

Chapter 3: Land Use Element

I. Introduction

This chapter and Chapter 4 (Economic Element) were updated in ~~2009~~ 2014 to remove outdated, ~~repetitive~~ repetitive and extraneous information and to incorporate new and relevant information and policy. This chapter:

- Describes the relationships that exist among Junction City's Comprehensive Plan land use designations and implementing zoning districts;
- Explains the relationships among the Junction City Comprehensive Plan, adopted functional plans, background documents to the Comprehensive Plan, and implementing land use regulations; and
- Sets forth annexation policies.

II. Comprehensive Plan Map Designations and Implementing Zoning Districts

It is important to insure consistency between the Comprehensive Plan text, map and implementing zoning districts.

The land use categories mapped on the Comprehensive Plan Land Use Map are:

- Low-Density Residential – single-family residential uses at a typical density of one to eight dwelling units per acre for detached residential structures. Additional density may be achieved through a Planned Unit Development. Formatte
- Medium-Density Residential – detached and attached residential uses at a typical density of 8 to 12 dwelling units per acre. Formatte
- High-Density Residential – detached, attached, or stacked residential uses at a typical density of 12 or more dwelling units per acre. Formatte
- Commercial/Residential – areas where both commercial and high-density residential uses are allowed. Uses may be allowed individually or within the same building. Formatte
- Commercial – may include retail, office, and/or multifamily uses, depending on the location. Retail uses are those which provide goods and/or services directly to the consumer, including service uses not usually allowed within an office use. Commercial areas can range in size and function from small residential markets serving the immediate neighborhood to a regional commercial center. Formatte
- Industrial – uses predominantly connected with manufacturing, assembly, processing, wholesaling, warehousing, distribution of products, and high technology. Formatte
- Parks/Open Space – natural or landscaped areas used to meet active or passive recreational needs, protect environmentally sensitive areas, and/or preserve natural landforms and scenic views.

- Public Facilities – Public uses and facilities such as schools and government facilities.

The following land use categories shall be implemented by the appropriate zoning district as indicated below:

Table 3-1 Comparison of Land Use Categories and Zoning District

| Land Use Categories | | Zoning Districts | |
|----------------------------|----------|---|-------------|
| Low Density Residential | L | Single Family Residential | R1 |
| | | Duplex Family Residential | R2 |
| Medium Density Residential | M | Duplex Family Residential Multi-Family Residential | R3 R2 |
| | | Multi-Structural Residential | R4 |
| High Density Residential | H | Multi-Family Residential | R3 |
| | H | Multi-Structural Residential | R4 |
| Commercial/Residential | CR | Commercial/Residential | CR |
| Professional-Technical | PT | Professional-Technical | PT |
| Commercial | C | Central Commercial | C2 |
| | | General Commercial | GC |
| Industrial | I | Light Industrial | M1 |
| | | Heavy Industrial | M2 |
| Open Space/Wetlands* | OS/ W | Base Zone | |
| | | Wetland Resource Overlay District | SCWDWR D |
| | | Stream-Corridor Wetland Overlay District* | |
| Public | PL | Public Land | PL |

III. Comprehensive Plan Organization

Under Oregon’s land use system, the Comprehensive Plan is the controlling land use document. The Junction City Comprehensive Plan includes:

- Goals, objectives and policies that serve as a guide for both public officials and the general public to define the direction, quality and quantity of future development and to evaluate decisions and weigh the possible effects on the future of the community;
- Functional plans (such as the Transportation System Plan, Public Facilities Plan, Parks and Open Space Plan, and Refinement Plans); and

- Background documents (such as the City's population projection, Economic Opportunities Analysis, ~~Housing Needs Analysis~~Residential Buildable Lands Inventory, Local Wetlands Inventory and ~~Buildable Lands Inventory~~Commercial Building Inventory). Background documents do not include mandatory plan policies, but inform the text and policy direction found in the Comprehensive Plan.

In addition to functional plans, the primary means of carrying out the Comprehensive Plan are land use regulations such as zoning, annexation and subdivision ordinances. Other implementation tools (e.g. formation of an urban renewal or local improvement districts, facility master plans, impact or land use fee schedules, capital improvement programs, bond measures, or city budgets) can also provide information that is useful in developing the plan, providing background information for making planning decisions, or carrying out the Comprehensive Plan. However, there is no requirement that these documents be adopted *as part of* the Comprehensive Plan *unless* the City intends to apply them as review criteria for making legislative or quasi-judicial land use decisions.

A. Oversight by the Land Conservation and Development Commission

~~The Land Conservation and Development Commission (LCDC) has acknowledged the Junction City Comprehensive Plan and appendices, November 19, 1982 and the updated Transportation System Plan, and implementing land use regulations as complying with the Statewide Planning Goals in 2000. Once a plan or code document is "acknowledged" by LCDC, the City can rely on the document when making land use decisions¹.~~

The Department of Land Conservation and Development (DLCD) is responsible for reviewing amendments to acknowledged plans and land use regulations. Amendments to Junction City's adopted and acknowledged Comprehensive Plan, functional plans, background documents, and implementing land use regulations.

- Must be adopted by ordinance; and
- Require notification to the Department of Land Conservation and Development.

Under Statewide Planning Goal 2 (Land Use Planning), documents that are not "part of" the comprehensive plan must be available to the public for review and comment and must be consistent with the Comprehensive Plan. However, there is no requirement that DLCD be notified of their amendment *unless* the City decides to incorporate a specific document into the plan.

¹ ~~The Land Conservation and Development Commission (LCDC) has acknowledged the Junction City Comprehensive Plan and appendices, November 19, 1982, together with amendments on February 17, 2010 and the updated Transportation System Plan, and implementing land use regulations as complying with the Statewide Planning Goals in 2000.~~

B. ~~Appendix C: 2000 Land Needs Assessment~~

~~Appendix C was adopted as a background document to the Comprehensive Plan in 2000 by both the City Council (Ordinance 1094) and Lane County and was subsequently acknowledged by the Land Conservation and Development Commission.~~

~~Appendix C included a Year 2020 population projection of 8,130 based on an average annual growth rate of 1.9 percent. Based on this projection, Appendix C presented the results of the Year 2020 Land Needs Assessment, and included a revised residential and employment land needs analysis and buildable lands inventory for the area within the Junction City Urban Growth Boundary.~~

~~By its own terms, Appendix C specifically updated pp. 36, 37, 40-44 and 75-107 of the Comprehensive Plan as it existed in 2000. However, this appendix has limited applicability following the adoption of the 2009 Economic Opportunities Analysis (EOA). Appendix C continues to provide useful information related to population, residential land need and buildable land supply. However, in cases of conflict, the 2009 EOA supersedes the economic data and analysis in Appendix C.~~

C. ~~Anticipated Housing Needs Analysis~~

~~Appendix C includes a Year 2020 population projection, housing needs analysis and buildable lands inventory that was current as of 2000. The City is in the process of updating its coordinated population projection, housing needs analysis and buildable lands inventory. Upon adoption of these revisions, the land needs assessment found in Appendix C will have become obsolete and the Comprehensive Plan will need to be updated.~~

IV. Annexation Objectives and Policies

In order to obtain any city services a property must be annexed to the city. Also included in the definition of annexation is delayed effective date annexation, as allowed by state law. Property subject to a delayed effective date annexation may obtain city services.

A. Contiguous Annexation Policy

The city shall review annexation requests to ensure that they comply with Ordinance No. 1182 and all of the following:

1. The proposed annexation must be within the urban growth boundary (UGB); land that is inside the UGB of an acknowledged plan is consistent with statewide planning goals.
2. The development of the property must be compatible with the rational and logical extension of utilities and roads to the surrounding area.

- 3. Public facilities and services must be able to be provided in an orderly and economic manner.
- 4. The annexation must be in conformance with Oregon state law and this plan.

V. Land Use Patterns in 1980 Urbanization

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A. Housing Types General

It is a goal of this plan to establish an Urban Growth Boundary with sufficient amounts of urbanizable land to accommodate projected city expansion needs. The City shall promote land use and development patterns that sustain and improve quality of life, maintain the community's identity, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

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B. Residential Land Use

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A. —The City has a mix of residential land densities and types to meet the varying needs for different housing. The City encourages the utilization of existing vacant or partially vacant lots to promote a more compact urban growth form. The City also encourages the compatible integration of different land uses such as single- and multi-family dwellings, and mixed use residential/commercial buildings through the development and use of development standards. Chapter 9 of the Comprehensive Plan and accompanying appendices of the Comprehensive Plan identify the City's residential land needs in more detail.

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1. Single Family Dwellings

In 1980, there were 3,320 person residing in 1,391 dwelling units within the city. An additional 781 person live adjacent to the city limits and within the urban growth boundary.

One major residential node exists to the south of the city limits, and one totally developed but confined exists east of Prairie Road and South of West 1st Avenue.

Two additional low density residential areas exist to the west of the city limits where all the building lots along Vine Street are fully developed with 26 single family homes and one duplex.

The founder of Junction City platted the city in 1872 consisting of 90 acres and 450 building lots. The population of the city grew to 428 persons in 1880 (Tenth Census) but could have accommodated a population of 2,000 persons if the expected stimulus of two railroads had occurred in the early 1900's.

As additional lands were annexed the initial density of five dwelling units per acre (net) has dropped to three du/acre in specific areas of recent subdivision development. When compared to the map describing the annexation history of the city it becomes obvious that the greater density still exists within the area platted in the original plat of the city. Although the highest density is within this area, a higher percentage of land area is consumed by streets (30 percent) and alleys (12 percent). A majority of buildings within this area have front yards oriented along the north-south streets. A higher percentage of land is used for streets due to the east-west avenues creating short city blocks.

Initially this may appear to be an excessive amount of land to be used for streets. However, at least 50 percent of this area is in a transitional state from single family residential use to higher density residential and commercial land uses. The areas of greater emphasis in this trend are located along Juniper Street, East 6th Avenue, and Ivy Street.

2. Multi-family dwelling units.

The relatively good site selection opportunities for the construction of apartment complexes within the city has caused the construction of a disproportionate number of such units during the past five years. Data in the inventory compares the number and percentage of the housing stock represented by new apartments constructed during the past 10 years. The availability of sites stimulated the construction of apartment complexes in all sectors of the city except to the west and north.

It is a policy of this plan to encourage the dispersal of multi family housing land uses throughout the city in areas readily accessible to schools, parks, and shopping.

Densities of existing apartment complexes vary from 31 du/acre (3rd story) to 20 du/acre (2nd story). The present lot area requirement of the zoning ordinance is 1250 sq. ft. per dwelling unit.

It is a policy of this plan that new multi-family units shall be developed on the basis of provisions of R-2, R-3 and R-4 zoning districts. Generally, higher density R-3 and R-4 zoning shall be located along an arterial or collector street. (ORD.1094 6/27/01)

Where government assisted apartment complexes have been constructed, care has been taken by the developers to create an aesthetically pleasing environment.

It is a goal of this plan that all new multi-family complexes be developed in a manner to provide an aesthetically pleasing environment.

Implementation policy:

All new multi-family complexes are to be developed in accordance with siting standards described in the zoning ordinance.

3. Mobile Home Parks.

The full impact of mobile homes as single family dwellings has not been felt by the city. Presently, two mobile home parks exist within the city containing 72 units. Scandia Mobile Home Park comprises 62 units and is a model the city encourages future mobile home parks and mobile home subdivisions developers follow in developing a livable environment that the city can take pride in. The three mobile home parks outside the city limits but within the urban growth boundary contain 93 units and are located in an area south of West 1st Avenue and at the corner of W 18th Avenue and Oaklea Drive. These parks are considered substandard in construction and will not be annexed unless they are brought to full city mobile home park standards.

The total number of units presently inside the city represents 5 percent of the total housing stock. There has been 10 new spaces added since 1976, a four year period. Statewide, the annual growth rate for mobile homes as part of the housing stock has been 3 percent and is expected to increase in the future. The conclusion is reached based upon a city wide vacancy rate of .5 percent in mobile home spaces or vacant units and the statewide growth rate in mobile home spaces or vacant units and the statewide growth rate in mobile home living that additional mobile home spaces should be permitted within the city when developed in an aesthetically pleasing manner.

4. Modular housing (using conventional framing assembly methods)

As the cost of conventional single family housing continue to spiral, a larger percentage of the city's prospective home buyers are priced out of the single family housing market. The average 3 bedroom, 2 bath house with amenities, financed by conventional methods costs \$68,000 in 1980. The Oregon Home Builders Association estimates that only 20-25 percent of the families in need of a new house can afford to buy a new home. Modular housing offers a logical alternative to the higher costs of conventional housing. The cost per sq. ft. of living space is less to construct and yet the final product has the same appearance as a conventional wood framed house.

It is a policy of this plan to permit the siting of individual modular housing units on any residential lot within the city limits. The definition of modular housing unit is a dwelling unit assembled from parts or panels at a location other than the residential lot, transported to the site, and placed on a continuous foundation. The perimeter foundation shall carry a major portion of the structural live load.

It is a policy of this plan that the City Planning Commission may review the design of modular housing units prior to application for a building permit to insure the compatibility of the design to surrounding land uses.

B. Commercial Land Uses

The goal of the city's commercial land use category is to provide sufficient lands to continue a stable economic base for the delivery of goods and services to persons living within the Junction City area.

A majority of all businesses are located along a primary transportation route: Ivy Street, West 6th Avenue, or 1st Avenue.

A concentration of retail and professional services are located in an area described as the Central Business District. The CBD for the purposes of this plan has the following boundary description: the easterly boundary is West Front Street, the southerly boundary is West 4th Avenue, the westerly boundary is the middle of the block between Ivy Street and Holly Street, and the northerly boundary is West 8th Avenue.

A third group of businesses are located outside the CBD and are not dependent upon high visibility to automotive traffic.

1. Scandinavian Festival

The annual Scandinavian Festival is a major community event drawing crowds during its 4 day summer schedule totaling between 70,000-80,000 people. The festival allows craftsmen and vendors from throughout the state the opportunity to sell products and foods which generated \$247,000 in sales in 1980.

The Scandinavian Festival began in 1960 when the city found itself bypassed by the traffic using Interstate 5. Most of the heavy traffic previously used Ivy Street which transverses the heart of the city. Morale reached a low ebb, properties were allowed to deteriorate, and business after business closed their doors to trade. The inspiration of one man, Dr. Fletchall, and the efforts of the community helped to add new life to the business community.

A goal of this plan is that the city will continue to support the efforts of the Scandinavian Festival Association in the annual production of its festival. Further, the city supports the continued expansion and improvements the festival association plans to make to existing and future facilities.

2. Central Business District

The Central Business District is a compact area with very little vacant land for the expansion of retail stores. Occasionally, a business is displaced by a new business. The displaced business moves to a new community due to a lack of available space.

The 2009 EOA identified an economic development objective of revitalizing downtown. The City expects that that land need for sites smaller than 10 acres will be addressed through redevelopment. The majority of redevelopment in downtown is likely to be on sites smaller than two acres.

The City will need to make strategic investments that support redevelopment and to continue supporting redevelopment through City policies. One way to support redevelopment, especially in downtown, is through creation of an urban renewal district, which can provide funds for infrastructure improvements, street beautification, and other efforts to promote downtown revitalization.

The desire by business to increase their exposure to traffic could be offset by incentives such as tax differentials or special tax districts which make it more profitable to operated a business within the CBD.

Further, incentives such as reduced site development costs could be used to interest new business to located within the CBD. Construction cost reductions would occur if the city reduced the off-street parking requirement.

It is a policy of this plan for the city to consider on an individual basis the request by new businesses locating within the CBD for a reduction in the amount of off-street parking required by the zoning ordinance.

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3. Transitional land uses along Juniper Street

The potential for future commercial land use exists along Juniper Street. The construction of new commercial businesses at the northern end of that street will induce local traffic to increase. The transition of an established residential neighborhood to rentals, the construction of new office buildings, and parking lots accessory to commercial uses along Ivy Street will accelerate as traffic levels increase on Juniper Street.

~~It is a goal of this plan to designate the property along Juniper Street for commercial land use.~~

~~Implementation policy:~~

~~A transitional zoning district will be used along the west side of Juniper Street employing siting standards for new commercial land uses.~~

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~~The siting standards employed along Juniper Street will include design standards to improve the appearance of new or remodeled structures. The past construction practice of paving every vacant area of a lot not covered by buildings is unnecessary. Aesthetics are enhanced when landscaping is employed in front and side yards and the overall costs are reduced for new construction.~~

C. Industrial Land Uses

1. Major Employers

~~The 2009 EOA identifies employment by sector. In 2006 Junction City had 4,023 jobs at 216 establishments with an average firm size of 19 employees. The sectors with the greatest employees were: Manufacturing (54%), Retail Trade (19%), and Government (7%). These sectors accounted for 3,210 or 80% of Junction City's jobs.~~

~~Firms wanting to expand or locate in Junction City will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. The 2009 EOA identifies target industries that will likely locate in Junction City as a result of the state prison and hospital siting and local and regional trends. This topic is covered in more detail in Chapter 4—Economic Element and in Appendix III.~~

2. Availability of sites

~~The 2009 EOA identified availability of commercial and industrial sites in Junction City's Urban growth boundary to meet the identified 20-year land and site needs. This is covered in more detail in Chapter 4—Economic Element. Junction City has a total of 792 acres designated for employment uses in its UGB. The EOA concludes that the City has 333 acres of suitable² land designated for commercial and industrial uses within the Urban Growth Boundary (UGB). It is estimated that about 236 acres of Junction City's suitable land is constrained. The City has about 97 acres of~~

² OAR 660-009(5)(12) defines suitable as follows: "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use. In other words, suitable sites are sites that are vacant or could otherwise be expected to provide capacity for additional employment during the planning period.

~~unconstrained suitable commercial and industrial land within its UGB. The City has 6 vacant unconstrained acres in Commercial Plan Designations and 60 vacant unconstrained acres in Industrial Plan Designations.~~

~~**VI. Land Use Patterns of the Future** Urbanization began around a compact nucleus, characterized by a residential density of five dwelling units (du) per acre. Commercial growth occurred adjacent to major transportation routes, the major stimulus was the construction of two railroads. Industrial growth (83 percent total area) has occurred between the two major railroads traversing the city. Junction City is a local economy in transition. In 2006, the City had 2,154 jobs in manufacturing—the majority in RV manufacturing. By April 2009, that number had shrunk to about 100 as the industry collapsed in the wake of the global financial crisis. It is not clear at what employment level the industry will stabilize, but it seems unlikely to achieve levels observed in 2006.~~

~~While Junction City experienced substantial employment losses in 2008 and 2009, it has two major economic opportunities: (2) the State of Oregon is planning to construct a correctional facility and state mental hospital that will ultimately employ 1,800 workers; and (2) Grain Millers is proposing to construct a major facility. To capitalize on these economic opportunities, the City is proposing a UGB expansion to include sites for these two uses consistent with Goals 9 and 14.~~

~~The composition of Junction City's economy will fundamentally change over the planning period, with the development of the State Prison and Hospital and decline of the RV Industry in Lane County.~~

~~The discussion concerning where people will live in Junction City begins with a review of housing types:~~

~~A. Housing Types~~

~~1. Single family dwellings~~

~~It is envisioned that the low density land use category will provide sufficient buildable land to provide for an additional 1,066 dwelling units between 1980 and the year 2000. The most critical problem facing the housing industry at the start of this decade is the higher costs associated with this type of dwelling.~~

~~It is critical that the problem of rising construction costs be curtailed and an attempt to lower those costs be made by those responsible. The table below indicated that between 26-30 percent of the cost of the new house is land cost and costs of improvements of an additional 12 percent of the 1980 construction costs for a typical house built in Oregon.~~

**Table 4.
Construction Cost Breakdown for a Typical House
Built in Oregon in 1980**

| Cost Factor | Percent of Total Cost |
|----------------------------|-----------------------|
| Land and site improvements | 26-30 |
| Materials | 28 |
| Labor | 19 |
| Financing-Administration | 12 |
| Investment return | 14 |
| - | ----- |
| - | Total: 100 |

It is a goal of this plan to lessen the impact of rising housing costs by requiring a more efficient use of lands available and buildable for new housing.

The implementation of this goal will be carried out through provisions of the zoning ordinance which require developers to:

- a. Construct new subdivisions at a density of 5.5 units per acre (43,560 sq. ft./acre).
- b. Construct subdivisions which make use of the following features:
 - 1) Energy conserving methods such as head recovery systems, solar access, etc.
 - 2) Land is adjacent to existing public utilities.
 - 3) Utility transmission lines to serve an area larger than the project area.

Further, the city will encourage developers to:

- a. Use the Planned Unit Development provisions of the zoning ordinance for the development of large tracts of land.

~~b. Construct mobile home subdivisions designed specifically to accommodate mobile homes.~~

~~There shall be a maximum of 5.5 du/acre using conventional subdivision design methods for lot layout and street configuration.~~

~~The alternative to conventional subdivision design is the use of the Planned Unit Development concept, where even greater densities are permitted through proper design and site use. The base density for a Planned Unit Development shall be 6 du/acre of net site area. The minimum area for such a project shall be three acres unless justification can be offered for an exception to this policy. Developers may reach a maximum density of 8.5 du/acre by incorporating the three features: energy conservation, an orderly growth pattern, and excess capacity in construction of utilities. An additional .5 du/acre may be added where,~~

~~Public access by pedestrian bike paths are provided by the developers or an integral part of the city's master bike path plan is paid for by the developer.~~

~~The city envisions its housing mix to consist of 55 percent single family dwellings, 9 percent duplex, 26 percent multiple family dwellings, and 10 percent mobile homes (parks) by the year 2000. The city finds it difficult to make conclusive statements about where future other residential land uses will be located in the dominant low density residential land use category. The city does offer guidelines for the conversion of lands in the low density residential land use category to higher density residential uses. Although these conversions standards are described in the next subsection, it is possible to apply those standards to other higher density land use designations when the need factor in the buildable lands inventory (See Appendix) clearly shows a need for lands to be changed to the higher density.~~

2. Multi-Family Housing Areas

~~The costs involved in new residential construction may cause new concepts in construction to be used to satisfy the demand for multi-family housing units. The concept of attached single family dwelling units could be used to satisfy a portion of the housing needs in this category. However, the recreational and accessory space needs of such projects must be addressed at the time of application.~~

~~Housing projects which receive rental assistance through federal or state subsidies added 56 multiple family dwelling units to the city's housing stock in 1980. All units were built specifically to house the elderly of~~

~~northern Lane County. The number of units built in 1981 totaled 67 elderly housing units.~~

~~There was a total of eight conventionally financed apartment units built during the same two year period. The city supports the concept of providing affordable housing to all income groups.~~

~~It is therefore becomes the goal of the city to concentrate on providing adequate housing for all income levels. However, during this planning period, the city encourages the construction of multi-family units to satisfy the housing needs of small and medium size families.~~

~~It is a policy of this plan to support assisted rental housing projects only when the percentage of city's population in need of low and moderate income households exceeds the percentage of the city's housing stock available to those households in corresponding income groups.~~

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~~The city recognizes that it cannot create a conflict between the Comprehensive Plan Map designation and implementing zoning district for a specific area. Further, the City recognizes the need to provide an additional 52 acres of buildable lands, suitable and available for development in the Medium Density Residential land use category. However, without a detailed review of all lands presently designated by the Low Density Residential land use category, the city finds it difficult to designate additional lands in the Medium Residential land use category.~~

~~The city will consider at the time an application for annexation is received, the request by a developer to redesignate a portion of those lands presently shown as Low Density Residential land use to Medium Density Residential land use. Further, if the city finds that it will annex those lands for the proposed uses, then will rezone that area proposed for multi-family residential use to an R-2 multi-family zoning district. Final action to rezone those properties will occur when the developer has completed the construction of the project in accordance with an approved development plan.~~

~~A developer may propose that the total number of dwelling units within a project area consist of a mixture of single family dwelling units (55 percent) and multi-family dwelling units (24 percent).~~

~~Locational criteria to determine such redesignation are:~~

- ~~a. Access is provided directly to 1st Avenue, 6th Avenue, W 18th Avenue, Rose Street, or Deal Street.~~
- ~~b. City utility services and system capacity are available to service the property.~~

- c. ~~The site is located between a park or school or commercial shopping area.~~
- d. ~~The maximum area (acres) which will be permitted in each sector of the city (north-south axis, Ivy Street; east-west axis, 6th Avenue) are presented in Table 5.~~

**Table 5.
Areas Designated for Low-Density Residential Land Use Available for Multi-Family Residential Use**

| Quadrant | Low-Density Residential (acres) | Low-Density Residential available to be Multi-Family Residential | Multi-Family Residential (acres) |
|----------|---------------------------------|--|----------------------------------|
| 1 | 143.75 | 84.95 | 46.80 |
| 2 | 11.85 | 4.61 | 2.20 |
| 3 | 3.51 | 2.00 | 1.00 |
| 4 | 133.25 | 22.01 | 10.00 |
| Total: | 292.36 | 112.57 | 60.00 |

[See Appendix II for additional information and clarification.]

3. Mobile home parks

It is projected that the percentage of mobile homes comprising the city's housing stock will continue to grow each year to a total of 10 percent of all dwelling units. By the year 2000, there will be 330 mobile homes or twice the 1980 total within the Junction City Urban Growth Boundary.

The feasibility of constructing new mobile home parks involves the construction of 80 or more spaces based upon information supplied the Manufactured Housing Association. If an 80 unit/park size factor is used as a standard, then 4 such new parks could be constructed within the next 20 years. The base density for a mobile home park is described by the zoning ordinance as 8 du/acre. An example of a well-developed mobile home park is Scandia Mobile Estates. The livable atmosphere of this park houses 67 mobile homes on approximately 10 acres.

It is a goal of this plan that future mobile home park construction be based upon the model developed by the developers of the Scandia Mobile Estates.

4. Mobile Home Subdivisions

- ~~5. The state legislature has debated the legislative wisdom of requiring cities to permit mobile homes on individual lots. The city also conducted an extensive debate on that subject in 1975. It was the decision of the city at that time to only permit mobile homes in mobile home parks.~~

~~The incompatible use of materials, the lack of structural perimeter foundation, the lack of eaves, and the dissimilar design of floor plans are reasons why mobile homes are not permitted on individual lots. However, the city recognizes that the use of mobile homes as a housing type in a subdivision is a viable alternative to the spiraling costs of conventional housing construction. It therefore becomes,~~

~~A policy of this plan to permit the construction of manufactured home subdivisions at a density of six to twelve units per acre.~~

~~It is a policy of this plan to apply the recreational area standard, design team, review process, and homeowner association provisions to the Planned Unit Development zoning district to all mobile home subdivisions.~~

~~It is a policy of this plan to strictly enforce site development standards and the maintenance standards of the zoning ordinance within mobile home subdivisions.~~

BC. Commercial Land Uses

Dating back to the City's 1980 Comprehensive Plan, there has been an identified shortage of larger parcels. In recognition of this demand, the 1980 Comprehensive Plan contained the following language: "A city-wide inventory of lands designated for future commercial land use includes an adequate number of vacant lots in the 5,000 to 10,000 sq. ft. area category. However, the site selection for larger parcels is extremely limited while the demand has been high enough to cause some businesses to locate elsewhere. Testimony offered by members of the local Board of Realtors and Safeway Stores, Inc., indicate the need to conserve commercial lands in larger parcels. The need for larger parcels is further emphasized when the constraint of mid-block alleys containing utility lines serving lots along Ivy Street limits the size of buildings." The lack of sites near the downtown area resulted in policy direction in the 1980s to study areas south of the 1980 urban growth boundary near Highway 36 for possible inclusion in the city's boundary. The needs identified in the 1980s continue to be a challenge that has not been successfully addressed.

Specifically, the lack of sites to accommodate a commercial center where office, service, and retail businesses could locate on one larger site continues to be a challenge that the City seeks to address in order to meet its commercial land

needs. Chapter 4 of the Comprehensive Plan and accompanying appendices of the Comprehensive Plan identify this land need in more detail.

In order to promote the land use and development patterns that will enable the City to provide a commercial center, the City has established the following goals:

It is a goal of this plan to provide depth (distance) to the commercial areas along the major arterials serving the business areas.

It is a policy of this plan to permit the division of larger parcels when a need exists based upon the unavailability of parcels of a smaller size in other parts of the city.

It is a policy of this plan to permit the division of land into smaller parcels when a need exists based upon an immediate use.

It is a policy of this plan not to permit the division of larger parcels of commercial land into smaller parcels for speculative purposes.

~~Supportive commercial activity to the city's industrial land use area south of the 1980 urban growth boundary needs to be provided to insure a viable area for industrial use. The commercial-industrial complex located at the NW corner of Hwy 36 and Hwy 99 will be studied by the committee for possible inclusion in the city's boundary.~~

~~The relationship between commercial activity and the economic well-being of the city is not based solely upon the availability of land. Economic growth cannot be measured by the number of new jobs created by new business. It takes community effort to improve conditions. The involvement of the local Chamber of Commerce in promotion of the business community also includes as part of their effort employment of the local labor force.~~

~~C. Industrial Land Use Growth and Future Needs~~

~~1. Amendment to the 1980 Urban Growth Boundary~~

~~Although the opportunity should be provided for planned industrial growth in all communities, there is the attitude among the larger Lane County cities that industrial growth should only occur within their boundaries. Contrary to that premise is the following local community goal:~~

~~It is a goal of this text to insure that the economy of Lane County and the state benefit from land use decisions promoting industrial growth within the Junction City area.~~

As rural Lane County continues to grow, new jobs must be created to accommodate that growth. Statewide planning guidelines require that a majority of industrial growth occur within an urbanization area, or within an urban growth boundary. Those boundaries describe the planning areas for all the small cities within the county. Junction City has addressed the employments needs of people living in other areas of the county but outside the city's planning boundary. It is projected that the city's share of the countywide labor force will continue to grow.

In order to carry out its expectations, the city is developing a program which utilizes the public and private resources of the community.

The characteristics of Junction City will affect the types of businesses most likely to locate in Junction City. Junction City's attributes that may attract firms are: the likely presence of the State prison and Oregon State Hospital, the City's location along Highway 99, high quality of life, proximity to the Eugene-Springfield area, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities.

2. 2009 Economic Opportunities Analysis

The City's site needs will be different than the current distribution of employment by site size because of the siting of the State Prison and Hospital, which will account for more than half of Junction City's employment growth over the 20-year period. In the past, government employment located on small sites (less than one-quarter acre) but the State's facilities will be located on a large site (236-acre). In addition, the City needs additional land for wastewater facilities, currently expected to be located on two parcels near the existing wastewater facility.

The 2009 EOA identifies the types of businesses that are attractive to Junction City which include:

- **State facilities.** Junction City has been chosen as the future location of an Oregon State Prison and the Oregon State Hospital.
- **Manufacturing.** Junction City's attributes may attract manufacturing firms of varying sizes. The size and type of manufacturing firms that the City may attract will depend, in part, on the characteristics of the land available for development. Examples of manufacturing include agricultural equipment, high-tech electronics, recreational equipment, transportation equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.
- **Specialty food processing.** Junction City's proximity to agricultural resources and access to rail may make the City

attractive to specialty food processing firms, such as wineries, firms that specialize in organic or natural foods, and other types of food processing. If the City attracts specialty food processors, it may also attract businesses that provide services to food processors, such as bottle washing or barrel making for wineries.

- **Biofuel production.** Junction City's proximity to agricultural resources and access to rail may make the City attractive to firms producing biofuels.
- **Agricultural services.** Junction City's proximity to agricultural activities may make the City attractive to firms providing agricultural services, such as feed and equipment stores.
- **Community medical facilities.** Junction City's growing and aging population and the potential for the growth of a medical services cluster may attract new medical facilities, such as a small community hospital.
- **Services for visitors and residents.** Junction City's location in the Willamette Valley, the proliferation of wineries and agri-businesses, and events in the City and the Southern Willamette Valley may make the City attractive to tourists, especially day visitors. Firms that provide services to visitors and residents may be attracted to Junction City. Examples of these firms include: agricultural tourism, such as winery tasting rooms or tours of food processing facilities; restaurants (especially those that use local agricultural products) outdoor recreational firms; art and craft galleries; or specialty retail, such as specialty apparel or local crafts.
- **Social services.** Development of the Oregon State Hospital and Prison may attract organizations that provide services to relatives of people residing in these institutions or people recently released from these institutions.
- **Services for seniors.** The County's growing population of retirees or near retirees, may attract or create demand for health services that provide services to older people, such as assisted living facilities or retirement centers.
- **Services for residents.** Population growth and development of the State prison and hospital will drive development of retail, such as a grocery store, and government services, especially education, in Junction City.
- **Government and public services.** Junction City will continue to be the location for institutions such as Junction City municipal services and the Junction City School District. With the two state facilities locating in Junction City, there exists an opportunity for Lane Community College or other institutions of higher learning to open a campus in Junction City for job training and career development related to these industries.

~~The 2009 EOA also identified likely industry clusters to locate in Junction City. Chapter 4 and Appendix III of this plan detail existing and past employment trends and industries in Junction City and an assessment of businesses that are likely to have future growth in Junction City.~~

3. Public Utility Extension Policies

One of the factors considered in designating additional lands between the two railroads for future industrial use is the availability of access to those major transportation modes as well as direct access to U.S. Highway 99. As transportation costs continue to rise the use the services such as trucking and rail will continue to increase as an economy measure.

It is a goal of this plan to utilize existing transportation facilities to their maximum possible extent by existing and future industrial uses.

As an implementing measure:

It shall be the policy of this plan to encourage industry needing rail access to locate adjacent to existing rail lines and rail spurs. Industry not needing rail access will be required to provide the necessary rights-of-ways to other parcels or industries located on adjoining lots.

The transportation facilities within the Junction City Urban Growth Boundary have developed drainage facilities to support the structures used by different transportation systems.

Proper storm drainage systems exist throughout the city's 1977 UGB and located between the two railroads is adequately drained by an open drainage system suitable for industrial site use.

a. Wastewater disposal

The State of Oregon has incorporated in the Statewide Water Quality Plan a long range planning goal to require industrial users of municipal wastewater disposal systems to develop their own disposal systems.

The Public Facilities Element of this plan describes the city's involvement in construction facilities specifically designed for and used by industrial users. Such systems may be developed adjacent to the industrial users or adjacent to the existing municipal system.

A portion of the capacity of the existing municipal wastewater treatment facility has been used by industrial users. As the larger

industrial users discontinue using the system for industrial wastes, greater capacity can be allocated to other land uses.

b. Water service and capacity for industrial use

The city has adequate water service capacity to serve future industrial growth. The 1980 facilities study includes a section of the city's capabilities to serve all areas within the urban growth boundary.

- 1. **Water service to industrial in the growth boundary.** Water service to industrial users in the southerly extent of the UGB may be difficult and expensive to reach with the city's system and may necessitate the construction of separate facilities within a local improvement district.

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It is the goal of this plan to provide adequate capacity, transmission lines and pressure to a water system specifically designed for and used by industry.

c. Implementation of goals to develop an industrial service system for sewer and water facilities.

The actual fulfillment of the goals to provide water and sewer services to industrial users through the formation of local improvement districts will be a capital intensive program. However, this is a 20 year plan and the methods available to finance those costs could be by,

- 1. Special revenue bonds.
- 2. Special serial levy by a port district.
- 3. Use of state industrial revenue bonds.

The methods used to finance large scale improvements could involve a joint effort between industry, the county, the state, and the city.

IV. Population Growth Projections

A. Junction City UGB

Lane County adopted "county coordinated" population forecasts in June 2009.³ The county figures include a forecast for the Junction City UGB. That forecast

³ Lane County adopted the population in the *Lane County Rural Comprehensive Plan General Plan Policies 1984*, adopted June 2009.

includes assumptions about population residing in the state facilities (e.g., the prison and hospital) proposed to be built in the Junction City UGB. The adopted figures show a 2011 population of 7,194 persons and a 2031 population of 13,286. This results in a forecast for 6,092 new persons, or an increase of about 85% for the 20-year period. This results in an average annual growth rate of 3.1%.

~~The revised Year 2020 population projection of 8,130 represents an average annual growth rate of 1.0%. This projection was derived from the draft *Junction City Transportation Systems Plan*, which has been coordinated with Lane County Growth Trends within Lane County. Considerable growth has taken place in Oregon's small towns whose 1970 economy was oriented toward manufacturing industries, but nevertheless possessed some economic diversification, and which are located near a major urban center. Many factors have been cited in national studies as being related to the urban to rural population shift.~~

~~Among others, these include the changing age distribution and growing affluence of the population, the increase in service, manufacturing, and resource related employment opportunities in non-metropolitan areas, the deteriorating quality of life in large metropolitan areas, and the shrinking income gap between urban and rural areas.~~

~~Much of the movement out of the metropolitan area appears to be headed for small communities. Growth in these communities has extended beyond the planning boundaries in order to gain lower land costs and fewer governmental controls.~~

B. Growth Rate Goals and Policies

The city's anticipation that it will continue to grow at a sustained rate must be matched by its willingness to provide buildable lands and public facilities more than adequate to sustain the present growth rate. Although specific land use categories contain similar goals, in general it is,

A goal of this plan to provide an adequate amount of buildable lands to sustain growth in all sectors of the community.

An implementation method will be to review the amount absorbed by new uses in each land use category. Changes in the boundaries of specific land use categories or the urban growth boundary will be made using the review method outlined in the Citizens Involvement Element.

Chapter 4: Economic Development Element

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I. Introduction

The global economy is evolving. Nationally, this is reflected in changes over the last 30 years that have affected the composition of Oregon's economy, including Lane County and Junction City. At the national level, there has been a pronounced shift in employment from manufacturing to services. In Oregon, including Lane County and Junction City, this shift is evident in the transition from a timber-based economy to a more diverse, service-based economy. While the manufacturing sector will continue to be an important part of the County's economy, service industries like health care and government will play an increasingly important role, especially in Junction City.

When Junction City adopted its comprehensive plan and urban growth boundary (UGB) in 1982, the City had a vision of a balanced community – a community characterized by a solid employment base, a thriving retail and service core, and attractive, livable neighborhoods.

To help realize this vision, the City included large tracts of industrial land to meet two types of anticipated needs: rail-dependent industrial at the upper end of the "Industrial Triangle" and high technology industrial at the west end of town. The Land Use Element of Junction City's Comprehensive Plan documented the lack of large commercial parcels: "...the site selection for larger parcels is extremely limited while the demand has been high enough to cause some businesses to locate elsewhere. Testimony offered by members of the local Board of Realtors and Safeway Stores, Inc., indicate the need to conserve commercial lands in larger parcels. The need for larger parcels is further emphasized when the constraint of mid-block alleys containing utility lines serving lots along Ivy Street limits the size of buildings."

In the early 1980's, however, there was little awareness at the state or local level that Junction City's wetlands would severely limit planned urban development and provide open space and recreational opportunities. The notion of attracting two major state

institutions was not a consideration. Junction City saw relatively little development until the 1990s, when Country Coach relocated at the northern end of the rail industrial area and new residential development occurred east of Oaklea Drive.

It is clear today that Junction City's overall vision is being realized – but in ways that were not fully imagined at the time.

In the early 1980s, Junction City made economic development a foundation of its 20-year comprehensive plan. Although the City's efforts to attract major "high tech" development were not successful, Junction City was effective in bringing manufacturing, retail and service jobs to the community. The City's decision to include the southern industrial area within the Junction City UGB failed to attract large manufacturing firms, but allowed the City to be competitive in bringing major new employment to Junction City in the 21st Century.

In 2008 Junction City began work on a comprehensive update of this chapter based on Statewide Planning Goal 9 (Economy of the State) and an "economic opportunities analysis" (EOA) prepared by ECONorthwest. This update was occasioned by the opportunity to attract three major new employers to the community: a state hospital, a state corrections facility and a major food processing firm. All found large, flat sites along Highway 99, south of the historic community with excellent highway and rail access. These new employers are vital to Junction City's economy, especially since Country Coach (formerly the community's largest employer) recently downsized to 100 employees.

While economic conditions have recently changed dramatically, agriculture continues to be important in Lane County's economy and agricultural-related industries continue to provide economic opportunities for Junction City. In 2007, Lane County had approximately \$131 million in total gross sales from agriculture, a nearly 50% increase over the \$88 million in total gross sales in 2002. The top five agricultural products in Lane County in 2007 were: Nursery and greenhouse; fruits, tree nuts, and berries; poultry and eggs; milk and dairy; and cattle and calves. The agricultural products that had the largest increase in sales between 2002 and 2007 were nursery and greenhouse (increase of \$11.8 million or 56%) and fruits, tree nuts, and berries (increase of \$7.1 million or 107%).

While it is important to provide opportunities for new industrial and commercial employment in Junction City, it is equally important to provide an environment where existing businesses thrive. For this reason, the Economic Development Element includes strong policies to provide the services, community support and infrastructure needed to retain existing employers in the community.

This chapter includes two sections:

- "Background Information" derived from the revised 2009 EOA; and

- "Economic Development Policy" section that carries out the "Economic Development Strategy" described in the revised 2009 EOA.

This chapter replaces, in its entirety, the previous Economic Development Element of the Junction City Comprehensive Plan.

II. Background Information

The "Background Information" provided below summarizes some of the key findings of the Junction City Economic Opportunities Analysis by including a summary of:

- Junction City's Comparative Economic Advantages;
- Projected Employment Growth;
- Targeted Employment Opportunities;
- Employment Site Needs;
- Employment Land Need and Supply Comparison (2009); and
- Redevelopment Potential.

A. Junction City's Comparative and Competitive Advantages

The primary factors affecting future economic development in Junction City include its location within the Willamette Valley, availability of transportation facilities and other public facilities, quality and availability of labor, and quality of life. Economic conditions in Junction City relative to these conditions in other portions of Lane County and the southern Willamette Valley form Junction City's comparative advantage for economic development. Junction City's comparative advantages have implications for the types of firms most likely to locate and expand in Junction City.

Key local factors that form Junction City's comparative advantage are summarized below:

- **Location.** Junction City's location, proximity to agricultural activities, access to Highway 99, access to multiple rail lines, and proximity to Eugene and Springfield are primary comparative advantages for economic development in Junction City. These factors may make Junction City attractive to businesses, especially those wanting to locate in the Eugene-Springfield region.
- **Buying Power of Markets.** The buying power of Junction City and the Eugene-Springfield area forms part of Junction City's comparative advantage by providing a market for goods and services.
- **Transportation.** Businesses and residents in Junction City have access to a variety of modes of transportation: automotive (Highway 99 and local roads); rail (Union Pacific and Burlington Northern Santa Fe); transit (LTD); and air (Eugene Airport). Junction City has automotive access for commuting and freight movement along Highway 99. Junction City is located about 10 miles from Interstate 5, the primary north-south transportation corridor on the West Coast, linking Junction City to domestic markets in the United States and international

markets via West Coast ports.

Junction City has developed along Highway 99, connecting Junction City to Eugene and Springfield to the south. The capacity limitations and congestion along the section of Highway 99 identified in the 2009 Highway 99 Refinement Plan may make commuting from Eugene more difficult and may limit freight shipment along Highway 99.

- ~~Junction City has access to multiple modes of transportation. Junction City may have disadvantages in attracting businesses that need easy access to I-5 (e.g., warehousing and transportation) because of the City's distance from I-5 and capacity limitations on the Diamond Hill Road I-5 interchange. The proximity to rail in Junction City may be an advantage if there are active rail spurs from the main rail line to sites available for development.~~
- **Public Facilities and Services.** Provision of public facilities and services can impact a firm's decision on location within a region. Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Junction City's comparatively low property tax rates may attract businesses that want to locate in the Eugene-Springfield region to Junction City. Junction City views itself as a partner with major employers in providing the services needed to support economic development, which gives the City a distinct economic advantage.
- **Labor Market.** The availability of trained labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. Commuting is common in Junction City. Almost a third of Junction City's residents commute to Eugene for work, while less than one out of every seven of Junction City's workers live in Junction City.

Opportunities for workforce training and post-secondary education for residents of the Eugene-Springfield region include: the University of Oregon, Lane Community College, Pacific University, Northwest Christian College, and Gutenberg College. Junction City residents also have access to post-secondary institutions in or near Corvallis: Oregon State University and Linn-Benton Community College. ~~Lane Community College has a satellite campus in Junction City.~~

In summary, Junction City's attributes that may attract firms are: the presence of the State prison and Oregon State Hospital, the City's location along Highway 99, high quality of life, proximity to the Eugene-Springfield area, positive business climate, availability of skilled and semi-skilled labor, and proximity to indoor and outdoor recreational opportunities.

B. Projected Employment Growth

Table 4.1 is taken from the 2009 EOA and shows that Junction City's employment will grow by about 3,345 employees, a 96% increase at a rate of 3.2% annual growth between 2009 and 2029.

The employment forecast presented in Table 4.1 assumes that employment in Junction City will have two one-time employment changes: (1) Country Coach's employment will decrease to about 100 workers in 2009 (a decrease of about 1,500 jobs) and (2) development of the State Prison and Hospital will add about 1,800 jobs ~~between 2012 and 2014~~ at completion of the facilities.

Table 4.1. Forecast of employment growth in by building type, Junction City UGB, 2009–2029

| Building Type | 2009 | | 2029 | | Change 2009 to 2029 |
|-------------------|--------------|---------------|--------------|---------------|---------------------------|
| | Employment | % of Total | Employment | % of Total | |
| Industrial | | | | | |
| Industrial | 946 | 27% | 1,365 | 20% | 419 |
| Commercial | | | | | |
| Office | 418 | 12% | 683 | 10% | 265 |
| Retail | 1,241 | 36% | 1,707 | 25% | 466 |
| Other Services | 506 | 15% | 819 | 12% | 313 |
| Government | 370 | 11% | 2,253 | 33% | 1,883 |
| Total | 3,481 | 100% | 6,826 | 100% | 3,345 |

| Building Type | 2009 | | 2029 | | Change 2009 to 2029 |
|-------------------|--------------|---------------|--------------|---------------|---------------------------|
| | Employment | % of Total | Employment | % of Total | |
| Industrial | | | | | |
| Industrial | 946 | 27% | 1,365 | 20% | 419 |
| Commercial | | | | | |
| Office | 418 | 12% | 683 | 10% | 265 |
| Retail | 1,241 | 36% | 1,707 | 25% | 466 |
| Other Services | 506 | 15% | 819 | 12% | 313 |
| Government | 370 | 11% | 2,253 | 33% | 1,883 |
| Total | 3,481 | 100% | 6,826 | 100% | 3,345 |

Source: ECONorthwest [Note: Blue shading denotes an assumption by ECONorthwest]

Note: Some columns have rounding errors that result in small errors in summing.

C. Targeted Employment Opportunities

Based on information found in the 2009 EOA, the types of employment likely to be attracted to Junction City include:

- **State facilities.** Junction City has been chosen as the future location of an Oregon State Prison and the Oregon State Hospital.
- **Manufacturing.** Junction City's attributes may attract manufacturing firms of varying sizes. The size and type of manufacturing firms that the City may attract will depend, in part, on the characteristics of the land available for development. Examples of manufacturing include agricultural equipment, high-tech electronics, recreational equipment, transportation equipment, furniture manufacturing, specialty apparel, and other specialty manufacturing.
- **Specialty food processing.** Junction City's proximity to agricultural resources and access to rail may make the City attractive to specialty food processing firms, such as wineries, firms that specialize in organic or natural foods, and other types of food processing. If the City attracts specialty food processors, it

may also attract businesses that provide services to food processors, such as bottle washing or barrel making for wineries.

- **Bio-fuel production.** Junction City's proximity to agricultural resources and access to rail may make the City attractive to firms producing bio-fuels.
- **Agricultural services, and businesses.** Junction City's proximity to agricultural activities may make the City attractive to firms providing agricultural services, such as feed and equipment stores. The City may also attract businesses related to other local agricultural products, such as blueberries or processing agricultural products like grass seed.
- **Community medical facilities.** Junction City's growing and aging population and the potential for the growth of a medical services cluster may attract new medical facilities, such as a small community hospital.
- **Services for visitors and residents.** Junction City's location in the Willamette Valley, the proliferation of wineries and agri-businesses, and events in the City and the Southern Willamette Valley may make the City attractive to tourists, especially day visitors. Firms that provide services to visitors and residents may be attracted to Junction City. Examples of these firms include: agricultural tourism, such as winery tasting rooms or tours of food processing facilities; restaurants (especially those that use local agricultural products); outdoor recreational firms; performing arts theater or movie theater; art and craft galleries; or specialty retail, such as specialty apparel or local crafts. Junction City may also attract services for business or overnight visitors, such as a hotel, large recreational vehicle (RV) park, or a convention center.
- **Social services.** Development of the Oregon State Hospital and Prison may attract organizations that provide services to relatives of people residing in these institutions or people recently released from these institutions.
- **Services for seniors.** The County's growing population of people at or near retirement may attract or create demand for health services that provide services to older people, such as assisted living facilities or retirement centers.
- **Services for residents and workers in the City.** Population growth and development of the State prison and hospital will drive development of retail, such as a grocery store, department store, large-format retailers, personal services, such as bank branches or beauty salons, restaurants, and government services, especially (e.g., education), in Junction City.
- **Government and public services.** Junction City will continue to be the location for institutions such as Junction City municipal services and the Junction City School District. With the two state facilities locating in Junction City, there exists an opportunity for Lane Community College or other institutions of higher

learning to open a campus in Junction City for job training and career development related to these industries.

D. Employment Site Needs

Junction City's economic development ~~strategy includes~~ strategies include objectives to: (1) provide large industrial sites to meet regional demand for employment land, (2) increase employment in one of the regional industry clusters, and (3) recruit businesses that have higher than average wages. One way to reach these goals is to attract manufacturing firms, some of which may require sites 20 acres or larger.

Attracting these firms may require opportunity for site choice to allow a firm to find land that meets the firm's requirements. Junction City will need to provide enough sites for choice in all site sizes. Site choice, however, is especially important for businesses that will need medium-sized sites (5 to 20 acres) and large sites (20 acres and larger).

Firms wanting to expand or locate in Junction City will be looking for a variety of site and building characteristics, depending on the industry and specific circumstances. In general, all firms need sites that are relatively flat, free of natural or regulatory constraints, with good transportation access and adequate public services. The exact amount, quality, and relative importance of these factors vary among different types of firms. The Junction City EOA provides more detailed information on site requirements of targeted employment opportunities.

Table 4.2 shows Junction City site needs by general employment category for the 20-year planning period beginning in 2009. ~~This site needs estimate does not include public land reserved for the State Prison and Hospital or for expansion of the City's wastewater facility.~~

Table 4-2. Estimated needed employment sites by site size and building type employment category, Junction City, 2009 to 2029

| Building Type | Site Size (acres) | | | | | | Greater than 50 | Total Sites |
|----------------------------|-------------------|-----------|-----------|----------|----------|----------|-----------------|-------------|
| | Less than 1 | 1 to 2 | 2 to 5 | 5 to 10 | 10 to 20 | 20 to 50 | | |
| Need for 2009-2029 | | | | | | | | |
| Industrial | 3 | 3 | 3 | 2 | 1 | 2 | 1 | 15 |
| Office | 5 | 3 | 2 | 1 | 0 | 0 | 0 | 11 |
| Retail | 30 | 6 | 4 | 1 | 0 | 0 | 0 | 41 |
| Other Services | 4 | 2 | 2 | 0 | 0 | 0 | 0 | 8 |
| Government | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total for 2009-2029 | 42 | 14 | 11 | 4 | 1 | 2 | 1 | 75 |
| Need for 2029-2059 | | | | | | | | |
| Industrial | 10 | 8 | 5 | 2 | 2 | 1 | 1 | 29 |
| Office | 8 | 5 | 4 | 2 | 1 | 0 | 0 | 20 |
| Retail | 35 | 12 | 4 | 3 | 0 | 0 | 0 | 54 |
| Other Services | 7 | 5 | 4 | 0 | 1 | 0 | 0 | 17 |
| Government | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 2 |
| Total for 2029-2059 | 60 | 31 | 18 | 7 | 4 | 1 | 1 | 122 |

| Building Type | Site Size (acres) | | | | | | Greater than 50 | Total Sites |
|----------------------------|-------------------|-----------|-----------|----------|----------|----------|-----------------|-------------|
| | Less than 1 | 1 to 2 | 2 to 5 | 5 to 10 | 10 to 20 | 20 to 50 | | |
| Need for 2009-2029 | | | | | | | | |
| Industrial | 3 | 3 | 3 | 2 | 1 | 2 | 1 | 15 |
| Office | 5 | 3 | 2 | 1 | 0 | 0 | 0 | 11 |
| Retail | 30 | 6 | 4 | 1 | 0 | 0 | 0 | 41 |
| Other Services | 4 | 2 | 2 | 0 | 0 | 0 | 0 | 8 |
| Government | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Total for 2009-2029 | 42 | 14 | 11 | 4 | 1 | 2 | 1 | 75 |

Source: ECONorthwest

E. Employment Land Need and Supply Comparison (2009)

Table 4.3 shows that Junction City has about 840 acres that are designated for employment uses. There are 354 vacant employment acres, but that less than a third (103 acres) has wetlands or floodway constraints. Thus, Junction City has 251 vacant acres that are suitable for employment. 335 vacant acres, about 251 acres are vacant suitable land.

Table 4.3—Acres. Vacant land by plan designation Plan Designation, Junction City UGB, 2008

| Plan Designation | Tax Lots | Total Acres in Tax Lots | Developed Acres | Vacant Acres | |
|------------------------|------------|----------------------------|--------------------|----------------------|------------------------|
| | | | | Constrained Acres | Unconstrained Acres |
| Commercial | 307 | 134 | 112 | 2 | 20 |
| Commercial/Residential | 100 | 18 | 16 | 1 | 2 |
| Industrial | 110 | 534 | 327 | 50 | 157 |
| Professional/Technical | 2 | 85 | 0 | 15 | 70 |
| Public | 1 | 39 | 0 | 36 | 3 |
| Total | 520 | 810 | 456 | 103 | 251 |

| Plan Designation | Tax Lots | Acres in Tax Lots | Vacant Land | |
|------------------------|-----------|----------------------|---------------------|-------------------|
| | | | Unsuitable Acres | Suitable Acres |
| Commercial | 14 | 20 | 0 | 20 |
| Commercial/Residential | 14 | 2 | 0 | 2 |
| Industrial | 20 | 189 | 32 | 157 |
| Professional/Technical | 2 | 85 | 15 | 70 |
| Public | 1 | 39 | 36 | 3 |
| Total | 51 | 335 | 83 | 251 |

Source: City of Junction City GIS data; analysis by ECONorthwest and Winterbrook Planning

Note: Some columns have rounding errors that result in small errors in summing. ~~Land that is constrained with floodway or wetlands is considered unsuitable for employment uses. Vacant land that is not constrained by floodway or wetlands is considered suitable for employment uses.~~

The Junction City EOA compares employment site demand with the vacant suitable land supply within the Junction City UGB and concludes that there is sufficient suitable land within the UGB (prior to 2009) to meet identified commercial and industrial employment needs: a deficit (as of June 2009) of:

However, as

- 102 vacant suitable acres of June 2009 there is an unmet need for industrial land, 100 of which will be on a site 50 acres or larger.
- 62 vacant suitable acres of commercial land, 20 of which will be on sites 5 to 10 acres. The City's community vision for meeting the 62-acre commercial land deficit identifies two priorities for commercial uses: (1) meeting commercial land needs in a sub-regional commercial site of about 35-acres, with a mix of office, retail, and other service uses, (2) meeting specialized retail and service uses in Junction City's Downtown and on other small commercial sites in the City through infill or redevelopment of existing sites.

- 275 acres of government and public facility uses: land, with need for one 20 to 50 acre site for expansion of the City's wastewater facility and one site larger than 200 acres for development of the State Prison and Hospital.
- ~~Land for government institutional uses.~~ There is a need for public land to accommodate the State Prison and Hospital, and to expand the City's wastewater treatment system to serve these uses. The nature of these uses and their location is known. The State Department of Corrections has identified an approximately 235 acre site at the south end of Junction City's UGB to accommodate the State Prison and Hospital. The City needs an additional 40 acres outside the UGB, but adjacent to its existing wastewater treatment plant, for system expansion.
- ~~A site for Grain Millers.~~ Grain Millers needs an industrial site that is at least 45 suitable acres (after considering wetland impacts) and access to the two rail lines. There are no sites within the UGB that meet these requirements. Therefore, based on the detailed analysis in the EOA, UGB expansion south of the prison site is justified.

The City is considering establishing an urban reserve that would allow for public facilities planning to accommodate land needs through 2059. The City estimates that it will need about 354 acres of employment land to accommodate employment from 2029 to 2059.

As a result:

- Junction City has an unmet need for one approximately 100-acre industrial site, one 40-acre site for a wastewater facility, and one approximately 235-acre site for the State Prison and Hospital over the 2009 to 2029 period. Junction City will need to add approximately 375 suitable acres to its 2009 UGB to meet 20-year these employment needs.
- Junction City has unmet need for approximately 62 vacant suitable acres of commercial land, which will be met in the following ways: (1) expansion of the UGB for 35 suitable vacant acres to meet the identified need for a sub-regional commercial site and (2) through a combination of UGB expansion and redevelopment of developed land within the existing UGB.

III. Economic Development Objectives and Policies

The analysis presented in the 2009 EOA has significant policy implications for Junction City. The following objectives and policies have been incorporated into the Economic Element of the Comprehensive Plan from the EOA's "Economic Development Strategy".

Junction City's community development vision builds from the economic opportunities that are described in the Junction City EOA and economic development strategy as well as Chapter 3 of the Junction City Comprehensive Plan. Broadly, the vision articulates the city's desire to become a complete community. In short, the vision is for Junction

City to be a community that has opportunities for people to live, work, and play. Functionally, that means that the City have:

- Adequate land for the commercial uses that Junction City will need as the City grows, including providing commercial land to serve neighborhoods and businesses on the southern side of Junction City and in the surrounding rural communities that rely upon Junction City for their day-to-day service needs
- Adequate employment opportunities that sustain the population and maintain a population/employment ratio that does not result in Junction City being a "bedroom community" to the major employment centers in Lane County;
- A range of shopping and services available to meet most everyday needs of Junction City residents, together with those near by smaller communities and rural areas, such as (but not limited to) a full-service grocery stores, department store, home improvement store, other large format retail stores, personal services (e.g., a branch bank or beauty salon), restaurants, food and clothing stores;
- Recreational and entertainment facilities and activities that make Junction City an attractive place to live and work, such as a performing arts theater and movie theater;
- Medical services and other professional services for residents;
- Business support services for the State facilities;
- Services for visitors, such as hotels, a conference center, or a large Recreational-Vehicle Park;
- Opportunities for development of agri-businesses related to local agricultural products, such as wine, grass seed, blueberries, or services for agri-businesses;
- A downtown that is vibrant and vital to the community;
- Housing that is safe and affordable for Junction City residents at all income levels; and
- Public facilities and services that support the community's vision.

The City envisions having a hierarchy of commercial sites to provide opportunities for the uses described above. Junction City will require some relatively small sites in downtown, residential neighborhoods, and along Highway 99, to accommodate demand from businesses with those specific size and location needs. The relatively small-scale commercial uses along Highway 99 are those businesses located south of the City that already serve the City. Junction City will also require a sub-regional commercial center to provide opportunity for commercial business that need to locate in a commercial center or have special siting requirements (e.g., direct access to major transportation corridors or high visibility sites) can locate. The need for this range of sites and the characteristics of different types of sites is described in the EOA.

The economic development program for Junction City can be summarized as follows:

- Revitalize downtown by encouraging the development of a couplet on Highway 99 and adopting strategies to encourage redevelopment and infill on under-utilized sites;
- Take advantage of immediate economic opportunities (the state correctional facility and hospital and Grain Millers) by expanding the Urban Growth Boundary (UGB) to include the proposed sites of these major employers;
- Provide a site for a sub-regional commercial center of approximately 35 acres in the southern part of Junction City;
- Create a complete community that provides housing, retail, and services and is attractive to households that have workers at the state facilities and Grain Millers.

The City's overall economic goals are to:

- A. **Support economic growth and diversification to attract and retain higher wage and professional jobs to the community.**
- B. **Provide suitable sites for targeted employment opportunities identified in the Junction City EOA.**

Objective 4.1: Provide an adequate supply of sites of varying locations, configurations, and size, to accommodate industrial and other employment over the planning period.

The EOA identifies the size and characteristics of sites needed in Junction City for employment uses over the planning period. The City is committed to providing an adequate supply of land for employment uses.

Policies:

- 4.1.1 Provide an adequate supply of suitable sites as identified in this chapter and the 2009 EOA to meet long-term employment needs.
- 4.1.2 Provide commercial land to meet the site characteristics and site sizes described in the EOA— by: (a) increasing commercial land-use efficiency by promoting infill or redevelopment; (b) bringing new land into the urban growth boundary; (c) through both infill/redevelopment and bringing new land into the urban growth boundary.
- 4.1.3 Provide industrial land that has the site characteristics (in terms of size, topography, and proximity) described in the EOA.
- 4.1.4 ~~Recognize~~Recognizing that approximately ~~one-third~~half of the City's ~~city's~~ employment land supply has hydric soils, the City will coordinate with the Department of State Lands to facilitate the use of off-site wetland constraints mitigation banks to: (a) allow for effective mitigation of the loss of wetland functions and address this issue through the Goal 5 process upon

~~completion of the Local Wetlands Inventory values; (b) encourage efficient land use and provision of urban services; and (c) maximize the community's economic development potential.~~

- 4.1.5 Work with property owners and their representatives to ensure that prime development sites throughout the City and Urban Growth Boundary are (a) ready to develop and marketed effectively; and (b) protected for their intended employment uses.

Objective 2: Provide large industrial sites to meet regional demand for employment land.

The EOA identifies the size and characteristics of sites over 50 acres needed in the Eugene-Springfield region for employment uses over the planning period. Junction City has the opportunity to designate employment land to meet regional employment land needs, in part as a result of infrastructure expansion from construction of the State Prison and Hospital. The City is committed to providing suitable employment sites to meet some of these regional employment needs.

Policies

- 4.2.1 Provide large sites (50 acres or more) to meet regional industrial land needs. These sites must be located along the Highway 99 corridor, and should be readily serviced with water and sanitary sewer and have relatively few wetlands. ~~One site must~~ or more sites should have access to the rail lines that run parallel to the Highway 99 corridor ~~to accommodate Grain Millers.~~
- 4.2.2 Designate large sites for industrial uses and limit land divisions to preserve the large sites for industrial uses over the planning period.
- 4.2.3 The City is committed to expanding the 2009 UGB in accordance with Statewide Planning Goals to provide for large employment sites as called for in this chapter and the 2009 EOA. Junction City's unmet employment land needs are for ~~one large site with at least 45 suitable acres (after accounting for wetlands) to accommodate the specific siting requirements of Grain Millers.~~ three larger sites: (a) A 100-acre industrial site; (b) A 40-acre site for expansion of the City's wastewater facilities; and (c) A 235-acre site for the State Prison and Hospital.
- ~~4.2.4 The City is committed to expanding the 2009 UGB to provide land for (a) a 40-acre site for expansion of the City's wastewater facilities; and (b) a 235-acre site for the State Prison and Hospital.~~

Objective 4.3: Reserve sites over 20-acres for special developments and industries that require large sites.

There are comparatively few large sites available for development in the Southern Willamette Valley and no sites that are large, flat and relatively free of wetlands in the Eugene-Springfield region. The City should preserve large sites with access to Highway 99 and rail to provide opportunities for industries and development that require large sites.

Policies

- 4.3.1 Designate land for industrial or business parks to provide opportunities for development of business clusters for related or complementary businesses.
- 4.3.2 The City shall protect large industrial and government employment sites for their intended uses as stated in the 2009 EOA.

Objective 4.4 Develop a new commercial center

The City wants to develop a new commercial center with a mixture of commercial uses, including: office, service, accommodation and recreation, and retail. The purpose of the commercial center is to grow and attract new businesses that provide jobs in Junction City, as well as goods and services to people living in and around Junction City and to visitors to the City, making Junction City a more self-contained city. This commercial center could serve the people living in rural areas around Junction City, as well as residents of the City.

The types of office businesses that may choose to locate in the commercial center may be those related to State facilities (e.g., nonprofit organizations associated with the State Hospital) or other businesses located in or near the City, businesses related to the regional industrial clusters, or businesses that prefer to locate in a smaller city. These businesses may serve residents and workers in Junction City, as well as those in nearby rural communities. The service and retail businesses could include (but are not limited to): a grocery store, a dry goods/drug store, a home improvement store, a general merchandise store, agri-businesses (e.g., wine tasting room) a hotel, an RV park, conference center, businesses providing entertainment and recreation (e.g., a theater or movie theater), medical services, personal services (e.g., a branch bank or beauty salon), restaurants, a service station, as well as offices with professional services. . These stores may include large-format retail, department stores, or smaller businesses that prefer to locate in a commercial center.

Policies

- 4.4.1 Designate a site for a commercial center. This site should have direct visibility and access to Highway 99 and, if practical, direct access to other major roads that connect Junction City with nearby rural communities. The site should be located near to residential areas in the City to allow for easy access to the site for residents of the City.

4.4.2 Develop the commercial center in an area where municipal services are readily available and easily provided.

4.4.3 Develop the commercial center in the southern part of Junction City, where it is accessible from the State facilities, Grain Millers, and households and businesses on the south side of the city and near transportation corridors serving neighboring rural areas.

4.4.4 Work with Chamber of Commerce and community groups to attract desirable businesses, as part of Objectives 8 and 9.

Objective 5: Capitalize on infrastructure investments that are required to service the State facilities.

Public infrastructure and services are necessary to support any economic development strategy. If roads, water, sewer, and other public facilities are unavailable or inadequate, industries will have little incentive to locate in a community. The State is funding the majority of the costs to develop sanitary sewer and water service south of the City along Highway 99 to the sites of the State Prison and Hospital. The City should capitalize on the opportunities for employment uses along Highway 99.

Policies:

4.5.1 4.4.1—Maximize development of infrastructure associated with construction of the State Prison and Hospital to provide infrastructure to sites along Highway 99 in the southern part of Junction City. This includes over-sizing water and wastewater pipes and enhancing transportation capacity along Highway 99 and other local roads where possible.

4.4.24.5.2 Coordinate capital improvement planning with land use and transportation planning to coincide with the City's Economic Development Strategy.

4.4.34.5.3 Make use of public-private development agreements to ensure cost recovery prior to financing public improvements.

4.4.44.5.4 Efficiently use existing infrastructure by promoting development, infill, re-use, and redevelopment for commercial and industrial uses and developing strategies and incentives to stimulate private investment that overcome anticipated impacts or downturns in the local economy.

4.4.54.5.5 Promote and provide information on infrastructure availability on a site-by-site basis so that developers are able to readily assess infrastructure availability on any given site.

~~4.4.5 Consider the use of urban renewal funding and local improvement districts to fund public improvements where appropriate.~~

Objective 4.56: Take advantage of the opportunities presented by development of the State Prison and Hospital in Junction City.

Development of the State Prison and Hospital presents Junction City with unprecedented opportunities for economic development. Workers at the facilities may

choose to live in Junction City, which would reduce commuting within the region, increase local demand for goods and services, and increase property taxes. Firms that provide goods or services needed at the facilities may choose to locate in Junction City. The benefits of the facilities will increase with increases in the amount of workers that choose to live in Junction City.

Policies

| 4.5.14.6.1 Provide opportunities for affordable workforce housing in Junction City by allocating land for a variety of housing types, including small-lot single-family housing, townhouses, and multifamily housing.

| 4.5.24.6.2 Work with Lane Community College to develop workforce training programs for potential employees of the State Prison and Hospital.

| 4.5.34.6.3 Encourage development of services to support the ~~facilities and facilities'~~ workers ~~are the~~ and visitors to facilities, such as social service agencies, financial firms, or retail stores.

| **Objective 4.67: Encourage employers to locate in downtown Junction City, when appropriate.**

| Continue to encourage residential and commercial redevelopment in downtown. The types of commercial opportunities that are most appropriate for downtown are small-scale office and boutique service and retail businesses. Redevelopment of downtown Junction City provides opportunities to use land more efficiently and to minimize the costs of providing infrastructure.

Policies

| 4.6.1 Consider the creation of an urban renewal district to (a) promote infill and redevelopment in downtown Junction City, (b) facilitate property consolidation, (c) provide the infrastructure and services that businesses need to operate in downtown Junction City, and (d) to promote investments in existing buildings to make downtown more attractive.

| 4.6.24.7.1. Encourage development of mixed-use housing in downtown through the use of the Revolving Loan Fund.

| 4.6.34.7.2. Develop a marketing strategy to attract businesses to downtown Junction City, including providing low-cost assistance for businesses moving to downtown and attracting visitors to visit downtown, rather than passing through Junction City on Highway 99.

| 4.6.4.4.7.3. Support strategic investments in Downtown Junction City and along Highway 99 to encourage: (a) redevelopment of under-utilized commercial lots for more intensive retail uses, such as a grocery store or large format retailer; and (b) redevelopment of underused industrial land adjacent to existing commercial or residential uses for commercial uses. reinvestment in existing

buildings to make downtown more attractive.

~~4.6.5 Encourage redevelopment of commercial land and smaller industrial sites to: (a) increase land use efficiencies; (b) minimize the cost of providing urban services; (c) revitalize downtown and encourage businesses investment; and (d) decrease vehicle miles traveled and increase energy efficiency.~~

Objective 4.78: Support and assist existing businesses in Junction City.

Junction City's existing businesses are important to the City's continuing economic well-being.

Policies:

~~4.7.14.8.1~~ Develop and implement an outreach strategy to determine how the City can assist existing businesses.

~~4.7.24.8.2~~ Encourage self-help methods and programs for business districts such as the formation of business associations and special self-assessment districts for parking and economic improvement.

~~4.7.34.8.3~~ Continue to provide support for local businesses and industry, such as the City's Revolving Loan Fund and Community Development Fund.

~~4.7.44.8.4~~ Support the co-location of residential and commercial uses in existing buildings by providing financial assistance for necessary building upgrades to meet requirements in the City's building code, such as improvements to meet seismic standards.

~~4.7.54.8.5~~ Recognize and work with property owners to address the following substantial development limitations for industrial sites situated between the railroad tracks east of Highway 99, making them unattractive for most urban uses: (a) their long, thin configuration; (b) limited access to Highway 99 due to existing at-grade rail crossings; (c) wetland constraints; and (d) high costs of extending City water and sewer line beneath Highway 99 and rail rights-of-way.

Objective 4.89: Market Junction City to new businesses

The City should seek to attract businesses through marketing the business opportunities present in the City. The City should focus marketing efforts on businesses that would benefit from locating in Junction City, such as businesses that need agricultural products produced in Lane or Linn counties.

Policies

~~4.8.14.9.1~~ Work collaboratively with the Chamber of Commerce and community groups, such as Energize Junction City, to attract desirable businesses.

4.8.24.9.2 Work with Lane Metro Partnership, the Oregon Economic and Community Development Department, and other regional and state agencies to market large industrial sites to businesses that would be likely to locate in Junction City.

Objective 4.910: Increase the potential for employment in one of the regional industry clusters.

The EOA targets regional clusters that include: Agricultural Products, Processed Food and Beverage, Health Care, Communication Equipment, Information Technology (Software), Metals (Wholesalers), Wood & Forest Products, and Transportation Equipment. Junction City may have opportunities to promote development of businesses in these clusters, especially firms that complement or support the State Prison and Hospital and firms that use locally available natural resources (e.g., lumber, winemaking, grass seed, hazelnuts, and other agricultural products).

Policies

4.9.14.10.1 Provide the services, infrastructure, and land needed to attract businesses within regional industry clusters, to increase connectivity among businesses.

4.9.24.10.2 Encourage development of support businesses for the State Prison and Hospital, such as specialized learning and training centers, medical services, social service providers, short-term overnight accommodations, and other services.

4.9.34.10.3 Encourage development of the value-added agri-business cluster that depends on agricultural products produced in Lane, Linn, and other nearby counties, such as bio-fuel processing, natural or organic food processing, a farmer's market, or winemaking and supporting activities.

4.9.44.10.4 Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.

4.9.54.10.5 Promote development of support businesses for business clusters, such as specialized suppliers, restaurants, financial institutions and other services.

~~4.10.6 Adopt a Business Park zone to accommodate light industrial and service commercial uses in a master planned setting.~~

~~4.10.7 Re-designate the Professional Technical site served by Oaklea Drive as a business park, with mixed light industrial, office and neighborhood commercial zoning in a master planned setting.~~

Objective 4.1011: Increase the potential for tourist-related economic activities.

Tourism results in economic activity, especially in the service industries like retail, food services, and accommodations. As noted in the EOA, the direct economic benefit of lodging tax receipts from overnight accommodations to Junction City in 2007 was \$260,000. Junction City could increase tourism through growth of businesses that bring tourists to the City and through increased marketing.

Policies

4.11.1 Support activities that are likely to attract visitors to Junction City.

~~4.10.14.11.2~~ Encourage development of businesses that are tied to Junction City's history and agricultural context, such as farmers market, wine tasting, and arts and crafts related to the City's history or food processing facilities that use local products.

~~4.10.24.11.3~~ Encourage the development of businesses that support the arts, such as galleries and a performing arts center.

~~4.10.34.11.4~~ ~~Build~~ Support and build off of existing events, such as the Scandinavian Festival and ~~Oregon Country Trials~~ Function 4 Junction, and support development of new events to attract visitors to the City.

~~4.10.44.11.5~~ Ensure that the factors that are likely to attract visitors to Junction City are protected and enhanced, such as community's environmental quality and natural beauty.

Objective 4.412: Recruit businesses that provide opportunities for entering the workforce or pay higher than average wages for the region.

~~Maintaining and creating high-wage jobs~~ Developing a skilled workforce requires providing opportunities both for entering the workforce and jobs that high-wage. The types of businesses that provide opportunity for entering the workforce may be different than businesses that pay higher than average wages. Having both types of opportunities is important for the development of Junction City's economy. Economic development recruitment efforts the City engages in should target high-wage jobs.

Policies

~~4.11.14.12.1~~ Work with Lane Metro Partnership and other economic development organizations to target and recruit businesses: (a) with above average wages (as reported by the Oregon Employment Department); (b) that provide opportunities for entering the workforce, (c) benefits such as health insurance, especially for part-time employees; and/or (ed) job advancement or ownership opportunities.

~~4.11.24.12.2~~ Work with local agencies to meet workforce needs such as: training and education, job placement, job advancement, or local expansion of businesses that are less subject to boom and bust cycles.

~~4.12.3~~ Coordinate with community economic development organizations to develop a coherent and effective marketing program.

Objective 13: Encourage businesses to develop and operate in a manner that enhances the character of the community, minimizes impacts on surrounding development, and respects the natural environment.

As members of the community, businesses should be corporate stewards of the environment as well as good neighbors to adjacent less intensive uses. In some instances, economic activities may create impacts on surrounding development because of the way the business functions or building location and site design.

Impacts may include open storage, large structures, poorly maintained grounds, parking lots, signs, exterior lighting, noise, air or water pollution, and pedestrian or vehicular traffic and may be especially noticeable along transition areas of commercial areas.

These adverse visual or other impacts created by economic activities should be minimized through development standards that maintain the character of adjacent development. Development standards should ensure that outdoor storage areas, parking lots, and structures are adequately buffered with landscaping or some other appropriate means, and that on-site debris and waste are removed. Landscaping, both within and around the edges of development, can serve to provide visual screening and separation, as well as help to decrease surface runoff. Additional standards may include appropriate setbacks, open space requirements and building design guidelines.

4.11.34.13.1 Establish development standards that promote attractive commercial areas and reflect the distinctive role of each area.

JUNCTION CITY RESIDENTIAL BUILDABLE LANDS INVENTORY

This housing needs analysis provides the technical analysis to update the Housing (Goal 10) element of the Junction City Comprehensive Plan. The City desires to determine the housing need for a 20-year planning horizon in order to determine (1) whether sufficient residential land exists to meet the 20-year needs, and (2) to review housing policies to ensure the city is meeting the needs of current and future residents.

Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local comprehensive plans and policies that address housing must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of all households. This section presents the results of the Junction City residential buildable lands inventory.

FRAMEWORK FOR THE RESIDENTIAL BUILDABLE LANDS INVENTORY

The residential lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development.

This section presents results of the *residential* buildable lands inventory for the City of Junction City.¹ The results are based on analysis of Geographic Information System (GIS) data provided by City of Junction City and Lane County Assessment data. The analysis also used aerial orthophotographs for verification.

The first step of the residential buildable lands inventory was to identify the “land base.” The land base includes all lands in the Junction City UGB that are either fully or partially within a residential plan designation. The following plan designations were included in the residential land base:

Junction City Comprehensive Plan Designations

- Medium Density Residential
- Low Density Residential
- High Density Residential (proposed)
- Residential-Commercial

¹ The Commercial and industrial buildable lands (CIBL) inventory is presented as part of the Economic Opportunities Analysis; ECONorthwest, October 2009.

Property Class codes from the Lane County Assessor's Office and the LCOG address database were used to help determine if a property is vacant and what type of structure (if any) is present on the land. Property Class is a three digit code to define the current use of the land (residential, commercial, industrial, multi-family, etc) and whether is vacant or developed. The address database is a comprehensive list of all addresses in Lane County.

A key step in the residential buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories:

- *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than \$1,000.
- *Partially Vacant Land.* This category includes parcels with a single-family dwelling that are 0.5 acre or larger. In some instances individual tax lots meeting these criteria were classified as developed because the location of the dwelling precludes land division, e.g. structure built on top of property line. This reclassification only occurred on some lots between 0.5 and 0.75 acre.
- *Developed Land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.
- *Master Planned Land.* Land in an approved master plan area. This includes land in "The Reserve" development that is not yet platted.

The initial classifications provided a starting point. The next step in the process was verification. City staff and ECONorthwest spent considerable effort to review and verify land classifications. Verification steps included review of classifications on top of 2008 aerial photographs and cross referencing data with LCOG land use and address data. The land classifications were then reviewed by City staff to "ground truth" the classifications.

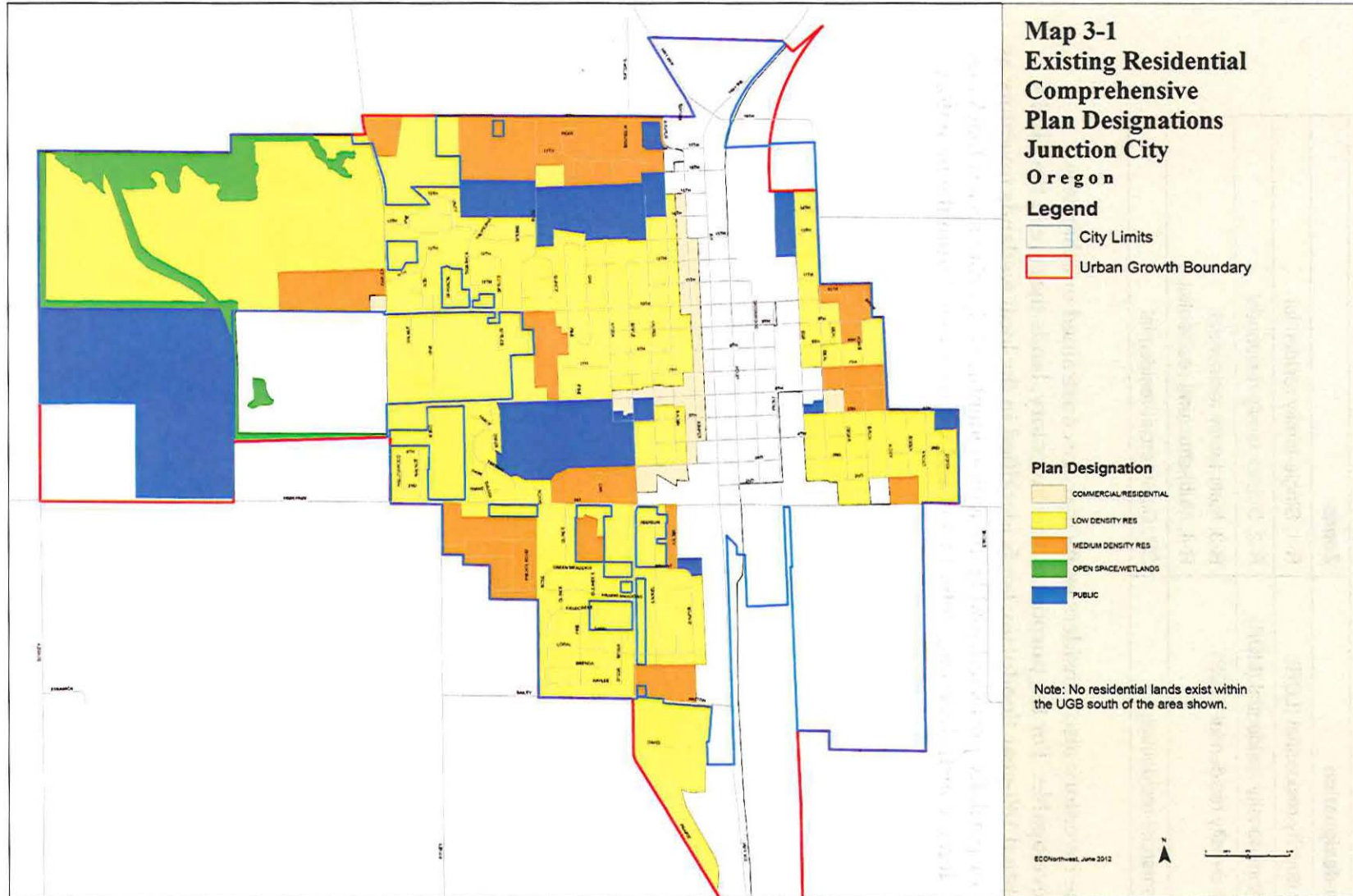
The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Junction City UGB. Public and semi-public lands are generally considered unavailable for development. Map 1 shows *residential* lands by existing plan designation within the Junction City UGB. Map 2 shows *residential* lands by proposed plan designation within the Junction City UGB. The city proposes to create a new high-density residential (HDR) plan designation. Figure 1 shows the relationship between plan designation and zoning for the proposed plan amendments.

Table 1. Relationship between residential plan designations and zoning

| Plan designation | Zones |
|----------------------------------|--|
| Low density residential (LDR) | R-1, Single-family residential |
| Medium density residential (MDR) | R-2, Duplex family residential |
| High density residential (HDR) | R-3, Multi-family residential R-4, Multi-structural residential |
| Commercial-residential | CR, Commercial-residential |

The inventory also considers lands that are constrained or otherwise undevelopable. For the purpose of this inventory, lands that are in the FEMA identified 100-year floodplain, lands identified in the local wetlands inventory as fully or partially protected, and lands within identified riparian area setbacks were considered constrained and unbuildable and were removed from the inventory.

Map 1. Residential Plan Designations, Junction City UGB, May 2012



The residential buildable lands inventory is part of a larger review of the Junction City Comprehensive Plan. The City spend several years on the update and gathered input through an extensive community stakeholder process through a group called the Citizen Comprehensive Planning Committee (CCPC).

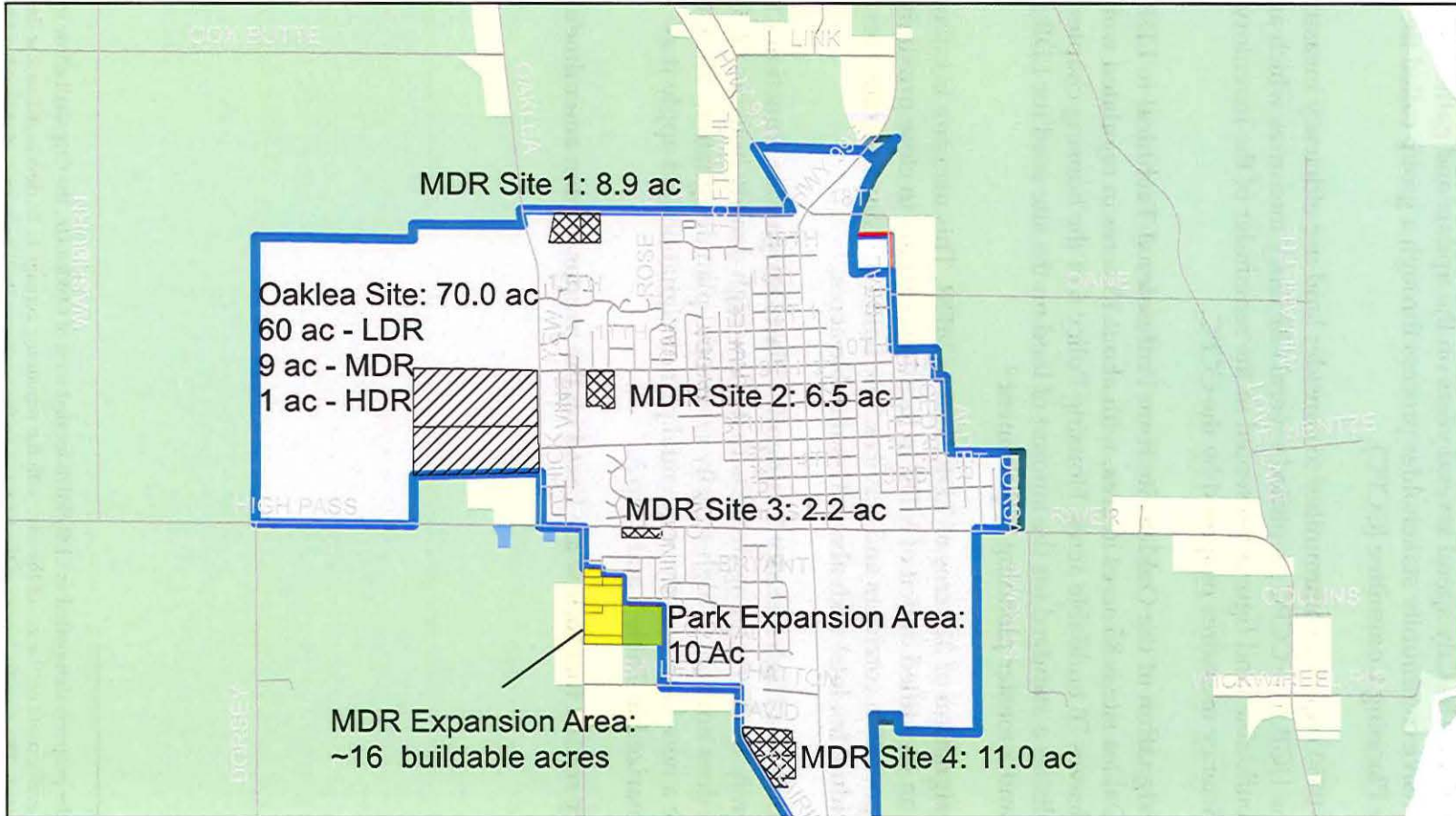
OAR 660-024-0050 requires communities to consider land use efficiency measures prior to expanding the UGB. The CCPC identified several efficiency measures which are shown in Map 2. The buildable land figures presented in the remainder of the inventory include the land use efficiency measures proposed by the CCPC:

- **Redesignation of the Oaklea site from Professional-Technical to LDR/MDR.** The Oaklea site is 85 acres in area, with about 15 acres in regulated wetlands. This leaves 70 buildable acres. Housing Policy 6 of the housing chapter establishes a standard for the amount of land on the site used for LDR/MDR uses and a master planning requirement.²
- **Redesignation of 32 acres of LDR land to MDR.** This measure is intended to meet an identified deficit of MDR in locations that are in close proximity to transportation corridors and services. The land is in four separate sites (9 individual tax lots) with about 31 buildable acres.
- **Creation of a High Density Residential Plan Designation.** Junction City currently has two zoning districts that allow high density housing (R-3 and R-4), but it does not have a high-density residential plan designation. The City will create a new high density residential plan designation and apply it as summarized in Table 1 and Map 3.

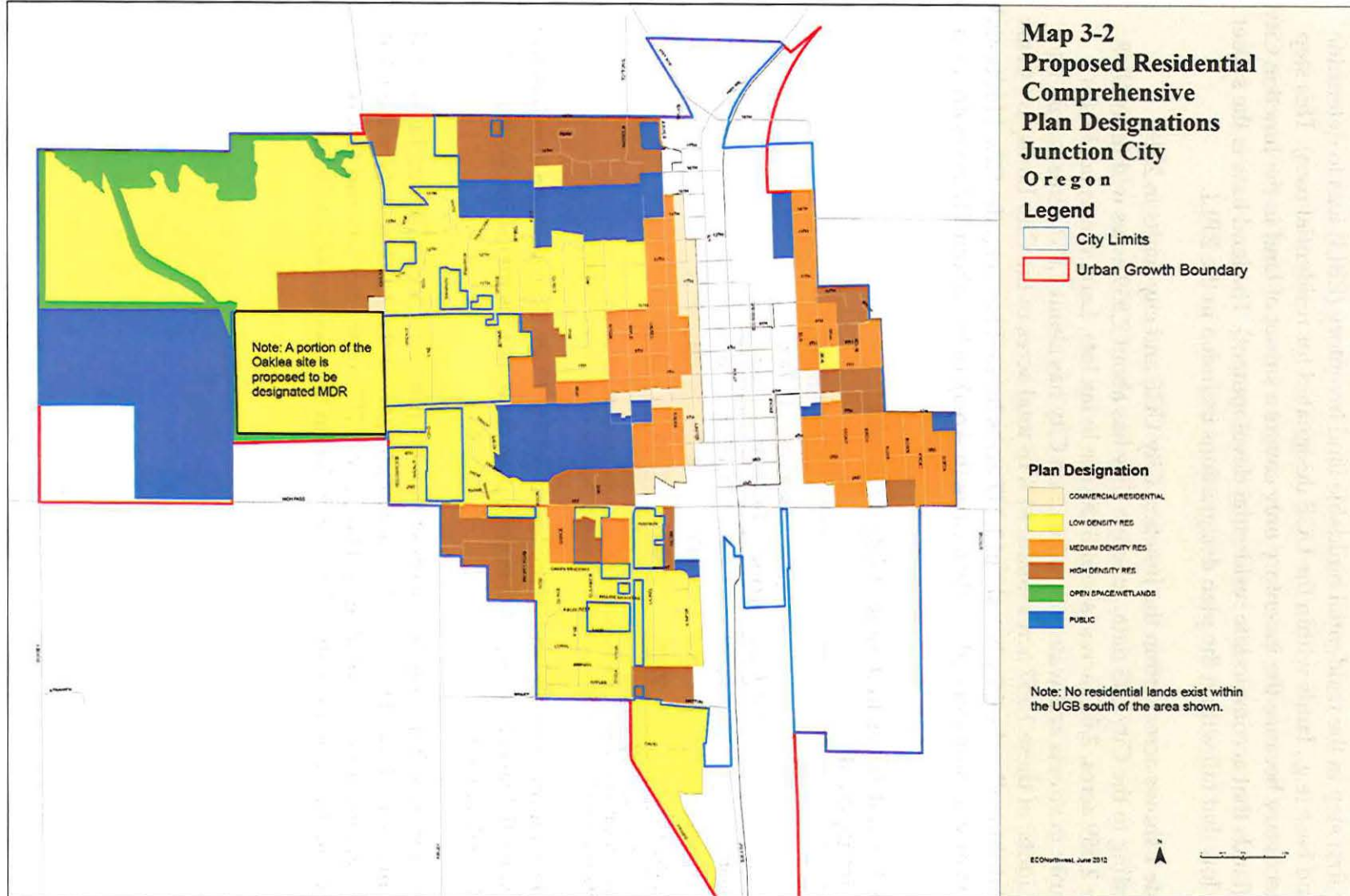
The inventory results that follow are based on the proposed plan amendments show in Map 2.

² Policy 6: For the property designated as LDR/MDR located west of Oaklea Dr., the City shall allow medium density residential development on 9 acres of the site, with the remaining acreage to be developed as low density residential development. The specific layout of the housing on the property shall be approved through a Master Plan.

Map 2. Proposed Residential Efficiency Measures, Junction City UGB, June 2012



Map 3. Proposed Residential Plan Designations, Junction City UGB, June 2012



RESULTS

The first step in the residential buildable land inventory (RBLI) was to determine the land base (e.g., lands within the UGB designated for residential uses). This step was necessary because the inventory only covers a subset of land in the Junction City UGB (lands that accommodate residential development). The land base is the subset of tax lots that fall within the plan designations included in the RBLI.

Table 1 shows acres within the Junction City UGB and city limits in 2010. According to the City GIS data, Junction City has about 2,559 acres within its UGB. Of the 2,559 acres, 2,083 acres (about 81%) are in tax lots. Land not in tax lots is primarily in streets and waterways. Junction City has about 1,433 acres within its City Limits; of these 1,157 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 1,117 acres located between the City Limits and Urban Growth Boundary (the Urban Growth Area); of this about 917 acres are in tax lots.

Table 1. Total Acres in Junction City UGB and City Limits, 2010

| Area | Tax Lots | Total Acres | Acres In Tax Lots | Percent In Tax Lots |
|-------------------|--------------|--------------|-------------------|---------------------|
| City Limits | 2,283 | 1,433 | 1,157 | 81% |
| Urban Growth Area | 209 | 1,117 | 917 | 82% |
| Total UGB | 2,492 | 2,559 | 2,083 | 81% |

Source: City of Junction City GIS data; analysis by ECONorthwest
 Note: Urban Growth Area is the unincorporated area between the City Limits and Urban Growth Boundary; the UGB does not include 8.5 acres within the city limits but outside the UGB.

Table 1 summarizes all land in the Junction City UGB. The next step is to identify the residential land base (e.g., lands with plan designations that allow housing or “residential lands”).

Table 2 shows that about 877 acres within the Junction City UGB is included in the residential land base. The data also show that 1,960 of the 2,492 tax lots in the UGB are designated for residential uses. Thus, about 79% of the tax lots and 42% of the land within the Junction City UGB is included in the residential land base.

Table 2. Acres in residential plan designations, Junction City UGB, 2010

| Area | Value |
|--|-------|
| Junction City UGB | |
| Number of Tax Lots | 2,492 |
| Acres in Tax Lots | 2,083 |
| Junction City Residential Land Base | |
| Tax Lots in Residential Designations | 1,960 |
| Acres in Land Base in Residential Designations | 877 |

Source: City of Junction City GIS data; analysis by ECONorthwest

Table 3 shows residential acres by classification (e.g., the classifications described on pages 3 and 4) and constraint status for the Junction City UGB in 2010. Analysis by constraint status (the table columns) shows that about 309 acres are classified as built or committed (e.g., unavailable for development), 237 acres were classified as constrained, and 332 were classified as vacant buildable.

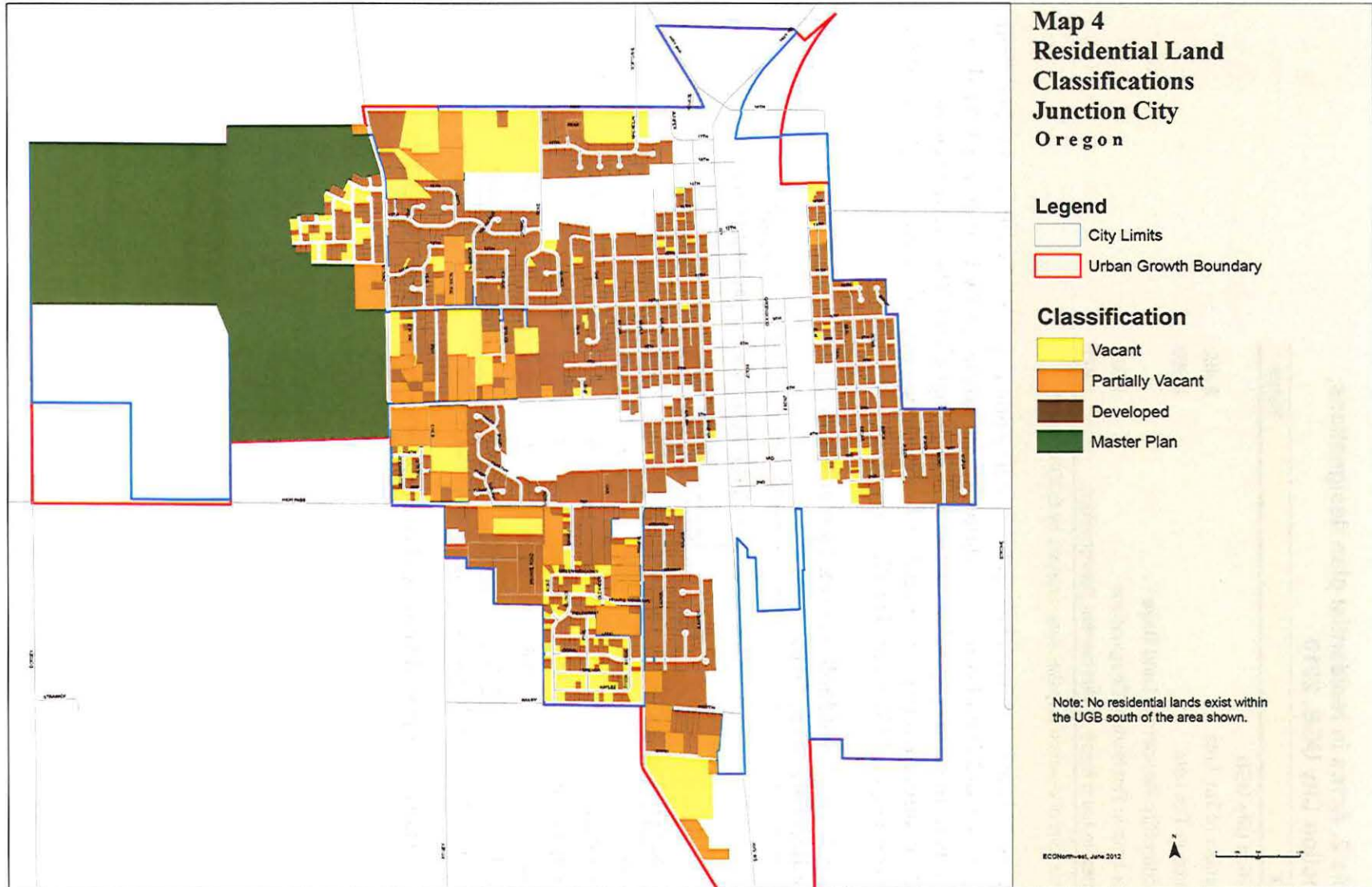
Table 3. Total residential acres by classification, Junction City UGB, 2010

| Plan Designation | Acres in | | Land Not Available For Housing | | Land Available For Housing |
|------------------|--------------|------------|--------------------------------|-------------------|----------------------------|
| | Tax Lots | Tax Lots | Developed Acres | Constrained Acres | Buildable Acres |
| Developed | 1632 | 386 | 295 | 91 | 0 |
| Master Plan | 6 | 299 | 0 | 129 | 170 |
| Partially Vacant | 56 | 88 | 14 | 4 | 70 |
| Vacant | 266 | 105 | 0 | 13 | 91 |
| Total | 1,960 | 877 | 309 | 237 | 332 |

Source: City of Junction City data; analysis by ECONorthwest

Map 4 shows residential land by classification in the Junction City UGB.

Map 4. Residential Land by Classification, Junction City UGB



Vacant buildable land

The next step in the buildable land inventory is to subtract out portions of vacant tax lots that are unavailable for development. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical constraints (in this instance areas with wetlands or in the floodway).

Table 4 shows vacant land by development and constraint status. The data show that of the 491 acres of vacant and partially vacant residential land, 160 are developed or unconstrained and considered available for development.

Table 4. Vacant and Partially Vacant residential land by constraint status, Junction City UGB, 2010

| Plan Designation | Tax Lots | Total Acres in Tax Lots | Acres Unavailable for Housing | | |
|------------------|------------|-------------------------------|----------------------------------|----------------------|------------------------|
| | | | Developed Acres | Constrained Acres | Unconstrained Acres |
| Master Plan | 6 | 299 | 0 | 129 | 170 |
| Partially Vacant | 56 | 88 | 14 | 4 | 70 |
| Vacant | 266 | 105 | 0 | 13 | 91 |
| Total | 328 | 491 | 14 | 146 | 332 |

Source: City of Junction City GIS data; analysis by ECONorthwest

Table 5 shows vacant land by plan designation. The results show the majority of vacant, unconstrained residential land is in the Low-Density Residential designation (252 of 332 vacant, unconstrained acres). About 45 vacant unconstrained acres are designated Medium-Density Residential, less than one acre Commercial-Residential, and 34 High Density Residential.

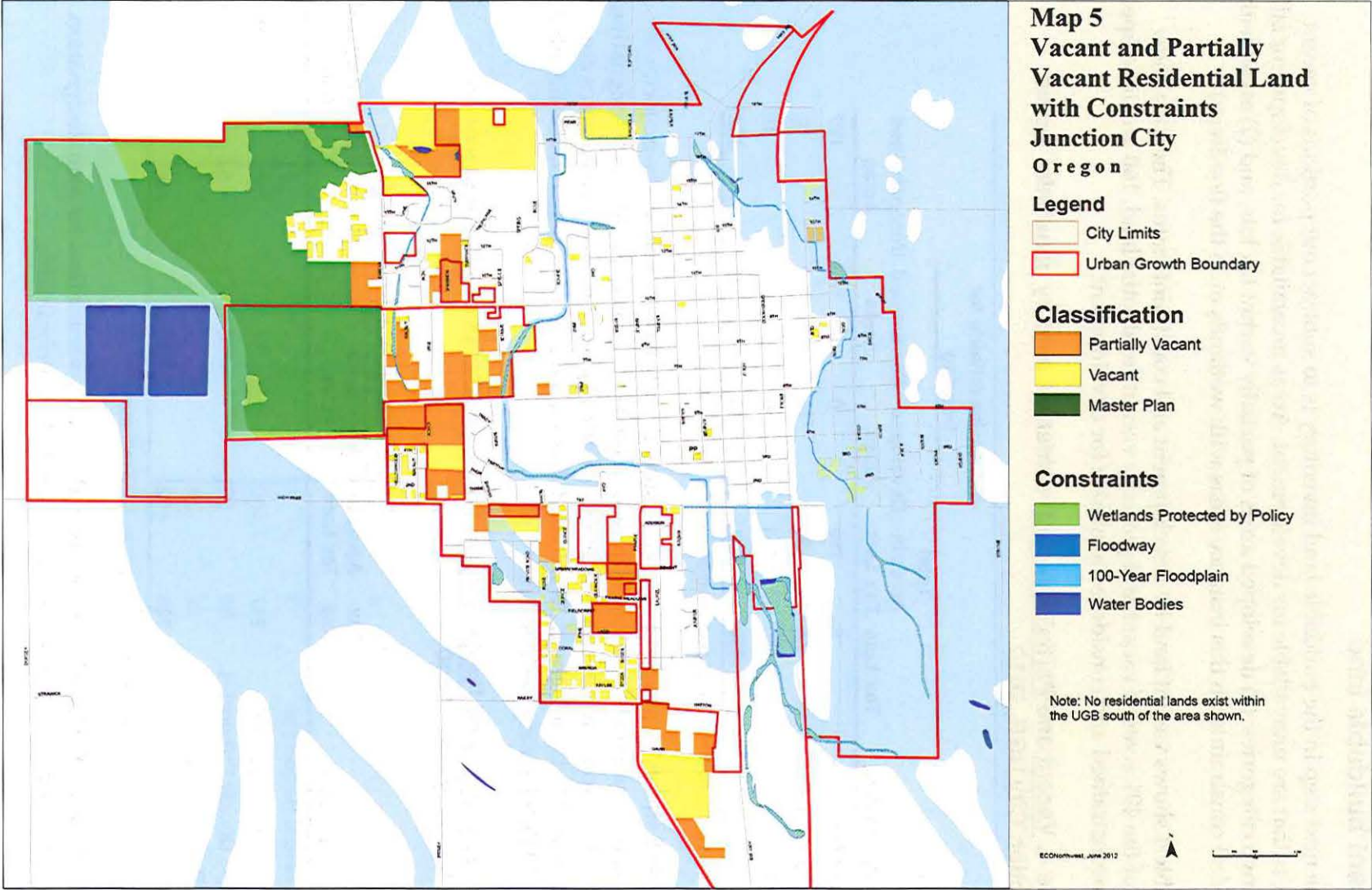
Table 5. Vacant and Partially Vacant residential land by plan designation, Junction City UGB, 2010

| Plan Designation | Tax Lots | Acres in Tax Lots | Acres Unavailable for Housing | | Unconstrained Acres |
|----------------------------|-------------|----------------------|-------------------------------|----------------------|------------------------|
| | | | Developed Acres | Constrained Acres | |
| Commercial-Residential | 5 | 1 | 0 | 0 | 1 |
| Low-Density Residential | 247 | 400 | 11 | 137 | 252 |
| Medium Density Residential | 64 | 52 | 2 | 5 | 45 |
| High Density Residential | 12 | 39 | 1 | 4 | 34 |
| TOTAL | 328 | 492 | 14 | 146 | 332 |

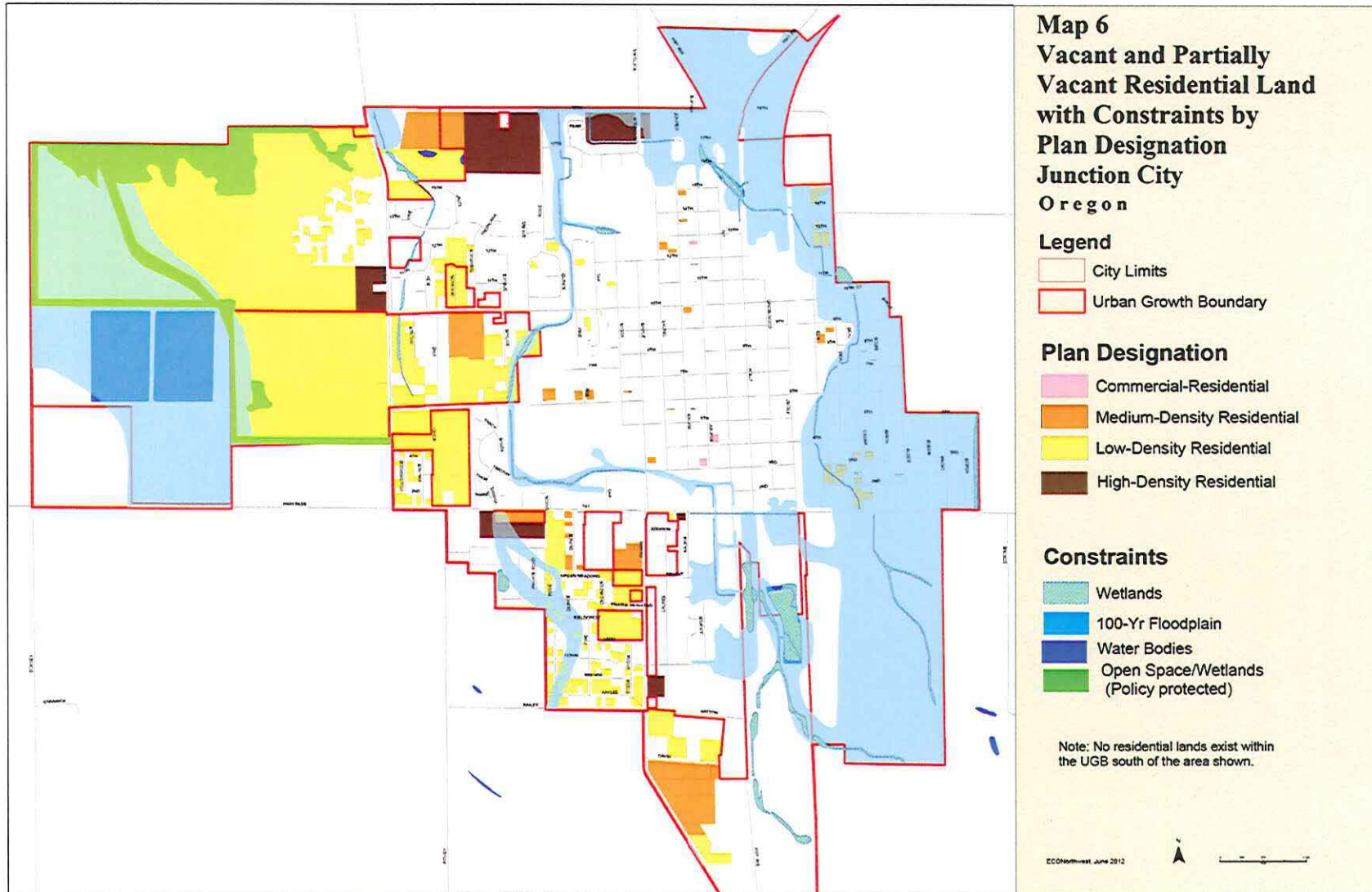
Source: City of Junction City GIS data; analysis by ECONorthwest

Map 5 shows the location of vacant and partially-vacant land by plan designation. Map 6 shows vacant land with constraints that are unbuildable.

Map 5. Vacant and Partially-Vacant Residential Lands by Classification and Constraint Status



Map 6. Vacant and Partially-Vacant Residential Lands by Plan Designation and Constraint Status



CITY OF JUNCTION CITY

Draft Housing Element

Junction City Comprehensive Plan

6/7/12

I. BACKGROUND

Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local comprehensive plans and policies that address housing must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of all households.

The Housing Element is intended to comply with Statewide Planning Goal 10 (Housing). It assesses housing needs for a 20-year planning horizon in order to determine (1) whether sufficient residential land exists to meet the 20-year needs, and (2) to review housing policies to ensure the city is meeting the needs of current and future residents.

PURPOSE

The purpose of the Junction City Housing Element is to meet the requirements of Goal 10 and OAR 660-008. State policy requires the Housing Element identify local housing needs. The goals of the Housing Element are to:

- (1) Describe characteristics of the existing mix and density of housing in Junction City
- (2) Describe recent residential development trends in the City,
- (3) Evaluate housing affordability, and
- (4) Project future need for housing in Junction.

This chapter evaluates the existing residential land supply within the Junction City Urban Growth Boundary to determine if it is adequate to meet present and future housing needs. The methods used for this study generally follow the Planning for Residential Growth guidebook, published by the Oregon Transportation and Growth Management Program (1996).

FRAMEWORK FOR THE HOUSING NEEDS ANALYSIS

Oregon cities are required to comply with Statewide Planning Goal 10, which addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).¹ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the

¹ Junction City is not required to comply with all of the implementing policies for Goal 10 (e.g., ORS 197.296) because the City's population is less than 25,000.

availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303, which applies to Junction City, defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;²
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

Statewide planning goals, statutes and administrative rules require the housing needs analysis include the following elements:

1. **Population forecast.** Lane County has a coordinated, adopted population forecast for Junction City that was adopted in 2009. The population forecast is the foundation for estimating the number of new dwellings needed during the planning period.
2. **Housing Needs Analysis.** Junction City conducted a housing needs analysis (HNA) based on the requirements of Goal 10 and OAR 660-008. The housing types used in the housing needs analysis included those defined in ORS 197.303: single-family detached, single-family attached, multifamily, mobile or manufactured housing in parks and on lots, and government assisted housing. The HNA uses the following aggregations of housing types: single-family detached (including manufactured home), single-family attached dwellings, and structures with 2 to four units (including duplexes, tri- and quad-plexes), and structures with more than five units. Additionally, the HNA evaluates the need for government-assisted housing. The housing needs analysis includes:
 - A) **Project new housing units needed.** The number of needed housing units is based on forecast population growth for the Junction City UGB between 2011 and 2031. The analysis considered other factors, such as number of people expected to live in group quarters, household size, housing mix, and vacancy rates.
 - B) **Identify trends that may affect housing mix and density.** The HNA includes a review of national, state, and local demographic and economic

² Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

trends that may affect housing mix and density. These trends include: changes in housing tenure, changes in housing mix, changes in the region's age structure, changes in ethnicity, changes in housing prices and recent increases in mortgage foreclosures, and other trends.

- C) **Determine types of housing that are likely to be affordable.** The HNA reviewed trends in housing affordability, such as changes in income, changes in housing price, changes in rental costs, rate of cost-burden, and housing affordability by type of housing for households of different incomes.
 - D) **Estimate the number of units needed by housing type.** The estimate of the number of units needed by housing type is based on the information described in sections 3 A through C.
3. **Determine actual mix and density of existing housing.** The analysis of housing mix and density of existing housing is based on analysis of building permits and land that was developed during the 2000-2008 period.
 4. **Determine average density and mix of needed housing.** The HNA presents a housing needs projection that documents "needed" density and mix for future housing needs based on the conclusions about housing need from the housing needs analysis.
 5. **Determine residential land sufficiency.** The HNA compared the needed acres of residential land with the inventory of residential land in each Plan Designation to determine whether there is enough land within the UGB to accommodate 20-years worth of growth.
 6. **Comprehensive Plan Policies.** The housing element establishes policies intended to meet identified housing needs.

ORGANIZATION OF THE HOUSING ELEMENT

The remainder of the housing element is organized as follows:

- **Section II: Housing development trends and housing characteristics** describes housing activity within Junction City between 1999 and 2008. The analysis focuses on housing density and mix, tenure, household type and other key housing characteristics.
- **Section III: Housing Demand and Need** presents the housing needs analysis for Junction City.
- **Section IV: Residential Land Sufficiency** estimates the Junction City UGB's residential land sufficiency needed to accommodate expected growth over the planning period.

- **Section V: Housing Policy** establishes housing goals and policies for Junction City.

II. HOUSING DEVELOPMENT TRENDS AND HOUSING CHARACTERISTICS

Analysis of historical development trends in Junction City provides insights into how the local housing market has function in the recent past. The housing type mix and density are also key variables in forecasting future land need. Because Junction City is under 25,000 population it is not required to conduct the density and mix analysis required under ORS 197.296.

Despite the fact that Junction City is exempt from this requirement, it is still instructive to review historical housing density and mix. The specific steps are described in Task 2 of the *DLCD Planning for Residential Development Workbook*:

1. Determine the time period for which the data must be gathered (this analysis uses building permit data for the 9-year period between January 2001 and December 2008, and data from the Census for other periods)
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

The analysis that follows is useful in evaluating the methodological options described in the previous section.

Housing density and mix

Table 1 shows changes in Junction City's housing mix from 1990 to 2005-2009, based on U.S. Census data.³ Between 1990 and 2009, Junction City increased its housing stock by over 50%, adding 800 dwelling units. The mix of housing changed during this time. In 1990 about 66% of housing was single-family detached or manufactured housing, with 3% single-family attached and 21% in multifamily housing types. By 2005-2009, about 69% of housing was single-family detached or manufactured housing, with about 2% single-family attached and 20% in multifamily housing types.

The majority of new housing added over the 17-year period was single-family housing. The number of single-family detached units increased by 441 single-family units and 149 units of manufactured housing.

The share of multi-family housing types (e.g. structure with two or more units) increased by 196 units over the 1990 to 2009 period. The share of all housing that is multi-family increased 27% over the 17-year period. The share of attached single-family

³ The 2005-09 data are from the American Community Survey (ACS). For small geographies such as Junction City, the ACS reports the aggregate results of several years worth of data. This aggregation is necessary to include enough sample points for the data to be statistically valid.

structures increased slightly, adding 14 more units, or 2% of all new units, to the market.

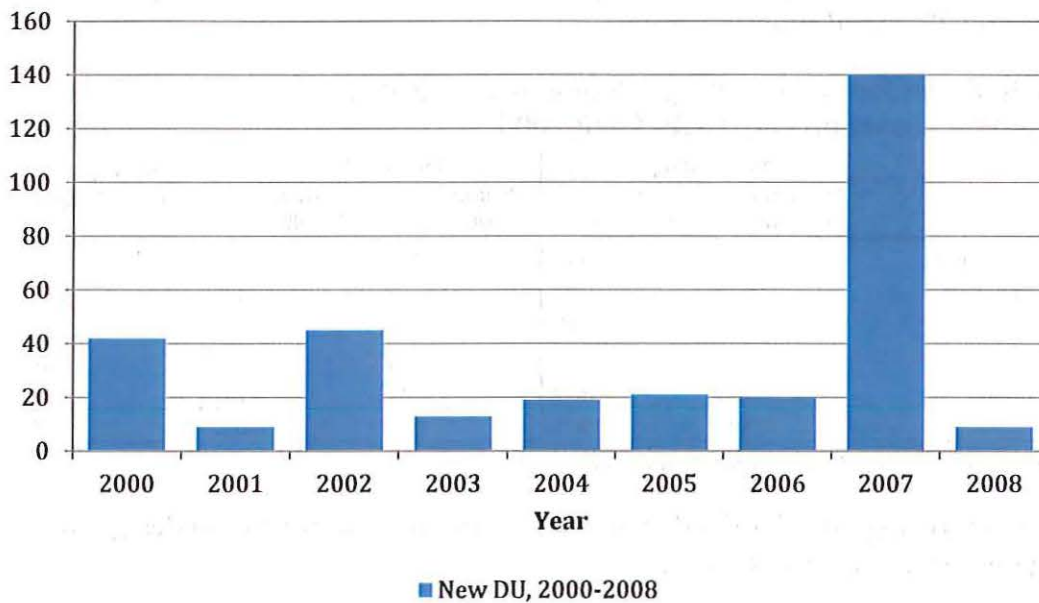
Table 1. Dwelling units by type, Junction City, 1990, 2000, and 2009

| | 1990 | | 2000 | | 2005-2009 | | Change 1990 to 2005-2009 | | |
|------------------------|--------------|-------------|--------------|-------------|--------------|-------------|--------------------------|-------------|------------|
| | Units | Percent | Units | Percent | Units | Percent | Units | % of total | % increase |
| Single-family detached | 913 | 60% | 1,096 | 56% | 1,354 | 59% | 441 | 55% | 48% |
| Mobile/Manufactured | 87 | 6% | 182 | 9% | 236 | 10% | 149 | 19% | 171% |
| Single-family attached | 38 | 3% | 45 | 2% | 52 | 2% | 14 | 2% | 37% |
| Two to four units | 199 | 13% | 298 | 15% | 382 | 17% | 183 | 23% | 92% |
| Five or more units | 277 | 18% | 348 | 18% | 290 | 13% | 13 | 2% | 5% |
| Total | 1,514 | 100% | 1,969 | 100% | 2,314 | 100% | 800 | 100% | 53% |

Source: U.S. Census 1990 SF3 H020, U.S. Census 2000, SF3 H30, American Community Survey 2009 B25024
 Note: The Census does not distinguish between manufactured homes in parks or on single lots.

Figure 1 shows permits issued for new residential construction in Junction City between January 2000 and December 2008. During this period, Junction City issued building permits for new residential construction that allowed 318 new dwelling units. Figure 1 shows that the number of dwelling units approved varies from year to year and peaked at about 140 in 2007 and averaged about 35 annually between 2000 and 2008.

Figure 1. Dwelling units approved through building permits issued for new residential construction, Junction City UGB, 2000-2008



Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 2 shows actual residential density (in dwelling units per net acre) observed in Junction City during the 2000-2008 analysis period. The results show that average density during the analysis period was 7.5 dwelling units per net acre. The results also show that densities vary from year-to-year.

Table 2. Actual residential density (DU/net acre) observed in all plan designations, Junction City UGB, 2000-2008

| Year | Existing DU on Sites with New DU | New DU, 2000-2008 | Total DU | Total Acres | Density (DU/Net Ac) |
|--------------------|----------------------------------|-------------------|------------|-------------|---------------------|
| 2000 | 64 | 42 | 106 | 18.8 | 5.6 |
| 2001 | | 9 | 9 | 1.8 | 5.1 |
| 2002 | 56 | 45 | 101 | 17.3 | 5.9 |
| 2003 | 43 | 13 | 56 | 11.6 | 4.8 |
| 2004 | 49 | 19 | 68 | 5.4 | 12.6 |
| 2005 | | 21 | 21 | 3.7 | 5.6 |
| 2006 | 5 | 20 | 25 | 2.6 | 9.8 |
| 2007 | 80 | 140 | 220 | 19.5 | 11.3 |
| 2008 | | 9 | 9 | 1.1 | 7.9 |
| Grand Total | 297 | 318 | 615 | 81.7 | 7.5 |

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 3 shows actual residential density and mix by housing type for the 2000-2008 period. With respect to housing mix, the results show that 77% of new dwellings were single-family housing types (including single-family attached, single-family detached, and manufactured homes in parks). Twenty-one percent of the new housing was apartments, and 2% was duplexes.

Table 3. Actual residential density (DU/net acre) observed by housing type, Junction City UGB, 2000-2008

| Housing Type | All Dwellings | | New Dwellings | | Average Density (DU/Net Acre) |
|------------------------|---------------------|----------------------|---------------------|----------------------|-------------------------------|
| | Number of Dwellings | Percent of Dwellings | Number of Dwellings | Percent of Dwellings | |
| Single-Family Detached | 222 | 36% | 219 | 69% | 5.9 |
| Single-Family Attached | 4 | 1% | 4 | 1% | 15.6 |
| Duplex | 9 | 1% | 5 | 2% | 13.5 |
| Apartment | 179 | 29% | 67 | 21% | 17.7 |
| Mobile Home in Park | 201 | 33% | 23 | 7% | 6.1 |
| Total | 615 | 100% | 318 | 100% | 7.5 |

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Table 4 shows average residential densities achieved in residential plan designations and zoning districts. The results show:

- **Average.** The overall average density achieved in urban residential plan designations was 7.1 dwellings per net acre.⁴

⁴ Table 4 excludes development in the Commercial Residential zone (9 new dwelling units over the 2000 to 2008 period) and RR5 (6 new dwelling units over the 2000 to 2008 period).

- **Low-Density.** The zoning district for the LDR designation is R1, with an average density of 6.0 dwelling units per acre.
- **Medium-Density.** The zoning district for the MDR designation is R2, with an average density of 7.3 dwelling units per acre.
- **High-Density.**⁵ The zoning districts for the HDR designation is R3 and R4. Densities achieved in R3 averaged 20.1 dwelling units per net acre. The type of development in R4 was predominantly mobile homes in parks, with an average density in the zone of 5.5 dwelling units per net acre.

Table 4. Actual residential density (DU/net acre) observed in residential plan designations, Junction City UGB, 2000-2008

| Plan Designation / Zoning District | Existing DU | New DU, 2000-2008 | Total DU | Acres | Density (DU/NRA) |
|------------------------------------|-------------|-------------------|------------|-------------|------------------|
| Low-Density Residential | | | | | |
| R1 | | 182 | 182 | 30.5 | 6.0 |
| Medium-Density Residential | | | | | |
| R2 | | 26 | 26 | 3.5 | 7.3 |
| High-Density Residential | | | | | |
| R3 | 80 | 61 | 141 | 7.0 | 20.1 |
| R4 | 163 | 34 | 197 | 36.0 | 5.5 |
| Total | 243 | 303 | 546 | 77.1 | 7.1 |

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest

Note: Junction City did not have an HDR Plan Designation during the 2000 to 2008 period. The City is creating an HDR Designation. Zoning districts R3 and R4 will be in the HDR Designation.

Tenure

Table 5 shows changes in Junction City's tenure for occupied units from 1990 to 2005-2009. Junction City had a 4% increase in homeownership over the nineteen-year period. About 58% of housing in Junction City was owner-occupied in 2005-2009, up from 54% in 2000.

Table 5. Change in tenure, occupied units, Junction City, 1990 and 2009

| | 1990 | | 2005-2009 | | Change 1990 to 2005-2009 | |
|-----------------|--------------|-------------|--------------|-------------|--------------------------|------------|
| | Number | Percent | Number | Percent | Number | Percent |
| Owner Occupied | 800 | 54% | 1,255 | 58% | 455 | 57% |
| Renter Occupied | 678 | 46% | 915 | 42% | 237 | 35% |
| Total | 1,478 | 100% | 2,170 | 100% | 692 | 47% |

Source: U.S. Census 1990 SF3 H008, American Community Survey 2009 B25003

Note: The number of dwelling units in Pendleton shown in Tables 2 and 3 differ because the tables show different information. Table 2 shows occupied units and Table 4 shows occupied units where housing type is known.

⁵ While Junction City did not have an HDR Plan Designation during the 2000 to 2008 period, the City is creating an HDR Designation. Zoning districts R3 and R4 will be in the HDR Designation.

Household Size and Composition

Table 6 shows average household size by tenure in Junction City, Lane County, and Oregon in 2010. Junction City's average household size for all housing was 2.43 persons per household, with larger owner-occupied and smaller renter-occupied households. In general, Junction City's households were a little larger than Lane County's and smaller than the State average.

Table 6. Average Household Size, Oregon, Lane County, Junction City, 2010

| | Oregon | Lane County | Junction City |
|-------------------------------|--------|-------------|---------------|
| Average household size | 2.47 | 2.35 | 2.43 |
| Owner-occupied units | 2.53 | 2.42 | 2.51 |
| Renter-occupied units | 2.36 | 2.25 | 2.35 |

Source: U.S. Census Bureau, 2010, SF1

Table 7 shows household composition in Oregon, Lane County, and Junction City. In the 2005-2009 period, 33% of Junction City's households had children, compared with 25% of Lane County's households and 28% of Oregon's households. Junction City had a larger share of households with married couples (50%), with and without children, than the County (47%), and the same share as the State (50%). Junction City had a smaller share of non-family households (32%) than the County average (39%) or State average (36%).

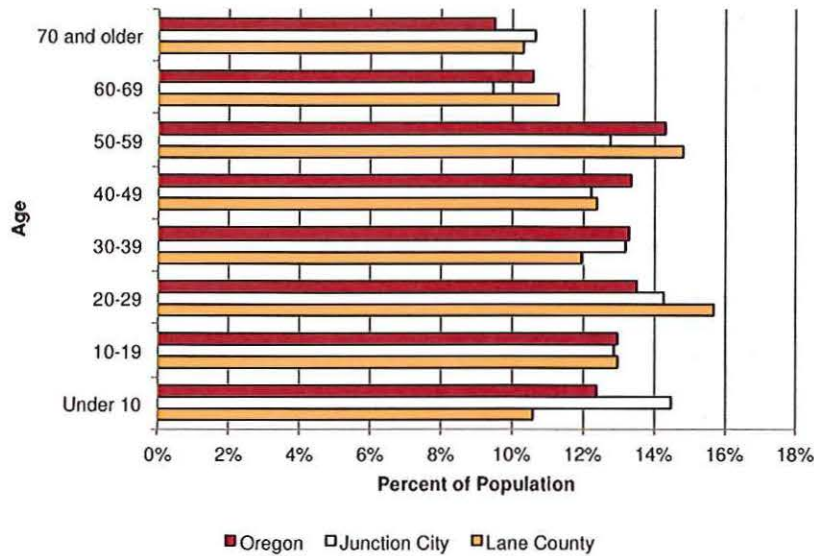
Table 7. Household composition, Oregon, Lane County, and Junction City, 2005-2009

| Household Type | Oregon | | Lane County | | Junction City | |
|--|------------------|-------------|----------------|-------------|---------------|-------------|
| | Number | Percent | Number | Percent | Number | Percent |
| Households with children | 413,712 | 28% | 35,070 | 25% | 711 | 33% |
| Married-couple family | 290,855 | 20% | 23,636 | 17% | 456 | 21% |
| Female householder, no husband present | 90,071 | 6% | 8,062 | 6% | 118 | 5% |
| Other families | 32,786 | 2% | 3,372 | 2% | 137 | 6% |
| Households without children | 1,050,484 | 72% | 104,523 | 75% | 1,459 | 67% |
| Married-couple family | 440,699 | 30% | 41,581 | 30% | 619 | 29% |
| Other families | 81,533 | 6% | 7,806 | 6% | 141 | 6% |
| Nonfamilies | 528,252 | 36% | 55,136 | 39% | 699 | 32% |
| Total Households | 1,464,196 | 100% | 139,593 | 100% | 2,170 | 100% |
| Average Household Size | 2.70 | | 2.53 | | 2.64 | |

Source: American Community Survey 2005-2009 B25115

Figure 2 shows the population of Junction City in 2010 distributed by age group. Junction City has a similar age distribution to the County and the State, with a slightly higher percentage of people under age 10.

Figure 2. Population by age, Oregon, Lane County, Junction City, 2010

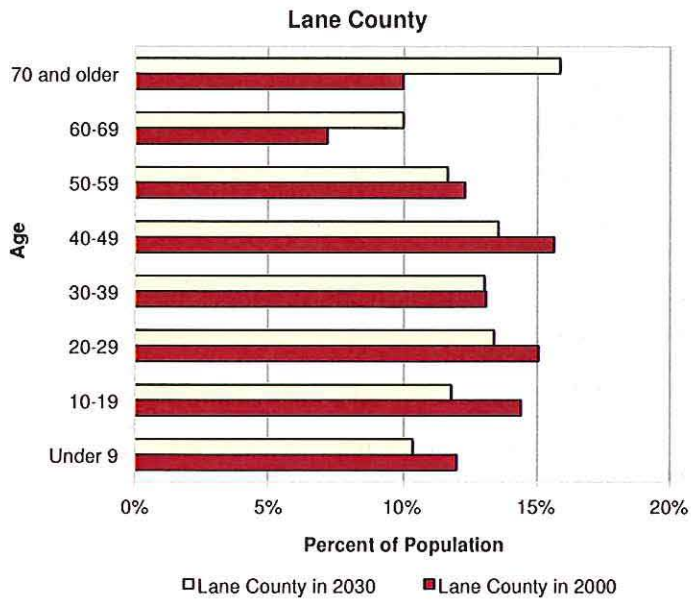


Source: US Census, 2010, SF1

Figure 3 shows the Office of Economic Analysis’s (OEA) forecast of population by age group for 2000 to 2030 for Lane County. The OEA forecasts that Lane County will experience growth in all age groups. The share of population in people 60 years and older is forecast to increase from 17% of the population in 2000 to 26% of the population in 2030. The share of population 29 years and younger is forecast to decrease from 42% in 2000 to 36% in 2030.

While comparable data for Junction City does not exist, the implications are that the demographic changes of Junction City’s population will be similar to those of Lane County. This suggests that Junction will have a greater proportion of its population aged 60 and over by 2030.

Figure 3. Change in population distribution by age, Lane County, 2000-2030



Source: Oregon Office of Economic Analysis. http://www.oregon.gov/DAS/OEA/docs/demographic/pop_by_ageandsex.xls

III. HOUSING NEEDS ANALYSIS

Section I described the framework for conducting a housing "needs" analysis. A recommended approach is described in "Planning for Residential Growth: A Workbook for Oregon's Urban Areas," the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the Workbook, the specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

This housing needs analysis presented in this section is structured based on these steps.

PROJECT THE NUMBER OF NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and presents an estimate of new housing units needed in the Junction City UGB between 2011 and 2031. Trends that may affect these assumptions and the Junction City UGB housing need are described in Step 2 of the housing needs analysis.

Population forecast: 2011-2031

Estimating total new dwelling units needed during the planning period is a relatively straightforward process. Demand for new units is based on the county coordinated population forecast as required by ORS 195.036. Persons in group quarters are then subtracted from total persons to get total persons in households. Total persons in households is divided by persons per household to get occupied dwelling units. Occupied dwelling units are then inflated by a vacancy factor to arrive at total new dwelling units needed. Figure 4 shows the arithmetic.

Figure 4. Method for converting population into new dwelling units

- Future population
- Current population

- = population increase
- persons in group quarters

- = persons in new dwelling units
- ÷ persons per dwelling unit

- = occupied dwelling units
- demolitions
- + vacant dwelling units

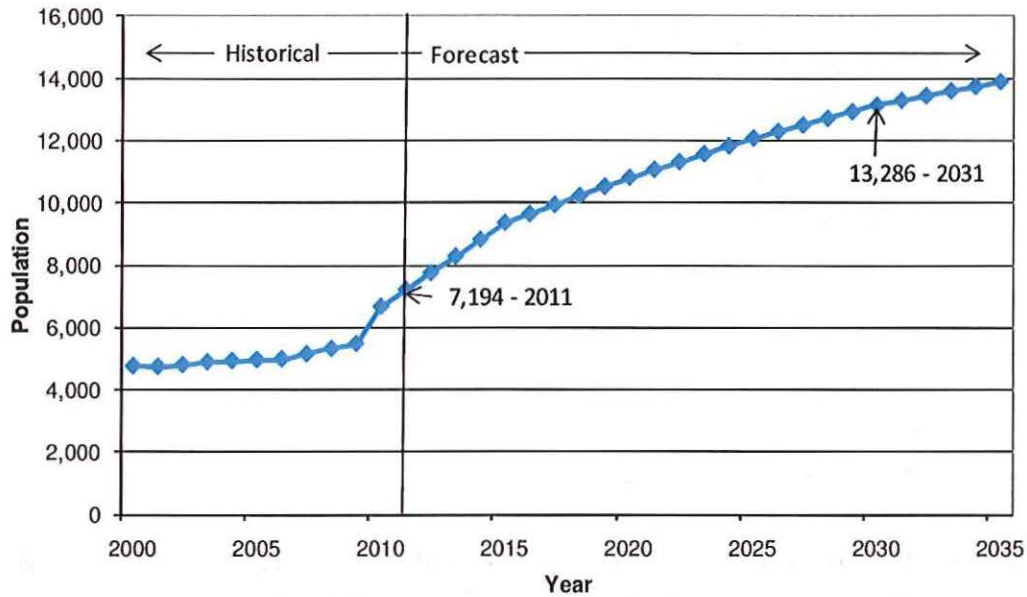
- = Total needed dwelling units

The foundation of the estimate of needed new units is the population forecast. Lane County adopted “county coordinated” population forecasts in June 2009.⁶ The county figures include a forecast for the Junction City UGB. That forecast includes assumptions about population residing in the state facilities (e.g., the prison and hospital) proposed to be built in the Junction City UGB.

Figure 5 shows historical population for Junction City for the period between 2000 and 2010 and forecast population for the 2010 through 2030 period.

⁶ Lane County adopted the population in the *Lane County Rural Comprehensive Plan General Plan Policies 1984*, adopted June 2009.

Figure 5. Historical and forecast population, Junction City, 2000-2035



Source: Center for Population Research and Census, Portland State University (historic figures); Lane County Coordinated Population Forecasts

Note: Historical figures are for the city limits; forecast figures are for the UGB. PSU estimated Junction City's 2008 UGB population to be 6,375 persons.

Table 8 shows the population forecast for Junction City for the 2011-2031 period. The coordinated forecasts were prepared by the Population Research Center at Portland State University and were adopted by Lane County in June 2009. The adopted figures show a 2011 population of 7,194 persons and a 2031 population of 13,286. This results in a forecast for 6,092 new persons, or an increase of about 85% for the 20-year period. This results in an average annual growth rate of 3.1%.

Table 8. Junction City population forecast, 2011-2031

| Year | Population | Change | |
|-------------------------|------------|--------|------|
| | | Number | AAGR |
| 2011 | 7,194 | | |
| 2016 | 9,634 | 488 | 6.0% |
| 2021 | 11,053 | 284 | 2.8% |
| 2026 | 12,281 | 246 | 2.1% |
| 2031 | 13,286 | 201 | 1.6% |
| Change 2011-2031 | | | |
| Number | 6,092 | | |
| Percent | 85% | | |
| AAGR | 3.1% | | |

Source: Lane County Adopted Coordinated Population
Lane County Rural Comprehensive Plan General Plan Policies 1984,
 adopted June 2009

A key consideration for Junction City is the proposed state correctional facility and hospital. The PSU forecasts assumed that these facilities would be built and addressed these in two ways: group quarter estimates and impacts from job creation. With respect to the second issue, the PSU report states:

The jobs that the new group quarters facilities will create are assumed to increase the demand for new housing. The expansion of infrastructure will support the growth; planned housing development and additional employers will also contribute to higher growth than in the past. (page 33)

The PSU report also included estimates for group quarters population as part of the state correctional facility and hospital. The report states that the prison will house 1,800-2,000 people with construction in two phases (completion in 2012 - 550 inmates and 2014 - 1,260 inmates). The report concludes the state hospital capacity is 360 people with completion scheduled for 2015 (page 71).

In summary, the 2009 coordinated population figures include estimates of population that will be housed in the proposed state correctional facility and hospital. As such, these figures should be deducted from the portion of the population that will have housing and related land needs (the state already owns sites in the UGB for the facilities).

Persons in Group Quarters

According to the 2010 Census, 75 persons in Junction City were housed in group quarters. This equates to about 1.4% of the city's 2010 population. Applying this figure results in a 2011 estimate of 100 persons in group quarters and 2031 group quarters population of 186 persons. ECO used a 2031 prison population of 1,900 (the mid-point

between the 1,800 and 2,000 figures presented in the PSU report) and a 2031 hospital population of 360 persons.

Table 9 shows that added together, this results in a 2031 group quarters population of 2,646 persons. Subtracting the estimated 100 persons in group quarters in 2011 results in 2,446 new persons in group quarters during the 2011-2031 period.

Table 9. Estimated population in group quarters, 2011-2031

| Variable | Value |
|-----------------------------|--------------|
| Population 2031 | 13,286 |
| Base GQ % (from 2010) | 1.4% |
| Base GQ in 2031 | 186 |
| Prison population in 2031 | 1,900 |
| Hospital population in 2031 | 360 |
| New GQ 2011-2031 | 2,446 |

Source: Center for Population Research and Census, Portland State University (historic figures); Lane County Coordinated Population Forecasts; 2000 Census; analysis by ECONorthwest

Note: the estimated prison population in 2031 is the mid-point between the 1800 and 2000 figures (1900 persons) presented in the PSU report.

Household Size

OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most recent Census.⁷ According to the U.S. Census, the average household size in 2000 was 2.51 persons per households. The average persons per household in 2010 was 2.43 persons per household in Junction City.

The housing needs analysis assumes that Junction City will have an average household size of 2.43 persons per household for the 2011 to 2031 period.

Vacancy Rate

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

⁷ A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defined a safe harbor as "... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way or necessarily the preferred way to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

The overall vacancy rate in Junction City in 2010 was 6.0%. The housing needs analysis assumes a 6.0% average vacancy rate in Junction City for the 2011 to 2031 period.

FORECAST OF NEEDED NEW HOUSING UNITS, 2011-2031

The preceding analysis leads to a forecast of needed new housing units in the Junction City UGB during the 2011 to 2031 period (Table 10). The projection is based on the following assumptions about the Junction City UGB:

- Total population will increase by 6,092 people from 2011 to 2031; population in occupied households will increase by 3,646 persons.
- About 40% percent of the new population in the Junction City UGB, or 2,446 people, will locate in group quarters. The majority of these new people will reside in the state facilities.
- The average household size within the UGB will be 2.43 people per household, based on information from the 2010 Census, a “safe harbor” assumption established in OAR 660-024-0040(7)(a).
- Vacancy rates for all housing types within the UGB will be 6.0% based on the 2010 Census.

Table 10 shows the preliminary estimate of new housing units needed in the Junction City UGB for the 2011-2031 period, resulting in an need for 1,590 dwellings. This equates to an average of 80 dwelling units annually over the 20-year period.⁸

Table 10. New dwelling units needed, Junction City UGB, 2011-2031

| Variable | Estimate of Housing Units (2011-2031) |
|---|---|
| Change in persons | 6,092 |
| <i>minus</i> Change in persons in group quarters | 2,446 |
| <i>equals</i> Persons in households | 3,646 |
| Average household size | 2.43 |
| New occupied DU | 1,500 |
| <i>times</i> Aggregate vacancy rate | 6.0% |
| <i>equals</i> Vacant dwelling units | 90 |
| <i>equals</i> Total new dwelling units (2011-2031) | 1,590 |
| Dwelling units needed annually | 80 |

Source: Calculations by ECONorthwest

⁸ This figure is presented as a reference to provide context for the rate of new housing production. The actual figures will vary from year to year as they have in the past.

Identify Relevant National, State, and Local Demographic and Economic Trends and Factors that May Affect the 20-Year Projection of Structure Type Mix

Demographic and housing trends are important to a thorough understanding of the dynamics of the Junction City housing market. Junction City exists in a regional economy; trends in the region impact the local housing market. This section documents national, state, and regional demographic and housing trends relevant to Junction City and the southern Willamette Valley.

Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare Junction City to Lane County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

National Housing Trends Summary

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from *The State of the Nation's Housing, 2010* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

“Even as the worst housing market correction in more than 60 years appeared to turn a corner in 2009, the fallout from sharply lower home prices and high unemployment continued. By year’s end, about one in seven homeowners owed more on their mortgages than their homes were worth, seriously delinquent loans were at record highs, and foreclosures exceeded two million. Meanwhile, the share of households spending more than half their incomes on housing was poised to reach new heights as incomes slid. The strength of job growth is now key to how quickly loan distress subsides and how fully housing markets recover.”

The national housing market continues to suffer from high loan delinquencies and high foreclosure rates. The eventual recovery of the national housing market is dependent on near-term resolution of outstanding foreclosures and long-term job growth and expansion of the economy. Some national housing experts expect recovery of the housing market to take three to five years (from 2010). During that period, experts are projecting little growth in single-family housing types and slow growth in multifamily housing types.⁹

⁹ Urban Land Institute, “2011 Emerging Trends in Real Estate”

National housing market trends include:¹⁰

- **Continuation of housing market depression.** The last three years saw a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and recession. Since 2008, the housing market has declined, with an over-supply of housing stock, decreases in housing prices, and increases in foreclosures.
- **Oversupply of housing.** From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with demand for homes falling but construction coming off record levels, the surplus of both new and existing homes was much higher than in recent years. Between July 2006 and January 2009, the number of new homes for sale fell by 41% and demand dropped even faster and the supply of new homes for sale reached 12.4 months, the highest in U.S. history. This resulted in a strong buyer's market, leaving many homes lingering on the market and forcing many sellers to accept prices lower than what they were expecting. The Joint Center for Housing Studies predicts the oversupply will eventually balance as housing starts continue to fall, lower prices motivate unforeseen buyers, and the rest of the economy begins to recover.
- **Declines in homeownership.** After 13 successive years of increases, the national homeownership rate slipped in each year from 2005 to 2009 and is currently 67.4%, although the number of homeowners grew from in 2009 for the first time since 2006. The Urban Land Institute projects that homeownership will decline to around the low sixty percent range.
- **Increases in foreclosures.** The number of delinquent loans or home foreclosures continues to increase. The share of severely delinquent loans ranged from 5.1% of prime fixed-rate mortgages to 42.5% of subprime adjustable rate mortgages in the first quarter of 2010. Between early 2007 and the first quarter of 2010, 6.1 million foreclosure notices were issued on first-lien loans. In early 2010, the number of loans in the foreclosure process was 2.1 million, which was nearly four times the number of foreclosures in process three years earlier.
- **Decreases in housing prices.** Since 2008, foreclosures have contributed to a sharp decrease in housing prices, leaving nearly 5 million homeowners "under water" on their mortgages (where the value of the house is less than

¹⁰ These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication "the State of the Nation's Housing 2010," (2) Urban Land Institute, "2011 Emerging Trends in Real Estate," and (3) the U.S. Census.

the owner's mortgage). Home prices will have to increase by about 25% before these homes are worth as much as the amount owed on the mortgage.

- **Growth in rentals.** The supply of rental units continues to grow, with an addition of 3 million rental households from 2005 to 2009. The rental vacancy rate increased from 9.6% in 2007 to 10.5% in 2009, in part because some homeowners choose to rent a house they are unable to sell, rather than leaving it vacant or lowering the sales price.
- **Housing affordability.** In 2009, more than one-third of American households spent more than 30% of income on housing, and 16% spent upwards of 50%. The number of severely cost-burdened households (spending more than 50% of income on housing) increased by 7.4 million households from 2000 to 2008, to a total of nearly 18 million households in 2008. Nearly 40% of low-income households with one or more full-time workers are severely cost burdened, and nearly 60% of low-income households with one part-time worker are severely cost burdened.

According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work.

- **Changes in housing characteristics.** National trends show that the size of single-family and multi-family units and the number of household amenities (e.g., fireplace or two or more bathrooms) increased since the early 1990s. Between 2007 and 2009 the trend towards larger units with more amenities declined, with a decrease in unit size and a decline in the share of units with additional amenities. It is unclear whether this short-term trend represents a fundamental change in the housing market or a reaction to the current housing market.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies indicates that demand for new homes could total as many as 17 million units nationally between 2010 and 2020. Much of the demand will come from baby boomers, echo boomers, and immigrants.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably the aging of the baby boomers, housing demand from the echo-boomers, and growth foreign-born immigrants. Baby boomers housing choices will affect housing preference and homeownership, with some boomers likely to stay in their home as long

as they are able and some preferring other housing products, such as multifamily housing or age-restricted housing developments.

In the near-term, echo-boomers and new immigrants may increase demand for rental units. The long-term housing preference of echo-boomers and new immigrants is uncertain. They may have different housing preferences as a result of the current housing market turmoil and may prefer smaller owner-occupied units or rental units. On the other hand, their housing preferences may be similar the baby-boomers, with a preference for larger units with more amenities.

State Demographic Trends

Oregon's 2011-2015 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.¹¹ The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide. Oregon is:

- Growing more slowly than the national average since 2007
- Facing housing cost increases but higher unemployment and lower wages, when compared to the nation
- Having higher foreclosure rates since 2005, compared with the previous two decades
- Losing federal subsidies on about 8% of federally subsidized Section 8 housing units
- Losing housing value in some markets within Oregon
- Losing manufactured housing parks, with a 25% decrease in the number of manufactured home parks between 2003 and 2010
- Increasingly older, more diverse, and, less affluent households¹²

Local and Regional Trends in Demographics and Housing Affordability

Income

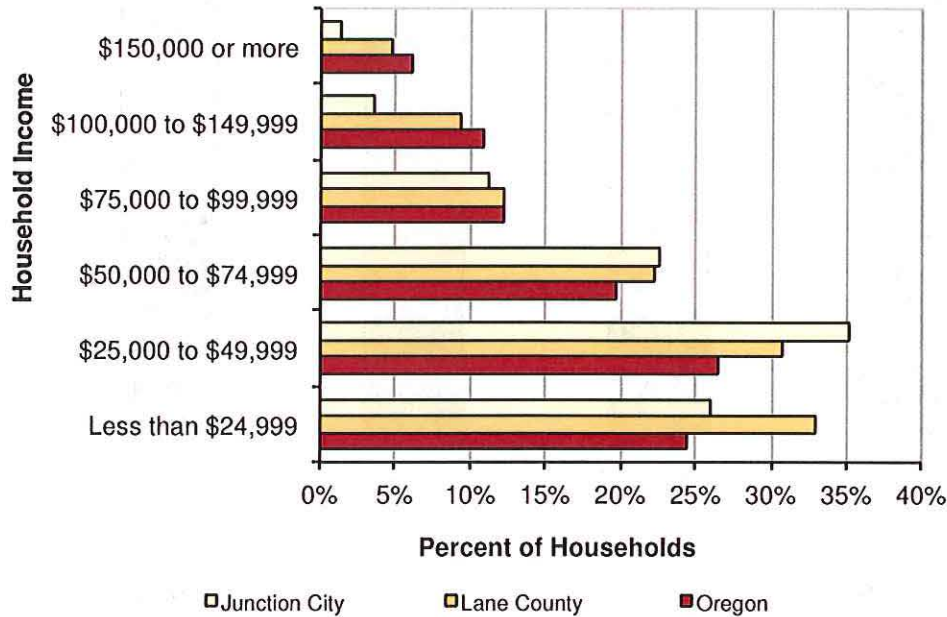
This section summarizes regional and local income and housing cost trends. Income is one of the key determinants in housing choice and households' ability to afford housing. A review of historical income and housing price trends provides insights into the local and regional housing markets.

¹¹ http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

¹² State of Oregon Consolidated Plan 2011 to 2015

According to Census data, Junction City’s median household income over the 2005-2009 period was \$38,662, compared with \$42,852 for Lane County. Figure 6 shows the distribution of household income in Oregon, Lane County, and Junction City for the 2005-2009 period. Junction City and Lane County generally had a larger share of households with income of \$50,000 or less (61% and 64% respectively) compared with the State average (51%). Junction City had a smaller share of households with income over \$100,000 than the State (5% and 17%).

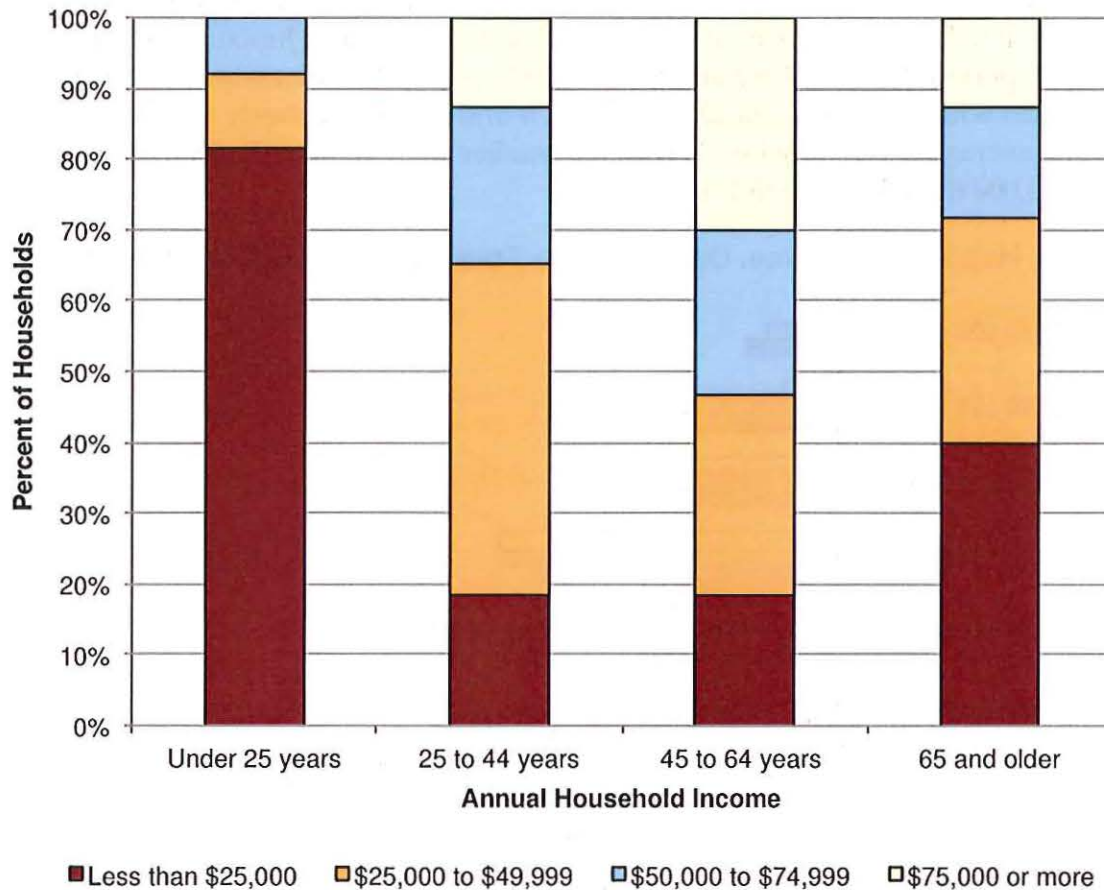
Figure 6. Household Income, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B19001

Figure 7 shows income by age group for the period 2006 through 2010. Households under 25 years old have the lowest income (more than 80% have income of \$25,000 or less per year). Income increases with age and peaks at ages 45 and 64, with nearly 30% of those households earning an annual income of \$75,000 or more. This data is consistent with County and State data.

Figure 7. Household Income by Age Group, Junction City, 2006-2010



Source: American Community Survey, 2006-2010; Table B19037

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

According to the U.S. Census, about 55,000 households in Lane County – over 40% – paid more than 30% of their income for housing expenses in the 2005-2009 period. Table 11 shows housing costs as a percent of income by tenure for Junction City households during the 2005-2009 period. The data show that about 37% of Junction City households experienced cost burden during the 2005-2009 period. The rate was much higher for renters (44%) than for homeowners (33%).

Table 11. Housing cost as a percentage of household income, Junction City, 2005-2009

| Percent of Income | Owners | | Renters | | Total | |
|--------------------|--------------|-------------|------------|-------------|--------------|-------------|
| | Number | Percent | Number | Percent | Number | Percent |
| Less than 20% | 547 | 44% | 194 | 23% | 741 | 35% |
| 20% - 24% | 120 | 10% | 195 | 23% | 315 | 15% |
| 25% - 29% | 177 | 14% | 95 | 11% | 272 | 13% |
| 30% - 34% | 94 | 7% | 90 | 10% | 184 | 9% |
| 35% or more | 317 | 25% | 284 | 33% | 601 | 28% |
| Total | 1,255 | 100% | 858 | 100% | 2,113 | 100% |
| Cost Burden | 411 | 33% | 374 | 44% | 785 | 37% |

Source: American Community Survey 2005-2009 B25070 B25091

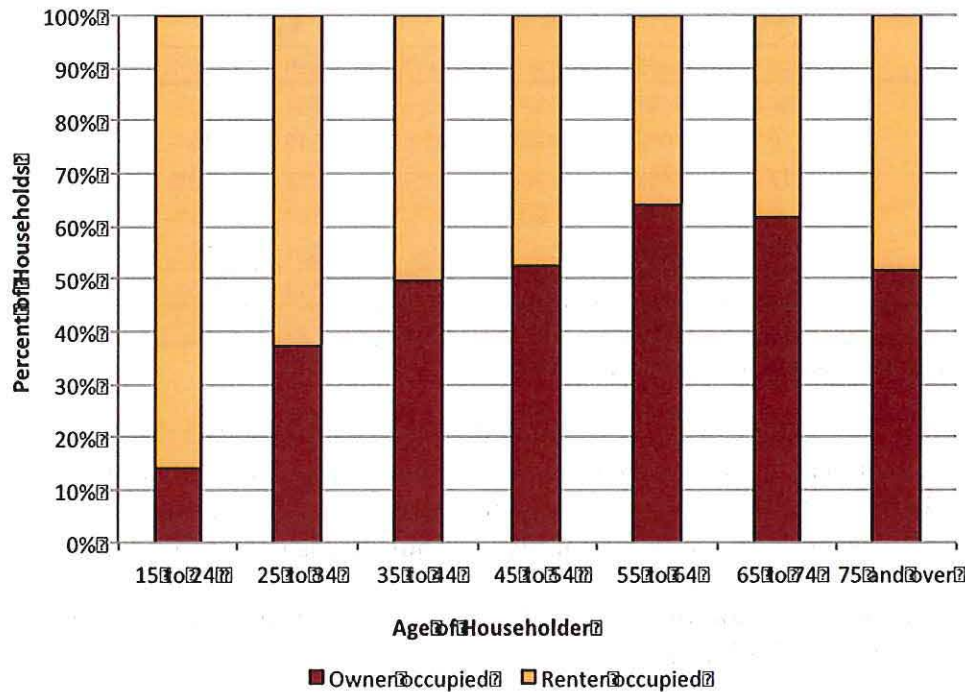
In comparison, 41% of Lane County's households were cost burdened during the 2005-2009 period, with 55% of renter households cost burdened and 32% of owner households cost burdened. The State average of cost burden was 39%, with 50% of renter households cost burdened and 33% of owner households cost burdened.

While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher income may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of accumulated wealth a household's ability to pay for housing. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Figure 8 shows tenure by age of householder. Homeownership becomes more common as age increases. Homeownership peaks for householders aged 55 to 74 years, with more than 60% of households in this category living in owner-occupied dwellings.

Figure 8. Age of householder by tenure, 2010



Source: U.S. Census Bureau, 2010

Housing Value

Table 12 shows change in median housing value in Lane County and Junction City for the 1990 to 2000 period and 2000 to 2005-2009 period. Housing prices more than doubled between 1990 and 2000 in Junction City from \$52,300 in 1990 to \$114,000 in 2000, increasing by \$61,700 or 118%. Lane County’s housing prices increased by over \$70,000, or 108%, over the same ten-year period.

Between 2000 and the 2005-2009 period, Junction City’s housing prices rose from \$114,000 in 2000 to nearly \$180,000 during the 2005-2009 period, increasing by just under \$66,000 or 58%. Lane County’s housing prices increased by almost \$85,000 or 62% over the same period.

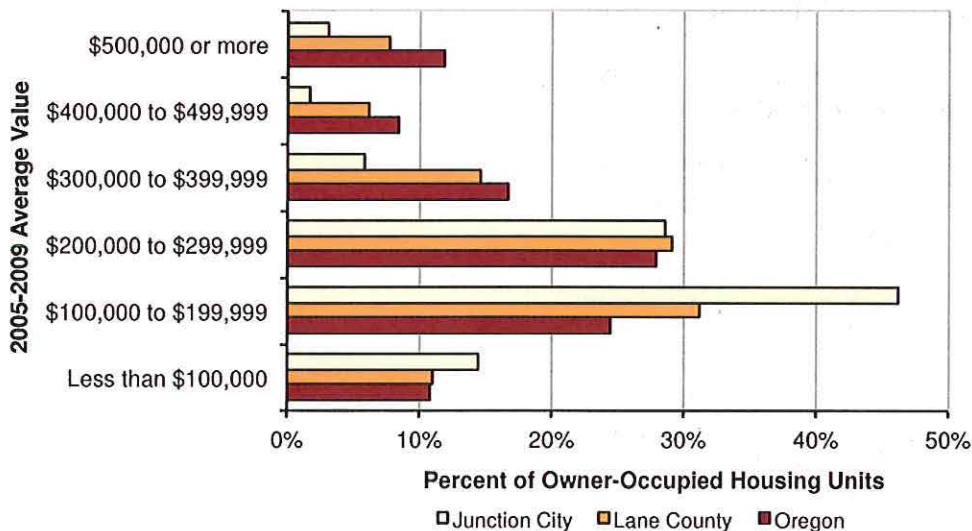
Table 12. Median housing value, owner-occupied housing units, Lane County and Junction City, 1990 to 2005-2009

| Year | Lane County | Junction City |
|---------------------------------|-------------|---------------|
| 1990 | \$65,500 | \$52,300 |
| 2000 | \$136,000 | \$114,000 |
| 2005-2009 | \$220,800 | \$179,900 |
| Change 1990 to 2005-2009 | | |
| Amount | \$70,500 | \$61,700 |
| Percent | 108% | 118% |
| Change 2000 to 2005-2009 | | |
| Amount | \$84,800 | \$65,900 |
| Percent | 62% | 58% |

Source: U.S. Census 1990 H061A, U.S. Census 2000 SF3 H85, U.S. Census American Community Survey 2005-2009 B25077

Figure 9 shows a comparison of housing value for owner-occupied housing units in Oregon, Lane County, and Junction City for the 2005-2009 period. Junction City had a smaller share of housing valued between \$200,000 and \$400,000 (34%), compared to the State (45%) and County (44%). Junction City had a larger share of housing valued less than \$200,000 (61%) than the State (35%) or County (42%). Junction City had a smaller share of housing valued more than \$400,000 (5%) than the State (20%) or County (14%).

Figure 9. Housing value, owner-occupied housing units, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B25075

Housing Rental Cost

Table 13 shows the median contract rent for Lane County cities. Median contract rent in Junction City was \$541 during the 2005-2009 period. The highest median contract rents from the 2005-2009 Community Survey were in Veneta and Eugene. The lowest median contract rents were in Westfir and Oakridge.

Table 13. Median contract rent, Lane County cities, 2005-2009

| Location | Rent |
|----------------------|--------------|
| Westfir | \$421 |
| Oakridge | \$444 |
| Junction City | \$541 |
| Creswell | \$547 |
| Coburg | \$548 |
| Lowell | \$575 |
| Cottage Grove | \$603 |
| Springfield | \$610 |
| Florence | \$620 |
| Dunes City | \$656 |
| Eugene | \$679 |
| Veneta | \$747 |

Source: U.S. American Community Survey
2005-2009 B25058

Table 14 shows median contract rent for Lane County and Junction City in 1990, 2000 and the 2005-2009 period. Rent increased from 2000 to 2005-2009 by \$50 (10%) in Junction City, and 108 (20%) in Lane County.

Table 14. Median contract rent, Lane County and Junction City, 1990 to 2005-2009

| | Lane County | Junction City |
|---------------------------------|--------------------|----------------------|
| 1990* | \$418 | \$370 |
| 2000 | \$542 | \$491 |
| 2005-2009 | \$650 | \$541 |
| Change 2000 to 2005-2009 | | |
| Amount | \$108 | \$50 |
| Percent | 20% | 10% |

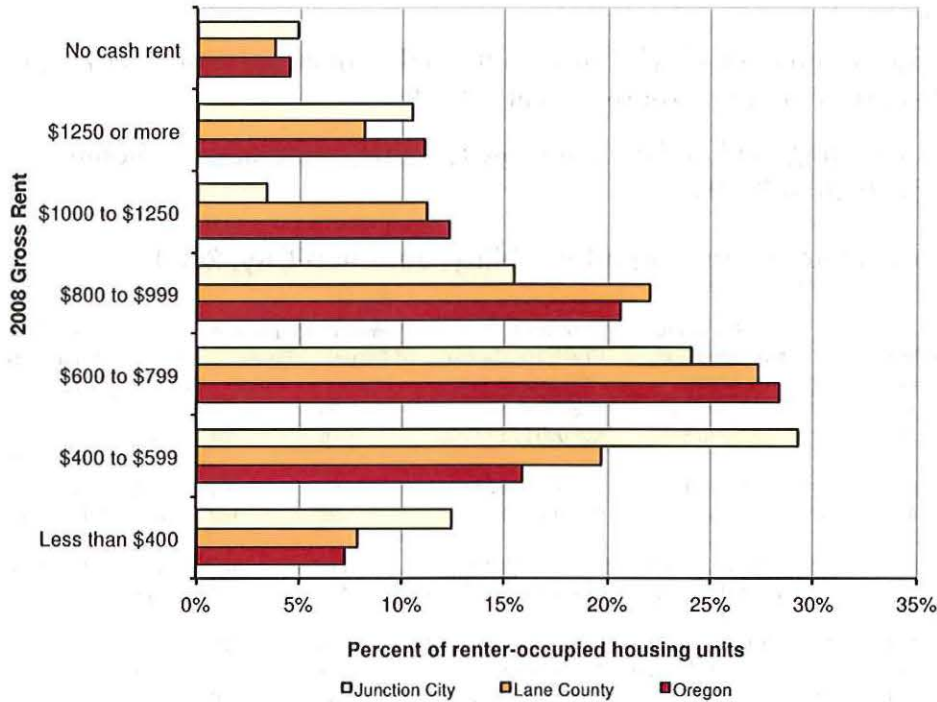
Source: U.S. Census 2000 SF3 H56, U.S. Census 1990 H032B
American Community Survey 2005-2009 B25058

* Note: 1990 is median GROSS rent, not contract rent.

Figure 10 shows a comparison of gross rent for renter-occupied housing units in Oregon, Lane County, and Junction City in the 2005-2009 period. Junction City had a larger share of rental units costing less than \$600 per month (42%) than the State average (23%) and the County average (28%). Junction City had a smaller share of rental

units costing between \$800 and \$1,250 per month (19%) than the County average (33%) or the State average (33%).

Figure 10. Gross rent, renter-occupied housing units, Oregon, Lane County, and Junction City, 2005-2009



Source: American Community Survey, 2005-2009; Table B25063

Table 15 shows a rough estimate of affordable housing cost and units by income levels for Junction City in 2009. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.
- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

The data in Table 15 indicate that in 2009:

- About 15% of Junction City’s households could not afford a studio apartment according to HUD’s estimate of \$500 as fair market rent;
- Households that are unable to afford housing, such those with income of less than \$15,000 who cannot afford HUD’s estimate of fair market rent for a studio apartment,
- More than 30% of Junction City’s households could not afford a two-bedroom apartment at HUD’s fair market rent level of \$768;
- A household earning median family income (\$57,200) could afford a home valued up to about \$143,000.

Table 15. Rough estimate of housing affordability, Junction City, 2009

| Income Level | Number of HH | Percent | Affordable Monthly Housing Cost | Crude Estimate of Affordable Purchase Owner-Occupied Unit | Est. Number of Owner Units | Est. Number of Renter Units | Surplus (Deficit) | HUD Fair Market Rent (FMR) in 2009 |
|---------------------------|--------------|-------------|---------------------------------|---|----------------------------|-----------------------------|-------------------|------------------------------------|
| Less than \$10,000 | 144 | 7% | \$0 to \$250 | \$0 to \$25,000 | 93 | 52 | 1 | |
| \$10,000 to \$14,999 | 165 | 8% | \$250 to \$375 | \$25,000 to \$37,000 | 6 | 64 | (95) | |
| \$15,000 to \$24,999 | 255 | 12% | \$375 to \$625 | \$37,500 to \$62,500 | 51 | 358 | 154 | 1 bdrm: \$607 |
| \$25,000 to \$34,999 | 425 | 20% | \$625 to \$875 | \$62,500 to \$87,500 | 22 | 192 | (210) | 2 bdrm: \$768 3 bdrm: \$1,074 |
| \$35,000 to \$49,999 | 340 | 16% | \$875 to \$1,250 | \$87,500 to \$125,000 | 116 | 124 | (100) | 4 bdrm: \$1,196 |
| \$50,000 to \$74,999 | 489 | 23% | \$1,250 to \$1,875 | \$125,000 to \$187,500 | 404 | 72 | (13) | |
| Lane County MFI: \$57,200 | | | \$1,430 | \$143,000 | | | | |
| \$75,000 to \$99,999 | 245 | 11% | \$1,875 to \$2,450 | \$187,500 to \$245,000 | 289 | 26 | 70 | |
| \$100,000 to \$149,999 | 76 | 4% | \$2,450 to \$3,750 | \$245,000 to \$375,000 | 218 | 0 | 142 | |
| \$150,000 or more | 31 | 1% | More than \$3,750 | More than \$375,000 | 81 | 0 | 50 | |
| Total | 2,170 | 100% | | | 1,282 | 888 | 0 | |

Source: 2005-2009 Census American Community 5-year estimates, HUD Section 8 Income Limits, HUD Fair Market Rent. Based on Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives, 1993*.

Notes: FMR-Fair market rent

Summary of key housing affordability trends

Junction City’s housing density and mix changed considerable between 1990 and 2009.

- Between 1990 and 2009, Junction City increased its housing stock by over 50%, adding 800 dwelling units.
- The mix of housing changed considerably during between 1990 and 2009. The number of single-family detached units (e.g., single-family houses and manufactured homes) increased by 220% over the 17-year period, with 590 single-family units built. One quarter of the new single-family homes built were mobile or manufactured homes.
- Between 2000 and 2008, the average density of new residential development was 7.5 dwelling units per net acre. The highest densities were achieved in the Commercial/Residential designation (15.1 dwelling units per net acre). The Low-Density Residential plan designation averaged 6.0 dwellings per net acre, while

the Medium-Density Residential plan designation averaged 8.6 dwellings per net acre.

Junction City's housing costs increased between 1990 and 2009.

- Junction City's median housing value increased almost 60% between 2000 and the 2005-2009 period. Lane County's housing prices increased by 62% over the same period.
- Junction City has a larger share of households earning \$50,000 or less and a smaller share earning \$100,000 or more than the State and County.
- About 37% of Junction City's households were cost-burdened, with 44% of renters and 33% of owners cost-burdened.

However, Junction City maintains affordable housing options for Lane County.

- Rents increased at a slower pace than housing prices, increasing by 10% (\$50) between 2000 and the 2005-2009 period.
- Junction City had a larger share of housing valued under \$200,000 than the State, and a smaller share of housing valued more than \$400,00 for the 2005-2009 period.
- Junction City has the third lowest median rent of cities in Lane County.

ESTIMATE OF ADDITIONAL UNITS NEEDED BY STRUCTURE TYPE

Step four of the housing needs analysis as described in the DLCD Workbook is to develop an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. The estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

Table 16 shows that Junction City needs 1,590 new dwelling units for the 2011-2031 period. The first step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 16 shows an estimate of needed dwelling units by income level for the 2011-2031 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 43% of households in Junction City could be considered high or upper-middle income in 2009 and that about 43% of the housing need will derive from households in these categories.

Table 16. Estimate of needed dwelling units by income level, Junction City, 2011-2031

| Market Segment by Income | Income range | Number of New Households | Percent of Households | Financially Attainable Products | | |
|---------------------------------|----------------------|--------------------------|-----------------------|--|--|------------------------|
| | | | | Owner-occupied | Renter-occupied | |
| High (120% or more of MFI) | \$68,640 or more | 347 | 22% | All housing types; higher prices | All housing types; higher prices | ↑ |
| Upper Middle (80%-120% of MFI) | \$45,760 to \$68,640 | 336 | 21% | All housing types; lower values | All housing types; lower values | Primarily New Housing |
| Lower Middle (50%-80% of MFI) | \$28,600 to \$45,760 | 400 | 25% | Manufactured on lots; single-family attached; duplexes | Single-family attached; detached; manufactured on lots; apartments | Primarily Used Housing |
| Low (30%-50% or less of MFI) | \$17,160 to \$28,600 | 243 | 15% | Manufactured in parks | Apartments; manufactured in parks; duplexes | ↓ |
| Very Low (Less than 30% of MFI) | Less than \$17,160 | 264 | 17% | None | Apartments; new and used government assisted housing | ↓ |

Source: ECONorthwest

DESCRIBE THE DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION AND, IF POSSIBLE, HOUSING TRENDS THAT RELATE TO DEMAND FOR DIFFERENT TYPES OF HOUSING

The purpose of the analysis thus far has been to give some background on the kinds of factors that influence housing choice, and in doing, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult and prone to inaccuracies.

In the context of housing markets, what one observes when looking at past and current housing conditions is *the intersection of the forces of housing supply and demand at a price of housing*. Analysts typically focus a description of housing demand on the characteristics of households that create or are correlated with *preferences* for different types of housing, and *the ability to pay* (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

One way to forecast housing demand is with detailed analysis of demographic and socioeconomic variables. If one could do the measurement fine enough, one might find that every household has a unique set of preferences for housing. But no city-wide housing analysis can expect to build from the preferences of individual households.¹³ Most housing market analyses that get to this level of detail try to describe *categories* of

¹³ Not only could one not measure the preferences of all existing households (now and in the future); one could not know what specific households would be migrating to the region.

households on the assumption that households in each category will share characteristics that will make their preferences similar.

The main demographic and socioeconomic variables that may affect housing choice include: age of householder, household composition (e.g., married couple with children or single-person household), size of household, ethnicity, race, household income, or accumulated wealth (e.g., real estate or stocks). The literature about housing markets identify the following household characteristics so those most strongly correlated with housing choice are: age of the householder, size of the household, and income.¹⁴

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. For example, a person may choose to live in an apartment when they are just out of high school or college but if they have children, they may choose to live in a single-family detached house.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households and people in their middle years are more likely to live in multiple person households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own). A review of

¹⁴ The research in this section is based on numerous articles and sources of information about housing, including:

M. Dieleman. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research. 1996.

The State of the Nation's Housing 2010. The Joint Center for Housing Studies of Harvard University. 2010.

The Case for Multifamily Housing. Urban Land Institute. 2003

E. Zietz. *Multifamily Housing: A Review of Theory and Evidence*. Journal of Real Estate Research, Volume 25, Number 2. 2003.

E. Birch. *Who Lives Downtown*. Brookings Institution. 2005.

C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multifamily Trends. Winter 2004.

J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.

M. Lerner. *The New American Renters*. Multifamily Trends. May/June 2006.

W. Hudnut III. *Impact of Boomer Retirement on Sprawl*. Urban Land, February 2005.

D. Myers and S. Ryu. *Aging Baby Boomers and the Generational Housing Bubble*. Journal of the American Planning Association. Winter 2008.

M. Riche. *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*. The Brookings Institution Center on Urban and Metropolitan Policy. March 2001.

L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.

AARP. *Home and Community Preferences of the 45+ Population*. 2010.

AARP. *Approaching 65: A Survey of Baby Boomers Turning 65 Years Old*. 2010.

U.S. Interim Projections by Age, Sex, Race, and Hispanic Origin: 2000 to 2050. Bureau of the Census.

ECONorthwest's analysis of 2000 Census Public Use Microdata Sample (PUMS) data for Oregon and counties within Oregon.

U.S. Census data for 1990, 2000, and American Community Survey data.

census data that analyzes housing types by income in most cities will show that as income increases, households are more likely to choose single-family detached housing types. Consistent with the relationship between income and housing type, higher income households are also more likely to own than rent.

Trends affecting housing mix

The previous section described the three household characteristics that are most closely correlated with household choice. This section describes the demographic and socioeconomic trends in Junction City and Lane County related to these characteristics by describing the characteristics of households currently in Junction City. The majority of Junction City's population growth, however, is expected to be the result of in-migration.¹⁵ It is difficult (if not impossible) to accurately project the characteristics of households that may move to Junction City over the next 20 years, beyond the projections for changes in population by age group. To some degree, projecting future housing preference relies on estimating the ways that the characteristics of new households in Junction City will be different and make different housing choices than existing households.

The national demographic trends that will affect housing demand across the U.S., as well as Oregon and Junction City are:

- **Aging of the baby boomers.** By 2029, the youngest baby boomers will be 65 years old. By 2030, people 65 years and older are projected to account for about 20% of the U.S. population, up from about 12% of the population in 2000. The State forecast that people over 65 years will grow from 13% of Lane County's population in 2000, to 21% in 2030, an addition of nearly 47,000 people over age 65.
- **Growth in echo boomers.** Echo boomers are a large group of people born from the late 1970s to early 2000s, with the largest concentration born between 1982 and 1995. By 2030, echo boomers will all be older than 25 years old, with the majority between the ages of 35 to 48 years old. The echo boomers will form households and enter their prime earnings years during the 20-year planning period.
- **Growth of immigrants.** One of the fastest growing groups in the U.S. will be immigrants, with Hispanics the fastest growing groups. By 2030, Hispanics are projected account for about 20% of the U.S. population, an increase from about 13% of the U.S. population in 2000.
- **Increase in diversity.** One of the fastest growing ethnic groups in the U.S. are Hispanics and Latinos. By 2030, Hispanics and Latinos are projected account for

¹⁵ The Portland State University Population Research Center's annual estimate of population shows that 74% of Lane County's population growth between 2000 and 2010 is the result of in-migration. We assume that in-migration will continue to account for the majority of growth in Lane County over the planning period.

about 20% of the U.S. population, an increase from about 13% of the U.S. population in 2000. Growth in Hispanics and Latinos will be the result of natural increase (more births than deaths) and immigration from other countries.

- **Change in household composition.** The composition of households is changing, in part as a result of the aging of the population, growth of immigrants, and increase in diversity. Traditional household composition (e.g., households with children and married couples) are becoming less common and non-traditional household composition (e.g., single-family households and non-family households) are becoming more common.
- **New workers at state facilities.** The State is planning to develop a State Hospital and Prison in Junction City, with up to 1,800 employees at the two facilities. The expected average wage for Prison employees would be \$29,000.¹⁶

Table 17 summarizes the affect of demographic and socioeconomic trends on Junction City's housing need.

¹⁶ Based on information from: the Oregon Department of Corrections "Community Impact Study for Junction City and the Southern Willamette Valley" and estimates of employment in the Junction City "Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis."

Table 17. Demographic trends and their affect on housing demand in Junction City and Lane County

| | | Affect of trends on household choice | | | |
|--|--|---|--|--|--|
| | Demographic trends | Age of household head | Household size and composition | Household income | Potential Affect on Housing Demand |
| <p>Baby boomers</p> <p>Age in 2010 46 to 65 years old</p> <p>Age in 2030 66 to 85 years old</p> | <p>Baby boomers are a fastest growing segment of Lane County's population.</p> <ul style="list-style-type: none"> • People over 60 years are forecasted to grow from 17% of Lane County's population in 2000 to 26% in 2030. • Growth in people over 65 years old in Lane County will result in growth of over additional 47,000 people in this age group, or 44% of total population growth over the 2000 to 2030 period. | <p>Junction City's older householders are more likely to be homeowners.</p> <ul style="list-style-type: none"> • Homeownership peaks for householders age 55 to 64 (at 64%) and declines by 3% within the 65 to 74 age group. More than half of householders 45 and older in Junction City are homeowners. • Homeownership begins to decrease substantially for households over 75 years old. About 52% of householders over 75 in Junction City are homeowners. • Homeownership declines after age 65. Just over half of people 65 years and over own a single-family house (either detached or attached) compared to 60% for ages 35 to 64. About 63% of people over 65 years live in a single-family house. • About 28% of people over 65 live in a multifamily unit. • A majority of people over 45 years old express an interest in remaining in their home or in their community as long as possible.¹⁷ | <p>Household size decreases after age 55 in Junction City.</p> <ul style="list-style-type: none"> • About 68% of households 55 to 74 have two or more persons. • About 49% of households 75 years and older have two or more persons. • Nearly 40% of households 45 years and older are single-person households. | <p>Junction City's household income peaks between age 45 to 64.</p> <ul style="list-style-type: none"> • Household income decreases after age 65. About 40% of Junction City's households over 65 had income of less than \$25,000, compared with 18% of households 45 to 64. • Householders over 65 years have a lower than average household income, at about 73% of Junction City's median household income. • Lower income does not necessarily result in greater problems with housing affordability or lower homeownership rates for people over 65 year. In general in Oregon: <ul style="list-style-type: none"> • Some householders over 65 have paid off their mortgage. For households who have paid off their mortgage, lower income does not necessarily result in lower disposable income or affect their ability to continue to own their home. • Older households may have more accumulated wealth, such as the value of their house or investments. | <p>The major impact of the aging of the baby boomers on demand for new housing will be through demand for housing types specific to seniors, such as assisted living facilities. Baby boomers will make a range of housing choices in Junction City:</p> <ul style="list-style-type: none"> • Many will choose to remain in their houses as long as they are able. • As their health fails, some will choose to move to group housing, such as assisted living facilities or nursing homes. If these facilities are not available in Junction City, they will move to a nearby community where they are available. • Some may downsize to smaller single-family homes (detached and attached) or multifamily units. These will be a mixture of owner and renter units.¹⁸ • Some may choose to move to retirement or age-restricted communities, if they are available in Junction City. |

¹⁷ Multiple studies show that people over age 45 prefer to stay in their home or community as long as possible, including multiple surveys by AARP (see <http://www.aarp.org/research/surveys>). The AARP survey *Home and Community Preferences of the 45+ Population* shows that 85% of respondents want to stay in their current residence and community as long as possible.

| | | Affect of trends on household choice | | | |
|--|--|---|---|---|--|
| | Demographic trends | Age of household head | Household size and composition | Household income | Potential Affect on Housing Demand |
| <p>Echo boomers</p> <p>Age in 2010 15 to 28 years old</p> <p>Age in 2030 35 to 48 years old</p> | <p>Echo boomers are growing more slowly than the baby boomers but faster than most other segments of Lane County's population</p> <ul style="list-style-type: none"> By 2030, the State projects that there will be nearly 141,200 people age 20 to 39 years in Lane County, a 25% increase from the 91,600 echo boomers in 2000. Growth of people ages 20-39 will represent 21% of the total population growth between 2000 and 2030. | <p>Younger households are more likely to rent and live in multi-family homes.</p> <ul style="list-style-type: none"> About 86% of people under 25 years old and 63% of people 25 to 34 years old were renters in Junction City. Homeownership rates increase for householders 35 to 44 years old; 50% of these Junction City households are owners. Over half of people 15 to 34 years live in a multifamily unit, compared with just over a quarter of people 35 to 64 years and 65 and older in Junction City. | <ul style="list-style-type: none"> More than 81% of households between age 15 and 54 years have two or more persons. About 19% of households between 15 to 24 years are single-person households, compared with 32% of households 55 to 74 years. | <p>Younger households have lower income on average.</p> <ul style="list-style-type: none"> Over 80% of households under 25 years (which includes college students) had income less than \$25,000. About 65% of households between 25 and 44 had an income of less than \$50,000 in Junction City. Households between 25 and 44 years have lower than average income, at about 97% of Junction City's median household income. Younger households generally have less accumulated wealth, such as housing equity. | <p>Some recent research hypothesizes that echo boomers may make different housing choices than their parents as a result of the on-going recession and housing crisis. They suggest that echo boomers will prefer to rent and will prefer to live in multifamily housing, especially in large cities.¹⁹</p> <p>Other studies suggest that the majority of echo boomers' housing preference is to own a single-family home.²⁰ Our conclusion based on review of recent research is that it seems unlikely that the majority of echo boomers will make fundamentally different housing choices than previous generations as they age and have families.</p> <ul style="list-style-type: none"> It seems likely that echo boomers will to choose to rent when they are under 30 years, most frequently a multifamily unit. This choice may be made from preference but is likely to be necessitated by lower income. As they establish their careers, their income increase, and they form families, it is likely that a large share of echo boomers in Junction City will choose to live in an owner-occupied single family house. Recent articles suggest that echo boomers who prefer single-family units may prefer (or only be able to afford) smaller single-family units. Echo boomers may choose to live in nearby cities, if housing in Junction City is not affordable. |

¹⁸ The AARP survey *Approaching 65: A Survey of Baby Boomers Turning 65 Years Old* of people 65 years old shows that about 15% of responding households are planning to downsize to smaller homes over the next few years.

¹⁹ Examples of such research include *Housing in America: The New Decade* from the Urban Land Institute or *The Rise of the Non-Traditional Household from Multifamily Trends*.

²⁰ A national survey of Echo Boomers in 2010 shows that: two-thirds of Echo Boomers expect to own their home by 2015, that nearly two-thirds expect to live in a single-family home, one-quarter expects to live in an apartment or condominium. These results are from the Urban Land Institute study *Generation Y: America's New Housing Wave*.

DETERMINE THE NEEDED DENSITY RANGES FOR EACH PLAN DESIGNATION AND THE AVERAGE NEEDED NET DENSITY FOR ALL STRUCTURE TYPES

This section summarizes the forecast of new housing units in Junction City for the period 2011 to 2031. Table 18 shows the forecast of housing need by plan designation. Consistent with Table 10, Table 18 shows that Junction City will add 1,590 new dwelling units over the 20-year period.

Table 18 shows that new dwellings locating in Junction City between 2011 to 2031 will be distributed among plan designations, as follows:

- **Low Density Residential (LDR)** will accommodate 55% of new dwellings, 875 dwellings.
- **Medium Density Residential (MDR)** will accommodate 25% of new dwellings, 398 dwellings.
- **High density Residential (HDR)** will accommodate 20% of new dwellings, 318 dwellings.

Table 18. Forecast of future housing by plan designation, Junction City UGB, 2011-2031

| | Estimate of Housing Units (2011-2031) |
|---|---|
| Total new dwelling units (2011-2031) | 1,590 |
| Dwelling units by density class | |
| Low Density Residential | |
| Percent Low Density Residential | 55% |
| <i>equals</i> Total new DU in LDR | 875 |
| Medium Density Residential | |
| Percent Medium Density Residential | 25% |
| Total new DU in MDR | 398 |
| High Density Residential | |
| Percent High Density Residential | 20% |
| Total new DU in HDR | 318 |

Source: ECONorthwest

The assumptions about the distribution of new dwellings among plan designations in Table 18 is consistent with the safe harbor for housing mix in OAR 660-024 Table 1. While Junction City is not using the safe harbor assumptions from OAR 660-024 Table 1, the City believes that these assumptions are reasonable assumptions about how Junction City will grow in the future based on:

- Between 2000 and 2008, two-thirds of new housing (212 dwellings) were built in LDR and about one-third (97 dwellings) were built in MDR.

- As part of the 2012 comprehensive plan update, the City established a high-density residential plan designation and made corresponding plan map amendments.
- Increasing the share of higher-density multifamily housing types built over the next 20-years will provide a broader range of housing options. This broader range of housing options can provide opportunities for workforce housing and affordable housing for new and existing residents of Junction City.
 - About 69% of Junction City's current housing stock is single-family attached or manufactured homes. The remaining 31% of the City's housing stock is in: structures with two to four units (17% of dwellings), structures with 5 or more units (13%), or single-family attached housing (2%)
 - About 37% of Junction City's households are cost burdened (pay more than 30% of their income for housing), with 44% of renters cost burdened and 33% of homeowners cost burdened.

Table 19 presents an estimate of residential land need to accommodate growth of 1,590 new dwellings over the 20-year period. Junction City will need 295 acres of residential land, at an overall density of 7.4 dwelling units per net acre of 5.4 dwelling units per gross acre. Table 19 shows the following land needs by plan designation:

- **Low Density Residential (LDR)** will develop at an average density of 5.9 dwelling units per net acre, or 4.2 dwelling units per gross acre, assuming a 29% net-to-gross acre factor. Junction City will need 209 gross acres of land in LDR.

The average density of 5.9 dwelling units per net acre is based on the development density for single-family detached housing during the 2000-2008 period (Table 3).

- **Medium Density Residential (MDR)** will develop at an average density of 9.5 dwelling units per net acre, or 6.7 dwelling units per gross acre, assuming a 29% net-to-gross acre factor. Junction City will need 59 gross acres of land in MDR.

The average density of 9.5 dwelling units per net acre is based on the assumption that development density in MDR will increase from 8.6 (observed development density during the 2000-2008 period (Table 4)) to 9.5 dwelling units per net acre. This assumption is based on:

- Anticipation of a broader range of housing options that may be developed in Junction City over the next 20-years based on changes in the City's housing policy.
- Need for additional affordable housing, as shown by the large share of cost-burdened renters (44% of renters).

The density assumption also assumes that the net-to-gross conversion factor for MDR will be the same as for LDR (rather than the 32% shown in Table 23). This rationale for this assumption is that the newer development in MDR will require the same amount of land for rights-of-way as LDR, rather than more land for rights-of-way.

- **High density Residential (HDR)** will develop at an average density of 13.0 dwelling units per net acre, or 11.4 dwelling units per gross acre, assuming a 12% net-to-gross acre factor. Junction City will need 28 gross acres of land in HDR.

Junction City does not currently have a high density Comprehensive Plan designation. The average density of 13.0 dwelling units per net acre is based on the development density of multifamily housing (e.g., apartments or duplexes), single-family attached housing, and manufactured dwellings in parks achieved during the 2000-2008 period (Table 3).

Table 19. Residential land need estimate, Junction City UGB, 2011-2031

| Plan Designation | Number of DU | Density (DU/Net Ac) | Net Acres Needed | Density (DU/Gross Acre) | Gross Acres Needed |
|---------------------------------------|---------------------|----------------------------|-------------------------|--------------------------------|---------------------------|
| Low-density (55% of total DU need) | 875 | 5.9 | 148 | 4.2 | 209 |
| Medium-density (25% of total DU need) | 398 | 9.5 | 42 | 6.7 | 59 |
| High-density (20% of total DU need) | 318 | 13.0 | 24 | 11.4 | 28 |
| TOTAL | 1,590 | 7.4 | 215 | 5.4 | 295 |

Source: ECONorthwest

The assumptions about housing density in Table 19 exceed the safe harbor for housing density in OAR 660-024 Table 1, which requires a city to assume an overall minimum of 7.0 dwellings per net acre for a UGB analysis. While Junction City is not using the safe harbor assumptions from OAR 660-024 Table 1, the City finds that an average residential density of 7.4 dwelling units per net acre will meet identified housing needs for the following reasons:

- The assumed net densities by plan designation (see Table 19) are based on actual densities achieved in Junction City over the 2000 to 2008 period.
- Junction City is addressing need for additional affordable housing through several measures that increase the types of housing available in Junction City, including availability of higher density housing:
 - Junction City is establishing a high-density residential plan designation, which will allow housing up to 27.4 dwelling units per acre.
 - Junction City is planning for a shift in the mix of housing types. Over the 2000 to 2008 period, housing in LDR accounted for about 67% of new housing and the remaining 33% in MDR. The City is assuming that

housing in LDR will account for 55% of new housing, with 25% of new housing in MDR and 20% in HDR.

- Table 19 shows housing need for net acres,²¹ which does not include land for rights-of-way (e.g., roads or sidewalks). Table 19 shows a conversion of net acres to gross acres based on the net-to-gross assumptions in Table 23.

Need for Government-Assisted housing

Table 15 gives an indication of need for government assisted housing. About 15% of households earn less than \$15,000 and are unable to afford any type of housing based on HUD's estimate of fair market rent for a studio apartment (\$500 per month).

Households earning between \$15,000 and \$35,000 may also have need for government assisted housing, especially larger households. For example, a household earning about \$32,000 can afford a two-bedroom house at HUD's estimate of fair market rent (\$768 per month). If the household has more than four members, then a two-bedroom dwelling will be crowded and the household might have a need for government assisted housing.

The households most likely to qualify and need government assisted housing are those earning 30% or less than the County's median family income. About 17% of Junction City's households have income of less than 30% of the County median family income (earning less than \$17,160 annually). In addition, about 15% of Junction City's population earn between 30% to 50% of the County median family income (earning up to \$28,600 annually), some of whom would qualify for government-assisted housing.

Junction City has one government-assisted housing development, Northtowne Apartments, which has 34 one-bedroom units. Junction City does not build government-assisted affordable housing. This type of housing is generally built by third-party affordable home builders or other external groups. The City does not restrict development of government-assisted housing on land designated for residential development. The City will work with organizations to develop government-assisted housing. Thus, the City concludes that the need to plan for government-assisted housing is met.

Need for manufactured housing in parks

Manufactured homes are and will be an important source of affordable housing within Junction City in the future. They provide a form of homeownership that can be made available to low and moderate income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

²¹ The housing needs analysis is conducted in net acres. OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads.

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate a manufactured home to escape rent increases. Living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential development. Manufactured housing parks are not an outright permitted use in Junction City's R-2 zone but are an allowed use in zones R-3 and R-4.

According to Census data, the City had 87 manufactured homes in 1990 and 236 manufactured homes in 2005-2009, an increase of 149 dwellings. Table 20 presents the inventory of mobile and manufactured home parks within Junction City in 2012 based on information from the Oregon Housing and Community Services' (OHCS) Manufactured Dwelling Park Directory. The results show that Junction City had 10 manufactured home parks with 282 spaces and 1 vacant space.

Table 20. Manufactured housing parks, Junction City, 2012

| Park | Plan Designation or Zoning District | Type | Spaces | |
|--------------------------------|--|--------|--------|---------|
| | | | Total | Vacant |
| Farmview Park | R-4 | 55+ | 22 | 0 |
| Our Tivoli Park | MDR | Family | 42 | 0 |
| Prairie Winds of Junction City | Commercial / LDR | Family | 25 | 0 |
| Scandia Village | R-4 | 55+ | 62 | 1 |
| The Meadow on Pitney Pond | R-4 | Family | 104 | 0 |
| Valley Village Park | MDR | Family | 18 | 0 |
| Terra Firma | General Commerical | | 9 | Unknown |

Source: Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

ORS 197.480(2) requires Junction City to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential.

- Table 10 shows that Junction City will grow by 3,646 persons in households or 1,590 dwelling units over the 2011 to 2031 period. This projection is based on the City's adopted population projection.

- Analysis of housing affordability (in Table 16) shows that about one-third of Junction City's new households will be low income, earning 50% or less of the County's median family income. One type of housing affordable to these households is manufactured housing.
- The Census and OHCS data show a different number of manufactured dwellings, 236 in the Census data and 419 in the OHCS data. Manufactured housing accounts for between 10% and 20% of Junction City's current housing stock (about 2,300 dwellings according to the current Census data).
- National, state, and regional trends during the 2000 to 2008 period showed that manufactured housing parks were closing, rather than being created. For example, over that eight year period, one manufactured home park closed in Eugene, allowing for redevelopment of the manufactured home park. Anecdotal evidence suggests that the trend in closing and redeveloping manufactured home parks has slowed (or even stopped) between 2008 and 2011. It is unclear, however, whether the trend to closure and redevelopment of manufactured housing parks will continue after the housing market recovers from the current downturn.

Given the longer-term trend for closing manufactured housing parks, future demand for new manufactured home parks may be low, compared to the existing supply of manufactured housing. Table 16 shows that the households most likely to live in manufactured homes in parks are those with incomes \$17,000 and \$29,000 (30 to 50% of median family income). Assuming that about one-quarter of new households in this income category choose to live in manufactured dwellings in parks, the City may need one or two new manufactured housing parks with a total of about 60 new spaces, requiring about 5 acres of land.

ORS 197.408(3) requires the City to "establish the need for areas to be planned and zoned to accommodate the potential displacement of the inventoried mobile home or manufactured dwelling parks" for manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high density residential development. About 197 manufactured dwelling are located in these plan designations. If about one-quarter of these households are displaced by redevelopment of manufactured dwelling parks, then the City will have need for about 50 new dwellings, which at high density residential densities would require about 4 acres of land.

IV. SUFFICIENCY OF RESIDENTIAL LAND WITHIN THE JUNCTION CITY UGB, 2011-2031

This section presents an evaluation of the sufficiency of vacant residential land with the Junction City UGB to accommodate expected residential growth over the 2011 to 2031 period. This section includes an estimate of Junction City's residential land sufficiency, based on the analysis in the housing needs analysis.

BUILDABLE RESIDENTIAL LAND SUPPLY

Appendix I presents the analysis of Junction City's buildable lands inventory. Tables 21 and 22 summarize the results of this analysis. Table 21 shows residential acres by classification (e.g., the classifications described on pages 3 and 4) and constraint status for the Junction City UGB in 2010. Analysis by constraint status (the table columns) shows that about 309 acres are classified as built or committed (e.g., unavailable for development), 237 acres were classified as constrained, and 332 were classified as vacant buildable.

Table 21. Total residential acres by classification, Junction City UGB, 2010

| Plan Designation | Tax Lots | Acres in Tax Lots | Land Not Available For Housing | | Land Available For Housing |
|------------------|--------------|-------------------|--------------------------------|-------------------|----------------------------|
| | | | Developed Acres | Constrained Acres | Buildable Acres |
| Developed | 1632 | 386 | 295 | 91 | 0 |
| Master Plan | 6 | 299 | 0 | 129 | 170 |
| Partially Vacant | 56 | 88 | 14 | 4 | 70 |
| Vacant | 266 | 105 | 0 | 13 | 91 |
| Total | 1,960 | 877 | 309 | 237 | 332 |

Source: City of Junction City data; analysis by ECONorthwest
 Note: The number of buildable acres is rounded.

Table 22 shows vacant land by plan designation. The results show the majority of vacant, unconstrained residential land is in the Low-Density Residential designation (252 of 332 vacant, unconstrained acres). About 45 vacant unconstrained acres are designated Medium-Density Residential, less than one acre Commercial-Residential, and 34 High Density Residential.

Table 22. Vacant and Partially Vacant residential land by plan designation, Junction City UGB, 2010

| Plan Designation | Tax Lots | Acres in Tax Lots | Acres Unavailable for Housing | | Unconstrained Acres |
|----------------------------|------------|-------------------|-------------------------------|-------------------|---------------------|
| | | | Developed Acres | Constrained Acres | |
| Commercial-Residential | 5 | 1 | 0 | 0 | 1 |
| Low-Density Residential | 247 | 400 | 11 | 137 | 252 |
| Medium Density Residential | 64 | 52 | 2 | 5 | 45 |
| High Density Residential | 12 | 39 | 1 | 4 | 34 |
| TOTAL | 328 | 492 | 14 | 146 | 332 |

Source: City of Junction City GIS data; analysis by ECONorthwest

Note: The number of buildable acres is rounded.

LAND NEEDED FOR OTHER USES

Cities need to provide land for uses other than housing and employment. Public facilities such as schools, governments, or parks. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a city grows.

Previous sections estimated land demand for housing; this section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth.

Junction City has addressed land needed for government uses through the economic opportunities analysis. This section addresses land need for rights-of-way, parks, and schools.

Rights-of-way

Table 23 shows the amount of land in residential plan designations that is in tax lots and that is not in tax lots in Junction City in 2008. Land not in tax lots is typically land used for public uses such as rights-of-way. Other public uses where land is in tax lots, such as parks or schools, is addressed in a separate analysis.

The ratio of land not in tax lots to land in tax lots provides a way to convert from *net* acres to *gross* acres.²² Table 23 shows Junction City's average net-to-gross conversion factor is 25%, meaning that 25% of all residential land in Junction City is outside of tax lots.

²² The housing needs analysis is conducted in net acres. OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads.

Table 23. Land not in tax lots, net-to-gross conversion for residential plan designations, Junction City UGB, 2008

| Plan Designation | Total Acres | Acres in Tax | | Acres Not in Tax Lots | Net to Gross Factor |
|------------------------|-------------|--------------|------------|-----------------------|---------------------|
| | | Lots | Lots | | |
| Low-Density | 239 | 171 | 68 | | 29% |
| Medium-Density | 157 | 107 | 50 | | 32% |
| High-Density | 154 | 135 | 19 | | 12% |
| Total / Average | 550 | 413 | 137 | | 25% |

Source: Junction City GIS, LCOG address file; analysis by ECONorthwest
 Note: High-Density housing includes dwellings built in zones R-3 and R-4.

Parks

Junction City prepared and adopted a Parks Master Plan (The Parks and Paths of Junction City: an Integrated Parks, Open Space and Trails Master Plan) on May 11, 2010. The Plan includes a community needs assessment that details the City's strategies for meeting park facility needs for the 2010-2030 period. Following are key findings from the Junction City Parks Master Plan related to park needs.

- **Park Inventory.** The Parks Plan includes an inventory of parks in Junction City. The Plan states:

There are currently 14.64 acres of developed City maintained parkland within the City. This includes eleven park spaces that are owned by the City, one by Lane County, and one that is owned by the School District. The parks owned by the City include neighborhood parks, pocket parks, and special use parks that serve the day-to-day recreation needs of the community. There is an additional 22.77 acres of parkland that has been acquired by the City for park development.

- **Level of Service.** Most parks plans identify a current and desired future level of service standard, which is typically expressed as acres per 1000 residents. The purpose of the level of service standard is to estimate how much park land will be need to meet future population growth.

Based on the park inventory, the plan concludes Junction City has a current level of service of 2.85 acres per 1000 residents. The Plan indicates that the City expects the level of service to increase to 7.28 acres per 1000 residents after development of two undeveloped public park spaces (Raintree Meadows and The Reserve).

The Parks Plan establishes a future level of service standard of 10 acres per 1000 population.

Based on this level of service standard, the Parks Plan identifies an existing

deficit of parkland as of 2010. The plan identifies a 13.94 acre deficit to meet current needs as stated by the level of service. In other words, the City needs to add 13.94 acres to the system to achieve the 10 acre per 1000 level of service standard in 2010.

The Plan identifies a 2030 need of 60.59 acres (inclusive of the 13.94 acre existing deficit) to achieve the 10 acre per 1000 level of service standard with a 2030 population of 10,268 persons. In summary, the City will need 100.27 acres of parkland in 2030 to meet identified needs. The City has a current inventory of 37.41 acres.

In summary, the Parks Master Plan identifies a deficit of 60.59 acres for parks. The City needs 60.59 additional acres of parkland between 2011 and 2031 to meet its desired level of service standard of 10 acres per 1000 population.

The next step in the process of assessing park need is to allocate the need to plan designations. Most of the city's current inventory of parkland is designated "Public" on the Comprehensive Plan map. Typically, parkland is acquired out of the residential land base and redesignated after acquisition. Moreover, the Parks Master Plan identifies sites the city currently owns as sites for future parks. The Master Plan also identifies general areas where the city would like to acquire parkland, but does not identify specific privately-owned parcels. Many of these sites are inside the UGB, so acquisition and development of these sites for park use would reduce the amount of land in the residential inventory.

Thus, the city finds that parkland needs should be allocated as part of the overall residential land inventory.²³ The Parks Master Plan recommends that park and open space development occur in residential areas, but does not identify how that need would be allocated by plan designation. The city finds it appropriate to allocate future parkland proportionally to acres needed for housing by plan designation. Table 24 shows the allocation of parkland need by plan designation.

Table 24. Parkland need by Plan Designation, 2012-2032

| Plan Designation | Gross Acres | Percent of Acres | Acres Needed for Parks |
|----------------------------|--------------------|--------------------|------------------------|
| | Needed for Housing | Needed for Housing | |
| Low-Density Residential | 209 | 71% | 42.8 |
| Medium-Density Residential | 59 | 20% | 12.1 |
| High-Density Residential | 28 | 9% | 5.7 |
| Total | 296 | 100% | 60.6 |

²³ For example, 71% of the City's residential land need is in LDR. As a result, 71% or 42.8 acres of park land need will be in LDR.

Schools

A level of service or empirical method is not appropriate for determining lands needed for schools because such methods are not representative of a typical district's land needs or enrollment projections. In October 2011, the Junction City School District had an enrollment of 1,675. This does not meet the 2,500 student threshold for large district facility plans as required by ORS 195.110.

While the enrollment does not meet the ORS 195.110 requirement, our experience is that the City and District will be required to provide some evidence by way of analysis to support the need. A letter from the District stating a land need is not sufficient. An adopted facilities plan is.

Junction City School District 69 adopted a long-term facilities plan on August 25, 2008 (see attachment). That plan does not identify any land needs. According to correspondence with District staff, the District is about to initiate an update to the 2008 facilities plan. According to communications between the school district and City Administrator Watson, the district does not anticipate additional land need for schools to accommodate growth over the 2011 to 2031 period.

COMPARISON OF LAND SUPPLY AND LAND NEED

Table 25 shows a comparison of residential land supply (Table 23) with the residential land need estimate (Table 19). The results show that Junction City has a deficit of 26 acres of medium density residential land. Junction City has a one acre surplus of land in low density residential and commercial/residential land.

Table 25. Comparison of buildable residential land with land needed for housing and parks, gross acres, Junction City, 2011-2031

| Plan Designation | Zoning | Buildable Land (Gross Acres) | Needed Land (Gross Acres) | | Surplus/ (deficit) (Gross Acres) |
|------------------------|--------|------------------------------|---------------------------|-----------|----------------------------------|
| | | | Housing | Parks | |
| LDR | R1 | 252 | 209 | 43 | 0 |
| MDR | R2 | 45 | 59 | 12 | -26 |
| HDR | R3/R4 | 34 | 28 | 6 | 0 |
| Commercial/Residential | CR | 1 | | | 1 |
| TOTAL | | 332 | 295 | 61 | |

Source: City of Junction City GIS data; analysis by ECONorthwest

Note: The number of buildable acres is rounded.

The buildable land figures presented in Tables 21 to 22 include several land use efficiency measures proposed by the CCPC and documented in Appendix I:

- **Redesignation of the Oaklea site from Professional-Technical to LDR/MDR.** The Oaklea site is 85 acres in area, with about 15 acres in constrained areas. This leaves 70 buildable acres. The City Council/Planning

Commission recommendation is to designate 60 buildable acres of the site as LDR, 9 buildable acres as MDR, and 1 buildable acre as HDR.

- **Redesignation of 32 acres of LDR land to MDR.** This measure is intended to meet an identified deficit of MDR in locations that are in close proximity to transportation corridors and services. The land is in four separate sites (9 individual tax lots) with about 31 buildable acres.
- **Creation of a High Density Residential Plan Designation.** To meet identified needs for higher density housing types, Junction City will add a high density residential (HDR) plan designation and make corresponding plan map amendments. Junction City currently has two zoning districts that allow high density housing (R-3 and R-4), but it does not have a high-density residential plan designation. The City will create a new high density residential plan designation as a part of this process.

CONCLUSIONS

Junction City is planning to meet identified housing needs through provision of a range of housing types, as described in Table 18. Junction City has identified and planning to meet the need for:

- **Affordable housing.** Junction City identified need for affordable housing, including need for housing to accommodate the portion of Junction City's households earning less than 80% of Lane County's median family income, which includes 57% of the City's households. Income is lower in Junction City than in Lane County, with a median in Junction City of at 90% of the County's average. Junction City's housing costs are also lower than the County, with median housing value in Junction City at 81% of the County's average.

Junction City is planning to provide for needed affordable housing through a variety of means: increases in the share of multifamily housing, creation of a high-density plan designation, providing sufficient land in MDR and HDR Plan Designations, and providing opportunities to development of new manufactured dwelling parks. In addition, the City will work with affordable housing providers to develop government-assisted housing, as funding is available.

Table 16 shows the need for housing affordable to the full range of incomes. Given that Junction City has relatively low housing prices (compared to Lane County) and the City's measures to increase opportunities for development of affordable housing, Junction City is providing opportunity for development of market-rate housing affordable to all income levels. Development of government-assisted housing for households that cannot afford market-rate housing is discussed below.

- **Government assisted housing.** Junction City identified need for government-assisted housing for qualifying households, including approximately one-third of

the City's households who earn less than 50% of Lane County's median family income. Junction City does not build government-assisted affordable housing. This type of housing is generally built by third-party affordable home builders or other external groups. The City does not restrict development of government-assisted housing on land designated for residential development. The City will work with organizations to develop government-assisted housing.

- **Manufactured housing parks.** ORS 197.408 requires cities to identify need for land for manufactured dwelling parks and for potential displacement of existing housing (through redevelopment) in manufactured housing parks. Junction City identified a need for about five acres of land to accommodate new manufactured dwelling parks and about four acres of land to accommodate displacement of housing in existing manufactured housing. The City can accommodate these land needs on surplus land in the HDR Plan Designation or through use of land in the MDR Plan Designation.

Based on the residential land need identified in Table 19 and the supply of vacant and partially vacant land in Table 23, Junction City has a deficit of land to meet residential land needs. Table 25 shows Junction City's total residential land deficit to accommodate growth over the 2011 to 2031 period, including land for public and semi-public uses. Table 25 shows that Junction City has a 26 acre deficit of MDR land.

Junction City identified land use efficiency measures to address land deficits (as required by OAR 660-024-0050). These efficiency measures are described in Appendix I and primarily consist of redesignating land within the existing UGB for more efficient uses, as well as creating a high-density residential plan designation. The land needs shown in Table 25 will need to be addressed through expansion of the City's UGB.

V. HOUSING POLICY

Goal 1: To provide for the housing needs of the citizens of Junction City in adequate numbers, price ranges, and rent levels which are commensurate with the financial capabilities of Junction City households.

Goal 2: To provide adequate housing that is affordable to Junction City workers at all wage levels.

Goal 3: To lessen the impact of rising housing costs by requiring a more efficient use of lands available and buildable for new housing.

Goal 4: To ensure that all new multi-family complexes be developed in a manner to provide an aesthetically pleasing environment.

Goal 5: To ensure that all housing comply with Junction City Ordinances, and State and Federal Law.

POLICIES:

Policy 1: The City of Junction City shall periodically assess the housing needs and desires of Junction City residents to formulate or refine specific action programs to meet those needs.

- The City shall prepare a residential monitoring report every five years to assure compliance with Policy 2 of the Housing Element.

Policy 2: The City of Junction City shall plan for and maintain a residential buildable land inventory consistent with the following density and housing mix:

- For all housing maintain an overall minimum density of at least 5 dwelling units per net acre.
- Maintain a land base that allows for the following housing mix by plan designation (as measured by the percentage of dwelling units that must be allowed by zoning): 55% low density residential; 25% medium density residential; 20% high-density residential.

Policy 3: The City of Junction City shall designate and zone land for different housing types in appropriate locations. Multi-Family housing types shall be located in areas that are close to major transportation corridors and services.

Policy 4: The City of Junction City shall encourage the dispersal of multi-family housing land uses throughout the city in areas readily accessible to schools, parks, and shopping.

Policy 5: New multi-family units shall be developed on the basis of provisions of R-2, R-3 and R-4 zoning districts.

Policy 6: For the property designated as LDR/MDR/HDR located west of Oaklea Dr., the City shall allow high density residential development on 1 acre, medium density residential development on 9 acres of the site, with the remaining acreage to be developed as low density residential development. The specific layout of the housing on the property shall be approved through a Master Plan.

Policy 7: The City of Junction City shall coordinate planning for housing with provision of infrastructure. The Planning Department shall coordinate with other city departments and state agencies to ensure the provision of adequate and cost-effective infrastructure to support housing development.

Policy 8: The City of Junction City recognizes that mobile homes and manufactured dwellings provide an affordable alternative to the housing needs of the citizens of Junction City. The city shall provide for those types of housing units through appropriate zoning provisions through the following measures:

Policy 8a: The City of Junction City shall allow manufactured homes, as defined in ORS 446.003(25)(a)(C), within all residential zones that allow 10 or fewer dwelling units per net buildable acre.

Policy 8b: The City of Junction City shall allow the development of manufactured dwelling parks in areas planned and zoned for residential uses sufficient to accommodate the need established pursuant to ORS 197.480.

Policy 8c: The City of Junction City shall permit the construction of manufactured home subdivisions at a density of six to twelve units per acre.

Policy 8d: The City of Junction City shall apply the recreational area standard, design review process, and homeowner association provisions to the Planned Unit Development zoning district to all mobile home subdivisions.

Policy 8e: The City of Junction City shall strictly enforce site development standards and the maintenance standards of the zoning ordinance within mobile home subdivisions.

Chapter 8: Parks, Recreational, and Cultural Preservation Element

I. Introduction

The livability of Junction City is enhanced by extensive parks and recreation facilities, and the community pride in its Scandinavian heritage, and the human services provided to the young and old.

Planning efforts for parks and open space began in the City in the 1920s when land located at 14th and Kalmia Street was obtained by the City for a Park. This area of Oak trees is now the present day Laurel Park. Land directly north of Laurel Park as obtained by the City in the 1930s is now the home of Dutch's field. During the 1970's and 1980's the City developed several park spaces through the exercise of its fee-in-lieu system development charge policy and federal grant programs to acquire and develop park land. The 1970s saw the development of the City's municipal pool. More recent additions to the City's Park and Open space inventory include the acquisition of 10 acres adjacent to Raintree Meadow subdivision and 11.77 acres of park public park dedication with the Reserve at Junction City development.

The City adopted a Parks and Paths of Junction City Plan in 2010. This Plan identified a need for a Community Park to be added to the City's park system in order to meet its current park land need, with additional facilities needed in the future to meet anticipated population growth. The parks system serving the city has new play areas, green, well-kept lawns, tennis courts, and picnic areas shaded by tall trees. Each year thousands of people, residents and visitors, take part in sporting events, hear concerts, or picnic at city-operated and maintained facilities. The leisure time outlets are abundant. The wide selection, indeed, helps to make Junction City a nice place to live.

~~The use of local recreation facilities and open space continues to increase each year. The reasons include a decreasing work week, increasing population, the rising cost of energy involved in travel, and in the national trend toward physical fitness and health. Junction City has progressively attempted to meet these needs through development of several multi-use parks, establishment of various recreation programs for youth and adults, use of schools for City and Lane Community College educational and recreational evening classes and programs. The city will continue with this development in the future.~~

II. Parks System

A. ~~The city in 2010~~ Bailey Park

~~B. Bergstrom Park~~

- C. ~~Founders Park~~
- D. ~~Laurel Park~~
- E. ~~Lyle Day Park~~
- F. ~~Tequendama Park~~

- G. ~~Washburne Park~~

The city currently has 9.5 acres of neighborhood parks inside the city limits. The Junction City School District owns 1.25 acres of this land (Washburne Park) and the remainder is maintained and owned by the city. Future acquisition by the city will probably include lands which are adjacent to established recreation facilities and schools, and parcels located within new subdivisions.

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The city collects a Parks System Development Charge for each living unit newly annexed to the city or constructed on a parcel. The city may elect to accept a new park in lieu of the systems development charge. The Junction City School District and the city are presently working on a maintenance agreement for Washburne Park and a use agreement for school facilities. These agreements should be completed by September of 1983.

II. Park Classification

The National Recreation and Park Association's (NRPA) classifications and definitions are used as a guideline for creating a classification system for Junction City's park and open space resources relative the context of Junction City.

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Pocket Parks / Play Lots — These parks are used to address limited, isolated or unique recreational needs and can include both passive and active recreation uses. Pocket Parks may simply be open lots within neighborhoods or may be more developed with a limited number of amenities.

There are four city owned pocket parks/play lots in Junction City in 2010, as follows:

- Founders Park
- Tequendama Park
- Toftdahl Park
- Oak Meadows Park
- Scandinavian Festival Park (private)

Neighborhood Park — These parks serve as the recreational and social focus of the neighborhood. They provide the day-to-day recreational needs of the neighborhood including field games, court games, individual sports, play for small children and picnicking. The emphasis is on informal active and passive recreation. Neighborhood Parks should be easily assessable to the neighborhood population with safe access for bicycles and pedestrians.

There are four city owned neighborhood parks in Junction City in 2010, as follows:

- Bergstrom Park
- Laurel Park
- Lyle Day Park

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~~Bailey Park~~ Junction City's plans for future facilities focus on the need for expansion of neighborhood and community parks. Upgrading has occurred in all city parks to the appropriate standards. These priorities are in accordance with the needs identified in the Statewide Comprehensive Outdoor Recreation Plan (SCORP) for the state and Administrative District V (Lane County).

Policy: Refer to the Statewide Comprehensive Outdoor Recreation Plan (SCORP) for guidance in planning, acquiring, and developing recreational resources, areas, and facilities.

A. — Bailey Park

~~Located at the SE corner of SW Kalmia Street and Bryant Street. Bailey Park was developed in 1976 through the use of federal, state, local, and private funds. The total cost of park improvements was approximately \$35,000. The park is 2.6 acres in size and serves the entire Junction City area. However, the greatest amount of use comes from the adjacent subdivisions and apartment buildings.~~

~~The facilities located in the park include two lighted tennis courts, a basketball court, a children's playground, and a large open lawn area.~~

B. — Bergstrom Park

~~Located at the north end of Dorsa Street. Bergstrom Park was developed in 1980 with the assistance of a Community Development Block Grant and city funds. The park is 2 acres in size and serves mainly the easterly portion of the city.~~

- ~~The land for the park was donated to the city by Mr. Norm Bergstrom in lieu of the Parks System Development Charge for development of adjacent subdivisions constructed by Mr. Bergstrom.~~
- Washburne park (School District)

Community Park — These parks are intended to meet the recreation needs of large section of the community as well as those of the surrounding neighborhood. They are areas of diverse uses, both active and passive, including swimming, tennis, walking, and picnicking, to name a few.

There are no Community Parks within Junction City in 2010.

Special Use Park — These parks are dedicated to a special use.

There are two Special Use Parks within Junction City in 2010. These include:

- Max Strauss Pool
- Dutch's Field

School Park — These parks are owned by the School District and residents and/or organized groups are allowed to use the school grounds during non-school hours.

There are three school parks within Junction City in 2010. These include:

~~The development of Bergstrom Park was a goal of the 1977 Comprehensive Plan which has been met. The facilities located in Bergstrom Park include a lighted basketball and multi-purpose court, a children's playground, a small ball field, and a native plant area. Also, a specific area has been set aside for picnicking.~~

C. Founders Park

~~Located at the NE corner of W. 5th Avenue and Holly Street. Founders Park was developed in 1980 through private donations from local businesses, civic groups, Scandinavian Festival Association, and individuals. This park is a small downtown park (.25 acres) located within the Central Business District and houses a 1904 Finnish locomotive. The locomotive was a gift to the city from the Finnish Counsel of Oregon, Mr. John O. Virtanen, and the people of Finland.~~

~~Founders Park is located across the street from Viking Sal Senior Center and across the intersection from the Burlington Northern Railroad Station. The park has a small patio area with picnic tables and benches. The motif of the building housing the locomotive is Finnish. Founders Park is a historical, cultural, and recreational facility used by all area residents and patrons of the Scandinavian Festival.~~

D. Laurel Park

~~Located at the NW corner of W. 14th Avenue and Laurel Street. Laurel Park is one of the oldest and most heavily used parks in the city. The park is approximately 1.5 acres in size and is primarily used for picnicking and large group gatherings. The facilities located at Laurel Park include a gazebo, furnished with picnic tables, electrical outlets, and running water. Other facilities include playground equipment and public restrooms.~~

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Laurel Park is located adjacent to Dutch's Field, the Junction City Municipal Swimming Pool, the Junction City Grange, and Laurel Elementary School. The close proximity of these other facilities allows for joint use of these other facilities with Laurel Park.

E. Lyle Day Park

Located at the NW corner of E 5th Avenue and Deal Street. Lyle Day Park is 2 acres in size and was deeded to the city by Gladys Day in 1956 for the purpose of a public park. The current facilities located within the park include playground equipment and a small ball field. Renovation of Lyle Day Park is scheduled for the spring and summer of 1981. Included in the renovation will be a new playground, a group picnic shelter, lighted pathways, and a complete renovation of the lawns and landscaped areas. The master plan also includes a lighted tennis/basketball court and restroom facilities. The funds for the renovation are provided from a Community Development Block Grant and use of systems development fees. Total cost of reconstruction of the park is approximately \$60,000.

F. Tequendama Park

Located at the south end of Shara Place--SW Junction City. Tequendama Park is located within a subdivision with the same Indian name. The park is .5 acre in size and primarily serves the people living within the subdivision. The facilities located in this small park include a children's playground, a basketball court, and a small area for the Junction City Garden Club. A bike path passes through the park as it traverses the subdivision. The park was built during the fall of 1980 and the spring of 1981.

Tequendama Park was dedicated to the city by the developer of the subdivision in which the park is located. Mr. Kutsch donated the land for the park, the right-of-way for the bike paths, and paid for a portion of the landscaping costs in lieu of the Parks Systems Development Fee which would have been assessed against each living unit in the subdivision. The city used this donation as a match with the Federal Land and Water Conservation grant of \$12,000 to construct this park. There is no room for expansion of this park.

G. Washburne Park

Located at the SW corner of W 6th Avenue and Laurel Street. Washburne Park is currently owned and maintained by the Junction City School District No. 69J. The park is 1.25 acres in size and includes playground equipment, a dilapidated basketball court, and four tennis courts which are not of regulation size. The tennis courts were built by the local Lions Club. The primary user of the park are residents in the local area and students from the high school. Also, the easy

~~accessibility of the park to the state highway causes this park to be used by tourists and people traveling through town.~~

~~Washburne Park was donated to the School District with the restriction that the land be used for educational purposes. However, the School District and the city are working together to insure that the facility will be maintained to the same standards as all city parks.~~

III. Community Facilities

- A. ~~Dutch's Softball Field~~
- B. ~~Lions Building and Kindergarten~~
- C. ~~Viking Sal Senior Center~~

D. Junction City Municipal Swimming Pool High School

- Oaklea Middle School
- Laurel Elementary School

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Trails and Connectors — These parks provide a system of open spaces that use public dedications, easements, and right of ways to provide pathways for pedestrians and bicyclists.

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The city has established a Bike Path Reserve Fund used specifically for funding the construction of additional bike paths. A portion of these funds come from the state gasoline tax.

There are four dedicated off street trail connections within the City.

- A. West of the High School connecting 6th Avenue with Timothy Lane.
- B. Extension of 5th Street to Bergstrom Park.
- C. Extension of 13th Street to Laurel Elementary and Rose Street.
- D. East-west from 18th Street to West Juniper.

There are several other informal off street trail connections within the City as depicted In the Master Plan.

Natural Resource Area — These are lands set aside for preservation of significant natural resources, open space and visual aesthetics and buffering. Recreational use of these areas will be constrained due to restrictions to protect water quality and natural resource values. These areas may or may not be dedicated to the public. These areas are not included in the level of service analysis to follow.

There are 10.76 acres of wetland area set aside with the Reserve development. More natural resource areas are expected to be set aside as development moves into areas of the City with resource constraints.

Private Park / Recreation Facility— These are parks and recreation facilities that are privately owned yet contribute to the City's overall park system.

There are two privately owned existing and future park spaces within the City in 2010 as follows:

- Future park #3—The Reserve
- Scandinavian Festival Park

Undeveloped Parkland—Undeveloped parkland includes properties that have been acquired for future development by the City and parks that are planned to be developed by private interests with development.

There are three park spaces that have been acquired by the City for development and one private park facility:

- Future Park #1—Raintree Meadows
- Future Park #2—The Reserve
- Future Park #3—Private park at The Reserve
- Future Park #4 – Crowley (suggested future park)

III. Parkland Need

The adopted Parks and Paths of Junction City Plan identified the need for the following types of parkland:

- A. One community park, with a minimum size of 10 acres and a service area of 2 miles;
- B. One additional Neighborhood Park, in addition to development of the two undeveloped park spaces acquired by the City. The Neighborhood Parks should range in size from 1 to 10 acres, with a service areas of ½ mile;
- C. Additional natural resource areas throughout the community;
- D. Trails and connections, specifically along Flat Creek, to regional facilities in the southern Urban Growth Boundary, and to the City of Harrisburg planned community park;
- E. One additional softball/baseball field and two soccer fields; fields; and
- F. A community center.

Specific identified needs include an enhanced public pool, a skatepark, more sports fields, public places for toddler and senior park visitors, and a large community park.

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~~A. — The Dutch's Softball Field~~

~~Located at the intersection of W. 15th Avenue and Kalmia Street. This facility is recognized as one of the finest softball fields in the Willamette Valley. Its primary use is for softball games between the months of March and September, and is used during other times of the year for youth soccer games and practice.~~

~~The field is lighted and the facility is used to its maximum potential. Organized softball leagues and tournaments give the field its heaviest use, accounting for 300 games played annually on Dutch's Field.~~

~~B. — Lions Building and Kindergarten~~

~~Located at 1450 Kalmia Street, in Laurel Park. This building contains two large classrooms, one of which is used by a private kindergarten and preschool. The other classroom is used for Lane Community College classes and various other special interest classes.~~

~~C. — Viking Sal Senior Center~~

~~Located at 245 W. 5th Avenue. This building is leased by the Scandinavian Festival Association and leased to the city for use as a Senior Center. The building was completely renovated by the senior citizens of the community in 1978, with the assistance of two federal grants.~~

~~The building houses the office of the Junction City Senior Outreach worker. The city employs a Senior Center Program Coordinator to schedule and administer the Center's social, recreational, and cultural activities. The senior citizens of the Junction City area fund the operation of the Center except for personnel costs.~~

- ~~1. The average daily attendance at the Senior Center is 55 unduplicated patrons. As the number of senior citizens in the area increases, so will the demands placed upon this facility. City has an adopted Parks and Paths of Junction City Plan.~~
- ~~2. There are 14.64 acres of developed City maintained parkland within the City. This includes eleven park spaces that are owned by the City, one by Lane County, and one that is owned by the School District. The parks owned by the City include neighborhood parks, pocket parks, and special use parks that serve the day-to-day recreation needs of the community.~~
- ~~3. There is an additional 22.77 acres of parkland that has been acquired by the City for park development.~~
- ~~4. Junction City has a current park level of service of 2.85 acres per 1000 residents. The City expects the level of service to increase to 7.28 acres per 1000 residents after development of two undeveloped public park spaces (Raintree Meadows and The Reserve).~~

5. The Parks Plan establishes a future level of service standard of 10 acres per 1000 population. Based on this level of service standard, the Parks Plan identifies an existing deficit of 13.94 acres of parkland as of 2010. The Plan identifies a 2030 need of 60.59 acres (inclusive of the 13.94 acre existing deficit) to achieve the 10 acre per 1000 level of service standard with a 2030 population of 10,268 persons. In summary, Junction City will need 100.27 acres of parkland in 2030 to meet identified needs. Junction City has a current inventory of 37.41 acres.

Park

IV. Community Facility Goals and Policies

A. Community Park Land Need

Goal 1: It is a goal of the city to provide 10 acres of developed park land per 1,000 residents.

The City needs 60.59 additional acres of parkland between 2010 and 2030 to meet its desired level of service standard of 10 acres per 1,000 population.

Implementation policy:

1. The City of Junction City shall satisfy the recreational needs of its residents by providing sufficient land within its Urban Growth Boundaries for the siting of necessary recreational facilities.
2. The City shall provide funding to carry out the adopted Parks and Paths of Junction City Plan through System Development Charges for parks and recreation; as well inclusion of the City's recreational needs into Junction City's Capital Improvement Program.
3. Developers of new subdivisions shall be required to provide for the recreational needs of their residents as defined in the Subdivision Ordinance.

B. Community Facility Goals

Goal 2: It is a goal of the City of Junction City to continue to operate and construct park and recreational facilities that can be used by the entire community.

Implementation policy:

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Implementation policy:

It is the policy of the city City of Junction City to,

1. Acquire parcels of land that will accommodate community facilities, using the Implementation Action Plan of the adopted Parks and Paths of Junction City Plan and the priorities from the Community Services Assessment Final Report as a guide in planning, acquiring and developing recreational resources and facilities.
2. Utilize local citizen input when developing community facility plans.
3. Construct facilities with a multi-purpose use flexibility.

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Goal 3: It is a goal of the city City of Junction City to continue to meet the recreational, social, and cultural needs of local senior citizens.

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Implementing policy:

- 4.1. Developing Maintaining a multi-facet program at the Viking Sal Senior Center.
- 5.2. Eventual construction of a multi-purpose Senior Center.

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~~D. Junction City Municipal Swimming Pool~~

~~Located at the north end of Laurel Street. The Community Swimming Pool was constructed in 1974 and was funded through public support by passage of a \$225,000 bond issue. The facility is uncovered and as a result is used only between the months of June through September. The pool is 25 yards long and six lanes wide and over 10,000 people annually use the pool.~~

~~The pool is heated by natural gas. As an energy conservation measure, a thermal blanket was donated by the local Jaycees Club and installed by the city during the periods when the pool is not in use.~~

~~The Municipal Swimming Pool offers many different programs during the use season. Swim lessons are offered for all age groups--infants through adults. The city also supplies swim lessons to 3rd and 4th grade students from Laurel School during early September. The local School District contracts with the city for this service through a joint use agreement. Goal 4:~~

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~~Community Facilities Goals related to the Municipal Swimming Pool.~~

It is a goal of the city City of Junction City to continue to operate the swimming pool in as energy efficient and economically method as possible.

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Implementing policy:

1. Develop and implement an energy conservation program for swimming pool operations.

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~~2. Determine the practicability of covering the present pool.~~

~~3. Conduct a feasibility study concerning the use of solar collectors for heating the pool's water.~~

Commen

2. Provide a covered pool to allow year-round usage.

3. .

4. Training competent staff in the proper operation of the pool's heating plant.

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Goal 5: It is a goal of the cityCity of Junction City to maximize the use of the swimming pool.

Implementing policy:

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4.1. The cityCity of Junction City will continue to offer a variety of high quality swim programs for all age groups.

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5.2. The city will continue its joint use agreement with the School District permitting use of the pool when not in use by the general public.

6.3. Constructing additional small pools for special classes and as population growth places greater demands on existing facilities. Smaller pools could include diving or wading pools.

Commen

IV. ~~Bike Path System~~

~~The city's bike path system is presently in a developmental stage. The Parks and Recreation Department is currently working on a Master Bike Path Plan that will establish an interconnecting system of bike paths and lanes.~~

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~~The city has established a Bike Path Reserve Fund used specifically for funding the construction of additional bike paths. A portion of these funds come from the gasoline tax. The following paths have already been constructed as part of a previous master plan.~~

~~A. Tequendama Bike Path~~

~~B. Laurel School to Oaklea Middle School~~

~~C. Timothy Street to Maple Street~~

~~D. Alder Street to Bergstrom Park~~

~~E. E. 4th Avenue to 6th Avenue Connector Path~~

A. ~~Tequendama Bike Path~~

~~Passage through Tequendama Subdivision.~~

~~This path meanders through the new Tequendama Subdivision and is used as a connector path between the path north of W. 1st Avenue and W. 6th Avenue. The path is 1/2 mile long and constructed to state bike path standards.~~

~~**B. Laurel School to Oklea Middle School**~~

~~One-fourth mile long.~~

~~This short path is located between Laurel Elementary School and Laurel Park and the Community Swimming Pool, and Oaklea Middle School. The path is presently a graveled surface used primarily by students and occasional joggers. The path is located totally on School District property and was built by the district.~~

~~**C. Timothy to Maple Street**~~

~~This path is a bike land located along the curb of W. 6th Avenue adjacent to High School property and is 1/2 mile long. The path interconnects the Tequendama Bike Path with Washburne Park.~~

~~**D. Alder Street to Bergstrom Park**~~

~~This path is 1/2 mile long and will be used as a connector between a concentration of apartment buildings and Bergstrom Park to the east. The path will be constructed during the summer of 1982 using Bike Path Reserve funds.~~

~~**E. E. 4th Avenue to 6th Avenue Connector Path**~~

~~This path is located in Lyle Day Park and is 1/4 mile long. The path will be lighted when built in conjunction with the renovation of Lyle Day Park.~~

~~Goals of the city in developing its Bike Path System:~~

~~Goal 6: It is a goal of the cityCity of Junction City to interconnect all public facilities through the use of a safe bike path system consisting of paths, lands, and ways.~~

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~~Implementing policy:~~

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- ~~1. The cityCity of Junction City will establish an up-to-date Master Bike Path Plan.~~
- ~~2. The cityCity of Junction City will continue to construct new bike paths and/or lanes on new streets when feasible and practical.~~
- ~~3. The city will permit developers of subdivisions or apartment units to complete a portion of the bike path system in lieu of payment of a parks system development charge. Approval of any such proposal must be obtained from the Junction City Parks and Recreation Committee.~~

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- 3. V. — The City of Junction City will seek to acquire property for the development of off-street trails in addition to development of an on-street bicycle network.
- 4. The City of Junction City will develop a wayfinding strategy, consisting of signs, urban design and landscaping, that will serve to direct people to public places.
- 5. The City of Junction City will coordinate efforts with Lane County aimed at developing a system of greenways and/or bicycle-pedestrian pathways from the City to nearby regional recreation centers.

Goal 7: It is a goal of the City of Junction City to plan for tourism development.

Implementing policy:

- 1. The City of Junction City will establish a Tourism Development Plan.
- 2. The City of Junction City will coordinate tourism activities with public, private and non-governmental agencies.

V. Junction City Community Events

Community events such as outdoor markets, celebrations, fairs, and annual festivals also provide a sense of community, history, and continuity. The City encourages these events.

1. Scandinavian Festival

The annual Scandinavian Festival is a major community event drawing crowds during its 4 day summer schedule. The festival allows craftsmen and vendors from throughout the state the opportunity to sell products and foods.

A goal of this plan is that the city will continue to support the efforts of the Scandinavian Festival Association in the annual production of its festival. Further, the city supports the continued expansion and improvements the festival association plans to make to existing and future facilities.

The City of Junction City is committed to supporting and building-off of existing events, such as the Scandinavian Festival and Function 4 Junction, and supporting development of new events to attract visitors to the City and enhance the sense of community and history.

VI. Junction City Public Library

The city library has provided an important educational tool to the community for the past 50 years- at its current site. The library has been a City function since 1929. The present library is located at the NE corner of W. 7th Avenue and Greenwood Street.

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Total circulation level for 1979-1980 was 24,220 volumes. The total number of volumes owned by the library include 11,391 books, 29 periodicals and subscriptions, and 264 records. Registered borrowers include 2,111 people living inside the city limits (1980). The city takes great pride in its library and its programs. The formation of a civic organization, The Friends of the Library, has brought additional cultural and music events to the community.

VII. Human Services Delivery Programs

The reverence to human service programs found in the Public Facilities Element is expanded as part of this element by a description of the different programs available to the young and old of the community. [Note: The first two programs have been discontinued or have been replaced by other programs and/or organizations.] aging of the community.

- A. Senior Outreach Program
- ~~B. Homebound Delivery Program (Senior Meals and Meals on Wheels~~
- ~~B.C. Junction City Library) Community Center~~
- ~~D. Junction City Youth Activities~~ Athletics Association
- ~~C.E. Local Aid~~

A. Senior Outreach Program

The purpose of the Senior Outreach Program is to assist those senior citizens who cannot help themselves to meet their medical, social, nutritional, and recreational needs. The Outreach Office is located in the Viking Sal Senior Center and is funded by the city. The program serves over 200 individuals each year through the services of a paid city employee, supported by numerous volunteers that to accomplish its mission and areas of service..

~~B. Homebound Delivery Program (Junction City Library)~~

~~The city's public library provides a home delivery service to the elderly and infirm of the community. Books containing large print, music records, and tapes are provided on a weekly basis. The services were requested on 457 occasions for fiscal year 1979-1980.~~

B. Senior Meals and Meals on Wheels

The Senior Meals Program of Lane County, Oregon is a program of Senior & Disabled Services, a division of Lane Council of Governments. This program operates three days a week from Viking Sal, offering dining services. In addition, Meals on Wheels, also operated by Senior & Disabled Services, delivers lunches and performs safety checks on residents over aged 60 within the Junction City area.

C. Junction City Youth Activities Community Center

Junction City operates the Junction City Community Center providing a variety of different programs and activities to meet the community's needs. Development of programs and activities are based on the guidance of an Advisory Board. The non-profit board focuses on partnerships and volunteerism for community based program development and operations.

The Junction City Community Center 's primary purpose is to link the Junction City area community members to services, information and volunteer opportunities that enhance quality of life and overall well-being.

C-D. Junction City Athletics Association

Comment

~~This organization provides youth sports for all area residents. A total of 500 youths participated in the sports activities offered last year. These activities include baseball, soccer, softball, gymnastics, and basketball. The Junction City Parks and Recreation Department, in conjunction with the Lane County Community Chest, work to provide these services.~~

A goal of the cityCity of Junction City will be to continue to serve the youth, elderlyaging, and needydisadvantaged of the community by providing selective health, recreational, and educational programs.

~~Implementing policy:~~

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Implementing policy:

1. The cityCity of Junction City will continue to financially support those human service programs desired by the community.
2. The cityCity of Junction City will encourage the development of new programs based on the Community Service Assessment Final Report which will help carry out the goals of the city.
3. The cityCity of Junction City will continue to monitor these programs to insure their effectiveness in supplying the needs of the community.

E. VII. Local Aid

Junction City Local Aid provides assistance in the form of food, clothing, utility billing support, prescription drug assistance and related services to low-income individuals and families in the Junction City area.

IX Historical Preservation Goals and Guidelines

- A. Historical Preservation Goals
- ~~B. Goal Implementation~~
- ~~B. Coordination Between the City and County~~ Goal Implementation
- C. Coordination Between the City and County

In Junction City it is still possible to see many historic houses, to walk along the original streets the town was built around, to chat for hours with colorful old-timers, and to find groups and individuals sensitive to history. Viewing old railroad buildings, examples of Victorian, Queen Anne, and Colonial architecture, a casual observer might assume that all is well with the course of historical preservation, and that no further work needs to be done.

A huge amount of work does need to be done. Unless action is taken, rare physical reminders will be lost and precious remembrances will be rendered irretrievable. The citizens of the city will suffer economically and will be diminished spiritually. Fifty or one-hundred years from now, children and grandchildren will wonder at the shortsightedness and narrowness of vision, if a historical preservation effort is not included in this text. There is a shortage of museum space, the need for a historical library, and archives to do justice to the records of the past. There are gaps and imbalances in the picture of Junction City presented to those people who come here seeking information about the local past.

Economic interest, pride, spiritual value, morality, progress, and patriotism--these are reasons for caring about the history of Junction City. This supplement addresses those tangible and intangible needs and becomes the guide to local government and community in making daily decisions.

History can be preserved and made valuable in two ways. The first method is to dwell upon physical reminders of the past by rescuing and developing historic sites such as houses, barns, cemeteries, railroad buildings, and other artifacts.

The second method is more intangible, but equally important. Public awareness of a need for historical preservation is necessary for this program to ~~operated~~operate to its fullest extent. Only when citizens share a collective remembrance of the past can a preservation effort succeed. The goals and implementing measures listed below are established by enactment of this plan.

A. Historical Preservation Goals:

1. To recognize significant buildings, sites, and other historic elements, and to provide for their protection.
2. To encourage interest in the cultural heritage of Junction City for the education and enjoyment of present and future generations.
3. To encourage public and private enterprises in the preservation of historic sites and buildings in Junction City.

4. To apply the Federal Standards for Historic Preservation Projects of the National Historical Preservation Act of 1966 to those buildings and sites in need of protection, stabilization, preservation, restoration, and reconstruction.
5. To insure that historic buildings are added to the national Register of Historic Places and the State Inventory of Historic Sites.
6. To develop a citywide register of historic buildings and places to be preserved protected, restored, and stabilized.
7. To work with the Lane county Historical Society and encourage preservation, rehabilitation, and restoration of historical buildings and sites not only within the City's Urban Growth Boundary, but the entire Lane County.
8. To work with the Junction City Historical Society in the identification, preservation, rehabilitation, and restoration of buildings and historic sites within the city and its urban growth boundary.

Proposals for saving historical treasures will not be realized unless the practical aspects of restoration, rehabilitation, and preservation are faced in detail.

B. Goal Implementation

1. Historical sites and buildings will be designated upon the Comprehensive Plan Map.
2. A cooperative program between the city and the Junction City Historical Society will be developed.
3. Historic sites and buildings will be incorporated into the plans for new subdivisions or commercial or industrial projects.
4. The City will use a conditional use process to protect historic sites identified in the historic sites inventory.

C. Coordination Between the city and County

Although city government is responsible only for lands within the city limits, it is also its responsibility to serve as a recommending and coordinating body in historic matters related to the county. Junction City will ultimately establish its own historic preservation plans, but close coordination between the city and county will result in a framework of harmonious recommendations close to and around the city.

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The Parks and Paths of Junction City

An Integrated Parks, Open Space and Trails Master Plan



ADOPTED BY RESOLUTION NO. 1015 on MAY 11, 2010



**Parks &
Open Space
Master Plan**



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Councilor Bill DiMarco
Councilor Ethan Nelson
Councilor Randy Nelson
Councilor Scott Mehlbrech
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Vice Chair Brad Lemhouse
Planning Commissioner Donna Bernardy
Planning Commissioner Sandy Dunn
Planning Commissioner Jack Sumner
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Junction City Leisure Services Committee

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Councilor Lance Stoddard
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Parks & Open Space Master Plan



1. Introduction

Junction City is located in the southern Willamette Valley, 15 miles north of the City of Eugene. Junction City was originally settled in the early 1860's as a transportation junction for east and west railroad lines. The west side rail line was never built, but many years later, the City became the junction for Highway 99 East and West as well as Highway 36 leading to the Oregon coast.

The City is surrounded by green summer fields of mint, grasses and farmed crops with the Coast Range as a backdrop. There are two intermittent streams in the city, Flat Creek and Crow Creek with several wetland areas associated with the creeks.

With an estimated population in 2007 of 5,135, Junction City is the fourth most populated city in the region after Eugene, Springfield, Cottage Grove and Florence. The planning area for this study includes 1,757 acres within the Urban Growth Boundary.

Planning for Parks

Planning efforts for parks and open space began in the city in the 1920's when land located at 14th and Kalmia Street was obtained by the City for a Park. This area of Oak trees is now the present day Laurel Park. Land directly north of Laurel Park was obtained by the City in the 1930's and is now the home of Dutch's Field. During the 1970's and 1980's the City developed several park spaces through the exercise of its fee-in-lieu system development charge policy and federal grant programs to acquire and develop park land. This time also saw the development of the City's municipal swimming pool. More recent additions to the City's Park and Open Space inventory include the development of Oak Meadow's Park in 2002, the acquisition of 10 acres adjacent to the Raintree subdivision and 11.77 acres of public park dedication with The Reserve development.

Park facilities are key services that meet demand for recreational experiences and enhance a community's quality of life. This Master Plan has been developed to ensure that the livability of the residents of Junction City is preserved and enhanced as the City continues to grow and change. This master plan outlines the park and open space opportunities over the next 20-years and provides a 10-year implementation and action plan to achieve this vision.



Parks & Open Space Master Plan



1. Introduction

Purpose of this Plan

The purpose of this plan is to create a strategy for Junction City to provide for the park and open space needs of the growing community.

1. Inventory the existing park facilities within Junction City, including an analysis of appropriate classifications and standards;
2. Identify the park needs based upon community input and available data;
3. Create an implementation action plan identifying recommended program financing and development of a capital improvements and land acquisition plan.

Development of this plan

This plan was developed through cooperation with the community and community leaders. This collaboration and solicitation of input was imperative in the creation of a plan that reflects the needs of it's users. To this end, the following public involvement efforts were conducted.

- Community Meeting — held on March 21, 2008, the goal was to introduce the project to the community and solicit input regarding the plan and elements they would like to see incorporated.
- Stakeholder meetings — Identified stakeholders were contacted in person and via email to address specific issues and concerns of certain groups relative to the parks and open space system within the City.
- Public survey — An online public survey was completed by members of the community to gauge current park usage and improvement priorities.
- Project Website (www.junctioncityparks.net) — A project website was developed and made available to the community. This website was continuously updated with new information for the public.
- Open House—On open house was held on August 21, 2008 to present the plan to the public and solicit input prior to the City's approval process began.
- Leisure Services Committee—A series of Leisure Service Committee meetings were held on July 1 and August 5, 2008.



Parks & Open Space Master Plan



1. Introduction

- Planning Commission and City Council

Document Organization

This document is organized into seven Sections and supplemental appendix documents. The Sections include the following:

- Section 2: Community Profile
Examines the existing conditions and trends in governance, demographics, employment, land use and housing
- Section 3: Existing Conditions
Defines the park classification system to be applied to the parks within the City. Provides an inventory of the parks available within the City with a baseline level of service analysis.
- Section 4: Park and Open Space Needs Assessment
Examines the park and open space needs for the City based upon the community survey, stakeholder meetings and community meeting. Provides a level of service assessment and service area mapping to identify current gaps in service.
- Section 5: Master Plan Framework
Establish values, mission statement and guiding principles for the plan which reflecting the input received from the community.
- Section 6: Park and Open Space System
Examines the key master plan components.
- Section 7: Implementation Action Plan
Provides a prioritized list of recommended improvements, analysis of cost and funding options and a capital improvements plan.





Parks & Open Space Master Plan

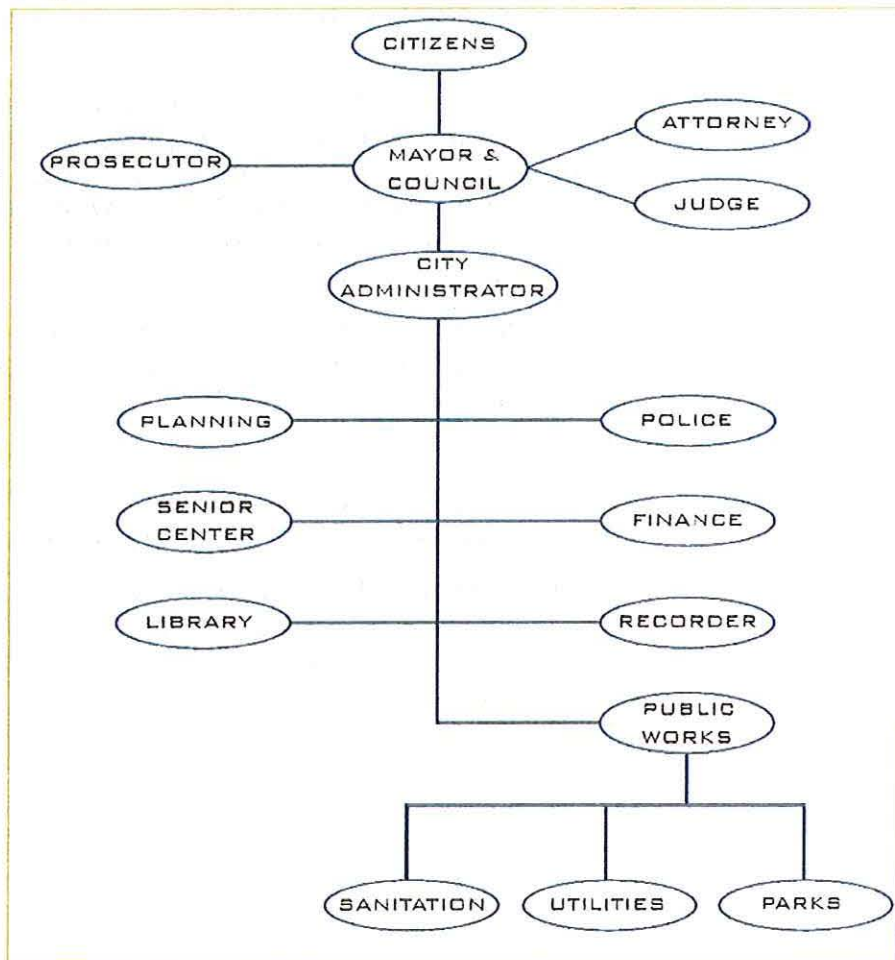


2. Community Profile

Governance

Below is an overview of the structure of Junction City's government. Currently, the parks and open spaces are overseen by the Public Works Department. Historically, the City had a recreation department, however this department was eliminated in 2005. All of the youth and adult recreation programs are run by private and volunteer organizations around the area, such as Junction City Athletics. The City owns parkland totaling 35.21 acres, 13.44 acres of which are developed. The City maintains two park spaces that are owned by other entities, one owned by the Junction City School District and the other owned by Lane County.

Figure 1. Governance Organization Chart





**Parks &
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2. Community Profile

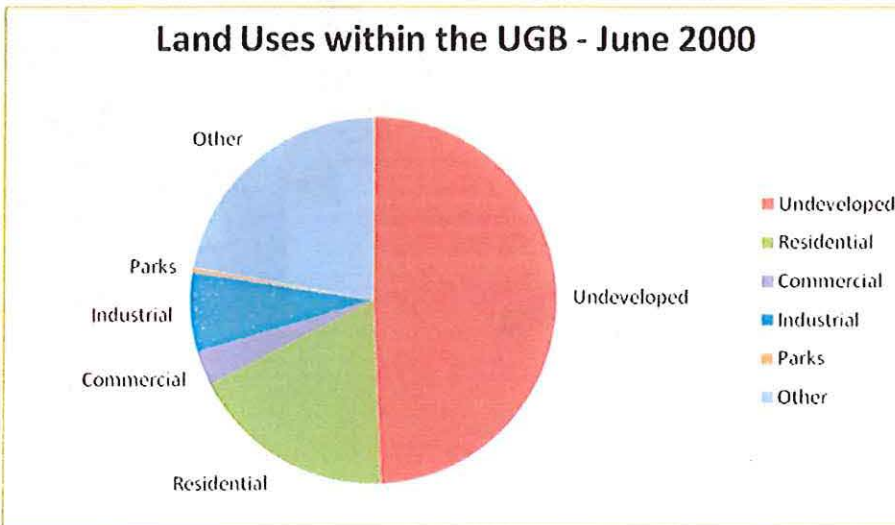
Demographics

The population of Junction City in 2007 was 5,135. According to the proposed coordinated population allocations provided in the Southern Willamette Valley Regional Growth Management Strategy, the average annual growth rate of Junction City from 1990 to 2005 was 2%. This is above the state rate of 1.6%. An average annual growth rate of 1.3% is expected through 2055. The population projections provided in this document anticipate the population in 2030 to be 10,268.

In 2000, the census reported that 7.5% of the population were under 5 years old, 23% were 5 to 19 years, 35% were 20 to 44 years, 20% were 45 to 64 years and 15% were 65 years or older. The median age was 34 years.

Land Use

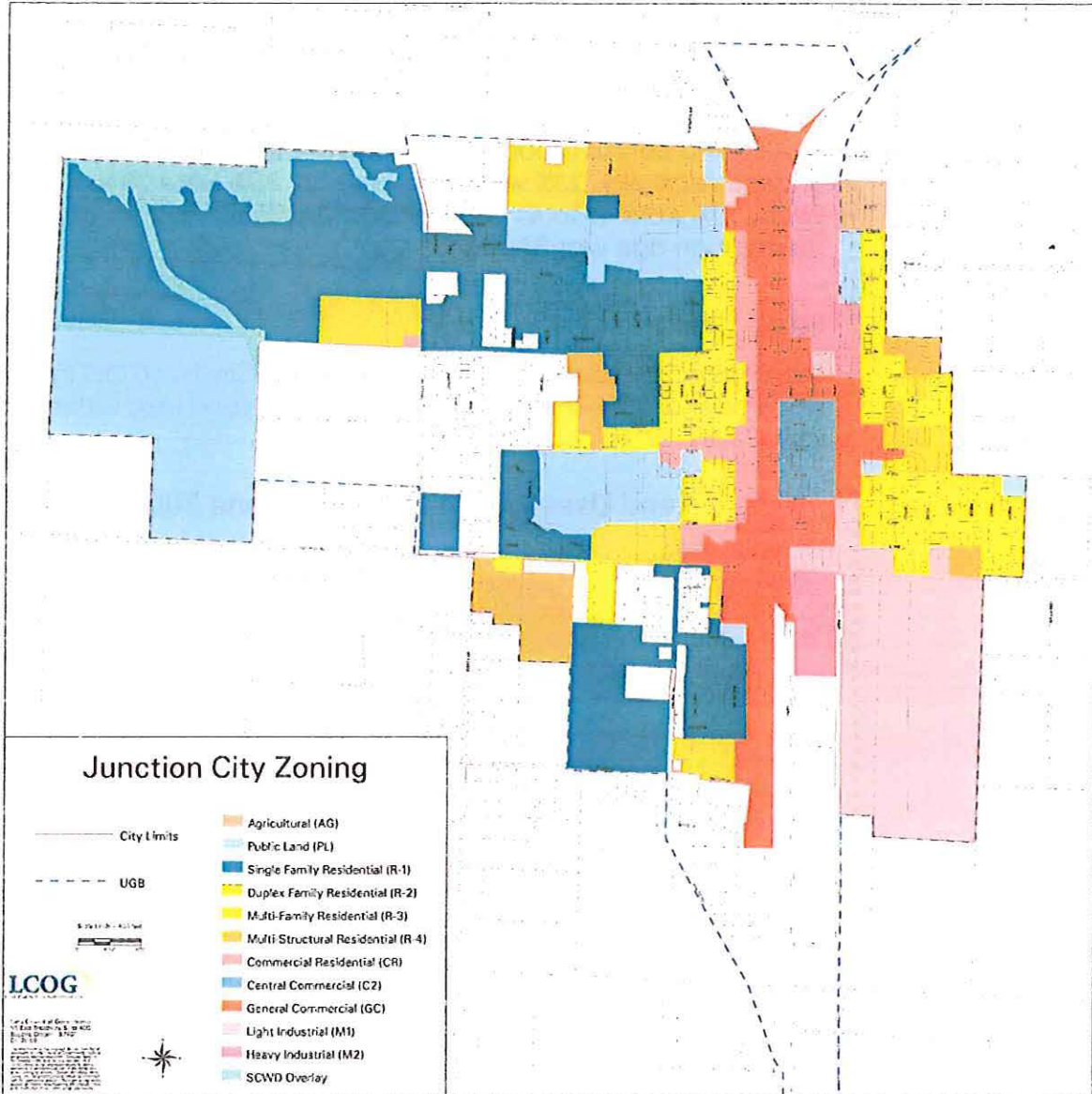
The Region 2050 plan prepared for Junction City by LCOG in November of 2000 showed the distribution of land uses within the City.





2. Community Profile

Map 1. Zoning





**Parks &
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Tequendama Park



Lyle Day Park



3. Existing Conditions

This Section describes Junction City's park system in 2008. The information included regarding the park spaces was based upon a review of the Park Facility Master Plan from 1990, discussions with staff and community members at the workshop and a tour of the park facilities with staff.

Park Classification

Park classifications serve as a starting point for the evaluation of the City's existing park inventory and recommendations for the future. We have used the National Recreation and Park Association's (NRPA) classifications and definitions as a guideline for creating a classification system for Junction City's park and open space resources relative the context of Junction City. Standards for each of these classifications are defined in Section 4 of this document.

Pocket Parks / Play Lots — These parks are used to address limited, isolated or unique recreational needs and can include both passive and active recreation uses. Pocket Parks may simply be open lots within neighborhoods or may be more developed with a limited number of amenities.

There are currently four city owned pocket parks/play lots in Junction City. A detailed description of each of these parks can be found in Appendix A.

- Founders Park
- Tequendama Park
- Toftdahl Park
- Oak Meadows Park
- Scandinavian Festival Park (private)

Neighborhood Park — These parks serve as the recreational and social focus of the neighborhood. They provide the day-to-day recreational needs of the neighborhood including field games, court games, individual sports, play for small children and picnicking. The emphasis is on informal active and passive recreation. Neighborhood Parks should be easily assessable to the neighborhood population with safe access for bicycles and pedestrians.

There are currently four city owned neighborhood parks in Junction City. A detailed description of each of these parks can be found in Appendix A.

- Bergstrom Park



Parks & Open Space Master Plan



Max Strauss Pool



Trail connection to Bergstrom Park



3. Existing Conditions

- Laurel Park
- Lyle Day Park
- Bailey Park
- Washburne park (School District)

Community Park — These parks are intended to meet the recreation needs of large section of the community as well as those of the surrounding neighborhood. They are areas of diverse uses, both active and passive, including swimming, tennis, walking, and picnicking, to name a few.

There are currently no Community Parks within Junction City.

Special Use Park — These parks may be established through a relationship with the School District which allows residents and/or organized groups to use the school grounds during non-school hours. These facilities can serve many of the same functions as a Neighborhood or Community Park.

There are currently two Special Use Parks within Junction City. These include:

- Max Strauss Pool
- Dutch's Field

School Park — These parks may be established through a relationship with the School District which allows residents and/or organized groups to use the school grounds during non-school hours. These facilities can serve many of the same functions as a Neighborhood or Community Park.

There are currently three school parks within Junction City. These include:

- Junction City High School
- Oaklea Middle School
- Laurel Elementary School

Trails and Connectors — These parks provide a system of open spaces that use public dedications, easements, and right of ways to provide pathways for pedestrians and bicyclists.

There are currently four dedicated trail connections within the City.

1. West of the High School connecting 6th Avenue with Timothy



Parks & Open Space Master Plan



Scandinavian Festival Park



Future park property at Raintree Meadows



3. Existing Conditions

Lane.

2. Extension of 5th Street to Bergstrom Park.
3. Extension of 13th Street to Laurel Elementary and Rose Street.
4. East-west from 18th Street to West Juniper.

Natural Resource Area — These are lands set aside for preservation of significant natural resources, open space and visual aesthetics and buffering. Recreational use of these areas will be constrained due to restrictions to protect water quality and natural resource values. These areas may or may not be dedicated to the public. These areas are not included in the level of service analysis to follow.

There are 10.76 acres of wetland area set aside with the Reserve development. More natural resource areas are expected to be set aside as development moves into areas of the City with resource constraints.

Private Park / Recreation Facility— These are parks and recreation facilities that are privately owned yet contribute to the City's overall park system.

There are currently two privately owned existing and future park spaces within the City as follows:

- Future park #3—The Reserve
- Scandinavian Festival Park

Undeveloped Parkland—Undeveloped parkland includes properties that have been acquired for future development by the City and parks that are planned to be developed by private interests with development.

There are currently three park spaces that have been acquired by the City for development and one private park facility:

- Future Park #1—Raintree Meadows
- Future Park #2—The Reserve
- Future Park #3—Private park at The Reserve
- Future Park #4—Crowley (suggested future park)



Parks & Open Space Master Plan



3. Existing Conditions

Park Inventory

The first step in creating the Parks and Open Space Master Plan was to inventory the existing facilities currently serving this City. This inventory includes parks spaces owned by the City, both developed and recently acquired properties, and those owned by the School District. Appendix A of this document details the amenities included in each park.

Table 1 shows the park facilities serving the City, their classification and ownership. Map 2 shows the location of the existing park facilities.

City Parks

There are currently 14.64 acres of developed City maintained parkland within the City. This includes eleven park spaces that are owned by the City, one by Lane County and one that is owned by the School District. The parks owned by the City include neighborhood parks, pocket parks special use parks that serve the day-to-day recreation needs of the community. There is an additional 22.77 acres of parkland that has been acquired by the City for park development.

School District Facilities

The Junction City School District currently owns a total of 70 acres, 52.5 acres of which could potentially serve as park and recreation space during non-school hours. Washburne Park, located across from the High School, is maintained by the City and can be used by the public during school hours. There are five softball fields located between Laurel Elementary and Oaklea Middle School that are known as the Laurel Sports Complex. These facilities are used by the community for organized softball games and tournaments. The school district currently leases these facilities to Junction City Athletics who use the fields for programs and maintains the facilities as part of the lease agreement. Oaklea Middle School has an open field area for use after school hours and the High School has a track, softball and baseball fields, tennis courts, and open field area for limited use during non-school hours.

Private Parks

There are two parks within the City that generally function as park space but are privately owned. The first is the Scandinavian Festival Park, located in the downtown area of the City. This park is owned by the Scandinavian Festival Association and is used for the annual Scandinavian Festival. The second is



**Parks &
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3. Existing Conditions

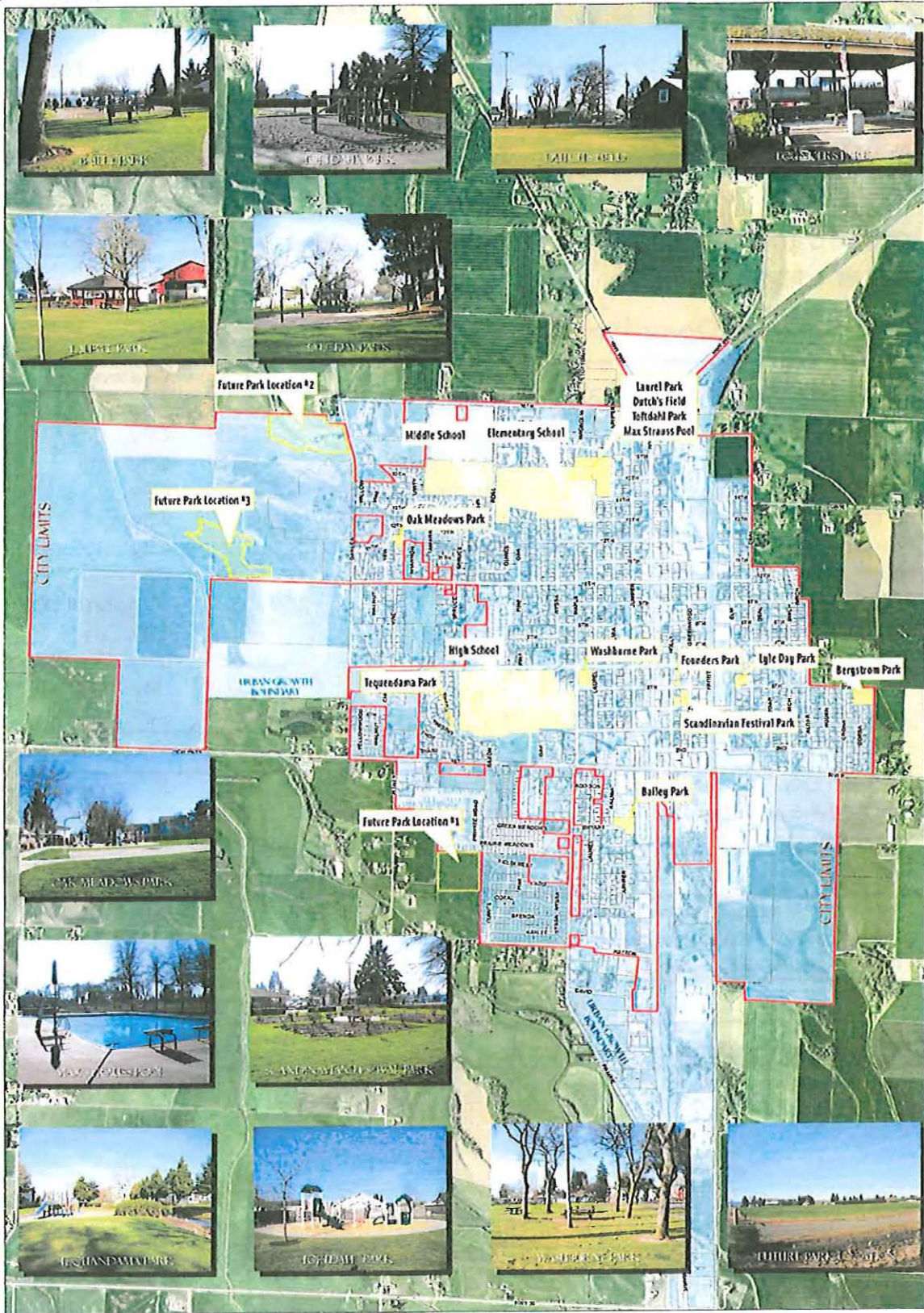
a 8.29 acre park area located within The Reserve subdivision. This park is undeveloped at this time, but upon it's development, it will help to serve the recreational needs of the community.

Figure 2. Park & Open Space Facilities

| Park Site | Classification | Acreege | Ownership |
|---|----------------|--------------|-----------------|
| Park Areas - Developed | | | |
| Max Strauss Pool | Special Use | 1.38 | City |
| Dutch's Field | Special Use | 2.12 | City |
| Laurel Park | Neighborhood | 1.45 | City |
| Bergstrom Park | Neighborhood | 2 | City |
| Lyle Day Park | Neighborhood | 2 | City |
| Bailey Park | Neighborhood | 2.6 | City |
| Washburne Park | Pocket | 0.7 | JC School Dist. |
| Founders Park | Pocket | 0.25 | City |
| Tequendama Park | Pocket | 0.5 | Lane County |
| Toftdahl Park | Pocket | 0.87 | City |
| Oak Meadows Park | Pocket | 0.77 | City |
| <i>City Maintained Park Total</i> | | <i>14.64</i> | |
| Junction City High School* | School Park | 25.5 | JC School Dist. |
| Oaklea Middle School* | School Park | 8.8 | JC School Dist. |
| Laurel Elementary School* | School Park | 17 | JC School Dist. |
| <i>School Park Total</i> | | <i>51.3</i> | |
| Park Areas - Undeveloped | | | |
| Future Park #1 - Raintree Meadows | | 10 | City |
| Future Park #2 - The Reserve | | 11.77 | City |
| <i>Undeveloped Park Subtotal</i> | | <i>21.77</i> | |
| Total acres of parkland and open space | | 87.71 | |

* Acreege includes area not used for school-only uses

JUNCTION CITY PARKS



JUNCTION CITY
 680 CREEKWOOD ST
 BOX 250
 JUNCTION CITY, OREGON 97118
 TEL: 503-938-2151
 WWW.WWW.JUNCTIONCITY.ORG

TO PROVIDE QUALITY PARK SERVICE FROM ALL CITIZENS-EMBRACE AND QUALITY, AND PROMOTE A POSITIVE SPIRIT OF HOPE WORKING TOGETHER FOR A BETTER COMMUNITY



Skyline Planning & Design
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**Parks &
Open Space
Master Plan**



**Basketball courts at Lyle
Day Park**



**Open field area at Bailey
Park**



3. Existing Conditions

Park Amenities and Recreation Elements

The parks within Junction City provide a variety of recreation amenities and elements to serve the community. Following is a summary of the facilities that exist within the City which are summarized in Figure 1. An inventory of all of the park facilities is located later in this Section.

Child play areas

Children's play areas are provided at most all of the park facilities in the City. Most of the equipment is relatively new with older equipment needing upgrading in Laurel Park and Bergstrom Park. Some of the areas are surfaced with cedar chips while others are surfaced with rounded pebbles and needs replacing.

Basketball courts

There are five small full-court basketball courts and 2 half court facilities. Most of the surfaces are in good condition, however many of the hoops need upgrading.

Sports fields

Junction City currently owns and maintains one regulation softball field. There are six additional softball fields and one baseball field that are owned by the Junction City School District. Maintenance of the five softball fields located on the Laurel Elementary School property is currently the responsibility of Junction City Athletics per their lease agreement with the School District. The one additional softball field and baseball field are located on the High School Property and are owned and maintained by the School District. These fields are generally not available for public use. The only dedicated regulation soccer field within the City is located at the High School and is owned and maintained by the School District. This facility is generally not available for public use. The softball fields at Laurel Elementary could be striped for soccer use.

Open field area for informal play

Open lawn areas are provided at seven of the city maintained park facilities. These spaces are available for activities such as informal soccer, football, baseball or Frisbee games.

Tennis courts

There are three tennis courts within city maintained parks, one at Lyle Day Park and two at Bailey park. The playing surfaces on the courts are generally in need of maintenance to repair



Parks & Open Space Master Plan



3. Existing Conditions

cracks. There are four tennis courts located at the High School which are owned and Maintained by the School District. These facilities are generally not available for public use.

Park shelters

Shelters for use during picnics or other gatherings are available at two parks within the City, Lyle Day Park and Laurel Park. The shelter at Laurel Park offers running water and electricity, while the shelter at Lyle Day Park offers cover from the elements. Picnic tables are also available at Washburne Park and Tequendama Park.

Horseshoes

The game of Horseshoes is available at two city maintained parks, Laurel Park and Lyle Day Park.

Restrooms

Restrooms are available at Three City owned and maintained facilities including the Max Strauss Pool, Laurel Park and Lyle Day Park. The facilities at Laurel and Lyle Day park have continual maintenance and vandalism issues.

Swimming Pool

Max Strauss Pool is owned and maintained by the City. The pool is open air and has six lanes for swimming with starting platforms.





**Parks &
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Master Plan**



3. Existing Conditions

Baseline Level of Service

Parkland

Developed parkland that is currently maintained by Junction City is included in this level of service analysis. The school-park spaces and the privately owned and maintained park spaces are not included. Based upon the inventory displayed in Table 1, Junction City currently maintains 14.64 acres of developed park space for it's residents. With a population of 5,135, this equates to 2.85 acres of developed park land per 1,000 residents. This acreage is within the Neighborhood, Pocket Parks and Special Use parks.

Upon development of the two currently undeveloped public park spaces, the total acreage of parkland in the community will be 37.41 acres, equating to 7.28 acres of parkland per 1,000 residents.

Recreation Facilities

The following table details the existing level of serves for selected recreation elements in the city:

Figure 3. Level of Services

| Park Amenity/Element | City Maintained | School Dist. Maintained | Current Ratio (city maintained only) |
|-----------------------------------|-----------------|-------------------------|--------------------------------------|
| Basketball - Full Court (outdoor) | 5 | | 1 / 1,000 |
| Basketball - Half Court (outdoor) | 2 | | 1 / 2,500 |
| Children's Play Area | 7 | | 1 / 715 |
| Park Shelter | 2 | | 1 / 2,500 |
| Sport field - Softball/Baseball | 1 | 7 | 1 / 5,000 |
| Sport field - Soccer | 0 | 1 | 1 / -- |
| Swimming Pool | 1 | | 1/5,000 |
| Tennis Court | 3 | 4 | 1 / 1,711 |
| Horseshoes | 3 | | 1 / 1,711 |
| Community Center | 0 | | 1 / -- |





**Parks &
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Master Plan**



3. Existing Conditions

Following is a detailed summary of the amenities in each park space:

A. Toffdahl Park

Acreage: ~ 0.87 acres
Year Built: 1999

| Amenity | # | Night Use | Condition | Comments |
|------------------|---|-----------|-----------|-------------------|
| Basketball Court | 1 | no | good | Full, small court |
| Play Structure | 2 | no | good | |
| Open Lawn | 1 | no | good | |



Toffdahl Park was developed in conjunction with new subdivision development. The park is surrounded by single family homes to the north, the Municipal Swimming Pool (Max Strauss Pool) to the south, Dutch's field to the east and School District athletic fields to the west.



The park is connected to 17th Avenue through a bike path extended northward that runs between single family homes. 20'~30' high deciduous trees are planted along the perimeter of the park and create buffering to the surrounding homes. Due to its location, it is presumed that the park would be used not only by the neighbors but also by people using Dutch's Field, Max Strauss Pool, and the neighboring School District owned athletic fields. The play structure and basketball court are in good condition and well-maintained.





**Parks &
Open Space
Master Plan**



3. Existing Conditions

B: Max Strauss Pool

Acreage: ~ 1.38 acres
Year Built: 1974



The Max Strauss Pool is located west of Dutch's Field and Laurel Park, south of Toftdahl Park. The pool facility is owned by Junction City and maintained by the Public Works Department. The pool facility includes a small building with changing rooms and restrooms off of a parking lot shared by Laurel Park, Dutch's Field and Toftdahl Park. The 20-meter pool has six lanes for lap-swimming with six starting platforms.

C: Dutch's Field

Acreage: ~ 2.12 acres
Year Built: Originally built in 1930's



Dutch's Field is used by adult softball leagues as well as ASA tournaments and the Scandinavian Festival tournament. The field is a regulation size softball field with bleachers, small press-box, electronic scoreboard and field lights for nighttime play. There is a parking lot between the field and the Max Strauss Pool to service the field as well as ample on-street parking along frontage streets. Historically, the City has been responsible for the maintenance of the sports fields located to the west of Laurel Park, which is owned by the School District, however currently these fields are maintained by Junction City Athletics, Inc.



Parks & Open Space Master Plan



3. Existing Conditions

D: Laurel Park

Acreeage: 1.45 acres
Year Built: 1920's

| Amenity | # | Night Use | Condition | Comments |
|-------------------|---|-----------|-----------|--|
| Basketball Court | 1 | yes | good | Full, small court under shelter |
| Play Structure | 2 | no | ok | Shapes of helicopter and bug, slide |
| Picnic Area | 1 | yes | good | Gazebo, 5 outdoor tables, 3 tables in gazebo, sink, electrical outlets |
| Horseshoes | 2 | no | good | |
| Swings | 1 | no | ok | 4 seats |
| Open Lawn | 1 | no | good | |
| Drinking Fountain | 1 | n/a | ok | Winterized |
| Restroom | 1 | no | ok | |



Laurel Park is located next to the Junction City Municipal Swimming Pool (Max Strauss Pool), and Laurel Elementary School at 14th and Kalmia with 40 – 60 foot high trees including Oaks and Maples defining the park perimeter.



There are two metal climbing/play structures in the shape of a helicopter and a bug as well as a metal slide, four swing seats and two horseshoe pits. The park includes two shelter areas. The larger shelter structure has enclosed rooms on either side of an open court area. One of the rooms under the shelter structure is currently rented for a preschool and remaining spaces are used for storage. The smaller shelter structure is a gazebo and includes sinks, electrical outlets and picnic tables.





**Parks &
Open Space
Master Plan**



3. Existing Conditions

E: Bergstrom Park

Acreage: 2.0 acres
Year Built: 1980

| Amenity | # | Night Use | Condition | Comments |
|------------------|---|-----------|-----------|-----------------------------|
| Ball Field | 1 | no | ok | With backstop |
| Tennis Wall | 1 | yes | ok | For self play |
| Basketball Court | 1 | yes | ok | Full, small court |
| Play Structure | 1 | yes | ok | Surface needs to be updated |
| Open Lawn | 1 | no | good | Small area |



Bergstrom Park is surrounded by farmlands to the north and east, and single family homes to the west and south. The park commands a distant view of mountains to the east of the City with farmland in foreground. A bike path extends to Alder Street from the park providing an alternative access point to the park. There are light fixtures for the night use of the park, however some are no longer working.

A drainage ditch runs along the eastern boundary of the park and appears to have a constant water flow during the rainy season. The ball field provides a backstop, with no distinguished field of play. The playground surface needs to be upgraded to the current standards. Based on a conversation with a neighbor, the play structure is occasionally used by kids in the immediate neighborhood. The park also includes a small basketball court and a wall for tennis or wall ball.



**Parks &
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Master Plan**



3. Existing Conditions

F: Founders Park

Acreage: 0.25 acres
Year Built: 1980

| Amenity | # | Night Use | Condition | Comments |
|--------------------|---|-----------|-----------|-----------|
| Locomotive Exhibit | 1 | n/a | good | |
| Seating Area | 1 | no | ok | 4 Benches |



Founder Park is located in the middle of downtown Junction City at 5th and Holly Streets. The park is home to a historic Finnish locomotive engine. On April 14, 1980, the honorable John O. Virtanen, Consulate of Finland, awarded the Engine to Junction City. The Finnish Locomotive Association made the preparations and on May 5, 1980 Engine No 418 was transported from Portland to its current location at Founders Park. The park is used as a focal point for the City's annual Scandinavian Festival and provides a seating area and Veterans Memorial placard.



**Parks &
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Master Plan**



3. Existing Conditions

G: Bailey Park

Acreage: 2.6 acres
Year Built: 1976

| Amenity | # | Night Use | Condition | Comments |
|-------------------|---|-----------|-----------|-----------------------------|
| Tennis Court | 2 | yes | ok | Several cracked areas |
| Basketball Court | 1 | no | ok | Full, small court |
| Play Structure | 2 | no | ok | Surface needs to be updated |
| Open Lawn | 1 | no | good | |
| Drinking Fountain | 1 | n/a | n/f | Not working |



Bailey Park is surrounded by an apartment complex to the west, single-family homes to the south, and RV storage parking to the north and east. 50' high Oak trees define the edge on the west and south boundary at the perimeter of an open lawn area with a pathway running through.



A playground is located on the southeastern corner with two play structures and four benches at its perimeter. The condition of the structure looks good although the surface of the playground needs to be upgraded to the current standards. The park includes two tennis courts with lighting for night usage. The surface is in moderate condition, but will need repair to several cracks. The basketball court appears to be in good condition.





**Parks &
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Master Plan**



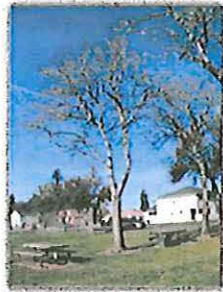
3. Existing Conditions

H: Washburne Park

Acreeage: 1.25 acres (0.70 acres for park use)

Year Built:

| Amenity | # | Night Use | Condition | Comments |
|--------------|---|-----------|-----------|---------------------------|
| Tennis Court | 2 | no | Not good | No nets, cracks and weeds |
| Picnic Area | 1 | yes | ok | 3 picnic tables |
| Open Lawn | 1 | no | good | Two benches |



Washburne Park is located to the east of Junction City High School, adjacent to the Head Start program building and playground. The park site is bound by Laurel Street to the east, Maple Street to the west, 5th Avenue to the north and the Head Start building to the south. The park is owned by the School District but maintained by the City. Approximately half of the 1.25 acres is used by the Head Start Program.

Historically, the park included tennis courts which have been abandoned leaving a large open space of asphalt. Small berms are located adjacent to the asphalt area which served as seating during the tennis matches. The park also historically included a playground, however this has also been removed from the park due to safety issues. The open lawn area currently includes two benches and three picnic tables underneath six 40 - 50 foot Oaks trees.



Parks & Open Space Master Plan



3. Existing Conditions

I: Tequendama Park

Acreage: 0.5 acres
Year Built: 1981

| Amenity | # | Night Use | Condition | Comments |
|------------------|---|-----------|-----------|----------------------------|
| Basketball Court | 1 | no | ok | Full, small court |
| Playground | 1 | no | good | 1 Structure, 2 swing seats |
| Picnic Area | 1 | no | ok | 1 picnic table |



Tequendama Park is located adjacent to Junction City High School and bound by single family developments on all other sides. The City drainage ditch runs along the eastern boundary of the park, along which a bike/pedestrian path is located extending northward to 6th Avenue. Additionally, two pathways extend to Shara Place and Saxon Place, providing direct access to the adjacent neighborhoods. A pathway also extends east from the park along the south side of the High School.

The park includes playground equipment as well as a small basketball court. There is one picnic table and a bench in the park for seating. The court and play equipment are in good condition, however the surface of the playground will need to be replaced to meet current standards.



**Parks &
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Master Plan**



3. Existing Conditions

J: Oak Meadows Park

Acreage: ~ 0.77 acres
Year Built: 2002

| Amenity | # | Night Use | Condition | Comments |
|------------------|---|-----------|-----------|-------------------|
| Basketball Court | 1 | no | good | Full, small court |
| Play Structure | 2 | no | good | |
| Open Lawn | 1 | no | good | |



Oak Meadows Park was constructed as a part of a new subdivision development. The site is surrounded by the new single family homes and creates a comfortable and secured feeling space. The park includes play structure and basketball court which appear to be in good condition. The park also includes a path into and around the park space, surrounding an open lawn area.

The landscaping utilizes a wide range of plant species providing seasonal interests and variation of texture. The park is heavily used by the neighbors as per Public Work's comments.



**Parks &
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3. Existing Conditions

K: Lyle Day Park

Acreage: 2 acres
Year Built: 1983

| Amenity | # | Night Use | Condition | Comments |
|------------------|---|-----------|-----------|-----------------------|
| Tennis Court | 1 | yes | Ok | Several cracked areas |
| Basketball Court | 2 | yes | Ok | ½ Court |
| Play Structure | 1 | no | Good | |
| Swing | 1 | no | Good | Two seats |
| Horseshoe | 1 | no | Good | |
| Picnic Area | 1 | no | Ok | 1 picnic table |
| Open Lawn | 1 | no | Good | |
| Restroom | 1 | no | Ok | |



Lyle Day Park is located between 5th and 6th Avenues and is bound by a commercial/office development to the east and single family homes to the west. The City drainage ditch runs along the eastern boundary which helps to separate the park from the commercial/office site. The park is visible from both 5th and 6th Avenues with a pedestrian path meandering through the open lawn with pedestrian lights connecting the two streets. The park has a mix of deciduous and evergreen trees of 40 to 50 feet in height. The park includes a restroom facility with a small shelter area attached.

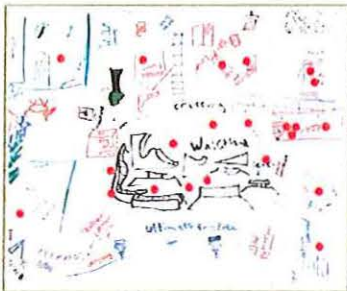
The tennis court is generally in good condition although several running cracks are found on the surface. The half basketball courts are in good condition however the hoops are in need of some repair. The playground equipment appears to be in good condition, however the surface will need to be



Parks & Open Space Master Plan



Community Meeting



4. Park & Open Space Assessment

Community Needs Assessment

One of the most critical elements of the Parks Master Plan is assessing the need for park and recreation facilities. This Section includes an assessment of the need for parks and recreation facilities through public involvement and standards development.

The analysis of this information, along with an understanding of the community's history and predicted future development patterns, resulted in suggested standards for parks and selected recreation elements. The standards presented are intended as a guide for the City to use as decisions are made regarding future development.

PUBLIC INVOLVEMENT

A series of community involvement activities were arranged to provide an understanding of the community's needs for parks and open spaces in Junction City. The elements of the community involvement program are described below.

Community Meetings: One community workshop followed by an open house were held. At the first workshop in March of 2008, participants contributed their comments regarding the current park facilities and ideas about facilities the City should offer in the future. At the second community meeting held in August of 2008, participants commented on the findings of need within the City and discussed their priorities for the future.

Stakeholder Interviews: A series of stakeholder interviews were conducted in March of 2008. These interviews were conducted with the Junction City School District, the skateboard park committee and the Junction City Athletics organization.

Survey: An online survey was conducted at www.surveymonkey.com. This survey was held open for approximately 2 months. The survey site was emailed to all of the open house participants as well as all city identified stakeholders. 105 surveys were completed.

Website: A project website was hosted at www.junctioncityparks.net. This website included project information to the public and provided contact information for further information.



Parks & Open Space Master Plan



4. Park & Open Space Assessment

Junction City Parks Master Plan

[Home](#)

[Public Information](#)

[Parks](#)

[Project Schedule](#)

[Contacts](#)



NEWS AND EVENTS

[August 05, 2008](#) Leisure Services Committee Meeting 6PM - City Hall

[April 01, 2008 Stakeholder Meeting Summary](#)

[March 20, 2008 Young Park Planners - Summary of Community Meeting](#)

[March 20, 2008 Summary of March 20th Community Meeting](#)

Junction City Parks

SURVEY RESULTS

Junction City is currently undergoing an effort to create a Parks and Recreation Master Plan that will accomplish the following goals:

- Identify the current park facilities within the City;
- Create a plan that will meet the community's future needs for parks, trails and open space;
- Guide the parks, trails and open space program with sustainable community design values;
- Establish appropriate concurrency including infrastructure design, funding and phasing strategies.



Parks & Open Space Master Plan



4. Park & Open Space Assessment

STANDARDS DEVELOPMENT

Various standards are suggested in this section for park types and recreation facilities. These standards have been determined through review of standards suggested by the National Recreation and Park Association (NRPA) and input gathered from the community as discussed above. These standards should be used to guide decision makers in maintaining a well-balanced park system.

Each of the standards addressed in this section serve a different purpose. The types of standards included are as follows:

- Service area standards
- Size standards
- Ratios of park area to population

Service Area Standards

Service area standards are established for Community, Neighborhood and Pocket Parks within the community. These standards are established to ensure that there is an equitable distribution of the three basic park types throughout the community.

Size Standards

Size standards are established for Community, Neighborhood and Pocket Parks within the community. Each park type plays a different role in the overall park system. The size standards ensure that enough space is provided with each park to fulfill it's role within the system.

Ratios

Ratios will be suggested for parks and selected recreation elements. The ratios provided will be derived based upon input from the community and historic NRPA guidelines. The NRPA no longer provides standard ratio guidelines, but suggests that each community develop its own standards that reflect its needs.



Parks & Open Space Master Plan

The standard of 10 acres per 1,000 population is recommended



4. Park & Open Space Assessment

PARKS

The need for parkland throughout the community is discussed in this section, as well as the need for specific park types.

PARK SYSTEM

The total park system is composed of several different park types and includes land which has been acquired for future park development.

Community Input and Analysis

Through discussions with the community and advisory groups, it is understood that the community wishes to emphasize the provision of parks and open spaces within the City, striving for a challenging yet attainable standard.

Standard and Need

Per the inventory and analysis of existing conditions, it was found that the City does not currently have a Community Park. With addition of minimum 10 acre Community Park, the City would have 9.4 acres of parkland per 1,000 population.

With this as the baseline for need in the community, a standard of 10 acres per 1,000 population is suggested. The following table outlines the current need based upon this standard and the anticipated need per the 2030 population estimate.

Figure 4. Current & Anticipated Need for Parkland

| Park or Facility Type | Total Existing Acres 2008 | Number of Sites | Existing level of service (Acres per 1000 population) | Proposed Standard (Acres per 1000 population) | Current Need for 5,135 Pop. (in addition to existing acreage) | 2030 Need for 10,268 Pop. (in addition to existing acreage) |
|-----------------------|---------------------------|-----------------|---|---|---|---|
| Community Parks | 0 | 0 | | | | |
| Neighborhood Parks | 8.05 | 4 | | | | |
| Pocket Parks | 3.09 | 5 | | | | |
| Special Use Parks | 3.5 | 2 | | | | |
| Undeveloped Parkland | 22.77 | 2 | | | | |
| | 37.41 | 13 | 7.48 | 10 | 13.94 acres | 60.59 acres |



**Parks &
Open Space
Master Plan**



4. Park & Open Space Assessment

Figure 5. Park Standards & Definitions

| Park Type | Desirable Size | Service Area | Definition |
|------------------------------------|---------------------------------------|--|--|
| Community Park | 10 – 30 Acres | 2 mile radius | Meets the recreation needs of large section of the community as well as those of the surrounding neighborhood. They are areas of diverse uses, both active and passive, including swimming, tennis, walking, and picnicking, to name a few. |
| Neighborhood Park | 1 – 10 Acres | ½ mile radius | Areas to meet the day-to-day recreation needs of a neighborhood including field games, court games, individual sports, play for children and picnic facilities. |
| Pocket Park / Play Lot | 2,500 s.f. – 1 Acre | ¼ mile radius | Small park that serves a specific function for the surrounding population, such as a tot lot or plaza. |
| School Park | Variable, depending upon | Determined by location of property | Established through a relationship with the School District which allows residents and/or organized groups to use the school grounds during non-school hours. These facilities can serve many of the same functions as a Neighborhood or Community Park. |
| Trails and Connectors | Varies | Determined by location of trails and park facilities | Provide a system of open spaces that use public dedications, easements, and right of ways to provide pathways for pedestrians and bicyclists. |
| Natural Resource Area | Varies | Determined by availability and opportunity | These are lands set aside for preservation of significant natural resources, open space and visual aesthetics and buffering. |
| Private Park / Recreation Facility | Variable, depending upon specific use | Variable | Facilities that are privately owned yet contribute to the City's overall park system. |
| Undeveloped Parkland | | | Land that has been acquired for future development. |



Parks & Open Space Master Plan



4. Park & Open Space Assessment

COMMUNITY PARKS

Community Input and Analysis

The Community Meeting participants indicated a need for the provision of facilities such as a dog park, restrooms and a location for adult recreation. These facilities could be provided in a Community Park facility. Additionally, the inventory of existing park facilities found that there currently is no Community Park Facility, as defined on Figure 5.

Standard and Need

In order to provide equitable distribution based on a two-mile service area, one Community Park is needed within the city. Implementation of the standard identified in Figure 5— Park Standards and Definitions is recommended, with a minimum size of 10 acres and a service area of 2 miles.

NEIGHBORHOOD PARKS

Community Input and Analysis

Neighborhood Parks are the cornerstone of the parks system, providing convenient recreation for members of the community. Ideally, they are places that are accessible without the use of cars and are centrally located. In response to the online survey, 64% responded that they usually walk to get to park spaces, while 17% ride their bicycle.

Standard and Need

To maximize the potential for acquiring Neighborhood Park Spaces, the proposed size standard is broad at between 1 and 10 acres. The suggested service area for a Neighborhood Park is 1/2 mile.

The service area for existing Neighborhood Parks is shown on Map 3 —Neighborhood Parks and Special Use Parks Service Area. Assuming a 1/2 mile service area, the western area of the city will require development of additional Neighborhood Park spaces in addition to development of the two undeveloped park spaces recently acquired by the City. In addition, the Washburne Park is currently underdeveloped, and efforts should be taken to better utilize this property.

POCKET PARKS

Community Input and Analysis

Pocket Parks include both active and passive uses and service a specific recreational need in the community. In response to the online survey, 32% of respondents stated that they do not use



Parks & Open Space Master Plan



4. Park & Open Space Assessment

parks more often because they are too far away from their homes. Pocket Parks can be used to place specific recreation amenities in close proximity to homes. Given their smaller size, they can be easier to locate within existing neighborhoods or developing areas.

Standard and Need

A minimum area of 2,500 square feet and a maximum area of 1 acre is the suggested standard for a Pocket Park. The suggested service area is 1/4 mile. The existing Pocket Parks provide many of the same features as the Neighborhood Parks, however do not provide any organized recreation function and are smaller in size.

The service area for existing Pocket Parks is shown on Map 4—Pocket Parks Service Area. The uses provided in Pocket Parks are also provided within the Neighborhood Parks, therefore many of the gaps in the provision of Pocket Parks can be provided in existing Neighborhood Parks.

NATURAL RESOURCE AREAS

Community Input and Analysis

Natural Resource Areas are large, quiet areas which are created for the preservation and enjoyment of wetland, streams, and other natural resource amenities. Nature watching and walking were the two highest rated recreational activities on the online survey. At the community meeting, the need for wildlife viewing areas and the preservation of natural areas was discussed as being a priority.

Standard and Need

There is no standard proposed for natural resource areas, as this is determined by the nature of the resource, however, efforts should be made to provide equitable access to such areas throughout the community.

There are currently no natural resource areas within the City for use by the public. Such parks are needed to fill the growing desire for opportunities to experience the nearby nature and for relief from the increasingly developed city environment.

TRAILS AND CONNECTORS

Community Input and Analysis

Trails and connectors are open spaces which provide pathways for pedestrians and bicycles. They may follow waterways or



Parks & Open Space Master Plan



4. Park & Open Space Assessment

make use of public dedications, easements or right of ways. Trails are an important element to the park system in Junction City.

At the community meeting, the provision of trails and connectors was discussed as being a high priority. Additionally, the most popular recreation activity from the survey was walking, with the need for additional trails mentioned many times throughout the comment sections.

Standard and Need

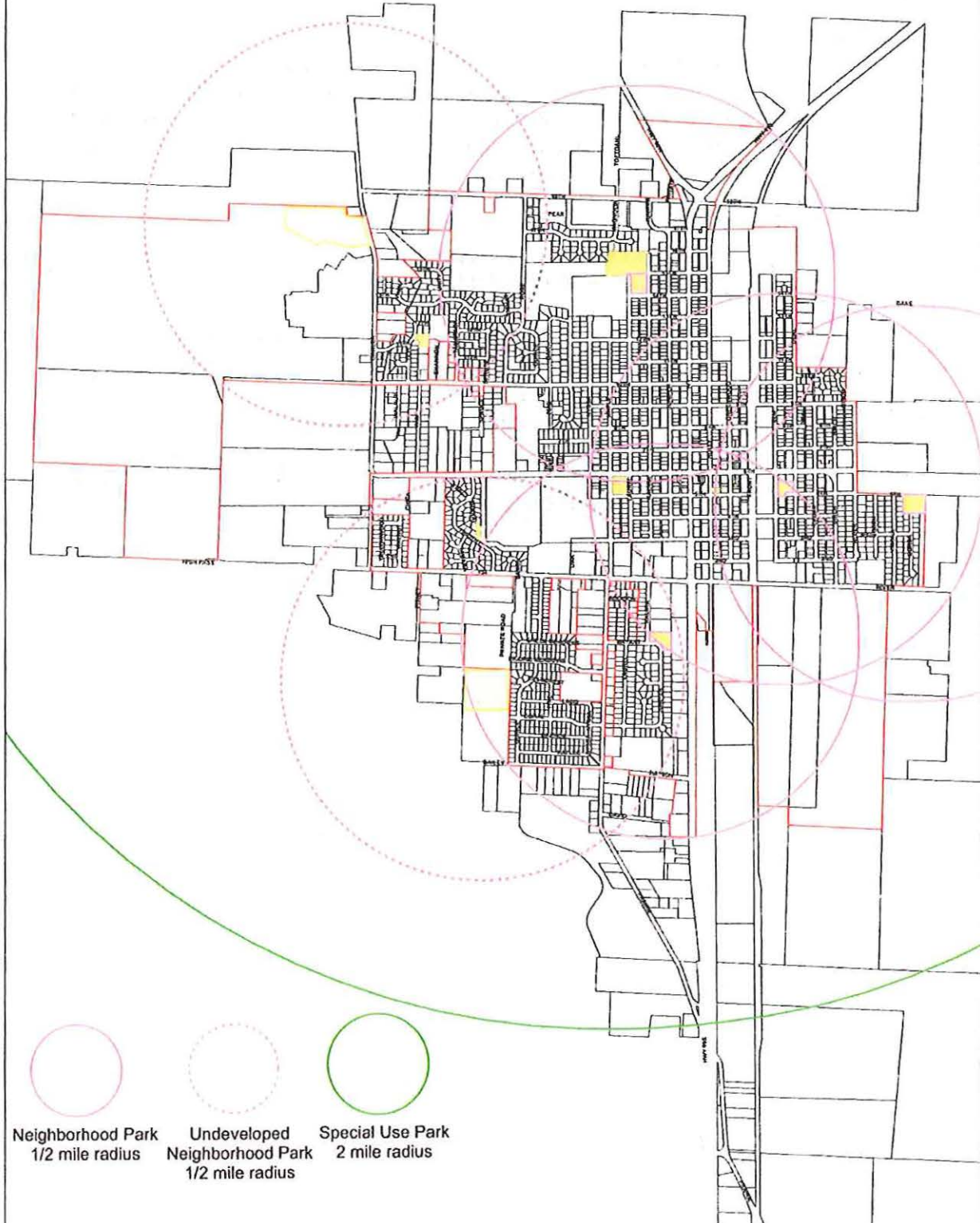
Trails and connections are needed to connect park spaces and to provide walking and biking opportunities.

Trail opportunities for future connections include:

1. Secure easements for walking trails as property develops along Flat Creek.
2. Provide connections to regional facilities within development of prison site in southern Urban Growth Boundary.
3. Provide trail or bike lane connection from Junction City to City of Harrisburg planned community park.





JUNCTION CITY NEIGHBORHOOD & SPECIAL USE PARKS SERVICE AREA



Neighborhood Park 1/2 mile radius
Undeveloped Neighborhood Park 1/2 mile radius
Special Use Park 2 mile radius

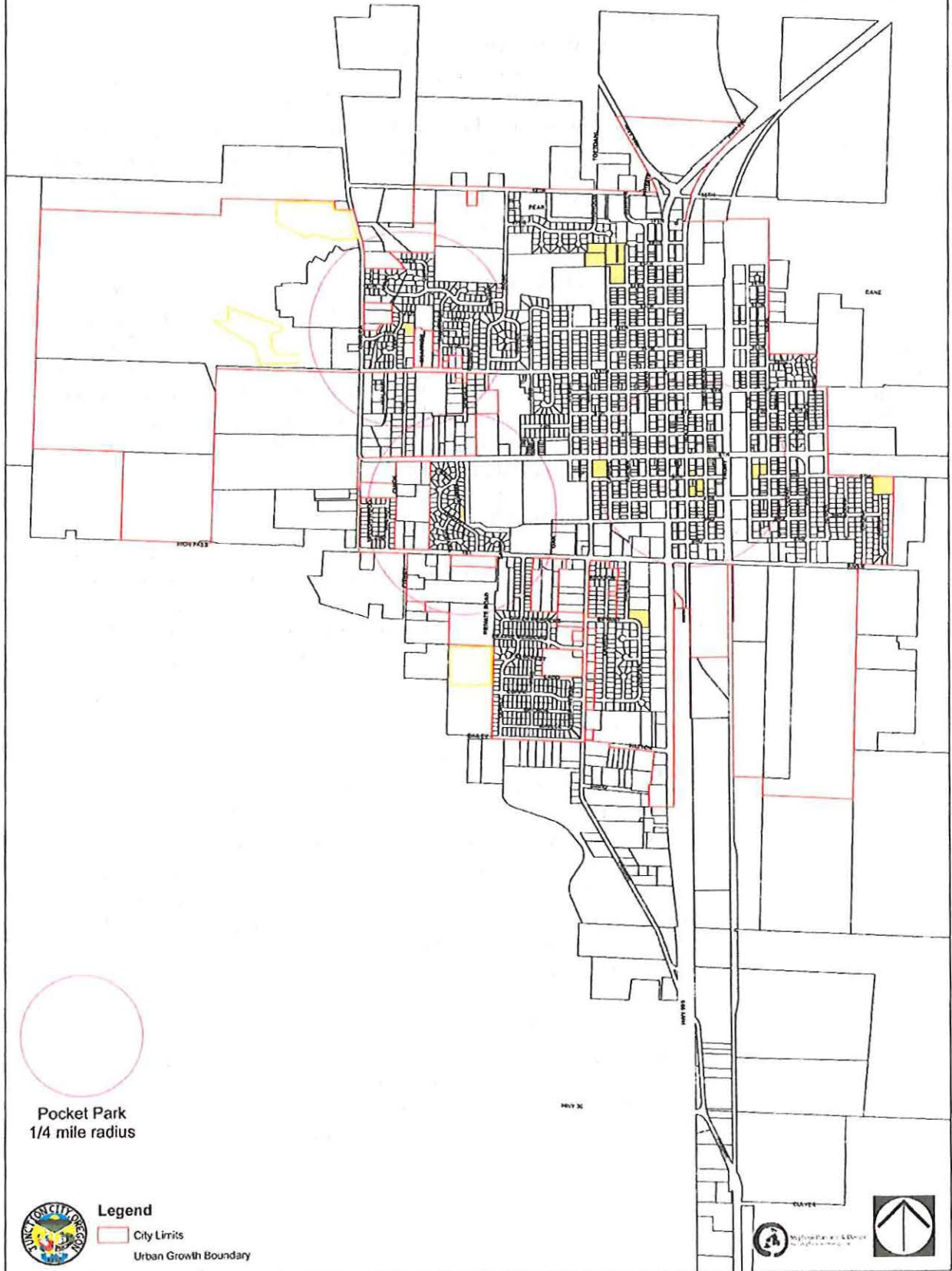


Legend

-  City Limits
-  Urban Growth Boundary



JUNCTION CITY POCKET PARKS SERVICE AREA





Parks & Open Space Master Plan

The City needs at least one additional softball/baseball field and two soccer fields to meet the demand for non-organized play



4. Park & Open Space Assessment

SELECTED RECREATION ELEMENTS AND FACILITIES

SPORT FIELDS

Community Input and Analysis

As was discussed in the Section 3—Existing Conditions, there is currently one softball/baseball field and no soccer fields that are currently maintained by the City. There are currently seven additional softball fields that are owned by the School District, five of which are maintained by Junction City Athletics (JCA). This organization runs the youth sports leagues, offering soccer, softball and baseball as well as volleyball and basketball.

From conversations with Junction City Athletics, the School District, City Staff and members of the community, it is essential that the fields at the Laurel Sports Complex be assured for continued use by JCA for organized sports activities. The City also needs at least one additional softball/baseball field and two soccer fields to meet the demand of the City for non-organized play, as the Laurel Complex fields are not available for play outside of JCA or school activities.

Standard and Need

The standard for sports fields will be set at 1 field per 2,500 residents. This standard can be met by development of one additional softball/baseball field and two soccer fields within the City. This standard could also be achieved by forming a lease agreement with the School District for use of the Laurel Sports Complex by the public.

AQUATIC FACILITY

Community Input and Analysis

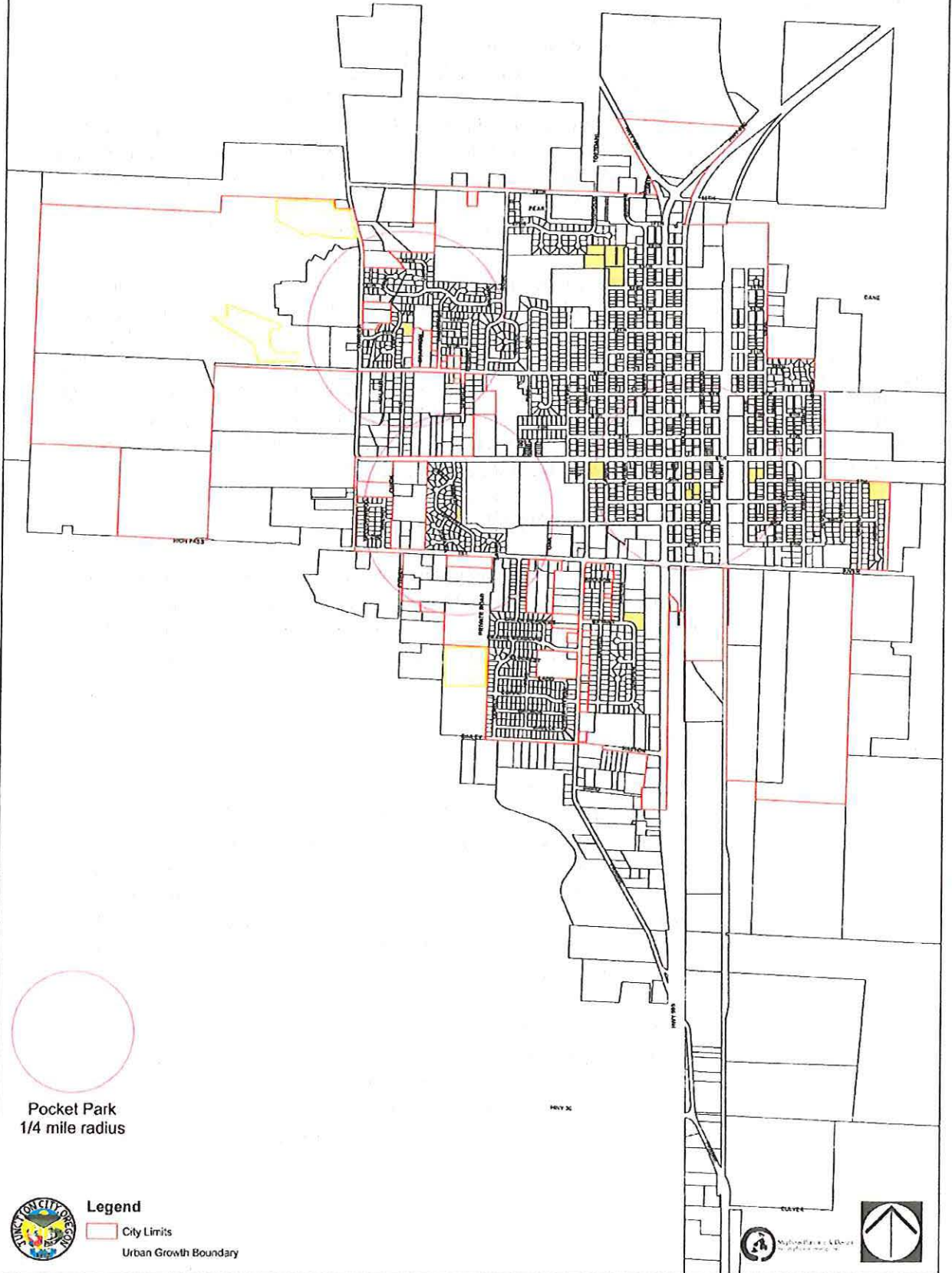
Throughout the public involvement process including the community meeting, public survey, stakeholder interviews and conversations with City Staff, the desire to cover or expand and improve the existing pool facility was expressed as a priority. Swimming is an activity that all ages can participate in, both recreationally and competitively. By providing a covered pool facility, the availability of the facility would be greatly increased, allowing it to be used year-round.

COMMUNITY CENTER

Community Input and Analysis

Community members along with City staff has indicated that it is difficult to find locations for indoor community events and meetings. This need will continue to grow with the community.

JUNCTION CITY POCKET PARKS SERVICE AREA



Pocket Park
1/4 mile radius



Legend

-  City Limits
-  Urban Growth Boundary



My Home Parks & Design
10000 Highway 36, Junction City, MO 64501





Parks & Open Space Master Plan

The City needs at least one additional softball/baseball field and two soccer fields to meet the demand for non-organized play



4. Park & Open Space Assessment

SELECTED RECREATION ELEMENTS AND FACILITIES

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Parks & Open Space Master Plan



4. Park & Open Space Assessment

In response to the question on the community survey regarding what park improvements each person would allocate the most "money" to, the number one answer was a community center. Having a place to meet, have activities and serve as the social center for the community is an important feature for Junction City.

Standard and Need

A community center is needed to provide space for meetings, activities and programs.

OTHER PARK ELEMENTS AND FACILITIES

The need for other park elements and facilities other than those addressed above were raised by the community during the planning process. Through the public involvement process and conversations with staff and others, the following park amenities or elements are needed in the community:

- ADA Accessibility Upgrades
- Amphitheater or outdoor stage
- Community garden
- Disk golf
- Dog or pet park
- Public art
- Skateboard park
- Specialized playground equipment for specific age groups
- Universal design parks
- Water play areas for kids





Parks & Open Space Master Plan

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Parks & Open Space Master Plan



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Parks & Open Space Master Plan



5. Master Plan Framework

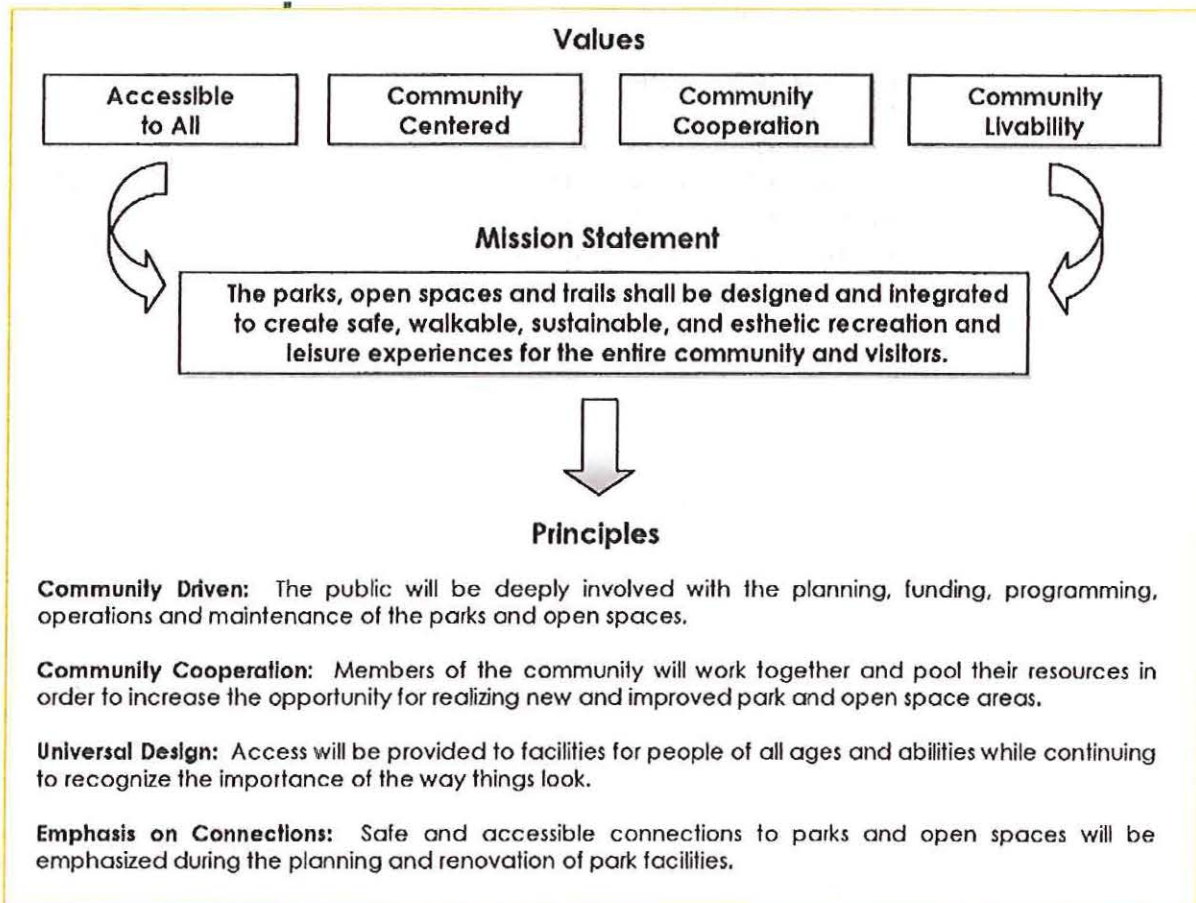
INTRODUCTION

Through public involvement activities including two community meetings, a public survey, stakeholder meetings, and input from the Leisure Services Committee, a statement of the values, mission, and principles for the city's park system were developed.

There are three elements of the framework:

- Values:** These are the qualities that guide community members in their actions
- Mission Statement:** This is the guiding statement that represents the purpose of the parks plan, guiding all decision making
- Principles:** These are the defining elements that further describe how to achieve the mission.

Figure 6. Values, Mission Statement, Principles





Parks & Open Space Master Plan

The parks, open spaces and trails shall be designed and integrated to create safe, walkable, sustainable and esthetic recreation and leisure experiences for the entire community and visitors



5. Master Plan Framework

JUNCTION CITY PARKS TODAY AND TOMORROW

Junction City is currently preparing a plan to enhance and expand its parks, open spaces and trails. Information about this program is on the web at www.JunctionCityParks.net. The objective of the current master plan is to evaluate the existing parks and trails, identify specific current needs, and develop an implementation action plan to achieve the prioritized objectives. City staff and consultants have held several public meetings to identify park issues, and an online survey. The results of these studies are on the website. The City currently has about 14 acres of parkland serving a population of about 5,000 residents. As a general guide, cities should have at least three acres of parks for each thousand residents. Junction City comes very close to meeting this rule of thumb, although the types of uses do not fully match the public desires for recreation. Specific identified needs include an enhanced public pool, a skatepark, more sports fields, public places for toddler and senior park visitors, and a large community park. As the City moves towards 10,000 residents—or double today's population—in the year 2030, these parks will need to be further development, and a minimum of 16 more acres of parkland will need to be acquired for a total of about 30 acres.

CONCEPT: CITY OF PARKS AND PATHS

The parks and open space program should be easily understood and embraced by the entire community as a concise concept. In short, there should be a simple story that conveys the ideas or stories behind the parks. Once the story is clear, it is easy to establish themes then create appropriate design elements.

For example, if the concept for parks was to create a Nordic-village lifestyle, the theme would be Scandinavian with design elements such as traditional names, architectural details and landscaping. Events, festivals and activities would incorporate the culture of Scandinavia. The Danish town of Solvang or German town of Leavenworth are good examples of this concept-driven approach.

It is important to note that to be extraordinarily successful, the concept must be much deeper than simply architectural facades and street names—it must be part of the fabric of daily life. Having a clear concept enables comprehensive placemaking, tourism development planning, and connectivity. At the recommendation of the Leisure Services Committee, the concept of a "City of Parks and Paths" is presented as a unifying



Parks & Open Space Master Plan

The "City of Parks and Paths" program will establish placemaking and sense of place for Junction City.



5. Master Plan Framework

story for this program and the City. This concept matches the mission statement and principles previously outlined and offers a unique opportunity to create truly innovative places serving residents and visitors.

This concept requires that parks and paths become a focus for City-wide planning and design with the intent to create an identity of **connected public spaces**.

Placemaking & Sense of Place

Sense of place is a characteristic that some geographic places have and some do not. It is often defined as those characteristics that make a place special or unique, as well as those that foster a sense of authentic human attachment and belonging. Placemaking is a term that began to be used in the 1970s by architects and planners to describe the process of creating squares, plazas, parks, and streets that will attract people because they are pleasurable or interesting. [Wikipedia] The parks and open space program seeks to help define a sense of place for Junction City with special and unique public places. Sense of place is especially enhanced when there is a feeling of "arrival" so special attention will be placed at entries and signage.

The "City of Parks and Paths" program will establish placemaking and sense of place for Junction City.

Connectivity

The master plan envisions a "greenspace network" of parks and open spaces connected by walkways and trails. These connections help unify the parks and open spaces and also further establish a sense of place for the neighborhoods and City. How people understand their community is essential, and "wayfinding" is important for both residents and visitors. Wayfinding includes signs, urban design and landscaping that direct people to public places.

The parks and open space master plan proposes both a trail system and wayfinding strategy that complement the placemaking and tourism development strategies. The "parks and paths" should have strong connectivity and be considered as a system rather than separate elements. [See Section 6]

Tourism

Parks and open spaces serve many functions in a City for residents and visitors. Their primary use is to provide great



**Parks &
Open Space
Master Plan**



5. Master Plan Framework

experiences which may be divided into the following categories: entertainment, esthetics, education and escapism. The program to develop existing and new parks will consider these experience factors both from a resident and a visitor point-of-view. In this approach community recreation and leisure are combined with tourism. Junction City has many unique local features to develop a tourism program from a historic downtown to cultural events such as the Scandinavian Festival. It is also located in a region with high potential for tourism travel with features such as the Long Tom Trail and many wineries. There are five components to meeting tourism demand: attractors (i.e. Pitney House Museum) [see the Tourism map on the website], transportation (i.e. 99W), services (i.e. restaurants/hotels and employees), information (i.e. fees/open hours schedules), and promotion (i.e. advertising). [The Preliminary Tourism Development Plan is outlined in Section 7.]

THEME

Critical to placemaking is an overall theme to guide design. As noted, Junction City has several unique Theming possibilities including:



- Agricultural Foundation
- Country Living
- Late 19th Century (Historic Downtown)
- Railway Neighborhoods
- Scandinavian Heritage
- Others

Rather than focusing on any of these individual themes, it is the recommendation of the Leisure Services Committee that the parks and open space serve as the unifying community theme. With the "City of Parks and Paths" approach, neighborhoods will be identified with unique parks connected by a city-wide trail system. Individual parks may mirror the themes outlined above with the overarching concept of a community-wide emphasis on the park and trail system.

With this approach each park would have a unique character based on a theme.

For example, there might be a "country living" park designed for a farmers market with community gardens, or a Scandinavian park with formal gardens and a Nordic outdoor theater.



Parks & Open Space Master Plan



5. Master Plan Framework

DESIGN ELEMENTS

Once the theme is determined, it can be reinforced by land planning, urban design and programming. Junction City has many design elements that can be incorporated into the "parks and paths" concept:

- Downtown Clock
- Historic Buildings
- Railway
- Steam Engine
- Water Tower
- others

For example, in addition to traditional park equipment, the "historic park" may be designed with items associated with the 19th Century such as a band shell, gazebo, wrought-iron furniture, faux-gaslight fixtures, etc. Events for this park would revolve around traditional Junction City activities such as the historic Pumpkin Festival.

Public art is a vital design element for this program. Local artists, artisans, children and citizens should participate in providing a public art component for all parks and paths. This citizen participation must occur as the parks are being designed, and NOT as an afterthought to a finished plan. The random insertion of sculptures and landscape features into an existing public space is often referred to as "plunk art" as it appears to have been plunked down without any consideration for what is surrounding it. Truly collaborative design where public art is part of placemaking results in extraordinary parks and paths.

For example, children could have tiles made from handprints embedded into walkways or small plazas. This also helps establish a meaningful history for the neighborhood residents. All public art (and park features) should have a plaque telling their unique story and collectively creating the identity of Junction City.





Parks & Open Space Master Plan



6. Greenspace Network

CITY OF PARKS AND PATHS

The "City of Parks and Paths" Master Plan centers on three core elements that collectively create a greenspace network:

1. Parks—Recreation
2. Open Space—Environment
3. Trails—Connectivity

1. Parks—Recreation

Parks serve many cultural and environmental functions that may be protected and enhanced:

- Community Gathering Places [activity nodes]
Parks provide ideal sites for gathering places for holidays, sports events, and many cultural activities.
- Education Sites
Parks can be "outdoor laboratories and studios" for students to study numerous earth science subjects.
- Esthetic Values
The landscape design can provide attractive scenery to both visitors and travelers.
- Gardens
There are opportunities to create a variety of gardens including community, formal, herbal, meditative, and many others.
- Infrastructure Uses
Water retention, rainwater management and telecommunications sites are examples of infrastructure uses.
- Landmarks
Parks can be easily recognizable community landmarks for residents and visitors.
- Leisure Areas
Passive recreation and leisure activities valued uses for all parks.
- Neighborhood and Community Identity
Parks serve as readily identifiable neighborhood and community symbols.
- Recreation Areas
Parks serve as the primary site for all non-school recreation opportunities.
- Tourism Venues
Parks may host tourism venues such as expositions, fairs and festivals.

2. Open Space—Environment

Open spaces serve similar cultural and environmental functions to parks:



Parks & Open Space Master Plan



6. Parks & Open Space System

- Community Identity**
Significant open spaces serve as strong community symbols, i.e. the wetland meadows west of the city and the agricultural lands to the east.
- Education Sites**
Natural open spaces may serve for research on environmental systems.
- Esthetic Viewsheds and Corridors**
Open spaces provide natural viewsheds and corridors that help define communities with boundaries and buffers.
- Future Development**
Open spaces provide a "land bank" for future park needs.
- Landmarks**
Open spaces serve as landmarks for both residents and visitors.
- Leisure Areas**
Public open spaces provide opportunities for leisure activities such as walking, bird-watching, etc.
- Microclimate Influence**
Significant open spaces moderate a variety of microclimate affects ranging from reduced "heat island" to air filtration.
- Natural Vegetation Conservation**
Protected open spaces help conserve endemic plants.
- Water Resources**
Significant open spaces help with water retention, filtration and aquifer replenishment.
- Wildlife Habitat Conservation**
All open spaces can be designed to assist with wildlife habitat conservation through the use of *Habitat Friendly Development Practices (HFDP)*. [There are many examples of HFDP including the City of Beaverton Habitat Friendly Development Practices website at <http://www.beavertonoregon.gov/departments/CDD/Planning/habitat/habitat.aspx>]

3. Trails—Connectivity

Connectivity is key to creating a cohesive, complete community. Trails serve a variety of cultural and environmental functions including:

- Access**
In addition to provide community-wide access for all residents, the trails system may provide a safe alternative to sidewalks for school children.
- Buffers**
The trails system may provide buffers between land uses with compatibility and/or privacy issues.



Parks & Open Space Master Plan



6. Parks & Open Space System

- Esthetic Landscaping**
The trails may provide attractive landscaping viewed internally and externally.
- Infrastructure Uses**
A variety of public easements may be accommodated within the trails system.
- Multi-modal Transportation Options and Walkability**
The trails offer walking and bicycling options for travel within the community and connections to regional trails outside.
- Rainwater Management**
The trail system may accommodate watercourses or be built adjacent existing streams and channels.
- Recreation**
Hiking, bicycling, jogging and other activities can be integrated into the trail system.
- Wildlife Habitat & Corridors**
Landscaping within the trails may enhance wildlife and natural vegetation ecosystems.

It is the general recommendation of the Parks and Open Space Master Plan to consider how each of these functions can be maintained or enhanced individually and as an integrated system. When some of these functions create conflicts, they may be evaluated to determine which actions are in keeping with the Master Plan values, mission statement and principles described in Section 5.



Parks & Open Space Master Plan

The City should seek to acquire a community park to serve existing and future community needs.



7. Implementation Action Plan

INTRODUCTION

This Section contains recommendations and an action plan toward meeting Junction City's need for parks and open space facilities. The recommendations are based upon findings of Section 4—Needs Assessment. The recommendations in this Section address the following:

- Parks
- Recreation Elements and Facilities
- Administration
- Tourism Development Plan

IMPLEMENTATION

City staff and leaders have emphasized throughout the master planning process that resources are not available to respond to all of the park and open space needs of the community at once. Priorities for implementation were discussed and are presented in this document. A possible 5-year capital improvement plan is presented which includes selected priority projects.

PARK RECOMMENDATIONS

Community Parks

The planning process identified the need for a community park within the City. The City does not currently own any land that can serve as a community park facility. The City should seek to acquire a community park to serve existing and future community needs.

As Junction City moves towards a population of 10,000 residents, a community park will provide vital recreation opportunities for organized sports, city-wide events and a "land bank" for unforeseen community needs. Early acquisition and planning for this park will enable it to "mature" with the City and adapt to future park and recreation needs. This park is also critical for the City's park "theming" and identity.

Neighborhood Parks

In keeping with the goal of providing neighborhood park facilities within one-half mile of most residents, the City should pursue development of the two recently acquired neighborhood parks at The Reserve and Raintree subdivisions. Additionally, the City should pursue redevelopment of



Parks & Open Space Master Plan



7. Implementation Action Plan

Washburne Park in coordination with the School District, which owns this facility. This park is at a central location within the City and could be a valuable resource if fully developed.

Pocket Parks

Small parks should be acquired within future development for specific recreation uses such as tot lots or passive recreation.

Natural Resource Areas

As development in the City moves toward areas which include natural resources, the City should pursue acquisition of natural resource areas for development of natural parks. These lands include area that is within wetlands, floodplains, creeks, riparian areas, and wooded areas. These areas should be developed with overlooks, interpretive signage, and nature trails where feasible.

Trails and Connectors

The City should seek to acquire property for the development of off-street trails in addition to development of an on-street bicycle network. The attached Figure 8: Trails, Connectivity and Wayfinding, outlines the existing and proposed future trails and connections. The off-street trails include development of a pathway to follow Flat Creek from The Reserve subdivision to Highway 99S. The plan also includes a connection between 6th Street and 10th Street as well as a continuation of the trail running south of the High School. A series of on-street bicycle lanes are shown on the plan. These bike lanes or bike routes marked with appropriate signage, should be developed as opportunities arise. Locations for a unified signage plan are denoted on the plan. This signage should mark the pedestrian and bicycle routes and note to where the trail or bike route leads.

RECREATION ELEMENTS AND FACILITIES RECOMMENDATIONS

Sport Fields

Through the planning process, the need for one baseball/softball field and two soccer fields was identified. The City should pursue the development of these fields in a Community Park facility. Development of a field dedicated to field sports such as soccer, lacrosse, rugby and ultimate Frisbee in addition to a softball/baseball field would reduce conflicts that occur between these activities. The City should work with the Junction City School District and other private partners such as Junction City Athletics to potentially pursue establishing a lease



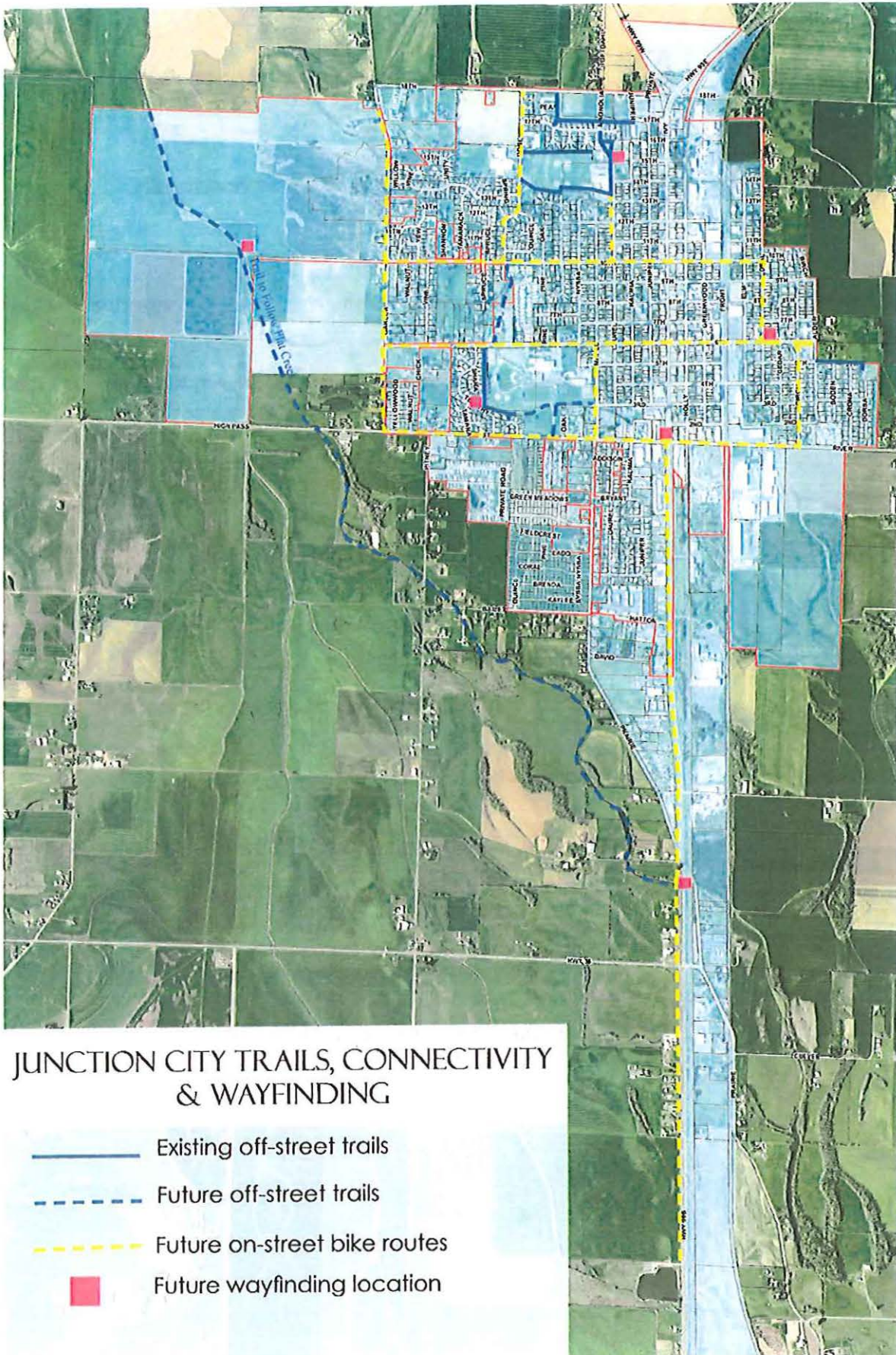
**Parks &
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7. Implementation Action Plan

replacement of outdated play equipment, replacement of play surfaces to conform to industry standards, and re-surfacing of tennis and basketball courts.







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7. Implementation Action Plan

COSTS AND FUNDING

The following tables summarize the park and facility recommendations

Figure 7. Park Recommendations Costs

| Recommendation | Anticipated Cost |
|---|---|
| Community Parks | |
| Acquire property for and develop a 20-acre Community Park | \$100,000 per acre acquisition, \$75,000 per acre development |
| Neighborhood Parks | |
| Prepare a Master Plan for re-development of Washburne Park and construct improvements | \$100,000 per acre development |
| Prepare a Master Plan for development of the Neighborhood Park at Raintree Meadows and construct improvements | \$200,000 per acre development |
| Prepare a Master Plan for development of the Neighborhood Park at The Reserve and construct improvements | \$200,000 per acre development |
| Natural Resource Areas | |
| Acquire property as opportunities arise and develop natural parks | \$10,000 per acre acquisition, \$5,000 per acre development |
| Trails and Connectors | |
| Acquire property as opportunities arise along Flat Creek for the development of a pathway system | \$10 per linear foot acquisition(20 feet wide) |
| Develop on-street bicycle lanes for east-west connectivity and acquire property for north-south connection between 6th and 10th Avenues as opportunities arise. | |
| Provide wayfinding elements at the start of trails or bike routes to mark paths for travel. | |





**Parks &
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7. Implementation Action Plan

Figure 8. Recreation Recommendations Costs

| Recommendation | Anticipated Cost |
|--|---|
| Sport Fields | |
| Develop sports fields including one softball/baseball field and two soccer fields | \$150,000 each |
| Negotiate lease agreement for Laurel Sports Complex that would allow public use of these fields in addition to | |
| Aquatic Facility | |
| Provide a cover over the existing pool to allow year-round usage | \$1.5 million (includes new bathhouse and |
| Renovate and expand the existing pool | \$5 per gallon |
| Community Center | |
| Develop a community center by retro-fitting unused fire station across from City Hall | \$100 per square foot |
| Other Recreation Elements | |
| Amphitheatre or outdoor stage | \$50,000 |
| Community garden | \$30,000 |
| Disk golf course | \$20,000 |
| Dog Park | \$55,000 |
| Public art | \$800 per pad |
| Skateboard park (Laurel Park) | |
| Specialized play equipment for specific age groups | Small: \$50,000 Big kids: \$150,000 |
| Water play feature | \$85,000 |
| Upgrades to Existing Park Facilities | |
| Bergstrom Park | |
| Upgrade play structure | \$20,000 |
| Upgrade surface under play structure to standards | \$10,000 |
| Lyle Day Park | |
| Upgrade basketball surface and backboards | \$12,000 |
| Improvements to tennis court surface | \$40,000 |
| Bailey Park | |
| Upgrade play structure surface to standards | \$10,000 |
| Improvements to tennis court surface | \$40,000 |
| Washburne Park | |
| Master Plan for re-development (addressed previously) | \$100,000 per acre development |
| Tequendama Park | |
| Upgrade play structure surface to standards | \$10,000 |



Parks & Open Space Master Plan



7. Implementation Action Plan

ADMINISTRATION RECOMMENDATIONS

There are several options for the City to consider regarding parks and open space administration:

- 1) Form a Regional Park and Recreation District for administration, programming, operations and maintenance of a park system serving the larger community.
- 2) Establish a City Parks Department to coordinate park planning, funding, operations and maintenance.
- 3) Expand the Leisure Services Committee's responsibilities to include city-wide coordination of park and open space development.
- 4) Continue current practices with improved communication and public education.

It is our recommendation that the City pursue formation of a park and recreation district while simultaneously formulizing park responsibilities within existing departments and enhancing the role of the Leisure Services Committee.

If this approach is approved, the final report will include specific recommendations for district formation, Leisure Services Committee expansion and City Department administration.

IMPLEMENTATION RESOURCES

1) System Development Charges (SDCs)

System Development Charges (SDCs) are fees paid by new development to cover a portion of the costs of capital facilities needed to serve new development. Revenue from SDCs can be used only for land acquisition and development related to growth, and may not be used for maintenance.

2) General Fund

General fund revenues consist chiefly of property taxes derived from the City's permanent tax rate, and are subject to the \$10 combined limit on local government taxing agencies imposed by Measure #5 (1990), and the 3% annual increase in property valuation imposed by Measure #50 (1997). General fund revenues are severely limited and are an inconsistent and unlikely source for funding parks and recreation improvements. General fund revenues should be considered as a possible funding source for some operations and maintenance activities.



Parks & Open Space Master Plan



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3) General Obligation Bonds (G.O. Bonds)

G.O. Bonds are debt instruments sold to fund new capital facilities or make improvements to existing facilities. These bonds are repaid with property tax revenue generated by a special levy that is outside the property tax limits imposed by Measure #5 (1990) and Measure #50 (1997). Voters must approve G.O. Bonds, and this approval must occur in a general election in an even-numbered year, or in another election in which at least 50% of registered voters participate.

4) Local Option Levy for Capital Improvements

A local option levy for capital improvements provides for a separate property tax levy outside the City's permanent rate limit, but subject to the \$10 combined rate limit imposed under Measure #5. The levy may be used to fund a capital project or a group of projects over a specified period of time, up to 10 years. Revenues from these levies may be used to secure bonds for projects, or to complete one or more projects on a "pay as you go" basis. Voters must approve local option levies, and this approval must occur in a general election in an even-numbered year, or in another election in which at least 50% of registered voters participate. These levies may be considered for projects, but are not a good alternative to G.O. bonds for large projects or groups of projects.

5) Federal/State/Other Grants

Federal, state, and other government agencies and foundations sometimes make funds available to serve specific purposes related to parks and recreation, such as land and water conservation, open space preservation, or bicycle path construction. In addition to often requiring a local match, grants may also have other conditions and limitations, such as providing for project planning but not for construction. The availability of grants is limited, but may be useful for specific project needs, such as pathways and trails or greenways acquisition.

6) Special Assessment / Local Improvement Districts

Residents may choose to form a local improvement district (LID) to pay for capital improvements or maintenance of facilities through special assessments on their property. This method requires the approval of at least 51% of the owners of land within the proposed district, and must represent at least 51% of the land abutting the proposed improvement.



Parks & Open Space Master Plan



7. Implementation Action Plan

7) Local Option Levy for Operations

A local option levy for operations provides for a separate property tax levy outside the City's permanent rate limit, subject to the \$10 combined rate limit imposed under Measure #5. These levies may be useful to fund operations and maintenance activities over a specified period of time, up to 5 years. Voters must approve local option levies and this approval must occur in a general election in an even numbered year, or in another election in which at least 50% of registered voters participate. This source should be considered for funding City parks operations and maintenance activities.

8) User Fees and Rents

User fees and rents are direct charges to individuals and groups who use specific programs, facilities, and services. These fees and rents usually help pay only a portion of the costs of providing public programs and services. User fees generally are set at levels sufficient to cover only a portion of program and maintenance costs, and are rarely used to fund capital projects. When renting a facility the group or individual must comply with the rules and regulations of the specific facility. This source may provide very limited funds for operations and maintenance.

9) Sponsorships/Partnerships/Donations

Public, private, and/or not-for-profit organizations may be willing to fund outright or join together with the City to provide additional parks and recreation facilities and/or services. For example, the City may receive assistance from local civic organizations in construction of picnic shelters, or may partner with a foundation for acquisition/development of natural areas, trails, etc. This method for funding is generally limited to specific projects or portions of projects and may be subject to the same types of requirements and conditions identified for grants, above. Some programs and organizations that specialize in land acquisition and protection for parks and open space conservation include the following:

The Trust For Public Land

The Trust for Public Land works exclusively to protect land for human enjoyment and well-being, helping conserve land for recreation and spiritual nourishment and to improve the health and quality of life of American communities. The Trust for Public Land works with government agencies and landowners to arrange for



**Parks &
Open Space
Master Plan**



7. Implementation Action Plan

conservation easements or government ownership of lands to be used for parks, open space and other recreational uses.

Web: <http://www.tpl.org>

Contact: The Trust for Public Land
Oregon Field Office
503-228-6620

The Nature Conservancy

The Nature Conservancy is dedicated to the preservation of the plants, animals and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive. The Nature Conservancy protects prairie grasslands, oak savannas, and

similar lands in the Willamette Valley of Oregon.

Web: <http://www.natureconservancy.org>

Contact: The Nature Conservancy of Oregon
503-230-1221

Flintridge Foundation

This organization provides grants and works in partnership with small, community-based organizations promoting natural environmental sustainability.

Web: <http://www.flintridgefoundation.org>

Contact: Flintridge Foundation
626-449-0839





Parks & Open Space Master Plan

Tourism is the temporary movement of people to destinations outside their normal places of work and residence, the activities undertaken during their stay in those destinations, and the facilities created to cater to their needs.

Clare Gunn



7. Implementation Action Plan

PRELIMINARY TOURISM DEVELOPMENT PLAN

Introduction

In an era of globalization and economic interdependence, it is vital for Junction City to actively work to enhance its unique sense of place and create an associated brand. The benefits of these efforts include:

- Strengthened sense of community
- Elevated property values
- Tourism development

The City of Parks and Paths concept should be developed with these benefits in mind. Moreover, a strong city image with associated attractors (parks and paths) is a strong foundation for tourism development. The benefits of tourism development include:

- Incomes
- Jobs
- Tax revenues
- Diversified economic base

Planning for Tourism

1. Tourism Demand Factors

The Tourism Development Plan must address the essential components of tourism demand:

- Attractors
- Infrastructure & Services
- Information & Promotion

Collectively, these form Junction City's tourism development capacity. They are interdependent, and each is essential to a successful program.

Attractors are the elements in a community that draw visitors. They may be cultural elements such as the Scandinavian Festival, or environmental elements such as the wetland meadows. Junction City has numerous attractors including a rich history, community events and environmental resources. A complete inventory of attractors should be compiled and evaluated for potential development and promotion.

Infrastructure refers to the facilities and services that accommodate visitors. These include facilities such as hotels and restaurants to parking and public restrooms. They include services ranging from event planners to tour guides. Visitor services are defined as all the normal city services together with



Parks & Open Space Master Plan

Ecotourism is responsible travel to natural areas which conserves the environment and improves the welfare of local people.

The Ecotourism Society



7. Implementation Action Plan

those needed for hospitality. For Junction City critical tourism infrastructure issues focus on downtown accessibility and visitor services awareness.

Information and promotion refer to both reaching the tourism market and providing needed information. Specifically "information" refers to such items as hours of service, fees, directions, etc. "Promotion" includes advertising, special offers, and other activities to attract tourism. Both of these benefit from publications and an online presence via websites and email.

2. Forecast

Tourism markets are continuously evolving and new opportunities can be created to anticipate these shifts. Some of these new markets include rural lifestyle experiences, ecotourism, agritourism, and others that Junction City is uniquely positioned to capture. Forecasting tourism demands related to the City's proximity to Freeway 5, valley wineries, and rural living experiences will help establish a tourism program that can be integrated with the "Parks and Paths" concept.

3. Goals and Objectives

In addition to the goals and objectives established for the Parks and Open Space Master Plan, the City should adopt a similar foundation for tourism development. An emerging tourism goal is embedded in the ecotourism definition: *Ecotourism is responsible travel to natural areas which conserves the environment and improves the welfare of local people.*

Objectives may include the following:

- Recognize tourism as a social and economic force and a major or potential major employer
- Foster and create a community awareness of the benefits of tourism
- Create policies that help guide and influence tourism
- Provide the basic infrastructure and services to encourage tourism development
- Ensure that facilities are adequate to cater for both residents and visitors

4. Action Plans

The City should collectively evaluate alternative action plans to reach these goals and objectives. It is especially critical to engage with all public, private and non-governmental organizations to coordinate these activities. The Leisure Services Group may wish to serve as the organizing entity or appoint a tourism development committee to oversee coordination with



Parks & Open Space Master Plan

Consider the social, cultural, economic and environmental impacts of proposed tourism development.

Western Australian Tourism Commission



7. Implementation Action Plan

local government agencies, public organizations and the private sector to implement the selected action plans.

5. Implementation Strategy

As with the Parks and Open Space Master Plan, the Tourism Development Plan requires an implementing strategy to fund and manage the action plans. These plans should be integrated with the Parks and Open Space Master Plan since the spaces provide supporting venues and programs. In addition, the Implementation Strategy should be an adopted component of the Capital Improvement Plan.

6. Plan Evaluation

The Implementation Strategy and Action Plans should be evaluated periodically to accommodate adjustments related to the market, funding and other opportunities and constraints.

Tourism Development Policy Guidelines

The following policy guidelines provide a basis for consideration and adoption by the City to guide and direct tourism development and to ensure a consistent approach to this development.

1. Liaise with the Oregon Tourism Commission (dba *Travel Oregon*), other relevant tourism organizations, and members of the public in all aspects of tourism.
2. Consider incorporating tourism development as part of an existing department or committee, or establishing an advisory committee to address tourism issues.
3. Endeavor to provide an adequate budget allocation for tourism expenditures.
4. Endeavor to assist (financially and by other means) tourist organizations or events which have the potential to develop tourism in the region.
5. Seek representation on local tourist associations.
6. Take into consideration policies on tourism and other leisure related issues in the formulation and review of planning documents and development regulations (i.e. Comprehensive Plan).
7. Encourage tourism product development and investment and facilitate the development application process.
8. Encourage a high standard of design and esthetics in all forms of tourist development.
9. Ensure the welfare of the whole community when supporting tourism development and the provision of facilities.
10. Consider the social, cultural, economic and environmental impacts of proposed tourism development.



Parks & Open Space Master Plan

**Encourage the
landscaping of
residential and
commercial centers.**

*Western Australian
Tourism Commission*

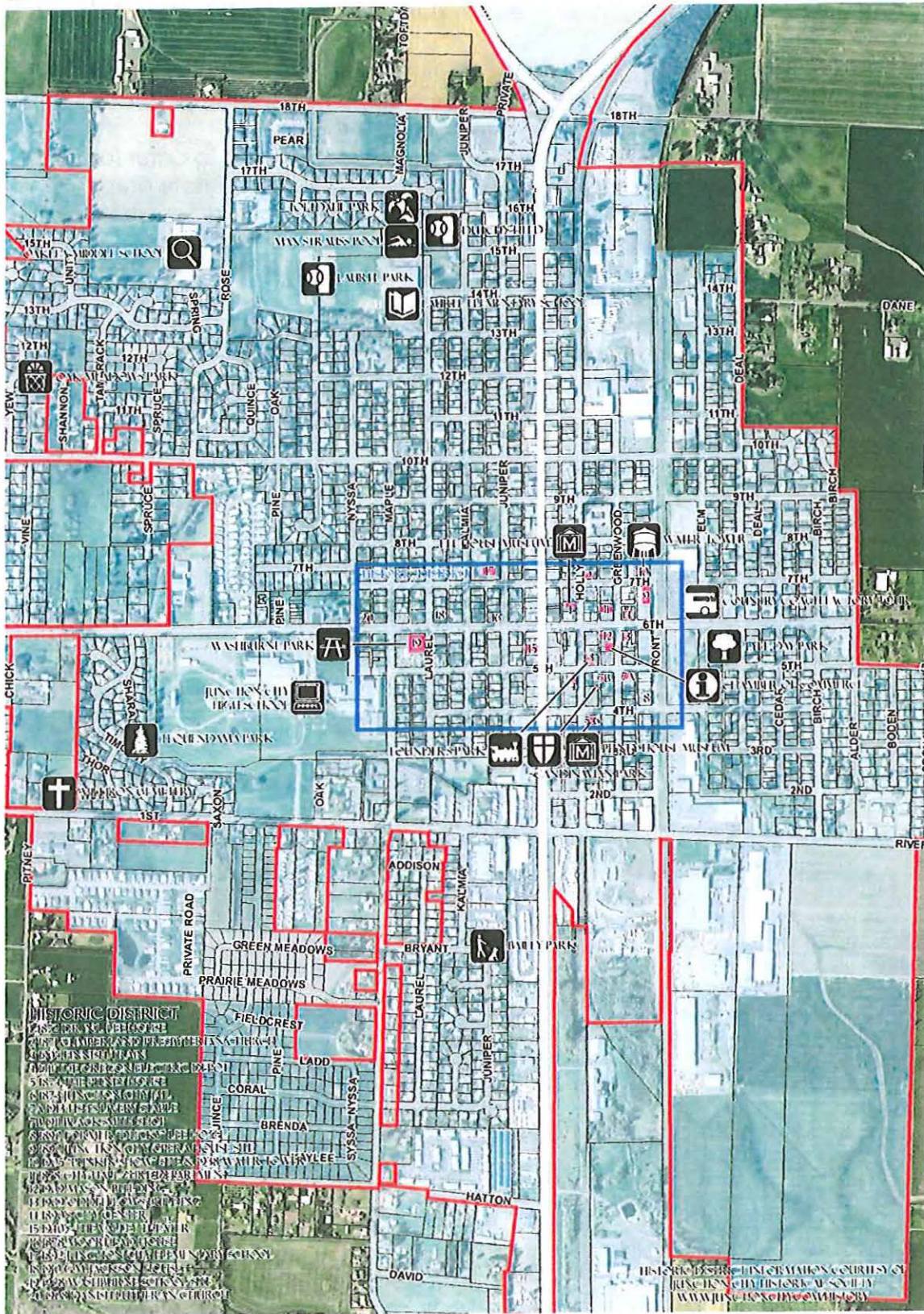


7. Implementation Action Plan

11. Ensure that where sensitive environmental, historic or cultural areas exist, these areas will be adequately protected in relation to development or usage.
12. Initiate the provision of facilities sufficient to cater for destination and day-trip visitors to appropriate areas.
13. Seek financial involvement from other sources wherever possible in the provision of tourist facilities.
14. Encourage the landscaping of residential and commercial centers
15. Support the enhancement of specific natural features, conservation areas and recognize items of heritage significance.

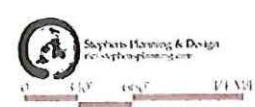


JUNCTION CITY TOURISM



JUNCTION CITY
 680 GREENWOOD ST
 BOX 250
 JUNCTION CITY, OREGON 97418
 TEL: 541-948-2154
 WWW.WWW.JUNCTIONCITY.ORG

TO PROVIDE QUALITY PUBLIC SERVICE, TRAM
 ALL CITIZENS EARLY AND QUALITY, AND
 PROMOTE A POSITIVE SPIRIT OF PEOPLE
 WORKING TOGETHER FOR A BETTER
 COMMUNITY





Parks & Open Space Master Plan



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IN THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON **PASSED**

ORDINANCE NO. PA 1255

IN THE MATTER OF AMENDING THE LANE COUNTY RURAL COMPREHENSIVE PLAN (RCP) BY ADOPTING A COORDINATED POPULATION FORECAST FOR LANE COUNTY AND EACH URBAN AREA WITHIN THE COUNTY; AND ADOPTING SAVINGS AND SEVERABILITY CLAUSES. (File No. PA 08-5873)

WHEREAS, the Board of County Commissioners of Lane County, through enactment of Ordinance PA 883, has adopted the Lane County General Plan Policies document which is a component of the Lane County Rural Comprehensive Plan; and

WHEREAS, Lane Code 12.050 and 16.400 set forth procedures for amendments of the Lane County Rural Comprehensive Plan; and

WHEREAS, it is necessary to amend the Lane County Rural Comprehensive Plan to adopt countywide coordinated population forecasts for Lane County and each urban area within the county to provide for long range planning and consideration for public infrastructure and community needs for the future consistent with state law; and

WHEREAS, the small cities of Lane County proposed coordinated population forecasts that were reviewed at public hearings with the Lane County Planning Commission on January 6 and March 3, 2009; and

WHEREAS, the Board retained Portland State University Population Research Center to complete analysis and conduct public process to develop coordinated population forecasts for Lane County and each urban area within the county and present the study and results to the Board of Commissioners; and

WHEREAS, evidence exists in the record indicating that the proposals meet the requirements of Lane Code Chapters 12 and 16, and the requirements of applicable state and local law; and

WHEREAS, the Board of County Commissioners has conducted a public hearing and is now ready to take action;

NOW, THEREFORE, the Board of County Commissioners of Lane County ordains as follows:

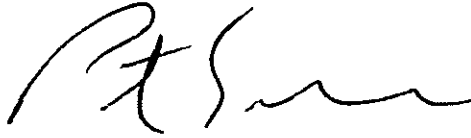
The Lane County Rural Comprehensive Plan, General Plan Policies, Introduction, Section D, adopted by Ordinance No. PA 884 and amended thereafter is further amended by adding the countywide coordinated population forecast table and text as set forth in Exhibit "A" attached and incorporated here as if fully set forth.

FURTHER, although not part of this Ordinance, the Board of County Commissioners adopts findings in support of this action as set forth in Exhibit "B" attached and incorporated here.

Prior coordinated population forecasts adopted by the Board of County Commissioners before enacting this Ordinance shall remain in full force and effect following the effective date of this Ordinance until those plans are further updated or amended by the Board.

If any section, subsection, sentence, clause phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such section shall be deemed a separate, distinct and independent provision, and such holding shall not effect the validity of the remaining portions thereof.

ENACTED this 17th day of June, 2009.



Peter Sorenson, Chair
Lane County Board of County Commissioners



Melissa Zimmer, Secretary
Lane County Board of County Commissioners

APPROVED AS TO FORM

Date 5-27-2009 Lane County


OFFICE OF LEGAL COUNSEL



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:
January 1998
April 2003
August 2003
December 2003
February 2004
January 2005
February 2008
June 2009

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Part II: Lane County General Plan Policies

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Goal Two: Land Use Planning
Goal Three: Agricultural Lands
Goal Four: Forest Lands
Goal Five: Open Spaces, Scenic and Historic Areas and Natural Resources
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 Mineral & Aggregate Resources
 Flora & Fauna
 Open Spaces & Scenic Areas
 Energy
 Water Resources
Goal Six: Air, Water and Land Resources
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 Air Quality
Goal Seven: Areas Subject to Natural Disasters & Hazards
Goal Eight: Recreational Needs
Goal Nine: Economy of the State
Goal Ten: Housing
Goal Eleven: Public Facilities & Services
Goal Twelve: Transportation
Goal Thirteen: Energy Conservation
Goal Fourteen: Urbanization
Goal Fifteen: Willamette Greenway

Part III: Coastal Resources Management Plan Policies

Goal Sixteen: Estuarine Resources
Goal Seventeen: Coastal Shore lands
Goal Eighteen: Beaches and Dunes
Goal Nineteen: Ocean Resources

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County--the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components--the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

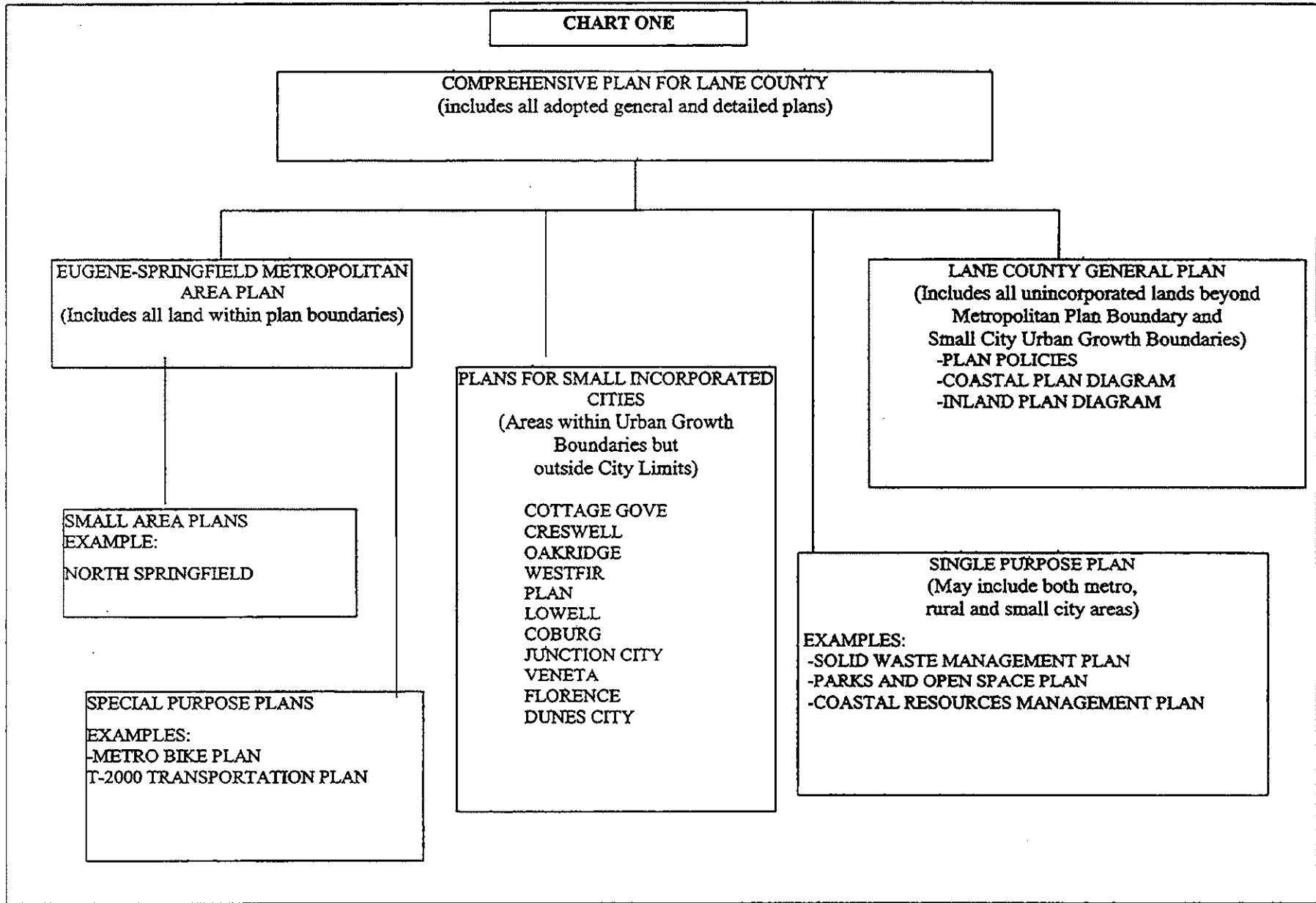


CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN AREA PLAN
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
T-2000 TRANSPORTATION PLAN

PLANS FOR SMALL INCORPORATED CITIES
(Areas within Urban Growth Boundaries but outside City Limits)

COTTAGE GOVE
CRESWELL
OAKRIDGE
WESTFIR
PLAN
LOWELL
COBURG
JUNCTION CITY
VENETA
FLORENCE
DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond Metropolitan Plan Boundary and Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro, rural and small city areas)
EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies--and planning efforts--of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers--existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on--and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

"...establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary."

Pursuant to this requirement and OAR 660-024-0030, coordinated population forecasts have been developed and are adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were developed for Lane County by the Portland State University Population Research Center except as noted. The methods, assumptions and data used to develop these forecasts are included in PSU's report: Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 dated May 2009.

Table 1.1: Coordinated Population Forecasts for Lane County and its Urban Areas

| Forecast Period: | | 2010 | 2015 | 2020 | 2025 | 2029 | 2030 | 2035 |
|---|---|---------|---------|---------|---------|---------|---------|---------|
| Lane County Small Cities | Coburg* | 1,103 | 1,387 | 1,394 | 2,628 | 3,216 | 3,363 | 4,251 |
| | Cottage Grove | 9,957 | 10,616 | 11,424 | 12,261 | 12,737 | 12,856 | 13,542 |
| | Creswell | 5,647 | 6,802 | 8,283 | 9,758 | 10,799 | 11,060 | 12,172 |
| | Dunes City | 1,457 | 1,542 | 1,640 | 1,726 | 1,767 | 1,777 | 1,823 |
| | Florence | 11,212 | 12,355 | 13,747 | 15,035 | 16,065 | 16,323 | 17,434 |
| | Junction City | 6,567 | 9,343 | 10,799 | 12,067 | 12,922 | 13,136 | 13,887 |
| | Lowell | 1,043 | 1,228 | 1,459 | 1,714 | 1,960 | 2,022 | 2,345 |
| | Oakridge | 3,859 | 4,290 | 4,672 | 4,866 | 5,022 | 5,061 | 5,280 |
| | Veneta | 4,976 | 5,902 | 7,251 | 8,727 | 9,623 | 9,847 | 10,505 |
| | Westfir | 359 | 370 | 384 | 412 | 423 | 426 | 448 |
| Metro Area | Eugene (city only) | 156,844 | 166,609 | 176,124 | 185,422 | 192,536 | 194,314 | 202,565 |
| | Springfield (city only) | 58,891 | 62,276 | 66,577 | 70,691 | 73,989 | 74,814 | 78,413 |
| | Metro Urban Area West of Interstate-5** | 20,931 | 20,380 | 19,209 | 18,521 | 17,680 | 17,469 | 16,494 |
| | Metro Urban Area East of Interstate-5** | 8,140 | 7,926 | 7,470 | 7,202 | 6,875 | 6,794 | 6,415 |
| Totals | Eugene/Springfield Total UGB Area | 244,806 | 257,191 | 269,380 | 281,836 | 291,080 | 293,391 | 303,887 |
| | Unincorporated Area Outside all UGBs | 58,531 | 55,900 | 54,344 | 52,861 | 52,381 | 52,261 | 51,634 |
| | Lane County Total | 349,516 | 366,924 | 385,297 | 403,892 | 417,996 | 421,522 | 437,207 |
| * City of Coburg forecasts based upon analysis conducted by the firm Johnson and Reid and testimony provided by City of Coburg representatives to the Lane County Board of Commissioners on June 3, 2009. | | | | | | | | |
| ** Forecast based upon a 72% allocation of the total Metro UTA West of I-5 and a 28% allocation of the total Metro UTA East of I-5. | | | | | | | | |

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested cities, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the update or amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlined in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the

characteristics of community development—higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not—the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal

EXHIBIT A

LEGISLATIVE FORMAT:

Additions shown in **bold and underlined**
Deletions shown with a ~~strikethrough~~



LANE COUNTY

RURAL COMPREHENSIVE PLAN

GENERAL PLAN POLICIES 1984

UPDATED:

January 1998

April 2003

August 2003

December 2003

February 2004

January 2005

February 2008

June 2009

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 Water Quality
 Air Quality
Goal Seven: Areas Subject to Natural Disasters & Hazards
Goal Eight: Recreational Needs
Goal Nine: Economy of the State
Goal Ten: Housing
Goal Eleven: Public Facilities & Services
Goal Twelve: Transportation
Goal Thirteen: Energy Conservation
Goal Fourteen: Urbanization
Goal Fifteen: Willamette Greenway

Part III: Coastal Resources Management Plan Policies

Goal Sixteen: Estuarine Resources
Goal Seventeen: Coastal Shore lands
Goal Eighteen: Beaches and Dunes
Goal Nineteen: Ocean Resources

PART 1: INTRODUCTORY MATERIAL

A. INTRODUCTION TO THE RURAL COMPREHENSIVE PLAN

The Lane County Rural Comprehensive Plan applies to all unincorporated lands within the County beyond the Urban Growth Boundaries of incorporated cities in the County and beyond the boundary of the Eugene-Springfield Metropolitan Area Plan. Where these lands are beyond County jurisdiction (such as National Forest lands), the Plan applies but its application is regulated by federal law. In addition, it does contain provisions and representations of County positions on various issues, to be used by those agencies, such as the US Forest Service, in their own management actions, and also used in the event that lands not in County jurisdiction enter County jurisdiction.

The Plan follows the format of the LCDC Statewide Planning Goals, recognizing that they must be met by all local jurisdictions in Oregon. It is composed of two major elements:

1. County General Plan Policies: For each LCDC Goal, there are one or more Policies to be applied by the County toward land use and other planning and resource-management issues, in the interests of compliance with sound planning principles and statewide planning law. Policies are binding commitments, but will be carried out within established work programs and over all County priorities. The application of Policies which call for any programs or studies will occur as County resources in terms of both staff and budgetary allocations permit.
2. Plan Diagrams: Two major planning regions are identified for Lane County--the Coastal Region and the Inland Region. For each, detailed representations of land use are depicted on maps, on Plan Diagrams. Land use regulation methods, such as zoning, are applied to carry out the intent of the designations. The application of the general plan is primarily through zoning. In fact planning and zoning designations are set forth on the same map.

Chart One diagrams the relationship of these elements, and also indicates relationships with other portions of the County Comprehensive Plan.

The document now before the reader is one of the two above components--the County General Plan Policies document. The Policies document is the broad, direction-setting portion of the Plan, and lays out approaches for interpretation of County planning needs and means of complying with State of Oregon planning law. This law attaches great importance to local jurisdictions having adopted comprehensive plans which in turn meet the requirements of Statewide Planning Goals. Accordingly, matters of interpretation concerning the General Plan are to be resolved in favor of compliance with these Goals, and the Plan itself shall be recognized as representing the County's best effort in meeting the requirements of LCDC and its policy expressions, including Goals.

CHART ONE

COMPREHENSIVE PLAN FOR LANE COUNTY
(includes all adopted general and detailed plans)

EUGENE-SPRINGFIELD METROPOLITAN
AREA PLAN
(Includes all land within plan boundaries)

SMALL AREA PLANS
EXAMPLE:
NORTH SPRINGFIELD

SPECIAL PURPOSE PLANS
EXAMPLES:
-METRO BIKE PLAN
T-2000 TRANSPORTATION PLAN

PLANS FOR SMALL INCORPORATED
CITIES
(Areas within Urban Growth
Boundaries but
outside City Limits)

COTTAGE GOVE
CRESWELL
OAKRIDGE
WESTFIR
PLAN
LOWELL
COBURG
JUNCTION CITY
VENETA
FLORENCE
DUNES CITY

LANE COUNTY GENERAL PLAN
(Includes all unincorporated lands beyond
Metropolitan Plan Boundary and
Small City Urban Growth Boundaries)
-PLAN POLICIES
-COASTAL PLAN DIAGRAM
-INLAND PLAN DIAGRAM

SINGLE PURPOSE PLAN
(May include both metro,
rural and small city areas)
EXAMPLES:
-SOLID WASTE MANAGEMENT PLAN
-PARKS AND OPEN SPACE PLAN
-COASTAL RESOURCES MANAGEMENT PLAN

B. INTRODUCTION TO THE COUNTY POLICIES COMPONENT OF THE GENERAL PLAN

County Policies are broad, somewhat generalized statements that provide direction to County decision makers in their efforts to choose between competing uses for given resources, and in their efforts to solve historic problems and prevent new ones from occurring. The Policies cover complex topics and lay the groundwork for future actions of various kinds. The Policies expressed here apply to rural Lane County, outside of the Urban Growth Boundaries of cities and beyond the Plan Diagram Boundary of the Eugene-Springfield Metropolitan Area General Plan. They are designed to be compatible with similar Policies--and planning efforts--of other governmental jurisdictions in the County.

In some respects, the Policies can be considered the basis of the County plan, in that they provide the lead, or the general direction, for subsequent County actions to deal with various land use and resource management decisions. In doing so, they are directly intended to fulfill the mandate of the LCDC statewide planning Goals.

Four statewide planning Goals are not addressed in this document: the four "Coastal Goals" (LCDC Goals 16-19). These, and Policies connected with them, are located in a special-purpose Coastal Resource Management Plan developed and adopted for use in the Coastal portion of the County. They should be used in concert with the "basic fifteen" Goals. Since they are special-purpose in nature, and deal more specifically with particular concerns of the Coastal area, conflicts may arise or be generated between the Coastal Policies and the "basic fifteen" and should be resolved in favor of the Coastal Policies until, and if one or the other conflicting statement is changed to eliminate the conflict.

The Willamette Greenway Goal is considered to be part of the "basic fifteen".

C. HISTORY OF THE POLICIES DOCUMENT

The Policies contained in this document were developed during a period of more than a year, beginning in early 1983. A process was devised at the beginning of the period to utilize existing working papers and to prepare a series of new working papers which, along with other sources, were to serve as the technical data based for the Policies. The Working Papers were written and published from mid-1981 to early 1984. Each Working Paper contained information on a given topic or topics, and a number of them contained preliminary Policies which were drawn from the information in the Papers and which were presented for initial discussion purposes.

Hearings were held on the Papers as they were published. Each Planning Commission reported to the Board of County Commissioners containing its reaction to the Paper and draft Policies. Often the Policy statements drew on sources other than the Working Papers--existing County Plan information (such as special-purpose plans or technical studies), comments or testimony of individuals or groups appearing at the hearings, the judgment and views of Planning Commission members and so on--and so represented a broad array of perspectives and attitudes. Each Planning

Commission Report cited information used in Policy development, in order to provide a firm basis for Policy use. The background information, including the Working Papers, is to be used to help interpret and understand General Plan approaches but is not itself designed to be adopted as legislative law. The Board formally adopted the Policies in February of 1984.

D. CITIES, COMMUNITIES AND RURAL LANDS

Cities

While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. "Joint Agreements for Planning Coordination" drawn up between the County and each city lay the framework for cooperative action in the effort. Policies concerning Goal 14 in this document further indicate County posture toward city plans. County adoption of city plans—or amendments thereto—ensures that conflicts between city plans and County Plan do not readily occur.

Beyond carrying out the responsibilities outlined above, ORS 195.036 requires that the county:

"...establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary."

Pursuant to this requirement and OAR 660-024-0030, coordinated population forecasts have been developed and are adopted for Lane County and each of its urban areas. These figures are included in Table 1.1, below.

The Coordinated Population Forecasts included in Table 1.1 were developed for Lane County by the Portland State University Population Research Center except as noted. The methods, assumptions and data used to develop these forecasts are included in PSU's report: Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 dated May 2009.

Table 1.1: Coordinated Population Forecasts for Lane County and its Urban Areas

| | | Forecast Period: | 2010 | 2015 | 2020 | 2025 | 2029 | 2030 | 2035 |
|---|--------------------------------------|--------------------|---------|---------|---------|---------|---------|---------|---------|
| Lane County Small Cities | Coburg* | 1,103 | 1,387 | 1,394 | 2,628 | 3,216 | 3,363 | 4,251 | |
| | Cottage Grove | 9,957 | 10,616 | 11,424 | 12,261 | 12,737 | 12,856 | 13,542 | |
| | Creswell | 5,647 | 6,802 | 8,263 | 9,758 | 10,799 | 11,060 | 12,172 | |
| | Dunes City | 1,457 | 1,542 | 1,640 | 1,726 | 1,767 | 1,777 | 1,823 | |
| | Florence | 11,212 | 12,355 | 13,747 | 15,035 | 16,065 | 16,323 | 17,434 | |
| | Junction City | 6,567 | 9,343 | 10,799 | 12,067 | 12,922 | 13,136 | 13,887 | |
| | Lowell | 1,043 | 1,228 | 1,459 | 1,714 | 1,960 | 2,022 | 2,345 | |
| | Oakridge | 3,859 | 4,290 | 4,672 | 4,866 | 5,022 | 5,061 | 5,280 | |
| | Veneta | 4,976 | 5,902 | 7,251 | 8,727 | 9,623 | 9,847 | 10,505 | |
| | Westfir | 359 | 370 | 384 | 412 | 423 | 426 | 448 | |
| | Metro Area | Eugene (city only) | 156,844 | 166,609 | 176,124 | 185,422 | 192,536 | 194,314 | 202,565 |
| Springfield (city only) | | 58,891 | 62,276 | 66,577 | 70,691 | 73,989 | 74,814 | 78,413 | |
| Metro Urban Area West of Interstate-5** | | 20,931 | 20,380 | 19,209 | 18,521 | 17,680 | 17,469 | 16,494 | |
| Metro Urban Area East of Interstate-5** | | 8,140 | 7,926 | 7,470 | 7,202 | 6,875 | 6,794 | 6,415 | |
| Totals | Eugene/Springfield Total UGB Area | 244,806 | 257,191 | 269,380 | 281,836 | 291,080 | 293,391 | 303,897 | |
| | Unincorporated Area Outside all UGBs | 58,531 | 55,900 | 54,344 | 52,861 | 52,381 | 52,261 | 51,634 | |
| | Lane County Total | 349,516 | 366,924 | 385,297 | 403,892 | 417,996 | 421,522 | 437,207 | |
| * City of Coburg forecasts based upon analysis conducted by the firm Johnson and Reid and testimony provided by City of Coburg representatives to the Lane County Board of Commissioners on June 3, 2009. | | | | | | | | | |
| ** Forecast based upon a 72% allocation of the total Metro UTA West of I-5 and a 28% allocation of the total Metro UTA East of I-5. | | | | | | | | | |

Any updates or amendments to the forecasts included in Table 1.1 may only be initiated by Lane County. Any individual or interested cities, however, may make a request for the Board to initiate such an update or amendment. Requests must set forth compelling reasons as to why the update or amendment should be considered at the requested time, rather than in conjunction with a future periodic Plan update. An offer to participate in costs incurred by the County shall accompany the request. Amendments to these forecasts initiated by the Board shall follow general procedures outlines in Lane Code 16.400(6).

Communities

Unincorporated communities are treated differently. They are identified as "community" on the Plan Diagrams, but are not given official Urban Growth Boundaries. Instead, the probable limits of growth over the planning period are reflected in the area within the "community" designation. Since lands within these areas are under County jurisdictions, no Joint Agreements are required, but development there must be justified by "committed lands" exceptions.

Areas within rural Lane County qualifying as Exception areas on the basis of pre-committed uses are not necessarily "communities" as such, but do have some of the

characteristics of community development--higher densities, for example. These areas are treated much as unincorporated communities are within the General Plan, in that they are solely under the County jurisdiction, and they are provided with specific land use designations and zoning reflective of their characteristics. They are not portrayed, however, with the broad "community" designation in most cases. For purposes of Plan administration, a parcel of land is either within a UGB or designated: community or it is not--the deciding factor is the portrayal on the Plan Diagram. Lands adjacent to such "boundaries are not considered to be within them until and if the boundaries are adjusted to accommodate them.

Rural Lands

Finally, lands considered as agricultural, forest or natural resources are lands not within any of the above classifications. These lands include the vast majority of total Lane County acreage, and are under the jurisdiction of the County plus state and federal governments (National Forests). The Statewide Planning Goals and the Policies of this Plan limited substantial rural development. However, it is recognized that such development may occur provided it is consistent with the policies contained in this document.

E. IMPLEMENTATION

As stated earlier, the County Policies are intended to guide actions and decisions. Although the policies have a common feature (i.e., relating to one or more aspects of land use) they cover a broad range of topics and concerns. Because of this wide range, it is not reasonable to assume all policies are to be implemented in the same manner. Visualizing a policy as being in one or more of the following categories will provide a better understanding as to its application.

Advisory Policies

These are statements describing the County's position on a certain topic or issue; generally but not always, relating neither to a subject, nor under the direct jurisdiction of the County. These policies are primarily intended to inform or influence the actions of other parties. They do not have direct influence on the implementation of the General Plan through Plan Map designation, zoning of land or County Regulations.

Examples: "Lane County recommends that no new wilderness areas be designated without a complete analysis of the revenue and employment impacts on Lane County. Where designations are made, negative employment and revenue impacts should be mitigated by increasing allowable timber harvests on other public lands."

Commitment Policies

These are statements describing a future action the County intends to undertake. The policies cover a variety of topics including (a) guidance in County operations, procedures and relationships with other agencies, (b) recognition of state and federal

**Findings in Support of
Ordinance No. PA 1255**

**Lane County Coordinated Population Forecast
Portland State University, Population Research Center
Rural Comprehensive Plan Adoption**

1. *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035* (May 2009) was prepared by the Population Research Center College of Urban and Public Affairs at Portland State University (PSU) over a period of time from August 2008 to May 2009.
2. The Population Research Center produced long-term population forecasts for the County, the two largest cities of Eugene and Springfield, the shared Eugene-Springfield urban growth boundary area (UGB), the UGB areas for the County's remaining 10 cities, and for the unincorporated area outside the UGBs. The forecast horizon extends 27 years from 2008 to 2035, and the forecasts are produced in 5-year intervals between 2010 and 2035. The County will use the forecasts to coordinate revisions of the comprehensive plans for each of these areas. The projections are benchmarked to the Population Research Center's 2008 certified population estimates for the city and county populations.
3. In 2008, Lane County's population was 345,880. The Eugene-Springfield UGB represents 70 percent of the county's population and that percentage does not change much during the forecast period.
4. The 2008 population estimates for Lane County's ten smaller cities are all under 10,000, ranging from 340 to 9,830 persons. These cities capture population increases from about 13 percent to over 18 percent throughout the forecast period.
5. The share of the population that the non-UGB unincorporated area represents decreases from about 17 percent to 12 percent. This shift of persons residing in rural areas to more urbanized areas is a common trend throughout Oregon and the United States that has been ongoing for many years.
6. Data used to develop the forecasts include vital statistics; population, land use, building permit, and employment data; and school enrollments for districts within Lane County. Several different demographic methods and models were employed to prepare the forecasts, including the development of cohort-component models for the County and larger areas, and housing unit models for each of the county's smaller cities and the non-UGB unincorporated area. The cohort-component model incorporates rates of fertility, mortality, and migration. The housing unit model assumes a number of future added housing units, levels of housing occupancy, and averages of the number of persons per household. Consideration was given to factors that influence Lane County's population dynamics, namely the population's ethnic and age composition, the number of annual births that occur, employment and commuting patterns, the number of building permits issued, and public school enrollment in the county's school districts.
7. Future trends in the forecasts for the County and its sub-areas each suggest that there will be continuing increases in population, but at slightly decreasing rates from the beginning to the end of the forecast period.

8. The downturn of the local economy is forecast to be more severe than that seen in the early 2000's and to not recover until the 2010's. Therefore, housing construction is forecast to be sluggish for a few years in most areas, but will accelerate after 2015. At that time the net in-migration of families with children, the elderly, and Hispanics is predicted to increase and continue throughout most of the forecast period.
9. The sub-areas in this study at times are called 'cities' but are actually city urban areas, which refer to the area within the city limits combined with its corresponding UGB area outside city limits; or in other words, all of the area within the small city urban growth boundaries.
10. The PSU forecasts for Eugene and Springfield cities are for the individual cities without the unincorporated UGB area, because they share a single UGB under the current Metro Plan boundary. The Eugene-Springfield UGB population estimated for each of the areas east and west of I-5 separately is forecast to follow current percentages, which is 72 percent for Eugene and 28 percent for Springfield. The share of the Eugene-Springfield UGB will continue to be stable at around 70 percent of the county whole, with a slight increase during the forecast period.
11. The unincorporated area of Lane County refers to the area outside of any city and UGB. This area is known as the 'non-UGB unincorporated area' in the PSU Report, *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*.
12. Five of Lane County's cities, Lowell, Veneta, Dunes City, Coburg, and Westfir, either have a UGB that is identical, or nearly identical, to their city boundary.
13. The other cities have a UGB outside their city limits where a portion of the city area's housing stock is located. Twenty-one percent of Florence's housing units are in its unincorporated UGB area. The percentage of housing that is located in the Eugene-Springfield and the Junction City unincorporated UGB areas is around 12 percent, and represents over 12,000 and over 300 housing units, respectively. The cities of Oakridge, Creswell, and Cottage Grove each have a UGB where between 3 and 6 percent of the housing units (in a range between 50 and 200 units) are located.
14. The annual certified population estimates from the U. S. Census represent the area within the city limits. If a city does not send annual housing and population data to the estimates program, its certified estimate is held constant to the previous year and may not account for recent changes. The population figures presented in the report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*, represent the 2008 certified estimates adjusted to incorporate the city UGB areas. Population forecasts for 2010 and beyond account for fluctuations in annual data that may have affected the previous data.
15. The 2010-2040 population forecast for Lane County produced by Oregon's Office of Economic Analysis (OEA) is used to gauge the Lane County forecast results. While the published OEA forecast currently available was produced in 2004, OEA is currently revising the forecast. The Population Research Center works closely with OEA and had access to information regarding those revisions during the Lane County Population Forecast effort. Consequently, results reported for Lane County by the PSU report are very close to OEA's preliminary forecast, but slightly lower in the early part of the forecast period, and slightly higher toward the end of the period. The differences vary by no more than 2,700, or less than one percent, in any 5-year time period.

16. The ethnic and racial diversity in the population forecast includes base data of white non-Hispanics accounting for 86.2 percent of the County's population and all other ethnic minorities accounting for 13.8 percent. Hispanics represent the largest share of the ethnic minority population (approximately 44.2 percent), followed by Asian/Pacific Islanders (21.0 percent) followed by persons who identify themselves as more than one race (17.4 percent). Blacks and Native Americans represent about 1 percent, and 7.3 percent of the County's ethnic minority population, respectively. Of the total County population, Hispanics represent 6.1 percent.
17. The total fertility rate in the County was 1.63 in 2000. This rate is somewhat lower than the State average of 1.98 children per woman in 2000, and even lower than the 1990 County rate (1.71). The trend of declining fertility rates over the past 2 decades is forecast to continue. A larger decrease in fertility rates has been offset by the increase of the female Hispanic population which is associated with higher fertility rates than the majority population of white non-Hispanics. Age-specific fertility rates in the County have shifted slightly in recent years and there has been an increase in the percentage of women statewide postponing child-bearing or deciding not to have children at all. In addition, there is now a smaller share of younger mothers than in the past.
18. Occupancy rates in Lane County are higher than the statewide occupancy rate. Coastal cities (Dunes City and Florence) have the lowest occupancy rates due to vacation homes and seasonal housing. The places with the highest occupancy rates – above 96 percent - are Veneta, Westfir, and the Eugene-Springfield UGB. The average number of persons that occupy a household (PPH), or household size, is influenced by several factors; age and racial/ethnic composition; share of elderly population versus the share of married couples and growing families due to the propensity of elderly to live alone, and changes in fertility rates and school enrollment.
19. By housing type, the PPH in single-family units (SFR) is typically higher than in multifamily residences (MFR), or mobile homes. This is the case in Lane County, its unincorporated area, and most of its cities. In Junction City, however, the PPH is higher in mobile homes than in other housing types. The rates of increase in the number of housing units in Lane County and its cities and unincorporated area are similar to the growth rates of their corresponding populations for most of the ten smaller cities in Lane County. The pattern of population and housing change in the County also remains relatively similar.
20. Facilities such as nursing homes, college dorms, and prisons are categorized as group quarters. In 2008, 3.0 percent of Lane County's population, or 10,669 persons, resided in group quarters facilities. The City of Eugene is home to about 82 percent of the County's group quarters population, with 90 percent of persons in group quarters residing within the Eugene-Springfield UGB. The forecast assumes the group quarters population will remain fairly stable during the forecast period except in Junction City, where construction of a state prison and state hospital is planned for the early years of the forecast.
21. The mortality rate used to develop the forecast assumes that current mortality will improve during the forecast period and that the gender difference in life expectancy at birth will mostly maintain the current level. The mean age at all births will slightly increase, which is consistent with the U.S., state, and county historical trends since the 1960s.

22. Migration rates are a more difficult demographic factor to estimate than the other factors, yet they remain a main factor affecting population changes in Lane County. Around three fourths of population growth in the County since 2000 is attributed to net migration (movers in minus movers out). The final projected net migration used in the forecast is a hybrid of the demographic method, time series, and economic growth analysis methods. Net migration was negative in the 1980s, and was about 10,000 residents (meaning 10,000 more persons moved out of Lane County than moved in), or 3.5 percent of total population. Net migration was positive in the 1990s, about 30,000 residents, or about 11 percent of the total population. The negative net migration in the 1980s was marked by Oregon's most severe economic downturn since the Great Depression, while the large positive net migration in the 1990s was more prosperous, with strong job growth. From 2000 to 2008, population growth in Lane County due to net migration was estimated to be around six to seven percent. Positive net migration was seen despite downturns in the economy in the first few years of the decade. The highest job increase since at least 2000 occurred in 2005, however, the economy was showing signs of weakening again in 2007 and hasn't yet recovered. Still, evidence continues to show signs of a positive in-flow of net migrants to Lane County. Net migration will be lower in the 2000s than in the 1990s and the downturn is expected to continue over the next few years. Net in-migration will regain vitality after 2015, however, due to an economic recovery. Due to the relatively larger population base that has been increasing since at least 1990, total net migration in the 2010s is projected to be slightly higher than in 1990 although it will be at lower rates. Net in-migration will accelerate some and will gain momentum until around 2030 when the magnitude lessens a bit.
23. All population forecasts are based on a combination of a beginning population; various known, estimated, and predicted rates; and the forecasters' expertise and knowledge about future trends. The forecasts may err through imprecise data or unexpected shifts in demographic trends. Generally, forecasts for larger geographical areas, such as the entire county are more reliable than those for small areas, such as for a small city with fewer than 1,000 persons. These forecasts will be used as a guide to population growth over the next few years, and changes in local areas will surely affect populations in some cities, resulting in the actual population deviating from the numbers shown in the adopted forecasts. The differences between the forecast and actual populations will vary in magnitude and perhaps direction.
24. The forecasts presented in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035(May 2009)* meet the requirement of Oregon Revised Statute (ORS) 195.036 and Oregon Administrative Rule (OAR) 660-024-0030 which require counties in Oregon to coordinate with their cities to develop population forecasts for use by the county and cities in land-use planning activities. *"The coordinating body under ORS 195.025(1) shall establish and maintain a population forecast for the entire area within its boundary for use in maintaining and updating comprehensive plans, and shall coordinate the forecast with the local governments within its boundary."* The PSU report establishes population forecasts for all of Lane County and the urban areas within the county. The effort leading up to the report and development of the forecasts included three public meetings where city representatives and interested parties provided testimony and spoke directly to the

collective and unique needs and issues in each of the cities of Lane County. These concerns and all the testimony and evidence was taken into consideration as described in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)* adopted and incorporated here by this reference. The small cities and Eugene and Springfield provided input into the coordinated forecast, as evidenced in the record of proceedings and process for the report. The efforts of PSU and Lane County throughout the process, including the public hearing on the proposed countywide population forecasts adopted in the Lane County Rural Comprehensive Plan (RCP) provided more than adequate coordination with local governments and other interested parties.

25. As a part of the coordination process, the City of Coburg submitted additional information, including a study the City had commissioned from Johnson Reid, a land use economics consulting firm. The study, titled *Estimate of Long-Term Population Growth Rates in Coburg, Oregon*, provided more detailed information concerning the population forecast for the City of Coburg, a city currently of around 1,000 persons. That study and the testimony about the findings of the study that accompanied its submission on June 3, 2009, are adopted and incorporated here by this reference. The Coburg study considered factors that were not considered, or, in the opinion of Johnson Reid, were not sufficiently considered in the PSU report *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035 (May 2009)*. Included in the Johnson Reid analysis were the supplemental facts of the probable increase in the number of manufacturing jobs in Coburg, the employment trends in Eugene and Springfield, Coburg's commitment to change as expressed in its adopted Comprehensive Plan and other documents, and the calculated size of Coburg's developing infrastructure. Based on these additional factors, the Johnson Reid study provided a more detailed and slightly different forecast for Coburg's population. While the difference may be significant for the City of Coburg population forecasts, the change in the adopted forecasts included in the RCP made no statistically significant difference for the County forecast as a whole and did not make a substantial change to any section of the ordinance prior to adoption.
26. This Ordinance amends the Lane County Rural Comprehensive Plan, and such amendment shall be by Ordinance as stated in Lane Code Chapter 12.050, Method of Adoption and Amendment. LC12.050(2) is found to be met as follows: The Board may amend or supplement the comprehensive plan upon a finding of:
- (a) *an error in the plan; or*
 - (b) *changed circumstances affecting or pertaining to the plan; or*
 - (c) *a change in public policy; or*
 - (d) *a change in public need based on a reevaluation of factors affecting the plan; provided, the amendment or supplement does not impair the purpose of the plan as established by LC12.005 below.*

The amendment to adopt a coordinated population forecast into the RCP is necessary based on changes in public need, policy and circumstances affecting comprehensive plans throughout Lane County. Public policy changes now codified in state law that direct the responsibility for adopting the coordinated forecasts as part of or by reference in a comprehensive plan to the Lane County Board of Commissioners as the decision body for the county and its urban areas has required a re-evaluation of population forecasting

and other relevant factors affecting all of the Lane County comprehensive plans. In addition to the public policy changes regarding responsibility of the Lane County Board for countywide coordinated population forecasts, HB 3337 (2007) requires a re-evaluation of population forecasts presented for the area within the current Eugene/Springfield Metropolitan Area single urban growth boundary. A single population forecast for that urban area is no longer useful under HB3337 direction enabling Eugene and Springfield to conduct residential buildable land studies and other studies separately so that each may consider having its own urban growth boundary and makes it necessary to produce future population projections based on the jurisdictional area and requirements of each of the two largest cities in Lane County.

LC12.005 Purpose. The Board shall adopt a comprehensive plan. The general purpose of the comprehensive plan is the guiding of the social, economic, and physical development of the County to best promote public health, safety, order, convenience, prosperity and general welfare.

Lane Code Chapter 16.400(6)(h)(iii)(aa) further requires the Board to make findings that the proposed amendment meets all applicable requirements of state and local law, Statewide Planning Goals and Oregon Administrative Rules.

The proposed amendment meets the purpose section of LC Chapter 12 and is also in conformance with the applicable state and local laws, Statewide Planning Goals and Oregon Administrative Rules as discussed below.

27. Goal 1: Citizen Involvement

This goal calls for the opportunity for citizens to be involved in all phases of the planning process. It requires each city and county to have a citizen involvement program.

The citizen involvement process timeline presented below establishes adequate opportunities for citizen involvement and is found to be fully compliant with this goal.

On August 5, 2008, the Board of Commissioners directed staff to begin the coordinated population forecast project by solicitation of appropriate consultant firms to conduct the analysis required for the project using a process that would be open and provide ample opportunity for citizen involvement in the preparation and coordination of countywide population forecasts.

On September 5, 2008, DLCD was notified the cities of Eugene and Springfield had initiated a post-acknowledgement plan amendment to the *Metro Plan* to adopt new population forecasts for the cities to comply with the needed housing determination required by ORS 197.304 (HB 3337). The Lane County Planning Commission participated in coordinated population forecasting for the metro cities through a joint hearing with the Metro planning commissions in Springfield City Hall on November 6, 2008 to hear testimony regarding the Metro Safe Harbor separate population forecasts proposed by Eugene and Springfield for the first time under HB 3337. The three planning commissions each voted a separate recommendation up to their elected officials, the vote from Lane County was to recommend adoption.

On December 2, 2008, the Lane County Planning Commission was invited, and many participated in the PSU Countywide Population Forecast Kick-off meeting held in Harris Hall. Two additional public coordination meetings were held upon release of the PSU population forecasts, on February 26, 2009 and March 26, 2009.

The PSU effort was also presented in various ways during the LCPC public hearings and consideration of the small city PAPA requesting a coordinated countywide population forecast be adopted into the RCP. The LCPC ultimately recognized the Board would need to decide on the appropriate population forecasts. All of these proceedings gave interested parties and cities an opportunity to coordinate and participate in development of population forecasts for Lane County and utilized the adopted county citizen involvement program consistent with Goal. 1

28. Goal 2: Land Use Planning *This goal requires establishment of a land use planning process and policy framework to coordinate decisions and actions related to land use and assuring an adequate factual basis for those decisions.*

The adoption of a countywide coordinated population forecast for Lane County and urban areas of the county fulfills this goal through the public involvement process under the coordinated policy framework as demonstrated in the public record on file in Land Management. The cities and Lane County have coordinated this decision through the data consideration and analysis phase under contract with PSU. The public was provided ample opportunity for input and involvement in the process, as evidenced by over 300 exhibits in the public record for this project. Therefore adopting this amendment is fully consistent with Statewide Planning Goal 2.

The Lane County Rural Comprehensive General Plan Policies, Introduction, illustrates the connectedness of the city and county plans, and describes the co-adoption of each city's Comprehensive Plan as illustrated in the introduction. In addition to this visual representation of the relationship between the cities plans and the overall general county plan, Part I, Section D of the Rural Comprehensive Plan states:

"While the Policies in this document are directed at Lane County government, it is clearly recognized that the County has a responsibility to, and must coordinate efforts closely with, the incorporated cities within its boundaries. Statewide planning law requires that each incorporated city develop and adopt its own land use plan which must itself comply with LCDC Goals. The plan must contain essentially the same elements as the County General Plan, with an additional element of an identified Urban Growth Boundary (required by Goal 14). Future urban growth for each city is to take place within that Boundary. In the case of the Eugene-Springfield Metropolitan Area Plan, a mutual Boundary is adopted by both cities and the County. For all other cities, the County must ratify the cities UGBs by independent evaluation of, and adoption of, appropriate city plan provisions.

Through this method, the County becomes responsible for administering the provisions of city plans within the city UGBs but outside of the corporate city limits. 'Joint Agreements for Planning Coordination' drawn up between the County and each city lay the framework for cooperative action in the effort."

The coordinated population forecasts for each urban area provide a key component of the base data to support the policies and framework for long range planning necessary to meet municipal needs for each local jurisdiction particularly as it relates to urban growth. The countywide population forecasts adopted in the RCP provide the basis for cities to use those forecasts and coordinate the population residing in urban areas with the remainder of the population in rural Lane County. The enactment of the statutory and rule requirements now applicable in Lane County and the urban areas makes it necessary to adopt projections that are reasonable and sufficient for future planning purposes. The adopted forecasts, once part of the RCP, must then be used by the cities for the necessary urban area planning under OAR 660-024-0030.

29. Goal 9: Economic Development *Goal 9 requires the provision of adequate opportunities throughout the state for a variety of economic opportunities to increase prosperity of Oregon's citizens.*

Population forecasts are a key factor in determining future land needs to serve as location for businesses and companies that provide jobs in Lane County communities. The urban growth boundaries of cities are planned for a twenty year future need as determined by Economic Opportunity Analysis and other documentation that would support amendments and adjustments to UGB's. The lack of a coordinated and adopted forecast, or the adoption of an unreasonable forecast which does not account for current trends poses a significant hurdle to cities seeking to create adequate long range economic, residential and infrastructure development plans. Therefore, adoption of a countywide coordinated population forecast is consistent with Statewide Planning Goal 9.

30. Goal 10: Housing *Goal 10 requires availability of adequate numbers of needed housing to meet the needs of the citizens of the state.*

Population forecasts are used in determining the amount and type of housing needed to accommodate the projected population growth for 20 years. Housing needs are also planned for and determined by urban areas. Housing Needs Studies and other analysis or documentation that supports amendments to the current adopted population forecasts were reviewed. Accurate population forecasts will ensure that cities may determine whether urban services are adequate to handle populations which may exceed those projected in past planning efforts. Adoption of a coordinated reasonable forecast that accounts for current trends complies with this Statewide Planning Goal.

31. Goal 11. Public Facilities and Services *This goal calls for planning and developing a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural developments.*

Planning for adequate public facilities and infrastructure requires an accurate population forecast. The design and construction of public facilities such as municipal water and wastewater treatment facilities requires a reasonable population forecast for sufficient supply of infrastructure over a twenty year planning period. The countywide coordinated population forecast will provide the basis for compliance with this Statewide Planning Goal.

32. Goal 12: Transportation *This goal calls for providing and encouraging a safe, convenient and economic transportation system to serve the people.*
Planning for adequate transportation system facilities requires an accurate population forecast. The design and construction of roads, public transportation and associated facilities requires a reasonable population forecast for sufficient budgeting and planning to construct in a timely manner these facilities over a twenty year planning period. The countywide coordinated population forecast will provide the basis for compliance with this Statewide Planning Goal.
33. Goal 14: Urbanization *Goal 7 requires the orderly and efficient transition from rural to urban land use.*
The adoption of updated population forecasts for the county and urban areas of the county would provide a basis for the twenty year planning for urban area needs in the cities. Establishment and change of urban growth boundaries shall be based on demonstrated need to accommodate urban populations consistent with twenty year population forecasts coordinated with affected governments. The adoption of this amendment is consistent with this applicable Statewide Planning Goal.
34. Remaining Statewide Planning Goals not specifically mentioned above are not implicated by the amendment of the Lane County Rural Comprehensive Plan adopting coordinated countywide population forecasts and the RCP compliance with those Goals remain unaffected by this action.

Conclusion Findings of Compliance

The adoption of countywide coordinated population forecasts for Lane County and the urban areas of the county as demonstrated in these findings and supporting documents referred to here and incorporated by reference, is found to be in compliance with all applicable statewide planning goals, administrative rules and the Lane County Comprehensive Plan. The PSU report, *Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035(May 2009)* is fully incorporated here by reference, contains the supporting documentation, analysis, and responses to relevant comments and questions prior to the date of its publication regarding forecasts for each of the urban areas of the county and provides additional support for this action.

Chapter 9. Buildable Lands Inventory

The buildable lands inventory projects the need for land by estimating population growth and the demand for housing, commercial and industrial development, and public facilities. The inventory compares the projected demand for land with the supply of suitable vacant land.

The inventory contains four sections:

- I. Projection of Future Land Use Needs
- II. Evaluation of Vacant Land For Its Development Suitability
- III. Comparison of Land Use Projections with the Availability of Suitable, Vacant Land
- IV. Development Conclusions

The Appendices contain background information.

I. Projection of Future Land Use Needs

Projections serve as the basis for determining future land use needs whether residential, commercial, industrial, or public.

Residential

Residential land use projections respond to anticipated population growth and housing trends.

Population

Junction City's population is expected to more than double during the next 20 years, from 3,390 persons in 1980, to 7,732 by the year 2000. The projection continues past-growth trends. Please refer to Table 1 in Appendix A for more detail.

Housing Units

Junction City will need approximately 3,312 housing units by the year 2000. The projection embodies several assumptions:

- 1. The population will grow at the same rate it did between 1970 and 1980, 3.4 percent.
- 2. The City's average household size will continue to decrease. In the year 2000 the average number of persons per household will be 2.35.
- 3. A vacancy rate of three percent will ensure a stable housing market.

Tables 1 and 2 in Appendix provide background information.

Housing Type

The inventory assumes housing characteristics will also follow past trends. Consequently, Junction City will contain proportionately less single family and more multi-family and mobile home units. The following table depicts the existing supply, projected additions and the projected housing type mix for the year 2000. Tables 2 and 3 in Appendix A offer elaboration. Appendix B includes a discussion of the housing projection as it relates to low-income persons and regional housing needs.

| | 1980 Units | | Additional Units From 1980-2000 | | Additional Units 2000 Units | |
|---------------------|------------|---------|------------------------------------|---------|--------------------------------|---------|
| | Number | Percent | Number | Percent | Number | Percent |
| Housing Type | | | | | | |

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| | | | | | | |
|---------------|-------|-----|-------|-----|-------|-----|
| Single Family | —921 | —66 | 1,066 | —55 | 1,987 | —60 |
| Duplex | —96 | —7 | —136 | —7 | —232 | —7 |
| Multi-Family | —302 | —22 | —460 | —24 | —762 | —23 |
| Mobile Home | —72 | —5 | —259 | —14 | —331 | —10 |
| Total: | 1,391 | 100 | 1,921 | 100 | 3,312 | 100 |

Land Use Needs

Junction City's new housing development will occupy an estimated 310 acres. The estimate is based on four assumptions:

1. All new single family units will be developed in the low density zone (R1) at an average density of 5.5 units per acre.
2. All new duplex units will be developed in a medium density zone (R2) at an average density of 15 units per acre.
3. All new multi-family units will be developed in a medium density zone (R2) at an average density of 17 units per acre.
4. All new mobile home units will be developed in a medium density zone (MHP) at an average density of eight units per acre.

The following table presents the number of acres needed for housing between 1980 and 2000. Tables 4, 5, and 6 in Appendix A provide background information.

| Structure Type | Units | Average Density | Net Acres | Gross Acres |
|----------------|-------|-----------------|-----------|-------------|
| Single Family | 1,066 | 5.5 | 194 | 242 |
| Duplex | —136 | 15.0 | —9 | —9 |
| Multi-Family | —460 | 15.0 | —27 | —27 |
| Mobile Home | —259 | 8.0 | —32 | —32 |
| Total: | 1,931 | (7.3) | 262 | 310 |

Net acres refers to the acreage in actual residential use. Gross acres include net acres plus land needed for streets, utilities, and other services that support housing. The projection assumes that for low density development, 20 percent of the undeveloped land will be for public facilities. (Gross acres=net acres divided by .8.) The projection also assumes that new duplexes, multiple family units, and mobile homes will be developed in areas already provided with supporting streets and utilities.

Commercial

The commercial land use projections assume that in the year 2000, residents will demand relatively the same amount of commercial services as in 1980. In 1980, Junction City contained 1.2 acres of developed commercial land for each 100 persons. The following table depicts the additional commercial acreage needed for the projected population.

| Land-Use | Acres/100 Persons | Population Increase 1980-2000 | Additional Acres Needed |
|----------|-------------------|-------------------------------|-------------------------|
|----------|-------------------|-------------------------------|-------------------------|

| | | | |
|------------|-----|-------|----|
| Commercial | 1.2 | 4,412 | 53 |
|------------|-----|-------|----|

Industrial

Junction City's Plan contains projections for two industrial designations. One, called Industrial, is based on past trends that are altered to reflect anticipated changes. The other, call Technology, is based on overt interest in Junction City by major electronics firms—events that cannot be accommodated by trend data.

The Industrial land use projection assumes that in the year 2000, community attitudes will support an increasing amount of industrial land. In 1980, the Junction city area provided 129 acres of industrial development for a population of 3,320 which is almost four acres for each 100 city residents.

The increase over past trends reflects adopted city goals and policies as well as the following assumptions:

1. Junction City residents will increasingly desire to work closer to home to due to rising energy and transportation costs.
2. The City's share of the County's labor force will continue past trends and increase to 3.5 percent by the year 2000.
3. Some industrial acreage will accommodate commercial development that serves the work force of the employment centers.
4. The location of one or more new major technology firms will spur the growth of new related industrial suppliers.
5. Approximately 20 percent of the land will be needed for streets, spur lines, easements, and infrastructure components.
6. The increase over past trends also reflects community attitudes, current economic conditions, and adopted city goals and policies.

The Plan contains 325 acres for the new Technology designation. The acreage was determined by several factors, foremost of which is the technology industry's stated site criteria.

Public Land

The urban growth boundary contains about 202 acres of publicly owned land. Fifty-eight percent of the land accommodates the sewage treatment facilities and land for planned expansion. About 29 percent is for schools, six percent is park land, one percent is city buildings, and five percent is vacant.

A substantial amount of land is available for public use through 2000. Forty acres have been set aside for sewage treatment facility expansion; eight are available adjacent to school property, and two acres are available within the city to meet other future needs. Also, the Plan assumes that 20 percent of land designated for low density residential development will accommodate streets and other supporting facilities. Future neighborhood park development will be provided in residential areas to meet requirements of the subdivision ordinances.

II. Evaluation of Vacant Land For Its Development Suitability

Junction City's Urban Growth Boundary (UGB) contains 1,810 acres of which about 983 are vacant or in agricultural use. Approximately 107 vacant acres occur within the City limits; the remaining 746 acres lie outside the City limits and within the UGB. Please refer to Tables 7 and 8 in Appendix A for additional details.

Development Constraints

All vacant land is considered suitable for development when services are available. Soil conditions and flooding were examined as potential constraints to development. In both cases, adequate safeguards exist to permit construction.

Soils

Soils conditions in limited areas, primarily along drainage ways, pose a possible limitation to urban development, due to shrink-swell potential and permeability. The Oregon Uniform Building Code directs that development safeguards be followed in areas containing soil limitations. The City requires these safeguards as condition of development, all soil types are considered suitable for development.

Flooding

Flooding poses a potential constraint to development in the easterly sector of the City. In recent years, flooding has decreased due to reservoir construction and lower water levels on the Willamette and McKenzie Rivers. Development in flood hazard areas is protected through building safeguards required by city ordinances. Thus, no vacant land has been excluded from the buildable lands inventory due to flooding potential.

III. Comparison of Land Use Projections with the Availability of Suitable, Vacant Land

The following table compares the projected demand for land with the supply of vacant and agricultural land by plan designation and zoning category for the entire UGB:

| Designation | Acres Needed | Plan Supply* | Zone Supply* |
|----------------------------|--------------|--------------|--------------|
| Low Density Residential | 254 | 302 | 248 |
| Medium Density Residential | -27 | -12** | -12 |
| Commercial | -53 | -33*** | -10 |
| Industrial | 168 | 178 | 210 |
| Technology | 325 | 325 | -0 |
| Public | -42 | -42 | -2 |
| Totals: | 869 | 892 | 482 |

* Excludes 94 acres of vacant land designated agricultural and zoned agricultural that are outside the Urban Growth Boundary but within the City Limits. The zone supply column also excludes 501 acres presently zoned agricultural and outside the City Limits.

** Sufficient medium density land has been provided through the use of a floating node system (See Appendix II). These nodes, identified on the Floating Node Map, allow lands designated for low density residential uses to be used to meet projected medium density residential need.

*** Commercial land needs are met through the inclusion of 10 acres of supporting commercial land in both the traditional industry and high technology plan designations.

IV. Development Conclusions

The Junction City UGB contains sufficient acreage to meet projected needs to the year 2000. That conclusion is based on the following assumptions:

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- ~~1. New industrial and technology development will spur commercial development that primarily serves the labor force.~~
- ~~2. Approximately 20 acres of commercial development will occur within areas that are designated for future industrial and technology use.~~
- ~~3. Junction City will use a floating node concept to identify low density residential lands suitable for rezoning to meet medium density residential needs.~~
- ~~4. Junction City will annex, rezone, and serve lands as needed according to the plan designations and policies.~~

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Appendix B: Meeting Low Income and Regional Needs for Housing

Goal 14: Urbanization, Analysis

Appendix II

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Appendix A: Tables

Table 1, Population Estimates and Projections, 1960-2000

| Year | City* | Outside City Within UGB** | Total |
|------|-------|------------------------------|-------|
| 1960 | 1,614 | -- | -- |
| 1970 | 2,373 | -- | -- |
| 1980 | 3,320 | 809 | 4,129 |
| 1985 | 3,925 | 902 | 4,827 |
| 1990 | 4,640 | 1,006 | 5,646 |
| 1995 | 5,484 | 1,122 | 6,606 |
| 2000 | 6,481 | 1,251 | 7,732 |

* The projection assumes an annual growth rate of 3.4 percent compounded from 1980 which is the annual average rate for the City from 1970 to 1980.

** The projection assumes an annual growth rate of 2.2 percent compounded from 1980 which is the annual average rate for the balance of the Junction City Census County Division

Source: 1960, 1970, and 1980 Census and L-COG projections

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Table 2, Dwelling Unit Projections, Year 2000

| | |
|---|-------|
| 1. Assume 2000 projection | 7,732 |
| 2. Subtract group quarters (175) | 7,557 |
| 3. Average household size (persons per household) | 2.35 |
| 4. Projected households (#2 divided by #3) | 3,216 |

| | |
|--|-------|
| 4. Projected Households (#2 divided by #3) | 3,210 |
| 5. Vacancy (#4 x .03) | 96 |
| 6. Total Projected Housing Units | 3,312 |
| 7. Existing Structure Type (1980) | |

| | City | | Outside City Within UGB | | Total | |
|---------------|-----------|----------|----------------------------|-----------|------------|-----------|
| | # | % | # | % | # | % |
| Single family | 921 | 66 | 194 | 64 | 1,115 | 66 |
| Duplex | 96 | 7 | 10 | 3 | 106 | 6 |
| Multi-Family | 302 | 22 | 8 | 3 | 310 | 18 |
| Mobile Home | <u>72</u> | <u>5</u> | <u>93</u> | <u>30</u> | <u>165</u> | <u>10</u> |
| Totals: | 1,391 | 100 | 305 | 100 | 1,696 | 100 |

8. Projected Demand for New Construction (UGB)

| | # | % |
|---------------|------------|-----------|
| Single family | 1,066 | 55 |
| Duplex | 136 | 7 |
| Multi-Family | 460 | 24 |
| Mobile Home | <u>259</u> | <u>14</u> |
| Totals: | 1,921 | 100 |

9. Projected Type (2000)

| | # | % |
|---------------|------------|-----------|
| Single family | 1,987 | 60 |
| Duplex | 232 | 7 |
| Multi-Family | 762 | 23 |
| Mobile Home | <u>331</u> | <u>10</u> |
| Totals: | 3,312 | 100 |

Source: Census data, L-COG Geographic Base File, and L-COG projections

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Table 3, Housing Supply by Structure Type, 1970 and 1980

| | 1970 | | 1980 | | 1970-1980 Change | |
|---------------|------|----|------|----|---------------------|----|
| | # | % | # | % | # | % |
| Single family | 651 | 74 | 921 | 66 | 270 | 53 |
| Multi-Family* | 210 | 24 | 398 | 29 | 188 | 37 |

| | | | | | | |
|-------------|-----------|----------|-----------|----------|-----------|-----------|
| Mobile Home | <u>20</u> | <u>2</u> | <u>72</u> | <u>5</u> | <u>52</u> | <u>10</u> |
| Totals: | 881 | 100 | 1,391 | 100 | 510 | 100 |

* Includes duplexes, which were not counted separately in 1970 Census. In 1980, Junction City's 96 duplex units constitute 24 percent of the multi-family units and seven percent of the total housing supply.

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Table 4, Net Density by Structure Type and Zoning Categories, 1980

| Structure Type | R1 | R2 | MHP |
|----------------|------|------|-----|
| Single Family | 5.8 | 7.1 | -- |
| Duplex | 13.0 | -- | -- |
| Multi-Family | 18.3 | 13.6 | -- |
| Mobile Home | -- | -- | 5.0 |

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Table 5, Distribution of Dwelling Units by Structure Type and Density, 1980

| Structure Type | Density (Percent) | | Total |
|----------------|-------------------|----------|-------|
| | Low* | Medium** | |
| Single Family | 81 | 19 | 100 |
| Duplex | 0 | 100 | 100 |
| Multi-Family | 0 | 100 | 100 |
| Mobile Home | 77 | 23 | 100 |

* Low density: less than 6 dwelling units per acre.

** Medium density: 6 or more dwelling units per acre.

Sources: 1970 Census and L-COG Geographic Base File, January, 1980.

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Table 6, Junction City Land Use, 1980

Acreage

| Land Use | City(1) | UGB(2) | Total |
|-------------------------|---------|---------|-------|
| Residential: | | | |
| Single Family | | | |
| Duplex | 147 | 116 | |
| Multi-Family | 6 | 1 | |
| Mobile Home (parks) | 13 | -- | |
| Mobile Home (single) | 9 | 15 | |
| Group Quarters | (See *) | | |
| | 2 | -- | |
| Total: | 177 | 141 | 318 |
| Commercial: | | | |
| Retail | | | |
| Service | 21 | 3 | |
| Recreation | 16 | 5 | |
| | 3 | (See *) | |
| Total: | 40 | 8 | 48 |
| Industrial: | | | |
| Manufacturing | | | |
| TCU(3) | 60 | 63 | |
| Wholesale | 4 | 0 | |
| | 1 | 1 | |
| Total: | 65 | 64 | 129 |
| Quasi-Public: | | | |
| Church | | | |
| Civic, Fraternal | 9 | -- | |
| | 1 | 4 | |
| Total: | 13 | 4 | 17 |
| Public: | | | |
| Government | | | |
| Schools | 2 | -- | |
| Parks | 59 | -- | |
| Utilities | 12 | -- | |
| | 1 | 78 | |
| Total: | 74 | 78 | 152 |
| Transportation: | | | |
| Rights of Way | | | |
| Streets, Roads, Parking | 180 | -- | |
| | 25 | 80 | |
| Total: | 205 | 80 | 285 |
| Vacant | 83 | 92 | 175 |

| | | | |
|---------------------------------------|------------|--------------|--------------|
| Agriculture | 24 | 784 | 808 |
| Water (ponds and drainageways) | 7 | 1 | 8 |
| Grand Total: | <u>688</u> | <u>1,252</u> | <u>1,940</u> |

¹ Excludes incorporated land that is outside the Urban Growth Boundary.

² Within Urban Growth Boundary, outside City Limits.

³ Transportation, communication, and utilities.

* Less than .5 acre.

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Table 7, Vacant and Agricultural Land by Plan Designation and Ownership, 1980 (¹)

| Plan Designation | City Limits | | Urban Growth Boundary | | Total | | |
|---------------------------|-------------|-----------|-----------------------|-----------|------------|-----------|------------|
| | Private | Public | Private | Public | Private | Public | Total |
| Residential | | | | | | | |
| Low Density | 60 | 8 | 234 | 0 | 294 | 8 | 302 |
| Medium Density | 12 | 0 | 0 | 0 | 8 | 0 | 12 |
| Comercial/ Residential | 2 | 0 | 0 | 0 | 2 | 0 | 2 |
| Comercial | 15 | 0 | 18 | 0 | 33 | 0 | 33 |
| Industrial | 6 | 0 | 172 | 0 | 178 | 0 | 178 |
| Technology | 0 | 0 | 325 | 0 | 325 | 0 | 325 |
| Public | 0 | 2 | 0 | 40 | 0 | 42 | 42 |
| Parks | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Totals: | 95 | 10 | 749 | 40 | 844 | 50 | 894 |

* Excludes 94 acres of vacant agricultural land within the City Limits and outside the Urban Growth Boundary.

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Table 8, Vacant and Agricultural Land by Zoning District, 1980 (¹)

[Note: Zoning designations have changed since 1980]

| Zoning | District | Private | Public | Total |
|--------|----------|---------|--------|-------|
|--------|----------|---------|--------|-------|

City Limits:

| | | | | |
|-------------------------------|-------------------------|------------|-----------|------------|
| RA | Outer Residential | 25 | 0 | 25 |
| R-1 | Single Family | 42 | 8 | 50 |
| R-2 | Multi-Family | 12 | 0 | 12 |
| CR | Commercial Residential | 5 | 0 | 5 |
| C2P | Commercial | 10 | 0 | 10 |
| C2 | Central Business | (**) | 0 | (**) |
| M1 | Light Industrial | 8 | 0 | 8 |
| M2 | Heavy Industrial | 2 | 0 | 2 |
| PL | Public Land | 0 | 2 | 2 |
| Sub Total | | 104 | 10 | 114 |
| Urban Growth Boundary: | | | | |
| RR | Rural Residential | 173 | 0 | 173 |
| C2 | Neighborhood Commercial | 2 | 0 | 2 |
| M2 | Light Industrial | 159 | 0 | 159 |
| EPU | Exclusive Farm Use | 461 | 40 | 501 |
| Sub Total | | 836 | 40 | 876 |
| Grand Total | | 849 | 50 | 897 |

* Excludes 94 acres of vacant industrially zoned land within the City Limits and outside the Urban Growth Boundary.

** Less than .5 acre.

Note: Junction City has no vacant and/or agricultural land in the following zoning categories: Professional Technical (PT), Agricultural (AG), Neighborhood Business (C-1), and Mobile Home Park (MHP).

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Appendix B: Meeting Low Income and Regional Needs for Housing

1. [Introduction](#)
2. [Low Income Needs](#)
3. [Regional Needs](#)

1. Introduction

The housing projections take into account the needs of low income households and of the regional population. A discussion of the city's role in meeting these needs follows.

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2. Low Income Needs

The plan addresses the needs of lower income households by projecting an assortment of structure types in a variety of locations. Older single family units, modular homes, mobile homes, and multi-family units are expected to be affordable to lower income households. The diverse locations of the plans residential designations provide broad geographic choice.

The L-COG 1976 Housing Survey indicates that about 56 percent of Junction City households were defined as low income (earning less than 80 percent of the area's median income). The low income households surveyed lived in the following structure types:

Low Income Households by Structure Type, 1976

Low Income Households by Structure Type, 1970

Structure Type Percent

| | |
|---------------|-----|
| Single Family | 69 |
| Duplex | 6 |
| Multi-Family | 22 |
| Mobile Home | 3 |
| Total: | 100 |

When compared with 1980 data that depict Junction City's housing supply, it appears the City's low income households live in units that differ from the available supply. Specifically, low income households are more likely to live in mobile homes.

Low Income Households by Structure Type, 1980 and 2000

Structure Type Percent

| | 1980 | 2000 |
|---------------|------|------|
| Single Family | 66 | 60 |
| Duplex | 7 | 7 |
| Multi-Family | 22 | 23 |
| Mobile Home | 5 | 10 |
| Total: | 100 | 100 |

Mobile homes are slated to double their share of Junction City's housing supply by the year 2000. The relative increase of mobile homes and multi-family units will expand the availability of lower cost units.

Older duplexes and single family units will also provide housing for lower income persons. By the year 2000, 46 percent of Junction City's single family units and 42 percent of its duplexes will be at least 20 years old.

Modular housing will provide home ownership opportunities for some households that cannot afford conventional single family housing. Modular units are assembled in parts or panels, transported to dwelling sites and are placed on a continuous foundation. Mobile homes are not included in this definition. The Comprehensive Plan encourages modular units by permitting them in all residentially zoned lots within the City Limits.

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3. Regional Needs

[\[Structure Type Variety\]](#) [\[Low Income Housing\]](#)

Junction City's housing units help meet regional housing needs as well as local housing needs. Evidence is provided by data that describe where Junction City residents work. The 1970 Census reported that 60 percent of the City's labor force worked outside of the City. Most of those were employed within the Eugene-Springfield area. A 1981 survey by L-COG reiterated the Census results of 11 years earlier. The data imply that many Junction City households have chosen housing from a regional market that includes the metropolitan area.

Junction City's projected housing supply is based on past trends. Therefore, to the extent that regional housing demand has affected the housing supply in the past, so does it affect the projected supply.

Junction City will continue to address regional housing needs by providing a structure type variety similar to that found in the metropolitan area and low cost housing opportunities.

Structure Type Variety

Junction City offers a structure type variety that is surprisingly consistent with that offered in the metropolitan area. The following table shows similarities.

**Dwelling Units by Structure Type,
Junction City and Metropolitan Area**

| Structure Type | Junction City | Metropolitan Area |
|----------------|---------------|-------------------|
| | 1980 | 1977 |
| Single Family | 66 | 63 |

| | | |
|---------------|----------|----------|
| Single Family | 22 | 22 |
| Duplex | 7 | 9 |
| Multi-Family | 22 | 22 |
| Mobile Home | <u>5</u> | <u>6</u> |
| Total: | 100 | 100 |

Projections indicate that Junction City and the metropolitan area will continue to offer a similar combination of structure types. The following table presents the proportion of structure types projected in 2000.

**Projected Dwelling Units by Structure Type,
Junction City and Metropolitan Area**

| Structure Type | Junction City 2000 | Metropolitan Area 2000 |
|----------------|-----------------------|---------------------------|
| Single Family | 60 | 54 |
| Duplex | 7 | 9 |
| Multi-Family | 23 | 31 |
| Mobile Home | <u>10</u> | <u>6</u> |
| Total: | 100 | 100 |

Each area is projected to reduce the overall percentage of single family housing. Both will provide over 30 percent multi-family and mobile home units. However, the metro area will increase its percentage of multi-family units, while Junction City will emphasize mobile homes. The varied emphasis will result in an even larger housing selection.

Low Income Housing

Junction City will continue to offer lower cost housing to meet regional as well as local needs. In addition to providing structure type variety, Junction City also offers subsidized housing. Four apartment buildings, including a total of 112 units, offer subsidized housing for low income senior citizens and the disabled. The city continues to encourage construction of subsidized housing through its participation in the Areawide Housing Opportunity Plan (AHOP). The AHOP sets goals for production of assisted housing during a three year period. In the current AHOP period (July 1, 1979 through June 30, 1982), development in Junction City contributed five percent of all new rental units in Lane County. This is significant, as the city's population comprises only one percent of Lane County's population.

Goal 14: Urbanization, Analysis

[\[Introduction\]](#) [\[The UGB\]](#) [\[Organization\]](#) [\[Need Factors\]](#) [\[Growth Policy\]](#) [\[Current Economic Conditions\]](#) [\[Community Attitudes\]](#) [\[Site Criteria\]](#) [\[Locational Factors\]](#) [\[Orderly and Economic Provision for Public Facilities and Services\]](#) [\[Maximum Efficiency of Land Uses\]](#) [\[Environmental, Energy, Economic, and Social Consequences\]](#) [\[Environmental\]](#) [\[Energy\]](#) [\[Economic Factors\]](#) [\[Social Impacts\]](#) [\[Agricultural Land-Retention and Compatibility\]](#)

Introduction

The Goal 14 analysis describes how Junction City's Plan addresses the Land Conservation and Development Commission's (LCDC) goal on urbanization. The goal requires an "orderly and efficient transition from rural to urban land uses." The goal mandates the establishment of an urban growth boundary (UGB) to identify and separate urbanizable land from rural land. The goal specifies seven factors on which the UGB is to be based.

The UGB

Junction City's UGB contains 1,810 acres of which 688 acres are within the current City Limits. (The City Limits contain an additional 94 acres that are outside of the UGB because the land is and will continue to be used for agriculture.) The UGB contains 957 acres that are developed. The remaining 853 acres are vacant or in agricultural use and are considered developable.

The location of the Urban Growth Boundary depicts Junction City's plans to develop in two directions: west and south. The City's planned expansion to the west will accommodate future residential and special industrial development. Buildable lands south of the existing City Limits are designated for industrial use.

Organization

The analysis is organized according to the two factors that justify the need for the UGB and the five factors that justify the location of the UGB. The discussion presents assumptions, findings, adopted goals, policies, implementation strategies, and other information to explain why Junction City adopted its UGB.

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Need Factors

The size of Junction City's UGB addresses two LCDC urbanization factors:

1. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.
2. Need for housing, employment opportunities, and livability.

As specified by LCDC guidelines, the size of Junction City's UGB takes into account four of the area's characteristics. The four characteristics provide the means for organizing the discussion of the need factors.

1. The growth policy of the area
2. Population projections for the year 2000
3. The carrying capacity of the area
4. Open space and recreational needs

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Growth Policy

Junction City's growth policy continues past trends while enhancing the area's livability and protecting its valuable resources. The Plan contains several statements that reflect the growth policy.

It is a goal of this plan to provide an adequate amount of buildable lands to sustain growth in all sectors of the community.

It is a goal of this text to ensure that the economy of Lane County and the State benefit from land use decision promoting industrial growth within the Junction City area. It becomes a goal of this plan to diversify and improve the local economy by encouraging continued expansion of the manufacturing sectors.

It is a further goal of this plan to diversify and improve the local economy by encouraging the siting of new industries.

Junction City's growth policy reflects current economic conditions, community attitudes, and the City's ability to satisfy criteria identified by firms wishing to either relocate to or expand within the area.

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Current Economic Conditions

Conditions that affect the City's growth policy are:

- A labor force that is largely dependent upon seasonal or cyclical employment, particularly in the food processing, lumber, and wood products industries.
- the recent unavailability of land to accommodate interested new industries and the expansion needs of existing employers.
- High and persistent unemployment locally and throughout the State.
- Local, county-wide and State programs geared towards industrial diversification.
- Job growth during the last decade of 54 percent that surpasses the population growth of 40 percent.
- Under utilized local resources, including labor and public and private facilities and services.
- Approximately half of Junction City workers are employed outside the immediate area (Census Tract 4). Many presumably would seek employment within the area if the opportunities were available.

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Community Attitudes

Community attitudes have shaped the City's growth policies. The attitudes developed because of the economic conditions.

Examples of community attitudes include the following:

- Junction City residents actively participate in and have hosted meetings of the Lane Economic Forum, a volunteer effort for reaching County-wide consensus on future economic direction.
- The City formed the Economic Development Committee, which advises the City on economic policy and assists firms desiring relocation and expansion assistance.
- Local business associations are assisting the City in developing an Industrial Site Study that describes 12 features of each parcel designated for industrial development.
- Testimony at hearings on the comprehensive plan that support the Plan's policies including testimony by current owners.

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Site Criteria

The City's growth policy also reflects the community's ability and desire to satisfy the criteria identified by firms wishing to either relocate to or expand within Junction City.

- According to the facility study that is currently being developed, Junction City has established the basic framework to properly accommodate and serve the growth anticipated within the UGB. A current phase of the study will determine the employment capacity of the sites designated for industrial and technology.
- The City can provide development opportunities on a variety of sites of different sizes with an array of amenities, including rail, highway, and pipeline access. The City can also provide large protected, attractive, sites for the initial development and future expansion needs of small and medium electronics firms.
- Four major education institutions lie within 25 miles of the City:
 1. University of Oregon
 2. Oregon State University
 3. Linn-Benton Community College
 4. Lane Community College
- Mahlon Sweet Field, an airport served by four commercial airlines, is just minutes from the city.
- The cultural, institutional, and commercial activities of the Eugene-Springfield metropolitan area enhance Junction City's attractiveness to existing and potential employers.
- Junction City can offer relatively low cost energy and utilities.
- The City shares with the region in providing a variety of outdoor recreational opportunities.

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Locational Factors

The location of Junction City's UGB addresses five LCDC urbanization factors. The factors serve as the basis for organizing the discussion.

- Orderly and economic provision for public facilities and services.
- Maximum efficiency of land uses within and on the fringe of the existing area.
- Environmental, energy, economic and social consequences.
- Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
- Compatibility of the proposed urban uses with nearby agricultural activities.

Orderly and Economic Provision for Public Facilities and Services

Junction City provides numerous facilities and services to its residents. The City extends those services to new areas when they are annexed. The basic services required for annexation are water, sanitary sewers, streets, and electricity. The City provides police and fire protection and rescue services.

The Plan provides policies to ensure the provision of municipal services up on annexation. The capability to serve the land guided the location of the UGB.

The City's growth will occur generally to the west and south of the existing City Limits. On the west, the parcels within the UGB and the configuration of the UGB are sufficient to enable logical and efficient extension of services. The south extension of the UGB may be difficult and expensive to reach with the City's water and sewer services, necessitating the construction of separate facilities, possibly financed by a local improvement district. A study is underway to determine the location and capacity of facilities and the cost for servicing this area.

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Maximum Efficiency of Land Uses

The Plan and the location of Junction City's UGB promotes maximum efficiency of land uses both within and on the fringe of the existing urban area. The following provide evidence.

- Planned increases in residential densities support efficient use of the land.
- The land use allocations group compatible development and locate traffic generating uses in the Central Business District and along existing thoroughfares.
- The allocations promote maximum efficiency of Junction City's highway, street, and rail facilities.
- Requiring the availability of municipal services at the time of annexation promotes infilling.
- Implementing ordinances specify siting standards that ensure proposed development will be compatible with or buffered from existing less intense uses.
- Parcel size and ownership patterns in the UGB ensure that development will occur as planned. The parcels in the UGB west of the City are designated for Technology meets parcel size and ownership patterns consistent with the needs of the industry. The southern extension of the UGB contains parcels that vary greatly in size, thereby meeting the expansion or relocation needs of a variety of industrial firms.

The allocations of industrial land in the long, narrow southern extension of the UGB continue historical development trends. The trends were established at the beginning of Junction City with the location of railroads.

- Current land uses between the rail lines is primarily industrial within the City.
- Outside the City industrial development occupies 64 acres of the UGB.
- The City contains only six acres of vacant and agricultural land designated for industrial use. The land consists of 30 parcels of which most are substandard for development. (The City will reevaluate the plan designation for these parcels.)
- the County has zoned 200 acres of the vacant and agricultural land for M2, Light Industrial Zone.

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Environmental, Energy, Economic, and Social Consequences

The Plan recognizes and addresses the environmental, energy, economic, and social consequences of the UGB location.

Environmental

The Junction City environment will be affected by planned growth in the following ways.

- Loss of agricultural land
- Increase in traffic and possible congestion
- Increase in waste products
- Loss of vegetative cover and wildlife habitat
- Potential threats to area's air and water resources
- Possible increase in noise
- Potentially less pleasant visual environment

The allocation plan, Plan policies, and implementation strategies are designed to minimize negative environmental effects.

Alternative locations for growth, particularly north and east of the City Limits, would not minimize the identified negative environmental effects. Alternative locations would transport the environmental effects to more productive agricultural lands.

Energy

The area's energy supplies of electricity and natural gas are generally plentiful. Nonetheless, the location of the UGB and the allocation of land uses address possible energy effects of planned growth.

- Decrease in energy used for commuting outside of the area for employment.
- Potential increase in mass transit, carpooling, and vanpooling between Junction City and the metropolitan area because of new concentrated employment centers, and increase ridership potential.
- Increase in residential densities and more intensive use of all urban lands will reduce energy consumption.
- Potential increase in pedestrian and bicycle traffic to reduce energy use.

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Economic

Assumed economic consequences of Junction City growth are listed below.

- Decrease in unemployment and underemployment
- Increase in the number of stable jobs
- Relative increase in incomes
- Increased number and variety in local job opportunities
- Potential increase in cost, taxes, and fees for improving and expanding public facilities and services
- Increased locational choices for expanding and relocating firms

The allocation of industrial and technology lands designate the lands which are most suitable for industrial and technology development. The allocations provide an adequate supply of land of the character necessary for economic diversification. The allocations also reflect expansion in areas that already are characterized as industrial and that have industrial services such as rail and highway access.

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Social Impacts

Social impacts of planned growth are not addressed directly by the Plan policies. It is assumed that the UGB and Plan policies could have the following consequences.

- Increased frustration for some residents due to more intense urban development, congestion, and densities

- Increase in recreational time due to decreased commuting time
- Greater variety of residential options by structure type, density, and location
- Changing community image

A different location for the UGB would not eliminate negative social consequences, but rather would transfer them to another location. Based on evidence of community attitudes in support of the Plan and the UGB, the negative social impacts will be minimal.

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Agricultural Land-Retention and Compatibility

This last section of the Goal 14 analysis unites discussion of the two urbanization factors that deal with agricultural land.

- Retention of agricultural land as defined, with Class I being highest priority for retention and Class VI the lowest priority.
- Compatibility of the proposed urban uses with nearby agricultural activities.

Relevant findings on agricultural lands within and surrounding Junction City are listed below.

- Most of Junction City has developed on Class I and II soils.
- The City Limits are bounded on all sides by lands with primarily Class I and II soils.
- The UGB includes lands adjacent to the City that have lower agricultural production value than other adjacent lands.
 - Class I and II soils on lands north and east of the City are used primarily for the production of peppermint and beans in rotation with wheat and grass seed.
 - Soils in the UGB extension south of the City are primarily Class III and contain higher proportions of Class IV. This area is used for grazing and grass seed production.
 - Soils in the area immediately west of the City Limits are primarily Class I and II. West of Oaklea Drive in the area designated for Technology, the soils are primarily Class III.
 - The 94 acres of agricultural land that are within the City Limits but outside the UGB primarily consist of Class I and II soils.
 - Agricultural production on the south is limited because railroad and highway right-of-way limit access and irrigation potential. Less than 50 percent of the land is in production.
- The compatibility of urban and rural development is in evidence on Junction City's eastern limits where urban residential development adjacent to agricultural certainly enhances the former with no threat to the enjoyment of the latter's property.
- the campus-like Technology development of the western UGB will be compatible with adjacent agricultural uses.
- Industrial development in the southern UGB extension will be buffered from adjacent agricultural production by existing railroad and highway rights-of-ways.
- Plan policies and implementation strategies provide for siting standards that protect and enhance the compatibility of urban and rural areas.

In summary, the location of the UGB protects the best agricultural lands. Plan policies and characteristics of the sites and proposed land uses enhance compatibility between urban and rural uses.

Appendix A-1: Junction City Comprehensive Plan Text Amendments

PROPOSED "APPENDIX C: YEAR 2000 LAND NEEDS ASSESSMENT" JUNCTION CITY COMPREHENSIVE PLAN

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SUMMARY

Appendix C presents the results of the Year 2020 Land Needs Assessment, and includes a revised buildable lands inventory and land need analysis for Junction City. This document updates the *Junction City Comprehensive Plan*, pp. 36, 37, 40-44 and 75-107, specifically:

- The Population Growth Projections (pp. 36, 37);
- The Economic Development Element trend analysis (pp. 40-44);
- The 1982 "Junction City Buildable Lands Inventory" (pp. 75-79);
- Appendix I, which includes Appendix A "Tables" and Appendix B "Meeting Low Income and Regional Needs for Housing" (pp. 80-89);
- The "Goal 14: Urbanization, Analysis" (pp. 90-97); and
- Appendix II, which includes additional information adopted by the City in 1983, in order to comply with Statewide Planning Goals (pp. 98-107).

The updated buildable lands inventory is based on data from the Lane Council of Governments (L-COG). The land need analysis is based on recent socio-economic and development trends in Junction City.¹ This analysis has been modified to be consistent with the draft Junction City TSP, based on comments from Clair Van Bloem, L-COG. Basic conclusions include:

- **In 1999, Junction City had about 1,738 total acres within its Urban Growth Boundary (UGB). Of that, about 813 were developed and 925 were vacant. Of total vacant acres, about 198 acres were constrained by wetlands, leaving a total of 727 vacant buildable acres.**
- **Of the 727 vacant buildable acres within the Junction City UGB, more than one-third (273 acres) are in the Professional/Technical designation. Another 198 acres have an Industrial designation. About 205 acres are in Residential designations, and the remaining 52 acres are in Commercial designations.**
- **The population projections and land needs analysis in the acknowledged Junction City Comprehensive Plan are nearly 20 years old. The revised Year 2020 population projection of 8,130 represents an average annual growth rate of 1.9%. This projection was derived from the draft *Junction City Transportation Systems Plan*, which has been coordinated with Lane County.**

¹ Where in conflict with pp. 75-107 of the *Junction City Comprehensive Plan*, the revised analysis in this Appendix takes precedence.

- In 1998, the Junction City UGB had a total of 2,252 dwelling units. About 57% of the 2,252 units were considered single-family. Based on recent development trends, there is need for about 1,515 new dwelling units between 1998 and 2020. Junction City has a deficit of about 122 gross acres of buildable residential land within its 1999 UGB – 104 Low Density Residential and 17 Medium Density Residential.
- The Junction City UGB has a 35-acre deficit of buildable commercial land, and a 371-acre surplus of buildable industrial land. Some of this commercial deficit may be accommodated on land designated for industrial use.

SECTION 1. METHODS

In 1998, ECONorthwest (ECO) completed a buildable land inventory and a land needs assessment for Junction City in coordination with Lane Council of Governments. In 1999, ECO updated the buildable land inventory and revised the land needs analysis.

ECO conducted a land needs analysis consistent with Statewide Planning Goals 9 (Economy of the State) and 10 (Housing), their applicable administrative rules, and ORS 197.296 (H.B. 2709).² Specifically, this section:

- Presents an inventory of buildable land in Junction City as of April 1999 based on data provided by the Lane Council of Governments (L-COG);
- Evaluates residential land need based on recent information, including assumptions about the planned development of the Milliron prison facility in Junction City;
- Evaluates land needed for employment (commercial and industrial) in Junction City; and
- Compares land supply and land need to identify plan designations where a surplus or deficit of buildable land exists.

The land supply analysis used 1999 data from the Lane Council of Governments GIS (Geographic Information System) Department. The L-COG GIS database includes the following coverages:

- Tax lots (with associated assessment data)
- Land use
- Plan designation and zoning
- NWI Wetlands

² ECONorthwest originally prepared two land needs analyses – one using assumptions in the existing Comprehensive Plan, the other using assumptions based on recent trends and including calculations for a new prison. Because the prison is now a certainty, and there is now a coordinated TSP population projection, only one needs analysis is presented in this Appendix. This needs analysis is consistent with the latest draft Junction City Transportation Systems Plan (TSP).

- Hydric Soils
- FEMA FIRM 100-year floodplains

L-COG also provided a summary of the Lane County address file; this file allows a count of addresses on each tax lot. ECO used this information to develop an estimate of the total number of units, by type, in Junction City as of April 1999. They also reviewed wetland delineations completed by Jay Lorenz for the subject site. Junction City does not have a comprehensive inventory of wetlands. The Lorenz delineations have been reviewed by the Natural Resource Conservation Service, and have received a letter of concurrence from the Division of State Lands.

The residential land need projection is based on the population projections and assumptions presented in the draft TSP prepared by L-COG. This projection factors in recent socio-economic trends and impacts expected from construction and operation of the planned Milliron Prison. The prison is slated for completion in 2005.

The following sources of information were used to estimate need for buildable land to accommodate housing and employment through the Year 2020:

- L-COG population and employment forecasts
- Junction City planning documents
- Building permit and subdivision approval data
- Market information (for Junction City and the Eugene-Springfield area), including interviews with people knowledgeable about residential, office, and industrial development in the metropolitan area (brokers, developers, planners)
- Information on the configuration, requirements, and likely impacts of the future prison

SECTION 2. LAND SUPPLY

This section presents the results of ECO's buildable lands inventory—in other words, it describes the supply of buildable land in the Junction City UGB. All of the data presented in this section are based on L-COG GIS data that are current as of April 1999. All acreages reported represent land in tax lots.³ A series of detailed land inventory tables is presented in Section 5 (Buildable Lands Inventory).

³ Land within street rights-of-way is not included within tax lots. Where street access to lots has been provided, typically for smaller and developed lots, acreage is expressed as "net acres". For larger parcels that would be subdivided for development, requiring new dedicated streets, land is measured in gross acres.

Total Land Base

According to the L-COG data, Junction City had approximately 1,800 tax lots as of April 1999. The majority of these tax lots (about 1,500) were within the City Limits.⁴ The 1,800 tax lots comprised about 1,740 acres (see Tables 13 and 14 in Section 5). About 675 of these acres were within the present City Limits (about 37% of the total area in the UGB). Thus, more than 60% of the land area within the City's UGB was outside the City Limits. For example, the professional-technical area had over 330 vacant acres in the UGB on only seven tax lots. All land designated for professional-technical use was outside the City Limits.

About 813 acres within the Junction City UGB (including areas within the City Limits) were developed (47%). Slightly over 526 acres inside the City Limits were considered developed in 1999 (over 89%). About 47% of all land in the UGB (including areas within the City Limits) was considered developed in 1999.⁵ Thus, most of the city's inventory of developable land lies in the urbanizable area between the City Limits and the UGB.

Developed Land

Table 1 shows developed land by plan designation and location. In 1999, about 41% of all developed land in the UGB was designated for and in residential use. About 21% of developed land in the UGB was designated for industrial use, while 14% was designated for commercial uses. Developed land in the unincorporated UGB was generally in public (40%), low-density residential (36%), or industrial (17%) designations.

⁴ Areas of the Junction City Limits fall outside the Urban Growth Boundary (UGB). ECO estimate that about 88 acres of land exist outside the UGB but within the city limits.

⁵ This includes about 80 acres designated Public used for the City's sewage lagoons.

Table 1. Developed Land by Plan Designation and Location in 1999

| Plan Designation | City (City Limits + UGB) | | | City Limits | | | Unincorporated UGB | | |
|----------------------------|--------------------------|--------------|------------------------|---------------|--------------|------------------------|--------------------|--------------|------------------------|
| | # of Tax Lots | Total Acres | Percent of Total Acres | # of Tax Lots | Total Acres | Percent of Total Acres | # of Tax Lots | Total Acres | Percent of Total Acres |
| Commercial | 280 | 97.5 | 12.0% | 267 | 87.5 | 16.6% | 13 | 10.0 | 3.5% |
| Commercial/Residential | 101 | 17.8 | 2.2% | 101 | 17.8 | 3.4% | | | 0.0% |
| Industrial | 105 | 174.0 | 21.4% | 65 | 124.0 | 23.6% | 40 | 49.9 | 17.4% |
| Low Density Residential | 1,181 | 268.8 | 33.1% | 944 | 164.7 | 31.3% | 237 | 104.2 | 36.3% |
| Medium Density Residential | 101 | 62.7 | 7.7% | 96 | 58.2 | 11.1% | 5 | 4.4 | 1.5% |
| Professional/Technical | 8 | 0.4 | 0.1% | | | 0.0% | 8 | 0.4 | 0.1% |
| Public | 22 | 192.1 | 23.6% | 20 | 73.9 | 14.0% | 2 | 118.2 | 41.2% |
| Total | 1,798 | 813.3 | 100.0% | 1,493 | 526.2 | 100.0% | 305 | 287.2 | 100.0% |

Source: Lane Council of Governments, analysis by ECONorthwest.

Buildable Land

ECO's analysis started with the 1999 L-COG data summarized in Section 5, Buildable Lands Inventory. Junction City is virtually flat with large concentrations of hydric soils, so that the greatest development constraint is wetlands.

ECO originally reduced L-COG's estimate of vacant land to account for land that was constrained by wetlands appearing on the National Wetlands Inventory.⁶ The NWI, however, significantly underestimates actual wetlands. In 1997, Jay Lorenz, Ph.D., completed wetland delineations for 263.4 acres of land west of Oaklea Drive – an area representative of land within the Junction City UGB. About 30% of this area (79 acres) had wetlands. A review of hydric soil information provided by L-COG (based on the Soil Survey of Lane County), showed only 49 acres of hydric soils in the same area. There were 31 more acres of wetlands than hydric soils. Thus, reliance on hydric soils as an indicator of wetlands may under-estimate unbuildable wetland area in Junction City – by as much as 63%.

This analysis takes a middle position among three potential estimates of the amount of land constrained by wetlands in Junction City – the NWI (low), the Lorenz delineations (high) applied proportionately to vacant land within the UGB, and hydric soils applied to vacant land within the UGB (medium). The NWI data presents the least likely scenario: less than 30 acres were identified as wetlands in the NWI inventory within the UGB. At the high end, reliance on proportionate application of the Lorenz delineations would have resulted in over ten times this

⁶ In a typical buildable lands inventory, one would also subtract other types of constraints like floodways, riparian buffers, steep slopes, and natural hazards. The topography of Junction City (flat) means that it has few, if any of these constraints that would require additional land beyond wetlands to be categorized as unbuildable. ECO limited its reductions to wetlands.

amount – approximately 321 wetland acres. Using hydric soils provides a reasonable basis for estimating constrained wetland area.

Table 2 estimates vacant, vacant constrained (wetland), and vacant buildable land in Junction City as of April 1999. The UGB has about 925 acres of vacant land. Assuming that the presence of hydric soils is a reasonable indicator of wetlands, unbuildable wetlands account for about 198 vacant acres.

Table 2. Estimated Vacant, Potentially Constrained, and Buildable Land in 1999, Junction City UGB

| Plan Designation | Tax Lots | Total Acres | Vacant Acres | NWI Acres | Hydric Soil Acres | Buildable Vacant Acres ^a |
|----------------------------|------------|----------------|--------------|-------------|-------------------|-------------------------------------|
| Commercial | 36 | 153.0 | 55.5 | 0.3 | 3.8 | 51.6 |
| Commercial/Residential | 5 | 18.4 | 0.6 | 0.6 | 0.0 | 0.6 |
| Industrial | 31 | 480.0 | 306.1 | 12.2 | 107.9 | 198.2 |
| Low Density Residential | 126 | 440.2 | 171.4 | 14.4 | 19.5 | 151.9 |
| Medium Density Residential | 17 | 122.3 | 59.6 | 1.3 | 7.2 | 52.3 |
| Professional/Technical | 7 | 332.7 | 332.2 | 0.5 | 59.4 | 272.8 |
| Public | 0 | 192.1 | | | | |
| Total | 222 | 1,738.7 | 925.4 | 29.4 | 197.9 | 727.5 |

Source: Lane Council of Governments, analysis by ECONorthwest

^aBuildable vacant acres is vacant acres minus hydric soil acres. See text for explanation.

The Milliron Prison will take another 30-50 gross acres out of the vacant land inventory. This translates to 19-32 gross vacant buildable acres, when the ratio for hydric soil in vacant industrial parcels (34%) is applied. This analysis assumes the prison will remove an additional 32 gross vacant buildable acres from the industrial land inventory.

Summary

Table 3 compares the distribution of developed, constrained, and buildable land by plan designation. Less than 1/2 of all land within the Junction City UGB was developed in 1999.

- The distribution of buildable land by plan designation is significantly different from that of developed land, primarily because of the large inventory of buildable land designated for Professional-Technical uses. A significant portion (273 acres) of the land in Professional-Technical designation is buildable. Over 36% (about 330 acres) of the vacant land inside the UGB is in this designation; all the Professional-Technical land is outside the City Limits. About 27% of buildable land is designated Industrial, while only 21% of vacant land is designated for residential uses.

- Based on historic development trends, the City has over-allocated lands in Professional-Technical and Industrial designations. These two designations make up nearly 65% of the City's vacant buildable land, but account for only 22% of developed land.
- The majority of constrained land is on land designated for industrial and professional/technical use; 167 of the 198 acres of constrained land are designated for these two uses.
- The Milliron prison will take another 32 gross vacant buildable acres out of the inventory of buildable industrial land.⁷

Table 3. Distribution of Developed, Constrained, and Buildable Land by Plan Designation in 1999, Junction City UGB

| Plan Designation | Developed Land | | Constrained Land | | Buildable Land | | All Land | |
|----------------------------|----------------|---------------|------------------|---------------|----------------|---------------|----------------|---------------|
| | Acres | % of Acres | Acres | % of Acres | Acres | % of Acres | Acres | % of Acres |
| Commercial | 97.5 | 12.0% | 3.8 | 1.9% | 51.6 | 7.1% | 153.0 | 8.8% |
| Commercial/Residential | 17.8 | 2.2% | - | 0.0% | 0.6 | 0.1% | 18.4 | 1.1% |
| Industrial | 174.0 | 21.4% | 107.9 | 54.5% | 198.2 | 27.2% | 480.0 | 27.6% |
| Low Density Residential | 268.8 | 33.1% | 19.5 | 9.8% | 151.9 | 20.9% | 440.2 | 25.3% |
| Medium Density Residential | 62.7 | 7.7% | 7.2 | 3.7% | 52.3 | 7.2% | 122.3 | 7.0% |
| Professional/Technical | 0.4 | 0.1% | 59.4 | 30.0% | 272.8 | 37.5% | 332.7 | 19.1% |
| Public | 192.1 | 23.6% | - | 0.0% | - | 0.0% | 192.1 | 11.0% |
| Total | 813.3 | 100.0% | 197.9 | 100.0% | 727.5 | 100.0% | 1,738.7 | 100.0% |

Source: Lane Council of Governments, analysis by ECONorthwest.

SECTION 3. LAND NEED

This section analyzes demand for land in Junction City between 1998 and 2020. In general, demand for non-residential land is a function of employment, while demand for residential land is a function of population.

The analysis of residential land begins with the L-COG housing needs projections completed as a part of the draft *Junction City Transportation Systems Plan*. Recent development trends are described, along with the impacts of the Milliron Prison on the 20-year demand for housing. Finally, demand for land needed for employment is estimated using a combination of employment projections, development trends, and expert interviews.

⁷ These 32 acres are removed from the Industrial supply in Table 12, Comparison of Land Needed for Employment and Land Supply.

Demand for Residential Land in Junction City

This section presents an estimate of residential land demand based on current information. In 1995, L-COG prepared a draft TSP for Junction City. That plan presented projections of population, employment, and housing units. In 1996, the Oregon Legislature passed House Bill 2709 – which added new periodic review requirements for cities over 25,000 or fast-growing cities. While Junction City does not have to comply with many of the provisions of HB 2709, the requirement that communities review residential development trends and densities provides more current information on the distribution and density of housing recently built in the community. HB 2709 provides a more market-oriented approach to estimating land need. The review of density of recent development provides a more accurate picture of the type of development that has occurred in the City since 1990. This section applies a different set of assumptions to develop an alternative estimate of residential land need.

DRAFT JUNCTION CITY TSP, 2000

The Lane Council of Governments generated population growth estimates for Junction City's 1996 Transportation System Plan. These projections were based on recent growth patterns in Lane County and Junction City. L-COG estimated the 1990 population within the Junction City UGB to be about 4,596 persons. According to L-COG, about 900 persons lived in the area between the City Limits and the UGB. The draft 2000 Junction City Transportation System Plan assumed an average annual growth rate of 1.9% for the area within the UGB through the Year 2015.⁸ At this rate, population within the Junction City UGB is projected to reach 7,400 persons by 2015.⁹

While the population of Junction City has not grown as rapidly as projected in the City's Comprehensive Plan, the City is still experiencing steady growth at rates comparable to the state and Lane County. Naturally, the increasing population will lead to a need for additional housing. However, population growth is only part of the equation—household sizes, vacancy rates, and persons living in group quarters are also important variables in estimating housing demand. L-COG also developed housing unit projections as a part of the draft TSP. L-COG projects household size to decrease to 2.27 persons per household by 2015. Based on an expected population (within the UGB) of 7,400 persons and a household size of 2.27 persons per household (less an estimated 100 persons in group quarters), Junction City will have 3,216 households by 2015.

Table 4 shows L-COG projections of housing units by type that will be needed within the Junction City UGB in the year 2015. This projection is based on the expected households in the

⁸ A growth rate of 1.3% was assumed for area within the City Limits. The addition of 900 persons in the urbanizable area raised the effective rate to 1.9%, as recommended by the TSP Citizen Advisory Committee.

⁹ Applying the 1.9% growth rate to the 2015 projection yields a 2020 population of 8,130 persons.

UGB and also assumes vacancy rates of 2% of owner-occupied units and 5% of rentals. With this additional need factored in, L-COG projects there will be 3,325 housing units in the Junction City UGB by 2015. This represents an increase of about 1,400 housing units between 1990 and 2015.

Table 4. Projected Total Housing Units by Type, Junction City UGB, 2015

| Type | Units | Percent of Total |
|------------------------|-------|------------------|
| Single Family | 1,995 | 60.0% |
| Multi-family | 765 | 23.0% |
| Duplex | 233 | 7.0% ✓ |
| Manufactured Dwellings | 332 | 10.0% |
| Total | 3,325 | 100.0% |

Source: Draft Junction City Draft Transportation Systems Plan, L-COG

As with L-COG's employment projection, the L-COG housing unit estimates did *not* explicitly consider the impact of the Milliron Prison. The prison will affect population, employment, and the demand for housing in Junction City. The projected 400-500 prison employees are accounted for in this analysis by a 32-acre reduction in the industrial land supply, as described in Section 2: Land Supply, above. Some of those employees will choose to relocate to Junction City, increasing population and the need for housing. ECONorthwest estimated that 100 new households will locate in Junction City as a result of the prison. This translates into a population increase of about 230 additional people.¹⁰ This increase is incorporated into Table 5, Revised Estimate of Needed Housing Units.

¹⁰ The exact number depends on a variety of factors including housing costs, where the employees lived before gaining employment at the prison, salaries, and housing alternatives in surrounding communities. Based on employment estimates, the prison would also support or help support about 500 households. Assuming an average household size of 2.27 persons, these households would include about 1,135 persons. The key issue is how many of these households would locate in Junction City. According to staff at the Department of Corrections (DOC), the Department generally tries to hire staff locally. That hiring will, however, certainly include people from Eugene-Springfield, and other surrounding communities. Experience at other prisons suggests that many employees live outside of the community the prison is located in. For example, DOC data indicate that over half of the employees of the Snake River Correctional facility live outside Ontario, with many residing in Idaho. Planners in Brookings estimated that 15% to 20% of 1,438 employees of the Pelican Bay Prison in Crescent City, California reside in Brookings or nearby areas. Based on the information available, the following assumptions appear defensible:

The majority of new employees at the Milliron Prison will live outside of the Junction City UGB. Nonetheless, a substantial proportion (10% to 30%) could be attracted to housing in Junction City if housing of competitive quality and price were available in Junction City. Those percentages imply a future demand for between 50 and 150 housing units that have not been considered in any of the official forecasts.

Table 5 shows total needed housing units in Junction City between 1998 and 2020. This analysis indicates a need for 1,515 new housing units in the Junction City UGB between 1998 and 2020.¹¹

Table 5. Revised Estimate of Needed Housing Units in the Junction City UGB, 1998-2020

| Variable | Value |
|---|--------------|
| 2020 Population | 8,360 |
| (-) Persons in Group Quarters | 100 |
| +Persons per occupied DU (from TSP) | 2.27 |
| (=) Year 2020 projected Occupied dwelling units | 3,639 |
| / (1-vacancy rate) ¹² | 3.4% |
| (=) Year 2020 total needed dwelling units | 3,767 |
| (-) 1998 Existing Dwelling Units | 2,252 |
| (=) Year 2020 additional needed dwelling units | 1,515 |

Source: L-COG, consistent with draft Junction City TSP methods

Table 6 estimates total housing units by type for 1998, and 2020. Junction City will have an estimated 3,767 dwelling units in 2020. This estimate is proportionately higher than the 2015 L-COG estimate of 3,325 dwelling units.

This housing analysis uses a middle range demand of 100 additional units, or about 230 additional persons. Assuming a 2015 population estimate of 7,400 within the UGB and a 1.9% average annual growth rate (from the L-COG TSP) yields a 2020 population of 8,130. Because L-COG has not yet incorporated the prison into TSP forecasts, the analysis adds 230 persons to the 8,130 to obtain a 2020 population estimate of 8,360.

¹¹ The draft TSP forecasts a 2015 population of 7,400 persons within the Junction City UGB. The TSP population projection translates into a need for 1,420 new dwelling units by 2015, which would require approximately 300 gross acres of residential land. The existing Comprehensive Plan contains an acknowledged population projection for Junction City of 7,732 by the year 2000. Using this acknowledged projection yields a need for approximately 1,515 more housing units, which would require an additional 326 gross acres of residential land. The draft TSP and the Comprehensive Plan estimates above do not include additional housing units due to the proposed Prison.

¹² Consistent with the TSP, this analysis uses 1990 U.S. Census data for Junction City to determine the ratio of rental to owner-occupied housing. Owner-occupied housing is assumed to have a 2% vacancy rate, rental housing 5%. This method yields an aggregate 3.4% vacancy rate.

Table 6. Revised Estimate of Needed Housing Units by Type, Junction City UGB, 1998-2020

| Housing type | 1998 Units | | Needed Units 1998-2020 | | 2020 Units | |
|------------------------|--------------|-------------|------------------------|-------------|--------------|-------------|
| | Number of DU | Percent | Number of DU | Percent | Number of DU | Percent |
| Single-family detached | 1294 | 57% | 909 | 60% | 2,203 | 59% |
| Duplex | 141 | 6% | 106 | 7% | 247 | 7% |
| Multiple family | 506 | 22% | 348 | 23% | 854 | 23% |
| Manufactured/Mobile | 311 | 14% | 152 | 10% | 463 | 12% |
| Total | 2,252 | 100% | 1,515 | 100% | 3,767 | 100% |

Source: ECONorthwest, revised by WPS consistent with Draft TSP assumptions

* Dwelling Unit (DU) mix from Junction City Comprehensive Plan.

Table 7 shows land need by housing type for the Junction City UGB between 1998 and 2020. The estimates are based on actual density of residential development between 1993 and 1997. The results show a land need of about 260 net acres, which translates into 326 gross acres. The net-to-gross calculation is based on the 20% assumption in the Junction City Comprehensive Plan.

Table 7. Revised Estimate of Land Need by Housing Type, Junction City UGB, 1998-2020

| Housing type | Units | Density (DU/Net Acre) | Net Acres | Gross Acres |
|------------------------|--------------|-----------------------|------------|-------------|
| Single-family detached | 909 | 5.1 | 178 | 223 |
| Duplex | 106 | 10.2 | 10 | 13 |
| Multiple family | 348 | 7.5 | 46 | 58 ✓ |
| Manufactured/Mobile | 152 | 6 | 25 | 32 |
| Total | 1,515 | 5.9 | 260 | 326 |

Source: ECONorthwest, revised by WPS consistent with Draft TSP assumptions

Demand for Employment Land in Junction City

Estimates of land needed for employment usually begin with employment forecasts. Actual land need can then be estimated by applying employee-per-acre ratios in the aggregate or at the sector level. An aggregate assumption was used for the purpose of this analysis.

The Junction City Comprehensive Plan applies a developed-land-acre-to-population ratio to determine need for commercial and industrial land. Table 8 shows land needed for employment based on assumptions in the Comprehensive Plan.¹³ The results show that Junction City will

¹³ This assumes the acknowledged 2000 population projection of 7,732 will occur in 2020.

need about 130 acres for employment between 1998 and 2020. These results do not consider forecasted employment growth and apply population-to-land-area ratios that are nearly 20 years old.

Table 8. Need for Commercial and Industrial Land, Junction City UGB, 1998-2020, Based on Junction City Comprehensive Plan Assumptions

| Comprehensive Plan | Commercial | Industrial |
|--------------------|--------------------|--------------------|
| Employment Change | 2,556 | 2,556 |
| Acres/100 persons | 83 people/acre 1.2 | 26 people/acre 3.9 |
| Land Needed | 30.7 | 99.7 |

Source: Analysis by ECONorthwest, based on Junction City Comprehensive Plan assumptions (p. 77)

STATE AND LOCAL EMPLOYMENT TRENDS

The Oregon Employment Department (OED) projects 10-year employment trends for the State as a whole, as well as for distinct regions within Oregon. As shown in the *OED Workforce Analysis* (OED, July 1999) for the State, service-producing jobs are expected to grow at over double the rate of goods-producing jobs. Manufacturing¹⁴ jobs are forecast to increase by 8.6%, while non-manufacturing jobs are forecast to increase by 20.3%. The largest and fastest-growing job category is service¹⁵ jobs, which as a whole are forecast to increase by 30.6%.

The OED forecast for Lane County nearly mirrors the state forecast. Jobs in goods-producing industries are forecast to increase by 11.9%, while jobs in service-producing industries are forecast to increase by 20.6%. Again, the largest and fastest-growing job category is services, which is forecast to grow by 31.3%.

In summary, the OED forecasts for the state and Lane County describe a trend away from the production of goods (especially traditional lumber, wood and food production), and toward service-oriented jobs.

REVISED EMPLOYMENT PROJECTION

Table 9 shows historic and projected employment for Lane County and Census Tract 4. Because of the substantial state restrictions on development outside of UGBs, it is reasonable to assume that the majority of this employment will occur inside the Junction City UGB. Because we did

¹⁴ "Manufacturing" includes durable goods such as wood products, metals, and machinery, as well as non-durable goods such as foods, textiles, chemicals, and plastics. "Non-manufacturing" includes all other job categories.

¹⁵ "Service" jobs include hotel, personal, business, social, automotive, health, and legal services.

not want to under-estimate potential land demand in Junction City, we assumed that *all* new Census Tract 4 employment will occur within the Junction City UGB.

L-COG estimates that Junction will add 2,640 employees between 1994 and 2015. This equates to an annual average growth rate of 2.7%—substantially higher than L-COG’s projected population growth rate of 1.9%. According to L-COG, part of the reason for a high employment projection (relative to population) is the large surplus of vacant industrial land in Junction City.¹⁶ Part of this surplus, approximately 32 vacant buildable acres, will be consumed by the Milliron Prison as described in Section 2: Land Supply, above.

Table 9. Historic and projected employment, Lane County and Census Tract 4

| Year | Census Tract 4 | AAGR | Lane County | Percent of Lane |
|------|----------------|--------|-------------|-----------------|
| 1978 | 2,220 | Na | 103,200 | 2.15% |
| 1980 | 2,254 | 0.8% | 102,900 | 2.19% |
| 1982 | 1,732 | -12.3% | 90,700 | 1.91% |
| 1984 | 1,908 | 5.0% | 96,300 | 1.98% |
| 1986 | 2,196 | 7.3% | 99,200 | 2.21% |
| 1988 | 2,489 | 6.5% | 109,800 | 2.27% |
| 1990 | 2,781 | 5.7% | 118,500 | 2.35% |
| 1992 | 3,040 | 4.6% | 117,200 | 2.59% |
| 1994 | 3,557 | 8.2% | 125,900 | 2.83% |
| 2015 | 6,197 | 2.7% | 177,074 | 3.50% |

Source: Junction City Draft Transportation Systems Plan, L-COG

Table 10 shows estimated land needed for employment within Census Tract 4 between 1998 and 2020. The 2020 forecast uses the L-COG employment projections as a base. All growth in Census Tract 4 is assumed to occur within the Junction City UGB. Therefore, the “gross acres needed” for Census Tract 4 is translated directly to the need in the Junction City UGB. The 1998 employment sector estimates are extrapolated from the 1994 figures using an updated total

¹⁶ Vacant land is only one factor that affects the amount of future employment growth. We recognize that L-COG’s TSP employment projections for Junction City may be optimistic. For example, had we applied the 2.7% AAGR to actual 1998 Junction City employment base, a slightly smaller employment projection would have resulted. We used the 1994 base to maintain consistency with the TSP methodology and to because we did not want to under-estimate the City’s employment potential. Although the typical pattern for small Willamette Valley cities is one of population growth exceeding employment growth, it is also true that the siting of a single big employer (e.g., the prison) can easily make that generalization incorrect in any particular case.

employment for 1998.¹⁷ The 2020 forecast assumes a 2.7% average annual growth rate, as well as a shift in employment types – a greater number of new service jobs compared to new manufacturing, as indicated by state and local forecasts. The employee-per-acre (EPA) assumptions convert employment into land need. The results indicate the Junction City UGB will need about 182 vacant buildable acres between 1998 and 2020 to accommodate employment growth.¹⁸

Table 10. Estimate of Land Needed for Employment, Census Tract 4, 1998-2020

| Sector | 1998 (estimate) | 2020 (forecast) | New Jobs, UGB | Jobs/ Acre | Gross Acres Needed, UGB |
|-------------------|--------------------|--------------------|------------------|---------------|----------------------------|
| Commercial/Office | 1,107 | 2,844 | 1,737 | 20 | 86.9 |
| Industrial | 2,395 | 3,413 | 1,018 | 15 | 67.9 |
| Public | 313 | 853 | 540 | 20 | 27.0 |
| Total | 3,815 | 7,111 | 3,296 | 18.1 | 181.7 |

Source: Employment estimates based on L-COG growth rate and 1994 employment figures; Jobs/Acre assumptions from work in Benton, Lane and Linn Counties completed by ECONorthwest; Analysis by ECONorthwest

SECTION 4. COMPARISON OF LAND SUPPLY AND LAND NEED

The final step in a land needs assessment is to compare the results of the demand and supply analyses. This comparison determines if sufficient buildable land exists the UGB to meet demand over a 20-year period.

Residential Land Need

Table 11 compares residential land need and supply within the Junction City UGB between 1998 and 2020. This analysis is based on documented need for a total of 3,767 dwelling units in 2020. There is a deficit of about 122 vacant buildable acres of residential land inside the UGB – about 105 acres of Low Density Residential and about 17 acres of Medium Density Residential.

¹⁷ The total employment figure for 1998 (for census tract 4) was not broken down into employment sectors. We estimated jobs per sector using the same ratio as 1994.

¹⁸ This analysis differs from the TSP in that it projects a greater increase in commercial/office jobs, and less of an increase in industrial jobs, based on state and local employment trends. In this projection, 54% of new jobs will occur in the commercial/office sector, and 30% in the industrial sector. The TSP projection assumes a reverse (30%, 54%) job sector distribution through 2015. Projecting the TSP distribution through 2020, industrial need would increase by about 48 acres, and commercial/office need would decrease by about 36 acres from this analysis – a net difference of 12 acres.

Table 11. Comparison of Residential Land Need (in Gross Acres) and Land Supply, Junction City UGB, 1998-2020.

| Housing type | Plan Designation | | Total |
|--------------------------------------|------------------|----------------|-------------|
| | Low Density | Medium Density | |
| Single-family detached | 223 | - | 223 |
| Duplex | 13 | - | 13 |
| Multiple family | - | 58 | 58 |
| Manufactured/Mobile | 21 | 11 | 32 |
| Total | 257 | 69 | 326 |
| Land Supply (UGB) | 152 | 52 | 204 |
| UGB Surplus (deficit) | -105 | -17 | -122 |
| Land Supply (City Limits) | 25 | 9 | 34 |
| City Limits Surplus (deficit) | -232 | -60 | -292 |

Source: ECONorthwest, revised by WPS consistent with draft TSP assumptions

Employment Land Need

Table 12 compares land need and supply for employment within the Junction City UGB. The City has a large surplus (over 6 times the 2020 need) of land designated for industrial development and a deficit of land designated for commercial/office, residential and public uses. The City believes that alternative sites should continue to be provided to ensure choice in the industrial land market. However, Statewide Planning Goal 14 does not allow UGB expansions to meet commercial and residential land needs, where a large industrial land surplus exists. Therefore, some reduction in the industrial land supply will be necessary to meet commercial/office, public and residential land needs.¹⁹

¹⁹ Using the TSP employment distribution, as referenced in the Revised Employment Projection section, would lead to less than 1 acre of surplus commercial land, and over 320 acres of surplus industrial land within the Junction City UGB.

Table 12. Comparison of Land Needed for Employment and Land Supply, Junction City UGB, 1998-2020

| Land Supply | Commercial/ Office | Industrial | Public | Total |
|--------------------|-----------------------|------------|--------|---------|
| Land Need | 86.9 | 67.9 | 27.0 | 181.7 |
| UGB | | | | |
| Land Supply | 51.6 | 439.0* | - | 490.6 |
| Surplus (deficit) | (35.3) | 371.1 | (27.0) | 308.9 |
| City Limits | | | | |
| Land Supply | 15.6 | 3.4 | - | 19.0 |
| Surplus (deficit) | (71.3) | (64.5) | (27.0) | (471.6) |

Source: ECONorthwest, 1999

* This is 471 acres of gross vacant buildable land, less 32 acres for the Milliron Prison.

SECTION 5. BUILDABLE LANDS INVENTORY

Background

This section includes the results of ECO's inventory of buildable lands in the Junction City UGB. The buildable lands inventory measures the supply of land suitable and available to meet long-term residential, commercial, industrial and public/institutional growth needs.

The intent of the buildable lands inventory is to develop an approximate estimate of the amount of buildable land by type in Junction City. The buildable lands inventory is *not* intended to meet all the requirements of state land-use planning statutes or administrative rules, or to be an update of the inventory required for the City's comprehensive plan. It identifies two types of unbuildable lands – floodplains and wetlands (hydric soils). Because the presence of hydric soils probably understates actual wetland area, the buildable lands inventory should be considered the *upper bound* on buildable lands. A more detailed consideration of wetland constraints would almost certainly some remove additional buildable land from the inventory.

Methods, Data Sources, and Definitions

ECO began its inventory with data from the Lane Council of Governments (L-COG) Geographic Information System (GIS) database of Junction City. The L-COG GIS includes parcel and sub-parcel²⁰ data on plan designation, zoning, generalized land use, and area for all lands within the

²⁰The L-COG GIS identifies multiple land uses on single parcels. For example, a parcel could have commercial uses on a portion and be vacant on another portion. This system automatically accounts for vacant portions of developed parcels, which would typically be considered underdeveloped.

Junction City Urban Growth Boundary (UGB). L-COG provided the parcel data in an electronic database, with maps of plan designation, zoning, land use, and tax lots.

L-COG revised the land inventory data in 1995 as part of the draft *Junction City Transportation System Plan*. To determine vacant land in April 1999²¹, ECO used several data sources including building permits, approved subdivisions, and field visits.

To complete the inventory, ECO used additional information sources. The most important were:

1. *GIS data and maps.* L-COG provided a database for parcels within the Junction City UGB from their GIS. This database included map and tax lot number, generalized land use, plan designation, zoning, National Wetlands Inventory (NWI) data, FEMA FIRM floodplain boundaries, and hydric soils. The L-COG GIS system also contains data on land use at the sub-parcel level. In other words, the database tracks multiple land uses on a single parcel and provides very accurate data on the location and amount of land use by type in Junction City. L-COG revised and field-checked much of the information in the GIS system in 1995 as a part of the Junction City Transportation Systems Plan.
2. *Building permit and subdivision data.* ECO obtained residential building permit and subdivision data from the City for the period between 1993 and 1997. These data allow us to estimate the amount and density of development that occurred since 1995.
3. *Planning and zoning documents.* ECO reviewed the Junction City comprehensive plan, zoning and subdivision ordinances, and comprehensive plan and zoning maps to determine allowable densities and uses appropriate to each City zoning district.
4. *Field Assessment.* ECO conducted a field assessment to verify data in the L-COG database and identify development that occurred since 1995. The field assessment was not comprehensive, nor was it intended to be. Rather, ECO focused on parcels relevant to the proposed development and large parcels designated for residential or professional/technical use.

The process ECO used in evaluating the supply of vacant buildable land is described below.

1. *Working definitions.* There are many ways that "vacant land" and "buildable land" can be, and are, defined. ECO applied the definitions described below to query the database and create mutually exclusive categories of vacant, redevelopable, and under-developed parcels.
2. *Preliminary Analysis of GIS Parcel Data.* This step provided the initial analysis of the inventory and included summarizing the GIS data by plan designation, zoning, and land

²¹ When conducting land needs assessments, it is not unusual to have a slight gap between the land needs analysis and the buildable lands inventory. In this situation, it is likely that additional housing units were constructed on "buildable" land during the first several months of 1999. However, this number is insignificant when conducting a 20-year land needs assessment. For example, L-COG records indicate that 90 housing units were constructed between April of 1998 and January of 1999. Assuming that half this number was constructed during the first four months of 1999, 45 new residential units would have been constructed. At six units per acre, this translates into 7.5 residential acres.

use. ECO used the database and maps provided by L-COG to conduct the preliminary analysis. One of the results of this analysis was a list of vacant parcels by plan designation which was generated for the field verification.

3. *Field Verification.* ECO used the preliminary list of vacant parcels and maps provided by L-COG to field check all vacant parcels over 10 acres. This step allowed us to (1) verify data in the inventory, and (2) identify development that has occurred since 1995.
4. *Final Analysis of Parcel Data.* Based on the field review, ECO made minor adjustments to the L-COG inventory and produced a summary of developments that have occurred since 1995.

Definitions

VACANT LAND

Vacant Land means all parcels greater than 0.1 acre (4,356 sq. ft.). The minimum lot size for a residential dwelling unit is 5,000 sq. ft. (in R-2 and R-3 districts), but few residential parcels smaller than 5,000 sq. ft. exist.

PARTIALLY VACANT (UNDER-UTILIZED) LAND

Partially vacant land means as vacant portions of developed parcels that are at least 0.1 acre (4,350 sq. ft.). ECO started with L-COG's GIS data to develop an estimate of partially vacant land and added any partial parcels less than 0.1 acres back into the estimate of developed land.

CONSTRAINED LAND

Constrained Land is subtracted from Total Vacant Land to get Buildable Land (which is further divided into totally vacant and partially vacant based on parcel boundaries and existing development on parcels). Most buildable lands inventories consider steep slopes, slide hazards, floodways and floodplains, wetlands, constrained soils and other related constraints. The City has not conducted such an inventory, and a detailed analysis of constraints is not necessary for this analysis. However, L-COG has digitized data on areas within the National Wetlands Inventory (NWI). Although NWI data is generalized, and probably does not include all wetlands, it represents parcels that are most likely to have wetlands and be constrained as a result. L-COG also provided data on hydric soils and FEMA FIRM floodplain boundaries. A review of the City's development policies reveals that these constraints are not absolute; development can occur within these areas provided the requirements of the City's policies are met.

REDEVELOPABLE LAND

Redevelopment Potential deals primarily with parcels with developed structures that are likely to be demolished and new buildings constructed in their place. Because of the large amount of vacant land in the Junction City UGB, ECO anticipate that redevelopment will have a relatively

minor impact on the supply of buildable land. Thus, ECO did *not* assess redevelopment potential as a part of this analysis.

GROSS AND NET VACANT ACRES

A Gross Vacant Acre is an acre of vacant land before land has been dedicated for public right-of-way, private streets, or public utility easements. For example, a standard assumption is that about 25% of land in a subdivision is used for streets and utilities: if so, then a gross vacant acre will yield only about 35,000 sq. ft. (75% of a full acre) for lots.

A Net Vacant Acre is an acre of vacant land after land has been dedicated for public right-of-way, private streets, or utility easements. A net vacant acre has 43,560 square feet available for construction, because no further street or utility dedications are required. The L-COG GIS data are all in net acres.

Following are detailed tables from the land inventory.

Table 13. Generalized Land Use for All land in the Junction City UGB in April 1999

| Title | City Limits | | Urbanizable Area | | Total (City Limits + UGB) | |
|---|--------------|------------------------|------------------|------------------------|---------------------------|------------------------|
| | Total Acres | Percent of Total Acres | Total Acres | Percent of Total Acres | Total Acres | Percent of Total Acres |
| Agriculture | 9.2 | 1.6% | 808.1 | 70.3% | 817.3 | 47.1% |
| Single Family Residential | 187.9 | 32.0% | 107.1 | 9.3% | 295.0 | 17.0% |
| Vacant | 70.2 | 12.0% | 158.8 | 13.8% | 229.0 | 13.2% |
| Industrial | 113.4 | 19.3% | 34.3 | 3.0% | 147.6 | 8.5% |
| Education Services | 67.1 | 11.4% | | 0.0% | 67.1 | 3.9% |
| Retail Trade | 40.1 | 6.8% | 5.3 | 0.5% | 45.4 | 2.6% |
| Mobile Homes | 15.3 | 2.6% | 21.0 | 1.8% | 36.3 | 2.1% |
| Multi-Family | 24.9 | 4.2% | 0.4 | 0.0% | 25.3 | 1.5% |
| General Service | 9.9 | 1.7% | 9.1 | 0.8% | 19.0 | 1.1% |
| Religious/Charitable Services | 15.4 | 2.6% | 0.7 | 0.1% | 16.1 | 0.9% |
| Duplex | 6.1 | 1.0% | 2.2 | 0.2% | 8.2 | 0.5% |
| Parks | 7.9 | 1.3% | | 0.0% | 7.9 | 0.5% |
| Government | 4.8 | 0.8% | | 0.0% | 4.8 | 0.3% |
| Water | 2.7 | 0.5% | 1.8 | 0.2% | 4.5 | 0.3% |
| Recreation | 3.3 | 0.6% | | 0.0% | 3.3 | 0.2% |
| Utilities | 1.9 | 0.3% | 0.7 | 0.1% | 2.6 | 0.2% |
| Transportation-Related | 2.5 | 0.4% | | 0.0% | 2.5 | 0.1% |
| Wholesale Trade | 2.1 | 0.4% | | 0.0% | 2.1 | 0.1% |
| Alley, Walkway, Bikepath | 1.4 | 0.2% | | 0.0% | 1.4 | 0.1% |
| Roads, other area not in tax lots, or no data | 0.1 | 0.0% | 0.7 | 0.1% | 0.9 | 0.1% |
| Communication | 0.5 | 0.1% | | 0.0% | 0.5 | 0.0% |
| Group Quarters | | 0.0% | 0.1 | 0.0% | 0.1 | 0.0% |
| Total | 586.6 | 100.0% | 1,150.3 | 100.0% | 1,736.9 | 100.0% |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Table 14. Land Inventory by Plan Designation and Location, April 1999

| Plan Designation | City Total (City Limits + UGB) | | | | City Limits | | | | UGB | | | |
|----------------------------|--------------------------------|----------------|-----------------|--------------|--------------------|--------------|-----------------|--------------|--------------------|----------------|-----------------|--------------|
| | Number of Tax Lots | Total Acres | Developed Acres | Vacant Acres | Number of Tax Lots | Total Acres | Developed Acres | Vacant Acres | Number of Tax Lots | Total Acres | Developed Acres | Vacant Acres |
| Commercial | 280 | 153.0 | 97.5 | 55.5 | 267 | 102.9 | 87.5 | 15.3 | 13 | 50.1 | 10.0 | 40.2 |
| Commercial/Residential | 101 | 18.4 | 17.8 | 0.6 | 101 | 18.4 | 17.8 | 0.6 | | | | |
| Industrial | 105 | 480.0 | 174.0 | 306.1 | 65 | 127.4 | 124.0 | 3.4 | 40 | 352.6 | 49.9 | 302.7 |
| Low Density Residential | 1181 | 440.2 | 268.8 | 171.4 | 944 | 194.7 | 164.7 | 30.0 | 237 | 245.5 | 104.2 | 141.4 |
| Medium Density Residential | 101 | 122.3 | 62.7 | 59.6 | 96 | 69.8 | 58.2 | 11.6 | 5 | 52.4 | 4.4 | 48.0 |
| Professional/Technical | 8 | 332.7 | 0.4 | 332.2 | | | | | 8 | 332.7 | 0.4 | 332.2 |
| Public | 22 | 192.1 | 192.1 | | 20 | 73.9 | 73.9 | | 2 | 118.2 | 118.2 | |
| Total | 1,798 | 1,738.7 | 813.3 | 925.4 | 1,493 | 587.1 | 526.2 | 61.0 | 305 | 1,151.6 | 287.2 | 864.4 |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Appendix A-1

Table 15. Acres by Zoning District Inside the City Limits in April 1999

| Zoning District | Number of Tax Lots | Total Acres | Percent of Total Acres | Developed Acres | Vacant Acres |
|-----------------------------------|--------------------|--------------|------------------------|-----------------|--------------|
| Central Commercial (C2) | 64 | 13.9 | 2.4% | 11.4 | 2.5 |
| Commercial Residential (CR) | 92 | 17.3 | 2.9% | 16.8 | 0.5 |
| General Commercial (G2) | 218 | 91.1 | 15.5% | 78.0 | 13.1 |
| Heavy Industrial (M2) | 23 | 64.0 | 10.9% | 62.0 | 1.9 |
| Light Industrial (M1) | 30 | 61.7 | 10.5% | 60.5 | 1.3 |
| Single Family Residential (R1) | 466 | 106.4 | 18.1% | 88.9 | 17.5 |
| Duplex Family Residential (R2) | 487 | 89.6 | 15.3% | 77.0 | 12.6 |
| Multi-Family Residential (R3) | 46 | 20.8 | 3.5% | 14.3 | 6.4 |
| Multi-Structural Residential (R4) | 47 | 48.5 | 8.3% | 43.4 | 5.1 |
| Public Land (PL) | 20 | 73.9 | 12.6% | 73.9 | 0.0 |
| Total | 1,493 | 587.1 | 100.0% | 526.2 | 61.0 |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Table 16. Developed Land by Plan Designation and Location in April 1999

| Plan Designation | Total (City + UGB) | | City Limits | | UGB | |
|----------------------------|--------------------|----------------------------|-----------------|----------------------------|-----------------|----------------------------|
| | Developed Acres | Percent of Total Dev Acres | Developed Acres | Percent of Total Dev Acres | Developed Acres | Percent of Total Dev Acres |
| Commercial | 97.5 | 12.0% | 87.5 | 16.6% | 10.0 | 3.5% |
| Commercial/Residential | 17.8 | 2.2% | 17.8 | 3.4% | | 0.0% |
| Industrial | 174.0 | 21.4% | 124.0 | 23.6% | 49.9 | 17.4% |
| Low Density Residential | 268.8 | 33.1% | 164.7 | 31.3% | 104.2 | 36.3% |
| Medium Density Residential | 62.7 | 7.7% | 58.2 | 11.1% | 4.4 | 1.5% |
| Professional/Technical | 0.4 | 0.1% | | 0.0% | 0.4 | 0.1% |
| Public | 192.1 | 23.6% | 73.9 | 14.0% | 118.2 | 41.2% |
| Total | 813.3 | 100.0% | 526.2 | 100.0% | 287.2 | 100.0% |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Table 17. Summary of Constraints by Land Classification and Plan Designation in April 1999

| Plan Designation | Total (City + UGB) | | | | | City Limits | | | | | UGB | | | | |
|----------------------------|----------------------------|--------------|-------------------|-------------|------------------|----------------------------|--------------|-------------------|-------------|------------------|----------------------------|--------------|-------------------|------------|------------------|
| | Constraints on Vacant Land | | | | | Constraints on Vacant Land | | | | | Constraints on Vacant Land | | | | |
| | Total Acres | Vacant Acres | Hydric Soil Acres | NWI Acres | Floodplain Acres | Total Acres | Vacant Acres | Hydric Soil Acres | NWI Acres | Floodplain Acres | Total Acres | Vacant Acres | Hydric Soil Acres | NWI Acres | Floodplain Acres |
| Commercial | 153.0 | 55.5 | 3.8 | 0.3 | 21.0 | 102.9 | 15.3 | 3.6 | 0.3 | 19.7 | 50.1 | 40.2 | 0.3 | | 1.4 |
| Commercial/Residential | 18.4 | 0.6 | | 0.6 | 2.5 | 18.4 | 0.6 | | 0.6 | 2.5 | | | | | |
| Industrial | 480.0 | 306.1 | 107.9 | 12.2 | 92.1 | 127.4 | 3.4 | 0.2 | 10.8 | 46.2 | 352.6 | 302.7 | 107.7 | 1.5 | 45.9 |
| Low Density Residential | 440.2 | 171.4 | 19.5 | 14.4 | 65.1 | 194.7 | 30.0 | 4.7 | 11.7 | 51.4 | 245.5 | 141.4 | 14.8 | 2.7 | 13.7 |
| Medium Density Residential | 122.3 | 59.6 | 7.2 | 1.3 | 32.2 | 69.8 | 11.6 | 2.6 | 1.3 | 28.5 | 52.4 | 48.0 | 4.6 | 0.1 | 3.7 |
| Professional/Technical | 332.7 | 332.2 | 59.4 | 0.5 | 98.6 | | | | | | 332.7 | 332.2 | 59.4 | 0.5 | 98.6 |
| Public | 192.1 | | | | | 73.9 | | | | | 118.2 | | | | |
| Total | 1,738.7 | 925.4 | 197.9 | 29.4 | 311.4 | 587.1 | 61.0 | 11.1 | 24.7 | 148.1 | 1,151.6 | 864.4 | 186.8 | 4.7 | 163.2 |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Table 18. Buildable Vacant Land Inventory by Plan Designation and Location in April 1999

| Plan Designation | Total (City + UGB) | | | | | City Limits | | | | | UGB | | | | |
|----------------------------|--------------------|--------------|--------------------|-----------------|----------------------------|--------------------|--------------|--------------------|-----------------|----------------------------|--------------------|--------------|--------------------|-----------------|----------------------------|
| | Number of Tax Lots | Vacant Acres | Est. Wetland Acres | Buildable Acres | Percent of Buildable Acres | Number of Tax Lots | Vacant Acres | Est. Wetland Acres | Buildable Acres | Percent of Buildable Acres | Number of Tax Lots | Vacant Acres | Est. Wetland Acres | Buildable Acres | Percent of Buildable Acres |
| Commercial | 280 | 55.5 | 3.8 | 51.6 | 7.1% | 267 | 15.3 | 3.6 | 11.8 | 23.6% | 13 | 40.2 | 0.3 | 39.9 | 5.9% |
| Commercial/Residential | 101 | 0.6 | | 0.6 | 0.1% | 101 | 0.6 | | 0.6 | 1.3% | 0 | 0 | 0 | 0 | 0% |
| Industrial | 105 | 306.1 | 107.9 | 198.2 | 27.2% | 65 | 3.4 | 0.2 | 3.2 | 6.4% | 40 | 302.7 | 107.7 | 195.0 | 28.8% |
| Low Density Residential | 1,181 | 171.4 | 19.5 | 151.9 | 20.9% | 944 | 30.0 | 4.7 | 25.3 | 50.8% | 237 | 141.4 | 14.8 | 126.6 | 18.7% |
| Medium Density Residential | 101 | 59.6 | 7.2 | 52.3 | 7.2% | 96 | 11.6 | 2.6 | 9.0 | 17.9% | 5 | 48.0 | 4.6 | 43.4 | 6.4% |
| Professional/Technical | 8 | 332.2 | 59.4 | 272.8 | 37.5% | | | | | | 8 | 332.2 | 59.4 | 272.8 | 40.3% |
| Public | | | | | | | | | | | | | | | |
| Total | 1,776 | 925.4 | 197.9 | 727.5 | 100.0% | 1,473 | 61.0 | 11.1 | 49.9 | 100.0% | 303 | 864.4 | 186.8 | 677.6 | 100.0% |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

Table 19. Unconstrained Vacant Land Inventory by Plan Designation and Size Class in April 1999

| Plan Designation | Total | | <1 Acre | | 1-4 Acres | | 5-9 Acres | | 10-19 Acres | | 20-49 Acres | | 50 or More Acres | |
|----------------------------|------------|--------------|------------|-------------|-----------|-------------|-----------|-------------|-------------|--------------|-------------|--------------|------------------|--------------|
| | Tax Lots | Acres | Tax Lots | Acres | Tax Lots | Acres | Tax Lots | Acres | Tax Lots | Acres | Tax Lots | Acres | Tax Lots | Acres |
| Commercial | 52 | 51.647 | 44 | 7.0938 | 7 | 14.853 | | | | | 1 | 29.7 | | |
| Commercial/Residential | 10 | 0.6315 | 9 | 0.6315 | 1 | | | | | | | | | |
| Industrial | 39 | 198.18 | 18 | 5.5161 | 5 | 10.096 | 4 | 25.604 | 7 | 60.2 | 5 | 96.761 | | |
| Low Density Residential | 162 | 151.92 | 128 | 23.612 | 25 | 53.68 | 4 | 22.481 | 5 | 52.149 | | | | |
| Medium Density Residential | 21 | 52.334 | 12 | 2.2091 | 5 | 5.5975 | 1 | 4.3133 | 2 | 18.78 | 1 | 21.435 | | |
| Professional/Technical | 7 | 272.8 | | | | | 1 | 6.1999 | | | 3 | 90.054 | 3 | 176.54 |
| Public | | | | | | | | | | | | | | |
| Total | 291 | 727.5 | 211 | 39.1 | 43 | 84.2 | 10 | 58.6 | 14 | 131.1 | 10 | 237.9 | 3 | 176.5 |

Source: Lane Council of Governments, GIS; analysis by ECONorthwest

[Agricultural Land Uses] [Land Use Patterns of the Future] [Employment Projection Analysis] [Land Use Needs Analysis] [Land Selection Analysis] [Industrial Reserve] [Land Needs Analysis: High Technology Industrial Lands]

The process of acknowledgement of this plan has highlighted the need for additional information and clarification in specific areas of the text. The identified need for additional lands in the Commercial and Industrial land use category must be further expanded to include more detailed information. The policy statements included in this section do not add new directives, but add to the existing explanations, policies, and goals. The information contained in this addendum follows the same general structure of the page text.

Section 1.100 Environmental Element

VI. Agricultural Land Uses

The city has zoned identified agricultural lands for exclusive farm use within its city limits, but outside its urban growth boundary. The plan text also describes its efforts to buffer agricultural land use on lands adjacent to the urban growth boundary.

It is the policy of the city to prohibit the premature conversion of lands designated for agricultural use, unless such proposals conform to statewide planning goals, especially Goals #2, #3, and #4. *[Note: the webdesigner cannot locate these goals for reference.]* The lands designated Industrial Reserve must remain in agricultural use until such time as proper justification can be offered for their inclusion within the urban growth boundary for industrial land uses.

Section 1.200 Land use Element

III. Land Use Patterns of the Future

A. Housing Types

2. Multi-Family housing areas The city is committed to meeting multiple family housing needs by allocating a specific amount of vacant land that will be rezoned to the R2 (Multi-Family) zoning district or PUD (Planned Unit Development) zoning district in each quadrant of the city and described on page 26 of the plan text. *[See Multi-Family housing areas.]* The approximate location of this future R2 or PUD land is indicated on the plan map as a "floating node." The criteria for determining the precise location are also stated in the plan, and are directly related to public facilities constraints; *i.e.*, major street access, utilities, recreation, and school facilities; and access to shopping.

The buildable lands inventory demonstrates that sufficient vacant buildable land exists in each "floating node" to enable the private market to meet identified multiple family housing needs; provided that applicable criteria are met.

The city's reason for not immediately rezoning land for multiple family uses are as follows:

1. Some of the potential areas for multiple family land uses lies outside the city's limits and as such are under county jurisdiction.
2. There is a limited supply of land suitable for multiple family use within the city limits, immediate rezoning would tend to drive up the price of such land. By retaining a pool of potential multiple family land that can be rezoned to multiple family use under clear and objective standards, the supply of potential multi-family use land will be greater than would have been the case had the land been immediately rezoned based on need. Land prices will stay lower because they will reflect current permitted land uses of the Low Density Residential land use category.
3. A major criterion for approving a rezoning to a Multi-Family (R2) zoning district is location along one of five major city streets. The "floating node" concept does not limit multiple family developments to land which currently has access to one of these major streets. The "floating node" is not based upon existing property lines, and developers may combine properties that do meet the criterion and increase the amount of land available for multiple family use. An alternative to combining properties could be the acquisition by a developer of access across intervening parcels to reach one of these streets.

No plan map or text amendment would be necessary to permit multiple family use of such an area, because the "floating node" combined with the Low Density Residential plan designation is consistent with the Multi-Family (R2) zoning district.

4. The criteria related to public facility capacity and the Multi-Family (42) acreage limitations are necessary to insure that city services are not overburdened by rapid development.

Junction City's rezoning process is consistent with this justification. The standards for rezoning are keyed to public facilities capacity and the standards outlined in the multiple family housing section of the plan. And conditions attached to a zone change to a Multi-Family (R2) zoning district must be the minimum necessary to comply with plan policies, and cannot be used to exclude needed housing or reduce planned densities below those allowed by the R2 zone.

There is a total of 52.99 acres of vacant land designated for low density residential uses within the city limits. A total of 20.20 acres (8 parcels) in that category satisfy the locational criteria for rezoning to a medium density residential land use category.

There is a total of 292.36 acres of vacant land designated for future low density uses within the city's urban growth boundary in the four sectors created by using Ivy Street as the north-south axis and 6th Avenue as the east-west axis. The map showing the four

quadrants also shows the larger parcels eligible for rezoning to medium density residential land uses:

| Column 1 Quadrant | Column 2 LDR (acres) | Column 3 LDR eligible for MDR (acres) | Column 4 Acres MDR (reg. by text) |
|----------------------|----------------------------|---|---|
| 1 | 143.75 | 84.95 (6 parcels) | 46.80 |
| 2 | 11.85 | 4.61 (3 parcels) | 2.20 |
| 3 | 3.51 | 2.00 (2 parcels) | 1.00 |
| 4 | 133.25 | 22.01 | 10.00 |
| TOTAL: | 292.36 | 112.57 | 60.00 |

The total number of acres described in Column 4 and shown in each quadrant (Column 1) is the amount of land within a floating node that will be rezoned for R2 uses. However, the maximum amount of land shown in column 4 will only be rezoned on a "first-come, first-rezoned" basis.

The stars on the Floating Node Map identify the floating nodes in each quadrant. The node consists of the total acreage in each quadrant, but is not confined to contiguous parcels.

As stated in the plan text, mobile homes are an outright permitted use in the single-family residential zoning district when located within a mobile home subdivision. While approval standards for mobile homes will be exclusively determined by the application of Junction City's single-family residential zoning district and subdivision ordinance provisions, Planned Unit Development (PUD) design review criteria [Section VII-C. (R)] *[Note: the webdesigner cannot locate this section for reference.]* shall be required to ensure that mobile homes are permitted to develop at densities allowed by the underlying zone in a manner which minimizes impact on transportation facilities, adjacent properties, and public facilities. In no case will a mobile home subdivision, which intends to locate in a single-family residential zoning district, be required to go through a zone change. PUD design standards shall not be applied to discourage mobile home subdivisions in single-family residential zones or to unreasonable increased development costs.

CA. Industrial Land Uses

2. Methodology used for determining industrial land needs. *[Note: actually numbered 4].*

Employment Projection Analysis

Total employment in all sectors, including the new area of "high tech" type businesses will reach 6,100 jobs by the year 2000. Employment in the commercial sectors would maintain a relatively stable percentage of the total job market. In all sectors, a total of 3,946 new jobs would need to be created in the J.C. area. If employment in the conventional types of industry are added to a projection of employment in "high tech" types of businesses, then a preponderance of the new jobs proposed to be created would be in those two sectors. A portion of the jobs allotted to conventional industry can be attributed to influences by "high tech" types of firms. A metal fabrication firm needing different site location characteristics provided by the conventional industrial area may be directly dependent upon a "high tech" type of firm for a majority of its business.

It is projected that 3,100 of the new jobs to be created will be jobs created by conventional industry or "high tech" types of businesses. The remaining jobs will be generated in those sectors showing a historical increase in employment (see page 47, plan text; *i.e.*, traditional industry). *[Note: the webdesigner cannot locate this wording for reference.]* As noted in the plan text, Junction City has relatively high employment in basic industries. Junction city also has shown a high ratio of jobs to population. Many more people commute to Junction City to the places of employment in basic industry than from Junction City to basic industrial jobs elsewhere in the region. The plan projects that these trends will continue. As noted on page 33, 6,100 jobs are anticipated within the Junction City urban growth boundary by the year 2000. *[Note: see page 34 of the current plan for this reference.]* Of these 6,100 jobs, 3,946 are expected to be new and to be represented within the urban growth boundary in the following proportions:

| Type of Employment | No. Employed |
|----------------------|--------------|
| Traditional Industry | 1,600 |
| High-tech | 1,500 |
| Non-basic Employment | 846 |

Total: 3,946

It is expected that the commercial, service, and residential needs of many Junction City employees will be met in one of two major regional centers located within 25 miles of Junction City area.

Justification of the Amount and Location of Traditional Industrial Lands

Land Use Needs Analysis

The industries which the Oregon Economic Recovery Council and Department of Economic Development ave identified as the types of industry the state will make an effort to attract are listed on pages 13 & 14 of the Oregon Economic Growth Plan (1982). The city and county have identified 19 of those industries as the types of industry to attract to Junction City and Lane County. Nine are listed on pages 45 & 46 of the plan text. The remaining ten, which should be added to that list, are:

10. Paint mixing and packaging plants
11. Furniture manufacturing
12. Pharmaceuticals
13. Miscellaneous plastic fabrication
14. Transportation equipment including trucks
15. Machinery production
16. Sheet Metal fabrication
17. R & D Laboratories
18. Freighting and truck yards or terminals
19. Warehousing and distribution facilities

The site location criteria for 12 of these industries are listed in *Industrial Location Determinants, 1971-1975*, U.S. Department of Commerce, Economic Development Administration, includes the need for:

1. Railroad access
2. Major highway access
3. Major electrical power source
4. A large supply of natural gas
5. Municipal level of supply of water for fire protection
6. Location in a non-metropolitan area

A representative sample of the type of industry and the acreage required for a new plant site is supplied below:

| Type of Industry | Size of Site | Employee/Acre Ratio | Total Employees |
|---------------------------------------|--------------|---------------------|-----------------|
| 1. Fuel Production (Ag By-product) | 15 acres | 3.5 | 52.5 |
| 2. Secondary Wood Products & Parts | 30 acres | 12.0 | 360.0 |
| 3. Transportation Equipment | 62 acres | 12.5 | 775.0 |
| 4. Machinery Production | 15 | 16.0 | 240.0 |
| 5. Miscellaneous Plastics | 142 | 16.0 | 320.0 |
| TOTAL: | 142 | | 1,747.5 |

The industries shown above are either represented within the Junction City Planning area (2) or such firms have reviewed the possibility of locating within this area (3 & 4) or have specifically identified the Junction City area as a plant location (1). There are other industries on the previously cited list with site needs larger than those mentioned above, but the total work force figure would be approximately the same as the above projection.

The employment cycle in the food processing and wood products industries is dependent upon a number of external forces; *i.e.*, high interest rates cause unemployment in both types of industries, advances in efficient production methods and machinery have caused the closing of the Agripac plant. The industries which are temporarily closed are Bohemia Plywood, Inc. and Freeman Welding. These operations are expected to resume operations when:

1. There is an improvement in the economy.
2. New owners are ready to begin operations.

2. new owners are ready to begin operations.

The Agripac site and the Bohemia site occupy approximately 23 acres. It is anticipated that during the planning period these areas will redevelop at the projected employee per acre ratio of traditional industry at 11.4 acres per net buildable acre (exclusive of land for infrastructure).

The following table is included for clarification of the needs determination of the plan text and includes no vacant factor for industrial land uses.

| Traditional Industrial Needs Type of Use | Land Demand Analysis Need |
|---|---|
| Traditional Industrial Lane | 140 acres (1600 employees at 11.4 employees/acre) |
| Infrastructure | 28 acres (20% of 140 acres) |
| Supporting Commercial | 10 acres |
| Total: | 178 acres |

The needs identified in the table above will be provided by land at the Agripac and Bohemia sites (23 acres) and land south of Junction City (155 acres).

Land Selection Analysis

The city considered 5 alternative locations to designate future industrial land uses (see attached map). *[Note: map is not available on the web.]* Based upon a comparative analysis and assuming a need for 155 traditional industrial acres south of the city limits, Area 5 was found most suitable, given the specific infrastructure needs of targeted industries and the goal of preserving prime agricultural land. A more detailed explanation of the points considered during the review follow:

I. Area 1 - NW of Junction City

A. Positive features (suitable to industrial land uses).

1. Electrical power distribution capable of servicing industry.
2. City utility services (existing) can service a portion of area west of Oaklea Drive and North of West 18th Avenue.
3. Access to highways by truck traffic without traversing residential areas.
4. Contiguous residential pattern can be screened from industrial uses by natural barriers or distance.
5. Poorer soils west of Oaklea Drive, but Class I and 2 soils north of West 18th Avenue.

B. Negative features.

1. Lack of rail facilities; cost of extension of rail service to any area begins with \$50,000-\$60,000 expenses for the first 150 feet of rail spur. cost is prohibitive for just one industry. Cost does not include the cost of R/W acquisition.
2. Lack of industrial source for natural gas service. Cost to bore highway and extend service expensive and would have to be paid by industry.
3. Rail service to this area most expensive of all areas considered.
4. Area north of West 18th Avenue is intensive agricultural uses on large tracts of land.

II. Area 2 - NE of Junction City

A. Positive features.

1. Large tracts of land screened by natural vegetation from other areas.
2. City utility lines capable of servicing with no increase in line sizes.

3. Access to Southern Pacific main railroad line. See cost figures above.
4. Industrial level service available to natural gas line.

B. Negative features.

1. Large tracts of land predominately Class 1 & 2 soils.
2. Entire area subject to inundation during 100-year flood.
3. Owners of large blocks of land objected during public hearing process. The city took action at the owners request to change the industrial land use designation to an Agricultural land use designation due to the intensive commercial agricultural activities on the property.
4. Narrow road R/Ws through clustered rural residential areas. No direct highway access.
5. Owners along railroad main tract frontage stated they would prevent access across their property.
6. No available source of electrical power capable of industrial level of service.

III. Area 3 - East of Junction City

A. Positive features.

1. Indirect state highway access via East 1st Avenue east of SP mainline railroad tracks.
2. City utility lines at property lines of large vacant tracts, south of East 1st Avenue.
3. Existing industrial uses along East 1st Avenue.
4. Natural gas service of industrial level at property line.
5. Area between both railroad lines developed by industrial uses.

B. Negative features.

1. North of East 1st Avenue, east of projection of Boden Street predominantly residential. Existing conflicts between industrial and residential land uses in area. Litigation has occurred against industry in this area.
2. Area inundated by 100-year flood.
3. Area predominantly Class 1 & 2 soils.
4. Overall costs of city services could be more expensive than services to area between the railroad tracks, particularly if industrial designation occurred south of intersection of Prairie Road and Hwy 99 and east of SP railroad line.
5. Owner of land along East 1st Avenue and east of industrial uses asked the city to change the industrial land use designation to an agricultural category due to existing, long term, intensive commercial farming operations. The city made change and rezoned property to an AG zoning District.
6. Scattered Rural Residential pattern east of SP mainline tracks. Objections received to any consideration of that area for industrial use by residents along Prairie Road and Sovern Lane area.
7. Industrial level electrical service would have to be extended to a majority of area.
8. Roads (county) not built to carry truck traffic.

IV. Area 4 - SW of Junction City.

A. Positive features.

1. Area south of West 1st Avenue, East of Pitney Lane.
 - a. Predominantly Class 3 & 4 soils.
 - b. Industrial level power source available.
2. Limited flood hazards.

3. Costs of extending city services less than area between railroad tracks.
4. West 1st Avenue, Prairie Road capable of handling truck traffic, also Hwy. 36.

B. Negative features.

1. Extensive, scattered Rural Residential land use pattern along Prairie Road.
2. Limited direct access to Hwy. 99.
3. Rail service would be prohibitively expensive due to construction costs for crossing state highway.
4. Industrial level natural gas service would be expensive.
5. All interior county roads in this quadrant, except those in item 1 have 40 foot rights-of-way. cost or R/W acquisition and road reconstruction would be prohibitive, according to Lane County Public Works Department.
6. Truck traffic through Rural Residential areas would be incompatible with existing traffic patterns.

V. Area 5 - South of Junction City, between the Southern Pacific Railroad tracks and Highway 99 W.

A. Positive features.

1. Direct access to U.S. Highway 99 by existing private access points (12).
2. Direct natural gas line tap capable of industrial level service.
3. Electrical feeder lines into this area capable of extension and service of traverse boundary of vacant parcels.
4. Drainage improvement developed by railroads to drain area and stabilize railroad track beds.
5. Railroad track bed to SP tracks acts as dike against flooding.
6. Limited Rural Residential uses in a cluster at the intersection of Prairie Road and Hwy. 99. Total acreage involved in node, approximately 12 acres.
7. Poorest agricultural land of all areas considered and least impact on adjacent agricultural areas.
8. No impact on existing or proposed residential areas.

B. Negative features.

1. More costly to service with city utilities when compared with quadrants 1, 2, 4. *[Note: construction of the proposed prison will extend city utilities to this area.]*
2. Rural Residential node at the intersection of Prairie Road and Hwy. 99 (ten houses).
3. Existing 40-foot right-of-way of Milliron Road would need to be expanded to 80-foot R/W.

Industrial Reserve

There are two 40-acre parcels and one 50-acre parcel that may not be needed for traditional industry within the near future. Those lands south of a point described on the attached Urban Growth Boundary map *[Note: not available on the Web]* shall be placed in an Industrial Reserve category and excluded from the urban growth boundary as described on the map. Management of the lands within the Industrial Reserve category would be implemented through an urban growth boundary management agreement between Junction City and Lane County. Land designated industrial reserved shall be planned and zoned for agricultural use by Lane County until justified for inclusion within the urban growth boundary. Anticipated future amendment to the city's urban growth boundary shall only occur when:

1. Lane County and Junction City both agree there is a defined need for such a change.
2. An industry has an expressed need for a site of a size presently not included within the city's urban growth boundary.
3. All statewide planning goals are applied to determine if the application for inclusion is valid.

Based upon the analysis above, the city justified the inclusion of 155 acres in Area 5 to meet traditional industrial and commercial land use needs. Area 5 has the least productive agricultural soils and industrial uses would be buffered from adjacent productive agricultural lands by Highway 99W and the railroad tracks. Owners of the ten homes in the area have stated a willingness to sell their homes to accommodate industrial development. Social consequences will be minimized because there would be no conflicts between planned industrial uses and existing or planned residential development. Transportation serving Area 5 as demonstrated by the

planned industrial uses and creation of planned residential development. Transportation serving Area 5, as demonstrated by the accompanying Sewer Facilities Study [Web designer's note: may refer to Chapter 7/Public Utilities J]. Economic consequences would be almost entirely positive since little productive agricultural land would be used and Area 5 is expected to support some 1,600 jobs in industry and commerce by the year 2000.

There are no significant natural areas in Area 5, so that no negative environmental impacts would result from development in this area. Although Area 5 extends some distance south from the city limits, the area's inclusion within the urban growth boundary promotes the efficiency of land use, because the area has little value except for industrial development, and because rights-of-way for arterial roads and rail are already in place. Area 5 best meets factors 3 through 7 of Goal #14 when compared with the other four areas considered for inclusion within the Junction City urban growth boundary.

Land Needs Analysis: High Technology Industrial Lands

The city projects that from 200 to 250 acres of land will be needed for high technology development such as electronic equipment, R & D laboratories, and medical and dental equipment. The acreage estimate is based, in part, on contact with Hewlett-Packard, Inc., which stated that it would need between 200 and 250 acres, and the city should expect a probable labor force of 1,500 people. The following table indicates the city's determination what the uses in the technology land use category will be:

Supply/Demand for High Technology Site

| | |
|--|-----------|
| | 325 acres |
| Less for the following uses: | |
| Supporting Commercial | -10 acres |
| | <hr/> |
| | 315 acres |
| Infrastructure (streets, open space utility easement, flood plain 20% total area | -65 acres |
| | <hr/> |
| | 250 acres |
| Preservation of Oak Grove | -5 acres |
| | <hr/> |
| | 245 acres |

Attachment 17

IN THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

O R D E R N O. 82-11-3-17

) IN THE MATTER OF EXECUTING A JOINT
) AGREEMENT FOR PLANNING COORDINATION
) WITH THE CITY OF JUNCTION CITY

WHEREAS, ORS 190.010 provides that units of local government may enter into agreements for the performance of any or all functions and activities that a party to the AGREEMENT, its officers or agents, have authority to perform; and

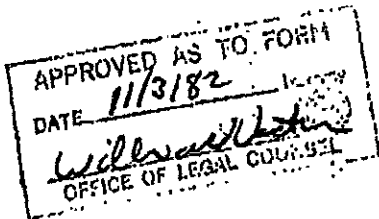
WHEREAS, Statewide Planning Goal #2 (Land Use Planning) requires that opportunities for review and comment on plans and implementation ordinances and other measures be available between affected governmental units, and Statewide Planning Goal #14 (Urbanization) requires establishment of urban growth boundaries around cities and further requires that such establishment be the result of a cooperative process between cities and the county in which they are located and further requires that changes to city urban growth boundaries be the result of a cooperative process between cities and the county; and

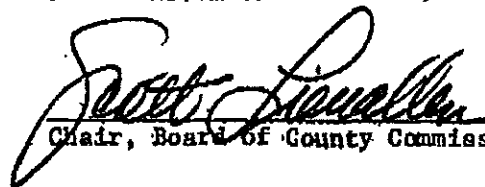
WHEREAS, the rule of the Oregon Land Conservation and Development Commission concerning Compliance Acknowledgment [OAR 660-03-010(2)(c)] requires that each jurisdiction requesting Acknowledgment of Compliance (with Statewide Goals) to include a written statement in its submission setting forth the means of cooperative plan implementation within the urban growth boundary and the means by which the urban growth boundary will be modified;

WHEREAS, the CITY OF JUNCTION CITY and LANE COUNTY wish to diversify and improve the local economy by promoting industrial growth within the comprehensive planning Comprehensive Plan; now therefore it is hereby

ORDERED that the Joint Agreement for Planning Coordination, attached as Exhibit A, shall be executed on behalf of Lane County by the County Administrator.

DATED this 3rd day of November, 1982.




Chair, Board of County Commissioners

In the Matter of Executing a Joint Agreement for Planning Coordination with the City of Junction City.

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JOINT AGREEMENT FOR PLANNING COORDINATION

THIS AGREEMENT is entered into by LANE COUNTY, a political subdivision of the State of Oregon, and by the CITY OF JUNCTION CITY, an incorporated municipality of the State of Oregon.

WHEREAS, ORS 190.010 provides that units of local government may enter into agreements for the performance of any or all functions and activities that a party to the AGREEMENT, its officers or agents, have authority to perform; and

WHEREAS, Statewide Planning Goal #2 (Land Use Planning) requires that opportunities for review and comment on plans and implementation ordinances and other measures be available between affected governmental units, and Statewide Planning Goal #14 (Urbanization) requires establishment of urban growth boundaries around cities and further requires that such establishment be the result of a cooperative process between cities and the county in which they are located and further requires that changes to city urban growth boundaries be the result of a cooperative process between cities and the county; and

WHEREAS, the rule of the Oregon Land Conservation and Development Commission concerning Compliance Acknowledgment [OAR 660-03-010(2)(c)] requires that each jurisdiction requesting Acknowledgment of Compliance (with Statewide Goals) to include a written statement in its submission setting forth the means of cooperative plan implementation within the urban growth boundary and the means by which the urban growth boundary will be modified;

WHEREAS, the CITY OF JUNCTION CITY and LANE COUNTY wish to diversify and improve the local economy by promoting industrial growth within the comprehensive planning area consistent with the industrial policies of the CITY OF JUNCTION CITY Comprehensive Plan.

NOW, THEREFORE, LANE COUNTY and the CITY OF JUNCTION CITY mutually AGREE that following initial city actions to designate a comprehensive planning area and site-specific urban growth boundary, the following process will be used for mutually establishing, amending and implementing the comprehensive planning area, urban service boundary and a comprehensive plan for lands with the urban service boundary.

I. GENERAL COMPREHENSIVE PLAN PROVISIONS

A. Comprehensive Planning Area

In order to promote consistency between the CITY OF JUNCTION CITY's planning needs and LANE COUNTY land use decisions and actions, LANE COUNTY and the CITY OF JUNCTION CITY jointly adopt a comprehensive planning area, the boundaries of which are described by Attachment "A". The purpose of the comprehensive planning area is to identify an area suitable for future industrial expansion.

B. Urban Growth Boundary

The CITY OF JUNCTION CITY urban growth boundary, the boundaries of which are described by Attachment "A", has been identified as urbanizable and is considered to be available over time for urban expansion.

II. INDUSTRIAL SITING REQUIREMENTS FOR THE COMPREHENSIVE PLANNING AREA

A. Consential Agreement to Annexation

The substantial interests of LANE COUNTY and the CITY OF JUNCTION CITY shall be protected through consential agreements to annexation. These agreements shall be required for any industrial development outside of the CITY OF JUNCTION CITY city limits but within the urban growth boundary. The agreements shall contain a covenant requiring the landowner of the industrial development to agree to the following:

1. Annexation at the time specified by the CITY OF JUNCTION CITY.
2. Subsequent sewerage and water service by the CITY OF JUNCTION CITY or, in the alternative, participation in a Local Improvement District (LID) for the provision of sewerage and water service. Subsurface systems must be designed to be hooked up to the CITY OF JUNCTION CITY's sewer system.

The covenant shall run with the land and include the CITY OF JUNCTION CITY and LANE COUNTY as parties to the covenant and successors of interest. LANE COUNTY shall not grant final approval to industrial development for which a consential agreement to annexation is required until a signed agreement approved by the CITY OF JUNCTION CITY is filed with LANE COUNTY.

This portion of the AGREEMENT shall become effective 30 days from the date that LANE COUNTY applies its Industrial-Commercial Urbanizing Combining Zoning District (/ICU) to implement these provisions. No development shall occur in the lands subject to the operation of Section 11.A. of this AGREEMENT prior to the application of the /ICU Combining District except through annexation.

B. Development Plan Required

LANE COUNTY shall require the submission of development plans with proposals for industrial development, subject to Section II.A of this AGREEMENT. The development plan shall be submitted to the CITY OF JUNCTION CITY for review for conformance with the CITY OF JUNCTION CITY Comprehensive Plan and the CITY OF JUNCTION CITY's development regulations, including road standards. All comments by the CITY OF JUNCTION CITY shall be strongly considered in LANE COUNTY's approval of the submitted development plan. In the event that the CITY OF JUNCTION CITY comments include a recommendation of denial of the development plan, LANE COUNTY may approve the development plan only upon finding, on the basis of evidence on the record, that the recommendation is in error.

C. Minimum Land Division Size

Proposals for land divisions to LANE COUNTY below 20 acres in size shall be submitted to the CITY OF JUNCTION CITY for review for conformance with the CITY OF JUNCTION CITY Comprehensive Plan and the CITY OF JUNCTION CITY's development regulations, including road standards. All comments by the CITY OF JUNCTION CITY shall be strongly considered in LANE COUNTY's approval of the submitted development plan. In the recommendation of denial of the partition, LANE COUNTY may approve the

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partition only upon finding, on the basis of evidence on the record, that the recommendation is in error.

III. PROCESS FOR MANAGEMENT AND IMPLEMENTATION

A. LANE COUNTY Will:

1. Provide the CITY OF JUNCTION CITY with the opportunity to review and comment on matters proposed within or by LANE COUNTY which fall within or will clearly affect lands or facilities or services within the urban growth boundary and comprehensive planning area (as designated on Attachment "A" to this AGREEMENT) and on "Area of Interest" (as designated on Attachment "B" to this AGREEMENT) which may be a part of or have an impact on the CITY OF JUNCTION CITY, prior to LANE COUNTY taking action on the matter. Such matters include:
 - a. Comprehensive plans and functional plans and amendments thereto, including the designation of or proposed changes to the city's urban growth boundary and/or proposed changes in land use designations or improvements within the urban growth boundary but outside city limits.
 - b. Proposed new or revised planning implementation ordinances and/or measures, including but not limited to zoning and subdivision ordinances, special permit requirements and large area zoning or rezoning proposals.
 - c. Applications for individual land use control considerations, including the following:
 - (1) Rezoning;
 - (2) Conditional Use Permits;
 - (3) Partitions and Subdivisions;
 - (4) Planned Unit Developments;
 - (5) New Development Centers;
 - (6) Site Reviews;
 - (7) Industrial Development Permits;
 - (8) Special Use Reviews.
 - d. Proposed public improvement projects, including but not limited to:
 - (1) Construction of or changes to water distribution and sewage systems;
 - (2) Park facilities;
 - (3) County structures and buildings.

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- e. Proposed special purpose service districts under County authority.
 - f. Other similar or related matters of mutual concern.
2. Retain the right to make the final land use decision concerning all property outside the city limits of the City of Junction City.
- B. The CITY OF JUNCTION CITY Will:
- 1. Provide LANE COUNTY with the opportunity to review and comment on matters proposed within (or within the portion of the city designated in Attachment "A" of this AGREEMENT) or by the CITY OF JUNCTION CITY which may affect lands or facilities or services outside the city limits of the CITY OF JUNCTION CITY or which may otherwise have a County interest, prior to the city taking action on the matters. Such matters include:
 - a. Comprehensive and functional plans and amendments thereto, including the designation of or proposed changes to the city's urban growth boundary and/or proposed changes in land use designations or improvements with the urban growth boundary;
 - b. Proposed new or revised planning implementation ordinances and/or measures, including but not limited to zoning and subdivision ordinances, special permit requirements and large area zoning or rezoning proposals;
 - c. Annexation to the city;
 - d. Applications for individual land use control considerations which may occur within the city limits, which in the opinion of Junction City, may have a potential impact or affect on lands, services or facilities outside the city limits but within the city urban growth boundary, including the following:
 - (1) Rezonings;
 - (2) Conditional Use Permits;
 - (3) Partitions and Subdivisions;
 - (4) Planned Unit Developments;
 - (5) Urban Renewal.
 - e. Proposed public improvement projects within the city limits, which in the opinion of the city may have a potential impact or effect on lands, services or facilities outside the city limits but within the city urban growth boundary:
 - (1) Construction of or major changes to water distribution and sewage systems;
 - (2) Recreational facilities;

(3) City structures and buildings.

f. Other similar or related matters of mutual concern.

C. The following PROCEDURES will be followed by both LANE COUNTY and the CITY OF JUNCTION CITY in fulfilling the letter of this AGREEMENT. The party to whom or by whom the action is proposed is referred to as the originating party. The party receiving the action for review is referred to as the responding party.

1. The originating party shall submit a copy of the proposal to the other party at the earliest opportunity but no less than 20 days* prior to the first scheduled official action on the proposal.
2. The responding party may respond at its discretion. Comments returned to the originating party shall be in written form and shall be considered the "official" position of the responding party unless otherwise designated. Oral amendments to the response may also be made at the time action is taken. If the responding party takes no action prior to hearing, it will be considered that there is no objection to the proposal; however, this shall not preclude rights of appeal as provided by law.
3. Comments received by the originating party shall be given careful consideration as a part of the public record on the proposed action.
4. If the originating party takes action on a proposal, and the action is contrary to the stated position of the responding party, the originating party shall notify, in writing, the responding party of the action and the reasons for it. If the action of the originating party is taken by a person or body with authority delegated by the governing body of the originating party, and such action is appealable to that governing body, the responding party shall be so informed. The responding party may then notify the originating party of a Disagreement concerning the matter. Such notice shall be written and shall be submitted as specified in the ordinances and rules of the originating party for such appeals and reviews (see Attachment "C" of this AGREEMENT for current appeal time periods).

The Notice of Disagreement shall be considered an official appeal to the action, and the conflict-resolution process shall be conducted within the originating jurisdiction's appeal or other decision-making review process. Nothing in this section shall prevent the originating jurisdiction from making a tentative decision and thereby allowing for further response and/or mutual discussion prior to the taking of any formal action by that level of authority.

* Time interval may, by mutual agreement, be adjusted to meet the administrative needs of both parties.

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5. If the Disagreement cannot be resolved within a reasonable period of time ("reasonable" being recognized as variable depending on the nature of the proposal), as agreed upon by both parties, then the originating party may conclude its official action on the matter.
- D. This AGREEMENT may be amended, by written application, from one party to the other and written concurrence by the responding party. Proposed amendments may originate from governing bodies or from recommendations made to and approved by governing bodies coming from their respective Planning Commissions. Amendments shall be ratified by each governing body or delegated signatory and be made part of this AGREEMENT.
- E. The parties shall jointly review this AGREEMENT at least every five years to evaluate the effectiveness of the administration of the processes set forth herein and to make any necessary amendments.
- F. This AGREEMENT shall repeal and replace the Joint Agreement for Planning Coordination adopted by Junction City and Lane County, executed respectively on March 28, 1980 and April 9, 1980.
- G. This AGREEMENT commences on 11/4/82 and terminates on 11/4/87, except that this AGREEMENT will automatically renew every year unless terminated by one party, giving the other 30-day written notice of termination prior to the annual review date.

IN WITNESS WHEREOF, the parties have executed this AGREEMENT on the date set opposite their signatures.

BOARD OF COUNTY COMMISSIONERS OF
LANE COUNTY, OREGON

11-3-82
DATE

BY: Margaret M. Mahoney
GENERAL ADMINISTRATIVE OFFICER (I)

CITY OF JUNCTION CITY, OREGON

11-4-82
DATE

BY: [Signature]

GD:bp/CDTA5

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designated "Agriculture" on Subarea Plan

Area Within City Limits but Removed from Urban Growth Boundary

In UGB

TECHNOLOGY

PUBLIC

PUBLIC

Old Urban Growth Boundary Line (where different from new one)

Area Within City Limits but Removed from Urban Growth Boundary

Area no longer in City UGB - to be designated "Agriculture" on Subarea Plan

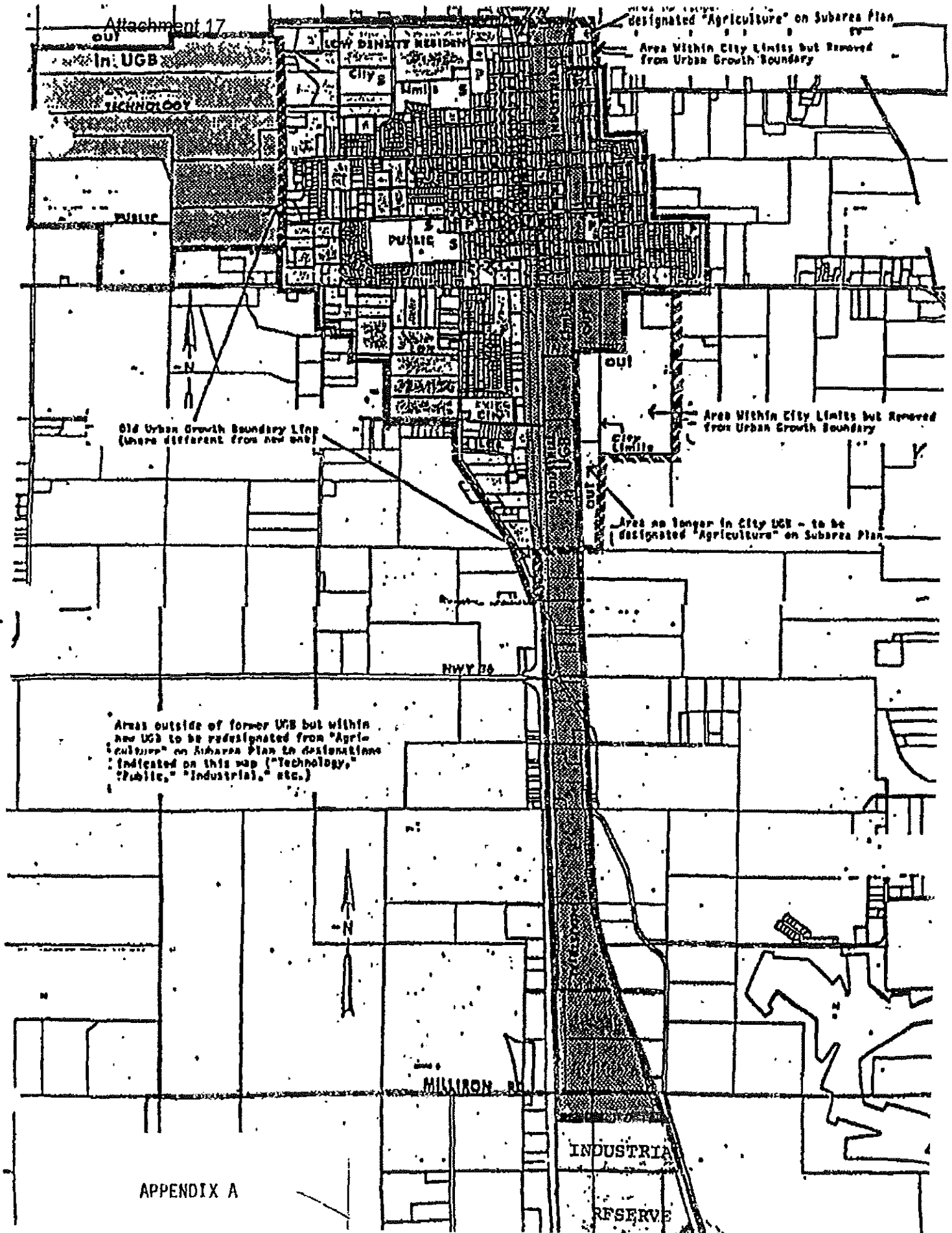
HWY 36

Areas outside of former UGB but within new UGB to be redesignated from "Agriculture" on Subarea Plan to designations indicated on this map ("Technology," "Public," "Industrial," etc.)

MILLIRON R.

INDUSTRIAL

RESERVE



Appendix C

APPEALS TIME SCHEDULE (PERIOD OF TIME FOR FILING OF NOTIFICATION OF DISAGREEMENT)

I. Junction City's Appeal Time for Matters Originated by Lane County.

- A. Prior to hearing by the Board of Commissioners for Comprehensive Plans, Areawide Zonings, and Areawide Rezoning recommended for approval by the Planning Commission.
- B. Within 10 days of the Planning Commission's decision for unzoned area development permits and for Comprehensive Plans, Zonings, Rezoning, not recommended for approval by the Commission.
- C. Within 10 days of the issuance of findings by the Hearings Official for Conditional Use Permits, temporary permits, and special exceptions.
- D. Within 10 days of the decision by the Planning Director for variances, site reviews, partitions, and subdivisions.

II. Lane County's Appeal Time for Matters Originated by Junction City.

- A. The County must file its objections to the recommendations of the City's Planning Commission concerning comprehensive plan changes, zoning, rezoning, conditional use permits, variances, temporary permits, and special exceptions prior to the City Council's hearing upon the commission's recommendation.
- B. The County must file its appeal from the City Planning Commission's decision concerning partitions and subdivisions within 10 days after the commission's written decision has been filed with the City.

Junction City Area of Interest

