure and Cost ©

For Coburg as of 2030

Scenario Low Interest

Template 10

Future Housing Units Indicated by Tenure Choice and at an Affordable Cost** ©

Rental				Ownership				
Rent*	# Units	% of Units	Cum %	Price*	# Units	% of Units	Cum %	
0 - 194	48	14.7%	14.7%	<34.1k	17	1.8%	1.8%	
195 - 422	72	21.9%	36.5%	34.1k <72.3k	41	4.3%	6.0%	
423 - 655	53	16.1%	52.7%	72.3k <110.1k	129	13.4%	19.4%	
656 - 897	49	14.9%	67.5%	110.1k <147.6k	127	13.1%	32.5%	
898 - 1132	25	7.7%	75.2%	147.6k <185.3k	105	10.9%	43.4%	
1133 - 1739	48	14.5%	89.8%	185.3k <279.3k	231	23.9%	67.3%	
1740+	34	10.2%	100.0%	279.3k+	317	32.7%	100.0%	All Units
Totals	331	% of All	25.5%	Totals	968	% of All	74.5%	1,299

* Housing Units Indicated is based on the 'Calculation of Current Dwelling Units Indicated by Tenure Choice and Affordable Cost' template and incorporates the inclusion of a vacancy factor. The numbers represent the units that could be afforded at that cost.

** Rent and Price Ranges are stated in 1999 dollars and represent affordable housing cost needs (housing that is non-cost burdened)

Template 11

Future Housing Units Needed by Tenure & Cost* ©

Rental						Ownership				
Rent	Out Factor**	Tenant Vouchers***	Needed Units	% of Units	Cum %	Price	Out Factor**	Needed Units	% of Units	Cum %
0 - 194	0%		52	15.7%	15.7%	<72.3k	0%	65	6.7%	6.7%
195 - 422	5%	6	65	19.8%	35.5%	72.3k <110.1k	5%	129	13.4%	20.1%
423 - 655	5%	4	56	17.0%	52.5%	110.1k <147.6k	5%	128	13.2%	33.3%
656 - 897	7%		52	15.7%	68.1%	147.6k <185.3k	7%	116	12.0%	45.3%
898 - 1132	8%		36	10.8%	78.9%	185.3k <279.3k	8%	260	26.9%	72.2%
1133 +	15%		70	21.1%	100.0%	279.3k+	15%	269	27.8%	100.0%
		Totals	331	% of All	25.5%		Totals	968	% of All	74.5%

* Housing Units Needed is based on the 'Housing Units Indicated by Tenure and Cost' table and incorporates an adjustment factor to reflect that some households will choose to occupy a housing unit in a lower cost category than the one they could afford.

** The adjustment factor represents the percentage adjustments needed to reflect households who could afford that cost level but chose a lower cost unit (Out Factor).

*** Estimated number of Section 8 Vouchers/Certificates or similar subsidies used to lower tenant paid rents to this price point

	Label or data descriptor for data element
	The percentage of Households that could afford a unit at this housing cost but chose a lower cost unit
	A number produced by the Housing Needs Analysis template reflecting the data, assumptions, and estimates used in this scenario

Template 12
Future Housing Units Planned by Housing Type ©
Existing Units plus New Units Added
For Coburg as of 2030
Scenario Low Interest

Rental

Rent	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
0 - 194	52	0.0%	26.0%		74.0%	0.0%	100.0%
		0	14	0	39	0	52
195 - 422	65	5.0%	23.0%	20.0%	47.0%	5.0%	100.0%
		3	15	13	31	3	65
423 - 655	56	15.0%	0.0%	25.0%	53.0%	7.0%	100.0%
		8	0	14	30	4	56
656 - 897	52	50.0%	0.0%	30.0%	20.0%		100.0%
		26	0	16	10	0	52
898 - 1132	36	90.0%		10.0%			100.0%
		32	0	4	0	0	36
1133 +	70	100.0%					100.0%
		70	0	0	0	0	70
Totals	331	139	29	46	109	7	331
Percentage		42.1%	8.6%	14.0%	33.1%	2.2%	100.0%

Ownership

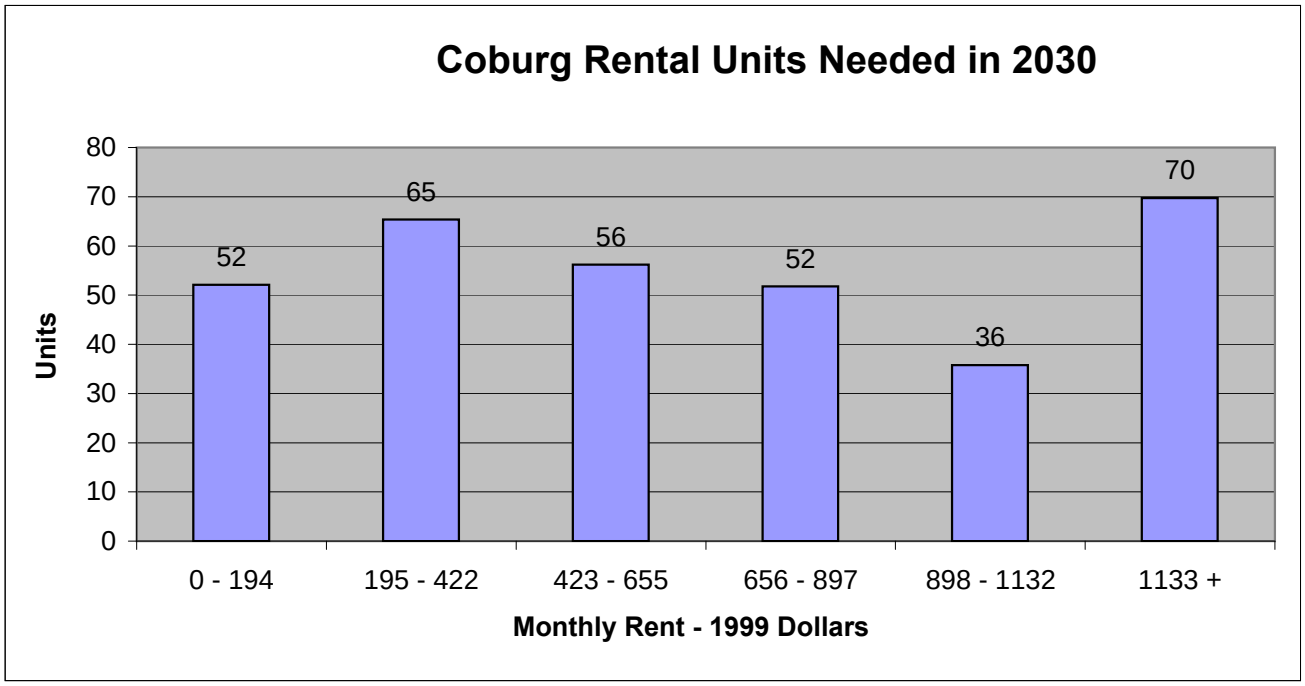
Price	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
<72.3k	65	31.0%	0.0%	25.0%	44.0%	0.0%	100.0%
		20	0	16	29	0	65
72.3k <110.1k	129	30.0%	0.0%	25.0%	45.0%	0.0%	100.0%
		39	0	32	58	0	129
110.1k <147.6k	128	50.0%		40.0%	10.0%	0.0%	100.0%
		64	0	51	13	0	128
147.6k <185.3k	116	100.0%		0.0%			100.0%
		116	0	0	0	0	116
185.3k <279.3k	260	100.0%		0.0%			100.0%
		260	0	0	0	0	260
279.3k+	269	100.0%					100.0%
		269	0	0	0	0	269
Totals	968	769	0	100	99	0	968
Percentage		79.4%	0.0%	10.3%	10.3%	0.0%	100.0%

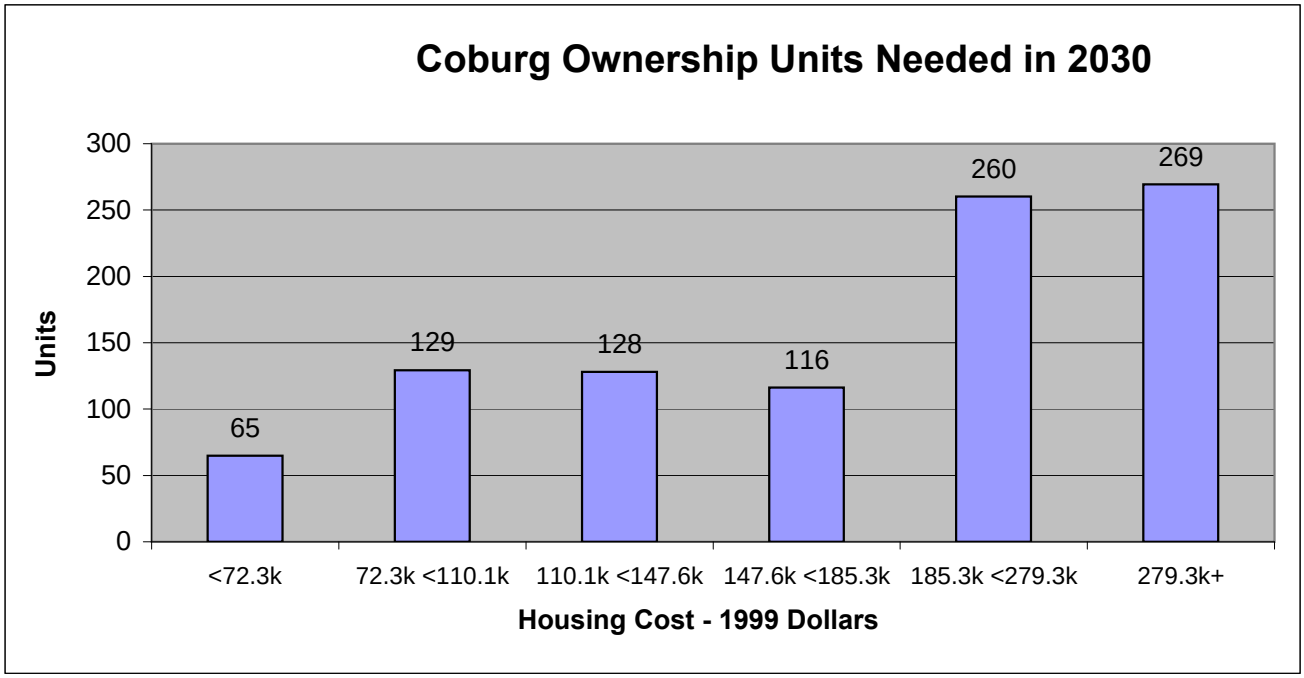
Total Rental and Ownership Units

	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
Totals	1,299	908	29	146	209	7	1,299
% of Total Units		69.9%	2.2%	11.2%	16.1%	0.6%	100.0%

	Label or data descriptor for data element
	The planned percentage of dwelling units needed of this housing type at this price point in the region
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

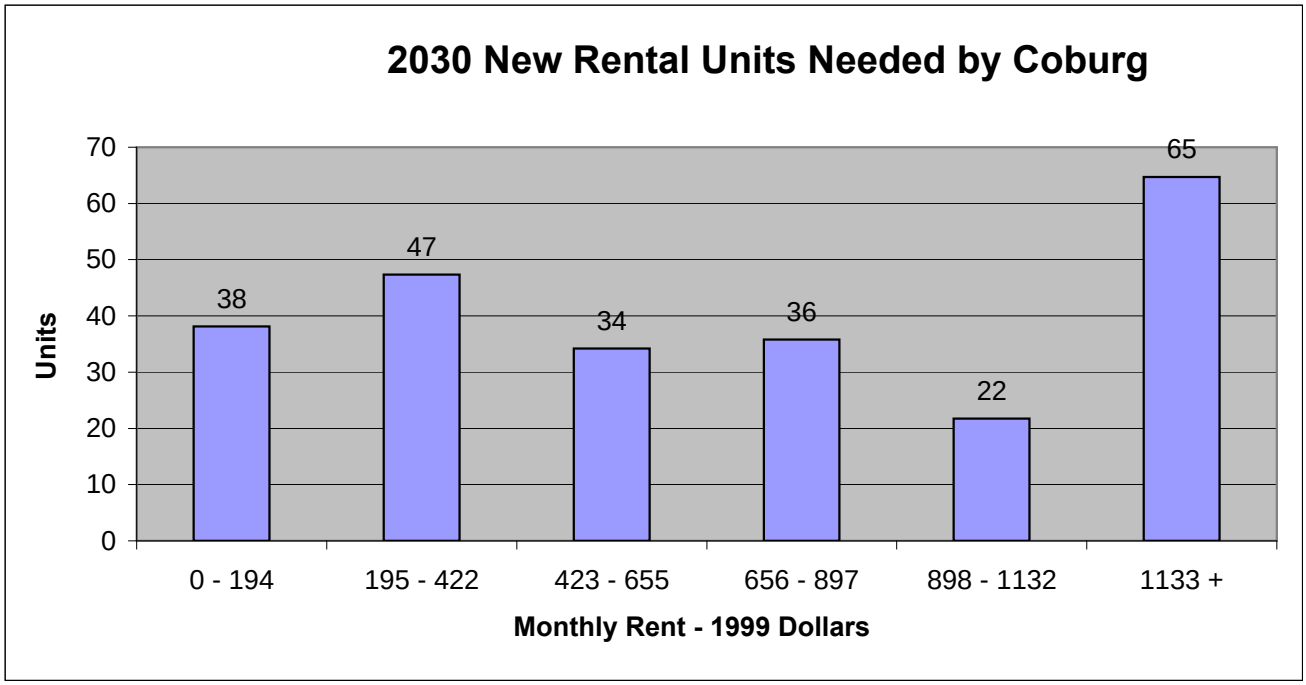
Graphs 4 & 5
Future Total Housing Needs ©
Scenario Low Interest

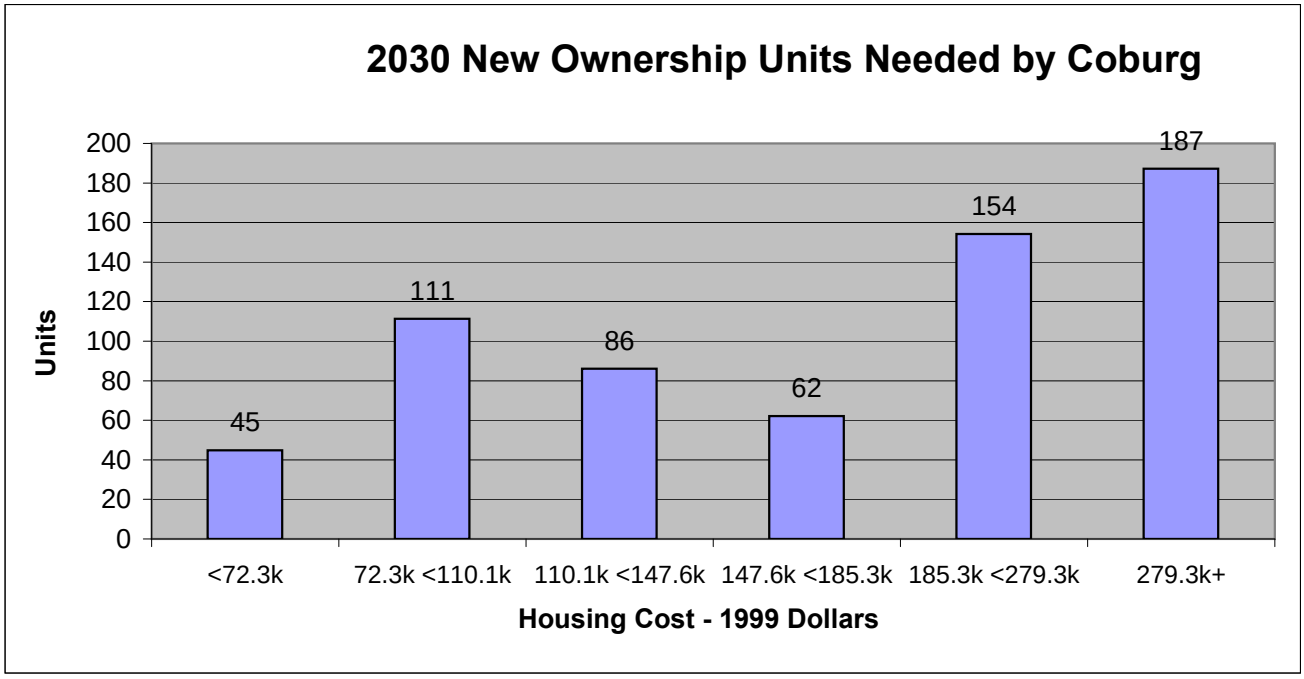




Graphs 6 & 7
New Housing Needs ©

Scenario Low Interest





Future Senior Rental Housing Units Needed by Cost* ©

For Coburg as of 2030

Scenario Low Interest

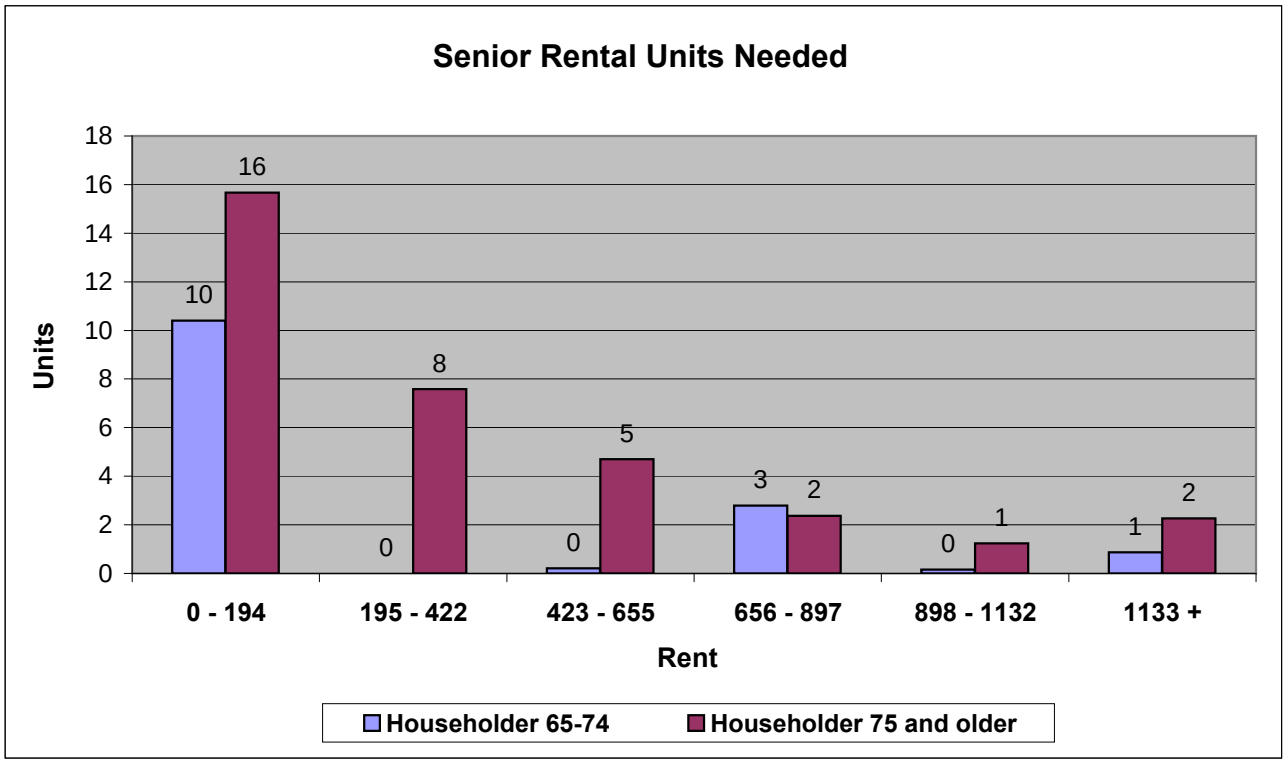
Template 13

		Householder Age 65 - 74			Householder Age 75 +			
Income**	Rent	# Units	% of Units	Cum %	# Units	% of Units	Cum %	
<10k	0 - 194	10	72.1%	72.1%	16	46.3%	46.3%	
10k <20k	195 - 422	0	0.0%	72.1%	8	22.4%	68.7%	
20k <30k	423 - 655	0	1.5%	73.6%	5	13.9%	82.6%	
30k <40k	656 - 897	3	19.4%	92.9%	2	7.0%	89.6%	
40k <50k	898 - 1132	0	1.1%	94.0%	1	3.7%	93.3%	
50k +	1133 +	1	6.0%	100.0%	2	6.7%	100.0%	
	Totals	14	% of All	29.9%	34	% of All	70.1%	48

* Senior Housing Units Needed is based on the 'Calculation of Dwelling Unit Needs Indicated by Tenure Choice and Affordable Cost template and incorporates the inclusion of a vacancy factor and the Out Factor

** Income represents range of income needed to pay the rent and be affordable. # Units is not the same as number of households at that Income due to Out Factor and vacancy factors used to arrive at # Units.

Graph 8



Template 14
New Housing Units Needed by Housing Type ©
For Coburg as of 2030
Scenario Low Interest

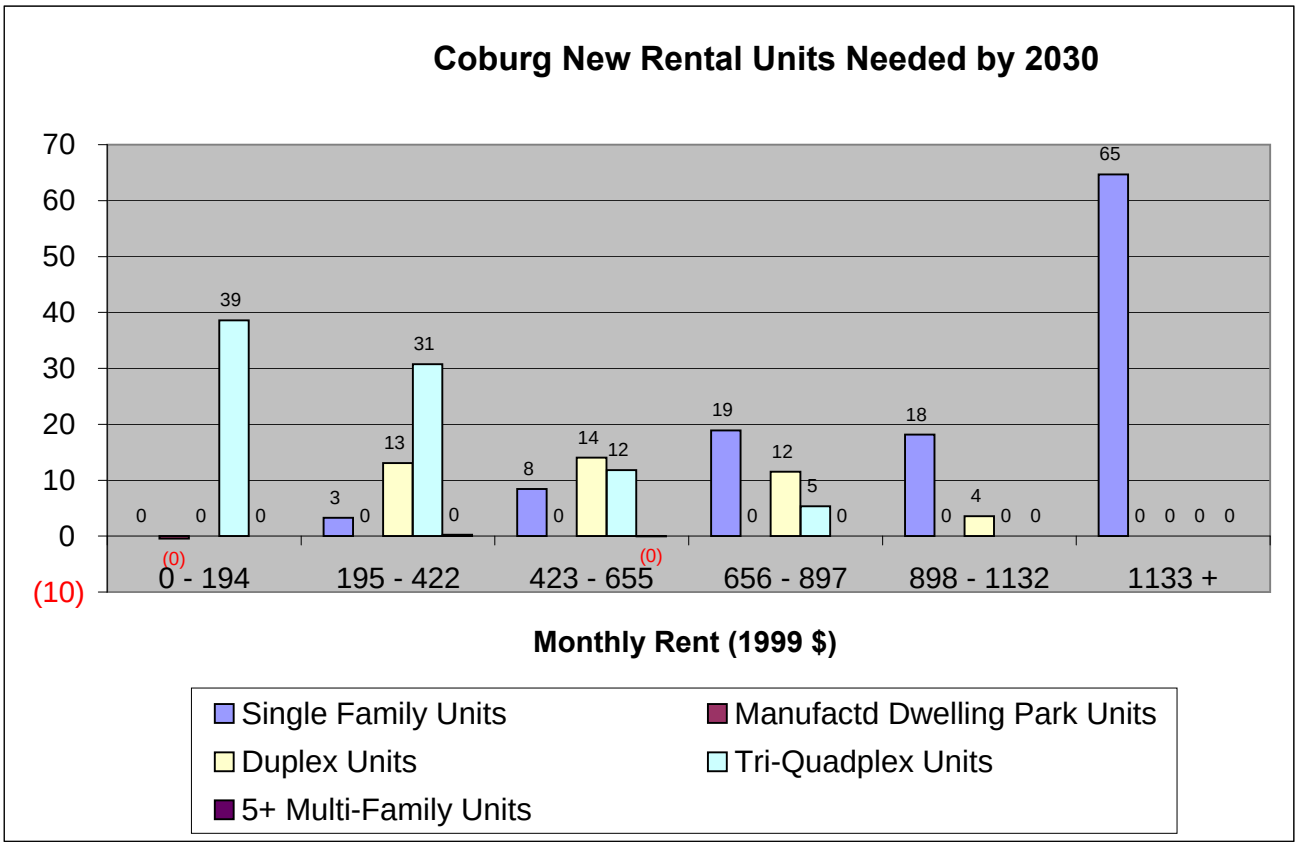
New Rental Units Needed							
Rent	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
0 - 194	38	0	(0)	0	39	0	38
195 - 422	47	3	0	13	31	0	47
423 - 655	34	8	0	14	12	(0)	34
656 - 897	36	19	0	12	5	0	36
898 - 1132	22	18	0	4	0	0	22
1133 +	65	65	0	0	0	0	65
Totals	242	113	(0)	42	86	0	242
Percentage		46.9%	-0.2%	17.5%	35.7%	0.1%	100.0%

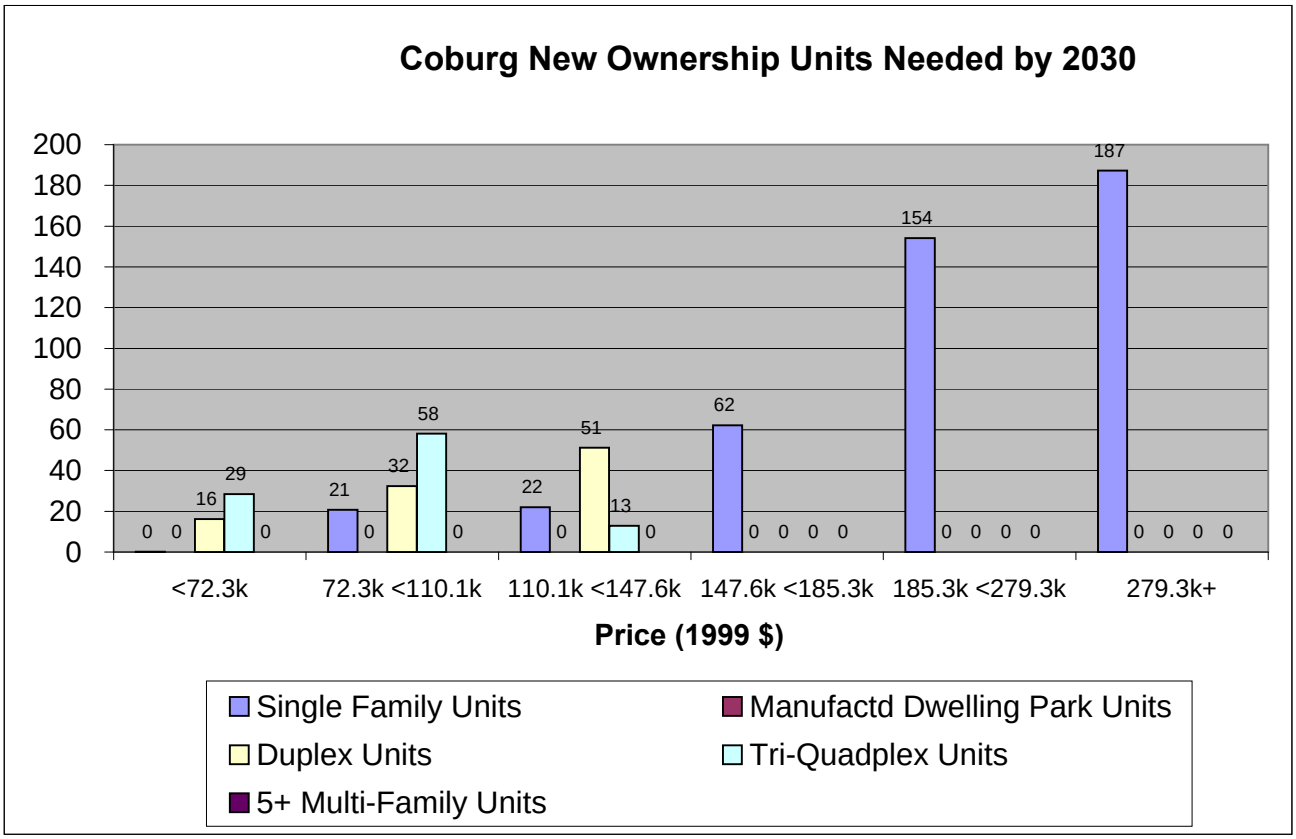
New Ownership Units Needed							
Price	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
<72.3k	45	0	0	16	29	0	45
72.3k <110.1k	111	21	0	32	58	0	111
110.1k <147.6k	86	22	0	51	13	0	86
147.6k <185.3k	62	62	0	0	0	0	62
185.3k <279.3k	154	154	0	0	0	0	154
279.3k+	187	187	0	0	0	0	187
Totals	646	447	0	100	99	0	646
Percentage		69.1%	0.0%	15.4%	15.4%	0.0%	100.0%

	Total New Rental and Ownership Units						
	Needed Units	Single Family Units	Manufactd Dwelling Park Units	Duplex Units	Tri-Quadplex Units	5+ Multi-Family Units	Total Units
Totals	888	560	0	142	186	0	888
% of Total Units		63.1%	0.0%	16.0%	20.9%	0.0%	100.0%

	Label or data descriptor for data element
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Graphs 9 & 10
New Units Needed by Housing Type ©
Scenario Low Interest





For Coburg
Scenario Low Interest

Template 15
Planned Housing Density by Local Zoning District©

Local Zoning District Description	Local Code	Planned Density
Low Density Residential (Traditional Residential Minus Corner Lots) (5 NET)	LDR	5
Low Density Residential (Traditional Residential Corner Lots) (10 NET)	MDR	10
Central Business District (9 NET)	CBD	9
High Density Residential (Traditional Medium Density Residential) (14 NET)	HDR	14
Mixed Use Zone (15 NET)	MU	15
Non-residential zones such as Industrial or Commercial with existing units	Other	

Template 16
Existing Housing Units by Land Use Type©

Housing Inventory by Land Use Type

	Existing	LDR	MDR	CBD	HDR	MU				Other	Total
Single Family Units	348	343		5							348
Manufactured Dwelling Park Units	29	12		17							29
Duplex Units	4			4							4
Tri-Quadplex Units	23	17		6							23
5+ Multi-Family Units	7	7									7
Total Units	411	379	0	32	0	0	0	0	0	0	411

Percent of Existing Inventory by Land Use Type

% Single Family Units	98.6%		1.4%							100.0%
% Manufactured Dwelling Park Units	41.4%		58.6%							100.0%
% Duplex Units			100.0%							100.0%
% Tri-Quadplex Units	73.9%		26.1%							100.0%
% 5+ Multi-Family Units	100.0%									100.0%
% Total Units	92.2%	0.0%	7.8%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%

	Label or data descriptor for data element
	Inputted data on local zoning, projected density, and existing inventory of housing by zoning
	A number produced by the model reflecting the data, assumptions, and estimates used

For Coburg as of 2030

Scenario Low Interest

Template 17

Projected Distribution of New Housing by Land Use Type ©

Single Family Units	All Units	% in LDR	% in MDR	% in CBD	% in HDR	% in MU	% in	% in	% in	Other	Total %
Lower Priced[1]	33	80.0%	20.0%	0.0%	0.0%	0.0%					100.0%
Mid Priced[2]	121	85.0%	15.0%	0.0%	0.0%	0.0%					100.0%
Higher Priced[3]	406	100.0%			0.0%	0.0%					100.0%
Total	560	95.6%	4.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Existing Distribution		98.6%		1.4%							100.0%
MDP Units	**All Units**	**% in LDR**	**% in MDR**	**% in CBD**	**% in HDR**	**% in MU**	**% in**	**% in**	**% in**	**Other**	**Total %**
Lower Priced[1]	0		0%		100%						100.0%
Mid Priced[2]	0										0.0%
Higher Priced[3]	0										0.0%
Total	0	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Existing Distribution		41.4%		58.6%							100.0%
Duplex Units	**All Units**	**% in LDR**	**% in MDR**	**% in CBD**	**% in HDR**	**% in MU**	**% in**	**% in**	**% in**	**Other**	**Total %**
Lower Priced[1]	76	15%	60%	0%	5%	20%					100.0%
Mid Priced[2]	66	20%	65%	0%	7%	8%					100.0%
Higher Priced[3]	0										0.0%
Total	142	17.3%	62.3%	0.0%	5.9%	14.4%	0.0%	0.0%	0.0%	0.0%	100.0%
Existing Distribution				100.0%							100.0%
Tri-Quadplex Units	**All Units**	**% in LDR**	**% in MDR**	**% in CBD**	**% in HDR**	**% in MU**	**% in**	**% in**	**% in**	**Other**	**Total %**
Lower Priced[1]	168	0%	20%	0%	30%	50%					100.0%
Mid Priced[2]	18	0%	38%		23%	39%					100.0%
Higher Priced[3]	0										0.0%
Total	186	0.0%	21.8%	0.0%	29.3%	48.9%	0.0%	0.0%	0.0%	0.0%	100.0%
Existing Distribution		73.9%		26.1%							100.0%
5+ Multi-Family Units	**All Units**	**% in LDR**	**% in MDR**	**% in CBD**	**% in HDR**	**% in MU**	**% in**	**% in**	**% in**	**Other**	**Total %**
Lower Priced[1]	0	0%		0%	0%	0%					0.0%
Mid Priced[2]	0			0%	0%	0%					0.0%
Higher Priced[3]	0										0.0%
Total	0	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Existing Distribution		100.0%									100.0%

1 - Lower Priced units are the rental or ownership units affordable at incomes less than $30,000
2 - Mid Priced units are the rental or ownership units affordable at incomes between $30,000 and $50,000
3 - Higher Priced units are the rental or ownership units affordable at incomes over $50,000

	Label or data descriptor for data element
	Projected percentage of new housing units that will be built in this land use type
	A number produced by the model reflecting the data, assumptions, and estimates used

Land Needed for New Dwelling Units

For Coburg as of 2030
Scenario Low Interest

Template 18
Projected New Housing Units by Land Use Type ©

	LDR	MDR	CBD	HDR	MU				Other	Total
Single Family Units	535	25	0	0	0	0	0	0	0	560
Manufactured Dwelling Park Units	0	0	0	0	0	0	0	0	0	0
Duplex Units	25	89	0	8	20	0	0	0	0	142
Tri-Quadplex Units	0	40	0	55	91	0	0	0	0	186
5+ Multi-Family Units	0	0	0	0	0	0	0	0	0	0
Total Units Needed	560	154	0	63	111	0	0	0	0	888

Template 19
Calculation of Additional Land Needed by Land Use Type ©

Buildable Lands Inventory for Housing

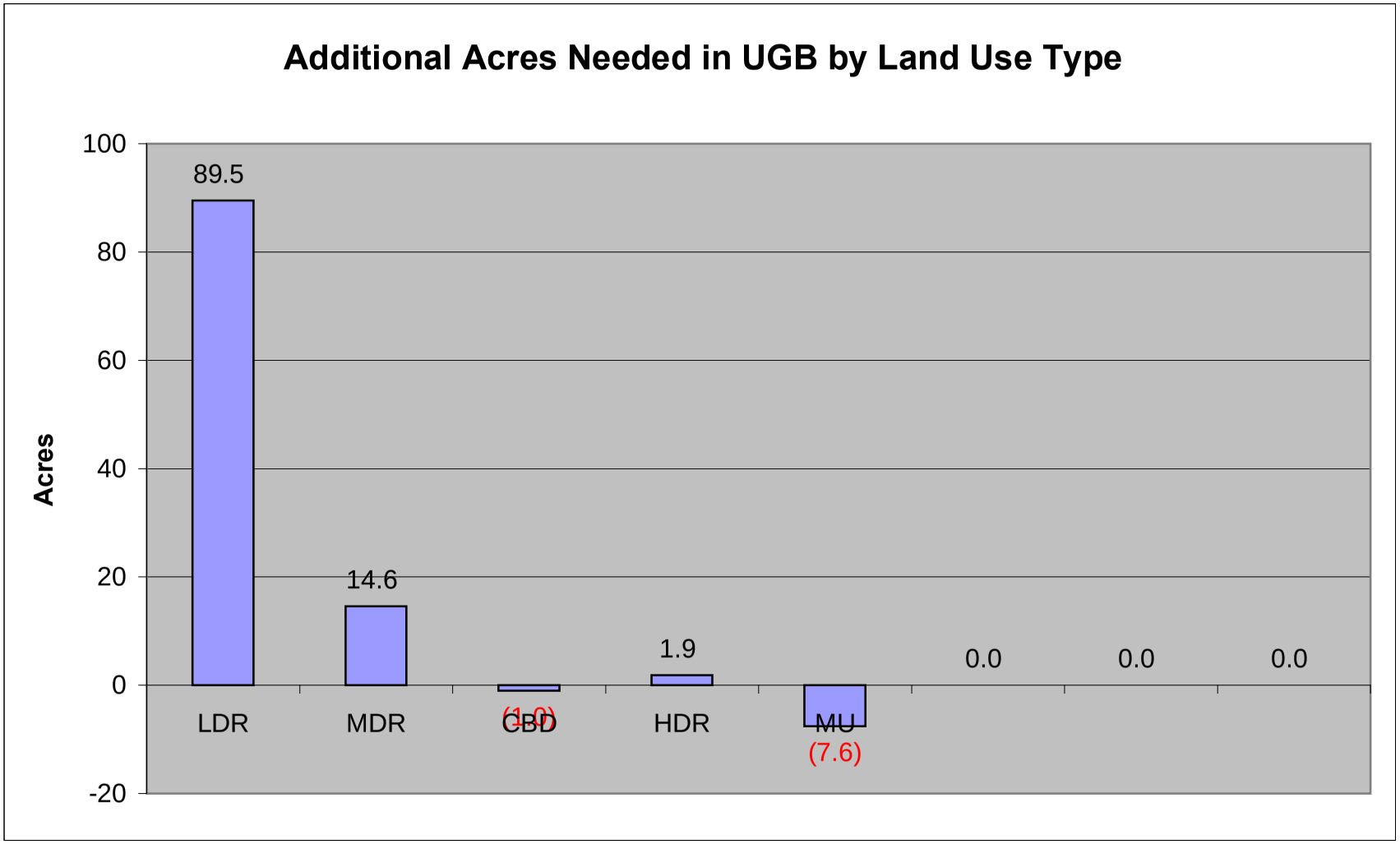
	LDR	MDR	CBD	HDR	MU				Other	Total
Current UGB Acres	136.7	16.3	15.0	2.6	15.0					185.6
Acres in Use	114.2	15.5	14.0	0.0						143.7
Constrained Acres	0.0	0.0	0.0							0.0
Available Acres	22.5	0.8	1.0	2.6	15.0	0.0	0.0	0.0	0.0	41.9
Current Acres %	73.7%	8.8%	8.1%	1.4%	8.1%	0.0%	0.0%	0.0%	0.0%	100.0%
Acres in Use %	79.5%	10.8%	9.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
Available Acres %	53.7%	1.9%	2.4%	6.2%	35.8%	0.0%	0.0%	0.0%	0.0%	100.0%
Existing Units per Acres in Use	3.32	0.00	2.29	#DIV/0!						2.86

Land Needed by Land Use Type

	LDR	MDR	CBD	HDR	MU				Other	Total
Acres Needed	112.0	15.4	0.0	4.5	7.4	0.0	0.0	0.0	0.0	139.2
New Acres Needed	**89.5**	**14.6**	**(1.0)**	**1.9**	**(7.6)**	**0.0**	**0.0**	**0.0**	**0.0**	**97.3**

	Label or data descriptor for data element
	The number of acres per land use type as derived from the Buildable Lands Inventory
	A number produced by the model reflecting the data, assumptions, and estimates used in this scenario

Graph 11
For Coburg as of 2030
Scenario Low Interest



Template 20
Housing Market Analysis
For Coburg as of December 2010
Scenario Low Interest

Using Census 2000 Summary Files 1 and 3 or American Commmunity Survey Data with Housing Model Estimated Needs

Rentals	Gross Rent (H62 or ACS B25063)											DP-4
	Less than $200	$200-399	$400-449	$450-649	$650-899	$900-999	$1000-1249	$1250-1499	$1500-1999	$2000+	No cash rent	Median (dollars)
67	0	5	0	37	15	5	3	0	2	0	0	577

Owners	Value (H84 or ACS QT-H14 or B25075)										DP-4	DP-3	Ratio of Value to HHI
	<$60k	$60 <80k	$80 <100k	$100 <125k	$125 <150k	$150 <175k	$175k <200	$200k <250	$250k <300	$300k+	Median (dollars)	Median HHI	
295	36	11	23	22	54	36	29	39	32	13	165,600	47,500	3.49

Aggregated Census data to Model price points

Rentals	0 - 194	195 - 422	423 - 655	656 - 897	898 - 1132	1133 +
67	0	5	37	15	7	3
Percent	0.0%	7.5%	55.7%	21.7%	10.1%	5.0%

Owners	<72.3k	72.3k <110.1k	110.1k <147.6k	147.6k <185.3k	185.3k <279.3k	279.3k+
295	43	35	63	53	76	26
Percent	14.4%	11.9%	21.3%	18.0%	25.6%	8.7%

Housing Model Estimated Units Needed

105	17	20	18	15	12	24
	15.8%	18.9%	17.5%	13.8%	11.0%	22.9%

298	20	40	38	36	82	82
	6.8%	13.4%	12.8%	12.1%	27.4%	27.5%

Extrapolated Census data to Estimated Housing Stock

78	0	6	44	17	8	4	76	11	376	309	45	37	66	55	79	27	300

2000 Estimated Housing Needs

Renters	0 - 194	195 - 422	423 - 655	656 - 897	898 - 1132	1133 +	Total rental gap
2000 Gap	17	14	-25	-2	4	20	27

Owners	<72.3k	72.3k <110.1k	110.1k <147.6k	147.6k <185.3k	185.3k <279.3k	279.3k+	Total owner gap
2000 Gap	-24	3	-28	-19	3	55	-10

Housing Model Future Estimated Units Needed (from Template 11)

Rental Units

Future Need	52	65	56	52	36	70	331
Future Gap	52	60	13	35	28	66	253

Ownership Units

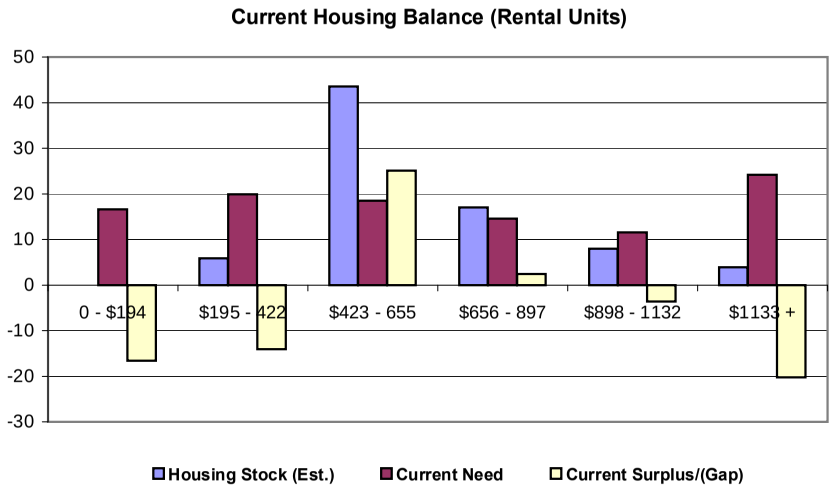
65	129	128	116	260	269	968
20	93	62	61	181	242	659

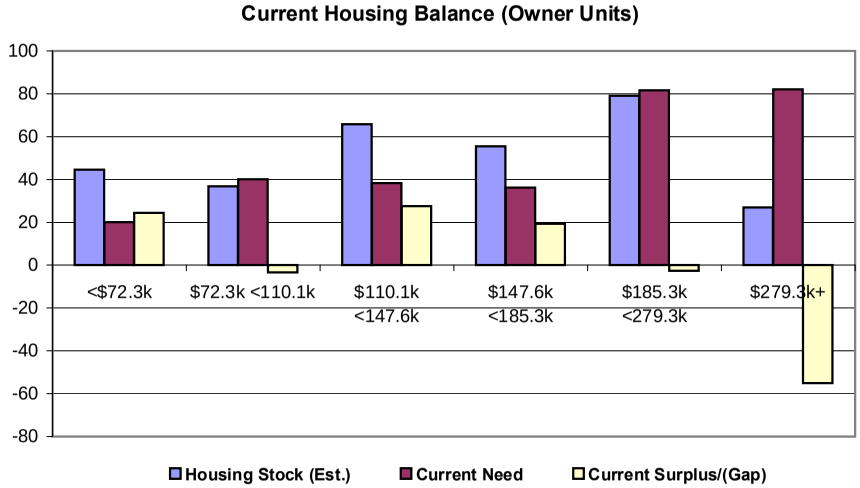
Occupied units	Vacant units	SRO vacant units	Available units	Lacking plumbing	Lacking kitchen	Net available units	Owner occupied units	Renter occupied units	Owner vacancy rate	Renter vacancy rate
367	20	0	387	0	0	387	295	72	1.70%	5.30%
DP-1	DP-1	DP-1		DP-4	DP-4		DP-1	DP-1	DP-1	DP-1

Appendix C

Housing Needs Gap Analysis by Tenure and Price *©
For Coburg as of December 2010
Scenario Low Interest

Rental units monthly rent	0 - $194	$195 - 422	$423 - 655	$656 - 897	$898 - 1132	$1133 +	Total	% Rental units affordable at household income	<$10k	$10k <20k	$20k <30k	$30k <40k
Housing Stock (Est.)	0	6	44	17	8	4	78	% of estimated housing stock	0.00%	7.46%	55.67%	21.72%
Current Need	17	20	18	15	12	24	105	% of estimated housing need	21.26%	25.46%	23.63%	18.64%
Current Surplus/(Gap)	(17)	(14)	25	2	(4)	(20)	(27)	Cum % of estimated surplus/(gap)	-21.26%	-39.25%	-7.20%	-4.13%
Ownership units value	**<$72.3k**	**$72.3k <110.1k**	**$110.1k <147.6k**	**$147.6k <185.3k**	**$185.3k <279.3k**	**$279.3k+**	**Total**	**% Ownership units affordable at household income**		**<$20k**	**$20k <30k**	**$30k <40k**
Housing Stock (Est.)	45	37	66	55	79	27	309	% of estimated housing stock		14.94%	12.31%	22.06%
Current Need	20	40	38	36	82	82	298	% of estimated housing need		6.75%	13.43%	12.83%
Current Surplus/(Gap)	24	(3)	28	19	(3)	(55)	10	Cum % of estimated surplus/(gap)		8.19%	7.07%	16.30%





* This gap analysis uses Census housing data to estimate the composition of the existing housing stock and compares that stock to the Model's projected housing needs

Housing Needs Glossary

Term	Definition
Census Place	Places, as defined for reporting decennial census data, include census designated places (CDPs) and incorporated places. CDPs are concentrations of population, housing, and commercial structures that are identifiable by name, but are not within an incorporated place. For Census 2000, for the first time, CDPs did not need to meet a minimum population size criteria. Previously the criteria for designating a CDP was that an unincorporated community must have 1,000 or more persons if outside the boundaries of an urbanized area (UA) delineated by the census, 2,500 persons if inside the boundaries of a UA, or 250 persons if within the official boundaries of an American Indian reservation. An Urbanized Area comprises one or more places and the adjacent densely settled surrounding territory (urban fringe) that together have a minimum of 50,000 persons. The area of urban fringe consists of contiguous territory having a density of at least 1,000 persons per square mile.
Cohort	A group of individuals or households having one or more statistical factors (such as age, race, or class membership) in common in a demographic study.
Dwelling Unit	A dwelling unit (living quarters) is either a Housing Unit or Group Quarters.
Group Quarters	All persons not living in households are classified by the Census Bureau as living in Group Quarters. Persons in group quarters are categorized as living in institutions (institutionalized population) or noninstitutional group quarters (noninstitutionalized population). The institutionalized population includes people under formally authorized, supervised care or custody and are usually classified as "patients or inmates". Types of institutions are correctional institutions, nursing homes, mental hospitals, hospitals for the chronically ill, schools or wards for handicapped or drug/alcohol abuse, orphanages, residential treatment centers, detention centers, etc. Noninstitutional group quarters consist of other group quarters where the persons living in the unit may include staff of institutions living on institutional grounds. Other examples of noninstitutional group quarters are rooming houses, group homes, halfway houses, maternity homes for unwed mothers, religious group quarters, dormitories, military quarters, barracks, emergency shelters, homeless shelters, YMCA/YWCA, campgrounds, etc.
Household	A household includes all of the people who occupy a housing unit as their usual place of residence. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living quarters and are not living in group quarters. The count of households in a 100 percent tabulation census equals the count of occupied housing units.
Householder	The household member (or one of the household members) in whose name the living unit is owned, being bought, or rented. If there is no such person, any adult household member.
Housing Unit	A housing unit is a house, apartment, manufactured home, mobile home or trailer, a group of rooms or a single room occupied as separate living quarters or, if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from other persons in the building and which have direct access from outside the building or through a common hall. **Seasonal, recreational, or occasional use units are excluded from this housing needs analysis.** Only living quarters intended for full time occupancy are included. Occupants of a housing unit are considered a household. Previous to Census 2000, if the living quarters contained nine or more persons unrelated to the householder or person in charge (a total of at least 10 unrelated persons), it was classified as group quarters.
Template	A pre-configured portion of an Excel worksheet used for inputting data, storing defined model parameters, performing calculations on the data and parameters, and aggregating and displaying results of those calculations.
Tenure	A description of the terms under which a household is occupying a housing unit – ownership versus rental.

Goal 10: Housing

LCDC Goal: "To provide for the housing needs of the citizens of the State."

Coburg Objective: Promote a range of housing choices to meet the needs of existing and future residents.

Policy 1: While individual subsurface sewage disposal (septic tanks) are being used, residential development density will be limited to lots with a minimum of 10,000 square feet in accordance with the current Coburg Zoning Code.

Policy 2: When a public sanitary sewer system is completed, the City shall encourage the utilization of existing lots to promote a more compact urban growth form.

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);

b. Providing for as wide a variation in the cost and design of these dwelling units and their related facilities as housing market conditions will allow;

c. Promoting retention of the natural variety inherent in the landscape by reasons of topography, natural vegetation and streets.

Policy 4: Multi-family residential areas will consist of no more than four dwelling units in any single structure.

Policy 5: Mobile homes as defined in State law will be permitted to locate within designated Mobile Home Planned Unit Developments which shall be no smaller than one acre and no larger than three acres in area.

Policy 6: Mobile homes as defined in State law that are used as permanent residences shall be required to meet the State of Oregon Mobile Home Standards.

Policy 7: Residential uses will be buffered by landscaping, earth berms or open space from other uses as defined in the Zoning Ordinance.

Policy 8: Off-street parking will be provided for each residential dwelling unit to allow streets to continue to be used for vehicular traffic as provided in the Zoning Ordinance.

Policy 9: The City shall require that subdivisions of properties must include provisions for paved streets, drainage and utilities through provisions of the Subdivision Ordinance.

Policy 10: The nature of existing neighborhoods shall be preserved through rehabilitation or other appropriate methods.

Policy 11: The City shall promote conservation and rehabilitation of the existing supply of housing through code enforcement and encouraging utilization of available housing programs as listed in the Housing Action Program.

Policy 12: Property owners shall be requiredto remove abandoned cars, appliances, junk and litter, pursuant to provisions of the Nuisance Abatement Ordinance.

Policy 13: Underground utilities shall be required in all new subdivisions pursuant to provisions of the Subdivision Ordinance.

Policy 14: The City has adopted a Fair Housing Ordinance.

Policy 15: The City shall coordinate with L-COG to review housing data from each census. The Housing Element of this plan shall then be reviewed and revised to reflect the new data and any other new state, federal and/or county programs or information.

Policy 16: The Citizens Advisory Committee shall review housing needs and availability at least every two years to determine the adequacy of Coburg's Housing Action Plan and shall then recommend any appropriate action to the City Council.

Policy 17: The City shall review the housing mix during each plan review and update cycle to ensure that Coburg's housing mix is commensurate with its residents' financial capabilities.

Policy 18: Pursuant to ORS Chapter 197, manufactured homes, as defined in ORS 446.003(25)(a)(C), shall be allowed within any residential zone in the City of Coburg, except those designated officially as a historic district or on land immediately adjacent to a historic landmark, provided that the manufactured home and the site on which it is to be located conform to the standards and requirements established in the zoning ordinance and other land use regulations as permitted by state law.

Policy 19: The City shall promote a range of housing choices to meet the needs of existing and future residents.

Policy 20: The City shall ensure that new housing is compatible with the small

town, historic character of the community.

Policy 21: The City shall promote livability and community in existing and future neighborhoods.

Policy 22: The City shall promote the development of single-family housing that is affordable for families of elementary school children and compatible with the small town, historic character of the community in order to help retain an elementary school.

Policy 23: The City shall improve housing options for seniors, young adults, and people who work in the community by promoting a variety of multi-family housing types and levels of affordability that are compatible with the small town, historic character of the community.

Policy 24: The City shall encourage the preservation and incorporation of natural features and open space in new residential developments.

Policy 25: The City shall encourage the preservation of existing housing, particularly housing with historic value and features.

Policy 26: The City shall encourage the incorporation of energy and water efficiency standards in the existing housing stock.

Policy 27: The City shall encourage a compatible mix of housing types and services in residential areas.

Policy 28: The City shall encourage new housing to radiate out from the city center and discourage leapfrog development in order to promote connectivity and community interaction.

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.

Policy 30: The City shall adopt strategies to achieve a housing mix of single-family and multifamily dwellings. This mix, along with a range of minimum densities, will allow the City to meet an overall density of 6.5 dwelling units per net acre for new housing.

Policy 31: The City shall implement strategies to meet planned densities, while maintaining the City's unique character through encouraging design that fits with Coburg's existing neighborhoods.

Policy 32: New residential areas (outside the historic core) will be developed as complete, walkable neighborhoods.

Policy 33: Neighborhoods are the organizing form for residential use in Coburg.

Goal 10

The essential elements of neighborhoods in Coburg include:

a. They are walkable by design.

b. They are small in scale, typically no larger than ¼ mile from center to edge.

c. There is a logical and connected street and block pattern.

d. There are planned transitions with adjacent uses.

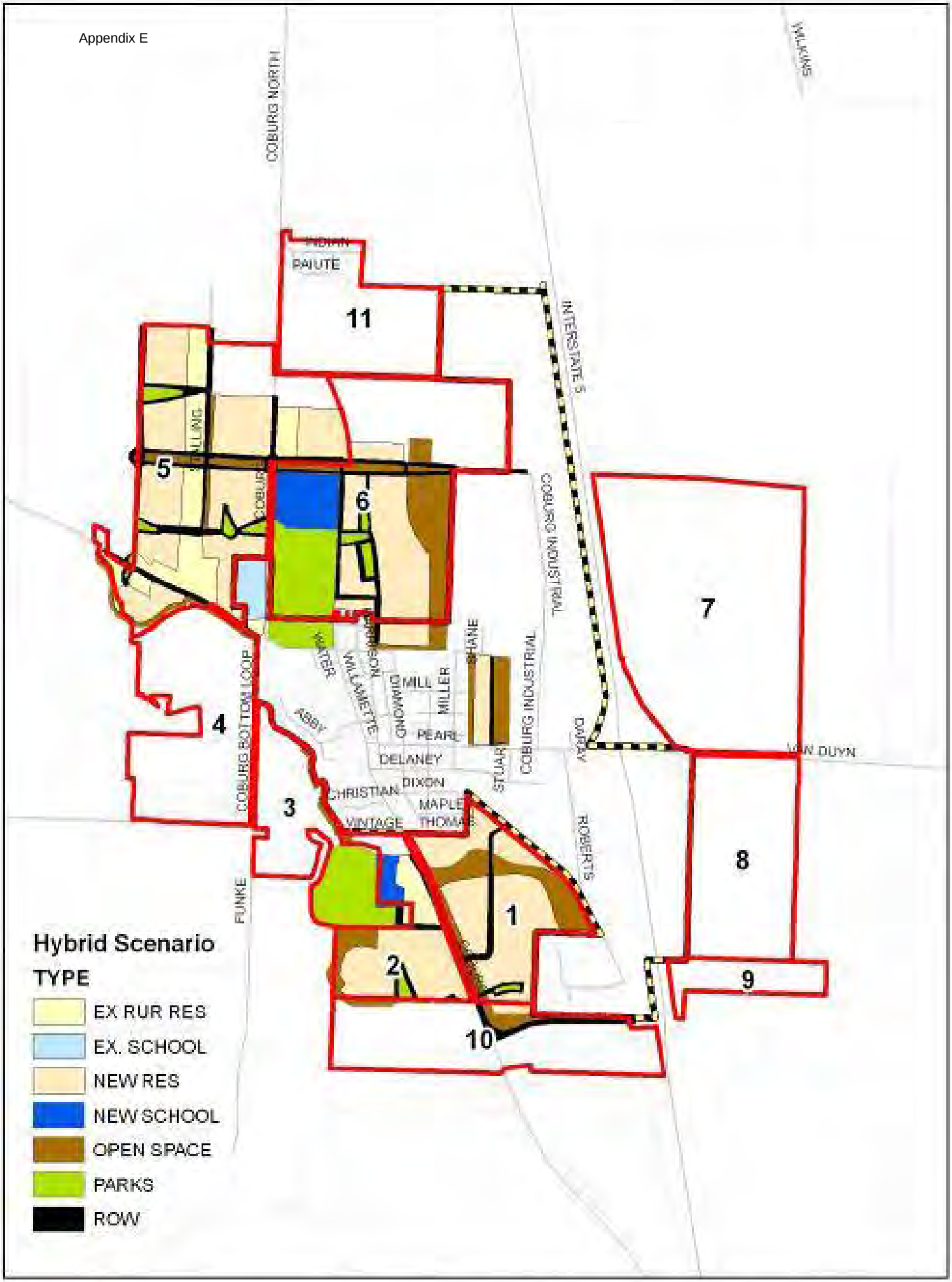
e. Parks and open spaces are included.

f. Street trees are included.

g. Residential design reflects the unique character of Coburg and honors the rich history of architecture in the community.

Policy 34: The City shall work cooperatively with the Oregon Housing Authority.

Appendix E


COBURG NORTH
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INTERSTATE 5
COLLING
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COBURG
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COBURG INDUSTRIAL
7
SHANE
WATER
WILLAMETTE
DIAMOND
MILL
MILLER
PEARL
DELANEY
DIXON
CHRISTIAN
MAPLE
VINTAGE
THOMAS
STUART
COBURG INDUSTRIAL
DARRAY
VAN DUYN
ROBERTS
4
ABBY
COBURG BOTTOM LOOP
3
FUNKE
1
2
8
9
10
Hybrid Scenario
TYPE
EX RUR RES
EX. SCHOOL
NEW RES
NEW SCHOOL
OPEN SPACE
PARKS
ROW

Appendix E

WILKINS
COBURG NORTH
INDIAN
PAIUTE
COBURG INDUSTRIAL
COBURG INDUSTRIAL
VAN DUYN
COBURG BOTTOM LOOP
DELANEY
DIXON
CHRISMAN
MAPLE
VINTAGE
FUNK

Goal 9: Economy of the City

LCDC Goal: "To diversify and improve the economy...."

Coburg Objective: To guide community development in such a way that the local economy is improved while maintaining Coburg's small town atmosphere.

General

Policy 1: The City will program the facilities and services necessary for an appropriate level of economic diversification, and will, develop a Capital Improvements Program and Community Facilities Plan.

Policy 2: Lands for the expansion within the City, of business (commercial and industrial activities), will be provided to the extent necessary to meet local employment needs, to accommodate the identified regional needs, to provide an adequate tax base, and to support future population growth.

Commercial

Policy 3: Compatible with maintaining a rural small business community, land suitable for a full range of retail, professional and service uses will be provided in the downtown area. Civic, social and cultural functions serving the community at large are also deemed appropriate in the downtown area.

Policy 4: A "Highway Commercial" district will be located adjacent to the I-5 interchange. The purpose of the Highway Commercial Plan designation is to provide goods and services that primarily serve the traveling public. Uses is this area will preserve the small town and historic character of Coburg, by having compatibility in architectural design and scale with the Central Business District and/or Residential designations. Development of the Highway Commercial District shall be considered secondary to the development of the downtown area, however.

Policy 5: Business and commercial uses will provide off-street parking and loading areas to accommodate associated vehicles as specified in the Zoning Ordinance.

Industrial

Policy 6: An adequate amount of level, buildable land which has good access to arterial streets shall be provided within existing city limits to meet local and regional industrial needs.

Policy 7: A buffer, subject to conditions of the Zoning Code, shall be required along the boundary of all industrial areas that abut a residential district or shall be used to act as a buffer between the two districts or

conflicting uses. Setback requirements of the Zoning Code shall also reflect buffering needs.

Policy 8: Industrial uses shall be grouped together within well-designated industrial parks or subdivisions so as to promote:

- A pollution free environment;
- The highest aesthetic standards possible;
- Minimum impact on adjacent lands;
- Development within the constraints of the natural environment; and
- Compliance with LCDC Goals and Guidelines.

Policy 9: Public facilities, including water, streets and fire and police protection, already exist which are capable of meeting the needs of expanded commercial and industrial development within the Urban Growth Boundary.

Jobs and the Economy

Policy 10: The City shall promote a diverse economy that continues to support a strong tax base for the community.

Policy 11: The City shall promote quality of life and compatibility of commercial and industrial uses with the small town, historic character of the community.

Policy 12: The City shall coordinate with state and regional economic development organizations to ensure the City's goal of economic diversity is considered in business recruitment strategies that affect Coburg.

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.

Policy 14: The City shall encourage environmentally friendly, low-polluting industries.

Policy 15: The City shall support existing businesses.

Policy 16: The City shall support efforts to create high-wage jobs in Coburg by the following:

a. Coordinate with other economic development organizations to develop a coherent and effective marketing program

b. Develop incentives to retain and expand existing firms

c. Maintain and enhance Coburg's image as a community

Policy 17: The City shall diversify employment base by the following:

a. Provide developable land necessary to accommodate economic growth

b. Research and develop policies that discourage big-box retail and strip commercial uses

Policy 18: The City shall coordinate economic development activities by the following:

a. Develop City institutional strategy for a City economic development process.

b. Coordinate with the School District.

Policy 19: The City shall support businesses in Coburg by the following:

a. Sustain and enhance business skills and management training available in Coburg.

b. Coordinate and support other organizations to sustain and expand workforce services available in Coburg.

c. Improve information about and access to programs available through the Oregon Economic and Community development department, Small Businesses Administration, and other agencies

Downtown Coburg

Policy 20: The downtown area of Coburg should reflect the rural and historic character of the area. Businesses are encouraged to provide attractive building exteriors, signs, landscaping and parking lots that are in keeping with character of the downtown area. The downtown area is the heart of Coburg and essential businesses and city functions should be located in this area. The downtown area should invite citizens and other customers to use alternative modes of transportation, including walking and bicycling to patronize these businesses.

Policy 21: The Coburg Development Code shall include standards that ensure development in the downtown reflects the rural and historic character of the area, and provides an attractive, pedestrian-oriented character for the downtown.

Policy 22: The City shall encourage a vital downtown area as a key strategy to maintaining the City's quality of life.

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

Policy 24: The City shall encourage small-scale downtown commercial uses that are pedestrian-friendly and compatible with the community's small town, historic character.

Policy 25:

Other

Policy 26: The City shall utilize design standards for commercial and industrial development uses.

Policy 27: The City shall require screening, buffering and other measures to minimize visual nuisances and unsightly yards.

Residential Infill Strategies (Efficiency Measures) Overview

Infill Technique	*Description*	*Implemented in Coburg*	*Code Amendment Concepts*
Provide multiple residential zones with varying housing types and densities.	As an example, the Model Development Code for Small Cities, 2nd Edition contains the following residential zones, uses and lot size ranges: • Residential Low Density o Single Family, not attached: [5 - 6,000 sf] o Single Family, attached: [3 - 4,000 sf] o Single Family, w/accessory d.u.: [6 - 6,500 sf] o Duplex: [6,000-9,000 sf] o Multi-Family or Cottage Cluster: [6 - 9,000 sf] o Non-Residential Uses: [6 - 9,000 sf] • Residential Medium Density o Single Family, not attached: [4 - 5,000 sf] o Single Family, attached: [2.5 - 3,000 sf] o Single Family, w/accessory d.u. : [5 - 6,000 sf] o Duplex: [5 - 7,000 sf] o Multi-Family or Cottage Cluster: [6 - 9,000 sf] o Non-Residential Uses: [6 - 9,000 sf] • Residential Commercial o Single Family, not attached: [4 - 5,000 sf] o Single Family, attached: [2 - 3,000 sf] o Single Family, w/accessory d.u.: [5 - 5,500 sf] o Duplex: [5,000-6,000 sf] o Multi-Family or Cottage Cluster: [6 - 9,000 sf] o Non-Residential Uses: [6 - 9,000 sf]	Low and medium density zones were designed and included in the Zoning Code, but still needs to be added to the Comprehensive Plan Map. The zones established in the Zoning Code still remain less accommodating that many communities for housing diversity. There is no mixed use zone, but mixed used is allowed in the CBD.	1. Amend the Comprehensive Plan Map to include all different planned land use districts. 2. Evaluate the location of the isolated areas of the TMR land use district. 3. Consider allowing a mixed-use land use district. 4. Consider providing both a medium and high density residential zone. 5. Consider broadening the allowed housing types (see below).
Allow duplexes and triplexes on corner lots	As an example, the Model Development Code for Small Cities, 2nd Edition allows a duplex on a corner lot as a permitted use.	Yes, duplexes are permitted in the TR zone on lots containing 8,000 square feet.	Not applicable.
Zero-lot line housing	Zero lot line houses are detached houses that have a side yard setback of “0" on one side. They are permitted to allow development on smaller (i.e., narrower) lots, while still providing usable outdoor living area, compatibility between adjacent buildings, and access to side yards for building maintenance. As an example, the Model Development Code for Small	Currently not permitted.	1. Consider allowing zero lot line housing with appropriate standards addressing building orientation and design to address privacy concerns, together with appropriate easements for maintenance activities.

Infill Technique	Description	Implemented in Coburg	Code Amendment Concepts
	Cities, 2nd Edition allows zero lot line housing, together with a site plan review. Zero-lot line houses are subject to the same standards as non- attached single family housing, except that a side yard setback is not required on one side of the lot.		
Attached single family (townhome) units that are similar to duplexes and triplexes in size and character	Single Family Attached (2 or more common-wall single family dwellings), each on its own lot. This type of provision would provide more flexibility than the duplex provision by enabling the units to be located on individual lots, rather than held in common. This could be implemented in lower density zones through a special permit review process or, alternatively, allowed outright in medium or high density residential zones.	Single family attached units are permitted in the TMR zone, provided they do not exceed four units per structure and are subject to design review. Attached single family is not permitted in the TR zone.	1. Consider allowing attached single family of 2-3 units in existing residential areas. By allowing a mix of housing, Coburg can help to ensure more efficient use of infill lands with greater housing options. Standards for building height, lot area, setbacks, and design can help to control the scale and compatibility of new housing with established single family residences.
Cottage Housing	Cottage housing is typically characterized as a cluster of single family units contained on one lot oriented around a central common area such as a common green, where the units are smaller in character (typically limited to 1,000 to 1,200 square feet). Density is typically higher in these communities than would otherwise be achieved through standard detached dwelling unit development. As a result, the mass and scale of the buildings is limited. These projects are typically subject to a design review process.	Not specifically implemented in Coburg.	1. Consider implementing provisions to allow cottage housing projects in Coburg. Include standards for building height, lot area, setbacks, and design to control the scale and compatibility of new housing with established single family residences
Small lot single family	This provision would allow reduced lot size beyond what the underlying zoning allows, in order to provide an incentive to retain or create smaller homes on smaller lots. This policy intends to encourage housing diversity by providing more housing choice, and to offer a viable alternative if the market trend in the community is toward large homes maximizing the building envelope and the community is concerned that such development is changing the character of the neighborhoods.	Not specifically implemented in Coburg.	1. Consider implementing small lot single family regulations.
Historic Residence	If removal of historic residences is a concern in Coburg, this provision could be implemented, allowing reduced lot size in order to provide an incentive to	Not specifically implemented in Coburg.	1. Consider whether incentives to protect historic residences are needed.

Infill Technique	*Description*	*Implemented in Coburg*	*Code Amendment Concepts*
Preservation	preserve historic residences. This policy intends to encourage voluntary retention of remaining historic homes that would otherwise be torn down, making way for larger homes on larger lots and changing the character of the neighborhoods.		
Allow accessory dwellings	Secondary housing units located above a garage, in a detached cottage, or attached to the primary residence. Typically limited in size and may be subject to other special standards. Typically not subject to density standards because of the small size.	Accessory dwellings are allowed, but do not "count" toward density.	Not applicable.
Provide flexible lot coverage standards based on building type and lot size.	Lot coverages will vary considerably depending on the building product. Generally, single family detached houses cover the lowest percentage of lot area (e.g., 30-40 % typical), with the percentage increasing for lots with accessory dwellings, townhomes and multiple family housing. For example, a. Single Family Detached Housing - 40 % b. Duplex and Triplex Buildings - [40-60] % c. Single Family Attached Townhomes - [60-70] % d. Multiple Family Housing Developments - [40-60] %	There is an increase in the allowed lot coverage for higher intensity projects, but the percentages indicated may pose difficulties in developing the higher intensity product types, which may serve to limit housing choice. The provisions provide the following: a. Single Fam. Det. Housing: 30 % b. Duplex: 35 % c. Single Fam. Att. Townhomes: 45 % d. Multi-Fam Housing Dev.: 45 %	1. Consider increasing the allowed lot coverage for duplex, single family attached, and multiple family developments. 2. Provide better definition of what lot coverage is addressing (e.g. building footprint or total impervious coverage). Determine whether regulations apply to building coverage only or whether they should also address total impervious area. If the latter, then standards will need to be increased.
Lot Coverage exemptions	Exempt some architectural features from the lot coverage standards that contribute to streetscape character (e.g., front porches, overhangs, porticos, balconies, etc.) as well as pedestrian-oriented elements (e.g. pedestrian pathways, courtyards, etc. – if the City decides to regulate impervious surface).	Not specifically implemented in Coburg.	1. Consider exempting some architectural features and pedestrian-oriented features from the lot coverage standards.
Allow flag lots	Flag lots are one way to encourage infill development because they provide an alternative to public street frontage requirements and therefore allow infill on narrower lots or where the street system is incomplete. As an example, the Model Development Code for Small Cities, 2nd Edition allows flag lots and provides special standards for how to measure front required	Flag lots are not allowed under Coburg Codes.	1. Consider allowing flag lots, together with special standards like those found in the Model Development Code.

Infill Technique	*Description*	*Implemented in Coburg*	*Code Amendment Concepts*
	yards. In addition, the following standards are established for flag lots: 1. Areas reserved for flag lot access (flag poles) are not counted for the purpose of calculating minimum densities. 2. Flag lots may be created only when a through street or mid-block lanes cannot be extended to serve abutting uses or future development. 3. A flag lot driveway ("flag pole") may serve no more than two (2) dwelling units, including accessory dwellings and dwellings on individual lots, unless Uniform Fire Code (UFC) standards are met for more units. When UFC standards are met, the maximum number of dwellings shall be four (4).		
Allow mid-block lanes	One of the difficulties with infill development, and one of the reasons that infill parcels exist, is that the street system in these areas is often incomplete. Completing the street and sidewalk system is one of the challenges to communities who are trying to encourage infill and mid-block lanes can be used to provide access to lots that otherwise cannot be served by public streets. Mid-block lanes are generally narrower than public streets, will not generally provide through access, and may not contain the full compliment of public street improvements, such as public sidewalks.	Mid-block lanes are not allowed unless they meet the standards for a shared access driveway.	1. Consider allowing mid-block lanes, particularly in areas lacking street connectivity.
Allow lot size averaging	Lot size averaging is one mechanism to provide alternatives to rigid lot area and density standards that otherwise conform to the Comprehensive Plan. As an example, the Model Development Code for Small Cities, 2nd Edition allows a *[10%]* modification to the lot area and/or lot dimension (width/depth) standards, provided that the overall density of the subdivision does not exceed the allowable density of the district and the approval body finds that granting the modification allows for a greater variety of housing types or it improves development	Flexible lot size is not allowed unless determined as an average within Master Planning.	1. Consider allowing lot size averaging as part of a standard subdivision proposal.

Infill Technique	*Description*	*Implemented in Coburg*	*Code Amendment Concepts*
	compatibility with natural features or adjacent land uses. The approval body may require that standard size lots be placed at the perimeter of the development where the abutting lots are standard size or larger; except that this provision shall not apply where the abutting lots are larger than *[20,000]* square feet.		
Allow density bonuses	Density bonuses are performance-based standards which are used to leverage community benefits in addition to those afforded by standard development regulations. They are implemented voluntarily, and can serve as compensation for public amenities such as affordable housing, streetscape and transit improvements. Density bonuses are most effective when the market will support increased densities or building heights.	Not specifically implemented in Coburg.	1. Consider authorizing density bonuses in exchange for affordable housing.
Allow height bonuses	Allow additional height in mixed-use district to accommodate upper floor residential uses (e.g. an additional 10 feet of permitted height)	In the C-1 zone, all buildings are subject to 35 ft. height limit.	1. Consider modifying height limits in mixed-use districts to establish different height limits for different types of uses and providing a height incentive for mixed-use projects containing residential development.
Control the size of residential structures as related to lot size.	In order to respond to the concern about the character of new residences, which may be larger than existing residences, Coburg could consider additional standards to control the bulk of infill housing and make it more compatible with established residences by using a graduated scale, or "floor area ratio", that relates building size to lot size. The residential floor area standards would need to be tailored to fit the local design context and housing needs of Coburg. The intent of the code is to provide a graduated scale based on lot area and the size of existing residences in the neighborhood.	Not specifically implemented in Coburg.	1. Consider adopting a floor area ratio standard for residential development.
Provide flexibility in open space requirements,	Allow private open space, such as balconies and patios, to substitute for common open space. Provide open space "credit" for multiple family projects located close to a park. Exempt the smallest developments (e.g., less than four dwelling units) from open space	Open space may be required on lands subdivided within or near designated floodplains. Master Plans approved through the Master Planned	1. If establishing a new mixed-use zone, consider how open space would be addressed and ensure that there is some flexibility in requirements.

Infill Technique	*Description*	*Implemented in Coburg*	*Code Amendment Concepts*
including regulatory relief for small developments.	requirements.	Development provisions are required to contain 20 percent open space – this provision would only apply to sites greater than one acre.	
Reduce parking standards, where possible, and allow for more efficient use of existing parking areas.	Allow or even require shared parking, parking reductions (e.g., for available on-street parking, senior housing and access to transit) and measures designed to reduce parking demand (e.g., designated car/van pool parking).	Coburg contains provisions addressing joint-use of parking facilities.	1. Consider additional provisions to address parking, including measures designed to reduce parking demand.
Provide more flexibility for certain variations to development standards	Allowing adjustments to prescriptive design standards (e.g., building and site dimensions) when the purpose of the code section is met by alternative means. An adjustment allows flexibility to standards when the overall purpose of the code section is met, and may allow for an administrative staff decision instead of a public hearing. Another option is to provide an "Administrative Variance" procedure for minor variances (e.g., "up to 20% variance to setback, building height, and similar standards may be granted by the Planning Director, subject to the public notice requirements. Both procedures can help in streamlining variance procedures.	Coburg provides that a code section can be modified without a variance if it contains specific provisions allowing the modification.	1. Given the suggestions above, consider whether any specific modification provisions should be established.

Appendix H: Current Densities by block in Coburg

Block: McKenzie and Skinner

Dwellings Units per Acre: 5.11

Average Lot Size: 11,786 sq ft.

Minimum Lot Size: 7,233 sq ft.

Maximum Lot Size: 16,521 sq ft.

Age of Housing: 1910-1974

Block: Coleman and Mill

Dwellings Units per Acre: 5.2

Average Lot Size: 9,387 sq ft.

Minimum Lot Size: 6,251 sq ft.

Maximum Lot Size: 17,543 sq ft.

Age of Housing: 1900-1980

Block: Delaney and Skinner

Dwellings Units per Acre: 6.19

Average Lot Size: 7,798 sq ft.

Minimum Lot Size: 4,293 sq ft.

Maximum Lot Size: 13,414 sq ft.

Age of Housing: 1900-1978

Block: Manufactured Home Park

Dwellings Units per Acre: 8.22

Block: Vintage

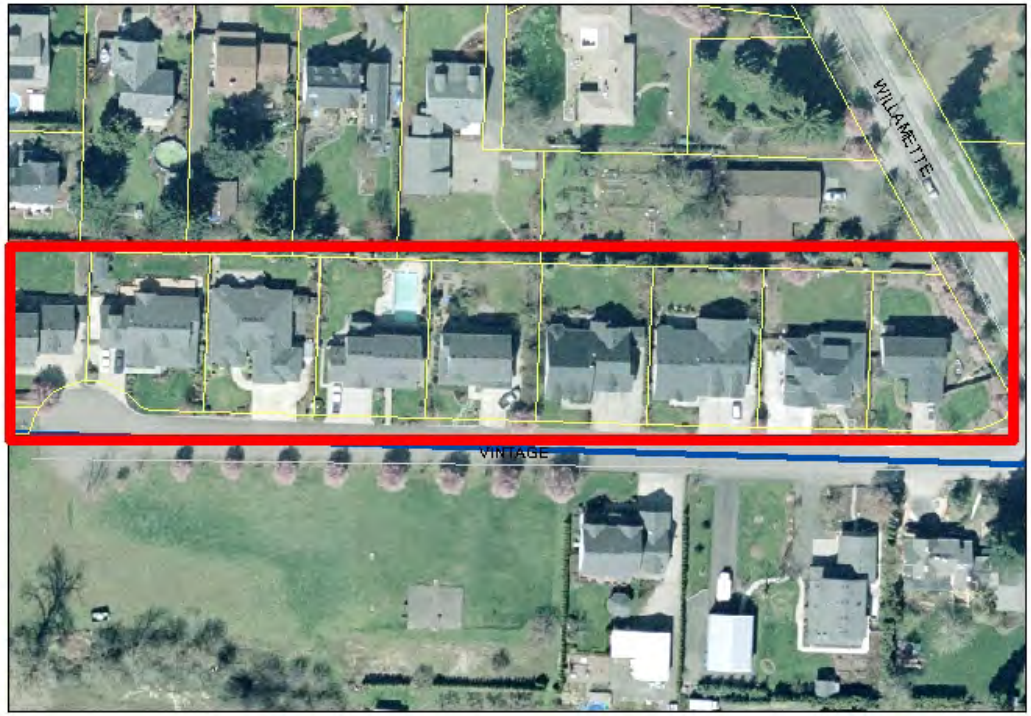
Dwellings Units per Acre: 4.35

Average Lot Size: 10,021 sq ft.

Minimum Lot Size: 9,905 sq ft.

Maximum Lot Size: 10,096 sq ft.

Age of Housing: 1997-2002



Block: Rustic and Shane

Dwellings Units per Acre: 4.16

Average Lot Size: 10,508 sq ft.

Minimum Lot Size: 9,969 sq ft.

Maximum Lot Size: 11,567 sq ft.

Age of Housing: 1997-1998

Block: Abbey and Austin

Dwellings Units per Acre: 2.87

Average Lot Size: 15,240 sq ft.

Minimum Lot Size: 14,024 sq ft.

Maximum Lot Size: 16,648 sq ft.

Age of Housing: 1998-2006

Coburg Homes on <= 6,000 Square Foot Lots (7.2 du/acre)

Appendix I

Pearl Street - Existing

Pearl Street - Future Potential Development

Willamette Street - Existing

Willamette Street - Future Potential Development

Table 8.1 Existing Comprehensive Plan Policies and Analysis

GOAL	EXISTING POLICY	COMMENTS
GOAL 2: Land Use	**Policy 5:** Land development proposals shall be consistent with the Coburg Zoning Ordinance, Municipal Code, and all adopted standards and enforcement codes of the City of Coburg. The burden of proof with regard to consistency with the applicable standards and codes lies with the prospective developer.	State requirement. Has been applied to Zoning Code.
	Policy 6: It is important that land divisions do not preclude the development of the property or nearby property to planned urban densities. For that reason, land partitioning and subdivision will be controlled to the extent that there are options remaining for the future extension of public facilities and services.	State requirement. Has been applied to Zoning Code.
	Policy 7: Plan designations for land use categories are intended to guide zoning.	State requirement. Has been applied to Zoning Code.
	Policy 8: Proposed plan elements such as parks, roadways, schools, etc., are intended to be conceptual. Actual locations and quantities should be determined through the development process.	State requirement. Has been applied to Zoning Code.
GOAL 3: Agricultural Lands	**Policy 2:** To the extent to which it has jurisdiction, the City shall promote the retention of lands outside its Urban Growth Boundary for agriculture use by encouraging Lane County to maintain current agricultural zoning within the City's area of influence as shown on Map 6.	State requirement. Has been applied to Zoning Code.
	Policy 3: The City shall encourage Lane County to maintain agriculture use of lands located within the City's Urban Growth Boundary but outside the City limits through application of interim agriculture (IA) zoning or other urban holding zone designation that ensures future use of this land for urban uses, densities, and transportation systems.	IA zoning designations were never established by County. These lands are now all/pending within the UGB and are no longer relevant to current UGB. However, policy would remain relevant with UGB expansion.
	Policy 4: Urban services will not be extended beyond the Urban Growth Boundary to encourage continued agriculture use of lands within the City's area of influence as shown on Map 6.	State law of extraterritorial extensions. Has been applied to Zoning Code.

GOAL	EXISTING POLICY	COMMENTS
	Policy 6: The City supports, and may adopt, measures that control and manage the use of land that is intended for future urban development but is yet to be annexed. Such measures may include, but are not limited to, intergovernmental agreements, notice and opportunity to comment on County land use actions, and coordinated planning with Lane County.	No special agreements have been established. The City and County remain on respective agency referral lists. The relevant lands are now all/pending within the UGB and is no longer relevant to current UGB
	Policy 7: The City supports, and shall pursue, establishment of a southern greenbelt that ensures a permanent open character for the area between Coburg and the McKenzie River.	No zoning code to enforce this policy. Affects future southern UGB expansion decision-making.
	Policy 8: The City shall protect high quality farmland surrounding the community from premature development.	State requirement. Affects CUS expansion decision-making.
GOAL 5: Open Space	**Policy 5:** The City shall maintain an open space separation between the city limits of Coburg and Eugene.	No zoning code to enforce this policy. Affects future southern UGB expansion decision-making.
	Policy 6: The city will seek intergovernmental agreements with Lane County and other jurisdictions to preserve the Coburg Hills as a scenic resource.	No agreements have been established. Affects future southern UGB expansion decision-making.
	Policy 7: Important public vistas and views of the Coburg Hills, agrarian landscape and other significant visual features will continue to be preserved through careful design of building height, density, transition, building placement, street layout and other design elements.	Various Zoning Code incorporation adopted in 2005.
GOAL 9: 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.	Directs integration of land use and economic development. No major implementation of this policy has occurred since 2005.

GOAL	EXISTING POLICY	COMMENTS
	Policy 17: The City shall diversify employment base by the following: a. Provide developable land necessary to accommodate economic growth b. Research and develop policies that discourage big-box retail and strip commercial uses	The City maintains some developable land for commercial development within the UGB & city limits. CUS analysis shows additional land is needed. Several Zoning Code requirements discourage big-box. DLCD contends that the codification could be "stronger".
GOAL 9: 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);	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	Policy 4: Multi-family residential areas will consist of no more than four dwelling units in any single structure.	
	Policy 17: The City shall review the housing mix during each plan review and update cycle to ensure that Coburg's housing mix is commensurate with its residents' financial capabilities.	The CUS has conducted this analysis.
	Policy 19: The City shall promote a range of housing choices to meet the needs of existing and future residents.	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	Policy 23: The City shall improve housing options for seniors, young adults, and people who work in the community by promoting a variety of multi-family housing types and levels of affordability that are compatible with the small town, historic character of the community.	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	Policy 27: The City shall encourage a compatible mix of housing types and services	Directs development of diverse housing types. No multifamily unit has been built

GOAL	EXISTING POLICY	COMMENTS
	in residential areas.	since 2005 to evaluate compatibility.
	Policy 28: The City shall encourage new housing to radiate out from the city center and discourage leapfrog development in order to promote connectivity and community interaction.	Directs concentric build-out. Affects CUS expansion decision-making.
	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.	Directs development of diverse, sustainable and efficient housing. Some partitions since 2005 have contributed to density. No multiple residential or mixed use zones have developed.

	Policy 31: The City shall implement strategies to meet planned densities, while maintaining the City's unique character through encouraging design that fits with Coburg's existing neighborhoods.	Directs development of diverse housing types. Additional strategies to meet density targets are warranted.
GOAL 11: Public Facilities & Services	**Policy 3:** Water and wastewater service shall not be provided outside the urban growth boundary except to areas to be specified in the Coburg Comprehensive Plan that provides benefits to the city, such as: water service to Pioneer Valley Estates.	State law.
	Policy 4: 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 urban growth boundary when the facilities exclusively serve land within the urban growth boundary, pursuant to Oregon Administrative Rules (OAR) Chapter 660 Divisions 006 and 033. The construction of these facilities will require close coordination with and permitting by Lane County and possible amendments to the Lane County Rural Comprehensive Plan.	State law.
	Policy 11: The City shall designate minimum and maximum development densities that are adequate to support the installation and maintenance of a community wastewater system and that will ensure efficient use of land and public facilities.	No Maximum density has been established.
	Policy 15: The city shall expand the urban growth boundary and city limits and provide sanitary sewer service, when available, to existing exception areas, immediately east of the Interstate and other appropriate areas to accommodate these uses.	Exception areas should be priority when UGB expansion decisions are made.
GOAL 13: Energy Conservation	**Policy 1:** The City shall consider the energy use implications in all land use decisions.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 2: The City shall encourage the location of future medium density development and mixed use along high capacity transportation corridors.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 6: The City shall encourage the recycling and reuse of vacant land by	Directs efficient land use and a recycling

	allowing infill of vacant lots within the City limits when sanitary conditions are met.	program. No comprehensive recycling program exists. Utilization of vacant land affects CUS expansion decision-making.
GOAL 14: Urbanization	**Policy 1:** The City shall preserve urbanizable land and provide for orderly, efficient development by controlling densities through provision of the Zoning and Subdivision Ordinances, thereby preventing the need for overly extensive public services and restricting urbanization to that commensurate with the carrying capacity of the land.	Directs efficient land use. Affects CUS expansion decision-making.
	Policy 3: All city land use decisions shall be in compliance with LCDC Goals and Guidelines.	State law.
	Policy 5: The Urban Growth Boundary shall not be expanded unless findings of fact establish that the proposed expansion is in compliance with all 7 factors of LCDC Goal 14.	State law.
	Policy 7: The City shall, if appropriate, establish standards in additional to those enumerated in Policy 5 above for changing the UGB.	
	Policy 10: The City shall encourage Lane County to retain the current agricultural zoning of lands outside the City's Urban Growth Boundary but within its Area of Influence to prevent continuous urbanization of lands between Coburg and Eugene-Springfield.	The land around Coburg remains largely agricultural and is zoned as such.
	Policy 15: The City shall encourage the integration of adjacent land uses and zoning districts through density transitioning, mid-block zoning lines, area-specific building height limits, and blending of compatible uses as appropriate.	Area-specific building height limits and some blending of compatible uses has been codified since 2005. Density transitioning and mid-block zoning have not.
	Policy 17: The City shall promote the efficient use of land within the urban growth boundary and sequential development that expands in an orderly way outward from the existing city center.	Directs concentric build-out. Affects CUS expansion decision-making.
	Policy 18: The City shall provide a sufficient supply of developable land within the urban growth boundary to meet the needs of the existing and projected population for residential, commercial, industrial, and recreational uses over the next 20 – 50 years,	The CUS analysis and recommendations aim to comprehensively address this policy.

	while preserving the small town character of the community.	
	Policy 21: The City shall work with Lane County to obtain agreement on measures, such as co-adoption of a Coburg/Lane County Plan Boundary, that apply Coburg Comprehensive Plan policies in the area south of the city to the McKenzie River, in the Coburg Hills outside the City's urban growth boundary, and north of the city to Pioneer Valley Estates subdivision, and west in the Coburg Bottom Loop Road area.	These agreements have not been pursued.
	Policy 22: The City shall work with Linn County and other jurisdictions to obtain agreement for the City of Coburg to influence land us development patterns to the north and southeast of the city.	These agreements have not been pursued.
	Policy 25: The City shall encourage the utilization of existing vacant lots to promote a more compact urban growth form.	No specific method of encouragement has been developed for vacant lot development.
	Policy 27: The City shall promote the achievement of desired minimum densities and efficient land use through infill development that includes options such as duplexes and triplexes on corner lots, mid-block developments (lots fronting a public or private lane), and flag lots. The City shall 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.	Some single-family lots have been partitioned. No substantial development has occurred to address multifamily and mid-block. Flag lots were intentionally eliminated from the Zoning Code. A variance is the only tool to address unbuildable lots.
	Policy 28: The City shall encourage the compatible integration of different land uses such as single- & multi-family dwellings, parks, and mixed use residential/commercial buildings through the development and use of design standards.	Directs development of diverse housing types. No multifamily unit has been built since 2005.
	Policy 40: The City shall promote land use and development patterns that sustain and improve quality of life, are compatible with mass transit, maintain the community's identity, protect significant natural and historic resources, and meet the needs of existing & future residents for housing, employment and parks/open spaces.	The CUS analysis and recommendations aim to comprehensively address this policy.
	Policy 44: The City shall preserve a permanent buffer, allowing resource use, in the area two miles north of the McKenzie River to the southern edge of Coburg's urban growth boundary in order to provide open space between the McKenzie River and the southern edge of the urban growth boundary and to maintain a separation	Directs jurisdictional buffer. Affects CUS decision-making.

	between the Cities of Coburg and Eugene.	
	Policy 49: The City should develop a system of Urban Reserve Areas. To allow planning for areas outside urban growth boundaries for eventual inclusion in an urban growth boundary and to protect such lands from patterns of development that would impede urbanization.	This policy has not been pursued. Affects CUS process and policy decision-making.
	Policy 50: The City shall develop strategies for infill development in residential areas. Infill techniques include design standards, duplexes and triplexes in selected areas, variations in building setbacks, mid-block developments (lots fronting a private or public mid-block lane), etc.	Directs development of diverse housing types and design standards. No multifamily unit has been built since 2005, minimal design standards were incorporated into the Zoning Code and have been applied.

Table 8.2: 2004 Study Conclusions and Recommendations Assessment

Recommendation	Complete?	Comments
The City should continue to work with the Lane Council of Governments (LCOG) to resolve the population forecast coordination issue at the earliest possible point.	YES	LCOG adopted a coordinated population forecast in 2005. Lane County adopted the current coordinated population forecast July 2009
Use the Alternative A employment forecast. The LCOG Alternative A 2025 forecast is for 5,157 employees. The City will need to add about 57.6 gross acres of land to the UGB to accommodate the 2025 forecast (see Table 8-1, page 8-13). The Alternative A 2050 forecast is for 5,257 employees; a net growth of 2,269 over 2002 and 100 over 2025. Coburg will have to add about 5.6 acres to accommodate employment between 2025 and 2050 (see Table 8-1, page 8-13). The City should review both the employment forecast and the land supply for commercial and industrial land at an appropriate point in the future. The City should adopt this forecast.	YES	The LCOG data was used for planning purposes. Between 2005 and 2009, 45 of the recommended 57.6 acres were added to the UGB.
Expand the UGB to accommodate the Alternative A employment in the 2002-2025 study period. ECO estimates that Coburg has capacity for about 1,320 employees within the existing UGB. To accommodate the 2025 employment forecast of 5,157, the City will need to add about 57.6 acres to the UGB. This figure is based on 850 employees at 15 employees per gross acre (see Table 6-1, page 6-3). Council desires policies that predicate the need on the following factors:	YES	Between 2005 and 2009, 45 of the recommended 57.6 acres were added to the UGB or 78%.
- Coburg is working towards a better jobs housing balance	NO	Housing/jobs balance has not improved
- Infill development is encouraged before expanding the UGB	PARTIAL	Changes to code: secondary dwellings were allowed; post-wastewater smaller min. lots. No flag lots or higher densities.
- Adequate infrastructure is available to serve development	PARTIAL	Planning for adequate infrastructure is well underway, yet the necessary projects have not yet been built including: Interchange reconstruction, Well #3, wastewater

		system, a new park. Planning for a community facility has not begun
-The development should be for a "clean and desirable" industry, developed in a campus type environment.	YES	The Comp Plan developed several policies and Code amendments to accommodate this.
Expand the UGB to accommodate housing needs. The housing needs analysis identified a need for about 168 acres of residential land, or 109 acres more than what the City presently has. The City will require an additional 240 acres for housing between 2025 and 2050 (see Table 8-1, page 8-13). The exact size of the UGB expansion will depend on what exceptions areas are brought in and final determinations about housing density and mix.	PARTIAL	Between 2005 and 2009, approximately 32 acres of the recommended 168 acres were added to the UGB for residential or 19%.
Evaluate options for preserving community character. This recommendation applies to existing developed areas within Coburg. Options could include design standards, density standards or limits allowable uses in developed core area. With respect to residential areas, the residential zone currently allows multiple family housing types up to fourplexes. One option is to amend the residential district to allow only single family housing types. The City should facilitate additional discussions regarding these options.	PARTIAL	Minimal design standards were developed. Duplexes and fourplexes are allowed in highly restricted fashion. The historic district is almost all single family residential.
Adopt infill standards that apply consistently to *all* developed residential areas within the city limit. Given concerns about the compatibility of in existing residential areas, the City should adopt design standards for any infill that occurs in existing residential areas.	YES	Minimal residential design standards were developed
Amend the comprehensive plan to include high-, medium-, and low-density residential designations. The zoning code should be amended to include high-, medium-, and low-density districts similar to those described in Table 4-13 (see page 4-19). Residential plan designations could also include a mixed-use designation that would accommodate a variety of housing types as well as supporting commercial uses. If the City chooses to use such a system, it will need approximately 94 acres of low-density, 48 acres of medium density, 13 acres of high-density, and 13 acres of mixed-use residential lands (see Table 4-14, page 4-19).	PARTIAL	Medium density district was developed which allows fourplexes, but this is only for about 3 acres of land.
Coburg should consider a range of tools to meet the housing needs of	NO	Less than 10 houses were built between

present and future residents. Goal 10 requires Coburg to adopt policies that allow it to meet identified housing needs, and that facilitate the attainment of needed housing density and housing mix. The City should adopt strategies to achieve the identified housing mix of 75% single-family and 25% multifamily. This mix, along with a revised zoning system will allow the City to meet an **overall density of 7.0 dwelling units per net acre for new housing**. Tools should include:		2005-2009 and most of these were rebuilt on existing lots
- **Multiple residential zones**. The city should revise the zoning code to include at a minimum high-, medium-, and low-density residential zones.	PARTIAL	Medium density district was developed which allows fourplexes, but this is only for about 3 acres of land.
- **Consider a mixed-use zone**. The housing needs analysis identified need for about 13 acres of land designated for mixed use. The City should also consider revising the zoning code to include a mixed-use residential/commercial zone. This zone should be applied near the downtown area or near other public facilities. The zone should allow for mixture of housing types and associated retail and office uses.	NO	No mixed use zoned has been established.
- **Provide sufficient land to meet identified housing needs.** ECO identified a need for about 168 gross residential acres. This breaks down to about 148 gross acres zoned for single-family housing types and about 20 gross for multifamily.	PARTIAL	About 15% of the recommended land for multifamily has been established.
Reduce minimum lot sizes. The City should consider revising the zoning code to allow lot sizes smaller than 10,000 sq. ft. in areas of Coburg that are already developed. The City should consider minimum lot sizes of 7,000 sq. ft. in existing developed residential areas (supported by design guidelines). The City should consider minimum lot sizes of 6,000 sq. ft. in the low density residential zone, and minimum lot sizes of 5,000 sq. ft. in the medium density residential zones.	PARTIAL	Minimum lot size in residential was reduced to 7,500 sqft. (post-wastewater).
Accessory dwelling units. The City should adopt an accessory dwelling unit ordinance. An accessory dwelling unit ordinance could complement strategies to allow infill development in existing developed residential areas.	YES	Accessory dwellings are allowed in all residential areas.
Adopt a 2025 employment forecast of 5,157	YES	This number was used for planning purposes.

Accept the Alternative A 2050 employment target of 5,257.	YES	This number was used for planning purposes.
Amend the C-2 zone to place a maximum building size or footprint of 50,000 sq. ft. or less. This will preclude most big box development.	YES	C-2 maximum is 50,000 sqft.
Amend the C-2 zone to remove residential uses from the list of outright allowable uses. The C-2 zone presently allows residences as an outright use. The City should remove this permitted use to ensure that lands in C-2 are developed in commercial uses.	YES	Residential uses were removed.
Add design standards for commercial uses in this zone. Design standards will give the City more control over development in the C-2 zone.	NO	No commercial design standards have been developed.
Consider placing a master plan requirement on the 25- acre site adjacent to the interchange, or redesignate the site for business park uses. The 25-acre vacant parcel northwest of the interchange is a key asset to the City for future employment.	YES	Master Planning requirements are in place for parcels over one acre (decision made by Planning Commission or City Council).
Develop and adopt a mixed-use plan designation and zoning district. The housing needs analysis identified need for about 13 acres of land designated for mixed use. The City should also consider revising the zoning code to include a mixed-use residential/commercial zone. This zone should be applied near the downtown area or near other public facilities. The zone should allow for mixture of housing types and associated retail and office uses.	NO	Mixed use was never established.
Coordinate the TSP with the comprehensive plan, zoning code, and public facilities plan update.	PARTIAL	IAMP has been completed, but the TSP has not.
Do not expand the UGB east of Interstate 5 until the City has more clarity on the configuration, timing, and cost of the interchange upgrade. Make it clear to ODOT that the City intends to expand east of Interstate 5 after the upgrade occurs and that land near the freeway and interchange will be designated for employment uses (primarily industrial and office).	YES	This is a Comp Plan policy.
Address [truck traffic] this issue in the TSP update. The City should consider alternative routes that bypass the core area. One alternative is to link Roberts Road	NO	The TSP has not been updated

to Coburg Road on the south side of town.		
Complete the water and sewer system master plan. Coordinate the public facilities planning effort with the comprehensive plan update and the final decision of where to expand the Coburg UGB. Consider cost of providing services as a factor in determining where to expand the UGB	YES	A wastewater master plan was completed
Complete the park master plan and adopt a Citywide park standard. Apply the adopted park standard to obtain a revised estimate of parkland need. The revised parkland need estimate should be included in a revised land need estimate.	YES	A parks master plan was completed and adopted in January 2005
UGB study areas 3 and 4 should be avoided because the large areas within the floodplain. Other potential UGB expansion areas can meet housing needs without placing property at flood risk.	YES	NO expansion was developed for these areas. The 2009 update readdresses the floodplain areas.
Review and revise the draft economic development strategy as appropriate. Adopt the economic development strategy in Chapter 5 as part of the Comprehensive Plan update.	NO	No Economic Development Strategy has been developed.
Consider park and public/semi-public uses when finalizing the UGB expansion figures. These uses will consume land over the next 20 years; the City needs to provide land for these uses.	YES	These considerations were made and implemented.
Include parcels of sufficient size to meet the largest park identified in the City's park master plan. Park plans typically have several park classifications. The largest for communities Coburg's size is the "community park" classification which can range from 10 to 20 acres or larger. The City should ensure land of sufficient area and location is available to implement the park master plan.	PARTIAL	A community park need was identified in the master plan, but the land for such a park has not been identified.
Carefully evaluate each exception area's merit for inclusion in the UGB consistent with the seven Goal 14 factors. Coburg will be required to include exceptions areas in any UGB expansion for residential uses**.** Exceptions areas, are expensive to service and landowners may not be willing to divide and develop their lands. Goal 14 factors 2-5 should be reviewed carefully as the City makes a final determination of which exceptions areas to bring in. Lands in UGB study areas 1, 2 and 5 are good candidates and contain the majority of exception lands within the UGB study areas (about 200 acres and 520 dwelling	YES	These areas were evaluated

units).		
Identify approximately 219.4 gross buildable acres of land to expand the UGB for the 2002-2025 period. Consideration of Goal 14 factors 1-5 suggests that UGB study areas 5 and 6 are the most appropriate location to expand the UGB for residential uses at this time. This recommendation is consistent with the Hybrid Map developed during the *Coburg Crossroads Vision* project. Goal 14 Factor 6 would place this study area as lower priority that Study areas 7 or 8. However, study areas 7 and 8 are both east of Interstate 5. Moreover, ECO recommends that the City consider these areas for employment growth as well as take steps to preserve these areas for future employment growth.	PARTIAL	The UGB was expanded by about 55 acres between 2005-2009
Coburg should make a strong case for a "special need" for the large tract of residential land adjacent to the existing UGB in study Area 6. ORS 197.298(3) allows cities to consider other factors when evaluating lands for inclusion in the UGB.[48] The area is close to the elementary school and the core area and can accommodate the higher density housing types identified in the housing needs analysis.	NO	No expansion in this area took has taken place
Develop better cost estimates of servicing the various UGB expansion study areas as part of the public facilities and services plan update. Coordinate this analysis with the comprehensive plan update and the final decision of where to expand the UGB.	NO	No public facilities plan has been developed and thus no reliable cost estimates exist
UGB expansion study areas 5 and 6 provide the best opportunity for developing an efficient urban form. The City will probably incorporate all or significant portions of study area 5 into its UGB. Adding lands in UGB study area 6 will round out the boundaries and allow better opportunities for urban services to be extended to lands in area 5.	NO	No expansion was made.
The City should develop a system of Urban Reserve Areas. This study not only reviewed land needs for the 2002- 2025 period, but to 2050. OAR 660-021 allows cities to establish Urban Reserve Areas (URAs). The intent of URAs is to allow planning for areas outside urban growth boundaries for eventual inclusion in an urban growth boundary and to protect such lands from patterns of development that would impede urbanization. The rules for identifying and establishing URAs are	NO	The City decided not to pursue urban reserves through the Periodic Review process

described in OAR 660-021-0030, and generally following the requirements of ORS 197.298 and Goal 14.		
Consider URAs that foster existing development patterns. Add the remaining 125 acres of UGB study area 6 and the 28-acre resource land area in UGB study area 5. Consider adding the remaining lands in UGB study area 1. Add lands in UGB study area 7 or 8 for the employment land need for the 2025-2050 planning period.	NO	No expansion was made.

Table 8.3: Policy Gap Analysis

Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
Housing			
Maintain Coburg's small town atmosphere	• Goal 10, Policy 20	• Protect and enhance the character, quality, and function of existing residential neighborhoods while accommodating the City's coordinated population forecast.	Recommends adding policy.
		• Locate the most dense residential areas close to shops and services and transportation hubs.	Consideration for future zoning code amendments (no policy recommended)
Preserve contributing historic housing stock	• Goal 5, Policy 11 • Goal 10, Policy 25	• Provide encouragement, assistance and incentives to private owners for preservation, restoration, redevelopment, reuse, and recognition of significant historic buildings and sites.	Consideration for future zoning code amendments (no policy recommended)
Quality of life/livability	• Goal 10, Policy 21 • Goal 10, Policy 24 • Goal 10, Policy 32 • Goal 10, Policy 33		No changes needed.
Attract young families with school-age children	• Goal 10, Policy 22 • Goal 10, Policy 23		No changes needed.
Retain existing elementary school	• Goal 10, Policy 22 • Goal 10, Policy 23		No changes needed.
Buffer between residential and industrial or commercial land uses	• Goal 10, Policy 7		No changes needed.
Desire for integration (do not segregate housing into	• Goal 10, Policy 3.b	• Encourage affordable housing opportunities that are dispersed throughout the City.	Recommends adding policy.

Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
areas of differing socioeconomic status)			
If cottage housing or other alternative provisions are proposed		• Encourage diversity in size of dwelling units by preserving and/or promoting smaller homes on smaller lots.	Consideration for future zoning code amendments (no policy recommended)
		• Allow alternative residential development options that are compatible with surrounding development.	Recommends adding policy. Revise policy language to address configuring lots in creative ways to address density.
Economy			
Maintain Coburg's small town atmosphere (how to retain small town atmosphere with expected growth)	• Goal 9, Coburg Objective • Goal 9, Policy 11 • Goal 9, Policy 21 • Goal 9, Policy 24		No changes needed.
Buffer between residential and industrial or commercial land uses	• Goal 9, Policy 7 • Goal 9, Policy 27		No changes needed.
Desire for more office/medical office development		• Emphasize new office and medical office development with a complementary mix of supporting uses.	Consideration for future zoning code amendments (no policy recommended)
Want to see 'green industries' explored (e.g. Clean Technology, etc.)	• Goal 9, Policy 14 (addresses topic to some degree)	• Encourage businesses that promote environmentally sustainable technologies.	Recommend alternative language: Encourage businesses that are socially and environmentally sustainable.
Continue to support downtown as destination area for antiquing (with signage, etc.)		• Promote Coburg as a heritage, eco-tourism and recreation destination.	Recommends adding policy.
Emphasize anchor businesses in Coburg's downtown (note: Issue		• Emphasize "anchor" businesses in Coburg's downtown that includes a major owner or lessee that increases traffic to the downtown and promises	Recommends adding policy, may need some language revision.

Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
was addressed in business surveys completed for project)		greater stability and longevity.	
Provide businesses that would support downtown's current emphasis on antiquing (e.g. restaurants, coffee shops, giftware, refinishing, quilting, hotels, bed and breakfast, etc.)		• Encourage clusters of complementary businesses in and surrounding Downtown Coburg, such as restaurants, galleries, shops, hotels and antique vendors, which work together to promote the area as a heritage destination.	Policy not recommended.
Provide range of building sizes (current lack of larger buildings to serve need)		• Encourage a variety of building sizes and types to meet the varying needs of Coburg businesses.	Recommends adding policy.
Emphasize Coburg as Heritage, Recreation and Ecotourism site (develop tourism attractions, such as interpretative center at wetlands)		• Promote Coburg as a heritage, eco-tourism and recreation destination.	Policy not recommended.
Desire to strengthen Gateway features / entry point into downtown (provide connection from I-5 to downtown to draw travelers to downtown)	• Goal 12, Policy 3		No changes needed.
Support development of retail sales and services with businesses that cater to neighborhood needs		• Allow small-scale neighborhood retail and personal services, subject to the following development and design standards: o Locate where local economic demand and local citizen acceptance are demonstrated. o Ensure that building design is compatible with the neighborhood in size, scale, and character.	Policy not recommended.
Restrict/limit large warehouse sites that do not provide significant		• Foster a strong and diverse economy consistent with community values and economic priorities.	Policy not recommended.

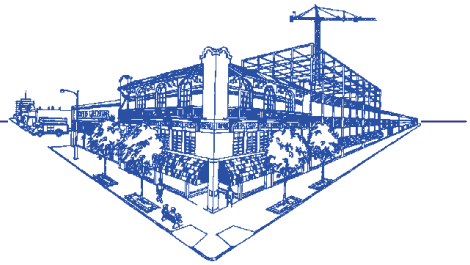
Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
benefits to the community (e.g. in terms of jobs, change of character, etc.)			
Support improvement of interchange		• Support regional infrastructure initiatives, such as the improvement of the Coburg/Interstate 5 Interchange that will enhance economic development opportunities.	Policy not recommended.
Restrict/limit large regional shopping centers	• Goal 9, Policy 17 (addresses topic to some degree)	• Foster a strong and diverse economy consistent with community values and economic priorities.	Policy not recommended.
Need for architectural and landscaping standards	• Goal 9, Policy 8 • Goal 9, Policy 26 • Goal 9, Policy 27		No changes needed.
Continued support for niche retail market such as antique sales		• Support strengthening Coburg's retail shopping areas, including specialty retail in the Downtown, providing local goods and services in new neighborhood commercial areas and encouraging attractive commercial and mixed-use development.	Policy not recommended.
Acknowledgement of need for storm water and wastewater systems	• Goal 9, Policy 9 (needs amendment)	• Encourage infrastructure systems for utilities, transportation and telecommunications to optimize service delivery to the business community.	Recommends adding policy.
Promote and catalyze annual and special local events		• Encourage and develop events throughout the community where people can gather and interact. • Support businesses and organizations involved in the arts, historic preservation and civic activities.	Recommends adding policies.
Increasing role of home businesses		• Support home-based businesses that are compatible with neighborhood character.	Policy not recommended.
Urbanization			
Protect surrounding agricultural lands	• Goal 14, Policy 19		No changes needed.
Use land efficiently - no leapfrog development	• Goal 5, Policy 28		No changes needed.
Plan for sequential, concentric development outward from existing city	• Goal 14, Policy 17		No changes needed.

Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
center			
Continue traditional land use patterns (e.g. continuation of street/block character)	• Goal 14, Policy 53		No changes needed.
Public Facilities			
Plan for parks/open spaces	• Goal 5 and related policies	• Support services and programs that enhance the quality of life in the community and promote a healthy lifestyle.	Recommends adding policy.
Protect future of elementary school	• Goal 11, Policy 19 • Goal 11, Policy 20		No changes needed.
Plan for wastewater system	• Goal 11, Policy 12 • Goal 11, Policy 13 • Goal 11, Policy 14		No changes needed.
Plan for storm water system	• Goal 11, Policy 30		
Plan for Coburg Loop path system		• Support strategies and actions that allow for implementation of the Coburg Loop Plan, consistent with the adopted Coburg Loop Implementation Plan.	Policy not recommended.
Plan for interchange reconstruction	• Goal 10, Policy 40-43 (these should be updated as needed to reflect newly adopted IAMP Plan)		No changes needed.
Plan for Well #3	• Goal 11, Policy 8 (no specific reference to new well)		No changes needed.

Appendix J

Topic	Existing Polic(ies)	Proposed Policy	Planning Commission Recommendation
Better maintain existing parks and open space		• Ensure adequate maintenance and operation funding prior to development of parks and recreational facilities. • Practice preventative maintenance and improve parks and facilities on a scheduled basis in order to maintain user satisfaction, protect the public's investment, and maintain the community's positive image.	Policies not recommended.
Limit traffic on local street system	• Goal 12, Policy 1	• Establish a street system that minimizes bypass traffic and safety impacts on neighborhood streets and promotes and maintains the integrity of neighborhoods. •	Recommends adding policy.
Limit freight traffic through downtown		• Minimize adverse impacts of transportation systems and facilities on neighborhoods and on the Downtown. Potential issues of concern include commercial and industrial traffic on local streets, freight traffic through Downtown, increasing traffic volumes; and/or air and noise pollution. A combination of techniques can be used to avoid or mitigate these impacts, including: creating an interconnected system of streets to distribute the traffic load and lessen the burden on any given street; developing and implementing neighborhood appropriate street design standards; or avoiding connections through residential neighborhoods when they will create new routes for commercial/industrial traffic or by-pass routes.	Recommends adding simplified policy.

E. D. Hovee
& Company, LLC
Economic and Development Services



Memorandum

To:	Ed & Ramon Fisher Oakridge Sand & Gravel
From:	Eric Hovee
Subject:	Regional Economic Analysis for Coburg UGB
Date:	January 9, 2014

In 2010, a draft *Coburg Urbanization Study Update* was prepared for the City of Coburg by the Lane Council of Governments (LCOG). This study included an Economic Opportunities Analysis (EOA) providing estimates of population and employment growth together with land demand over a 20-year planning horizon.

While addressing local employment growth plus the need for Urban Growth Boundary (UGB) expansion to serve regional employment opportunities for which Coburg has a competitive advantage, the Urbanization Study did not explicitly evaluate or quantify the extent of the regional need. Consequently, this regional economic analysis is prepared to more fully quantify the broader need in terms of overall Lane County industrial land demand as compared with the county-wide inventory of suitable and available industrial sites. This regional analysis is also intended to serve as resource documentation for subsequent revisions and finalization of the Coburg Urbanization Study.[1]

This regional economic analysis memorandum covers the following topics:

Summary of Findings & Recommendations
Background for Regional Economic Analysis
Demographic Trends & Forecast
Economic Trends & Forecast
Regional Industrial Lands
Coburg Employment & Industrial Scenarios
Next Steps

Two appendices are included with this report. *Appendix A* briefly profiles E. D. Hovee & Company, LLC as preparer of this analysis. *Appendix B* provides supplemental data tables.

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SUMMARY OF FINDINGS & RECOMMENDATIONS

This regional economic analysis describes conditions that support reconsideration of the 2010 Coburg Urbanization Study and associated Economic Opportunities Analysis (EOA) – with resulting recommendations for UGB expansion to meet 20-year industrial needs. What follows is an abbreviated summary of report observations and findings.

Background for Regional Economic Analysis. The 2010 Urbanization Study concluded that locally-generated industrial land demand calculated using DLCD Safe Harbor provisions could be accommodated by the existing industrial supply. However, the 2010 report recognized that Coburg is also competitive for regional opportunities that could exceed Safe Harbor forecast levels and that the community has a potential need for larger industrial sites of 20+ acres not available within the existing UGB.

Demographic Trends & Forecast. While Coburg has been a relatively rapidly growing community, growth is now well below forecast levels due to the unexpected severity of the recession and closing of RV-equipment manufacturers. Yet improved job options are important for existing residents, especially for workers displaced and not yet fully re-employed since the recession. Family wage employment opportunities also may be pivotal as a means to encourage population growth that has lagged in recent years.

Economic Trends & Forecast. Rather than increasing as projected by the 2010 Urbanization Study, employment in Coburg declined as a result of industrial closures. Since 2010, the economic slowdown has spread beyond industrial to commercial uses. However, an improving economy has led to upward revisions of Oregon Employment Department (OED) forecasts for employment growth for the entire Lane County region.

Regional Industrial Lands. The experience of the recession and ensuing strength of recovery for industrial uses has led jurisdictions in Oregon and Lane County to revise land use and infrastructure plans to focus on added industrial lands – especially for large sites of 20+ acres. There is a particular dearth of large Lane County industrial sites located in immediate proximity to the I-5 transportation corridor.

Coburg Employment & Industrial Scenarios. 20-year forecast options reviewed are:

- **Scenario A** – as an update to the Urbanization Study assuming recapture of employment lost in the recession and consistency with updated OED projections.
- **Scenarios B1-3** – adding the capture of some portion of regional large site demand to the localized Scenario A projections, particularly for I-5 oriented sites.

Realization of any of these scenarios would require expansion of Coburg's UGB for industrial use. Of sites previously evaluated, Study Area 8 (located south of Van Duyn Road at 106 acres) is most highly rated in terms of suitability for industrial development.

Next Steps. Recommended is further discussion with the City of Coburg, LCOG and DLCD to formally update the Urbanization Study – taking into account updated regional forecasts combined with the option to better serve county-wide economic opportunities.

BACKGROUND FOR REGIONAL ECONOMIC ANALYSIS

This background discussion includes a summary review of pertinent portions of the city's existing Urbanization Study, followed by identification of key implications for this supplemental regional economic analysis.

Coburg Urbanization Study

The *2010 Coburg Urbanization Study* was conducted for five identified purposes, specifically to:

(1) Evaluate growth forecasts
(2) Inventory how much buildable land the City has
(3) Identify housing needs
(4) Identify economic development strategies
(5) Determine how much land the City will need to accommodate growth between 2010 and 2030

The City of Coburg had previously evaluated its land needs in 2003-04 as part of the Periodic Review process which included the *Coburg Crossroads* community visioning process, a Comprehensive Plan and Zoning update, and an Interchange Area Management Plan.[2] In conjunction with resolution of wastewater system constraints, the 2010 Urbanization Study was undertaken as a means "to proceed with the compulsory planning and implementation to address future growth."

The Urbanization Study was organized into eight chapters. Key provisions of these chapters of particular relevance to Coburg's Urban Growth Boundary (UGB) for employment use are summarized as follows:

Chapter 1 – Introduction. Described the methods and key policy decisions made as part of the study process. Of importance to industrial land determinations were methods related to Coburg's buildable lands analysis, population and employment forecasting, and land demand evaluation – as outlined below.

Chapter 2 – Population and Employment Forecast. The Urbanization Study resulted in a forecast 20-year population growth rate averaging 5.32% per year (covering the time period from 2010-30) Employment growth for Coburg was forecast at a much lower annual growth rate of 0.83%. With these forecast assumptions, the ratio of employment to population would drop from 3.1 to 1.2 employees per resident from 2010 to 2030.

Coburg's anticipated population growth was determined as part of a Coordinated Population Forecast for Lane County. With population increasing from what was initially estimated at 1,103 residents in 2010 to 3,363 in 2030, this forecast population level also was deemed as adequate to support the community wastewater system being constructed.

While relatively rapid compared to the rest of Lane County, the Urbanization Study notes that "Coburg's proximity to the Eugene-Springfield metropolitan area could create (yet) higher levels of population growth." If realized, population growth above forecast could also be expected to generate added job demand to better serve local residential employment needs.

By comparison, the much lower growth rates associated with the employment forecast were based on a methodology utilizing a Safe Harbor provision (or OAR 660-024). With this methodology, Coburg's employment was assumed to grow at a rate equal to that of Lane County with the then most recent (2006) job forecast as published by the Oregon Employment Department (OED).

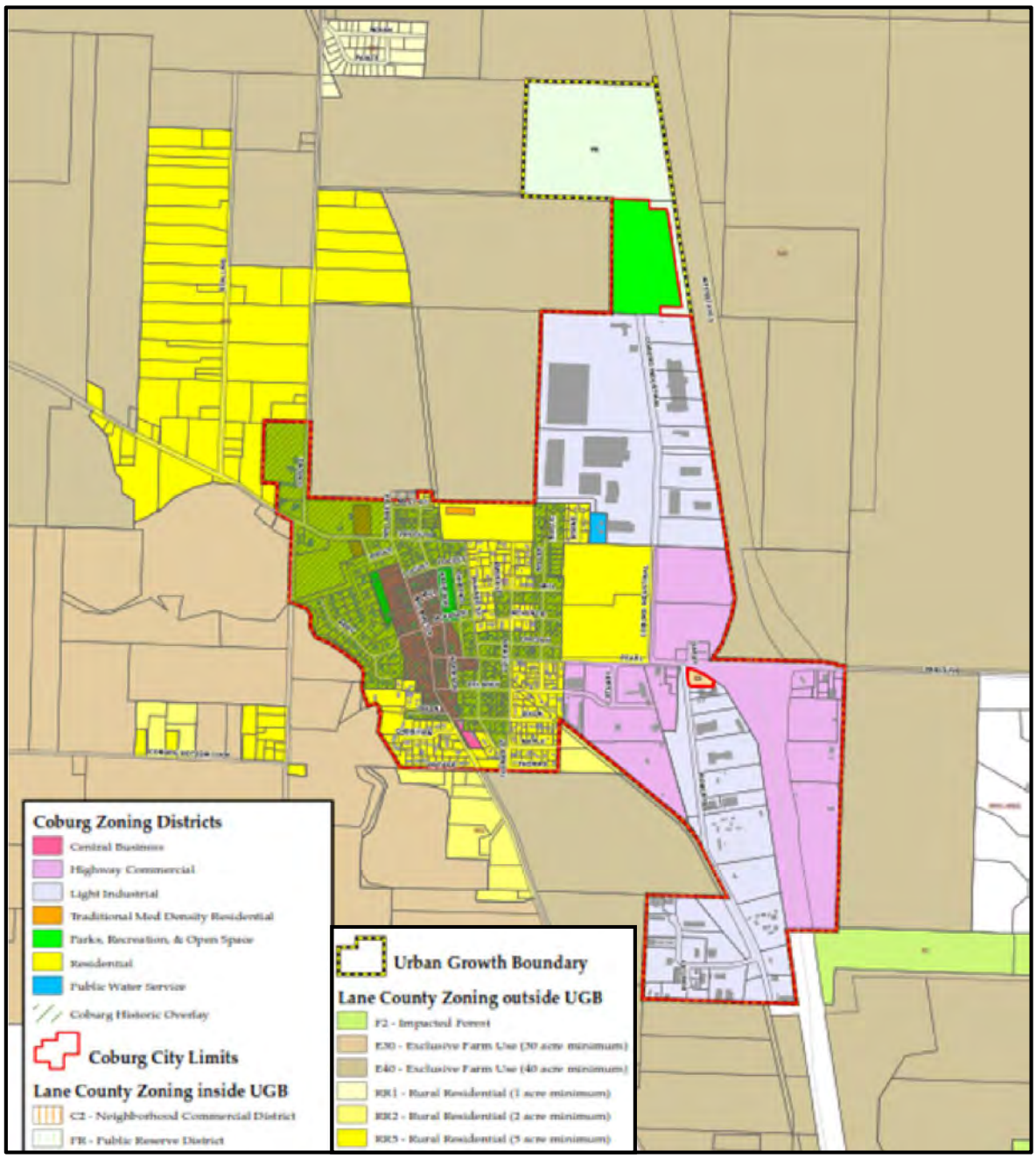
Local adjustments above the county-wide growth rate were made for the retail, professional/business service and leisure and hospitality sectors. These sectors were deemed as under-represented in Coburg but yet expected to increase in the years ahead in response to high rates of forecast growth in local residential development.

While addressing locally generated population and employment needs, the Urbanization Study report noted that the forecast "estimate does not include an adjustment to the growth rate for industries that Coburg has a competitive advantage in."[3] For Coburg, these industries of competitive advantage have been in *traded sectors* such as manufacturing and distribution-related activities.

Chapter 3 – Buildable Lands Analysis. As of 2010, Coburg had about 650 acres of land area within its UGB, of which 551 acres (85%) were in tax lots. Approximately 193 acres were zoned for light industrial use. Of this, 16.2 net acres were vacant with another 12.2 acres indicated as redevelopable for total buildable industrial inventory of 28.4 acres.

As illustrated by the map on the following page, industrial zoning designations currently are indicated for properties on the west side of the I-5 freeway both north and south of Coburg's freeway interchange (Exit 199). There are no sites on the east side of the freeway designated for industrial use.

Existing Zoning within Coburg's UGB (as of 2010)



Source: Excerpted from *2010 Coburg Urbanization Study.*

Chapter 4 – Housing Needs Analysis. Housing needs are driven from Coburg's population forecast. Single family detached housing is anticipated to continue to account for the majority of future residential development, but with increasing proportions of demand expected for single family attached and multiple family residential uses.

The 2010 residential supply of land was estimated to be approximately 97 acres short of the acreage needed, resulting in evaluation of potential areas for UGB expansion. Also noted was the need for an added nearly 50 acres of UGB area to accommodate public infrastructure needs. These needs were not expected to directly affect the analysis of industrial land needs – as different sites were considered for residential versus employment use with prospective UGB expansion (with the Chapter 7 analysis).

Chapter 5 – Economic Opportunities Analysis. Coburg's EOA chapter addressed:

- **The City's economic development vision** – including a variety of site characteristics for both commercial and industrial economic opportunities including the need to provide large sites for major employers.
- **Identification of industries most likely to be attracted to Coburg** – with light industrial activities including manufacturing, wholesale/warehousing/distribution centers dependent on I-5 corridor proximity.
- **Estimation of industrial land need** – for 247 added industrial jobs over 20 years (or 40% of Coburg's total projected growth of 615 added jobs), requiring an estimated 18-21 acres (within Coburg's existing estimated buildable lands capacity with existing buildable industrial sites estimated at over 28 acres).

While industrial land demand as calculated appeared to be accommodated by the supply within the existing UGB, the 2010 Urbanization Study also articulated two key reasons as to why this supply might prove insufficient to meet 20-year project needs. First, the study recognized that Coburg offers the potential that "additional growth beyond the AAGR (average annual growth rate) applied to Lane County for these industries could be planned, provided that Coburg has sufficient land to accommodate this anticipated growth." Sectors for which Coburg has been and could be expected to remain competitive are identified as including "certain industrial and transportation sectors, including warehousing, distribution, wholesale trade, and manufacturing."

Second, the EOA acknowledges that a mathematical evaluation of land supply and demand "does not consider whether the land available is well-suited to meet the needs of new employment growth."[4] Of particular note has been the potential need for larger industrial sites of 20+ acres that are not available within the existing UGB.

Chapter 6 – Comparison of Land Supply and Demand. The primary question presented by the Urbanization Study and its EOA chapter was whether needs are adequately met by the existing inventory. The 2010 EOA conclusion was that: "The City will need 2-3 sites of industrial or other employment land on sites 20 acres and larger that cannot be accommodated within the existing UGB."

While not directly quantified, this EOA industrial land deficiency was expected to result from: a) industrial job growth that is above county-wide rates due to Coburg's advantages of direct I-5 proximity; and b) the anticipated need of major industrial users for sites of 20+ acres that are not available with Coburg's existing buildable lands inventory. This present regional economic analysis is aimed to more explicitly characterize and quantify these potential added land needs.

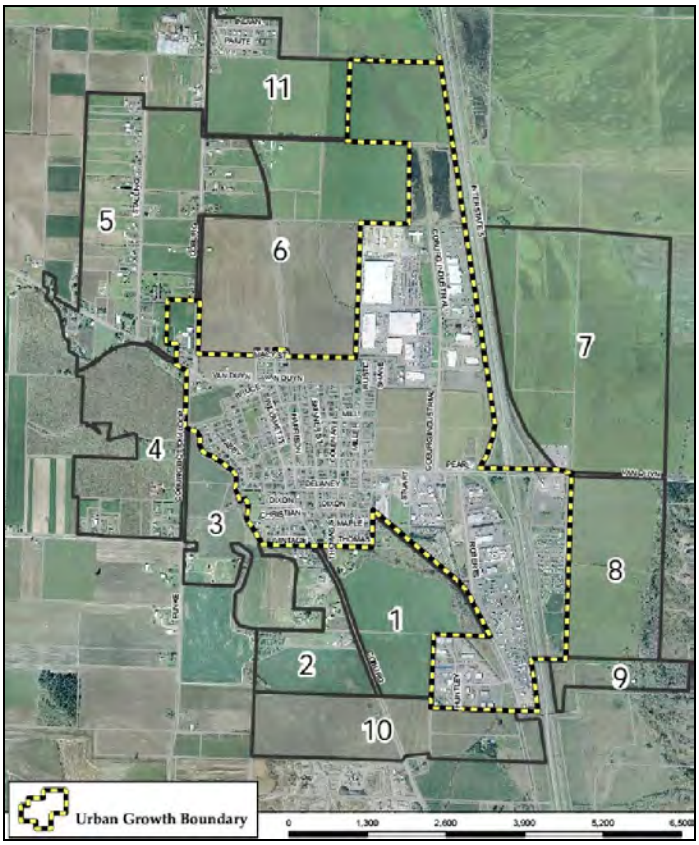
Chapter 7 – UGB Expansion Areas Study. To address the shortfall of both residential and employment lands, the 2010 Urbanization Study included a detailed evaluation of 11 study areas. Eight study areas were identified as presenting primary opportunity for potential residential expansion.

Three areas were considered primarily for potential employment uses. As shown by the map to the right, these were Study Areas 7, 8 and 9 – totaling 372 acres located just east of the I-5 Freeway.

Of the three study areas considered for expanded industrial use, the Final Employment Expansion Recommendation of the Urbanization Study was for the approximately 106 acre Study Area 8 site located on the south side of Van Duyn Road.[5] This area was recommended as "prime land for industrial and office employment."[6]

This Study Area consists of just one parcel with one use. A single site allows for greater flexibility of future parcelization within a potential master plan context. Also noted is that an access frontage road is planned to be constructed land south and east of the I-5 interchange. And since the Urbanization Study was completed, access to municipal wastewater facilities has been extended to in-city properties east of the I-5 freeway.[7]

2010 UGB Expansion Study Areas



Employment Final Recommendation

Source: *2010 Coburg Urbanization Study.*

Study Area 8 is directly adjacent to the only portions of Coburg's existing UGB that are east of I-5. This recommended UGB expansion area shares a significant border with the existing UGB adjoining immediately to the west.

Almost all (98%) of Study Area 8 acreage comprises Class V or VI soils, the lowest agricultural values of those typically mapped (and most favorable soil scenario for urban development of all study areas considered). There were no mapped wetlands areas per the National Wetland Inventory and no part of the site was deemed as being affected by floodplain designation. Due to the site's location south of Van Duyn Road and proximity to existing urban development, there also are fewer potential conflicts with adjoining rural/ranching uses than might be expected on the north side of Van Duyn.

Chapter 8 – Policy Analysis. The 2010 Coburg Urbanization Study concluded with a series of recommendations related to residential development, non-residential development, transportation, utilities, natural resources and environment, and UGB expansion. Of particular relevance to this present regional analysis was the **non-residential development** recommendation to "expand the UGB to ensure that the supply of industrial land contains sufficient diversity to meet anticipated new employment needs." Specifically referenced was the need for adding at least 40-60 acres in contiguous ownership (of 20+ acre parcels) that can be developed for larger industrial uses.

With respect to **UGB expansion**, the related recommendation of the Urbanization Study was to "add employment land to the UGB as supported by the Study and directed by the City Council." This recommendation also referenced the need for addition of 20+ acre industrial sites as supported by the Chapter 7 UGB expansion analysis.

Implications for Regional Economic Analysis

Four observations from this planning review can be drawn that are of importance for the current updated and expanded regional economic analysis:

- Renewed local population growth is important to most effectively support expansion and planned utilization of Coburg's wastewater system.
- Population growth should not be expected to occur on its own but may increasingly depend both on the recovery of jobs lost during the recession and on renewed growth to serve both local and regional employment needs.
- As acknowledged by the 2010 Urbanization Study, Coburg enjoys a pivotal potential regional competitive advantage if sites of 20+ acres which are currently not available can be provided with UGB expansion.
- Of the site areas evaluated with the 2010 analysis, Study Area 8 south of Van Duyn Road has been recommended as the highest priority site for possible UGB expansion to serve large site industrial site needs.

These observations serve as a *starting point* for the updated and expanded regional economic analysis which now follows.

DEMOGRAPHIC TRENDS & FORECAST

While not viewed as the only driver of regional economic opportunities for Coburg, local and county-wide demographics will affect an updated assessment of industrial land needs locally in two important respects:

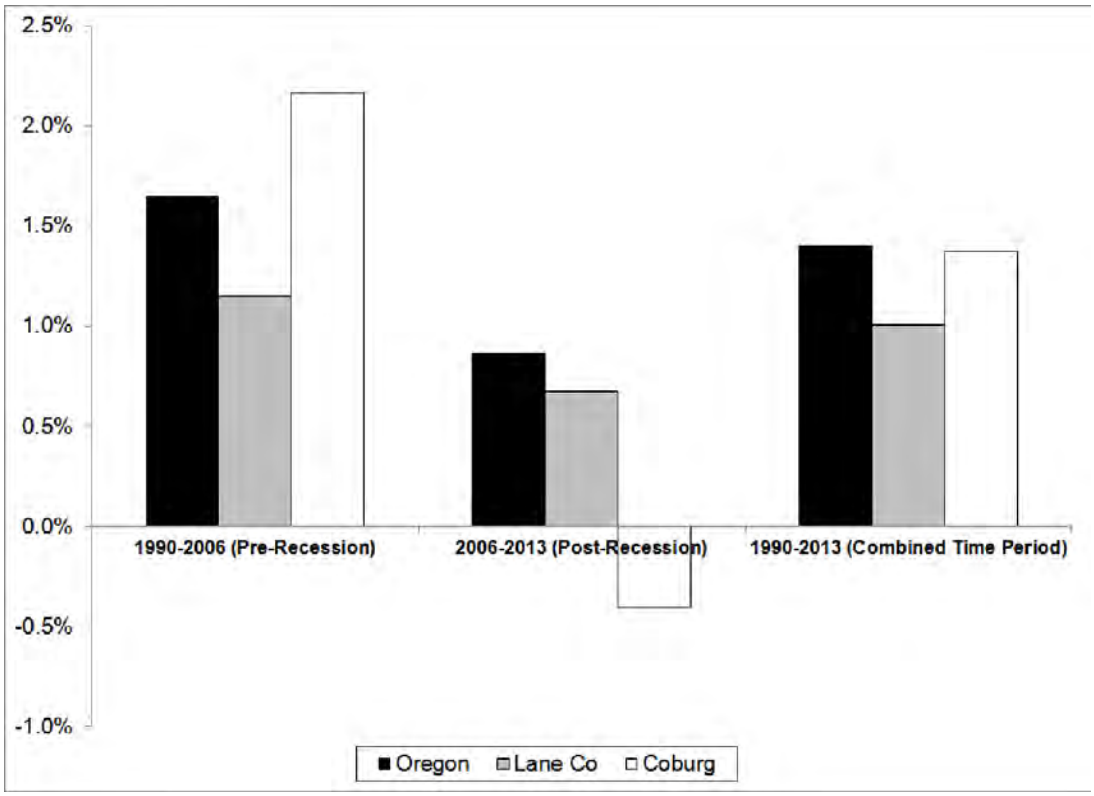
- Recent changes in county-wide demographics will affect employment needs for jobs-population balance regionally.
- Changes in Coburg-specific demographics will affect employment opportunities to serve local community needs – particularly for industrial jobs

This analysis begins with a review of population trends and forecasts. This is followed by brief discussion of other demographic trends of note – especially with respect to resulting implications for employment needs.

Population Trends & Forecast

Multi-year population growth rates since 1990 or Coburg as compared with the entire state of Oregon and Lane County are illustrated by the following graph (with detailed tabular data provided by Appendix B to this report).

Comparative Annual Population Growth Rates (1990-2013)



Sources: U.S. Census Bureau, Population Research Center - Portland State University (PSU).

Key observations noted from this comparison are summarized as follows:

- **Pre-recession** (from 1990-2006), Coburg's population was increasing at an average rate of 2.2% per year – well above comparable growth rates for the entire state and Lane County.
- **During and since the recession** (from 2006-2013), Coburg has experienced little to no net growth. Including what appears to be a 2010 U.S. Census data adjustment, reported population has declined over this post-recession time period. While population growth state- and county-wide slowed during and after the recession, Coburg's population growth slowed even more dramatically. For each of the most recent three years of 2011-13, Coburg's population is estimated at 1,045 residents – essentially reflecting a holding pattern of no growth at present.
- **Over the full 1990-2013 time period,** Coburg's population has increased at an average rate of 1.4% per year. This is essentially the same growth rate as was experienced statewide – and above the 1.0% average annual Lane County rate of population increase experienced over this same 1990-2013 time period.

As noted, the *2010 Coburg Urbanization Study* reflected a Lane County adopted population growth rate averaging 5.32% per year over the 2008-35 time period. This resulted in a forecast in-city population of 3,363 residents by 2030, approximately three times the population estimate of 1,103 estimated for 2010. Note that this population estimate was made prior to release of 2010 Census results – indicating an adjusted 2010 population figure of 1,035 (or 6% below the prior PSU estimate).

In effect, Coburg's population has made no progress to date toward realization of the growth target identified with the Urbanization Study in 2010. If this pattern of limited to no growth were to continue, the community can expect to face greater challenges in funding wastewater system expansion and utilization as well as other public services.

With single family residential construction now again being experienced nationally and regionally, some return to growth in Coburg could reasonably be expected in the years ahead. However, to approach the 5.3% growth rate anticipated in 2010, other supporting actions may be necessary. A renewed emphasis on generating family wage employment could prove instrumental in also fulfilling the community's population growth objectives.

Other Demographic Trends of Note

Other demographic trends of note relate to such items as median age of population, racial and ethnic diversity, average housing value, homeownership %, educational levles, labor force participation and unemployment rates, median income, average commute to work times. Based on data as provided by Appendix B, comparisons of demographic characteristics between Coburg, Lane County and the entire state are summarized as follows:

- As of 2010, the **median age** of Coburg residents was relatively high at 41.6 years and is increased substantially from 2000. Median age is also above that of the rest of Lane County or the entire state.
- Coburg has a below average proportions of **non-white and Latino populations** – especially when compared with the entire state – but has also become more diverse over the last decade.
- Nearly 75% of homes are **owner-occupied**, well above comparable rates county- and state-wide – but home ownership rates declined by more than elsewhere from 2000-10.
- Median **housing values** are relatively high compared to the rest of Lane County, but more affordable than housing costs statewide.
- Coburg population is relatively **well educated** – with over one-third of adult residents having a bachelor's degree or better.
- **Labor force participation** is also relatively high – and increased during the last decade (unlike the rest of Lane County and the state).
- **Unemployment rates** are below county- and statewide averages, but have increased substantially in the last decade.
- At nearly $69,000 per household, **median incomes** are well above county- and statewide figures – and increased more rapidly in Coburg than county- or statewide over the past decade.
- **Average travel time to work** is just over 18 minutes – reflecting shorter commutes than occurs throughout Lane County or statewide. Local commutes have also dropped somewhat in recent years.

Taken together, these indicators portray a community that is relatively and increasingly affluent and well-educated – compared to the rest of Lane County and the state. At the same time, Coburg's population is getting both older and more dependent on employment opportunity – trends that raise questions about the continued attractiveness and livability of the community for the next generation of residents.

Improved job options may be important for some existing residents, especially those displaced and not yet fully re-employed since the recession. Family wage employment opportunities also may become more important as a means to encourage renewed population growth that has lagged in recent years.

ECONOMIC TRENDS & FORECAST

Economic data pertinent to this analysis begins with a review of recent employment trends for Coburg. This is followed by consideration of regional trends and forecast – with resulting implications for future job change in Coburg's UGB.

Coburg Employment Trends

The most readily available employment data for Coburg is for jobs covered by unemployment insurance, as compiled by the Oregon Employment Department (OED). As indicated by the chart to the right, Coburg has lost an estimated 1,810 covered jobs in the six years from 2006-2012 – more than half of its reported 2006 employment base:

- Historically and at its peak, Coburg's employment base has been predominantly oriented to industrial job sectors (notably natural resource, construction, wholesale and transportation uses).
- Job losses experienced from 2006-10 were primarily focused on industrial activities, especially RV-manufacturing.
- However, in the most recent two-year period from 2010-12, job losses shifted to commercial sector activity. This shift reflects delayed spin-off effects of traded sector job loss to other supportive service sector activities throughout the local economy.
- Because an estimated 14% of all Coburg employment in 2006 comprised jobs not covered by unemployment insurance, these spin-off effects have also affected sole proprietors and others not counted directly by OED / QCEW data.

Coburg Covered Employment Experience (2006-12)

	% of Total		
	2006	**2010**	**2012**
Industrial Sectors	75%	64%	68%
Commercial Sectors	25%	36%	32%
All Sectors	100%	100%	100%
All Covered Jobs	**2,848**	**1,322**	**1,038**

Note: Covered job totals reflect OED/QCEW data as reported for Coburg by LCOG. Industrial/commercial allocations are estimated by E. D. Hovee & Company, LLC from QCEW combined with U.S. Census datasets.

Sources: OED Quarterly Census of Employment & Payroll (QCEW), LCOG, U.S. Census and E. D. Hovee.

Of added note is that, while manufacturing job losses were already underway, the 2010 Urbanization Study had forecast a modest 3% employment increase between 2006-2010. This was accompanied by a 2010 report caveat that, with the closure of Monaco Coach, 2010 forecast was not anticipated to be realized, at least in the near term. However the long-term forecast was expected to be realized including the very likely re-use of the Monaco site.[8]

With 2010 actual employment results now known, job cutbacks appear to have been even more substantial than was previously anticipated – with loss of more than 50% of Coburg's covered employment base realized in just four years from 2006-10.

A question pivotal to an updated job forecast is whether and to what degree the post-2006 job loss might be recaptured as was previously assumed with the 2010 Urbanization Study. This question is addressed in more detail later in this report with analysis of Coburg employment and industrial scenarios.

Economic Forecast Process

Three methodological factors served as primary drivers of Coburg's 20-year employment forecast with the 2010 Urbanization Study:

- Establishment of a base year employment estimate (as of 2006), reflecting QCEW covered employment data adjusted for non-covered employment based on information from the U.S. Bureau of Economic Analysis (BEA). As noted, approximately 86% of employment in Coburg was estimated to consist of covered employees, with the remaining 14% as non-covered employees (as is often the case with sole proprietors of small businesses).
- Utilization of the then most current 10-year Lane County employment forecast (for 2006-16), as prepared by the Oregon Employment Department (OED).
- Application of a Safe Harbor provision, assuming that Coburg employment would increase at the same percentage rate as county-wide job growth over the 10-year OED employment forecast period.

This updated and expanded regional economic analysis considers: a) the extent to which conditions related to any of these three factors have changed since 2006; and b) whether the assumptions related to these factors remain valid or might be appropriately be adjusted to better address regional as well as local economic needs.

The 2010 Urbanization Study relies on 2006 jobs data as a starting point for its evaluation of future industrial / commercial job and associated land needs. A pivotal question for this updated Coburg UGB economic analysis is whether an updated forecast should be adjusted to start with a lower base level of employment or, alternatively, should continue to assume job replacement for what was lost in the recession followed by further job growth with full economic recovery.

Regional Economic Forecasts

As noted, a key input to the Coburg employment forecast has been the use of the Lane County-wide projection as updated every two years by the Oregon Employment Department (OED). As detailed by the following chart, the 2010 Urbanization Report relied on a forecast covering the 2006-16 period (with adjustments for three Coburg-specific sectors). The most recent 2012 OED analysis covers an updated forecast time period extending from 2010-20.[9]

Comparative Employment Forecast Growth Rates
(Annual Average Growth Rate – AAGR)

	2010 Urbanization Study		Update Analysis
Employment Sector	**Lane County (2006-16)**	**Adjusted Coburg AAGR**	**Lane County (2010-20)**
Natural Resources and Mining	0.00%		1.01%
Construction	1.41%		2.41%
Manufacturing	0.34%		1.24%
Wholesale Trade	0.97%		2.03%
Retail Trade	1.16%	2.00%	1.37%
Transportation, Warehousing, Utilities	1.15%		1.66%
Information	1.03%		1.42%
Financial Activities	1.14%		1.29%
Professional and Business Services	1.72%	2.25%	2.48%
Educational and Health Services	2.71%		2.56%
Leisure and Hospitality	1.82%	2.25%	1.43%
Other Services	1.12%		1.52%
Government	1.20%		0.98%
Total Employment	**1.39%**	**0.83%**	**1.66%**
Comments	OED 10-year forecast for Region 5 - Lane County	Revised w/under-represented sectors, total is Coburg average	Most recent 10-year OED Region 5 forecast (as of 2012)

Sources: Oregon Employment Department (OED) and *2010 Coburg Urbanization Study.* OED regional projections cited were based on a forecast analysis issued December, 2007.

Several observations are noted from this 2012 OED forecast update:

- The overall Lane County *job growth rate* has been increased from a 1.39% average annual growth rate (AAGR) with the 2010 Urbanization Study to a 1.66% AAGR with the most recent available OED regional projection. Extrapolation of this AAGR means that county-wide job growth which was expected to increase by 32% over 20 years would now be expected to increase by 39%.
- The most significant *ramp-up* of employment expectations is noted across the full range of industrial activities – including natural resources/mining, construction, manufacturing, wholesale trade, and transportation/warehousing/utilities. By comparison, county-wide job growth expectations are downgraded for some commercial sectors including education/health, leisure/hospitality, and governmental activities.
- Because Coburg's *mix of employment* historically has been concentrated in lower growth sectors, the 2010 Urbanization Study utilized an overall 0.83% AAGR job forecast growth factor (even after upward adjustments for three under-represented employment sectors as noted above).

- If Coburg's job growth rate were adjusted upwards to reflect the updated overall growth expectations for Lane County of a 1.66% AAGR, the employment gain within Coburg's UGB would double from the previous projection of an added 615 jobs to 1,292 net added jobs over a 20-year planning horizon.

Comparison with OEA Forecast

The State of Oregon Office of Economic Analysis (OEA) provides quarterly updates of 10-year economic forecasts. While forecasts are made only for the entire state (not counties or economic subregions), the most recent December 2013 statewide forecast provides a useful point of comparison with the 2012 OED statewide projections.

Statewide Comparison. A detailed statistical comparison of OEA and OED forecast results for the 2010-20 time period is provided by Appendix B to this report. Key observations are noted as follows:

- Overall, OEA's recent forecast indicates that employment statewide may increase at a somewhat slower rate than has been projected by OED. However, OEA is significantly *more bullish* on prospects for industrial employment (and softer on the commercial outlook) than OED.
- OEA forecasts stronger rates of growth for the construction, manufacturing and TWU sectors than OED. Within manufacturing, forecasts recently have been revised upward for non-durable goods production – especially food processing.
- Despite "ebbs and flows," the national and regional economic recovery remains on track. While not overly robust, job growth has been strong enough to allow for gradual reductions of the state's unemployment rate.
- After a prolonged downturn, home construction is now in recovery mode – though at levels still well below the pre-recession peak. While higher interest rates may raise new challenges for housing affordability nationally and regionally, the need to "catch up" to the underbuilding of recent years means that there is still considerable *unmet demand* to address in the years ahead.
- A significant economic issue for the nation and state is what the OEA report terms as "job polarization" – resulting in fewer middle wage jobs but more jobs at both the lower and upper ends of the income spectrum.[10] Also noted is a trend toward more part-time employment.

Willamette Valley Overview. Although OEA does not provide sub-state job forecasts, the most recent economic report does include a brief discussion of the prospects for the two major economic regions of the state – the Portland metro area and the Willamette Valley. For purposes of OEA's analysis, the Willamette Valley region comprises Benton, Lane, Linn, Marion and Polk Counties.

OEA describes the Willamette Valley as the "bellwether region" of Oregon, with economic trends generally closely mirroring what occurs statewide. This region is more stable economically than some other areas of the state – in large part due to the stability of the region's substantial public sector – with a state capitol and two major universities.

The Willamette Valley is also characterized by several industries which have a stronger concentration in this region compared to the rest of the state. These relatively concentrated industrial sectors include:[11]

- Agriculture and forestry support
- Chemical manufacturing
- Warehousing and storage
- Textile manufacturing
- Crop production
- Wood product manufacturing
- Food manufacturing
- Apparel manufacturing

Implications for Coburg Industrial Lands

This review of local and regional economic trends suggests that the 2010 Urbanization Study warrants updating to address the following changes in economic conditions:

(1) Substantial loss of RV equipment industrial employment during the recession with subsequent negative spillover to other Coburg business activities – and resulting need to replace this loss as a pre-condition to future net job growth.

(2) Overall upgrading of regional (Lane County) job forecasts from what was anticipated in 2010, with resulting long-term opportunity to offset economic losses experienced within Coburg's historic employment base.

(3) Further economic opportunity for regional capture of demand for large site industrial users requiring interstate freeway access, offering a distinctive competitive advantage for Coburg relative to alternative industrial sites elsewhere in Lane County – as described in the next section of this regional economic analysis.

REGIONAL INDUSTRIAL LANDS

Based on research conducted for this analysis, there does not appear to be a current, comprehensive inventory of all vacant and underutilized industrial properties in Lane County – including what is on the market plus not currently available for sale or lease.

However, individual jurisdictions have conducted inventories for purposes including identification of properties now on the market together with encompassing local inventories conducted by individual cities. Several information resources are considered with this preliminary review:

- Listing of industrial sites currently being marketed, as provided by Lane County.
- Eugene-Springfield Metro Plan (now dated, extending back to 2004)

- Reference to draft EOA update for Springfield conducted in 2009 (with estimated need for 450 acres on 6 sites added as possible UGB expansion)
- Linkage to Envision Eugene 2012 recommendation for UGB expansion (as regional job center requiring 475 acres with 12 new industrial sites)
- Goshen Region Employment and Transition (GREAT) Plan (completed in 2012 for a 316+ acre industrial area within the unincorporated community of Goshen).

Each of these sources is described briefly, in turn – followed by discussion of implications for Coburg industrial property suitability and development potential.

Marketable Industrial Properties. A clear indication of the current dearth of large industrial properties is provided by a current listing of industrial sites available county-wide as maintained by Lane County. As of December 2013, 338 commercial and industrial sites are identified as being marketed for sale or lease in Lane County jurisdictions extending from Florence on the coast to the Eugene-Springfield metro area and neighboring communities.

Of these properties, 138 are designated for industrial or industrial/commercial use (with the other 200 sites designated for commercial use). If parcels with substantial buildings are excluded, there are a remaining 56 vacant industrial properties plus another six underimproved sites (which have buildings occupying less than 10% of site area).

As indicated by the chart to the right, there are only five identified sites of 20+ acres currently being marketed within Lane County for industrial development:

- Four of the properties are in Eugene – all four of which are located distant from the I-5 interstate transportation corridor.
- Also available for sale is the former Bald Mill veneer plant in Creswell – 10 miles south of Eugene, subject of a major 2008 fire, and with an existing 64,000 square foot building on site.

Lane County 20+ Acre Industrial Sites

City	Address	Acres
Eugene	Awbrey Lane	60.71
Creswell	33662 East Park Drive	44.07
Eugene	Ed Cone Blvd. Vinci	33.40
Eugene	Awbrey Lane	22.11
Eugene	Ed Cone Blvd. Lot 14	20.35
Total		180.64

Note: Comprises sites currently being marketed for development.

Source: Lane County Community Economic Development Department, December 2012.

Coburg does not have any sites of 20+ sites indicated by Lane County as being readily suitable and actively marketed at present for industrial development. However, if such sites were to be designated for industrial use, Coburg properties could represent viable options for industrial users that require direct interstate freeway access proximate to urban area population centers.

Eugene-Springfield Metro Plan. A Eugene-Springfield Metropolitan Area 1990 General Plan was initially adopted in 1972. This was replaced by an updated 1980 Metro Plan adopted by the Cities of Eugene and Springfield and (with a different version) by Lane County in 1980. This regional area plan was comprehensively updated in 2004 with plan replacement pages updated as recently as 2010.

The Metro Plan addresses economic development as an applicable statewide planning goal for the Eugene-Springfield metropolitan area (south of Coburg) with an overall goal to: *Broaden, improve, and diversify the metropolitan economy while enhancing the environment.*

In addition to this goal statement, the Economic Element of the Metro Plan also included a series of findings, objectives, and policies. Objectives most relevant to this current regional economic analysis were to:

- Supply an adequate amount of land within the UGB (for manufacturing and as a regional distribution, trade and service sector)
- Reserve enough remaining large parcels for special developments requiring large lots

An accompanying policy was to: "Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand." However, it is noted that the 2004 Metro Plan update document did not contain quantitative analysis or findings as to industrial and commercial land demand relative to supply in the Eugene-Springfield area.

Subsequently, in 2007 the Oregon Legislature passed House Bill 3337 directing Eugene and Springfield to establish separate UGBs. As a result, planning for the urbanized portion of the metro area shifted from a regional to jurisdiction-specific approach for Eugene and Springfield – leading to recent EOAs that were conducted separately for each of the two cities.

Springfield EOA. A draft *Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis* was completed for the City of Springfield in 2009. The EOA concluded that Springfield has a deficit of 450 acres for industrial land to be served with large lot development. Specifically recommended was a need for three 50 acre and three 100 acre sites.[12]

The EOA identified a need for a portion of these larger added sites to be located near an I-5 interchange. Large-scale industrial-related business activities important to the region's economy were noted as including manufacturing, recreational vehicle manufacturing and retailing, wood products and paper manufacturing, and call centers (as with Symantec).

Results of the EOA have been integrated into the *Springfield 2030 Refinement Plan* – as an update to the existing Comprehensive Plan. Proposed as of 2013 was potential

expansion of Springfield's UGB for an added 640 suitable acres of employment land. Five areas totaling up to 1,343.3 suitable (or developable) acres have been evaluated as potential candidates for UGB expansion. Two areas are in proximity to the I-5 corridor – North Gateway at 226.3 suitable acres and Seavey Loop at 151.8 acres.

Currently, it is anticipated that the Springfield City Council and Lane County Board of Commissioners will conducte a Public Hearing on the proposed 2030 Refinement Plan and UGB Amendment in early 2014.

Eugene EOA. In 2010, an EOA was conducted for the City of Eugene as part of a *Eugene Comprehensive Lands Assessment.* As with Springfield, the demand for commercial and industrial land was forecast over a 20-year planning period. The Eugene EOA tentatively concluded that industrial land needs might appear to potentially met by the existing buildable lands inventory, but with a significant caveat:

> The City of Eugene has not stated objectives for economic development (as required for an EOA), making it very difficult to identify the characteristics of sites needed to implement the economic development objectives. When Eugene decisionmakers develop this statement of economic development objectives, the analysis of commercial and industrial land demand may change, possibly substantially, to implement the economic development objectives and the potential for larger site needs.[13]

The Eugene EOA identified manufacturing as a *traded sector,* providing regional business activity important to Eugene and the regional economy. Specifically described by the EOA was a concern that the "characteristics of Eugene's vacant commercial and industrial sites larger than 5 acres may not be satisfactory for attracting or growing business." Issues noted were a lack of large sites, wetlands, and a lack of sites offering proximity to the I-5 freeway corridor versus an overabundance of sites along the less desirable Highway 99 corridor on the west side of Eugene.

Eugene's EOA also set the stage for further more detailed evaluation of opportunities consistent with Goal 9 that allows cities to be *aspirational* in local economic development planning. In effect, Goal 9 offers the opportunity to increase buildable lands "beyond what might be calculated to strictly match forecasted employment" to attract types of firms that historically may not have located in the community because it lacks sites suitable for these firms.

Envision Eugene. The 2010 Eugene EOA has been followed by a broader community planning process known as *Envision Eugene.* A critical component of this process currently underway has been to focus on land needs for industrial jobs.

This detailed analysis also identifies eight key industries viewed as pivotal to realizing the *Envision Eugene* goal of increasing the average wage in the community. Key industries identified for Eugene are clean technology/renewable energy, environmental services, waste remediation, health and wellness, specialized manufacturing, software/information technology services, biosciences, and food processing and

manufacturing. A conclusion of the *Envision Eugene* process is that "all of the key industries could utilize sites that are larger than 10 acres in size, and in some cases, larger than 50 acres, depending on the size of the business.

A 2012 draft industrial lands inventory has calculated that Eugene has a surplus of sites of less than 10 acres, but a deficiency of sites of 10+ acres in size. Of 14 identified 10+ acre sites city-wide, only two properties are located in proximity to the I-5 freeway corridor, accessed from Beltline Road. One is a vacant property and the other a redevelopment site.

Recommended *by Envision Eugene* is expansion of the city's UGB to accommodate added industrial sites in the following size classes:

- 10-20 acres (5 sites totaling 75 acres)
- 20-50 acres (1 site totaling 25 acres)
- 50-75 acres (3 sites totaling 180 acres)
- 75-100 acres (2 sites totaling 170 acres)
- ***Total added industrial need of approximately 475 suitable buildable acres***

The geographic area proposed for UGB expansion to better accommodate Eugene's industrial needs is in NW Eugene – extending to include areas between Highway 99 and the Eugene Airport north to Awbrey Lane. While these steps will be important to improve Eugene's economic opportunities, they are unlikely to prove sufficient to accommodate the full range of high-wage industries needed for regional economic vitality – notably the need for large industrial sites directly fronting on I-5 as the west coast's primary freight transportation corridor.[14]

In June 2012, *Envision Eugene, A Community Vision for 2032* was recognized by the Eugene City Council as a basis for moving forward to implement the City's long range plan. Refined recommendations for UGB expansion are currently expected to be presented to the Planning Commission and City Council in 2014. Amendments to the Comprehensive Plan, code amendments and zone changes are also anticipated to accompany plan implementation.

Goshen Region Employment and Transition (GREAT) Plan. In 2012, Lane County prepared a Goal 14 Exception – Findings Document aimed to enhance the economic viability of 316.51 acres of existing underutilized industrial land within the rural unincorporated area of Goshen. The GREAT Strategy and Action Plan involves seven major steps:

1) Obtain a Goal 14 urbanization exception that would facilitate redesignation from what is viewed as a "restrictive, rural land use regulation to adoption of a more flexible, urban level of industrial zoning in Goshen." This would allow for accommodation of large scale regional as well as small scale localized industrial uses – including potential creation of a community sewer system rather than placing continued reliance on individual septic systems.

2) County nomination and subsequent state designation of Goshen in 2012 as a Regionally Significant Industrial Area (RSIA) pursuant to Senate Bill 766. With this designation, a new or expanded industrial use would be eligible for expedited industrial land use permitting – for uses consistent with the County's comprehensive plan and land use regulations.
3) Potential Enterprise Zone (or Urban Renewal District) designation.
4) Infrastructure planning including priority for a sewer feasibility study and transportation improvements to Highway 99 in proximity to I-5 and Highway 58.
5) Phase 1 brownfield and wetland assessments – as a significant milestone toward establishing "shovel readiness."
6) Property visioning involving cooperative efforts with property owners and partner organizations to obtain Industrial Site Certification and Decision Ready Site statue through the Oregon Economic Development Department (Business Oregon).
7) Shovel-ready status through Business Oregon designation, coordinated with the Governor's Regional Solutions team.

If approved, the Goal 14 exception would enable Goshen to offer large sites for regional industrial uses requiring direct I-5 proximity. These are sites that currently remain unavailable elsewhere in Lane County. However, a key issue to address for Goshen competitiveness will be full utility (notably sewer) capability. A limitation that may be more difficult longer term to address is the location of Goshen at the southern end of the metro region with less access to labor force in all directions than can be found in Coburg.

As of June 2013, the Lane County Board of Commissioners has adopted the GREAT plan for Goshen's unincorporated area including:

- Legislative post-acknowledgement plan amendment (PAPA) as an exception to Goal 14 in order to allow urban levels of industrial development on existing Rural Industrial (RI) zoned lands.
- Amendments to the County's Rural Comprehensive Plan (RCP) changing the zoning from RI to General Industrial (GI) and Light Industrial (LI).
- Lane Code (LC) zoning amendments to regulate new urban scale development in Goshen.
- Zoning map amendments consistent with proposed new industrial zones.

COBURG EMPLOYMENT & INDUSTRIAL SCENARIOS

Based on this review of economic trends / forecasts and regional industrial land needs, it is possible to now outline employment and industrial scenarios suggested for consideration with anticipated updating of the Coburg's urbanization study and associated economic opportunities analysis (EOA). Two overall scenarios are outlined and quantified in conjunction with this regional economic analysis:

- Scenario A – Job Recapture with OED Forecast Update
- Scenario B – Economic Opportunity with Regional Large Site Market Capture

Scenario A – Job Recapture with OED Forecast Update. This first scenario is modeled to align with the forecast methodology provided with the 2010 Urbanization Study. Assumptions integral to this updated forecast estimate are that:

- Coburg job loss experienced during the recession will be recaptured (to refill vacated space) so that forecast job growth occurs as an add-on to pre-recession peak employment conditions requiring net added industrial and commercial land – as was previously assumed with the 2010 Urbanization Study.[15]
- Lane County employment forecast projections are updated for consistency with the most current available OED regional forecast – reflecting higher county-wide job growth rates than were utilized with the 2010 Urbanization Study (as is also consistent with DLCD Safe Harbor provisions for estimating EOA land needs).[16]

As noted, forecast net job growth (after recapture of job loss) is an added nearly 1,300 jobs over 20 years. This is essentially double the job gains that were forecast with the 2010 Urbanization Study – due to more aggressive employment forecasts with the most recent available OED employment projections for Region 5 – Lane County. Note that the OED regional job forecasts are expected to be again updated in 2014.

Forecast job gains associated with commercial uses are up by 30% over what was anticipated with the 2010 Urbanization Study. Industrial job gains are more than triple what was previously assumed with the regional forecast.

Updated Coburg Commercial & Industrial Land Needs (20 Years)

Land Use	Added Jobs in 20 Years	Jobs per Acre	Needed New Acres	Optimal Vacancy Rate	Adjusted New Acres Needed
Commercial (CBD & Highway)	483	19.1	25.3	10%	28.1
Industrial (Light & Campus)	809	13.1	61.8	10%	68.7
Total Commercial + Industrial	**1,292**	**14.8**	**87.1**	**10%**	**96.8**

Source: E. D. Hovee & Company, LLC using methodology of 2010 Urbanization Study together with 2012 OED Region 5 (Lane County) employment forecast. A new regional employment forecast is anticipated to be released by OED in 2014.

Results in terms of this updated estimate are a forecast need for nearly 97 acres of commercial and industrial land. This compares with an estimated need for 38-42 acres indicated with the 2010 urbanization study. As with forecast job needs, land demand is increased most sharply for industrial uses – increasing from a previously estimated 20-year demand of just 18-21 acres for industrial development to nearly 62 acres.

Scenario B – Economic Opportunity with Regional Large Site Market Capture. A second scenario is predicated on the economic opportunity for Coburg to serve regional

needs for large 20+ acre sites that require I-5 freeway access *in addition to* capturing its Safe Harbor share of regionally forecast job growth:

- This enhanced economic opportunity is consistent with the findings of the 2010 Urbanization Study that Coburg has been and could remain competitive for large manufacturing and distribution-related industrial firms, particularly if 20+ acre sites were designated and made available for industrial development.
- Coburg's competitive opportunity is also reinforced by economic analyses recently prepared for other jurisdictions in Lane County – all of which confirm a demand for but relative dearth of 20+ acre sites situated in close proximity to the I-5 transportation corridor.

Envision Eugene has concluded that about one-third (33%) of its industrial site demand is anticipated to be for large 20+ acre sites. The Springfield EOA anticipates that 20+ acre sites could comprise more than 60% of the need for added industrial lands in that jurisdiction.

For purposes of this regional analysis, it is assumed that county-wide large site demand may represent about 40% of all vacant/redevelopable industrial land needs in Lane County over the next 20 years. This estimate also coincides with the composition of the large site industrial-commercial inventory with interstate freeway 5 proximity available in the Salem-Keizer urban area – as the major comparable (or competitive) mid-tier metro region on the I-5 corridor in Oregon.[17]

The following chart depicts results of alternative regional capture rates that might be considered in terms of resulting 20-acre land demand *added to* existing local industrial need as previously indicated for Forecast Alternative A. The combination of local demand combined with regional capture is then compared with the existing supply of vacant industrial sites – estimated at 28.4 acres with the 2010 Urbanization Study.

Coburg Industrial Scenarios with Regional Large Site Industrial Capture

	Coburg Large Site Industrial Capture %			
Comparative Scenario / Option	**A**	**B1**	**B2**	**B3**
Added Regional Market Capture Rate	**0%**	**10%**	**20%**	**30%**
Regional Large Site Acreage Demand	463	463	463	463
Net Coburg Regional Acreage Demand	-	46.3	92.5	138.8
Coburg Share Adjusted for 10% Vacancy	-	51.4	102.8	154.2
Plus Local Industrial Need (Forecast A)	68.7	68.7	68.7	68.7
Total Coburg Industrial Demand	68.7	120.1	171.5	222.9
Less Estimated Coburg Industrial Lands	(28.4)	(28.4)	(28.4)	(28.4)
***Equals* Net Added Acreage Need**	**40.3**	**91.7**	**143.1**	**194.5**

Source: E. D. Hovee & Company, LLC using methodology of 2010 Urbanization Study together with 2012 OED Region 5 (Lane County) employment forecast. See Appendix B for added detail.

With this chart, two overall scenarios (plus three variations of Scenario B) are depicted as a basis for further discussion and evaluation:

- **Scenario A** depicts the results an updated OED Safe Harbor forecast (previously described), resulting in unmet demand for just over 40 acres of industrial land beyond what can be provided by vacant industrial sites within Coburg's existing UGB – as no added regional industrial capture is assumed with this scenario.
- **Scenario B1** illustrates the potential demand of associated with Coburg capturing 10% of regional large site demand in addition to the local demand associated with Scenario A – resulting in the combined need for an added 92 acres beyond what is available in the existing UGB.
- **Scenario B2** increases the regional market capture rate to 20% - yielding a potential need for an added 143 net acres of potential Coburg UGB expansion.
- **Scenario B3** shows the effects of Coburg achieving 30% capture of regional large site demand – increasing the need to 195 net acres of UGB expansion.

Which Regional Capture Scenario Will Prove Market-Supportable? The determination of an appropriate capture scenario involves a balancing of local community policy objectives with observed regional market experience and plans of other jurisdictions in the same county-wide market area:

- A 10-20% capture of regional market demand appears to be a reasonable minimum expectation for Coburg. This base level of market capture is supported by the previous demonstrated attractiveness of this community for large scale regional industries, better proximity to Linn as well as Lane County labor force, current and prospective lack of Eugene sites in proximity to I-5, and UGB expansion / infrastructure challenges affecting the Springfield and Goshen (as well as Eugene) alternatives.
- A 30% (or possibly better) capture rate would be possible for Coburg if I-5 oriented sites in Springfield and Goshen prove infeasible to develop or are substantially delayed in becoming market ready. A higher rate of market capture could also be achieved if I-5 locations prove to be preferred by the majority of large site industries over the Highway 99/126 corridor alternatives that may become available with potential Eugene UGB expansion.

Because of the uncertainty around proposed UGB expansions and associated feasibility of required infrastructure investments, it is not possible to readily forecast what the market share (or capture) of any particular Lane County jurisdiction will be at this time.

However, because all communities have potential added industrial lands *now in play,* this is an appropriate time to consider the relative viability of all options. Viability can be considered in terms of infrastructure requirements and associated cost to achieve site readiness together with resulting marketability to industrial users – prior to finalization of commitments for any individual jurisdiction. This regional evaluation could most appropriately occur in coordination with agencies having a multi-jurisdictional coordinating role, as with LCOG, Lane County, and DLCD.

UGB Expansion Implications. All of the scenarios evaluated involve some need for UGB expansion. Even with no added capture of regional industrial demand, the updated Safe Harbor forecast (Scenario A) indicates need for about 40 acres of UGB expansion.

The top rated potential industrial expansion area evaluated with the 2010 Urbanization Study was Study Area 8 totaling 106 acres – most of which is viewed as potentially developable. About 38% of the available site area for this property would be required to accommodate the Scenario A expansion need *plus* any added land that might be required for public infrastructure (as with internal streets).

Study Area 8 could also accommodate all of the anticipated demand with Scenario B1 (whereby Coburg captures 10% of regional large site demand). Industrial land need would exceed what could be accommodated by Study Area 8 alone with Scenarios B2 and B3 (with 20% or 30% regional industrial capture). In this event, added UGB expansion encompassing at least portions of Study Areas 7/9 would also be required.

Realization of the full economic opportunity possible with Coburg UGB expansion can be facilitated by planning flexibility in land use to accommodate a range of industrial, related large site and ancillary support uses. Early provision of required public-private infrastructure will also prove instrumental to achieve *shovel-ready* status at a time when full economic recovery remains of continuing significance both locally and regionally.

NEXT STEPS

This regional economic analysis is expected to serve as a springboard for further discussion with interested parties in consideration of UGB requirements to address local and regional industrial land needs. Next steps to consider may include any or some combination of:

- Review of this preliminary analysis with LCOG and the City of Coburg – for determination of whether and in what fashion to incorporate a regional economic analysis into revisions to consider with an updated Coburg Urbanization Study and Economic Opportunities Analysis.
- Potential for further analysis refinement incorporating alternate OEA forecasts or new 10-year regional economic forecasts for Region 5 (Lane County) when issued by OED – possibly as early as the 1st quarter of 2014.
- Expanded discussion to include representatives of DLCD together with Lane County and possibly the Cities of Eugene/Springfield to address cumulative implications of proposed UGB expansions and infrastructure investments – regionally coordinated to assure that the most marketable and economic feasible UGB expansions will receive priority consideration for regional and state support.

E. D. Hovee & Company, LLC (EDH) appreciates the opportunity to submit the regional economic analysis aimed to facilitate improved economic opportunity for Coburg and for greater Lane County economic region.

APPENDIX A. PREPARER PROFILE

Since 1984, E. D. Hovee & Company, LLC (EDH) has provided economic and development consulting services on behalf of public agency, non-profit and private clients – both in and outside the Pacific Northwest states of Oregon and Washington. Consulting services include a range of market and economic impact assessments, economic opportunity (EOA) and related Goal 9 analyses, industrial and commercial land evaluations, and business development planning.

Related project experience is summarized as follows:

- EDH has been involved in conducting EOA and related Goal 9 (Economy of the State) analyses in compliance with State Department of Land Conservation and Development (DLCD) requirements for jurisdictions including the Cities of Portland, Beaverton, Forest Grove, Gresham, Wilsonville, McMinnville, Cascade Locks, Aumsville, Medford and Ashland, and for Hood River County.
- EDH also has been involved on behalf of private clients seeking Comprehensive Plan and zoning re-designations in compliance with Goal 9 requirements in communities as diverse as Albany, Beaverton, Hood River, Junction City, Newport and Portland.
- In the 1990s, EDH worked with Rural Development Initiatives (RDI) with community assessments in Coburg and Oakridge.
- The firm provides a variety of related economic development assessments – including evaluation of economic and fiscal benefits associated with industrial development, parcelization and site planning assistance, and participating in assessing public need and benefits associated with economic development incentives including the state's Strategic Investment Program (SIP).
- EDH has also conducted assignments for agencies involved with economic development assessments in Lane County including the Cities of Eugene and Springfield, Eugene Water & Electric Board and Oregon Department of Transportation.
- Currently, the firm is also involved in evaluation of brownfield redevelopment opportunities as part of a multi-disciplinary project assignment for the City of Eugene.

This regional economic analysis for consideration of Coburg UGB expansion has been prepared by Eric Hovee – Principal and Andrea Logue – Research Coordinator.

APPENDIX B. SUPPLEMENTAL DATA

Comparative Population Trends (1990-2013)

	Population			Annual Growth Rate		
Year	Oregon	Lane Co	Coburg	Oregon	Lane Co	Coburg
1990	2,842,337	282,912	763			
1991	2,927,800	288,350	745	3.0%	1.9%	-2.4%
1992	2,990,610	292,240	750	2.1%	1.3%	0.7%
1993	3,059,110	296,930	755	2.3%	1.6%	0.7%
1994	3,119,940	301,370	760	2.0%	1.5%	0.7%
1995	3,182,690	306,130	770	2.0%	1.6%	1.3%
1996	3,245,100	310,320	775	2.0%	1.4%	0.6%
1997	3,302,140	315,790	785	1.8%	1.8%	1.3%
1998	3,350,080	318,730	790	1.5%	0.9%	0.6%
1999	3,393,410	320,970	795	1.3%	0.7%	0.6%
2000	3,421,399	322,959	969	0.8%	0.6%	21.9%
2001	3,471,700	325,900	970	1.5%	0.9%	0.1%
2002	3,504,700	328,150	990	1.0%	0.7%	2.1%
2003	3,541,500	329,400	1,050	1.1%	0.4%	6.1%
2004	3,582,600	333,350	1,050	1.2%	1.2%	0.0%
2005	3,631,440	336,085	1,070	1.4%	0.8%	1.9%
2006	3,690,505	339,740	1,075	1.6%	1.1%	0.5%
2007	3,745,455	343,140	1,070	1.5%	1.0%	-0.5%
2008	3,791,075	345,880	1,075	1.2%	0.8%	0.5%
2009	3,823,465	347,690	1,080	0.9%	0.5%	0.5%
2010	3,831,074	351,715	1,035	0.2%	1.2%	-4.2%
2011	3,857,625	353,155	1,045	0.7%	0.4%	1.0%
2012	3,883,735	354,200	1,045	0.7%	0.3%	0.0%
2013	3,919,020	356,125	1,045	0.9%	0.5%	0.0%
Average Annual Growth Rates (AAGRs):						
1990-2006 (Pre-Recession)				1.6%	1.2%	2.2%
2006-2013 (Post-Recession)				0.9%	0.7%	-0.4%
1990-2013 (Combined Time Period)				1.4%	1.0%	1.4%

Note: July 1 Certified Population Estimates and April 1 Census Counts. AAGR denotes average annual growth rate. Post-recession growth rate is affected by an adjustment to population with 2010 U.S. Census results. An even more significant adjustment occurred in 2000.

Sources: U.S. Census Bureau, Population Research Center - Portland State University (PSU).

Comparative Demographic Indicators

	Coburg	Lane County	Oregon
Median Age (years)			
2000	37.9	36.6	36.3
2010	41.6	39.0	38.4
% Chg 2000-2010	9.8%	6.6%	5.8%
Population by Race - % Non-White			
2000	5.0%	6.3%	10.7%
2010	5.9%	7.7%	12.9%
Change 2000-2010 (% points)	0.9%	1.4%	2.2%
Population by Hispanic Origin - % Latino			
2000	3.0%	4.6%	8.0%
2010	7.4%	7.4%	11.7%
Change 2000-2010 (% points)	4.4%	2.8%	3.7%
% Owner-Occupied Housing Units			
2000	80.4%	62.3%	64.3%
2010	74.6%	59.8%	62.2%
Change 2000-2010 (% points)	-5.8%	-2.5%	-2.1%
Median Housing Value			
2000	$152,100	$141,000	$165,600
2010	$252,600	$230,000	$270,300
% Chg 2000-2010	66.1%	63.1%	63.2%
% with Bachelor's Degree or Higher			
2000	30.5%	25.5%	25.1%
2010	34.5%	27.7%	28.6%
Change 2000-2010 (% points)	4.0%	2.2%	3.5%
Labor Force Participation Rate			
2000	68.6%	64.3%	65.2%
2010	72.6%	62.0%	64.5%
Change 2000-2010 (% points)	4.0%	-2.4%	-0.7%
Civilian Unemployment Rate			
2000	0.6%	6.4%	6.5%
2010	7.4%	9.0%	8.7%
Change 2000-2010 (% points)	6.8%	2.7%	2.3%
Median Household Income			
2000	$47,500	$36,942	$40,916
2010	$68,929	$42,923	$49,260
% Chg 2000-2010	45.1%	16.2%	20.4%
Average Travel Time to Work (in min)			
2000	19.9	19.9	22.2
2010	18.3	19.6	22.1
% Chg 2000-2010	-8.0%	-1.5%	-0.5%

Note: 2010 data for Median Housing Value, Educational Attainment, Employment Status, Median Household Income, and Travel Time to Work is from ACS 5-yr average for all geographies.

Source: U.S. Census Bureau.

Comparative Regional & State Employment Forecasts (2010-20)

	OED/Worksource Oregon Forecast (2011/12)				OEA Forecast (12/13)	
	Lane County (Region 5)		State of Oregon		State of Oregon	
Employment Sector	**2010**	**2020**	**2010**	**2020**	**2010**	**2020**
Natural Resources and Mining*	1,900	2,100	50,900	58,900	6,700	8,300
Construction	5,200	6,600	67,600	86,100	67,600	88,300
Manufacturing	12,200	13,800	164,200	189,100	163,800	191,100
Wholesale Trade	5,400	6,600	73,600	87,900	73,300	85,500
Retail Trade	17,900	20,500	183,300	209,400	183,200	210,300
Transportation, Warehousing, Utilities	2,800	3,300	52,400	62,100	52,200	64,000
Information	3,300	3,800	32,200	36,800	32,100	37,200
Financial Activities	7,300	8,300	92,600	104,700	93,200	100,800
Professional and Business Services	14,400	18,400	182,300	231,400	182,300	249,400
Educational and Health Services	21,900	28,200	228,600	296,100	228,900	276,400
Leisure and Hospitality	13,800	15,900	162,300	193,900	162,300	196,000
Other Services	4,900	5,700	57,200	66,400	56,600	65,500
Government	30,200	33,300	298,900	321,300	299,700	312,200
Total Employment*	**141,200**	**166,400**	**1,646,100**	**1,944,100**	**1,601,900**	**1,885,000**
Subtotal Industrial w/o Nat Resources*	25,600	30,300	357,800	425,200	356,900	428,900

	% Change 2010-20			2020 % of Total		
Employment Sector	**Lane Co**	**OR (OED)**	**OR (OEA)**	**Lane Co**	**OR (OED)**	**OR (OEA)**
Natural Resources and Mining*	1.0%	1.5%	2.2%	1.3%	3.0%	0.4%
Construction	2.4%	2.4%	2.7%	4.0%	4.4%	4.7%
Manufacturing	1.2%	1.4%	1.6%	8.3%	9.7%	10.1%
Wholesale Trade	2.0%	1.8%	1.6%	4.0%	4.5%	4.5%
Retail Trade	1.4%	1.3%	1.4%	12.3%	10.8%	11.2%
Transportation, Warehousing, Utilities	1.7%	1.7%	2.1%	2.0%	3.2%	3.4%
Information	1.4%	1.3%	1.5%	2.3%	1.9%	2.0%
Financial Activities	1.3%	1.2%	0.8%	5.0%	5.4%	5.3%
Professional and Business Services	2.5%	2.4%	3.2%	11.1%	11.9%	13.2%
Educational and Health Services	2.6%	2.6%	1.9%	16.9%	15.2%	14.7%
Leisure and Hospitality	1.4%	1.8%	1.9%	9.6%	10.0%	10.4%
Other Services	1.5%	1.5%	1.5%	3.4%	3.4%	3.5%
Government	1.0%	0.7%	0.4%	20.0%	16.5%	16.6%
Total Employment*	**1.7%**	**1.7%**	**1.6%**	**100.0%**	**100.0%**	**100.0%**
Subtotal Industrial w/o Nat Resources*	1.7%	1.7%	1.9%	18.4%	22.6%	22.9%

* Note: OED data includes farm employment with Natural Resources and Mining activity; OEA data excludes farm employment.

Sources: Oregon Employment Department (OED) and Oregon Office of Economic Analysis (OEA).

Covered Employment Estimates for Coburg (2010, 2012)

		2010 Estimate		2010 Estimate	
NAICS	**Employment Sector**	**Firms**	**Jobs**	**Firms**	**Jobs**
23	Construction	11	89	10	118
33 & 42	Manufacturing & Wholesale Trade	11	703	13	530
44 & 45	Retail Trade	10	181	9	130
48	Transportation and Warehousing	4	20	5	27
52 & 53	Real Estate and Rental and Leasing & Finance and Insurance	10	145	6	99
54	Professional, Scientific, and Technical Services	5	23	6	25
56 & 62	Administrative and Support and Waste Management and Remediation Services & Health Care and Social Assistance	3	6	4	5
11, 61 & 92	Educational Services, Public Administration, & Ag, Forestry, Fishing and Hunting	5	62	4	53
72	Accommodation and Food Services	6	28	6	20
81	Other Services (except Public Administration)	9	65	6	31
	Total Employment	**74**	**1,322**	**69**	**1,038**

* Note: Employment categories have combined, as needed, by LCOG to avoid disclosure of information that could be attributed to individual firms.

Sources: Oregon Employment Department (OED) QCEW data as aggregated by Lane Council of Governments (LCOG).

Updated Commercial & Industrial Land Needs (20 Years)

	Lane County (Region 5)			2010-20	Job Gain (2014-34)		Jobs on
Employment Sector	**2010**	**2014**	**2034**	**%AAGR**	**Net New**	**% 20+ Ac**	**20+Ac**
Natural Resources and Mining*	1,900	1,978	2,416	1.0%	438	40%	175
Construction	5,200	5,720	9,215	2.4%	3,495	40%	1,398
Manufacturing	12,200	12,816	16,399	1.2%	3,582	40%	1,433
Wholesale Trade	5,400	5,851	8,741	2.0%	2,890	40%	1,156
Retail Trade	17,900	18,898	24,786	1.4%	5,889	0%	-
Transportation, Warehousing, Utilities	2,800	2,990	4,153	1.7%	1,163	40%	465
Information	3,300	3,492	4,630	1.4%	1,138	0%	-
Financial Activities	7,300	7,685	9,934	1.3%	2,250	0%	-
Professional and Business Services	14,400	15,883	25,933	2.5%	10,050	0%	-
Educational and Health Services	21,900	24,231	40,177	2.6%	15,946	0%	-
Leisure and Hospitality	13,800	14,604	19,388	1.4%	4,783	0%	-
Other Services	4,900	5,206	7,044	1.5%	1,839	0%	-
Government	30,200	31,404	38,182	1.0%	6,778	0%	-
Total Employment*	**141,200**	**150,758**	**210,998**	**1.7%**	**60,240**	**8%**	**4,627**
Assumed Job Density (Employees per Acre)							10.0
Large Site Industrial Land Demand (Acres)							**463**

Source: Oregon Employment Department and E. D. Hovee & Company, LLC. OED job growth rates for 2010-20 are from the agency's most recent published forecast of early 2012. A new regional employment forecast is anticipated to be released in 2014. Industrial employment densities are consistent with assumptions used with *Envision Eugene* land forecasting.

END NOTES

[1] Information utilized with this regional economic analysis has been obtained from sources generally deemed to be reliable. However, EDH does not guarantee the accuracy of information from third party sources. All information is subject to change without notice.

The findings and recommendations of this report are those of the authors. They should not be construed as representing the opinion of any other party prior to their express consent, whether in whole or part.

[2] Coburg's 2003-04 Comprehensive Plan process identified the need for Urban Growth Boundary (UGB) expansion to serve both residential and employment needs. However, after adding 30 acres for commercial use, further UGB expansion implementation was halted due to a multi-year delay in developing Coburg's wastewater system.

[3] Quotation is from the *2010 Coburg Urbanization Study,* page 12.

[4] *2010 Coburg Urbanization Study,* pages 11-12. The EOA portion of the study (page 139) also emphasizes the point that "the supply of buildable land is the primary constraint to significant employment growth in Coburg, and ultimately the employment capacity of existing buildable land (plus expansion and redevelopment) determines the maximum amount of employment growth Coburg can expect over the forecast period."

[5] The Urbanization Study initially identified 65 acres of Study Area 8 with what was described as Employment Expansion Alternative 3 – as the northern portion of the full 106 acre parcel. The final recommendation was to reconfigure this Study Area to include the remaining 40+ acres at the southerly portion of the parcel which otherwise would become separated with little alternative potential for continuation of the current use.

[6] *2010 Coburg Urbanization Study,* page 206.

[7] Eastside properties are on a private water system; the City has no financially constrained plan to provide municipal water at present. Electric power is provided by the Emerald People's Utility District (EPUD).

[8] Specific language accompanying Table 2.3 of the 2010 Urbanization Study states that: "Due to the closure of Monaco Coach, the 2010 adjusted (forecast) total presented in this table is not expected to be realized, the figure is maintained in the analysis because the long-term forecast is expected to be realized, and therefore the calculation of employment change requires a starting figure reflecting Coburg's existing employment capacity and the very likely reuse of the Monaco site."

[9] Because OED updates its regional job forecasts on a 2-year cycle, the next updated projection can be expected in 2014 covering a 2012-22 forecast horizon.

[10] OEA's December 2013 *Oregon Economic and Revenue Forecast* indicates that: "Since 2000, the metropolitan areas of the state – for these purposes, Corvallis, Eugene, Medford, Portland, and Salem, have become more polarized overall than the non-metro areas." Across the western states of the U.S., middle-wage jobs were lost with all net job growth occurring in either high- or low-wage jobs since 2000.

[11] Industry concentration is assessed by an economic measure known as a "location quotient." This compares the proportion of employment within a particular economic sector for a subarea of the state (such as the Willamette Valley) to the proportion of employment within that sector statewide.

[12] The Springfield EOA also identified a deficiency of about 190 acres requiring 11 additional commercial and mixed sites that could be accommodated within the existing UGB.

[13] ECONorthwest, et al, *Eugene Comprehensive Lands Assessment: Pre-Policy Analysis,* prepared for the City of Eugene Planning and Development Department, June 2010.

[14] The document *Land for Industrial Jobs,* an Envision Eugene – Technical Summary, compares Eugene's recommended buildable industrial land supply of 10+ acre sites (after UGB expansion) with Salem's existing industrial supply. An item of importance for Salem's improved industrial competitiveness has been location of much of the large site inventory on I-5, as highlighted by the Mill Creek Corporate Center, a 515-acre master planned industrial park. Marketed as the largest "Shovel Ready" Industrial Site along Interstate 5 in Oregon, Washington and Northern California, Mill Creek is located at the I-5 / Oregon Highway 22 interchange.

The 2009 Salem-Keizer EOA prepared by ECONorthwest indicates that large and medium industrial/flex sites should be located less than 5 miles from I-5. The distance from Clear Lake Road (the southernmost point of Eugene's proposed UGB expansion area) to I-5 via Beltline Route 569 is more than 7 miles which falls outside the preferred range of many industrial users.

[15] Shrinkage of Oregon's RV industry has unfolded beginning with financial collapse and subsequent economic recession of the latter part of the 2000-10 decade. Monaco layoffs included 450 jobs lost in 2011 and the subsequent marketing of the site to a new user. The French applesauce maker Materne considered reuse of the site for a facility that could employ 240 jobs but decided in December 2013 not to pursue an Oregon facility further.

One issue associated with competitiveness of the Coburg industrial property may be the need for the fifth stage of the City's new sewage collection and treatment system to be expanded, at an estimated cost of just under $2 million. This is particularly the case for food processing industries. Also noted is the need for water supply and storage capacity upgrades for a food processing user of this type. As reported by *The Register Guard,* "Applesauce maker is going elsewhere," December 19, 2013.

Whether or not a particular business decides to locate in Coburg, a continuing commitment for active public-private marketing including consideration of critical infrastructure needs and incentives will remain pivotal to facilitate re-use of the site and recovery of lost jobs.

[16] The Lane County job forecasts might be considered for further adjustment: a) once the 2014 OED employment forecasts are available; and/or b) to account for OEA's expectation of greater industrial employment than has been projected with OED forecasts to date.

[17] Per the Salem-Keizer EOA, high value vacant/redevelopable sites constitute 50% of the industrial and nearly 40% of the combined industrial-commercial vacant suitable inventory for the Salem-Keizer metro area. These sites are located directly on the I-5 freeway corridor or within 1.5 miles of the freeway.