



# Oregon

Kate Brown, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: 503-373-0050

Fax: 503-378-5518

[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: August 14, 2015

Jurisdiction: City of Jefferson

Local file no.: LA 2014-04

DLCD file no.: 001-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 08/13/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 36 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)



# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

|                          |
|--------------------------|
| <b>FOR DLCD USE</b>      |
| File No.: 001-14 {22441} |
| Received: 8/13/2015      |

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: City of Jefferson

Local file no.: **LA 2014-01**

Date of adoption: February 26, 20

Date sent: 8/13/2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): August 27, 2014

No

Is the adopted change different from what was described in the Notice of Proposed Change?    Yes    No  
If yes, describe how the adoption differs from the proposal:

**Yes.** The Comp Plan map change from Com'l to Low Density Resid'l for parts of 2 properties on Julia Ln. & 1 property at 1090 N 2<sup>nd</sup>, and the zone map change from Hi Density Resid'l R-3 to Industrial were not done in this application. They were done in a separate noticed application.

Local contact (name and title): Jim Jacks

Phone: 503 540-1619

E-mail: [jjacks@mwvcog.org](mailto:jjacks@mwvcog.org)

Street address: 100 High St. SE, Suite 200

City: Salem, OR

Zip: 97301

**PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY**

**For a change to comprehensive plan text:**

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

The economic portion was replaced by the 2015 EOA which included replacing the economic goals/policies with updated ones.

**For a change to a comprehensive plan map:**

Identify the former and new map designations and the area affected:

- |             |    |        |  |
|-------------|----|--------|--|
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |
| Change from | to | acres. | A goal exception was required for this change. |

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

|   |  |
|---|--|
| Exclusive Farm Use – Acres:             | Non-resource – Acres:                        |
| Forest – Acres:                         | Marginal Lands – Acres:                      |
| Rural Residential – Acres:              | Natural Resource/Coastal/Open Space – Acres: |
| Rural Commercial or Industrial – Acres: | Other: – Acres:                              |

**If the comprehensive plan map change is an urban reserve** amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

|   |  |
|---|--|
| Exclusive Farm Use – Acres:             | Non-resource – Acres:                        |
| Forest – Acres:                         | Marginal Lands – Acres:                      |
| Rural Residential – Acres:              | Natural Resource/Coastal/Open Space – Acres: |
| Rural Commercial or Industrial – Acres: | Other: – Acres:                              |

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

|             |    |        |
|-------------|----|--------|
| Change from | to | Acres: |
| Change from | to | Acres: |
| Change from | to | Acres: |
| Change from | to | Acres: |

Identify additions to or removal from an overlay zone designation and the area affected:

|                           |              |                |
|---------------------------|--------------|----------------|
| Overlay zone designation: | Acres added: | Acres removed: |
|---------------------------|--------------|----------------|

Location of affected property (T, R, Sec., TL and address):

---

---

List affected state or federal agencies, local governments and special districts: Marion County

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

## ORDINANCE #684

---

**AN ORDINANCE AMENDING THE JEFFERSON COMPREHENSIVE PLAN TO DELETE THE ONE ECONOMIC OBJECTIVE AND THE TWO ECONOMIC POLICIES; ADOPT THE 2015 JEFFERSON ECONOMIC OPPORTUNITIES ANALYSIS (EOA) AS THE ECONOMIC ELEMENT OF THE JEFFERSON COMPREHENSIVE PLAN; ADOPT THE 20-YEAR POPULATION PROJECTION IN THE EOA; AND INITIATE THE COMPREHENSIVE PLAN MAP AND ZONE MAP AMENDMENTS SET FORTH IN THE EOA**

---

**WHEREAS**, on November 6, 2014, the Planning Commission conducted a public hearing regarding Planning File No. LA 2014-01, an application by the City of Jefferson to amend the Comprehensive Plan and adopt an Economic Opportunities Analysis as the Economic Element of the Comprehensive Plan, at which time the public was given a full opportunity to be present and heard on the matter; and

**WHEREAS**, on November 6, 2014, the Planning Commission considered the information provided by City staff and the public, and upon deliberation, voted to recommend the City Council approve the proposed amendments; and

**WHEREAS**, on January 22, 2015, the City Council conducted a public hearing regarding Planning File No. LA 2014-01, an application by the City of Jefferson to amend the Comprehensive Plan and adopt an Economic Opportunities Analysis as the Economic Element of the Comprehensive Plan, at which time the public was given a full opportunity to be present and heard on the matter; and

**WHEREAS**, on January 22, 2015, the City Council considered the information provided by City staff and the public, received the recommendation of the Planning Commission, and upon deliberation, voted to approve the proposed amendments.

**NOW THEREFORE, THE CITY OF JEFFERSON, OREGON, ORDAINS AS FOLLOWS:**

**Section 1.** The City Council of the City of Jefferson does hereby adopt the 2015 Economic Opportunities Analysis as the Economic Element of the Jefferson Comprehensive Plan in Exhibit "A" and by this reference made a part hereof.

**Section 2.** The City Council of the City of Jefferson does hereby amend the Jefferson Comprehensive Plan to delete the one Economic Objective and two Economic Policies.


**Section 3.** The City Council of the City of Jefferson does hereby readopt the 2010 Marion County coordinated population projection for Marion County and the incorporated cities in Marion County and adopt an updated City of Jefferson population projection of 5,465 population in the year 2033 for Economic Element purposes, and amend the Jefferson Comprehensive Plan's Public Facility Policy 1 on pages 26 and 44 to read as follows:

Policy 1: The city will provide water and sewerage facilities with a capacity to meet the needs of 5,465 people in 2033 while maintaining local, state and federal health standards.

**Section 4.** The City Council of the City of Jefferson does hereby initiate the Comprehensive Plan Map and Zone Map amendments set forth in the 2015 Economic Opportunities Analysis in Exhibit "A" and by this reference made a part hereof.

**Section 5.** The City Council of the City of Jefferson does hereby adopt those certain findings of fact, conclusionary findings and supporting documentation shown in Exhibit "B" and by this reference made a part hereof.

Enacted by City Council: 2/26/15  
Effective: 3/28/15

  
\_\_\_\_\_  
Ben Pickett, Mayor

ATTEST:


  
\_\_\_\_\_  
Sarah Cook, City Recorder

EXHIBIT "A"

**CITY OF JEFFERSON  
COMPREHENSIVE PLAN  
ECONOMICS ELEMENT**

**An Economic Opportunities Analysis**

This document was funded by the City of Jefferson.  
Prepared for the City of Jefferson by the Mid-Willamette Valley  
Council of Governments.

**March 26, 2015**

# Contents

|   |    |
|---|----|
| Introduction.....   | 3  |
| Economic Profile.....   | 3  |
| Population Projection to 2033.....                                      | 6  |
| Employment.....   | 9  |
| Strengths, Weaknesses, Opportunities and Threats (SWOT).....            | 13 |
| Employment Forecast.....  | 16 |
| Employment Land Inventory -- Industrial.....                            | 24 |
| Employment Land Inventory -- Commercial.....                            | 37 |
| Conclusion.....   | 53 |
| Proposed Comprehensive Plan and Development Code Amendments.....        | 50 |
| Appendix A:   |    |
| Public Infrastructure Funding and Financing Resources.....              | 54 |
| Figures:  |    |
| Figure 1 – Location Map.....  | 5  |
| Figure 2 - Vacant and Redevelopable Buildable Industrial Lands Map..... | 26 |
| Figure 3 - Aerial Photo, Vacant and Redevelopable Industrial Lands..... | 27 |
| Figure 4 - National Wetlands Inventory Map.....                         | 34 |
| Figure 5 - Vacant and Redevelopable Buildable Commercial Lands Map..    | 51 |

## **Introduction**

Statewide Planning Goal 9 (Economic Development) requires cities to provide an adequate supply of suitable sites for a variety of commercial and industrial and other employment uses.

This Economic Opportunities Analysis (EOA) fulfills the Goal 9 requirements to ensure an adequate supply of commercial and industrial land is available for new and expanding businesses in Jefferson over the 20 year planning horizon (2013 – 2033). The EOA is a planning tool to help the community understand its economy and plan for economic development initiatives. The EOA also provides guidance for infrastructure planning and investments.

The EOA includes an overview of state, regional and local economic trends that will influence future economic development in the community. These data are used to develop a local employment forecast for 2033, which in turn is used to determine the amount and type of commercial and industrial land needed over the planning period. This information is compared with the current supply of vacant and partially vacant and underutilized commercial and industrial lands to determine whether there are any deficiencies in the short and long-term land supplies.

The EOA also includes an assessment of the community's economic strengths, weaknesses, opportunities and threats (SWOT Analysis).

The EOA concludes with (1) proposed Comprehensive Plan goals and policies intended to foster economic development in Jefferson, (2) proposed amendments the Jefferson Comprehensive Plan Map to re-designate portions of two residential properties from Commercial to Low Density Residential, and (3) apply the Industrial Comprehensive Plan Map designation and the Industrial Zone to two industrial properties that currently have no designation and no zone.

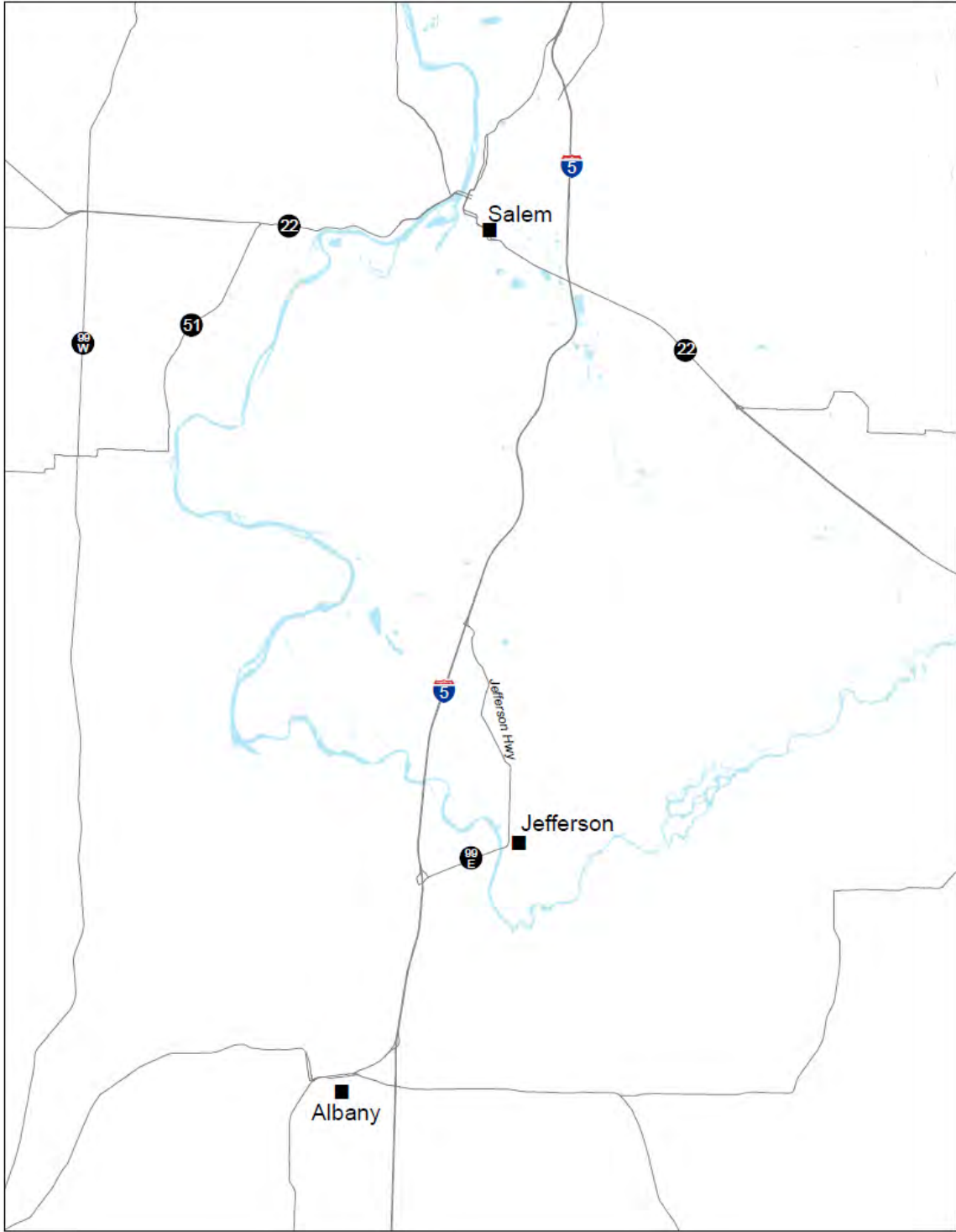
## **Economic Profile**

The City of Jefferson is located in the Mid-Willamette Valley on the Jefferson Highway (99E) just two miles east of I-5 at Exit 238. It is about four miles north of Albany's Pacific Boulevard exit on I-5 (Exit 234B) and is about 15 miles south of Salem's Mission Street exit on I-5 (Exit 253).

The agricultural nature of the surrounding landscape explains Jefferson's historical economy as an agricultural service center . Its more recent economy continues to support the surrounding agricultural industry, but also supports the many residents who have located in the city with jobs outside the city. The surrounding scenery, proximity to nearby recreational opportunities and high quality of life, contributed to strong residential growth in the city over the last ten years.

The city experienced a slower rate of commercial growth, and little to no industrial development in the last decade. Residents continue to obtain the majority of their employment opportunities and most commercial needs in neighboring cities such as Albany and Salem. Many of their daily needs are provided by the local Thriftway grocery, bank, gas station and several restaurants.

**Figure 1 – Location Map** (see following page)



## Population

The city experienced rapid population growth from 1990 to 2000 and more moderate growth from 2000 to 2010 which included the recent severe recession that started in 2007 and worsened in 2008. From 2010 to 2013 the rate slowed in response to the recession as did the Marion County, regional and Oregon growth rates.

The city's July 1, 2013 population was estimated at 3,150<sup>1</sup>, making Jefferson the ninth largest of Marion County's 20 cities.

**Table 1** shows the city's overall average annual growth rate from 1980 to 2013 was 1.9 percent. The rate ranged from only 0.60 percent average annual growth rate during 1980 to 1990 when only 103 people were added up to 3.4 percent average annual growth rate during 1990 to 2000 when 682 people were added. The 2000 to 2010 rate was 2.2 percent reflecting the addition of 611 people.

**Table 1**  
**Jefferson Population**  
**1980 - 2013**

| Year                  | Population         | AAGR <sup>1</sup> |
|-----------------------|--------------------|-------------------|
| 1980                  | 1,702              | -                 |
| 1990                  | 1,805              | 0.60%             |
| 2000                  | 2,487              | 3.40%             |
| 2010                  | 3,098              | 2.20%             |
| 2013                  | 3,150 <sup>2</sup> | 0.17%             |
| <b>AARG 1980-2013</b> |                    | <b>1.9%</b>       |
| <b>AAGR 1990-2013</b> |                    | <b>2.5%</b>       |

<sup>1</sup>Average Annual Growth Rate

<sup>2</sup> Population estimate from Oregon Population Research Center as of July 1, 2013

Source: U.S. Census and Oregon Population Research Center

State Statutes (ORS 195.036, Area Population Forecast; coordination) and Administrative Rules (OAR 660-024-0030, Population Forecasts) place the responsibility for coordinated population forecasts with counties. On October 7, 2009 Marion County adopted a coordinated population forecast for the county and the 20 cities in the county ("Population Forecasts for Marion County, its Cities and Unincorporated Area 2010 - 2030"). The 90-page document was prepared by the Oregon Population Research Center with review and comments from the cities. The forecast addressed factors such as age composition, school enrollment, race and ethnicity, births and fertility, housing and households, annexations, migration and employment.

The forecast established population figures for the years 2010, 2015, 2020, 2025 and 2030 (Appendix 2, Population Forecasts Marion County's Fifteen Smaller Cities, p. 56).

<sup>1</sup> July 1, 2013 population estimate from the Oregon Population Research Center.

The forecasts are also shown for only 2010, 2020 and 2030 on Table 11, Population Forecasts for Marion County's Fifteen Smaller Cities and Unincorporated Area, p. 38. The forecasted population for Jefferson is 5,121 in 2030. The date used as the base for the city's 20 year Economic Opportunities Analysis urban growth boundary review is July 1, 2013 and the twentieth year will be 2033. The Marion County forecast does not include a forecasted population figure for 2033, thus the 2030 figure of 5,121 people for Jefferson is extended three years to 2033.

The Marion County Forecast, Table 11, p. 38, uses a base year of 2007 and shows an average annual growth rate (AAGR) of 3.0 percent per year from 2007 to 2030. Appendix 2, p. 58, breaks down the AAGR for each of the periods 2005-2010 (4.6%), 2010-2015 (2.6%), 2015-2020 (2.5%), 2020-2025 (2.3%) and 2025-2030 (2.2%). It shows the overall AAGR from 2010 - 2030 to be 2.4 percent which is very similar to the 2.5 percent AAGR from 1990 to 2013.

The forecast shows continued growth at a higher rate than the 1.9 percent AAGR experienced over the last 33 years (1980 - 2013) and only slightly lower than the 2.50 percent over the last 23 years (1990 - 2013). The 2030 population estimate is 5,121 based upon an AAGR of 2.4 percent. The population forecast accounts for both high and low growth periods as influenced by the prevailing economic and market conditions experienced over the forecast period.

As indicated above, the average annual percentage growth rate in the forecast changes over time (Appendix 2, p. 58). Because the forecast's average annual growth rate from 2025 to 2030 is 2.2 percent per year, the extended forecast for Jefferson from 2030 to 2033 uses the 2.2 percent figure. The calculation follows.

2030 population forecast:  $5,121 \times 0.022 = 112$  person increase for 2031.

$5,121 + 112 = 5,233$  people in 2031.

$5,233 \times 0.022 = 115$  person increase for 2032.

$5,233 + 115 = 5,348$  people in 2032.

$5,348 \times 0.022 = 117$  person increase for 2033.

$5,348 + 117 = 5,465$  people in 2033.

The forecasted population for Jefferson in 2033 is 5,465 people which is a 2,315 person increase from the 3,150 people certified by the OPRC as of July 1, 2013 (5,465 - 3,150).

**Table 2** shows the Marion County adopted coordinated forecast of the city's population growth through the year 2030.

**Table 2**  
**Jefferson Population Forecast**  
**2007 - 2030**

| <b>Year</b>                   | <b>Population</b> |
|-------------------------------|-------------------|
| 2007 <sup>1</sup>             | 2,590             |
| 2010                          | 3,162             |
| 2015                          | 3,598             |
| 2020                          | 4,085             |
| 2025                          | 4,583             |
| 2030                          | 5,121             |
| Population change 2007 – 2030 | 2,531             |
| AAGR 2007-2030                | 3.00%             |

Source: U.S. Census, Oregon Population Research Center, 2010.  
<sup>1</sup> 2007 Population estimate by the Oregon Population Research Center

**Table 3** shows the Marion County adopted coordinated forecast of the city’s population growth through the year 2030 as it is extended by three years to 2033.

**Table 3**  
**Jefferson Population Forecast**  
**2007 - 2033**

| <b>Year</b>                   | <b>Population</b> |
|-------------------------------|-------------------|
| 2007 <sup>1</sup>             | 2,590             |
| 2010                          | 3,162             |
| 2015                          | 3,598             |
| 2020                          | 4,085             |
| 2025                          | 4,583             |
| 2030                          | 5,121             |
| 2033                          | 5,465             |
| Population change 2007 – 2033 | 2,875             |
| AAGR 2007-2033                | 2.85%             |

Source: U.S. Census and Oregon Center for Population Research.  
<sup>1</sup> 2007 Population estimate by the Oregon Population Research Center

## Employment

Jefferson's economy, as shown by employment figures, has experienced slower growth compared to the population growth. While some new commercial services and businesses have recently been established in the city, residents continue to depend primarily on employment centers in Albany, Millersburg and Salem for their jobs. The city's limited economic base is made up primarily of public administration (Jefferson School District, City of Jefferson and Jefferson Rural Fire Protection District), retail trade and manufacturing. The largest employer in Jefferson is the Jefferson School District. The largest private employment sector in Jefferson is retail trade.

**Table 4** shows the job sectors where Jefferson residents are employed, regardless of where the jobs are located. Based on the employed population 16 years and older of 1,146 and the small number of companies providing jobs in the city (see Table 5), most employed residents of the city commute to jobs in other cities.

**Table 4**  
**Employment of Jefferson Residents by Sector**  
**2010**

| <b>Employment Sector</b>   | <b>Number</b> | <b>Percent</b> |
|--|---------------|----------------|
| Civilian population employed 16 years & over   | 1,146         | -              |
| Agriculture, forestry, fishing & hunting, mining                                     | 71            | 4.2            |
| Construction   | 85            | 7.4            |
| Manufacturing  | 137           | 12.0           |
| Wholesale trade  | 51            | 4.5            |
| Retail trade   | 177           | 15.4           |
| Transportation & warehousing, utilities  | 79            | 6.9            |
| Information  | 2             | 0.2            |
| Finance & insurance, real estate, rental & leasing                                   | 73            | 6.4            |
| Professional, scientific, & management, & administrative & waste management services | 95            | 8.3            |
| Educational services, & health care & social assistance                              | 198           | 17.3           |
| Arts, entertainment, & recreation, & accommodation & food services                   | 48            | 4.2            |
| Other services, except public administration   | 40            | 3.5            |
| Public administration  | 90            | 7.9            |
| <b>TOTAL</b>   | <b>1,146</b>  | <b>100%</b>    |

Source: U.S. Census 2010

**Table 5** shows the city's covered employment by number of establishments and average annual employment. Due to confidentiality requirements all companies with covered employment are not included in the table. Due to the low number of manufacturing companies in the city (estimated at 3: AM Equipment, Wilbur-Ellis Feed and Fertilizer, Jensen Seed and Grain), the covered employment data does not show a category for manufacturing. For example, the total private sector employment of 158 is 43 more than the total of the employees in the construction, wholesale, retail, health, accommodation and other services (115). It appears that some of the 137 manufacturing jobs held by Jefferson residents may be with manufacturing companies in Jefferson such as AM Equipment, Wilbur-Ellis Feed and Fertilizer and Jensen Seed and Grain.

**Table 5  
Covered Employment in the Jefferson UGB  
2007 and 2011**

| <b>Employment Sector</b>                                | <b>2007<br/>Number of<br/>Companies</b> | <b>2007<br/>Average<br/>Annual<br/>Employment</b> | <b>2011<br/>Number of<br/>Companies</b> | <b>2011<br/>Average<br/>Annual<br/>Employment</b> | <b>2011<br/>Employment<br/>Percent</b> |
|---|---|---|---|---|--|
| Construction (23)                                       | 7                                       | 27  | 6                                       | 22  | 7.2%                                   |
| Wholesale Trade, Transportation<br>and Warehousing (42) |   |   | 4                                       | 38  | 12.4%                                  |
| Retail Trade (44)                                       | 4                                       | 18  | 5                                       | 27  | 8.8%                                   |
| Health Care & Social Assistance<br>(62)                 |   |   | 3                                       | 14  | 4.6%                                   |
| Accommodation & Food Service<br>(72)                    | 3                                       | 16  |   |   |  |
| Other Services, except Public<br>Administration (81)    | 4                                       | 11  | 6                                       | 14  | 4.6%                                   |
| Other affected by confidentiality<br>limits             | 16                                      | 76  | 15                                      | 43  | 14.0%                                  |
| <b>Total Private Sector</b>                             | <b>34</b>                               | <b>148</b>  | <b>39</b>                               | <b>158</b>  | <b>51.5%</b>                           |
|   |   |   |   |   |  |
| <b>Total Public Sector</b>                              | <b>7</b>                                | <b>158</b>  | <b>7</b>                                | <b>149</b>  | <b>48.6%</b>                           |
|   |   |   |   |   |  |
| <b>Total Private and Public<br/>Sectors</b>             | <b>41</b>                               | <b>306</b>  | <b>46</b>                               | <b>307</b>  | <b>100%</b>                            |

Source: State of Oregon Employment Department Covered Wages and Employment 2007 and 2011.

### **Economic Opportunities and Constraints**

The following sections examine factors that influence economic growth opportunities in Jefferson, including a discussion of the city's economic strengths and weaknesses. By identifying the strengths and weaknesses, the city can begin to understand which economic sectors have the greatest potential for growth and expansion, and what issues the city should work on to improve economic opportunity within the area.

## **Location and Geography**

Jefferson is located in the Mid-Willamette Valley on the east bank of the Santiam River, approximately four miles north of Albany, 15 miles south of Salem, and two miles east of Interstate 5 at Exit 238. The topography of the area in the city limits and in the urban growth boundary is predominantly flat with some gently rolling hills. Land within the city's urban growth boundary is generally not limited by major environmental constraints such as steep slopes, flood hazards or wetlands. The city is located adjacent to highly productive farmlands that support a plant nursery and agricultural production and processing industries in Marion County.

Industrial employment in the city limits is provided by AM Equipment, Wilbur-Ellis Feed and Fertilizer, Jensen Seed and Grain and other smaller companies generally in support of the agricultural activities and residents. Larger industrial employment centers in nearby Albany, Millersburg and Salem provide additional employment opportunities. The city has 21.25 buildable acres of industrial land including 19.73 acres of vacant land and 1.52 acres of redevelopable land. Of the 19.73 acres of vacant land, 6.49 acres are located on the properties of AM Equipment (3.53 ac.), Wilbur-Ellis (2.06 ac.) and Jensen Seed and Grain (0.90 ac.) which provides room for those companies to expand. Of the 19.73 acres of vacant land, a 6.10 acre parcel are at the north end of 5th Street provides a large parcel for a large industrial employer or it can be partitioned or subdivided into smaller parcels.

Jefferson's proximity to the industrial land opportunities in Albany, Millersburg and Salem which are on Interstate 5 puts the city at a disadvantage for attracting a large manufacturing company. However, Jefferson's proximity to these major industrial areas may help the city attract smaller businesses that provide goods or services needed by the larger companies in nearby cities.

Currently, a minor amount of the city's economy is related to river and bicycling recreation. A boat ramp in the downtown area at the west end of Ferry Street is used by power boats and rafts, kayaks and canoes floating the river. Additionally, Highway 99E (2nd Street) is the city's "main street," and it is part of the Willamette Valley Scenic Bikeway designated by the Oregon Parks and Recreation Department. It is used by bicycling clubs and nonaffiliated bicyclists in the Salem, Albany and Corvallis areas. Finally, the roads through and around Jefferson are scenic making them attractive to motorcyclists and automobile enthusiasts for touring routes.

## **Transportation**

Jefferson is located directly east of Interstate 5 just two miles from Exit 238 via Highway 99E. The Oregon Department of Transportation (ODOT) maintains Highway 99E, including the section through Jefferson and other nearby State highways. Marion County maintains county roads in the city and in the area. The city maintains city streets.

## **Public Utilities**

The city's water source is the Santiam River with adequate water rights to serve the urban growth boundary. The Jefferson Water System Master Plan indicates the system has the capacity, with anticipated expansions and improvements, to serve the forecasted population and businesses. This estimate is based upon traditional water usage rates and does not take into account industrial users with large water needs such as food processors.

Sanitary sewer service for the city is provided by the city owned and operated sewage collection system and treatment plant. The Jefferson Sanitary Sewer System Master Plan indicates the system has the capacity, with anticipated expansions and improvements, to serve the forecasted population and businesses.

Areas within the existing downtown commercial area are fully served with water and sewer services. Additional water and sewer system improvements will be needed to serve some vacant industrial properties currently located in the city limits. For information on funding sources for public utility improvements needed to service the city's vacant industrial lands see Appendix A.

## **Quality of Life**

Quality of life is a subjective standard that is challenging to quantify. It includes economic factors, such as income, employment, and housing costs, as well as non-economic factors, such as natural and physical amenities, quality of local education, and cultural and recreational opportunities. Quality of life continues to play an increasingly important role in economic development because it affects the relative attractiveness of the city to migrants. A more attractive quality of life may help Jefferson attract a greater share of in-migrants. These migrants not only bring job skills to various employment sectors, but some may also start new businesses in the community.

The city's attractive downtown, successful industrial, retail and service companies and "small town" feel may attract new businesses and business owners to the city. The city also has access to medical services through the doctor's office in the city. The Jefferson School District and Jefferson Rural Fire Protection District provide high quality educational and fire services, respectively.

## **Business Environment**

Jefferson's economic goals support the expansion and retention of existing companies, and attracting new commercial and industrial companies. The city enjoys relatively low property taxes that may help give it a competitive advantage compared to many cities. The city has not adopted a business license program, thus, officially, the city is aware of expansions of existing companies or the establishment of new companies through changes to water/sewer billing accounts or Site Development Review applications for new construction.

The city's process to review and approve development projects is similar to the processes used by other cities in the Willamette Valley, but compared to Salem and Albany, it is not

as rigorous, detailed or expensive. Because it is more rudimentary than the larger city processes, Jefferson could have an advantage, but no known research shows companies make location decisions based on the level of fees for land use decisions.

## **Education**

Chemeketa Community College (CCC) serves Marion, Polk and Yamhill Counties. It offers workforce training and career development services. In concert with the Oregon Employment Department, CCC has developed a Job and Career Center to assist job seekers find available jobs and receive training to enhance their job skills. The Job and Career Center can also provide specialized training workshops for employers.

Chemeketa Community College also offers services to support small business owners through training programs, mentorships, and information on other available resources such as Small Business Administration Loans.

Jefferson residents can also attend Linn-Benton Community College and other public and private colleges offer coursework and degrees in many fields.

## **Summary of Economic Profile**

The City of Jefferson has experienced rapid population growth over the last 20 years due to its proximity to jobs in Albany, Millersburg and Salem, its small town environment and a high quality of life. The city is likely to experience continued population growth, although at a slightly lower rate than in the last 20 years. The city's economic base continues to be limited despite recent small expansions in commercial services and businesses. The largest employment sectors in Jefferson consist of retail trade, public sector employment and manufacturing. Projected population increases in Jefferson will provide expanded opportunities to obtain commercial goods and services locally, rather than in neighboring communities such as Albany and Salem.

Jefferson's quality of life and proximity to nearby recreational opportunities make it an attractive location for future economic development opportunities. While large industrial sites are available in nearby employment centers such as Albany, Millersburg and Salem, the city is well positioned to attract future residents and business owners that will help support further development and expansion of small businesses in Jefferson.

## **Strengths, Weaknesses, Opportunities and Threats (SWOT)**

This section shows the results of the joint City Council / Planning Commission / Chamber of Commerce / Citizen public meeting on August 8, 2013 wherein the city's strengths, weaknesses, opportunities and threats were identified. Staff from the Mid-Willamette Valley Council of Governments (MWVCOG), the Strategic Economic Development Corporation (SEDCOR) and the Oregon Department of Land Conservation and Development facilitated the work session.

Language in *italics* is additional explanatory material that wasn't specifically mentioned at the work session.

## Strengths

1. Strong agricultural base.
2. Close proximity to Santiam River. Water related recreation and tourism opportunities.
3. Only 2 miles to I-5. Four interchanges on I-5 serve the city.
  - a. *Exit 238. For northbound traffic Exit 238 (Jefferson Highway - 99E) is signed as the exit to Jefferson and it is 2 miles to Jefferson.*
  - b. *Exit 242. For north and south bound traffic Exit 242 is signed as Talbot Road and is about 2 miles from Jefferson.*
  - c. *Exit 243. For north and south bound traffic Exit 243 is signed Ankeny Hill Road and is about 4 miles from Jefferson.*
  - d. *Exit 244. For southbound traffic Exit 244 (Jefferson Highway - 99E) is signed as the exit to Jefferson and it is about 5 miles to Jefferson. If Exit 238 was signed as the Jefferson exit for southbound traffic, instead of Exit 244, then the current 5 mile drive on a curvy rural road would be reduced to a 2 mile drive on a straight State Highway.*
4. Quality of life.
5. Location near larger cities, i.e., Salem, Albany, Corvallis, Stayton.
6. Non-profits and volunteerism.
7. Good city government. Employees care and go the extra mile.
8. Excellent school system K-12. FFA. High graduation rate. Shop classes.
9. Highly rated Fire District (*Jefferson Rural Fire Protection District*).
10. Proximity to higher education. Linn-Benton and Chemeketa Community Colleges; Western Oregon University (Monmouth); Oregon State University (Corvallis); University of Oregon (Eugene); and Oregon Health Sciences University (Portland).
11. Medical clinic with a full time doctor.
12. Union Pacific/Amtrak mainline railroad through town. Siding to Wilbur-Ellis Feed and Fertilizer. *Amtrak stations in Salem and Albany.*
13. Excellent library and civic resources. Fund raising for new library. Have viable community center used by multiple organizations.
14. Sound infrastructure systems. Recently upgraded sewer treatment plant can accommodate double the existing population. Planning for improvements to water treatment facility due to anticipated increased Federal standards.
15. Property tax rate to run city government and utility rates among lowest in the State. City property tax rate is \$2.16/\$1,000 of assessed value.
16. New city hall (2013) with sign for community information.
17. Pacific Power and Light provides electricity.
18. Broadband available.
19. Population has been growing.

20. Large plant nursery company (Hart) just SE of the city on Jefferson/Scio Highway.
21. Within 2 hour drive time of Portland International Airport (PDX), and 1 hour to Mahlon-Sweet Airport in Eugene.
22. Amtrak stations in Salem and Albany.
23. Marion County Sheriff provides police coverage of the city.
24. The city's two mixed use commercial zones allow residential and commercial uses.

### **Weaknesses**

1. Need improved broadband service.
2. No room for economic growth - 20 year land supply - per 2013 PSU student GIS project. The land supply will be reviewed as part of the Economic Opportunities Analysis to ensure adequate supply.
3. Need new city library.
4. Lack of jobs.
5. No public transportation.
6. Lack of viable downtown space - redevelopable/rehab needed.
7. Lack of historic presentation and sense. No museum. More beautification.
8. No river park. Difficult access to river. The boat ramp has little parking and lack of facilities.
9. No community newspaper. *The Jefferson Review ended publication in 2012.*
10. City divided by Union Pacific/Amtrak mainline. Emergency vehicle response time affected. Only 2 crossings.
11. 99E (Jefferson Highway)(2nd Street) needs to be improved/upgraded - sidewalks, curbs, bike lanes.
12. Need to reduce the speed on Jefferson/Scio Highway on south side of town.
13. No bike lanes on 99E and Jefferson/Scio Highway (no continuity).
14. No exhaust brake ordinance (exhaust braking not prohibited).

### **Opportunities**

1. Possible future park along river.
2. Growth in agriculture/food/beverage cluster.
3. Lower cost properties. Conser House is an historic house (owned by city).
4. Development opportunities.
5. Agricultural crop diversity. A farmer/produce market.
6. Supply chain development around agribusiness. Community kitchen.
7. Historic, cultural, tourism opportunity. No B&B in town, quilt shop, RV spaces or lodging opportunity. Native American/Veterans Memorial.
8. Revitalize Main Street.
9. Willamette Valley Scenic Bike Trail goes through town - known worldwide.
10. Conference center. RV Park in town.
11. Youth: opportunity to get involved. Social media. How to engage.

12. May receive public transportation through being part of the new Albany Metro Planning Organization (MPO).

### Threats

1. International trade competition.
2. Slow economic recovery from recession.
3. Proximity to Salem and Albany. Competition for jobs/businesses. Competition for Federal resources such as the funds coming to the Albany MPO.
4. Lack of funding for community economic development.
5. Relationships with Federal and State agencies. Regulatory barriers, laws, permitting processes.
6. Limited capacity/access to Federal grants. Difficult to administer and red tape.
7. Unfunded mandates from Federal and State government.
8. Unmanaged recreation growth along river. Problems experienced by Clackamas County along the Mollala and Clackamas Rivers were mentioned.

### Target Industries

The city welcomes commercial and industrial businesses and the employment they bring. Like most cities that are not large or are not part of a metropolitan area, Jefferson encourages many types of businesses to locate in the city. The following are the businesses that Jefferson is suited to target over the next twenty years based upon its current economic base, economic opportunities and the city's economic goals and objectives:

- Expanded **commercial retail and services** to serve the needs of local residents, recreation participants and tourists.
- **Light Industrial** – The city's proximity to Interstate 5, the industrial areas in the city and in nearby cities, and agricultural lands, provide opportunities for small businesses and start-up manufacturing companies. Examples of small manufacturing industries well suited to the area include businesses specializing in light metal fabrication, construction supplies and services, and specialty food processing or supply companies.
- **Expansion of existing manufacturing companies** such as AM Equipment, Wilbur-Ellis Feed and Fertilizer and Jensen Seed and Grain.

### Employment Forecast

The previous section described the city's current economy and analyzed the strengths and weaknesses for attracting economic development in the future. This information, along with the city's goals and policies for economic development, and regional employment forecast information, was used to develop a 20-year employment forecast for the city.

## Regional Employment Growth

The Oregon Employment Department forecasts employment for regions and Jefferson is included in the Marion, Polk and Yamhill Counties region. **Table 6** shows forecasted employment within Marion, Polk, and Yamhill counties for the period 2010 through 2020. Total regional private and public payroll employment in the region is expected to grow from 185,100 in 2010 to 215,300 in 2020. The increase in total private and public employment is 30,200 jobs which is a growth rate of 16.4 percent ( $215,300 - 185,100 = 30,200 / 185,100 = 0.164 \times 100 = 16.4\%$ ) over the 10 year period or 1.52 percent per year.

Focusing on the private sector employment, Table 6 shows the regional private payroll employment is expected to grow 26,900 from 138,100 to 165,000 from 2010 to 2020. The 26,900 job increase in total private employment (Table 6, second line of data) is a growth rate of 19.5 percent ( $165,000 - 138,100 = 26,900 / 138,100 = 0.195 \times 100 = 19.5\%$ ) over the 10 year period or 1.80 percent per year.

It is assumed the public sector jobs will not generate a demand for additional land because the existing school district, city and fire district properties can accommodate the added public sector employees. For example when a new school district employee is added, it is assumed the position will be in an existing building or in a new building constructed on a property currently owned by the school district -- a new portable classroom on the existing elementary, mid-school or high school property.

Similarly, when a new city employee is added, it is assumed the position will be in the existing city hall which was new in 2013 with room for additional employees, or in the Public Works Department building which has room to accommodate new employees. Finally, when a new fire district employee is added, it is assumed the position will be in the existing fire district buildings or if a new building is constructed, it will be on land currently owned by the fire district.

Some of the analysis below includes public sector employment because it was included in the State Employment Department data, but when the analysis calculates the amount of land needed for new employees, the public sector employment is not included.

The greatest percentage increases in *private* regional employment growth are anticipated in Professional and Business Services (30%), Education and Health Services (29%), Construction (21%) and Leisure and Hospitality (20%).

**Table 6** on the following page shows the employment projections by selected sectors.

**Economics - Table 6  
Employment Projections by Selected Sector  
Marion, Polk, and Yamhill Counties, 2010 and 2020**

| <b>Sector</b>                                 | <b>2010</b> | <b>2020</b> | <b>Percent Change<br/>2010-2020</b> |
|---|-------------|-------------|-------------------------------------|
| <i>Total Public &amp; Private Payroll Emp</i> | 185,100     | 215,300     | 16.4                                |
| <i>Total Private Payroll Emp</i>              | 138,100     | 165,000     | 19.5                                |
| Natural Resources and Mining*                 | 14,100      | 15,800      | 12                                  |
| Construction                                  | 7,700       | 9,300       | 21                                  |
| Manufacturing                                 | 17,400      | 20,000      | 15                                  |
| Trade, Transportation and Utilities           | 27,500      | 31,600      | 15                                  |
| Information                                   | 1,400       | 1,400       | 0                                   |
| Financial Activities                          | 8,000       | 9,000       | 13                                  |
| Professional and Business Services            | 13,200      | 17,200      | 30                                  |
| Educational and Health Services               | 27,800      | 35,900      | 29                                  |
| Leisure and Hospitality                       | 14,600      | 17,500      | 20                                  |
| Other Services                                | 6,300       | 7,300       | 16                                  |
| Government                                    | 47,000      | 50,300      | 7                                   |

Source: Oregon Employment Department, 2014.

\*Farm employment is included in natural resources and mining.

### **Jefferson Employment Forecast**

As noted above, the regional economic forecast indicates positive job growth to 2020. Given Jefferson's comparative economic advantage for attracting business discussed above, the city can expect employment growth through 2020 and to 2033.

The local employment forecast uses the "Safe Harbor" method in Oregon Administrative Rule (OAR) 660-024-0040(9)(a). The "Safe Harbor" method assumes the number of jobs created in the city will grow at a rate equal to the regional job growth rate provided in the most recent forecast published by the Oregon Employment Department.

The most recent forecast provided by the Oregon Employment Department as shown in Table 6 estimates the region's *private* employment will grow by 19.5 percent from 2010 to 2020 (1.80 percent per year). This growth rate was extrapolated to the year 2033 to develop a 22-year employment forecast for the City of Jefferson.

**Table 7** shows the forecasted total employment growth through the year 2033 using the "Safe Harbor" method. To calculate the 2033 forecast of future employment, covered employment was first converted to total employment using statewide conversion ratios. Total employment takes into account employees that are not covered under unemployment insurance, such as business owners and some agricultural workers. Upon converting 2011 covered employment to total employment, the total employment

estimate of 334 is projected out to 2033 using the growth rate from 2010 to 2020 shown in Table 6 which is 19.5 percent or 1.80 percent per year. The 1.80 percent per year rate is used to forecast the job growth out to 2033.

Using this forecast method, there will be 477 jobs in 2033. Of the 477 jobs, 143 will be new jobs ( $477 - 334 = 143$ ) added over the 22 year planning horizon. Table 7 shows in 2011 there were 185 private sector jobs or 55.4 percent, and 149 public sector jobs or 44.6 percent, for a total of 334 jobs.

This analysis assumes each employment sector in 2033 will make up the same percentage as in 2011. Based on the 477 total jobs in 2033, 265 or 55.4% ( $477 \times 0.554 = 265$ ) will be private sector jobs and 212 or 44.6% ( $477 \times 0.446 = 212$ ) will be public sector jobs. The 2033 employment forecast shows the city's economy will continue to consist largely of public sector jobs (44.6%), followed by other (12.9%), wholesale (12.6%), retail trade (9.6%) and construction (9%).

**Table 7  
Employment Growth  
Jefferson, 2011 and 2033**

| Sector  | 2011 Covered Employment |            | 2011 Total Employment |            | 2033 Total Employment |            |
|---|-------------------------|------------|-----------------------|------------|-----------------------|------------|
|   | Percent                 | Total      | Percent               | Total      | Percent               | Total      |
| Construction  | 7.2%                    | 22         | 9.0%                  | 30         | 9.0%                  | 43         |
| Wholesale Trade, Transportation and Warehousing       | 12.4%                   | 38         | 12.6%                 | 42         | 12.6%                 | 60         |
| Retail Trade  | 8.8%                    | 27         | 9.6%                  | 32         | 9.6%                  | 46         |
| Health Care and Social Assistance                     | 4.6%                    | 14         | 5.7%                  | 19         | 5.7%                  | 27         |
| Other Services, except Public Administration          | 4.6%                    | 14         | 5.7%                  | 19         | 5.7%                  | 27         |
| Other affected by confidentiality limits              | 14.0%                   | 43         | 12.9%                 | 43         | 12.9%                 | 62         |
| <b>Total Private Sector</b>                           |                         | <b>158</b> |                       | <b>185</b> |                       | <b>265</b> |
| <b>Total Public Sector (Local, State and Federal)</b> | <b>48.6%</b>            | <b>149</b> | <b>44.7%</b>          | <b>149</b> | <b>44.6%</b>          | <b>212</b> |
| <b>Total Private and Public Sectors</b>               | <b>100%</b>             | <b>307</b> | <b>100%</b>           | <b>334</b> | <b>100%</b>           | <b>477</b> |

Source: State of Oregon Employment Department, 2010; employment forecast and data summary by MWVCOG, 2014.

## Land Demand

To identify the amount of commercial and industrial land needed over the 22 year planning horizon, the employment growth forecast shown in Table 7 was aggregated into three general land use categories, i.e., commercial, industrial and public. The 63 new public sector jobs ( $212 - 149 = 63$ ) are associated with the Jefferson School District, the

City of Jefferson, the Jefferson Park District and the Jefferson Rural Fire Protection District.

**Table 8** shows the 80 new private sector jobs from 2011 to 2033 by selected sector with 49 new commercial jobs and 31 new industrial jobs forecasted.

The 80 new private sector jobs are converted into the number of acres needed for commercial and industrial uses over the 22-year planning horizon. The employment sectors forecasted above were allocated to the commercial or industrial land use categories:

- **Commercial:** Retail Trade; Health Care and Social Assistance; Other Services, except Public Administration; Other affected by confidentiality limits.
- **Industrial:** Construction; Wholesale Trade, Transportation and Warehousing.

**Table 8  
New Jobs by Commercial and Industrial Sectors**

| Sector  | 2011 Total Employment | 2033 Total Employment | Number of New Jobs |
|---|-----------------------|-----------------------|--------------------|
| <b>INDUSTRIAL:</b>                              |                       |                       |                    |
| Construction                                    | 30                    | 43                    | 13                 |
| Wholesale Trade, Transportation and Warehousing | 42                    | 60                    | 18                 |
| <b>INDUSTRIAL TOTAL:</b>                        | <b>72</b>             | <b>103</b>            | <b>31</b>          |
|   |                       |                       |                    |
| <b>COMMERCIAL:</b>                              |                       |                       |                    |
| Retail  | 32                    | 46                    | 14                 |
| Health Care and Social Assistance               | 19                    | 27                    | 8                  |
| Other Services, except Public Administration    | 19                    | 27                    | 8                  |
| Other affected by confidentiality limits        | 43                    | 62                    | 19                 |
| <b>COMMERCIAL TOTAL:</b>                        | <b>113</b>            | <b>162</b>            | <b>49</b>          |
|   |                       |                       |                    |
| <b>INDUSTRIAL AND COMMERCIAL TOTAL:</b>         | <b>185</b>            | <b>265</b>            | <b>80</b>          |

Source: MWVCOG.

**Table 9** below shows the number of new jobs created during the period 2011 to 2033 by land use type. The employment growth was calculated by subtracting the 2011 total employment from the 2033 total employment figure. The local employment forecast

estimates a total of 49 new commercial and 31 new industrial jobs for a total of 80 new jobs created by 2033.

**Table 9**  
**Total Employment Growth by Land Use Type**  
**Jefferson, 2011 to 2033**

| Land Use Type | 2033 |
|---------------|------|
| Commercial    | 49   |
| Industrial    | 31   |
| Total         | 80   |

Source: MWVCOG, 2014.

The following paragraphs explain how the 49 commercial jobs and 31 industrial jobs were translated into a demand for acreage needed to accommodate the new jobs. Essentially, the current job density (jobs per acre) for the current commercial and industrial jobs in the city was calculated. Then, that number of jobs per acre was assumed to be the same in the future. For example, the 85 current commercial jobs located on 11.60 net acres of developed commercial land give an average density of 7.73 jobs per net acre (85 acres divided by 11.60 acres = 7.73 jobs per acre). Then the forecasted 49 new commercial jobs is divided by 7.73 commercial jobs per acre to give a figure of 6.34 acres needed to accommodate the 49 new jobs (49 divided by 7.73 = 6.34 acres).

An estimate of the city's employment density, expressed as the number of jobs per acre, is calculated to determine the amount of land needed to support the forecasted employment growth shown in Table 9. The estimate was developed based upon a review of the city's existing commercial and industrial job densities and the result is shown in **Table 10**.

Up to this point the analysis used the 2011 Oregon covered employment data. Due to confidentiality issues it is general, but is sufficient to indicate how many jobs exist in the city and to estimate future employment gains out to 2033. The following calculations use the 2012 ES 202 employment data because it is specific and is suitable to calculate detailed employee densities. As is common among different data sets for different years, the data is not the same, but is similar. Thus, Table 8 shows 72 industrial jobs in the city as of 2011, but Table 10 shows 84 industrial jobs in the city as of 2012. Because the 2012 ES 202 data can be identified with a specific property, it is used to determine the employee densities for the commercial jobs and the industrial jobs.

Table 10 shows, as of 2012, the city had 85 commercial jobs located on 11.60 net acres of developed commercial land for an average density of 7.73 jobs per net acre. Table 10 shows, as of 2012, the city had 84 industrial jobs located on 7.63 net acres of developed industrial land for an average density of 11.01 jobs per net acre. The analysis assumes the job density will remain the same over time because the types of businesses anticipated to locate in the city in the future are similar to the businesses located in the city today.

Typically, commercial job density is greater than industrial density, but in smaller cities there are few private sector high density office uses and there are more low density commercial uses such as Century Link, self-service storage facilities, car wash, lumber yard, tool and equipment rental and a student bus service.

**Table 10  
Commercial and Industrial Job Density  
Jefferson, 2012**

| <b>Land Use Type</b> | <b>2012 Total Employment</b> | <b>2012 Developed Net Acres</b> | <b>Employees Per Net Acre</b> |
|----------------------|------------------------------|---------------------------------|-------------------------------|
| Commercial           | 85                           | 11.60                           | 7.73                          |
| Industrial           | 84                           | 7.63                            | 11.01                         |

Source: MWVCOG, 2014.

**Table 11** shows the amount of land needed to accommodate new commercial and industrial employment growth through the year 2033 based on the employment forecast. To accommodate projected commercial employment growth through the year 2033, 6.34 net acres will be needed. To accommodate projected industrial employment growth through the year 2033, 2.82 net acres will be needed.

**Table 11  
Land Need by Land Use Type  
Jefferson, 2033**

| <b>Land Use Type</b> | <b>Total Employment Growth</b> | <b>2012 Employees Per Net Acre</b> | <b>2033 Land Demand (acres)</b> |
|----------------------|--------------------------------|------------------------------------|---------------------------------|
| Commercial           | 49                             | 7.73                               | 6.34                            |
| Industrial           | 31                             | 11.01                              | 2.82                            |
| Total                | 80                             | --                                 | 9.16                            |

Source: MWVCOG, 2010.

See Table 12, below, p. 24, for the industrial buildable acreage available (20.50 acres) to fill the 2.82 acre need. See Table 28, below, p. 48, for the commercial buildable acreage available (32.28) to fill the 6.34 acre need.

### **Site Requirements**

In addition to the amount of land needed for future employment growth, consideration of the *type* of sites is needed for future commercial and industrial developments. Site requirements include the physical characteristics required for a particular type of

industrial or commercial use such as parcel size, site configuration, and access to a specific type of transportation facility. Employment growth is forecasted for the major commercial and industrial sectors in Jefferson over the planning period. It is beneficial if a variety of sites is available to meet the forecasted commercial and industrial land needs.

### ***Industrial***

Industrial employment growth in Jefferson will likely consist of small to medium sized businesses. The city's primary industrial employers such as AM Equipment, Wilbur-Ellis Feed and Fertilizer and Jensen Seed and Grain have been in the city at their current locations for many years. The city has not experienced significant new industrial development since before 2000, but it is prudent for the city to have an inventory of industrial zoned land to attract new industry or for the existing companies to expand.

Newly established businesses often seek opportunities to lease space in an existing building due to the expense associated with buying land and constructing a new building. Small businesses and start-up companies typically need 1,500 to 15,000 square feet of space that allows for a variety of uses including small scale manufacturing, showrooms, warehouse, and office space. Some light industrial flexible buildings are designed to accommodate 2 to 10 different businesses for an average total building size of 2,000 to 20,000 square feet. These buildings are usually located in business park settings on parcels of 1 to 5 acres. There is also a need for medium sized parcels of 5 to 10 acres to provide smaller businesses an opportunity to expand and for medium sized businesses that need larger spaces.

To be economically feasible for development, industrial parcels should be relatively flat and not be constrained by wetlands, floodplains or steep slopes. Direct access to a highway or designated truck route is preferred to minimize disruption to residential areas. Access to an existing rail spur, or the potential to construct a spur, or extend an existing spur, can improve the development potential of a property.

### ***Commercial***

Employment growth in commercial services will most likely take place in small businesses. Small businesses often lack capital to construct new buildings and therefore, require existing buildings with leasable space. Due to the high turnover in small business start-ups, it is desirable that building sites provide enough flexibility to accommodate various users. Typical building sizes for commercial services are 1,500 to 10,000 square feet. Commercial uses require access to streets with high traffic volumes and visibility to attract customers. Commercial uses often locate in close proximity to one another to allow customers the ability to access multiple commercial services. Good pedestrian access and attractive streetscapes are important and attract customers.

The approximate size of a sit-down restaurant is about 6,000 to 10,000 square feet, while specialty grocery stores are approximately 40,000 to 55,000 square feet<sup>2</sup>. The average size of a large supermarket is 80,000-100,000 square feet.

## Employment Land Inventory

In 2014, the Mid-Willamette Valley Council of Governments completed a buildable lands inventory of the city to determine the amount of vacant, partially built and redevelopable commercial and industrial land inside the Jefferson urban growth boundary. The following parameters were used to determine whether land is vacant or redevelopable.

- Vacant land includes vacant properties and properties with improvement values of less than \$5,000.
- Partially vacant land is land that is developed, but has additional space for expansion.
- Redevelopable land includes properties in industrial and commercial zones where some improvements have been made, but where the potential for redevelopment for more intense uses is probable. Redevelopable land is defined as parcels with improvement values of at least \$5,000, where the ratio of land value to improvement value is 1:1 or greater (land value is greater than the value of the structure improvements).

## Industrial Land Inventory

**Table 12** shows the inventory of buildable industrial land. It shows 18.98 net acres of vacant buildable industrial land and 1.52 acres of redevelopable industrial land currently within the city limits and urban growth boundary. The 20.50 total net acres exceed the 2.82 net acres needed to accommodate the 31 new industrial jobs created during the period 2013 to 2033.

**Table 12**  
**Industrial Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone and Designation</b>                            | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|--|---------------------|----------------------------|--------------------|
| Industrial in the City Limits                          | 18.98               | 1.52                       | 20.50              |
| Industrial outside the City Limits, but inside the UGB | 0.0                 | 0.0                        | 0.0                |
| <b>Total</b>   | 18.98               | 1.52                       | 20.50              |

Source: Marion County Assessor data, MWVCOG, 2014.

<sup>2</sup> Commercial Realty Advisors Northwest, LLC, online at: <http://www.cra-nw.com/clients.php>

**Figure 2** is a map of the vacant and redevelopable buildable industrial lands within the Jefferson urban growth boundary. See following page.

The purpose of Figure 2 is to provide a general visual representation of the properties. If a detailed review of a property is desired, the spreadsheet that is the basis for the acreages in this document should be reviewed. The legend identifies the diagonal hatching as vacant and redevelopable properties, thus there are no separate categories for vacant and redevelopable properties. In one case the entire property may be vacant. In another a property may be only 25% built with the remaining 75% available for new development. In another situation a property may have an existing structure on it whose value is less than the value of the property and in those cases this document assumes the entire property is suitable for redevelopment.

Figure 2 - Vacant and Redevelopable Buildable Industrial Lands Map

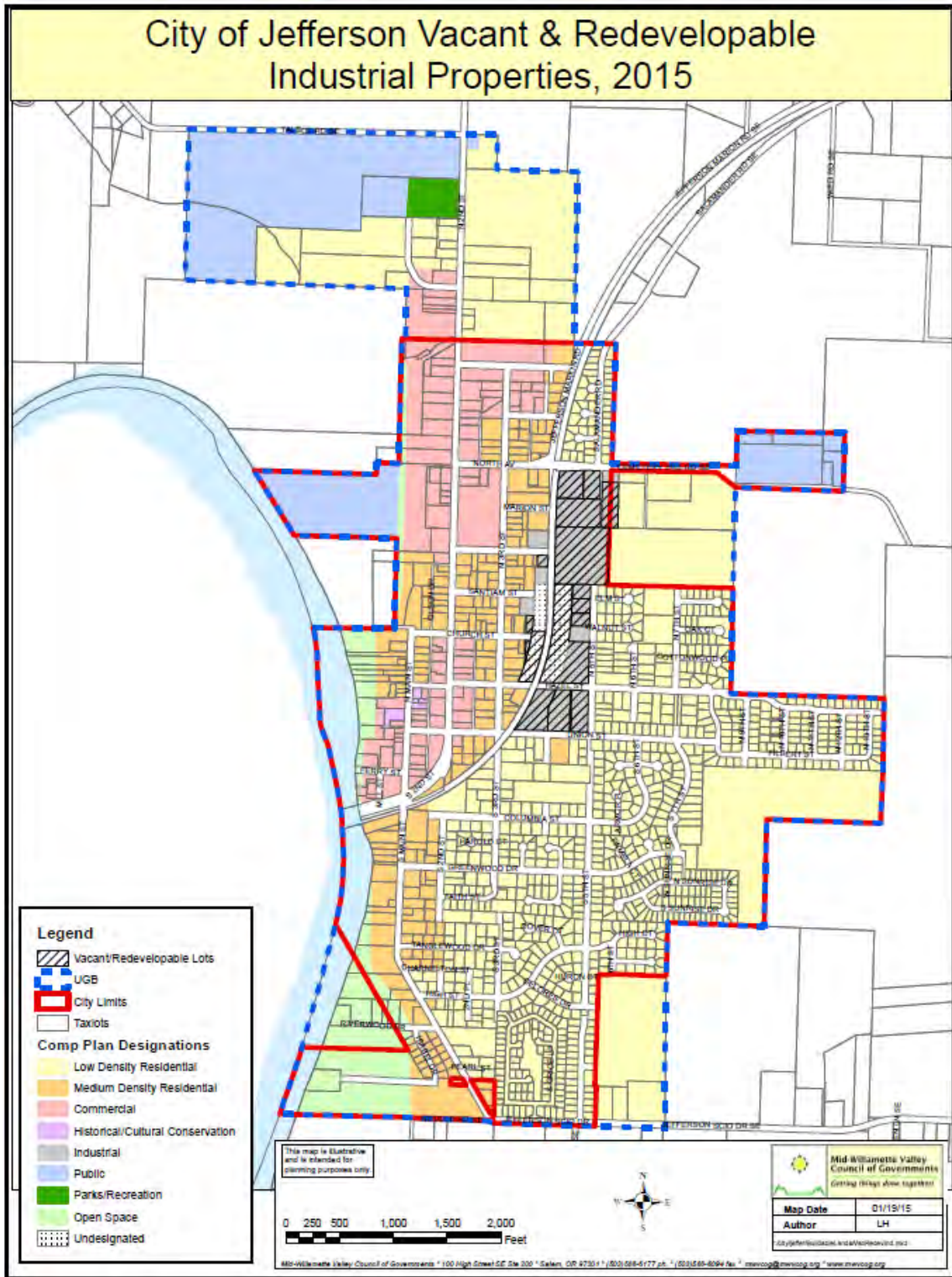
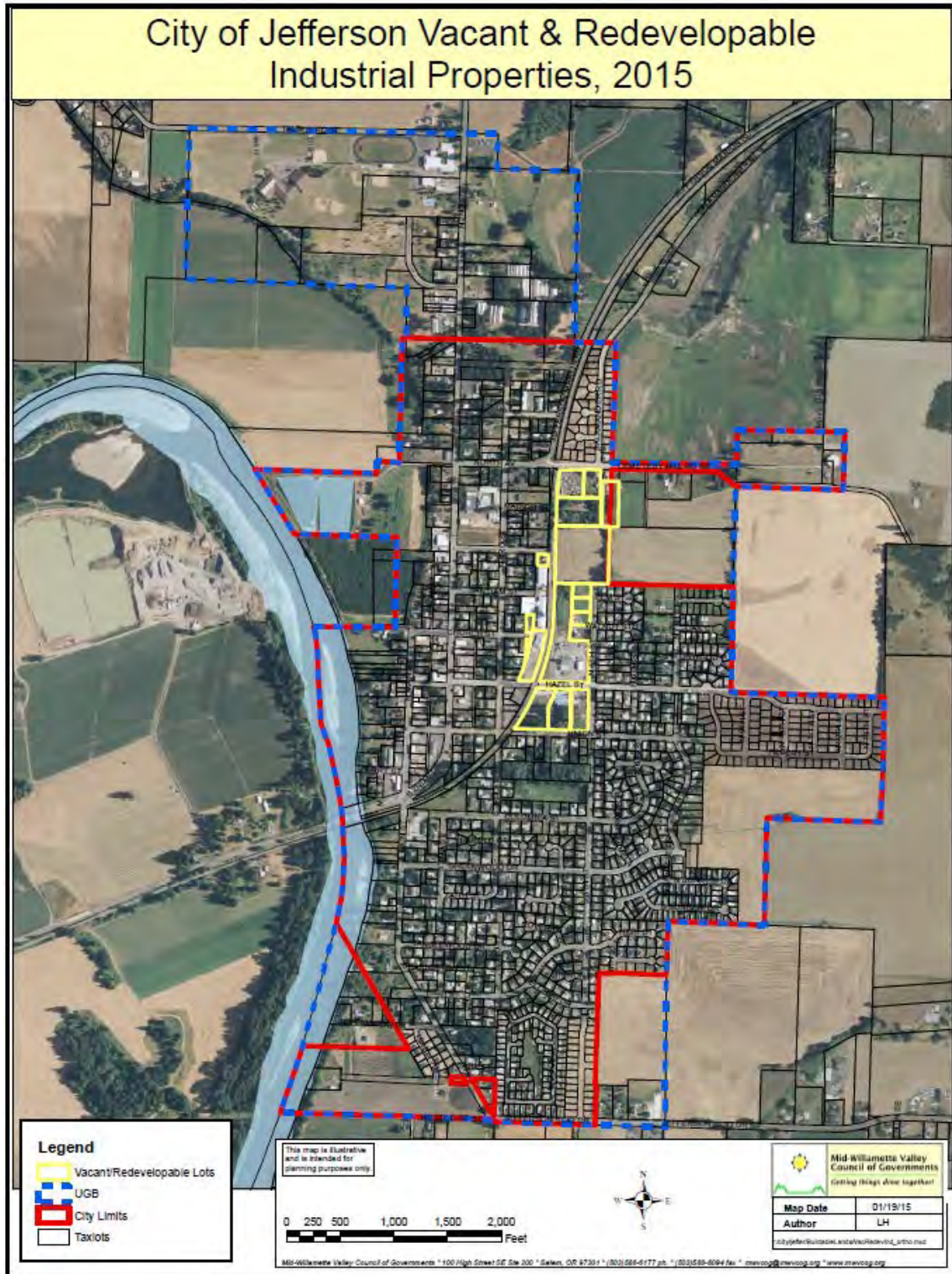


Figure 3 is an aerial photograph of the vacant and redevelopable buildable industrial land within the Jefferson urban growth boundary. See following page.

Figure 3 - Aerial Photograph of the Vacant and Redevelopable Industrial Lands



## Discussion of Each Industrial Property

The majority of Jefferson's vacant industrial lands are located in the central portion of the city south of Cemetery Hill Road and east of the Union Pacific Railroad (the main line through the Willamette Valley which accommodates freight trains and AmTrak).

### Beckner-Berman Properties

Based upon a review of Marion County Assessor data, the three Beckner-Berman parcels immediately south of Cemetery Hill Road and east of the tracks are 1.0, 1.33 and 2.50 acres (4.83 acres total)(Assessor's Map 10, 3W, 01CC, Tax Lots 4500, 4600, 4700). They are in one ownership. Tax Lot 4500 (1.0 ac.) includes a single family dwelling, but the land value, \$102,940 is greater than the improvement value, \$100,640, thus it is considered redevelopable. Tax Lot 4600 (1.33 ac.) is the site of a wrecking yard with approximately 200 cars. It is considered vacant for the purposes of this analysis. Tax Lot 4700 (2.50 ac.) is vacant. These properties could accommodate one development or they could be divided for several smaller developments. A 10" PVC and a 10" AC water line are in Cemetery Hill Road fronting these properties. An 8" concrete sewer line is in Cemetery Hill Road fronting these properties. In summary, there is a total of 4.83 buildable acres composed of 3.83 vacant acres (Tax Lots 4600 and 4700) and 1.00 redevelopable acre (Tax Lot 4500).

In addition to the three lots described above, two additional Beckner-Berman tax lots are to the east. They are 1.46 and 0.37 acres (Assessor's Map 10, 3W, 01, Tax Lots 1400 and 1500). Tax Lot 1500 (0.37 ac) fronts on Cemetery Hill Road and includes a single family dwelling with the land value less than the improvement value, thus it is not considered to be redevelopable. The western half of the lot (0.18 ac) is in the city limits with a Comprehensive Plan Map designation of Industrial and it is zoned Industrial. The eastern half of the lot (0.18 ac) is outside the city limits, but inside the urban growth boundary, and the Comprehensive Plan Map designation is Industrial. If Tax Lot 1500 were to be proposed for industrial development, the eastern one-half would need to be annexed into the city limits, and be rezoned from the current Marion County zone to the city's Industrial Zone. Due to the existing single family dwelling with the land value less than the improvement value, Tax Lot 1500 (0.37 ac) is not included in the inventory of vacant or redevelopable industrial land. A 10" PVC and a 10" AC water line are in Cemetery Hill Road which could serve this property. An 8" concrete sewer line is in Cemetery Hill Road a few feet east of the intersection of Cemetery Hill Road and Salamander Street which could serve this property.

Another Beckner-Berman property (Tax Lot 1400 with 1.46 ac) is behind, or to the south of, Tax Lot 1500 which was described in the above paragraph. Tax Lot 1400 does not have frontage on Cemetery Hill Road, thus it may appear to be landlocked, but a narrow 20 foot wide, unimproved public right-of-way abuts the lot on the west. There are some small out-buildings on the property valued at \$8,030 and the property is valued at \$67,300, thus the property is redevelopable because the land value is more than the value of the improvements. The western approximately half of Tax Lot 1400 (0.63 ac) is in the

city limits with a Comprehensive Plan Map designation of Industrial and it is zoned Industrial. The eastern approximately half of the property (0.83 ac) is outside the city limits, but inside the urban growth boundary, and the Comprehensive Plan Map designation is Industrial. If Tax Lot 1400 were to be proposed for industrial development, the eastern one-half would need to be annexed into the city limits and be rezoned from the current Marion County zone to the city's Industrial Zone. A 10" PVC and a 10" AC water line are in Cemetery Hill Road which could be extended to serve this property. An 8" concrete sewer line is in Cemetery Hill Road a few feet east of the intersection of Cemetery Hill Road and Salamander Street which could serve this property. In summary, there are 1.46 acres of redevelopable buildable industrial land.

### Epping Property

The above five Beckner-Berman lots are abutted on the south by the 6.10 acre Epping property (Assessor's Map 10, 3W, 12BB, Tax Lot 1000). It is vacant, thus it is developable. This property extends southerly to the point where 5th Street is stubbed to the south property line. An 8" PVC city water line runs northerly into the property from the north end of 5<sup>th</sup> Street. Within about 100 feet it begins curving to the east running off the property and then northerly to connect to a water line in Cemetery Hill Road. The city's street plan calls for 5th to be extended northerly to intersect Cemetery Hill Road. If the property is subdivided for industrial development, it is possible that an area 66 feet wide (the current 5th Street right-of-way is 66 feet wide) and approximately 530 feet north-to-south (34,980 sq. ft. or .81 ac.) would be dedicated as public right-of-way leaving 5.29 net acres for development. If the street extension follows the 8" water line, less land would be dedicated for right-of-way. Depending on the layout of an industrial development, a right-of-way dedication may not be needed and only the water line would result in no buildings over the line. The water line corridor could be counted toward the required amount of landscaping or it could be under a parking lot. The property could accommodate one 6-acre development or it could be subdivided into several smaller developments. In summary, there are 6.10 vacant net developable acres.

### Schmitt Properties

The above 6.10 acre Epping property is abutted on the south by the Schmitt and Wilbur-Ellis properties which are zoned Industrial. The northernmost Schmitt property is 0.55 acres (Assessor's Map 10, 3W, 12BB, Tax Lot 7902). Abutting Tax Lot 7902 to the south is the southernmost Schmitt property of 0.55 acre (Assessor's Map 10, 3W, 12BB, Tax Lot 7901). The two Schmitt properties are vacant and total 1.1 acres. Their east property lines front on 5th Street which is improved, except there is no sidewalk, curb or gutter on the west side of 5th where these properties are located. Sewer and water lines are in 5<sup>th</sup> Street. The 8" concrete sewer line extends only to the intersection of 5<sup>th</sup> and Elm, thus it would need to be extended northerly in 5<sup>th</sup> along the frontage of the northernmost 0.55 acre property to the end of 5<sup>th</sup> Street. The 8" PVC water line extends along the frontage of these properties and into the 6.10 acre Epping property, above, and can serve the Schmitt properties.

The National Wetlands Map shows a freshwater emergent wetland on the two Schmitt properties, thus before development, a wetlands consultant would need to determine if a wetland actually exists on the properties. Even if wetlands are found, they could be filled and the fill mitigated and all of the Schmitt properties could be developed. Due to the possible filling of the wetlands and mitigation for the fill, they are included in the inventory of buildable vacant industrial properties. In summary, there are 1.10 vacant developable acres.

### Hoenig Properties

Abutting to the south of the two 0.55 acre Schmitt properties, are two Hoenig properties. The northernmost is 0.50 acres (Assessor's Map 10, 3W, 12BB, Tax Lots 7900) and the southernmost is 0.64 acres (Assessor's Map 10, 3W, 12BB, Tax Lots 8000), for a total of 1.14 acres. The northernmost lot (Tax Lot 7900) is vacant and the southernmost lot (8000) is developed with a single family dwelling which is nonconforming as to use because the land is zoned Industrial and dwellings are not permitted in the Industrial Zone. The northernmost lot has an out-building, some trailers, boats, and other materials stored on it. They appear to be related to the single family dwelling on the southern lot. The east property lines of the Hoenig properties front on 5th Street which is improved, except there is no sidewalk, curb or gutter on the west side of 5th where these properties are located. Sewer and water lines are in 5<sup>th</sup> Street which can serve these properties. The National Wetlands Map does not show wetlands on these properties. The northernmost 0.50 acre property is considered vacant and developable. The southernmost 0.64 acre property with the dwelling is not considered redevelopable because the value of the land is less than the value of the dwelling. In summary, there is 0.50 vacant developable acres (the northern lot).

### Wilbur-Ellis Feed and Fertilizer Company Property

The above 6.10 acre Epping property is also abutted on the south by the north end of the 5.70 acre Wilbur-Ellis Feed and Fertilizer Company property. This property (Assessor's Map 10, 3W, 12BB, Tax Lot 7700) extends from the south property line of the 6.10 acre Epping property southerly about 900 feet to Hazel Street where the Wilbur-Ellis buildings front on Hazel Street. The southern approximately one-half of the property is developed (2.85 acres) with the Wilbur-Ellis facilities. The undeveloped half (2.85 ac.) extends northerly to the south property line of the 6.10 acre Epping property discussed above. The undeveloped half can also be described as being to the west of the two 1.10 acre Schmitt properties and the 1.14 acre Hoenig properties. The Union Pacific Railroad runs along the west side of this undeveloped half.

The Wilbur-Ellis Feed and Fertilizer Company facilities are on the south end of the 5.70 acre site. The facilities are two main buildings, two smaller buildings, about 10 tanks and outdoor storage. This property is at the northwest corner of on Hazel and 5th Streets which are improved, except there is no sidewalk, curb and gutter on the west side of 5th. The National Wetlands Map shows a freshwater emergent wetland on about one-half of the northern vacant half of the property, or 1.43 acres ( $2.85 / 2 = 1.43$  ac), thus before

development occurs a wetlands consultant would need to determine if a wetland actually exists on the property. The vacant non-wetland 1.43 acre northern portion could be used to expand the Wilbur-Ellis facility or it could be combined with the vacant 0.55 acre Schmitt properties or the vacant 0.50 acre Hoenig property abutting the northern portion to the east.

The 5.70 acre Wilbur-Ellis property has an approximately 700 foot long railroad siding which has an additional approximately 200 foot siding on the southern portion of the property. The western portion of the property, including all of the northern "finger" that extends behind the 1.10 acre Schmitt properties and the 1.14 acre Hoenig properties is not zoned on the Zone Map. It is not clear why the property is not zoned, but it appears there may have been some confusion related to Catellus Development Company owning the subsurface rights. As part of this Economic Opportunities Analysis, it is proposed the unzoned area be placed in the Industrial Zone. In summary, there are 1.43 vacant developable acres on the Wilbur-Ellis site north of Hazel Street and abutting to the east of the Union Pacific track.

#### AM Equipment Company Property

Continuing south of the Wilbur-Ellis property (south of Hazel Street) the AM Equipment Company owns four contiguous lots comprising 5.37 acres (Assessor's Map 10, 3W, 12BC, Tax Lots 100 of 1.68 acres; 101 of 0.09 acres; 200 of 1.64 acres; and 300 of 1.96 acres). These contiguous properties are bounded on the north by Hazel Street, on the east by 5th Street, on the south by the partially improved Union Street which serves several single family dwellings and a small apartment development on the south side of Union Street, and on the west by the Union Pacific track. There is no railroad siding on the property, but the western portion of the site is vacant and may be able to accommodate a siding. About one-third of the site is built (1.79 acres) leaving 3.58 vacant acres for future expansion. Driveway access points are on Hazel Street and 5th Street. Hazel and 5th Streets are fully improved. There are sewer and water lines fronting the property in Hazel and 5<sup>th</sup> Streets. The National Wetlands Map shows no wetlands on the property. In summary, there are 3.58 vacant developable acres.

#### Jensen Seed and Grain Company Property

The Jensen Seed and Grain Company owns two tax lots on the west side of the Union Pacific track from about University Street in the north to Hazel Street in the south, a distance of about 2,000 feet (Assessor's Map 10, 3W, 12BB, Tax Lots 3500 of 2.12 acres and 7500 of 1.35 acres). The total acreage is 3.47 acres. There are sewer and water lines in University, Santiam, Church and Hazel Streets which approach the property from the west. The sewer lines in Church and Hazel Streets serve, or could serve, the properties. The northern 2.12 acres are developed with four large buildings and there does not appear to be room for a significant expansion on the property. However, the 0.24 acre Guzman property abuts to the north at 388 University Street (Assessor's Map 10, 3W, 12BB, Tax Lot 1100). It is designated Industrial on the Comprehensive Plan Map and is zoned Industrial. The Guzman property includes an older smaller single family dwelling. The

value of the land is more than the value of the improvement, thus it is considered redevelopable.

The Jensen Seed and Grain Company's second property is a 1.35 acre tax lot on the south side of Church Street (Assessor's Map 10, 3W, 12BB, Tax Lot 7500) extending southerly to Hazel Street. It is partially developed with an older approximately 50 foot by 100 foot structure (5,000 sq. ft.). The value of the land is more than the value of the improvement, thus it is redevelopable, but because the building is an industrial building it is assumed it will remain on the northern one-third of the property (0.45 ac.) and the southern vacant two-thirds is developable (0.90 ac.).

The Jensen properties and the abutting industrially zoned properties provide 1.51 acres for expansion composed of 0.49 acres of redevelopable land (2 properties of 0.24 and 0.25 acres) and 1.02 acres of vacant buildable land (2 properties of 0.12 and 0.90 acres).

The eastern portion of the Jensen property from Hazel to just north of Santiam is not zoned. It is not clear why it is not zoned, but there may have been confusion related to Catellus Development Company owning the subsurface rights. This document recommends the Industrial Zone be applied to the unzoned area.

#### Guzman Property

The 0.24 acre Guzman property at 388 University Street (Assessor's Map 10, 3W, 12BB, Tax Lot 1100) abuts the Jensen Seed and Grain Company on the north. It is at the southwest corner of University Street and the railroad track. As noted in the above paragraph it is designated Industrial on the Comprehensive Plan Map and is zoned Industrial. At some time in the future it is anticipated the property will be redeveloped to an industrial use due to it being designated Industrial and zoned Industrial. The property includes an older smaller single family dwelling. The value of the land is more than the value of the improvement, thus it is considered redevelopable.

If expansion to the north is a viable strategy for the Jensen Seed and Grain Company and the Guzman property is acquired, an option for the company to consider is to apply to the city to vacate the eastern 100 feet of University Street (66 foot wide right-of-way by 100 feet long = 6,600 sq. ft. or 0.16 ac.) to provide more area for a Jensen expansion. University Street does not extend easterly across the railroad tracks, thus its function east of 3rd Street is to provide local access and the only properties accessed from the eastern 100 feet of the street are the Guzman property on the south and the Epps Trust property on the north (see the following paragraph). In summary, the Guzman property provides 0.24 redevelopable acres.

#### Epps Trust Property

The 0.75 acre Epps property at 357 University Street is at the northwest corner of University Street and the tracks (Assessor's Map 10, 3W, 12BB, Tax Lot 900). It is vacant and almost square (165' X 198'). It is designated Industrial on the Comprehensive

Plan Map, but is zoned R-3 (High Density Residential). Keeton Epps submitted a January 12, 2015 email and William Epps provided oral testimony to the City Council on January 22, 2015 stating the trust's desire for the R-3 Zone to be retained and that the Industrial Comprehensive Plan Map designation be changed to residential. William Epps purchased the property years ago to build a future apartment on the property which would be consistent with the R-3 Zone. Mr. Epps health is now an issue and the property is in a trust. It is not clear why the property's designation is Industrial and the zone is R-3. Given the properties abutting to the north and west are designated Medium Density Residential and are zoned R-2, and given one of the properties across University Street to the south is designated Medium Density Residential and is zoned R-3, changing the Epps Trust property's designation from Industrial to Medium Density Residential and retaining the R-3 Zone is justified.

#### Bendel Property

Another possible expansion area is at the south end of the Jensen ownership. The 0.25 acre Bendel property on the north side of Church Street and abuts the Jensen property to the west (Assessor's Map 10, 3W, 12BB, Tax Lot 5600). It is zoned Industrial and has an older smaller single family dwelling whose value is less than the value of the land, thus it is redevelopable.

#### Ammo Property

To the west of this southern portion of the Jensen ownership is the 0.12 acre (5,230 sq. ft.) Ammo property which abuts the Jensen ownership to the west. It is a long narrow triangle which may be too small to accommodate a standalone industrial business. It is south of Church Street, is vacant and it is zoned Industrial (Assessor's Map 10, 3W, 12BB, Tax Lot 5700). It is a possible Jensen expansion area.

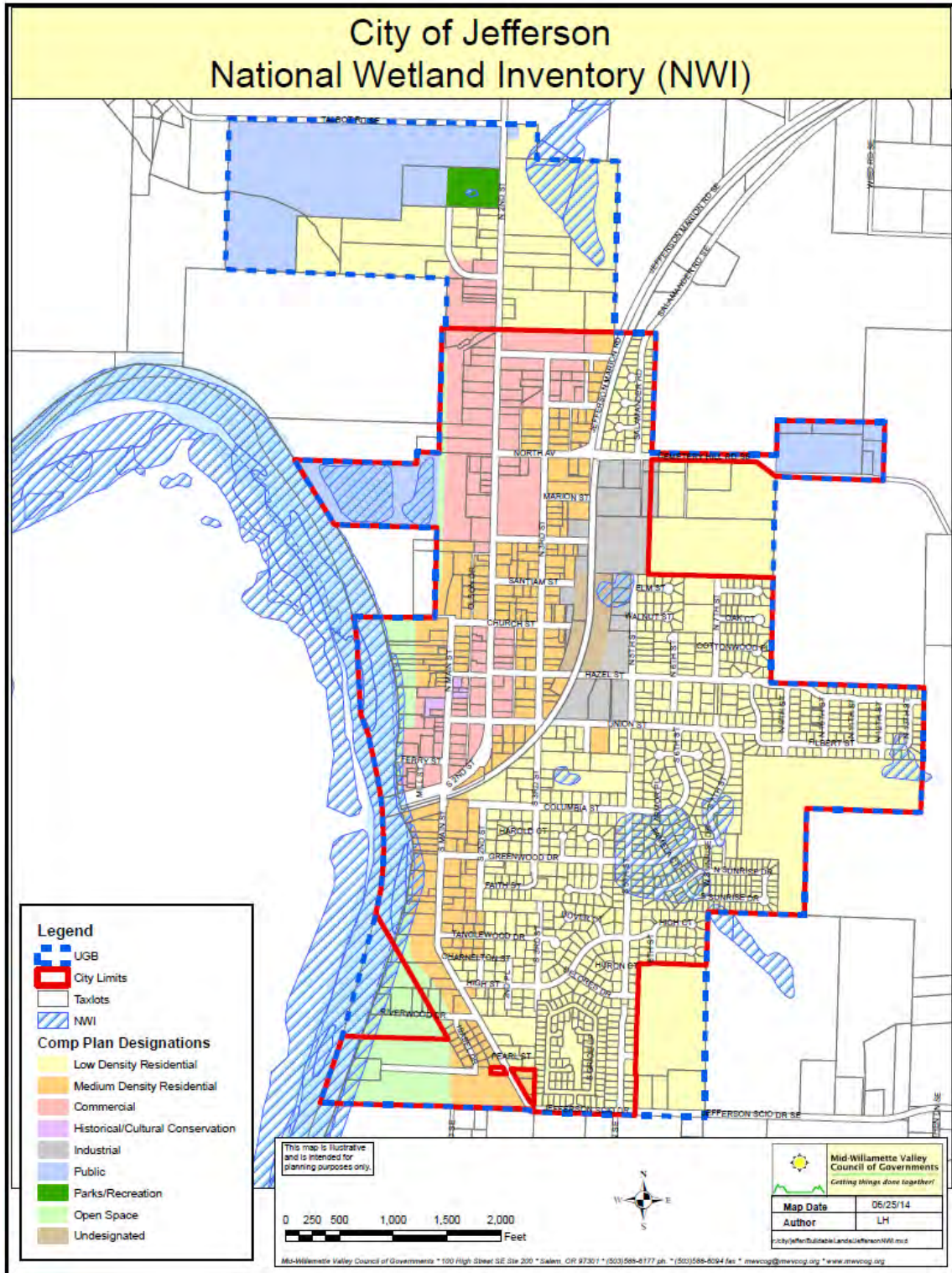
### **Industrial Environmental Constraints**

Based upon a review of the information on natural resources currently found in the Jefferson Comprehensive Plan, the Marion County Geographic Information System environmental maps, and the National Wetland Inventory (NWI) maps, the city's industrial land inventory is not limited by steep slopes, flood hazards or wetlands, except for the above identified possible wetlands on the Schmitt and Wibur-Ellis properties west of 5th Street.

The National Wetland Inventory (NWI) map shows a possible freshwater emergent wetland on the west side of 5th Street. Before development of the properties occurs, a wetland determination would be needed to show whether the property contains jurisdictional wetlands that must be mitigated under state and federal laws and show how much of each property is buildable. Typically, wetland determinations are performed by wetland consultants at the expense of the property owner, prospective purchaser or developer. The city could fund the determinations to assist in job creation in the city (see Industrial Land Use Policy 5, p. 55).

**Figure 4** is the National Wetlands Inventory map covering the city. It is intended to be a general representation, not a detailed map.

**Figure 4 - National Wetlands Inventory Map**



## Industrial Site Sizes

The 14 vacant and 3 redevelopable industrial properties range in size from 0.09 to 6.10 acres. Table 13 shows there is a range of sizes for vacant and redevelopable properties to accommodate the needs of a range of company sizes. Several of the properties are adjoining and could be aggregated to form a larger property. The 6.10 acre property could be subdivided to provide smaller properties.

**Table 13**  
**Industrial Vacant and Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 8                        | 2                               | 10                      |
| 1 - 1.99 acres      | 4                        | 1                               | 5                       |
| 2 - 4.99 acres      | 1                        | 0                               | 1                       |
| 5 and greater acres | 1                        | 0                               | 1                       |
| <b>Total</b>        | 14                       | 3                               | 17                      |

Source: MWVCOG, 2014

## Industrial Lands Summary

In summary, there are 18.98 vacant net buildable acres and 1.52 redevelopable net buildable acres, for a total of 20.50 net buildable acres, to meet the 2.82 net acres needed to accommodate the 31 new industrial jobs at an employee density of 11.01 employees per acre. The 20.50 net buildable acres is over 7 times the needed 2.82 acres. If future industrial development is less dense than the existing density of 11.01 employees per net acre, say one-half as dense (5.50 employees per net acre), 5.64 net acres would be needed to accommodate the forecasted 31 new industrial jobs. The 21.25 net acres provide more than the needed acreage for a range of employee density levels.

## **Commercial Land Inventory**

The following sections show the inventory of lands where commercial development is permitted outright.

- Commercial Zone with no overlay districts.
- Commercial Zone with the Main Street Overlay District.
- Commercial Zone with the Highway Overlay District.
- R-2 Zone with the Main Street Overlay District.
- R-2 Zone with the Highway Commercial Overlay District.
- R-3 Zone with the Main Street Overlay District.
- R-3 Zone with the Highway Commercial Overlay District.
- Agriculture Zone with the Main Street Overlay District.

After each of the above categories are discussed, a summary is provided at the end for all of the eight zoning combinations that allow commercial uses.

### **Commercial Land Inventory -- No Overlay Districts**

Table 14 shows the inventory of buildable commercial land in the Commercial Zone without the Main Street or Highway Overlay Districts. There are 11 properties of 4.05 acres zoned Commercial with no overlay districts. The properties are in the north portion of the city limits, one block east of 2nd Street (99E). They are bounded by Bates Street on the north (an unimproved public right-of-way), Conser Street on the south (an improved street), 4th Street on the east (an unimproved public right-of-way) and they straddle 3rd Street (an improved street) on the west. This small area is a block away from, and isolated from, the main transportation arteries of the city such as 2nd Street (99E) and North Street/Jefferson-Marion Highway.

There are 3 vacant properties with 1.36 net acres and two developed properties with vacant land available for development (0.30 ac) for a total of 1.66 net buildable acres. Two of the properties are affected by environmental issues (an intermittent stream - see below).

The largest property (Assessor's Map 10, 3W, 01CC, Tax Lot 200) is the Posch 0.80 acre vacant site with frontage on Bates and 3rd Streets. Bates runs from 2nd to the Jefferson-Marion Highway and 3rd extends from North Street to Bates. North, Conser and 3rd Streets were fully improved in 2014 and may attract more trips into this area. Bates is an unimproved right-of-way. It may be many years before it is improved and would attract vehicle trips into this small area.

The Bradley Bus Company is the one commercial use in this area, thus even with the improved North, Conser and 3rd Streets this small commercial area may not see many additional trips in the area. Bradley owns four properties totaling 1.43 acres which are primarily built, but there is about 0.38 acres (16,553 sq. ft.) for expansion, assuming none of the existing buildings are demolished.

The remaining six properties are developed with single family dwellings. Two properties totaling 0.61 acres meet the redevelopment criteria because the land value is more than the value of the improvements. The 0.33 acre (14,375 sq. ft.) Haley property (Assessor's Map 10, 3W, 01CC, Tax Lot 1600) has a dwelling on the south end and it is assumed the vacant north end (about 0.16 ac or 6,970 sq. ft.) could be an expansion area for the abutting Bradley bus company.

Two lots on the west side of 3rd, each have a dwelling and have a small intermittent stream with tree cover on their common property line. One of the lot's land value is greater than the improvement value, therefore it is redevelopable for commercial uses. The stream and trees reduce the buildable area from 0.47 acres to .41 acres (230 foot-long property line by 10 foot wide riparian area is 2,300 sq. ft. removed from buildable acres).

**Table 14**  
**Commercial (No Overlay Districts) Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone</b>  | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|--------------|---------------------|----------------------------|--------------------|
| Commercial   | 1.66                | 0.61                       | 2.27               |
| <b>Total</b> | 1.66                | 0.61                       | 2.27               |

Source: MWVCOG, 2014

Table 15 shows the 5 vacant and 2 redevelopable properties range in size from 0.20 to 0.80 acres. The vacant and redevelopable properties provide a limited range of sizes to accommodate the needs of a range of company sizes. Some of the properties are adjoining and could be aggregated to form a larger property. For example, the 0.80 vacant Posch property is the largest and it abuts the north end of the 1.43 acres owned by the bus company which affords the bus company the possibility of expanding.

**Table 15**  
**Commercial (No Overlay Districts) Vacant and Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 5                        | 2                               | 7                       |
| 1 - 1.99 acres      | 0                        | 0                               | 0                       |
| 2 - 4.99 acres      | 0                        | 0                               | 0                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
| <b>Total</b>        | 5                        | 2                               | 7                       |

Source: MWVCOG, 2014

## Commercial Land Inventory -- Main Street Overlay District (C - MS).

**Table 16** shows the inventory of buildable commercial land in the Commercial Zone with the Main Street Overlay District. There are 28 properties of 8.45 acres. The properties are in the central portion of the city limits and they straddle Main Street. They are bounded by Hazel on the north, the open space along the Santiam River on the west, 2nd Street on the south as it curves to go over the bridge and the alley between Main Street and 2nd Street on the east. This approximately 2 square block area abuts the Commercial - Highway Overlay District along the 2nd Street corridor and provides much of the commercial land in the downtown portion of the city.

There are 8 vacant properties with 2.35 acres and 3 developed properties with 0.88 acres that are redevelopable (land value greater than the improvement value) for a total of 3.23 net buildable acres. These properties are not affected by wetlands or streams, but two have a combined total of 0.23 acres in the floodplain. For commercial development the floodplain acreage is counted as buildable because the Jefferson Development Code allows development in the floodplain provided the main floor is at least 1-foot above the level of the 100-year flood, or the building is floodproofed. Additionally, the floodplain area can be used for the required landscaping or required parking.

The largest property (Assessor's Map 10, 3W, 11AD, Tax Lot 3500) is the 0.62 acre vacant Brawn property about one-half block west of the Main Street / Union Street intersection. It does not have frontage on Main or Union Streets. It abuts the Abbott property which is the largest partially built property (0.90 ac) with 0.65 vacant acres (Assessor's Map 10, 3W, 11AD, Tax Lot 3600). Together they make 1.27 acres developable (0.62 + 0.65 = 1.27ac) if one party aggregated both properties.

The remaining 20 properties are developed with, primarily, single family dwellings, but several viable commercial buildings such as a grocery store, bank, 2 restaurants, tavern, mini-storage, food market, and an apartment also occupy the properties.

Of the three developed properties with 0.88 acres that meet the redevelopment criteria (land value greater than the improvement value), one of the Russell properties abuts another Russell property creating a 0.41 acre (17,602 sq. ft.) developable area on the west side of Mill Street immediately north of 99E (Assessor's Map 10, 3W, 11AD, Tax Lots 5900, 6000).

**Table 16  
Commercial - Main Street Overlay District Buildable Land Inventory  
Jefferson, 2014**

| <b>Zone</b>                      | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|----------------------------------|---------------------|----------------------------|--------------------|
| Commercial - Main Street Overlay | 2.35                | 0.88                       | 3.23               |
| <b>Total</b>                     | 2.35                | 0.88                       | 3.23               |

Source: MWVCOG, 2014

**Table 17** shows the 8 vacant and 3 redevelopable properties range in size from 0.08 acres (3,485 sq. ft.) to 0.65 acres (28,314 sq. ft.). Table 17 shows a limited range of sizes for vacant and redevelopable properties to accommodate a range of commercial uses. Some properties are adjoining and could be aggregated to form a larger property.

The vacant Hamby property at the NW corner of Main and Ferry Streets is 0.26 acres (11,288 sq. ft.) and could be developed, however, it is leased to the city for parking for local businesses, visitors and the Ferry Street boat ramp. It is not included as a developable parcel because it is leased to the city and serves an important parking function.

**Table 17**  
**Commercial - Main Street Overlay District Vacant and Redevelopable Property Sizes**  
**Jefferson, 2014**

| Size                | Vacant Properties | Redevelopable Properties | Total Properties |
|---------------------|-------------------|--------------------------|------------------|
| 0 - 0.99 acre       | 8                 | 3                        | 11               |
| 1 - 1.99 acres      | 0                 | 0                        | 0                |
| 2 - 4.99 acres      | 0                 | 0                        | 0                |
| 5 and greater acres | 0                 | 0                        | 0                |
| <b>Total</b>        | <b>8</b>          | <b>3</b>                 | <b>11</b>        |

Source: MWVCOG, 2014

**Commercial Land Inventory -- Highway Commercial Overlay District (C - HC).**

**Table 18** (p. 42) shows the inventory of buildable commercial land in the Commercial Zone with the Highway Commercial Overlay District ( C - HC). There are 62 properties of 49.08 acres. The Commercial - Highway Commercial Overlay District encompasses about 12 square blocks and provides much of the commercial land in the city. The properties are in the central portion of the city limits and they are one-half block deep on the west and east sides of 2nd Street (99E) from 2nd Street in the south (where it curves) to Church Street three blocks north. From Church Street, north for two blocks to University Street, the High Density Residential District (R-3) with the Highway Commercial Overlay (see R-3 Section below) is applied to the properties along 2nd Street (99E). Then at University Street the Commercial Zone with the Highway Commercial Overlay District ( C - HC) picks-up again and extends north about 1,900 feet (0.37 miles) to the city limits just past Bates Street (an unimproved right-of-way).

From University Street to North Avenue the commercial zoning is a full block wide on the west side of 2nd (it runs to the west city limits and urban growth boundary line) and a full block wide on the east side of 2nd (it runs to 3rd Street). North of North Avenue it continues to be a full block wide on the west and is one-half block wide on the east for about 500 feet where it then widens to a full block extending easterly to 3rd Street. Near

the north city limits the Commercial - Highway Commercial Overlay District runs east along the north side of Bates Street (an unimproved right-of-way) for about 750 feet.

North of the city limits the Jefferson Comprehensive Plan Map applies the Commercial designation to 8 properties on the west side of 2nd from just north of Bates to just north of Julia Lane. This area is about 6 acres (261,360 sq. ft.). When the properties are annexed, it is anticipated the Commercial District will be applied to be consistent with the Comprehensive Plan designation, but it is not known if the Highway Commercial Overlay District will also be applied. For purposes of this analysis, it is assumed the Highway Commercial Overlay District will be applied. Of the 8 commercially designated parcels, 4 have single family detached dwellings. Two of the dwellings are older (1920 and 1963) and have driveways onto 2nd Street. The 1920 Morton dwelling is on a 4.29 acre parcel and is about 300 feet south of Julia Lane. The Commercial designation for this property can be retained because the properties to the north and south are also designated Commercial on the Comprehensive Plan Map.

The 1963 Glender dwelling is on the NW corner of 2nd and Julia Lane on a 0.84 acre parcel. The two other dwellings have driveways onto Julia Lane, their parcels were created via Partition Final Plat 2005-064 in 2005 (Marion County file PAR 2003-29), the houses were constructed in 2006 (Assessor's Map 10 3W 02DA, Tax Lots 1001, Collins, and 1002, Reichenberg), only a portion of each parcel is designated Commercial and each of the dwellings are partially in the area designated Residential and partially in the area designated Commercial.

The Marion County zoning for the 8 parcels is Urban Transition - 3 (UT-3) which allows dwellings. It may be appropriate to re-designate the portions of the Collins and Reichenberg properties on Julia Lane that are designated Commercial to Low Density Residential as part of this Economic Opportunities Analysis. Additionally, it may be appropriate to re-designate the Glender property at the NW corner of 2nd and Julia Lane from Commercial to Low Density Residential. These three properties have single family dwellings with septic tanks and drain fields and the value of the improvements are significantly greater than the value of the land, thus it is not likely the dwellings will be demolished to allow for a commercial development. It is assumed these three properties will not be re-developed in the future for commercial uses. The Economic Opportunities Analysis proposes the commercially designated lands be re-designated to Low Density Residential.

Of the 62 properties, 11 are vacant with 7.02 acres, 20 are partially developed with 5.55 vacant developable acres, and 12 are redevelopable with 3.33 acres (land value greater than the improvement value) for a total of 15.90 net buildable acres (Table 18).

The eastern 5.55 acre portion of the city owned sewer/water treatment plant (not the same 5.55 acres in the above paragraph) is in the Commercial - Highway Commercial Overlay District, but it is not counted in the above 11 vacant, 20 partially developed or 12 redevelopable properties because it is city owned. The 5.55 city owned area is rectangular and is about 230 feet back from 2nd Street with Freres Building Supply, Jefferson

Evangelical Church, three single family dwellings and a small auto repair shop between it and 2nd Street.

It is not clear if the city would consider selling a portion of the 5.55 acres, but, for example, if Freres Building Supply desired to expand or acquire land for a future expansion, the city could consider selling to Freres the 1.82 acre portion (about 240' by 330') behind Freres. The sale and expansion would help to achieve the city's goal of generating new jobs. The city could consider using the receipts of the land sale to fund sewer, water, storm drainage and street improvements at other commercial or industrial properties to spur their development, again helping to achieve the city's goal of generating new jobs. The downside is the city's property slopes downhill to the west and it may not be useable for Freres to expand onto.

Similarly, the city could consider selling to the Jefferson Evangelical Church the city owned land behind the church and using the revenue to fund infrastructure to serve other commercial or industrial properties. Again, the downside is the city's property slopes downhill to the west and it may not be useable for the church to expand onto.

Generally, the Commercial - Highway Commercial Overlay District properties are not affected by environmental issues such as wetlands or streams, but three have a combined total of 4.37 acres in the floodplain. These three properties are in the area west of 2nd Street and north of the city's sewer/water treatment plant property. They are partially in the city limits/urban growth boundary and partially outside. Typically, for commercial development the floodplain acreage is counted as buildable because the Jefferson Development Code allows development in the floodplain provided the main floor is at least 1-foot above the level of the 100-year flood, or the building is floodproofed. Additionally, the floodplain area can be counted toward the required landscaping or required parking. However, two of these three properties (the two MHP-LT properties -- Assessor's Map 10 3W 02, Tax Lots 2100 and 2200), whose eastern portions are inside the city limits and urban growth boundary are farmed or are poorly drained, have drainage ditches running north to Morgan Creek and they are significantly below the level of the city's commercial corridor along 2nd Street which makes them not visible from 2nd Street. It is assumed they have almost no potential for commercial uses in the future.

In addition to the above three properties, one of the two Silbernagel properties at 922 N. 2nd (Assessor's Map 10 3W 02DD, Tax Lot 100), an auto repair shop on the west side of 2nd Street and on the south bank of Morgan Creek, could be expanded because the expansion area on the west side of the existing building is not in the Morgan Creek floodplain. Further expansion could be onto the second abutting vacant 0.35 acre Silbernagel property (Assessor's Map 10 3W 02DD, Tax Lot 200) which is not affected by the floodplain.

Aside from the three farm properties just north of the city's sewer/water treatment plant property noted above, the vacant properties range in size from 0.05 acres (2,178 sq. ft.) to 3.49 acres. The 3.49 acre Posch property has frontage on 2nd (99E) and is immediately

north of Bates Street (an unimproved right-of-way) on the east side of 2nd Street (Assessor's Map 10, 3W, 01CB, Tax Lot 400). A small accessory farm building is on the property, but it would be a demolition and all the 3.49 acres could be developed. A second larger parcel is the 2.87 acre Morton property with frontage on 2nd (99E). It is north of Morgan Creek on the west side of 2nd (10, 3W, 02DA, Tax Lot 1500). About 1.42 acres is developed with a dwelling and an accessory building in back. The rear area could be used for uses permitted in the Commercial Zone, including storage for a contractor business.

The west city limits/urban growth boundary from Church Street in the south to Julia Lane in the north is a straight line 500 feet west of the west right-of-way line of 2nd Street (99E). Its straight orientation does not follow the topography or property lines. If the city limits/urban growth boundary lines had been established in terms of topography or property lines, the acreage analysis would be more understandable, reasonable and realistic.

The 20 partially developed properties include, primarily, commercial uses, and 5 dwellings, but have 5.55 vacant developable acres suitable for development. The properties include a VFW Hall, restaurant, lumber store, feed and supply, auto repair and other commercial uses. Eleven properties totaling 3.33 acres meet the redevelopment criteria because the land value is more than the value of the improvements.

**Table 18**  
**Commercial - Highway Commercial Overlay District Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone</b>                  | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|------------------------------|---------------------|----------------------------|--------------------|
| Commercial - Highway Overlay | 7.02                | 8.88                       | 15.90              |
| <b>Total</b>                 | 7.02                | 8.88                       | 15.90              |

Source: MWVCOG, 2014

**Table 19** (next page) shows a range of sizes for vacant and partially built/redevelopable properties to accommodate a range of commercial uses.

The 11 vacant, 20 partially built, and 12 redevelopable properties range in size from 0.05 acres (2,178 sq. ft.) to 3.49 acres (152,024 sq. ft.). Some of the properties are adjoining and could be aggregated to form a larger property.

**Table 19**  
**Commercial - Highway Commercial Overlay District Vacant and Redevelopable Property**  
**Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 6                        | 32                              | 38                      |
| 1 - 1.99 acres      | 2                        | 0                               | 2                       |
| 2 - 4.99 acres      | 3                        | 0                               | 3                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
|                     |                          |                                 |                         |
| <b>Total</b>        | 11                       | 32                              | 43                      |

Source: MWVCOG, 2014

**Residential Medium Density -- Main Street Commercial Overlay District (R-2 - MS).**

**Table 20** shows the inventory of buildable commercial land in the Residential Medium Density Zone (R-2) with the Main Street Commercial Overlay District. This small area has 7 properties of 1.41 acres. The properties are in the central portion of the city on the east side of Main Street between Church on the north and Hazel on the south.

One property with 0.01 acres (435.6 sq. ft.) is vacant, but it is owned by the same owner as the abutting lot and because it is only 0.01 acres it is not considered vacant and developable. One property of 0.19 acres has a dwelling where the value of the land is greater than the value of the improvement, thus it is redevelopable.

**Table 20**  
**Residential Medium Density - Main Street Commercial Overlay District Buildable Land**  
**Inventory**  
**Jefferson, 2014**

| <b>Zone</b>   | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|---|---------------------|----------------------------|--------------------|
| Residential Medium Density (R-2)<br>Main Street Overlay | 0.00                | 0.19                       | 0.19               |
|   |                     |                            |                    |
| <b>Total</b>  | 0.00                | 0.19                       | 0.19               |

Source: MWVCOG, 2014

The one redevelopable property of 0.19 acres (8,276 sq. ft.) provides a limited range of sizes to accommodate a range of commercial uses. The one redevelopable property is abutted on each side by existing single family residences where the value of the land is less than the value of the improvements, thus they are not expected to be redeveloped.

**Table 21** shows a range of sizes for vacant and partially built/redevelopable properties to accommodate a range of commercial uses in the Residential Medium Density Zone with the Main Street Overlay District.

**Table 21**  
**Residential Medium Density - Main Street Commercial Overlay District Vacant and Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 0                        | 1                               | 1                       |
| 1 - 1.99 acres      | 0                        | 0                               | 0                       |
| 2 - 4.99 acres      | 0                        | 0                               | 0                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
| <b>Total</b>        | 0                        | 1                               | 1                       |

Source: MWVCOG, 2014

**Residential Medium Density - Highway Commercial Overlay (R-2-HC).**

**Table 22** shows the inventory of buildable commercial land in the Residential Medium Density Zone (R-2) with the Highway Commercial Overlay District. There are 3 properties of 1.61 acres. The properties are in the northeast portion of the community with two outside the city limits (inside the urban growth boundary) on the west side of the Jefferson Marion Highway just before exiting the city limits and one at the northwest corner of North Avenue and 3rd.

The two Posch properties on the west side of the Jefferson Marion Highway are 0.08 acres (3,485 sq. ft.) with a dwelling and 1.25 acres with a dwelling. The values of the 0.08 acre site and the 1.25 acre sites are greater than the value of the improvements, thus they are redevelopable. The total is 1.33 net redevelopable acres. The 0.28 acre Epps property at the NW corner of North Avenue and 3rd is fully developed.

**Table 22**  
**Residential Medium Density - Highway Commercial Overlay District Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone</b>                                      | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|--|---------------------|----------------------------|--------------------|
| Residential Medium Density (R-2) Highway Overlay | 0.00                | 1.33                       | 1.33               |
| <b>Total</b>                                     | 0.00                | 1.33                       | 1.33               |

Source: MWVCOG, 2014

**Table 23** shows a limited range of sizes for redevelopable properties to accommodate a range of commercial uses. The two redevelopable properties range in size from 0.08 acres (3,485 sq. ft.) to 1.25 acres (54,450 sq. ft.). The 2 properties are adjoining and could be aggregated to form a larger 1.33 acre property.

**Table 23**  
**Residential Medium Density - Highway Commercial Overlay District Vacant and**  
**Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 0                        | 1                               | 1                       |
| 1 - 1.99 acres      | 0                        | 1                               | 1                       |
| 2 - 4.99 acres      | 0                        | 0                               | 0                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
| <b>Total</b>        | 0                        | 2                               | 2                       |

Source: MWVCOG, 2014

**Residential High Density -- Main Street Commercial Overlay District (R-3 - MS).**

**Table 24** shows the inventory of buildable commercial land in the Residential High Density Zone (R-3) with the Main Street Commercial Overlay District. There are 15 properties of 6.84 acres. The properties are in the central portion of the city on the west side of Main Street south of Church and north of Hazel.

Four properties are vacant with 1.97 acres (85,813 sq. ft.). Five Menken properties abut for a total of 1.99 acres (86,684 sq. ft.) (10, 3W, 11AD, Tax Lots 100 - 500), but three of them have houses next to Main Street, and only two are vacant. The 0.57 acre (24,830 sq. ft.) Menken property at 232 N. Main (10, 3W, 11AD, Tax Lot 100) includes a house with a land value greater than the value of the improvement, thus it is redevelopable. Abutting to the north is the 0.11 acre (4,790 sq. ft.) Barnes property (10, 3W, 11AA, Tax Lot 3200) with a house whose land value is greater than the value of the improvement and is also redevelopable. Then, abutting to the north is the 0.88 acre (38,333 sq. ft.) Hamby property (10, 3W, 11AA, Tax Lot 3100) which is vacant. Then, abutting to the north is another 0.50 acre (21,780 sq. ft.) Hamby property with a house whose land value is greater than the value of the improvement and is redevelopable. Then, abutting to the north is the 0.33 acre (14,375 sq. ft.) Kihs property (10, 3W, 11AA, Tax Lot 2500) with a house whose land value is greater than the value of the improvement and is redevelopable. Then, abutting to the north is the 1.29 acre (56,190 sq. ft.) Hall property (10, 3W, 11AA, Tax Lot 2400)(west end of Church Street) with a house whose land value is greater than the value of the improvement and is redevelopable. If the 0.51 acre area of the Hall property with the house

is retained, the 0.78 acre (33,980 sq. ft.) remaining vacant portion could be developed. The total vacant and redevelopable area of the above 6 properties is 3.17 acres.

In the R-3/MS District, 8 properties of 3.32 acres (144,620 sq. ft.) are redevelopable where the value of the land is greater than the value of the improvements.

South of the above 6 properties, the 1.32 acre (57,500 sq. ft.) Flanigan property (10, 3W, 11AD, 600) has a dwelling where the value of the land is greater than the value of the improvement (redevelopable) and it abuts the following two abutting properties for a total of 2.70 acres (117,612 sq. ft.). The negative factors with this property and the two following properties and the three additional properties after that are, they are separated from Main Street by dwellings that front on Main Street and only one parcel (the 1.32 acre site) has frontage on Main Street wide enough for a driveway. There are two dwellings on Main that are redevelopable and if they are redeveloped, a wider access driveway could be provided. Finally, some of the area of these properties is significantly lower than the level of Main Street which reduces their visibility from Main Street. The visibility issue may be solved with signage on Main Street.

**Table 24**  
**Residential High Density - Main Street Commercial Overlay District Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone</b>   | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|---|---------------------|----------------------------|--------------------|
| Residential High Density (R-3)<br>Main Street Overlay | 1.97                | 4.38                       | 6.35               |
| <b>Total</b>  | 1.97                | 4.38                       | 6.35               |

Source: MWVCOG, 2014

**Table 25** (next page) shows 4 vacant properties range in size from 0.08 acres (3,485 sq. ft.) to 0.88 acres (38,332 sq. ft.). The 8 partially built and redevelopable properties range in size from 0.09 acres (3,920 sq. ft.) to 1.32 acres (57,500 sq. ft.). Table 25 shows a limited range of sizes for vacant and redevelopable properties to accommodate a range of commercial uses. Several of the properties are adjoining and could be aggregated to form larger properties more suitable for development.

**Table 25**  
**Residential High Density - Main Street Commercial Overlay District Vacant and**  
**Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 4                        | 7                               | 11                      |
| 1 - 1.99 acres      | 0                        | 1                               | 1                       |
| 2 - 4.99 acres      | 0                        | 0                               | 0                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
|                     |                          |                                 |                         |
| <b>Total</b>        | 4                        | 8                               | 12                      |

Source: MWVCOG, 2014

**Residential High Density -- Highway Commercial Overlay District (R-3 - HC).**

There are 29 properties of 11.41 acres in the Residential High Density Zone (R-3) with the Highway Commercial Overlay District. **Table 26** shows the inventory of buildable land in the R-3/HC District. The properties are in two locations. The majority are centrally located on both sides of 2nd (99E) north of Church and south of University. The second smaller area is east and south of 2nd (99E) and south of Union where 2nd curves. The area is between 2nd (99E) and the railroad tracks.

The 0.76 acre (33,105 sq. ft.) Kreder property is vacant. It is behind (to the west) of the self-service storage facility at the NW corner of 2nd and Olson. South of the Kreder property there are 3 properties that are partially built with land for expansion with 1.55 acres (67,518 sq. ft.). There are 5 redevelopable properties (the value of the property is greater than the value of the improvements) with 0.70 acres (30,492 sq. ft.). The total is 3.01 net developable acres.

The Heberlein (10, 3W, 11AA, 1300) and Ramey (10, 3W, 11AA, 1500) properties are redevelopable and the Hamby (10, 3W, 11AA, 900) and Baker (10, 3W, 11AA, 1400) properties are partially built. These four properties abut one another on the west side of Olson about equidistant between Church and University. If aggregated, the developable area would be 1.69 acres (73,616 sq. ft.). The issues for commercial development are Olson is only a 20 foot wide right-of-way and the properties are not visible from 2nd (99E) due to the houses between Olson and 2nd.

Two additional redevelopable properties abut at the SE corner of 2nd (99E) and Santiam. The 0.41 acre (17,860 sq. ft.) Shin property (10, 3W, 12BB, 4400) at the corner is occupied by a small dwelling owned by the Shin's who live on the property to the east which is in the R-3 District with no Highway Commercial Overlay District. Abutting the Shin property to the south is the 0.27 acre (11,760 sq. ft) Rowe property with a house whose land value is greater than the value of the improvement and is redevelopable. The corner Shin property

and the Rowe property to the south could be combined for a commercial development of 0.68 acres (29,620 sq. ft.). Alternatively, the 0.41 acre (17,860 sq. ft.) corner Shin property could be partitioned with 0.12 acres (5,000 sq. ft.) for the dwelling on the east portion of the site which would leave 0.30 acres (12,860 sq. ft.) to be combined with the Rowe property to the south for a 0.57 acre (24,830 sq. ft.) commercial development.

**Table 26**  
**Residential High Density - Highway Commercial Overlay District Buildable Land**  
**Inventory**  
**Jefferson, 2014**

| <b>Zone</b>                                    | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|--|---------------------|----------------------------|--------------------|
| Residential High Density (R-3) Highway Overlay | 0.76                | 2.25                       | 3.01               |
| <b>Total</b>                                   | 0.76                | 2.25                       | 3.01               |

Source: MWVCOG, 2014

**Table 27** shows a limited range of sizes for vacant and redevelopable properties to accommodate a range of commercial uses. The 1 vacant and 8 partially built and redevelopable properties range in size from 0.19 acres (8,276 sq. ft.) to 0.98 acres (42,688 sq. ft.).

**Table 27**  
**Residential High Density - Highway Commercial Overlay District Vacant and**  
**Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 1                        | 8                               | 9                       |
| 1 - 1.99 acres      | 0                        | 0                               | 0                       |
| 2 - 4.99 acres      | 0                        | 0                               | 0                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
| <b>Total</b>        | 1                        | 8                               | 9                       |

Source: MWVCOG, 2014

**Summary: Commercial and Residential District Properties With Overlays.**

Initially, it should be noted this analysis does not include properties in public ownership because it is assumed publically owned land will be used to accommodate public building expansion. The east portion of the city owned Public Works Department property was mentioned above as potentially providing land for Freres Lumber and the Jefferson

Evangelical Church to expand onto, but those city owned acres are not included in the inventory of buildable land because the land slopes down from the lumber yard and the church, and it is not clear at this time if the city would entertain the possibility of selling to the lumber yard or the church. However, one city owned 0.29 acre (12,632 sq. ft.) property is included in the inventory (10, 3W, 11AA, 2800). It is on the west side of 2nd (99E) mid-block between Church and Hazel (north of Jefferson Tool and Equipment Rental).

**Table 28** shows the total inventory of all buildable land in all the commercial and residential districts that allow commercial uses. There are a significant number of total vacant acres (13.67) and redevelopable acres (32.28) to accommodate future commercial growth. The overall issue is their location and size (see Table 29).

**Table 28**  
**Commercial District & Residential Districts With Commercial Overlays**  
**Buildable Land Inventory**  
**Jefferson, 2014**

| <b>Zone</b>                      | <b>Vacant Acres</b> | <b>Redevelopable Acres</b> | <b>Total Acres</b> |
|----------------------------------|---------------------|----------------------------|--------------------|
| Commercial - No Overlay          | 1.66                | 0.61                       | 2.27               |
| Commercial - Main Street Overlay | 2.35                | 0.88                       | 3.23               |
| Commercial - Highway Overlay     | 7.02                | 8.88                       | 15.90              |
| R2 - Main Street Com'l Overlay   | 0                   | 0.19                       | 0.19               |
| R2 - Highway Com'l Overlay       | 0                   | 1.33                       | 1.33               |
| R3 - Main Street Com'l Overlay   | 1.97                | 4.38                       | 6.35               |
| R3 - Highway Com'l Overlay       | 0.76                | 2.25                       | 3.01               |
| <b>Total</b>                     | <b>13.76</b>        | <b>18.52</b>               | <b>32.28</b>       |

Source: MWVCOG, 2014

**Table 29** shows the 94 vacant and redevelopable properties range in size from 0.08 to 3.49 acres. The vacant and redevelopable properties provide a reasonable number of properties in the 0 - 0.99 and 1.00 - 1.99 acre size, provide a limited number in the 2.00 - 4.99 and greater than 5 acre sizes to accommodate the needs of a range of company sizes. Typically, smaller cities do not attract commercial uses that need more than two acres. Some of the properties are adjoining and could be aggregated to form a larger property. For example, the bus company property abuts an 0.8 acre property that could be acquired or leased for expansion.

**Table 29**  
**Commercial District & Residential With Commercial Overlays**  
**Vacant, Partially Buildable and Redevelopable Property Sizes**  
**Jefferson, 2014**

| <b>Size</b>         | <b>Vacant Properties</b> | <b>Redevelopable Properties</b> | <b>Total Properties</b> |
|---------------------|--------------------------|---------------------------------|-------------------------|
| 0 - 0.99 acre       | 24                       | 54                              | 78                      |
| 1 - 1.99 acres      | 2                        | 11                              | 13                      |
| 2 - 4.99 acres      | 3                        | 0                               | 3                       |
| 5 and greater acres | 0                        | 0                               | 0                       |
|                     |                          |                                 |                         |
| <b>Total</b>        | <b>29</b>                | <b>65</b>                       | <b>94</b>               |

Source: MWVCOG, 2014

### **Commercial Areas**

The city’s main commercial area is the Second Street (99E) corridor and the properties that front on Main Street which is one block west of Second Street. A small area of Commercial Zone (with no overlays) is in the area of Bates, 3<sup>rd</sup>, 4<sup>th</sup>, and Conser Streets in the northeast portion of the city on the west side of the Union Pacific Railroad tracks.

Zoning in the city’s downtown consists primarily of Commercial (C) and Commercial - Main Street Overlay. The purpose of the Commercial Zone and the Commercial - Main Street Overlay Zone is to establish a core business center that serves as a vital component of the community and central gathering place.

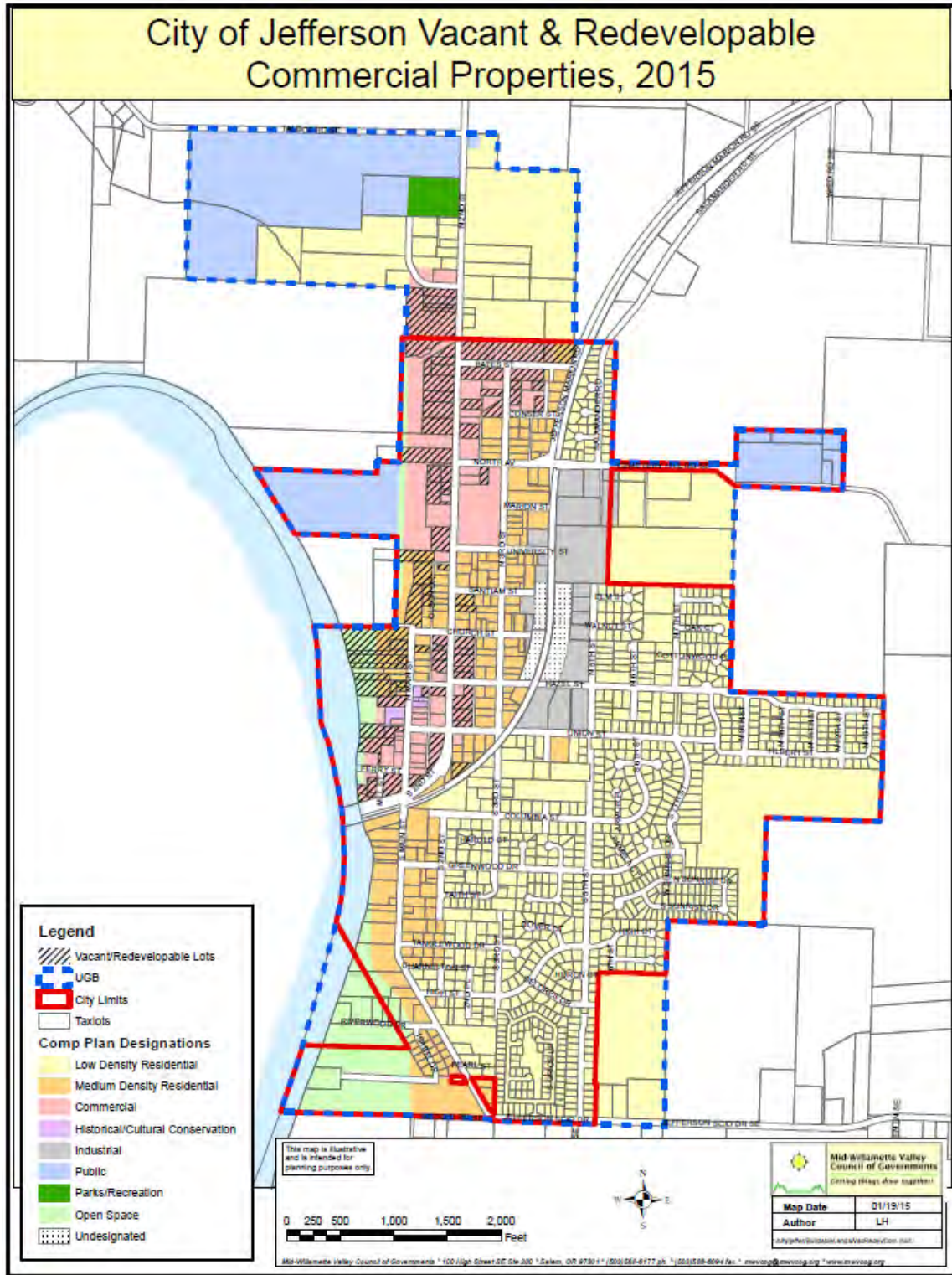
The 2nd Street corridor from its curve in the south coming off the bridge to the north city limits is zoned, primarily, Commercial - Highway Overlay. The overlay zone allows the full range of commercial uses that are intended to meet the economic needs of the city as well as residential uses.

Vacant and redevelopable parcel sizes in the downtown area (Commercial - Main Street Overlay) and in the Second Street corridor (Commercial - Highway Overlay District) include a reasonable range in the 0.25 to 2.00 acre size. Much of the downtown core area is developed, although there are a few vacant parcels zoned commercial and redevelopment opportunities exist.

**Figure 5** is a map of the vacant and redevelopable buildable commercial lands and residential lands with commercial overlay districts in the Jefferson urban growth boundary.

The purpose of Figure 5 is to provide a general visual representation of the properties. If a detailed review of a property is desired, the spreadsheet that is the basis for the acreages in this document would need to be reviewed. The diagonal hatching includes both vacant and redevelopable properties, thus there is no separation of the vacant and redevelopable properties.

Figure 5 - Vacant and Redevelopable Buildable Commercial Lands Map



## Conclusion

Overall, the regional economy is expected to experience modest economic growth over the next 20 years. The City of Jefferson is in a strong position to capitalize on that growth due to the city's comparative advantages and economic opportunities. Jefferson is located in close proximity to recreational opportunities and amenities, in addition to agricultural markets and the Salem/Keizer and Albany/Corvallis urban areas. While the city is not located directly on Interstate 5, access to outside markets is available via Interstate 5 only two miles to the west. These advantages combined with the city's high quality of life and relatively low tax rates, makes Jefferson an attractive destination for future businesses and residents.

Based upon a review of the City's comparative economic advantages, and economic goals and policies, the city can expect to attract, primarily, commercial retail and personal service uses that meet the needs of local residents and visitors, in addition to small and medium sized light industry and specialty manufactures. Examples of small manufacturing industries include businesses specializing in medical health services and products, construction supplies and services, and specialty food processing and supply.

The employment forecast projects the city's employment and is consistent with the city's objective to provide residential, commercial and industrial development opportunities. The projected employment forecast shows the city's economy will continue to consist largely of service sector, retail trade, and public employment jobs.

Based upon the city's buildable land inventory for employment uses, there is an adequate supply of employment land available for future commercial and industrial use within the existing urban growth boundary.

## Implementation Actions

To encourage future economic growth and development within the city, the city will consider pursuing the following general implementation actions to support economic development subject to the availability of funding resources:

1. Major Infrastructure Investments: Invest in major public infrastructure improvements needed to serve future development, such as improvements needed to increase the city's water and sewer system capacity.
2. Minor Infrastructure Investments: Invest in minor public infrastructure improvements needed to ensure industrial sites are served with streets, water and sewer capacity thereby making them "shovel ready."
3. Marketing: Implement a marketing strategy and develop effective communication tools and methods for the city to attract target industries. For example, the city could develop a brochure that identifies local commercial services (overnight accommodations, restaurants, shopping, etc.) and distribute the brochures in local recreation areas.

4. Industrial Site Preservation: Encourage the retention of the city's larger industrial sites that are needed to attract light industrial uses and allow smaller businesses to expand in the future. Consider comprehensive plan policies and zoning restrictions to prevent subdividing these sites.
5. Economic Development Strategy: Create an economic development strategy that identifies specific steps for the city to take to attract new industries and commercial businesses. The strategy should identify specific tasks and tie them to timelines for completing each task, available funding resources, parties responsible for completing each task, and prioritization of which tasks should be accomplished first.
6. Wetland Determination: Work with property owners to request a wetland determination by the Department of State Lands (DSL) for the vacant industrial zoned area in order to determine whether the property contains jurisdictional wetlands that must be mitigated under state and federal laws prior to development.

Given the Economic Opportunities Analysis indicates there is a surplus of land to accommodate new industrial and commercial jobs, in addition to the above general implementation actions, the city will consider the following specific implementation actions to spur economic development subject to the availability of funding resources:

1. The city owns land behind Freres Lumber Company and could consider selling it to Freres if Freres desires to expand in the future. The land slopes down to the west, but if there is any useable land, selling it to Freres Lumber Company could work to retain the lumber yard at its current location. Similarly, the city owns land behind Jefferson Evangelical Church and could sell it to the church if the church desires to expand. Again, the land slopes down to the west, but if it is useable, a sale could benefit the church and the city. The revenues gained by the city from the sale could fund infrastructure improvements to attract new industrial and commercial growth.
2. The two Schmitt industrial properties at the north end of, and on the west side of 5<sup>th</sup> Street are shown on the National Wetlands Inventory Map to have emergent wetlands. The city could consider funding a wetland study to determine if wetlands actually exist, and if they do, identify their extent and quality.
3. Where sewer and water lines are not extended to, or are not extended along the entire frontage of industrial properties, the city could consider funding such extensions thereby making the properties "shovel-ready."
4. Where streets along the entire frontage of industrial properties are not yet constructed to city standards, the city could consider funding street improvements thereby making the properties "shovel-ready."

5. The city could consider creating Information Sheets or color tri-fold brochures for each property and providing copies to the Strategic Economic Development Corporation (SEDCOR) in Salem for marketing purposes. Alternatively, if SEDCOR develops a program to create Information Sheets or color tri-fold brochures, the city could consider providing information to be included in the brochures.
6. The city could consider funding ads in newspapers and trade publications with a national circulation extolling the benefits of Jefferson and highlighting the industrial properties.
7. The city can focus its future economic efforts on retaining and encouraging the expansion of the current commercial and industrial businesses. One of Jefferson's primary companies, AM Equipment, manufactures durable wiper systems for trucks and heavy equipment and has international markets which would appear to make it a company that could expand and the city should work to ensure any expansion is in the city.
8. The city can also focus on attracting new commercial and industrial businesses, but unless a city staff person is assigned to recruitment activities, or the city coordinates closely with SEDCOR, it will be problematic for the city to function as a recruiter of new companies.
9. The city can also focus its future economy on agri-tourism and recreation. Current recreation activity includes bicycling. The city could consider encouraging the Thriftway Store and other food stores to add bike racks, or the city could consider funding new bike racks. The typical rudimentary bike racks are useable, but to give the downtown area some character and a whimsical flavor, the bike racks could be in the shape of bicycles or other configurations such as are found in other cities. The segment of Highway 99E (2nd Street) through Jefferson is part of the Willamette Valley Scenic Bikeway designated by the Oregon Department of Parks and Recreation. The Bikeway extends from Champoeg State Park on the south bank of the Willamette River at the south edge of the Portland metropolitan area to Lane County's Armitage Park at the north edge of the Eugene/Springfield metropolitan area. Jefferson is also on routes used by Salem, Albany and Corvallis bicycle clubs for evening and weekend rides, and the Cycle Oregon route has come through the city.
10. Other recreation activities currently part of the city's economy are related to the Santiam River. Rafting, fishing and swimming activities occur in the stretch of river through the city. A boat launching ramp is at the west end of Ferry Street, a 66 foot wide public right-of-way running west from Mill Street. The city could consider adding parking and bathroom facilities in the area of the ramp. The ramp is paved, but support facilities such as parking needs to be improved and a permanent bathroom is not available. The Thriftway store is one block away from the ramp which provides easy access to food and supplies for rafters, boaters and fishers.

11. The city could consider working with the Chamber of Commerce and the Jefferson Historic Society to purchase and erect banners on power poles to highlight 99E as the historic route that it is. A few years ago the Oregon Department of Transportation renumbered the historic Pacific Highway from 99E to Jefferson Highway 164. Few people recognize it as Highway 164, but many remember and refer to it as 99E or the Pacific Highway. Its route through Jefferson is the original route when 99E was constructed. In 1928 it was the longest improved highway in the country. Jefferson could capitalize on the historic road with banners (flags) on power poles commemorating the old Pacific Highway (99E). The City of Lincoln City displays banners commemorating the historic nature of Highway 101 through their city. Authors who have written about Pacific Highway 99E refer to it as "the working man's road" and "Oregon's Main Street." A cruise-in or motorcycle rally could be scheduled on a day that corresponds with the date construction of 99E started or finished in Jefferson or when construction of the Jefferson Bridge was started or finished. A 9.9 mile run could be coordinated with Albany, Corvallis or Salem running clubs. A 99 mile bicycle ride could start and finish in Jefferson.

## **Economic Goals and Policies Amendments**

The city's current policy direction for economic development is in the Jefferson Comprehensive Plan, p. 25. It addresses Statewide Planning Goal 9, Economy, through one Objective and two Policies. They are to be deleted:

- Objective: To improve the economic vitality of the Jefferson Area.
- Policy 1: Additional industrial land will be provided on the east side of the Southern Pacific railroad tracks north to Cemetery Road.
- Policy 2: Expansion of commercial activities will be encouraged to center on Main Street.

The following goals and policies are to be amended into the Jefferson Comprehensive Plan.

### **ECONOMIC GOALS**

1. INCREASE LOCAL EMPLOYMENT OPPORTUNITIES TO MEET THE NEEDS OF THE RESIDENTS OF THE AREA.
2. INCREASE THE SHORT AND LONG-TERM STABILITY OF THE LOCAL ECONOMY.
3. IMPROVE THE QUALITY OF THE ENVIRONMENT WITHIN THE CONSTRAINTS OF ECONOMIC FEASIBILITY.
4. FOSTER COMMERCIAL AND/OR INDUSTRIAL ACTIVITIES TO MEET THE EXPRESSED NEEDS OF THE RESIDENTS.

## ECONOMIC POLICIES

1. To promote the retention and expansion of existing business activity while promoting the recruitment of new commercial small business activity.
2. Utilize public and private capital improvements funding shall be utilized to stimulate business development in the core area.
3. Create a favorable climate to attract new commercial uses which will benefit the community.
4. Business activity shall be clustered in the core area to create economic efficiency for business, traffic, and public facilities and services.
5. Encourage citizen input prior to the development of an industrial project having community-wide impact.
6. Reduce the community tax burden by fostering diversification and broadening of the tax base.
7. Support and encourage federal, state, regional and local agencies in economic development planning for the area.
8. Support and encourage businesses that compliment and promote recreational uses on the Santiam River.
9. Encourage the location of businesses within the community that create wages able to support a family.

## COMMERCIAL LAND USE GOALS

1. ENCOURAGE THE DEVELOPMENT OF COMMERCIAL LAND USES WHICH ARE COMPLEMENTARY AND COMPATIBLE WITH OTHER LAND USES.
2. ESTABLISH THE CORE AREA AS A VITAL COMPONENT OF THE COMMUNITY.

## COMMERCIAL LAND USE POLICIES

1. Modify zoning ordinances to permit the compatible integration of commercial and residential land uses.
2. Require conformance with the Comprehensive Plan prior to approval of commercial land uses.

3. Ensure that commercial activities are compatible with adjacent land uses and consistent with the environmental and economic goals of the community.
4. Encourage the expansion of commercial retail uses and service uses to serve the needs of local residents, recreation participants and tourists.

#### INDUSTRIAL LAND USE GOAL

PROVIDE FOR INDUSTRIAL DEVELOPMENT THAT IS REFLECTIVE OF THE COMMUNITY'S ATTITUDES AND CHARACTER.

#### INDUSTRIAL LAND USE POLICIES

1. Maintain an area appropriate for industrial development.
2. Industry should be located in an area which can effectively be served by the various modes of public and private transportation while minimizing problems of congestion or traffic.
3. Encourage the development of environmentally clean, light industry.
4. Provide for an industrial area that will maximize benefits to industry and the community.
5. Establish and maintain development standards to minimize adverse impacts of industry on adjoining nonindustrial land uses.
6. Consider funding wetland determinations for properties zoned for industrial uses shown on the National Wetlands Inventory (NWI) Map.
7. Consider funding water and sewer line extensions and improving streets to city standards to serve properties zoned for industrial uses.
8. Encourage small industrial and start-up manufacturing companies.
9. Encourage the expansion of existing manufacturing companies in the city. Such companies include, but are not limited to, AM Equipment, Wilbur-Ellis Feed and Fertilizer and Jensen Seed and Grain.

### **Comprehensive Plan Map and Zone Map Changes**

The following are the amendments to the Jefferson Comprehensive Plan Map and the Zone Map.

1. Amend the Comprehensive Plan Map to change the Map designation from Commercial to Low Density Residential for the east portion of the Collins 1.00 acre

property (T10S, R3W, Sec. 02DA, Tax Lot 1001) at 2294 Julia Lane and the south portion of the 1.05 acre Reichenberg property (T10S, R3W, Sec. 02DA, Tax Lot 1002) at 2283 Julia Lane to recognize that the west portion of the Collins property and the north portion of the Reichenberg property were developed in 2006 with single family dwellings. Also, amend the Comprehensive Plan Map to change the Map designation from Commercial to Low Density Residential for the 0.84 acre Glender property at 1090 N. 2nd (T10S, R3W, Sec. 02DA, Tax Lot 900), which abuts the Reichenberg property on the east. It is designated Commercial on the Comprehensive Plan Map and is developed with a 1963 single family dwelling. These three properties are shown as Low Density Residential on the Jefferson Comprehensive Plan Map at the Marion County planning offices.

2. Amend the Comprehensive Plan Map to change the designation from Industrial to Medium Density Residential for the 0.75 acre Epps property on the north side of University Street at 357 University Street (T10S, R3W, Sec. 12BB, Tax Lot 900) because the abutting lands to the north and west, and one property across University Street to the south, are designated Medium Density Residential. The abutting properties to the north and west are in the R-2 Zone. The property across University Street to the south is in the R-3 Zone. The Epps Trust, Keeton Epps, submitted an email on January 12, 2015 to the Mid-Willamette Valley COG staff planner strongly expressing support to retain the current R-3 Zone. The property was purchased years ago with the intent of constructing a small apartment.

3. Amend the Comprehensive Plan Map and Zone Map from "unzoned" to "Industrial" for the approximately 3 acre Jensen Seed and Feed Company property on the west side of the RR tracks (a width of about 117 feet) from just north of Santiam Street to Hazel Street (T10S, R3W, Sec. 12BB, Tax Lots 3500, 3600S1, 7500 and 7600S1). Every property is required to be designated and zoned. It is not clear how the city achieved its initial "acknowledgement" from the Oregon Land Conservation and Development Commission with land showing on the Comprehensive Plan Map and Zone Map as "unzoned." Catellus Development Company owns the subsurface rights and there may be some ownership involvement by the railroad, but such complications do not justify leaving property "unzoned."

4. Amend the Comprehensive Plan Map and Zone Map from "unzoned" to "Industrial" for the approximately 5 acre Wilbur-Ellis Company property on the east side of the RR tracks (a width of about 170 feet) from just north of Santiam Street to Hazel Street (T10S, R3W, Sec. 12BB, Tax Lots 7700, 7800S1). Every property is required to be designated and zoned. It is not clear how the city achieved its initial "acknowledgement" from the Oregon Land Conservation and Development Commission with land showing on the Comprehensive Plan Map and Zone Map as "unzoned." Catellus Development Company owns the subsurface rights and there may be some ownership involvement by the railroad, but such complications do not justify leaving property "unzoned."

## **Appendix A:**

### **Public Infrastructure Funding and Financing Resources**

#### ***Funding and Financing Sources***

Public infrastructure projects are often paid for using a combination of funding and financing. Funding describes methods that generate revenue for public utility projects. Financing refers to how projects are paid for over time. The city can investigate a number of funding and financing sources to construct infrastructure projects.

For each of the practical alternatives listed below, there is a brief description and a short discussion. No effort has been made to screen alternatives according to their political or legal feasibility. The intent of the discussion is to provide an overview of a number of alternative revenue sources.

#### ***Federal Resources***

##### *Federal Economic Development Administration (EDA)*

*Description:* The Federal Economic Development Administration provides annual grant funding on a competitive basis for public works improvements that directly generate or retain jobs in local communities. These funds can be used for local utilities and transportation facilities that serve new development sites.

*Potential:* EDA funds are difficult to obtain but could be considered for targeted improvements for local industry expansion. Funding requests for EDA grants should be coordinated with MWVCOG, Marion County and the OR Business Development Department.

##### *USDA Water/Wastewater Loans*

*Description:* The purpose of the USDA's Water and Wastewater Loan Fund is to develop water and waste disposal (including solid waste disposal and storm drainage) systems in rural areas and towns with a population not in excess of 10,000. The funds are available to public entities such as municipalities, counties, special-purpose districts, Indian tribes, and corporations not operated for profit. The program also guarantees water and waste disposal loans made by banks and other eligible lenders.

*Potential:* This program could potentially be used to construct upgrades to the city's water system.

## **State Funding Options**

### *Special Public Works Funds (SPWF) and Immediate Opportunity Funds (IOF) — Lottery Program*

*Description:* The State of Oregon through the Business Development Department provides grants and loans to local governments to construct, improve, and repair public infrastructure in order to support local economic development and create new jobs. SPWF and IOF funds have been used in a number of cities for the construction of water, sewer, and limited street improvements.

*Potential:* These funds are limited to situations where it can be documented how a project will contribute to economic development and family-wage job creation. Funding applications should be coordinated with Marion County, OR Business Development Department, and ODOT.

### *Business Oregon Water/Wastewater Financing Program*

*Description:* This loan program funds the design and construction of public infrastructure needed to ensure compliance with the Safe Drinking Water Act or the Clean Water Act. Public entities such as cities, counties, county service districts, and special districts are eligible to apply for the program. Allowable project include projects that are owned and operated by a public entity. To be eligible for funding:

- a system must have received, or is likely to soon receive, a Notice of Non-Compliance by the appropriate regulatory agency or is for a facility plan or study required by a regulatory agency; and
- a registered Professional Engineer will be responsible for the design and construction of the project.

Loan and grant amounts are determined by a financial analysis of the applicant's ability to afford a loan (debt capacity, repayment sources and other factors). Loans are generally repaid with utility revenues or voter approved bond issues. A limited tax general obligation pledge also may be required. "Credit worthy" borrowers may be funded through the sale of state revenue bonds.

*Potential:* Allowable funded project activities may include:

- reasonable costs for construction improvement or expansion of drinking water system, wastewater system or stormwater system;
- water source, treatment, storage and distribution;
- wastewater collection and capacity;
- stormwater system;
- purchase of rights of way and easements necessary for construction;
- design and construction engineering; or
- planning/technical assistance for small communities.

## ***Local Funding Options***

The following programs are used by cities in the funding of public utility and transportation improvements:

### *General Obligation Bonds (G.O. Bonds)*

*Description:* Bonds are often sold by a municipal government to fund public infrastructure improvements, and are repaid with property tax revenue generated by that local government. Under Measure 50, voters must approve G.O. Bond sales with at least a 50 percent voter turnout.

*Existing Application:* Cities all over the state use this method to finance the construction of transportation improvements. For smaller jurisdictions, the cost of issuing bonds vs. the amount that they can reasonably issue creates a problem. Underwriting costs can become a high percentage of the total cost for smaller issues. According to a representative of the League of Oregon Cities, the state is considering developing a “Bond Pool” for smaller jurisdictions. By pooling together several small bond issues, they will be able to achieve an economy of scale and lower costs.

*Potential:* Within the limitations outlined above, G.O. bonding can be a viable alternative for funding transportation improvements when focused on specific projects.

### *Serial Levy/Property Taxes within the Limits of Ballot Measure 50*

*Description:* Local property tax revenue (city or county) could be used to fund public infrastructure and transportation improvements through a serial bond levy.

*Existing Application:* Revenue from property taxes ends up in the local government general fund where it is used for a variety of uses. Precedents for the use of property taxes as a source of funding for transportation capital improvements can be found throughout the state. However, with the limitations resulting from Measure 50, use of property taxes for public infrastructure capital improvements will continue to compete with other general government services under the three percent assessed value increase allowed by Measure 50 and the local tax limits of \$15 per \$1,000 of assessed value established under Measure 5. Under Measure 50, however, there is no limit on assessed value generated by new construction.

*Potential:* Because the potential for increased funding from property tax revenue is limited by Ballot Measures 5 and 50 and by competition from other users who draw funds from the general fund, it is not a practical source for financing major public infrastructure improvements but could finance a package of minor improvement projects.

### *Systems Development Charges (SDCs)*

*Description:* Another option is to exact fees from developers to pay for off-site or oversized improvements. Sometimes fee systems generate money that goes into a common fund to pay for system wide capital facilities.

*Existing Application:* The city is allowed to enact SDC ordinances for water, sanitary sewer, transportation, stormwater and parks improvements.

*Potential:* SDCs can only be used to address growth-related infrastructure needs. SDCs cannot be used to fund any existing infrastructure deficiencies.

### *Local Improvement District (LID)*

*Description:* Under a local improvement district (LID), a street or other public utility improvement is built and the adjacent properties that benefit are assessed a fee to pay for the improvement.

*Existing Application:* LID programs have wide application for funding new or reconstructed streets, sidewalks, water/sewer or other public works projects. The LID method is used primarily for local or collector roads, though arterials have been built using LID funds in certain jurisdictions.

*Potential:* LIDs continue to offer a good mechanism for funding projects such as new sidewalks and street surface upgrades.

### *Urban Renewal District*

*Description:* An Urban Renewal District is an area that is designated by a community as a “blighted area” to assist in revitalization. Funding for the revitalization is provided by urban renewal taxes, which are generated by the increase in total assessed values in the district from the time it was first established.

*Existing Application:* Urban Renewal Districts have been formed in over 50 cities in Oregon, generally focused on revitalizing downtowns.

*Potential:* Urban Renewal dollars can be used to fund infrastructure projects such as roadway, sidewalk, or other public utility improvements. Since funding relies on taxes from future increases in property value, the city may seek to create a District where such improvements will likely result in such an increase.

*Developer Dedications of Right-of-Way and Local Public Utility Improvements*

*Description:* New public utilities required to serve new development areas are provided at the developer's expense to the city in accordance with the tentative and final plan approvals granted by the city.

*Existing Application:* Current city ordinances require local streets and utilities to be provided in accordance with the adopted Comprehensive Plan, Development Code and Public Works Design Standards. This includes dedication of street/utility right-of-way and construction of streets and utilities to City design standards.

*Potential:* Private developer dedications and improvements are an excellent means of funding new local street/utility extensions, and are most effective if guided by a local utility master plan(s).



# Mid-Willamette Valley Council of Governments

100 HIGH STREET S.E., Suite 200 • SALEM, OREGON 97301 • [www.mwvcog.org](http://www.mwvcog.org)  
PHONE 503-588-6177 • FAX 503-588-6094 • email: [mwvcog@mwvcog.org](mailto:mwvcog@mwvcog.org)

*An equal opportunity lender, provider, and employer*

---

***Getting things done together!***

## EXHIBIT "B"

TO: Jefferson City Council

FROM: Jim Jacks, City Planner

SUBJ: Findings to Support Adoption of the 2015 Jefferson Economic Opportunities Analysis as the Economic Element of the Comprehensive Plan

DATE: February 26, 2015

---

### FINDINGS SHOWING THE EOA IS CONSISTENT WITH APPLICABLE CRITERIA:

1. Section 12.104.020 of the Jefferson Development Code (effective 7/1/11 per Ordinance 672 passed 5/26/11) requires legislative changes to the comprehensive plan and development code to be initiated by city staff, the planning commission or the city council.

FINDING: In 2012 and again in 2013, the Planning Commission and City Council directed staff to prepare the necessary amendments to prepare an Economic Opportunities Analysis to be amended into the Comprehensive Plan thereby complying with Statewide Planning Goal 9, Economy.

2. Section 12.104.050, A – G, of the Jefferson Development Code (effective 7/1/11 per Ordinance 672 passed 5/26/11) sets forth the criteria for a legislative, Type D, application. They are:

#### **“A.The applicable Comprehensive Plan Policies and Objectives;”**

FINDING: The objectives and policies of the Jefferson Comprehensive Plan were reviewed and carefully considered. No objectives and policies were determined to be applicable because the existing single objective and two policies are proposed to be replaced. See the EOA page 53 - 55.

The city's current policy direction for economic development is in the Jefferson Comprehensive Plan, p. 25. It addresses Statewide Planning Goal 9, Economy, through one Objective and two Policies. They are:

Objective: To improve the economic vitality of the Jefferson Area.

Policy 1: Additional industrial land will be provided on the east side of the Southern Pacific railroad tracks north to Cemetery Road.

Policy 2: Expansion of commercial activities will be encouraged to center on Main Street.

The above Objective and Policies are not applicable because they are proposed to be deleted and replaced with the Objectives and Policies in the EOA, pages 53 - 55.

**“B. The applicable Statewide Planning Goals; and”**

Goal 1, Citizen Involvement, is met because the city’s review and decision making regarding the proposed comprehensive plan, plan map and zone map amendments is following the process set forth in the Jefferson Development Code for the review and decision on legislative proposals. The Planning Commission held public meetings throughout 2013 and 2014 wherein the draft EOA was reviewed and discussed. Opportunities for public input were provided and encouraged. The Planning Commission and City Council each hold a duly noticed public hearing. The Planning Commission makes a recommendation to the City Council and the City Council makes a written decision in the form of an adopted ordinance. An appeal is provided by ORS 197 to the Oregon Land Use Board of Appeals or the Land Conservation and Development Commission as applicable based on the issue appealed.

Goal 2, Land Use Planning, is met because the city’s review and decision making regarding this comprehensive plan and development code amendment includes an adequate factual base and follows the process set forth in ORS 197 for post-acknowledgement plan amendments.

Goal 3, Agricultural Lands, is not applicable because no agricultural lands are affected.

Goal 4, Forest Lands, is not applicable because no forest lands are affected.

Goal 5, Natural Resources, Scenic and Historic Areas, Open Spaces, is not applicable because the proposal does not propose to change any comprehensive plan language, plan map, zone code language or zone map provisions regarding natural resources, scenic areas, historic areas or open spaces.

Goal 6, Air, Water and Land Resources Quality, is not applicable because the proposal does not propose to change any comprehensive plan language, plan map, zone code language or zone map provisions regarding air, water or land resources quality.

Goal 7, Areas Subject to Natural Hazards, is not applicable because the proposal does not propose to change any comprehensive plan language, plan map, zone code language or zone map provisions regarding natural hazards.

Goal 8, Recreation Needs, is not applicable because the proposal does not involve parks or recreation.

Goal 9, Economic Development, is applicable because the proposal is to adopt an Economic Opportunities Analysis (EOA) and make comprehensive plan map and zone map changes regarding commercial lands.

FINDINGS: The proposed EOA has been developed consistent with the Goal 9 Administrative Rule regarding economic opportunity analyses. See Item C below.

Goal 10, Housing, is not applicable because the proposal does not propose to change any comprehensive plan language, plan map, zone code language or zone map provisions regarding housing.

Goal 11, Public Facilities and Services, is not applicable because the proposal does not propose to change any comprehensive plan language, plan map, zone code language or zone map provisions regarding public facilities.

Goal 12, Transportation, is not applicable because the proposal does not involve the transportation system.

Goal 13, Energy Conservation, is not applicable because the proposal does not address energy conservation issues.

Goal 14, Urbanization, does not apply because the urban growth boundary (UGB) is not proposed to be changed.

### **“C.The applicable Oregon Administrative Rules.”**

The applicable Oregon Administrative Rule regarding Goal 9 is addressed below.

#### **OAR 660-009-0015**

##### **Economic Opportunities Analysis**

Cities and counties must review and, as necessary, amend their comprehensive plans to provide economic opportunities analyses containing the information described in sections (1) to (4) of this rule. This analysis will compare the demand for land for industrial and other employment uses to the existing supply of such land.

(1) Review of National, State, Regional, County and Local Trends. The economic opportunities analysis must identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends. This review of trends is the principal basis for estimating future industrial and other employment uses as described in section (4) of this rule. A use or category of use could reasonably be expected to expand or locate in the planning area if the area possesses the appropriate locational factors for the use or category of use. Cities and counties are strongly encouraged to analyze trends and establish employment projections in a geographic area larger than the planning area and to determine the percentage of employment growth reasonably expected to be captured for the planning area based on the assessment of community economic development potential pursuant to section (4) of this rule.

FINDINGS: The Jefferson EOA addresses regional and local trends. It identifies the major categories of commercial and industrial jobs as followed by the Oregon Employment Department. Employment projections are provided for the city.

(2) Identification of Required Site Types. The economic opportunities analysis must identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. Cities and counties are encouraged to examine existing firms in the planning area to identify the types of sites that may be needed for expansion. Industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.

FINDINGS: The Jefferson EOA addresses the number and acreage of needed and available commercial and industrial lands.

(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.

FINDINGS: The Jefferson EOA inventories commercial and industrial lands, including vacant lands and redevelopable lands. The area of properties and the water, sewer and street services available are inventoried. Properties with floodplain, creek, steep slope elements are identified and reduced to net buildable acres.

(4) Assessment of Community Economic Development Potential. The economic opportunities analysis must estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. The estimate must be based on information generated in response to sections (1) to (3) of this rule and must consider the planning area's economic advantages and disadvantages.

FINDINGS: The Jefferson EOA estimates the types and amounts of industrial and commercial uses likely to occur in the planning area.

(5) Cities and counties are strongly encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies. Cities and counties are strongly encouraged to use the assessment of community economic development potential to form the community economic development objectives pursuant to OAR 660-009-0020(1)(a).

FINDINGS: Subsection (5) is not required. The Jefferson EOA process included a SWOT analysis (strengths, weaknesses, opportunities and threats). The SWOT analysis was done at a joint meeting of the City Council, Planning Commission, Chamber of Commerce and interested citizens.

## **OAR 660-009-0020**

### **Industrial and Other Employment Development Policies**

(1) Comprehensive plans subject to this division must include policies stating the economic development objectives for the planning area. These policies must be based on the community economic opportunities analysis prepared pursuant to OAR 660-009-0015 and must provide the following:

(a) Community Economic Development Objectives. The plan must 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. Policy objectives may identify the level of short-term supply of land the planning area needs. Cities and counties are strongly encouraged to select a competitive short-term supply of land as a policy objective.

**FINDINGS:** The Jefferson EOA proposes Goals and Policies at pages 53 - 55. They state the overall objectives for economic development in the planning area. The city determined it needs jobs of many commercial and industrial types and was hesitant to specifically identify categories or particular types because virtually all types of jobs would be welcome.

(b) Commitment to Provide a Competitive Short-Term Supply. Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015.

**FINDINGS:** The City of Jefferson is in the Albany MPO. The Jefferson EOA proposes Goals and Policies at pages 53 - 55. The land designated and zoned for commercial and industrial uses provide a competitive short-term supply of land. Policies for commercial land and industrial land commit the city to provide a short term supply of commercial and industrial land.

(c) Commitment to Provide Adequate Sites and Facilities. The plan must include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations. The plan must also include policies, through public facilities planning and transportation system planning, to provide necessary public facilities and transportation facilities for the planning area.

**FINDINGS:** The Jefferson EOA proposes Goals and Policies at pages 53 - 55. The commercial and industrial policies commit the city to designate on the comprehensive plan map an adequate number of sites of suitable sizes, types and locations.

(2) Plans for cities and counties within a Metropolitan Planning Organization or that adopt policies relating to the short-term supply of land, must include detailed strategies for preparing the total land supply for development and for replacing the short-term supply of land as it is developed. These policies must describe dates, events or both, that trigger local review of the short-term supply of land.

**FINDINGS:** The Jefferson EOA proposes Goals and Policies at pages 53 - 55. The City of Jefferson is in the Albany MPO, but it is separated from the City of Albany and the City of Millersburg by the Santiam River, the Santiam River floodplain and floodway, and over 2 miles. The city finds Subsection (2) is directed at cities of 50,000 population or more, or at cities smaller than 50,000 that abut a city of 50,000 or more such as Millersburg. The city finds Subsection (2) does not apply to the City of Jefferson because Jefferson's inclusion in the Albany MPO was a function of how the census tracts are configured and not due to a significant transportation or economic connection. The Jefferson EOA does not include detailed strategies for preparing the total land supply for development and for replacing the short-term supply of land as it is developed. The policies do not describe dates, events or both, that trigger local review of the short-term supply of land.

(3) Plans may include policies to maintain existing categories or levels of industrial and other employment uses including maintaining downtowns or central business districts.

FINDINGS: Subsection (3) is not required, however, the commercial policies encourage development in the core area (downtown).

(4) Plan policies may emphasize the expansion of and increased productivity from existing industries and firms as a means to facilitate local economic development.

FINDINGS: Subsection (4) is not required, however, the economic policies promote the retention and expansion of existing businesses.

(5) Cities and counties are strongly encouraged to adopt plan policies that include brownfield redevelopment strategies for retaining land in industrial use and for qualifying them as part of the local short-term supply of land.

FINDINGS: Subsection (5) is not required and the EOA does not identify any brownfield sites.

(6) Cities and counties are strongly encouraged to adopt plan policies pertaining to prime industrial land pursuant to OAR 660-009-0025(8).

FINDINGS: Subsection (6) is not required, however, the EOA identifies several sites that the city believes are excellent industrial sites and will work with SEDCOR and Business Oregon to ensure they are listed if they are eligible for listing.

(7) Cities and counties are strongly encouraged to adopt plan policies that include additional approaches to implement this division.

FINDINGS: Subsection (7) is not required, however, the EOA's proposed objectives and policies may include statements that could be considered "additional approaches" to economic development.

**“D.Short- and long-term impacts;”**

FINDINGS: The EOA takes a short and long term view of economic development. It shows there are a sufficient number of acres of commercial and industrial land to accommodate the projected job growth in the city over the 20-year planning period.

**“E.Public benefit;”**

FINIDINGS: The public will benefit from the proposed EOA because it provides a direction for the city to provide for a vital commercial and industrial job base.

**“F. Reasonable alternative proposals;”**

FINDINGS: The EOA provides reasonable alternative proposals in terms of providing adequate land for commercial and industrial development and job creation. Essentially, the city desires virtually any type of commercial and industrial development provided it complies with the proposed objectives, policies and meets the standards in the Jefferson Development Code.

**“G. Any other factors deemed relevant by Planning Commission or City Council.”**

FINDINGS: At this time after the Planning Commission hearing on November 6, 2014 and before the City Council public hearing on January 22, 2015, no other factors have been deemed applicable by the Planning Commission through its work sessions and public hearing or by the City Council through its work sessions.

**CONCLUSORY FINDING:**

The City Council concludes the applicable comprehensive plan policies and the applicable Statewide Planning Goals and their implementing Oregon Administrative Rules are met.