

T-9-b

Memorandum Date: October 16, 2009

Meeting Date: October 27, 2009

TO: Board of County Commissioners

DEPARTMENT: Community and Economic Development

PRESENTED BY: Faye Stewart, Board of Commissioners
Mike McKenzie-Bahr, C&ED Coordinator

AGENDA ITEM TITLE: PROPOSAL FOR BOARD OF COUNTY COMMISSIONERS TO INITIATE AMENDMENT TO RURAL COMPREHENSIVE PLAN TO TAKE EXCEPTION TO GOAL 14 (URBANIZATION) AND GOAL 11 (PUBLIC FACILITIES) AND TO REZONE APPROXIMATELY 300 ACRES OF RURAL INDUSTRIAL LAND TO URBAN INDUSTRIAL LAND IN THE RURAL UNINCORPORATED COMMUNITY OF GOSHEN.

I. MOTION

Direct staff to start process to amend Rural Comprehensive Plan to allow urban industrial uses on approximately 300 acres in the Rural Unincorporated Community of Goshen.

II. AGENDA ITEM SUMMARY

There is a lack of shovel ready Industrial land in and around Eugene/Springfield Metro Center

- Examples – Glory Bee Honey was forced to buy 40 plus acres of land to expand their business. Glory Bee's need was 15 acres.
- Industrial Land in West Eugene has wetland and transportation issues
- Preliminary reports show Industrial inventory is below required levels by state land use laws.
- No need for property tax incentives outside city limits

There are conflicting uses around industrial lands.

- Businesses locate in Industrial lands and as cities grow they allow development that will eventually conflict with Industry such as Baxter, Rexius, Delta Sand, Monaco Coach and others.

Initiating a Plan amendment and taking an Exception to Urbanization Goal 14 would allow an urban level of industrial uses of approximately 300 acres in the Rural Unincorporated Community of Goshen. This could address the short term need for Industrial land in the Metro Area and could eliminate the need for an Urban Growth Boundary expansion to address industrial needs at this time.

If created it would be the only site in state shovel ready of its size with as many location advantages:

- I-5 Access- upgraded interchange
- Hwy 58 Access – for East bound traffic
- Main Substation could supply all possible electrical needs
- Union Pacific Rail Line
- Central location for employee access could reduce commute time
- Easy access for Transit (LTD)
- Redevelopment of current Brownfield

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The Unincorporated Rural Community of Goshen is approximately 419 acres in size situated at the junction of Hwy 58, Hwy 99 and Interstate 5. It is located approximately three miles southeast of Eugene and four miles north of Creswell. Most of the Community (69%) is designated Rural Industrial (288 acres), 26% is Rural Residential (111 acres), 10 acres is Rural Commercial and 10 acres is Rural Public Facility.

The "Community" of Goshen was originally established as the Goshen Plat on October 15, 1889. In the past 120 years the residential core of the unincorporated rural community of Goshen has significantly changed to the point that the western quarter along Highway 99 is a mixture of rural commercial and rural industrial designations and uses, whereas the center of the eastern half includes the Goshen School with a rural public facility designation.

The residential development of the Unincorporated Rural Community of Goshen was originally created adjacent to the north-south and east-west transportation corridors that today equate to the intersection of Highway 99 and Highway 58. The Goshen Plat was recorded in 1889 and 1890 creating the core of residential development in the northern portion of what is now recognized as the "Community". Two other plats added to the development pattern with the Glendora Tracts in 1946 and the Crowe Plat in 1973. During this same period, dimensional lumber mills provided employment for a community heavily dependent on timber, resulting with industrial land use designations dominating the community.

A very large public facility, the J. P. Alvey Substation of the Bonneville Power Administration, is located on the northern boundary and outside the community of Goshen.

The Union Pacific Railroad parallels Hwy 99 and provides rail access along the entire length of the Community.

The Willamette Water Company provides water service to the area. The Willamette Water Company has 86 connections for residential uses and 56 connections that are either industrial or commercial uses.

All sewage in the area is treated with on-site subsurface sanitary systems in the Unincorporated Community of Goshen.

Industrial uses, current and past, in the community include:

- Cone Lumber Company
- Western Wood Products
- Western Patch and Manufacturing
- Northwest Fir (mill under construction)
- Weyerhaeuser Training Center
- Vail Northwest
- Leelynn Inc – Wiley Mountain Inc (heavy equipment)
- M&N Industrial Electrical Motor Repair
- McDiermid Controls Inc.
- Recycling Systems (Inactive)
- Slayer Vault Company (Inactive)
- Tom Smith Fiberglass
- Goshen Sales (second-hand)
- Goshen Equipment Company (logging, excavation, construction)
- Dial Logging Trucks
- Washburn Hydro-spray
- Glenwood Foreign Auto Parts

Commercial uses, current and past, in the community include:

- Pacific Pride (card-gas sales)
- Addy's Goshen Market
- Land O' Goshen Tavern
- Road-Runner Tires
- R&D Propane (distributor)
- Tarantola Storage (household and small business)
- The Auto Doctor (automotive)
- ARC Electric (contractor)
- Kelly Trailer Repair

- I-5 Home Sales
- Junsui Seibukan Dojo (“Church of Christ” on Oregon Historical Registry)

Services are provided to the rural community of Goshen (Levy code 019-19) by:

- Electricity: Emerald Peoples Utility District
- Water: Willamette Water Company
- Access: I-5, Hwy 99, Hwy 58 and Union Pacific Railroad
- Fire/Ambulance: Goshen Rural Fire Protection District
- Schools:
 - Springfield School District #19
 - Lane Community College
 - Lane Education Service District
- Police:
 - Lane County Sheriff
 - Oregon State Police

B. Policy Issues

In 1984, to comply with the Oregon Statewide Planning Program requirements, Lane County designated Goshen as a Rural Unincorporated Community. In 1994, the Unincorporated Communities Rule (OAR 660 Division 22) limited the industrial uses to those existing and to new industrial uses that would be considered “rural” in scale and that are in buildings that do not exceed 10,000 square feet of floor area (LC 16.292). In order for a broader spectrum of industrial uses to be allowed outside an urban growth boundary, an exception to the Statewide Planning Goals for Urbanization (Goal 14) is required.

In order to allow an urban level of industrial uses, sewage facilities would have to be available. This could be achieved by taking exception to the Statewide Planning Goal for Public Facilities (Goal 11) and allow extra-territorial connection to the sewage treatment facility for the City of Creswell, approximately 4 miles to the south or to the Eugene-Springfield Metro Waste Water, approximately 3 miles to the north. In addition, we could explore on-site treatment that could include a “green wastewater system.”

The subject land in the Community of Goshen is already designated Industrial and would not require removing land from the County’s forest or agricultural land inventory.

C. Board Goals

This project will help meet the Board's goal: "Develop Lane County's economic engine." This was a Board goal that was established in 2008 and it was reaffirmed in 2009.

D. Financial and/or Resource Considerations

Pursuant to LC 16.400(8)(b), an amendment to the Rural Comprehensive Plan may be initiated by the County or by individual application. Because this proposed amendment would require an exception to Goals 11 and 14 and require text amendments to the RCP, it would be classified as a Major Amendment.

Step 1: Board of County Commissioners initiates Major Amendment to the Rural Comprehensive Plan to take a Reasons Exception to Goals 11 and 14 and designate the Unincorporated Community of Goshen as an urban area of industrial development in the Rural Comprehensive Plan.

Step 2: Applicant prepares application, supporting documentation and findings.

Step 3: LCPC conducts public hearing on the proposed amendment to the RCP and makes recommendation to Board of Commissioners.

Step 4: Board of Commissioners conducts public hearing on the proposed amendment to the RCP.

The cost for the Application Fee: \$21, 298

It is assumed that a professional planning consultant would complete the applications. Staff time would be used for multiple steps in the process:

- Staff conduct completeness review on application
- Staff provides notice to DLCD 45 days in advance of public hearing.
- Staff reviews, prepares staff report and distributes materials to LCPC.
- Staff provides notice in RG for LCPC public hearing
- Staff prepares report and distributes materials to BCC.
- Staff provides notice in RG for BCC public hearing

E. Analysis

A successful project will increase Lane County property tax revenue – Once land is redeveloped, new development will create new tax revenue:

- Built in tax incentive without giving one. No need for Urban Renewal or Enterprise Zone as no taxes will be paid to city saving anywhere from \$5-7 per thousand.
- As our efforts as Short Mountain take place, Goshen could be a site for heat created at land fill

Lane County could lead the way in preparing for our economic recovery by laying the groundwork for Goshen to become a Future Employment Center for Lane County citizens. In reality this won't address current unemployment rates but could long term provide stability in the future. By creating this up Zoned Industrial site without an Urban Growth Boundary expansion it will give protection to this site as an industrial center as long as state land use laws maintain protection for Farm & Forest lands.

The site could maintain current surrounding zoning to protect from growth and conflicting uses. The recommendation includes to consider creating a Rural Reserve in the Seavy Loop area to protect Mt. Pisqua from future growth from North or South.

If this site was rezoned, there may be state economic funds are available to perform tasks that would allow the site to become state certified and shovel ready, including wetland delineation and Phase I and Phase II environmental studies.

There will be the need for Sanitation System – currently no public system exists in Goshen. There will need to be one if Up Zone is approved. Options include:

- Onsite System
- Connection to Creswell
- Connection to Metro Waste Water

Each option has it's own set of pro's & con's. A feasibility study would need to be done to see which option is best.

In addition, there will be a concern of UGB expansion or Urban Sprawl. This could be the issue that will draw the largest opposition. By limiting the rezone to current Industrial land, there will not be the need for Plan Amendments only a Goal 14 exception. No Urban Growth Boundary expansion also means current land use surrounding the site would be maintained. By including a Rural Reserve this could provide a double protection to assure current land uses are maintained.

F. Alternatives/Options

The options before the Board are as follows:

1. The Board may choose to approve the proposal. This would allow staff to begin the rezone process
2. The Board may take no action.
3. The Board may choose to ask staff to come back with additional information.

IV. TIMING/IMPLEMENTATION

- BCC initiates for Major Amendment to RCP

- Consultant prepares application
- Application received
- Staff conduct completeness review on application
- Staff provides notice to DLCD 45 days in advance of public hearing.
- Staff reviews, prepares staff report and distributes materials to LCPC.
- Staff provides notice in RG for LCPC public hearing
- LCPC conducts public hearing
- LCPC deliberates and makes recommendation to BCC
- Staff prepares report and distributes materials to BCC.
- Staff provides notice in RG for BCC public hearing
- BCC conducts public hearing
- BCC deliberates and takes action

Once a complete application is received, a hearing before the LCPC could be scheduled in approximately 2 months.

Assuming the record left open for two weeks and continued public hearing, the LCPC could make recommendation 4 – 6 weeks from the initial public hearing.

A public hearing with the BCC would then be scheduled approximately 1- 2 months from the date the LCPC makes a recommendation.

Assuming the record left open for two weeks and continued public hearing, the BCC could take action 4 – 6 weeks from the initial public hearing.

Total timeframe from receiving complete application to BCC decision - approximately 6 – 8 months.

V. RECOMMENDATION

Direct Staff to

- Start process (work plan for Long Range planning)
- Explore a Goal 14 exception.
- Hold outreach meeting in Goshen if BCC is interested in moving forward.
- Explore Rural Reserve options and process

VI. FOLLOW-UP

Staff will bring back periodic updates to the Board of Commissioners and get BCC approval before the expenditure of funds to prepare or file application.

VII. ATTACHMENTS

A. Maps



