2005
COTTAGE GROVE
BUILDABLE LANDS ANALYSIS
UPDATE

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TABLE OF CONTENTS

CHAPTER		PAGE
1.	Introduction	7
2.	Executive Summary	9
3.	Inventory Methodology and Assumptions	11
4.	Vacant, Infill and Redevelopment Land	15
5.	Population Trends	23
6.	Economic Trends	25
7.	Analysis of Existing Buildable Lands	27
8.	Forecasted Land Need	31
9.	Comparison of Overall Land Need and Supply	37
10	Evaluation of Measures for Meeting Land Need	38
11.	Conclusions and Recommendations	43

APPENDICES

A.	Summary of ORS 197.296	45

LIST OF TABLES

TABLE		PAGE
1.	Comparison of Land Need and Land Supply	9
2.	Land Constraints by Plan Designation	12
3.	Vacant Land by Plan Designation	15
4.	Infill Land by Plan Designation	18
5.	Redevelopment Land by Plan Designation	18
6.	Gross Buildable Land by Plan Designation	19
7.	Cottage Grove Population Comparison	23
8.	Employment within Cottage Grove Area Census Tracts 12 and 13	25
9.	Cottage Grove Resident Employment Status	25
10.	Gross Buildable Land by Plan Designation	27
11.	Land Constrained by Floodway	28
12.	Land Constrained by Greenway	28
13.	Land Constrained by Wetlands	28
14.	Land Constrained by Elevation	28
15.	Net Buildable Land by Plan Designation	29
16.	NET-NET Buildable Land by Plan Designation	29
17.	Land Need Based on Employment Projections	31
18.	Factors in Determining Residential Projections	32
19.	Projected Number of Needed Housing Units	32
20.	Recent Housing Mix by Housing Type (1994-2004)	33
21.	Projected Housing Mix by Housing Type (2005-2025)	33
22.	Future Assumed Distribution of Housing Units	33
23.	Projected Housing Mix by Plan Designation	34
24.	Total Residential Land Demand	34
25.	Residential Infill Land Demand	35

26. Residential Redevelopment Land Demand …… 35
27. Residential Vacant Land Demand……. 36
28. Factoring in Elevation-Constrained Land …… 36
29. Comparison of Land Need and Land Supply ……..…… 37

LIST OF MAPS

MAP **PAGE**
1. Available Buildable Land ……..……... 16
2. Vacant Land …… 17
3. Potential Infill Development ……..…….. 20
4. Potential Redevelopment ……..…… 21
5. Constrained Buildable Land ……..…….. 26

1. INTRODUCTION

The City of Cottage Grove is growing. Between 1990 and 2000 the city's population grew from 7,950 to 8,890, an annual increase of 1.4 percent. Between 2000 and 2004 the population grew from 8,890 to 9,450, an annual increase of 1.54 percent. Comparatively, the overall Lane County population, between 2000 and 2004, increased 0.79 percent per year.

Cottage Grove is expected to grow to a population of 12,500 by 2025 and will have a larger share of population growth in the county due to several reasons: Cottage Grove's small town charm, strong schools, medical facilities, lower housing prices, and proximity to the Eugene-Springfield area and Interstate 5. These provide a high quality of life and an attractive place to locate for families, individuals and businesses seeking a small community with amenities.

Cottage Grove is taking a proactive approach to planning the future of the community by assessing available land for growth during the next 20 years. Oregon Revised Statutes (ORS) 197.296 establishes standards to determine buildable lands, the required analysis, and guidelines to achieve efficiencies in land use. Applicable sections of this statute are listed in Appendix A of this report. This Buildable Lands Analysis (BLA) Update will provide the City with the most recent information regarding available lands for development, including infill, redevelopment and vacant lands. This analysis will determine constrained lands, such as wetlands, floodplain and steep slopes, which may limit density and development. This analysis will provide current and forecasted future population and employment trends and detail projected housing and employment land needs. Comparison of available lands to projected needs will determine needed land for the City.

The last inventory and analysis of available buildable lands was completed in 1992. Lane Council of Governments completed a study for the City in 2001, the *Cottage Grove Buildable Lands Analysis.* This study was not adopted by the City. Since then, the City has been growing faster than the state as a whole. In response, the state has directed the City to update the buildable lands analysis in order to enable the city to continue planning for future growth. The City of Cottage Grove obtained a Technical Assistance Grant from the Oregon Department of Land Conservation and Development to complete this analysis. Satre Associates is assisting the City in completing this study.

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2. EXECUTIVE SUMMARY

Based on the new Lane County Coordinated Population Projections, adopted by the Lane Council of Governments Board on February 24, 2005, the City now has an approved population projection for 2025 of 12,500. Cottage Grove will have approximately 3% of Lane County's population in 2025.

The City of Cottage Grove's land base is adequate for a 20-year need for residential and commercial growth, based on population and employment growth forecasts. There is a shortage of land for industrial development for the next 20 years. These forecasts will provide the City with a tool to develop economic goals, policies and implementation measures to assure that the community attracts the types of commercial and industrial businesses they desire, and provide a range of housing types in the most financially efficient manner.

In general, the City will need to look first at measures to increase efficiencies in land development within the existing Urban Growth Boundary (UGB) before considering expanding the UGB. Section 10 of this study provides an evaluation of measures to meet the land need for the future. The City will also need to comply with Oregon Statewide Planning Goals and regulations, including Goal 14, Urbanization and Oregon Revised Statutes, Chapter 197.296, when considering a UGB expansion. This element is outside the scope of this project.

Table 1. Comparison of Land Need and Land Supply (from Table 29)

Plan Designation	Land Available (Acres)	Land Needed (Acres)	(Deficit) Surplus (Acres)
General Residential	155.36	68.33	87.03
Medium Density Residential	65.33	0.44	64.89
High Density Residential	17.60	2.84	14.76
Commercial	58.26	42.67	15.59
Industrial	33.01	89.44	**(56.43)**
TOTAL	**329.56**	**203.72**	---------

Source: City of Cottage Grove, LCOG, Satre Associates

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3. INVENTORY METHODOLOGY AND ASSUMPTIONS

In order to present an accurate picture of buildable lands, an inventory must be completed. Buildable land inventories are important because this information provides a baseline in determining the projected need for additional land. In addition, areas within the urban growth boundary can be identified for infill and redevelopment to provide a more efficient use of land within the urban area. Constraints, such as floodplain, wetlands, and steep slopes, are identified because these may limit density and place development restrictions on existing buildable land.

City of Cottage Grove staff updated the inventory of vacant, infill and redevelopable lands within the urban growth boundary. Staff used a variety of methods to compile the information. The data collection methodology is described below.

3.1 Data Collection Methodology

- Real Development (Building Permits)
  Data on real development was compiled by reviewing building permit records from July 1, 1993 through June 30, 2004. Only new developments were recorded. The categories of development are: single-family dwellings (SFD), duplex, multi-family, manufactured home, mobile home, commercial and industrial.

- Vacant Land
  City staff inventoried vacant land by completing a field survey using Lane County Tax Assessor's maps. All residentially zoned parcels smaller that 6,000 square feet were removed from the inventory unless they were part of an approved subdivision, planned unit development or were a remnant parcel less than 6,000 square feet that are considered legal lots. The R-1 zone allows for creation of panhandle lots of 4,500 square feet, provided that the first parcel is a minimum of 6,000 square feet. Future development of these types of parcels is considered under infill development, described below.

- Infill Land
  City staff inventoried potential infill development properties by searching the Lane County Regional Land Information Database (RLID) for properties that had enough acreage to allow additional development on the property. They were checked against 1997 aerial photos to determine if the location of existing buildings on the property would allow for additional development.

- Redevelopment Land
  Properties inventoried for redevelopment potential was determined by the value of the existing structure being less than 1/3 of the total property value. City staff used RLID to determine redevelopment potential for property in Cottage Grove's UGB. The 1/3 ratio is suggested by the *Planning for Residential Growth, A Workbook for Oregon's Urban Areas* handbook, a publication by the Oregon Department of Land Conservation and Development.

- Constrained Land

  Constraints are physical characteristics of property that would limit development. These include floodplain, greenway, wetlands and elevation. Due to their regulatory status, floodplain, greenway and wetlands are considered fully constrained. For Cottage Grove, elevation is considered partially (50%) constrained. This is due to the 740-foot elevation of the city's water reservoir. Property above 740 feet in elevation is not prohibited from development but may have considerable development challenges (costs) because providing water service above 740 feet would require significant financial investment (private water systems, pressure lines, pumps, etc.). In addition, property located at this elevation in some instances may have considerable slope issues that would also affect the density of residential development.

  To identify constrained land, the City provided inventory data and maps which allowed for tax lot-specific mapping of constraints (in some instances portions of tax lots). This allowed for an accurate measurement of constrained land. The constraints were determined as listed below.

  - Floodway. Floodway areas were determined by using RLID data and mapping from City of Cottage Grove and LCOG.
  - Greenway. Greenway areas were determined by using City assessor's tax maps, which contained an outline of the greenway.
  - Wetlands. Wetlands were determined by using the US Fish and Wildlife's National Wetland Inventory (NWI), as well as staff's knowledge of local smaller scale wetlands that are not identified on the NWI that were delineated as part of development permits with Oregon Division of State Lands concurrence.
  - Elevation. Constrained lands over 740-foot elevation were identified using maps from Lane Council of Government from previous 1992 Buildable Lands Analysis.

Table 2. Land Constraints by Plan Designation

Plan Designation	Total Buildable Land (Acres) (from Table 6)	Total Constrained Land (Acres) (from Table 15)
General Residential	404.01	196.86
Medium Density Residential	105.02	17.91
High Density Residential	32.36	8.89
Residential Professional	1.40	0.20
Community Commercial	66.46	2.40
Central Business District	1.21	0.00
Tourist Commercial	6.42	0.00
Industrial	48.85	7.59
TOTAL	**665.73**	**233.85**

Source: City of Cottage Grove, LCOG, Satre Associates

3.2 Assumptions

The Buildable Lands Inventory used the following assumptions.

- All new development was completed if permits were issued.
- All issued building permits were recorded in the building permit log.
- RLID data is accurate and up to date.
- There has been no significant development on potential infill parcels since the 1997 aerial photos were taken.
- The National Wetlands Inventory and local knowledge of smaller wetlands includes all wetlands within the UGB.
- Maps denoting constrained elevations from LCOG are accurate.

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4. VACANT, INFILL AND REDEVELOPMENT LAND

When completing a Buildable Lands Inventory, it is important to determine what type of land is available for development within the Urban Area. Lands within the UGB for infill and redevelopment pose particular challenges for development and require special consideration for design and performance standards because these properties are usually in established neighborhoods or commercial and industrial areas and have unique site restrictions. Measures to encourage developing infill and redevelopable areas should be considered because of the availability and economy of providing public facilities, such as water, sewer and transportation systems, as well as proximity to commercial and civic services, such as schools, emergency services and medical facilities.

Based on the assumptions listed in Chapter 3, the following tables provide vacant, infill and redevelopable land by plan designation within the urban growth boundary. Map 1, Available Buildable Land, illustrates the location of vacant, infill and redevelopable land within the Cottage Grove UGB.

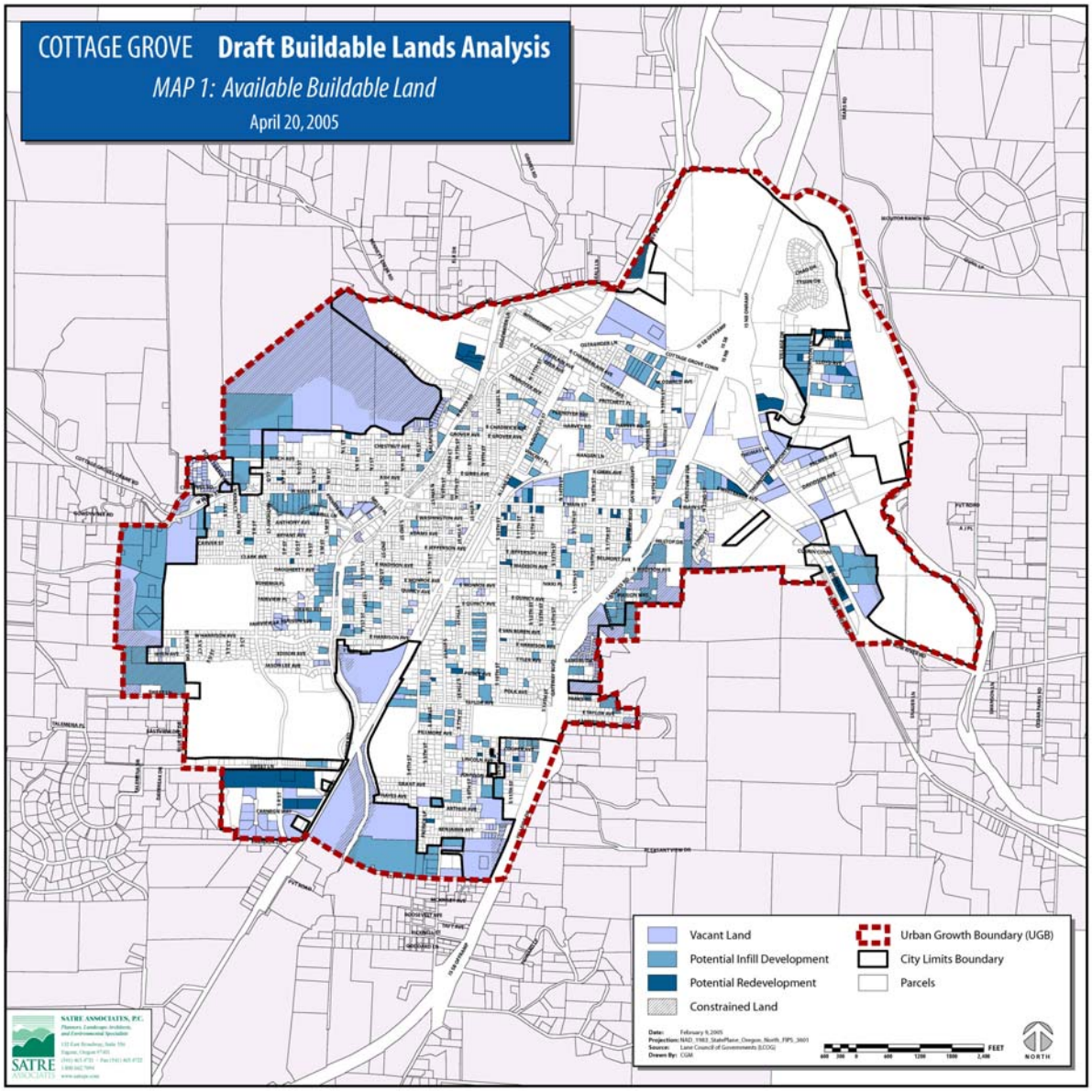
4.1 Vacant Land

Vacant land, shown in Table 3, includes all property where there are no built structures. All residentially zoned parcels smaller than 6,000 square feet were removed from the inventory, unless they were part of an approved subdivision or planned unit development. Land in the Grove of the Pines subdivision is included in the General Residential designation. Map 2, Vacant Land, illustrates the location of vacant land in the Cottage Grove UGB.

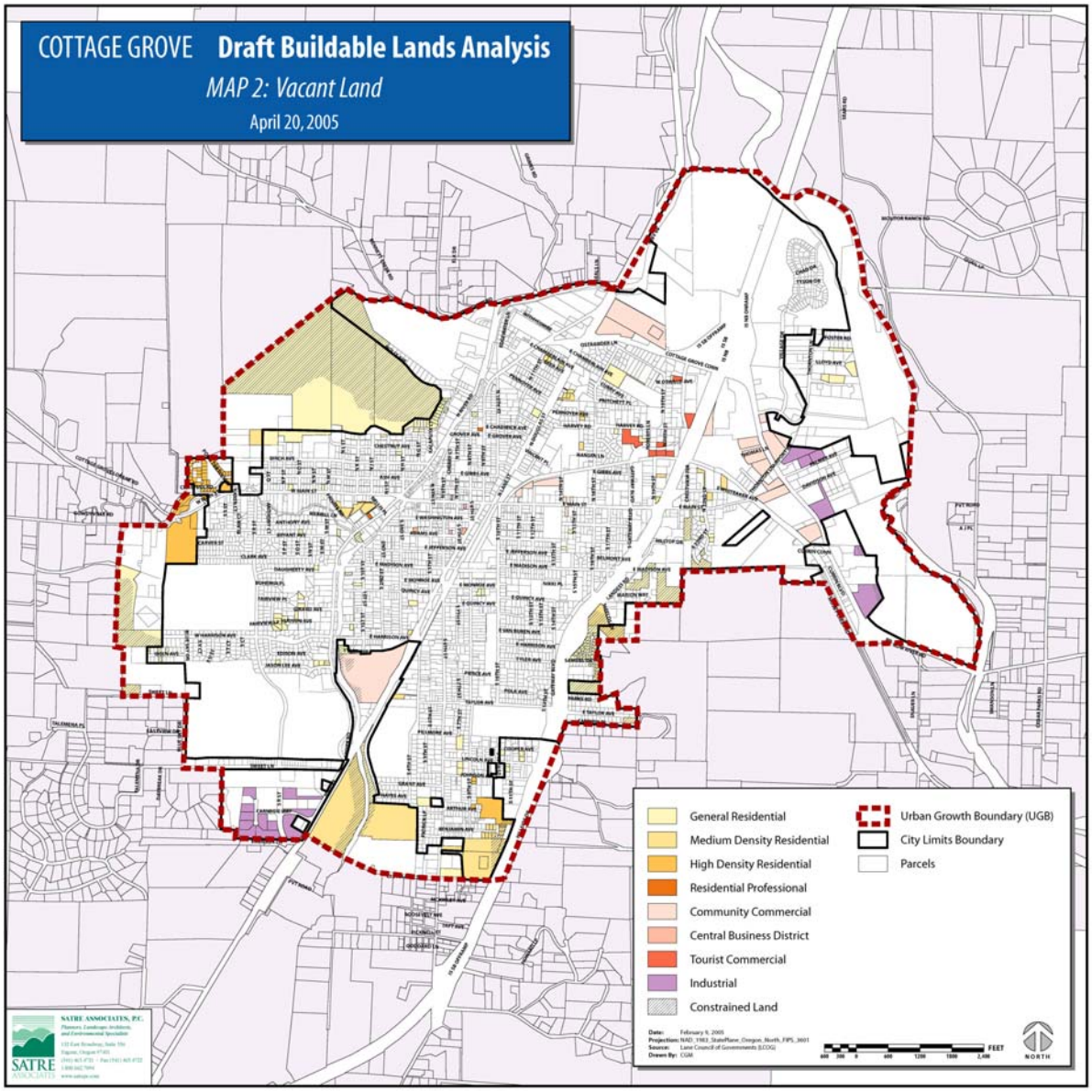
Table 3. Vacant Land by Plan Designation

Plan Designation	Vacant Land (Acres)
General Residential	204.44
Medium Density Residential	67.15
High Density Residential	24.23
Residential Professional	0.44
Community Commercial	53.48
Central Business District	0.69
Tourist Commercial	4.55
Industrial	28.32
TOTAL	**383.31**

Source: RLID, City of Cottage Grove



Map 1: Available Buildable Land



Map 2: Vacant Land

4.2 Infill Land

Land available for infill development, shown in Table 4, is defined as property that would allow for additional development on the lot. Parcels smaller than 6,000 square feet were not included in this category, because 6,000 square feet is the smallest lot size allowed by the zoning ordinance. The data from RLID was checked against 1997 aerial photos for the Cottage Grove UGB area. Map 3, Potential Infill Development, illustrates the location of infill land in the Cottage Grove UGB.

Table 4. Infill Land by Plan Designation

Plan Designation	Infill Land (Acres)
General Residential	179.70
Medium Density Residential	34.45
High Density Residential	7.85
Residential Professional	0.00
Community Commercial	5.65
Central Business District	0.42
Tourist Commercial	1.03
Industrial	9.73
TOTAL	**238.83**

Source: RLID, City of Cottage Grove

4.3 Redevelopment Land

Redevelopment lands, shown in Table 5, are defined as property that is developed, but the value of the built structure is less than 1/3 of the total property value. There is a potential that the building could be demolished, remodeled, or improved with new additions or new construction for more efficient use of the site. Map 4, Potential Redevelopment, illustrates redevelopable land in the Cottage Grove UGB.

Table 5. Redevelopment Land by Plan Designation

Plan Designation	Redevelopment Land (Acres)
General Residential	19.87
Medium Density Residential	3.42
High Density Residential	0.28
Residential Professional	0.96
Community Commercial	7.33
Central Business District	0.10
Tourist Commercial	0.84
Industrial	10.80
TOTAL	**43.59**

Source: RLID, City of Cottage Grove

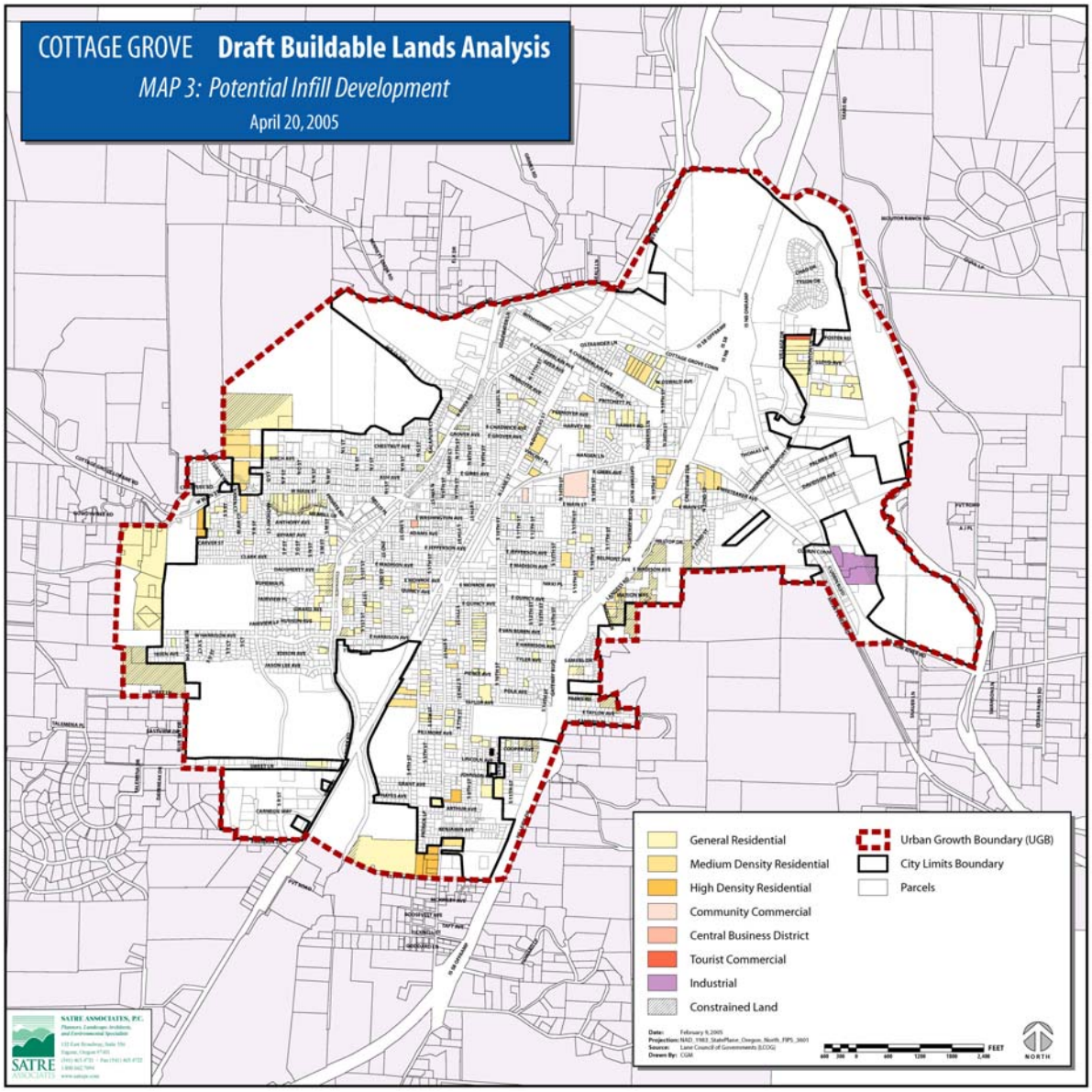
4.4 Gross Buildable Land

The total of vacant, infill and redevelopment land, also known as Gross Buildable land, is the sum of the individual assessment of vacant lands plus lands available for infill and redevelopment. Table 6 shows a summary of the Gross Buildable Land in the Cottage Grove UGB. Map 1, Available Buildable Land, illustrates the location of these subject lands.

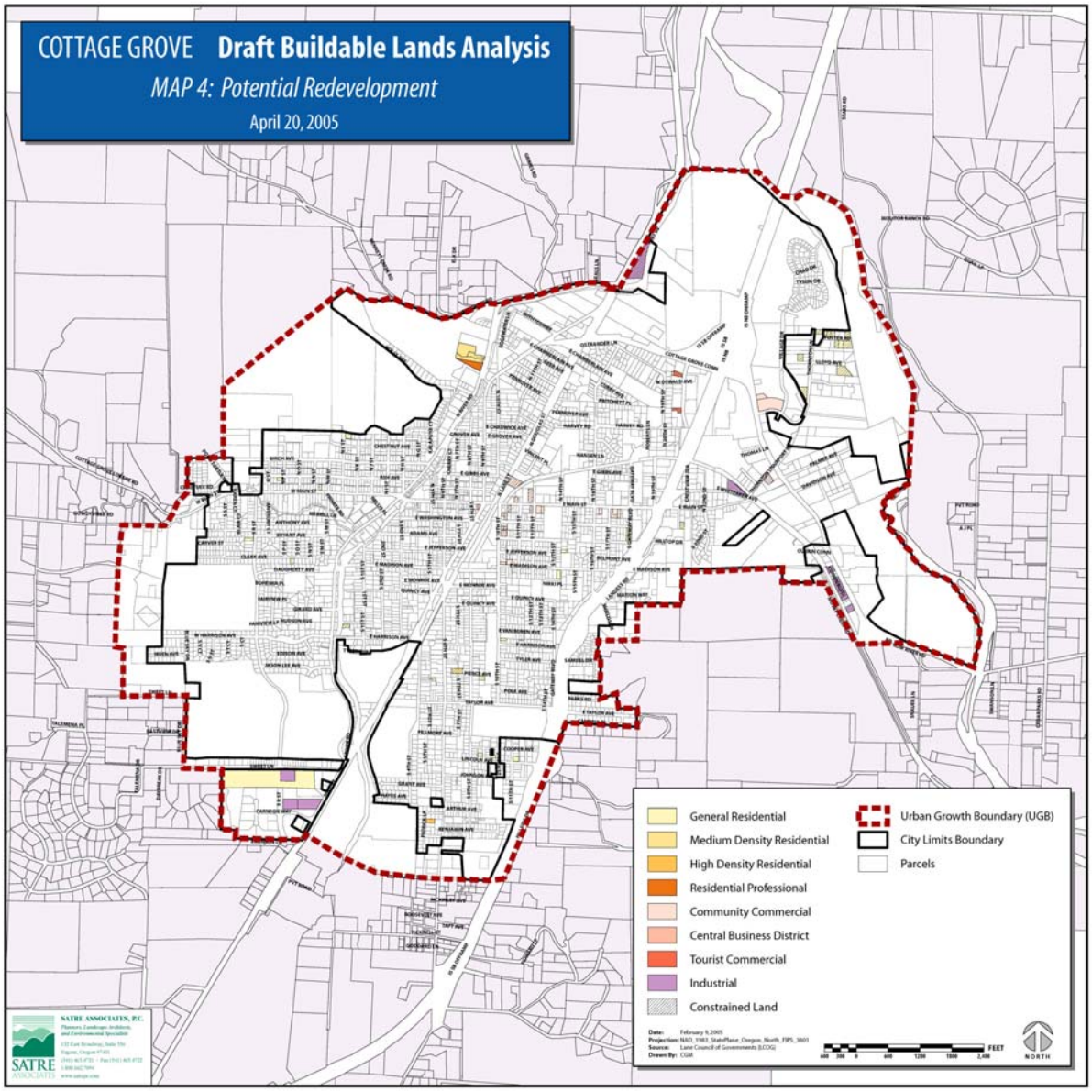
Table 6. Gross Buildable Land by Plan Designation

Plan Designation	Vacant Land (Ac)	Infill Land (Acres)	Redevelopment Land (Acres)	Total Buildable Land (Acres)
General Residential	204.44	179.70	19.87	404.01
Medium Density Residential	67.15	34.45	3.42	105.02
High Density Residential	24.23	7.85	0.28	32.36
Residential Professional	0.44	0.00	0.96	1.40
Community Commercial	53.48	5.65	7.33	66.46
Central Business District	0.69	0.42	0.10	1.21
Tourist Commercial	4.55	1.03	0.84	6.42
Industrial	28.32	9.73	10.80	48.85
TOTAL	**383.31**	**238.83**	**43.59**	**665.73**

Source: RLID, City of Cottage Grove



Map 3: Potential Infill Development



Map 4: Potential Redevelopment

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5. POPULATION TRENDS

Current population trends from the 2000 Census shows that the City of Cottage Grove had a population of 8,890 in 2000. In 2004, Portland State University (PSU) estimated Cottage Grove as having a population of 9,450. PSU is the federal designated state agency to coordinate population forecasts with the U.S. Census Bureau. The estimates are based on building permit and other information provided by each city to PSU on an annual basis.

The *2001 Cottage Grove Buildable Land Analysis* forecasted a Cottage Grove population for 2020 at 11,500. This was based on a projection that the city would be 2.7% of Lane County's population. The projection also included an estimate of persons living outside the city limits, but inside the urban growth boundary, which is approximately 500 persons for a 2020 projection of 12,000. The coordinated population forecast for Lane County allocated a population of 12,500 for the Cottage Grove Urban Area for 2025, an annual rate of growth of 1.37% between 1990 and 2025. This forecast is coordinated by Lane Council of Governments (LCOG) and the State of Oregon and was adopted by the LCOG Board on February 24, 2005.

Table 7 below reviews current population trends, based on Census Bureau statistics and the LCOG coordinated forecast for Cottage Grove in 2025.

Table 7. Cottage Grove Population Comparison

Year	Cottage Grove Population	Annual Growth Rate
1960	3,895	--
1970	6,004	4.4%
1980	7,148	1.8%
1990	7,402	0.3%
2000	8,890	1.4%
2025 [1]	12,500	1.37%

Source: US Census Bureau, LCOG

[1] Coordinated Population Forecast by Lane Council of Governments, adopted by LCOG Board 2/24/05

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6. ECONOMIC TRENDS

6.1 Within Census Tracts 12 and 13

Data available for historical trends in employment include Census Tracts 12 and 13, an area larger than Cottage Grove's UGB. Thus the historic employment numbers are greater than if the data were available for area solely within the community's UGB. Nonetheless, Census Tract 12 and 13 employment data does illustrate an approximate picture of employment trends in Cottage Grove.

Table 8. Employment within Cottage Grove Area Census Tracts 12 and 13

Area	1980	1990	1994	1996	1998	2020	2025
Census Tracts 12 and 13, Cottage Grove Area	3,180	4,314	3,935	3,803	3,975	5,664	6,048
Lane County Total Covered Employment	102,900	117,900	126,300	133,100	140,100	188,800	199,870
Census Tracts 12 and 13, Cottage Grove Area % of Total Lane Employment	3.1	3.7	3.1	2.9	2.8	3.0	3.0

Source: 2001 Cottage Grove Buildable Land Analysis, Satre Associates, 2005.

6.2 Within Cottage Grove UGB

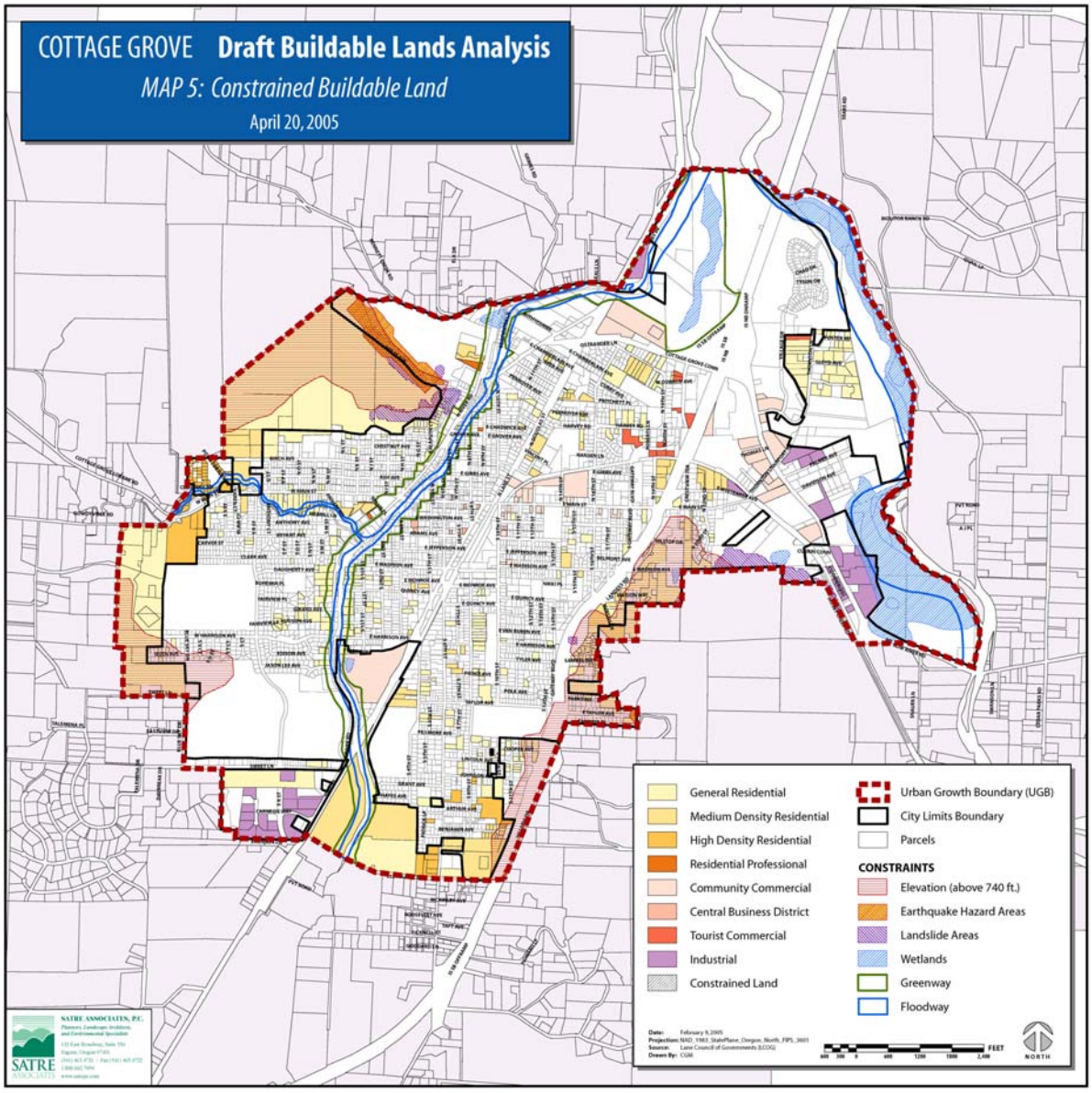
Within Cottage Grove UGB proper, the 2000 Census determined that there are 6,451 persons, or approximately 72.6% of Cottage Grove's population, 16 years of age and older. Of this group, 57.2%, or 3,689 persons, are in the labor force. Table 9 below provides a summary of occupations of Cottage Grove's population.

Table 9. Cottage Grove Resident Employment Status

Occupation	Employment	Percent
Management, professional and related occupations	677	18.4%
Service occupations	645	17.5%
Sales and office occupations	1,014	27.5%
Farming, fishing and forestry occupations	22	0.6%
Construction, extraction and maintenance occupations	464	12.6%
Production, transportation and material moving occupations	867	23.5%
	3,689	**100%**

Source: US Census Bureau

The *2001 Cottage Grove Buildable Land Analysis* estimated that in 1998 there were 3,200 jobs in the Cottage Grove UGB. Using the *2001 Cottage grove Buildable Land Analysis* estimate for 2020, and trending for 2025, the City's employment projection increases to 5,285. This represents 2,085 new jobs between 1998 and 2025. Population and employment trends for the Cottage Grove area indicate that growth is expected in all sectors. The manufacturing sector, which experienced strong growth in the 1970s, saw a decline in the 1980's due to decline in the timber industry. The service and retail sector has grown in the last decade and is expected to continue for the next 20 years.



Map 5: Constrained Buildable Land

7. ANALYSIS OF EXISTING BUILDABLE LANDS

The *2001 Cottage Grove Buildable Land Analysis* provided an inventory of buildable lands within Cottage Grove's UGB. Utilizing latest RLID data, combined with building permits and field verification, city staff updated the inventory and constraints as shown below.

7.1 Gross Buildable Land

As shown in Chapter 4, Vacant, Infill and Redevelopment Land, Table 6, there are 665.73 gross acres of buildable land within the Cottage Grove UGB.

Table 10. Gross Buildable Land by Plan Designation

Plan Designation	Total Buildable Land (Acres) (from Table 6)
General Residential	404.01
Medium Density Residential	105.02
High Density Residential	32.36
Residential Professional	1.40
Community Commercial	66.46
Central Business District	1.21
Tourist Commercial	6.42
Industrial	48.85
TOTAL	**665.73**

Source: City of Cottage Grove

7.2 Constrained Land

Tables 11-14 represent amount of acres that are constrained by category and by plan designation. Satre analyzed the data provided by the City and mapped the constraints. Many constraints include partial tax lots, which provide an accurate picture of the actual land available for development. Certain constraints, such as floodway, greenway and wetlands, are assumed to be unbuildable due to their physical and/or regulatory status and must be removed from the inventory. Elevation constraints are located in areas with water supply challenges due to an elevation of 740 feet or greater. These areas are considered buildable at a reduced residential density. In the General Residential designated areas, the assumed density is 2.0-units/acre without overcoming water supply challenges (not quite one-half the density forecast for unconstrained General Residential). If water supply challenges can be dealt with (i.e., placement of a high-elevation reservoir or pumps) then the forecasted General Residential density of 4.7-units/acre may be achievable. For purposes of this Update, it is assumed that the water supply challenges will remain.

Table 11. Land Constrained by Floodway

Land Type/Plan Designation	Acres
Infill	
General Residential	2.76
Medium Density Res.	0.72
Industrial	0.86
Redevelopment	0.00
Vacant	
General Residential	0.44
Medium Density Res.	5.53
High Density Residential	1.32
TOTAL	**11.63**

Source: City of Cottage Grove

Table 12. Land Constrained by Greenway

Land Type/Plan Designation	Acres
Infill	
General Residential	7.57
Redevelopment	
General Residential	0.19
Medium Density Residential	0.18
Residential Professional	0.20
Industrial	3.05
Vacant	
General Residential	3.69
Medium Density Residential	10.29
Community Commercial	1.58
TOTAL	**26.75**

Source: City of Cottage Grove

Table 13. Land Constrained by Wetlands

Land Type/Plan Designation	Acres
Infill	
Industrial	2.46
Redevelopment	0.00
Vacant	
Community Commercial	0.82
Industrial	1.22
TOTAL	**4.50**

Source: City of Cottage Grove

Table 14. Lands Constrained by Elevation

Land Type/Plan Designation	Acres
Infill	
General Residential	48.57
Medium Density Residential	0.56
Redevelopment	
General Residential	0.24
Vacant	
General Residential	133.40
Medium Density Residential	0.63
High Density Residential	7.57
TOTAL	**190.97**

Source: City of Cottage Grove

7.3 Net Buildable Land

To arrive at a figure representing available buildable land once constrained lands are removed from the inventory, Net Buildable Land, as in Table 15, was identified.

Table 15. Net Buildable Land by Plan Designation

Plan Designation	Gross Buildable Land (Acres) (from Table 10)	Total Constrained Land (Acres) (from Tables 11-14)	Net Buildable Land (Acres)
General Residential	404.01	196.86	207.15
Medium Density Residential	105.02	17.91	87.11
High Density Residential	32.36	8.89	23.47
Residential Professional	1.40	0.20	1.20
Community Commercial	66.46	2.40	64.06
Central Business District	1.21	0.00	1.21
Tourist Commercial	6.42	0.00	6.42
Industrial	48.85	7.59	41.26
TOTAL	**665.73**	**233.85**	**431.88**

Source: City of Cottage Grove

7.4 Net buildable Land vs. NET-NET Buildable Land

Table 15 provides gross lands less constrained land available by plan designation for development. For vacant land, additional factors must be taken into account for development. Land must be set aside for public facilities, such as roads, schools, churches, and parks. In residential districts, a factor of 25% will be used to calculate the **NET-NET** buildable lands. In commercial and industrial lands, a factor of 20% will be used to calculate **NET-NET** buildable lands. Table 16 provides the **NET-NET** buildable lands by plan designation for Cottage Grove.

Table 16. NET-NET Buildable Land by Plan Designation

Plan Designation	Net Buildable Land (Acres) (from Table 15)	Percent Set-Aside	NET-NET Buildable Land (Acres)
General Residential	207.15	25%	155.36
Medium Density Residential	87.11	25%	65.33
High Density Residential	23.47	25%	17.60
Residential Professional	1.20	25%	0.90
Community Commercial	64.06	20%	51.25
Central Business District	1.21	20%	0.97
Tourist Commercial	6.42	20%	5.14
Industrial	41.26	20%	33.01
TOTAL NET ACRES	**431.88**	**---**	**329.56**

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8. FORECASTED LAND NEED

8.1 Employment Projections

Population forecasts for Cottage Grove estimates that in 2025 the city will have a population of 12,500. Employment forecasts for 2025, as indicated in Chapter 6, project total employment of 5,285, an increase of 2,085 jobs between 1998 and 2025. The new employment numbers were allocated as follows: 805 new industrial jobs and 1,280 new commercial and other employment sector jobs. The employment projections were determined by looking at employment trends and existing economic development activities and policies. These policies include: State Industrial Site Certification for the Industrial Park, an Economic Improvement District for the downtown area and the Chamber of Commerce formation of the Economic Business District.

Forecasts included growth in secondary wood products in the industrial park and other developable land within the UGB. Employees per acre forecasts were determined by using Eugene/Springfield's employment numbers and adjusting the commercial employees downward to reflect Cottage Grove's lower density commercial development characteristics, and is summarized in Table 17. These estimates were updated by Satre, trending the 2020 forecast to the year 2025. Based on these numbers, land needed for commercial and industrial uses can be determined.

Table 17. Land Need Based on Employment Projections

	New Jobs Projected	Employees per Net Acre	Total Net Acres Needed
Commercial	1,280	30	42.67
Industrial	805	9	89.44
TOTAL	**2,085**	**--**	**132.11**

Source: LCOG, City of Cottage Grove

8.2 Residential Projections

Analysis to determine housing capacity and need are required under ORS 197.296. This statute sets out requirements and guidelines for cities to determine needed housing and housing capacity. The requirements are fairly specific in terms of how the analysis should be conducted, so the following section on residential projections follows the requirements in State law as described below:

ORS 197.296 (5)(a) *Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:*

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

(D) Economic trends and cycles; and
(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

Land needed for residential housing is based on a number of factors, including population forecasts, past housing trends, housing type mix, density, persons per household, percent of population living in group quarters and vacancy rates. These numbers were established by the *2001 Cottage Grove Buildable Land Analysis* and trended for 2025.

Table 18. Factors in Determining Residential Projections

Factors in Determining Residential Projections	Numbers
2004 Existing Housing Units	3,697 (as of 6/30/04)
Historic Density (overall)	6.4 units/acres
Density Forecast (by Plan Designation)	4.7 units/ac – General Residential 10.4 units/ac – Med. Density Res. 12.7 units/ac – High Density Res.
Housing Mix Forecast	70% Single family 10 % Duplex 15% Multi-family 5% Manufactured homes in parks
2025 Population Forecast	12,500
Persons per Household	2.4 (2000 Census)
Persons Living in Group Quarters	2%
Vacancy Rate	4%
2005-2025 Future Needed Housing Units	1,611 Residential Units

Source: LCOG, City of Cottage Grove

8.2(1) Needed Housing Units

A number of the above factors figure into identifying the number of needed housing units. How the projection of 1,611 needed residential units was arrived at is shown in Table 19.

Table 19. Projected Number of Needed Housing Units

Factors in Determining Needed Housing	Numbers
2025 Cottage Grove UGB population	12,500
2025 Persons in Group Quarters (2% of Population)	250
2025 Persons in Housing Units	12,250
Projected Average Household Size	2.4
2025 Total Needed Housing Units (4% Vacancy Rate)	5,308
2004 Existing Housing Units	3,697
2005-2025 FUTURE NEED HOUSING UNITS	**1,611**

Source: LCOG, City of Cottage Grove

8.2(2) Housing Mix

The future needed housing units shown in Table 19 must be distributed by housing types in each of the residential zones. Table 20 shows the mix distribution of recently developed housing. Table 20 provides the distribution of future housing units from the *2001 Cottage Grove Buildable Land Analysis.* A review of recent housing construction, including building permits, and a discussion with city staff on housing construction trends and population forecasts indicated that the 2001 distribution remain valid.

Table 20. Recent Housing Mix by Housing Type (1994-2004)

Housing Type	Total Units	Percent of Total Units
Single-Family Detached	311	50%
Stick-built, Single-Family Detached	194	
Manufactured on Lots	117	
Duplex	124	20%
Multi-family	126	20%
Manufactured in Parks	64	10%
TOTAL	**625**	**100%**

Source: City of Cottage Grove, LCOG

Table 21. Projected Housing Mix by Housing Type (2005-2025)

Housing Type	Housing Mix Forecast (from Table 18)	Total Units
Single-Family Detached	70%	1,128
Duplex	10%	161
Multi-family	15%	242
Manufactured in Parks	5%	80
TOTAL	**100%**	**1,611**

Source: City of Cottage Grove, LCOG

Table 22. Future Assumed Mix Distribution of Housing Units

Housing Type	General Residential	Medium Density Res.	High Density Res.	Total
Single-Family Detached	80%	15%	5%	100%
Duplex	25%	35%	40%	100%
Multi-family	5%	45%	50%	100%
Manufactured in Parks	20%	40%	40%	100%

Source: LCOG

Table 23. Project Housing Mix by Plan Designation

Housing Type	Total Units (from Table 21)	General Res. Units (% from Table 22)	Medium Density Res. Units (% from Table 22)	High Density Res. Units (% from Table 22)
Single-Family Detached	1,128	903	169	56
Duplex	161	40	56	65
Multi-family	242	12	109	121
Manufactured in Parks	80	16	32	32
TOTAL	**1,611**	**971**	**366**	**274**

Source: City of Cottage Grove, LCOG

8.2(3) Assumed Densities

The *2001 Cottage Grove Buildable Land Analysis* assumed densities in the following plan designations based on actual development. Here too, a review of recent development patterns and discussions with city staff determined that these densities remain valid.

- General Residential: 4.7 units per acre (with the exception of land above 740 elevation, which are located on steep slopes and have average densities of 2 units/acre)
- Medium Density Residential: 10.4 units per acre
- High Density Residential: 12.7 units per acre

8.2(4) Total Residential Land Demand

Table 24 identifies total residential land demand by plan designation. Acres needed for each Plan Designation was determined by dividing the number of housing units per Plan Designation per Housing Type, shown in Table 23, by the Assumed Densities, shown in Table 18 and reiterated above in 8.2(3). For example, Single Family Houses forecast to occur in the General Residential Plan Designation was calculated as follows: 903 unite divided by 4.7 units/acre equals 192.13 acres. From this table, total needed acreage for residential land for 2025 for Cottage Grove can be determined.

Table 24. Total Residential Land Demand

Housing Type	General Residential (Acres)	Medium Density Residential (Acres)	High Density Residential (Acres)	Total Acres
Single Family	192.13	16.25	4.41	**212.79**
Duplex	8.51	5.38	5.12	**19.01**
Multi-family	2.55	10.48	9.53	**22.56**
Manf. Home in Parks	3.40	3.08	2.52	**9.00**
TOTAL	**206.59**	**35.19**	**21.58**	**263.36**

Source: LCOG, City of Cottage Grove

8.2(5) Residential Infill Land Demand

Based on the update of the buildable lands inventory completed by the City, and analysis by Satre, there are approximately 122 net acres of residentially zoned land for infill and would accommodate approximately 759 housing units.

Table 25. Residential Infill Land Demand

Plan Designation	Gross Buildable Infill Land (from Table 6)	Total Constrained Infill Land (from Tables 11-14)	Percent Set Aside (from Table 16)	NET-NET Buildable Infill Land (Acres)
General Residential	179.70	58.70	25%	90.75
Medium Density Residential	34.45	1.28	25%	24.88
High Density Residential	7.85	0.00	25%	5.89
TOTAL	**222.00**	**59.98**	**25%**	**122.52**

Source: LCOG, City of Cottage Grove

- General Residential: 90.75 acres X 4.7 units/acre = 426.53 units
- Medium Density Residential: 24.88 acres X 10.4 units/acre = 258.75 units
- High Density Residential: 5.89 acres X 12.7 units/acre = 74.03 units
- **Total Residential Units on Infill Land = 759.31 Units**

8.2(6) Residential Redevelopment Land Demand

Based on the update of the buildable lands inventory completed by City staff, and analysis by Satre, it was determined that only a minimal amount of residential units could be added through redevelopment. Approximately 96 housing units could be provided with the utilization of redevelopment land.

Table 26. Residential Redevelopment Land Demand

Plan Designation	Gross Buildable Redevelopment Land (from Table 6)	Total Constrained Redevelopment Land (from Tables 11-14)	Percent Set Aside (from Table 16)	NET-NET Buildable Redevelopment Land (Acres)
General Residential	19.87	0.43	25%	14.58
Medium Density Residential	3.42	0.18	25%	2.43
High Density Residential	0.28	0.00	25%	0.21
TOTAL	**23.57**	**0.61**	**25%**	**17.22**

Source: LCOG, City of Cottage Grove

- General Residential: 14.58 acres X 4.7 units/acre = 68.53 units
- Medium Density Residential: 2.43 acres X 10.4 units/acre = 25.27 units

- High Density Residential: 0.21 acres X 12.7 units/acre = 2.67 units
- **Total Residential Units on Redevelopment Land = 96.47 Units**

8.2(7) Residential Vacant Land Demand

Based on the update of the buildable lands inventory completed by City staff, and analysis by Satre, it was determined that approximately 777 units could be accommodated with the utilization of vacant land.

Table 27. Residential Vacant Land Demand

Plan Designation	Gross Buildable Vacant Land (from Table 6)	Total Constrained Vacant Land (from Tables 11-14)	Percent Set Aside (from Table 16)	NET-NET Buildable Vacant Land (Acres)
General Residential	204.44	137.53	25%	50.18
Medium Density Residential	67.15	16.45	25%	38.03
High Density Residential	24.23	8.89	25%	11.51
TOTAL	**295.82**	**162.87**	**25%**	**99.72**

Source: LCOG, City of Cottage Grove

- General Residential: 50.18 acres X 4.7 units/acre = 235.85 units
- Medium Density Residential: 38.03 acres X 10.4 units/acre = 395.51 units
- High Density Residential: 11.51 acres X 12.7 units/acre = 146.17 units
- **Total Residential Units on Vacant Land = 777.53 Units**

8.2(8) Factoring in Elevation-Constrained Land Demand

The above documents that 1,633 housing units can be accommodated on the NET-NET buildable land. Thus there is adequate land available to accommodate the forecasted 1,611 additional dwelling units needed for 2025. However, lands over 740 feet in elevation are constrained due to water service limits and, at times, steep slopes, access or other challenges and typically are developed at only one-half the otherwise-realized density. This must be factored into the amount of land available for development.

Table 28. Factoring in Elevation-Constrained Land

Plan Designation	NET-NET Constrained Elevation Land (Table 14 less 25% Set Aside)	Density (Units/Acre) (at one-half the forecasted density)	Units which Cannot be Accommodated due to Elevation Constraints	Acres Needed to Mitigate the Elevation-Constraint
General Residential	136.66	2.35	321.15	68.33
Med. Density Res.	0.89	5.2	4.63	0.44
High Density Res.	5.68	6.35	36.07	2.84
TOTAL	**124.23**	**--**	**--**	**71.61**

9. COMPARISON OF OVERALL LAND NEED AND SUPPLY

Table 29 provides a comparison of residential, commercial and industrial land need and supply within Cottage Grove's UGB.

Table 29. Comparison of Land Need and Land Supply

Plan Designation	NET-NET Buildable Land (Acres) (from Table 16)	Net Land Need (Acres) (from Tables 25-28)	(Deficit) Surplus (Acres)
General Residential	155.36	68.33	87.03
Medium Density Residential	65.33	0.44	64.89
High Density Residential	17.60	2.84	14.76
Commercial	58.26	42.67	15.59
Industrial	33.01	89.44	**(56.43)**
TOTAL	**329.56**	**203.72**	---------

Source: LCOG, City of Cottage Grove

Thus there is adequate land available for residential and commercial development for the next 20 years. Additional land for industrial development is needed to meet the demand to 2025.

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10. EVALUATION OF MEASURES FOR MEETING LAND NEED

Based on the analysis in this document, there is adequate land for commercial and residential development for the next 20 years. Additional land is needed for industrial development to meet future demands.

10.1 Measures

The City should explore options and adopt measures to assure that land is developed to meet targeted densities and makes efficient use of land within the UGB. These measures will allow the City to plan for the most cost effective ways to provide community services to their residents and future residents.

This section explores options available for the City of Cottage Grove to meet these demands, in compliance with ORS 197.296. Section (9) of this statute provides recommendations to local governments to achieve efficient use of land:

(9) In establishing that actions and measures adopted under subsections (6) or (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section and is zoned at density rates that are likely to be achieved by the housing market using the analysis in subsection (3) of this section. Actions or measures, or both, may include but are not limited to:

(a) Increases in the permitted density on existing residential land;

(b) Financial incentives for higher density housing;

(c)Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;

(d) Removal or easing of approval standards or procedures;

(e) Minimum density ranges;

(f) Redevelopment and infill strategies;

(g) Authorization of housing types not previously allowed by the plan or regulations;

(h) Adoption of an average residential density standard; and

(i) Rezoning or redesignation of nonresidential land.

Strategies and measures to meet land demand need will include a range of alternatives, which the City must consider and evaluate.

10.2 Single Family, Medium and High Density Residential

There is adequate land in Cottage Grove's Urban Growth Boundary to meet the residential development demand to 2025. In order to preserve developable land within the City's UGB for residential development at the appropriate densities, the City should consider measures to meet density targets and provide efficiencies in residential development.

The following list provides strategies for meeting density targets in the Comprehensive Plan within the existing urban growth boundary.

1. Redesignate General Residential property to medium and high density to meet projected housing mix. Determine appropriate locations for higher density development, taking into account transition areas and location to commercial nodes for higher density development.
2. Allow accessory dwellings in the general residential designation as an outright use with performance standards to assure compatibility with existing neighborhood.
3. Do not allow single-family development as an outright use in the medium density residential zones. Adopt plan policies and development code amendments to assure the planned densities are achieved.
4. Allow density bonuses in planned unit developments. Allow a specific increase in density based on development of housing type mix (attached single family, duplex, etc) and provision for open space or preservation of natural features.
5. Allow zero lot line development in medium and high-density development, increase building heights.
6. Provide incentives to meet planned densities in the medium and high-density areas, such as SDC credits, setback or height exceptions.
7. Explore the option of public/private partnerships for development of medium and high-density residential projects to meet density targets and provide affordable housing.
8. Evaluate strategies for infill housing, such as creating flag lots, second dwellings, duplexes and triplexes with specific performance standards to protect the existing character in the single-family zones.
9. Encourage residential development within the Central Business District. Incentives could include: tax incentives (Vertical Housing tax credits), parking allowances, public/private partnerships, etc.

Based on discussion with City staff, it does not appear that the community would support the creation of smaller lots that what currently is allowed in the zoning ordinance. While the concept of accessory dwellings in the single-family residential zone is acceptable with design standards, the creation of lots smaller than 6,000 square feet would not be politically supported. However, there are other strategies that can allow for a general increase in density throughout the residentially zoned property in the City. Allowing development of attached or detached single-family dwellings that are owner occupied is one option. This type of housing ownership could allow for a more stable resident base, because of the ability to own the dwelling. These types of housing choices could allow for more affordable option for starter homes, which would be attractive to young families. The State of Oregon Housing and Community Services Department could participate with the City to develop a variety of for-sale (market rate and affordable) higher density design housing units.

10.3 Industrial and Commercial

There is a **deficit** of 56.43 acres of industrial land and a **surplus** of 15.59 acres of commercial land.

It is not practical redesignate the surplus commercial land to industrial because the location and small parcel sizes do not suit industrial uses. The City should consider the

following strategies to provide efficient use of existing industrial land within the UGB and consider the need for expanding the UGB for future industrial land needs.

1. Encourage redevelopment with incentives, such as SDC credits; parking, setback and floor area exceptions.
2. Provide financial mechanisms to encourage diversified and efficient industrial development for redevelopment or infill, such as local improvement districts, urban renewal districts, low interest loans or grants, available from the state or SBA.
3. Allow a mixed-use zone in the certain commercial zones, which allows small manufacturing or other types of light industrial/heavy commercial uses that would be compatible with surrounding land uses.
4. Conduct additional economic opportunities analysis to target specific industries and locational factors under Goal 9 to determine needed additional industrial acreage.
5. Develop economic development policies and strategies to encourage industrial uses that have a higher employee/acre ratio to accommodate more employees within the existing urban growth boundary. Manufacturing and assembly type employment typically has a higher employee/acre ratio. Such strategies include tax incentives, loans and grants.
6. Amend the urban growth boundary to include additional industrial land. UGB amendments must meet the requirements of Goal 14, Urbanization and ORS 197.298. If the City elects to examine the feasibility of expanding the UGB for industrial land, the measures listed above must also be evaluated and may need to be implemented with the request to expand the boundary.

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11. CONCLUSIONS and RECOMMENDATIONS

11.1 Conclusions

The City of Cottage Grove is experiencing rapid growth. An inventory and analysis of buildable land within the UGB reveals that the City has adequate land for residential and commercial development to 2025. The City does not have adequate land supply for industrial development to 2025. The City will need to examine ways to assure the efficient use of that remaining land.

11.2 Recommendations

This report recommends that the City:

1. Consider amending residential ordinances, plan policies and standards to assure that targeted densities and housing types are met.
2. Examine the housing options available in the community and develop policies, strategies and partnerships to provide a range of housing opportunities and affordability for the community.
3. Assure that the community character, cohesiveness and aesthetics are retained through design standards when considering increased residential densities and infill development.
4. Consider amending commercial and industrial ordinances, plan polices and standards to assure that maximum efficient use of land within the UGB are realized.
5. Consider evaluating the potential for expansion of the UGB for industrial land needs. This will need to be evaluated under state land use law requirements.
6. Engage the community in a wider dialogue regarding a vision for growth in the area and region. This could be part of the regional planning effort of Region 2050, but should also be specific to the Cottage Grove area. Topics should include, but are not limited to: community sustainability, economic development, residential growth, public infrastructure costs, schools, parks and other public services.

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APPENDIX A

SUMMARY OF Oregon Revised Statutes (ORS) 197.296

ORS 197.296 provides requirements for determining housing needs for cities. The statute defines and establishes how a city must develop an inventory of buildable lands and conduct an analysis to determine housing needs for the planning period. The publication, *Planning for Residential Growth, A Workbook for Oregon's Urban Areas, 1997 from the Oregon Department of Land Conservation and Development, Transportation and Growth Management Program,* provides a step-by-step approach for determining housing needs in Oregon's communities. ORS 197.296 was developed as part of implementation of House Bill 2709. Other applicable statutes include: ORS 195.036, Coordination of Population Forecasts and ORS 197.298 Priority of lands for UGB expansions.

The Sections listed below are excerpts of ORS 197.296 that generally apply to this buildable land inventory and analysis. These sections are listed to provide the framework for the Cottage Grove's Buildable Lands Analysis Update.

ORS 196.296 *(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:*
(A) The number, density and average mix of housing types of urban residential development that have actually occurred;
(B) Trends in density and average mix of housing types of urban residential development;
(C) Demographic and population trends;
(D) Economic trends and cycles; and
(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection 930(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need:
(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate hosing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;
(b) Amend its comprehensive plan, regional plan, functional plan, or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without the expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or
(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

(7) Using the analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development determined under subsection (5)(a)(A) of this section, or if the mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.

(8)(a) A local government outside a metropolitan service district that takes any actions under subsection (60 or (7) of this section shall demonstrate that the comprehensive plan and land use regulations comply with goals and rules adopted by the commission and implement ORS 197.295 to 197.314.
(b) The local government shall determine the density and mix of housing types anticipated as a result of actions taken under subsections (60 and (7) of this section and monitor and record the actual density and mix of housing types achieved. The local government shall compare actual and anticipated density and mix. The local government shall submit its comparison to the commission at the next periodic review or at the next legislative review of its urban growth boundary, whichever comes first.

(9) In establishing that actions and measures adopted under subsections (6) or (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section and is zoned at density rates that are likely to be achieved by the housing market using the analysis in subsection (3) of this section. Actions or measures, or both, may include but are not limited to:
(a) Increases in the permitted density on existing residential land;
(b) Financial incentives for higher density housing;
(c)Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer;
(d) Removal or easing of approval standards or procedures;
(e) Minimum density ranges;
(f) Redevelopment and infill strategies;
(g) Authorization of housing types not previously allowed by the plan or regulations;
(h) Adoption of an average residential density standard; and
(i) Rezoning or redesignation of nonresidential land.

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