

# **Executive Summary**

## **City of Florence Airport/Pacific View Business Park Project**

**July 17, 2009**

**Prepared for the City of Florence by:**

**IronWolf Community Resources, LLC**

Portland, Oregon

**Group Mackenzie**

Portland, Oregon

## City of Florence Airport/Pacific View Business Park Project

### **Project Objective:**

To conduct an assessment of the Florence Municipal Airport and Pacific View Business Park, in order to:

1. Evaluate the assets/liabilities of the business park
2. Align business park assets with target markets
3. Suggest targeting of appropriate business development opportunities (to be expanded in Phase II)

### **The consulting team:**

*IronWolf Community Resources, Portland, Oregon*

Larry Pederson, Principal and Presenter Mr. Pederson has over 25 years experience in national and international economic development. He has worked extensively in overseas market development and international investment attraction in Asia, Europe, and South America. Transportation, micro technology and alternative energy technology are three of his areas of specialization. He has held senior management positions in both the public and private sector. Before founding IronWolf Community Resources LLC, Pederson served as economic development director for the City of Hillsboro, Oregon (home of Intel's largest and most sophisticated site worldwide). In addition, the Hillsboro Airport is one of the busiest general aviation airports in Oregon and many businesses (both related to aviation or independent from it) are located within the airport district.

*Group Mackenzie, Portland, Oregon*

Mark Clemons, Director of Business Development and Presenter Mr. Clemons represents Group Mackenzie in this project. Mr. Clemons has extensive background in planning, development, and economic development issues from both the public and private sector perspectives. Group Mackenzie is a multidisciplinary architecture and engineering firm with extensive expertise in business and industrial park design and development. Additional staff resources were devoted to this project for civil engineering, land use planning, master planning, and site planning from in-house land use planners, engineers and architects.

## Technical review

### Land Use

#### Comprehensive Plan

The City of Florence Comprehensive Plan designates land within the Industrial Park as 'Business/Industrial Park'. The Plan specifies the intent of the Pacific View Business Park as, "an economic development effort of the City and is intended to attract uses that bring family wage jobs to Florence. . ." The Plan goes on to further identify uses north of 27<sup>th</sup> Street as, "research and development, professional office, and other light industrial uses." Additionally, there appears to be leasing regulations by the Federal Aviation Agency (FAA), and portions of the park are subject to the City's Airport Overlay District zoning regulations which restrict height of structures.

#### Zoning

##### Pacific View Business Park

##### Uses

- The Pacific View Business Park District is intended to provide areas for offices, services businesses, light manufacturing, research and development facilities and supporting uses, accessory buildings and structures."
- Public buildings and facilities which meet the intent of the Purpose Statement.

##### Development Regulations

- Maximum lot coverage of up to 80% by buildings and impervious surfaces
- Front setback of 20', side and rear setback of 15'
- No metal buildings
- Maximum height of 38', unless more restrictive standard by Airport District overlay
- Additional building setbacks are required for structures taller than 28'
- Parking and loading areas are not permitted in required front or side setbacks

## Industrial Park

### Uses

- Uses allowed include any which meets the intent of the Purpose Statement, "The Industrial Park District is intended to provide areas for manufacturing, assembly, packaging, warehousing, and related activities that do not create a significant detrimental impact on adjacent districts."
- Public Buildings and facilities which meet the intent of the Purpose Statement.
- Crematories, and associated mortuaries and funeral homes.
- Dental clinics.

### Development Regulations

- Maximum lot coverage of up to 85% by buildings and impervious surfaces
- Front, side, and rear setback of 5', unless abutting a residential district then 15'
- Maximum height of 38', unless more restrictive standard by Airport District overlay
- Parking and loading areas are not permitted in required front or side setbacks

### Airport Overlay District (November 2003)

- Airport Layout Plan (October 1997) – Drawing 2 identifies the FAA height restriction areas, which affect all properties within the Airport Industrial Park.
- Notice of land use application required for properties within 5,000 feet of the sides or ends of a runway
- Height limitations will be critical to understand in relation to the airport imaginary surface which affects all properties in the Park

### Lot Line Adjustments:

Due to the existing lot pattern the code was reviewed for the procedure for lot line adjustments to meet the potential demand by users for larger lots sizes. In the event that existing lots are needed to be relocated, a Lot Line Adjustment process is available. Lot Line Adjustments are regulated pursuant to FCC 11-1-4, and are an administrative review. Preliminary approval takes approximately five (5) days. From there a survey is required to be filed with the City and recorded with the County within 60 days of the preliminary approval. A small application fee is required at the time of preliminary application.

## **Transportation**

### City Roadways

The City of Florence Transportation System Plan (TSP) identifies a number of specific items in the Pacific View Business Park Transportation Planning Area. Within the TSP, the Pacific View Business Park is described as being composed of 54 fully serviced lots located on Kingwood/Pacific View Drives which are available for industrial or business park uses. Also included in this designation is a 40-acre undeveloped parcel owned by the Port of Siuslaw which will be accessed, and serviced through connection with the infrastructure in the Pacific View Park.

9<sup>th</sup>, 27<sup>th</sup> and 35<sup>th</sup> Streets will likely be the primary access points for the Airport Industrial Park and the Pacific View Business Park (formerly Kingwood Industrial/Business Park).

9<sup>th</sup> Street is the west extension of Highway 126 transporting materials and products to and from the I-5 Corridor. 35<sup>th</sup> Street is the northern access point to Kingwood Drive, and will likely serve as an employee and client access route. It is less well suited for truck traffic because of its configuration, and because it traverses residential neighborhoods. Truck traffic heading south on Highway 101 will either use the signalized intersection at 35<sup>th</sup> Street, or the intersection at 30<sup>th</sup> Street to access Kingwood. Truck traffic heading north on Highway 101 will likely access Kingwood Street via the signalized intersection at 9<sup>th</sup> Street.

### ODOT Roadways

Highway 101 from Highway 126 to 46<sup>th</sup> Street serves both as a highway of statewide and national significance, and as a local street. Highway 101 is a 5-lane cross-section with sidewalks, curbs and gutters from Highway 126 to 42<sup>nd</sup> Street after which it narrows to a 3-lane rural cross-section with shoulders and no sidewalks. Signalized intersections exist at 21<sup>st</sup> and 35<sup>th</sup> Streets. Unofficial crosswalks exist at unsignalized intersections at 15<sup>th</sup> and 30<sup>th</sup> Streets.

### Florence Municipal Airport

The Florence Municipal Airport is one of five transportation gateways into the community serving commercial and general aviation air traffic. It is important to both the tourist industry, and to the future of the Pacific View Business Park, that the airport present a welcoming and modern aspect in its operations and facilities.

## **Water**

City of Florence serves all of the lots in Pacific View Business Park (PVBP), with waterlines in King Street, Pacific View Drive, and 27<sup>th</sup> Street. The City supply is from local wells, combined with contractual supply from the Heceta Water District. With regard to daily use of water, most industrial uses can be adequately served by the City of Florence system. In the event a high water demand user considers locating in PVBP, discussions with City staff should be undertaken to determine any daily use limitations, rates, system development charges, etc., if any apply.

## **Sanitary Sewer**

The lots in PVBP are all served by an 8 inch gravity sewer in the street right-of-way. Capacity at the City's wastewater treatment facility is available to serve the PVBP.

## **Storm Sewer**

City of Florence storm drains exist along the road, or back lot lines, for all lots in PVBP. The exceptions (per the City's mapping) are lots 14, 16 and 39. Alternate storm routing/additional construction may be necessary to serve these lots.

The City Code (Section 9-5-3) stipulates that new development projects are responsible for mitigating impacts on the storm water system. Stormwater facilities limiting the outflow to the pre-development runoff rates are required. This requirement is highly consistent with other urban jurisdictions.

## **Electrical Service**

Central Lincoln P.U.D. serves this area of the Oregon Coast. The base system is in place throughout the PVBP, with 7200 volt 3 phase power available for each near user. Central Lincoln P.U.D. will exit the primary vault and provide a transformer that responds to individual customer's power requirements.

## **Fiber Optic/Broadband**

Coastcom offers fiber optic cable along all project road frontages. The particular services are:

- Ethernet transport service (business to business), and
- High speed internet (video is provided by others).

## **Community Review**

Recent successes Florence has enjoyed a somewhat transformational period in the last several years. New development, based on an influx of retirees and an increase in tourism, has proven to be a somewhat mixed blessing for economic development efforts. The “charm” of Florence as a picturesque coastal community, greatly prized by residents and visitors, is sometimes seen to be threatened by economic development. Many (especially retired) residents “like things the way they are”, and see any change as a potential threat to the community. That being said, the city has done a very commendable job in changing and improving the physical infrastructure of the city, has preserved the appeal of the old waterfront, and added cultural amenities and new residential opportunities.

Recent misses It is hard to characterize Florence as having “missed” opportunities; however, some of the constraints the community faces can sometimes “knock it off the list” of possibilities for companies seeking homes. Often, coming off the list can happen without anyone in the community even knowing about it, based on the dependence on internet-based research to filter prospective locations. The consulting team will spend more time discussing this during the dialogue on July 17.

What's new/what's changed? The community received a very high-profile AND high speed and capacity fiber optic connection when the ASC cable came ashore in late 2008. ASC's presence, and access to the AKORN system, provides Florence with some unique telecom and data communications assets.

## **Opportunities for Florence (preliminary)**

Local Resident entrepreneurial activity is very often the strong economic base of communities. Home-grown businesses have great community “roots” and know their market very well. The challenge is often to move those home-grown businesses into a position where they are selling goods and services to outside markets, and consequently bringing new dollars back to the local economy. Various programs have been implemented in communities around the country to assist in this effort, and the consulting team intends to pursue this avenue with City staff.

Regional The direct link between Florence and the Eugene/Springfield MSA provides perhaps the greatest opportunity of a “regional” nature, as opposed to intracoastal linkages with North Bend/Coos Bay and Lincoln City. The size of the Eugene/Springfield market, the proximity via Hwy. 126, and the amenities of coastal living can all be factors in regional business opportunities.

Statewide Oregon has placed a major emphasis on positioning the state as a leader in alternative energy generation, technology, and applications. The state’s Business Energy Tax Credit, or BETC program, is known internationally as a major incentive for business location by alternative energy companies. The location of Florence creates potential opportunities through traditional forest product industry (feedstock for woody biofuel/ethanol), the emerging technology of wind energy (consistency of coastal wind flows), and the relatively undeveloped technology of wave energy (of course, the Pacific).

National The lifestyle choices offered by Florence could be very attractive to a wide range of national businesses. One of the key elements, especially for companies working on intellectual property and services rather than hard goods or tangible products, is the ability to send complex and sizeable data files electronically to customers and collaborators globally. The new ACS/AKORN connectivity provides that opportunity.

## **Recommendations (preliminary; discuss with attendees)**

### **Business Park Issues/Modifications**

#### **Land Use**

Lease versus sale of property - The current development trends within the Business Park include development of only lots for purchase rather than for lease. As such it is important to understand the lease process and identify any possible requirements or other process that may impede development of these lots.

Modification of development standards - There may need to be consideration of modifying the current development standards specific to maximum lot coverage and minimum setbacks (including parking) to allow more flexible site design and efficiencies of parcels in both the Pacific View Business Park and Industrial Park zoning designations.

Existing additional regulations - Confirmation that CC&R's or other special regulations as part of the Industrial Park subdivision do not affect the property

Confirm and understand height restrictions on Park lots - It is critical to understand how the Airport District overlay and FAA restrictions related to structure height affect parcels within the Business Park. Further analysis should be performed on a parcel specific basis to better understand these restrictions

#### **Transportation**

##### **City Roadways**

The following lists TSP-identified infrastructure needs:

- The two blocks of 27<sup>th</sup> Street between Highway 101 and Oak Street need to be improved to the standards of the more recent constructed section.
- Kingwood Street north of 15<sup>th</sup> Street was constructed to full urban standards as part of the construction of the Pacific View (Kingwood) Business Park. The section of Kingwood between 9<sup>th</sup> and 15<sup>th</sup> Streets is not fully improved. A study needs to be performed to determine the optimal access routes for the business and industrial parks, and to identify any needed street improvements.
- Based on projects identified on the City of Florence Federal Stimulus Illustrative Project List, the City has requested monies to construct roundabout at the 9<sup>th</sup>

Street/Kingwood Street intersection. The intersection is currently two-way stop-controlled and a roundabout is superior to changing to all-way stop-control.

- Access points through residential developments such as 20<sup>th</sup> Street, shall continue to be discouraged. However, a direct access to Kingwood from the County shop site is supported.
- More fully identify any considerations given to route finding and signing for both the airport and the business park.

### ODOT Roadways

- Obtain a copy of any ODOT plans/studies for US 101 in the project affected area. These documents should present ODOT's perspective on the transportation infrastructure.

### Florence Municipal Airport

Determine status of projects identified in 1997 Airport Layout Plan and other projects that could have impact on industrial development. Also understand the potential future development plans, if any, for the Port-owned 40 acre parcel adjacent to PVBP.

### **Water**

It is recommended that development proposals within the PVBP examine the building type and proposed occupancy hazard group, against the available fire flows, to determine adequacy of fire suppression water. In some cases, booster pumps may be required to augment available flows.

### **Sanitary Sewer**

In the event a high water user considers locating at PVBP, discussions should occur with City staff to determine usage surcharges, pretreatment requirements, pump station limitations, etc., if any apply.

**Targeted region** As the California economy continues to melt down, and with it the deterioration of the business climate and public education, communities across Oregon have found fertile business prospecting in northern California. For entrepreneurs and business owners who prize a coastal lifestyle, Florence could be just the ticket...provided, of course, they are aware of the opportunities!

**Targeted industry types** In a very preliminary listing, the consultants would propose to further evaluate:

1. precision fabrication of specialized parts and components (small size, easily transportable, salable outside of the immediate community)
2. secondary wood products, including as a source of biofuel
3. independent/small scale operations (based on lifestyle choice of principals)
  - a. marine-related research
  - b. wind/wave/woody biofuel research
  - c. professional services like design, consulting
4. customer service/back office operations dependent on robust telecom and data transfer capability and who prize a stable work force

**Appropriate scope and scale** Clearly, the community does not want to compromise its quality of life; consequently, the scope and scale of targeted business activities must be consistent with community objectives. The consultant team will work closely with City staff to structure appropriate "scope and scale" measures into recommended strategies and tactics.

## **Suggested strategies/tactics (preliminary; discuss with attendees)**

Market positioning Because of the relative distance from national markets and the challenges for distribution, the consultant team recommends Florence be very aware of how it positions itself as a potential business destination. Certainly, the City has already been forward-looking in attaining an e-commerce zone designation from the State; these are the sorts of positioning steps the team will work together with City staff to further develop.

Business Park Branding/Marketing It is suggested that the land available for development is marketed in a unified fashion. There is confusion generated by portions of the area being called the Pacific View Business Park, portions that seem to not be included in that name and then the separate parcel that is owned by the Port.

Marketing Close to 90% of site selection activity is conducted via the internet. As a consequence, data and information on the City, the Port, and community assets must be complete, thorough, and easy to access. A good thing to keep in mind...there are literally thousands of economic development-focuses web sites across the country...if yours doesn't measure up, you are OFF THE LIST...and you don't even know it! The team will work with City staff on polishing an already-good web-based marketing toolbox.

Directed outreach There is an extensive range of direct outreach tactics; they are limited only by imagination and (most typically) budget. How can the City dovetail its efforts with those of the Port, the State, and other regional partners to leverage its expenditures of effort and money most effectively? This is an interesting discussion the consultant team is looking forward to having on July 17.

Community partners/Strategic alliances In the Port of Siuslaw's 2008-2013 Business Plan, ShoreBank Consultants did a great job in detailing the Port's strategic partners; the City's list of strategic partners will likely look much the same:

- Port of Siuslaw
- Chamber of Commerce
- Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians
- Lane County
- Oregon Business Development (formerly OECDD)

The Team wants to make sure we don't leave any key players out...so, they need your input.

**Next steps**

The consultant team will take back your input from this meeting and, collaborating closely with City staff, incorporate ideas into a more comprehensive strategic look at business development opportunities.

As a final product, a complete report will be presented at a date yet to be determined in mid-September.

**Wrap-up**

Are there any final questions or comments before adjournment?  
Any items you would like to have discussed more thoroughly?