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Comprehensive Development Plan
for
Junction City, Oregon

Adopted
October, 1973
November 1973

Prepared and published October, 1973
by
Lane Council of Governments
135 Sixth Avenue East
Eugene, Oregon 97401

Executive Director: Lawrence A. Rice

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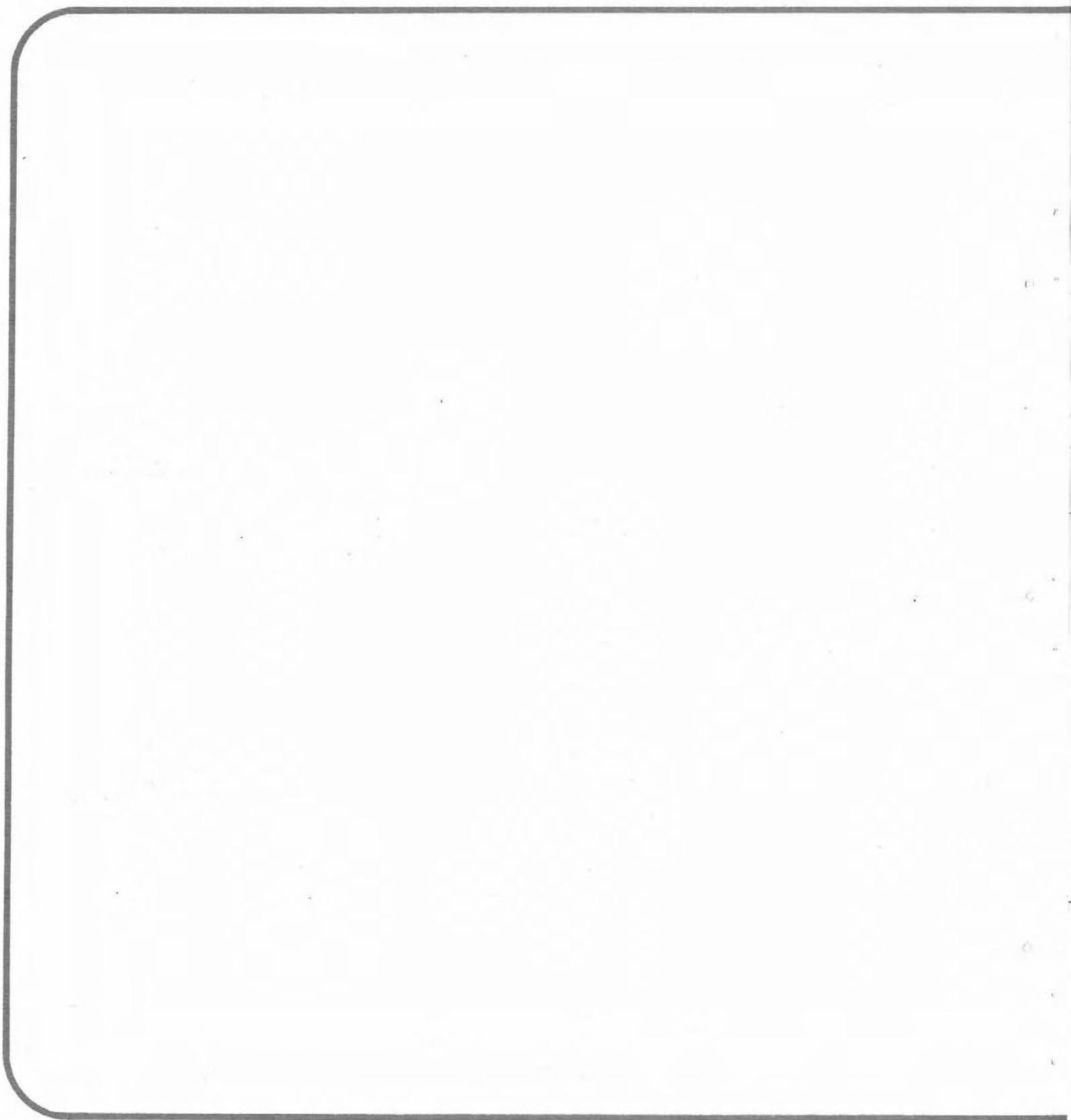
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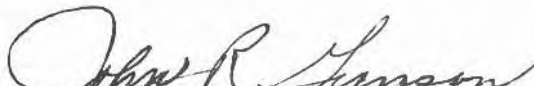
* Indicates new member; during the planning period the following served on the Council: Roy J. Chapman and Edward C. Montgomery.

** Indicates new member; during the planning period the following served on the Commission: Carmi McKinley (Chairman) and Donald Stanley.



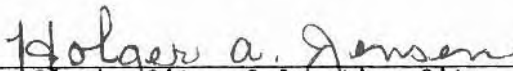
CERTIFICATION OF COMPREHENSIVE
DEVELOPMENT PLAN ADOPTION

We hereby certify that the Comprehensive Development Plan for the City of Junction City, Oregon, was submitted to public hearing and was adopted by the City Council of Junction City sitting in regular council session October *, 1973, following recommendation for adoption by the Junction City Planning Commission on September **, 1973.



Mayor, City of Junction City

Nov-16-1973




City Clerk, City of Junction City

Nov 20-1973
Date



Chairman, Planning Commission

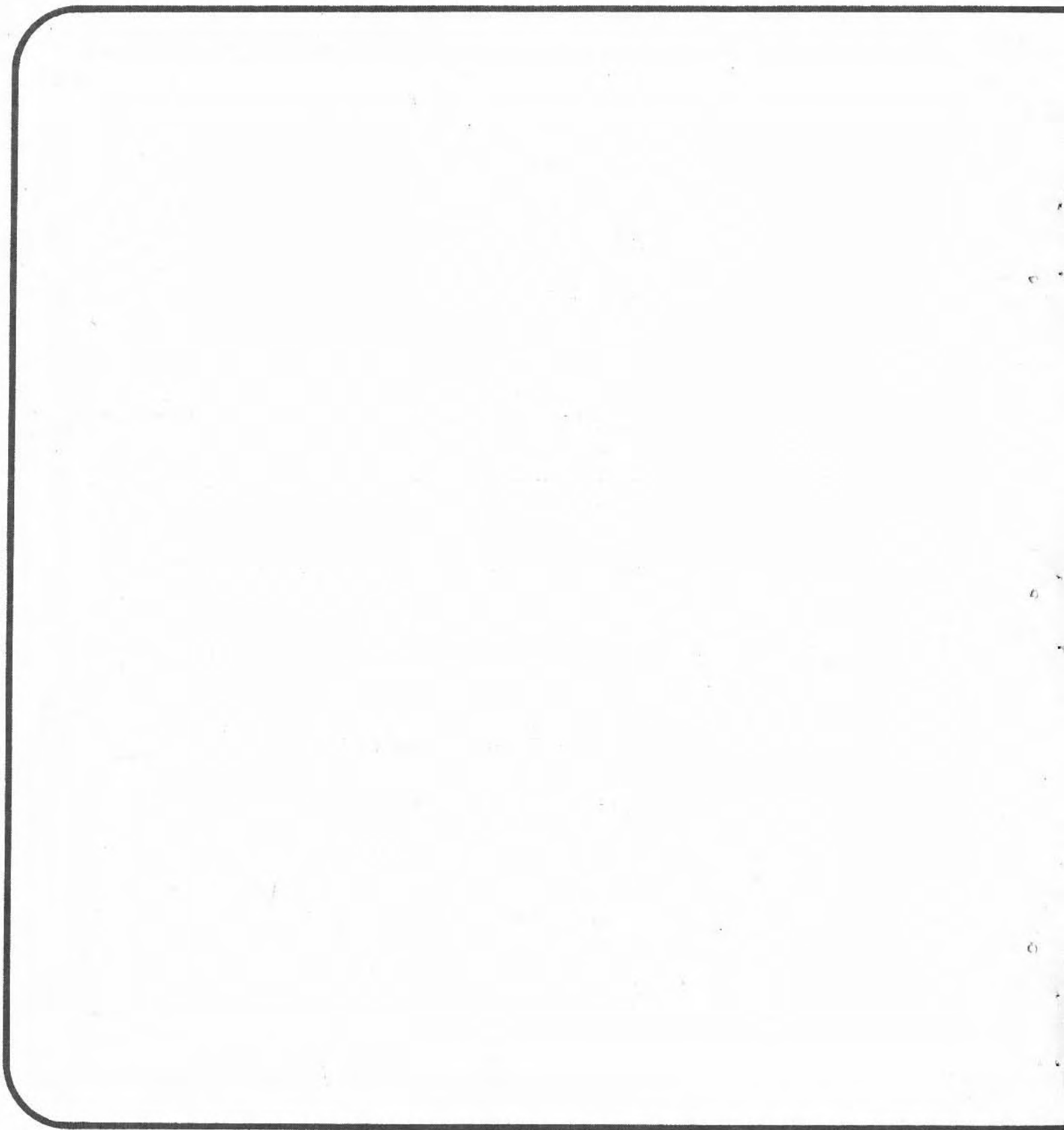
Nov. 20, 1973
Date



Secretary, Planning Commission

Nov-20-1973
Date

*November 13
**October 16



INTRODUCTION

Junction City began as a potential boom town in 1872, promoted by the belief that the Oregon and California Railroad being constructed south from Portland would soon attract large numbers of people. The city was incorporated in the same year that the initial subdivision of Junction City was recorded by enterprising land developers. The first plat contained 101 blocks with 1,010-5,000 sq. ft. lots and a railroad station. Nineteen years later, an additional 190 lots were platted followed by 90 more building sites in 1908 and 1910. Aside from 25 acreage tracts created in 1908, the 1,290 building sites more than met the building and speculative demands in the city until World War II.

The original lots, being only 50 feet by 100 feet in size, were totally inadequate to meet the basic needs of an independent water supply and sewage disposal on each lot. Furthermore, most of the lots east of the Oregon and California Railroad (now part of the Southern Pacific Railroad) were subject to flooding, and the two blocks west of the railroad became marginal housing areas because of the construction of the the parallel Oregon Electric Railroad. With the growing traffic on the Pacific Highway, the city has been effectively cut into four ribbons of development, extending throughout its length from north to south. As a result, fully one-third of the city's original lots are unused or inadequately used.

POPULATION

Following the construction of the railroad, the community did not grow as rapidly as had been anticipated. In 1910, the population reached 759 but declined to 687 ten years later following World War I when employment was limited. During the 1920s, the city experienced a growth of 235 people, or a gain of 34 percent, in ten years. In the Depression years of the 1930s, Junction City's population grew by 265, a gain of 29 percent, compared to a 10 percent gain for Lane County.

During the 1940s, the community's growth rate of the previous 20 years was maintained but declined to 9 percent between 1950 and 1960. The growth surge of the 1960s (a total of 47 percent, or 3.9 percent growth compounded annually) coincided with--the expansion of Mouldings, Inc. of Harrisburg; the opening of the American Can Company near Halsey; the development of public housing for the elderly; and home construction in response to the increase in industrial employment.

The population increase between April, 1970, and July, 1971, was estimated at 62, or a growth rate of 2 percent per year which reflects the previous growth patterns. During 1971-72, the population increase was estimated at 90, or a gain of 3.7 percent. It is assumed, however, that this surge in population will not be maintained and a growth rate of 2 percent per year appears more reasonable. In the event that a higher growth rate continues for more than two years, a reappraisal of the growth potential should be considered.

Assuming a growth rate of 2 percent, compounded annually, and the annexation of 335 people now living on the western fringe of the city, the 1995 population is estimated to reach 4,430.

POPULATION GROWTH - JUNCTION CITY 1971-1995

<u>Year</u>	<u>Total City Population</u>
1972	2,525
1975	2,740
1980	3,200
1985	3,630
1990	4,010
1995	4,430

EMPLOYMENT

Junction City has a diverse employment base. The three local mills--Bohemia Lumber Co., Clark and Powell's planing mill, and Georgia Pacific's plywood mill--provide employment for some 450 people. Some 100 additional manufacturing jobs are provided by small operations, of which the most notable is Caribou Manufacturing which makes campers. In addition, the Agripac canned and frozen vegetable and fruit operation provides seasonal employment for a large number of people, particularly students. Although Agripac has a small year-round work force during the summer seasonal peak from July through September, it employs as many as 450 people at the Junction City plant.

In regard to agricultural employment, Junction City is an area capable of supporting an increasing number of self-employed farmers, farm foremen, and farm laborers. It furthermore serves as a base for many people employed in the wood-products industry.

Wholesale and retail trade and other services provide almost as many year-round jobs as are provided by manufacturing. Most of this employment is in stores, restaurants, gas stations, automotive sales, and small offices. Most future increases in employment can be expected to come from this category.

Junction City probably experienced some economic disruption during the strike at Mouldings, Inc. in nearby Harrisburg, which took place in 1969-70. Prior to 1969, Mouldings, Inc. provided employment for some 350 people and now provides jobs for 110 people. Today, however, Junction City's employment base can be considered one of the most diverse and secure of all the smaller communities in Lane County. In addition, undoubtedly many residents commute to work in the Eugene-Springfield area, Harrisburg, and Halsey. The large American Can pulp mill at Halsey alone draws an estimated 40 workers from the Junction City area.

PHYSICAL ENVIRONMENT

Junction City is located some 14 miles north of the Eugene-Springfield metropolitan area in the midst of the broad flat agricultural lands of the Willamette Valley. There is little variation of topography within the community. Due to the absence of topographic variation and significant water features, the deciduous vegetation within and around the community assumes special esthetic significance. Trees provide a contrasting relief to the vast open expanses of agricultural land. In addition, the distant views of the Coburg Hills and the Coastal Mountain Range are important visual assets which should be considered in the location and orientation of future developments.

Soils in the Junction City area pose several problems for development. The main problems are high water tables and poor suitability for septic tanks in some areas. In the eastern and northern parts of the Junction City area the basic soils are silty clay loams to silty loams over gravels. Narrow belts of silty clays over clays have formed in the old stream channels and drainageways and occasionally these soils restrict water table drainage from the surrounding area. Water tables in this part of the city average 48 inches from the surface in normal years.

The western and southern parts of the Junction City area have restricted drainage due to silt loam soils over clays at 16-24 inches from the surface. This area is generally not suited for septic tank installation. The soils south of High Pass Road and west of Highway 99 particularly have slow percolation rates which reduce their overall suitability for septic tanks.

Due to the moderately high water tables, development in the Junction City area requires sanitary sewers to reduce the potential public health hazard and the water pollution threat to channels through the city. Most of these channels are small intermittent streams flowing in a northwesterly direction. Flooding from ponding, as a result of the heavy surface soils, presents some problems for land use adjacent to intermittent drainage channels.

Moderate amounts of water for irrigation are available from the better soils due to the subsurface gravels. However, some local problems result from sand in the aquifer. The agricultural suitability of the soils generally decreases from high intensity garden crops in the east and north to low intensity grass seed crops in the south and west.

LAND USE

Urban development within the corporate city limits is fairly compact in character; however, much of the surrounding land is experiencing strip developments. In order to increase the livability of the community and reduce conflicting land uses, major residential clusters outside the present service area to the west and south of the city should be annexed. Existing vacant land in these areas should be designated for a combination of residential use and open space development with schools strategically located to reduce unnecessary busing.

The urban service area indicated on the proposed land use map encompasses all of the present city limits, as well as unincorporated areas which are contiguous to the city and are most likely to satisfy future growth needs. It further represents a probable maximum area which could be provided with complete city services by 1995, but only then if development occurs in a logical, progressive manner. The extended growth pattern lies predominantly west of the present city limits to Oaklea Drive from 1st to 16th avenues.

In order to maintain desirable standards for the future urban expansion of Junction City, the city should work with the Lane County Planning Commission and the County Commissioners to adopt strictly rural zoning and subdivision regulations for all areas immediately surrounding Junction City and south to Eugene, as well as the presently unincorporated area within the Junction City designated 1995 urban service area, until the area is annexed. Subdivision and zoning privileges to accommodate urban density of development should be withheld until lands are annexed to the city and basic urban services are provided.

The western most area within the proposed urban service area, almost all of which is outside the present city limits, has been designated for low density residential development. Even with such low density, and allowing for 20 percent of the lots to be used for non-residential purposes, this area is sufficiently large to provide 750 building sites which would house more than 2,250 people, or approximately 30 percent more than the number who are expected to need housing by 1995. All of the community's growth will not be housed in this area; as much as 35 percent of new dwelling units are likely to be mobile homes and apartment units in other parts of the city. Therefore, the city should exercise careful judgment when considering the possible annexation of large areas with limited development. Junction City can ill afford the very costly extension of city services to areas for scattered development.

In addition, it is felt that allowances for open space be provided for apartments and other family units on a basis of no less than 40 percent of the total land area, excluding structures, driveways, and parking facilities.

RESIDENTIAL

During the past four years, a great change has taken place in the type of housing being constructed. For various reasons, increasing numbers of people now find apartment living desirable. This trend began in 1967 when "Lindeborg," the Lane County Housing Authority's 40-unit elderly housing development, was opened. The city is now preparing to apply for an additional 60 units to meet the current waiting list. It is recommended that the demand for further housing units be reviewed on a periodic basis. A possible site is located due east of the existing development on Holly Street between 8th and 9th avenues.

Privately-owned rental apartments have been built primarily on East 6th Avenue and Birch Street. Apartments have also been built on Maple Street, south of 3rd Avenue. The largely developed single-family

housing areas zoned for apartment houses on Juniper Street and West 6th Avenue, however, remain unchanged. The potential for additional apartments is uncertain, but the areas best suited for such use are primarily east of Holly Street and south of 9th Avenue and the area south of 3rd Avenue between Juniper Street and the west side of the high school.

Mobile home living is also becoming increasingly popular for many people either on separately owned parcels of land or in mobile home parks. The many small unused lots on the east side of town could, with proper controls, be used for mobile homes on the basis of one to a lot; or if consolidated into a large tract, they could be planned as a mobile home park.

Traditional single-family home construction should be encouraged to develop primarily to the west of the community progressing north and south from 10th Avenue--the street that carries the sewage outfall line. By doing so, sewer lines could be economically extended and an early opportunity would be afforded to serve the areas now developed but not sewered on Spruce, Vine, Walnut, and Rose streets. It would also provide for the development of the many large tracts of land that have been bypassed during the fringe development.

COMMERCIAL

During much of its 100 years of existence, Junction City was a farm town. Its economy today is fairly diverse and it also serves as a satellite to Eugene. Commercially, the city has always been relatively self-sufficient. Its business area offers not only a complete array of goods and services to local consumer and business needs, but has attracted considerable patronage on a regional level in such areas as hardware, appliances, trailer and automotive equipment, and farm implements, to name a few.

The greatest weakness to the city's commercial pattern is the shopping inconvenience of the long, shallow-ribbon development along Ivy Street. The strength of retail merchandising and services lies in concentration such as exists between 6th and 9th avenues. In this area, many new modern buildings (including banks, the post office, and super markets) have been built, giving depth to the commercial area east of Ivy Street with promises of still further expansion. Where the commercial development is shallow, with physical restraints and/or zoning restraints preventing greater depth, operations are less dynamic and they become even less viable as the strip extends outward from the city core. The decay of commercial development at the north end of Ivy Street is becoming increasingly noticeable as the core commercial area grows in depth. The city should establish firm policies to prevent a further elongation of the commercial area and should actually strive to reduce its length by encouraging a broadening of that portion of the commercial area that will be most central to the anticipated city pattern of 1995. This would include increasing the depth of commercial zoning to one block on the west side of Ivy Street.

INDUSTRIAL

The industrial developments along the railroads are soundly located except for those outlets between 1st and 9th avenues -- a strip of inadequately used land that creates a division between the eastern residential area and the commercial district. With removal of the railroads through the center of the city, the creation of a bypass for through automotive traffic now using Ivy Street, and with industry concentrated north of 9th and south of 1st Avenue adjacent to the railroads, a cohesive, efficient, and near perfect distribution of living, shopping, and working patterns would be realized.

It is recognized that industry is desirable for the continued prosperity of the community, providing that it does not adversely affect air quality nor overload the sewerage treatment facilities.

PARKS AND RECREATION

To meet the city's and county's recreational needs within the Junction City area, additional local and regional parks should be acquired and developed. For years, the city has properly concentrated on providing such basic urban facilities as water and sewerage systems and public safety and education services. Now, particularly with the changing life styles, it becomes most important to provide additional park and recreation facilities. Apart from a very important school district recreation program which functions through the summer months, the city now has little to offer in the form of active or passive recreation activities or facilities.

The Junction City schools are more than willing to cooperate with local agencies regarding the use of the public school facilities, but community growth will force greater utilization of the existing school sites for building additions and the schools' recreational facilities for exclusive school activities. Even now the high school, junior high school, and Laurel School playgrounds are fully utilized during the summer months for baseball; and during the winter months the gymnasiums (including Central School) are in full use for basketball.

Neighborhood Parks

The city's existing park areas are limited to a 3 1/2-acre neighborhood park, with a small ball field, play equipment, and picnic tables across the street from the Laurel Elementary School; and a half-acre tot lot on 5th Avenue between Elm and Deal streets. A minimum neighborhood park expansion program should give early attention to the acquisition of the following five sites or acceptable substitutes:

1. A seven-acre site north of 1st Street between the Southern Pacific Railroad and Birch Street;
2. A two- to three-acre site between Highway 99 and South Laurel Street near Bryant Court extended east;

3. A three- to four-acre site east of Deal Street and north of 10th Avenue;
4. A four- to five-acre parcel adjacent to the site of the proposed new Central School. With a joint park-school operation, maximum benefit could be obtained; and with a school-city park formal agreement, the site capacity of the future Central School could be increased by 100 students for each adjacent acre of park acquired by the city;
5. The city-owned gravel pit site south of 18th and east of Oaklea Drive should be retained for future need although it is somewhat removed from the present urban area.

Community Parks

Currently, the city has no community parks to provide attractions with community-wide appeal. The sites that the city should consider acquiring at an early date are:

1. A 20-acre site located west of Oaklea Drive and north of 10th Avenue. The area has approximately six acres of the finest original stand of oak trees to be found in the Junction City area and is of sufficient size to accommodate a wide range of activities. This project should be assigned top priority.
2. A site adjacent to or in the near proximity of the high school, containing ten or more acres, to be used as a multi-purpose recreational complex. It could include such facilities as a swimming pool, tennis courts, outdoor basketball courts, gymnasium, and indoor activities such as pool and ping-pong.
3. A four-block area north of and adjacent to the proposed civic center, between 8th Avenue, 10th Avenue, Holly Street, and West Front Street offers a multiple benefit program that could provide, among other services and attractions,

additional housing for the aging, privately developed multiple family dwellings, and a charming community park for passive recreation integrated with the landscaped setting of the proposed adjacent civic center. To achieve this desired integration and spaciousness, interior streets and alleys including 8th Avenue should be vacated thereby capturing 2 1/2 acres for a total development site of 11 acres plus civic center land. Acquisition of the property and land development costs could be fully financed through the sale of preplanned and architecturally controlled apartment house sites to private builders and the use of tax increment financing.

Regional Parks

In order to create a better regional environment for the people of Junction City and those visiting or traveling through the area, some potential regional parks are proposed. Since the cost is beyond Junction City's financial capabilities, the city must look to the State of Oregon or Lane County for their acquisition and development. In order of priority the proposed parks are:

1. Marshall Island--42 acres of public land and 49 acres of private land 4 1/2 miles southeast of the city. Recommended for intense recreational development, to include camping, fishing, etc.
2. High Pass Road Organizational Camp--a 40-acre site eight miles west of the city. The site is presently owned by the Bureau of Land Management and leased to the Lions Club which makes it available to the Boy Scouts.
3. Washburn State Park--30 1/2 acres on the north side of Highway 99W northwest of the city. The site is presently used for picnicking. The proposed expansion would include the lake north of the existing park and development of campsites. This site is of extreme importance during the Scandinavian Festival.

4. Long Tom River Park--a 50-acre site bounded by High Pass Road on the south, Territorial Road on the west, and the Long Tom River on the east.

Acquisition and Development Program

With increasing urban expansion and growing population densities, both the need for recreational facilities and the cost of acquiring land for such facilities increases. At the same time, voter disapproval of bond issues and tax levies makes it difficult for the city to raise the matching money necessary to secure the state and federal grants which are available for the acquisition and development of parks or open space.

In order to help finance necessary park acquisition and development, it is proposed that a special fee be assessed in conjunction with the issuance of building permits.

Fees collected would be deposited in the appropriate one of two accounts--one to serve the east side of the city and one to serve the west side of the city, with the division line being Ivy Street (Hwy. 99). The funds deposited would be spent, as recommended by the planning commission and approved by the city council, to acquire and/or improve park land or open space within the geographic area from which the fees are derived. It is estimated that the special fees received will provide some of the necessary funds which, together with other sources of funds, can provide the basic additions to currently deficient park and open space facilities and help acquire new facilities to accommodate future growth.

Civic Center

More by accident than by design, the city of Junction City has the nucleus of a very fine civic center. At present, the city hall, library, fire station, post office, banks, and related types of businesses are grouped into a relatively close area.

It is recommended that the city's street and water departments' quonset warehouse, located at 8th Avenue and Front Street, be moved to 13th Avenue and Elm Street. The proposed site is now zoned industrial and would be the logical place for this building. The lots thus vacated could then become a site for a modern city hall, police station, and jail.

The present city hall could then be sold to a business which would be compatible with the civic center concept. The sale would then place this valuable downtown property on the tax rolls and the proceeds from the sale could apply to the construction of a more adequate city hall, thereby materially reducing the size of the bond issue necessary to construct the new facility.

TRANSPORTATION Roads

Junction City grew up astride one of the state's primary trafficways--the Pacific Highway U.S. 99. At the north end of the city, U.S. 99W from Portland via Corvallis formed a junction with U.S. 99E from Portland via Salem. River Road east and south from Junction City was the southern extension of U.S. 99 to Eugene until the present U.S. 99, adjacent to the west side of the Oregon Electric Railroad, was constructed and opened in 1936. Until 1959, the city continued to bear virtually the full impact of the north-south Willamette Valley traffic including intra-state and interstate trucking. With the opening of I-5 south to Judkins Point in December, 1961, Junction City was relieved of the bulk of through traffic. However, in 1972 the traffic load on Ivy Street was greater than before I-5 was constructed. A 24-hour traffic check on a Thursday and Saturday in March, 1972, produced 10,408 and 10,941 vehicle counts, with the truck loads being 8 percent and 2 percent respectively. Similar growth during the next 20 years will seriously tax the present highway capacity and create a situation which is neither conducive to the development of a successful shopping community nor to

the preservation of an enjoyable and safe atmosphere for community living.

Now is the time for Junction City to seek a lasting solution for the redirection of extraneous traffic, thereby leaving the local street system to perform its intended use--service to abutting properties. This could be achieved by redirecting Highway 99 (and the railroads which will be discussed later) northeasterly from a point north of Highway 36 on a controlled right-of-way to a north-south alignment east of the eastern city limits. Northwest Highway also could be extended along the east side of the Southern Pacific Railroad to join with the proposed Junction City bypass route. Northwest Highway will become important since the free flow of traffic along Highway 99 between Junction City and Eugene is becoming increasingly hampered by congestion, ingress and egress to abutting properties, and signalized intersections.

A connection to Highway 99E would occur south of Link Lane. A connecting bypass from Highway 99E should also join with Highway 99W on an alignment south of and generally parallel with Link Lane. An east side bypass will favor the predominant north-south flow on Highway 99E (which in 1972 averaged 4,500 vehicles per day) and will provide good access to Highway 99W (which in 1972 carried 3,300 vehicles per day). The east side route also recognizes that the excellent agricultural land to the east, an area which is subject to flooding, should not be subjected to urban expansion whereas the area to the west of the city is better suited for urban expansion but should not be severed by a major, controlled access trafficway.

Highway 99E to Harrisburg

This facility, entirely beyond the northern city limits, is of concern because it is the only reasonable access to the Pacific Freeway, I-5. The proposed reconstruction and widening of the Harrisburg Bridge and its approaches will greatly improve this extremely hazardous section, but the highway in general is narrow, has poor alignment, and generally has inadequate shoulders. Improved center line and side line

marking would greatly relieve the strain of night driving, especially during winter months.

State Highway 36

The extension of State Highway 36 eastward across the Willamette River to connection with the area around Coburg has been urged by residents in the area and discussed frequently by state and county officials for no less than 25 years. The importance of an eastward extension is greater than in earlier years due to the increased population which necessitates a direct route to Interstate 5. Access to I-5 would appear to be the most acceptable at Coleman Crossing. The Highway 36 extension should be tested through an origin-destination study to determine its potential use in moving traffic to and from I-5 enroute to and from Mahlon Sweet Field, Junction City, and points west on Highway 36. This would also complete a peripheral route around Eugene and provide a connection to Route F via Territorial Road.

State Highway 36 West, with its current 1,750 average trips per day, is adequate for the foreseeable future. If, however, connection to I-5 greatly increases the use to the west it may become necessary to make some improvements.

Arterial, Collector, and Local Streets

The city anticipates the future residential growth pattern will be to the west, north, and south. To provide adequate street capacities to move people and cars to and from the employment areas, business areas, and to the major arterials, a system of primary streets is desirable. Sixth Avenue through Junction City is already 80 feet in width and should have that width all the way to Oaklea Drive. Right-of-way widths of 80 feet are recommended for 18th Avenue and Oaklea Drive. First Avenue (High Pass Road), connecting to River Road on the east, should be scheduled for a 90-foot right-of-way. Rose Street should be extended north, and Birch and Deal streets should be extended south into the industrial tract. Right-of-way widths for new local streets should be 60 feet.

One desirable change in traffic routing which is urgently needed now is that of changing the traffic entering and leaving the city by River Road. Presently, the main route turns off River Road at Birch Street and goes north to 6th Avenue, then west through Junction City. Birch Street was once satisfactory as a route, but houses have now been built along the side of that street making it too congested for a main thoroughfare. If the routing of River Road were continued along 1st Avenue to U.S. 99, the traffic would flow uninterrupted through an area not committed to housing. Also, traffic from the west on 1st Avenue has experienced quite an increase in recent years. Rerouting of the River Road traffic to 1st Avenue and a traffic signal at the intersection of 1st Avenue and U.S. 99 would be a great improvement.

Local streets and alleys in the original subdivision of Junction City consumed 42.4 percent of the land. In addition to being extremely wasteful of land, these many thousands of feet of unnecessary roads have imposed, or will impose, heavy expenditures on the community and individual property owners. Little can be done about eliminating some of the many improved cross or side streets complete with curbs, sidewalks, catch basins, drainage facilities, and street lighting. With few exceptions, these streets have become necessary for automobile access to enough properties to defeat any effort toward their elimination. This is unfortunate since the many improved cross streets have doubled and tripled the number of intersections which constitute traffic hazards.

There are numerous block sections of east-west streets on both sides of the Southern Pacific Railroad which are unimproved and unnecessary. At least one-half of these could be vacated, saving many acres of land for better use, saving hundreds of thousands of dollars of improvement costs, greatly reducing road maintenance in the future, and improving efficiency and safety of a future road pattern.

A thorough study of unimproved streets and alleys should be made to determine which ones should be eliminated. Early action should then be taken by the council to vacate these unnecessary public dedications

of travelways and return them to the abutting private properties. It would also save the expense of paving unnecessary areas.

Parking

Although the city, through its zoning code, requires off-street parking for new construction, parking is still seriously inadequate. The Planning Commission should carefully check the conditions that have arisen with respect to street parking around apartment houses, business developments, and places of public assembly. Even dwellings are not providing sufficient off-street parking to accommodate second automobiles, boats, and campers. It is recommended that future off-street parking be required at the rate of three parking spaces for each dwelling, one space for each two seats in a church or place of public assembly, and sufficient parking spaces to provide for all employees and the average number of customers or visitors at any given time in a place of business or a governmental office. Places should be made for additional municipal parking.

Pedestrian and Bicycle Traffic

Areas within the city are totally lacking in sidewalks. It is frequently necessary for pedestrians to walk in the streets. The city should order sidewalks installed and assessed against the benefited properties where the use of the streets by pedestrians is hazardous.

Pedestrian crossings on Ivy Street will grow more hazardous as traffic flows increase, and the day could arise when the city feels that it is even necessary to install pedestrian overpasses. The least that will have to be done will be the installation of two more signalized crosswalks.

There is also a feeling of concern about the splashing of water from the street on pedestrians using the sidewalks along Ivy Street. This situation was caused by the widening of Ivy Street which moved the cars

adjacent to the curb and the abutting sidewalk. A method for shielding the pedestrian from the splash caused by passing autos is a subject for which no answer has been forthcoming to date. The most satisfactory answer would be to bypass through traffic to reduce the traffic load and return Ivy to a two-lane street. A temporary help, if economically feasible, would be to install an inexpensive splash barrier along curbs in blocks of the highest pedestrian use.

The small amount of money that the city obtains for the construction of bicycle paths could be used to pave paths in parks and parkways, especially those that are oriented in a manner whereby they will provide a link in a route leading from residential areas to schools.

Mass Transit

The only transit service for local travel is provided by Greyhound Bus Lines. There are six scheduled trips to Eugene and eight trips north to Portland each 24 hours. The departure times from Junction City do not meet the needs of a workman who commutes to the Eugene area. For those who must visit Eugene for medical, legal, or other personal services, the schedules are reasonably convenient. The fare is 75 cents one-way or \$1.35 round-trip.

Prior to the 1929 Depression, Junction City enjoyed rapid passenger transportation south to Eugene and north to Albany, Salem, and Portland via the Oregon Electric Railroad. Within the next 30 years, a return to some form of rapid transit is likely to occur. Increased fuel costs and gas taxes, accompanied by improved transit systems, will likely force reduced dependence on the automobile.

With a growing need for transit in the Willamette Valley, the Oregon Electric Railroad, with modification of alignment and modern high speed trains, could become at least an interim answer. Diversion of the Oregon Electric Railroad from Junction City northwest to Monroe, to connect with the Southern Pacific Railroad to Albany via Corvallis before rejoining the

Oregon Electric to Salem and Portland, appears to be a relatively inexpensive answer to a problem that must be met.

Railroads

In 1872, enterprising land developers responded positively to the announcement of a planned railroad by subdividing 1,010 building sites and establishing a railroad station. The result, which was common in those days, was a community split by railroads. The single-train-a-day railroad has now become a railroad carrying as many as forty 100-car trains passing through the city each 24-hour day. The air pollution has been largely eliminated, but the noise and the many hazardous road crossings still remain.

The railroads could be relocated east of the city on less than three miles of new right-of-way (33 acres) without adding travel length. The route would be parallel and adjacent to the previously proposed Highway 99 bypass.

As a further material benefit to the city, a drainage control channel should be adjacent to and east of the relocated railroad. The fill required for the railroad and the proposed Highway 99 bypass (which would protect east Junction City from flooding, just as the present railroad dike protects west Junction City) would be obtained from drainage channel construction.

The three parallel projects to bypass the heavy, through traffic, bypass the railroads, and bypass the flooding would do more for the total city good than any other conceivable program.

Air Service

Junction City enjoys the accessibility and convenience of commercial and general aviation service provided by Mahlon Sweet Field located 7 1/2 miles south of the city. The distance can be easily driven in ten minutes and yet it is far enough removed to present no noise or air pollution problems.

SERVICES AND
UTILITIES
Schools

School District 69J serves 1,925 students living in an area of approximately 165 square miles which includes Junction City. The current structure of the schools is 3-3-2-4. The three-year senior high school is currently operating under modular scheduling, which provides a much broader curriculum and encompasses more by providing a curriculum to meet the needs of all pupils. The present three-year junior high school currently operates on a 3S schedule-- which is a computer-based nine-period one-day cycle. This provides the student an option of taking several electives which would not be possible under another schedule.

Two elementary schools--Laurel, within the City, and Territorial, west of the city (the latter having only 75 students)--operate as grades one through four primary unit. This permits students of similar ages to be placed together. Class loads are held to a minimum, thus providing the opportunity for individualized instruction and team teaching. Central School accommodates grades five and six and is operated by a departmentalized team teaching organization. At Central School, students begin a number of extra-curricular activities such as band and athletics. Junction City schools provide the students of the district with a program which is comprehensive and innovative in nature.

With a student population of just under 2,000 at the present time and utilizing the school district's architectural building study, the projected student increase per year is 2 percent. Over a 20-year period this increase indicates a total enrollment of approximately 2,800 pupils. A figure of 30 children per classroom would therefore necessitate the addition of 26 classrooms by 1990. This will require more intensive building coverage of the current school sites which because of state guidelines may then demand that additional playgrounds and recreational facilities be provided by the schools.

The high school was initially constructed in 1958, with modifications and additions last made in 1968. Its 21 classrooms accommodate 460 pupils. The site, which adjoins the junior high school, contains a

total of approximately 35 acres, including the bordering and interior-dedicated but non-constructed city streets. As a joint high school-junior high site, the acreage just meets the state requirements.

The junior high school accommodates 530 students. It was built in 1936 and was last modified in 1966. The facility is generally good and does not warrant additional capital improvements.

Laurel Elementary School was built on 10.18 acres of land in 1949. The 24 classrooms now accommodate 525 students in grades one through four, but requires remodeling to meet educational needs, and a new library is badly needed. Any addition to the enrollment will exceed the site requirements established by the state.

Central School was constructed prior to 1930 and contains 14 classrooms. Even with its small enrollment of 320, its three-acre site is five acres below the minimum required by the state. Rather than attempt to enlarge the existing site, the school district has acquired a ten-acre tract approximately 800 feet west of Laurel Elementary School to accommodate a new school with a capacity of up to 500 students. The current Central School could then be considered for a satellite facility to Lane Community College or a city community building including a swimming pool; or the property could be sold, with the proceeds helping to finance a new Central School.

The school district also owns River View Elementary School--a small facility now in private use.

Fire Protection

The Junction City Municipal Fire Department and the Junction City Rural Fire Protection District jointly maintain and operate the fire station and the fire alarm answering system. Fire equipment owned by the city is designed basically for fighting fires inside the built-up city limits while the equipment owned by the fire district is basically designed to handle the rural type of fires such as field fires and structural fires removed from a large supply of water.

In many instances, fire equipment is interchanged between the city and the fire district to their mutual advantage. A combination rescue and service truck is owned and operated jointly by the city and the fire district. The city has a rated 750 gallon per minute (gpm) pumper and the fire district a 500 gpm and 750 gpm combination pumper-tanker. The city also owns a 30-foot electric-hydraulic aerial ladder, capable of rescue from all the present two-story buildings.

Fire department officials believe that the present department is capable of operating without any large capital expenditures for about five years. By 1977, however, especially if the industrial area increases to any great extent, the city will have to purchase a 1,000 gpm pumper to meet the Fire Underwriters' requirements. It is the recommendation of the fire department that all future water mains in the business and industrial districts be not less than 8 inches in size and that all hydrants in these areas equipped with "Steamer Ports" (4 1/2 inches in diameter) be placed every block when possible.

If the Planning Commission and City Council authorize the construction of three-story buildings for living quarters, they must consider the probable need for an 80-foot aerial ladder truck. Another factor which will have to be considered as the community grows is that generally when a city reaches a population of 4,000 to 4,500, it establishes a paid fire department with a back-up of volunteers. The present fire station was designed for a second story dormitory to be added when the city establishes a paid fire department.

Police Department

The present police department consists of a Chief of Police and three regular patrolmen. The regular police complement is backed by an auxiliary force of four men. If the population growth of Junction City continues at its present rate, the police department will require eight general service officers and a Chief of Police by 1995.

It is not recommended at this time that the City of Junction City contract its policing to another government agency. Instead, the city should consider establishing education criteria for its own patrolmen giving special consideration to applicants who have successfully completed police courses in colleges or police academies, as well as basing promotions on similar training.

It also is recommended that the police department take advantage of some of the electronic equipment that is available with federal aid. Speedy communications between patrolmen, between patrolmen and headquarters, between patrolmen and other police agencies, and between patrolmen and off-duty officers would raise the overall efficiency of the department.

The present police station has a combination office and communications room, a small interrogation room, and two jail cells. It is recommended that serious consideration be given to contracting with either Lane County or the City of Eugene for jail facilities. By transferring city prisoners to these jails it would eliminate any possible suits that might arise if a prisoner met with harm in the unattended jail.

Protective Lighting

As a deterrent for robberies, assaults, and vandalism, even in the smaller cities, it is recommended that the City of Junction City formulate a master plan for street lighting within the city limits. The following guidelines are recommended:

1. Residential zones--7,000-lumen mercury vapor; a minimum of one at each intersection, but spaced no farther apart than 200 feet, and staggered from one side of the street to the other.
2. Commercial zones--21,000-lumen mercury vapor; a minimum of one every 100 feet, staggered from one side of the street to the other.

3. School zones--within a two-block radius of any school, the same criteria as for commercial zones.
4. Special zones--same as commercial zones. (Special zones such as rest homes, old-age housing, parks, etc.)

Power Telephone Cable TV

These three services pose a common problem, namely that they can be visually disruptive to a community. It is therefore recommended that in all new residential development the electric power (Pacific Power & Light Company), telephone, and cable television lines be placed underground. The long-range policy of the Pacific Northwest Bell Co., who furnishes the telephone facilities, is to place all their lines underground in 30 years or less.

In order to secure the placing of existing utilities underground it is recommended that the city council promote a joint investigation with the major utility companies and the city government. Alternatives which should be examined include the feasibility of a common utilities tunnel located in the alleyways, and the possibility of locating utilities under the sidewalks with removable pavement for ease of servicing.

An additional recommendation concerns telephone switching facilities. When it becomes necessary to build new switching facilities they should be located inside the city where they can be better protected from fire and vandalism. This is advisable because of the emergency nature of the service.

Cable television is one of the newer utilities franchised by cities. It offers several potential opportunities for the community, although few municipalities make use of such opportunities. It is therefore recommended that future franchises include two or more cable channels reserved for the use of the city. It would then be possible for the city to televise council meetings, for the police department

to use closed circuit surveillance in critical areas, and for schools to link all of their buildings for special broadcasts originating in one of the schools or an outside source. It would also be possible to teach a number of classes simultaneously by closed circuit television.

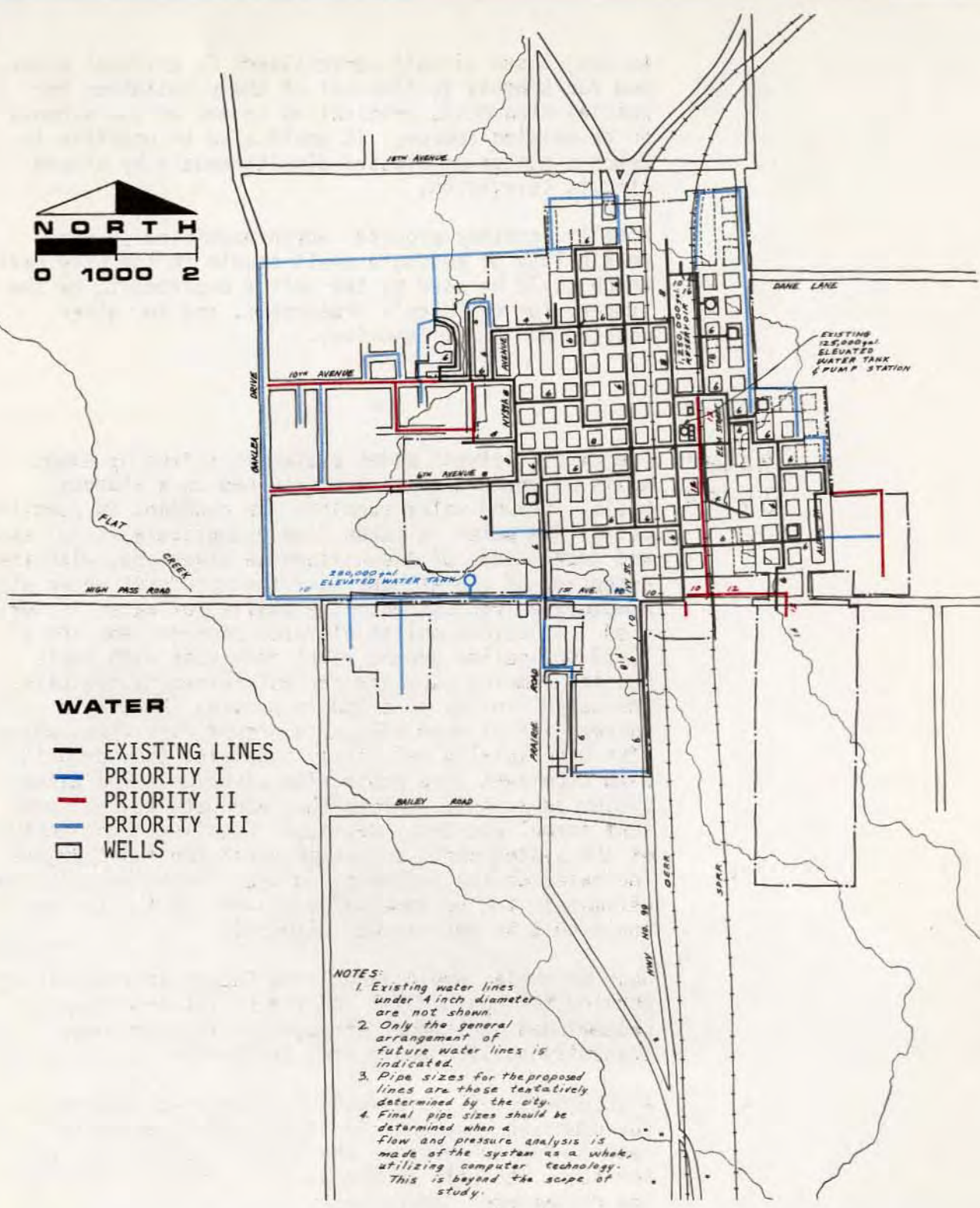
Finally, another proposal worth examining is the feasibility of having a small studio in the City Hall which could be used by the police department, by the library for children's broadcasts, and for other related municipal functions.

Water System

The city's present water system is served by eight wells of which three are maintained on a standby basis. Ground water supplies are abundant in Junction City. The water is taken from extensive alluvial sand and gravel beds of the Willamette River and, with the exception of one standby well that produces water with a moderate iron content, the quality of water is very good. A 125,000-gallon elevated storage tank and a 1,250,000-gallon ground level reservoir with ample booster pumping capacity are maintained by the city. The water storage is sized to provide the city's cannery and plywood mill with proper fire flows which also beneficially results in supplying the community with excellent fire protection coverage. The water system as a whole is more than adequate to meet present normal emergency demands. Details on the features of the system and a suggested expansion for 1995 are indicated on the accompanying map. Based on 1972 cost estimates, the recommended expansion of the system could cost an approximate \$610,500.

Such an outlay would largely be for water pipe lines serving new residential and industrial growth. A recommended additional storage facility and brief transmission line would cost \$180,500.

Although the city presently has plentiful storage for domestic use, additional elevated storage is recommended to increase the overall reliability of service. The city should have no problem financing the recommended improvements.



WATER

- EXISTING LINES
- PRIORITY I
- PRIORITY II
- PRIORITY III
- WELLS

NOTES:

1. Existing water lines under 4 inch diameter are not shown.
2. Only the general arrangement of future water lines is indicated.
3. Pipe sizes for the proposed lines are those tentatively determined by the city.
4. Final pipe sizes should be determined when a flow and pressure analysis is made of the system as a whole, utilizing computer technology. This is beyond the scope of study.

The suggested layout of primary distribution lines shown on the map follow what seem like the most probable pattern based on the existing street pattern and existing land subdivision. The lines would be extended as the need arises and local adjustments to the layout could be made as required for development.

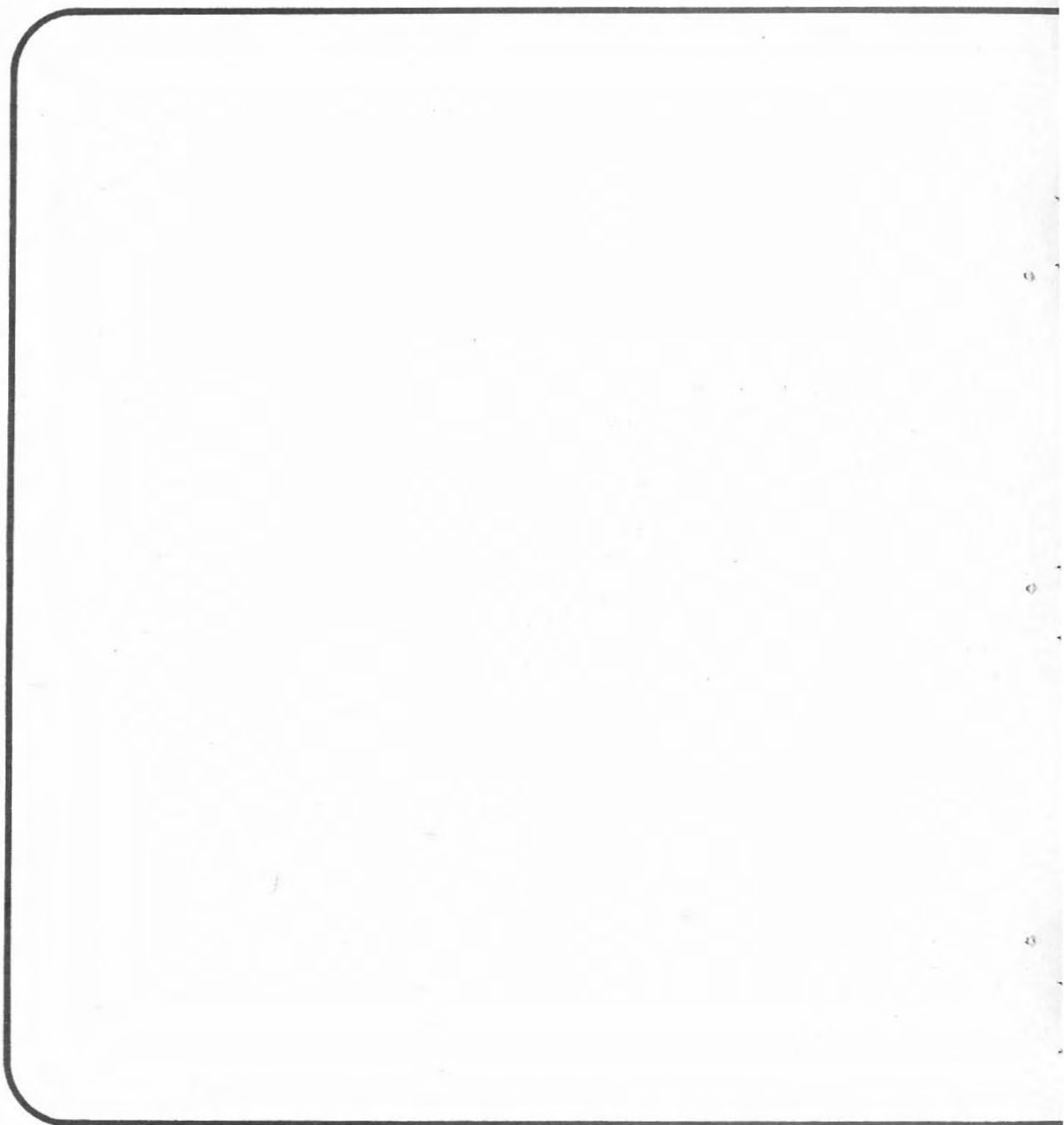
Further details on the water system needs can be obtained from a technical appendix which provides the necessary data and analysis for this recommendation.

Sewerage System

The original Junction City sewerage system was built in 1948. The primary sewage treatment plant on the eastern edge of the community was replaced in 1966 by an oxidation lagoon that provides secondary treatment of wastes. Treated wastes are discharged into Flat Creek which connects to the Willamette River in Benton County. No discharges are permitted between June 1 and November 1 because of the normal low flow of the creek.

The system as a whole functions satisfactorily and is well maintained. However, infiltration of excessive and unwanted groundwater into the sewer lines has been a chronic problem over the years. Nevertheless, the volume of infiltration has been progressively reduced each year by the city's well organized and effective maintenance staff under a continuing annual program. The layout of the existing system and proposed improvements are on an accompanying map. The system presently serves not only the residential population but also several industries, including a large cannery and a plywood mill.

Based on 1972 cost estimates, the proposed system expansion and improvements are estimated to cost an approximate \$519,400 of which \$82,100 are costs allocable to the general public and \$437,300 represents costs to be borne by private interests for laterals and 8-inch trunk lines to serve individual lots and larger land tracts.



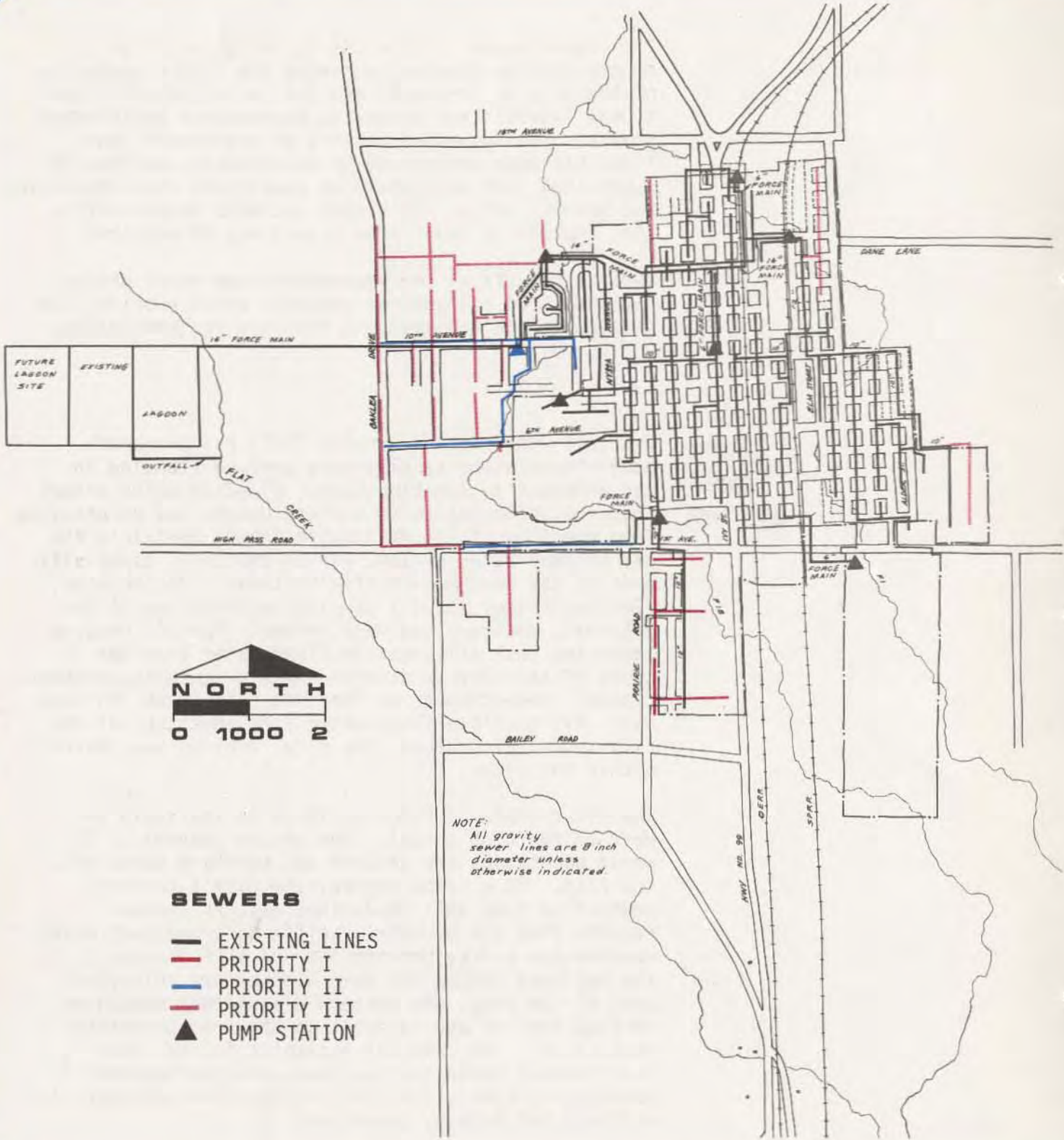
The improvements include the installation of an eighth pumping station to handle the future expansion of the city to the west, and the installation of additional laterals and trunks to accommodate anticipated growth. The suggested routing of additional sewer lines has been influenced by the existing pattern of subdivided land and should be considered as a tentative and general guide. As street patterns become definite, changes in sewer line layout may be required.

Further details on the sewerage system needs can be obtained from a technical appendix which provides the necessary data and analysis for this recommendation.

Storm Sewer System

The Soil Conservation Service (SCS) has prepared preliminary plans to alleviate surface flooding in and adjacent to Junction City. Flooding which occurs from the accumulation of surface water, and on occasion from overflow of the Willamette River, restricts the use of many acres of land within the city, especially east of the Southern Pacific Railroad. On occasion, flooding brings about a complete malfunction of the city-wide sanitary sewerage system. The SCS program advocates that all possible flood water from the south of the city be diverted into a south-to-northwest channel connecting to an improved Flat Creek drainageway. All possible flood water from southeast of the city should also bypass the city, leaving two channels within the city.

The first channel, F-1b, would go to the south and west of the high school. The second channel, F-1, would go through the eastern and northern parts of the city. To a large degree, the city's current protection from the ill-defined eastern channel results from the Southern Pacific Railroad bed, which constitutes a dike between 1st and 12th avenues. If the railroad and/or the main highway are relocated east of the city, the eastern drainageway should be located east of and adjacent to the transportation facilities. The material excavated for the east-side channel could then be used, with an economic savings, to create the fill and the dike necessary for railroad and highway construction.



NOTE:
 All gravity
 sewer lines are 8 inch
 diameter unless
 otherwise indicated.

- SEWERS**
- EXISTING LINES
 - PRIORITY I
 - PRIORITY II
 - PRIORITY III
 - ▲ PUMP STATION

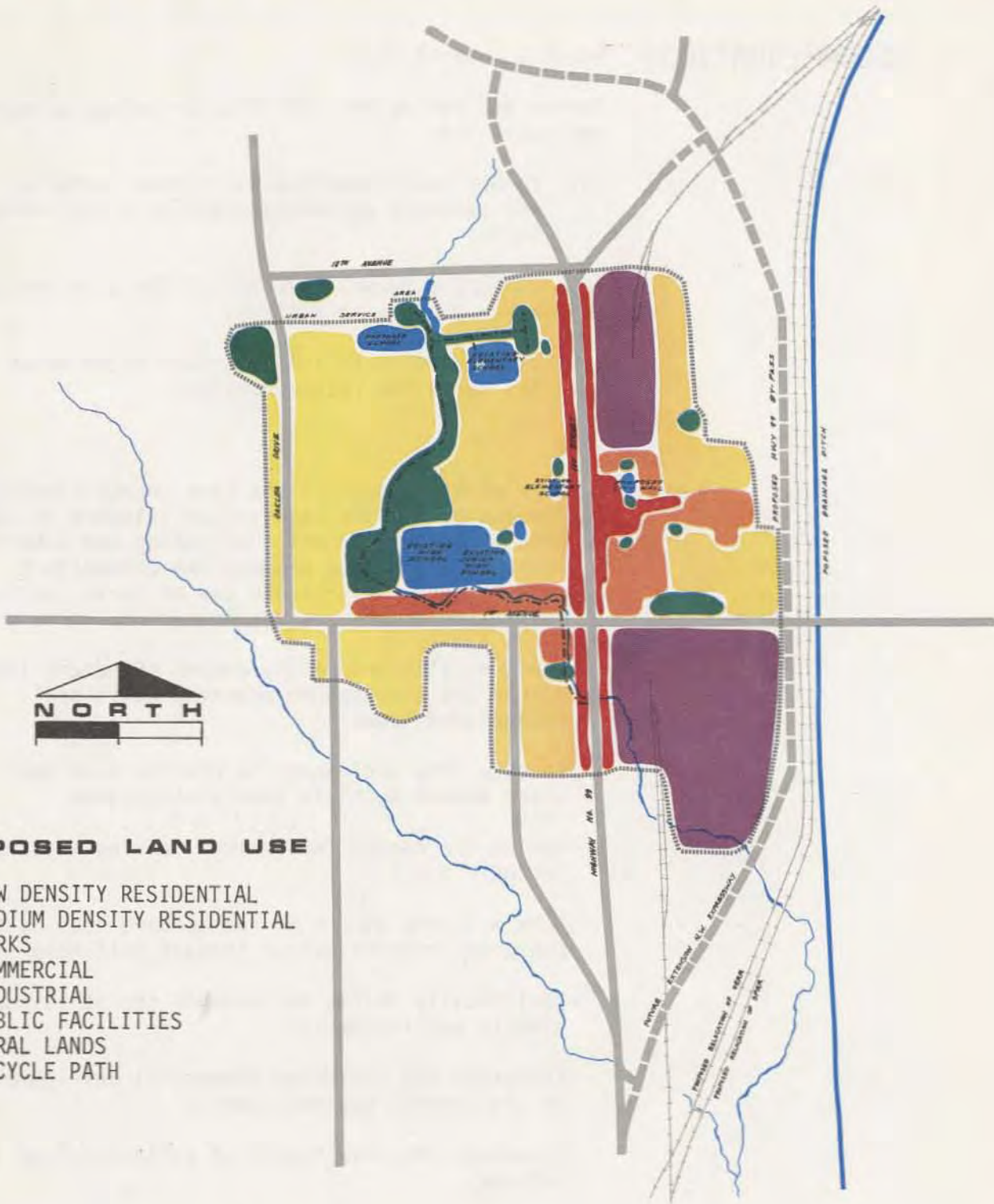
RECOMMENDATIONS Adopt a general plan

Review and revise the 1995 Plan a minimum of every two years and:

- (a) form a core committee to receive, compile, and evaluate recommendations on a continuing basis;
- (b) conduct a formal revision of the plan anytime major changes so dictate;
- (c) closely evaluate annual growth rates which influence the recommendations

Land Use

- . Work with and support the Lane County Planning Commission and the County Commissioners in the development and adoption of zoning and subdivision regulations to promote the community's surrounding areas for the use of rural, agricultural, and open space development
- . Substantially reduce the amount of vacant land within the city before annexing additional undeveloped land
- . Rewrite city ordinances to provide more open space around multiple family structures
- . Review the demand for further housing units on a periodic basis
- . Work with the owners of substandard housing to encourage rehabilitation through self help
- . Periodically review the demands for additional elderly housing units
- . Encourage the exclusive commercial development in the central business area
- . Encourage the development of pollution-free industry



PROPOSED LAND USE

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- PARKS
- COMMERCIAL
- INDUSTRIAL
- PUBLIC FACILITIES
- RURAL LANDS
- BICYCLE PATH

- Parks
- . Acquire and develop neighborhood and community park and recreational facilities as outlined and indicated by plans and preliminary sketches
 - . Consult with Lane County and the State in the acquisition and development of regional parks as outlined
 - . Institute a plan for financing park acquisition and development

- Civic Center
- . Relocate the city's street and water department quonset warehouse, and utilize the vacated site for a new city hall and police station

- Transportation
- . Work with the Highway Department for the extension of Highway 36 to I-5 and in the realignment of Highway 99
 - . Work with Lane County in the extension of Northwest Highway to join with the proposed Junction City Bypass
 - . Establish 80-foot rights-of-way for 6th Avenue where necessary and 18th Avenue and Oaklea Drive
 - . Widen 1st Avenue connecting to River Road to 90-foot right-of-way
 - . Extend Rose Street to the north and Deal and Birch streets to the south
 - . Vacate all unnecessary streets
 - . Improve local roads to acceptable standards
 - . Provide for adequate surface drainage
 - . Modify the zoning ordinance to increase the amount of off-street parking

- . Construct sidewalks where needed for pedestrian safety
- . Construct signalized crosswalks where necessary
- . Construct grade separation pedestrian crossing at critical intersections
- . Construct bicycle paths in connection with park and school development
- . Promote the need for the revival of the Oregon Electric Railroad passenger service between Eugene and Portland on a highly improved basis
- . Seek a federal program to relocate railroad tracks to coincide with the relocation of Highway 99 and drainage control channel as indicated on the proposed land use map

Schools

- . Expand existing school and recreational facilities to accommodate future enrollments as indicated by school plan now in progress

Fire Protection

- . Improve water mains and fire hydrants as indicated
- . Expand the fire fighting capabilities to meet the demands of community growth

Police

- . Increase the police force as population increases and expand training facilities and equipment
- . Contract with Lane County or City of Eugene for common jail facilities

Protective Lighting . Prepare a master plan for street lighting as indicated

Power . Determine common utility tunnels located under
Telephone . alleys and sidewalks for ease of servicing
Cable TV . Investigate cable TV for educational and
protection purposes

Water . Expand water system and storage facilities as
System . indicated

Sewerage . Expand and improve sewerage facilities as
System . indicated

Storm . Improve flood water drainage facilities in
Sewers . accordance with the approved soil conservation
plan

Additional . Develop a street tree planting program
Recommendations