

Chapter 3: Land Use Element

I. Introduction

This chapter and Chapter 4 (Economic Element) were updated in ~~2009~~ 2014 to remove outdated, ~~repetitive~~ and extraneous information and to incorporate new and relevant information and policy.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

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

II. Comprehensive Plan Map Designations and Implementing Zoning Districts

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

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

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

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

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

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

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

III. Comprehensive Plan Organization

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

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

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

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

A. Oversight by the Land Conservation and Development Commission

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

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

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

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

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

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

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

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

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

~~C. Anticipated Housing Needs Analysis~~

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

IV. Annexation Objectives and Policies

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

A. Contiguous Annexation Policy

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

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

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

V. Land Use Patterns in 1980 Urbanization

A. Housing Types General

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

B. Residential Land Use

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

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 III.

2. Availability of sites

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

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

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

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

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

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

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

~~**A. Housing Types**~~

~~**1. Single family dwellings**~~

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

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

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

Cost Factor	Percent of Total Cost
Land and site improvements	26-30
Materials	28
Labor	19
Financing-Administration	12
Investment return	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.~~

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- 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

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

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

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

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

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

BC. Commercial Land Uses

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2. 2009 Economic Opportunities Analysis

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

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

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

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

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

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

3. Public Utility Extension Policies

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

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

As an implementing measure:

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

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

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

a. Wastewater disposal

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

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

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

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

b. Water service and capacity for industrial use

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

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

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

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

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

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

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

IV. Population Growth Projections

A. Junction City UGB

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

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

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

~~The revised Year 2020 population projection of 8,130 represents an average annual growth rate of 1.9%. This projection was derived from the draft *Junction City Transportation Systems Plan*, which has been coordinated with Lane County Growth Trends within Lane County. Considerable growth has taken place in Oregon's small towns whose 1970 economy was oriented toward manufacturing industries, but nevertheless possessed some economic diversification, and which are located near a major urban center. Many factors have been cited in national studies as being related to the urban to rural population shift.~~

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

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

B. Growth Rate Goals and Policies

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

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

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