

III. FINDINGS

A. Experience in Other Cities

A number of studies have been conducted on the location of industrial firms within urban areas. A review of such studies yield a list of factors influencing firms' location and development decisions and some common patterns associated with those location decisions.*

1. Factors affecting location and development of industrial firms within urban areas include:
 - a. Transportation, including access to transportation networks (intra-urban and inter-urban) for all modes;
 - b. Existing concentrations of firms with similar characteristics;
 - c. Availability of natural resources, including clean air and water;
 - d. Suitability of the site, including size, drainage, grade, and visual attractiveness as well as local services such as sewers, water, fire, and police;
 - e. Taxes; and
 - f. Industrial climate.
2. Patterns associated with location decisions indicate:
 - a. There is a high degree of mobility among industrial firms in urban areas, including firms starting up, relocating from other cities, going out of business, moving to other cities, or relocating within the area. This level of activity suggests that between now and the year 2000, well over half the industrial firms in the Eugene-Springfield area will be locationally active or mobile.
 - b. In larger metropolitan areas manufacturing employment has had a tendency to decentralize and suburbanize at an increasing rate. This suggests the need to balance additional regulations within urban areas with incentives to encourage location and expansion of industrial firms within urban areas thus discouraging suburbanization and sprawl.

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c. Firms engaged in similar or related activities tend to locate near one another or agglomerate. This suggests that attempts to attract widely dissimilar firms to a single urban area may reduce the attractiveness of the area for industrial development.

B. Supply, Demand, and the West Eugene Industrial Area

Researching the supply-demand relationships affecting the West Eugene Industrial Area has involved three major activities:

1. A survey of industrial firms in the Eugene-Springfield metropolitan area to determine important local factors in decisions;
 2. Projections of demand for industrial land based on recent trends and relationships; and
 3. An inventory of vacant industrial land in Eugene.
- In a survey of the industrial firms in the Eugene-Springfield metropolitan area, access and lot size were identified as major factors in location decisions of industrial firms.* More specific results from the survey indicate:
1. Firms that had moved their present location within the last six years cited access to and growth of mainly non-local markets for their products as the most important factors influencing their location decisions;
 2. Firms considering relocating or in the process of relocating cited the availability of larger sites and improved access to local and non-local markets as the most important factors influencing their location decision; and
 3. Firms considering expanding their present location cited adequate room for expansion and adequate access as the most important factors influencing their decision to remain at the site.

Based on recent trends and relationships, (i.e., if Eugene attracts the same share of metropolitan area employment as it has in the past and if no large scale, light industrial firms come to Eugene during the projection period), the demand for light- and medium-industrial land in Eugene is projected to increase about 500 acres between 1980 and 2000. The demand for heavy-industrial land is projected to remain essentially constant during the same period. These figures are based on recent employment projections and ratios of employees per acre for heavy, light, and medium industries. (See Tables IV, V, and VI, Appendix B)

The WEA contains 55 percent of the industrially-used land in Eugene. It also contains 87 percent of the vacant, industrially-zoned land in Eugene as of January 1, 1976. An inventory was conducted in March 1978, of vacant industrially zoned parcels of at least 10 acres in size and with access to an improved or about to be improved industrial arterial (see Map 3). The inventory was done in response to the emphasis on parcel size and access identified in the recent

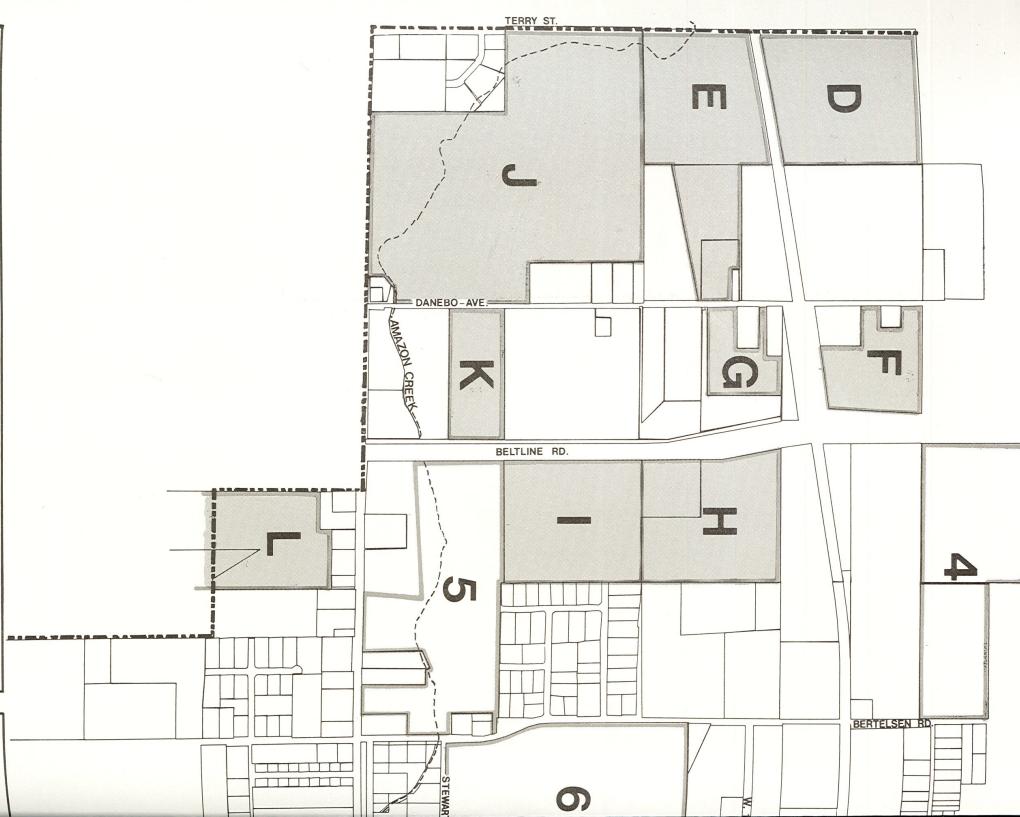
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* See a brief discussion of the survey methodology and results in Appendix A.

SUPPLY-LARGE VACANT PARCELS

THE WEST EUGENE INDUSTRIAL AREA

MAP no.



SUPPLY-LARGE VACANT PARCELS

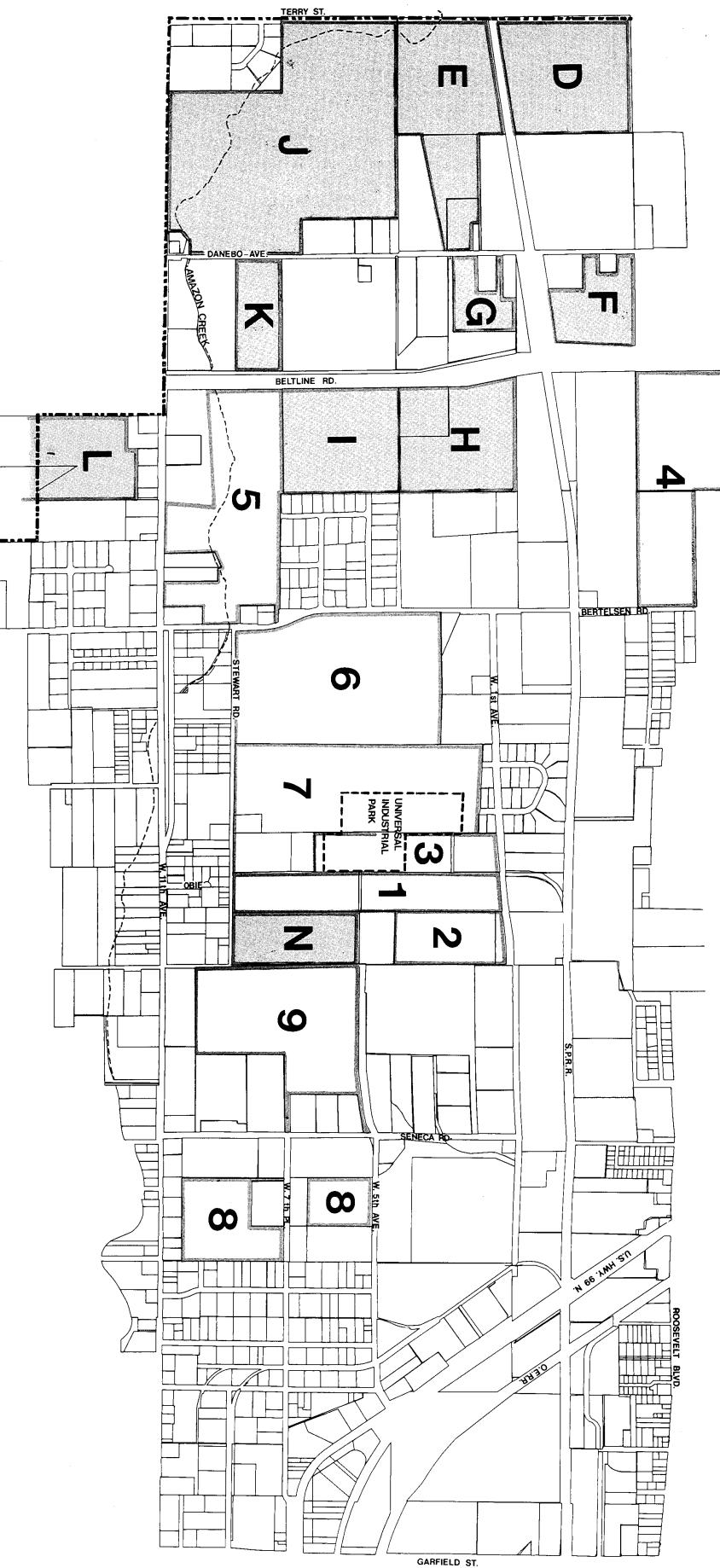
THE WEST EUGENE INDUSTRIAL AREA

MAP no.3

LEGEND

- Parcels of 10 or more acres w/ access to improved arterials
- Parcels of 10 or more acres w/o access to improved arterials
- Existing city limit line

1-9, D-N see page B-2



survey of industrial firms in the metropolitan area. As of March 31, 1978, there were about 390 industrially zoned vacant acres in eight parcels of at least 10 acres or more with access to an improved or about to be improved arterial. All such parcels were located within the West Eugene Industrial Area. Another 13 vacant industrially zoned parcels of 10 acres or more were found in Eugene without access to an improved or about to be improved arterial and ten of those lie within the WEIA. (See Tables I, II, and III, Appendix B)

Several key factors have been identified which suggest that the West Eugene Industrial Area is especially well suited for accommodating much of Eugene's industrial development in an efficient manner. The most important factors are: 1) access; 2) existing concentration of firms with similar characteristics, or "agglomerative" economies; 3) the tendency for manufacturing activities to decentralize as the urban area's size increases; and 4) the tendency of firms to reserve adequate space for future expansion.

As noted during the review of the West Eugene Industrial Area, there has been a significant increase in the activity in industrial development in the West Eugene Industrial Area in recent years. This parallels the particularly active period indicated by the latest reports from the Employment Division in which increases in jobs in Oregon during the past few years have been even greater than the high forecast for employment for that period. While it is not clear whether this general increase in employment and industrial development activities indicates an increase in the net effective demand for industrial land in Eugene or the metropolitan area as a whole, it does appear to indicate the comparative attractiveness of the West Eugene Industrial Area in responding to that demand.

C. Problems and Opportunities in the West Eugene Industrial Area

There is a range of problems and opportunities affecting the WEIA and its ability to accommodate future industrial development in the metropolitan area.

1. Demand, Supply, and Potential Light-Medium Industrial Sites in the WEIA

Problem: Much of the WEIA was annexed and zoned for industrial use in the 1950's and 60's--a period of substantial growth and expansion for the city of Eugene. In subsequent years, concerns were increasingly raised about the excess of industrially-zoned land within the city. Today, figures on supply and demand for industrial land suggest there is an excess zoned for industrial use, but a limited supply of parcels available for the light-medium industry which the community is seeking.

The preceding discussions of supply and demand need to be qualified in two ways. First, some of the demand for expanded industrial employment will be accommodated by expansion onto partially developed parcels owned by existing industries and by absorption of smaller parcels (under 10 acres). Second, the increases in demand may be underestimates in that they do not account for:

- a) the rapid growth of those sectors of the national economy that

demand light-medium industrial land; or b) the increasing attractiveness of Eugene (and central Lane County in general) as a location for light-medium industry.

Opportunities: The appropriate strategy in responding to these factors is to identify those parcels which appear particularly appropriate for light-medium industrial development and take steps to conserve them for that purpose. If the factor of "campus-like environment" is added to factors of parcel size and access, there is one portion of the WEIA which appears to have the greatest potential for light-medium industrial development:

Bertelsen-Seneca Industrial Area

North of Stewart Road and south of 1st Avenue, between Bertelsen and Seneca roads, there are a number of large parcels scattered among several owners. These parcels encompass approximately 300 acres and are a particularly attractive area for potential light-medium industrial development. While some development has already occurred within the area, it has been of light-medium character and has exceeded the minimal design considerations characterizing industrial development in other areas.

Some constraints to industrial development exist in this area (see discussion under Transportation Services and Storm Drainage). In addition, there are portions of this area which appear suitable for limited residential development (see discussion under Alternative Uses). Because of the range of issues and opportunities involved in this area, improvement and development activities should involve coordinated efforts by public and private sectors (see Recommendations 1 and 2).

The ownership of parcels in this area by the Eugene Fruit Growers Association (Agripac) suggests the need for an additional observation about the constraints on 'wet' industry vis a vis its impact on the sanitary sewer system. Agripac shared in the cost of sanitary sewer trunks serving this area to provide for sufficient sizing in the event the Agripac plant is relocated from its site at 8th and Ferry. In general, however, the sanitary sewer system here and throughout the metropolitan area is not capable of handling the sewage resulting from those industries (known as wet industries) which require large volumes of water for dilution or processing of wastes. For further discussion see Bethel-Danebo Neighborhood Refinement Plan, Phase I, Appendix, pages 83-88 and 121-128.

Beltline Road, North of West 11th Avenue

There are several large parcels east and west of Beltline Road and north of West 11th Avenue. The area west of Beltline Road is identified in the 1990 General Plan as an "opportunity area" appropriate for a range of uses, including residential and commercial development and excluding industries which might cause air pollution. West of Danebo Avenue is one of the few remaining parcels in the WEIA over 50 acres in size and in one ownership (see Parcel J, Appendix B).

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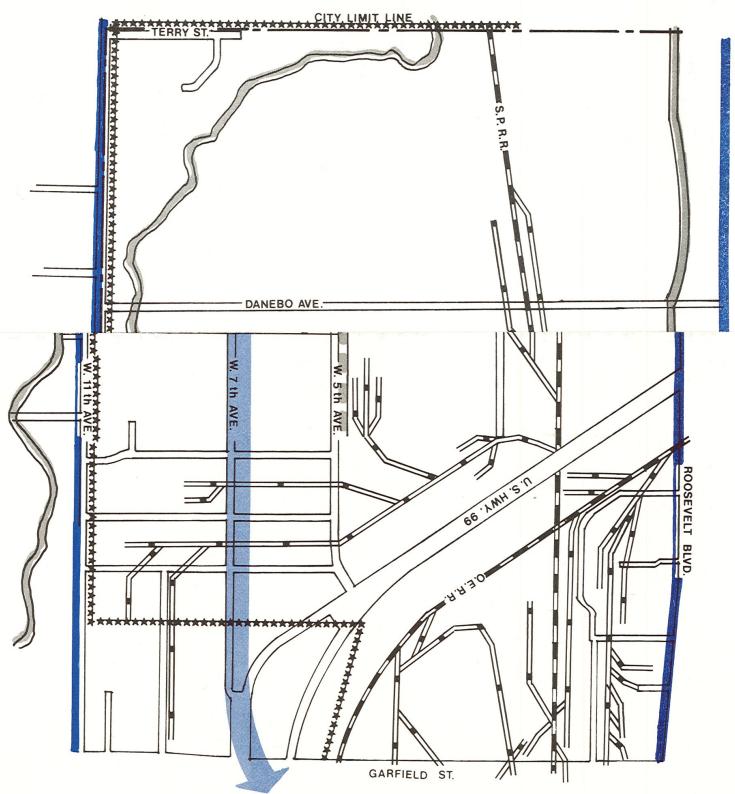
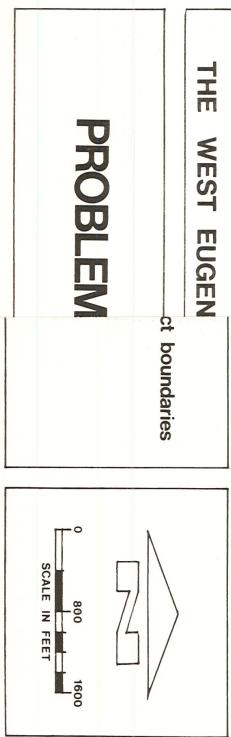
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THE WEST EUGENE INDUSTRIAL AREA
MAP no.4

PROBLEMS & OPPORTUNITIES

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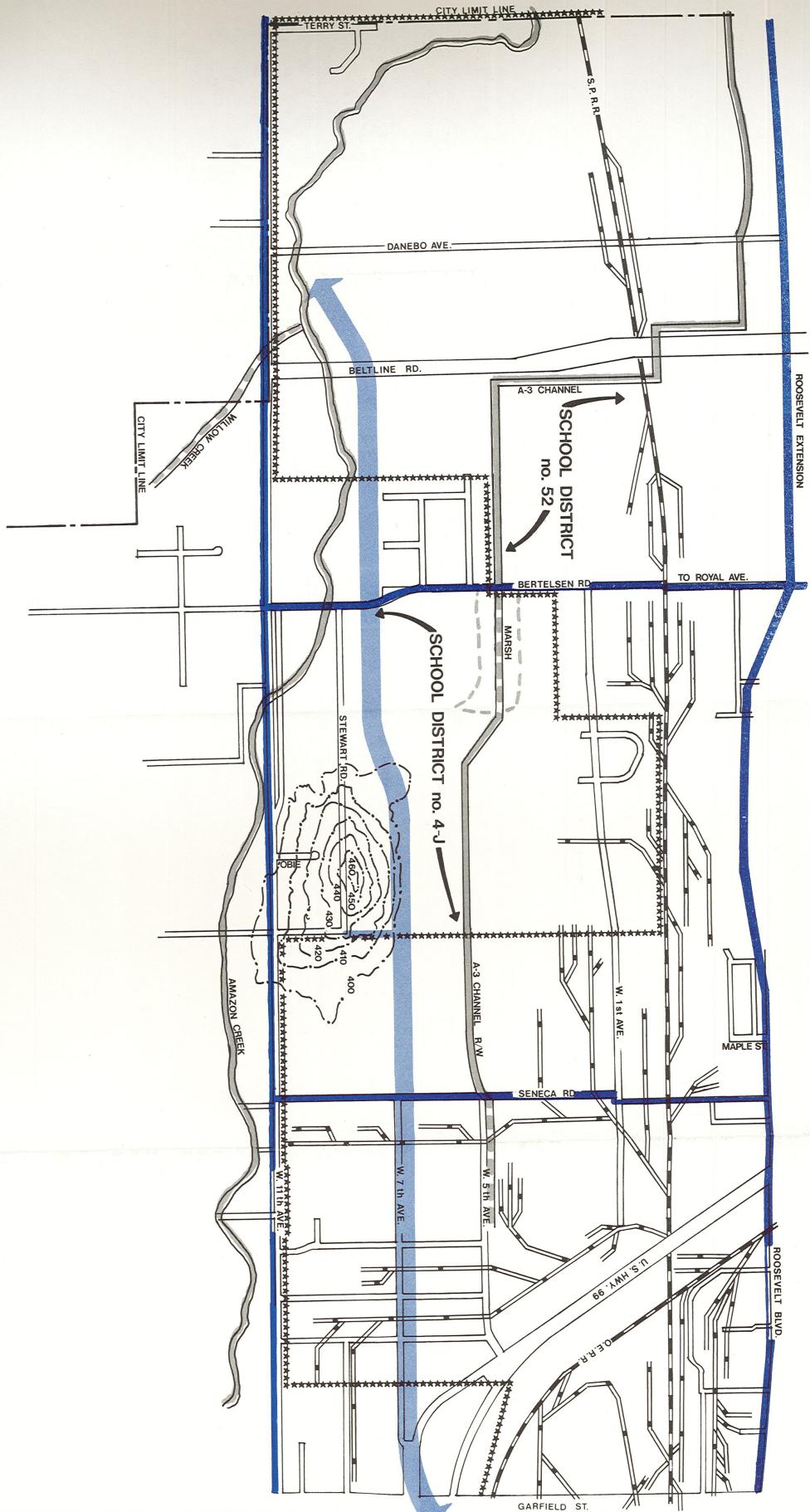
PROBLEMS & OPPORTUNITIES

THE WEST EUGENE INDUSTRIAL AREA

MAP no.4

LEGEND

- Railroad lines
- Contours 10' intervals
- Drainage channels
- Planned or completed arterial improvements
- Proposed transportation facility



East of Danebo, just south of the cemetery, is an additional parcel of 15 acres (see Parcel K, Appendix D). East of Beltline Road is a 35-acre parcel, due west of a newly-developing industrial subdivision (see Parcel I, Appendix B). The recent increased activity in the WEIA has included interest in these areas for industrial development, particularly with respect to the larger parcel west of Danebo Avenue. While these areas are not presently served by improved or about to be improved arterials, both Terry Street and Danebo Avenue will eventually be fully improved streets serving the areas west of Beltline.

2. Alternative Uses for Land in the West Eugene Industrial Area

Included in the purposes for the study that are outlined on page 2, is a charge to identify appropriate uses for land in the WEIA which may not be suitable for future or current industrial activity." Using criteria such as parcel size, access, topography, and previous policy direction, two such areas were identified:

a. Stewart Road Knoll Area

This area of approximately 40 acres of vacant property lies north of Stewart Road and east of Bailey Hill Road. The area is characterized by sloping topography and a mixture of M-3 Heavy Industrial, M-2 Light Industrial, and RA Suburban Residential zoning districts. South of Stewart Road is an existing small residential community with RA Suburban Residential District zoning.

b. West of Beltline and North of West 11th Avenue

As previously discussed, this area has been considered an opportunity area including the potential for residential use.

These sites remain the only two areas within the WEIA which could be appropriate for residential use. However, the following concerns have been identified, suggesting residential uses should not be introduced into the areas:

- The recent activity in industrial development suggests future demand for industrial land may be underestimated. By protecting these areas from encroachment by potentially incompatible residential development, increased demand can be accommodated.
- Existing industries, as well as industries interested in locating in the area, have expressed concern about probable complaints from new residents, and the need for costly improvements for buffering or relocation.
- Residential support services are not existing in the area and both school and park services would have to be provided. In both areas considered for introduction of expanded residential use, busing would be required. In the Stewart Road Knoll area, school services are complicated by the split between School District 4-J and School District 52 boundaries.

The decision not to introduce residential development into the area north of West 11th Avenue has implications for the ongoing Metro Plan Update. In reviewing these allocations with the Metro Plan Update Team, it appears they can be more appropriately accommodated in areas south of West 11th Avenue, where residential support services will be more readily available.

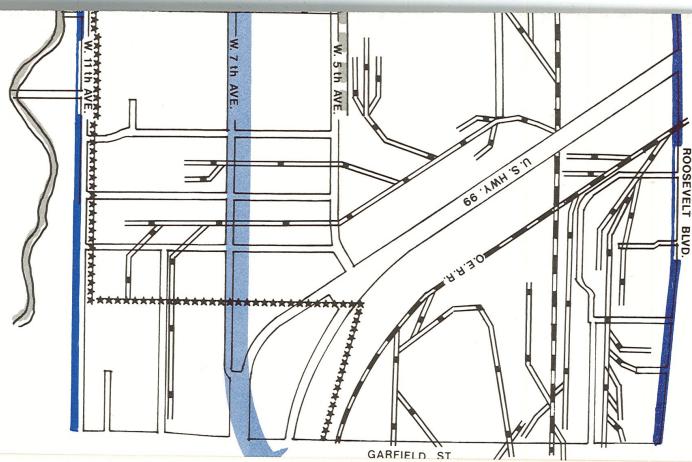
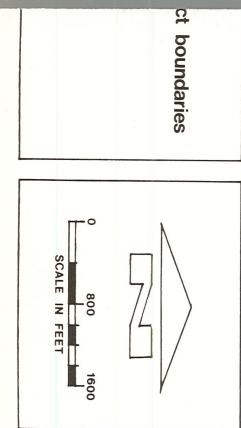
3. Transportation Services

Problem: Analysis of the WEA and the results of the survey of industrial firms in the metropolitan area indicate that the study area is at a comparative disadvantage with respect to some transportation services. While it has excellent rail services, at least in the portion of the area north of West 11th Avenue, truck transportation facilities need to be improved between the study area and the interstate highway, airport, and the remainder of the city and metropolitan area. At the same time, the alignment of any new transportation facilities must be designed in such a way as to minimize the division of large tracts of land which may be useful for future industrial sites.

Opportunities: Several transportation facilities have been proposed to address the comparative disadvantage for the study area (see Map 4). The proposed extension of Roosevelt Boulevard west to Beltrine Road and eventually to Danebo Street will improve access from the northern portions of the WEA west to Beltrine Road, while at the same time removing truck traffic from existing residential streets. The T-2000 Plan proposes extension of 6th and 7th avenues west of Garfield to alleviate congestion on West 11th Avenue. As proposed, this improvement would have connections at Garfield, Seneca, Bailey Hill extended Bertelsen, and Beltrine Road and significantly improve access into and out of the area. Improvements to West 11th Avenue and Bertelsen Road, widening and adding further signalization of industrial streets and movements currently in process. Seneca Road is scheduled for improvement to city standards within the next (79-80) fiscal year.

4. Image of the Study Area

Problem: There are several pockets of the study area which are blighted with unsightly and substandard building and site conditions and are congested by strip development and multiple access points. Of particular impact on the image of the WEA area are the substandard sites and buildings found in clusters along and south of West 11th Avenue and along portions of Highway 99 North. This has a negative impact on the potential of the WEA for light-medium industrial development since access to much of the area occurs via Highway 99 North or West 11th Avenue. Some of these conditions are in connection with heavy wood products industries, which may only be corrected as these industries become less dominant in the area. Other blighting conditions result from storage of unsightly materials on the site without adequate screening or fencing. These conditions have also been of concern to residents of the Bethel-Danebo area, especially at the entrance to the neighborhood along Highway 99 North.



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5. Storm Drainage and Industrial Wastewater Run-off

Opportunities: Improvements in the overall image of the study area will affect its attractiveness to the light-medium industrial firms within the community is seeking. The existing codes call for storage of most materials within buildings or behind site-obscuring fences, except within the M-3 Heavy Industrial District. Enforcement, as well as incentives in the form of matching loans for site improvements, could be considered in the range of programs for this and other industrial areas within Eugene.

6. Vehicles for Economic Development

Problem: A number of factors have been identified which affect the comparative advantage of the West Eugene Industrial Area for light-medium industrial development within the Eugene/Springfield metropolitan area. In many cases, the problems and opportunities that have been identified affect one another and require an integrated approach if they are to be effectively addressed.

Opportunities: Some type of administrative vehicle or body is needed for economic planning in Eugene. Its responsibility should be city-wide, since those problems and opportunities identified in the West Eugene Industrial Area affect other sections of Eugene as

well. Because many issues are of metropolitan scope, it may be most appropriate for the focus of such an administrative vehicle to be metropolitan-wide. In the context of metropolitan-level economic development issues, the cities of Eugene and Springfield could work together to encourage industrial development within industrially designated areas which have existing urban services, i.e., within corporate boundaries. The requirement of urban services for industrial development and adopted policies supporting compact urban growth form call for coordination and cooperation between the two cities for industrial development and economic planning within the metropolitan area.

IV. RECOMMENDATIONS

A. Recommended Policies

1. Any proposed land-use actions involving subdivision or zoning of the remaining large parcels (those in excess of ten acres) in the WEIA should be reviewed in the context of the ability of these sites to accommodate new or expanding industrial activity, as well as protecting existing heavy industrial firms.

Discussion: Proposed subdivisions or zone changes should be judged against the following criteria: 1) the importance of reserving large parcels, especially in those areas designated for light-medium industrial activity or taking access from an improved or about to be improved arterial street; 2) the importance of ensuring compatibility between industrial activity and existing residential development in the Stewart Road area, through application of site review processes for proposed light-industrial development on the knoll; and 3) recognition of the importance of existing heavy industries in Eugene's economy.

2. In funding of new and improved transportation facilities for the metropolitan area, priority should be given to improving access to the WEIA, including access between the WEIA and 1) the interstate highway system and the airport; and 2) the remaining areas within the city of Eugene and the metropolitan area.

Discussion: The comparative disadvantage of the WEIA in terms of transportation access has already been noted and must be addressed if future industrial development is to be attracted to the study area. Relative to other actions the City might take to encourage location of light-medium industrial development in the area, improvement of the transportation network is the most likely to have an impact on firms' location decisions. In addition, alternatives to auto travel should be encouraged for residential development in the WEIA, particularly transit service.

3. Public actions should be taken to improve the visual attractiveness of those portions of the WEIA characterized by visual blight or substandard structures.

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3. Public actions should be taken to improve the visual attractiveness of those portions of the WEIA characterized by visual blight or substandard structures.

4. Further information on industrial wastewater run-off and water quality should be used as input in revising development regulations affecting drainage and the multiple-use potential of drainage channels in the WEIA.

Discussion: In the WEIA, the A-2, A-3, and Amazon channels are all affected by impacts on water quality resulting from industrial wastewater run-off into the open drainage system. The preservation of the Bertelsen Slough as a significant vegetation and wildlife area will also need to be accounted for in future development in the Bertelsen-Seneca Industrial Area. A range of methods should be investigated for preserving the area and providing public access for recreational and educational purposes. Recommendations generated from the Metro Plan Update may also provide direction to both Eugene and Springfield for joint efforts aimed at reducing impacts of industrial run-off on the metropolitan drainage channels.

5. In line with Map 5, Focus for Future Action, land-use designations in the WEIA should be established as follows:
 - Area 1, the Bertelsen-Seneca industrial area, should be designated for light-medium industrial use;
 - Area 2, east and west of Beltline Road and north of West 11th Avenue, should be designated for light-medium industrial use;
 - Area 3, east of Beltline Road and north of West 11th Avenue, should be designated for community commercial use;
 - Area 4, the Stewart Road Knoll, should be designated for light industrial use; and
 - Remaining areas within the boundaries of the WEIA should be designated for industrial use consistent with their existing zoning.
6. The City should consider qualitative as well as quantitative information in future decisions on industrial land use affecting parcels within as well as outside the West Eugene Industrial Area.

Discussion: Parcel size, access, availability of services and ownership patterns have been identified in the preceding discussions as factors in distinguishing among parcels considered for industrial use. In future decisions involving conversion or division of industrial land or identification of additional industrial land use areas, these qualitative factors should be brought to bear.

B. Recommended Actions

1. The City should establish an economic improvement commission to coordinate Eugene's economic development efforts. This commission would operate under the direction of the City Council and contain membership from: appropriate public bodies, including the Planning Commission and the Eugene Renewal Agency; organizations representing the private business community, including the Chamber of Commerce; labor organizations; and other appropriate groups as determined by the City Council. A major function of this committee would be to work with the City of Springfield in pursuing coordination of economic development for the Eugene-Springfield Metropolitan Area.

Discussion: The commission would be charged with recommending public actions to the City Council intended to further Eugene's economic development efforts. These actions should initially focus on the Bertelsen-Seneca area (see Map 5). The commission should address:

- a. Improvements in access to the area, including implementation of proposed transportation facilities as well as development of an on-going working relationship with Southern Pacific Railroad;
- b. Improvements in the area's image, in particular addressing approaches to the WEIA via West 11th Avenue and Highway 99 as well as the image of the Bertelsen-Seneca area;
- c. Coordination of efforts for the location of new industrial firms and activities supporting that coordinating function (e.g., land assembly); and
- d. Development of human resource training programs based in the WEIA including participation by Lane Community College and local CETA programs.

This proposed commission could work effectively with a similar group designated by the Springfield City Council. In cooperation, these two commissions could address the economic development needs of the metropolitan area while responding to policy direction set by the Springfield and Eugene city councils.

2. The M-2 Light Industrial District should be applied to the Bertelsen-Seneca light-medium industrial area (Area 1 on Map 5) and development proposals in this area should be required to address preservation of the Bertelsen Slough as a valuable vegetation and wildlife area.

Discussion: Parcel size, access, availability of services and ownership patterns have been identified in the preceding discussions as factors in distinguishing among parcels considered for industrial use. In future decisions involving conversion or division of industrial land or identification of additional industrial land use areas, these qualitative factors should be brought to bear.

B. Recommended Actions

1. The City should establish an economic improvement commission to coordinate Eugene's economic development efforts. This commission would operate under the direction of the City Council and contain membership from: appropriate public bodies, including the Planning Commission and the Eugene Renewal Agency; organizations representing the private business community, including the Chamber of Commerce; labor organizations; and other appropriate groups as determined by the City Council. A major function of this committee would be to work with the City of Springfield in pursuing coordination of economic development for the Eugene-Springfield Metropolitan Area.
2. Discussion: The commission would be charged with recommending public actions to the City Council intended to further Eugene's economic development efforts. These actions should initially focus on the Bertelsen-Seneca area (see Map 5). The commission should address:
 - a. Improvements in access to the area, including implementation of proposed transportation facilities as well as development of an on-going working relationship with Southern Pacific Railroad;
 - b. Improvements in the area's image, in particular addressing approaches to the MTA via West 11th Avenue and Highway 99 as well as the image of the Bertelsen-Seneca area;
 - c. Coordination of efforts for the location of new industrial firms and activities supporting that coordinating function (e.g., land assembly); and
 - d. Development of human resource training programs based in the WEA including participation by Lane Community College and local CETA programs.
3. The M-2 Light Industrial District should be applied to the area east and west of Beittine Road and north of West 11th Avenue (Area 2 on Map 5).
4. The M-1 Limited Industrial District should be applied to the Stewart Road knot area (Area 4 on Map 5) to replace the existing mix of RA Suburban Residential District, M-2 Light Industrial District, and M-3 Heavy Industrial District. Site review procedures should also be required in this area to address compatibility with the existing residential community south of Stewart Road, particularly with respect to access, type, and amount of nonresidential traffic generated.
5. Remaining areas not specifically addressed on Map 5 should be considered on a case-by-case basis for rezoning to lighter industrial districts.
6. Revisions to the zoning ordinance with respect to industrial zoning districts should address:
 - Deletion of commercial uses in areas where they are likely to result in strip-commercial development patterns;
 - Creation of a light-medium district which increases the flexibility and range of uses provided in the existing M-1 Limited Industrial District, while avoiding the potential incompatibilities associated with the broad range of uses currently provided in the M-2 Light Industrial District.
7. The adoption of T-2000 has identified the 6th/7th extension west of Garfield Street as the major east-west corridor to serve western and southwestern portions of Eugene. Steps must be taken now by the City to get the State to assume jurisdiction and responsibility for funding of this vital transportation facility.

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This proposed commission could work effectively with a similar group designated by the Springfield City Council. In cooperation, these two commissions could address the economic development needs of the metropolitan area while responding to policy direction set by the Springfield and Eugene city councils.

2. The M-2 Light Industrial District should be applied to the Bertelsen-Seneca light-medium industrial area (Area 1 on Map 5) and development proposals in this area should be required to address preservation of the Bertelsen Slough as a valuable vegetation and wildlife area.