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.