

Chapter 3: Land Use Element

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I. Introduction

This chapter and Chapter 4 (Economic Element) were updated in 2009 to remove outdated and extraneous information and to incorporate new and relevant information and policy.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 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	Multi-Family Residential	R3
		Multi-Structural Residential	R4
Commercial/Residential	CR	Commercial/Residential	CR
Business Park*	BP	Business Park	BP
Commercial	C	Central Commercial	C2
		General Commercial	GC
Industrial	I	Light Industrial	M1
		Heavy Industrial	M2
Open Space/Wetlands*	OS/W	Base Zone	
		Stream Corridor Wetland Overlay District*	SCWD
Public	PL	Public Land	PL

Based on the 2009 Economic Opportunities Analysis, the City adopted a new Business Park plan designation and zoning district to replace the old "Professional Technical" plan designation and zoning district established in 1982.

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:

- Functional plans (such as the Transportation System Plan, Public Facilities Plan, and Refinement Plans); and
- Background documents (such as the City's population projection, Economic Opportunities Analysis, Housing Needs Analysis, Local Wetlands Inventory and Buildable Lands 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 decisions.

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.

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

A. Housing Types

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.

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.

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 X.

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 suitable¹ 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 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.

¹ 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.

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	11

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. And 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.

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	<u>133.25</u>	<u>22.01</u>	<u>10.00</u>
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

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.

B. Commercial Land Uses

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.

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 X~~ of this plan detail existing and past

Chapter 4: Economic Development Element

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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.

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

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

I. 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 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.

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

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.** 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 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.** Population growth and development of the State prison and hospital will drive development of retail 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.

D. Employment Site Needs

Junction City's economic development strategy includes 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. Needed employment sites by site size and employment category, Junction City, 2009 to 2029

Source: ECONorthwest

E. Employment Land Need and Supply Comparison (2009)

Table 4.3 shows that Junction City has about 810 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.

Table 4.3 Acres by 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

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.

However, as of June 2009 there is an unmet need for government and public facility uses:

- **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.

II. 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". 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.
- 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 that approximately one-third of the City's employment land supply has wetland constraints and address this issue through the Goal 5 process upon completion of the Local Wetlands Inventory.
- 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 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 needs.

Policies

- 4.2.1 Provide large sites 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 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.
- 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 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 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: 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:

- 4.4.1 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.
- 4.4.2 Coordinate capital improvement planning with land use and transportation planning to coincide with the City's Economic Development Strategy.
- 4.4.3 Make use of public-private development agreements to ensure cost recovery prior to financing public improvements.
- 4.4.4 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.
- 4.4.5 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.
- 4.4.6 Consider the use of urban renewal funding and local improvement districts to fund public improvements where appropriate.

Objective 4.5: 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

- 4.5.1 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.
- 4.5.2 Work with Lane Community College to develop workforce training programs for potential employees of the State Prison and Hospital.

- 4.5.3 Encourage development of services to support the facilities and workers are the facilities, such as social service agencies, financial firms, or retail stores.

Objective 4.6: Encourage employers to locate in downtown Junction City, when appropriate.

Continue to encourage residential and commercial redevelopment in downtown. 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.
- 4.6.2 Encourage development of housing in downtown through the use of the Revolving Loan Fund.
- 4.6.3 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. 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
- 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 4.7: Support and assist existing businesses in Junction City.

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

Policies:

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

- 4.7.2 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.
- 4.7.3 Continue to provide support for local businesses and industry, such as the City's Revolving Loan Fund and Community Development Fund.
- 4.7.4 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.
- 4.7.5 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 4.8: 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

- 4.8.1 Work collaboratively with the Chamber of Commerce and community groups, such as Energize Junction City, to attract desirable businesses.
- 4.8.2 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 4.9: 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

- 4.9.1 Provide the services, infrastructure, and land needed to attract businesses within regional industry clusters, to increase connectivity among businesses.
- 4.9.2 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.
- 4.9.3 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.
- 4.9.4 Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.
- 4.9.5 Promote development of support businesses for business clusters, such as specialized suppliers, restaurants, financial institutions and other services.
- 4.9.6 Adopt a Business Park zone to accommodate light industrial and service commercial uses in a master planned setting.
- 4.9.7 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 4.10: 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

- 4.10.1 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.

- 4.10.2 Encourage the development of businesses that support the arts, such as galleries and performing arts centers.
- 4.10.3 Build off of existing events, such as the Scandinavian Festival and Oregon Country Trials, and support development of new events to attract visitors to the City.
- 4.10.4 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.

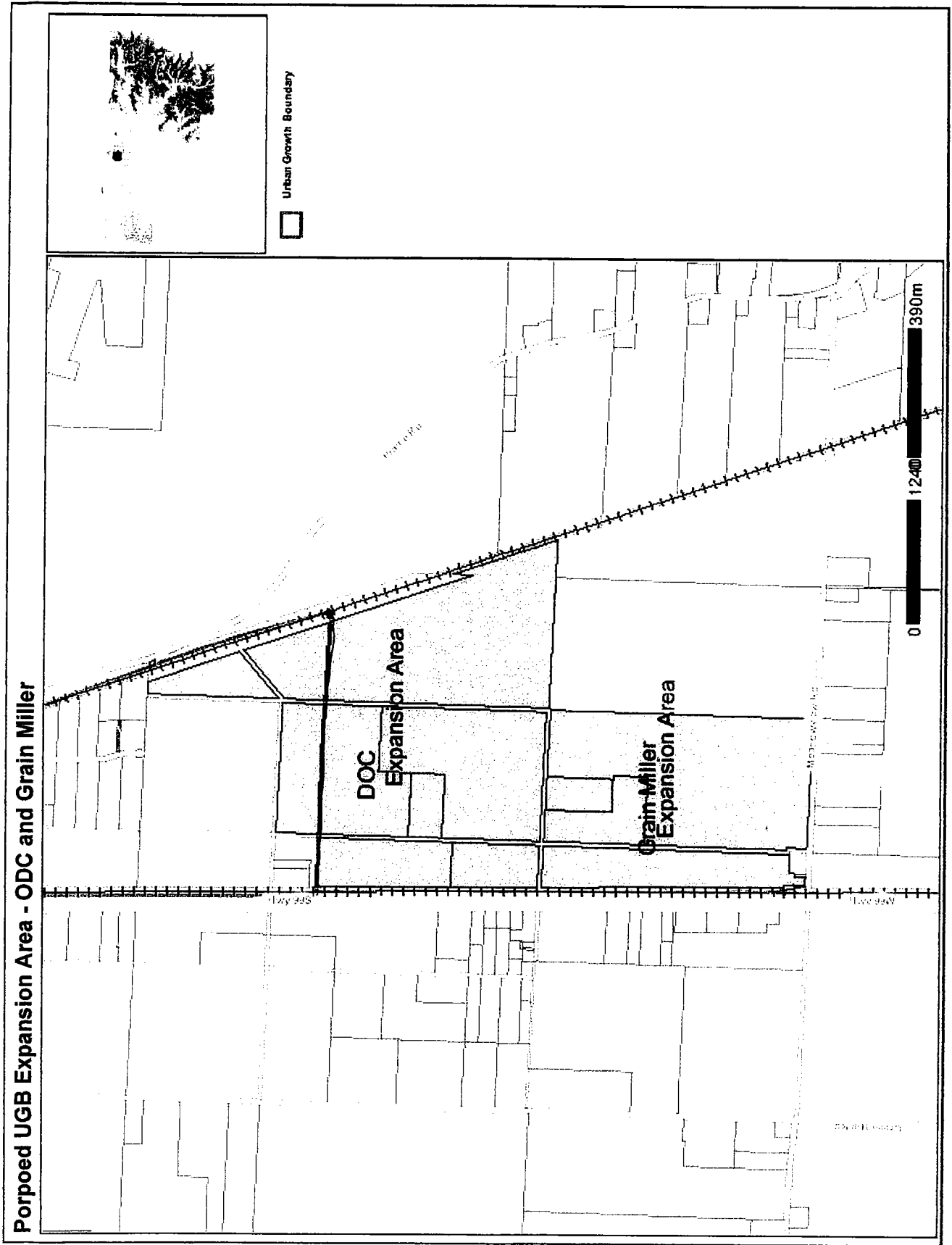
Objective 4.11: Recruit businesses that pay higher than average wages for the region.

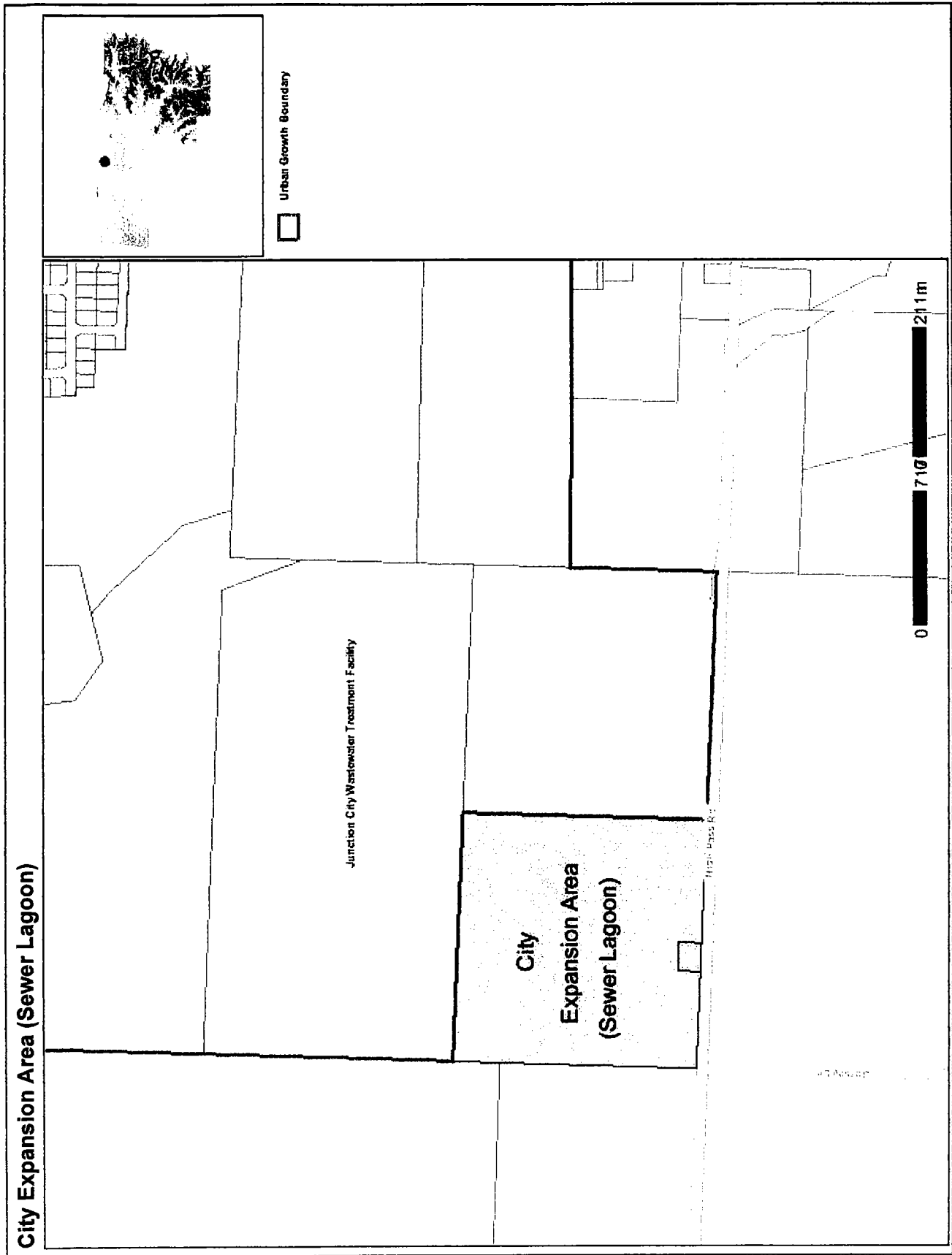
Maintaining and creating high-wage jobs is important for the development of Junction City's economy. Economic development recruitment efforts the City engages in should target high-wage jobs.

Policies

- 4.11.1 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) benefits such as health insurance, especially for part-time employees; and/or (c) job advancement or ownership opportunities.
- 4.11.2 Work with local agencies to meet workforce needs such as: training and education, job advancement, or local expansion of businesses that are less subject to boom and bust cycles.
- 4.11.3 Coordinate with community economic development organizations to develop a coherent and effective marketing program.

Exhibit A.1





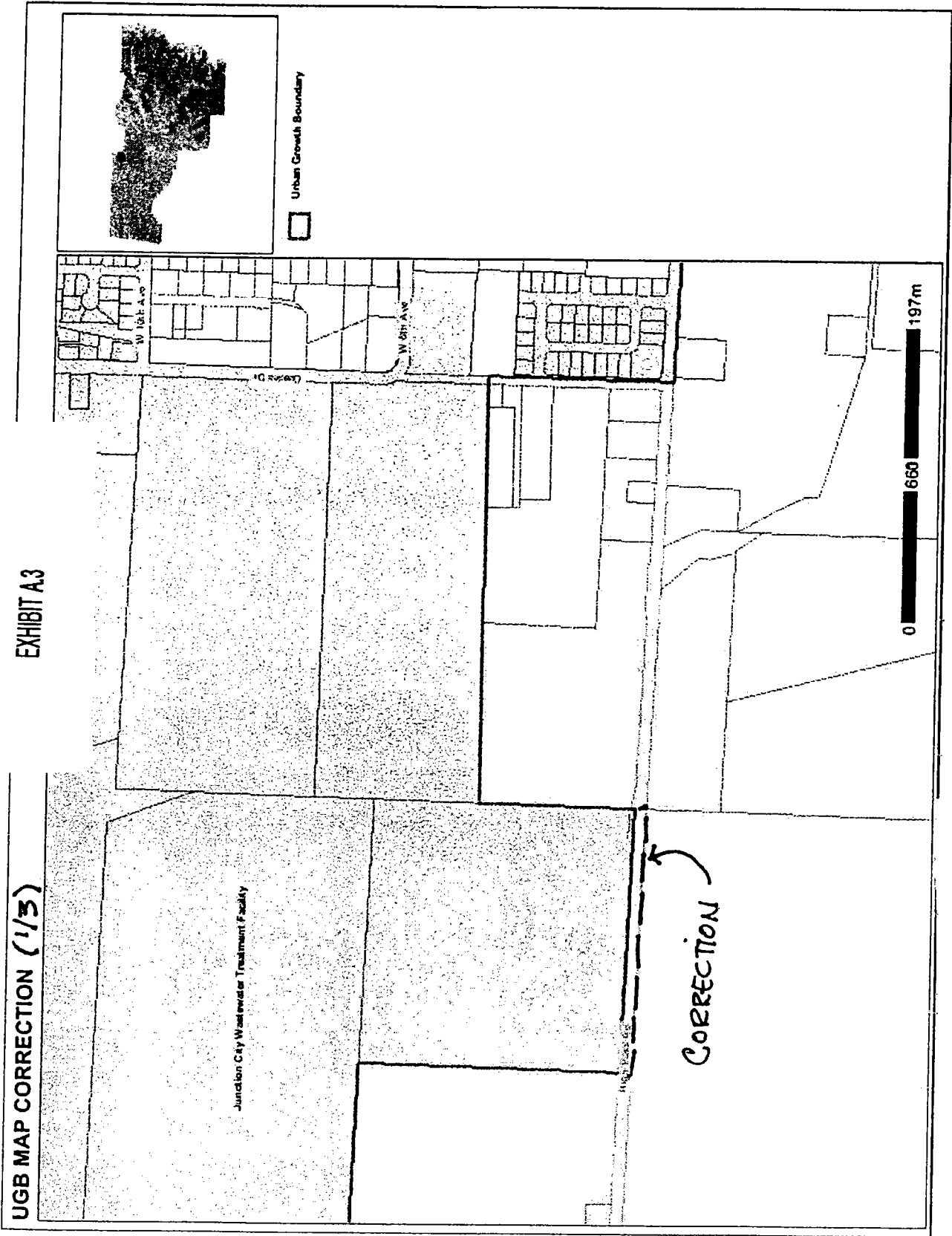
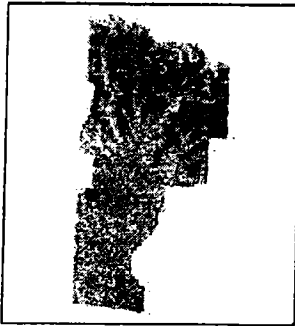
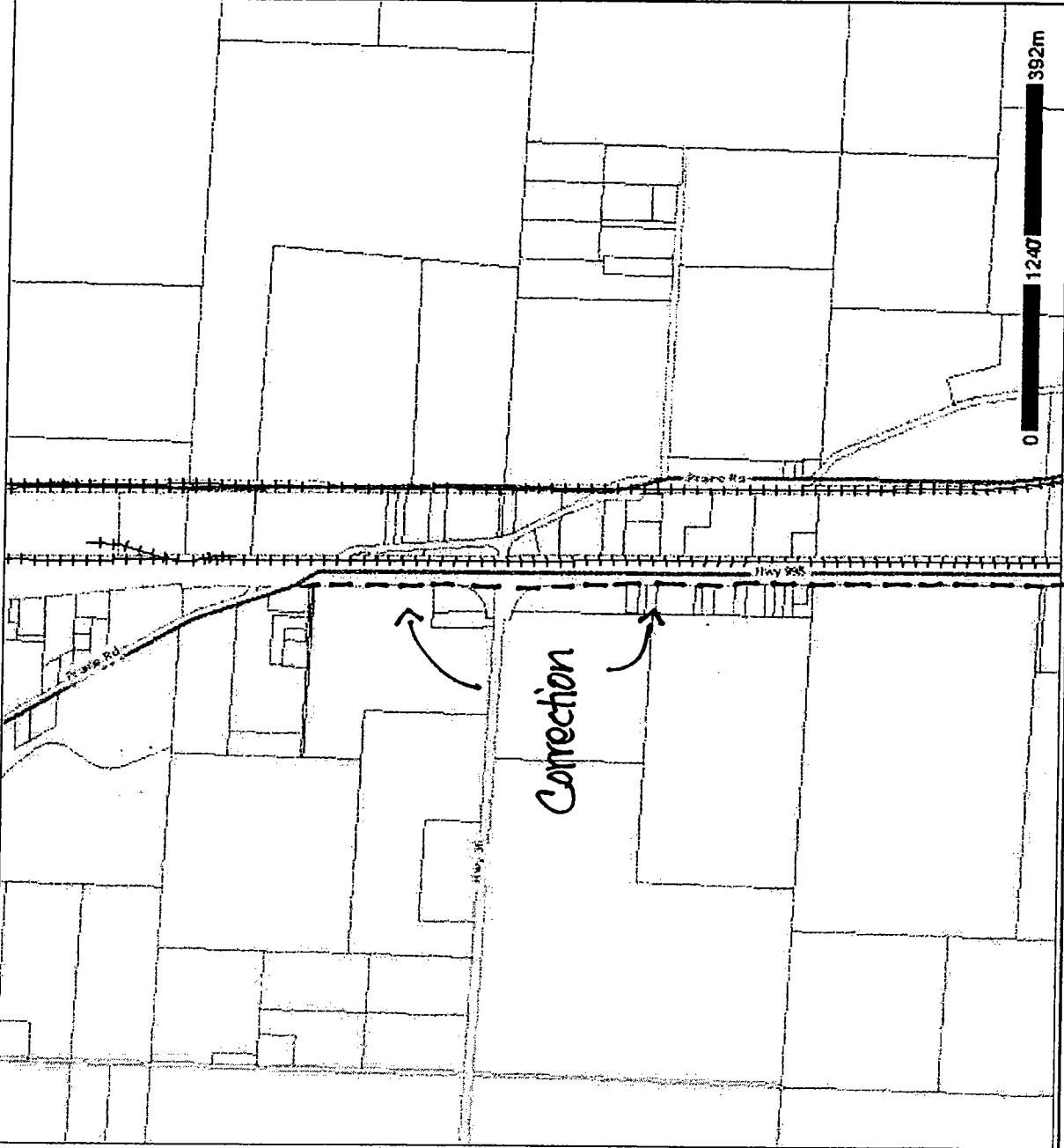


EXHIBIT A4

UGB MAP CORRECTION (2/3)



Urban Growth Boundary



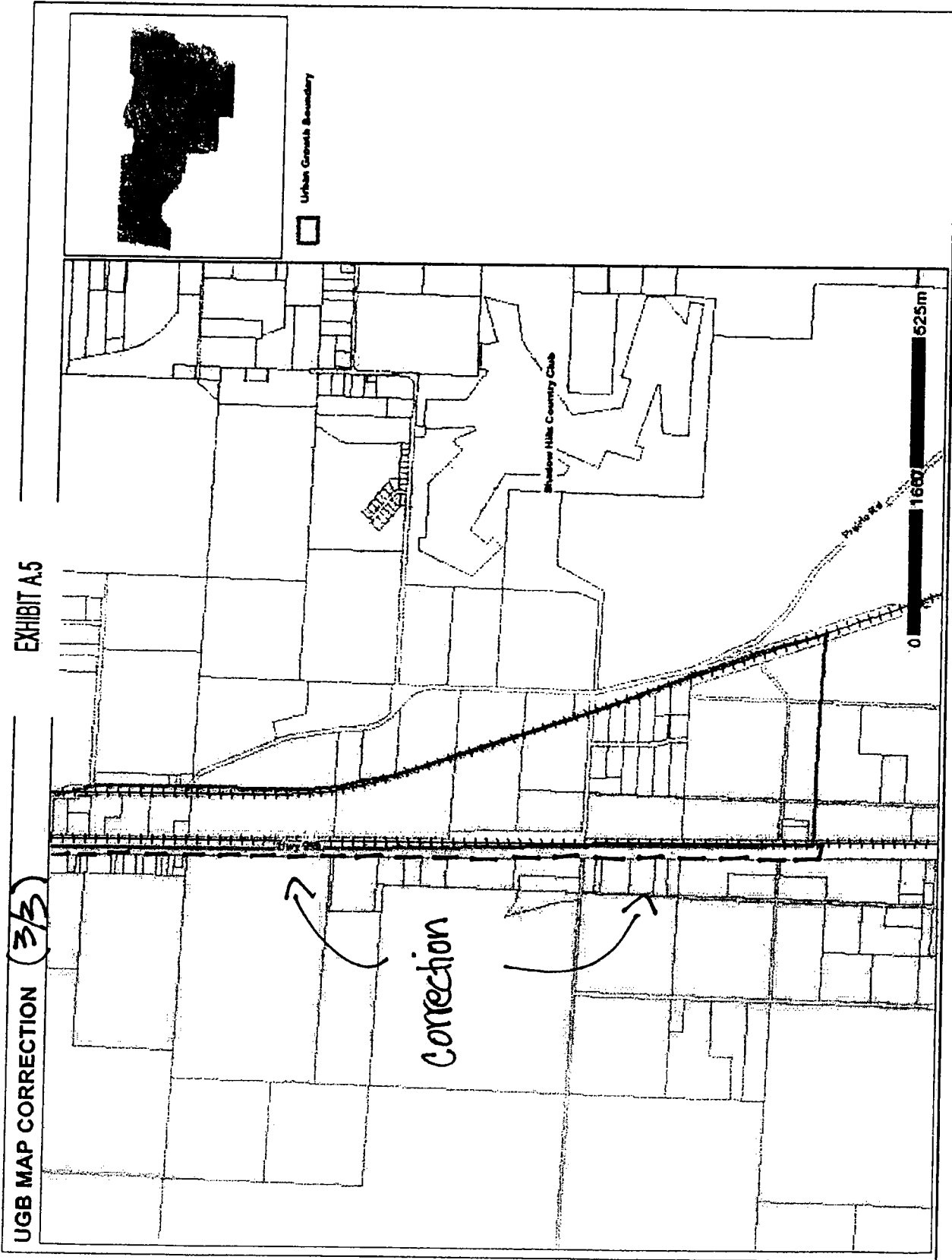
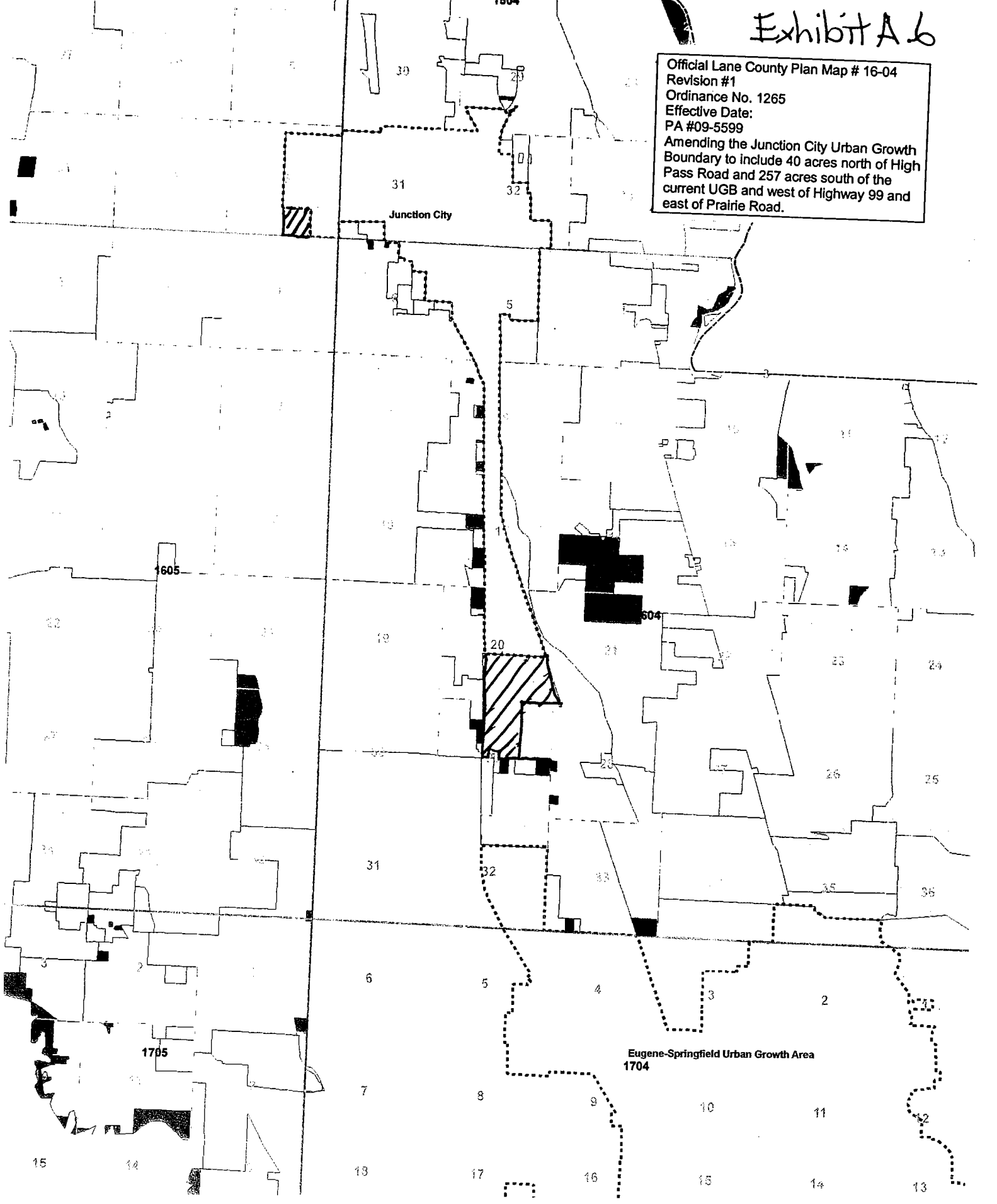


Exhibit A 6

Official Lane County Plan Map # 16-04
Revision #1
Ordinance No. 1265
Effective Date:
PA #09-5599
Amending the Junction City Urban Growth
Boundary to include 40 acres north of High
Pass Road and 257 acres south of the
current UGB and west of Highway 99 and
east of Prairie Road.



1605

604

1705

Eugene-Springfield Urban Growth Area
1704

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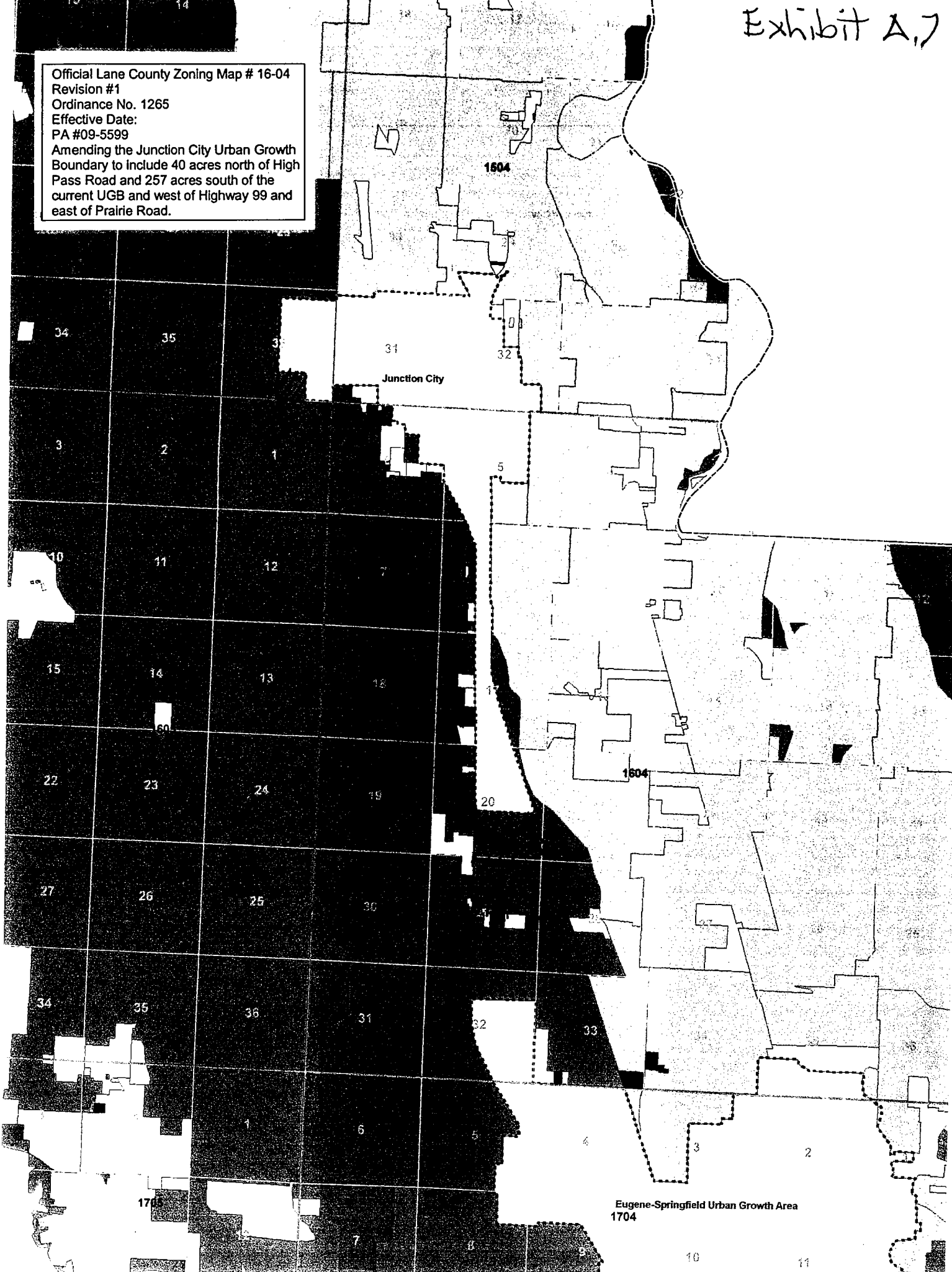
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Official Lane County Zoning Map # 16-04
Revision #1
Ordinance No. 1265
Effective Date:
PA #09-5599
Amending the Junction City Urban Growth
Boundary to include 40 acres north of High
Pass Road and 257 acres south of the
current UGB and west of Highway 99 and
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Eugene-Springfield Urban Growth Area
1704