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.

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

Building Type	2009 Employment	2009 % of Total	2029 Employment	2029 % of Total	Change 2009 to 2029
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**

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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.~~

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

Building Type	Site Size (acres) Less than 1	1 to 2	2 to 5	5 to 10	10 to 20	20 to 50	Greater than 50	Total Sites
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) Less than 1	1 to 2	2 to 5	5 to 10	10 to 20	20 to 50	Greater than 50	Total Sites
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 ~~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.~~335 vacant acres, about 251 acres are vacant suitable land.

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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	Vacant 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	Vacant Land: 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.**

~~II.~~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-busineses (e.g., wine tasking 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.

~~4.4.2~~4.5.2 Coordinate capital improvement planning with land use and transportation planning to coincide with the City's Economic Development Strategy.

~~4.4.3~~4.5.3 Make use of public-private development agreements to ensure cost recovery prior to financing public improvements.

~~4.4.4~~4.5.4 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.

~~4.4.5~~4.5.5 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 ~~4.5~~6: 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 theand 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 ~~4.7~~8: 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~~4.8.1 Develop and implement an outreach strategy to determine how the City can assist existing businesses.

~~4.7.2~~4.8.2 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.

~~4.7.3~~4.8.3 Continue to provide support for local businesses and industry, such as the City's Revolving Loan Fund and Community Development Fund.

~~4.7.4~~4.8.4 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.

~~4.7.5~~4.8.5 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 ~~4.8~~9: 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~~4.9.1 Work collaboratively with the Chamber of Commerce and community groups, such as Energize Junction City, to attract desirable businesses.

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~~4.8.2~~4.9.2 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 ~~4.9~~10: 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~~4.10.1 Provide the services, infrastructure, and land needed to attract businesses within regional industry clusters, to increase connectivity among businesses.

~~4.9.2~~4.10.2 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.

~~4.9.3~~4.10.3 Encourage development of the value-added agri-business cluster that ~~depends~~depend 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~~4.10.4 Designate land for industrial/technology/business parks to provide opportunities for development of business clusters for related or complementary businesses.

~~4.9.5~~4.10.5 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 ~~4.10~~11: 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.

~~4.10.1~~4.11.2 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.

~~4.10.2~~4.11.3 Encourage the development of businesses that support the arts, such as galleries and a performing arts ~~centers~~center.

~~4.10.3~~4.11.4 ~~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.

~~4.10.4~~4.11.5 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 ~~4.11~~12: 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

~~4.11.1~~4.12.1 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 (~~c~~d) job advancement or ownership opportunities.

~~4.11.2~~4.12.2 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 designguidelines.

~~4.11.3~~4.13.1 Establish development standards that promote attractive commercial areas and reflect the distinctive role of each area.

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