JUNCTION CITY RESIDENTIAL BUILDABLE LANDS INVENTORY

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

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

FRAMEWORK FOR THE RESIDENTIAL BUILDABLE LANDS INVENTORY

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

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

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

Junction City Comprehensive Plan Designations

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

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

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

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

- *Vacant Land*. This category includes parcels with no structures or with structures with a value of less than $1,000.

- *Partially Vacant Land*. This category includes parcels with a single-family dwelling that are 0.5 acre or larger. In some instances individual tax lots meeting these criteria were classified as developed because the location of the dwelling precludes land division, e.g. structure built on top of property line. This reclassification only occurred on some lots between 0.5 and 0.75 acre.

- *Developed Land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

- *Master Planned Land.* Land in an approved master plan area. This includes land in "The Reserve" development that is not yet platted.

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

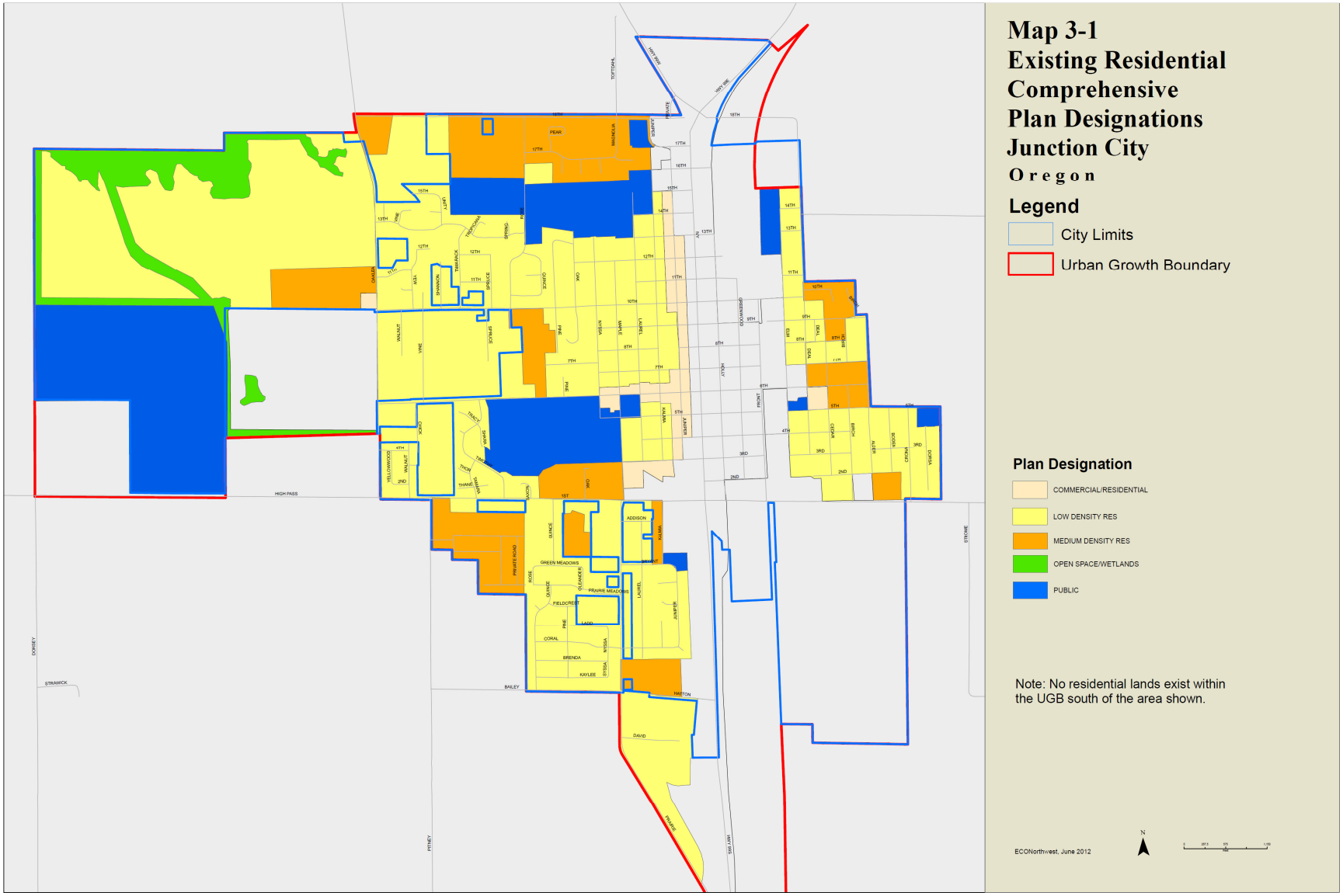
The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Junction City UGB. Public and semi-public lands are generally considered unavailable for development. Map 1 shows *residential* lands by existing plan designation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

Table 1. Relationship between residential plan designations and zoning

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

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

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



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

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

- **Redesignation of the Oaklea site from Professional-Technical to LDR/MDR**. The Oaklea site is 85 acres in area, with about 15 acres in regulated wetlands. This leaves 70 buildable acres. Housing Policy 6 of the housing chapter establishes a standard for the amount of land on the site used for LDR/MDR uses and a master planning requirement.[2]

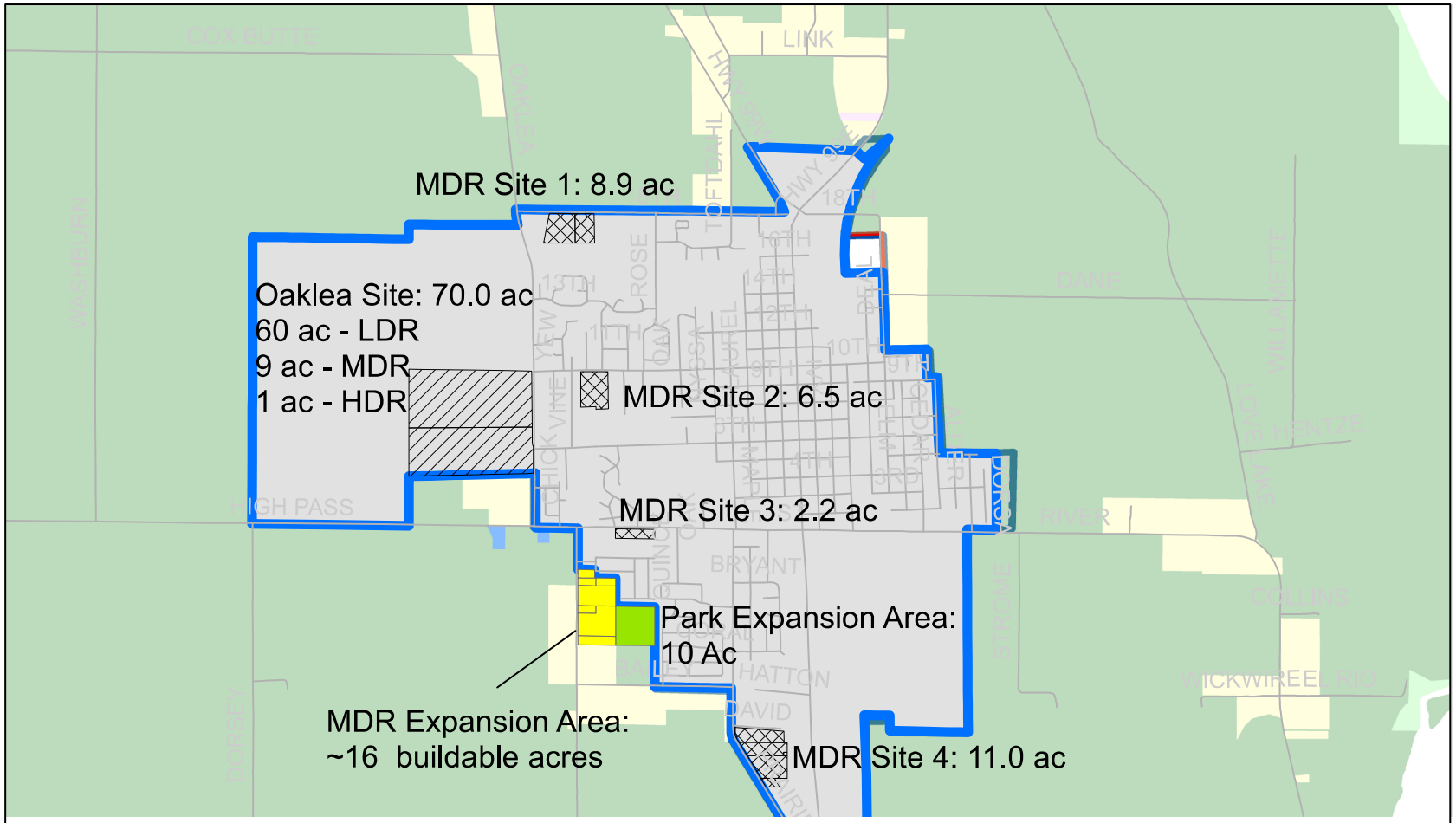
- **Redesignation of 32 acres of LDR land to MDR**. This measure is intended to meet an identified deficit of MDR in locations that are in close proximity to transportation corridors and services. The land is in four separate sites (9 individual tax lots) with about 31 buildable acres.

- **Creation of a High Density Residential Plan Designation**. Junction City currently has two zoning districts that allow high density housing (R-3 and R-4), but it does not have a high-density residential plan designation. The City will create a new high density residential plan designation and apply it as summarized in Table 1 and Map 3.

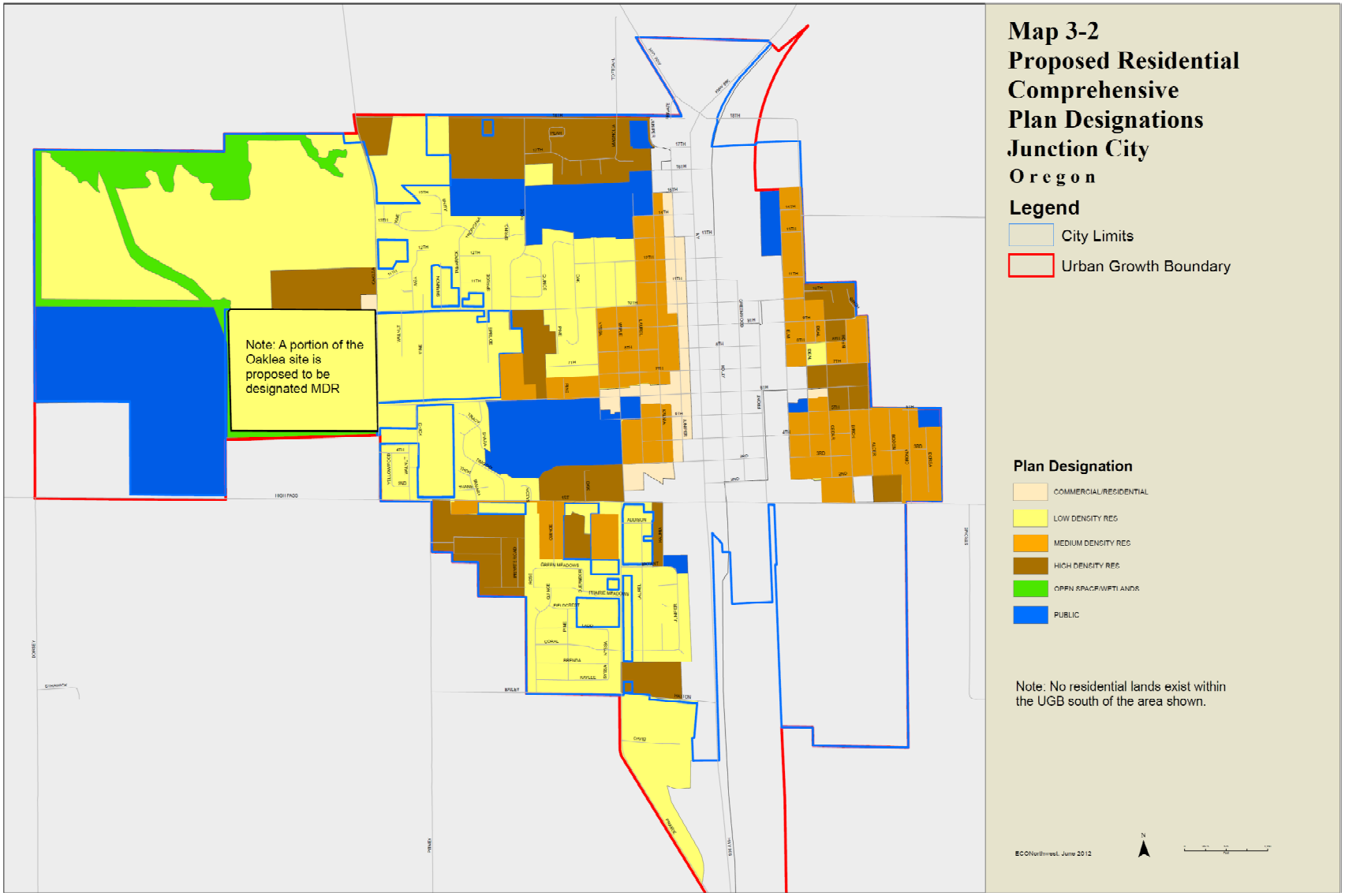
The inventory results that follow are based on the proposed plan amendments show in Map 2.

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

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



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



RESULTS

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

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

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

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

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

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

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

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

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

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

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

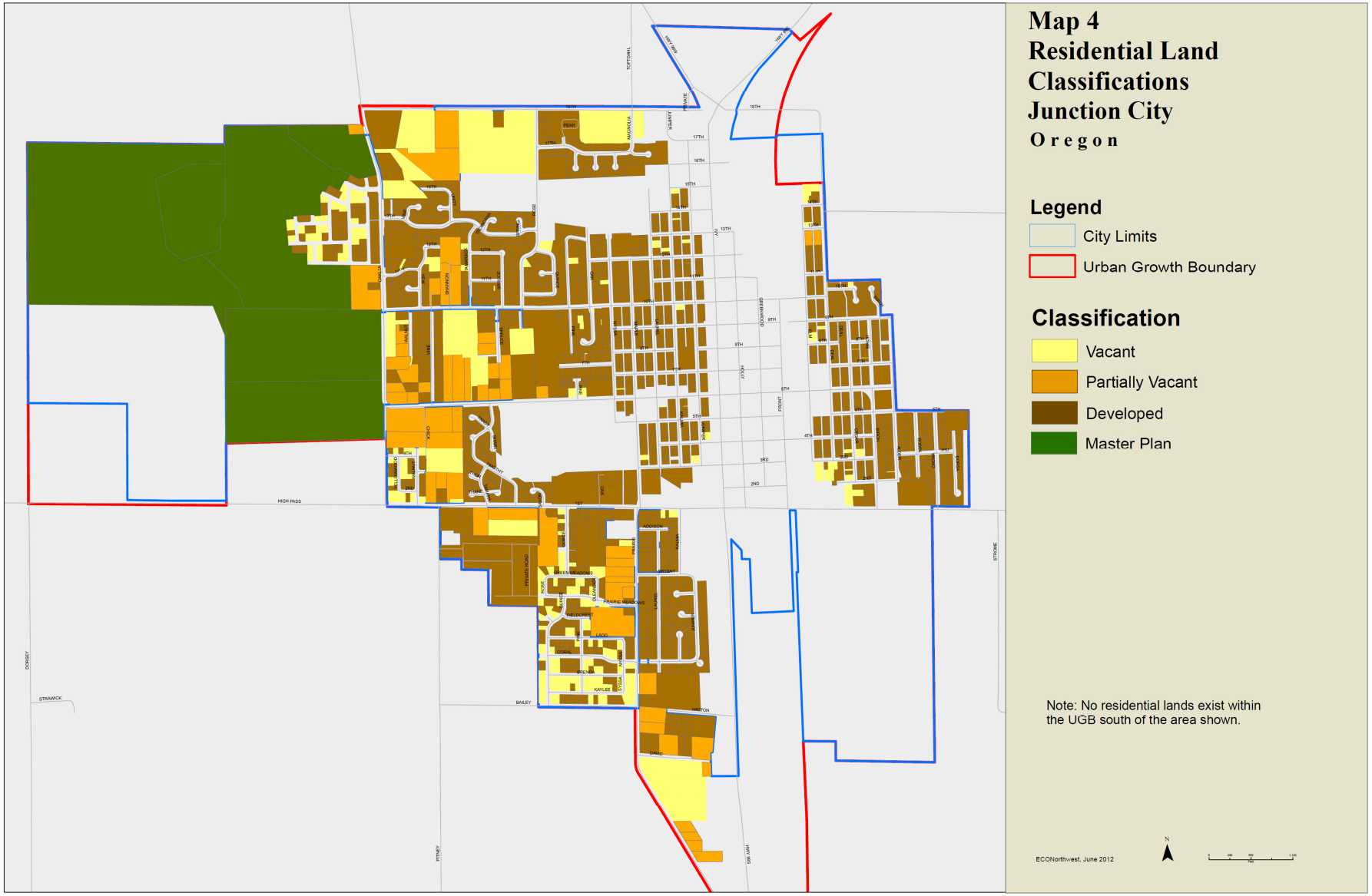
Table 3. Total residential acres by classification, Junction City UGB, 2010

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

Source: City of Junction City data; analysis by ECONorthwest

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

Map 4. Residential Land by Classification, Junction City UGB



Vacant buildable land

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

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

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

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

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

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

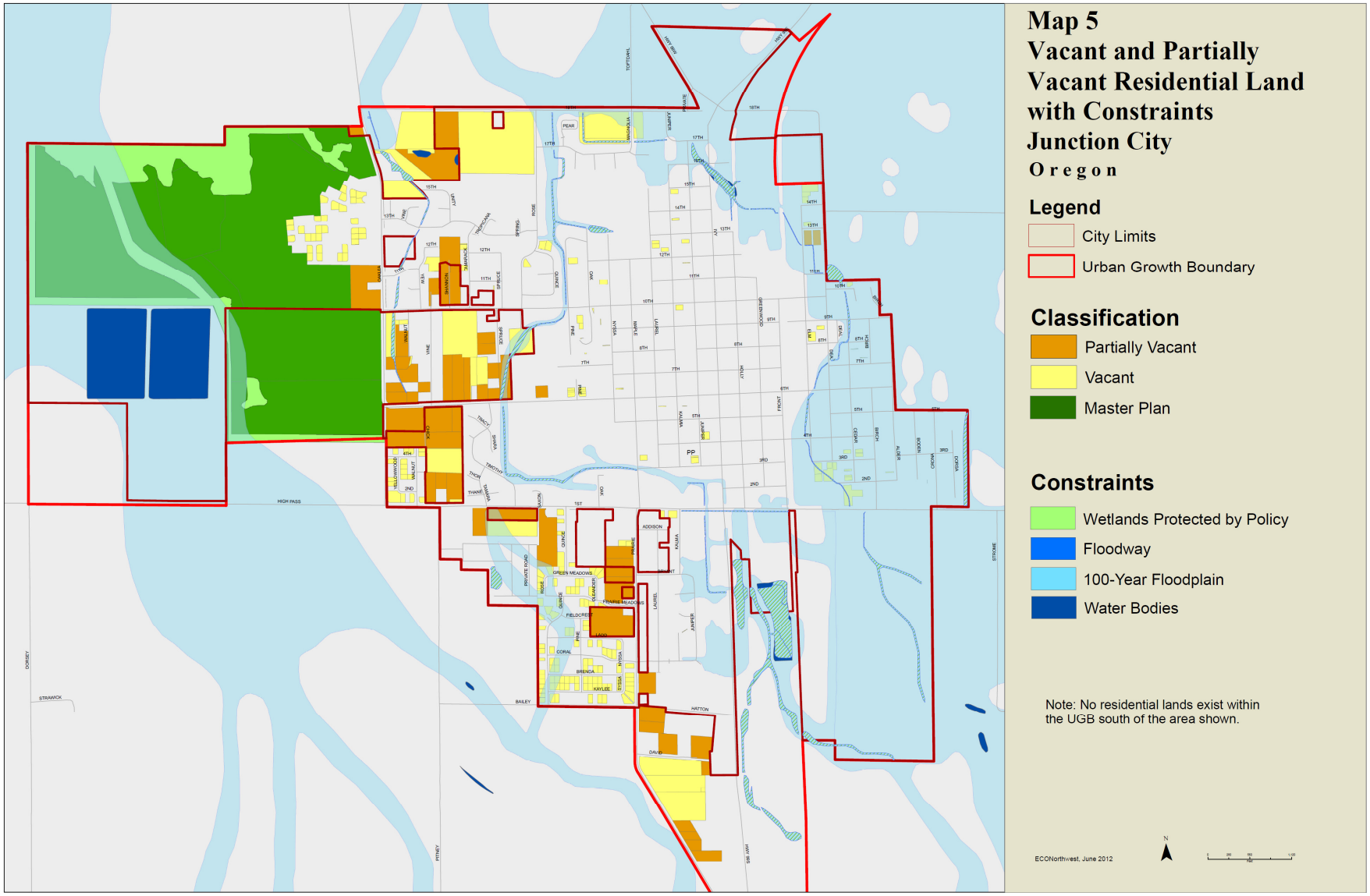
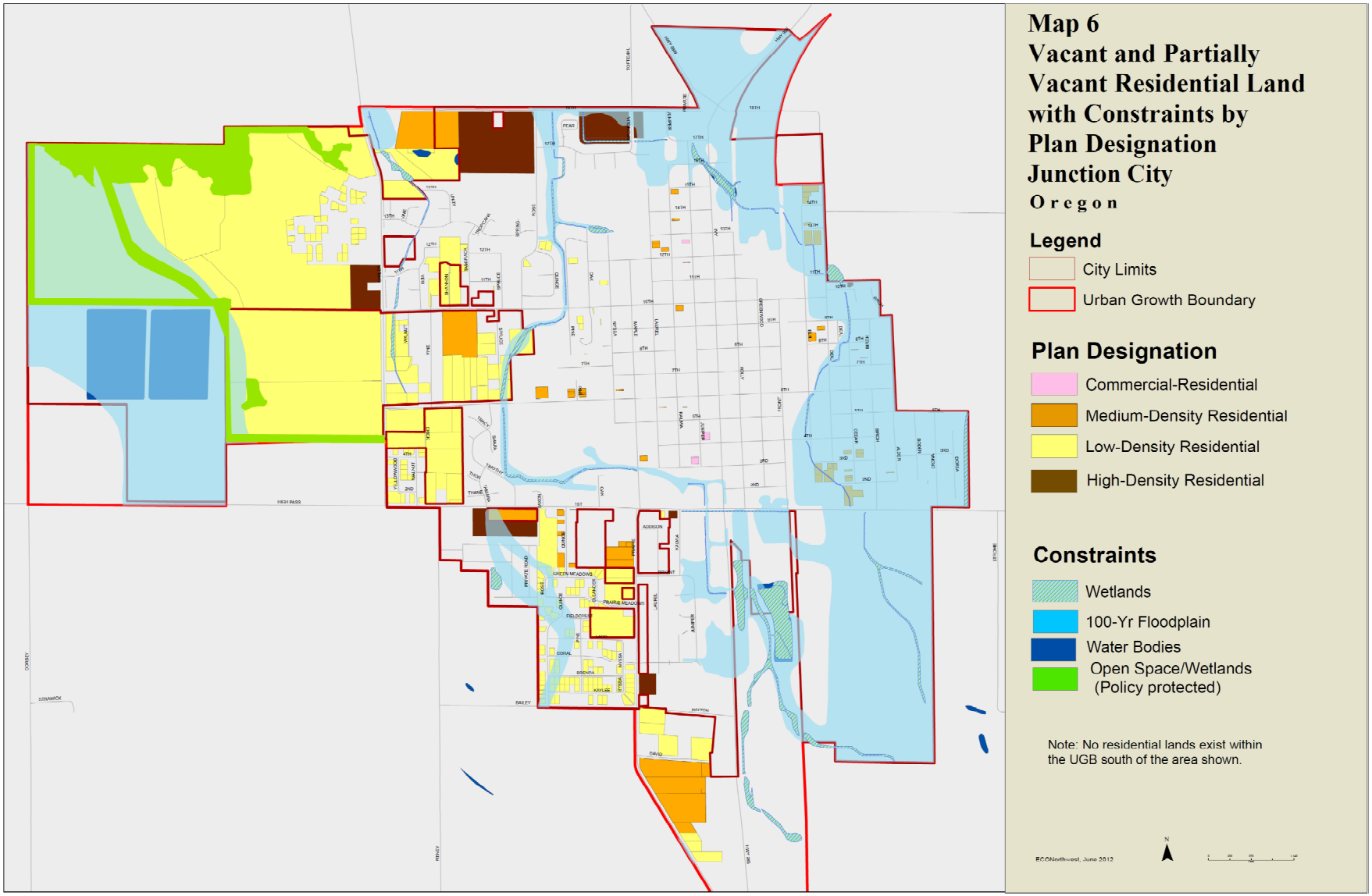
Table 5. Vacant and Partially Vacant residential land by plan designation, Junction City UGB, 2010

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

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

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

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



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