

**BETHEL
DANEBO
NEIGHBORHOOD
REFINEMENT
PLAN**

PHASE 2

WEST EUGENE INDUSTRIAL STUDY
and
ROOSEVELT EXTENSION & DRAINAGE FACILITY

P R E F A C E

The Bethel-Danebo Neighborhood Refinement Plan, Phase 2, consists of two separate studies; the West Eugene Industrial Study, and the Roosevelt Extension and Drainage Facility.

Both these reports are reprinted in this document as they were originally prepared. It should be noted that the Roosevelt Extension and Drainage Facility Report was originally considered by the Planning Commission and City Council in 1977, and some of the background information may seem somewhat old. In spite of this, the recommendations are valid and reflect current City goals and policy.

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**WEST
EUGENE
INDUSTRIAL
STUDY**

RESOLUTION NO. 3104

A RESOLUTION CONCERNING THE WEST EUGENE INDUSTRIAL AREA, COMPLETING THE BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE II, AND SUPPLEMENTING RESOLUTIONS NO. 2468 AND 2749.

The City Council of the City of Eugene finds that:

In the summer of 1977 the Eugene Planning Commission commenced a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the West Eugene Industrial Area, completing studies of the larger Bethel-Danebo Area that had been started in February 1974.

Previous studies in the Bethel-Danebo area addressed the primarily residential portion of Bethel-Danebo west of Garfield Street and north of the Coos Bay Branch of the Southern Pacific Railroad (Bethel-Danebo Refinement Plan, Phase I, Resolution 2468) and the northern edge of the industrial portion of the Bethel-Danebo area (a part of Bethel-Danebo Refinement Plan, Phase II, Resolution No. 2749). The West Eugene Industrial Area boundaries are outlined on Map No. 2 of the West Eugene Industrial Area Plan and are defined by Garfield Street on the east, the existing city limits on the west, industrial zoning district boundaries on the south, and on the north, a combination of industrial zoning district boundaries (west of Danebo Avenue), Roosevelt Boulevard (east of Maple Street), and a proposed drainage facility and extension of Roosevelt Boulevard (between Maple Street and Danebo Avenue).

On October 17, 1978, City staff met with the Active Bethel Citizens neighborhood group for review and discussion of the West Eugene Industrial Area Study and Plan Draft.

A City staff hearing on the Study and Plan draft was held October 26, 1978, with notification to all residents and property owners in the Study area.

The Eugene Planning Commission held a public hearing February 6, 1979 on the Plan Draft, with notice of the hearing mailed to all residents and property owners within the Study area. Following the public hearing, the Planning Commission considered the Plan Draft at further work sessions and public hearings on February 12th and 19th of 1979. At its meeting of February 26, 1979 the Planning Commission recommended that a revised version of the West Eugene Industrial Area Study and Plan draft be referred to the City Council for adoption.

The Planning Commission and the City Council have reviewed the West Eugene Industrial Area Plan and each have determined that those

portions recommended for adoption are consistent with, and do not constitute an amendment of the 1990 General Plan and the 1974 Community Goals and Policies. Since those documents have already been found in compliance with Statewide Planning Goals (February 11, 1977 adoption of the West Eugene Industrial Area Plan would also be in accordance with Statewide Planning Goals as required by ORS 197.175

At the public hearing of March 26, 1979 the City Council considered the recommendations of the Planning Commission and members of the public who wished to be heard and moved to adopt the Plan Draft with the revisions of February 26, 1979 as the West Eugene Industrial Area Plan.

Now, therefore, based upon the above findings, and the testimony presented before the Planning Commission and this Council,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The Recommended Policies set forth in the West Eugene Industrial Area Plan, to which this Resolution is appended, are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the West Eugene Industrial Area and the discussion section following each recommended policy is recognized as clarifying and explaining the intent of the policies.

Section 2. The Recommended Actions, including proposed rezoning actions, are hereby recognized as potential means of reaching or implementing adopted policies, but are not adopted as City policy.

Section 3. The List of Priorities for Implementation, which is attached hereto as Exhibit "A", so marked, and by this reference incorporated herein, is recognized as providing direction indicating where implementation activities will be emphasized first.

Section 4. The City Council hereby adopts as additional findings, the supporting text, maps, and tables contained in the West Eugene Industrial Area Plan, including Appendices A and B.

Section 5. This Resolution, and the portions of the West Eugene Industrial Area Plan adopted herein are a supplement to Resolutions No. 2468 and 2749, and add the West Eugene Industrial Area Plan as a further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

The foregoing Resolution adopted the 26th day of March, 1979.


J.B. Hoagland
City Recorder

EXHIBIT "A"

WEST EUGENE INDUSTRIAL AREA PLAN

Priorities For Implementation

The following priorities are adopted to provide direction for future implementation actions with respect to the West Eugene Industrial Area Plan:

1. Rezoning of property within the Stewart Road Knoll from a mix of RA Suburban Residential District, M-2 Light Industrial District, and M-3 Heavy Industrial District, to M-1 Limited Industrial, with Site Review Procedures to address compatibility with the existing residential community south of Stewart Road.
2. Pursuit of state financing for development of the 6th -7th facility west of Garfield Street.
3. Actions to preserve the significant wildlife and vegetation area in the Bertelsen Marsh.
4. Revisions to the City's industrial zoning district to: (a) delete provisions which encourage strip commercial development along arterials; and (b) provide for zoning districts which more closely match the needs of existing and future industries.
5. Actions to rezone area not needed for expansion of existing heavy industry from existing heavy industrial zoning districts to lighter industrial districts.

I. INTRODUCTION

The West Eugene Industrial Area (WEIA) is that portion of Eugene west of Garfield Street, which contains the bulk of Eugene's industrially-zoned and used land. In both a metropolitan and city context, the WEIA is well located for existing and future industrial development (see Map 1). This area is characterized by both assets and constraints affecting the ability of the WEIA to realize its potential for future industrial development.

--It is located within the corporate limits of Eugene which, along with the City of Springfield, is the only provider of a full range of urban services in the metropolitan area.

--It is located between two rapidly growing residential areas, the Bethel-Danebo area and southwest Eugene. The location of substantial levels of employment close to growing residential areas create opportunities for shorter home-to-work trips and efficient use of alternative modes of transportation not available in many other parts of the metropolitan area.

--For movement of goods and services, the WEIA may be seen to have a comparative advantage in terms of rail access, while being at somewhat of a disadvantage in terms of truck transport.

--Problems exist with the image of the area because access to much of the area occurs via West 11th Avenue--a major arterial characterized by strip commercial and industrial development. Sites which are well served and provide the attractive, campus-like setting sought by light industry are handicapped by their location within sight of large-scale wood-products firms and the log and wood-chip storage associated with them.

The following discussion provides further information on the purpose of the study, the direction set by previously adopted policies, and the problems and opportunities represented by the WEIA and outlines a number of ways the City can respond.

Background

Planning studies discussed below, over the last several years have set the stage for continued study in the West Eugene Industrial Area:

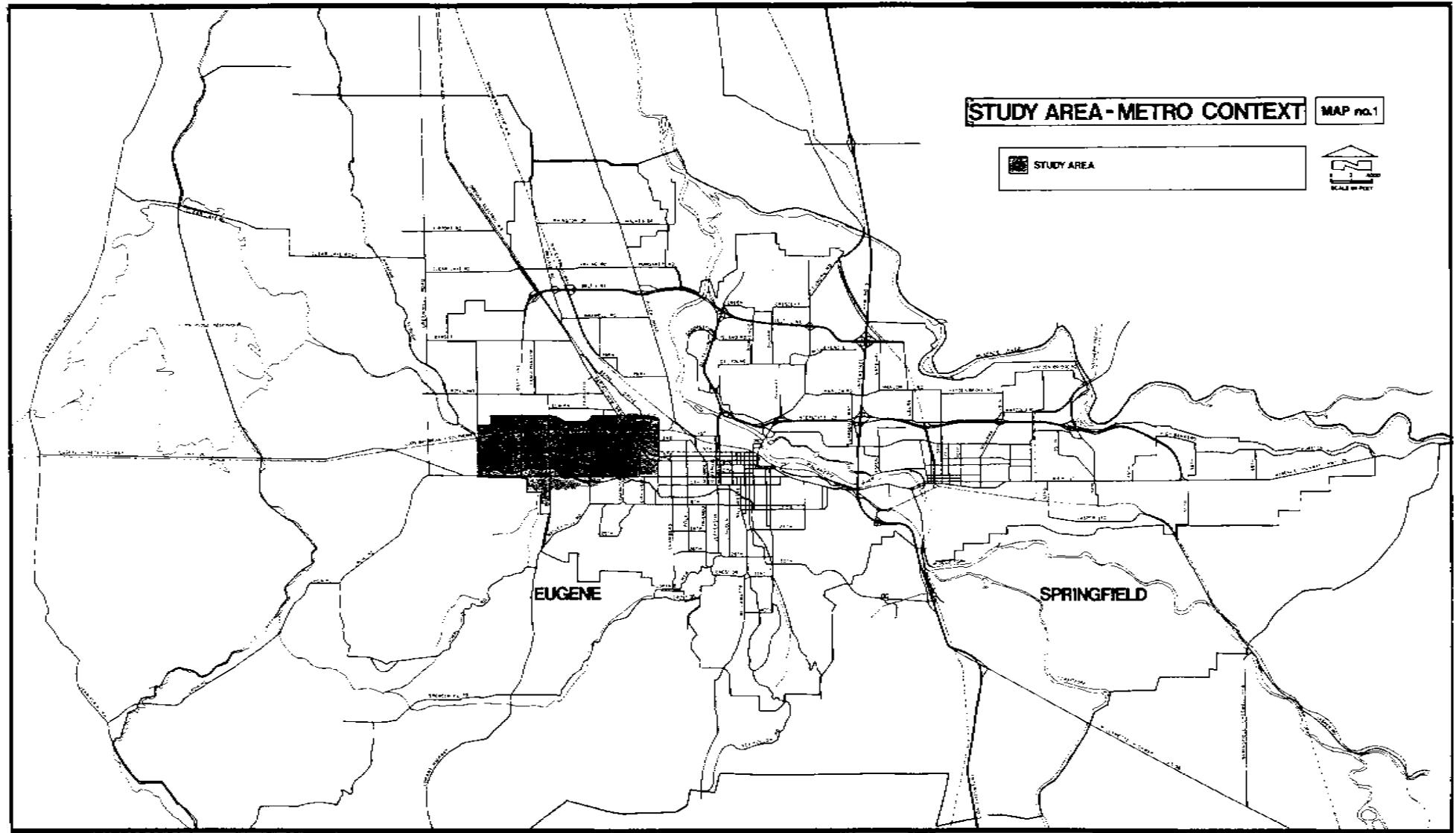
--In December 1975, the City Council adopted the Bethel-Danebo Neighborhood Refinement Plan, Phase I. This plan dealt with the primarily residential portion of the Bethel-Danebo area west of Garfield Street and north of the Coos Bay Branch of the Southern Pacific Railroad. A second phase was to address the primarily industrial area west of Garfield and south of the Coos Bay Branch.

--In September 1977, the City Council adopted a resolution addressing the northern edge of the industrial area as a part of the Bethel-Danebo Neighborhood Refinement Plan, Phase II. This resolution encompassed drainage, access, and land-use questions in an area

STUDY AREA - METRO CONTEXT

MAP no.1

 STUDY AREA



between Elmira Road and the Coos Bay Branch. It provided policy direction and a proposed alignment for an industrial arterial to improve vehicle access, and a proposed alignment for a drainage channel to improve drainage. These provided a northern boundary for industrial land uses.

--In March 1977 and June 1977, two reports were produced under a contract between the City and Economic Consultants Oregon, Ltd. The first report concentrated on the industrial sector of Eugene's economy, particularly manufacturing industries. The second report discussed employment and land-use characteristics for both the industrial and commercial sectors of Eugene's economy.

--Building on the economic reports and the work done as part of Phase II Bethel-Danebo Neighborhood Refinement Plan, the West Eugene Industrial Area Study has continued to focus on remaining land-use and policy issues in the West Eugene Industrial Area.

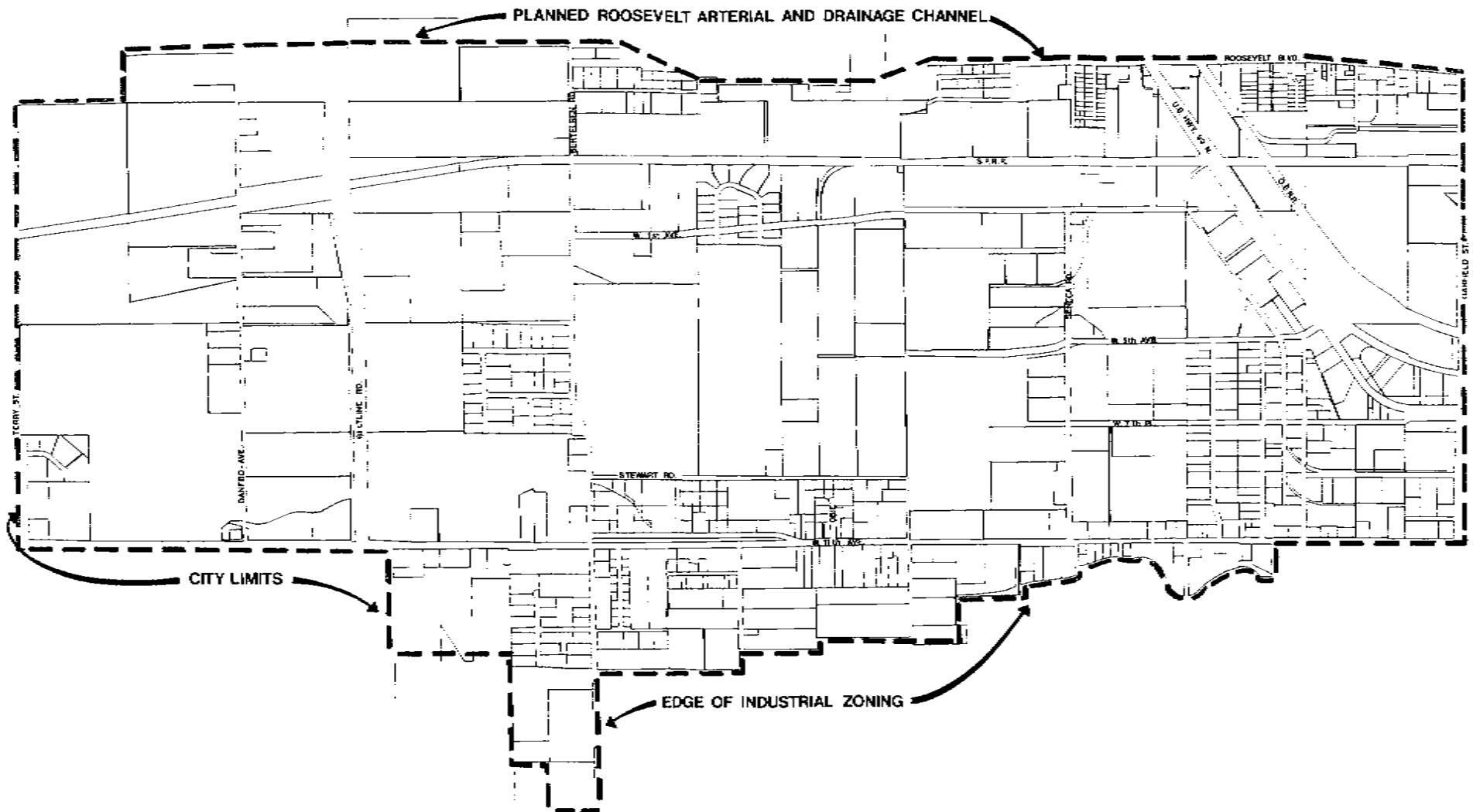
Definition of the West Eugene Industrial Area

The area in question has become more specifically defined as the result of the prior efforts. It is now defined on the north by the proposed alignment of the planned industrial arterial and drainage facility which will come off the west end of Roosevelt Boulevard, and extend to Beltline Road. A further extension of the proposed arterial west to Danebo Street and the industrial zoning district boundaries between Danebo and the city limits complete definition of the area's northern boundary. The boundary on the west is the existing city limit and on the east is Garfield Street. The southern boundary reflects existing industrial zoning district boundaries and, in the southwest corner, the existing city limit. (See Map 2)

Purpose of the Study

In brief, the aim of the study has been to determine:

1. Factors in the West Eugene Industrial Area which make it more or less suitable to fill existing and projected industrial-service needs for Eugene and the Eugene-Springfield metropolitan area;
2. The kinds of public or combined public/private actions which might be taken in order to maintain or enhance the suitability of land in the area for industrial-service needs;
3. The needs of existing industries in the area;
4. Potential conflicts between the needs of existing industrial development and the suitability of vacant land in the area for new industrial-service needs; and
5. Appropriate uses for land in the WEIA which may not be suitable for future or current industrial activity.



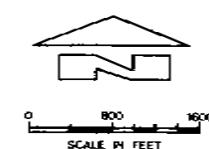
THE WEST EUGENE INDUSTRIAL AREA

MAP no.2

STUDY AREA - BOUNDARIES

LEGEND

— West Eugene industrial area study boundary



II. POLICY DIRECTION

Substantial policy direction has already been set for the West Eugene Industrial Area through previously adopted policies. The following six statements summarize over 24 findings, goals, policies, and recommendations found in the Eugene-Springfield Metropolitan Area 1990 General Plan and the 1974 Eugene Community Goals and Policies document which have bearing on the WEIA and its role in future industrial development in the city:

1. While industrial growth and revitalization is to be encouraged, strong emphasis should be placed on enhancing Eugene's environment and its quality of life.
2. Economic development should:
 - a. Diversify the employment base; and
 - b. Provide employment opportunities for existing and future residents while addressing concerns for preservation of the area's livability.
3. Industrial park development, including areas for warehousing, distributive industries, and research developments is to be encouraged.
4. While the amount of industrial lands unused and unsuitable by reason of location outside the urban service area could appropriately be reduced, those remaining needed industrial areas are to be protected from encroachment by incompatible land use.
5. Sites of sufficient size for industrial expansion, parking, landscaping, and buffering need to be provided. Government action could occur in development of existing large vacant or near-vacant parcels for specialized projects requiring such land.
6. The following factors are significant in designating industrial districts and industrial development areas:
 - a. Access for purpose of employment and shipment of goods;
 - b. Impact on residential areas, commercial areas, agricultural lands, and the natural environment; and
 - c. The availability of adequate urban services.

Further policy direction has been set at the state level in statewide planning goals. Goal No. 9, Economy of the State, establishes that local plans must respond to the need to "diversify and improve the economy of the state." Existing goals and policies cited above are consistent with statewide goals and future efforts in the West Eugene Industrial Area will be aimed at diversifying and improving the region's economy.

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.

* Especially Struyk, Raymond J., and James, Franklin J., Intrametropolitan Industrial Location: The Pattern and Process of Change, Lexington, Mass., Heath, Lexington, 1975.

- 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.

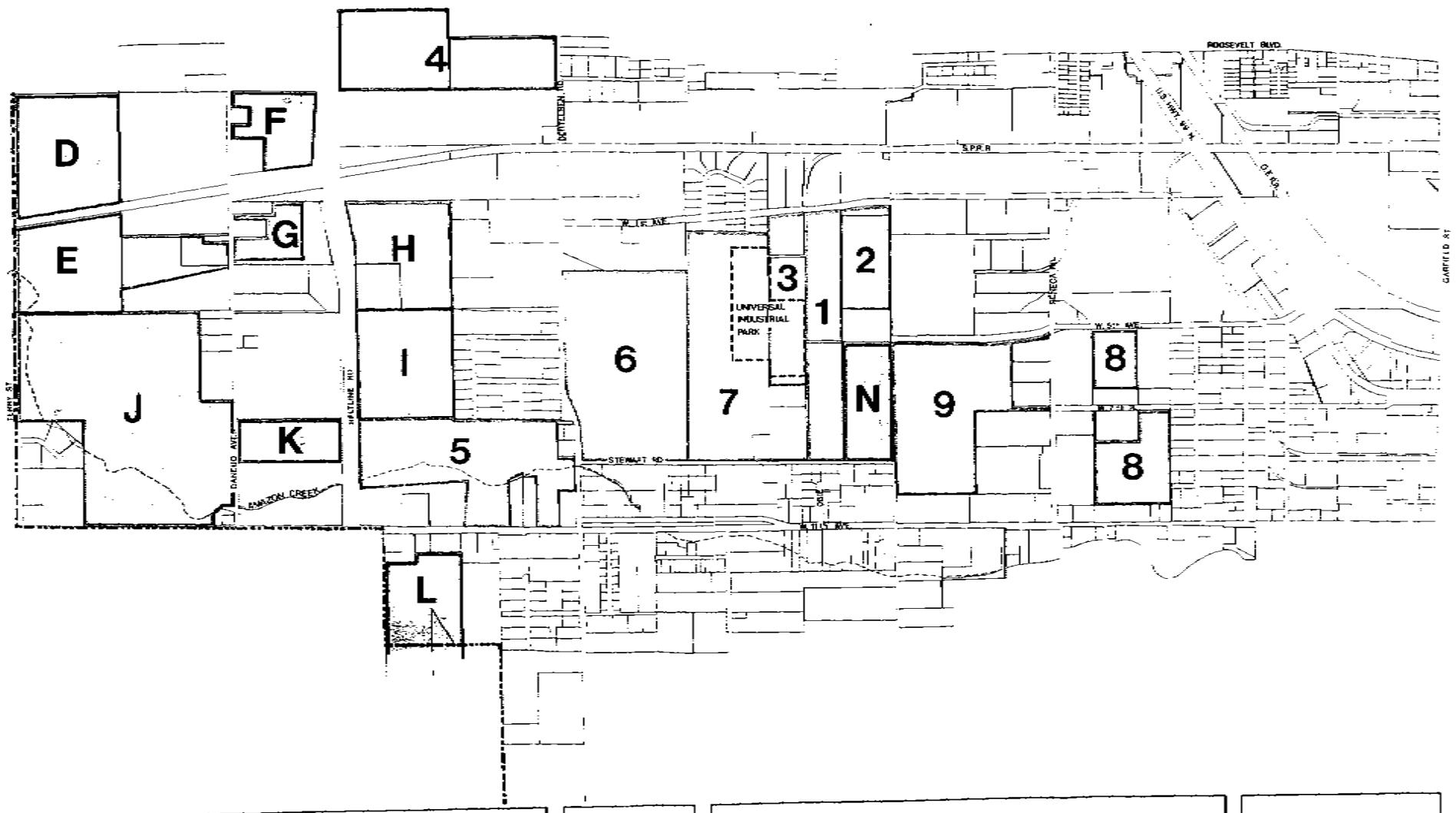
In a survey of the industrial firms in the Eugene-Springfield metropolitan area, access and lot size were identified as major factors in location decisions of industrial firms.* More specific results from the survey indicate:

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 WEIA 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

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



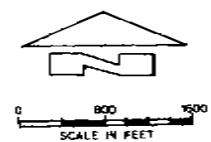
THE WEST EUGENE INDUSTRIAL AREA

MAP no.3

SUPPLY-LARGE VACANT PARCELS

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

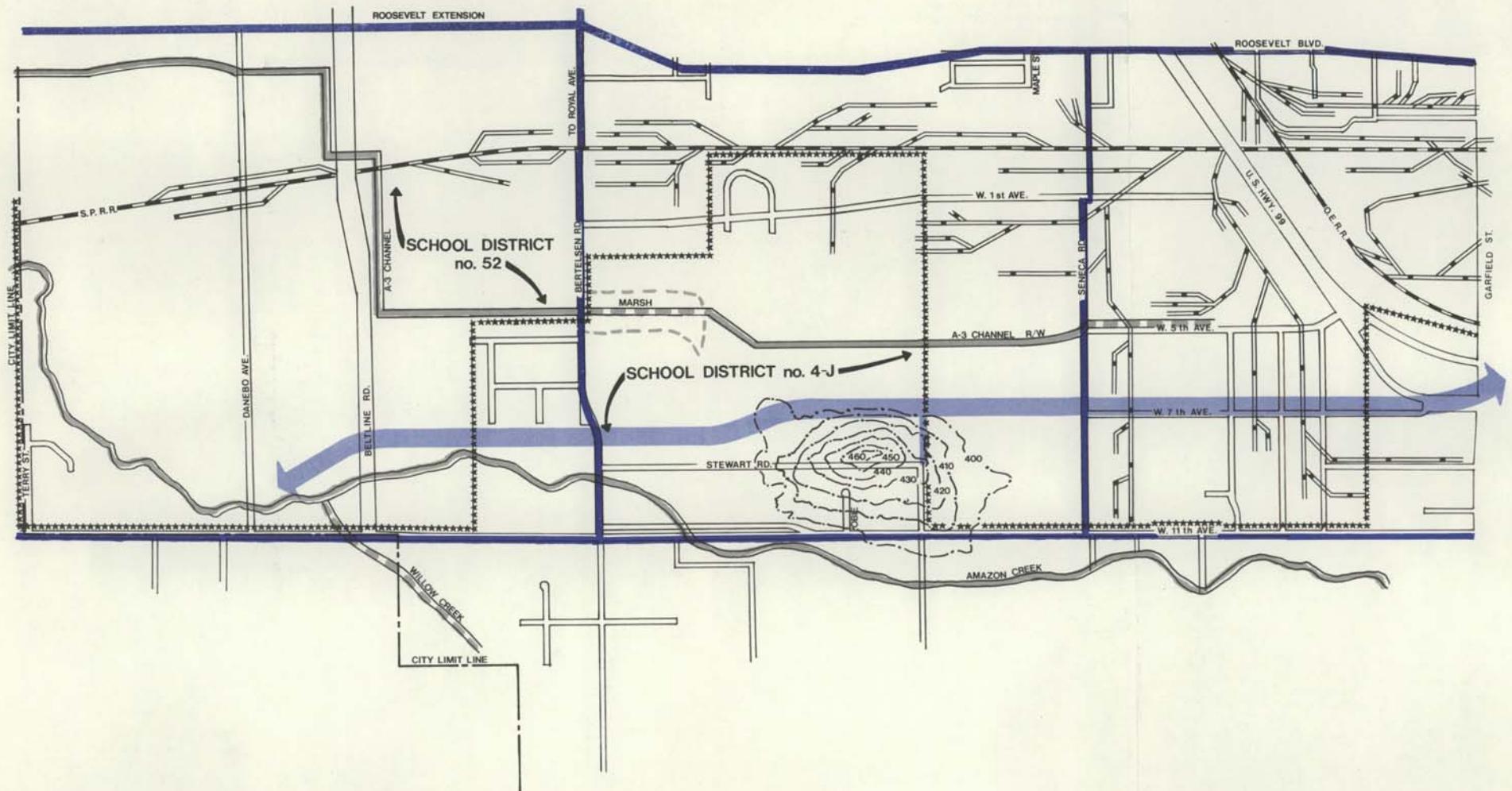
North of Stewart Road and south of 1st Avenue, between Bertelsen and Seneca roads, there are a number of large parcels scattered among several owners. These parcels encompass approximately 300 acres and are a particularly attractive area for potential light-medium industrial development. While some development 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).



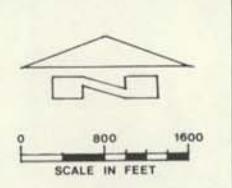
THE WEST EUGENE INDUSTRIAL AREA

MAP no.4

PROBLEMS & OPPORTUNITIES

LEGEND

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



East of Danebo, just south of the cemetery, is an additional parcel of 15 acres (see Parcel K, Appendix B). 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 WEIA 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 Beltline Road and eventually to Danebo Street will improve access from the northern portions of the WEIA west to Beltline 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 and Bertelsen, and Beltline Road and significantly improve access into and out of the area. Improvements to West 11th Avenue and Bertelsen Road bringing the latter up to city standards for industrial streets and widening and adding further signalization of West 11th, are improvements 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 WEIA 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 WEIA 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.

Opportunities: Improvements in the overall image of the study area will affect its attractiveness to the light-medium industrial firms 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.

5. Storm Drainage and Industrial Wastewater Run-off

Problem: The major drainage system serving the study area involves open drainage ditches which serve multiple uses including drainage, potential recreational trails for bicycle-pedestrian travel and, in at least one case, an important wildlife and waterfowl habitat. The storm run-off is carrying sufficient industrial pollution into the A-3, A-2, and Amazon drainage channels to result in water quality substantially below DEQ standards and affecting the potential of the channels for multiple use. Problems have also been identified in the northern portion of the study area where there are insufficient facilities to handle storm drainage.

Opportunities: In September 1977 the Eugene City Council approved plans for construction of a major drainage facility along the northern boundary of the study area to handle existing and projected surface and storm drainage problems. Additional problems of water quality affecting the multiple-use potential of the open-ditch drainage system have been included in studies conducted as part of the ongoing Metro Plan Update. A portion of the A-3 Channel known as the Bertelsen Slough has been identified as a significant vegetation and wildlife area, emphasizing the multiple-use potential of the channels. Further recommendations from the Metro Plan Update may include suggestions for site run-off controls such as reduction of impervious surfacing and increased landscaping; careful management of the Bertelsen Slough as a natural settling basin as well as a significant wildlife refuge; and additional management techniques such as cooperative treatment of wastes.

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.

Discussion: This should be a major priority for the proposed economic improvement commission (see Recommended Action #1, page 13). The existence of unsightly conditions in portions of the study area operates as a disincentive to those light-medium industrial firms seeking campus-like settings. In identifying projects pursuant to economic planning, a range of measures might be used to improve substandard sites, including: 1) increased regulations and enforcement to discourage outside storage except in fenced, screened areas; 2) matching funds in the form of loans or grants to provide incentives for sight clean up and screening; and 3) cooperative programs for removal of unwanted debris.

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 Bertelesen-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 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 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:

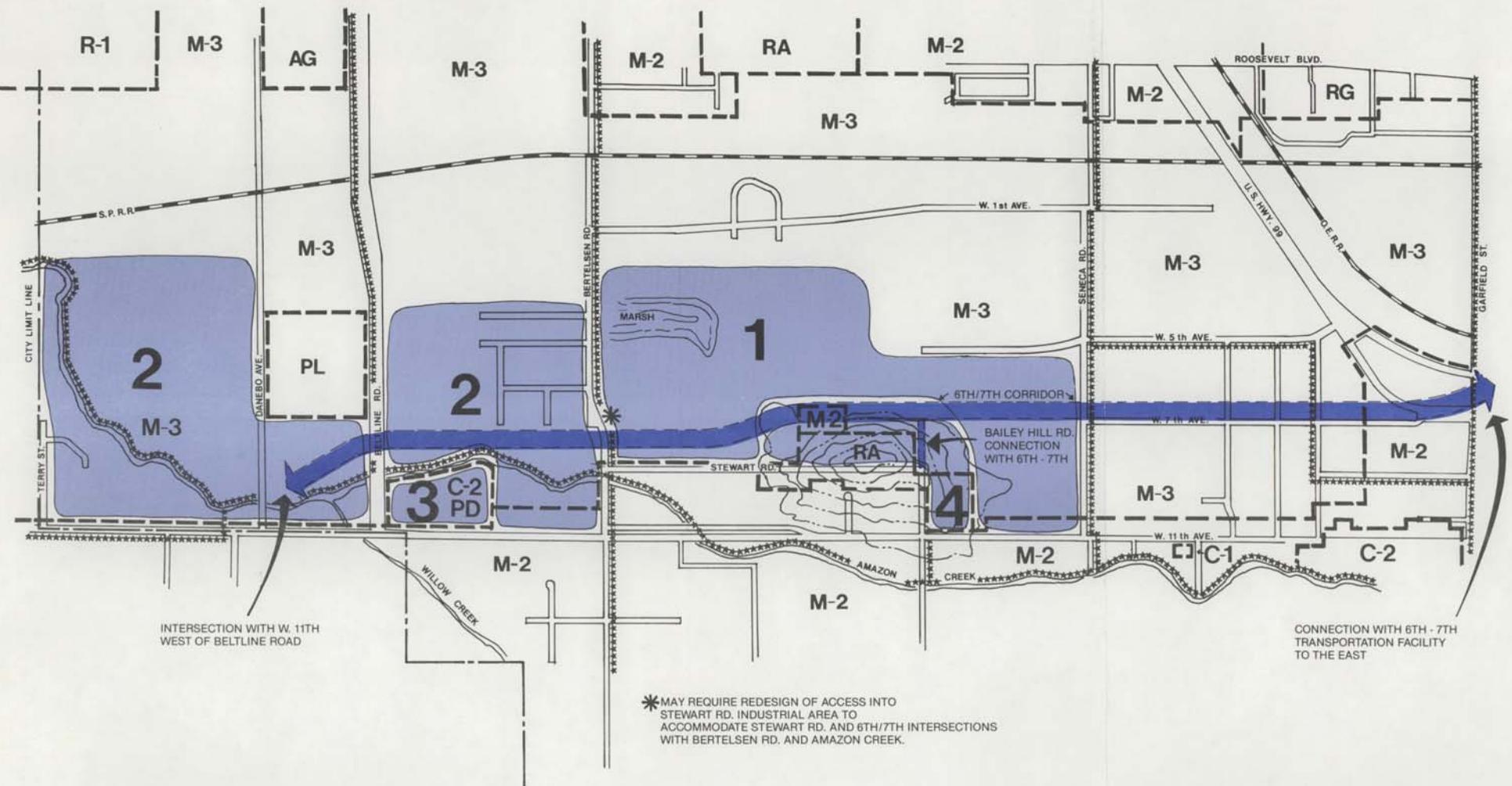
- a. Improvements in access to the area, including implementation of proposed transportation facilities as well as development of an on-going working relationship with Southern Pacific Railroad;
- b. Improvements in the area's image, in particular addressing approaches to the WEIA via West 11th Avenue 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 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.

3. The M-2 Light Industrial District should be applied to the area east and west of Beltline 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 knoll 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.

PD:pm/PL77a4



THE WEST EUGENE INDUSTRIAL AREA

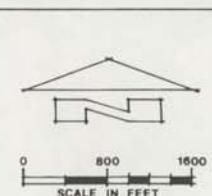
MAP 5

FOCUS FOR FUTURE ACTION

LEGEND

- 1 LIGHT MEDIUM INDUSTRIAL AREA (SENECA - BERTELSEN)
- 2 LIGHT MEDIUM INDUSTRIAL AREA (EAST & WEST OF BELTLINE)
- 3 COMMUNITY COMMERCIAL NODE
- 4 LIGHT INDUSTRIAL AREA (STEWART RD. KNOT)
- - - ZONING DISTRICT BOUNDARY
- EXISTING CONTOURS (SEE MAP NO. 4)
- ***** EXISTING OR PROPOSED BIKEWAY FACILITIES
- NOTE AREAS NOT OTHERWISE NOTED, RETAIN INDUSTRIAL DESIGNATION

(SEE TEXT)



APPENDIX A: Survey of Metropolitan Area Industrial Firms.

A. Introduction

The survey of industrial firms in the Eugene-Springfield metropolitan area was conducted by Economic Consultants Oregon, Ltd. The purpose of the survey was to identify the relative importance of different location factors in location decisions for firms in Eugene and the metropolitan area.

B. Methodology

As a first step in the survey, a cover letter and set of identification questions were sent to an updated list of industrial firms obtained from the State Employment Division. For purposes of the survey, industrial firms were defined as those engaged in manufacturing, wholesaling, and warehousing-transportation. Several of the questions were aimed at identifying how long a firm had been in its present location and whether or not it was considering relocating or expanding.

Three groups of firms were interviewed. It is from these interviews that the survey results were calculated. The three groups of firms were identified in the questionnaires that were returned and representatives from each group were selected for follow-up interviews. The first group (Group I) consisted of a sample of those firms that had been at their present location for less than six years. The second group (Group II) was composed of firms that were considering relocating or were in the process of relocating. The third group (Group III) was selected from those firms that were considering or had considered expansion at their firm's present location. In each case, the interview question was intended to determine the factors or forces that were instrumental in the firm's location decision.

Of 773 cover letters or questionnaires sent out, 245 were returned. Of those firms returning questionnaires, 134 fell in one or more of the three groups. A sample of 35 interviews were conducted with firms representing each of the three groups. In each case, the interview question involved an ordinal ranking of locational factors affecting: For Group I, the initial decision to locate at their present site; for Group II, the attractiveness of another site when relocation is being considered; and for Group III, the attractiveness of the present site when the decision is to remain. In this case, the ordinal ranking means that a choice of "one" indicates that the factor was of most importance in a location decision, whereas a choice of "five" indicates that factor had little or no influence on the location decision.

Summary of Responses

For Group I, the interview question was, "What is the ordinal ranking of location factors affecting the initial decision to locate at your present site?" According to these respondents, the most important location factors were: access to output markets (i.e., access to the "interurban" transportation networks for all modes); expected growth of non-local markets; and the ability to expand their facilities. Of medium importance were: expected growth of local markets; desirable living environment for management personnel; and access to labor. Also of interest is the high ranking given by manufacturing firms to the factor of access to labor (i.e., the efficiency of the "intra-urban" transportation network for all modes). For these firms, that factor

APPENDIX A: (continued)

was most important. For the second group the interview question was, "What is the ordinal ranking of factors affecting the attractiveness of a site when considering relocation?" For these firms, the most important factor is improved access. Of medium importance is the size of the site. For the third group, the interview question was "what is the ordinal ranking of factors affecting the attractiveness of remaining at the present site?" For these firms, the most important factors were access, size of site, and fire services. Of medium importance was parking for management personnel.

ORDINAL RANKING OF INDUSTRIAL LOCATION FACTORS FOR FIRMS
INTERVIEWED IN THE METRO AREA*

Questions	Ordinal Ranking†					
	1	2	3	4	5	No Response
.. What is the ordinal rankingt of location factors for the initial decision to locate at your present site?						
A. Access to Consumers or Output Markets	12	8	2	3	3	3
B1. Expected Growth of Markets: Local	4	9	8	3	4	3
B2. Expected Growth of Markets: Non-local	4	6	3	2	9	7
C. Access to Labor	4	3	5	3	13	3
D. Access to Materials and Resources	2	4	4	5	13	3
E. Access to Other Factors or Inputs	6	2	1	0	4	18
F. Labor Costs	1	3	5	6	14	2
G. Availability of Skilled Labor	1	4	2	7	15	2
H. Access to a Desirable Environ- ment for the Residences of Management Personnel	3	5	4	4	12	3
I. Low Freight Costs	0	1	8	3	16	3
J. Access to Similar or Related Firms	2	4	5	4	12	4
K. Taxes	3	2	4	4	16	2
L. Other	11	1	0	0	1	18
M. Other	3	0	0	0	0	28

* Results of a survey conducted by Eugene Planning Department and Economic Consultants Oregon, December 1977.

† A rating of 1 means the factor was very important, while a rating of 5 had little or no effect on location decisions.

INTERVIEWED IN THE METRO AREA (continued)

Questions	Ordinal Ranking*					
	1	2	3	4	5	No Response
1. What is the ordinal ranking of factors affecting the attractiveness of a site when considering relocation?						
A. Improved Access to Shipping Routes and Facilities at Prospective Site	5	3	2	2	2	17
B. Larger Size of Site or Facility at Prospective Site	11	3	0	0	2	15
C. Greater Availability of Fire Services	1	1	3	2	8	16
D. Greater Availability of Police Services	2	1	1	2	9	16
E. Greater Availability of Utilities	2	1	3	2	7	16
F. Greater Availability of Parking Facilities for Skilled Employees	2	4	2	2	6	15
G. Other	2	4	0	0	0	25
H. Other	2	1	0	1	0	27
3. What is the ordinal ranking of factors affecting the attractiveness of remaining at present site?						
A. Adequate Access to Shipping Routes and Facilities at Current Site	5	8	2	3	5	8
B. Adequate Size of Site or Facility at Current Site	9	7	2	2	4	7
C. Adequate Availability of Fire Services	4	3	4	7	5	8

* The ordinal rankings range from 1 as highest to 5 as lowest (of least importance). The no response category means exactly what it implies, firms that either by design of the survey or some problem didn't answer a particular question or part of a question.

ORDINAL RANKING OF INDUSTRIAL LOCATION FACTORS FOR FIRMS
INTERVIEWED IN THE METRO AREA (continued)

Questions	Ordinal Ranking*						No Response
	1	2	3	4	5		
D. Greater Availability of Police Services	2	3	4	8	6		8
E. Adequate Availability of Parking Facilities for Skilled Employees	2	7	3	3	1 8		8
G. Other	7	1	0	0	0		23
H. Other	3	0	0	0	0		28

^{*} Ibid.

APPENDIX B: Supply and Demand in the West Eugene Industrial Area

Introduction

The following information represents research by Economic Consultants Oregon and the Eugene Planning Department providing the underlying basis for many of the findings and recommendations. Tables I, II, and III deal with supply-side questions, while Tables IV, V, and VI deal with the demand side of industrial development.

Supply

The following information has been compiled from the Lane County Geographic Information System's Parcel File for January 1, 1976, and updated to March 31, 1978.

Table I

VACANT AND PARTIALLY DEVELOPED INDUSTRIALLY ZONED LAND IN LARGE PARCELS IN EUGENE AND WEST EUGENE INDUSTRIAL AREAS

	Category I		Category II	
	<u>No. Parcels</u>	<u>No. Acres</u>	<u>No. Parcels</u>	<u>No. Acres</u>
West Eugene	8	388.55	10	318.6
Other Eugene	—	—	3	64.0
Total	8	388.55	13	383.6

Category I: Parcels Suitable for Light-Medium Industrial Use

These are parcels of ten acres or more, zoned for industrial use and with access to improved arterials or arterials scheduled for improvement within the next two years.

1. Map 17-04-27, Tax Lot 400; owner, Alexander; acreage, 30.39.

Access on the north is from 1st Avenue. The southern 671 feet of this long narrow lot lies south of the A-3 Channel and is characterized by slope on the Stewart Road Knoll.

Available, 30.39 acres.

2. Map 17-04-27, Tax Lots 701 and 501; owner, Agripac; acreage, 15.13 and 2.0, respectively.

Map 17-04-26, Tax Lot 4100; owner, Agripac; acreage, 23.22.

These parcels involve contiguous ownership by Agripac. Access is from 1st Avenue for Tax Lot 501 and for Tax Lot 701 via Tax Lot 501. Access is from Seneca Road for Tax Lot 4100. A large warehouse is located on Tax Lot 4100 on an additional 6.71 acres. Tax Lot 4100 is therefore considered "partially developed" and was not reflected in the purely vacant land illustrated on Map No. 3. The land remaining in Tax Lot 4100 is, however, included in the acreage available for development and reflected in the 40.35 acre figure below.

Available, 40.35 acres.

3. Map 17-04-27, Tax Lots 402 and 404; owner, Hult; acreage, 4.91 and 15.61, respectively.

Access for Tax Lot 402 is from 1st Avenue and for Tax Lot 404 is through 402 or through 17-04-34, 34-01, under the same ownership to the west. A portion of Tax Lot 404 has been included in the Universal Industrial Park, leaving 5.8 acres remaining outside the park.

Available, 10.71 acres.

4. Map 17-04-28-1, Tax Lot 2800; owner, Camac Veneer; acreage, 29.98.

Map 17-04-27-23 , Tax Lot 1100; owner, Camac Veneer; acreage, 18.71.

Access to both these parcels is from Bertelsen Road. Adjacent to this vacant lot is the Camac Veneer manufacturing plant. This property is occasionally used by Camac for storage of excess sawdust.

Available, 48.69 acres.

5. Map 17-04-33, Tax Lots 200 and 201; owner, estate of Clyde Montag; acreage, 67.02 and 2.93, respectively.

Access to these parcels is from Bertelsen Road and West 11th Avenue. The parcel is divided approximately into north and south halves by the Amazon Channel. More recently it has been the subject of industrial subdivision on 13 acres and of a zone change request for commercial development on 15 acres.

Available, 41.95 acres.

6. Map 17-04-34, Tax Lot 200; owner, Martinson; acreage, 75.29.

Access is from Bertelsen Road. A-3 Channel divides this parcel, leaving 25.6 acres north of the A-3 Channel and marsh area.

Available, 75.29 acres.

7. Map 17-04-34, Tax Lots 3101, 3200, and 3300; owner, Hult; acreage, 61.76, 6.56, and 2.69 acres.

Access is from 1st Avenue and Stewart Road for Tax Lot 3101 and to Stewart Road or through 3101 to 1st Avenue for Lots 3200 and 3300. The recently constructed Universal Industrial Park involves 16 acres of Lot 3101. This parcel is also split by the A-3 Channel, leaving 31 acres south of the channel and outside the industrial park and another 15 acres north of the channel and west of the industrial park.

Available, 55.25 acres.

8. Map 17-04-35, Tax Lots 900 and 914; owner, Southern Pacific; acreage, 46.17 and 2.41 acres.

Access for both parcels is from 7th Avenue. Tax Lot 900 is split by 7th Avenue. It has been reduced by subdivision and new ownerships to a 20-acre parcel south of 7th and a 9-acre parcel north of Lot 914.

Available, a 20-acre parcel and a 9-acre parcel.

9. Map 17-04-35, Tax Lot 1100; owner, Lafferty; acreage, 56.92.

Access for this parcel is from Seneca Road and Stewart Road.

Available, 56.92 acres.

TOTAL CATEGORY I: 388.5 Acres

Category II: Large Parcels With Access Constraints

This category includes parcels of more than 10 acres in Eugene with constraints in terms of access.

1. Map 17-03-32-2 1, Tax Lot 300; owner, University of Oregon; acreage, 27.84 acres.

This parcel is one of the few large industrially zoned vacant parcels outside the West Eugene Industrial Area. Its access is difficult, occurring via 8th Avenue, just east of Hilyard Street, across the Southern Pacific Railroad tracks.

Available, 27.84 acres.

2. Map 17-04-15, Tax Lot 3700; owner, Southern Pacific; acreage, 20.91.

This parcel is located east of the Oregon Electric Railroad, with access from Prairie Road. It is not located in the West Eugene Industrial Area.

Available, 20.91 acres.

3. Map 17-04-22-1 1, Tax Lot 200; owner, Southern Pacific; acreage, 15.25 acres

This parcel is located east of Bethel Drive, west of Rikhoff Avenue and lies just west of the main switching yards of the Southern Pacific Railroad. It is not located in the West Eugene Industrial Area.

Available, 15.25 acres.

4. Map 17-04-28, Tax Lot 1400; owner, Bohemia; acreage, 42.45 acres.

This parcel lies just south of the A-3 Channel, west of the Bohemia plant on Danebo Avenue. Access is from Danebo Avenue through the Bohemia plant. The parcel also has access to the Coos Bay Branch of Southern Pacific Railroad.

Available, 42.45 acres.

5. Map 17-04-28, Tax Lots 1500, 1700, and 1799; owner, Central Manufacturing; acreage, 33.63, 10.99, and 4.19 acres, respectively.

These parcels are in contiguous ownership with the Central Manufacturing plant and access is from Danebo Avenue.

Available, 48.81 acres.

6. Map 17-04-28, Tax Lot 1900; owner, Olson; acreage, 16.15 acres.

This parcel lies north and east of Olson manufacturing plant, with access from Danebo Avenue and to the Coos Bay Branch of the Southern Pacific Railroad to the south.

Available, 16.15 acres.

7. Map 17-04-28, Tax Lot 2505; owner, Olson; acreage, 10.07 acres.

This property is located across Danebo Avenue from Central Manufacturing and takes access from Danebo Avenue.

Available, 10.07 acres.

8. Map 17-04-28, Tax Lots 2700 and 2701; owner, Lane County; acreage, 28.92 and 6.98 acres, respectively.

These are County-owned parcels with access from Beltline Road only. They comprise the former County land-fill site.

Available, 35.9 acres.

9. Map 17-04-33, Tax Lot 100; owner, Nielson; acreage, 34.88.

This parcel has access from the west end of 5th and 6th avenues, west of Bertelsen Road, and is adjacent to Beltline. The parcel lies just south of the A-3 Channel and west of the Stubbert Industrial Park and Western Industrial Park.

Available, 34.88 acres.

0. Map 17-04-33, Tax Lot 900 (part); owner, Superior Land Company; acreage, 79.67 acres.

This is the vacant portion of a 123.6 acre tax lot which also contains the West Pacific Drag Strip. It is located at the northwest corner of Danebo and West 11th avenues, with access from both.

Available, 79.67 acres.

1. Map 17-04-33, Tax Lot 1300; owner, Glanz; acreage, 11.94 acres.

Located between Danebo Avenue and Beltline Road, this property has access to Danebo, through a contiguously owned single-family parcel of 2.94 acres.

Available, 11.94 acres.

12. Map 17-04-33, Tax Lot 1701; owner, Cuddeback; acreage, 20.43 acres.

This property is north of a contiguously owned industrial plant and has access to West 11th Avenue. It is occasionally used as a site for storage of logs from the adjacent mill. The portion of the tax lot referred to is inside the city, the remainder lies outside city limits.

Available, 20.43 acres.

13. Map 17-04-34, Tax Lot 500; owner, Jacobs; acreage, 24.25 acres.

No longer available as a 10-or-more acre parcel.

14. Map 17-04-34, Tax Lot 2900; owner, Owen; acreage, 19.3 acres.

This parcel is north of Stewart Road on a sloping knoll and takes access from Stewart.

Available, 19.30 acres.

TOTAL CATEGORY II: 383.60 acres

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LAND USE AND ZONING IN THE WEST EUGENE INDUSTRIAL AREA (number of acres)

Land Use Categories*	M-1 SR	M-2	M-3	M-3 SR	C-1 SR	C-2	RA	RG	RG/SR	PL	RW	AG	Total
Vacant	2.42	216.65	958.52	0		.02	1.88	.75	0	.61	.35	0	1,181.21
Commercial and Service	1.19	91.77	256.02	0	0	2.20	0	1.31	0	36.01	0	0	390.01
Industrial	0	70.87	456.87	1.00	.41	.31	0	0	0	0	52.91	0	582.38
Residential	.68	29.66	42.63	0	0	0	12.69	14.43	.21	0	0	0	100.28
Other	0	73.30	113.59	.50	0	3.04	2.30	3.24	0	3.56	43.94	0	243.46
Total Acres	4.29	482.25	1,827.62	1.50	.41	5.58	16.87	19.73	.21	40.18	97.19	0	2,497.35

Source: Compiled by the Eugene Planning Department from Lane County Geographic Information System's Parcel File, January 1, 1976.

* Vacant--Includes parcels used as agricultural land.

Commercial and Service--Includes recreation, retail trade, and services.

Industrial--Includes manufacturing, wholesale trade, transportation (including warehousing), communication, and utilities.

Residential--Includes mobile homes, group quarters, and both single-family and multiple-family residences.

Other--Includes roads and parking, bodies of water, and uses not otherwise classified.

Table III
VACANT ACRES, LAND BY PARCEL SIZE AND ZONING IN THE
WEST EUGENE INDUSTRIAL AREA

Zoning	SIZE (Acres)										Total
	Greater Than GT 0 - .5		Less LT 5 - 1.0		GT 1.0 - 2.0		LT 2.0 - 6.0		GT 6.0 - 10.0		
C-2	0.02	0.00		0.00		0.00		0.00		0.00	0.02
M-1SR	0.00	0.95		1.46		0.00		0.00		0.00	2.41
M-2	20.88	32.23		31.76		97.53		12.85		20.42	215.67
M-3	8.59	17.79		40.43		78.77		69.43		742.84	957.85
PL	0.00	0.60		0.00		0.00		0.00		0.00	0.60
RA	0.83	0.00		1.03		0.00		0.00		0.00	1.86
RW	0.34	0.00		0.00		0.00		0.00		0.00	0.34
RG	0.73	0.00		0.00		0.00		0.00		0.00	0.73
Total	31.39	51.57		74.68		176.30		82.28		763.26	1,179.48

Source: Compiled by the Eugene Planning Department from Lane County Geographic Information System's Parcel File, January 1, 1976.

Demand

The following information has been derived from a variety of sources with the relevant source indicated at the bottom of each table.

TABLE IV
YEARLY AVERAGES OF U.S. EMPLOYMENT IN SELECTED MANUFACTURING
INDUSTRIES: 1970, 1972, 1974, 1976 (in thousands)

	1970	1972	1974	1976	1970-1976 % Increase
Office, Computing, and Accounting Machines (SIC 357)	284.7	245.4	294.4	291.9	2.5%
Electronic Computing Equipment (SIC 3573)	190.2	172.0	211.7	219.6	15.5
Semiconductors and Related Devices; and Other Electronic Components (SIC 3674 & SIC 3679)	288.1	289.9	379.9	330.0	14.5
Optical & Ophthalmic Goods (SIC 383 & SIC 385)	53.7	54.4	66.5	64.0	19.2
Medical Instruments and Supplies (SIC 384)	84.9	90.4	107.1	108.8	28.2
Photographic Equipment and Supplies (SIC 286)	110.3	112.8	130.6	129.6	17.5

SOURCE: U.S. Department of Labor, Bureau of Labor Statistics, EMPLOYMENT AND EARNINGS, February-March, 1971, 1973, 1975, 1977.

Table V

PROJECTIONS OF TOTAL INDUSTRIAL EMPLOYMENT IN EUGENE
AND THE METRO AREA: 1980, 1985, 1990, 1995, 2000*
(rounded to nearest 10 employees)

	1977 Actual†	1980**	1985	1990	1995	
Part 1: Eugene						
Heavy Industrial/‡	3,245	3,193	3,187	3,162	3,124	3
Light Industrial***	8,717	9,506	11,626	13,439	15,205	17
Part 2: Eugene-Springfield Metro Area						
Heavy Industrial	8,618	8,411	8,315	8,148	7,961	7
Light Industrial	12,185	13,729	16,345	18,942	21,469	24
Part 3: Lane County						
Heavy Industrial	12,450	13,140	12,880	12,620	12,270	11
Light Industrial	11,790	15,300	18,180	20,950	23,740	26

* We derive these projections from the projections for Lane County's total employment. Lane County: Population, Households, and Employment, Eugene, Oregon, Lane Council of Governments (L-COG), February 1978.

† We estimated total employment for 1977 in Eugene based on the following assumptions: 1) Eugene captured a share of the 1977 non-farm wage-and-salary employment for each sector equal to the simple average of the shares for each sector Eugene captured in April 1974 and March 1976; 2) Total employment in "lumber and wood" equals 1.023 times wage-and-salary employment in "lumber and wood"; total employment in "other durable" equals 1.037 times wage-and-salary employment in "other durable"; total employment in "food products"; and total employment in "other nondurable" equals 1.050 times wage-and-salary employment in "other nondurable".

** We based our projections for Eugene and Eugene-Springfield on the assumption that the cities will maintain through 2000 the same share of Lane County's employment in the sectors comprising heavy and light industrial employment as they averaged in February and March 1976. These assumed shares were then imposed on Lane County's employment projections based on April figures. The February and March shares differ from the April share, but we cannot determine Eugene's employment by sector in April 1976. We obtained the projections for the Metro Area from Metro Plan Update, Residential, Commercial, Industrial, and Public Facility Land-Use Needs, Eugene, Oregon, L-COG, February 1978.

†† We based our estimates of "heavy industrial" employment on the definitions and assumptions of L-COG's research division used in L-COG, Metro Plan Update, cited elsewhere. L-COG's research division first defines "heavy manufacturing employment" as 100 percent of employment in lumber and wood products, 15 percent of

Footnotes to Table V (continued)

employment in durables other than lumber and wood products (i.e., Standard Industrial Classification (SIC) Code 24, and 6 percent of employment in nondurables other than food and kindred products (i.e., SIC Codes 22, 23, 26-31 (inclusive). Then L-COG's research division assumes 90 percent of "heavy manufacturing employment" consists of "heavy industrial employment," as designated by the Metro Plan, and 10 percent of "heavy manufacturing employment" consists of "commercial employment." This Heavy Industrial includes 90 percent of employment in lumber and wood products, 13.5 percent (i.e., 90 percent of 15 percent) of durables (SIC Codes 25, 32-39), and 5.4 percent (i.e., 90 percent of 6 percent) of nondurables other than food and kindred (SIC Codes 22, 23, 26-31).

- *** We based our estimates of "light industrial" employment on the definitions and assumptions of L-COG's research division (see ff above). L-COG's research division first defines "light-medium manufacturing employment" as 100 percent employment in food and kindred products (SIC Code 20), 85 percent of employment in durables other than lumber and wood products i.e., SIC Codes 22, 23, 25-31). Then L-COG's research division assumes 90 percent of "light-medium manufacturing employment," transportation, communication and utilities employment, and wholesale-trade employment, consists of "light-industrial employment," as designated by the Metro Plan, and 10 percent of all these categories consists of "commercial employment." Thus, Light Industrial includes 90 percent of employment in food and kindred products, transportation, communication and utilities, and wholesale trade, 76.5 percent (i.e., 90 percent of 85 percent) of durables other than lumber and wood products (SIC Codes 25, 32-39), and 84.6 percent (i.e., 90 percent of 94 percent) of other nondurables (SIC Codes 22, 23, 25-31).

**ROOSEVELT
EXTENSION
&
DRAINAGE
FACILITY**

RESOLUTION NO. 2749

A RESOLUTION CONCERNING THE BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE II, AND SUPPLEMENTING RESOLUTION NO. 2468.

The City Council of the City of Eugene finds that:

In December 1975, the City Council by Resolution No. 2468 adopted Phase I of the Bethel-Danebo Neighborhood Refinement Plan, a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the Bethel-Danebo area. That refinement plan called out the need for further study to resolve drainage, access, and land use problems in that portion of the Bethel-Danebo area south of Elmira Road.

A subsequent study, undertaken as part of Phase II of the Bethel-Danebo Neighborhood Refinement Plan, resulted in a recommendation for a major floodway and industrial arterial in one of four alternative alignments.

A public hearing was held by the Eugene Planning Commission on June 7, 1977. Following the public hearing the Planning Commission recommended Council adoption of five policies developed to evaluate alternative alignments and further consideration by the Council of the second and third alternative alignments.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The policies developed for evaluation of alternative alignments as set forth in Exhibit "A" attached hereto, so marked, and by this reference incorporated herein, are hereby adopted as part

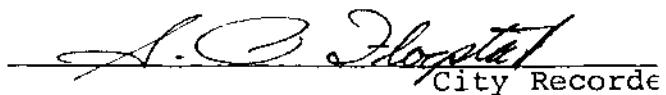
of Phase II of the Bethel-Danebo Neighborhood Refinement Plan and shall be used in making land use and other decisions in the Bethel-Danebo area.

Section 2. The second alternative alignment, Alternative 2, as illustrated in Exhibit "B" attached hereto, so marked, and by this reference incorporated herein, is hereby adopted as the alignment for a future floodway and industrial arterial to serve that portion of the Bethel-Danebo area south of Elmira Road.

Section 3. The Council hereby accepts and adopts as its findings the factual information, including maps and text, contained in the Planning Commission staff notes of the June 7, 1977 meeting as background information, copies of which are attached hereto as Exhibit "C", so marked, and by this reference incorporated herein, together with the recommendations made and accepted at the Council hearing of August 22, 1977.

Section 4. This Resolution is a supplement to Resolution No. 2468 and adds Phase II of the Bethel-Danebo Neighborhood Refinement Plan as further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

The foregoing Resolution adopted the 12th day of September, 1977



S.C. Floryat
City Recorder

Policy No. 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

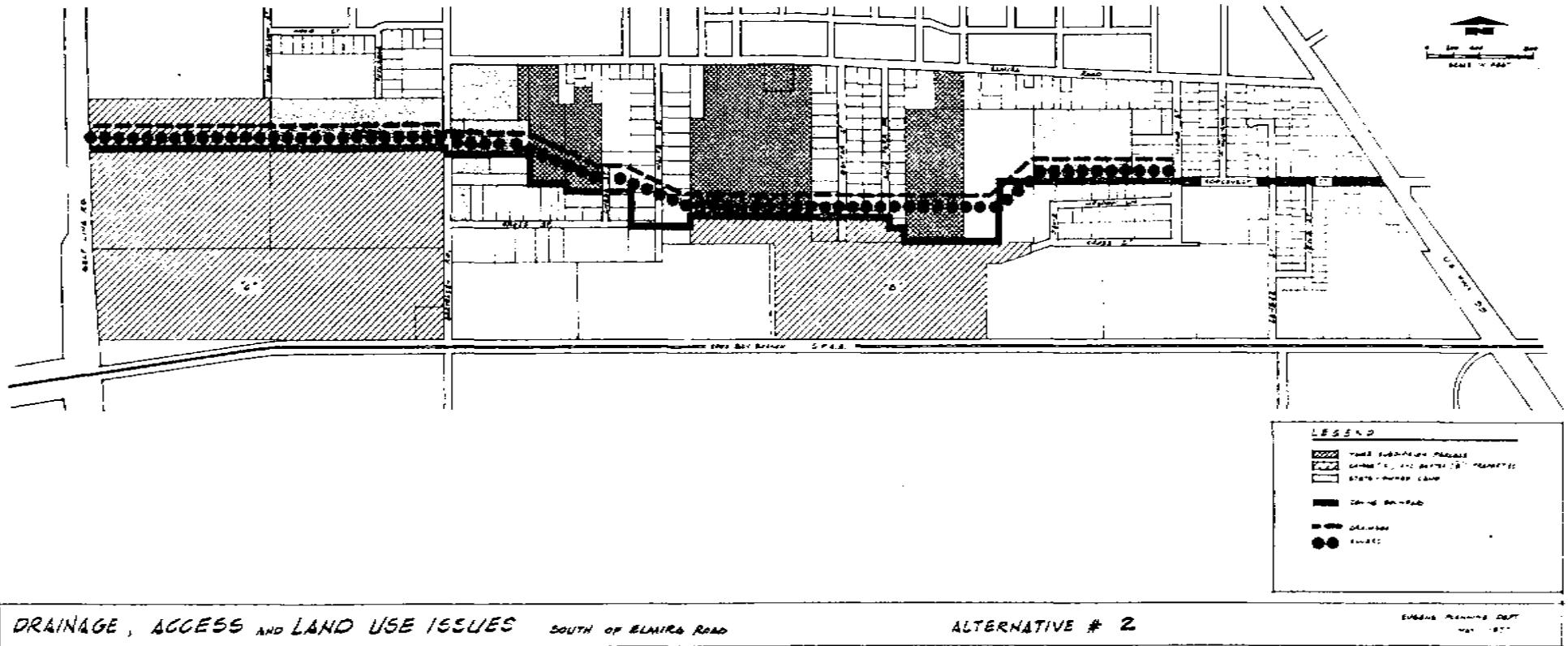
Policy No. 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accommodating limited expansion of existing industrial firms.

Policy No. 3: Separation and definition of industrial and residential land-use areas with drainage or access facilities should include provisions for landscape or other buffering.

Policy No. 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

Policy No. 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

EXHIBIT "B"



BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE TWO:
ROOSEVELT EXTENSION AND DRAINAGE FACILITY

The area south of Elmira Road, north of the Coos Bay branch of the Southern Pacific Railroad, east of Beltline Road, and west of Highway 99, has been the subject of four recent subdivision requests involving nearly 43 acres. This area is beset with three major planning problems: (1) the need for separation and delineation of industrial and residential land use areas; (2) the need for a major drainage facility; and (3) the need for improved access to the industrial portions of the area to better serve existing industry and to provide alternatives to industrial traffic using residential streets.

These issues have all been identified as major issues to be addressed in Phase II of the Bethel-Danebo Neighborhood Refinement Plan. The following analysis will constitute a part of that refinement plan, as well as proposing solutions to respond to the pending subdivision applications in the subject area.

BACKGROUND

Residential/Industrial Land Use Areas and the Proposed Alignment for Highway 126.

In general, the industrial and residential zoning districts applied to the subject area today reflect patterns applied to the area upon annexation. The annexation occurred in three pieces in 1954, 1963, and 1964. As early as 1963, zoning district boundaries and hence proposed land use patterns were being drawn with the idea that the proposed alignment for Highway 126 would provide a dividing line between residential land uses on the north and industrial land uses to the south. Use of the Highway 126 alignment to separate industrial and residential land uses was given additional support through the following Opportunity Area description in the Eugene-Springfield Metropolitan Area 1990 General Plan:

The Danebo area north of the Coos Bay branch of the Southern Pacific will be isolated from other residential areas when Highway 126 is extended past the area. Because of proximity to the railroad and the freeway, warehousing or light industrial would be appropriate eventual uses. (Opportunity Areas, Redevelopment Area No. 3, page 37, 1990 General Plan).

Despite the General Plan statement, Planning Commission policy has resulted in denial of four out of five of the zone changes requested since its adoption. Denial has been based on:

1. The uncertain future of Highway 126 and the potential problems associated with additional industrial development in the area because of abutting residential development;

2. The apparent lack of need for reclassification of residentially zoned land to industrial zoning districts since there is a substantial amount of unused industrially zoned land within and south of the area; and
3. The feeling that it is premature to reclassify additional land for industrial use south of the proposed alignment for Highway 126, because of No. 1 and No. 2 above.

The only exception made to the evolving policy of not re-zoning residentially zoned land to industrial zoning districts was made in 1971, to allow for expansion of an existing industrial use (J. H. Baxter Company). A Site Review was attached to the approval of this zone change from R-A Suburban Residential to M-3 Heavy Industrial to address the industrial/residential edge.

Alternatives to Highway 126 for Access to Industrial Areas.

The construction of a major highway in the proposed alignment for Highway 126 is today more uncertain than ever. Discussions between the City, County, and State have instead focused on alternatives to Highway 126 which could:

1. Improve access to and from the industrial areas within Bethel-Danebo to improve its attractiveness for future industrial development; and
2. Provide alternatives to the use of residential streets for access to industrial areas.

The Bethel-Danebo Truck Route

The Bethel-Danebo Truck Route was established in recent actions by the City to prohibit through truck traffic on residential streets, particularly Elmira Road, portions of Bertelsen Road, and Royal Avenue. This truck route responds to the use of these residential streets by trucks trying to get to the industrial portions of Bethel-Danebo from the major arterials of Beltline Road and Highway 99 north. Highway 126 was to provide the east-west connection to these industrial areas from the two major arterials. While enforcement of the proposed truck route may reduce the impact of some of the through truck traffic on residential streets, it does not address the need for better access into the industrial areas.

A Bertelsen-Beltline Connection

Although any final decisions on alternatives to Highway 126 must be resolved in the context of the Eugene-Springfield Area Transportation Study (ESATS), provision for an at-grade facility between Beltline and Highway 99 in the vicinity of the 126 alignment is being tested and discussed. This concept has been discussed with County, City, and State officials and industrial firms in the area. Individual letters were sent in September 1976, to firms identified by the Traffic Division as those contributing to industrial traffic on residential streets between Beltline

Road and Highway 99. The letter discussed the provision of an at-grade facility between Beltline Road and Bertelsen Road, using a portion of the Highway 126 right-of-way. Although most of the firms contacted favored such a facility, many also cited the need for a facility which would connect on through to Highway 99 from Beltline Road.

A Beltline Road--Highway 99 Connection

Because of the comments received from industries in the area as well as the lack of an alternative to travel on Elmira Road between Bertelsen Road and Highway 99, a facility continuing the Bertelsen-Beltline connection through to Highway 99 is also being tested in the ESATS long-range planning process. In developing policies and alternative access proposals, a connection from Beltline Road to Highway 99 will eventually be needed and the section from Beltline Road to Bertelsen Road could be a first phase of such a facility.

Alternatives to the Highway 126 Floodway for a Major Drainage Facility in the Subject Area.

The only remaining gap in major drainage facilities to serve the Bethel-Danebo area involves that area which was to be served by a facility built in conjunction with Highway 126, known as the Highway 126 Gap Floodway. This drainage facility was to have served the area south of Elmira Road in which subdivision requests are now pending for lack of alternative drainage facility. Decisions about this facility or some alternative to it involve several issues: (1) the floodway could be used to delineate the boundary between residential and industrial land uses, either in conjunction with a roadway, or as a separate facility; (2) decisions about the location of the floodway have in the past been tied to Highway 126 and have been postponed pending resolution of the need and location of that facility; and (3) if the floodway is constructed in conjunction with an arterial and serves as a division between industrial and residential land uses, decisions need to be made as to preferences for locating it north or south of the transportation facility.

PROPOSED ALTERNATIVES TO RESOLVE LAND USE, DRAINAGE AND ACCESS PROBLEMS

Four separate alternatives have been reviewed to resolve land use, drainage, and access problems in the subject area (see attached maps).

Alternative 1: Alternative 1 calls for a two-lane industrial arterial and a drainage ditch in the alignment that generally follows the proposed alignment for Highway 126. In this alternative, as in all others, the drainage ditch would lie on the north side of arterial. This alternative would dip south to allow the arterial to meet Roosevelt Boulevard at its intersection with Maple Street. Alternative 1 would use State owned right-of-way to the greatest extent. To do so, it would cut through the middle of existing residential development, leaving an estimated 50 residentially-zoned housing units south of

the proposed facilities. In addition, it would leave an estimated 30 acres of vacant residentially-zoned land in the subject area south of the proposed facilities and unseparated from adjacent heavy industrial uses.

Alternative 2: Alternative 2 calls for both drainage and access facilities to follow the existing residential/industrial zoning district boundary to the greatest degree possible, separating residentially-zoned areas on the north from industrially zoned areas on the south. Again, the drainage facility would be located north of the roadway to separate residential areas from the roadway and the industrial development to the south. Alternative 2 results in an estimated six residentially-zoned housing units falling within or south of the proposed facilities. It would use State-owned property east and west of Bertelsen Road. This alternative would swing north from dedicated right-of-way between Baxter Road and Alva Park to use State-owned right-of-way west of Maple Street and to come into Roosevelt Boulevard at its intersection with Maple Street. In swinging north, this alternative would leave an estimated three acres of undeveloped residentially-zoned land south of the proposed facilities and unseparated from adjacent heavy industrial development.

Alternative 3: This alternative leaves the drainage ditch in the same alignment as Alternative 2, that is, along an alignment separating existing industrial and residential zoning districts. In this alternative, the roadway would split off from the drainage ditch west of Bertelsen Road, swinging south to meet Cross Street at its intersection with Bertelsen Road. The roadway would then use existing Cross Street and follow the existing zoning district boundary to the east, rejoining the drainage ditch alignment. Alternative 3 would involve leaving an estimated three residentially-zoned housing units within or south of the alignment for the proposed facilities. The location of the roadway on Cross Street would improve the attractiveness of the industrially-zoned land on both sides of Cross Street for industrial development, but would make the area less attractive residentially for the 19 industrially-zoned housing units located on Cross Street.

Another variation on Alternative 3 involved using a private road through the Baxter Mill area, connecting Cross Street at both ends. This alternative was not pursued because it would cut through the middle of the mill area and take away internal circulation needed by the mill.

Alternative 4: Alternative 4 follows the same alignment as Alternative 3 east of Bertelsen Road. West of Bertelsen Road, it would continue straight on to Beltline Road. This alternative would have the same characteristics and effects east of Bertelsen Road as Alternative 3. West of Bertelsen Road, the roadway alignment would not use any of the existing State-owned right-of-way. Instead, it would cut through the middle of the Camac property, leaving an estimated 30 acres of industrially-zoned land north of the roadway and south of the drainage channel. Intersection of the roadway with Beltline Road would occur at a point approximately 1,000 feet north of the overpass over the Coos Bay Branch railroad tracks. An intersection at this location is considered

less desirable because of the rise in Beltline Road necessary to get over the railroad tracks and the resulting problems of design and adequate visibility if the proposed roadway intersects with Beltline Road at this point.

PROPOSED POLICIES FOR EVALUATION OF ALTERNATIVES

The following proposed policies have been developed as a basis for evaluating alternatives for land use, drainage, and access facilities to serve the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad between Beltline Road on the west and Highway 99 on the east.

Policy 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

This policy supports continued separation of land uses, a policy which seems reasonable based on the nature of the heavy industrial uses in the area.

Policy 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accomodating limited expansion of the existing industrial firms.

The policy position is based on: (a) the existence of substantial vacant industrially-zoned land in the area south of the Southern Pacific Railroad's Coos Bay branch; and (b) the desire to preserve and enhance existing residentially-developed and zoned areas north of the Coos Bay branch. Efficient design may, however, require leaving some undeveloped, residentially-zoned land south of the proposed facilities and more suitable for industrial development.

Policy 3: Separation and definition of industrial and residential land use areas with drainage or access facilities should include provisions for landscaping or buffering.

This policy is intended to address the livability of the residential area to the north and continuation of existing industrial uses to the south by providing separation and buffering.

Policy 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

This is a paraphrased version of policies adopted in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and policies addressing the Bethel-Danebo Drive area.

Policy 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

This policy reflects proposals found in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and has particular application to Elmira Road and portions of Royal and Bertelsen Roads.

RECOMMENDATIONS

Recommended Alternative

Alternative 3 appears to be the best solution to land use, drainage, and access problems in the subject area. This alternative:

1. Separates residential areas north of the drainage ditch from the roadway and industrial area to the south;
2. Maximizes use of existing residentially zoned areas for residential purposes;
3. Combines State-owned right-of-way and dedicated street right-of-way to minimize acquisition of additional property; and
4. Provides a definite boundary between land use designated as appropriate for residential use north of the drainage facility and land designated suitable for industrial use to the south.

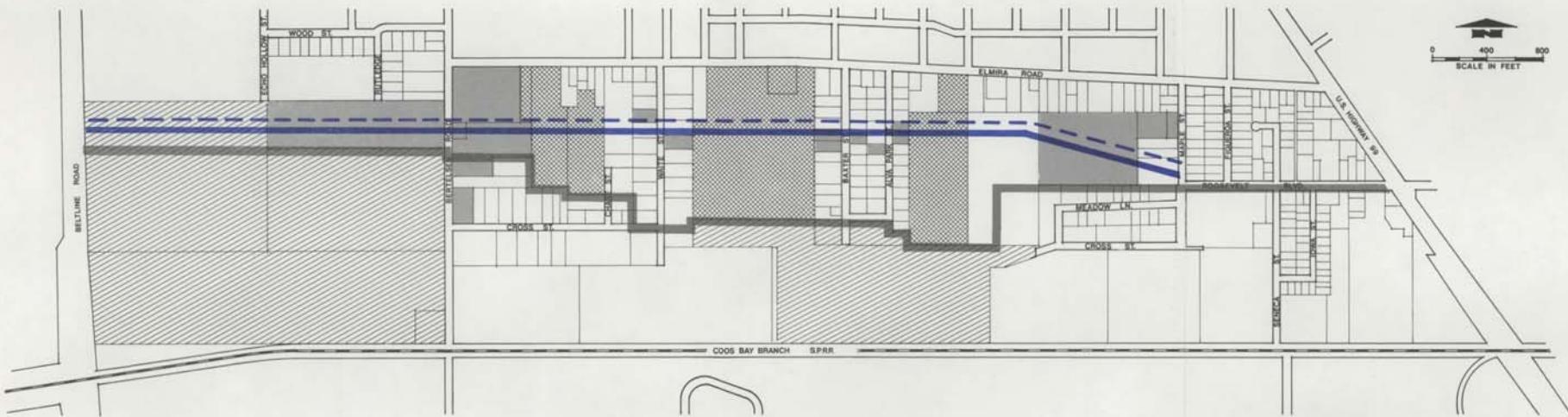
Discussions with Active Bethel Citizens, applicants for the four major subdivisions and with other major property owners in the area, indicate general agreement with Alternative 3. However, the city of Eugene Engineering staff was asked by developers of the proposed subdivisions to further investigate the possibility of substituting a storm sewer for a drainage ditch. If a storm sewer is built to serve the area, some other means of separating the residential developments from the proposed roadway and the existing industrial development to the south would be needed. Staff would recommend requiring a planted berm along the south side of the proposed subdivisions if a storm sewer is constructed instead of a drainage ditch.

Recommended Procedure

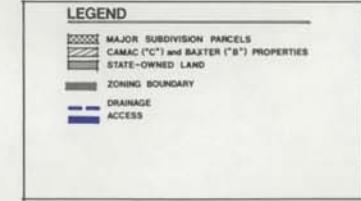
Following discussion of the information presented in the staff notes and testimony on the four alternatives by residents and property owners in the subject area, staff would recommend the following action by the Planning Commission:

1. A recommendation from the Planning Commission to the City Council addressing:
 - a. The five policies which have been developed for evaluation of alternatives, recommending their adoption as City policy to be used in selecting the final alternative; and
 - b. The four alternatives, with a recommendation for a preferred alternative if possible.
2. A recommendation from the Planning Commission to the City Council to recognize the background material, resulting policies, and selected alternative as a part of the Bethel-Danebo Neighborhood Refinement Plan.

ky/PL4b17



NOTE: DRAINAGE AND ACCESS WIDTH
REQUIREMENTS ARE NOT SHOWN TO SCALE.
ESTIMATED WIDTH REQ'MTS ARE 50 FEET
EACH FOR DRAINAGE AND ACCESS.



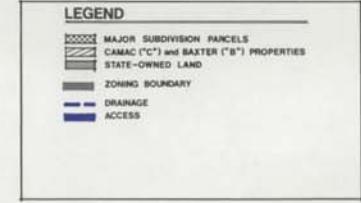
DRAINAGE, ACCESS and LAND USE ISSUES SOUTH OF ELMIRA ROAD

ALTERNATIVE NO. 1

EUGENE PLANNING DEPARTMENT
MAY, 1977



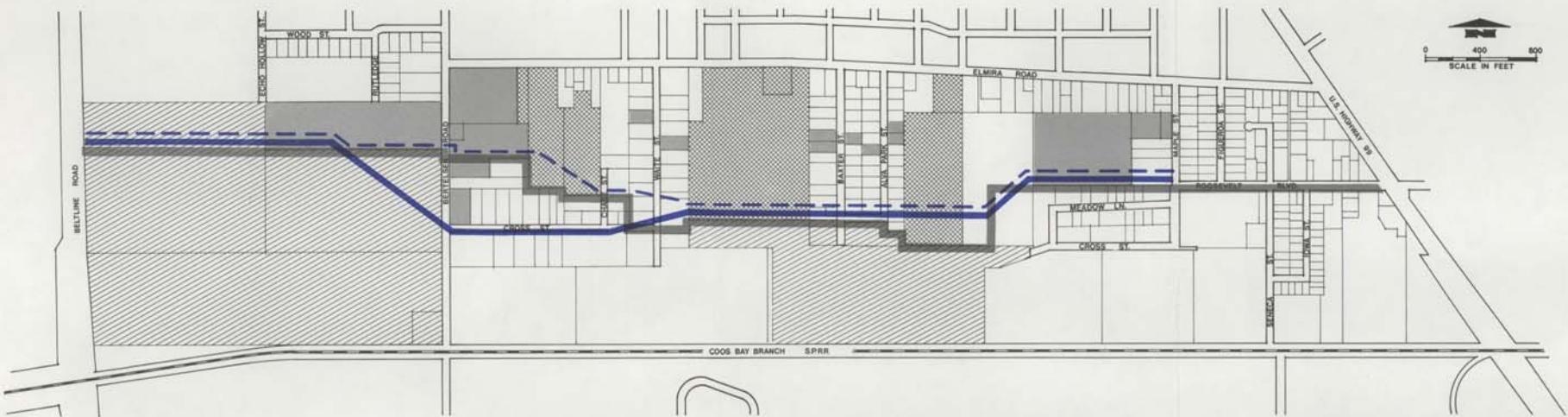
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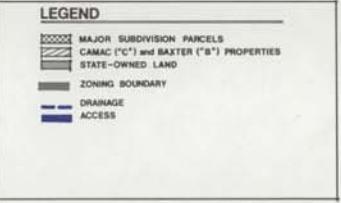
DRAINAGE, ACCESS and LAND USE ISSUES SOUTH OF ELMIRA ROAD

ADOPTED ALTERNATIVE NO. **2**

EUGENE PLANNING DEPARTMENT
MAY, 1977



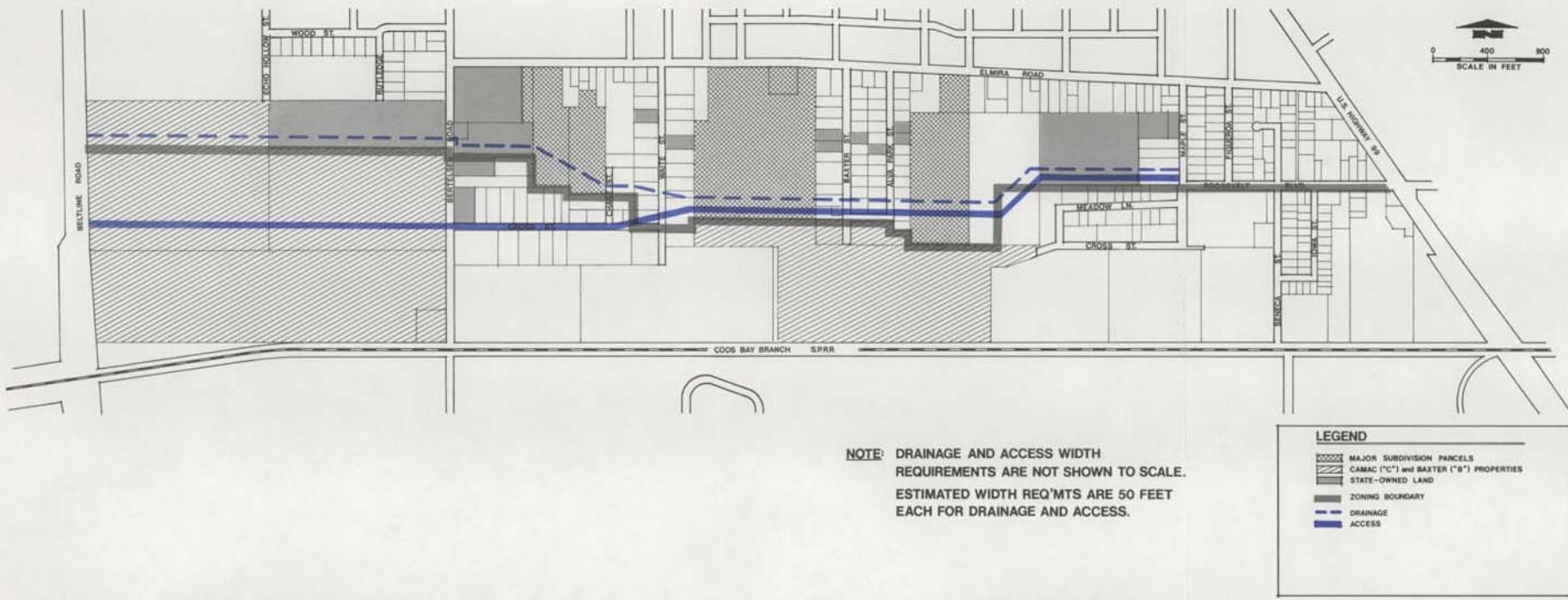
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DRAINAGE, ACCESS and LAND USE ISSUES SOUTH OF ELMIRA ROAD

ALTERNATIVE NO. 3

EUGENE PLANNING DEPARTMENT
MAY, 1977



DRAINAGE, ACCESS and LAND USE ISSUES SOUTH OF ELMIRA ROAD

ALTERNATIVE NO. **4**

EUGENE PLANNING DEPARTMENT
MAY, 1977

RESOLUTION NO. 2749

A RESOLUTION CONCERNING THE BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE II, AND SUPPLEMENTING RESOLUTION NO. 2468.

The City Council of the City of Eugene finds that:

In December 1975, the City Council by Resolution No. 2468 adopted Phase I of the Bethel-Danebo Neighborhood Refinement Plan, a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the Bethel-Danebo area. That refinement plan called out the need for further study to resolve drainage, access, and land use problems in that portion of the Bethel-Danebo area south of Elmira Road.

A subsequent study, undertaken as part of Phase II of the Bethel-Danebo Neighborhood Refinement Plan, resulted in a recommendation for a major floodway and industrial arterial in one of four alternative alignments.

A public hearing was held by the Eugene Planning Commission on June 7, 1977. Following the public hearing the Planning Commission recommended Council adoption of five policies developed to evaluate alternative alignments and further consideration by the Council of the second and third alternative alignments.

NOW, THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The policies developed for evaluation of alternative alignments as set forth in Exhibit "A" attached hereto, so marked, and by this reference incorporated herein, are hereby adopted as part

of Phase II of the Bethel-Danebo Neighborhood Refinement Plan and shall be used in making land use and other decisions in the Bethel-Danebo area.

Section 2. The second alternative alignment, Alternative 2, as illustrated in Exhibit "B" attached hereto, so marked, and by this reference incorporated herein, is hereby adopted as the alignment for a future floodway and industrial arterial to serve that portion of the Bethel-Danebo area south of Elmira Road.

Section 3. The Council hereby accepts and adopts as its findings the factual information, including maps and text, contained in the Planning Commission staff notes of the June 7, 1977 meeting as background information, copies of which are attached hereto as Exhibit "C", so marked, and by this reference incorporated herein, together with the recommendations made and accepted at the Council hearing of August 22, 1977.

Section 4. This Resolution is a supplement to Resolution No. 2468 and adds Phase II of the Bethel-Danebo Neighborhood Refinement Plan as further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

The foregoing Resolution adopted the 12th day of September, 1977.



A.C. Floryat
City Recorder

EXHIBIT "A"

Policy No. 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

Policy No. 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accommodating limited expansion of existing industrial firms.

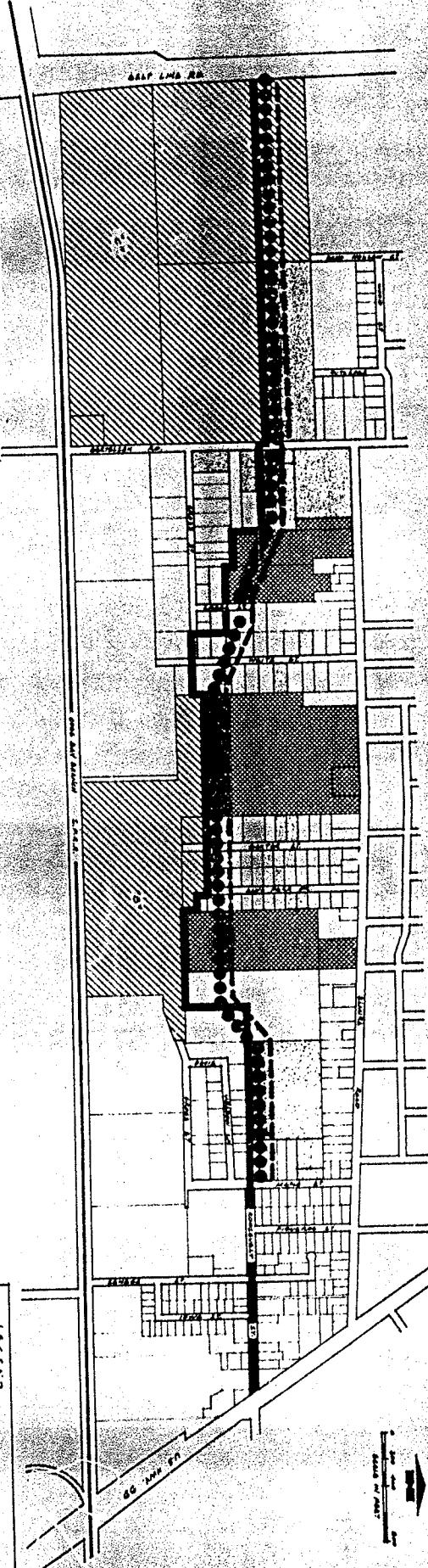
Policy No. 3: Separation and definition of industrial and residential land-use areas with drainage or access facilities should include provisions for landscape or other buffering.

Policy No. 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

Policy No. 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

2749

EXHIBIT "B"



DRAINAGE, ACCESS AND LAND USE ISSUES
SOUTH OF SERVICE ROAD

ALTERNATIVE # 2

Landuse Planning Dept.
Nov. 1977

EXHIBIT "B"

STAFF NOTES

June 7, 1977

I. BETHEL DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE TWO: LAND USE, DRAINAGE, AND ACCESS PROBLEMS SOUTH OF ELMIRA ROAD

The area south of Elmira Road, north of the Coos Bay branch of the Southern Pacific Railroad, east of Beltline Road, and west of Highway 99, has been the subject of four recent subdivision requests involving nearly 43 acres. This area is beset with three major planning problems: (1) the need for separation and delineation of industrial and residential land use areas; (2) the need for a major drainage facility; and (3) the need for improved access to the industrial portions of the area to better serve existing industry and to provide alternatives to industrial traffic using residential streets.

These issues have all been identified as major issues to be addressed in Phase II of the Bethel-Danebo Neighborhood Refinement Plan. The following analysis will constitute a part of that refinement plan, as well as proposing solutions to respond to the pending subdivision applications in the subject area.

BACKGROUNDResidential/Industrial Land Use Areas and the Proposed Alignment for Highway 126.

In general, the industrial and residential zoning districts applied to the subject area today reflect patterns applied to the area upon annexation. The annexation occurred in three pieces in 1954, 1963, and 1964. As early as 1963, zoning district boundaries and hence proposed land use patterns were being drawn with the idea that the proposed alignment for Highway 126 would provide a dividing line between residential land uses on the north and industrial land uses to the south. Use of the Highway 126 alignment to separate industrial and residential land uses was given additional support through the following Opportunity Area description in the Eugene-Springfield Metropolitan Area 1990 General Plan:

The Danebo area north of the Coos Bay branch of the Southern Pacific will be isolated from other residential areas when Highway 126 is extended past the area. Because of proximity to the railroad and the freeway, warehousing or light industrial would be appropriate eventual uses. (Opportunity Areas, Redevelopment Area No. 3, page 37, 1990 General Plan).

Despite the General Plan statement, Planning Commission policy has resulted in denial of four out of five of the zone changes requested since its adoption. Denial has been based on:

1. The uncertain future of Highway 126 and the potential problems

- associated with additional industrial development in the area because of abutting residential development;
2. The apparent lack of need for reclassification of residentially zoned land to industrial zoning districts since there is a substantial amount of unused industrially zoned land within and south of the area; and
 3. The feeling that it is premature to reclassify additional land for industrial use south of the proposed alignment for Highway 126, because of No. 1 and No. 2 above.

The only exception made to the evolving policy of not re-zoning residentially zoned land to industrial zoning districts was made in 1971, to allow for expansion of an existing industrial use (J. H. Baxter Company). A Site Review was attached to the approval of this zone change from R-A Suburban Residential to M-3 Heavy Industrial to address the industrial/ residential edge.

Alternatives to Highway 126 for Access to Industrial Areas.

The construction of a major highway in the proposed alignment for Highway 126 is today more uncertain than ever. Discussions between the City, County and State have instead focused on alternatives to Highway 125 which could:

1. Improve access to and from the industrial areas within Bethel-Danebo to improve its attractiveness for future industrial development; and
2. Provide alternatives to the use of residential streets for access to industrial areas.

The Bethel-Danebo Truck Route

The Bethel-Danebo Truck Route was established in recent actions by the City to prohibit through truck traffic on residential streets, particularly Elmira Road, portions of Bertelsen Road and Royal Avenue. This truck route responds to the use of these residential streets by trucks trying to get to the industrial portions of Bethel-Danebo from the major arterials of Beltline Road and Highway 99 north. Highway 126 was to provide the east-west connection to these industrial areas from the two major arterials. While enforcement of the proposed truck route may reduce the impact of some of the through truck traffic on residential streets, it does not address the need for better access into the industrial areas.

A Bertelsen-Beltline Connection

Although any final decisions on alternatives to Highway 126 must be resolved in the context of the Eugene-Springfield Area Transportation Study, provision for an at-grade facility between Beltline Road and Highway 99 in the vicinity of the 126 alignment is being tested and discussed. This concept has been discussed with County, City and State officials and industrial firms in the area. Individual letters were sent

in September of 1976 to firms identified by the Traffic Division as those contributing to industrial traffic on residential streets between Beltline Road and Highway 99. The letter discussed the provision of an at-grade facility between Beltline Road and Bertelsen Road, using a portion of the Highway 126 right-of-way. Although most of the firms contacted favored such a facility, many also cited the need for a facility which would connect on through to Highway 99 from Beltline Road.

A Beltline Road--Highway 99 Connection

Because of the comments received from industries in the area as well as the lack of an alternative to travel on Elmira Road between Bertelsen Road and Highway 99, a facility continuing the Bertelsen-Beltline connection through to Highway 99 is also being tested in the ESATS long-range planning process. In developing policies and alternative access proposals, a connection from Beltline Road to Highway 99 will eventually be needed and the section from Beltline Road to Bertelsen Road could be a first phase of such a facility.

Alternatives to the Highway 126 Floodway for a Major Drainage Facility in the Subject Area.

The only remaining gap in major drainage facilities to serve the Bethel-Danebo area involves that area which was to be served by a facility built in conjunction with Highway 126, known as the Highway 126 Gap Floodway. This drainage facility was to have served the area south of Elmira Road in which subdivision requests are now pending for lack of an adequate drainage facility. Decisions about this facility or some alternative to it involve several issues: (1) the floodway could be used to delineate the boundary between residential and industrial land uses, either in conjunction with a roadway, or as a separate facility; (2) decisions about the location of the floodway have in the past been tied to Highway 126 and have been postponed pending resolution of the need and location of that facility; and (3) if the floodway is constructed in conjunction with an arterial and serves as a division between industrial and residential land uses, decisions need to be made as to preferences for locating it north or south of the transportation facility.

PROPOSED ALTERNATIVES TO RESOLVE LAND USE, DRAINAGE AND ACCESS PROBLEMS

Four separate alternatives have been reviewed to resolve land use, drainage, and access problems in the subject area (see attached maps).

Alternative No. 1: Alternative No. 1 calls for a two-lane industrial arterial and a drainage ditch in an alignment that generally follows the proposed alignment for Highway 126. In this alternative, as in all others, the drainage ditch would lie on the north side of the arterial. This alternative would dip south to allow the arterial to meet Roosevelt Boulevard at its intersection with Maple Street. Alternative No. 1 would utilize State-owned right-of-way to the greatest extent. To do so, it would cut through the middle of existing residential development, leaving an estimated 50 residentially-zoned housing units south of the proposed facilities. In addition, it would leave an estimated 30 acres of vacant residentially zoned land in the subject area south of the proposed facilities and unseparated from adjacent heavy industrial uses.

Alternative No. 2: Alternative No. 2 calls for both drainage and access facilities to follow the existing residential/industrial zoning district boundary to the greatest degree possible, separating residentially zoned areas on the north from industrially zoned areas on the south. Again, the drainage facility would be located north of the roadway to separate residential areas from the roadway and the industrial development to the south. Alternative No. 2 results in an estimated six residentially-zoned housing units falling within or south of the proposed facilities. It would utilize State-owned property east and west of Bertelsen Road. This alternative would swing north from dedicated right-of-way between Baxter and Alva Park to utilize State-owned right-of-way west of Maple and to come into Roosevelt Boulevard at its intersection with Maple Street. In swinging north, this alternative would leave an estimated three acres of undeveloped residentially zoned land south of the proposed facilities and unseparated from adjacent heavy industrial development.

Alternative No. 3: This alternative leaves the drainage ditch in the same alignment as Alternative No. 2, that is, along an alignment separating existing industrial and residential zoning districts. In this alternative, the roadway would split off from the drainage ditch west of Bertelsen Road, swinging south to meet Cross Street at its intersection with Bertelsen Road. The roadway would then use existing Cross Street and follow the existing zoning district boundary to the east, rejoining the drainage ditch alignment. Alternative No. 3 would involve leaving an estimated three residentially zoned housing units within or south of the alignment for the proposed facilities. The location of the roadway on Cross Street would improve the attractiveness of the industrially zoned land on both sides of Cross Street for industrial development, but would make the area less attractive residentially for the 19 industrially zoned housing units located on Cross.

Another variation on Alternative No. 3 involved using a private road through the Baxter Mill area, connecting Cross Street at both ends. This alternative was not pursued because it would cut through the middle of the mill area and take away internal circulation area needed by the mill.

Alternative No. 4: Alternative No. 4 follows the same alignment as Alternative No. 3 east of Bertelsen Road. West of Bertelsen Road, it would continue straight on to Beltline Road. This alternative would have the same characteristics and effects east of Bertelsen Road as Alternative No. 3. West of Bertelsen Road, the roadway alignment would not use any of the existing State-owned right-of-way. Instead, it would cut through the middle of the Camac property, leaving an estimated 30 acres of industrially zoned land north of the roadway and south of the drainage channel. Intersection of the roadway with Beltline Road would occur at a point approximately 1,000 feet north of the overpass over the Coos Bay Branch railroad tracks. An intersection at this location is considered less desirable because of the rise in Beltline Road necessary to get over the railroad tracks and the resulting problems of design and adequate visibility if the proposed roadway intersects with Beltline Road at this point.

PROPOSED POLICIES FOR EVALUATION OF ALTERNATIVES

The following proposed policies have been developed as a basis for evaluating alternatives for land use, drainage and access facilities to serve the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad between Beltline Road on the west and Highway 99 on the east.

Policy No. 1: Any alignment for drainage, access, or combined drainage/access facilities implemented in the area north of the Coos Bay branch of the Southern Pacific Railroad should be designed to separate and buffer residential land uses on the north from industrial land uses to the south.

This policy supports continued separation of land uses, a policy which seems reasonable based on the nature of the heavy industrial uses in the area.

Policy No. 2: In the area south of Elmira Road and north of the Coos Bay branch of the Southern Pacific Railroad, residential uses should be maximized. Consideration may be given to accommodating limited expansion of existing industrial firms.

This policy position is based on: (a) the existence of substantial vacant industrially zoned land in the area south of the Southern Pacific Railroad's Coos Bay branch, and (b) the desire to preserve and enhance existing residentially developed and zoned areas north of the Coos Bay branch. Efficient design may, however, require leaving some undeveloped, residentially zoned land south of the proposed facilities and more suitable for industrial development.

Policy No. 3: Separation and definition of industrial and residential land use areas with drainage or access facilities should include provisions for landscape or other buffering.

This policy is intended to address the livability of the residential area to the north and continuation of existing industrial uses to the south by providing separation and buffering.

Policy No. 4: Industrial development should not occur where it would take access from the same local street which serves existing residential development, except where residential development is considered in a state of transition to industrial use.

This is a paraphrased version of policies adopted in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and policies addressing the Bethel Drive area.

Policy No. 5: Land use patterns and transportation facilities should encourage alternatives to through truck traffic on residential portions of the arterial street system.

This policy reflects proposals found in the transportation section of Phase I of the Bethel-Danebo Neighborhood Refinement Plan and has particular application to Elmira Road and portions of Royal and Bertelsen.

RECOMMENDATIONS

Recommended Alternative

Alternative No. 3 appears to be the best solution to land use, drainage, and access problems in the subject area. This alternative:

1. Separates residential areas north of the drainage ditch from the roadway and industrial area to the south;
2. Maximizes use of existing residentially zoned areas for residential purposes;
3. Combines State-owned right-of-way and dedicated street right-of-way to minimize acquisition of additional property; and
4. Provides a definite boundary between land use designated as appropriate for residential use north of the drainage use and land designated suitable for industrial use to the south.

Discussions with Active Bethel Citizens, with applicants for the four major subdivisions and with other major property owners in the area, indicates there is general agreement with Alternative No. 3. However, the Engineering staff was asked by developers of the proposed subdivisions to further investigate the possibility of substituting a storm sewer for a drainage ditch. If a storm sewer is built to serve the area, some other means of separating the residential developments from the proposed roadway and the existing industrial development to the south would be needed. Staff would recommend requiring a planted berm along the south side of the proposed subdivisions if a storm sewer is constructed instead of a drainage ditch.

Recommended Procedure

Following discussion of the information presented in the Staff Notes and testimony on the four alternatives by residents and property owners in the subject area, Staff would recommend the following action by the Planning Commission:

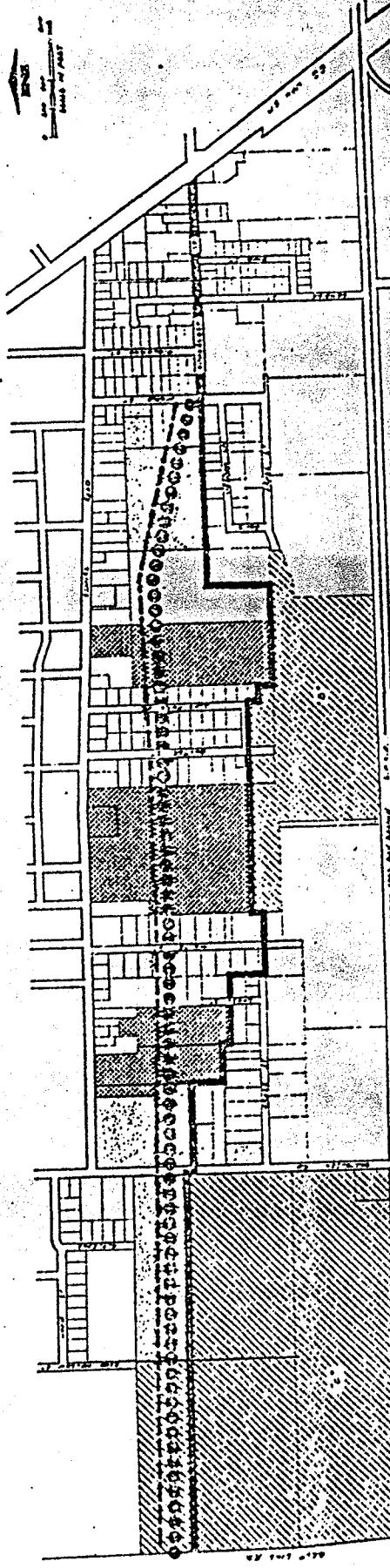
1. A recommendation from the Planning Commission to the City Council addressing:
 - a. The five policies which have been developed for evaluation of alternatives, recommending their adoption as city policy to be used in selecting the final alternative; and
 - b. The four alternatives, with a recommendation for a preferred alternative if possible.

2749

2. A recommendation from the Planning Commission to the City council to recognize the background material, resulting policies and selected alternative as a part of the Bethel-Danebo Neighborhood Refinement Plan.

PD:ng/PL4b17

b



Legend

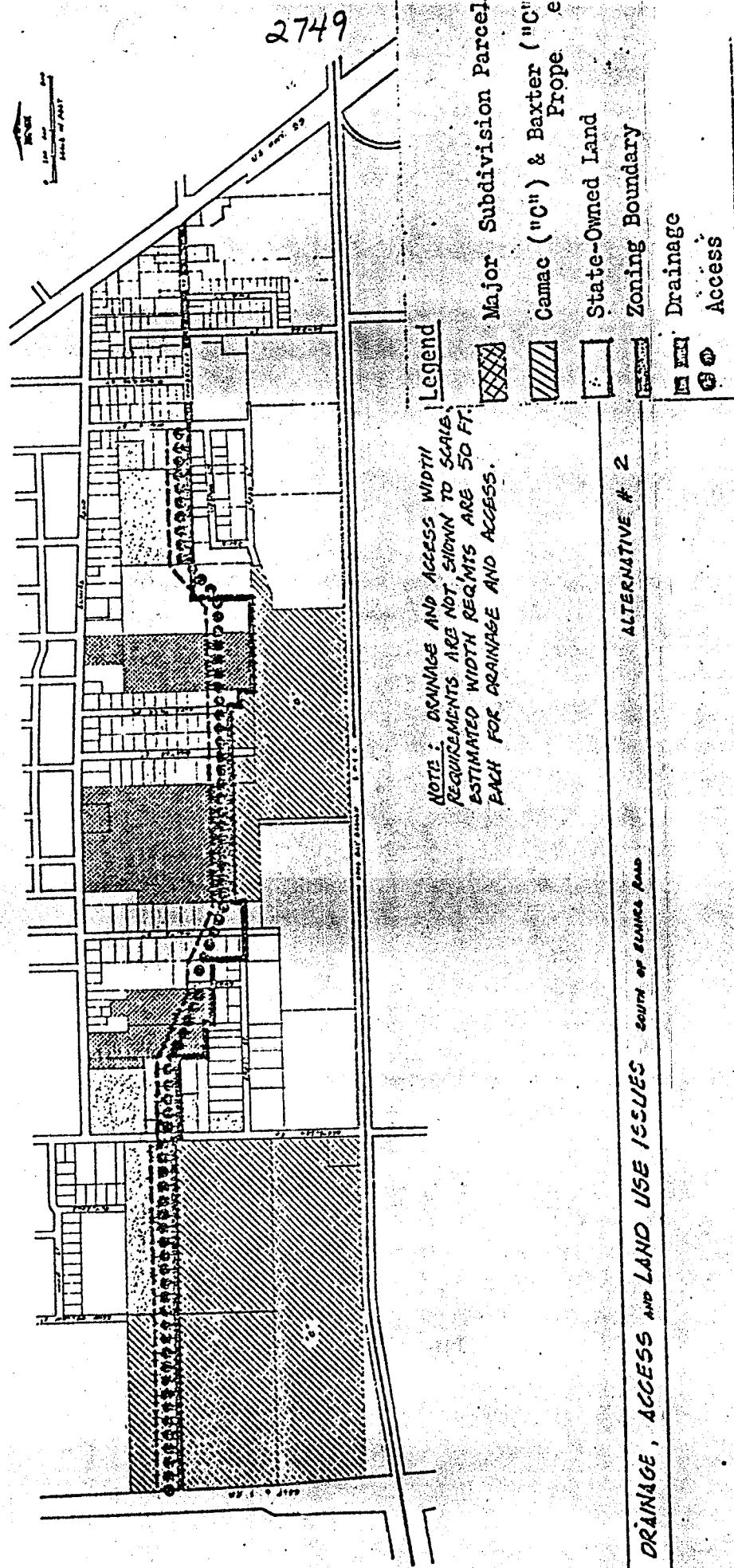
NOTE: DRAINAGE AND ACCESS WIDTH REQUIREMENTS ARE NOT SHOWN TO SCALE.
ESTIMATED WIDTH REQUIREMENTS ARE 50 FT EACH FOR DRAINAGE AND ACCESS.

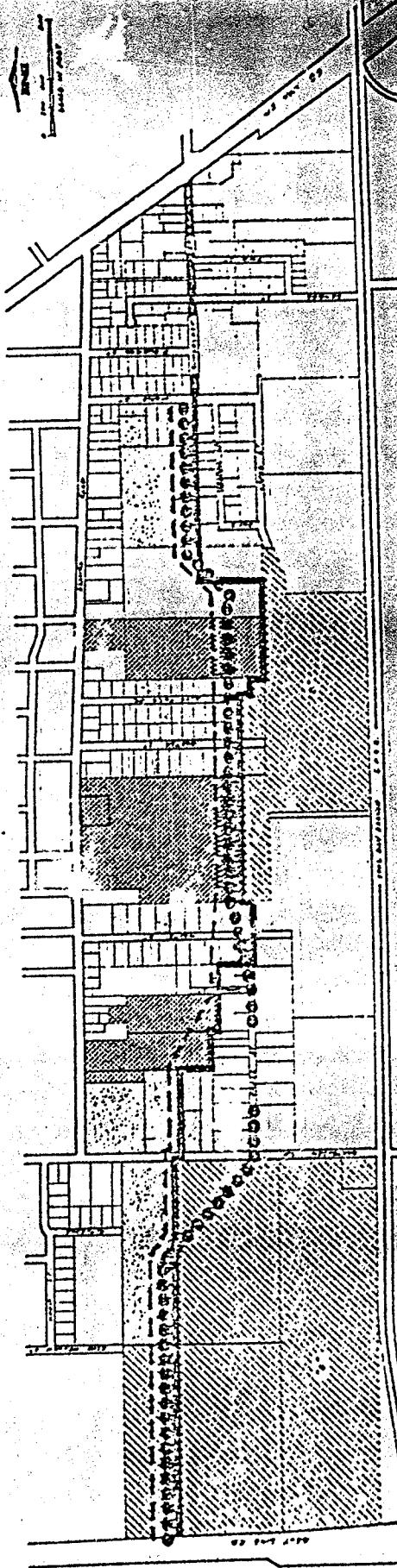
Major Subdivision Parcel
Camac ("C") & Baxter ("C" Properties)

State-Owned Land

ALTERNATIVE #1
Zoning Boundary
Drainage
Access

DRAINAGE, ACCESS AND LAND USE ISSUES, COUNT OF BLVDS AND





NOTE: DRAINAGE AND ACCESS WIDTH: Legend
REQUIREMENTS ARE NOT SHOWN TO SCALE.
ESTIMATED WIDTH REQUIREMENTS ARE
50 FT EACH FOR DRAINAGE AND ACCESS.

Major Subdivision Parcel

Camac ("C") & Baxter Properties

State-Owned Land

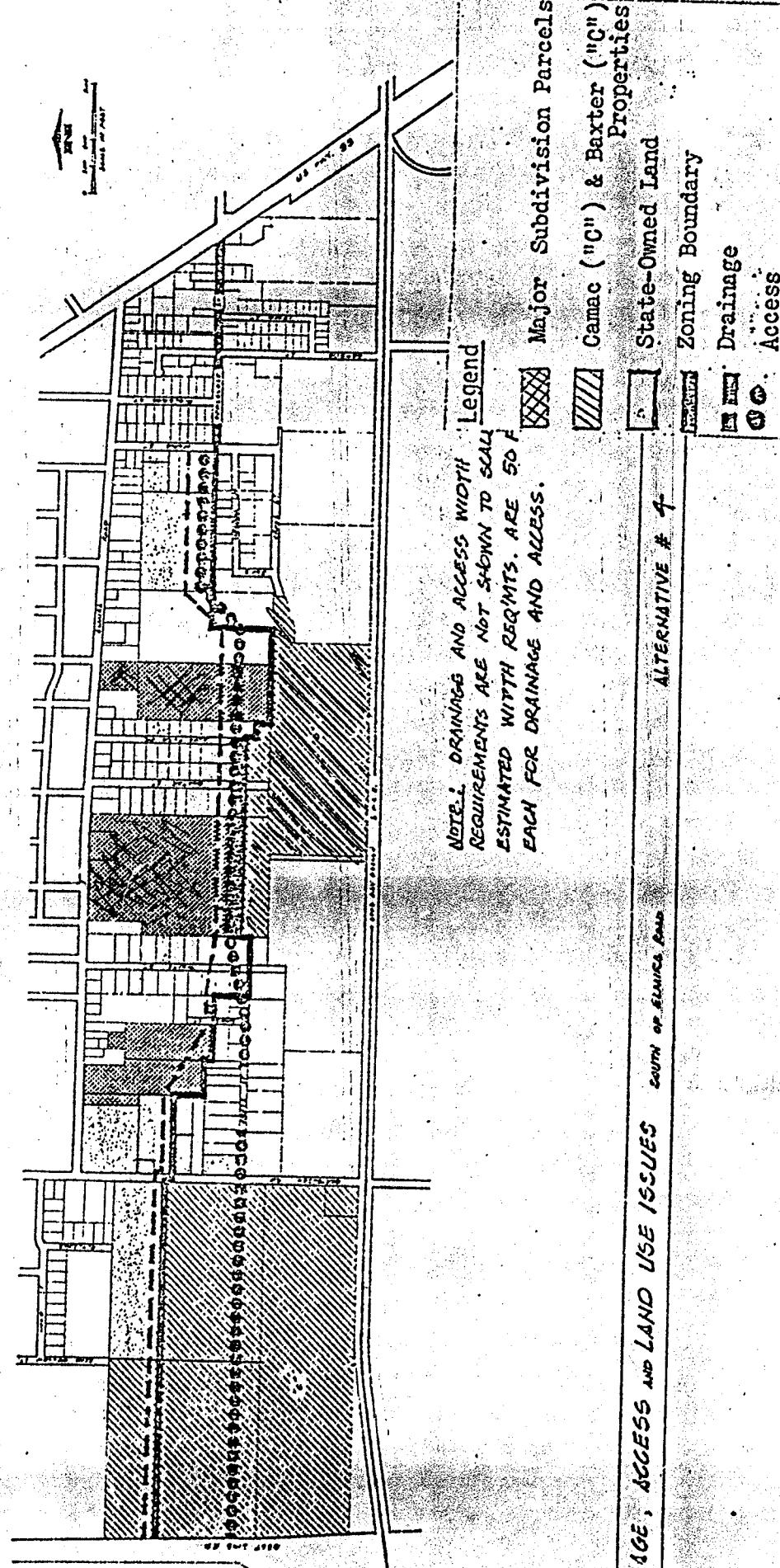
Drainage
Access

ALTERNATIVE # 3

DRAINAGE, ACCESS AND LAND USE ISSUES

Zoning Boundary

2749



RESOLUTION NO. 3104

A RESOLUTION CONCERNING THE WEST EUGENE INDUSTRIAL AREA, COMPLETING THE BETHEL-DANEBO NEIGHBORHOOD REFINEMENT PLAN, PHASE II, AND SUPPLEMENTING RESOLUTIONS NO. 2468 AND 2749.

The City Council of the City of Eugene finds that:

In the summer of 1977 the Eugene Planning Commission commenced a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the West Eugene Industrial Area, completing studies of the larger Bethel-Danebo Area that had been started in February 1974.

Previous studies in the Bethel-Danebo area addressed the primarily residential portion of Bethel-Danebo west of Garfield Street and north of the Coos Bay Branch of the Southern Pacific Railroad (Bethel-Danebo Refinement Plan, Phase I, Resolution 2468) and the northern edge of the industrial portion of the Bethel-Danebo area (a part of Bethel-Danebo Refinement Plan, Phase II, Resolution No. 2749). The West Eugene Industrial Area boundaries are outlined on Map No. 2 of the West Eugene Industrial Area Plan and are defined by Garfield Street on the east, the existing city limits on the west, industrial zoning district boundaries on the south, and on the north, a combination of industrial zoning district boundaries (west of Danebo Avenue), Roosevelt Boulevard (east of Maple Street), and a proposed drainage facility and extension of Roosevelt Boulevard (between Maple Street and Danebo Avenue).

On October 17, 1978, City staff met with the Active Bethel Citizens neighborhood group for review and discussion of the West Eugene Industrial Area Study and Plan Draft.

A City staff hearing on the Study and Plan draft was held October 26, 1978, with notification to all residents and property owners in the Study area.

The Eugene Planning Commission held a public hearing February 6, 1979 on the Plan Draft, with notice of the hearing mailed to all residents and property owners within the Study area. Following the public hearing, the Planning Commission considered the Plan Draft at further work sessions and public hearings on February 12th and 19th of 1979. At its meeting of February 26, 1979 the Planning Commission recommended that a revised version of the West Eugene Industrial Area Study and Plan draft be referred to the City Council for adoption.

The Planning Commission and the City Council have reviewed the West Eugene Industrial Area Plan and each have determined that those

portions recommended for adoption are consistent with, and do not constitute an amendment of the 1990 General Plan and the 1974 Community Goals and Policies. Since those documents have already been found in compliance with Statewide Planning Goals (February 11, 1977), adoption of the West Eugene Industrial Area Plan would also be in accordance with Statewide Planning Goals as required by ORS 197.175.

At the public hearing of March 26, 1979 the City Council considered the recommendations of the Planning Commission and members of the public who wished to be heard and moved to adopt the Plan Draft with the revisions of February 26, 1979 as the West Eugene Industrial Area Plan.

Now, therefore, based upon the above findings, and the testimony presented before the Planning Commission and this Council,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, a Municipal Corporation of the State of Oregon, as follows:

Section 1. The Recommended Policies set forth in the West Eugene Industrial Area Plan, to which this Resolution is appended, are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan for the West Eugene Industrial Area and the discussion section following each recommended policy is recognized as clarifying and explaining the intent of the policies.

Section 2. The Recommended Actions, including proposed rezoning actions, are hereby recognized as potential means of reaching or implementing adopted policies, but are not adopted as City policy.

Section 3. The List of Priorities for Implementation, which is attached hereto as Exhibit "A", so marked, and by this reference incorporated herein, is recognized as providing direction indicating where implementation activities will be emphasized first.

Section 4. The City Council hereby adopts as additional findings, the supporting text, maps, and tables contained in the West Eugene Industrial Area Plan, including Appendices A and B.

Section 5. This Resolution, and the portions of the West Eugene Industrial Area Plan adopted herein are a supplement to Resolutions No. 2468 and 2749, and add the West Eugene Industrial Area Plan as a further refinement of the Eugene-Springfield Metropolitan Area 1990 General Plan.

The foregoing Resolution adopted the 26th day of March, 1979.

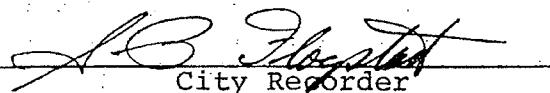

J.B. Husted
City Recorder

EXHIBIT "A"

WEST EUGENE INDUSTRIAL AREA PLAN

Priorities For Implementation

The following priorities are adopted to provide direction for future implementation actions with respect to the West Eugene Industrial Area Plan:

1. Rezoning of property within the Stewart Road Knoll from a mix of RA Suburban Residential District, M-2 Light Industrial District, and M-3 Heavy Industrial District, to M-1 Limited Industrial, with Site Review Procedures to address compatibility with the existing residential community south of Stewart Road.
2. Pursuit of state financing for development of the 6th -7th facility west of Garfield Street.
3. Actions to preserve the significant wildlife and vegetation area in the Bertelsen Marsh.
4. Revisions to the City's industrial zoning district to: (a) delete provisions which encourage strip commercial development along arterials; and (b) provide for zoning districts which more closely match the needs of existing and future industries.
5. Actions to rezone area not needed for expansion of existing heavy industry from existing heavy industrial zoning districts to lighter industrial districts.

