Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
635 Capitol Street, Suite 150
Salem, OR 97301-2540
(503) 373-0050
Fax (503) 378-5518
www.lcd.state.or.us

NOTICE OF ADOPTED AMENDMENT

07/28/2014

TO: Subscribers to Notice of Adopted Plan or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Union Plan Amendment
DLCD File Number 001-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Wednesday, August 13, 2014

This amendment was submitted to DLCD for review prior to adoption with less than the required 35-day notice. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the 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). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Sandra Patterson, City of Union
Gordon Howard, DLCD Urban Planning Specialist
Grant Young, DLCD Regional Representative
Thomas Hogue, DLCD Economic Development Policy Analyst

<paa> YA

DLCD FORM 2

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

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 Union

Local file no.: **Amend Goal 9, 10 and 11**

Date of adoption: July 14, 2014 Date sent:

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

Yes: Date (use the date of last revision if a revised Form 1was submitted): x March 25, 201

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:

Local contact (name and title): Sandra Patterson, City Administrator

Phone: 541-562-5197 E-mail: admin@cityofunion.com

Street address: 342 S. Main Street City: Union Zip:

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:

Both Goals 9, 10 and 11 were changed and updated. Where there wasn't new information added or taken out many sections were edited. Dates were updated and accurate figures replaced old ones.

For a change to a comprehensive plan map: See Zone map changes next pg.

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 none 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 none 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 R-1 to PF Acres: 34.23

Change from R-1 to C-3 Acres: 35.2

Change from I to R-1 Acres: 12.16

Change from I to C-2 Acres: 11.3

Change from C-1 to PF Acres 1.53
Change from C-2 to R-1 Acres 9.82
Change from C-2 to PF Acres 1.48

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

Overlay zone designation: n/a Acres added: n/a Acres removed: n/a

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

Map	Tax Lot	Acres in UGB	Total Acres	Zone Designation	Zoning Change To	Notes
04S 39E 13DC	2500	2.02	2.02	R-1	PF	
04S 39E 13DD	900	1.68	2.54	I	R-1	Split Zoned
04S 39E 13DD	1000	0.68	0.68	I	R-1	
04S 39E 13DD	1100	3.17	3.17	I	R-1	
04S 39E 13DD	1101	0.46	0.46	I	R-1	
04S 39E 13DD	1200	0.52	0.52	I	R-1	
04S 39E 13DD	1300	5.65	5.65	I	R-1	
04S 40E 18CB	3500	0.56	0.56	R-1	PF	
04S 40E 18CB	3600	0.22	0.22	R-1	PF	
04S 40E 18CB	3700	0.14	0.14	R-1	PF	
04S 40E 18CC	4700	3.34	3.34	R-1	PF	
04S 40E 18CD	1000	0.45	0.45	R-1	PF	
04S 40E 18CD	2616	0.52	0.52	I	C-2	

04S 40E 18CD	2629	1.28	1.28	I	C-2	
04S 40E 18CD	4400	1.70	2.00	I	C-2	Split Zoned
04S 40E 18DC	701	1.49	1.49	I	C-2	
04S 40E 18DC	732	2.58	2.58	I	C-2	
04S 40E 18DC	734	0.35	0.35	I	C-2	
04S 40E 19	403	30.19	142.00	R-1	C-3	
04S 40E 19AB	800	0.63	0.63	I	C-2	
04S 40E 19AC	100	16.38	16.38	R-1	PF	
04S 40E 19AC	301	5.01	7.43	R-1	C-3	
04S 40E 19BA	100	0.23	0.23	I	C-2	
04S 40E 19BA	101	0.46	0.46	I	C-2	
04S 40E 19BA	103	0.46	0.46	I	C-2	
04S 40E 19BA	104	0.46	0.46	I	C-2	
04S 40E 19BA	105	0.23	0.23	I	C-2	
04S 40E 19BA	200	0.23	0.23	I	C-2	
04S 40E 19BA	201	0.11	0.11	I	C-2	
04S 40E 19BA	300	0.23	0.23	I	C-2	
04S 40E 19BA	2301	0.34	0.34	I	C-2	
04S 40E 19BA	2305	0.79	0.79	R-1	PF	
04S 40E 19BA	2400	1.45	1.45	R-1	PF	
04S 40E 19BA	4200	0.44	0.44	C-1	PF	
04S 40E 19BA	4500	0.11	0.11	C-1	PF	
04S 40E 19BB	4700	0.28	0.28	C-1	PF	
04S 40E 19BB	5600	0.13	0.13	C-1	PF	
04S 40E 19BB	5700	0.11	0.11	C-1	PF	
04S 40E 19BB	5800	0.11	0.11	C-1	PF	
04S 40E 19BB	5900	0.34	0.34	C-1	PF	
04S 40E 19BB	6000	0.96	0.96	R-1	PF	
04S 40E 19BB	7900	7.92	7.92	R-1	PF	
04S 40E 19BC	2500	0.25	0.25	C-2	R-1	
04S 40E 19BC	2600	0.22	0.22	C-2	R-1	
04S 40E 19BC	2700	0.22	0.22	C-2	R-1	
04S 40E 19BC	2800	0.11	0.11	C-2	R-1	
04S 40E 19BC	2801	0.14	0.14	C-2	R-1	
04S 40E 19BC	2900	0.23	0.23	C-2	R-1	
04S 40E 19BC	2901	0.23	0.23	C-2	R-1	
04S 40E 19BC	3000	0.23	0.23	C-2	R-1	
04S 40E 19BC	3001	0.23	0.23	C-2	R-1	
04S 40E 19BC	5802	0.23	0.23	C-2	R-1	
04S 40E 19CA	1100	1.48	1.48	C-2	PF	
04S 40E 19CB	302	0.03	0.13	C-2	R-1	Split Zoned Lot
04S 40E 19CB	303	0.82	1.13	C-2	R-1	Split Zoned Lot
04S 40E 19CB	304	0.08	0.08	C-2	R-1	
04S 40E 19CB	401	1.05	1.05	C-2	R-1	
04S 40E 19CB	600	0.48	0.48	C-2	R-1	
04S 40E 19CB	601	0.51	0.51	C-2	R-1	
04S 40E 19CB	705	0.48	1.16	C-2	R-1	Split Zoned Lot
04S 40E 19CB	800	0.40	1.07	C-2	R-1	Split Zoned Lot
04S 40E 19CB	801	0.92	0.92	C-2	R-1	
04S 40E 19CB	804	0.78	0.78	C-2	R-1	
04S 40E 19CB	805	0.004	0.004	C-2	R-1	
04S 40E 19CB	901	0.43	1.47	C-2	R-1	Split Zoned Lot
04S 40E 19CB	1004	0.23	0.23	C-2	R-1	
04S 40E 19CB	1005	0.23	0.23	C-2	R-1	
04S 40E 19CB	1102	0.62	0.62	C-2	R-1	
04S 40E 19CB	1103	0.66	0.66	C-2	R-1	
	Total	**105.72**	**223.91**			

List affected state or federal agencies, local governments and special districts: Union County, Oregon Department of Transportation, Union School District #5, ODFW, United States Postail Service, HUD Housing.

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.

A new zone was created to support facilities such as churches, schools and government activities currently taking place in the residential zone. This will more acutely reflect what the city's buildable land inventory for residential land is. The golf course was also removed from the residential zone and placed into a more appropriate zone commercial amusement. The city took the State of Oregon's advice regarding industrial zone location and size. Biz Oregon visited Union several years ago and suggested City of Union change the industrial zone on the east side of town t something other than industrial. Several reasons were suggested why, the proximity to downtown, the property would be more valuable to the downtown.

NOTICE OF ADOPTED CHANGE – SUBMITTAL INSTRUCTIONS

1. A Notice of Adopted Change must be received by DLCD no later than 20 days after the ordinance(s) implementing the change has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) as provided in ORS 197.615 and OAR 660-018-0040.

2. A Notice of Adopted Change must be submitted by a local government (city, county, or metropolitan service district). DLCD will not accept a Notice of Adopted Change submitted by an individual or private firm or organization.

3. **Hard-copy submittal:** When submitting a Notice of Adopted Change on paper, via the US Postal Service or hand-delivery, print a completed copy of this Form 2 on light green paper if available. Submit **one copy** of the proposed change, including this form and other required materials to:

Attention: Plan Amendment Specialist
Dept. of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540

This form is available here:
http://www.oregon.gov/LCD/forms.shtml

4. **Electronic submittals** of up to 20MB may be sent via e-mail. Address e-mails to plan.amendments@ state.or.us with the subject line "Notice of Adopted Amendment."

Submittals may also be uploaded to DLCD's FTP site at http://www.oregon.gov/LCD/Pages/papa_submittal.aspx.

E-mails with attachments that exceed 20MB will not be received, and therefore FTP must be used for these electronic submittals. **The FTP site must be used for all .zip files** regardless of size. The maximum file size for uploading via FTP is 150MB.

Include this Form 2 as the first pages of a combined file or as a separate file.

5. **File format:** When submitting a Notice of Adopted Change via e-mail or FTP, or on a digital disc, attach all materials in one of the following formats: Adobe .pdf (preferred); Microsoft Office (for example, Word .doc or docx or Excel .xls or xlsx); or ESRI .mxd, .gdb, or. mpk. For other file

formats, please contact the plan amendment specialist at 503-934-0017 or plan.amendments@state.or.us.

6. **Content:** An administrative rule lists required content of a submittal of an adopted change (OAR 660-018-0040(3)). By completing this form and including the materials listed in the checklist below, the notice will include the required contents.

Where the amendments or new land use regulations, including supplementary materials, exceed 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

7. Remember to notify persons who participated in the local proceedings and requested notice of the final decision. (ORS 197.615)

If you have any questions or would like assistance, please contact your DLCD regional representative or the DLCD Salem office at 503-934-0017 or e-mail plan.amendments@state.or.us.

Notice checklist. Include all that apply:

Completed Form 2

A copy of the final decision (including the signed ordinance(s)). This must include city *and* county decisions for UGB and urban reserve adoptions

The findings and the text of the change to the comprehensive plan or land use regulation

If a comprehensive plan map or zoning map is created or altered by the proposed change:

A map showing the area changed and applicable designations, and

Electronic files containing geospatial data showing the area changed, as specified in OAR 660-018-0040(5), if applicable

Any supplemental information that may be useful to inform DLCD or members of the public of the effect of the actual change

CITY OF UNION, OREGON

342 South Main St.
P.O. Box 529
Union, OR 97883

cityhall@cityofunion.com
http://www.cityofunion.com

Phone: (541) 562-5197
Fax: (541) 562-5196
TTY: (800) 735-1232

Home of Buffalo Peak Championship Golf Course

City of Victorian Heritage

July 23, 2014

DEPT OF
JUL 24 2014
LAND CONSERVATION
AND DEVELOPMENT

Attention: Plan Amendment Specialist
Dept. of Land Conservation and Development
635Capitol Street NE, Suite 150
Salem, Oregon 97301-2540

RE; NOTICE OF ADOPTION FORM 2

Dear Plan Amendment Specialist,

Enclosed you will find Union's form 2 notice of adoption change for Goal 9, 10 and 11 of the comp plan and zoning changes, Ordinance 534, updated zoning map, Goal 9, Goal 10 and Goal 11.

If you need anything further please let me know.

Sincerely,

Sandra Patterson
City Administrator

COPY

CITY OF UNION ORDINANCES
ORDINANCE NO. 534

AN ORDINANCE AMENDING THE CITY OF UNION COMPREHENSIVE PLAN; ZONING REGULATIONS AND LAND USE/ZONING MAP

WHEREAS, The City of Union has not significantly reviewed or updated its Comprehensive Plan since acknowledgement in 1984; and

WHEREAS, Economic and social circumstances and conditions have changed radically since acknowledgement, and therefore the City's economic development strategy is outdated; and

WHEREAS, Due to changed economic conditions, revisions in Statute and Administrative Rule, and, consistency with Statewide Planning Goals 9 and 10, an update and review was deemed necessary; and

WHEREAS, The City determined to review and update the Goal 9 and 10 elements of the Comprehensive Plan to ensure an adequate supply of land for Industrial, Commercial, Residential and Public use; and

WHEREAS, In conjunction with the city of La Grande, the City applied for and received grant funding from the Department of Land Conservation and Development for review and update of the Goal 9 and 10 elements of the Comprehensive Plan in 2007 but in 2009 unforeseen circumstances arose and the adoption of the project products did not proceed; and

WHEREAS, The City Council understands the importance of these goals and, in 2012, dedicated additional funds to hire a consultant to finish the project; and

WHEREAS, The City formed a Technical Advisory Committee (TAC) which reviewed and commented on the original products and amendments thereto; and

WHEREAS, The TAC, City Consultants, City, and Agency Staff held meetings to format, review, change, and prepare the original Housing and Economy Studies for the City of Union; amendments to the City of Union Comprehensive Plan; Land Use/ Zoning Map; Zoning Regulations; and

WHEREAS, Public Workshops were conducted to present the draft versions of the stated amendments to the City Planning Commission and City Council and the general public on April 8th and 29th, 2009 for input and final changes; and

WHEREAS, The City conducted Planning Commission hearing on October 21, 2009 with recommendations to the City Council;

THEREFORE, THE CITY OF UNION ORDAINS AS FOLLOWS:

A. **Findings:** The City of Union adopts plan amendment, zoning map and zoning ordinance amendments based on the findings and facts from Goal 9 Economy Study and Goal 10 Housing Study attached hereto as Exhibit D and E.

B. **Amendments:**

1. The City of Union's Comprehensive Plan, Goal 9, Goal 10 and Goal 11 elements are hereby repealed and replaced with the attached Exhibit "A".

2. The City of Union's Comprehensive Land Use Plan and Zoning Map is hereby amended by the adoption of the attached Exhibit "B".

3. The City of Union's implementing regulations (Zoning Ordinance No. 337) are hereby amended by the adoption of the attached Exhibit "C".

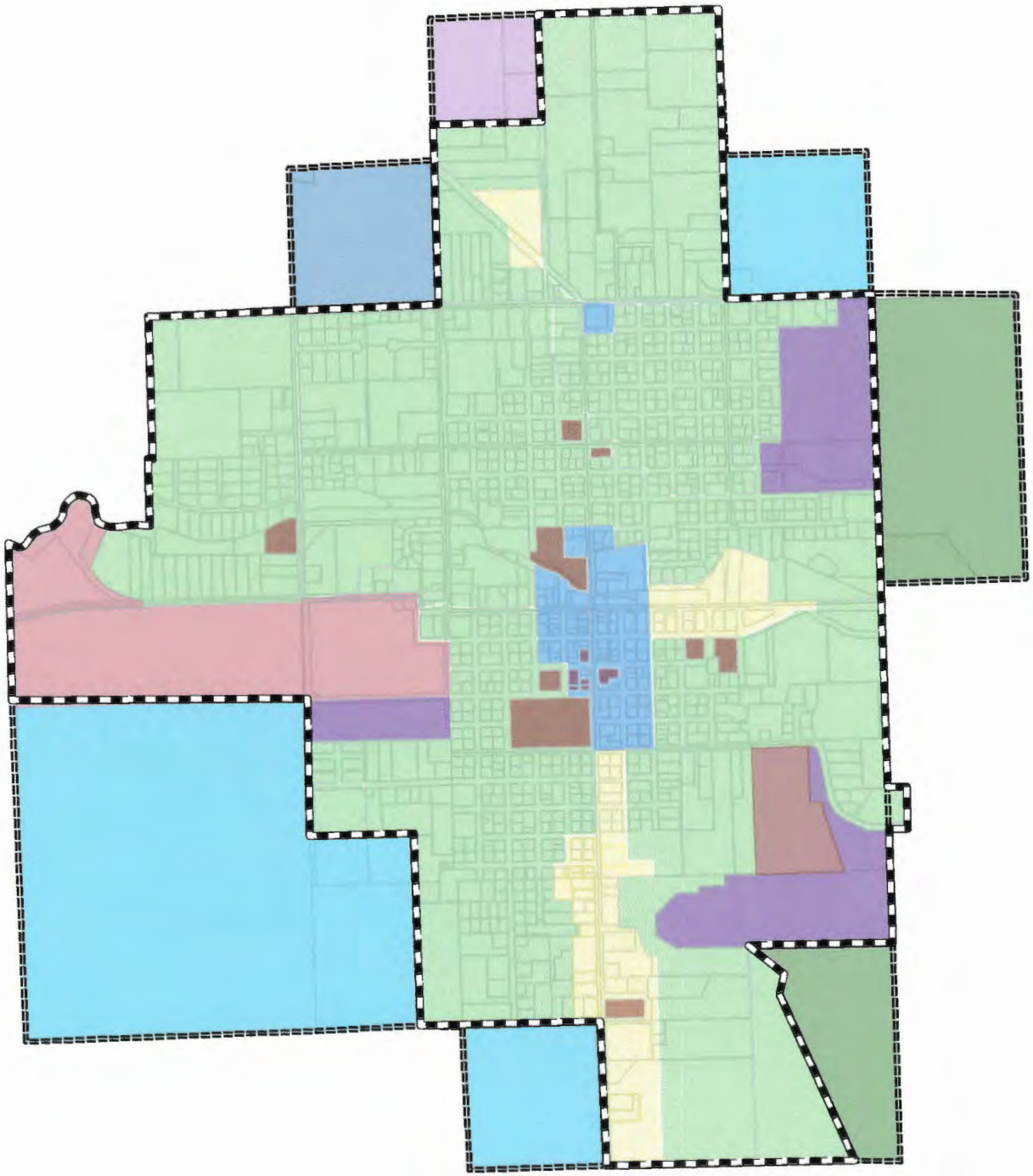
EFFECTIVE DATE: This ordinance shall take effect the first of the month 30 days after enactment by the Council.

Adopted by 4 members of the Council voting therefore and approved by the Mayor of the City of Union this 14th day of July 2014.

William C. Lindsley, Mayor

ATTEST:

Sandra Patterson, Administrator/Recorder



CITY OF UNION
Comprehensive Land Use Plan Map & Zoning Map

2014

Union Zoning

- Residential- R-1
- Rural Residential- R-2
- Farm Residential- R-3
- Industrial- I
- General Commercial- C-1
- Heavy Commercial- C-2
- Commercial Amusement- C-3
- Exclusive Farm Use- A-1
- Agricultural Forest- A-3
- Public Facility
- Urban Growth Boundary
- Union City Limits

N

1 inch = 1,500 feet

Goal 9: Economy

November 2013

Prepared for: City of Union

Prepared by:

Browne Consulting, LLC
50809 Ellis Road
North Powder, OR 97867

Table of Contents

I. Introduction

A. Overview of the City of Union

The City of Union is located in the Grande Ronde Valley in the central part of Union County. The City is located between La Grande and North Powder on Highways 203 and 237. Interstate 84 is 11 miles northwest of Union with excellent access east and west with connections north to Washington state via Interstate 82 west of Hermiston.

The City contains a population of approximately 2,000 residents and offers a rural charm and friendly atmosphere. The City is the site of the Buffalo Peak Golf Course and the historic Union Hotel.

The City of Union's 2008/09 Planning Program had two objectives. Complete a Goal 9 Economic Opportunities Analysis (EOA) and a Goal 10 Housing Needs Analysis and Assessment which was developed and written in 2008 by The Benkendorf Associates Corporation (TBAC). Due to various reasons, Goals 9 and 10 were not approved or adopted by the City or the Department of Land Conservation and Development (DLCD). In 2013, the city reinitiated the effort due to the value of having the goals finalized and adopted. At that time, Browne Consulting, LLC, located in Baker City, Oregon, was hired to complete Goal 9 and 10.

The following EOA analyzes the City's current economic opportunities and creates a reasoned and practical means to identify potential economic development strategies. Because Union's desire is to focus on light industrial and smaller sites, the City is well positioned to capitalize on the four county regional economic analysis. The City of Union's goal is to re-establish a stable economic base and rewarding jobs for its work force.

The City has only one Industrial zone and some properties may now be zoned for industrial that are better suited for residential and vice versa. The City has three Commercial zones, one of which (C-2), permits "heavy" uses.

The City has an Urban Growth Boundary that can accommodate a substantial level of additional growth. In addition, the newer waste water treatment plant is designed to accommodate additional growth.

B. Organization of This Chapter

This chapter is organized into the following sections:

I. Introduction
II. Economic Trends
III. Employment Forecast
IV. Employment Land Analysis And Required Site Types
V. Analysis of Land Supply and Demand, and Suitability
VI. Goals and Policies
Appendices

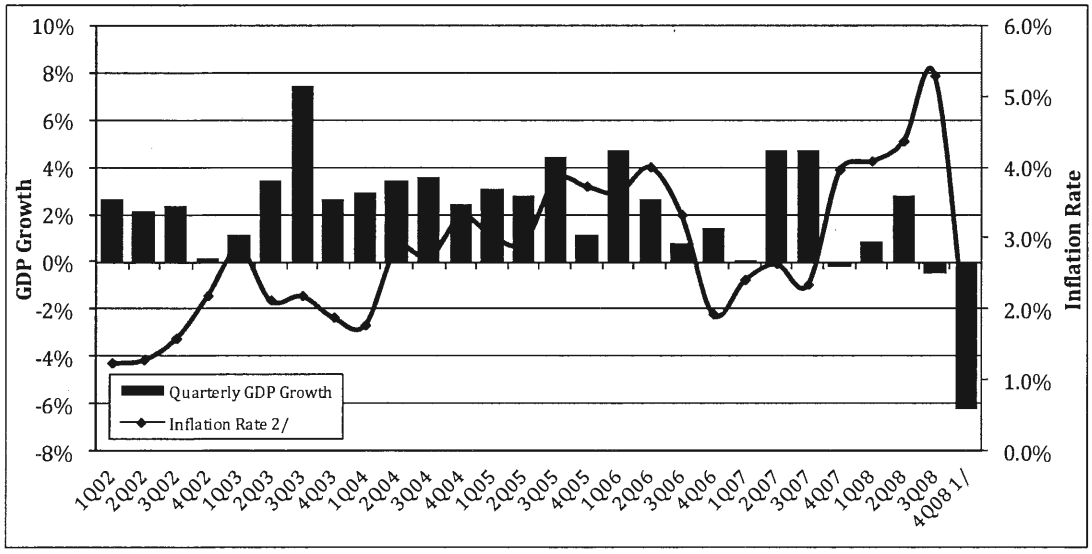
The report uses the methodologies suggested by the *Industrial & Other Employment Lands Analysis Guidebook* produced by the Oregon Department of Land Conservation and Development (DLCD) in order to meet the requirements of the Statewide Planning Goal 9 (OAR 660-015-0000(9)) and guidelines (Division 009 Economic Development).

II. Economic Trends

A. National Trends in 2008

The National economy is officially in a recession after showing signs of recovery during the first half of 2008. All sectors of the economy are showing signs of decline. Real Gross Domestic Product (GDP) growth declined by 6.2% in the fourth quarter and is expected to meet or exceed that decline in the first quarter 2009. Contributing to the decline, national employment has been falling since the beginning of 2008 while the unemployment rate inched up to 8.1% in February. Conversely, inflation has begun declining after reaching 5.6% in July—its highest level since 1991. Inflation dropped to 0.03% in January.

Table II. 1: Real Gross Domestic Product and Inflation: 2002-2008



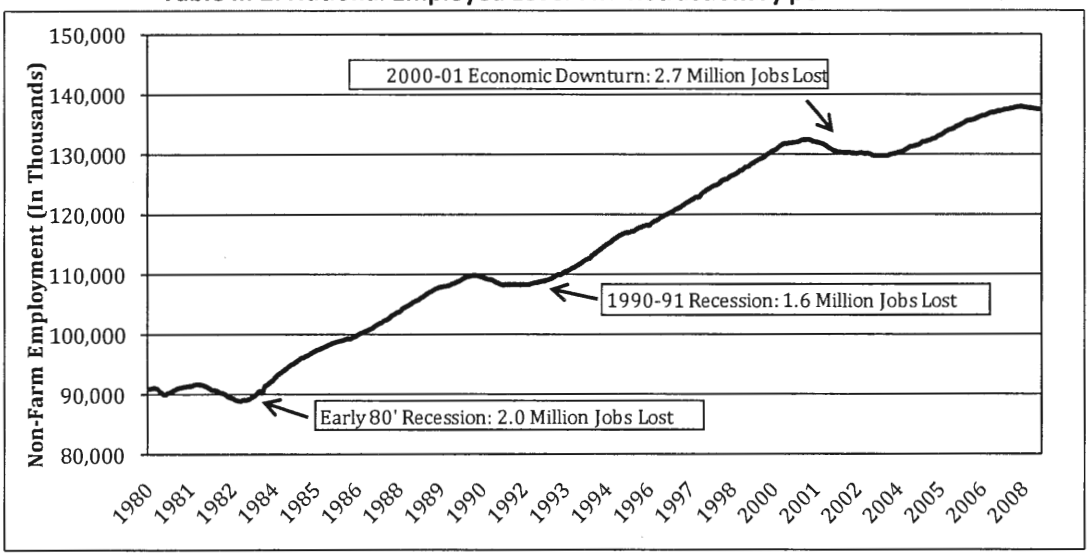
SOURCE: U.S. Bureau of Economic Analysis (BEA) and the Bureau of Labor Statistics (BLS)
1/ Advanced Estimate
2/ Calculated as a quarterly average from monthly reported data

Uncertainty is heightened in the national economy as a result of the breakdown in financial markets. Exactly how great the impact of the current financial market problems remains to be seen. Aside from the financial crisis, the primary drivers of the current slowdown are declines in construction, real estate, rental and leasing, and mining. Finance and insurance, which showed decline in 2007 for the first time since 1992, is responsible for more than 50 percent of the slowdown. While the private services-producing sector showed overall decline in 2007, growth in the sector continues to surpass overall GDP growth. Six of the seven growth industries in 2007 were in the sector with the information industry group being the fastest growing responsible for almost 20 percent of real GDP growth.

Within the private goods-producing sector, the agriculture industry was the only group showing growth in 2007 although the long term projection for the industry is negative. Most of the slowdown in the

goods-producing sector is due to the decline in the construction. Table II.2 shows periods of economic retraction since 1980. It also indicates the peak at the beginning of 2007 and the start of the slowdown.

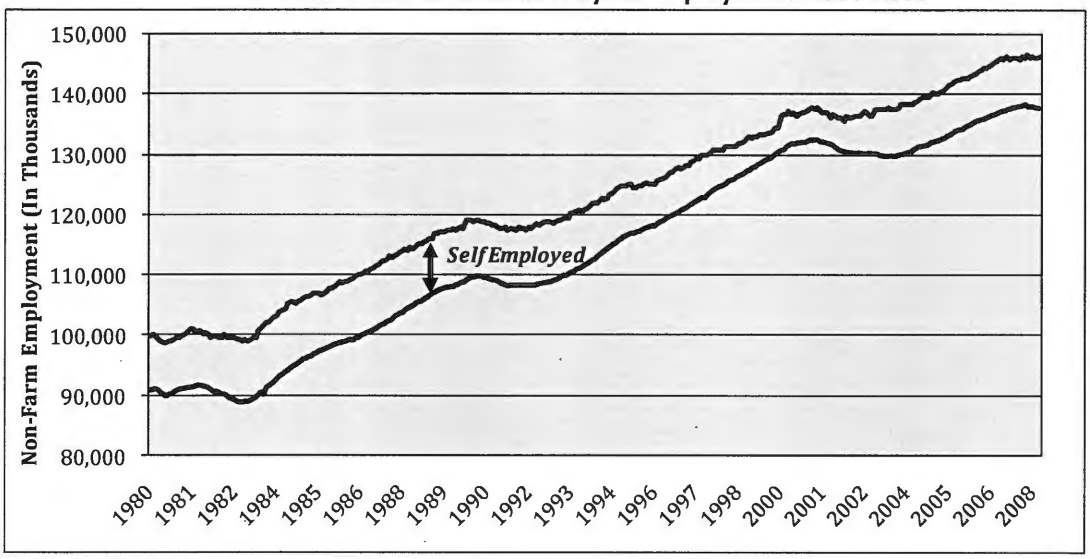
Table II. 2: National Employed Level and Retractionary periods: 1980-2008



SOURCE: U.S. Bureau of Labor Statistics

During periods of economic expansion, the independent and self-employed can be expected to grow at a faster rate than payroll jobs. This is largely the result of entrepreneurial activity and derived from employment losses during the previous economic downturn. As the economy stabilizes, we find payroll jobs expanding at an accelerated rate relative to civilian employment as start-ups/independent operators sell out or ventures eventually fail. As Table II.3 indicates, the nation tends to average an 8 to 10 million job differential between payroll and civilian employment (note: civilian employment is defined as all U.S. private employment, including sole-proprietors and self-employed. Payroll employment is defined as employees that are covered under unemployment insurance.) With agricultural employment declining by 7% annually according to the U.S. Department of Agriculture, the self-employed will account for a greater majority of the difference over time.

Table II. 3: U.S. Civilian and Payroll employment: 1980-2008



SOURCE: U.S. Bureau of Labor Statistics

1. Long-Term Industry Specific Trends

Since 1980, the composition of the United States economy has undergone a dynamic transformation. In the early 1980s the economy was heavily weighted toward goods-producing industries, comprising better than 30% of national employment. In addition to higher levels of educational attainment, technological advances, increased construction activity, and contractual labor arrangements, such as outsourcing, are largely responsible for the Nation's economic shift[1]. Since 1980, service-oriented industries have experienced a 13.2% increase in their share of the national economy. Currently, service industries—as defined by broad NAICS industry groups 42 (Wholesale Trade), 44-45 (Retail Trade), 52-53 (Financial Activities), 54-56 (Professional & Business Services), 61-62 (Education & Health Services), 71-72 (Leisure & Hospitality Services), & 81 (Other Services), comprise 62% of national payroll employment. Since 1980, roughly half the industries in the Nation have displayed reductions in their share of national employment—led by the Manufacturing sector which fell from 20.7% of all employment in 1980 to only 10.2% today. The Nation's growth industries have included Education & Health (+5.5%), Professional & Business Services (+4.6%), and Leisure & Hospitality (+2.4%).

2. National Outlook

Sweeping reforms are likely in coming years as the Federal government implements a sizable industry bailout plan slated to cost taxpayers in the range of $500 to $750 billion. It is unclear when the U.S.

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[1] Simmering, Marcia J. Encyclopedia of Management, 2006, Garner, C. Alan. "Offshoring in the Service Sector: Economic Impact and Policy Issues." Economic Review—Federal Reserve Bank of Kansas City 89, no. 3 (2004). Goodman, Bill, and Reid Steadman. "Services: Business Demand Rivals Consumer Demand in Driving Job Growth." Monthly Labor Review, April 2002.

economy will come out of the current recession, but experts estimate a turn in the tide by the latter part of 2009 with clear signs of recovery evident by 2010.

As expected, the impact of the bailout plan has yet to be fully realized. During the last quarter of the year, unemployment increased while consumer spending decreased by the largest percentage seen in years. The housing market continued to decline as foreclosures increased. Federal government plans to assist homeowners are ongoing and will have unclear impacts on the housing market—both presently and in the future. Although financial market fall-out has seemed to stabilize, credit markets have nevertheless tightened further, contributing in part to the decline in business capital investment. On the industrial front, production output has declined as demand has dropped substantially. Exports have also declined, with agriculture and industrial products, two of the largest export markets, experiencing the steepest drop. In the near term, as long as the economic forecast is uncertain, the economy will continue to experience pull back by industry and financial markets.

Over the next decade, the composition of employment in the national economy is expected to continue to transition towards more service-oriented jobs. Moving forward, service sector growth will be more demographically driven domestically than the previous decade. For example, Health Service jobs are expected to lead all industries over the next decade, largely driven by the aging national population. In addition to consumer goods, growth in Financial Activities and Leisure & Hospitality are also projected to grow significantly as the result of aging Baby Boomers.

3. National Summary

Over the last quarter century, the United States economy has transitioned from a goods producing to a service oriented system. Moving forward, service employment growth is expected to continue, with notable strength in Health Services and Professional & Business Services. Identifying industry growth sectors is important as employment in one industry can be affected by changing practices in another. For example, increased use of contractors and consultants has led to greater employment in the management, scientific, and technical consulting services industry—but to reduced employment in the many industries that previously hired management and technical analysts as employees.[2] This trend is expected to continue into the next decade.

B. Regional & Local Trends

1. Demographics

The City of Union accounts for nearly 8% of Union County's population. Union County, the second most populous county in the Northeast Oregon Region, consists of approximately 20% of the region's population after Umatilla County's 60% share.[3]

Since the 2000 census, population growth in Union County and the City of Union has been sluggish; growing at 0.41% (810 persons) and 0.20% (30 persons), respectively. Union County's other seven incorporated cities as well as its unincorporated areas are also growing at rates of less than one percent. At a regional level, population growth has been stagnant as well at 0.20%—growth in Umatilla County has been 0.27% while Baker and Wallowa Counties have declined by 0.23%.

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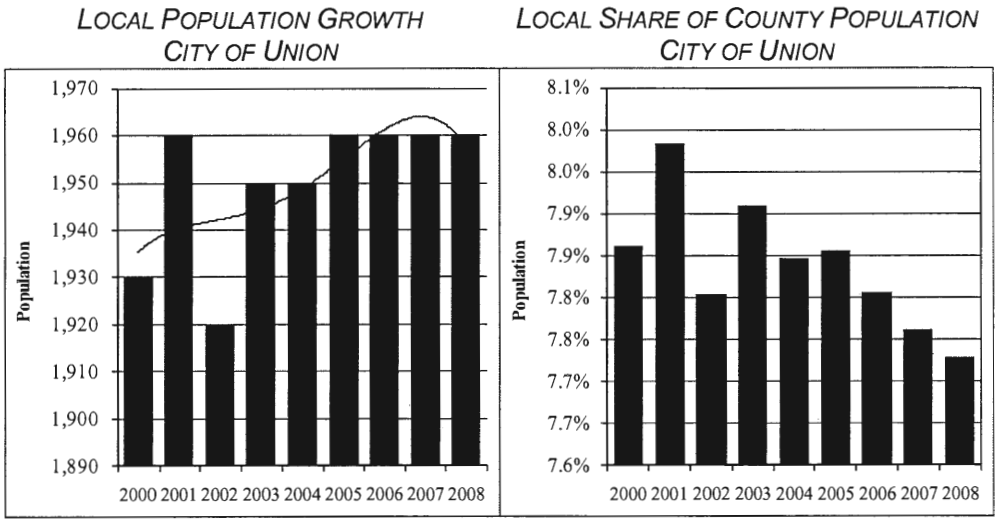
[2] US Department of Labor. Occupational Outlook Quarterly, Vol. 51, Number 3, Fall 2007

[3] The Northeast Oregon Region is defined collectively as Union, Umatilla, Baker and Wallowa Counties

Table II. 4: Local Population Growth Trends



SOURCE: Portland State University Population Research Center

In 2007, regional population was distributed 46% among a younger population age 35 and less. This younger distribution is roughly consistent with the State average of 46.7% but is disparate among the counties within the region. Union and Umatilla counties average about a 46.3% share of persons age 35 and less while Baker and Wallowa average a 36.6% share. The disparity increases when considering persons age 45 and less. Union and Umatilla counties average a 59% share in this age group while Baker and Wallowa average a 47% share. On the other hand, Baker and Wallowa counties have a larger share of persons age 65 and older.

Since 2002 the region and Union County have been shedding population from the age groups less than 19 and 25 to 44, while gaining persons 45 and older with persons age 55 to 64 being the fastest growing segment. The loss of early and middle career individuals may indicate a difficulty finding family-wage employment in the area. Additionally, as the current composition is predominately driven by individuals under 19 years of age (27%), an emphasis on education, entry-level employment and training resources is needed. Failure to provide opportunities locally for a younger demographic base typically results in a "brain drain" condition, where a region's best and brightest seek advancement opportunities elsewhere.

An area's level of educational attainment is often used as a proxy for the skill level of the population base. From an Economic Development perspective, Union County is at an advantage regionally, with a greater distribution of higher educated persons—21.8% compared to 17.5% regionally. The County's educational attainment level is driven by the City of La Grande's 25.6% share of higher educated persons. Conversely, the City of Union is has an 11.4% share of higher educated persons.[4]

Presumably reflecting the County's relatively younger demographic, since 2000 Union County has had the highest regional rate of population growth due to natural increase. Nonetheless, net in-migration

[4] U.S. Census Bureau, 2000 Summary File 3

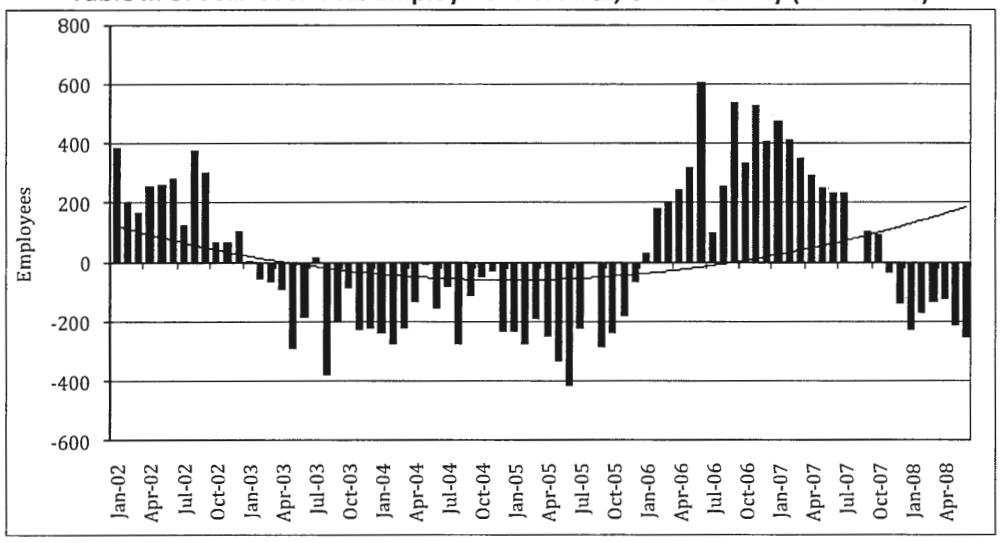
has been the larger contributor to demographic growth in Union County during the current decade—roughly 61% according to data from the Portland State University Population Research Center (PRC). Evaluating sources of in-migration is useful in understanding the interconnectedness of Union County to other regions in Oregon or elsewhere. According the United States Internal Revenue Service (IRS), Union County is most closely associated with Idaho counties in the Boise area, Umatilla County, and Baker County. This follows anticipated logic given the geographical proximity of these areas. However, in aggregate Union County has net out-migration both within the Northeastern Oregon Region and all of Oregon. In other words, more Oregonian's are moving from Union County to other Oregon counties than vice versa.

2. Employment

Unemployment in the region has remained generally higher than the broader State economy. The same can generally be applied to conditions locally in Union. Oregon's unemployment rate was 9.9% in January while Union County's unemployment rate was 14.7%. In 2000, the most recent data available for Union, its unemployment rate was 5.4% while the State's unemployment rate was 4.2%--reflecting a 22% differential. Assuming the differential has remained constant would indicate that Union's rate of unemployment as of January 2009 is approximately 12.7%.

Over the past five years, regional employment growth has been moderate with Union County posting job growth of 1.93%. Since January 2002, Union County has added about 200 jobs with 35 growth months and 43 contraction months.

Table II. 5: Year-over-Year Employment Growth, Union County (2002-2008)

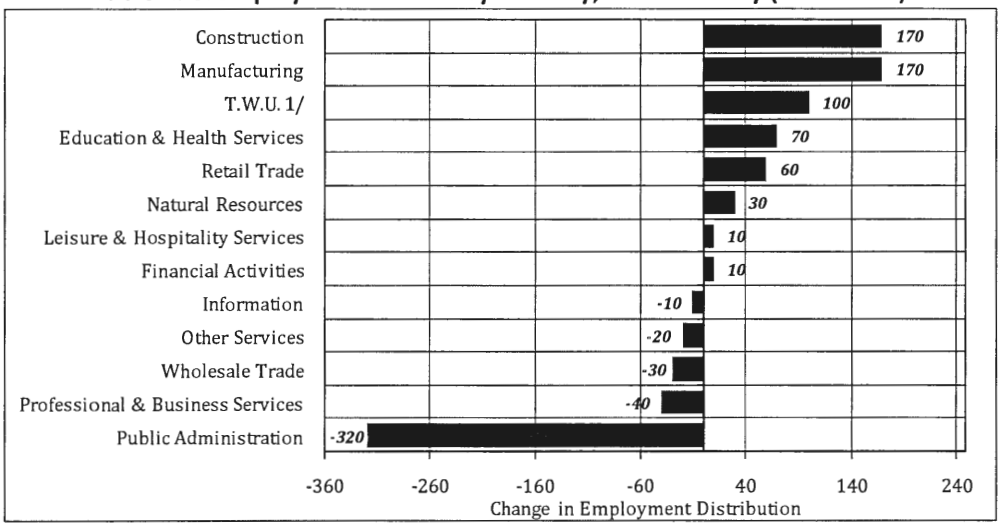


SOURCE: Oregon Employment Department

Employment growth in the region diverges from overall State growth which experienced a 9.23% increase in all sectors between 2002 and 2007 with only two sectors showing little or no growth (Information -0.14% and Natural Resources 0%). Over the past five years, five sectors in Union County have declined as measured by employment. Public Administration has experienced steep decline in Union County but has shown strong growth regionally (+324 jobs), driven entirely by Umatilla County

which added 774 jobs. The other four sectors showed only minor decline and are declining in the region as well, with the exception of Professional & Business Services which added 450 jobs regionally also driven almost entirely by Umatilla County. Manufacturing is growing in Union County but regionally is the steepest declining sector (-294 jobs). Transportation, Warehousing & Utilities is an important growth sector for Union County and Baker County (+50 jobs) but is experiencing decline in Umatilla County (-177 jobs). Education & Health Services and Retail Trade continue to be growth sectors for Union County and are demonstrating growth regionally as well, with the region adding 259 jobs in the Education & Health Services sector and 123 jobs in the Retail Trade sector.

Table II. 6: Employment Growth by Industry, Union County (2002-2007)



SOURCE: OREGON EMPLOYMENT DEPARTMENT
1/ Transportation, Warehousing, & Utilities

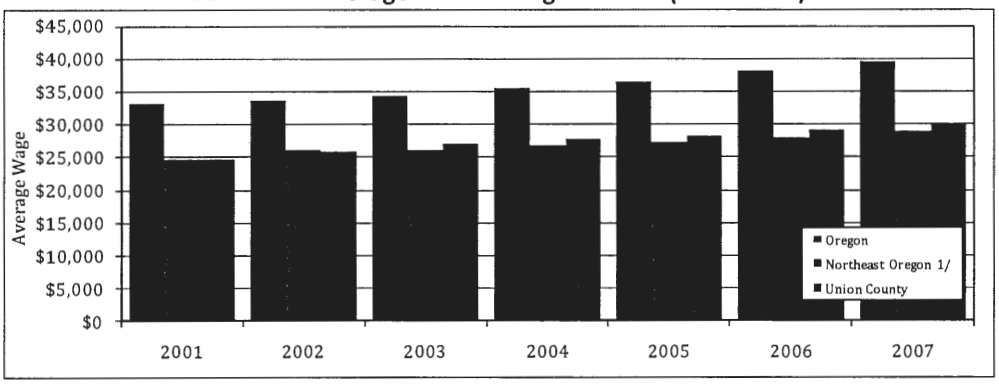
The largest sectors of the Union County economy roughly mirror sector rankings within a few percentage points at regional levels, however diverge somewhat from State levels. The largest sector in the region is Public Administration. While the State economy has only a 16.7% share of Public Administration, Union County has a share of 24.3%. The Manufacturing sector is the second largest sector in the County with a share of 14.7%. Retail Trade and Education & Health Services are important sectors for the County (13.8% and 12.7%, respectively) and region (11.1% and 10.3%, respectively). Natural Resources captures a greater share at the regional level (5.8%) whereas Union County's share of 1.1% represents its smallest sector. The share of employment in the Professional & Business Services sector is substantially less at the regional (6.4%) and County (4.2%) level than at the overall State level of 11.4%.

3. Wages

Union County's average wage levels by sector are significantly below wage levels statewide. Across all industries, Union County wages averaged $29,939, 24.3% below the Oregon average of $39,566. Since 2001, wage levels in Union County have averaged 3.2% annual growth, exceeding slightly the 3.0% annual growth at the State level. Likewise, at a regional level Union County is slightly outpacing growth

in neighboring counties: Umatilla posted annual wage growth of 3.0% since 2001, followed by Baker County at 2.5% and Wallowa County at 2.0%.

Table II. 7: Average Annual Wage Growth (2001-2007)



SOURCE: Oregon Employment Department
1/Northeast Oregon includes Union, Umatilla, Baker and Wallowa Counties

In Union County, the highest paid industry sector is Manufacturing ($39,544), followed by Transportation, Warehousing & Utilities ($36,485), Public Administration ($35,772) and Wholesale Trade ($35,273). The lowest paid industries are Leisure & Hospitality ($11,218) and Other Services ($15,964). Union County's highest paying wages are in the Manufacturing sector—27% higher than Umatilla, 22% higher than Baker County and 56% higher than Wallowa County. Wages in Education & Health Services, Construction, Natural Resources, Information, Wholesale Trade and Retail Trade are also higher than the regional average. Conversely, Union County wages are 15-20% less than the regional average in Professional & Business Services and Other Services.

4. Other Factors For Economic Development Potential

In addition to demographic and economic trends, other factors provide insight into the City's economic development potential. These factors are discussed briefly below:

Amenity Values - In land use planning parlance, amenity values are encompassed in the concept of livability. The term livability is rarely, if ever, used in economic terms. Because amenity values are inherently qualitative and subjective in nature, they can be challenging to effectively characterize in quantitative economic terms. Nevertheless, amenity values are characterized in the field of Economics and Economic Geography because amenity values have real economic consequences. For example, Jackson Wyoming is located in a remote area and has few of the typical economic assets required for a vibrant economy. It does, however, have high amenity values that translate into a vibrant economy (Teton County has a median household income of $59,568 compared to $33,738 in Union County).[5] Similarly, the City of Union and the Northeastern Oregon region have a number of amenity values that create potential for economic opportunities, including but not limited to:

- Wallowa and Blue Mountains

[5] 2000 Census DP-3 Sample File

- Wallowa Whitman National Forest
- Emigrant Springs State Heritage Area
- River and Lake Activities
- Multiple Camping and Hiking Areas
- Multiple Excellent Fishing and Hunting Areas
- Lehman Hot Springs
- Anthony Lakes, Spout Springs Ski Areas
- Buffalo Peak Golf Course
- Beautiful Mountain and Valley Scenery
- Pleasant Climate
- Historic Union Hotel
- Eastern Oregon Live Stock Show (EOLS)
- Union County Museum
- Catherine Creek State Park
- Warm Springs Pool (Cove)
- Winery (Cove)
- Scenic by Way – Grande Ronde Tour
- Historic Register
- Community events, such as the Union Harvest Festival

Production Inputs (Non-Labor) - In the past, manufacturing in the City of Union and Union County depended on a predictable and adequate supply of timber. Federal land management practices have changed since that time and have reduced the available supply of raw materials to the timber industry. Some efforts are underway to increase the viability of small diameter timber as an industrial supply source for wood products.

In 2007, Union County had 95,877 harvested acres or 0.07% of total County land. Hays and forage account for about 40% of harvested acres, grains account for another 34% and field crops 13%. In addition, the County has a moderate-sized animal products industry based predominantly on cattle. However, with little exception these inputs are presently exported outside of Union County prior to value-added production.

Economic Development Support Organizations – Union County and the City of Union have the benefit of being served by a multitude of economic development support agencies and organizations at the Federal, State, regional and local level. At the federal level, the area is served by agencies such as the US Forest Service which provides support for the wood products and tourism industries and the USDA Rural Development which supports public infrastructure and services as well as provides funding for area businesses. In addition, State agencies such as the Oregon Department of Land Conservation & Development (DLCD), the Economic & Community Development Department (OECDD) and the Governor's Economic Development Revitalization Team (ERT) provide direct economic development support through means such as grants, strategic regional land and transportation planning and personnel dedicated to leveraging regional assets. Also at the state level, the Oregon State University Extension Service operates in the City of Union with the purpose of providing knowledge and education resources related to Eastern Oregon's agricultural economy. The Extension office and laboratory facilities perform agricultural research intended to inform strategies for improving and preserving forest and shrub-steppe ecosystems. In addition, Union receives services from Rural Development Initiatives,

Inc. (RDI), a statewide non-profit organization centered on providing rural communities with strategies and tools necessary to promote community and economic development.

Union has access to numerous regional organizations such as the Northeast Oregon Economic Development District (NEOEDD), the Union County Economic Development Corporation (UCEDC), the Northeast Oregon Alliance, the Northeast Oregon Business Development and the Greater Eastern Oregon Development Corporation (GEODC). NEOEDD offers several services to regional communities and businesses. For example, the organization is available for technical assistance and training related to business and community development, strategic planning and staffing services. In addition, NEOEDD provides fiscal administration for the Northeast Oregon Alliance and the Northeast Oregon Business Development. UCEDC is a private, non-profit organization formed to promote economic development in Union County. Members include the City of La Grande, Union County and numerous area businesses. The organization collaborates with local, regional and state governments to provide resources to current and future businesses. GEODC is a private, non-profit corporation formed to support business creation, retention and expansion in the region. This is accomplished through administering funds to businesses, developing economic development strategy, and assisting in the development of local human resources and physical infrastructure. GEODC is largely funded through federal government programs such as the U.S. Department of Commerce, Economic Development Administration Revolving Loan Fund and the U.S. Department of Agriculture, Rural Development Intermediary Relending Program.

At the County and City level are a plethora of agencies and organizations committed to Union's economic success. Union County and its Board of Commissioners and Planning Department have provided economic development support to the City through collaboration and strategic economic development planning. The Union County Tourism office has been responsible for promoting the area's image as a tourism destination as well as working with business owners such as hotels and restaurants to provide support in attracting visitors to the area. Likewise, the Union County Chamber of Commerce collaborates with other regional and local agencies to promote business and tourism as well as serves as an indispensible source of information regarding local business and consumer trends. The city of Union has the advantage of an exceptionally involved community who contribute their own resources to improve Union's economic and community assets. Such organizations include the Union Commercial Club and Union United, a non-profit organization formed by local citizens, frequently invests in economic and community planning and visioning.

Educational and Technical Training Programs – Eastern Oregon University (EOU) serves as an educational hub to the region. Its contributions are widespread: from attracting and producing a highly educated workforce to creating economic activity through numerous conferences and events. In addition, EOU's continuing education programs, industry research and technical assistance provide direct support to local industries.

C. Industry Cluster Analysis

Sound economies are best organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. In his pioneering book *The Competitive Advantage of Nations*, Harvard Professor Michael Porter defines clusters as "geographic concentrations of inter-connected companies and institutions working in a common industry". As an economic development strategy, specific clusters are targeted, and emerge, when a particular geography holds an innate

competitive advantage in that industry—whether it is natural resources, human capital, political policies, or geography. For example, Oregon's oldest industries—namely forestry and agriculture, emerged from physical and environmental attributes such as its climate, trees, soils, and access to shipping and distribution networks. In turn, these industries spawned interrelated clusters that include Food Processing & Manufacturing, Wood Product Manufacturing, Wholesaling & Distribution, Machinery Manufacturing, and host of other industries.

With shared ideas, concepts, and competition, knowledge spill-over within clusters encourages secondary effects—innovation, the creation start-ups and spin-off industries, and opportunities for suppliers, manufacturers, and customers. In turn, effects from job creation and wages support tertiary effects such as retail, services, construction, housing and institutional industries.

In light of the baseline economic analysis above, Johnson Gardner reviewed Oregon Employment Department ES-202 employment data for the Union Urban Area to determine industries and industry clusters in which the local economy is both regionally competitive and/or has growth potential. We have identified three industries with a potential to emerge as clusters. Identified targeted industries are evaluated in greater detail below.

Manufacturing

Currently, the City of Union has limited manufacturing industry resources. However, as the City has expressed interest in this sector as a targeted industry, the potential to attract small scale manufacturers that either supply or supplement La Grande's manufacturing base exists. Union County's manufacturing sector is expected to increase by 0.4% or 63 jobs by 2016. As a goal, the City could make it an objective to capture a certain percentage of that growth as part of its economic development strategy. For example, if the City decided to capture 5% of County growth by 2016, then the goal would be to recruit one or two small manufacturers adding approximately three employees by 2016.

Leisure & Hospitality

The City of Union has a relatively large share of employment in this sector. It is the third largest sector after Education & Health Services and Retail Trade. Between 2002 and 2006, the City experienced employment growth in both Amusement & Recreational Activities and Accommodation. As part of the City's objective to foster tourism, a concerted effort in leveraging current assets, such as the City's historical heritage, current businesses in this and the Retail Trade sector as well as the City's natural amenity and recreational attractions will be important. In addition, a strategy that will improve the diversity in the area's attractions, such as brewery, restaurants and/or agriculturally based recreation will increase the viability of the industry.

Retirement Industry

Northeastern Oregon, and in particular Union, Wallowa and Baker Counties have a greater share of individuals age 65 and older relative to State levels. In 2007, the State's share of persons age 65 and older was 12.5%; in the three Northeastern counties mentioned above, it was 18.4%. In addition, the fastest growing segment of the population in the three counties is individuals age 55 to 64. Union County had a 2.9% increase in this segment between 2002 and 2007. Factoring out the growth in persons age 20 to 24, which reflects the draw of Eastern Oregon University in La Grande, Union County's second fastest growing segment is individuals age 65 and older.

Moreover, projections indicate that the U.S. population age 65 and older is expected to grow by 50% by 2020 and close to 125% by 2050. This shift is expected to have significant impact on the demographic composition of Oregon and in particular, counties such as Union which already have a high percentage of 65 and older population as well as fast growing 55 and older segments.

Encouraging the retirement industry as a community goal would have significant impact on several sectors of the City's economy. For example, it would increase the demand for health care and create the need for clinics, medical offices and/or centers which work directly with the Grande Ronde Hospital. Second, it would create demand for additional dining establishments, retail opportunities and recreational activities. The retirement industry would also impact other sectors such as Other Services, Financial Activities and Community and Social Assistance.

III. Employment Forecast

This analysis updates the employment forecasts within the City of Union's Urban Growth Boundary. The employment forecasts were generated by TBAC through 2028. The primary source of data on current employment patterns was derived from the State of Oregon Employment Department's ES-202 reports.

A. Creating a Base Year

CONVERSION TO TOTAL EMPLOYMENT

For the year 2006, ES-202 reports estimate employment in Union to total 191 employees. However, our source ES-202 data reports "covered employment" only—employer firms that are tracked through unemployment insurance. Because this data omits a significant portion of the workforce that are not covered (i.e. sole-proprietors, self-employed, commission workers) we must revise our estimates to reflect true employment. Estimates from the Bureau of Economic Analysis (BEA) indicate that in 2006 covered employment accounted for approximately 62.2% of total employment in Union County, with individual estimates reported by broad sector. Assuming that Union roughly tracks the countywide trend, we estimate the *total* employed level in 2006 to be in the area 307 employees.

Table III. 1: Conversion of Covered Employment to Total Employment (2006)

NAICS	City of Union UGB Covered Employment 1/	Covered Share of Total Employment 2/	Estimated City of Union UGB Total Employment
Natural Resources	8	41.1%	18
Construction	9	56.0%	16
Manufacturing	-	90.3%	1
Wholesale Trade	1	80.0%	1
Retail Trade	38	73.2%	52
T.W.U. 1/	5	42.2%	12
Information	-	79.2%	1
Financial Activities	8	41.4%	19
Professional & Business Services	16	59.1%	26
Education & Health Services	53	65.0%	81
Leisure & Hospitality	35	74.4%	47
Other Services	6	37.8%	15
Public Administration	13	80.3%	16
TOTAL	***191***	***62.2%***	***307***

SOURCE: Oregon State Employment Department, U.S. Bureau of Economic Analysis, and JOHNSON GARDNER

1/ From the Oregon Employment Department ES-202 data

2/ Data from the Bureau of Economic Analysis for 2006, the most recent year complete data is available. Assumptions display the percent of total wage and salary (covered) employment to total nonfarm employment in Union County.

The second step to creating our base year estimate is updating our 2006 total employment estimate to the current period. This process involves the evaluation of countywide economic trends between 2006 and 2008 in addition to current knowledge about the local economic activity in Union. Outlined in Table III.2, we assume that between 2006 and 2008 the Union economy declined slightly, averaging 0.5% annual decline to 304 total employees. This estimate will be utilized as the basis of our long-term employment forecast.

Table III. 2: Updating 2006 Total Employment to the Current Period (2008)

NAICS	2006 Total Employment	Short Term Annual Growth Assumption 1/	2008 Total Employment Estimate
Natural Resources	18	0.1%	19
Construction	16	1.7%	16
Manufacturing	1	0.0%	1
Wholesale Trade	1	0.0%	1
Retail Trade	52	-2.7%	49
T.W.U.	12	2.5%	13
Information	1	0.6%	1
Financial Activities	19	-3.3%	18
Professional & Business	26	1.6%	27
Education & Health	81	-0.7%	80
Leisure & Hospitality	47	0.9%	48
Other Services	15	-2.6%	14
Public Administration	16	0.5%	16
TOTAL	*307*	*-0.5%*	*304*

1/ Based on 2006 to 2007 realized growth trend in the Current Employment Survey (CES), BLS. Growth rate was revised for the 2007-2008 growth year to reflect anticipated slowing in the national and regional economy.

B. Anticipated Regional Growth

Table III.3 outlines the State of Oregon's most recent employment growth forecast for Region 13 which includes Baker, Union and Wallowa Counties. The State's outlined growth rates were used as baseline estimates to forecast the rate of employment growth by industry in this analysis.

- Over the forecast period (2006–2016), the region's employment growth is projected to average 1.1% across all industries.
- The Education & Health (2.5% AAGR) sector is expected to display accelerated growth at the regional level during the period with Professional & Business (1.6% AAGR) and Leisure & Hospitality (1.5% AAGR) trailing behind. Only modest rates of growth are expected in the Transportation, Warehousing and Utilities (0.3% AAGR), Information (0.4% AAGR) and Manufacturing (0.4% AAGR) sectors while the Natural Resources sector is expected to decline (-0.4% AAGR).

Table III. 3: Anticipated Regional Growth, Region 13

NAICS	Region 13 Employment 2006	Region 13 Employment 2016	Avg. Annual Growth Rate
Natural Resources	230	220	-0.4%
Construction	920	1,030	1.1%
Manufacturing	2,460	2,560	0.4%
Wholesale Trade	367	419	1.3%
Retail Trade	2,383	2,641	1.0%
T.W.U.	780	800	0.3%
Information	260	270	0.4%
Financial Activities	740	820	1.0%
Professional & Business	810	950	1.6%
Education & Health	2,140	2,730	2.5%
Leisure & Hospitality	1,740	2,020	1.5%
Other Services	580	660	1.3%
Public Administration	4,670	5,090	0.9%
TOTAL	*18,080*	*20,210*	*1.1%*

SOURCE: Oregon Employment Department

C. Employment Forecast

Table III.4 presents a forecast of total employment within the City of Union between 2008 and 2028. The baseline forecast utilizes the State of Oregon's projected growth rates by sector over the next decade and applies these rates of growth to the estimated current employment distribution within the Union economy. Two additional forecasts are also generated, referred to as the high and low growth scenarios. It should be noted that employment forecasts are speculative, particularly over a twenty year horizon.

As shown, the baseline employment forecast anticipates an increase of 105 jobs, reflecting an average annual growth rate of 1.5%. The high growth scenario projects an increase of 122 jobs (1.7% AAGR), while the low growth scenario projects 77 new jobs (1.1% AAGR). Education & Health Services, Professional Services, Leisure & Hospitality, and Retail Trade are expected to account for approximately 84% of net new growth over the forecast period. Other promising sectors are Construction, Financial Activities and Other Services accounting for an additional 12% of new net growth.

Table III. 4: Employment Forecast

NAICS	Base Year	Employment Forecast				2008-2028 Growth	
	2008	2013	2018	2023	2028	Jobs	AAGR
Natural Resources	19	18	18	17	17	-1	-0.4%
Construction	16	17	19	20	21	5	1.3%
Manufacturing	1	2	3	4	7	6	10.1%
Wholesale Trade	1	1	1	2	2	0	1.5%
Retail Trade	49	52	55	59	62	13	1.2%
T.W.U.	13	13	13	13	13	1	0.3%
Information	1	1	1	1	1	0	0.4%
Financial Activities	18	19	20	22	23	5	1.2%
Professional & Business	27	30	33	36	39	12	1.8%
Education & Health	80	92	106	122	141	60	2.8%
Leisure & Hospitality	48	53	57	63	68	20	1.7%
Other Services	14	15	16	18	19	5	1.5%
Public Administration	16	17	17	18	19	3	1.0%
TOTAL	*304*	*331*	*361*	*394*	*433*	*129*	*1.8%*

IV. Employment Land Analysis and Required Site Types

This section summarizes the projected need for commercial and industrial land associated with the employment projections through 2028. Results are followed by a description of the methodology employed by Johnson Gardner to project the need for commercial and industrial space, and subsequently, commercial and industrial land.

Determining the City's required site types involves qualitative and quantitative analysis. The qualitative analysis describes the site characteristics expected to be demanded by firms during the planning period. There are three components to the quantitative analysis. The first describes the types of firms likely to locate in Union during the planning period. This component was completed through the Target Industry Opportunities Analysis. The second component involves projections of employment. These employment projections have been summarized in the previous section. The third component combines the employment projections with the qualitative component of the Site Requirements analysis to project the commercial and industrial land need and the demanded number of sites.

A. Industrial and Office Land Need Methodology

Demand for industrial and office commercial land is a direct function of employment growth in industrial sectors that occupy this type of space. As a result, our projections of industrial and office demand are based on forecasted employment growth by industrial sector within Union. Methodology for forecasting need for industrial and office commercial land follow a standard, multi-step process, summarized below. A number of exhibits are referenced, which are found in the technical appendix to this document.

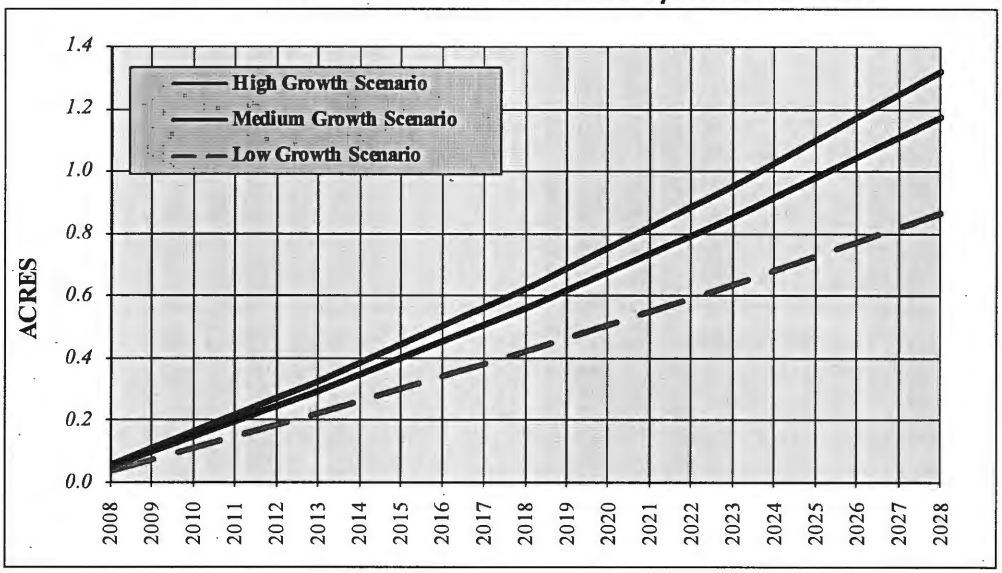
1. Demand for Office Building Space

Sector employment growth for each of the three economic scenarios is converted into growth in office employment based on typical percentages of jobs, or capture factors, by sector that will be located in office development rather than industrial development. Employment density ratios, the average space in square feet necessary per office job, were utilized to calculate total office space demand given projected employment growth. Ratios and densities utilized are from the Urban Land Institute. (See Appendix: Exhibits 1.01 and 1.02.)

2. Demand for Office Commercial Land

Demand for office land is a conversion of demand for space by an office floor area ratio (FAR). FAR is defined as the gross leasable building area divided by the buildable land area used. For example, a 5,000 square foot office building on a 10,000 square foot site would be an example of a 0.50 FAR. For projections under each of the three Union economic scenarios, Johnson Gardner assumed a relatively conservative 0.30 FAR. (See Appendix: Exhibit 1.03.)

Table IV. 1: Cumulative Office Land Demand By Growth Scenario



3. Demand for Industrial Building Space

Union's industry employment growth for each of the three economic scenarios is converted into growth in industrial employment based on typical percentages of employment by sector that will be located in industrial space. Employment is then further stratified by type of space, including warehouse/distribution, general industrial and high-tech/flex space. Finally, employment density ratios, calculated as average square feet of space necessary per industrial job, were utilized to calculate total space demand by industrial space type given projected employment growth. These ratios and densities are based on industry standards. (See Appendix: Exhibits 1.05 through 1.07.)

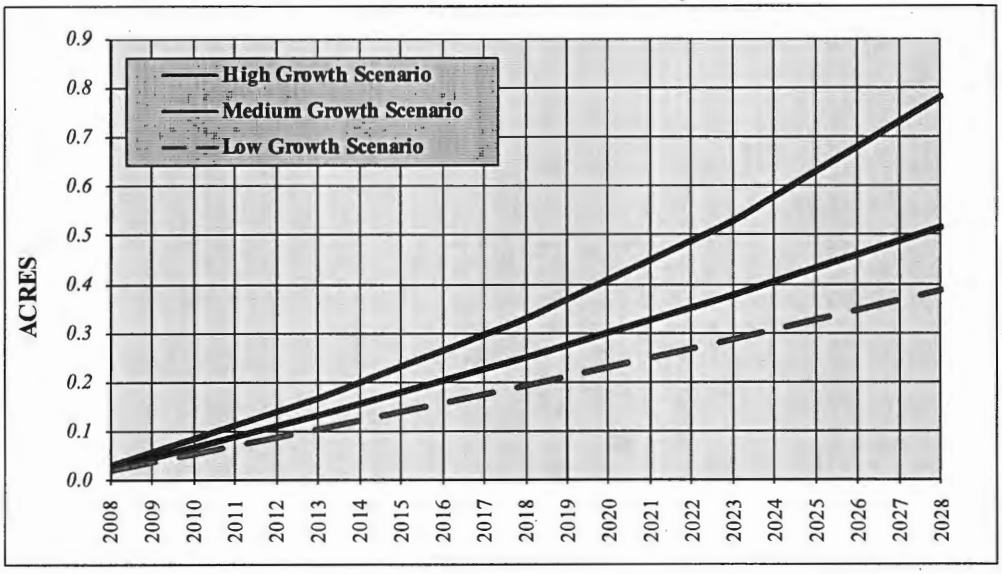
4. Demand for Industrial Land

Demand for industrial land is a conversion of demand for space by floor area ratios (FARs) by industrial development type and the addition of non-industrial use demand for industrial land typical of business park space. Projections utilize the following FARs:

- Warehouse/Distribution: 0.31
- General Industrial: 0.30; and
- High-Tech/Flex: 0.26.

Second, a 20% non-industrial use demand for land was assumed for industrial land projections making up infrastructure, utility right-of-ways, and etcetera. (Note: no industrial uses in industrial districts include office space as well as support retail. See Appendix: Exhibits 1.08 and 1.09.)

Table IV. 2: Cumulative Industrial Land Demand By Growth Scenario



B. Retail Commercial Land Methodology

Unlike industrial and office commercial land need, retail land need is a direct function of households moving into Union, typical spending patterns by those households and visitor/tourist spending. Methodology for forecasting retail commercial land need is summarized below.

1. Household Growth Projections

For modeling growth in retail commercial land need driven by residential growth, JOHNSON GARDNER utilized the City's population growth projection in the Union County Coordinated Population Forecast as the baseline, medium growth rate. Medium, high and low growth scenarios, and resulting household growth projections through 2028, were estimated as follows:

- Medium Growth Scenario: Assumes population growth rate of 0.77% annually.
- High Growth Scenario: Assumes population growth rate of 0.91% annually.
- Low Growth Scenario: Assumes population growth rate of 0.61% annually.

2. Estimate City of Union Per-Household Retail Spending

JOHNSON GARDNER estimated per-household annual spending by retail category utilizing data derived from the US Bureau of Labor Statistics Consumer Expenditure Survey. Categories are as detailed in the following table by the North American Industry Classification System (NAICS).

Table IV. 3: Average Household Expenditures on Retail Goods, Union UGB

NAICS	Category	Per Household Expenditures 1/
441	Motor Vehicles and Parts Dealers	$8,155
442	Furniture and Home Furnishings Stores	$866
443	Electronics and Appliance Stores	$817
444	Building Materials and Garden Equipment	$4,294
445	Food and Beverage Stores	$5,235
446	Health and Personal Care Stores	$2,042
448	Clothing and Clothing Accessories Stores	$1,398
451	Sporting Goods, Hobby, Book and Music Stores	$638
452	General Merchandise Stores	$4,535
453	Miscellaneous Store Retailers	$996
722	Foodservices and Drinking Places	$3,373
	Totals/Weighted Averages	***$32,349***

1/ Claritas, Inc. average retail sales figures for the City of Union, Oregon in 2007 dollars.

3. Estimate Future Union Resident-Driven Retail Sales

Future retail sales originating within Union were simply calculated as the product of future household counts under the medium, high, and low growth scenarios through 2028 and annual average retail sales by category. (See Appendix: Exhibit 1.12.)

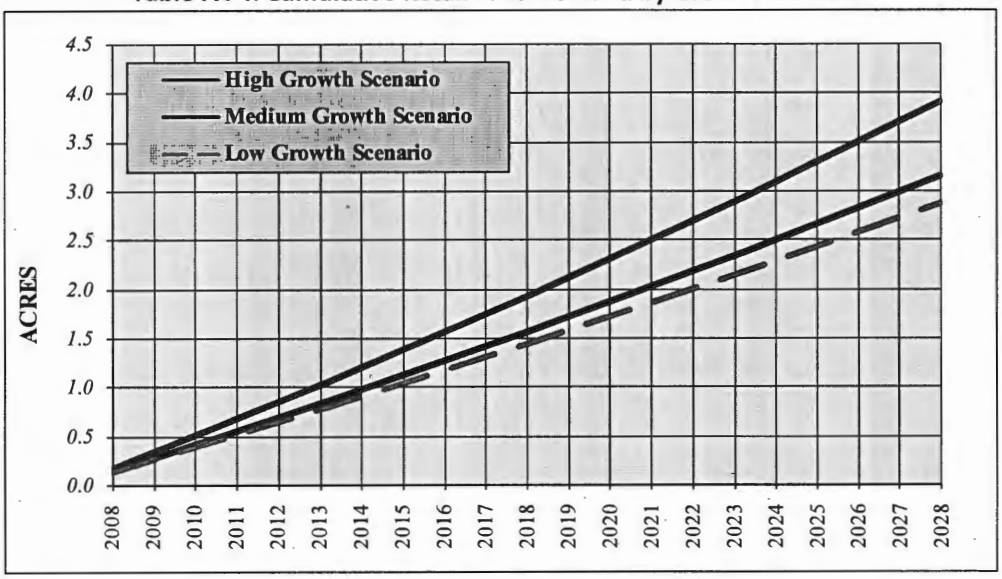
4. Demand for Retail Commercial Space

Future retail sales are converted into need for developed retail space by calculating the product of future Union retail sales by category to a category-specific Sales Support Factor. The Sales Support Factor is the national average retail sales per square foot of space for each category of retail. Sales support factors are from the Urban Land Institute publication *Dollars & Cents*. (See Appendix: Exhibit 1.13.)

5. Demand for Retail Commercial Land

Demand estimates for developed retail space at different time points was then converted into demand for retail commercial land by applying the industry-standard retail Floor Area Ratio (FAR) of 0.25. The FAR assumes standard suburban retail space requiring one parking space per 1,000 square feet of retail floor area. (See Appendix: Exhibit 1.14.)

Table IV. 4: Cumulative Retail Land Demand by Growth Scenario



6. Region/Visitor Spending Projections

Union's estimated retail sales exceed locally originating sales by a substantial margin. It was assumed within our analysis that this ratio would remain constant, and that regional/visitor spending would grow at an equivalent rate to locally-originating retail sales.

C. Summary of Commercial and Industrial Land Need

The results summarized in Table IV.5 highlight projections of net new demand within the Union UGB for commercial and industrial land between 2008 and 2028. Detailed findings by use type and growth scenario are included in the technical appendix. Over the next twenty years, net new demand for commercial and industrial land is expected to range from 6.3 to 9.1 net buildable acres, contingent upon Union's realized growth pattern through 2028. The baseline "Medium Growth Scenario" indicates that Union can expect aggregate commercial and industrial land need in the vicinity of 7.5 acres through 2028; additional acreage may be necessary to accommodate particular numbers and types of sites expected to be demanded.

These projections reflect ***net*** developable land, required only for building and impervious surface space requirements. Roads, right-of-ways, parks and public facilities, among other things necessary to serve projected land development, are not included. While the methodology is not based on a set density per acre assumption, the output reflects the following average jobs per net acre by broad land employment development categories.

AVERAGE JOBS/NET ACRE	
OFFICE COMMERCIAL	37.9
INDUSTRIAL	10.9
RETAIL COMMERCIAL	6.5
OVERNIGHT LODGING	10.9
SPECIALIZED USES	20.0

Table IV. 5: Projected Aggregate Need for Commercial and Industrial Land in the Union UGB (Net Buildable Acres) (2008-2028)

Use Type	Need For Land (Acres) By Scenario: Medium Growth	High Growth	Low Growth
OFFICE COMMERCIAL	**1.1**	**1.3**	**0.8**
INDUSTRIAL	**0.5**	**0.8**	**0.4**
RETAIL COMMERCIAL	**3.4**	**3.9**	**2.9**
CITY RESIDENTS	3.0	3.4	2.6
REGION/TOURISTS 1/	0.4	0.5	0.4
OVERNIGHT LODGING	***0.3***	***0.3***	***0.2***
SPECIALIZED USES 2/	***1.4***	***1.7***	***1.2***
TOTAL	***6.7***	***7.9***	***5.5***

SOURCE: Johnson Gardner LLC

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

In addition to the demand for actual sites, the need for public rights of way and infrastructure must be estimated in order to project the total amount of lands that would be required in the event the Urban Growth Boundary were expanded to provide land for needed employment sites. Historically, a range of 20-25% of land was set aside for infrastructure purposes for expansion, but for these calculations and for a conservative estimate, 25% was estimated. The table below converts the acreages from Table IV.1 to total gross land demand by category. Table IV.6 projects the total land demand for Union.

Table IV. 6: Projected Aggregate Need for Commercial and Industrial Land in the Union UGB (Gross Buildable Acres) (2008-2028)

Use Type	Need For Land (Acres) By Scenario: Medium Growth	High Growth	Low Growth
OFFICE COMMERCIAL	**1.4**	**1.6**	**1.0**
INDUSTRIAL	**0.6**	**0.9**	**0.5**
RETAIL COMMERCIAL	**4.3**	**4.9**	**3.7**
CITY RESIDENTS	3.7	4.3	3.2
REGION/TOURISTS 1/	0.6	0.6	0.5
OVERNIGHT LODGING	**0.3**	**0.4**	**0.2**
SPECIALIZED USES 2/	**1.8**	**2.1**	**1.5**
TOTAL	***8.4***	***9.9***	***6.9***

SOURCE: Johnson Gardner LLC

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

D. Employment Land Market Factor

The figures above are based on land demand that is strictly accounted for in employment projections and interviews with regional economic development specialists. However, this does not account for the ability of Union to compete successfully against other communities in the region for mid-size industrial projects that require larger sites.

Employment land need forecasts in the above analysis assume a natural or organic rate of expansion for Union's economy based on existing industries and trends. In addition to natural growth, however, it is important for the City to have additional land capacity to accommodate economic developments that are presently impossible to anticipate. These specifically include:

- Abnormally high rates of growth in existing or spin-off industry;
- "Home Run" business attraction;
- Ample supply to meet City planning and economic development goals.

It is reasonable to anticipate that Union could attract an unexpected industry or firm to seek a location within the City. Therefore, the City of Union has adopted a commercial and industrial aggregate land need for contingent development based on additional land market factors. Table IV.7 shows adjusted Gross Land Need through 2028 based on the need for unanticipated market demand.

These figures include the following changes from the projected aggregate land need for commercial and industrial land shown in Table IV.6 above:

- 4.4 acres more than the high growth scenario (1.6 acres) for Office Commercial land
- 15.8 acres more than the high growth scenario (0.9 acres) for Industrial land
- Same as the high growth scenario (4.9 acres) for Retail Commercial land
- 2.1 acres more than the high growth scenario (0.4 acres) for Overnight Lodging land
- Same as the high growth scenario (2.1 acres) for Specialized Uses land

Table IV. 7: Projected Aggregate Need for Commercial and Industrial Land in the Union UGB Adjusted to Include Land Market Factors (Gross Buildable Acres) (2008-2028)

Use Type	Need For Land (Acres)
OFFICE COMMERCIAL	**6.0**
INDUSTRIAL	**16.7**
RETAIL COMMERCIAL	**4.9**
CITY RESIDENTS	4.3
REGION/TOURISTS	0.6
OVERNIGHT LODGING	***2.5***
SPECIALIZED USES 1/	***2.1***
TOTAL	***32.2***

1/ Hospitals, Clinics, etc. for employment not otherwise categorized.
SOURCE: Johnson Gardner LLC

V. Analysis of Land Supply and Demand, and Suitability

A. Commercial and Industrial Land Supply

The objective of this section is to calculate the number of acres of buildable land in each plan designation that allows commercial and industrial uses in the existing Urban Growth Boundary (UGB) and the City of Union. Buildable land is defined as land that is suitable and available and necessary for the designated uses. This section provides the basis for subsequent calculations on the capacity of the UGB to accommodate future growth.

The following analysis uses methodologies suggested by the *Industrial & Other Employment Lands Analysis Guidebook* produced by the Oregon Department of Land Conservation and Development (DLCD). The steps used in this methodology have been followed to the greatest extent possible, given the data available for the City of Union.

1. Gross Buildable Vacant Acres by Zoning District

The Benkendorf Associates Corp. (TBAC) performed a visual inventory of all land uses and vacant lands in Union in September 2008. TBAC refined this inventory through further field-checking and aerial photography in November 2008.

Those parcels considered as vacant in the following analysis include fully vacant parcels and parcels that are partially vacant and/or redevelopable.

Table V.1 shows the land use zones designated by the City of Union and Union County in their Zoning Ordinances for commercial and industrial uses. As shown in the Vacant Land Inventory Map (located in Goal 10: Housing), the City limits extend beyond the UGB in all directions adjacent to the City. Table V.2 shows the total land within the UGB (there is no land zoned for commercial or industrial uses beyond the UGB and within the city limits City of Union).

Table V. 1: City of Union and Union County Commercial and Industrial Zoning Districts

Zone	Code
City of Union Land Zones within the UGB	
General Commercial	C-1
Heavy Commercial	C-2
Commercial Amusement	C-3
Industrial	I

Source: City of Union and Union County Zoning Ordinances

Table V. 2: Land Within UGB by Zoning District

Zone	Total Acres*	Parcel Acreage	Total Parcels**
C-1	39	24.15	100.15
C-2	65	52.9	74.79
C-3	46	28.48	3
I	128	112.14	28.33
Total	**278**	**217.67**	**206.27**

Source: Browne Consulting, LLC 2013

*Total acres includes streets and non-parcel acreage.

**Total parcels are broken out by split-zoned lots where applicable.

The gross vacant buildable acreage figures within the UGB and city limits are shown in Table V.3. Unbuildable vacant land is defined as vacant land which is subject to physical constraints, such as irrigation ditches. For the purposes of this calculation, unbuildable vacant land also includes the developed portion of partially vacant parcels.

Table V.3 below contains an inventory of all parcels with commercial or industrial zoning identified as vacant within the City limits and UGB. The parcels have been given three classifications:

- "Vacant" – 100% of the parcel has been identified as buildable;
- "Partially vacant" – parcels with some development on the site and with development potential on the vacant portion of the site;
- "Redevelopable" – the site has potential for redevelopment once abandoned or low value structures are removed.

The "unbuildable acres" column represents the area of the parcel that was identified as unbuildable for a variety of reasons, including: parcels committed to development, areas of partially vacant parcels dedicated to existing structures, and size. Partially vacant parcels that have a residence on them have 0.25 acre classified as unbuildable to account for the area dedicated to the residence and outbuildings.

In Table V.3, all commercially-zoned land with an area of less than 0.25 acres has been classified as unbuildable. All industrially-zoned land with an area of less than 0.5 acres has been classified as unbuildable. Sites of these sizes are incidental to the scope of examining the city's long term (20 year) land use needs.

The "unbuildable acres" column is subtracted from the "total acres" to determine the "final gross buildable acres" figure. As shown in Table V.3, a total of 109.02 acres of commercial and industrial land in the City of Union and its UGB is classified as vacant and buildable, out of a total of 40 vacant parcels containing 118.56 acres. All of this land is contained within the UGB. There are some split-zoned lots and the proposed zone changes covered in Goal 10: Housing are noted.

A map showing all of the parcels listed in Table V.3 has been produced as a separate exhibit (located in Goal 10: Housing).

Table V. 3: Inventory of Vacant Parcels by Zoning District

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Buildable Acres	Notes
04S 39E						
7700	I	Partially Vacant	52.09	5	47.09	625 total parcel acreage
04S 39E 13						
1600	I	Vacant	8.89	0.96	7.93	14.22 total parcel acreage
04S 39E 13DD						
1100	I	Vacant	3.17	0	3.17	Going to R-1
1300	I	Vacant	5.65	0	5.65	Going to R-1
04S 39E 24AA						
400	I	Vacant	21.40	0	21.40	
500	I	Vacant	0.06	0	0.06	
04S 40E 18CC						
5600	C-1	Vacant	0.49	0	0.49	
04S 40E 18CD						
2616	I	Vacant	0.52	0	0.52	Going to C-2
4400	I / C-1	Partially Vacant	2.00	0.38	1.62	Split Zoned - I going to C-2
4402	C-1	Vacant	0.51	0	0.51	Going to C-2
04S 40E 19AB						
800	I	Vacant	0.63	0	0.63	Going to C-2
04S 40E 19BA						
101	I	Vacant	0.45	0	0.45	Going to C-2
104	I	Vacant	0.45	0	0.45	Going to C-2
200	I	Vacant	0.22	0	0.22	Going to C-2
201	I	Vacant	0.10	0	0.10	Going to C-2
300	I	Vacant	0.23	0	0.23	Going to C-2
1900	C-1	Vacant	0.23	0	0.23	
3800	C-1	Vacant	0.23	0	0.23	
3900	C-1	Vacant	0.23	0	0.23	
5200	C-1	Vacant	0.19	0	0.19	
8000	C-1	Vacant	0.23	0	0.23	
8100	C-1	Vacant	0.23	0	0.23	
04S 40E 19BB						
1200	C-1	Partially Vacant	0.11	0.03	0.08	
1300	C-1	Partially Vacant	0.10	0.03	0.07	
1400	C-1	Vacant	0.03	0	0.03	
5200	C-1	Vacant	0.11	0	0.11	
04S 40E 19BC						
5701	C-2	Vacant	0.16	0	0.16	
5802	C-2	Vacant	0.23	0	0.23	Going to R-1
04S 40E 19BD						
1700	C-2	Vacant	0.28	0	0.28	
2303	C-2	Vacant	0.24	0	0.24	

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Buildable Acres	Notes
04S 40E 19CA						
100	R-1 / C-2	Vacant	5.40	0	5.40	
300	C-2	Vacant	0.23	0	0.23	
900	C-2	Vacant	0.61	0	0.61	
1200	R-1 / C-2	Partially Vacant	5.99	1.43	4.56	
04S 40E 19CB						
100	C-2	Vacant	0.51	0	0.51	
200	C-2	Vacant	0.34	0	0.34	
302	R-1 / C-2	Vacant	0.13	0	0.13	Going to R-1
500	C-2	Partially Vacant	1.67	0.64	1.03	
04S 40E 19CD						
400	C-2	Partially Vacant	3.25	1	2.18	
800	C-2	Vacant	0.97	0	0.97	
		Total	**118.56**	**9.54**	**109.02**	

Table V.4 below is a summary of the data in Table V.3 by zoning district. As described previously, all commercially-zoned land with a final gross buildable land area of less than 0.25 acre and all industrially-zoned land with a final gross buildable land area of less than 0.5 acre has been classified as unbuildable. Since these sites are classified as unbuildable, the buildable acreage is treated as zero. In Table V.4 below, only sites classified as "vacant" and "partially vacant/redevelopable" contribute to the buildable acreage total.

Table V. 4: Summary of Vacant Parcels within UGB & City by Zoning District

	Total		Vacant		Partially Vacant/ Redevelopable		
Primary zone	Parcels	Total Acres	Parcels	Total acres	Parcels	Total acres	Buildable acres
C-1	101	24.15	2	1.00	1	2.00	1.62
C-2	84	52.90	8	8.58	3	10.91	7.77
C-3	3	28.48	-	-	-	-	-
I	30	111.80	6	31.37	3	62.98	56.64
	218	**217.32**	**16**	**40.95**	**7**	**75.89**	**66.03**

2. Site Suitability

The sites proposed for commercial and industrial use are very suited for this purpose. The commercial sites are adjacent to the existing downtown cluster and would complement and support the existing commercial uses and businesses. The infill and expansion of the downtown area will create a larger critical mass of enterprise and activity which will be supportive of the Leisure/Hospitality and Retirement clusters.

The existing industrial site is well located relative to its separation from the residential uses yet in close proximity to the commercial and business services in the central part of the City. The site is

topographically flat and a good geometric shape that can be utilized in its entirety and/or reasonable arrangements of smaller parcels.

B. Comparison of Land Supply and Demand

Table V.5 below shows the comparison of net buildable acreage needed to net buildable acreage available in Union for commercial and industrial land for the next twenty years. The net buildable acreage figures are derived from Table IV.7 using the 20% net to gross conversion factor.

Table V. 5: Projected Commercial and Industrial Acreage Supply Compared to Need

Zone		Net Buildable Acreage Available	Net Buildable Acreage Needed	Deficit (Surplus) of Net Buildable Acreage
General Commercial[1]	C-1	1.97	3.44	1.47
Heavy Commercial[2]	C-2	12.26	7.28	(4.98)
Commercial Amusement	C-3	-	-	-
Industrial	I	66.01	13.36	(52.65)
Total		**80.24**	**24.08**	**(56.16)**

Note: The Specialized Uses category from Table IV.7 is assumed to not develop on commercial or industrial zoned land.

[1]Net buildable acreage needed includes the following gross buildable acreages from Table IV.7: Retail Commercial – City Residents (4.3 acres) with a 20% net to gross conversion factor.

[2]Net buildable acreage needed includes the following gross buildable acreages from Table IV.7: Office Commercial (6.0 acres), Retail Commercial – Region/Tourists (0.6 acres), and Overnight Lodging (2.5 acres) with a 20% net to gross conversion factor.

[3]Net buildable acreage needed includes the following gross buildable acreages from Table IV.7: Industrial (16.7 acres) with a 20% net to gross conversion factor.

As shown in Table V.5, there is a surplus of both commercial (4.98 acres) and industrial land (52.65 acres).

VI. Goals and Policies

A. Summary of Economic Opportunities Conclusions

The following is a summary of the opportunities and challenges for economic development in the City of Union based on the analysis and data presented in this chapter.

- Union County has a significantly higher unemployment rate than Oregon as a whole.
- Like the nation as a whole, the Northeastern Oregon region has experienced a shift away from industrial development toward service and trade development. This change in composition is expected to continue. However, manufacturing has grown recently in Union County.
- Currently, the City of Union has limited manufacturing industry resources. However, there is a potential to attract small scale manufacturers that either supply or supplement La Grande's manufacturing base.
- While other economic sectors may strengthen during the planning horizon, the City of Union is well positioned for the following industry clusters: Manufacturing, Leisure and Hospitality, and Retirement.
- The City of Union has a low level of educational attainment compared to the region. As a proxy for the skill level of the population base, this measure presents challenges to Union in attracting employers and in providing workforce training.
- The decline in younger population groups in Union County is indicative of the need to retain skilled workers and provide training for entry-level workers
- The relatively large proportion of older age groups along with a relatively high rate of growth in these groups provides further opportunities in the retirement industry. This would also increase the demand for health care services, retail and service opportunities, and recreational activities.
- The City of Union and the Northeastern Oregon region have a number of amenity values that create potential for economic opportunities. These include the City's historical heritage, current tourism- and recreation-related businesses, as well as the City's natural amenity and recreational attractions.
- With little exception, natural resource-based production (timber, ag, etc.) inputs are presently exported outside of Union County prior to value-added production. There is an opportunity to capture this revenue locally.
- Union County and the City of Union are served by a multitude of economic development support agencies and organizations at the Federal, State, regional and local level.
- By 2028, the City of Union is projected to add 129 new jobs under the medium growth scenario employment forecast. Education & Health Services, Professional Services, Leisure & Hospitality, and Retail Trade are expected to account for approximately 84 percent of net new growth over the forecast period.
- The analysis of land demand and supply indicates that additional land in the UGB is not required to satisfy the City's industrial and commercial land needs over the planning horizon.

B. Goals and Policies

GOAL 1

To provide support for economic development efforts through the provision of infrastructure and through timely and relevant data.

POLICIES

- The City shall ensure that public services will be planned for and made available to those areas designated and zoned for industrial and commercial uses.
- The City shall update this chapter when new demographic, employment, and income data becomes available.
- The City shall update its Capital Improvement Program on a regular basis.
- The City shall promote and encourage investment in communications infrastructure to provide opportunities for remote offices, home-based employment, and other communications-dependent employment.

GOAL 2

To diversify and strengthen the mix of economic activity in the City of Union and the surrounding region.

POLICIES

- The City shall focus economic development efforts on the following three industry clusters: Manufacturing, Leisure and Hospitality, and the Retirement Industry.
- The City shall encourage entrepreneurial small businesses to start up and/or expand in the City.
- The City shall support workforce development/education efforts.
- The City shall, as appropriate, support the retention and expansion of existing businesses.
- The City shall promote local businesses, especially small local businesses in the historic district.
- The City of shall encourage the redevelopment of underutilized employment sites.
- The City shall consider the Eastern Oregon Experiment Station as an industrial park site in the event of an ownership change.

GOAL 3

To recognize and promote recreation and tourism as an important component of the overall economy.

POLICIES

- The City will promote its assets, such as its historical heritage, businesses in the tourism and retail sector, and its natural amenity and recreational attractions.
- The City shall improve the diversity in the area's tourism and recreation attractions, such as breweries, restaurants, and agriculturally-based recreation.
- The City shall support the efforts of the City of Union Chamber of Commerce office to promote the area's image as a tourism destination and work with business owners such as hotels and restaurants to provide support in attracting visitors to the area.
- The City shall coordinate with and support state and federal planning and development programs that increase and diversify the recreation and tourism opportunities in the area.

GOAL 4
To retain the natural resource production chain in the area.

POLICIES

- The City shall encourage the development of value-added production for natural resources (timber, agriculture, and cattle).
- The City shall encourage and support the development of agriculture markets including value-added farming and sustainable forestry.

GOAL 5
To maintain and enhance economic activity without diminishing the livability of the area.

POLICIES

- The City shall take social, aesthetic, and environmental values into consideration when planning for commercial and industrial development.
- Federal and state resources supporting the agriculture, wood products, and recreation-tourism industries of the area shall continue to be managed for multiple-use purposes, and single-use purpose designations shall be discouraged.
- The City shall encourage the grouping of commercial uses in such a manner as will facilitate customer movement from one store to another.
- The City shall support enhancement of the existing Historic District in the downtown in order to help restore and protect historic buildings and create a sense of pride among property owners.

GOAL 6
To support and utilize regional and local partnerships for greater economic development opportunities.

- The City shall work with regional organizations (e.g., Northeast Oregon Economic Development District (NEOEDD), the Union County Economic Development Corporation (UCEDC), the Northeast Oregon Alliance, the Northeast Oregon Business Development and the Greater Eastern Oregon Development Corporation (GEODC)), and local organizations (e.g., Union Commercial Club, Union United and City of Union Chamber of Commerce) to enhance its economic planning efforts.

Appendices

Appendix A: Required Site Type Descriptions

The qualitative component of the site requirements analysis identifies factors such as site sizes (acreage), loading, parking, storage, public facilities, utilities, ownership patterns, surrounding development patterns, proximity to labor, proximity to customers, access to transportation infrastructure, and other site amenities unique to the specific industry. The subsequent tables identify representative site requirements according to four major land use categories: Office, Commercial Retail, Industrial and Campus/Institutional.

A detailed matrix of site requirements was produced and organized under the four major employment development patterns: Office, Commercial Retail, Industrial and Campus/Institutional. The detailed matrix is included later in this section. The following table provides a general summary of the site types comprising demand.

	Building Size/SF	Typical Acreage Ranges
COMMERCIAL OFFICE		
Large	60,000-500,000+	3.5-20
Medium	12,000-70,000	0.5-3.0
Small	400-13,000	0.12-3.0
INDUSTRIAL		
Large	90,000-750,000+	20-200+
Medium	25,000-100,000	4.0-25
Small	500-30,000	0.5-5.0
COMMERCIAL RETAIL		
Large	45,000-500,000+	7.0-100
Medium	12,000-50,000	3.5-15
Small	0.5	0.5-5

The level of specificity provided in the required site types will inform land demand and supply analyses and land use designation category development[6]. These general development pattern categories are not intended to be exhaustive, but rather are intended to capture the typical patterns observed in the market today and expected for the future[7]. However, by identifying and planning for typical patterns, the widest range of development patterns have been considered in an effort to analyze demand from these many perspectives. Other than the Downtown pattern, which is unique in many ways, none of the

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[6] The typical development pattern presented in this section do not equate to land use districts; nor are they intended to function as *Uses with Special Siting Characteristics* (As that term is used in OAR 660-009-0025(8)), except where Economic Element policy language states otherwise.

[7] Site sizes actually continuous phenomena. The segmentation into size ranges is not statistically defined, but is nonetheless useful for analysis and planning purposes. Hybrid and overlapping development patterns already exist and are common; others hybrids and overlaps may emerge during the planning period.

other patterns are intended to have a necessary geography or area associated with them—although some areas of the City will contain more of some archetypes and less of others—reflecting locational characteristics, historical development patterns, existing land use regulations, and market forces.

The subsequent description of site requirements does not include extensive discussions of environmental constraints. This is because employment land development patterns are generally less sensitive to environmental constraints than residential development patterns. Generally, the described acreages assume sites that are largely free from environmental constraints such as slopes, wetlands, and floodplains.

Commercial Office Development Pattern Types

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Site Sizes and Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Large Office Users (150-1200+ Employees.; 60k-500+k sq. ft. built space)	Main Branch/Head-quarters Offices for Banking, Security and Commodity, Real Estate, and Insurance Carriers, Healthcare, Communications, Transportation Services, Back Office Processing	Transportation system that provides access to labor is essential and may require convenient connections to major arterial roadways and State Highways. Convenient airport access is almost always important.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecommunications. Multiple energy suppliers may be a consideration.	Business/Office Park- Usually two to three story buildings. Users are clustered within a larger park of 50 to 400 hundred acres. Large users may also prefer a campus sites and may land bank for potential future expansion.	3.5 to 15 acres	25%	.50 to .75
				Under-performing Commercial Sites – Usually adaptive reuse of an under-performing commercial site arrayed within a larger commercial node of 20 to 500 acres.	2 to 20 acres	30%	.60 to 1.50
Medium Office Users (35-175 employees; 12k-70k sq. ft.)	Community Branches for Banking, Security and Commodity, Real Estate, and Insurance Carriers, and Community Healthcare. Professional Business Services, Legal Services, Communications, Transportation Services	Transportation system that provides access to labor is important and will require convenient connections to at least a minor collector and may require convenient connections to major arterial roadways and State Highways. High visibility access to customers is essential for the consumer oriented users. Airport access is important.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecommunications.	Downtown- Medium users tend to utilize one or two floors of an existing building. Downtown can be cost-prohibitive for uses that require ground floor customer visibility.	n/a	100%	.75 to 2.00
				Business/Office Park- Occupy buildings individually or with a group of tenants. Users often seek sites near campus development patterns with which they interact. Sites are typically within a larger park of 30 to 100 acres.	0.5 to 3 acres	25%	.50 to .75
				Commercial Centers-These are the preferred development patterns for consumer oriented medium sized office users such as branch banks and real estate offices. Sites are typically within a larger community commercial node of 10 to 200 acres.	0.5 to 3 acres	30%	.60 to 1.50
Small (1-40 employees; 400 to 13k square feet)	Sole proprietor or small partnership of professional service offices for Banking, Security & Commodity, Real Estate, Insurance Agents and Brokers, Business Services and Legal Services	Access to customer base very important to consumer oriented users such as insurance agents/brokers and real estate agents/brokers. Transportation system that provides access to labor is important, but these users may have to compromise convenient access to labor as a cost saving measure. These office users can be served by all functional street classifications Airport access is important.	Water, sewer, and storm drainage must be adequate. Site should have, but may not always, require modern telecommunications.	Downtown- These small user companies absorb the smaller spaces downtown that are too small or have limitations for larger users. Site sizes downtown are predetermined by existing development patterns and to a lesser extent by redevelopment.	n/a	n/a	n/a
				Business/Office Park- These small user companies absorb the smaller spaces in larger projects that are too small or have limitations for larger users or occupy expansion areas for medium and large users. Sites are typically within a larger park of 30 to 100 acres.	0.5 to 3 acres	25%	.50 to .75
				Commercial Centers - These small user companies absorb the smaller spaces in larger projects that are too small or have limitations for larger users or occupy expansion areas for medium and large users. These sites are most important to consumer oriented users such as insurance agents.	0.5 to 3 acres	30%	.60 to 1.50

Commercial Retail Development Pattern Types

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Large Retail Users (45k-500+k sq. ft./; and/or 15+ acres of outdoor storage)	Retail Trade (Regional Retail)	Transportation system that provides convenient connections and very high visibility from major arterial roadways and state highways is essential. Pedestrian connections between buildings can be important as well.	Water, sewer and storm drainage must be adequate. Site must be able to be served by modern telecommunications. Multiple energy suppliers may be a consideration.	Large Format Retail – These are large auto oriented stores that house a collection of goods within a single store. A recent trend has seen smaller vendors co-locate within the larger store (Such as a McDonalds within a Wal-Mart). Large format retailers tend to seek sites that are clustered with other large format retailers in regional commercial centers that are 55 to 350+ acres.	6 to 14 acres	25%	.30 to .75
Medium Retail Users (12k-50k sq. ft./; and/or 3 to15 acres of outdoor inventory)	Retail Trade (Community Retail)	Transportation system that provides convenient connections and very high visibility from major arterial roadways and state highways is essential. Pedestrian connections between buildings can be important as well.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecom.	Community Shopping Centers- Typically use leasable area of 30,000 to 100,000. Centers are typically anchored by grocers. These centers serve localized populations, and typically locate near population concentrations.	3 to 10 acres	30%	.30 to .75
Small Retail and Commercial Services (200 to 15k square feet and/or less than 5 acres outdoor storage)	Retail Trade (Downtown and Specialty)	Transportation system that provides convenient connections and visibility from higher order roadways and state highways is important and essential for some users. Convenient public transportation may be a consideration, especially for a downtown site. Pedestrian traffic on public sidewalks is very important to Downtown Sites.	Water, sewer, and storm drainage must be adequate. Site must be able to be served by modern telecom.	Downtown-Small retailers tend to seek ground floor downtown sites. Users tend to be specialty retail, restaurants, bars and similar uses. Site sizes are dictated by existing development patterns or as a result of a large user or speculative development project.	n/a	100%	.75 to 2.00
				Free-Standing Shopping Center Pads- These uses are typically service commercial uses such as restaurants, bars and convenience retail such as convenience marts and fuel stations. Sites are very highest visibility within larger projects. Users are co-located within larger projects such as large format retailers and community shopping centers.	0.5 to 2 acres	30%	.40 to .75
				Attached Boutique/Specialty– These retail sites are co-located within larger buildings that house anchor users in larger projects such as medium to large format retailers and community shopping centers.	0.5 to 1 acre	30%	.40 to .75
				Neighborhood Commercial – These are small stand alone users that usually locate along higher order transportation facilities and sometimes cluster with a few other similar sized users. These users tend to be neighborhood service and convenience retail uses such as coffee shops and neighborhood markets. Sites are usually within a smaller cluster that is up to three acres.	0.5 to 1 acre	30%	.40 to .75

Industrial Development Pattern Types

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Large Industrial Users (90k-750+k sq. ft. built space/; and/or 20+ acres of outdoor inventory/production areas)	Lumber & Wood, Stone, Glass & Concrete, Trucking & Warehousing, Electric, Gas & Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation	Transportation system that provides convenient connections to state highways is very important. Proximity to natural resources can be important for uses that utilize natural resource inputs. Rail access is important to many uses and can be essential for some uses. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to many users and essential for some.	Water, sewer, and storm drainage must be adequate; some of these uses can consume very large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecomm. Multiple energy suppliers are important to most users and the ability purchase wholesale energy can be essential for some.	Indoor/Outdoor Industrial Processes - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, Agri-business, etc. These development patterns typically process raw materials into intermediate industrial input materials and include lumber mills, plywood plants, aggregate processing plants and co-gen power plants. These users typically have moderate to high levels of airborne emissions, noise production, and waste products. Access to rail can be essential. Users may cluster with similar uses in areas that are 1000+ acres.	40 to 200 or more acres	40%	.30 to .50
				Logistics/Warehousing/Transportation Hubs- These development patterns are extremely transportation infrastructure sensitive and require sites with efficient and direct access to the transportation facilities they utilize. Some of these users may not require proximity to large labor forces. These users typically produce moderate to high levels of airborne emissions and noise associated with high volumes of truck traffic, rail yard activities, etc. Users may cluster with similar uses in freight centers that are 2,000+ acres.	50 to 400 or more acres	50%	.30 to .75
				Transmission-Regional utility transmission facilities such regional substations and 500kv lines. Noise, emissions and waste levels vary considerably from facility to facility.	20 or more acres	50%	.30 to .75
				Enclosed Manufacturing – These development patterns contain a wide variety of uses from food production to microchip processors and typically process intermediate materials into finished goods and/or parts. Users are predominantly indoors within enclosed buildings. Convenient access to skilled labor force is essential. These uses typically have low to moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate long-term expansion. Users may seek integration with office developments.	20 to 200 or more acres	40%	.30 to .50
				Waste Handling – These development patterns include sanitary landfills, regional transfer stations, recycling plants, and sewage treatment plants and large salvage yards. Users typically have large amounts of outdoor storage/processing. These users typically have moderate to high levels of airborne emissions and noise production.	20 to 150 or more acres	40%	.30 to .50
				Spec/Flex Space – Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants. Often multiple tenants occupy a single building. Low to very low levels of airborne emissions, noise production and waste products.	4 to 25 acres	40%	.25 to .50

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Medium Industrial Users (25k-100k sq. ft. built space/; and/or 4 to 25 acres of outdoor inventory/production areas	Instruments, Electronic Equipment, Printing & Publishing, Transit Transportation Services, Business Services Communications, Construction, Lumber & Wood, Stone, Glass & Concrete, Trucking & Warehousing, Electric, Gas & Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation	Transportation system that provides convenient connections to state highways is very important- and especially Interstate 5. Proximity to natural resources can be important for uses that utilize natural resource inputs. Rail access is important to many uses and can be essential for some uses. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to many users and essential for some.	Water, sewer, and storm drainage must be adequate; some of these uses can consume large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecommunications. Multiple energy suppliers are important to most users.	Indoor/Outdoor Industrial Processes - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, Agri-business, etc. Uses typically contain indoor activities, but typically more than 25 percent of the site is devoted to outdoor inventory and processes on individual lots. Convenient access to skilled labor force is essential. These users often have very unique site requirements specific to each industrial processes. These users typically have moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate medium-term expansion planning. Users often seek sites clustered in industrial areas of 100+ acres.	6 to 25 acres	40%	.30 to .50
				Trucking/Warehousing/Distribution/Waste Transfer Substations/Staging- These development patterns are transportation infrastructure sensitive and require sites with efficient and direct access to the transportation facilities they utilize. Some of these users may not require proximity to large labor forces. These users typically produce moderate levels of airborne emissions and noise associated with high volumes of truck traffic and rail yard activities. Users may cluster with similar uses in freight centers that are 2,000+ acres.	4 to 20 acres	50%	.30 to .75
				Transmission-These are local and small regional substations, natural gas pressure reduction stations for local distribution, and micro power generation uses. These users typically have low levels of airborne emissions, noise production, and waste products.	4 to 10 acres	50%	.30 to .75
				Enclosed Industrial Processes – Including Manufacturing, Repair, Remanufacturing, etc. Uses are predominantly indoors within enclosed buildings on individual lots with typically less than 30 percent of the site devoted to outdoor storage. Convenient access to skilled labor force is essential. These users often have very unique site requirements specific to each industrial processes. These uses typically have low to moderate levels of airborne emissions, noise production, and waste products. Site Users often require sufficient area to accommodate medium-term expansion planning. Users often seek sites clustered in industrial/business parks of 100+ acres and some may seek integrated projects with commercial and office patterns.	4 to 20 acres	40%	.30 to .50
				Spec/Flex Space – Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants within a complex and usually there are multiple tenants occupying a single building. Low to very low levels of airborne emissions, noise production and waste products.	4 to 25 acres	40%	.30 to .50

	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size	Building Coverage	FAR
Small (Less than 30k square ft built space and/or less than 5 acres outdoor inventory/production areas)	Instruments, Electronic Equipment, Printing & Publishing Transit and Transportation Services, Business Services Communications, Construction, Lumber & Wood, Stone, Glass & Concrete, Trucking & Warehousing, Electric, Gas & Sanitation, Food Products, Transportation Equipment, Wholesale Trade, Air Transportation	Transportation system that provides reasonably convenient connections to state highways is important. Rail access is important to some uses and is occasionally essential. Convenient access to air freight is important to many uses and may be essential for some. Convenient access to well trained and qualified workforce is essential and industry clustering for access to skilled labor force is common. Convenient access to ocean ports is important to some and can be essential.	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecommunications. Multiple energy suppliers are important to some users.	Indoor/Outdoor Industrial Uses - Including Manufacturing, Repair, Remanufacturing, Salvage Yards, Micro-Energy, etc. Users typically contain indoor activities, but typically more than 25 percent of the site is devoted to outdoor inventory and processes on individual lots. These users typically have moderate levels of airborne emissions, noise production, and waste products.	1 to 5 acres	40%	.30 to .50
				Enclosed Industrial Processes – Including Manufacturing, Repair, Remanufacturing, etc. Users are predominantly indoors within enclosed buildings on individual lots with typically less than 30 percent of the site devoted to outdoor storage. Convenient access to skilled labor force is essential. These users typically have low to moderate levels of airborne emissions, noise production, and waste products. Users often require sufficient area to accommodate limited expansion. Users often seek sites clustered in industrial/business parks of 100+ acres and some may seek integrated projects with commercial and office patterns.	0.5 to 5 acres	40%	.30 to .50
				Flex Space – Flex space development patterns are enclosed industrial uses where the buildings are developer/investor owned and space is rented to industrial tenants. Often multiple tenants occupy a single building. Low to very low levels of airborne emissions, noise production and waste products.	0.5 to 5 acres	40%	.30 to .50

Campus/Institutional Development Pattern Types

Campus/Institutional development patterns are just that. Campuses are large and medium sized developments usually with a single or very limited set of ownerships. While the many uses within a campus can vary considerably, all the uses within a campus/institutional development are usually aimed at a common purpose or goal. The nature of this common purpose or goal is what shapes the design, site requirements and other characteristics of each individual campus/institutional development. For this reason, the below table describes the site characteristics according to the principal goal of each campus/institution; some uses are merely identified because their requirements will vary too greatly for each particular use.

Type	Target Industries	Transportation; Access to Labor and Customers	Public Facilities/ Utilities	Development Pattern Discussion	Required Site Size
Intellectual/Academic	Intellectual and Academic Campuses support the development of intellectual labor capital. Over time, the organic process that is intellectual development tends to intertwine with and support the target industry opportunities in the communities where they exist.	The transportation needs for each campus depends on the type of campus and purpose of the campus. In general, intellectual campuses should have reasonably convenient highway connections and have direct connections to two or more arterials. These uses are often served by public transit and can have high alternative transportation use if facilities are well planned. Good air transportation is essential for some.	Water, sewer, and storm drainage must be adequate; some of these uses can consume large quantities of water and produce large quantities of sewage requiring special facilities' plans. Site must be able to be served by modern telecomm and demands on telecomm facilities can be immense. Multiple energy suppliers can be important as can the ability purchase wholesale energy can be essential for some.	Major University/National Laboratory- These campuses serve statewide, national and international populations. University campuses usually have on-site dormitories. A wide variety of accessory commercial uses is often necessary to serve the campus population. These uses need excellent connections to regional transportation systems and need convenient air service for passengers and freight.	50 to 1,000 or more acres
				Post-Grad Technology – These can be private and/or public and usually involve research and development. These campuses serve statewide, national and international populations. These users need excellent connections to regional transportation systems and need convenient air service for passengers and freight.	20 to 200 or more acres
				Small College/Community College – These campuses serve regional populations primarily. These may or may not have on-site dormitories. These campuses are sometimes arrayed like a large office user when they are located in a downtown area.	20 to 40 acres
Medical	Healthcare	Transportation system that provides reasonably convenient connections to state highways is important. Heliport access is important for many and essential for some. Convenient access to well trained and qualified workforce is essential	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm and demands on telecomm facilities can be immense. Multiple energy suppliers can be important.	Regional Hospital – These campuses serve regional populations. Regional hospitals can cause large-scale clustering effects with high degrees of interaction with office users (doctor's offices, surgery centers, clinics, etc) on surrounding lands. Regional hospital sites typically result in clustered office areas around or near its perimeter.	10 to 30 or more acres
Religious	N/A	Use Dependent	Use Dependent	These campus uses are not local places of worship. These are regional and national headquarters, seminaries, and similar uses. The nature and configuration of these uses vary by its purpose, but land use demands can be significant. Under RLUIPA, City's may occasionally need to plan for these uses.	15 or more acres
Military	N/A	Use Dependent	Use Dependent	These are federally owned and operated, so they are exempt from Oregon Land Use Laws. However, they can have far reaching implications for land use planning and a City may need to revise its land use plan significantly if a new military institution or installation use is established.	Varies

Continuing Care Retirement Communitie		These uses need reasonably convenient access to the regional transportation system and air services. Access to labor is important.	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm.	These uses serve local, statewide and national populations. CCRC's are large retirement destinations. These uses have extensive residential components, but also require on-site healthcare, recreation facilities, and many accessory commercial uses.	Varies
Correct-ional	N/A	These uses are often not well served by transportation systems by intention.	Water, sewer, and storm drainage must be adequate; Site must be able to be served by modern telecomm	These users serve regional, statewide or national populations. These may be super-sited, so they are exempt from Oregon Land Use Laws. Large correctional institutions can have far reaching implications for land use planning and a City may need to revise its land use plan significantly if a new correctional institution or installation use is established.	Varies

Unique Development Pattern Types:

In addition to the above four development pattern representations, there are a unique development patterns/uses that can affect employment land demands significantly. Some of these uses and development patterns are identified and discussed individually below:

1. Overnight Accommodations – These uses vary in form and demanded amenities. Development patterns range can from RV Parks/campgrounds to downtown hotels and everything in between. Because the market forces at work in the hospitality/accommodations sectors are so unique, it is difficult to project demand for the particular development patterns that may occur. However, some generalizations are appropriate.

2. Special Event Centers – There are a wide variety of uses that serve event functions. These uses can include fairgrounds, conference centers, performing arts centers, and professional athletic venues. Some of these uses consume large amounts of land.

Appendix B. Exhibits 1.01 – 1.15. – Goal 9

EXHIBIT 1.01
PROJECTIONS OF OFFICE SPACE-UTILIZING EMPLOYMENT BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Total Employment 1/					Office	Office Space-Utilizing Employment					
Employment Sector	2008	2013	2018	2023	2028	Share 2/	2008	2013	2018	2023	2028	'08-28
Construction	16	17	18	19	20	2%	0	0	0	0	0	0
Manufacturing	1	1	2	2	2	5%	0	0	0	0	0	0
Wholesale Trade	1	1	1	2	2	5%	0	0	0	0	0	0
Retail Trade	49	52	54	57	60	5%	2	3	3	3	3	1
Transportation, Warehousing & Utilities	13	13	13	13	13	30%	4	4	4	4	4	0
Information	1	1	1	1	1	90%	1	1	1	1	1	0
Financial Activities	18	19	20	21	22	90%	16	17	18	19	20	4
Professional & Business Services	27	30	32	35	37	90%	25	27	29	31	34	9
Education & Health Services	80	91	103	116	131	40%	32	36	41	46	52	20
Leisure & Hospitality	48	52	56	60	65	25%	12	13	14	15	16	4
Other Services	14	15	16	17	18	40%	6	6	6	7	7	2
Government	16	17	17	18	19	85%	13	14	15	15	16	3
Total	**285**	**309**	**334**	**362**	**392**	39%	**112**	**121**	**131**	**142**	**154**	**42**
High Growth Scenario	**Total Employment 1/**					**Office**	**Office Space-Utilizing Employment**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	***Share 2/***	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	16	17	18	20	21	2%	0	0	0	0	0	0
Manufacturing	1	2	3	4	7	5%	0	0	0	0	0	0
Wholesale Trade	1	1	1	2	2	5%	0	0	0	0	0	0
Retail Trade	49	52	55	58	62	5%	2	3	3	3	3	1
Transportation, Warehousing & Utilities	13	13	13	13	13	30%	4	4	4	4	4	0
Information	1	1	1	1	1	90%	1	1	1	1	1	0
Financial Activities	18	19	20	21	23	90%	16	17	18	19	20	4
Professional & Business Services	27	30	32	35	39	90%	25	27	29	32	35	10
Education & Health Services	80	92	105	120	137	40%	32	37	42	48	55	23
Leisure & Hospitality	48	52	57	62	67	25%	12	13	14	15	17	5
Other Services	14	15	16	18	19	40%	6	6	7	7	8	2
Government	16	17	17	18	19	85%	13	14	15	15	16	3
Total	**285**	**311**	**340**	**372**	**409**	39%	**112**	**122**	**133**	**146**	**160**	**48**
Low Growth Scenario	**Total Employment 1/**					**Office**	**Office Space-Utilizing Employment**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	***Share 2/***	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	16	17	18	19	19	2%	0	0	0	0	0	0
Manufacturing	1	1	1	2	2	5%	0	0	0	0	0	0
Wholesale Trade	1	1	1	1	2	5%	0	0	0	0	0	0
Retail Trade	49	51	53	55	58	5%	2	3	3	3	3	0
Transportation, Warehousing & Utilities	13	13	13	13	13	30%	4	4	4	4	4	0
Information	1	1	1	1	1	90%	1	1	1	1	1	0
Financial Activities	18	19	20	20	21	90%	16	17	18	18	19	3
Professional & Business Services	27	29	31	33	35	90%	25	26	28	29	31	7
Education & Health Services	80	88	97	107	117	40%	32	35	39	43	47	15
Leisure & Hospitality	48	51	54	57	61	25%	12	13	14	14	15	3
Other Services	14	15	16	17	17	40%	6	6	6	7	7	1
Government	16	16	17	17	18	85%	13	14	14	15	15	2
Total	**285**	**303**	**322**	**342**	**364**	39%	**112**	**119**	**126**	**134**	**143**	**31**

1/ Johnson Gardner
2/ Share of industry employment that utilizes office space. From the Urban Land Institute converted to NAICS by Johnson Gardner, LLC.
* Estimate

EXHIBIT 1.02
DEMAND PROJECTIONS FOR COMMERCIAL OFFICE SPACE BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Local Area Jobs in Office Space 1/						Avg. Space	Projected Office Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Per Job 2/	2008	2013	2018	2023	2028	'08-28
Construction	0	0	0	0	0	0	366	131	139	147	156	165	33
Manufacturing	0	0	0	0	0	0	366	20	25	31	38	48	27
Wholesale Trade	0	0	0	0	0	0	366	25	27	28	30	32	8
Retail Trade	2	3	3	3	3	1	366	989	1,042	1,096	1,154	1,215	226
Transportation, Warehousing & Utilities	4	4	4	4	4	0	366	1,530	1,549	1,569	1,589	1,609	79
Information	1	1	1	1	1	0	366	367	374	381	388	396	29
Financial Activities	16	17	18	19	20	4	366	6,541	6,885	7,248	7,630	8,032	1,491
Professional & Business Services	25	27	29	31	34	9	366	9,871	10,690	11,577	12,538	13,578	3,707
Education & Health Services	32	36	41	46	52	20	366	12,951	14,628	16,522	18,661	21,077	8,126
Leisure & Hospitality	12	13	14	15	16	4	366	4,865	5,242	5,648	6,085	6,557	1,692
Other Services	6	6	6	7	7	2	366	2,289	2,442	2,605	2,779	2,964	675
Government	13	14	15	15	16	3	366	5,414	5,652	5,900	6,160	6,431	1,018
Total	112	121	131	142	154	42	366	44,992	48,693	52,752	57,208	62,103	17,110
High Growth Scenario	**Local Area Jobs in Office Space 1/**						**Avg. Space**	**Projected Office Space Need 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**	**Per Job 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	0	0	0	0	0	0	366	131	140	149	158	168	37
Manufacturing	0	0	0	0	0	0	366	20	32	51	82	132	111
Wholesale Trade	0	0	0	0	0	0	366	25	27	29	31	33	8
Retail Trade	2	3	3	3	3	1	366	989	1,047	1,108	1,172	1,240	251
Transportation, Warehousing & Utilities	4	4	4	4	4	0	366	1,530	1,551	1,573	1,595	1,617	88
Information	1	1	1	1	1	0	366	367	374	382	390	399	32
Financial Activities	16	17	18	19	20	4	366	6,541	6,921	7,322	7,747	8,197	1,656
Professional & Business Services	25	27	29	32	35	10	366	9,871	10,775	11,762	12,839	14,014	4,143
Education & Health Services	32	37	42	48	55	23	366	12,951	14,805	16,924	19,346	22,114	9,163
Leisure & Hospitality	12	13	14	15	17	5	366	4,865	5,281	5,732	6,222	6,754	1,889
Other Services	6	6	7	7	8	2	366	2,289	2,458	2,638	2,833	3,041	752
Government	13	14	15	15	16	3	366	5,414	5,676	5,951	6,240	6,542	1,129
Total	112	122	133	146	160	48	366	44,992	49,085	53,621	58,654	64,252	19,259
Low Growth Scenario	**Local Area Jobs in Office Space 1/**						**Avg. Space**	**Projected Office Space Need 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**	**Per Job 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	0	0	0	0	0	0	366	131	137	143	150	156	25
Manufacturing	0	0	0	0	0	0	366	20	24	28	33	39	19
Wholesale Trade	0	0	0	0	0	0	366	25	26	27	29	30	6
Retail Trade	2	3	3	3	3	0	366	989	1,029	1,071	1,114	1,159	170
Transportation, Warehousing & Utilities	4	4	4	4	4	0	366	1,530	1,545	1,560	1,575	1,590	61
Information	1	1	1	1	1	0	366	367	372	378	383	389	22
Financial Activities	16	17	18	18	19	3	366	6,541	6,805	7,079	7,365	7,662	1,122
Professional & Business Services	25	26	28	29	31	7	366	9,871	10,497	11,163	11,871	12,624	2,753
Education & Health Services	32	35	39	43	47	15	366	12,951	14,228	15,630	17,171	18,863	5,912
Leisure & Hospitality	12	13	14	14	15	3	366	4,865	5,153	5,458	5,782	6,124	1,259
Other Services	6	6	6	7	7	1	366	2,289	2,406	2,529	2,658	2,794	505
Government	13	14	14	15	15	2	366	5,414	5,596	5,785	5,980	6,182	769
Total	112	119	126	134	143	31	366	44,992	47,818	50,852	54,111	57,614	12,621

1/ From Exhibit 1.01
2/ Average office employment density by industry sector based on Urban Land Institute guidelines.
3/ Assumes a market-clearing 10% office space vacancy rate.
*Estimate

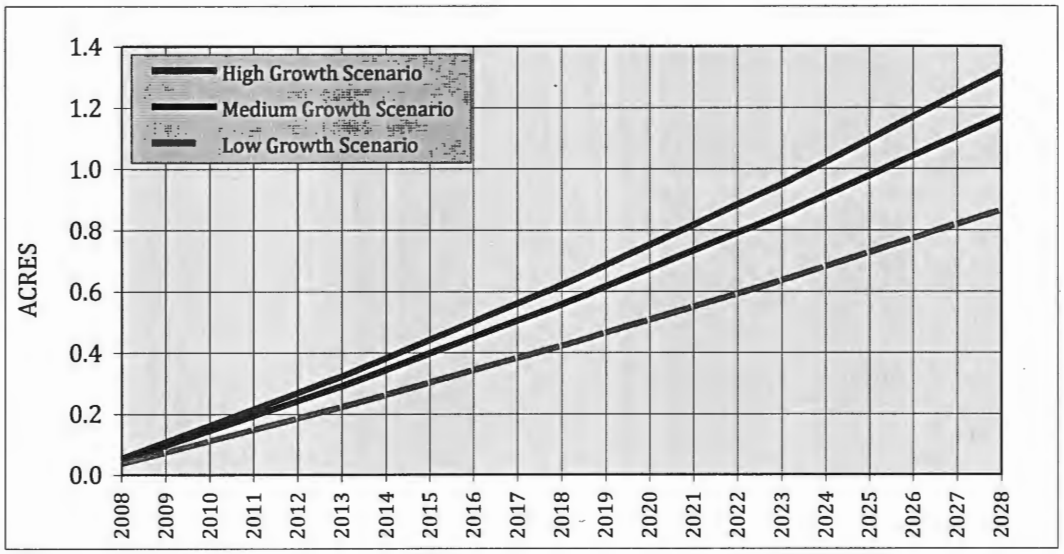
EXHIBIT 1.03
DEMAND PROJECTIONS FOR COMMERCIAL OFFICE LAND BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Projected Office Space Need 1/						Floor to	Predicted Land Need (Acres)					
Employment Sector	2008	2013	2018	2023	2028	'08-28	Area Ratio	2008	2013	2018	2023	2028	'08-28
Construction	131	139	147	156	165	33	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Manufacturing	20	25	31	38	48	27	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Wholesale Trade	25	27	28	30	32	8	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Retail Trade	989	1,042	1,096	1,154	1,215	226	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Transportation, Warehousing & Utilities	1,530	1,549	1,569	1,589	1,609	79	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Information	367	374	381	388	396	29	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Financial Activities	6,541	6,885	7,248	7,630	8,032	1,491	0.35	0.4	0.5	0.5	0.5	0.5	0.1
Professional & Business Services	9,871	10,690	11,577	12,538	13,578	3,707	0.35	0.6	0.7	0.8	0.8	0.9	0.2
Education & Health Services	12,951	14,628	16,522	18,661	21,077	8,126	0.35	0.8	1.0	1.1	1.2	1.4	0.5
Leisure & Hospitality	4,865	5,242	5,648	6,085	6,557	1,692	0.35	0.3	0.3	0.4	0.4	0.4	0.1
Other Services	2,289	2,442	2,605	2,779	2,964	675	0.35	0.2	0.2	0.2	0.2	0.2	0.0
Government	5,414	5,652	5,900	6,160	6,431	1,018	0.35	0.4	0.4	0.4	0.4	0.4	0.1
Total	44,992	48,693	52,752	57,208	62,103	17,110	0.35	3.0	3.2	3.5	3.8	4.1	1.1
High Growth Scenario	**Projected Office Space Need 1/**						**Floor to**	**Predicted Land Need (Acres)**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**	**Area Ratio**	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	131	140	149	158	168	37	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Manufacturing	20	32	51	82	132	111	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Wholesale Trade	25	27	29	31	33	8	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Retail Trade	989	1,047	1,108	1,172	1,240	251	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Transportation, Warehousing & Utilities	1,530	1,551	1,573	1,595	1,617	88	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Information	367	374	382	390	399	32	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Financial Activities	6,541	6,921	7,322	7,747	8,197	1,656	0.35	0.4	0.5	0.5	0.5	0.5	0.1
Professional & Business Services	9,871	10,775	11,762	12,839	14,014	4,143	0.35	0.6	0.7	0.8	0.8	0.9	0.3
Education & Health Services	12,951	14,805	16,924	19,346	22,114	9,163	0.35	0.8	1.0	1.1	1.3	1.5	0.6
Leisure & Hospitality	4,865	5,281	5,732	6,222	6,754	1,889	0.35	0.3	0.3	0.4	0.4	0.4	0.1
Other Services	2,289	2,458	2,638	2,833	3,041	752	0.35	0.2	0.2	0.2	0.2	0.2	0.0
Government	5,414	5,676	5,951	6,240	6,542	1,129	0.35	0.4	0.4	0.4	0.4	0.4	0.1
Total	44,992	49,085	53,621	58,654	64,252	19,259	0.35	3.0	3.2	3.5	3.8	4.2	1.3
Low Growth Scenario	**Projected Office Space Need 1/**						**Floor to**	**Predicted Land Need (Acres)**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**	**Area Ratio**	**2008**	**2013**	**2018**	**2023**	**2028**	**'08-28**
Construction	131	137	143	150	156	25	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Manufacturing	20	24	28	33	39	19	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Wholesale Trade	25	26	27	29	30	6	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Retail Trade	989	1,029	1,071	1,114	1,159	170	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Transportation, Warehousing & Utilities	1,530	1,545	1,560	1,575	1,590	61	0.35	0.1	0.1	0.1	0.1	0.1	0.0
Information	367	372	378	383	389	22	0.35	0.0	0.0	0.0	0.0	0.0	0.0
Financial Activities	6,541	6,805	7,079	7,365	7,662	1,122	0.35	0.4	0.4	0.5	0.5	0.5	0.1
Professional & Business Services	9,871	10,497	11,163	11,871	12,624	2,753	0.35	0.6	0.7	0.7	0.8	0.8	0.2
Education & Health Services	12,951	14,228	15,630	17,171	18,863	5,912	0.35	0.8	0.9	1.0	1.1	1.2	0.4
Leisure & Hospitality	4,865	5,153	5,458	5,782	6,124	1,259	0.35	0.3	0.3	0.4	0.4	0.4	0.1
Other Services	2,289	2,406	2,529	2,658	2,794	505	0.35	0.2	0.2	0.2	0.2	0.2	0.0
Government	5,414	5,596	5,785	5,980	6,182	769	0.35	0.4	0.4	0.4	0.4	0.4	0.1
Total	44,992	47,818	50,852	54,111	57,614	12,621	0.35	3.0	3.1	3.3	3.5	3.8	0.8

1/ From Exhibit 1.02
*Estimate

EXHIBIT 1.04

COMPARISON OF CUMULATIVE DEMAND FOR OFFICE LAND MEDIUM, HIGH AND LOW EMPLOYMENT GROWTH SCENARIOS 2008-2028



SOURCE: Johnson Gardner, LLC

EXHIBIT 1.05
PROJECTIONS OF INDUSTRIAL SPACE-UTILIZING EMPLOYMENT BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Total Employment 1/					*Industrial*	Industrial Space-Utilizing Employment					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	***Share 2/***	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	16	17	18	19	20	*30%*	5	5	5	6	6	1
Manufacturing	1	1	2	2	2	*95%*	1	1	1	2	2	1
Wholesale Trade	1	1	1	2	2	*95%*	1	1	1	1	2	0
Retail Trade	49	52	54	57	60	*0%*	0	0	0	0	0	0
Transportation, Warehousing & Utilities	13	13	13	13	13	*70%*	9	9	9	9	9	0
Information	1	1	1	1	1	*10%*	0	0	0	0	0	0
Financial Activities	18	19	20	21	22	*0%*	0	0	0	0	0	0
Professional & Business Services	27	30	32	35	37	*10%*	3	3	3	3	4	1
Education & Health Services	80	91	103	116	131	*0%*	0	0	0	0	0	0
Leisure & Hospitality	48	52	56	60	65	*0%*	0	0	0	0	0	0
Other Services	14	15	16	17	18	*60%*	9	9	10	10	11	3
Government	16	17	17	18	19	*15%*	2	2	3	3	3	0
Total	**285**	**309**	**334**	**362**	**392**	*10%*	**30**	**31**	**33**	**35**	**37**	7
High Growth Scenario	**Total Employment 1/**					***Industrial***	**Industrial Space-Utilizing Employment**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	***Share 2/***	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	16	17	18	20	21	*30%*	5	5	6	6	6	1
Manufacturing	1	2	3	4	7	*95%*	1	2	2	4	6	5
Wholesale Trade	1	1	1	2	2	*95%*	1	1	1	1	2	0
Retail Trade	49	52	55	58	62	*0%*	0	0	0	0	0	0
Transportation, Warehousing & Utilities	13	13	13	13	13	*70%*	9	9	9	9	9	1
Information	1	1	1	1	1	*10%*	0	0	0	0	0	0
Financial Activities	18	19	20	21	23	*0%*	0	0	0	0	0	0
Professional & Business Services	27	30	32	35	39	*10%*	3	3	3	4	4	1
Education & Health Services	80	92	105	120	137	*0%*	0	0	0	0	0	0
Leisure & Hospitality	48	52	57	62	67	*0%*	0	0	0	0	0	0
Other Services	14	15	16	18	19	*60%*	9	9	10	11	11	3
Government	16	17	17	18	19	*15%*	2	2	3	3	3	0
Total	**285**	**311**	**340**	**372**	**409**	*10%*	**30**	**32**	**34**	**37**	**42**	12
Low Growth Scenario	**Total Employment 1/**					***Industrial***	**Industrial Space-Utilizing Employment**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	***Share 2/***	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	16	17	18	19	19	*30%*	5	5	5	6	6	1
Manufacturing	1	1	1	2	2	*95%*	1	1	1	2	2	1
Wholesale Trade	1	1	1	1	2	*95%*	1	1	1	1	1	0
Retail Trade	49	51	53	55	58	*0%*	0	0	0	0	0	0
Transportation, Warehousing & Utilities	13	13	13	13	13	*70%*	9	9	9	9	9	0
Information	1	1	1	1	1	*10%*	0	0	0	0	0	0
Financial Activities	18	19	20	20	21	*0%*	0	0	0	0	0	0
Professional & Business Services	27	29	31	33	35	*10%*	3	3	3	3	3	1
Education & Health Services	80	88	97	107	117	*0%*	0	0	0	0	0	0
Leisure & Hospitality	48	51	54	57	61	*0%*	0	0	0	0	0	0
Other Services	14	15	16	17	17	*60%*	9	9	9	10	10	2
Government	16	16	17	17	18	*15%*	2	2	3	3	3	0
Total	**285**	**303**	**322**	**342**	**364**	*10%*	**30**	**31**	**32**	**34**	**35**	5

1/ From Exhibit 1.01

2/ Share of industry employment that utilizes industrial space. Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

* Estimate

EXHIBIT 1.06
INDUSTRIAL EMPLOYMENT DENSITY WORKSHEET BY INDUSTRY SECTOR
UNION UGB
2008-2028

Industrial Space Density	Distribution by Building Type 1/			Square Feet per Job 2/			Average Square Feet per Job			
Employment Sector	Warehouse/ Distribution	General Industrial	Tech/ Flex	Warehouse/ Distribution	General Industrial	Tech/ Flex	Warehouse/ Distribution	General Industrial	Tech/ Flex	Weighted Average
Construction	0%	75%	25%	1,350	533	467	0	400	117	**517**
Manufacturing	0%	75%	25%	1,350	533	467	0	400	117	**517**
Wholesale Trade	90%	0%	10%	2,746	533	467	2,471	0	47	**2,518**
Retail Trade	0%	0%	0%	1,350	533	467	0	0	0	**0**
Transportation, Warehousing & Utilitie	100%	0%	0%	1,707	533	467	1,707	0	0	**1,707**
Information	0%	0%	100%	1,350	533	467	0	0	467	**467**
Financial Activities	0%	0%	0%	1,350	533	467	0	0	0	**0**
Professional & Business Services	0%	0%	100%	1,350	533	467	0	0	467	**467**
Education & Health Services	0%	0%	0%	1,350	533	467	0	0	0	**0**
Leisure & Hospitality	0%	0%	0%	1,350	533	467	0	0	0	**0**
Other Services	0%	75%	25%	1,350	533	467	0	400	117	**517**
Government	50%	0%	50%	1,350	533	467	675	0	234	**909**

1/ Regional Industrial Land Study Phase II (Otak, Inc. et al, 1999) converted to NAICS by Johnson Gardner, LLC.
2/ Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

EXHIBIT 1.07
DEMAND PROJECTIONS FOR COMMERCIAL INDUSTRIAL SPACE BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Local Area Jobs in Industrial Space 1/						Avg. Space	Projected Industrial Space Need 3/					
Employment Sector	2008	2013	2018	2023	2028	08-28	Per Job 2/	2008	2013	2018	2023	2028	08-28
Construction	5	5	5	6	6	1	517	2,779	2,940	3,111	3,292	3,483	704
Manufacturing	1	1	1	2	2	1	517	540	669	830	1,030	1,277	737
Wholesale Trade	1	1	1	1	2	0	2,518	3,244	3,467	3,704	3,958	4,229	985
Transportation, Warehousing & Utilities	9	9	9	9	9	0	1,707	16,645	16,857	17,072	17,289	17,510	865
Information	0	0	0	0	0	0	467	52	53	54	55	56	4
Professional & Business Services	3	3	3	3	4	1	467	1,399	1,516	1,641	1,778	1,925	526
Other Services	9	9	10	10	11	3	517	4,846	5,169	5,514	5,882	6,274	1,429
Government	2	2	3	3	3	0	909	2,371	2,476	2,585	2,698	2,817	446
Total	30	31	33	35	37	7	979	31,876	33,147	34,511	35,981	37,571	5,695
High Growth Scenario	**Local Area Jobs in Industrial Space 1/**						**Avg. Space**	**Projected Industrial Space Need 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**	**Per Job 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	5	5	6	6	6	1	517	2,779	2,957	3,146	3,348	3,562	783
Manufacturing	1	2	2	4	6	5	517	540	863	1,380	2,206	3,526	2,987
Wholesale Trade	1	1	1	1	2	0	2,518	3,244	3,490	3,753	4,037	4,342	1,097
Transportation, Warehousing & Utilities	9	9	9	9	9	1	1,707	16,645	16,878	17,115	17,355	17,598	953
Information	0	0	0	0	0	0	467	52	53	54	55	56	5
Professional & Business Services	3	3	3	4	4	1	467	1,399	1,528	1,667	1,820	1,987	587
Other Services	9	9	10	11	11	3	517	4,846	5,202	5,585	5,996	6,438	1,592
Government	2	2	3	3	3	0	909	2,371	2,486	2,607	2,733	2,866	494
Total	30	32	34	37	42	12	979	31,876	33,457	35,308	37,550	40,375	8,499
Low Growth Scenario	**Local Area Jobs in Industrial Space 1/**						**Avg. Space**	**Projected Industrial Space Need 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**	**Per Job 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	5	5	5	6	6	1	517	2,779	2,903	3,032	3,167	3,308	529
Manufacturing	1	1	1	2	2	1	517	540	638	753	890	1,051	511
Wholesale Trade	1	1	1	1	1	0	2,518	3,244	3,414	3,593	3,782	3,980	736
Transportation, Warehousing & Utilities	9	9	9	9	9	0	1,707	16,645	16,808	16,973	17,139	17,307	662
Information	0	0	0	0	0	0	467	52	53	54	54	55	3
Professional & Business Services	3	3	3	3	3	1	467	1,399	1,488	1,583	1,683	1,790	390
Other Services	9	9	9	10	10	2	517	4,846	5,093	5,353	5,627	5,914	1,069
Government	2	2	3	3	3	0	909	2,371	2,451	2,534	2,620	2,708	337
Total	30	31	32	34	35	5	979	31,876	32,848	33,875	34,961	36,113	4,236

1/ From EXHIBIT 1.05
2/ From EXHIBIT 1.06
3/ Assumes a market-clearing 10% industrial space vacancy rate.
*Estimate

EXHIBIT 1.08

INDUSTRIAL FLOOR-TO-AREA RATIO (FAR) WORKSHEET BY INDUSTRY SECTOR

UNION UGB

2008-2028

Medium Growth Scenario	Distribution by Building Type 1/			FAR by industry sector 2/			Average Space per Job			
Employment Sector	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Warehouse/ Distrib.	General Industrial	Tech/ Flex	Weighted Average
Construction	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	**0.29**
Manufacturing	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	**0.29**
Wholesale Trade	90%	0%	10%	0.31	0.30	0.26	0.28	0.00	0.03	**0.31**
Retail Trade	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	**0.00**
Transportation, Warehousing & Utilities	100%	0%	0%	0.31	0.30	0.26	0.31	0.00	0.00	**0.31**
Information	0%	0%	100%	0.31	0.30	0.26	0.00	0.00	0.26	**0.26**
Financial Activities	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	**0.00**
Professional & Business Services	0%	0%	100%	0.31	0.30	0.26	0.00	0.00	0.26	**0.26**
Education & Health Services	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	**0.00**
Leisure & Hospitality	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	**0.00**
Other Services	0%	75%	25%	0.31	0.30	0.26	0.00	0.23	0.07	**0.29**
Government	0%	0%	0%	0.31	0.30	0.26	0.00	0.00	0.00	**0.00**

1/ Regional Industrial Land Study Phase II (Otak, Inc. et al, 1999) converted to NAICS by Johnson Gardner, LLC.

2/ Regional Industrial Land Study Phase III (EcoNorthwest and Otak, Inc., 2001) converted to NAICS by Johnson Gardner, LLC.

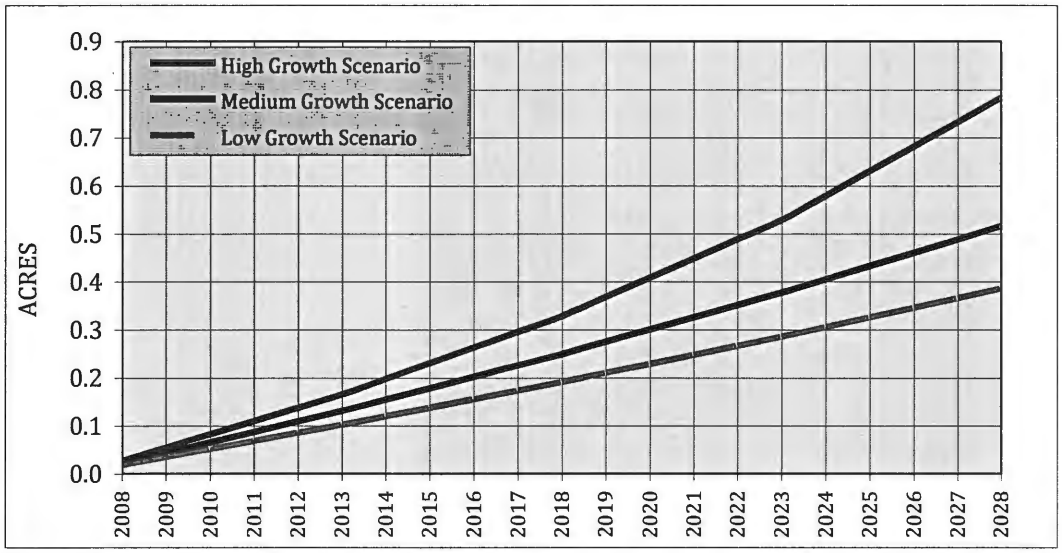
EXHIBIT 1.09
DEMAND PROJECTIONS FOR COMMERCIAL INDUSTRIAL LAND BY INDUSTRY SECTOR
UNION UGB
2008-2028

Medium Growth Scenario	Projected Industrial Space Need 1/						Floor to Area	Predicted Land Need (Acres) 3/					
Employment Sector	2008	2013	2018	2023	2028	08-28	Ratio 2/	2008	2013	2018	2023	2028	08-28
Construction	2,779	2,940	3,111	3,292	3,483	704	0.29	0.3	0.3	0.3	0.3	0.3	0.1
Manufacturing	540	669	830	1,030	1,277	737	0.29	0.1	0.1	0.1	0.1	0.1	0.1
Wholesale Trade	3,244	3,467	3,704	3,958	4,229	985	0.31	0.3	0.3	0.3	0.4	0.4	0.1
Transportation, Warehousing & Utilities	16,645	16,857	17,072	17,289	17,510	865	0.31	1.5	1.5	1.5	1.5	1.6	0.1
Information	52	53	54	55	56	4	0.26	0.0	0.0	0.0	0.0	0.0	0.0
Professional & Business Services	1,399	1,516	1,641	1,778	1,925	526	0.26	0.1	0.2	0.2	0.2	0.2	0.1
Other Services	4,846	5,169	5,514	5,882	6,274	1,429	0.29	0.5	0.5	0.5	0.6	0.6	0.1
Government	2,371	2,476	2,585	2,698	2,817	446	0.00	0.0	0.0	0.0	0.0	0.0	0.0
Total	31,876	33,147	34,511	35,981	37,571	5,695		2.7	2.8	2.9	3.1	3.2	0.5
High Growth Scenario	**Projected Industrial Space Need 1/**						**Floor to Area**	**Predicted Land Need (Acres) 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**	**Ratio 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	2,779	2,957	3,146	3,348	3,562	783	0.29	0.3	0.3	0.3	0.3	0.3	0.1
Manufacturing	540	863	1,380	2,206	3,526	2,987	0.29	0.1	0.1	0.1	0.2	0.3	0.3
Wholesale Trade	3,244	3,490	3,753	4,037	4,342	1,097	0.31	0.3	0.3	0.3	0.4	0.4	0.1
Transportation, Warehousing & Utilities	16,645	16,878	17,115	17,355	17,598	953	0.31	1.5	1.5	1.5	1.5	1.6	0.1
Information	52	53	54	55	56	5	0.26	0.0	0.0	0.0	0.0	0.0	0.0
Professional & Business Services	1,399	1,528	1,667	1,820	1,987	587	0.26	0.1	0.2	0.2	0.2	0.2	0.1
Other Services	4,846	5,202	5,585	5,996	6,438	1,592	0.29	0.5	0.5	0.5	0.6	0.6	0.2
Total	31,876	33,457	35,308	37,550	40,375	8,499		2.7	2.8	3.0	3.2	3.5	0.8
Low Growth Scenario	**Projected Industrial Space Need 1/**						**Floor to Area**	**Predicted Land Need (Acres) 3/**					
Employment Sector	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**	**Ratio 2/**	**2008**	**2013**	**2018**	**2023**	**2028**	**08-28**
Construction	2,779	2,903	3,032	3,167	3,308	529	0.29	0.3	0.3	0.3	0.3	0.3	0.1
Manufacturing	540	638	753	890	1,051	511	0.29	0.1	0.1	0.1	0.1	0.1	0.0
Wholesale Trade	3,244	3,414	3,593	3,782	3,980	736	0.31	0.3	0.3	0.3	0.3	0.4	0.1
Transportation, Warehousing & Utilities	16,645	16,808	16,973	17,139	17,307	662	0.31	1.5	1.5	1.5	1.5	1.5	0.1
Information	52	53	54	54	55	3	0.26	0.0	0.0	0.0	0.0	0.0	0.0
Professional & Business Services	1,399	1,488	1,583	1,683	1,790	390	0.26	0.1	0.2	0.2	0.2	0.2	0.0
Other Services	4,846	5,093	5,353	5,627	5,914	1,069	0.29	0.5	0.5	0.5	0.5	0.6	0.1
Total	31,876	32,848	33,875	34,961	36,113	4,236		2.7	2.8	2.9	3.0	3.1	0.4

1/ From Exhibit 1.07
2/ From Exhibit 1.08
3/ Assumes a non-traditional industrial land use factor of 10% from Regional Industrial Land Study Phase II (Otak, Inc., et al, 1999).
*Estimate

EXHIBIT 1.10

COMPARISON OF CUMULATIVE DEMAND FOR INDUSTRIAL LAND MEDIUM, HIGH AND LOW EMPLOYMENT GROWTH SCENARIOS 2008-2028



SOURCE: Johnson Gardner, LLC

EXHIBIT 1.11

PROJECTED DISTRIBUTION OF DEMAND BY SIZE OF SPACE
UNION UGB
2008-2028

Medium Growth	Net New Demand for Space (SF)	Distribution of Need by Firm Size/Space Required (SF) 3/							
		Under 800	800-1,800	1,800-3,800	3,800-9,800	9,800-19,800	19,800-49,800	49,800-100,000	Over 100,000
Office Demand 1/									
2008-2013	3,701	2,971	1,350	2,989	5,432	0	0	0	0
2013-2018	4,059	3,258	1,481	3,278	5,957	0	0	0	0
2018-2023	4,455	3,576	1,626	3,598	6,539	0	0	0	0
2023-2028	4,895	3,929	1,786	3,953	7,184	0	0	0	0
2008-2028	**17,110**	**13,734**	**6,243**	**13,818**	**25,112**	**0**	**0**	**0**	**0**
Share:		*23.3%*	*10.6%*	*23.5%*	*42.6%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*
Industrial Demand 2/									
2008-2013	1,270	2,594	469	638	0	0	0	0	0
2013-2018	1,364	2,845	514	700	0	0	0	0	0
2018-2023	1,470	3,123	564	769	0	0	0	0	0
2023-2028	1,590	3,431	620	844	0	0	0	0	0
2008-2028	**5,695**	**11,993**	**2,167**	**2,951**	**0**	**0**	**0**	**0**	**0**
Share:		*70.1%*	*12.7%*	*17.2%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*
High Growth	**Net New Demand for Space (SF)**	**Distribution of Need by Firm Size/Space Required (SF) 3/**							
		Under 800	**800-1,800**	**1,800-3,800**	**3,800-9,800**	**9,800-19,800**	**19,800-49,800**	**49,800-100,000**	**Over 100,000**
Office Demand 1/									
2008-2013	4,093	3,285	1,493	3,305	6,007	0	0	0	0
2013-2018	4,535	3,640	1,655	3,662	6,657	0	0	0	0
2018-2023	5,034	4,040	1,837	4,065	7,388	0	0	0	0
2023-2028	5,597	4,493	2,042	4,520	8,215	0	0	0	0
2008-2028	**19,259**	**15,458**	**7,027**	**15,552**	**28,267**	**0**	**0**	**0**	**0**
Share:		*23.3%*	*10.6%*	*23.5%*	*42.6%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*
Industrial Demand 2/									
2008-2013	1,581	2,869	518	706	0	0	0	0	0
2013-2018	1,851	3,179	574	782	0	0	0	0	0
2018-2023	2,242	3,528	637	868	0	0	0	0	0
2023-2028	2,825	3,923	709	966	0	0	0	0	0
2008-2028	**8,499**	**13,499**	**2,438**	**3,322**	**0**	**0**	**0**	**0**	**0**
Share:		*70.1%*	*12.7%*	*17.2%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*
Low Growth	**Net New Demand for Space (SF)**	**Distribution of Need by Firm Size/Space Required (SF) 3/**							
		Under 800	**800-1800 SF**	**1,800-3,800**	**3,800-9,800**	**9,800-19,800**	**19,800-49,800**	**49,800-100,000**	**Over 100,000**
Office Demand 1/									
2008-2013	2,826	2,268	1,031	2,282	4,147	0	0	0	0
2013-2018	3,034	2,435	1,107	2,450	4,453	0	0	0	0
2018-2023	3,259	2,616	1,189	2,632	4,783	0	0	0	0
2023-2028	3,503	2,812	1,278	2,829	5,141	0	0	0	0
2008-2028	**12,621**	**10,131**	**4,605**	**10,193**	**18,524**	**0**	**0**	**0**	**0**
Share:		*23.3%*	*10.6%*	*23.5%*	*42.6%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*
Industrial Demand 2/									
2008-2013	972	1,980	358	487	0	0	0	0	0
2013-2018	1,026	2,126	384	523	0	0	0	0	0
2018-2023	1,086	2,284	413	562	0	0	0	0	0
2023-2028	1,152	2,455	443	604	0	0	0	0	0
2008-2028	**4,236**	**8,845**	**1,598**	**2,176**	**0**	**0**	**0**	**0**	**0**
Share:		*70.1%*	*12.7%*	*17.2%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*	*0.0%*

1/ From EXHIBIT 1.02
2/ From EXHIBIT 1.07
3/ Utilizes the distribution of businesses by size for the City of Union

EXHIBIT 1.12
PROJECTIONS OF HOUSEHOLD RETAIL SALES
CITY OF UNION
2008-2028

Medium Growth Scenario		Per Household	Household Retail Spending in Millions (Households)					
NAICS	Category	Expenditures 1/	2008	2013	2018	2023	2028	'08-'28
441	Motor Vehicles and Parts Dealers	$8,155	$6.4	$6.8	$7.2	$7.6	$8.0	***$1.6***
442	Furniture and Home Furnishings Stores	$866	$0.7	$0.7	$0.8	$0.8	$0.9	***$0.2***
443	Electronics and Appliance Stores	$817	$0.6	$0.7	$0.7	$0.8	$0.8	***$0.2***
444	Building Materials and Garden Equipment	$4,294	$3.4	$3.6	$3.8	$4.0	$4.2	***$0.8***
445	Food and Beverage Stores	$5,235	$4.1	$4.4	$4.6	$4.9	$5.2	***$1.0***
446	Health and Personal Care Stores	$2,042	$1.6	$1.7	$1.8	$1.9	$2.0	***$0.4***
448	Clothing and Clothing Accessories Stores	$1,398	$1.1	$1.2	$1.2	$1.3	$1.4	***$0.3***
451	Sporting Goods, Hobby, Book and Music Stores	$638	$0.5	$0.5	$0.6	$0.6	$0.6	***$0.1***
452	General Merchandise Stores	$4,535	$3.6	$3.8	$4.0	$4.2	$4.5	***$0.9***
453	Miscellaneous Store Retailers	$996	$0.8	$0.8	$0.9	$0.9	$1.0	***$0.2***
722	Foodservices and Drinking Places	$3,373	$2.7	$2.8	$3.0	$3.1	$3.3	***$0.7***
	Totals/Weighted Averages	***$32,349***	***$25.6***	***$27.0***	***$28.5***	***$30.2***	***$31.9***	***$6.3***

High Growth Scenario		Per Household	Household Retail Spending in Millions (Households)					
NAICS	Category	Expenditures 1/	2008	2013	2018	2023	2028	'08-'28
441	Motor Vehicles and Parts Dealers	$8,155	$6.4	$6.9	$7.3	$7.8	$8.3	***$1.8***
442	Furniture and Home Furnishings Stores	$866	$0.7	$0.7	$0.8	$0.8	$0.9	***$0.2***
443	Electronics and Appliance Stores	$817	$0.6	$0.7	$0.7	$0.8	$0.8	***$0.2***
444	Building Materials and Garden Equipment	$4,294	$3.4	$3.6	$3.8	$4.1	$4.4	***$1.0***
445	Food and Beverage Stores	$5,235	$4.1	$4.4	$4.7	$5.0	$5.3	***$1.2***
446	Health and Personal Care Stores	$2,042	$1.6	$1.7	$1.8	$1.9	$2.1	***$0.5***
448	Clothing and Clothing Accessories Stores	$1,398	$1.1	$1.2	$1.3	$1.3	$1.4	***$0.3***
451	Sporting Goods, Hobby, Book and Music Stores	$638	$0.5	$0.5	$0.6	$0.6	$0.6	***$0.1***
452	General Merchandise Stores	$4,535	$3.6	$3.8	$4.1	$4.3	$4.6	***$1.0***
453	Miscellaneous Store Retailers	$996	$0.8	$0.8	$0.9	$0.9	$1.0	***$0.2***
722	Foodservices and Drinking Places	$3,373	$2.7	$2.8	$3.0	$3.2	$3.4	***$0.8***
	Totals/Weighted Averages	***$32,349***	***$25.6***	***$27.2***	***$29.0***	***$30.9***	***$32.8***	***$7.3***

Low Growth Scenario		Per Household	Household Retail Spending in Millions (Households)					
NAICS	Category	Expenditures 1/	2008	2013	2018	2023	2028	'08-'28
441	Motor Vehicles and Parts Dealers	$8,155	$6.4	$6.8	$7.1	$7.4	$7.8	***$1.3***
442	Furniture and Home Furnishings Stores	$866	$0.7	$0.7	$0.8	$0.8	$0.8	***$0.1***
443	Electronics and Appliance Stores	$817	$0.6	$0.7	$0.7	$0.7	$0.8	***$0.1***
444	Building Materials and Garden Equipment	$4,294	$3.4	$3.6	$3.7	$3.9	$4.1	***$0.7***
445	Food and Beverage Stores	$5,235	$4.1	$4.3	$4.5	$4.8	$5.0	***$0.9***
446	Health and Personal Care Stores	$2,042	$1.6	$1.7	$1.8	$1.9	$2.0	***$0.3***
448	Clothing and Clothing Accessories Stores	$1,398	$1.1	$1.2	$1.2	$1.3	$1.3	***$0.2***
451	Sporting Goods, Hobby, Book and Music Stores	$638	$0.5	$0.5	$0.6	$0.6	$0.6	***$0.1***
452	General Merchandise Stores	$4,535	$3.6	$3.8	$3.9	$4.1	$4.3	***$0.7***
453	Miscellaneous Store Retailers	$996	$0.8	$0.8	$0.9	$0.9	$1.0	***$0.2***
722	Foodservices and Drinking Places	$3,373	$2.7	$2.8	$2.9	$3.1	$3.2	***$0.6***
	Totals/Weighted Averages	***$32,349***	***$25.6***	***$26.8***	***$28.1***	***$29.5***	***$30.9***	***$5.3***

1/ Claritas, Inc. average retail sales figures for the City of Union, Oregon in 2007 dollars.

EXHIBIT 1.13
PROJECTIONS OF COMMERCIAL RETAIL SPACE NEED
CITY OF UNION
2008-2028

Medium Growth Scenario		Household Retail Spending (millions) 1/						Sales Support	Spending-Supported Retail Demand (SF) 3/					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	$6.4	$6.8	$7.2	$7.6	$8.0	*$1.6*	$387	18,323	19,359	20,454	21,611	22,834	*4,511*
442	Furniture and Home Furnishings Stores	$0.7	$0.7	$0.8	$0.8	$0.9	*$0.2*	$209	3,595	3,799	4,014	4,241	4,481	*885*
443	Electronics and Appliance Stores	$0.6	$0.7	$0.7	$0.8	$0.8	*$0.2*	$302	2,351	2,484	2,625	2,773	2,930	*579*
444	Building Materials and Garden Equipment	$3.4	$3.6	$3.8	$4.0	$4.2	*$0.8*	$389	9,606	10,149	10,723	11,330	11,971	*2,365*
445	Food and Beverage Stores	$4.1	$4.4	$4.6	$4.9	$5.2	*$1.0*	$430	10,582	11,181	11,813	12,481	13,187	*2,605*
446	Health and Personal Care Stores	$1.6	$1.7	$1.8	$1.9	$2.0	*$0.4*	$279	6,368	6,728	7,108	7,511	7,935	*1,568*
448	Clothing and Clothing Accessories Stores	$1.1	$1.2	$1.2	$1.3	$1.4	*$0.3*	$156	7,813	8,255	8,722	9,216	9,737	*1,924*
451	Sporting Goods, Hobby, Book and Music Stores	$0.5	$0.5	$0.6	$0.6	$0.6	*$0.1*	$199	2,780	2,938	3,104	3,279	3,465	*685*
452	General Merchandise Stores	$3.6	$3.8	$4.0	$4.2	$4.5	*$0.9*	$164	23,997	25,354	26,788	28,303	29,904	*5,908*
453	Miscellaneous Store Retailers	$0.8	$0.8	$0.9	$0.9	$1.0	*$0.2*	$127	6,814	7,199	7,606	8,036	8,491	*1,677*
722	Foodservices and Drinking Places	$2.7	$2.8	$3.0	$3.1	$3.3	*$0.7*	$267	10,997	11,619	12,277	12,971	13,705	*2,708*
	Totals/Weighted Averages	*$25.6*	*$27.0*	*$28.5*	*$30.2*	*$31.9*	*$6.3*		*103,226*	*109,065*	*115,234*	*121,753*	*128,640*	*25,414*

High Growth Scenario		Household Retail Spending (millions) 1/						Sales Support	Spending-Supported Retail Demand (SF) 3/					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	$6.4	$6.9	$7.3	$7.8	$8.3	*$1.8*	$387	18,323	19,507	20,769	22,112	23,542	*5,219*
442	Furniture and Home Furnishings Stores	$0.7	$0.7	$0.8	$0.8	$0.9	*$0.2*	$209	3,595	3,828	4,076	4,339	4,620	*1,024*
443	Electronics and Appliance Stores	$0.6	$0.7	$0.7	$0.8	$0.8	*$0.2*	$302	2,351	2,503	2,665	2,837	3,021	*670*
444	Building Materials and Garden Equipment	$3.4	$3.6	$3.8	$4.1	$4.4	*$1.0*	$389	9,606	10,227	10,888	11,592	12,342	*2,736*
445	Food and Beverage Stores	$4.1	$4.4	$4.7	$5.0	$5.3	*$1.2*	$430	10,582	11,266	11,995	12,771	13,596	*3,014*
446	Health and Personal Care Stores	$1.6	$1.7	$1.8	$1.9	$2.1	*$0.5*	$279	6,368	6,779	7,218	7,685	8,181	*1,814*
448	Clothing and Clothing Accessories Stores	$1.1	$1.2	$1.3	$1.3	$1.4	*$0.3*	$156	7,813	8,319	8,857	9,429	10,039	*2,226*
451	Sporting Goods, Hobby, Book and Music Stores	$0.5	$0.5	$0.6	$0.6	$0.6	*$0.1*	$199	2,780	2,960	3,152	3,355	3,572	*792*
452	General Merchandise Stores	$3.6	$3.8	$4.1	$4.3	$4.6	*$1.0*	$164	23,997	25,548	27,200	28,959	30,832	*6,835*
453	Miscellaneous Store Retailers	$0.8	$0.8	$0.9	$0.9	$1.0	*$0.2*	$127	6,814	7,254	7,723	8,223	8,754	*1,941*
722	Foodservices and Drinking Places	$2.7	$2.8	$3.0	$3.2	$3.4	*$0.8*	$267	10,997	11,708	12,466	13,272	14,130	*3,133*
	Totals/Weighted Averages	*$25.6*	*$27.2*	*$29.0*	*$30.9*	*$32.8*	*$7.3*		*103,226*	*109,901*	*117,007*	*124,574*	*132,629*	*29,404*

Low Growth Scenario		Household Retail Spending (millions) 1/						Sales Support	Spending-Supported Retail Demand (SF) 3/					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	Factor 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	$6.4	$6.8	$7.1	$7.4	$7.8	*$1.3*	$387	18,323	19,212	20,144	21,121	22,146	*3,823*
442	Furniture and Home Furnishings Stores	$0.7	$0.7	$0.8	$0.8	$0.8	*$0.1*	$209	3,595	3,770	3,953	4,145	4,346	*750*
443	Electronics and Appliance Stores	$0.6	$0.7	$0.7	$0.7	$0.8	*$0.1*	$302	2,351	2,465	2,585	2,710	2,842	*491*
444	Building Materials and Garden Equipment	$3.4	$3.6	$3.7	$3.9	$4.1	*$0.7*	$389	9,606	10,072	10,560	11,073	11,610	*2,004*
445	Food and Beverage Stores	$4.1	$4.3	$4.5	$4.8	$5.0	*$0.9*	$430	10,582	11,096	11,634	12,198	12,790	*2,208*
446	Health and Personal Care Stores	$1.6	$1.7	$1.8	$1.9	$2.0	*$0.3*	$279	6,368	6,677	7,001	7,340	7,696	*1,329*
448	Clothing and Clothing Accessories Stores	$1.1	$1.2	$1.2	$1.3	$1.3	*$0.2*	$156	7,813	8,193	8,590	9,007	9,444	*1,630*
451	Sporting Goods, Hobby, Book and Music Stores	$0.5	$0.5	$0.6	$0.6	$0.6	*$0.1*	$199	2,780	2,915	3,057	3,205	3,361	*580*
452	General Merchandise Stores	$3.6	$3.8	$3.9	$4.1	$4.3	*$0.7*	$164	23,997	25,161	26,382	27,662	29,004	*5,007*
453	Miscellaneous Store Retailers	$0.8	$0.8	$0.9	$0.9	$1.0	*$0.2*	$127	6,814	7,144	7,491	7,854	8,235	*1,422*
722	Foodservices and Drinking Places	$2.7	$2.8	$2.9	$3.1	$3.2	*$0.6*	$267	10,997	11,531	12,090	12,677	13,292	*2,295*
	Totals/Weighted Averages	*$25.6*	*$26.8*	*$28.1*	*$29.5*	*$30.9*	*$5.3*		*103,226*	*108,234*	*113,485*	*118,991*	*124,765*	*21,539*

1/ From Exhibit 1.12
2/ Based on national averages derived from "Dollars & Cents of Shopping Centers," Urban Land Institute, 2008. Median sales for neighborhood scale centers were used.
3/ Assumes a market-clearing retail space vacancy rate of 10%.
* Estimate

EXHIBIT 1.14
PROJECTIONS OF COMMERCIAL RETAIL SPACE NEED
CITY OF UNION
2008-2028

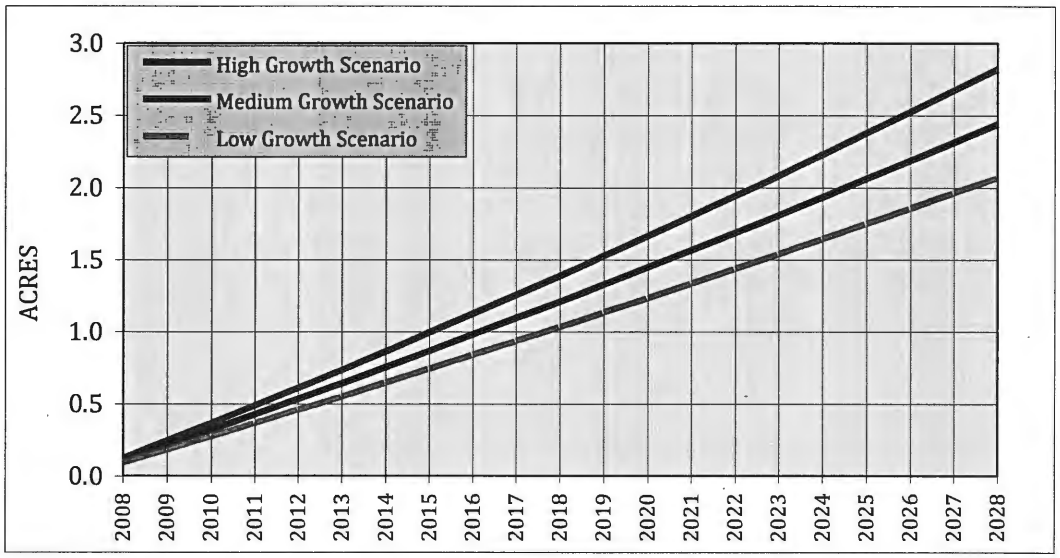
Medium Growth Scenario		Spending-Supported Retail Demand (SF) 1/						Retail	Commercial Retail Land Need (Acres)					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	18,323	19,359	20,454	21,611	22,834	*4,511*	*0.25*	1.7	1.8	1.9	2.0	2.1	*0.4*
442	Furniture and Home Furnishings Stores	3,595	3,799	4,014	4,241	4,481	*885*	*0.25*	0.3	0.3	0.4	0.4	0.4	*0.1*
443	Electronics and Appliance Stores	2,351	2,484	2,625	2,773	2,930	*579*	*0.25*	0.2	0.2	0.2	0.3	0.3	*0.1*
444	Building Materials and Garden Equipment	9,606	10,149	10,723	11,330	11,971	*2,365*	*0.25*	0.9	0.9	1.0	1.0	1.1	*0.2*
445	Food and Beverage Stores	10,582	11,181	11,813	12,481	13,187	*2,605*	*0.25*	1.0	1.0	1.1	1.1	1.2	*0.2*
446	Health and Personal Care Stores	6,368	6,728	7,108	7,511	7,935	*1,568*	*0.25*	0.6	0.6	0.7	0.7	0.7	*0.1*
448	Clothing and Clothing Accessories Stores	7,813	8,255	8,722	9,216	9,737	*1,924*	*0.25*	0.7	0.8	0.8	0.8	0.9	*0.2*
451	Sporting Goods, Hobby, Book and Music Stores	2,780	2,938	3,104	3,279	3,465	*685*	*0.25*	0.3	0.3	0.3	0.3	0.3	*0.1*
452	General Merchandise Stores	23,997	25,354	26,788	28,303	29,904	*5,908*	*0.25*	2.2	2.3	2.5	2.6	2.7	*0.5*
453	Miscellaneous Store Retailers	6,814	7,199	7,606	8,036	8,491	*1,677*	*0.25*	0.6	0.7	0.7	0.7	0.8	*0.2*
722	Foodservices and Drinking Places	10,997	11,619	12,277	12,971	13,705	*2,708*	*0.25*	1.0	1.1	1.1	1.2	1.3	*0.2*
	Totals/Weighted Averages	*103,226*	*109,065*	*115,234*	*121,753*	*128,640*	*25,414*	*0.25*	*9.5*	*10.0*	*10.6*	*11.2*	*11.8*	*2.3*

High Growth Scenario		Spending-Supported Retail Demand (SF) 1/						Retail	Commercial Retail Land Need (Acres)					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	18,323	19,507	20,769	22,112	23,542	*5,219*	*0.25*	1.7	1.8	1.9	2.0	2.2	*0.5*
442	Furniture and Home Furnishings Stores	3,595	3,828	4,076	4,339	4,620	*1,024*	*0.25*	0.3	0.4	0.4	0.4	0.4	*0.1*
443	Electronics and Appliance Stores	2,351	2,503	2,665	2,837	3,021	*670*	*0.25*	0.2	0.2	0.2	0.3	0.3	*0.1*
444	Building Materials and Garden Equipment	9,606	10,227	10,888	11,592	12,342	*2,736*	*0.25*	0.9	0.9	1.0	1.1	1.1	*0.3*
445	Food and Beverage Stores	10,582	11,266	11,995	12,771	13,596	*3,014*	*0.25*	1.0	1.0	1.1	1.2	1.2	*0.3*
446	Health and Personal Care Stores	6,368	6,779	7,218	7,685	8,181	*1,814*	*0.25*	0.6	0.6	0.7	0.7	0.8	*0.2*
448	Clothing and Clothing Accessories Stores	7,813	8,319	8,857	9,429	10,039	*2,226*	*0.25*	0.7	0.8	0.8	0.9	0.9	*0.2*
451	Sporting Goods, Hobby, Book and Music Stores	2,780	2,960	3,152	3,355	3,572	*792*	*0.25*	0.3	0.3	0.3	0.3	0.3	*0.1*
452	General Merchandise Stores	23,997	25,548	27,200	28,959	30,832	*6,835*	*0.25*	2.2	2.3	2.5	2.7	2.8	*0.6*
453	Miscellaneous Store Retailers	6,814	7,254	7,723	8,223	8,754	*1,941*	*0.25*	0.6	0.7	0.7	0.8	0.8	*0.2*
722	Foodservices and Drinking Places	10,997	11,708	12,466	13,272	14,130	*3,133*	*0.25*	1.0	1.1	1.1	1.2	1.3	*0.3*
	Totals/Weighted Averages	*103,226*	*109,901*	*117,007*	*124,574*	*132,629*	*29,404*	*0.25*	*9.5*	*10.1*	*10.7*	*11.4*	*12.2*	*2.7*

Low Growth Scenario		Spending-Supported Retail Demand (SF) 1/						Retail	Commercial Retail Land Need (Acres)					
NAICS	Category	2008	2013	2018	2023	2028	'08-'28	F.A.R 2/	2008	2013	2018	2023	2028	'08-'28
441	Automotive Parts, Accessories and Tire Stores	18,323	19,212	20,144	21,121	22,146	*3,823*	*0.25*	1.7	1.8	1.8	1.9	2.0	*0.4*
442	Furniture and Home Furnishings Stores	3,595	3,770	3,953	4,145	4,346	*750*	*0.25*	0.3	0.3	0.4	0.4	0.4	*0.1*
443	Electronics and Appliance Stores	2,351	2,465	2,585	2,710	2,842	*491*	*0.25*	0.2	0.2	0.2	0.2	0.3	*0.0*
444	Building Materials and Garden Equipment	9,606	10,072	10,560	11,073	11,610	*2,004*	*0.25*	0.9	0.9	1.0	1.0	1.1	*0.2*
445	Food and Beverage Stores	10,582	11,096	11,634	12,198	12,790	*2,208*	*0.25*	1.0	1.0	1.1	1.1	1.2	*0.2*
446	Health and Personal Care Stores	6,368	6,677	7,001	7,340	7,696	*1,329*	*0.25*	0.6	0.6	0.6	0.7	0.7	*0.1*
448	Clothing and Clothing Accessories Stores	7,813	8,193	8,590	9,007	9,444	*1,630*	*0.25*	0.7	0.8	0.8	0.8	0.9	*0.1*
451	Sporting Goods, Hobby, Book and Music Stores	2,780	2,915	3,057	3,205	3,361	*580*	*0.25*	0.3	0.3	0.3	0.3	0.3	*0.1*
452	General Merchandise Stores	23,997	25,161	26,382	27,662	29,004	*5,007*	*0.25*	2.2	2.3	2.4	2.5	2.7	*0.5*
453	Miscellaneous Store Retailers	6,814	7,144	7,491	7,854	8,235	*1,422*	*0.25*	0.6	0.7	0.7	0.7	0.8	*0.1*
722	Foodservices and Drinking Places	10,997	11,531	12,090	12,677	13,292	*2,295*	*0.25*	1.0	1.1	1.1	1.2	1.2	*0.2*
	Totals/Weighted Averages	*103,226*	*108,234*	*113,485*	*118,991*	*124,765*	*21,539*	*0.25*	*9.5*	*9.9*	*10.4*	*10.9*	*11.5*	*2.0*

1/ From Exhibit 1.13
2/ Assumes typical suburban retail profile: single-story with four parking spaces per 1,000 square feet of developed space.
*Estimate

COMPARISON OF CUMULATIVE DEMAND FOR COMMERCIAL RETAIL LAND
MEDIUM, HIGH AND LOW GROWTH SCENARIOS
2008-2028



SOURCE: Johnson Gardner, LLC

CITY GOVERNMENT AND ADMINISTRATION: (change at end) City Administrator/Recorder, police services are contract with Union County Sheriff.

FIRE PROTECTION: The city's 10 member volunteer fire department has maintained a class 4 ISO rating for the last ten years, which keeps homeowners insurance premiums low. The department works jointly with Union Rural Fire District to cut cost on shared items including the use of the fire hall and volunteers. In the 2012 the city hired a part time Fire Chief to manage day to day operations of the fire and ambulance departments.

MEDICAL: A basic life support ambulance is operated by 9 volunteers. South County Health Clinic is located downtown Union. The clinic is open 5 days a week and welcomes customers from out of town. Currently the nearest hospital is located in La Grande and Baker City.

SANITARY SEWER: Union centralized sewerage system serves about 940 services. The system is operating at 30% capacity. The treatment plant facility produces an effluent quality that meets permitting requirements. Discharge into Catherine Creek is currently permitted but expected to change. Reclaimed water is pumped to Buffalo Peak Golf Course for irrigation. Sewer user fees increase each year 2.5% to assure infrastructure is funded. The system is available in most locations in the city, except for southwest and northwest corners of town which would most likely require a lift station to gain access to the system.

WATER: Municipal water is available throughout city limits. The city alternates its primary use between two wells for water pumping directly into the city's storage reservoir via separate transmission lines. A gas chlorination system is used to disinfect water produced by either of the city's wells. Historically, the city's water supply has reliably met existing waster demands. Since the construction of well no 2 and the addition of well no 3 system operation has become predictable and dependable. Summer versus winter season water production is operationally indistinguishable with demand. Water quality and quantity are consistently reliable.

The city's existing water storage is a steel ground level reservoir with a capacity of 750,000 gallons. Water is distributed by gravity flow. The distribution system is adequately looped to provide for fire protection and water quality. On average the daily demand is 500,000. On the hottest day of the year 1.5 million gallons of water might be used.

SOLID WASTE: Union is included within the Union County Solid Waste Management District. Union Sanitation is a current franchise holder and provides garbage removal. Union Sanitation transfer local trash to the dump site in La Grande. Union offers recycling at the Union Transfer Station west of town at the waste water facility. City of La Grande picks up the recycling and transfers it to their site in La Grande.

STREETS AND SIDEWALKS: Union is committed to providing safe opportunities for walking and biking to and from school and for visiting tourists. Union has 22 miles of streets with 6.5 graveled. Projects are planned each year to improve the system as needed. Oregon Scenic Bikeway which is on the The Grande Tour crosses through Union on Highway 203 and 237.

RECREATION FACILITIES: here are the names of the school grounds: Athletic Complex and OMAC Field

SCHOOLS: Enrollment during 2013-2014 in Union School District #5 averaged a total of 346. At

present there are no specific plans for expansion, although the District is improving energy efficiency as funding allows.

Goal 10: Housing

October 2013

Prepared for: City of Union

Prepared by:

Browne Consulting, LLC
50809 Ellis Road
North Powder, OR 97867

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1.0 Introduction

This document summarizes the Residential Buildable Land Inventory analysis for the City of Union Urban Growth Boundary. The state of Oregon under statewide Goal 10 and its accompanying rules identifies a process for estimating future housing needs, analyzing the supply and demand of residential land within city's urban growth boundary (UGB) to accommodate future growth so that cities may maintain a 20-year supply of residential land.

The purpose of this report is to:

1) Present population growth forecasts
2) Inventory buildable land within the City of Union
3) Identify current and future housing needs
4) Identify land needed for housing and other uses
5) Calculate the amount of residential land needed to accommodate residential growth to 2028

1.1 Background and Context

In 2008 the City of Union contracted with The Benkendorf Associates Corp. and Johnson Reid, LLC to update Goal 9 Economy and Goal 10 Housing their Comprehensive Management Plan. The contractors updated the plan according to their contract specifications however, during pre-adoption review some conclusions were not supportable or justifiable and consequently the Division of Land Conservation and Development did not accept the reports as written. The City of Union believes there is value in updating the aforementioned Goals and thus has contracted with Browne Consulting, LLC to update the reports, write supportable and justifiable findings and finish the adoption process. In early 2013, funding was allocated to the project and Browne Consulting, LLC was contracted to update the Goal 10 Report with changes from the city, incorporate comments from DLCD staff from the 2008 draft report and update city zoning maps.

The following report identifies relevant Oregon Administrative Rules and pertinent subsections necessary to address and meet requirements in order to update Comprehensive Management Plan Goals 9 and 10. In accordance with Oregon Administrative Rule 660 Division 24, this document contains an analysis of buildable land, a housing need analysis and comparison of the supply of buildable residential land in conjunction with forecasted housing demand. The housing need analysis forecasts housing demand to 2028.

2.0 Methodology

The 20 year population forecast is based upon current and future population projections. Oregon Administrative Rules that define and give criteria for conducting population projections are contained in OAR 660 Division 24 section 30. Only rules directly relevant to the City of Union and its methodology for meeting the specified criteria are addressed in this section.

OAR 660-024-0030(1): "Counties must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036."

OAR 660-024-0030(2): The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA). The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.

The 20-year planning period was assumed to begin in 2008 when the Goal 9 and 10 Reports were originally prepared and the City of Union was expected to adopt its 20-year Urban Growth Boundary (UGB). Establishing a 20-year population projection is the first step in a UGB evaluation process. The City of Union's coordinated population projection was established by U.S. Census data, Claritas Inc. (a third-party market data source) and the 20-year Employment Forecast (Chapter 9) provided in the 2008 draft Goal 10 report. On April 16, 2003 Union County adopted Ordinance 2003-04 updating the 20-year population forecast. The forecast titled "Union County Population Analysis and 2020 Forecast", was developed by Benkendorf Associates in 2002 and published by the Oregon Office of Economic Analysis (OEA) in 2003[1].

2.1 2028 Population Projection

The population forecast for the City of Union was based on OEA's forecast that was adopted by Union County in 2003. The record reflects that the population in 2002 was 1,920 people. (Ordinance 2003-04, page 2). Population estimates and housing need statistics in Goal 10 Housing Report were developed using U.S. Census data, Claritas Inc. (third-party market data source) and the 20-year employment forecast (also included in report). [2] The population of the City of Union in 2008 was 1,983 (see Appendix

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[1] *OAR 660-024-0030(4) (b): "A city and county may adopt a 20-year forecast for an urban area consistent with this section. The forecast is deemed to comply with applicable goals and laws regarding population forecasts for purposes of the current UGB evaluation or amendment provided the forecast:*
(A) Is adopted by the city and county in accordance with the notice, procedures and requirements described in section (1) of this rule;
(B) Is based on OEA's population forecast for the county for a 20-year period commencing on the date determined under OAR 660-024-0040(2); and
(C) Is developed by assuming that the urban area's share of the forecasted county population determined in subsection (B) of this rule will be the same as the urban area's current share of county population based on the most recent certified population estimates from Portland State University and the most recent data for the urban area published by the U.S. Census Bureau."

[2] Johnson et al cross-referenced Claritas estimates with estimates from the Union County Coordinated Population Forecast and PSU Population Research Center (Johnson 14)

A). Annual population growth based on the adopted Union County population forecast is 0.77%. The growth rate calculates to 329 new residents over the 20-year period resulting in a total population of 2,312[3].

2.2 Needed Housing Units

OAR 660-024-0040 provides safe harbors for household size and vacancy rate. Housing status, both current and future, were estimated using data from the Union County coordinated population forecast, Population Research Center at Portland State University and the U.S. Census. It was estimated that in 2008 there were 1,983 people living in 798 households within the City of Union. The average household size was 2.48 persons (somewhat lower than the statewide average of 2.5 persons per household). The number of empty or vacant dwellings in the city translates to 6.0% vacancy rate overall.

- The safe harbor household size is 2.48 persons per household.
- The safe harbor vacancy rate is 6.0%.

Application of the safe harbor household size and vacancy rate to the population increase to 2,312 people forecasted in 2028 results in a need for 141 new housing units[4].

[3] To calculate *future* population: $POP_{Future} = POP_{Present} \times (1 + i)^n$, where $POP_{Present}$ = Present Population, i = growth rate and n = number of periods

[4] To calculate *needed* dwelling units: DU_{Needed} = [[($POP_{Future} - POP_{Present}$) – Persons in Group Quarters]/ Persons Per Dwelling Unit) – Demolitions + Vacant Dwelling Units

3.0 Buildable Lands Inventory

"Buildable Land" is defined in the Oregon Administrative Rule (OAR) Chapter 660, Division 8 and Section 5 of the Interpretation of Goal 10 Housing[5]. Publicly owned land is generally not considered available for residential uses and therefore was not taken into consideration in developing the Buildable Lands Inventory (BLI). In this section, the number of acres of buildable land was determined by including land within the UGB and:

- Sorting tax lots with residential plan designations (low density residential: LDR, medium density residential: MDR, high density residential: HDR);
- Removing lots in public ownership;
- Removing hazard areas as defined under Statewide Planning Goal 7; and
- Removing natural resource protected areas as determined under Statewide Planning Goal 5.

This data provides an estimate of the minimum amount of land available for residential development within the UGB.

Gross buildable acres was calculated by reviewing all vacant and partially vacant parcels within the UGB and subtracting off unbuildable acres. A parcel is defined in Section 215.10 of the Oregon Revised Statutes (ORS) [as well as the Oregon Administrative Rules (OAR) and Union County Land Use Regulations] as being a unit of land created by partitioning land as defined in ORS 92.010, being in compliance with all applicable planning, zoning and partitioning ordinances and regulations; or by deed or land sales contract, if there were no applicable planning, zoning or partitioning ordinances or regulations. A parcel does not include a unit of land created solely to establish a separate tax account.

There are 350 gross buildable acres within the UGB; 394 total parcel acreage within the UGB and 44 unbuildable acres.

3.1 Data Limitations

The City of Union is different from the majority of Oregon cities in that the UGB and the city limits are not identical. The information compiled for the buildable land inventory takes into account only the parcels located within the UGB. There are lands that are located within city limits that are not within the UGB or are partially in the UGB. Only the portion of the parcel within the UGB is included in the buildable lands inventory but is noted as being "partially" within the UGB. The "buildable" acreage is determined by the portion of the parcel within the UGB.

For the purposes of this report, visual inventory data compiled in September 2008 as dictated in the *Goal 10: Housing* report compiled by The Benkendorf Associates Corporation (TBAC) is used to establish land uses and vacant and partially vacant lands in Union. This information was further updated by Union city officials in 2013.

[5] **660-008-0005** (2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered "suitable and available" unless it: (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7; (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18; (c) Has slopes of 25 percent or greater; (d) Is within the 100-year flood plain; or (e) Cannot be provided with public facilities.

3.2 Land Use Zoning Codes

The City of Union and Union County (where relevant) have land use zones designated in their Zoning Ordinances for residential and agricultural uses (commercial and industrial uses are inventoried in the *Goal 9: Economy* chapter). Table I below identifies all land use zoning codes and their definition. Chapter 10 Housing introduces a new land zone titled "Public Facility – PF" which is detailed in Section 6.

Table 1: Land Use Zoning Codes for City of Union

Zone	Code
City of Union Land Zones within the UGB	
Residential [minimum lot size requirement of 7,500 square feet (SF)]*	R-1
Industrial	I
General Commercial	C-1
Heavy Commercial	C-2
Commercial Amusement	C-3
New City of Union Land Zone within the UGB	
Public Facility	PF
Resource Zones outside the UGB	
Rural Residential	R-2
Farm Residential	R-3
Exclusive Farm Use	A-1
Agricultural/Forest	A-3

Note: For additional minimum lot size requirements, see City of Union Zoning Ordinances, Development Regulations, Chapter 8: Ordinance No. 337.

3.3 Union Total Land Supply

Table 2 shows the land within the UGB by land zone totaled by acreage and parcels. The total number of parcels within the UGB is 1,149.6 and consists of 927.57 acres. Table 2 includes all zones within the UGB in order to have a complete description of zoning designations within the UGB. Split-zoned parcels and parcels that are split by the UGB boundary are counted as an acreage portion of the total parcel.

Table 2: Total Land by Zone within UGB

Zone	Acreage: By Tax Lot	Acreage: Within UGB*	Parcels: Within UGB
R-1	709.90	833	943.33
I	112.14	128	28.33
C-1	24.15	39	100.15
C-2	52.90	65	74.79
C-3	28.48	46	3
Total	**927.57**	**1,111**	**1,149.60**

*Including streets and non-tax lot land.

Figure 1 on the following page shows the existing zoning in the City of Union within the UGB.

CITY OF UNION
Figure 1:
Existing Zoning
March 2013
Legend
Union Existing Zoning
Residential- R-1
Rural Residential- R-2
Farm Residential- R-3
Industrial- I
General Commercial- C-1
Heavy Commercial- C-2
Commercial Amusement- C-3
Exclusive Farm Use- A-1
Agricultural Forest- A-3
Urban Growth Boundary
Union City Limits
N
1 inch = 1,500 feet

3.4 Union Available Land Supply

The gross vacant buildable acreage is an estimate of the minimum residential buildable land supply within the Union UGB by reviewing only vacant residentially-planned lots. Unbuildable vacant land is defined as vacant land which is subject to physical constraints, such as irrigation ditches. For the purposes of this calculation, unbuildable vacant land also includes the developed portion of partially vacant parcels.

Table 3 below contains an inventory of all parcels with residential or agricultural zoning identified as vacant within UGB[6]. Although almost all parcels can be identified as belonging inside the UGB, there are a small number of parcels that are divided on the UGB boundary and, as a result, partially lay outside the UGB. These cases are noted. Vacant parcels have been given three designations:

- "Vacant" – 100% of the parcel has been identified as buildable;
- "Partially Vacant" – parcels with some development on the site and with development potential on the vacant portion of the site;
- "Redevelopable" – the site has potential for redevelopment once abandoned or low value structures are removed.[7]

The column depicting "unbuildable acres" represents the area of the parcel that was identified as unbuildable for a variety of reasons, including: parcels committed to development, areas of partially vacant parcels dedicated to existing structures and size. Partially vacant parcels that have a residence on them have 0.25-acre classified as unbuildable to account for the area dedicated to the street right-of-ways and other required infrastructure.[8]

For the purpose of this housing report, evaluation of the City of Union does not have unbuildable land constraints due to slope, riparian areas, floodplain, flashflood hazard and/or high/shallow bedrock. Table 3, the City of Union's inventory of buildable land, was developed by sorting all tax lots within residential, commercial and industrial plan designations, removing lots in the proposed Public Facilities Zone (PF), removing obvious semi-public developments (such as libraries, parks, etc) and removing lots with significant visible development (2008 aerial view).

The column showing the "gross buildable acres" was determined by subtracting committed or "unbuildable acres" from "total acres" to calculate the available land supply. As shown in Table 3, a total of 350.19 gross acres of land in the City of Union and within UGB are classified as buildable and vacant out of a total of 220 vacant parcels containing 394 total acres. Table 3 includes buildable lands in all

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[6] **660-024-0050** (1) When evaluating or amending a UGB, a local government must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs determined in OAR 660-024-0040. For residential land, the buildable land inventory must include vacant and redevelopable land, and be conducted in accordance with OAR 660-007-0045 or 660-008-0010, whichever is applicable, and ORS 197.296 for local governments subject to that statute.

[7] **660-008-0005** (7) "Redevelopable Land" means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.

[8] **660-024-0050** (3) As safe harbors when inventorying land to accommodate industrial and other employment needs, a local government may assume that a lot or parcel is vacant if it is: (a) Equal to or larger than one-half acre, if the lot or parcel does not contain a permanent building; or (b) Equal to or larger than five acres, if less than one-half acre of the lot or parcel is occupied by a permanent building.

zoning designations within the UGB, however only R-1 zoned buildable land is used to estimate housing needs and supply.

Table 3: Inventory of Buildable Land

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Buildable Acres	Notes
04S 39E						
7700	I	Partially Vacant	52.09	5	47.09	625 total parcel acreage
04S 39E 13						
1600	I	Vacant	8.89	0.96	7.93	14.22 total parcel acreage
04S 39E 13DA						
200	R-1	Vacant	6.82	0	6.82	
202	R-1	Vacant	0.41	0	0.41	
207	R-1	Vacant	0.39	0	0.39	
208	R-1	Vacant	0.39	0	0.39	
209	R-1	Vacant	0.40	0	0.40	
210	R-1	Vacant	0.40	0	0.40	
212	R-1	Vacant	0.41	0	0.41	
215	R-1	Vacant	0.82	0	0.82	
216	R-1	Vacant	0.83	0	0.83	
220	R-1	Vacant	0.10	0	0.10	
225	R-1	Vacant	0.77	0	0.77	
04S 39E 13DB						
100	R-1	Vacant	16.02	0	16.02	
200	R-1	Partially Vacant	4.00	1.77	2.23	
300	R-1	Vacant	12.03	0	12.03	
400	R-1	Vacant	2.68	0	2.68	
900	R-1	Partially Vacant	0.92	0.46	0.46	
1300	R-1	Vacant	0.24	0	0.24	
04S 39E 13DC						
900	R-1	Vacant	0.48	0	0.48	
1000	R-1	Vacant	0.48	0	0.48	
1100	R-1	Vacant	0.48	0	0.48	
1400	R-1	Vacant	0.45	0	0.45	
1500	R-1	Vacant	0.45	0	0.45	
1600	R-1	Vacant	0.45	0	0.45	
1700	R-1	Vacant	0.45	0	0.45	
1800	R-1	Vacant	0.45	0	0.45	
1900	R-1	Vacant	0.45	0	0.45	
2200	R-1	Vacant	0.56	0	0.56	
2300	R-1	Vacant	0.56	0	0.56	
2501	R-1	Vacant	3.00	0	3.00	
3800	R-1	Partially Vacant	0.79	0.03	0.76	
04S 39E 13DD						
104	R-1	Vacant	0.26	0	0.26	
302	R-1	Partially Vacant	2.85	1.08	1.77	
800	R-1	Vacant	3.26	0	3.26	
1100	I	Vacant	3.17	0	3.17	Zone changing to R-1

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Build-able Acres	Notes
04S 39E 13DD						
1300	I	Vacant	5.65	0	5.65	Zone changing to R-1
04S 39E 24						
101	R-1	Partially Vacant	10.02	0.92	9.10	
102	R-1	Vacant	1.00	0	1.00	29.44 total parcel acreage
04S 39E 24AA						
400	I	Vacant	21.40	0	21.40	
500	I	Vacant	0.06	0	0.06	
04S 39E 24AD						
200	R-1	Vacant	1.22	0	1.22	
600	R-1	Vacant	0.46	0	0.46	
700	R-1	Vacant	0.52	0	0.52	
800	R-1	Vacant	0.52	0	0.52	
900	R-1	Vacant	0.52	0	0.52	
1000	R-1	Vacant	0.46	0	0.46	
1300	R-1	Partially Vacant	4.92	2.09	2.83	9.56 total parcel acreage
1702	R-1	Partially Vacant	3.04	1.45	1.59	
1900	R-1	Vacant	0.78	0	0.78	
1901	R-1	Vacant	2.31	0	2.31	
2000	R-1	Vacant	2.29	0	2.29	6.76 total parcel acreage
04S 40E 18						
300	R-1	Partially Vacant	5.26	1.57	3.69	14.62 total parcel acreage
400	R-1	Partially Vacant	7.64	2.67	4.97	
600	R-1	Partially Vacant	1.94	0.74	1.20	
700	R-1	Partially Vacant	5.79	0.60	5.19	
800	R-1	Vacant	7.14	0	7.14	
1100	R-1	Vacant	2.00	0	2.00	
1300	R-1	Partially Vacant	2.36	1.31	1.05	5.45 total parcel acreage
1400	R-1	Vacant	8.91	0	8.91	
1501	R-1	Vacant	7.07	0	7.07	
1600	R-1	Partially Vacant	1.61	0.83	0.78	
04S 40E 18BC						
100	R-1	Vacant	2.85	0	2.85	
300	R-1	Vacant	1.86	0	1.86	
500	R-1	Partially Vacant	2.82	0.41	2.41	
600	R-1	Vacant	0.50	0	0.50	
700	R-1	Partially Vacant	4.88	1.28	3.60	
1001	R-1	Vacant	0.83	0	0.83	
1101	R-1	Partially Vacant	1.03	0.19	0.84	
1402	R-1	Vacant	0.81	0	0.81	
04S 40E 18BD						
200	R-1	Partially Vacant	5.15	2.70	2.45	
300	R-1	Partially Vacant	0.91	0.40	0.51	
400	R-1	Partially Vacant	2.43	0.30	2.13	
500	R-1	Partially Vacant	4.99	0.94	4.05	

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Buildable Acres	Notes
04S 40E 18BD						
1106	R-1	Vacant	0.24	0	0.24	
1200	R-1	Partially Vacant	1.91	0.84	1.07	
1400	R-1	Partially Vacant	1.39	0.64	0.75	
04S 40E 18CA						
300	R-1	Partially Vacant	0.46	0.23	0.23	
3300	R-1	Partially Vacant	0.46	0.21	0.25	
3901	R-1	Vacant	0.23	0	0.23	
4001	R-1	Vacant	0.17	0	0.17	
4300	R-1	Partially Vacant	0.46	0.28	0.18	
4600	R-1	Partially Vacant	0.46	0.25	0.21	
5100	R-1	Partially Vacant	0.46	0.30	0.16	
5200	R-1	Partially Vacant	0.46	0.23	0.23	
5600	R-1	Partially Vacant	0.46	0.32	0.14	
6100	R-1	Partially Vacant	0.46	0.31	0.15	
6300	R-1	Partially Vacant	0.47	0.15	0.32	
04S 40E 18CB						
400	R-1	Partially Vacant	0.52	0.25	0.27	
601	R-1	Partially Vacant	0.55	0.31	0.24	
800	R-1	Partially Vacant	5.50	0.64	4.86	
2600	R-1	Partially Vacant	0.92	0.44	0.48	
2700	R-1	Vacant	0.23	0	0.23	
2703	R-1	Vacant	0.23	0	0.23	
04S 40E 18CC						
1200	R-1	Partially Vacant	0.92	0.25	0.67	
1300	R-1	Partially Vacant	0.46	0.23	0.23	
1303	R-1	Partially Vacant	0.64	0.23	0.41	
1900	R-1	Vacant	0.11	0	0.11	
2000	R-1	Vacant	0.18	0	0.18	
2600	R-1	Vacant	0.11	0	0.11	
3901	R-1	Vacant	0.24	0	0.24	
4000	R-1	Partially Vacant	3.44	1.18	2.26	
4002	R-1	Vacant	0.14	0	0.14	
4200	R-1	Partially Vacant	0.57	0.32	0.25	
4301	R-1	Vacant	0.12	0	0.12	
4590	R-1	Vacant	0.15	0	0.15	
5600	C-1	Vacant	0.49	0	0.49	
04S 40E 18CD						
200	R-1	Partially Vacant	0.29	0.19	0.10	
2605	R-1	Vacant	0.23	0	0.23	
2607	R-1	Vacant	0.23	0	0.23	
2616	I	Vacant	0.52	0	0.52	Zone changing to C-2
2626	R-1	Vacant	0.23	0	0.23	
2628	R-1	Vacant	0.19	0	0.19	
4400	I / C-1	Partially Vacant	2.00	0.38	1.62	Split Zoned - I going to C-2
4402	C-1	Vacant	0.51	0	0.51	

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Build-able Acres	Notes
04S 40E 18DB						
203	R-1	Vacant	0.31	0	0.31	
600	R-1	Partially Vacant	0.92	0.46	0.46	
1000	R-1	Partially Vacant	0.92	0.23	0.69	
04S 40E 18DC						
400	R-1	Partially Vacant	0.46	0.23	0.23	
700	R-1	Vacant	5.21	0	5.21	
712	R-1	Vacant	0.45	0	0.45	
717	R-1	Vacant	0.43	0	0.43	
719	R-1	Vacant	1.64	0	1.64	
723	R-1	Vacant	0.29	0	0.29	
737	R-1	Vacant	0.27	0	0.27	
741	R-1	Vacant	0.27	0	0.27	
800	R-1	Vacant	1.07	0	1.07	
04S 40E 19						
400	R-1	Vacant	20.52	0	20.52	
04S 40E 19AB						
204	R-1	Vacant	0.61	0	0.61	
205	R-1	Vacant	0.73	0	0.73	
206	R-1	Vacant	1.73	0	1.73	
207	R-1	Vacant	1.93	0	1.93	
208	R-1	Vacant	7.84	0	7.84	
401	R-1	Vacant	0.01	0	0.01	
500	R-1	Vacant	2.63	0	2.63	
606	R-1	Vacant	0.19	0	0.19	
800	I	Vacant	0.63	0	0.63	Zone changing to C-2
04S 40E 19AC						
200	R-1	Vacant	1.63	0	1.63	
201	R-1	Vacant	0.82	0	0.82	
202	R-1	Vacant	2.42	0	2.42	
203	R-1	Vacant	0.82	0	0.82	
205	R-1	Vacant	0.81	0	0.81	
206	R-1	Vacant	0.42	0	0.42	
207	R-1	Vacant	0.59	0	0.59	
300	R-1	Vacant	3.03	0	3.03	
301	R-1	Partially Vacant	5.01	1.59	3.42	7.43 total parcel acreage - Zone changing to C-3
04S 40E 19BA						
101	I	Vacant	0.45	0	0.45	Zone changing to C-2
104	I	Vacant	0.45	0	0.45	Zone changing to C-2
200	I	Vacant	0.22	0	0.22	Zone changing to C-2
201	I	Vacant	0.10	0	0.10	Zone changing to C-2
300	I	Vacant	0.23	0	0.23	Zone changing to C-2
1900	C-1	Vacant	0.23	0	0.23	
2306	R-1	Vacant	0.11	0	0.11	
2900	R-1	Partially Vacant	1.00	0.20	0.80	
3800	C-1	Vacant	0.23	0	0.23	

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Build-able Acres	Notes
04S 40E 19BA						
3900	C-1	Vacant	0.23	0	0.23	
5200	C-1	Vacant	0.19	0	0.19	
8000	C-1	Vacant	0.23	0	0.23	
8100	C-1	Vacant	0.23	0	0.23	
04S 40E 19BB						
1200	C-1	Partially Vacant	0.11	0.03	0.08	
1300	C-1	Partially Vacant	0.10	0.03	0.07	
1400	C-1	Vacant	0.03	0	0.03	
2700	R-1	Vacant	0.96	0	0.96	
3101	R-1	Vacant	0.24	0	0.24	
3702	R-1	Vacant	0.24	0	0.24	
5200	C-1	Vacant	0.11	0	0.11	
8200	R-1	Vacant	0.26	0	0.26	
8501	R-1	Vacant	0.24	0	0.24	
04S 40E 19BC						
300	R-1	Vacant	0.22	0	0.22	
400	R-1	Vacant	0.23	0	0.23	
1000	R-1	Vacant	0.24	0	0.24	
1300	R-1	Vacant	0.24	0	0.24	
1600	R-1	Partially Vacant	0.96	0.32	0.64	
2300	R-1	Partially Vacant	0.48	0.22	0.26	
2400	R-1	Vacant	0.12	0	0.12	
3600	R-1	Vacant	0.24	0	0.24	
3901	R-1	Vacant	0.06	0	0.06	
4100	R-1	Partially Vacant	1.11	0.58	0.53	
4200	R-1	Vacant	0.24	0	0.24	
4300	R-1	Vacant	0.24	0	0.24	
4301	R-1	Vacant	0.31	0	0.31	
5701	C-2	Vacant	0.16	0	0.16	
5802	C-2	Vacant	0.23	0	0.23	Zone changing to R-1
04S 40E 19BD						
107	R-1	Partially Vacant	2.75	1.07	1.68	
400	R-1	Vacant	0.31	0	0.31	
1400	R-1	Partially Vacant	0.48	0.24	0.24	
1700	C-2	Vacant	0.28	0	0.28	
2303	C-2	Vacant	0.24	0	0.24	
04S 40E 19CA						
100	R-1 / C-2	Vacant	5.40	0	5.40	
101	R-1	Vacant	0.28	0	0.28	
102	R-1	Vacant	0.30	0	0.30	
103	R-1	Vacant	0.21	0	0.21	
104	R-1	Vacant	0.27	0	0.27	
105	R-1	Vacant	0.26	0	0.26	
106	R-1	Vacant	0.22	0	0.22	
107	R-1	Vacant	0.20	0	0.20	
108	R-1	Vacant	0.20	0	0.20	

Parcel	Zone	Classification	Total Acres w/in UGB	Unbuildable Acres	Gross Build-able Acres	Notes
04S 40E 19CA						
109	R-1	Vacant	0.27	0	0.27	
110	R-1	Vacant	0.33	0	0.33	
111	R-1	Vacant	0.32	0	0.32	
112	R-1	Vacant	0.20	0	0.20	
113	R-1	Vacant	0.19	0	0.19	
114	R-1	Vacant	0.19	0	0.19	
115	R-1	Vacant	0.20	0	0.20	
116	R-1	Vacant	0.20	0	0.20	
117	R-1	Vacant	0.18	0	0.18	
118	R-1	Vacant	0.19	0	0.19	
119	R-1	Vacant	0.18	0	0.18	
120	R-1	Vacant	0.20	0	0.20	
121	R-1	Vacant	0.20	0	0.20	
300	C-2	Vacant	0.23	0	0.23	
900	C-2	Vacant	0.61	0	0.61	
1200	R-1 / C-2	Partially Vacant	5.99	1.43	4.56	
04S 40E 19CB						
100	C-2	Vacant	0.51	0	0.51	
200	C-2	Vacant	0.34	0	0.34	
302	R-1 / C-2	Vacant	0.13	0	0.13	Zone changing to R-1
500	C-2	Partially Vacant	1.67	0.64	1.03	
1701	R-1	Vacant	1.59	0	1.59	
04S 40E 19CD						
400	C-2	Partially Vacant	3.25	1	2.18	
800	C-2	Vacant	0.97	0	0.97	
		Total	**394**	**44**	**350**	

Table 4 totals the inventory of vacant parcels by land zones within Union's UGB. Figure 2 on the following page shows the vacant and partially vacant lots located within Union's UGB.

Table 4: Buildable Land by Zone

Zone	Buildable Acreage Within UGB	# of Buildable Parcels Within UGB
R-1	241.17	180
R-1 / C-2	10.09	3
I	87.45	12
I / C-1	1.62	1
C-1	2.63	12
C-2	7.23	12
Total	**350.19**	**220**

CITY OF UNIOIN
Figure 2: -
Vacant and Partially Vacant
March 2013
Legend
Land Use Classifications
Vacant
Partially Vacant
Urban Growth Boundary
City Limits
N
0
1,100
2,200
Feet

3.5 Actual (Net) Buildable Acres

In accordance with OAR 660-024-0040(10)[9], an additional amount of land equal to 25 percent of the net buildable acres was added to net buildable acres to determine residential land need. Since the City of Union does not have substantial constraints (such as slopes and soils that would prohibit building), it is assumed that 25% of the buildable acreage of the parcel is deducted to allow for infrastructure, utilities and right of ways for residential and commercial parcels and 20% is deducted for industrial parcels (provided by the DLCD staff). Data provided from the Benkendorf report stipulates a 25% deduction for infrastructure based upon deducting steep slopes, Goal 5 and 7 resources, utility rights of way, etcetera. Table 5 shows the net buildable acres, or the actual land supply.

Table 5: Inventory of Actual Land Supply by Land Zone

Land Zone Description	Zone	Gross Buildable Acres	Actual (Net) Buildable Acres
Residential	R-1	241.17	180.88
Residential / Heavy Commercial	R-1 / C-2	10.09	7.57
Industrial*	I	87.45	69.96
Industrial* / General Commercial	I / C-1	1.62	1.26
General Commercial	C-1	2.63	1.97
Heavy Commercial	C-2	7.23	5.42
Total		**350.19**	**267.06**

*Industrial net acreage 20% reduction of gross as per DLCD staff.

[9] **660-024-0040** (10) As a safe harbor during periodic review or other legislative review of the UGB, a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs under section (4) of this rule, and in conformance with the definition of "Net Buildable Acre" as defined in OAR 660-024-0010(6).

4.0 Residential Land Needs Analysis

This section analyzes housing needs and public/semi-public land needs (that are typically met on land designated for residential use) in a combined residential land needs analysis. The analysis considered data included in Goal 9: Economy, local zoning and policy preferences, and state administrative rules to recommend housing types and densities that will meet Union's housing needs during the 20-year planning period (ending in 2028). Ultimately, this section also projects the amount of residential land that will be needed to meet public and semi-public needs during the 20-year planning period.

This analysis outlines a forecast of housing need within the City of Union's Urban Growth Boundary. The housing need forecast was generated through 2028. The primary data sources used in generating this forecast were the U.S. Census, Claritas Inc. (third-party market data source), and the 20-year Employment Forecast included in this report. Other sources are identified as appropriate.

4.1 Residential (R-1) Land Need Findings and Justification

4.1.1 Land Need 660-024-0040

Cities in Oregon are required to base land need forecasts and decisions on criteria and methodologies depicted within OAR 660 Division 24 section 40.

"(1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision..."

The City of Union is basing its need for land, housing, employment, and public facilities on the 20-year population forecast as adopted by Union County.

Subsections (2) and (3) of this rule specify when and under what conditions a local government may review and amend its UGB.

The 20-year planning period began in 2008 when the Goal 9 and 10 Reports were originally prepared for the City of Union by The Benkendorf Associates Corp. in cooperation with Johnson Reid, LLC, both from Portland, Oregon. The work was expected to be completed in 2009 and adopted prior to 2010. Due to various factors, updating and adopting Goal 10 was put on hold until January 2013. As a consequence, 2008 data is being utilized to update the 20-year urban growth boundary (UGB).

(5) Except for a metropolitan service district described in ORS 197.015(13), the determination of 20-year employment land need for an urban area must comply with applicable requirements of Goal 9 and OAR chapter 660, division 9, and must include a determination of the need for a short-term supply of land for employment uses consistent with 660-009-0025. Employment land need may be based on an estimate of job growth over the planning period; local government must provide a reasonable justification for the job growth estimate but Goal 14 does not require that job growth estimates necessarily be proportional to population growth. Local governments in Crook, Deschutes or Jefferson Counties may determine the need for Regional Large-Lot Industrial Land by following the provisions of 660-024-0045 for areas subject to that rule.

4.2 OAR 660-024-0040 Housing Density and Mix Safe Harbor

As shown in section 2.0, Union's "safe harbor" 2028 population projection is 2,312 – an increase of 329 people during the planning period. This population increase translates to 141 new dwelling units. OAR 660-024-040[10] offers both housing mix and housing density "safe harbor" options for accommodating 83 new dwelling units. Table 6 shows the Housing Density and Mix Safe Harbors found in the Goal 14 administrative rule:

Table 6: Goal 14 Rule Housing Density and Mix Safe Harbors

A. Coordinated 20-Year Population Forecast	B. Housing Density Safe Harbor (dwelling units per net buildable acre)	C. Housing Mix Safe Harbor (% of Dwelling Units that must be allowed by zoning)		
		Low Density Residential	Medium Density Residential	High Density Residential
Less than 2,500	• Required Overall Minimum: 3 • Assume for UGB Analysis: 4 • Zone to Allow: 6	70%	20%	10%

Source: OAR 660-024a Table 1

The City's population projection is under 2,500, the City's "safe harbor" density for purposes of planning for 20-year land need results in four dwelling units per net (or actual) buildable acre for all needed housing types (including multiple-family and attached single-family housing). Under the safe harbor program, the cumulative zoning districts (all residential units within the UGB) must ensure actual development on buildable land will occur at three dwelling units per net (or actual) acre or more. The City of Union must also allow at least six dwelling units per net buildable acre. This standard is met by determining the number of dwelling units that the City permits in each of its residential zoning districts. The safe harbor standard is designed to ensure that local zoning allows a mix of 70% low density residential, 20% medium density residential and 10% high density residential development.

4.2.1 City of Union's Zoning District Summary

The City of Union currently has one existing zoning district specifically for residential uses. It allows a minimum of 2.18 dwelling units per acre (du/acre) and a maximum of 15 du/acre. These minimums for single family dwellings and density for multi-family dwellings[11] meet the established standards set forth in the Safe Harbor Standard for all density ranges. The City allows housing densities that are greater for high density residential than shown in the safe harbor housing densities.

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[10] OAR 660-024-0040(8)(f): "A local government outside of the Metro boundary may determine housing needs for purposes of a UFB amendment using combined Housing density and Housing Mix Safe harbors described in this subsection and in Table 1, or in combination with the Alternative Density safe harbor described under subsection (g) of this section and in Table 2. To meet the House Density safe harbor in this subsection, the local government may assume for UGB analysis that all buildable land in the urban area, including land added to the UGB, will develop at the applicable average overall density specified in column B of Table 1. Buildable land in the UGB, including land added to the UGB, must also be zoned to allow at least the average overall maximum density specified as Zone to Allow column B of Table 1. Finally, the local government must adopt zoning that ensures buildable land in the urban area, including land added to the UGB, cannot develop at an average overall density less than the applicable Required Overall Medium density specified in column B of Table 1. To meet the Housing Mix safe harbor in this subsection, the local government must Zone to Allow the applicable percentages of low, medium and high density residential specified in column C of Table 1."

[11] City of Union: Ordinance No. 337 defines "Multi-family dwelling" as a building or portion thereof, designed for occupancy by more than two families living independently of each other.

As dictated in OAR 660-024a Table 1, the specified mix percentage is a maximum and allows local governments to provide a lower percentage. The following table describes the City of Union zoning ordinance minimum lot sizes, density ranges, and housing types in each of the residential zones.

Table 7: City of Union Chapter 8, Ordinance No. 337 Zone Summary

Zone	Minimum Lot Size (SF or acre)	Density Range (dwelling units/acre)	Housing Density Category
R-1	• 7,500 SF • 20,000 SF for single-family or 2-family (no city sewer service)* • For multi-family: 10,000 SF for 1st 2 units, 2,500 SF for each additional	2.18	Low Density Residential
		2.18-3.4	Medium Density Residential*
		8-15	High Density Residential

*There is no residential land outside City of Union UGB; therefore, there is no land that falls under this criteria.

4.2.2 Housing Need Based on Safe Harbor

Table 8 shows the percentage and number of housing units that need to be allocated to the Union residential zoning district to meet safe harbor standards, as well as the resulting acreage need.

Table 8: Safe Harbor Units, Density and Acre Need

Housing Type/Zone	Percent	Total New Dwelling Units	Density (DU / Net Acre)	Acre Need (Net)	Density (DU/Gross Acre @ 25%)	Acre Need (Gross)
Residential (R-1)	100%	141	4	35.25	3	47

Based on Table 8, Union will need approximately 47 gross buildable acres to meet housing needs during the 20-year planning period.

4.3 Analysis of Demographic, Household Income and Housing Cost Trends

4.3.1 Summary of key findings related to household incomes and housing costs

Goal 10 (Housing) and its administrative rule[12] require that cities provide for housing options that are affordable to existing and future residents of a community. The following bullets summarize the information found for the City of Union from Census data from the 2000 Census:

- The median owner value of owner-occupied housing units is 2.78 times median household income in 2000, compared with the State, which is at 3.72.
- Families who pay more than 30% of their income for housing are considered cost burdened. A little over 20% of Union County pays more than 30% of their income for housing expenditures. 29% of households in the City of Union are cost burdened compared with approximately 25% of Oregon households are cost burdened by their home.
- The majority of housing units in the City of Union are 1-unit, detached, which is almost 12% higher than Union County and 6% higher than the State.
- An estimated 79.1% of housing units are ownership units, while an estimated 20.9% of housing units are rental units.

[12] OAR Chapter 660, Division 008

- The majority of housing units in Union are seasoned low to moderately-valued single family and mobile home units.

4.3.2 Summary of key demographic and housing trends in Union

The demographic and housing trends information included in this report are taken from Goal 9: Economy report for the City of Union (2008). The study performed by TBAC in 2008 summarized the City had a smaller share of young adults and a greater proportion of its population 65-74 years of age than the County or State averages. Also, TBAC reported there was a much higher rate of households with individuals 65 years of age and older in the City (compared with the County and State averages).

In addition to survey data collected, TBAC used U.S. Census data from the 2000 Census. At that time, the City of Union had a very sluggish annual growth rate of 0.20% (30 persons). In the 2010 Census, the City of Union had a growth rate of 9.0%.

4.3.3 Translating Housing and Affordability Trends to Density and Mix

Goal 10 (Housing) requires that cities project housing needs, over the 20-year planning period, by housing type and density. ORS 197.303[13] requires that every city in Oregon plan for the following "needed housing types":

- Single-family detached (detached homes on individual lots)
- Single-family attached (row homes with common walls on individual lots)
- Manufactured homes on individual lots
- Manufactured homes in manufactured dwelling parks
- Multiple-family housing (duplexes)

Goal 14, (OAR Chapter 660, Division 24) offers what are called "safe harbors" for projecting 20-year housing needs. As the term implies, the advantage of using a "safe harbor" is that potential opponents of any future UGB expansion, including DLCD itself, cannot object to a local government's housing need projection *if* the projection is consistent with the provisions of OAR 660-024-0040. Any reasonable projection of housing need by type and density for Union will have a result that is *similar* to the "safe harbor" options previously described

4.3.4 Current Housing Profile

The profile of current housing conditions in the study area is based on data from Claritas Inc., which derives its data from the Nielson market research, and U.S. Census data on the block level. Current population and households estimates were cross referenced with the Union County coordinated population forecast and data from the Population Research Center at Portland State University, and the U.S. Census.

TBAC, et al, estimate a 2008 population of 1,983, living in 798 households. Average household size is 2.48 persons (compared to 2.5 statewide). The estimated current vacancy rate of housing units is 6.0%.

Table 9: Profile of Housing Conditions (2008)

[13] ORS 197.307 Effect of need for certain housing in urban growth areas: approval standards for certain residential development and placement standards for approval of manufactured dwellings

CURRENT HOUSING STATUS (2008)			SOURCE
Total 2008 Population:	1,983		Claritas[1]
- Estimated group housing population:	0	(0% of Total)	Claritas
Estimated 2008 Population:	**1,983**	(Total - Group)	
Estimated 2008 Households:	**798**		Claritas
Avg. HH Size:	2.48	(Pop/HH)	Claritas
Total Housing Units:	**849**		Claritas
Occupied Housing Units:	798		Claritas
Vacant Housing Units:	51		
Current Vacancy Rate:	6.0%		

1/ Claritas estimates were cross-referenced with estimates from the Union County Coordinated Population Forecast and PSU Population Research Center.

Developed by: TBAC

4.3.5 Estimate of Current Housing Need

Following the establishment of the current housing profile, an analysis was performed which considered the propensity of households in specific age and income levels to either rent or own their home in order to derive the current need for ownership and rental housing units and the affordable cost level of each. This presents a snapshot of current housing need equal to the number of households in the study area.

Table 10: Estimate of Current Housing Need (2008)

Ownership				Rental				
Price Range	# Units	% of Units	Cumulative	Rent	# Units	% of Units	Cumulative	
$0 - 50k	45	6.8%	6.8%	$0 - 250	46	33.9%	33.9%	
$50k - 70k	46	6.9%	13.8%	$250 - 375	12	8.8%	42.7%	
$70k - 90k	51	7.8%	21.5%	$375 - 500	19	13.7%	56.5%	
$90k - 120k	52	7.8%	29.4%	$500 - 625	12	8.9%	65.3%	
$120k - 160k	82	12.4%	41.7%	$625 - 875	16	11.8%	77.2%	
$160k - 230k	175	26.4%	68.1%	$875 - 1,250	18	13.3%	90.5%	
$230k - 350k	124	18.7%	86.9%	$1,250 - 1,875	13	9.5%	100.0%	
$350k - 460k	43	6.5%	93.4%	$1,875 - 2,500	0	0.0%	100.0%	
$460k - 690k	32	4.8%	98.2%	$2,500 - 3,750	0	0.0%	100.0%	
$690k +	12	1.8%	100.0%	$3,750 +	0	0.0%	100.0%	All Units
Totals:	**663**	**% of All:**	**83.0%**	**Totals:**	**135**	**% of All:**	**17.0%**	**798**

Sources: Claritas, U.S. Census Bureau, Johnson Gardner

Developed by: TBAC

The price levels presented above assumes that an "affordable" housing payment equals 30% of a household's gross income. The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 6.5%, with 15% down payment.

4.3.6 Current Housing Inventory

The profile of current housing needs represents the preference and affordability levels of households. In reality, the current housing inventory differs from this profile, meaning that some households find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or the lack of available higher end turn-key homes.

A profile of current housing inventory in the City of Union was determined using Census data from the 2000 Census, which provides profile of housing values, rent levels and housing types (single family, attached, mobile home, etc.).

The following figure presents a profile of housing inventory of ownership and rental housing in the study area.

- An estimated 79.1% of housing units are ownership units, while an estimated 20.9% of housing units are rental units.
- The majority of housing units in Union are seasoned low to moderately- valued single family and mobile home units.

Table 11: Profile of Current Housing Inventory (2008)

OWNERSHIP HOUSING									
Price Range	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
$0 - 50k	112	0	0	0	21	0	132	19.7%	19.7%
$50k - 70k	140	0	0	0	26	0	166	24.6%	44.3%
$70k - 90k	140	0	0	0	26	0	166	24.6%	69.0%
$90k - 120k	98	0	0	0	18	0	116	17.3%	86.2%
$120k - 160k	46	0	0	0	8	0	54	8.0%	94.3%
$160k - 230k	20	0	0	0	4	0	23	3.5%	97.8%
$230k - 350k	13	0	0	0	2	0	15	2.2%	100.0%
$350k - 460k	0	0	0	0	0	0	0	0.0%	100.0%
$460k - 690k	0	0	0	0	0	0	0	0.0%	100.0%
$690k +	0	0	0	0	0	0	0	0.0%	100.0%
Totals:	566	0	0	0	105	0	672	% of All Units:	79.1%
Percentage:	84.3%	0.0%	0.0%	0.0%	15.7%	0.0%	100.0%		

RENTAL HOUSING									
Price Range	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
$0 - 250	4	2	0	3	4	0	13	7.2%	7.2%
$250 - 375	15	5	1	2	10	0	32	18.3%	25.5%
$375 - 500	25	7	1	1	16	0	50	28.1%	53.6%
$500 - 625	15	5	1	3	11	0	35	19.9%	73.6%
$625 - 875	17	6	1	4	13	0	41	23.2%	96.7%
$875 - 1,250	8	1	0	0	2	0	6	3.3%	100.0%
$1,250 - 1,875	5	0	0	0	0	0	0	0.0%	100.0%
$1,875 - 2,500	3	0	0	0	0	0	0	0.0%	100.0%
$2,500 - 3,750	0	0	0	0	0	0	0	0.0%	100.0%
$3,750 +	0	0	0	0	0	0	0	0.0%	100.0%
Totals:	91	25	4	0	57	0	177	% of All Units:	20.9%
Percentage:	51.3%	13.9%	2.5%	0.0%	32.3%	0.0%	100.0%		

TOTAL HOUSING UNITS								
	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units
Totals:	657	25	4	0	163	0	849	100%
Percentage:	77.4%	2.9%	0.5%	0.0%	19.2%	0.0%	100.0%	

Source: Claritas, U.S. Census Bureau, Johnson Gardner

Developed by: TBAC

4.3.7 Reconciliation of Current Housing Needs with Current Inventory

A comparison of estimated current housing needs with current inventory identifies the existing discrepancies between needs and what is actually available. In general, this identifies a current need for

units at the lower and upper levels, and a surplus of housing in the middle income bands. This reflects that most housing stock will be found near the median price and rent levels, with lower income households stretching to pay these prices, and upper income households tending to live in homes costing somewhat less than they can afford based on our definition of "affordable."

Table 12: Comparison of Current Need to Current Inventory

Ownership				Rental			
Price Range	Estimated Current Need	Estimated Current Supply	Unment Need or (Surplus)	Rent	Estimated Current Need	Estimated Current Supply	Unment Need or (Surplus)
$0 - 40k	45	132	(87)	$0 - 250	46	13	33
$40k - 70k	46	166	(120)	$250 - 375	12	32	(20)
$70k - 90k	51	166	(114)	$375 - 500	19	50	(31)
$90k - 110k	52	116	(64)	$500 - 625	12	35	(23)
$110k - 150k	82	54	28	$625 - 875	16	41	(25)
$150k - 220k	175	23	152	$875 - 1,250	18	6	12
$220k - 330k	124	15	109	$1,250 - 1,875	13	0	13
$330k - 440k	43	0	43	$1,875 - 2,500	0	0	0
$440k - 650k	32	0	32	$2,500 - 3,750	0	0	0
$650k +	12	0	12	$3,750 +	0	0	0
Totals:	**663**	**672**	**(9)**	**Totals:**	**135**	**177**	**(42)**

Occupied Units:	**798**
All Housing Units:	**849**
Total Unit Surplus:	**(51)**

Sources: Claritas, U.S. Census Bureau, Johnson Gardner

Developed by: TBAC

4.4 Future Housing Needs

4.4.1 Future Housing Profile (2028)

The profile of future (20-year) housing conditions in the study area is based on the current housing profile, multiplied by an assumed projected future population growth rate. The projected population growth rate is based on Union County's adopted population forecast for the City of Union (Appendix A). The 20-year Employment Forecast presented in Goal 9 (previous chapter) of this report further substantiates the population growth rate based on economic and employment growth.

Based on the Union County adopted population forecast, the projected annual population growth rate is 0.77% for the City of Union. This growth rate represents 2,312 residents living in 932 households over the 20-year period. The future household average size is expected to maintain its current level which is 2.48 persons per household (Claritas).

Table 13: Profile of Future Housing Conditions

PROJECTED FUTURE HOUSING STATUS (2008 - 2028)		SOURCE
2008 Population (Minus Group Pop.)	1,983	Claritas[1]
Projected Growth Rate	0.77%	Union County[2]
Total 2028 Population:	2,312	
- Estimated group housing population:	0	Claritas
Estimated 2028 Population:	2,312	
Estimated 2028 Households:	932	
Avg. HH Size:	2.48	Claritas
Total Housing Units:	992	
Occupied Housing Units:	932	
Vacant Housing Units:	60	
Projected Vacancy Rate:	6.0%	Johnson Gardner

1/ Claritas estimates were cross-referenced with estimates from the Union County Coordinated Population Forecast and PSU Population Research Center.

2/ Union County Coordinated Population Forecast

Developed by: TBAC

4.4.2 Projection of Future Housing Need (2028)

The profile of future housing needs was derived using the same methodology used to determine the estimate of current housing need.

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2028 households and therefore includes the needs of current households.

4.4.3 Reconciliation of Future Housing Needs and Current Housing Inventory

The profile of total future housing need was reconciled with the current housing inventory to provide additional verification for the total future need for new housing units by type and price range. The value and rent levels of the current housing inventory were escalated over 20-years based on historical trends in home values and rent levels in the City of Union. (TBAC 2008)

Economic and demographic analysis supports there is a need for 141 new housing units over 20 years, with a stronger emphasis on higher price-point single family ownership units than is reflected in the current housing inventory. Of the new units needed, a greater share is projected to be single family types. (TBAC 2008)

Table 14: Projected Future Need for New Housing Units (2028)

OWNERSHIP HOUSING									
Price Range	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
$0 - 40k	-66	4	0	0	-21	0	-82	-48.6%	-48.6%
40k - 70k	-96	4	0	0	-26	0	-117	-69.5%	-118.0%
70k - 90k	-91	5	0	0	-26	0	-112	-66.6%	-184.7%
90k - 110k	-42	5	0	0	-18	0	-54	-32.2%	-216.8%
110k - 150k	38	8	0	0	-8	0	38	22.3%	-194.6%
150k - 220k	138	15	0	0	-4	0	150	88.6%	-106.0%
220k - 330k	169	18	0	0	-2	0	185	109.4%	3.4%
330k - 440k	77	7	0	0	0	0	84	49.8%	53.2%
440k - 650k	52	5	0	0	0	0	57	33.9%	87.1%
$650k +	20	2	0	0	0	0	22	12.9%	100.0%
Totals:	199	75	0	0	-105	0	**169**	**% All Units:**	129.0%
Percentage:	118.1%	44.3%	0.0%	0.0%	-62.5%	0.0%	100.0%		

RENTAL HOUSING									
Price Range	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units	Cummulative %
$0 - 250	24	4	1	-3	10	0	37	-96.6%	-96.6%
250 - 375	-8	-3	-1	-2	-7	0	-21	55.3%	-41.3%
375 - 500	-14	-5	-1	-1	-11	0	-31	81.5%	40.2%
500 - 625	-8	-3	-1	-3	-8	0	-23	59.8%	100.0%
625 - 875	-6	-3	-1	-4	-7	0	-21	55.8%	155.7%
875 - 1,250	4	2	0	0	4	0	11	-27.8%	127.9%
1,250 - 1,875	5	2	0	0	5	0	13	-35.1%	92.8%
1,875 - 2,500	-3	0	0	0	0	0	-3	7.2%	100.0%
2,500 - 3,750	0	0	0	0	0	0	0	0.0%	100.0%
$3,750 +	0	0	0	0	0	0	0	0.0%	100.0%
Totals:	-7	-5	-1	-12	-13	0	**-38**	**% All Units:**	-29.0%
Percentage:	18.2%	14.5%	2.6%	31.1%	33.6%	0.0%	100.0%		

TOTAL HOUSING UNITS								
	Single Family	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units	% of Units
Totals:	192	69	-1	-12	-118	0	**131**	**100%**
Percentage:	147.1%	53.0%	-0.8%	-9.0%	-90.3%	0.0%	100.0%	

Sources: Claritas, U.S. Census Bureau, Johnson Gardner

Developed by: TBAC

4.4.4 Comparison of Net Buildable Land Needed to Net Buildable Land Inventory

Table 15 below shows the assumptions used to calculate the number of potential residential units on the net buildable acreage figures by zoning district shown in Table 13 based on current housing and economic demographics. The table shows only net buildable land from Table 13 that is within the UGB. Only land within the UGB is considered for the Buildable Land Inventory (BLI). The following assumptions are made regarding housing types for each zone:

- 75 percent of the parcels in the R zone will develop as single-family detached units and 25 percent of the parcels will be utilized for multi-family dwellings (duplexes at 2 per parcel). Assuming single-family units at 3.40 units per net acre and duplexes at 8.0 units per acre, the overall average density would be 4 dwelling units per net acre.

Table 15: Potential Residential Units on Net Buildable Land

			Potential Residential Units				
Residential Zone	**Net buildable acreage**	**Density (DU/acre) and residential type (percentage)**	**Single-family detached**	**Single-family attached**	**Multi-family**	**Manu-factured homes**	**Total units**
Residential (R-1)	180.88	single-family detached (75%) multi-family (duplex) (25%) overall combined density: 4 units/ net acre	543	n/a	181	n/a	724
Total	**180.88**		**543**	**n/a**	**181**	**n/a**	**724**

Source: The Benkendorf Associates Corp.

As shown in Table 15 above, a total of 724 units (543 single-family detached and 181 multi-family (duplexes)) are estimated to be able to be built on the 180.88 net acres of buildable residential land zoned R-1, for an overall density of 4 units per net acre. There is no buildable residential land zoned R-2 or R-3.

4.5 Housing Need Findings

The housing mix and densities safe harbors in the City of Union assume 4 dwelling units per net buildable acre. The current residential (R-1) zone within the City of Union allows for all specified density mixes; low, medium and high residential. Typically, zoning of residential areas within the UGB encourage the specified mix density would be accomplished with three different residential zone designations. However, the R-1 zone, as it is described in the City of Union zoning ordinances, meets safe harbor standards, allocating residential land to achieve a mix of 70% low density residential, 20% medium density residential and 10% high density residential.

It is concluded that housing type and density safe harbors found in the Goal 14 rule are good approximations of the housing type and density that would result from a more detailed housing needs analysis.

5.0 Residential Capacity Analysis

This analysis compares the City of Union's residential land needs through 2028 with the City of Union's buildable lands inventory within the UGB to determine if there is a surplus or deficit of land available for the future. The primary data sources used in generating this analysis were the U.S. Census, Claritus Inc. (third-party market data source) and the 20-year Employment Forecast included in this report.

As shown in Table 16 below, the City of Union UGB contains, at a minimum, a surplus of 194.17 gross buildable acres of residential land. The calculation is based on 4 dwelling units/acre.

Table 16: Residential Surplus (or Deficit) Acreage by Zone Designation

Zone Designation	Land Supply*	Land Demand*	Land Surplus (Deficit)*
Residential 1 (R-1)	241.17	47	194.17

*All values are depicted in Gross Buildable Acres

6.0 Proposed Zone Changes

During the preparation of the Goal 10 Housing chapter (this report) and the Goal 9 Economy chapter, the City's Advisory Committee concluded that the zoning designations on several parcels in the City were not suited to or described by either the existing or planned use.

The committee identified the need to more accurately designate existing public facilities and uses. For that reason, the Advisory Committee recommended the creation of a new zone – Public Facility (PF) to be applied to existing public uses. This will enable the expansion or remodeling of existing public service uses consistent with public service standards.

The preparation of these two new Comprehensive Plan chapters also provided the committee with an opportunity to re-evaluate the zoning designations on other properties with disparate land uses and zones. For example, several properties with existing residences in established residential neighborhoods are designated Heavy Commercial. The proposed zone changes will more accurately reflect the existing conditions on specific properties as well as the future opportunities for the reuse of some of the parcels.

The following tables (Tables 17 and 18) describe and illustrate those parcels proposed to be re-zoned as a part of this updated Housing chapter of the Comprehensive Plan. A net reduction of 47.45 acres of residentially zoned city land (R-1) is the result.

Table 17: **Proposed Zone Changes**

From Zone	To Zone	Acreage	Parcels
Residential (R-1)	Public Facility (PF)	34.23	11
Residential (R-1)	Commercial Amusement (C-3)	35.2	0.89
Industrial (I)	Residential (R-1)	12.16	5.34
Industrial (I)	Heavy Commercial (C-2)	11.3	15.85
General Commercial (C-1)	Public Facility (PF)	1.53	7
Heavy Commercial (C-2)	Residential (R-1)	9.82	23.04
Heavy Commercial (C-2)	Public Facility (PF)	1.48	1
Total:		**105.72**	**64.12**

Table 18: Proposed Zone Changes by Tax Lot

Map	Tax Lot	Acres in UGB	Total Acres	Zone Designation	Zoning Change To	Notes
04S 39E 13DC	2500	2.02	2.02	R-1	PF	
04S 39E 13DD	900	1.68	2.54	I	R-1	Split Zoned
04S 39E 13DD	1000	0.68	0.68	I	R-1	
04S 39E 13DD	1100	3.17	3.17	I	R-1	
04S 39E 13DD	1101	0.46	0.46	I	R-1	
04S 39E 13DD	1200	0.52	0.52	I	R-1	
04S 39E 13DD	1300	5.65	5.65	I	R-1	
04S 40E 18CB	3500	0.56	0.56	R-1	PF	
04S 40E 18CB	3600	0.22	0.22	R-1	PF	
04S 40E 18CB	3700	0.14	0.14	R-1	PF	
04S 40E 18CC	4700	3.34	3.34	R-1	PF	
04S 40E 18CD	1000	0.45	0.45	R-1	PF	
04S 40E 18CD	2616	0.52	0.52	I	C-2	
04S 40E 18CD	2629	1.28	1.28	I	C-2	
04S 40E 18CD	4400	1.70	2.00	I	C-2	Split Zoned
04S 40E 18DC	701	1.49	1.49	I	C-2	
04S 40E 18DC	732	2.58	2.58	I	C-2	
04S 40E 18DC	734	0.35	0.35	I	C-2	
04S 40E 19	403	30.19	142.00	R-1	C-3	
04S 40E 19AB	800	0.63	0.63	I	C-2	
04S 40E 19AC	100	16.38	16.38	R-1	PF	
04S 40E 19AC	301	5.01	7.43	R-1	C-3	
04S 40E 19BA	100	0.23	0.23	I	C-2	
04S 40E 19BA	101	0.46	0.46	I	C-2	
04S 40E 19BA	103	0.46	0.46	I	C-2	
04S 40E 19BA	104	0.46	0.46	I	C-2	
04S 40E 19BA	105	0.23	0.23	I	C-2	
04S 40E 19BA	200	0.23	0.23	I	C-2	
04S 40E 19BA	201	0.11	0.11	I	C-2	
04S 40E 19BA	300	0.23	0.23	I	C-2	
04S 40E 19BA	2301	0.34	0.34	I	C-2	
04S 40E 19BA	2305	0.79	0.79	R-1	PF	
04S 40E 19BA	2400	1.45	1.45	R-1	PF	
04S 40E 19BA	4200	0.44	0.44	C-1	PF	
04S 40E 19BA	4500	0.11	0.11	C-1	PF	
04S 40E 19BB	4700	0.28	0.28	C-1	PF	
04S 40E 19BB	5600	0.13	0.13	C-1	PF	
04S 40E 19BB	5700	0.11	0.11	C-1	PF	
04S 40E 19BB	5800	0.11	0.11	C-1	PF	
04S 40E 19BB	5900	0.34	0.34	C-1	PF	
04S 40E 19BB	6000	0.96	0.96	R-1	PF	
04S 40E 19BB	7900	7.92	7.92	R-1	PF	
04S 40E 19BC	2500	0.25	0.25	C-2	R-1	
04S 40E 19BC	2600	0.22	0.22	C-2	R-1	
04S 40E 19BC	2700	0.22	0.22	C-2	R-1	
04S 40E 19BC	2800	0.11	0.11	C-2	R-1	
04S 40E 19BC	2801	0.14	0.14	C-2	R-1	
04S 40E 19BC	2900	0.23	0.23	C-2	R-1	

Map	Tax Lot	Acres in UGB	Total Acres	Zone Designation	Zoning Change To	Notes
04S 40E 19BC	2901	0.23	0.23	C-2	R-1	
04S 40E 19BC	3000	0.23	0.23	C-2	R-1	
04S 40E 19BC	3001	0.23	0.23	C-2	R-1	
04S 40E 19BC	5802	0.23	0.23	C-2	R-1	
04S 40E 19CA	1100	1.48	1.48	C-2	PF	
04S 40E 19CB	302	0.03	0.13	C-2	R-1	Split Zoned Lot
04S 40E 19CB	303	0.82	1.13	C-2	R-1	Split Zoned Lot
04S 40E 19CB	304	0.08	0.08	C-2	R-1	
04S 40E 19CB	401	1.05	1.05	C-2	R-1	
04S 40E 19CB	600	0.48	0.48	C-2	R-1	
04S 40E 19CB	601	0.51	0.51	C-2	R-1	
04S 40E 19CB	705	0.48	1.16	C-2	R-1	Split Zoned Lot
04S 40E 19CB	800	0.40	1.07	C-2	R-1	Split Zoned Lot
04S 40E 19CB	801	0.92	0.92	C-2	R-1	
04S 40E 19CB	804	0.78	0.78	C-2	R-1	
04S 40E 19CB	805	0.004	0.004	C-2	R-1	
04S 40E 19CB	901	0.43	1.47	C-2	R-1	Split Zoned Lot
04S 40E 19CB	1004	0.23	0.23	C-2	R-1	
04S 40E 19CB	1005	0.23	0.23	C-2	R-1	
04S 40E 19CB	1102	0.62	0.62	C-2	R-1	
04S 40E 19CB	1103	0.66	0.66	C-2	R-1	
	Total	**105.72**	**223.91**			

Table 19: Zone Acreage Changed by Zone

Zone Change	Acreage
Total acreage out of R-1	69.43
Total acreage out of I	23.46
Total acreage out of C-1	1.53
Total acreage out of C-2	11.30
Total acreage out of C-3	-
Total acreage into R-1	21.98
Total acreage into I	-
Total acreage into C-1	-
Total acreage into C-2	11.30
Total acreage into C-3	35.20
Total acreage into PF	37.24

The total amount residentially zoned land in the City of Union is 709.9 acres. After the zone changes, residential land supply is reduced to 662.45 acres. Taking into account vacant and partially vacant parcels, land inventory is reduced to a total of 241.17 acres of buildable residential land. Taking into account the approximation of a 25% reduction for steep slopes, soil conditions and unbuildable areas due to utility right-of-ways, the total residential land supply results in 180.88 buildable acres. This allows for a minimum of 543 and a maximum of 2,713 houses to potentially be constructed based on buildable land supply.

6.1 Urban Growth Boundary (UGB)

The City of Union is not proposing to expand the UGB.

Figure 3 on the following page shows all City of Union Zone Changes.

CITY OF UNION
Figure 3:
Union Zone Changes
March 2013
Legend
Union Zoning
Residential- R-1
Rural Residential- R-2
Farm Residential- R-3
Industrial- I
General Commercial- C-1
Heavy Commercial- C-2
Commercial Amusement- C-3
Exclusive Farm Use- A-1
Agricultural Forest- A-3
Public Facility
Union City Limits
Urban Growth Boundary
N
1 inch = 1,524 feet

7.0 Goals and Policies

Goal 1
Provide a range of housing types and densities, and meet existing and projected housing needs for all economic segments of the community.

Policies

- The City shall promote the preservation of all buildings that contribute to the historic significance of Union.
- The City shall encourage a diverse range of housing types available within its city limits.
- The City shall coordinate housing development with the social and economic needs of the community.
- The City shall recognize manufactured housing as a source of affordable housing.
- The City shall treat modular housing (prefabricated structures) meeting all building codes and placed on permanent foundations as single-family units, subject to the same location and density requirements as other single-family dwellings.
- The City shall ensure that manufactured homes will meet existing building requirements and conform to City, County and State standards. The City shall encourage subsidized housing for low-income households by implementing ordinance changes and subsequent city policies.
- The City shall require new housing developments to pay an equitable share of the cost of required capital improvements for public services.
- The City shall modify its zoning code to all Public Facility (PF) zone; and re-zone land as appropriate to avoid development/expansion issues of the existing facilities due to development standards in existing residential zones.
- The City shall work to improve the balance of jobs and housing within its jurisdictional boundaries by implementing zoning changes and subsequent city policies.

Goal 2
Provide for the appropriate location of residential development throughout the city.

Policies

- The City shall provide adequate land appropriately zoned for manufactured homes, duplexes and multi-family housing.
- The City shall enhance the development of pedestrian-oriented environments.
- The City shall encourage new construction to consider scale and character when building near national landmarks.
- The City shall encourage multi-family housing close to and in downtown by implementing ordinance changes and subsequent city policies.

- The City shall encourage an adequate supply of rental housing dispersed throughout the city to meet the needs of renters by implementing ordinance changes and subsequent city policies.
- The City shall strive to ensure that low and moderate income housing is not concentrated within particular areas of the city.
- The City shall encourage residential occupancy of upper floors within multi-story commercial buildings.

Goal 3
Ensure high quality livability for residential development.

Policies
- The City shall incorporate provisions into its zoning and subdivision regulations that will allow for cluster and similar types of development that could potentially reduce development costs and provide more usable open space.
- The City shall encourage innovation in housing types and design as a means of offering a greater variety of housing and to reduce housing costs.
- The City shall require standards for all types of dwellings on individual lots to assure design consistency and compatibility.
- The City shall encourage preservation of historic homes.

Goal 4
Encourage the maintenance and improvement of the existing dwellings and residential neighborhoods.

Policies
- The City shall cooperate with individuals and agencies to assist in the rehabilitation of existing homes that may be substandard.
- The City shall promote the continued upkeep of existing mobile home parks by implementing city ordinances and subsequent city policies.
- The City shall preserve the historic integrity of the national historic district and incorporate provision to protect the character of historic properties through historic design guidelines.

8.0 Appendix A

Portland State
UNIVERSITY

College of Urban and Public Affairs
Population Research Center

Post Office Box 751
Portland, Oregon 97207-0751
720 Urban Center
506 SW Mill Street

503-725-3922 tel
503-725-5199 fax
[illegible]@pdx.edu
www.pdx.edu/prc/

DEC 20 2012

BY: _____

– IMPORTANT NOTICE –

Certified 2012 Population Estimate

December 15, 2012

To: **Union city**

Listed below is the population estimate for July 1, 2012. Also included are the certified 2011 estimate and 2010 Census figure. The July 1, 2012 estimate is certified on December 15, 2012.

CERTIFIED POPULATION ESTIMATE:

JULY 1, 2012: **2,145**

CERTIFIED POPULATION ESTIMATE:

JULY 1, 2011: **2,140**

CERTIFIED CENSUS FIGURE:

APRIL 1, 2010: **2,121**

If you have any questions, please contact:

Risa S. Proehl
Population Research Center
Portland State University
PO Box 751
Portland, OR 97207-0751

Telephone: (503) 725-5103
Fax: (503) 725-5199
E-mail: proehlr@pdx.edu

CITY GOVERNMENT AND ADMINISTRATION: (change at end) City Administrator/Recorder, police services are contract with Union County Sheriff.

FIRE PROTECTION: The city's 10 member volunteer fire department has maintained a class 4 ISO rating for the last ten years, which keeps homeowners insurance premiums low. The department works jointly with Union Rural Fire District to cut cost on shared items including the use of the fire hall and volunteers. In the 2012 the city hired a part time Fire Chief to manage day to day operations of the fire and ambulance departments.

MEDICAL: A basic life support ambulance is operated by 9 volunteers. South County Health Clinic is located downtown Union. The clinic is open 5 days a week and welcomes customers from out of town. Currently the nearest hospital is located in La Grande and Baker City.

SANITARY SEWER: Union centralized sewerage system serves about 940 services. The system is operating at 30% capacity. The treatment plant facility produces an effluent quality that meets permitting requirements. Discharge into Catherine Creek is currently permitted but expected to change. Reclaimed water is pumped to Buffalo Peak Golf Course for irrigation. Sewer user fees increase each year 2.5% to assure infrastructure is funded. The system is available in most locations in the city, except for southwest and northwest corners of town which would most likely require a lift station to gain access to the system.

WATER: Municipal water is available throughout city limits. The city alternates its primary use between two wells for water pumping directly into the city's storage reservoir via separate transmission lines. A gas chlorination system is used to disinfect water produced by either of the city's wells. Historically, the city's water supply has reliably met existing waster demands. Since the construction of well no 2 and the addition of well no 3 system operation has become predictable and dependable. Summer versus winter season water production is operationally indistinguishable with demand. Water quality and quantity are consistently reliable.

The city's existing water storage is a steel ground level reservoir with a capacity of 750,000 gallons. Water is distributed by gravity flow. The distribution system is adequately looped to provide for fire protection and water quality. On average the daily demand is 500,000. On the hottest day of the year 1.5 million gallons of water might be used.

SOLID WASTE: Union is included within the Union County Solid Waste Management District. Union Sanitation is a current franchise holder and provides garbage removal. Union Sanitation transfer local trash to the dump site in La Grande. Union offers recycling at the Union Transfer Station west of town at the waste water facility. City of La Grande picks up the recycling and transfers it to their site in La Grande.

STREETS AND SIDEWALKS: Union is committed to providing safe opportunities for walking and biking to and from school and for visiting tourists. Union has 22 miles of streets with 6.5 graveled. Projects are planned each year to improve the system as needed. Oregon Scenic Bikeway which is on the The Grande Tour crosses through Union on Highway 203 and 237.

RECREATION FACILITIES: here are the names of the school grounds: Athletic Complex and OMAC Field

SCHOOLS: Enrollment during 2013-2014 in Union School District #5 averaged a total of 346. At present there are no specific plans for expansion, although the District is improving energy efficiency as funding allows.

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