

Junction City Comprehensive Plan Update

Summarized Work Plan

APPROACH

The work program provides detail on how the City expects to complete this work. While the work program specifies multiple products for each task, the project can be distilled into several key products:

1. An “Economic Opportunities Analysis” that provides the factual basis for 20- and 50-year employment land needs, articulates the city’s economic development vision, and complies with Goal 9 and OAR 660-009
2. A “Housing Needs Analysis” that provides the factual basis for 20- and 50-year housing land needs and complies with Goal 10 and OAR 660-008
3. An analysis of land use efficiency measures along with an analysis of alternatives that evaluates the suitability of different areas for inclusion in the Junction City UGB or urban reserves
4. A set of findings that support the City’s preferred alternatives, including comprehensive plan and code amendments

The work products will be informed by public input while conforming to state planning rules and statutes. Because forecasts are inherently uncertain, the city will drive the process by articulating a community development vision to articulate a set of desired outcomes.

The funding for this project will be provided through a Technical Assistance grant from the Department of Land Conservation and Development. The project will be funded over two biennia, and as such, the work program divided into two phases corresponding to the two biennia:

- Phase I (FY 2007-09): Employment Land Needs Analysis. This phase will include the buildable lands analysis, local wetlands inventory (Partial), economic opportunities analysis, economic development vision, UGB alternatives analysis for employment land, as well as plan amendments and findings supporting a UGB expansion for employment lands.
- Phase II (FY 2010-11): Housing Land Needs Analysis. This phase will include completing the local wetlands inventory, the housing needs

analysis, an analysis of land use efficiency measures along with an analysis of alternatives that evaluates the suitability of different areas for inclusion in the Junction City UGB or urban reserves, as well as plan amendments and findings supporting a UGB expansion for housing and establishment of an urban reserve.

The Consultant will conduct portions the buildable lands inventory for potential UGB/URA expansion areas at the same time the Consultant conducts the BLI for the area within the existing UGB. This approach allows the project team to determine both the gross and buildable land areas for each parcel in the study area, and thereby enable system consideration of a range of alternatives.

WORK PROGRAM

TASK 1: KICKOFF MEETING AND PROJECT COORDINATION

The Consultant will meet with City Staff to review the scope of work, schedule and budget. For that meeting, the Consultant will prepare a memorandum with annotated outlines of the key products. The Consultant will also submit a data request at that meeting. This meeting will also provide an opportunity to discuss the sequence of products and public review strategy for the project.

The Consultant will conduct monthly project management meetings with the City's project manager and other key staff to track progress. These meetings can be conducted in person or by phone.

TASK 2: BUILDABLE LAND INVENTORY: EMPLOYMENT LANDS

The proposed scope for the BLI is all lands within the Junction City UGB. This task will result in an inventory of buildable lands designated for employment (commercial and industrial) within the Junction City UGB. The residential land inventory will be completed as a Phase II task. The Consultant will coordinate with the Lane Council of Governments and City GIS staff to obtain GIS data.

The Consultant will also consider the definitions and requirements in ORS 197.298, OAR 660-009, and OAR 660-024 that pertain to buildable lands inventory. The Consultant will work with the City to determine which Goal 14 "safe harbors" are applicable and whether the City wants to use them.

The BLI builds from a parcel-level database to estimates of buildable land by plan designation and zoning. The following subtasks provide additional detail on how the Consultant proposes to conduct the buildable lands inventory.

- **Step 1: Classify land.** The first analytical step in a buildable lands analysis is the classification of each tax lot into a set of mutually exclusive categories. The Consultant will develop a set of working definitions that specify the rules with input from City staff. The Consultant will to classify all tax lots in the UGB into one of the following categories: vacant, undevelopable, partially vacant, developed, potentially redevelopable, and

public.

The Consultant will develop a preliminary classification using the rules agreed upon in the definitions, aerial photos, and other maps. The intent is to quickly develop an annotated database and draft maps that we can use for field verification purposes.

- **Step 2: Identify constraints.** A key issue in identifying buildable lands is netting out lands that have physical or policy constraints. Constraints that are typically considered in buildable lands inventories include: wetlands; riparian areas; steep slopes; geological hazards; floodplains and floodways. Not all of these lands are undevelopable, nor do all types exist in Junction City. Thus, the inventory will differentiate between absolute constraints (constraints backed by policy that preclude development) and partial constraints (constraints that do not preclude development but will likely require development at lower densities).

The Consultant will not develop any new constraint data for this project outside of the LWI. The Consultant will review new data that other agencies have produced, and work with City staff to identify existing constraint data.

- **Step 3: Verification.** After classifying tax lots, the Consultant will work with City staff to verify the classifications and verify development constraints. This step will result in modifications to the tabular database and maps. The Consultant will provide the revised database and maps to City staff for final review and comment after this step.

The steps described above will allow the consultant team to generate maps and tabular summaries of land by classification and plan designation.

As a work program efficiency measure, the Consultant will evaluate buildable and constrained lands for alternative UGB / URA expansion areas outside the UGB at the same time the Consultant conduct the BLI for land within the UGB. Thus, the Consultant will have a parcel-based inventory for vacant and redevelopable land inside the UGB and for every parcel that *may* be included in the URA or UGB in the future. This approach allows for meaningful comparison among candidate parcels, in terms of the buildable acres on each parcel. The BLI will also identify “Total Land Supply” and “Short-Term Land Supply” as required by OAR 660-009. The Consultant team will work with City public works staff to determine the short-term land supply.

There are two major building constraints in the Junction City area: floodplains and wetlands. The latter occupies a great deal of territory—especially on the west side of town, where hydric soils predominate. Based on aerial photo analysis and correlations between delineated wetlands and NRCS soil types, the Consultant will identify areas that are likely to be highly constrained by wetlands and, therefore, may be unsuitable for meeting the site requirements of commercial, industrial and other employment.

The land needs analysis must also address the issue of redevelopment. Redevelopment can be either addressed on the supply side (e.g., certain characteristics of the land make it redevelopable), or the demand side (e.g., the land needs analysis would assume that a certain percentage of employment would locate on redevelopable land).

The Consultant has used both approaches in previous studies. Both have problems. Identifying redevelopable lands is an inexact exercise because data from standard sources do not fully describe factors that affect redevelopment. Typical methods involve use of improvement to land value ratios. These methods ignore other land characteristics such as location and size of parcel. Addressing redevelopment on the demand side involves making deductions of employment and/or dwelling units from the overall need. Such deductions can be based on empirical analysis (e.g., how much housing historically has come from redevelopment). The Consultant will work with the TAC to determine the most appropriate methods for Junction City.

TASK 3: LOCAL WETLAND INVENTORY

In Junction City's case, the primary development constraint (and open space opportunity) is wetlands. State law requires that land with poorer agricultural soils be included within URAs and UGBs before land with higher value soils – so long as they meet demonstrated need for population and employment growth. So, a critical question that must be answered in the UGB / URA alternatives process is "How buildable is land surrounding the existing UGB?" The answer to this question is unknown and needs to be determined through this process. So, the natural features task needs to be moved forward to the beginning of the study, before the BLI is completed.

The Consultant will prepare a Preliminary Wetland Inventory for the area within the UGB and areas outside the UGB that otherwise meet identified site suitability criteria. The Preliminary Wetland Inventory will be prepared based on: (a) review of aerial photographs; (b) a comparison of delineated wetlands in the Junction City area and NRCS soil types; and (c) off-site field analysis. The Preliminary Wetland Inventory will be completed during the fall of 2008 and will be used to identify areas that are likely to be highly constrained by jurisdictional wetlands. Generally speaking, areas that are highly constrained by wetlands are unlikely to meet site suitability criteria for targeted employment.

From January through June of 2008, the Consultant will take the following steps towards completion of a Local Wetlands Inventory (LWI) that meets Department of State Lands requirements.

- The Preliminary Wetland Inventory will serve as the "pre-map" used to identify areas with probable wetlands, and to notify property owners to request physical access to their property for purposes of conducting the LWI.

- The Consultant will coordinate with the City to prepare notice letters to individual property owners requesting access to their properties for on-site investigation purposes.
- Using a combination of on-site and off-site methods, the Consultant will complete the field work and data sheets necessary for a successful LWI.

This approach will allow the Consultant to complete the Junction City LWI to Department of State Lands specifications as part of a broader evaluation of natural features (stream corridors, wetlands and wildlife habitat) for use in identifying unbuildable areas within and immediately outside the existing UGB. Under this approach, the Consultant will complete the LWI as prescribed in Department of State Lands (DSL) administrative rules, to land within the Junction City UGB. The Consultant will extend the LWI protocol and mapping to include wetlands on properties adjacent to the UGB that are likely candidates for UGB expansion. Thus, the LWI will include land within the UGB plus land within adjacent areas that are likely to be added to the UGB. The Consultant will then describe and map significant vegetation and wildlife habitat on a parcel-specific basis, for use in the BLI.

Typically, the URA study area includes several times the land area that eventually will be needed within the URA or UGB. It is time-consuming and therefore expensive to meet LWI protocol for an area this large. Consequently, once the Consultant has the results of the LWI for the area within the urban growth boundary and immediately adjacent areas, the Consultant will determine the percentage of hydric soils that *actually* qualified as locally significant wetlands, and, after reviewing aerial photos, will apply this percentage to hydric soils within the remainder of the study area.

Under the new Goal 10 (Housing) and Goal 14 (Urban Growth Boundaries) administrative rules, areas with significant wetlands cannot be discounted unless they are protected by local policy and regulations. As part of this process, the Consultant will recommend comprehensive plan amendments that commit the City and Lane County to protecting locally significant riparian corridors, wildlife habitat, and wetlands within the Junction City URA or UGB.

TASK 4: ECONOMIC OPPORTUNITIES ANALYSIS AND ECONOMIC DEVELOPMENT OBJECTIVES

This task will document key economic opportunities and estimate the future demand for commercial, industrial and other employment opportunities in Junction City. The Consultant will develop an Economic Opportunities Analysis (EOA) consistent with the Goal 9 rule (OAR 660-009-0015). Generally, the Consultant will use the advanced methods described in the Goal 9 guidebook (*Industrial and Other Employment Lands Analysis Guidebook, DLC*).

The analysis will address relationships among demographics, employment growth, market trends, and development. Population growth, demographic shifts, and employment growth by sector will drive demand for future development. The

Consultant will work with City staff to determine which of the alternative methods described in the Goal 9 workbook on industrial lands suitability will be used.

The forecasts will be combined with assumptions about the relationship between population/employment and development, based on existing conditions and expected shifts in the future. These assumptions include employment density (employees per acre), and development density (net land coverage) and will result in estimates of needed land by general employment category.

The Goal 9 rule requires cities to adopt community economic development objectives. The rule requires plans to state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community.

With the siting of two State facilities (the Oregon State Hospital psychiatric facility and the Oregon Department of Corrections prison) and the possible relocation of Grain Millers, Junction City has the opportunity to examine its economic development objectives. The Goal 9 workbook advocates a two-tiered approach: (1) establish an economic development vision; and (2) adopt policies (including UGB strategies) to implement the vision. Task 6 proposes a process for developing an economic development vision.

This task includes preparing an Economic Opportunities Analysis pursuant to Goal 9, including the following subtasks:

1. *Review of National and State and Local Trends.* The EOA will give an overview of national, regional, and local trends affecting economic development in Junction City. The overview of national and state trends will focus on major long-run trends while the overview of local trends will provide more detail on conditions in Junction City and the surrounding region over the past 10–20 years. This review will also consider forecasts for future conditions in the region. This analysis will be incorporated into a section of the EOA that will provide an economic context for our forecast of employment growth later in the EOA.
2. *Inventory of Industrial and Commercial Lands.* The EOA will report our inventory of vacant and significantly underutilized lands within the planning area that are designated for industrial or commercial use (Task 3 of this proposal).
3. *Assessment of Community Economic Development Potential.* The EOA will estimate the types and amounts of industrial and commercial development likely to occur in the planning area. This estimate will be based on the planning area's economic advantages and disadvantages for attracting new or expanded development in general as well as particular types of industrial and commercial uses. The planning area's economic advantages and disadvantages for attracting new or expanded development will be based in part on the capacity of local infrastructure to support development and the impact of public policy on the level and type of growth that may occur in Junction City. We will supplement our evaluation of economic advantages and disadvantages with interviews of

realtors, developers, and others familiar with the regional real estate market.

4. *Identification of Required Site Types.* The EOA will identify the type and number of sites that will be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. The Consultant will interview major employers in the Junction City area to identify the types of sites that may be needed for their expansion.

This analysis will result in refined estimates of the amount and type of land needed to accommodate this employment. The focus of the EOA will be on *site needs*. As such, there is a strong relationship between the EOA and the economic development strategy, which will identify key economic priorities for the community and will feed into the identification of required site types.

In addition to the EOA, the Goal 9 rule requires an assessment of community economic development objectives (OAR 660-009-0020(1)(a)). The rule requires plans to state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community.

Junction City has the opportunity to update its community economic development strategy. Recent economic activity in Junction City, such as the siting of the state mental hospital and state prison, as well as potential relocation of Grain Millers, makes now an opportune time to revisit the City's community development objectives.

According to the Goal 9 workbook "vision statements and related goals are the foundation of any economic development strategy. Ultimately, each jurisdiction decides which type of public involvement process is best and allocates the appropriate resources." Thus, developing a vision requires some type of public process.

The Consultant proposes three steps to developing the City's economic development strategy:

- (1) Conduct an online visioning survey as discussed in Task 6
- (2) Review the results in a CCPC meeting as discussed in Task 2. The Consultant will share the results with the CCPC along with key findings from the technical work on the EOA. The Consultant will facilitate a process with the Committee to identify key goals and actions. This step will result in a draft economic development vision.
- (3) Present the draft vision in a joint Planning Commission/City Council work session. This step is intended to gather input from decisionmakers which will lead to a refined vision. The Consultant will also identify some of the specific policy choices facing the decisionmakers.

- (4) Develop draft policies. This would involve meetings with both the CCPC and the Planning Commission and City Council.

Finally, OAR 660-009-0020 lists a number of recommended economic development strategies. The Consultant's process will include ample opportunity for discussion of those strategies.

TASK 5. COMMUNITY DEVELOPMENT VISIONING AND EMPLOYMENT LAND NEEDS ANALYSIS (PERIODIC REVIEW TASK 6)

Completing the economic opportunities analysis requires the integration of the land supply and land need (based on the studies in Tasks 3-5) and proposing a response to any land supply deficiencies that are identified. This response may include policy recommendations for making more efficient use of the available supply and will estimate how much land may need to be added to the inventory through a UGB expansion.

This task involves a comparison of non-residential buildable land in Junction City with non-residential land need. It also includes a visioning process that builds from previous community work, including the Region 2050 project. The Consultant team will work closely with City Staff and the CCPC to develop the visioning process.

Visioning

An essential part of preparing a community development strategy for Junction City will be establishing an economic development vision for Junction City's future. The visioning process helps focus attention beyond the short-term realities and think about possibilities. Consistent with the City's work program, the Consultant will conduct an online public visioning survey and a public visioning workshop to help develop that vision.

The Consultant will work with staff and the CCPC committee to determine (1) the content of the questionnaire, and (2) the target audiences. The purpose of the survey is to get input on key issues and opportunities. This will be a first step in developing a vision. If the survey is administered to the public, it will also meet part of the City's Goal 1 obligations.

Visioning workshop

Task 2 proposes a public workshop, which would focus on community visioning. A visioning workshop can explore the broad issues identified in the visioning survey in further depth. For the workshop to be successful city officials and staff will need to promote and encourage participation of community members in the workshop.

The workshop will involve some combination of activities with all meeting attendees and small group activities. The visioning workshop will begin with a presentation of background information about population and employment trends and buildable lands. Then workshop attendees will break into small groups for discussion about key issues, which potentially allows the opportunity for

everyone to express their views. The results of the small group discussions will be reported to the larger group for discussion. Then the workshop will conclude with participants indicating their preferences for vision statements and guiding principles.

Land needs analysis

This task involves a comparison of non-residential sites in the inventory and needed sites. The Consultant will develop a customized approach to addressing this Goal 9 rule requirement. The first step will be to identify target industries as part of the technical analysis and economic development strategies. The Consultant then will identify site requirements for target industries. As stated in the Goal 9 rule, “compatible uses with similar site characteristics may be combined into broad site categories” (OAR 660-009-0025(1)). The site needs analysis will identify the number of needed sites, by size, for industrial and other employment uses. On the inventory side, we classify sites by size and other key characteristics (i.e., serviceability, physical attributes, etc.). We then compare site needs with available sites by size category.

TASK 6: UGB/URA ALTERNATIVES ANALYSIS FOR EMPLOYMENT LAND

The alternatives analysis is a required element to justify a UGB expansion. Because of the phased approach this project is using, the alternatives analysis will also be conducted in phases: the first phase will evaluate potential areas to expand for employment.

While the project will use a phased approach, the requirements for the alternatives analysis are essentially the same for housing and for employment. Thus, some of the baseline work as part of the Phase I will include analysis of zoning, soil types, development patterns, and development constraints. More detailed work on sites suitable to meet housing needs will occur in Phase II using the same UGB/URA study areas identified in this Task.

The Consultant will work with the City to identify groupings of parcels around the City's UGB into logical areas for analysis. The Consultant will develop summaries of characteristics of UGB expansion areas using GIS data were available. Specifically, the Consultant will summarize land status (e.g., exceptions and resource lands), wetland and floodplain constraints, soils, existing development, access, and serviceability. As noted in the discussion of Local Wetlands Inventory methods, hydric soils are concentrated on the west side of town, so that concentrations of hydric soils will be a major consideration in defining study areas. The product of this task will be a set of maps and tables that describe gross and buildable land area for each parcel in each study area.

The Consultant will review the characteristics of the UGB expansion areas to identify areas that appear best suited for expansion based on the Consultant's understanding of Oregon's land use planning system and experience from working with other jurisdictions. This analysis will provide the City with direction for additional analysis that will be needed to justify an expansion of its UGB or designation of Urban Reserves.

Task 6.1 Study Area Identification

In order to address Statewide Planning Goal 14 (Urbanization) and ORS 197.298, a city must describe how proposed expansion areas better meet needs and planning objectives than other areas around the UGB. This requires an alternatives analysis to evaluate a “ring around the UGB.” To provide more distinct comparisons, the Consultant will work with City Staff to define smaller study areas within the analysis area. These study areas will generally be defined in size and location by roads, rivers, drainage basins, public facilities constraints, and existing zoning/land uses.

Task 6.2 Agricultural Soils and Exceptions Areas

ORS 197.298 describes a priority scheme for inclusion of new land within urban growth boundaries. Highest priority is land within an urban reserve area (which do not currently exist in Junction City); second highest is land within exceptions areas; third highest is “marginal” land per ORS 197.247; and last is agricultural or forest land. High quality agricultural soils are the lowest priority for inclusion. We will use GIS base data and include additional data that identifies exceptions areas to address ORS 197.298 requirements and prioritize expansion by study area. This analysis will also map hydric soils.

Task 6.3 Unbuildable Areas

Hydric soils with extensive wetlands may not meet urban development needs. Thus, the buildable lands inventory for the entire study area must be completed prior to the alternatives analysis. In order to discount “unbuildable” areas from a buildable lands inventory, the City must have defensible development standards that define a relationship between regulations and the development potential of land. The Consultant will work with the City to ensure that the City’s regulations support definitions of buildable versus unbuildable land. The Consultant proposes that the City use the same criteria in the alternatives analysis as used for the buildable land inventories inside the UGB.

Task 6.4 Public Facilities Analysis

One of the factors that must be considered in UGB expansion is the ability of a city to serve the expansion area with public facilities. The Consultant team will work closely with the Junction City’s Public Works Department to identify key service issues, determine relative facilities costs (e.g., order of magnitude costs—area A costs more per acre to service than area B) and facility requirements to serve each identified study area. This will provide information regarding the relative feasibility and efficiency of serving each study area.

The initial screening of UGB expansion areas will include a high level assessment of the sewer and water utility needs and issues relying largely on such factors as elevation, availability of existing utility infrastructure, general levels of service in the area, known utility problems in the vicinity of the area, and adopted plans to correct these utility problems, if any, in each area. No specific utility system improvement needs will be identified. The availability of each utility in

the area will be documented in a technical memorandum (including both text and maps) describing and prioritizing the potential UGB expansion areas.

NOTE: The Consultant has not included a civil engineer on the team for this proposal. If discussions during the kick-off meeting identify a need for an engineer, we will identify a consulting engineer that is acceptable to the City to assist with the public facilities analysis. This work program does not include a budget for a civil engineer.

TASK 7. COMPREHENSIVE PLAN AMENDMENTS AND ADOPTION FOR EMPLOYMENT LANDS

This task includes drafting comprehensive plan and zoning ordinance amendments with findings to support a UGB expansion for commercial and industrial land (if necessary) and working with the City on the adoption of the policy revisions.

Task 7.1. Findings

The Consultant will compile the information from Tasks 3-5 into a set of findings in support of the UGB expansion. The findings will be based upon the Goal 14 need and location factors and the ORS 197.728 priorities for bringing land into a UGB.

Task 7.2. Revised Policies

The Consultant will draft recommended Comprehensive Plan, zoning code, and zoning map amendments for Junction City. These amendments will be designed to implement the City's economic development goals, address opportunities and issues raised by the Goal 9 analysis conducted for this study, and provide sufficient land for expected employment growth over the planning period.

Task 7.3. Review and Adoption

The Consultant will work with the City through the adoption process by submitting and presenting drafts of these amendments and supporting findings to the Technical Advisory Committee; revising the drafts and findings to reflect comments from City staff and the TAC; and attending and making presentations to the City Planning Commission, City Council, and County Planning Commission hearings on the amendments.

Figure 1. Proposed project schedule



