

## Statewide Planning Goals 11, 12 and 13 Conclusion

Based on the findings above, the Board agrees with the Cottage Grove City Council in concluding that the proposed Comprehensive Plan amendment package complies with Goals 11, 12 and 13.

## X. Cottage Grove Comprehensive Plan Economic and Urbanization Policies

The following findings demonstrate to the satisfaction of the Council and Board that the proposed Comprehensive Plan amendment package complies with existing economic, industrial and commercial plan policies.

**Table 6. Goals for Community Development, page 8 of the Comprehensive Plan**

| Community Development Goals   | Consistency Analysis   |
|---|--|
| <p><b>Land Use</b></p>  |  |
| <p>To preserve our prime agricultural and forest lands considering their potential for both short and long term productivity.</p>       | <p>Over 83% of Cottage Grove’s employment land need through the year 2030 is proposed to be met either within the existing UGB or within rural residential and rural industrial areas included in the proposed UGB amendment. Only one site need over the next 20 years cannot be met within the existing UGB or in non-resource areas. This business park need was proposed by the Steering Committee to be met on Impacted Forest (F-2) resource land – on a site located adjacent to the north of developed rural industrial land and across Highway 99 from Weyerhaeuser. However, as noted previously in these findings, the Planning Commission recommended against inclusion of resource land to meet identified business park needs at this time. The Board concurs with this recommendation. The result of this decision is that 100% of the proposed UGB amendment is contained within exception (non-resource) areas.</p> <p>As indicated in Goal 14 findings, the proposed UGB amendment limits impacts on prime agricultural and forest lands while achieving Goal 9 economic development requirements. This Goal is met.</p> |
| <p>To encourage rural non-farm forest uses to locate on marginal lands where environmental and development constraints are limited.</p> | <p>The proposed UGB amendment encourages non-farm forest uses to locate within the Cottage Grove UGB. This Goal is met.</p>  |
| <p>To protect our natural and cultural features from inappropriate and hazardous development.</p>                                       | <p>The proposed UGB amendment does not count mapped floodplain, river, and wetland areas toward meeting identified land needs. Cottage Grove’s development code protects mapped natural features from inappropriate and hazardous development. This Goal is met.</p>   |
| <p>To assure wise and efficient use of our urbanizable lands.</p>   | <p>As indicated in Goal 14 findings and the Employment Land Needs Memorandum (Winterbrook, June 4, 2010),</p>  |

|   |  |
|---|--|
|   | efficiency measures taken by the City of Cottage Grove and the proposed UGB amendment meet the objectives of this Goal.  |
| <b>Economy</b>  |  |
| To encourage opportunities to broaden our economic base, but this should be a gradual transition that will not destroy our rich historical heritage and the natural amenities of the area.  | These economic Goals are specifically referenced and implemented by the Cottage Grove EOA. The purpose of the proposed UGB amendment is to meet the economic needs identified in the EOA. These Goals are met. |
| To take advantage of our location within commuting distance of the Eugene-Springfield area by providing for residential development and commercial services for those desiring metropolitan employment but a small town living environment. |  |
| To continue to provide for tourist-oriented development.  |  |
| To strive to attract industrial development by assuring first that our community is an attractive and desirable place to work, live, shop and play.   |  |

**Table 7. Economic Development Policies, 2009 Comprehensive Plan update**

| <b>Economic Development Policies</b>  | <b>Consistency Analysis</b>  |
|---|--|
| <b>Economic Development Policies</b>  |  |
| (1) Provide an adequate supply of suitable and serviceable development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Cottage Grove.   | The proposed UGB amendment is specifically intended to provide an adequate supply of suitable and serviceable development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Cottage Grove. This Policy is met. |
| (2) Adopt master planning standards for large commercial and industrial sites, in order to ensure that industrial and commercial land supply will be suitable and available for targeted industries and retained specifically to meet identified employment land needs.   | Cottage Grove has adopted master planning standards for large commercial and industrial sites. This Policy is met.   |
| (3) Provide adequate public services (i.e., roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e., electricity and communications) are provided to existing businesses and development sites.   | As indicated in Goal 11 and 12 findings, adequate public services and utilities are available to serve employment land within the existing UGB, as well as land included in this proposed UGB amendment. This Policy is met.   |
| (4) Consider economic development incentives, such as the establishment of tax abatement districts, Oregon's Main Street Program, loans, assistance with infrastructure, streamlined regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals. | The City of Cottage Grove has entered the "Transforming Main Street" phase of the Oregon Main Street Program, and has streamlined development procedures to provide clear and objective standards for new and/or expanded commercial and economic development. This Policy is met.   |
| (5) Collaborate with schools districts, community colleges and universities to help create opportunities for training in general or implement training programs for specific jobs or specific   | The proposed UGB amendment does not impact this Policy.  |

| Economic Development Policies  | Consistency Analysis  |
|--|---|
| population groups (e.g., dislocated workers).  |   |
| (6) Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies are developed.  | The Technical Advisory Committee that recommended approval of the proposed UGB amendment included representatives of County, State, and local jurisdictions, utilities, and agencies. City and County approval of the proposed UGB amendment will continue to rely on coordination with relevant agencies. This Policy is met.                          |
| (7) Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.   | By encouraging and allowing for economic development consistent with the Cottage Grove EOA, the proposed UGB amendment maintains and enhances the quality of life for Cottage Grove residents. By including the Rodeo in the proposed amendment, this amendment enhances the Cottage Grove Park System and provides for new recreational opportunities. |
| (8) Adopt a new Business Park zone to be applied to a relatively flat site of 30-35 acres in size, with direct automotive access to an arterial street or state highway. Business parks shall be master planned to provide and maintain site a range of site sizes suitable for targeted light industrial and service commercial employment. | Cottage Grove has adopted a new Business Park zone. This Policy is met.   |
| (9) Review and carry out, as appropriate, implementation strategies found in Chapter 8, Objectives 1-8 of the 2009 EOA.  | The proposed UGB amendment implements Objective 1 of the 2009 EOA (which mirrors Economic Development Policy 1 above). This Policy is met.  |
| <b>Industrial Policies</b>   |   |
| (1) Encourage industrial activities which will broaden the community's long-term employment base.  | The Cottage Grove EOA describes "target industries" intended to broaden the community's long-term employment base. The proposed UGB amendment provides suitable land for these "target industries", directly implementing this industrial Policy. This Policy is met.   |
| (2) Protect industrial areas from encroachment by incompatible land uses and ensure sites in a variety of sizes to assure opportunities for both small and large industrial activities.  | The proposed UGB amendment provides for industrial sites on land adjacent to and owned by Weyerhaeuser – an existing heavy industrial use. This limits encroachment by incompatible uses. The proposed UGB amendment specifically provides land for industrial site needs identified in the Cottage Grove EOA. This Policy is met.                      |
| (3) Particular attention should be given to industrial development in the vicinity of the Cottage Grove Airport to assure incompatible uses or site development does not hinder airport operation or future development.   | The proposed UGB amendment does not impact land in the vicinity of the Cottage Grove Airport. This policy is met.   |
| (4) Retain industrial sites for their intended industrial or business park purposes, while allowing accessory and limited support commercial activities.   | This policy is implemented by the Cottage Grove Development Code's provisions for accessory and limited support commercial activities in areas zoned for industrial or business park uses. This Policy is met.  |
| (5) The industrial lands projection in the EOA shall be reviewed every five years to maintain a continuous 20-year supply of suitable and available industrial sites.  | The proposed UGB amendment is specifically intended to maintain a supply of suitable and available industrial sites consistent with the EOA. This Policy is met.  |
| (6) The City shall consider alternative sites outside  | The proposed UGB amendment provides for a large single-   |

| Economic Development Policies   | Consistency Analysis   |
|---|--|
| <p>the 2008 UGB to meet identified needs for:</p> <ul style="list-style-type: none"> <li>a. A Large Single-User Industrial Site (20-25 acres):</li> <li>b. A Master Planned Industrial Park (30-35 acres).</li> <li>c. A Master Planned Business Park (30-35 acres).</li> </ul> | <p>user and a master planned industrial park on the Weyerhaeuser site (approximately 60 suitable acres), and for a master planned business park site on the west side of Highway 99 (approximately 29 suitable acres) . However, as noted previously in these findings, the Planning Commission recommends against inclusion of resource land to meet identified business park needs at this time. The Board concurs with this recommendation. This Policy is met.</p> |

## **XI. Lane County Comprehensive Plan Economic and Urbanization Policies**

The following information, combined with the unanimous support of the Lane County Planning Commission, demonstrates that the proposed Comprehensive Plan amendment package complies with applicable Lane County Comprehensive Plan policies.

**Table 8. Goal 9, Economy of the State, pages 42 and 43 of the Comprehensive Plan**

| Economic Development Policy  | Consistency Analysis  |
|--|---|
| <p>1. Within the framework of these policies, the County shall encourage the diversification and growth of the local economy. Primary efforts will be in the following areas:</p> <ul style="list-style-type: none"> <li>a. Cooperation and participation with efforts and programs established by public agencies and private concerns to promote and enhance economic development throughout the County.</li> <li>b. Recognition of the value of local resources such as timber and agricultural lands as the primary source of raw materials for the manufacturing and processing sectors of the economy.</li> <li>c. Establishment of land use policies that provide a supportive environment for industrial and commercial activities.</li> </ul> | <p>The proposed UGB amendment, consistent with the Cottage Grove EOA, specifically encourages and supports economic diversification and growth of the local economy.</p> <p>Over 75% of land area originally proposed for inclusion within the Cottage Grove UGB is currently zoned rural residential or rural industrial – this approach minimizes impacts on timber and agricultural lands. The City Council decision not to meet business park needs at this time results in a UGB expansion contained entirely (100%) within non-resource areas.</p> <p>Cottage Grove has adopted Comprehensive Plan and Zoning Code amendments consistent with the adopted EOA and Economic Development Strategy.</p> <p>This policy is met.</p> |
| <p>2. The County's primary responsibility in economic development shall be to ensure the necessary land area is available throughout the County and appropriate levels of service can be obtained, consistent with the needs of industry and commerce, the area and other County policy.</p>   | <p>As indicated in Goals 9, 11, and 14 findings, the proposed UGB amendment provides serviceable land necessary to meet identified target industry needs.</p> <p>This policy is met.</p>  |
| <p>3. Most industrial and commercial development shall be concentrated within the urban growth boundaries of the various cities throughout the County.</p>   | <p>The proposed UGB amendment brings developed rural industrial lands into the Cottage Grove UGB, consistent with this policy. As explained in the</p>  |

| Economic Development Policy   | Consistency Analysis  |
|---|---|
| <p>The County shall work closely with City governments to improve economic conditions within their areas. During County review and adoption of City plans, particular attention shall be given to the identification and protection of industrial and commercial sites, both large and small scale.</p>   | <p>Employment Land Needs Memorandum (Winterbrook, June 4, 2010) and Goal 14 findings, Cottage Grove has taken extensive measures to emphasize and support the existing downtown commercial core, as well as use land efficiently both within the existing UGB and the proposed expansion area. In addition, all identified industrial land needs unmet within the existing UGB are being met on rural industrial land.</p> <p>This policy is met.</p> |
| <p>4. Commercial and service facilities in rural, unincorporated communities shall be supported commensurate with increases in rural population and where necessary to insure continued operation of industrial activity. Such facilities shall be located within rural communities unless justified by appropriate plan amendment and exception to Statewide Planning Goals.</p>   | <p>Cottage Grove is not an unincorporated community. This policy does not apply to the proposed UGB amendment.</p>  |
| <p>5. Existing parcels of land within UGBs which are suitable for large-scale industrial development shall be protected through the County's review and acknowledgement of City plans.</p>  | <p>Lane County has reviewed and acknowledged plans for land within the existing Cottage Grove UGB. Approval of this application meets the standards of this policy for land proposed to be added to the UGB.</p>  |
| <p>6. The County shall work closely with incorporated City governments to improve local economic conditions, including land and service provisions.</p>   | <p>The Cottage Grove EOA and proposed UGB amendments specifically implement this policy by providing for local employment growth. Lane County's ongoing coordination and co-adoption of the proposed amendment meet the requirements of this policy.</p>  |
| <p>7. New industrial development shall normally take place within adopted Urban Growth Boundaries, unless such development:</p> <ul style="list-style-type: none"> <li>a. Is clearly rural oriented (e. g., canneries, logging operations, processing of resource material);</li> <li>b. Is necessary for the continuation of existing industrial operations, including plan or site expansion;</li> <li>c. Will be located in an area either built upon or committed to nonresource use where necessary services can be provided;</li> <li>d. The industrial activity is dependent on a unique site-specific resource;</li> <li>e. The use is too hazardous or is incompatible in densely populated areas;</li> <li>f. The industrial activity creates by-products which are used to a significant level in resource activities in the immediate area; or</li> <li>g. Where a significant comparative advantage could be gained in locating in a rural area. Any development approved under this policy that requires a plan amendment shall be justified by an exception to applicable Statewide Planning Goals.</li> </ul> | <p>The proposed UGB amendment provides for new industrial development within an adopted UGB. This policy is met.</p>  |

| <b>Economic Development Policy</b>  | <b>Consistency Analysis</b>  |
|---|--|
| 8. Existing industrial and commercial uses shall be designated on the plan diagram. Uses so identified shall be zoned to allow for continued operation and routine expansion commensurate with their character, provided significant conflicts with other land uses (existing and planned) do not result. | The proposed UGB amendment does not conflict with this policy – existing employment uses within the proposed expansion area will continue to be supported or strengthened by allowing urban service provision. This policy is met. |
| 9. Tourism shall be considered as a base industry having high potential for growth throughout the County. Development of facilities oriented towards tourists shall be given maximum support within the framework of these policies.  | The Cottage Grove Economic Opportunities Analysis includes tourism as a target industry. The proposed UGB amendment does not impact this policy.   |
| 10. As a stimulus to the tourist industry, the County shall maintain and where possible, improve public recreational facilities such as parks, boat ramps, etc. Wherever possible, private operations and contracts will be used in these endeavors.  | This policy does not apply to the proposed UGB amendment.  |
| 11. Specific standards for rural economic development shall be developed, which include the use of economic inventory data such as population and employment trends.  | This policy is not impacted by the proposed UGB amendment.   |
| 12. Destination Resorts siting enhances tourism and is encouraged within Lane County. Destination Resorts shall be sited consistent with guidance in Goal 2: Land Use Planning.   | No destination resort is proposed as part of this UGB amendment. This policy does not apply.   |

**Table 9. Goal 14, Urbanization– pages 54 through 56 of the Comprehensive Plan**

| <b>Urbanization Policy</b>   | <b>Consistency Analysis</b>  |
|--|--|
| 1. The County shall encourage new residential, commercial and industrial development to locate within existing incorporated cities or rural communities. Any growth outside Urban Growth Boundaries must: <ul style="list-style-type: none"> <li>a. Be restricted to committed or developed areas including approved new development centers; or</li> <li>b. Under certain specified conditions set forth in this plan, industrial, commercial and residential development is appropriate outside of developed and committed areas provided a valid exception is taken and/or all Statewide Goal requirements are met.</li> <li>c. Any community designated in the plan that does not have an adequate Urban Growth Boundary, or any addition to such community that may be proposed, shall be justified by a valid exception pursuant to Statewide Goal 2, Part II.</li> </ul> This and subsequent policies do not apply to the Eugene-Springfield Metropolitan Area, which is governed by the Metro Area Plan. | The proposed UGB amendment supports and encourages economic development within the Cottage Grove UGB. This policy is met.                                |
| 2. The County shall provide for orderly and efficient transition from rural to urban land use while insuring the supply of housing, employment, livability and other   | The Cottage Grove – Lane County UGMA provides for an orderly and efficient transition from rural to urban land use. The proposed UGB amendment ensures a |

| Urbanization Policy  | Consistency Analysis   |
|--|--|
| amenities, in order to accommodate the long-range growth of each City.   | supply of employment land adequate to accommodate the 20-year planning horizon in Cottage Grove. This policy is met.   |
| <p>3. The County shall provide for a cooperative UGB management process between the County and cities in the County in the following:</p> <p>a. The establishment and periodic revision of urban growth boundaries and the planning and implementation of common policies and procedures within the boundaries;</p> <p>b. The planning and implementation of City policies for lands inside City boundaries which may affect the County.</p>   | The UGMA and this UGB application and hearing process meet the objectives of this policy.  |
| 4. The County shall continue to comply with the planning coordination requirements, and the "urban growth management program" requirements, of the Oregon Land Conservation and Development Commission.  | Findings related to Goals 1, 2, 9, 11, 12, and 14 are included to show consistency with LCDC requirements. This policy is met.   |
| 5. The County will seek agreement with each City to commonly determine the location of urban growth boundaries and the interim and long-term land use designations and public improvement project designations within the growth boundaries.   | City and County adoption of the proposed UGB amendment process ensures that this policy is met.  |
| 6. Each City is regarded as the logical and ultimate provider of urban services within its urban growth boundaries; Lane County will not approve any development nor encourage or abet the establishment of urban services or facilities within the City's urban growth boundary, which are contrary to City policy or agreement excepting establishment service districts.  | As indicated in Goal 11 findings, the City of Cottage Grove can provide urban services to its existing UGB as well as lands within the proposed UGB amendment. This policy is met. |
| 7. It is the County's position that ultimate urban-level density within a City's urban growth boundary should occur only where all essential public facilities and services (water, sewer, etc.) are or will be shortly available. Cities are encouraged and expected to prepare and publish facilities plans and schedules for all facilities.  | As indicated in Goal 11 findings, the City of Cottage Grove can provide urban services to its existing UGB as well as lands within the proposed UGB amendment. This policy is met. |
| 8. The County will encourage the orderly and logical annexation of territory to each City.   | The UGMA ensures this policy is met.   |
| <p>9. Any County approval of the division and/or development of land within a City's urban growth boundary will be consistent with provisions of the applicable City plan within the area. If necessary, the County may take one or more of the following actions to enforce this policy for decisions applicable to land outside the City's jurisdiction:</p> <p>a. On an interim basis, limiting the level of development to less than the planned urban density or intensity, based on interim standards to be adopted and published.</p> | The UGMA implements this policy.   |

| Urbanization Policy   | Consistency Analysis   |
|---|--|
| <p>b. Determining that the design and operation of an interim land use will allow for later conversion to full urban densities in an orderly and efficient manner (e.g., land divisions to be approved in such a way as to permit later redivision into greater and urban level densities), and that the interim land use will not otherwise preempt the subject or other properties from the future orderly provision of urban services and facilities;</p> <p>c. Requiring that interim and long-term development be consistent with existing master sewer and/or water plans for the urban growth area;</p> <p>d. Requiring City service connection, where agreeable to the City and consistent with applicable law, and where consistent with approved master facility plans for the urban growth area.</p> |  |
| <p>10. Lane County will apply where appropriate applicable City public improvement standards within urban growth boundaries where it is determined that those standards are more rigorous than those of the County. Where City standards are not practicable, County approvals will be given in such a way as to permit each conversion in the future to City standards.</p>  | <p>The UGMA implements this policy.</p>  |
| <p>11. Use of utility easements and natural drainageways within the urban growth area shall be consistent with applicable plans, will have multiple uses where practicable and will be based on County-City agreement.</p>  | <p>The UGMA implements this policy.</p>  |
| <p>12. The County will provide each City the opportunity to review and comment upon County consideration of plans, ordinances, development proposals (zoning and land division), public improvement projects, sale of County lands and other similar matters of City interest which occur within the City's area of influence and/or urban growth boundary, via "joint agreements for planning coordinator" executed with each City.</p>  | <p>The UGMA implements this policy.</p>  |
| <p>13. Lane County will expect to review City proposals for, or consideration of, matters of County interest through established procedures. Matters to be reviewed may include those listed above in Policy No. 12, plus other matters such as annexations, as governed by joint agreement.</p>  | <p>The City of Cottage Grove applied for County review and adoption of the proposed UGB amendment consistent with this policy.</p>           |
| <p>14. Lane County shall attempt to achieve coordinated establishment of City urban growth boundaries and land use/public improvement approaches (including plan land use designations, development policies, zoning, etc.). Plan coordination may take one of the following forms:</p> <p>a. Co-adoption, with each City, of a common Comprehensive Plan; or</p> <p>b. Adoption of the City's Comprehensive Plan as a part of the County's plan(s); or</p> <p>c. Approval of any supplemental policies or procedures</p>   | <p>The City of Cottage Grove is applying for co-adoption of the proposed UGB amendment, consistent with the requirements of this policy.</p> |



| Urbanization Policy  | Consistency Analysis   |
|--|--|
| <p>which will accomplish the intent of this section of the Policies, which may be mutually agreed upon by the County and each City.</p>  |  |
| <p>15. Lane County shall regard itself as "caretaker" for lands within City UGBs but outside of City limits and will administer County land use and other regulations toward that objective, within the parameters established by the preceding Policies. Conflicts between City and County interpretations of plans or appropriate County actions shall be resolved temporarily in favor of County until the conflict is fully resolved through plan amendment or clarification, or other action.</p> | <p>The UGMA implements this policy.</p>  |
| <p>16. Unincorporated communities shall be considered and treated as part of the County Plan with due consideration for community needs and values. Urban level development requiring or ultimately likely to require urban services such as sewer and water systems shall not be approved unless the community itself, by public or private installation, can supply these services, and the development is in the form of an acceptable new development center proposal.</p>                         | <p>No unincorporated communities are involved in this application. This policy does not apply.</p> |
| <p>17. Within established UGBs, City plans ratified or adopted by the County are to be considered the governing land use documents, but do not pre-empt final County legal responsibilities or authority. Contract annexation agreements between cities and the County may modify this position as acceptable to both parties.</p>   | <p>This application does not impact this policy.</p>   |

## **APPENDIX 1:**

### **Advisory Committee Agendas and Minutes**

DATE: April 12, 2010

TO: City of Cottage Grove Planning Commission  
Lane County Planning Commission  
Cottage Grove Urbanization Study Advisory Committee

FROM: Howard Schesser, Community Development Director  
City of Cottage Grove

RE: Cottage Grove Urbanization Study/UGB Amendment process

Dear Commission & Committee members:

Thank you all for coming together to begin the Cottage Grove Urbanization Study & UGB Amendment process. This process is a partnership between the City of Cottage Grove and Lane County, and we are excited to begin with a joint meeting of all three groups instrumental to its adoption.

The City of Cottage Grove is undertaking this planning study to address a required need for a 20-year supply of employment land within the City's Urban Growth Boundary. Our recently adopted and DLCD acknowledged Economic Opportunities Analysis shows a need for approximately 100 acres of additional employment land to address expected growth within the next 20 years. We are not looking at residential lands at this time, as our current Buildable Lands Analysis does not show a need for additional residential land.

The project is funded through a Department of Land Conservation & Development (DLCD) grant. This grant dictates the project timeline and the public involvement plan. The dates you need to be aware of are:

#### **Timeline**

|  |   |
|--|---|
| Second Advisory Committee meeting        | June 15, 2010                                   |
| Open House                               | July 15, 2010, booth during Bohemia Mining Days |
| Third Advisory Committee meeting         | August 24, 2010                                 |
| Joint Planning Commission Public Hearing | October 20, 2010                                |
| City Council Public Hearing              | January 24, 2011                                |
| County Commission Public Hearing         | February/March, 2011                            |

Concurrent formal public notices in addition to website updates and water bill notices will be sent to the entire city and/or targeted areas of interest throughout the process prior to each meeting and document review opportunity.

Please feel free to contact myself or my staff at any time during the process if you have questions, at (541) 942-3340. Again, thank you for your commitment to this process and to public involvement in planning in Lane County.

**CITY OF COTTAGE GROVE PLANNING COMMISSION  
COTTAGE GROVE URBANIZATION STUDY CITIZEN ADVISORY COMMITTEE  
LANE COUNTY PLANNING COMMISSION**

Joint Work Session of April 21, 2010, 6:30 p.m.

Lane County Public Service Building  
125 East 8<sup>th</sup> Avenue, Eugene

**PRESENT**

**Cottage Grove Planning Commission:**

Chair George Devine, Commissioners Michael Cowan, Lindsey Haskell, Michael LaBorde, Larry Nichols and Mindy Roberts

**Lane County Planning Commission:**

Chair Robert Noble, Commissioners Tony McCown, Steve Dignam, George Goldstein, Nancy Nichols, Dennis Sandow, John Sullivan and Jozef Siekiel-Zdzienicki

**Urbanization Study Citizen Advisory Committee:**

Matt Parsons, Faye Stewart, Savannah Crawford, Eric Johnson, Kristin Sanger, Pam Reper, Delanie Reed, Jeff Gowing,

**Cottage Grove Staff:**

Howard Schesser and Cindy Blacksmith

**Lane County Staff:**

Kent Howe  
Stephanie Schultz

**Others:**

Jan Wellman, Lane County Resident  
Greg Winterowd, Winterbrook Planning  
Ed Moore, DLCD

**ABSENT**

**Cottage Grove Planning Commission:**

Jeremie Eckstine

**Lane County Planning Commission:**

Lisa Arkin

**Cottage Grove Staff:**

Amanda Ferguson and Jessica Taylor

LCPC Chair Noble stated that tonight's meeting was a work session only for the Lane County Planning Commission and the way that the meeting will proceed is that he will ask the staff to introduce the topic. He asked that everyone introduce themselves and to declare any ex parte contact at the same time.

There was discussion among the LCPC members present with reference to a letter received from Commissioner Goldstein and it was determined that discussion on that item would be decided at the conclusion of the joint work session.

#### Ex-parte Contact

LCPC Sullivan stated that for record that there could be an interpretation of an ex parte issue with him as he serves on the American Planning Association Board of Directors for the State of Oregon. Both Amanda Ferguson, who is the agent for the proposal, and Greg Winterowd, who is the consultant, serve on the same Board with him. He further stated that they meet monthly and that he also considered them friends. He wanted to make sure that this was in the record, but he did not believe that it would have any negative bearing on his ability to weigh the findings and to make a recommendation. Further, that if others felt that way they should voice that.

LCPC Chair Noble asked the County staff to introduce the topic.

Ms. Schultz stated that tonight was a work session presenting the Cottage Grove Economic Opportunity Analysis (EOA). The LCPC has had experience working with urban growth boundary expansions and just last night met with the City of Springfield on their project area. So tonight Cottage Grove is presenting their analysis work.

Howard Schesser corrected Ms. Schultz by stating that Cottage Grove staff has provided everyone with copies of the EOA that the Cottage Grove City Council and DLCD had approved. Tonight's purpose is for the two Planning Commissions and the Advisory Committee to hear from the consultant that has been hired to do the work at looking at the need for the 100 acres of employment land that was identified in the EOA and what the process was to go through which may result in expanding the urban growth boundary in order to meet that need pursuant to state statute. It was not his intention to go through the whole EOA, but copies were provided ahead of time as background information. This is the next step under Goal 14 and the urbanization and how to accomplish the need that has been identified.

Ms. Schultz then stated that this meeting was occurring much earlier in the process for getting the concept adopted. So this is a work session conversation type meeting of presenting the work to-date.

LCPC Chair Noble asked for Mr. Schesser to continue with his presentation.

Schesser: The EOA did identify that there's a need for approximately 100 acres of additional employment land that's needed to address the expected growth within the next 20 years. So we're looking at commercial and industrial lands. The study will not look at residential lands because all of our vacant land inventories and the need doesn't require us or lead us to need additional residential land. Right from the start we wanted to make sure that everyone understood that we're only looking at commercial and industrial lands. We've went through a process, after we got the grant from DLCD to assist us in this, we've hired Greg (Winterowd) from Winterbrook Planning to undertake the next stage which is the urbanization under Goal 14. Greg has been involved both on State committees as well as the EPA dealing with Goal 14 and urbanization and at this point I'll turn it over to Greg who'll talk about the process. What we will do over the next several months is that Greg will be working on the proposal. His work will come back and be reviewed by our Advisory Committee with occasional updates for our Planning Commission. Later down the road we'll do a joint public hearing on the information that Greg has developed so that we can then move through the process.

Winterowd: First of all, I'm glad to be here and really thank you, all of you, for coming to this meeting this early in the process. It's unusual to have a joint work session with both the Cottage Grove Planning Commission, Lane County Planning Commission, and the technical Advisory Committee. So this is really a "kick-off" in terms of how we're hoping we're hoping to approach the UGB amendment process rather than giving you a huge box of material at a public hearing and asking you to make a decision. I do a lot of this work, a lot of it. Last year I was involved in four successful urban growth boundary amendments. None alike, they all had unique qualities. They relate to communities that developed the EOA or the housing needs analysis. At the same time I have been thinking a lot about how I could explain to all of you or to any Planning Commission in the State, any City Council, any Board of County Commissioners in simple terms how this process works. That's what I'm going to try to do tonight. They'll be some allusions to Cottage Grove, but I tried to make it broad enough so it could work almost anywhere in the State. I used an analogy which you might find a bit far fetched, but it is an analogy of the Japanese garden. Most of you have seen a Japanese garden I think. They have a garden called Stones and Sand. There's a garden path. There's an entry. There's an exit. You feel relaxed after leaving the garden. That's how I'm hoping you'll feel after tonight's presentation. As I said it's a bit far fetched, but I think it works. So with a little bit of reduction in the lights so you can see, I showed this to the office people as a dry run. One person said this sounds a lot like (unable to understand) are you actually going to say grasshopper in your presentation. Maybe. The other one said this is really good, this helps me understand the kind of work that we do in the office. So, maybe we'll be somewhere in between.

#### Start of Power Point

Presentation Credits, this is actually the Portland Japanese garden on a foggy day which is most days, called a simple path. Again I don't think we need to make this as

complex as some make it for deciding how – the process, and where to expand an urban growth boundary. The images there will appear later on in this presentation. They were carefully picked. They all have meaning.

There are four basic steps that I think especially for a County Planning Commission that are critical to this process.

The first question is how much unmet need is there that has to be met with a UGB expansion? A pretty simple concept, lots of assumptions behind it. You'll hear tons of argument, but that's the basic question. Howard told you we need about 100 acres, after a long process with an EOA.

Step 2. I know you guys know this, but it's so basic and so simple and often it's not presented this way. You look first at rural exception areas. Areas that are not zoned for farm or forest use and you take that need that has been identified by the City, hopefully with review by the Department of Land Conservation and Development. We have Ed Moore here from that organization. Then you take that and say where do we meet it? The rules are really clear. You look first at those rural exception areas and you put as many of those needs as you can in those areas before you go elsewhere. The second, and this is Lane County not most counties in the State, but Lane County you go to marginal land which is kind of half-way between the exception area and real farm and forest land. Then you go to what is called resource land which is farm or forest land. If you keep that in mind as you look at UGB amendments as they come forward to you, it's useful. If it's not presented that way you might ask can you please present it . . . show us how you looked first at the exception areas, then marginal lands, then resource land. That would be very helpful because otherwise you will have so much conflicting testimony that takes you away from those basic principles.

How do you determine land need? You have to do a population and employment projection. I think the County is pretty familiar with population projections. Cottage Grove has one. The employment projection is in the EOA adopted by the City, reviewed by LCDC. There's a relationship between those two. As population grows at a certain rate, Cottage Grove has the ambition to have slightly more population growth. I mean employment growth and not to be a bedroom community. But there is a clear relationship between population and employment growth.

Then you look at economic needs. You've got the EOA and I'm not going to go into any detail on that tonight because that could be a whole two hour presentation by itself. We wanted to give it to you early because it's the basis for everything that we're doing here. Out of that EOA comes a list of needed employment sites. Sites that are suitable for meeting the objectives that the City's identified through their EOA process. I talk about sites – not just acres. That will become really clear what I mean by sites. That's what I'm calling "stones" in this presentation. Sites are something that are usually larger, they have specific location requirements, they've got to be either highway, they

JOINT CGPC/LCPC WORK SESSION --April 21, 2010, Page 4 of 28

have to be relatively flat, they have to be suitable which is different than land that is for housing which has to be buildable. Am I speaking English when I say terms like that?

For residential needs you do residential lands need and analysis. It has two parts, housing, multiple family, single family, manufactured homes. There's also a public needs component, schools, parks, hospitals, colleges. Those sort of things. Again, Cottage Grove though is not doing a residential land needs analysis, just the employment.

This is Japanese garden. I think it's in San Diego this picture. But I'm introducing a concept of "stones" and "sand" to you because I think it's a good analogy. If you've been to a Japanese garden the stones are very carefully placed. They have different sizes. They have a relationship to the walls and to the sand. So in an economic situation where you're looking at land for industry, for commerce, it's very important that land meets specific site requirements. Otherwise they won't go to your business. Otherwise you can't get to your warehouse. You can't get to the highway. Nobody is going to build their warehouse that way. So the stones I think was a useful concept.

Sand is poured all around the stones. Stones are placed, sand is poured. If you think about the whole process for Goal 14 amendments, you can usually put housing in almost any kind of exception area. But you cannot not necessarily put an employment use in an exception area, an exception area is cut up and has houses on it and it isn't the right location. So the only way that you can get around this strict priority with the most . . . the best way it's going to happen is if you have a stone that does not fit in the exception area because of location requirements. That's in State statute. That's in Goal 9 the Economic Development rule. It's in the Goal 14 rule.

Employment stones. Large industrial sites, business parks, transportation (unable to understand) commercial uses. These have to be placed in strategic locations. But they're also public stones. For example, you might need to have a community park that's 20 acres that has certain qualities. A high school might need to be located in a certain area. A college might need to expand. So you can have those sorts of public stones. Residential is almost always in the sand category. It can be placed almost anywhere.

Typical site requirements for stones, this is right out of the Goal 14 administrative rule. Notice what I'm not doing, I'm not saying OAR, etc., etc. because there are so many OAR's, so many statutes and goals as well. If I start reciting all those things to me it loses the essential flow of how you make these decisions. Of course when we do findings, and we come to you, you will definitely see all those citations. But know I'm trying to boil it down and make it simple. So site size, proximity to transportation, proximity to other industrial uses, topography. Usually if you look at employment land, it's got to be pretty flat, shouldn't be in wetlands, shouldn't be in the floodplain if you can help it.



Compatibility. Usually you don't want to be sticking employment stones in amongst residential areas because you can have conflicts. Commercial – maybe. Probably not industrial. They usually like to be separate. Those are all standard characteristics that are mentioned in the Goal 14 administrative rule, the urbanization rule and in the goal itself.

So generally, sands – housing. Pretty much all housing can be poured in-place. Sometimes commercial uses are like that. For example if you have a redevelopment in an existing commercial area. You can kind of pour that in like you're placing a big stone. You're using an existing area and putting more in it, you're intensifying it. But most of the sand, as I referred to it as housing, and there is a definition of what is buildable land in the Goal 8 – the Housing Administrative Rule that talks about less than 25 percent slope, outside the floodplain, you can discount protected wetlands and stream corridors, usually public land is not considered, if it's owned by a school district, it's not available as buildable land. That's also in the administrative rules.

Most Lane County communities are going to have both, some stones, some employment uses, maybe some public uses with site characteristics. Springfield is one of those. And, residential sand that can be poured anywhere.

So once you've figured out what your need is, I think you all know this it is critical so remember it, you have to do both a buildable land inventory and a suitable sites inventory to look at your supply of land within the existing urban growth boundary and then you need to look at measures to increase density or intensity of use. DLCD cares a lot about these measures. Why? Because they want and the State law wants us to use land efficiently, so you see a picture of stones piled up that means higher densities. It means things like redevelopment in existing commercial areas, if it's an economic issue – infill, redevelopment to housing (unable to understand).

At the end of that analysis you come up with a (unable to understand) how much is left within your existing UGB to each one of your land needs. Once you know that – this is all sounding kind of familiar to you right – then you carry forward the unmet need to steps two through four of this process.

How much and what kind. How much that acres. But what kind is also very important. What are the characteristics of the land that's needed so you can measure those characteristics against the availability of land outside of the UGB when you decide where to grow.

So now I'm going to do a few pure Cottage Grove slides. When you see that symbol – Cottage Grove – you will know that we're talking about Cottage Grove and not Springfield or Eugene, or Junction City or Florence or anywhere else.

So the Cottage Grove UGB amendment proposal is only employment stones. We're not proposing any sand. Everything is identified in the economic opportunities analysis is linked to specific site requirements in the EOA. So we're only talking about stones of different sizes and shapes. No sand.

So what did the Cottage Grove EOA say about unmet industrial lands. By the way we have gone through an analysis in the EOA already looking at redevelopment potential and we've assumed a lot of it especially in commercial areas. If you've been to Cottage Grove you can see there are a number of areas where they have a big parking lot-small building. Lots of redevelopment potential. We liberally accounted for that as in we assumed a lot of the commercial need would be met in existing areas. But what we found we didn't have is a large single user basic industrial site and that the existing Cottage Grove industrial park was pretty much filled up. It's been a great success. The City went out of their way to make this a possibility. The sites that they have are either leased or purchased, it's pretty much filled up. So we thought it was a good idea to have another one of those about 33 acres. There's some degree of size that comes in to the 33 and the 24 and that's explained more in the EOA. Those are two of the stones that we used to include within the urban growth boundary we believe.

The other two are what I'm broadly calling commercial. Commercial often includes office, service commercial as if you want to have your car fixed, if you want to have your electronic items in your house fixed, everything to retail sales, everything to motels. That's what is meant by commercial.

Notice that we're saying within the urban growth boundary we need 12 acres. The original number was much higher than that. We've relied extensively on redevelopment of existing commercial areas to get that number way low. We thought if we were going to have one of these things it shouldn't be striped along the highway, it should be master planned so with limited access making sure that ODOT is happier – not lots of highway accesses, but also to make sure that it is used efficiently.

So all of these stones are being done with the idea you have to have a master plan, it has to be efficient land use so we don't sprawl all over creation.

A new business park. A business park could be everything from a dental office to a repair or garage repair situations to a deli. If you think of business parks like that one which is a Beaverton business park that was developed by a guy named Greg Speck out of Portland. It's a flex building. They don't know the uses that are going in, they do know it's landscaped. They do know that the space can fit many purposes and know the impacts and they know it's employment uses. That's essentially what a business park is.

So now, the next question is where to expand the UGB. To me in most counties that I've worked with around the State – this is the biggest question I have. Okay, so

you've done all this needs analysis and infill and redevelopment, DLCD is commenting on all of those things. But the County Planning Commission above all I believe has responsibility to figure out the direction of growth. To look at the farm land, to look at how to efficiently use the exception areas you've got. That's a big role that the County has under State law. I said the words State law. We are more regulated in this respect than any state in the country. Not a close call – way more. Most, when I've given this presentation in other states which I have, they say I don't believe you. You actually have state-wide zoning of farm and forest land? Well no, we make the Counties do it but they have to follow the State law which is very rigid. So we have the equivalent of that. It's all spelled out in statutes and administrative rules what you've got to do. It's a cook book and again when I was thinking how to keep this simple, I thought who wants to make this complex – people who don't get into UGB's, want to get into UGB's they have a reason to make it complex. To take an exception to the rule and make it seem like you can drive a truck through it. Sometimes city's can have an agenda like that. On the other side, environmental groups can want to make sure we have the tightest UGB in the world that may go beyond what State law requires. So you get many interest groups who are going to interpret these rules in different ways.

But you really have to look first at the ORS 197.298 Priorities for Urban Growth Boundary Expansion. Because it's pretty dang clear when you read that, then if you read the relationship between those state-wide priorities to the Goal 14 administrative rule it spells it out line by line. You go exception areas, marginal lands, farm land. I didn't say anything about urban reserves because you don't have those officially here. If you look at that first, I think you'll save a lot of hassle.

We have something called a Goal 14 Location Factors. They're very important. They used to be the whole shooting match before we had 197.298. Which about 15 years ago it was put into statute. But they are secondary now, they are not (unable to understand). Primary things are the priorities, once you've figured out how much of your need you can meet in each priority category, exception areas, marginal land, farm land. Then you apply the location factors to decide which among those priorities to include. You'll hear this and I think it's wrong – oh we'll do location factors and we'll try to wiggle around the priorities. That's a very dangerous road to take. That's not a simple path, that's a path for appeal. I'm being really blunt with you because I've just seen so many hearings like this that don't get local governments where they need to go.

There's also exception in the statute in 197.298 to those priorities. There's three of them and the weird thing about it is that they look a lot like when you read them, they look like the Goal 14 location factors. But I'm here to tell you it's very hard to use those exceptions to get around the priorities and it's very hard to use Goal 14 Locational factors to get around priorities. So keep that in mind as we progress.

If come back to at some other hearing and say oh I know I said that back then, but here's what I mean now. Look at me with a jaundiced eye.

Ok step, two go, to exception areas first and I think that's going to the priorities and statute. Once you determine how much land you need to add to the growth boundary then it's a matter of grabbing your bag of stones and your bucket of sand and you see how much of that you can pour or place in the exception areas. You have to go pretty systematically through the exception areas, and it's just not the exception areas right next to you. Exception areas that begin within a ¼ mile of the growth boundary, you've got to look at those. Some of them go on for a while a ways. So you try to fill those up first. Exception areas are simple, they're not farm land, they're not forest land, they're not marginal land. You can tell by the zoning map what are exception areas. But here's something to also remember, I think you know it, but I'll repeat it if you don't, it doesn't matter what quality the farm land is – it's an exception area. It can be class one soils, the best in the universe, an exception area is not considered to be farm land it's considered to be exempt from agricultural lands goal. So even though it might have beautiful crops and might grow the best filberts in the world, it might be planted in filberts, but if it's zoned RR5 it's an exception area – it's not farm land under State law. So you've got to look at that. A lot of times, people in exception areas want nothing to with UGBs, if they're five acres or half acre. Yet, the law pushes counties and cities toward bringing them into the UGB. However, and this is the big however, and that's why I call this stones and sand, large employment stones often cannot be placed in an exception area. The parcel sizes are too small. If you need a 20 acre parcel, it's hard to put that smack dab where there are 4 or 5 houses on 4 or 5 acre lots. Maybe the exception area isn't located near the highway. Maybe it's surrounded by other residential areas which guarantees you conflict. Maybe if you're competing in an international market, or at least a northwest market for that one large industrial user and there are 4 sites available. Three in other jurisdictions say come on into our town, we've got a site with \$4 million dollar houses and an exception area we'd like to show you. Maybe they walk away.

So that's why your Goal 9 Rule and the EOA takes that into account. So the stone is the one big exception to the priorities. If you can't place the stone in exception areas, then you make the case for going to an area where you can place the stone. It's big enough it meets locational requirements.

So Cottage Grove conditions. Cottage Grove has a lot of exception areas doesn't it? You can see all that in yellow is exception areas and it goes on for quite a ways beyond Weyerhaeuser. So we're going to have to look at all of those. That's what the law says Cottage Grove has to do.

Is it possible to place any of those 4 stones you saw earlier, ranging from 12 to 33 acres, in any of those exceptions areas? We believe at this point some can. So we're not sure they all can. We're doing that analysis now, but that's going to be the issue

that will come up before DLCD. If 1000 Friends is involved, we're going to ask this question. It's up to the City to prove that we can't, if we can't get it all in the exception areas, how come.

Let's say we can for a moment. Let's say we can get all these 4 stones or 100 acres in exception areas to meet the locational requirements. Then we would apply with Goal 14 locational factors to figure out which of those lands to bring in. But we can't use the Goal 14 locational factors to say that oh, we'd rather go to farm land than to the exception areas if those exceptions areas meet our site requirements as shown in the EOA.

Some cities, and I've been involved with them, have argued well we should, it's much, much more expensive to serve this land than this land. The answer that DLCD, and not just DLCD staff, but the commission has given resoundingly over and over again, is that cost alone is not enough to trump the priorities. It's not enough to use farm land instead of exception areas. It can be a factor, but you can't use it by itself. So if you have a river on the other side, or a cliff, that might make it virtually impossible to efficiently provide urban services, for example. But it's a very tough row to hoe.

The other thing that I provided you with is a decision tree that came from an attorney in Bend. If you have time and you really want to get into this, look at the department decision that's now before the Commission. That provides an awful lot of detailed guidance regarding how the Department and the Commission is going to approach the priorities. It says in no uncertain terms, you apply the priorities first and then you apply the locational factors. Richard Whitman had a big hand in writing that and he is the Director of DLCD, he's a smart guy and I think that would be worth looking at as you go through this process.

Question: Could you be a little more specific with your map for me perhaps. Maybe, the Cottage Grove people already know this, but I don't where the existing urban growth boundary is on that map and that might help me better understand what you're trying to explain.

Winterowd: All this slide does and I could do that but at this point I'd think I'd rather not. I say this because we haven't done the analysis yet. All the stuff that's yellow is outside the growth boundary. The white is inside the growth boundary, which I believe is in the County. Have I got this right, Howard?

Schesser: Not totally.

Winterowd: The darker stuff is in the city itself as a part of the City. So the key point of this slide is that we have to look at all of those yellow areas. Weyerhaeuser's down at the south end, it's outside the city. We have to look at those yellow areas first and there's a lot of them. We will come back with so much more detail and information

about that analysis showing exact location of the UGB. I'm really not trying to make any case about whether those exception areas can meet the need nor or not because we haven't done the analysis. At this point it's just an introduction about what we intend to do, not what we've done now. Have I answered your question enough?

Question: I could use a little more specifics but if you choose not to do that, it's your presentation.

Winterowd: Howard, would you like to answer that.

Schesser: I can answer that. Primarily on the white area on the north that's Bennett Creek Road that comes down from Highway 99, that white area, the majority of all that white area is within the city. You have the major I-5 corridor that runs through on the right side of screen and the map, most of the white area. If you follow the river, some of that white area is in if it's on the west side of Row River and if it's on the east side of Row River, then it's in the County at the present time. When you come down to the south end, all of the white area is in the City. We've already expanded and annexed all the way out to our urban growth boundary limit. So right now we're doing very little annexation because there's very little land left to annex. Our Council has a policy of not forcing annexations.

Winterowd: I'm glad that Howard came to my rescue. The yellow areas are the rural residential exception areas we have to look at. The green areas are the resource land: farm and forest land. A lot of that farm and forest land is really attractive for development. Why? Because it's flat, well drained, buildable, it's also attractive crops for some of the same reasons.

So marginal lands. Lane County is one of two marginal land counties in the State. I'm sure Kent could tell you about the horrendous process they went through years ago to become a marginal lands county. It means, my simple explanation is, it ain't quite farm and forest land and it's not exception land – it's in between. You know it when you see it because it's got ML written on. That's what you need to know. This is actually a image of marginal land taken off of Lane County GIS. I don't know why that's marginal land, it looks a lot like some other stuff that's ag land. It's not near Cottage Grove though, so it's not within a mile of the urban growth boundary. We checked that so that's not going to come into play, but could come into play with other cities.

Question: Excuse me, can I ask you a question about that marginal land? Does it have a rating that the State gives to soils on their 1 to 8 scale? Or is there some other factor involved?

Winterowd: Kent do you want to help out on this?

Howe: It's a combination of both parcelization to imply a certain level of development as well as soil quality that gets that ability for it to be considered commercial farm and forest land. So it's a combination of both parcelization and soil quality.

Winterowd: I didn't spend a lot, when I looked in Cottage Grove's situation as a factor, I didn't spend a lot of time deciding whether we needed to worry about that, we don't. But, I think other cities - Ken it's going to apply to some other cities that are going through this process?

Howe: Well, I don't think so really. Marginal land isn't you know always within a mile of an urban growth boundary. Only if we have some in Lane County that is, it will apply.

Winterowd: Okay. Then as a very last resort and I mean this, as a last resort, if there's nothing else you can do, you try to place those stones in the exception areas that don't meet the requirements. The requirements have to be objective as in mapable, so you can query your GIS data base and say find A, B, C, D. If you cannot place that stone on exception areas and marginal land, then you have to go to farm land to meet the need. This is written in the State statute, it was anticipated that sometimes you would have to bring farm land in or forest land to meet economic development needs, but only as a last resort.

So let (unable to understand) you're supposed to go to the poor soils before the good soils. In the Willamette valley, I've done a lot of this stuff, what tends to happen is that the Class 3 soils tend to be the highest quality. I mean, how do I put this, the lowest quality buildable soils. When you get in to 4, 5, 6, 7 in the Valley, you will often find the steeper slopes, you will often be into your drainage corridors or wet areas. Not always, there's exceptions but generally speaking what we do is look to the Class 3 poor soils that are likely to be buildable or suitable to meet the economic need. So, this is a picture of Class 3 soils just outside of Cottage Grove. They tend to be used for almost anything. It's often grazing, it's often grass seed, that kind of thing. But everything that I say has an exception but that's a general statement.

Then the really good soils, the Class 1 and 2, in Saginaw just outside of Cottage Grove, they're plowed, flat, well drained, great industrial sites, also great farm land. It's really important that we . . . that once you look at the exception areas and marginal lands, you then go to the next category of land that might meet the need. Generally, Class 3 soils. If you can't do it in Class 3, then you're forced into Class 1 and 2 which is the really good stuff.

So repeating myself, Goal 14 locational factors apply after you've looked and exhausted each priority to decide where to go. So what do they say? Efficient accommodation of identified land need, what does that mean? Nobody knows, I don't know, but you have to make it on a case by case basis. Dick Bennett used to be the Director of DLCD, who  
JOINT CGPC/LCPC WORK SESSION --April 21, 2010, Page 12 of 28

is now an attorney with Metro, used an example of: well, if you had a highway that went out of town on a long strip and you had it filled with exception areas. You might not want to chase that strip with commercial development all the way from Newburg to Dundee. You might want to say at some point that it's not efficient anymore to do that. So that might be a reason to bring in farm land closer to the urban growth boundary rather than going in a linear pattern that creates all kinds of transportation havoc (unable to understand). That was an example that he used. It's a pretty tough standard to meet though. You've already, remember in Goal 14 you need you already have to show how you're going to intensify land use and use land efficiently. So, you might be able to use that but it's difficult.

The next one is orderly and economic provision of services. Many have tried to show it's more orderly and more economic to serve farm land than exception areas. That in a ways is a big "duh", of course it is. Exception areas are cut up, they've got houses on them. There's a mess to try to serve, they're more expensive. But State law says go to those guys first even if it's more expensive. Unless something's really disorderly and really uneconomic you probably can't use it.

Compare environmental, energy, economic and social consequences. You've got to go through that exercise. I put that in the blah, blah, blah category because they usually are not (unable to understand) unless, you have something like the Jackson Frazier wetland in Corvallis. A massive wetland, you don't want to go anywhere near it, you want to preserve it. That might be a good reason to not go in that direction, but in most cases in the cities that we work with will also have protection measures for these streams and wetlands that are brought into the growth boundary. So that in the easy analysis they'll say we want to avoid those if possible. But, if they come in we will protect them anyway. So, it's not usually a key factor and it certainly cannot be used to overturn the priorities.

Then the last one is compatibility between the growth boundary itself and uses in it -- adjacent farm land. This is where you get what I would call an unintended consequence but sometimes you'll go to the worse farm land, bring that in and protect the UGB. But it might be next to the best farm land and you might be putting all these incompatible residential uses. But the priorities would still stay bring the poor farm land first regardless of the long foundry with the agriculture land around it. In an ideal world you would have everything work out so that you have a stream or a highway separating the urban use from the rural land. But if it comes to a trade-off, you'll go to the poor quality soils even it it's a dagger in the heart of agricultural land before you'll bring in the better quality soils that might be better protected. I think that's frankly a flaw in the system, but you get some really strange shaped urban growth boundaries as a result of these priorities. I would advise any city not to give great weight to 4 over the priorities (unable to understand) of say good quality ag land.



So let's go one by one through the exceptions that are in the statute for the priorities. You're going to see a lot of this, you're going to see it from the property owners who didn't get in, say I want to take this exception. Bring my property in I've got a great attorney. Trust me you'll see this.

So specific types of identified land use cannot be reasonably accommodated on higher priority land. This exception is a stone and the stone is mentioned in the beginning of Goal 14 as a need stone. It's mentioned in the administrative rule as a locational stone and it says right in the rule. If you identify specific needs for employment or public uses, and you cannot meet those needs on exception areas then you can go to farm land. That is the one exception that is actually in a goal and a rule that can be used. That's the stone exception and that's why I use this analogy.

The second, future urban services could not reasonably be provided to the higher priority lands due to topographical or other physical constraints. You need a cliff, you need a river, you need an interstate highway, something pretty major before you can use that one. Many cities have tried, many cities have failed. The last thing you want in a Lane County city is for you guys to approve it, and even if you convince LCDC to approve it, which is unlikely, then you're welcome to the Court of Appeals. They are likely to turn it down.

The last one, again it looks like the locational factor in Goal 14, maximum and efficiency of land uses within the proposed urban growth boundary required (unable to understand) of lower priority land in order to include or to provide services to higher priority lands.

What are they saying? They're saying that if you have to go through farm land to get to an exception area, and you can prove that you can't route the sewer line a little bit to the left of the farm land, as the only way to get there then maybe you can include the intervening farm land. A lot of cities have tried and failed to bring in farm land that's near by an exception area and say its more efficient to serve all of this at once. This kind of says it has to be between. It requires inclusion, not that it's more efficient to include, it requires it. A very tough standard to meet and it has rarely been successful.

Summary. So Goal 14 location factors are used to determine which lands in each priority category to include within the UGB and you do it sequentially. Exception areas, marginal lands, low value farm land, high value farm land and the cost of public facilities and services usually cannot trump the priorities. I know I'm beating you over the head with that, but that's an important thing. I've rarely seen it work. Follow this simple path grasshopper and you will increase land use efficiency, protect farm and forest land, minimize appeals, and allow the cities with your help and the county to focus on planning within growth boundaries. And, not spend years and years and years in court battles. That's why the simple path (unable to understand) makes a great deal

of sense. At the end of all of this instead of enlightenment, you might get acknowledgement. That's it, lights, camera, action.

Winterowd: What I had provided and John one of his ex parte contacts with me said, it would sure be nice to have a decision tree. Something that said step by step, I gave you a decision tree that was actually prepared by an attorney in Bend, that I modified to fit the situation. I also tried to explain in this memo where Cottage Grove is in the process. Described the four stones and the economic needs to set the stage for when we come back to you after we've been through the TAC and the Planning Commission of Cottage Grove and the City Council. We're working with you so you're not looking behind schedule. You've got a preview of where we're headed with this and you'll see detailed findings that address all the state wide planning goals, the administrative rules, the statutes. But, I've tried to present this in a way that if you follow the simple path and it's also on the computer so it's not copyrighted so you can use it. If it were copyrighted it would be the City of Cottage Grove's, not mine. I think it might be helpful to you in reviewing the city's, not only Cottage Grove, but every other UGB amendment process you have before you. So, Mr. Chair what would you like to do?

Noble: At this point I'd like to open it up for questions and maybe I can start.

Winterowd: Sure.

Noble: You had, first of all thank you, I think this is a greater primer on UGB expansion matters and wished I would of seen this before.

Question: Once an inventory analysis is done and you've identified a quote/unquote unmet need are cities compelled legally to meet that need?

Answer: My initial response is yes. So I won't start off with a qualifier, I'll start off with a yes and then I'll qualify it. Basically cities go through period review, they don't have to maintain a continuous 20 year need, but if you're in periodic review you're supposed to have a 20 year land supply. So, the other qualifier to your question is that cities have some latitude in deciding how much they want to rely on redevelopment and infill. They've got to rely on it somewhat, but the jury's out on how much is enough. There's some policy choices. For example, you will hear from Lane County cities we want, in many cases we desperately want and need to preserve our small town character. So we are unwilling to be the Pearl District in Portland. On the other hand, if the city said we want to be the Pearl District in Portland probably LCDC would not object to that. If you intensify, there's probably no limits to densification but there is a balance between local values. I've worked with Cottage Grove folks enough, some density is okay but we really don't want to be Portland or anything like that. We want to be our own community. So that doesn't apply because Cottage Grove is not doing residential, but that is an example.

Question: One follow up question. You mention the sand and stones and in order to obtain the parcel size for these stones and keep a reasonableness to the dimensions of an expansion, you may have to take in more acres of land for your employment acreage. So you're going to end up with sand and stones.

Winterowd: That can happen, yes.

Question: So unless you're going to do an unusual dimension for the UGB expansion you may end up with more acres than the 50 or the 100.

Window: That's right. You don't want unbuildable land.

Question: What becomes of those acres that are annexed that can't be used for the employment need?

Winterowd: That's a good question. Usually when we work with local governments we would recommend that they provide at least some level of protection, land in the flood plain. I don't want to use a specific community, but usually we recommend that they have protections for Goal 5 Safe Harbor for Creeks and Wetlands. So if you have a wetland or stream, 50 feet from the top of the bank, so that when you develop the land that land is protected. In fact if it's a Goal 5 unbuildable – this is real important – if I say Goal 5 am I speaking English. If it's an urban natural resource, like a stream or wetland you're protecting, you can't count that or discount that as unbuildable in order to protect it. However, if it's 25% sloped or greater, which is in the administrative rule, you can discount that. The logic behind that rule when it was adopted because I was there at least when it was adopted, was that we really don't want to be encouraging as a State building on steep slopes in high densities. The other hand there's a lot of judgment about how much development can be put on a steep slope without causing land slides, without excess erosion, so the decision was made that that could be called unbuildable even though we all know there are instances where some houses going on. The decision was made not to make cities count that as buildable. There's a case in Ashland which you might hear about where Ashland decided that 25 to 35% slope was buildable. Then they got a suit by the homebuilders taken to LUBA as to whether they had objective standards for building on that 25 to 35%. LUBA went, this is objective, this isn't oh my god this is crazy. Nobody agreed what was objective or not. The thing is how do you know how much of that is really buildable until you do the geological analysis – you don't. So that was considered unbuildable. Same with the floodplain, you don't want to be encouraging development in the floodplain. You can call that unbuildable. All cities are learning more and more that they shouldn't be allowing a lot of development in the floodplain. Maybe certain uses, ball fields and that kind of thing. But it can be considered unbuildable so it might be developed at a lower intensity of use in most cases or not developed at all. Many cities that I've worked with have simply have simply said no development in the floodplain at all. Some cities have very

expansive floodplain areas so that wouldn't be practical. More than you wanted to know?

Question: Maybe a little bit, but I'm going to summarize what I think that you said which is it isn't then controlled by State law, it is subject to the protections and requirements of the city itself.

Winterowd: That's correct. What is controlled by State law is that you can discount it. What else is, if it's a Goal 5 natural resource you must protect it.

Question: Is . . . under your resources you've only talked about farm and forest. Is gravel considered a resource and where does that fit in?

Winterowd: You are a trouble maker sir. It's, gravel is in Goal 5 for reasons that nobody fully understands. It's sort of a resource, but it's an exploited resource and the answer is I'm working on a UGB amendment now and we're discounting all the gravel pits as being unsuitable for urban development because it's a protected Goal 5 resource.

Question: Ok, well they're mostly in the floodplain but sometimes they go beyond that and that's why I brought that issue up.

Winterowd: Yes and the other thing is that usually people who hold title to those gravel pits would like to exploit the resource rather than develop. Even though we all know that eventually that gravel's going away, eventually it's going to be filled up but that's usually beyond the 20 year time horizon. So it's another complexity but you're allowed to simply discount the gravel from buildable lands.

Question: Then you have to have a buffer too.

Winterowd: You often have to have a buffer and you can take that into account.

Question: I was hoping that you could clarify, so is there no sand that would be brought into within this urban growth boundary proposal? I mean it sounded like it depended on how the pieces laid out. So what would the use be, the use designation be of those residential lands? The residential lands would just come into the urban growth boundary as well?

Winterowd: Are we talking about Cottage Grove or in general?

Question: Yes, specifically to Cottage Grove.

Winterowd: What the City is looking at now is solely implementation of the economic opportunities analysis which is all about jobs and not about housing. So from that point

of view, they're not even looking at an urban growth boundary expansion for housing now. Although I suspect there may be some need based on some stuff I've seen, but I think that's a whole other study. We're trying to keep it simple, but you make a really good point whether you meant to or not. That is because of the amount of reliance that the City placed on redeveloping existing commercial areas, in a sense that was all sand because we didn't take any more space. You poured that into existing areas rather than saying we need a 50 acre shopping center (unable to understand) don't hold me to this but something like 40 acres of need was poured back into existing commercial areas rather than expand the commercial. There are some other reasons to do that. One is it uses up highway capacity which the City wanted to do as much as possible. Howard, if you want to amplify on these things, it would be fine.

Question: So if you needed to get to a 24 acre site and in between it were 6 five acre parcels, would you take that extra 20 acres to get to the one big one? Is that what you're kind of teaching us tonight to be seen later?

Winterowd: You too madam are a trouble maker. The answer is maybe.

Question: Because that's the way it's often split up.

Winterowd: In this situation it would be more likely that we would, unless we could use those 5 acre parcels to meet a need, because we don't have any residential we could possibly cherry-stem it. Go out the highway to get to what we need. I don't . . . so I'm not sure and we'd probably try to find a way (unable to understand) to bring those in. We have to show a need for it.

Question: So if one is sufficient and you have 27 5-acre parcels to (unable to understand).

Winterowd: Twenty-seven probably you wouldn't do.

Question: So it depends.

Winterowd: And the other thing you have to look at is it possible. Let's say we have a need for this 12 acre shopping center which we think we do. So what if there's a 10 acre and a 5 acre exception area parcel. We might bring in 15 acres to meet the 12. Let's say we have to move two houses for the shopping center because it's a valuable use and we can afford to do that and consolidate the property. If it's a 24 acre large site industrial and there are 8 properties with houses on it, we'd probably say that doesn't meet the need. You have to look at the specific situation, it's hard to make a generalization now.

Question: Is it possible, I don't know about Cottage Grove or wherever, if you take in a certain amount of land or stone for the economic value, could you also make some

residential land (unable to understand). See what I mean? (unable to understand) the proximity of the industrial or commercial uses that hasn't been developed yet but could be sometime in the future.

Winterowd: Possibly I think that could happen. If I understand you correctly.

Question: I mean if you took in 100 acres and possibly this 50 over here for some type of residential expansion, (unable to understand). But you would essentially waste that 50 acres or so for housing development.

Winterowd: Wasted in the sense of rendered unusable?

Question: For that particular (unable to understand).

Winterowd: That could happen and that's one of the what I'd call one of the other sometimes unintended consequence of the priorities is that you end up so focused on just exception areas that you do things that may not to a rational person make great planning sense, but you're still supposed to do it. This is . . . maybe this partially answers your question. At the end of the day you have to have a ledger sheet and that ledger sheet has to say so many suitable acres, employment acres, so many buildable acres are needed. On the other side is this many net buildable acres that we're bring in. For example I heard discussion about Springfield. They're bringing a lot of land but not that much buildable. Once you start discounting the existing roads, the houses on the roads, the steep slope stuff, all that, you can easily get a ratio of 1000 acres to 600 acres, that kind of thing. Sometimes you end up doing things that would be much, much more efficient if you went straight to farm land because you wouldn't have those inefficiencies to deal with. So it doesn't . . .

Question: I'd like to ask one more thing. You read all the time now about using local farm land for resources (unable to understand) transporting tomatoes from Mexico and all that stuff. Now is that in the future or could that (unable to understand) put something like that in for the next few years? It would change the priorities of the urban growth boundary.

Winterowd: I'm going to take a stab on this and then I'm going to hand it to my colleague here on the hot seat. Most cities allow agriculture and rural residential lots inside ugb's, most allow gardens, most don't allow more than 4 chickens. So in the city of Damascus, you know about Damascus Oregon, like 20 some square miles of rural residential land primarily. They're supposed to develop to 10 (unable to understand) per acre and have all this commercial and highways and they can't pass a bond measure. They don't really have a functioning city government, they have no finances. There're starting to think there ought to be ways to do, some way to do more long term agriculture because it's going to be a long time before this area urbanizes. So a lot of us in the planning profession, I just came back from New Orleans. In New Orleans

whole blocks are destroyed and I was talking to this Hispanic woman who was trying to do a community garden and she's getting hassled by the City of New Orleans, not the train the City of New Orleans that I can't have more than 4 chickens, I can't sell produce from my community garden, I can't do composting, I can't do all of these things and I can't even have the use because it's a secondary use. I need a primary use, primary is supposed to be housing or commercial, the primary use can't be agriculture. She said can you help me, you're a planner, can you help me and I said sure I can write change of code in 20 minutes, politics is something else.

Moore: To put it in real simple terms, I guess the way the State law was originally devised was, urban growth boundary, inside urban outside rural. That is a real conundrum given the fact that, you know, in some cases for example a city want to expand it's urban growth boundary but there may be some farm land that they want to preserve. But you really can't keep the farm land and put it inside the urban growth boundary and call it farm land, call it resource land and not count it. So, it's something that we're looking at because there's a lot of interest in it, but at this point we don't have any clear direction that we might want to suggest the legislature go in terms of legislative concept or looking at the rules and seeing if we can do something there.

Question: When you're choosing these lands you're going by zoning not tax lots.

Winterowd: Or both, actually both.

Question: Because some properties are two different zones.

Winterowd: Yeah, isn't that amazing.

Question: And then some tax lots are two different zones. So how would you work that?

Winterowd: Well what you do is you look at the zoning and if it's zoned ag and has a (unable to understand) you call it farm land. If it's zoned rural residential and is growing turnips, you call it rural residential exception area. The zoning determines what, how the priorities look.

Question: What I'm saying is, if somebody has, if there's a chunk of property that you're thinking of taking into the urban growth boundary and they have 8 tax lots and you're only taking in 5. Is that, I mean that's a possibility right, but you'd rather not do that, right?

Winterowd: Well, sometimes and this is also a matter of why I would say negotiation. Part of what I do with cities is negotiate, let's talk about this and so you might say boy it would be stupid to bring only 5 of these parcels in. We'd be 12 acres over our need, so cut me some slack. And they might say yes, if there's a good boundary reason for it.

But you then try to do what I call the 7 cent solution, we'd have a 7 (unable to understand) more than 20 year need, how about that, no, but it might be able to be justified on a case by case basis based on location reasons but only within very strict limits.

Question: So I understand that we're working under the assumptions of the EOA and kind of discussing the next steps of that, but I am kind of interested given our discussion around other economic opportunity analyses and other possible UGB expansions in the County and how the EOA considers . . . industrial and commercial lands in neighboring cities and then how it considers those potential expansions. I mean for example we're looking at expanding Springfield 640 acres or 1100 acres to bring in 640 acres and so would Cottage Grove's EOA consider those properties at this point or would they at all?

Winterowd: I'm going to try to answer your question with a yes/no and then qualify. The simple answer is no. The way the Goal 9 rule is set up is that each individual city determines its economic future, says what it needs to have to meet its economic vision and they don't and they're not required to consider the neighboring city. Because you'll hear the word aspiration, so it's possible that Springfield and Cottage Grove and Creswell and Junction City are all going for that number one high tech plan or whatever and they're all allowed to go for that if it's part of their EOA. Having said that, the State encourages and it makes certainly good economic sense to consider relationships. If you look at the Cottage Grove EOA, it starts off with the nation, the state, Lane County economy, and focuses on Cottage Grove. But they don't have to, and the rules are very clear on this, they do have to recognize that they might be competing for the same use as Springfield.

Question: I suppose this is the same process to add a few acres as well as 100.

Winterowd: Almost.

Question: So when you're looking for a stone, because we don't have one yet, we have an idea of a stone. You've done a good job of laying out the needs. So we need jobs. We're always looking for that high tech (unable to understand) to come in, but if you get me 100, but I needed 53 not 50. He can't build on less than 53 on this site. How do I add the 3? Or do I ask for 7 percent more?

Winterowd: Here's how that scenario could play itself out. Let's assume, assuming is too strong a word because I'm not assuming you guys would do anything, but let's assume for the sake of discussion that we have added 100 acres, 105 acres to be precise to the Cottage Grove urban growth boundary. We have got 4 stones, 4 different sites that meet the needs on the highway that can service all these things. You're consultant who is (unable to understand) missed it by 3 acres because of guess work, this is long term guess work, it's educated guess work. We do not know whether  
JOINT CGPC/LCPC WORK SESSION --April 21, 2010, Page 21 of 28



it's going to be 24 acres, 20 acres or 30 acres. We made a reasonable guess based on looking around that's a reasonable size. The firm said, we love Cottage Grove, we love your site but we need 3 more acres. That would take an urban growth boundary amendment and it might be justifiable because you have already the base of where that industry is going. So to add 3 acres to that base is a very logical thing to do. It's locationally driven. But you have to go through the whole process for that 3 acres. That's why when we do an economic opportunities analysis, it's a matter of a great deal of judgment. The judgment is what do we think will be effective in attracting those firms, what do we think will be acceptable to our friends at Lane County from a political and planning judgment. What will be acceptable to DLCD, LCDC and what can we justify that if heaven forbid it goes to the Court of Appeals. So that's in a sense why they hire people like me to make those judgments. So you want it big enough to cover most situations, but you don't want it to big or you look greedy. So that's kind of where the 24 acres came from. There's more numbers behind that, but that's the basic answer.

Question: Are we talking eminent domain here?

Winterowd: No, sir we are not talking eminent domain. In fact what I heard Howard (Schesser) say is that the City doesn't use that. We're talking willing buyers and sellers. All we're doing is zoning and providing services to them. I will never say that any jurisdiction will never use eminent domain because that would be untrue.

Question: Well there's a glitch in it now as of a year ago or so when that law passed (unable to understand) when people had property taken by eminent domain.

Winterowd: The Keylow law.

Question: Lawyers fees and right off the bat within a month the County had a very costly and (unable to understand) loss on an eminent domain case. So all of the sudden it throws things into a new, a new financial factor into acquiring the land. So that's why I asked because it could be both a legal and financial quagmire.

Winterowd: That's true, but what I said (unable to understand) widen Highway 99 for example to satisfy our Transportation System Plan, I'm speaking English now right, so the highway is wide enough or has a frontage road or something like that to serve properties. ODOT might use eminent domain to acquire the land to help implement the Cottage Grove or any other city's comprehensive plan. That's different than taking Bill's, Mike's, Sue's and Nancy's (unable to understand) condemning those and creating a single parcel and then selling it back to the developer. That's more of a Keylow situation you're talking about. So I don't believe that is part of Cottage Grove's plan. But that is one reason why they want parcels that are big enough so you don't have to spend an arm and a leg and so one individual property owner can't stop a whole deal. You're dealing more or less with willing property owners that have something to gain.

Question: (unable to understand) per capita (unable to understand) and we're at about a 16 year low. What occurs to me is that a stone can be relatively more efficient than another stone based on per capita income (unable to understand).

Winterowd: That's true.

Question: Is there any opportunity to look at this as a possible efficiency measure?

Winterowd: I wouldn't use the word efficiency, although I see why you did. Usually when planners talk about efficiency we're talking about density, employees per acre, floor area per acre kind of thing. What you're really saying or asking the question is does it make sense. I will use the example to bring in distribution centers that might employ 5 people per acre and use good farm land to do that. That's the best way of maybe . . . truckers might make 20 or 25 bucks an hour, but they're not really high wage jobs so . . . that's something that comes up in almost every economic opportunities analysis is trying to use the limited resources the City has to bring higher paying jobs in. That's certainly was an issue faced in Cottage Grove. At the same time once you zone land for industry, sometimes you'll get a firm that only employs 3 people who make a yurt. Initially and then they grow into a much larger firm. So initially it might be low employees per acre and even low wages, that can grow as the company grows. Usually that is, those decisions are made in identifying target industries and then you translate that into site needs and that has some relationship to employees per acre and some relationship as a local policy choice, not a State policy choice, about wages paid to employees. It is not an efficiency measure (unable to understand).

Question: So just to follow up on that, if we're experiencing the 15 year slide or decline per capita income, then . . .

Winterowd: You're talking about net income. So basically wage earners are not keeping up with inflation.

Question: That's right. Then can we put some thought into what stones can counter that trend. I'm not thinking of employees per acre as much as I'm thinking of wages per acre.

Winterowd: Certainly anybody can put thought into that. Usually, I know in Cottage Grove's case some thought was put into that. Then it's a question for the city planning commissioners and county planning commissioners and ultimately elected officials, to give more or less weight to those issues. So those are policy questions.

Question: Are you saying its possible (unable to understand) legislative zoning (unable to understand).

Winterowd: To do what now?

Question: As part of a zoning area . . .

Winterowd: It's tough to do by zoning. It really is.

Question: (unable to understand) if it fits the zoning (unable to understand).

Winterowd: No, not once the zoning is in-place. There are a lot of cases for example where you have an urban renewal district or there's economic development money that is tied to wage levels, a certain number of employees, that's usually a matter of negotiation and a contract rather than a zone issue.

Question: It's not zoning?

Winterowd: It would be really hard to zone that everybody make \$50,000 an acre zone. I've never seen that.

Question: Would it be appropriate to make a comment to the group about my experience I've had with Cottage Grove city staff? I think it's relevant to the intent of the way the stones look in this proposal. I work for the Coast Fork Willamette Watershed Council and I've worked with both Planning staff as well as community outreach related staff and I really see a due diligence on the part of the City of Cottage Grove and the staff to be responsive to what's really going on. There's a lot of community effort to really look at this issue. I think the economic plan really reflects that. It talks about the 400 acres of commercial land within the city limits. I think there's a lot of different levels, community organizations, as well as the Planning Commission, as well as staff who are really trying to trouble shoot what we see as some challenges with youth, providing jobs, making a community that really is sound. Where we don't have to have people migrate to other cities to have employment, so I think we all understand that there's economic challenges but this piece represents one of the opportunities that we may not have. If we're looking at a community of 10,000 people we've have X number of students coming to this system. Wouldn't it be nice if at least 25 percent of them could have a job somewhere that isn't driving clear to Eugene. We have Creswell that actually has bigger employment challenges. I work with that community quite a bit as well. So I just wanted to make that comment that I really see planning staff doing a lot of due diligence on that and has again taken the safe harbor standard for riparian setbacks and is working with our Council and broad federal and regional partners on floodplain protection of birds as well. I just wanted to throw that out there.

Winterowd: On a similar vein. This EOA didn't come out of the head of a Portland consultant. This consultant listened a lot to the community and came back and said this is what I think I heard, are we close? And that is how we got to the end result. It wasn't dictated from some Portland office or by some data. The other thing is that in terms of communities that I've worked for Cottage Grove is great. They listen to me,

they respect what I say, it's a mutual feeling. The EOA I think is a great success. It's a good document. It represents the community not some state requirement, it meets the requirements, but it's not just a functional thing.

Winterowd: Savannah (Crawford) do you want to say anything?

Crawford: Not necessarily.

Winterowd: I looked at you and I thought I've been talking about these priorities, but a big factor in economic development plans of all cities is transportation. It sets up a potential healthy dynamic because you want to put your employment lands along the highway, what about us, what about the investment we've made in the highway, how do we protect that investment, how do we limit access, so that's a big issue that we will look at a general level as we expand the growth boundary, but before any development occurs on land that's added to the growth boundary we have to update the TSP working with ODOT to do that.

Crawford: (unable to understand) is assisting the City at (unable to understand) ugb expansion area. As the City and everybody here starts examining the potentially UGB expansion areas, what I will be doing is providing information in terms of how that may impact transportation facilities and how the City will have to address that in future process with a transportation system planning update. So when you look at UGB expansion areas one of the things that you do have to address is how transportation facilities can accommodate that UGB expansion. So that will be my role mainly just to assist and provide information from the ODOT side of things until the City moves forward to a TSP update.

Question: So there's a concurrent review of the Goal 12 and a comp plan amendment.

Crawford: Potentially.

Schesser: Just because we're looking right now for doing budget one thing we're looking at is when Greg gets further along in the process we may bring DKS back in if we can get the money to budget for to do the simultaneous to look at the transportation so we can update the TSP which was only updated just about a year ago. So that when we come back to the joint public hearing of the two planning commissions that we may be able to bring both Greg's work plus a TSP amendment if everything can fall together. We know ODOT will work with us so it's a matter of pending on where we end up going. We may be able to bring them simultaneously at the same time.

Winterowd: That's very unusual because it's very expensive to do that. But at a minimum we'd be looking at the TSP, talking with ODOT, making sure we're not doing something stupid. Remember what I said about exceptions to the priorities? If you

have a freeway interchange that is already over capacity and you want to load that up with commercial. That could be a show stopper. That might be enough to trump the priorities. I was talking sewer and water before, but transportation is always the biggest cost we face.

Question: Is ODOT already on board with this?

Crawford: Yes, I will be representing ODOT for this process. I'm ODOT.

Question: Because the lead times on these are incredible. There's a lot of time that stuff this big not only takes a while to design, but it depends on grants coming in. There's a list of these things. So you really have to look way ahead with this and now is the time as you know ODOT is working on these interchanges because they are raising them because they can't meet the height limits of trucks right now. So apparently you're on it and that's all that counts.

Winterowd: What's really also, now I'm tooting the Cottage Grove horn a little bit more but both Ed and Savannah were actively involved in the development of the EOA and the TSP through all phases. So we've gotten feedback, we've made adjustments, we're not pulling a fast one on the State in any way at all. Savannah is good to work with too. (unable to understand).

Question: (unable to understand) how much will that effect your plan. (unable to understand) so obviously that's going to (unable to understand).

Winterowd: The simple answer, but not the complete answer. I've been doing this a lot to you, is it doesn't. I mean these are, we expect to have nothing. With the recession we expect to have ups and downs over the next 20 years. So what we try to do is not over react to the short term. Think long term and anticipate long term trends in economic development but not over react. Cities that have population booms often want to say we grew like hot cakes the last 5 years and we're going to project that over the next 20. No, we can't do that and by the same token you shouldn't do that. If you have a down turn you should project the other way.

Question: I might add to that real quickiy. A good example of this is Junction City. There's a classic case where it's sort of (unable to understand) of the demise of the RV industry. Of course you have the demise of the RV industry, but you then have the expansion of a hospital and a prison. So in doing that EOA they looked and said what is our employment going to look like in the future. What the EOA did is basically say you know these RV jobs probably aren't coming back. So in the future we're going to have a different employment make-up then we have today. They took that into account and it was initially reflected in the EOA that Junction City put forward. Which obviously had quite a bit of debate over by people who thought it wasn't aggressive enough in terms of how land it had. But that's one where they really did take a hard look at what the

future portends for them and not banking on past is what the future is going to be. So I think the EOAs that Greg's worked on and (unable to understand) have typically tried to take those trends into accounts when they are significant industries that in all likelihood, like the RV industry, really is never going to make a comeback. But otherwise, you have these ups and downs in employment and they kind of go with the flow and you try to work those in terms of certain automation things happening in the timber industry and that sort of thing where they can compensate for that when you're looking forward.

Question: I have a question for Howard. Have there been businesses that have looked in Cottage Grove and decided you didn't have it and moved on? I mean in recent history?

Schesser: Well, actually there's really like 4 businesses lately that have come in and several have looked at the Kwikkee building and they've been in and out. We have one disadvantage where Eugene/Springfield may have from previous grants have some cash that they can use for incentives and that whereas we don't. But on the Kwikkee building which is one of the larger buildings that exists that is empty, we have several potential businesses that have been in over the last year and still haven't made a decision where they're going to go and they've come back. We occasionally will get someone that's coming in that wants a larger site, which we really just don't have at the present time. But it's really just been no one that's come in and looked at us and said you don't really fit with what I'm, what we're looking for.

Question: How about in the boom times? Before the last three years?

Schesser: Well, when we had the industrial park which is why Council went ahead and built that, we had a lot of interest. We had several companies relocate there and expand since they've been there. One of them, most of their employees were coming out of Springfield because that is where he relocated from. With the high gas, he actually turned around and said everytime it's over \$2.30 he paid the additional gas amount because he didn't want to lose those employees. His business is doing great and expanding. So it's more of smaller businesses around 25 employees that we see in general.

Winterowd: That's where the EOA's geared toward (unable to understand) and attracting new small ones. That's why we have a 24 acre we don't have a 200 acre site. The other is we don't know where we'd put it if we did have one.

Winterowd: I really appreciate the questions. I hope that the simple path made some sense to folks in terms of analogy and I just think that the way that the City of Cottage Grove is approaching this, coming to you early, with initial discussion rather than later with a whole bunch of information, hopefully will bear some fruit and have a better

understanding of where the City's coming from. The findings, all the details that are provided will have some context.

LC Chair: I would like to suggest to the Lane County planning commission that when we hold the public hearing, probably joint public hearing, that we do that in Cottage Grove. I think that would be good get with the community.

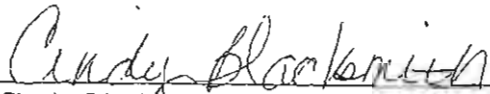
Question: Now that it's a part of the public record is your slide presentation going to be proprietary to your company or will it be available to . . .

Winterowd: It's saved on this computer and if it's proprietary it's the City of Cottage Grove's. That's what the contract says.

There was a discussion about having the slide presentation available for review two weeks prior to the joint public hearing. It was determined that would happen.

LC Chair closed the meeting at approximately 8:10 p.m.

Submitted:

  
Cindy Blacksmith, Recording Secretary  
Cottage Grove Planning Commission