

**BEFORE THE BOARD OF COUNTY COMMISSIONERS FOR JOSEPHINE COUNTY  
STATE OF OREGON**

In the Matter of Amendment to the County )  
Coordinated Population Forecast; and )  
Concurrence with the Grants Pass City )  
Council regarding Draft Proposals and the )  
Procedures for the Grants Pass Urban )  
Growth Planning Work Including Proposed )  
Amendments to the Grants Pass Urban )  
Growth Boundary and Designation of )  
Urban Reserves )

Resolution No. 2014-021

WHEREAS, by Ordinance No. 2008-001, dated March 19, 2008, the Board of Commissioners, as required by State law, adopted procedures for coordinating population forecasts, and adopted a coordinated population forecast among Josephine County, the City of Grants Pass, and the City of Cave Junction; and

WHEREAS, by Resolution No. 2013-032, dated May 22, 2013, the Board of Commissioners concurred with the direction provided by the Grants Pass City Council in Resolution 13-6075, dated May 17, 2013, including the use of a coordinated population forecast using the methodology in Resolution 13-6075, based on the "Long-Term Population Forecast for Oregon and its Counties" issued in March 2013 by the Oregon Office of Economic Analysis (OEA) as the basis for the proposed amendments to the Comprehensive Plan and the planning for the Grants Pass UGB and Urban Reserves; and

WHEREAS, the Board of Commissioners has determined that it is in the best interest of the County to initiate an amendment to the county coordinated population forecast, consistent with previous direction and concurrence with the City of Grants Pass and the City of Cave Junction; and

WHEREAS, Josephine County and the City of Grants Pass are parties to an intergovernmental agreement, dated August 5, 1998, for management of the Grants Pass Urban Growth Boundary (UGB), which agreement sets out the procedure for adjusting the UGB as a cooperative process between the City and County; and

WHEREAS, City Planning and County Planning staff have presented recommendations for revised draft proposals for the urban growth planning documents, including the UGB and Urban Reserves, to the City Council and Board of Commissioners, issues have been identified, and joint work sessions have been held; and

WHEREAS, the Board of Commissioners has reviewed and considered Resolution No. 14-6198, adopted by the Grants Pass City Council on May 21, 2014, relating to formal direction provided to City Planning Staff regarding the proposed draft urban growth planning documents, including the revised draft UGB and Urban Reserves, in regard to the following items:

1. Population Forecast.
2. 'Needs Documents' Updates - Comprehensive Plan Amendments.
3. Scope of Work for Urban Growth Boundary and Urban Reserves Planning.
4. Upzoning of Lands within Current UGB.
5. Policy for Timing of Rural to Urban Zoning for UGB Expansion Areas.

6. UGB and Urban Reserve Boundaries and Comprehensive Plan Maps.
7. Interim Intergovernmental Agreement for UGB Expansion Areas.
8. Intergovernmental Agreement for Urban Reserves.
9. Comprehensive Plan Amendments - Element 13: Land Use, including Section 13.6.3 UGB Inclusion Criteria.
10. "Efficiency Measures" - Development Code Amendments.
11. Coordination.

NOW, THEREFORE, the Josephine County Board of Commissioners hereby resolves as follows:

1. **County Coordinated Population Forecast Amendment:** County Planning Staff is directed to work cooperatively with the City of Grants Pass and the City of Cave Junction to initiate an amendment to the countywide coordinated population forecast, based on the methodology and forecast in the Grants Pass City Council Resolution No. 14-6198, adopted May 21, 2014, a copy of which is attached hereto as Exhibit "A," and incorporated herein.

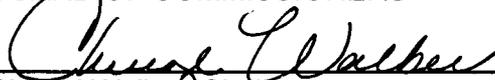
2. **Concurrence with the Grants Pass City Council re: Draft Proposals and the Procedures for the Grants Pass Urban Growth Planning Work Including Proposed Amendments to the Grants Pass Urban Growth Boundary and Designation of Urban Reserves:**

(a) The Josephine County Board of Commissioners concurs with the proposed draft documents and actions taken by the Grants Pass City Council by City Resolution No. 14-6198, adopted May 21, 2014, a copy of which is attached hereto as Exhibit "A," and incorporated herein.

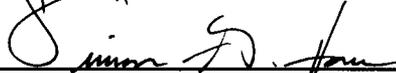
(b) Josephine County will work in cooperation with the City of Grants Pass regarding the City's submittal of the proposed draft urban growth planning work products and notice to DLCD, subsequent public information meetings; and the hearing dates, logistics and staff report for the public hearing process.

DATED this 28 day of May, 2014.

JOSEPHINE COUNTY  
BOARD OF COMMISSIONERS

  
Cheryl Walker, Chair

  
K. O. Heck, Vice-Chair

  
Simon G. Hare, Commissioner

**RESOLUTION NO. 14-6198**

**A RESOLUTION OF THE COUNCIL OF THE CITY OF GRANTS PASS PROVIDING DIRECTION TO STAFF FOR THE URBAN GROWTH PLANNING WORK.**

**WHEREAS:**

1. The Grants Pass City Council and Josephine County Board of Commissioners adopted coordinated countywide and Grants Pass urban area population forecasts in 2008, and the City and County proceeded with Grants Pass urban growth planning work consistent with the adopted forecasts; and
2. In January 2013, the Oregon Office of Economic Analysis (OEA) issued a new 2010-2050 draft population forecast for Oregon and its counties. Their final forecast was issued in March 2013; and
3. On March 20, 2013, the City Council adopted Resolution No. 6049 providing updated direction to staff on the population forecasts, the 'needs documents' Comprehensive Plan updates, and the scope of work for the urban growth planning work; and
4. On March 20, 2013, the City Council adopted a motion providing direction to staff on the extent and nature of rezoning of lands within the current urban growth boundary (UGB) in conjunction with the planning for the UGB expansion and land needs within the UGB expansion areas; and
5. On May 15, 2013, the City Council adopted Resolution No. 13-6075 providing revised, updated direction to staff on the population forecasts, the 'needs documents' Comprehensive Plan updates, and scope of work for the urban growth planning work; and
6. On May 22, 2013, the Board of Commissioners adopted Resolution No. 2013-032 in concurrence; and
7. On October 28, 2013 and November 12, 2013, staff presented recommendations for a revised draft proposal to the City Council and Board of Commissioners based on the direction provided in the May 2013 resolutions; and
8. In a letter dated January 23, 2014, the Board of Commissioners identified issues regarding the draft proposal; and
9. The City Council held work sessions on January 27 and February 3, 2014 to review and discuss the draft proposal and the January 23, 2014 letter from the Board of Commissioners. At their February 3 work session, the City Council provided direction to staff for revisions to the draft proposal; and

10. Staff submitted a February 7, 2014 memo to the Josephine County Planning Director and Board of Commissioners outlining the City Council's direction for revisions to the draft proposal; and
11. In a letter dated April 28, 2014, the Board of Commissioners concurred with the proposal outlined in the February 7 memo, including the proposed revisions and procedures; and
12. The City Council and Board of Commissioners held a joint work session on April 28, 2014. After discussion, they decided to consider an additional revision; and
13. In a memo dated April 29, 2014, staff summarized the revisions discussed at the April 28, 2014 joint work session that would be incorporated into a resolution for the draft proposal; and
14. It is beneficial for the City Council to provide formal direction regarding the draft proposal, and it is beneficial for the City Council and Josephine County Board of Commissioners to provide formal concurrence and direction for those draft proposal items below which will require concurrence and joint adoption by the City Council and the Board of Commissioners; and
15. This resolution provides that formal direction from the City Council, and the Board of Commissioners will schedule a resolution in May 2014 providing their formal concurrence with this direction.

**NOW, THEREFORE, BE IT RESOLVED** by the Council of the City of Grants  
Pass:

**Section 1. Population Forecast.**

- a. Consistent with the direction provided in City Council Resolution No. 13-6075 and County Resolution 2013-032, staff is directed to initiate an amendment to the Population Element of the Comprehensive Plan using a population forecast based on the March 2013 forecast from Oregon Office of Economic Analysis (OEA) for Josephine County, using the methodology for the Grants Pass urban area described in an April 9, 2013 memo attached as Exhibit 'A' to Resolution No. 13-6075.
- b. In addition, staff is directed to work with Josephine County to initiate amendments to the countywide coordinated population forecast consistent with this direction, also reflecting the updated Cave Junction population forecast consistent with Cave Junction City Council Resolution 776 adopted in August 2013, as presented in Table 2 of Exhibit 'A' to this resolution.
- c. The forecast will be consistent with Table 2 of Exhibit 'A' to this resolution, with Column 4 updated to reflect the base year urban area population consistent with the draft UGB and Urban Reserve boundaries described in Section 6.

**Section 2. 'Needs Documents' Updates - Comprehensive Plan Amendments.**

- a. Except as provided in Subsection (b), consistent with the direction provided in City Council Resolution No. 13-6075 and County Resolution 2013-032, staff is directed to update the 'needs documents' (the Population, Housing, Economy, and Urbanization Elements of the Comprehensive Plan) based on a proportion of the total identified needs corresponding to the new population forecast. The Oregon Department of Land Conservation and Development (DLCD) has previously concurred with this methodology.
- b. Consistent with the direction provided by the City Council at the February 3, 2014 work session, summarized in the February 7, 2014 memo with concurrence from the Board of Commissioners in their April 28 letter, and with the revisions described in the April 29 memo summarizing the results of the April 28, 2014 joint work session: in addition to the proportional adjustments to the employment site needs in the Economy Element associated with the revised population forecast and associated safe harbor employment forecasts, staff is directed to update the necessary planning documents, including the Economy Element and the Urbanization Element, to reflect the revised economic development strategy and policies.

The City's economic development strategy will capture less of the potential regional employment on land within the Grants Pass urban area, and rely more on a regional strategy that includes other employment lands in Josephine County. The City Council re-emphasizes the need to address infrastructure needs for other lands in Josephine County if there is to be a successful strategy to meet those needs on other lands for businesses that require a full range of public facilities and services, including sewer, water, and public safety.

- c. Consistent with the direction provided in City Council Resolution No. 13-6075 and County Resolution 2013-032, staff is directed to update the buildable lands inventory by deducting acreage/properties that have since developed from the original adopted inventory, prior to the beginning of the new planning period.

**Section 3. Scope of Work.** Consistent with the direction provided in City Council Resolution No. 13-6075 and County Resolution 2013-032, staff is directed to initiate the plan amendments described in this resolution to establish a 20-year Urban Growth Boundary (UGB) and an additional 10-year Urban Reserve based on the new forecast for the Grants Pass urban area. In addition to the required planning for the UGB, staff is directed to conduct infrastructure planning for the 30-year period, including the Urban Reserve area, and the necessary conceptual land use planning for the Urban Reserve that is required for the infrastructure plans and modeling.

**Section 4. Upzoning of Lands within Current UGB.** Consistent with the direction provided by the March 20, 2013 City Council motion, staff is directed to initiate amendments to the Comprehensive Plan and the zoning map for lands inside the current UGB consistent with the map presented at the March 20, 2013 meeting, attached to this resolution as Exhibit 'B'. Specific implementation of the amendments may include temporary trip caps limiting traffic generation for those properties to levels consistent with existing Comprehensive Plan map designations and/or zoning until the Transportation System Plan has been updated to incorporate any mitigation that may be associated with the amendments.

**Section 5. Policy for Timing of Rural to Urban Zoning for UGB Expansion Areas.** The direction provided in Section 6 of this resolution directs staff to initiate the following: amendments to the Urban Growth Boundary, establishment of an Urban Reserve, and Comprehensive Plan map amendments for these areas. It doesn't direct staff to initiate zoning map amendments for the UGB expansion areas at this time. Infrastructure plans must be updated and adopted before zoning can be applied to most properties. Prior to or concurrent with the adoption of infrastructure plan updates, staff is directed to schedule meetings with the City Council and Josephine County Board of Commissioners as necessary to discuss and decide on the policy and approach for the timing of rural to urban rezoning for UGB expansion areas. Options may include, but are not limited to, those outlined in Exhibit 'C' to this resolution.

**Section 6. UGB and Urban Reserve Boundaries and Comprehensive Plan Maps.** Consistent with the direction provided by the City Council at the February 3, 2014 work session and summarized in a February 7, 2014 memo, with the concurrence of the Board of Commissioners in an April 28, 2014 letter, and with the additional revisions from the April 28, 2014 joint work session summarized in an April 29, 2014 memo: staff is directed to coordinate with the County and initiate amendments to the Comprehensive Plan to amend the Urban Growth Boundary, establish an Urban Reserve, and update the Comprehensive Plan map designations consistent with the maps attached to this resolution as Exhibit 'D'.

**Section 7. Interim Intergovernmental Agreement for UGB Expansion Areas.** Concurrent with the Comprehensive Plan and Development Code Amendments, staff is directed to initiate the hearing process for adoption of an Interim Intergovernmental Agreement for the UGB expansion areas consistent with the October 24, 2013 draft attached to this resolution as Exhibit 'E'. Staff is further directed to work with the Josephine County Planning Director to establish coordination procedures and protocols as applicable.

**Section 8. Intergovernmental Agreement for Urban Reserve.** Concurrent with the Comprehensive Plan and Development Code Amendments, staff is directed to initiate the hearing process for adoption of an Intergovernmental Agreement for the Urban Reserve consistent with the October 24, 2013 draft attached to this resolution as Exhibit 'F'. Staff is further directed to work with the Josephine County Planning Director to establish coordination procedures and protocols as applicable.

**Section 9. Comprehensive Plan Amendments – Element 13: Land Use, including Section 13.6.3 UGB Inclusion Criteria.** At the April 28, 2014 joint work session, the City Council, with concurrence of the Board of Commissioners, directed staff to include Area H1.1 in the draft Urban Reserve. This is the only area with resource zoning ("FR" Farm Resource) proposed for inclusion in the draft UGB or Urban Reserve boundaries. Staff previously recommended inclusion of Area H1.1 in the UGB; therefore, the earlier draft of this amendment was based on inclusion of Area H1.1 in the UGB rather than the Urban Reserve. Staff is directed to initiate amendments to Element 13 of the Comprehensive Plan consistent with the May 2, 2014 draft attached to this resolution as Exhibit 'G'. This draft also adds references to Urban Reserve planning and incorporates corrections to existing provisions of this Element.

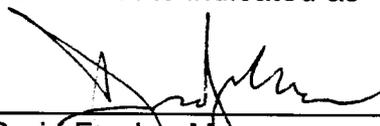
**Section 10. "Efficiency Measures" – Development Code Amendments.** Staff is directed to initiate amendments to the Development Code for adoption of efficiency measures described in the Urbanization Element of the Comprehensive Plan, summarized Exhibit 'H' to this resolution, including implementation of specific measures consistent with those presented in Exhibit 'I' to this resolution.

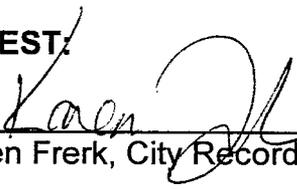
**Section 11. Coordination.** Once all necessary draft work products have been prepared in accordance with this resolution, staff is directed to coordinate with Josephine County on the submittal of draft work products and notice to DLCD; any subsequent public information meetings; and the hearing dates, logistics, and staff report for the public hearing process.

**EFFECTIVE DATE** of this Resolution shall be immediate upon its passage by the City Council and approval by the Mayor.

**ADOPTED** by the Council of the City of Grants Pass, Oregon, in regular session this 21<sup>st</sup> day of May, 2014.

**SUBMITTED** to and *Approved* by the Mayor of the City of Grants Pass, Oregon, this 27 day of May 2014 to be effective on the date indicated as adopted by the City Council.

  
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Darin Fowler, Mayor

**ATTEST:**  
  
\_\_\_\_\_  
Karen Frerk, City Recorder

Date submitted to Mayor: 5/22/14

Approved as to Form, Mark Bartholomew, City Attorney 

**Josephine County Coordinated Population Forecast Methodology Summary and Forecast to 2050  
May 2, 2014**

**Table 1. Adjustments for Josephine County Coordinated Population Forecast  
Revised for Cave Junction September 5, 2013 (Resolution 776)**

Year	Josephine County		Grants Pass Urban Area		Cave Junction Urban Area		Urban Area		Growth Rate Updated Base Year	Population Updated Base Year, Res 776
	Growth Rate OE	Population Updated Base Yr.	Share of JoCo	Population	Growth Rate Original	Population	Growth Rate Updated Base Year	Population Updated Base Year		
2007										
2008	0.6058%	83,775	0.4582	37,928	4.591%	2,241	6.286%	2,344	2.5%	2,199
2009	0.6058%	83,781	0.4595	38,055	4.591%	2,451	6.286%	2,490	2.5%	2,199
2010	0.6058%	83,781	0.4607	38,135	4.591%	2,564	6.286%	2,805	2.5%	2,204
2011	0.6058%	83,775	0.4607	38,135	4.591%	2,682	6.286%	2,805	2.5%	2,204
2012	0.6058%	83,775	0.4607	38,135	4.591%	2,805	6.286%	2,805	2.5%	2,204
2013	0.6058%	83,775	0.4607	38,135	4.591%	2,934	6.286%	2,934	2.5%	2,259
2014	0.6058%	84,799	0.462	38,707	4.591%	3,068	6.286%	3,068	2.5%	2,316
2015	0.6058%	85,313	0.464	39,110	4.591%	3,209	6.286%	3,209	2.5%	2,373
2016	0.6058%	85,341	0.466	39,769	4.591%	3,357	6.286%	3,357	2.5%	2,433
2017	0.6058%	86,407	0.468	40,439	4.591%	3,511	6.286%	3,511	2.5%	2,494
2018	0.6058%	87,487	0.470	41,119	4.591%	3,672	6.286%	3,672	2.5%	2,556
2019	0.6058%	88,550	0.472	41,810	4.591%	3,840	6.286%	3,840	2.5%	2,620
2020	0.6058%	89,686	0.474	42,511	4.591%	4,017	6.286%	4,017	2.5%	2,685
2021	0.6058%	90,784	0.476	43,213	4.591%	4,201	6.286%	4,201	2.5%	2,752
2022	0.6058%	91,881	0.478	43,926	4.591%	4,394	6.286%	4,394	2.5%	2,821
2023	0.6058%	92,978	0.480	44,649	4.591%	4,596	6.286%	4,596	2.5%	2,892
2024	0.6058%	94,107	0.482	45,384	4.591%	4,807	6.286%	4,807	2.5%	2,964
2025	0.6058%	95,268	0.484	46,130	4.591%	5,027	6.286%	5,027	2.5%	3,038
2026	0.6058%	96,468	0.486	46,883	4.591%	5,258	6.286%	5,258	2.5%	3,114
2027	0.6058%	97,707	0.488	47,647	4.591%	5,500	6.286%	5,500	2.5%	3,192
2028	0.6058%	98,986	0.490	48,421	4.591%	5,753	6.286%	5,753	2.5%	3,272
2029	0.6058%	100,305	0.492	49,205	4.591%	6,017	6.286%	6,017	2.5%	3,354
2030	0.6058%	101,664	0.494	50,000	4.591%	6,291	6.286%	6,291	2.5%	3,437
2031	0.6058%	103,063	0.496	50,815	4.591%	6,575	6.286%	6,575	2.5%	3,523
2032	0.6058%	104,502	0.498	51,649	4.591%	6,869	6.286%	6,869	2.5%	3,612
2033	0.6058%	106,000	0.500	52,500	4.591%	7,173	6.286%	7,173	2.5%	3,702
2034	0.6058%	107,558	0.502	53,478	4.591%	7,487	6.286%	7,487	2.5%	3,794
2035	0.6058%	109,177	0.504	54,483	4.591%	7,811	6.286%	7,811	2.5%	3,888
2036	0.6058%	110,856	0.506	55,515	4.591%	8,146	6.286%	8,146	2.5%	3,984
2037	0.6058%	112,595	0.508	56,573	4.591%	8,491	6.286%	8,491	2.5%	4,082
2038	0.6058%	114,394	0.510	57,657	4.591%	8,847	6.286%	8,847	2.5%	4,182
2039	0.6058%	116,253	0.512	58,767	4.591%	9,214	6.286%	9,214	2.5%	4,284
2040	0.6058%	118,172	0.514	59,900	4.591%	9,592	6.286%	9,592	2.5%	4,388
2041	0.6058%	120,151	0.516	61,067	4.591%	10,000	6.286%	10,000	2.5%	4,494
2042	0.6058%	122,190	0.518	62,268	4.591%	10,430	6.286%	10,430	2.5%	4,602
2043	0.6058%	124,290	0.520	63,504	4.591%	10,883	6.286%	10,883	2.5%	4,712
2044	0.6058%	126,451	0.522	64,775	4.591%	11,359	6.286%	11,359	2.5%	4,824
2045	0.6058%	128,674	0.524	66,082	4.591%	11,858	6.286%	11,858	2.5%	4,938
2046	0.6058%	130,959	0.526	67,426	4.591%	12,379	6.286%	12,379	2.5%	5,054
2047	0.6058%	133,306	0.528	68,800	4.591%	12,922	6.286%	12,922	2.5%	5,172
2048	0.6058%	135,715	0.530	70,204	4.591%	13,487	6.286%	13,487	2.5%	5,292
2049	0.6058%	138,186	0.532	71,638	4.591%	14,074	6.286%	14,074	2.5%	5,414
2050	0.6058%	140,719	0.534	73,102	4.591%	14,683	6.286%	14,683	2.5%	5,538

Blue = Census/Estimate  
Black = Forecast  
Updated estimates for Urban Areas start with 2010 Census data

\*Existing population initially added to the Grants Pass UGB and Urban Reserve areas upon adoption (Table 2, Column 4) is based on which areas are included, and the table has been updated accordingly.

This forecast assumes the residents in those areas, or future residents, will occupy those dwellings and be included in the count of existing population in those areas. This isn't counted as new population growth that has additional land needs.

This forecast includes the 665 people within the UGB expansion areas within the population for 2013-2033, and it assumes the 536 people in the Urban Reserve areas will be part of the UGB in 2034 and after, totaling 1,201 people together.

Some or all of the land within the Urban Reserve could be included within the UGB sooner or later than assumed above, but this forecast assumes the UGB meets the 30-year need, so years 2033 and 2043 are the focus.

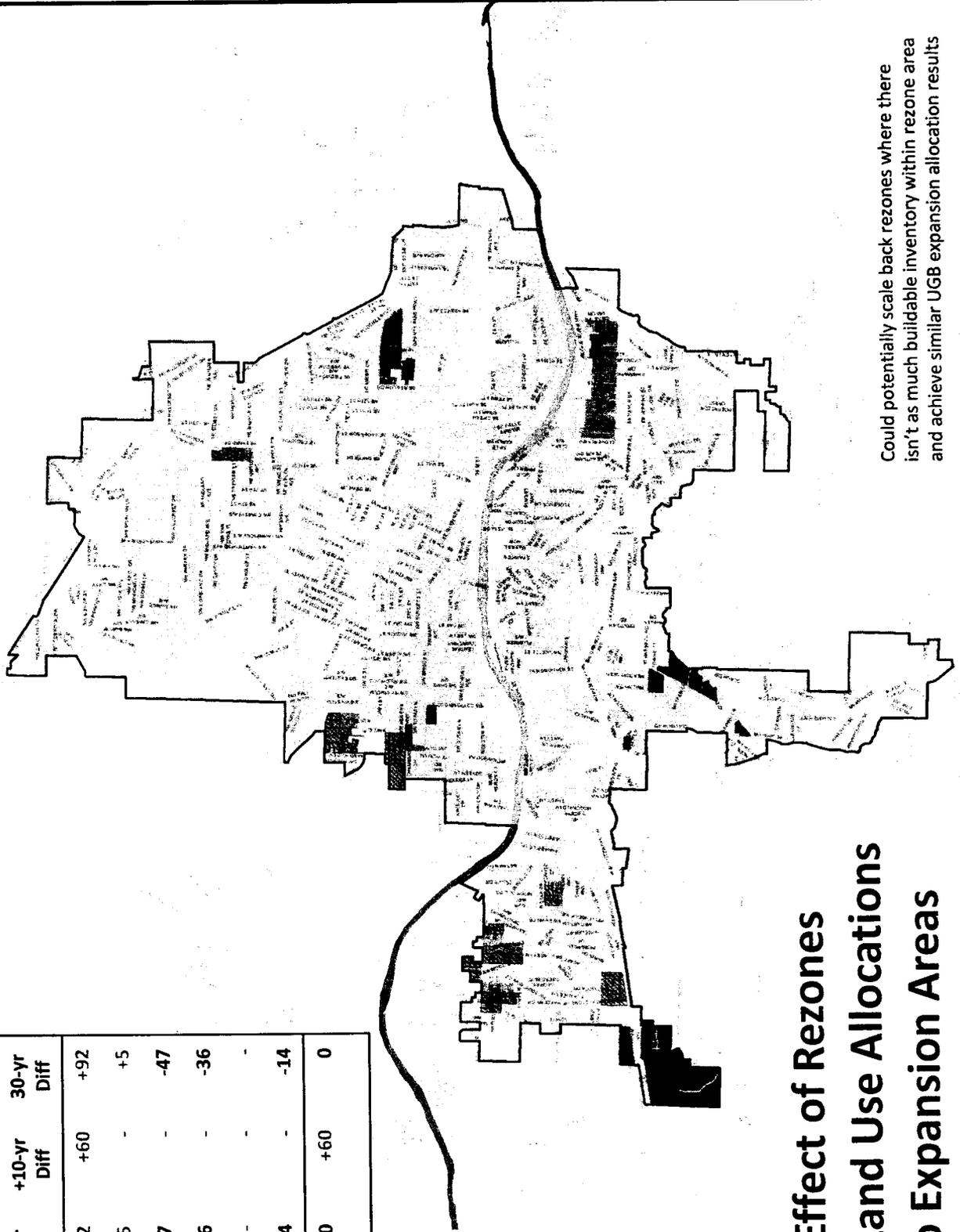
(The lots or portions of lots with these dwellings are classified as developed, and the new buildable land needs for the UGB and Urban Reserve are based on the new population increment for the planning horizon, not the existing population.)

**Table 2. Josephine County Coordinated Population Forecast to 2050  
September 5, 2013 Update, (Column 4 Updated May 2, 2014)\***

Year	Josephine County	Grants Pass Urban Area		Cave Junction Urban Area		Total Growth After Rev. UGB/UR	Total Growth After Rev. UGB/UR	JOCo Outside Urban Areas
		Pass Urban Area Before Rev.	Est. Add'l Growth After Rev. UGB/UR	Pass Urban Area Before Rev.	Est. Add'l Growth After Rev. UGB/UR			
2007								
2008	82,775	37,928	665	38,707	665	39,372	42,094	
2009	82,820	38,055	665	39,110	665	39,775	42,140	
2010	82,820	38,055	665	39,769	665	40,434	42,475	
2011	82,775	38,135	665	40,439	665	41,104	42,810	
2012	82,775	38,135	665	41,119	665	41,784	43,147	
2013	83,276	38,307	665	41,810	665	42,475	43,485	
2014	83,781	38,707	665	42,511	665	43,176	43,824	
2015	84,289	39,110	665	43,213	665	43,878	44,153	
2016	85,341	39,769	665	43,926	665	44,591	44,483	
2017	86,407	40,439	665	44,649	665	45,314	44,813	
2018	87,487	41,119	665	45,384	665	46,049	45,144	
2019	88,580	41,810	665	46,130	665	46,795	45,477	
2020	89,686	42,511	665	46,803	665	47,468	45,770	
2021	90,784	43,213	665	47,485	665	48,150	46,066	
2022	91,895	43,926	665	48,176	665	48,841	46,362	
2023	93,019	44,649	665	48,876	665	49,541	46,658	
2024	94,157	45,384	665	49,586	665	50,251	46,954	
2025	95,310	46,130	665	50,342	665	50,962	47,250	
2026	96,478	46,883	665	51,149	665	51,675	47,546	
2027	97,661	47,647	665	51,983	665	52,392	47,842	
2028	98,868	48,421	665	52,844	665	53,111	48,138	
2029	99,942	49,205	665	53,735	665	53,832	48,434	
2030	100,376	49,586	665	54,656	665	54,556	48,730	
2031	101,199	50,195	665	55,613	665	55,282	49,026	
2032	102,028	50,810	665	56,604	665	56,011	49,322	
2033	102,865	51,432	665	57,629	665	56,742	49,618	
2034	103,708	52,067	1,201	58,687	1,201	57,484	49,914	
2035	104,558	52,724	1,201	59,779	1,201	58,237	50,210	
2036	105,279	53,413	1,201	60,904	1,201	58,992	50,506	
2037	106,004	54,126	1,201	62,061	1,201	59,749	50,802	
2038	106,735	54,863	1,201	63,250	1,201	60,508	51,098	
2039	107,470	55,624	1,201	64,472	1,201	61,269	51,394	
2040	108,211	56,407	1,201	65,727	1,201	62,042	51,690	
2041	108,967	57,212	1,201	67,016	1,201	62,817	51,986	
2042	109,738	58,039	1,201	68,339	1,201	63,594	52,282	
2043	110,524	58,888	1,201	69,696	1,201	64,372	52,578	
2044	111,325	59,759	1,201	71,088	1,201	65,161	52,874	
2045	112,141	60,662	1,201	72,511	1,201	65,951	53,170	
2046	112,972	61,597	1,201	73,965	1,201	66,752	53,466	
2047	113,819	62,564	1,201	75,449	1,201	67,564	53,762	
2048	114,681	63,563	1,201	76,964	1,201	68,387	54,058	
2049	115,547	64,596	1,201	78,509	1,201	69,222	54,354	
2050	116,427	65,663	1,201	80,084	1,201	70,067	54,650	

Blue = Census/Estimate  
Black = Forecast  
UGB/UR planning periods for jurisdictions shaded orange

Effect of Rezones			
Plan Des	20-yr Diff	+10-yr Diff	30-yr Diff
LR	+32	+60	+92
MR	+5	-	+5
HR	-47	-	-47
HRR	-36	-	-36
Emp	-	-	-
Comm	-14	-	-14
<b>Total Diff</b>	<b>-60</b>	<b>+60</b>	<b>0</b>



**Effect of Rezones  
on Land Use Allocations  
to Expansion Areas**

Could potentially scale back rezones where there isn't as much buildable inventory within rezone area and achieve similar UGB expansion allocation results

Policy for Timing of Rural to Urban Rezoning for UGB Expansion AreasItem:

Policy for Timing of Rural to Urban Rezoning for UGB Expansion Areas

Action Items:

- Policy for Timing of Rural to Urban Rezoning for UGB Expansion Areas
- Zoning Map Amendments to Occur Later Based on Policy
- *(Direction on this item can be provided later. However, this is a significant issue that the City and County should begin discussing for future action).*

Background:

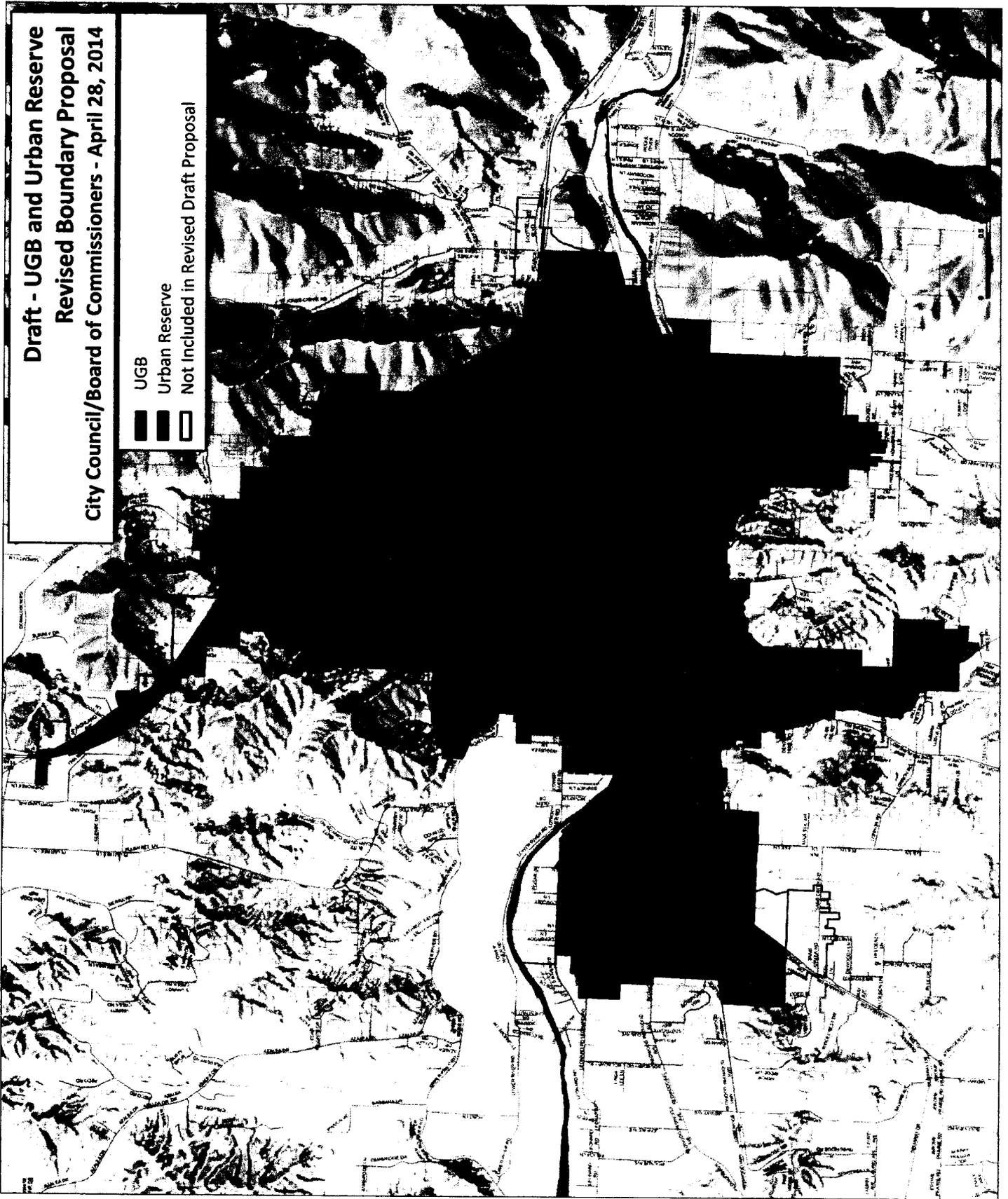
This item only applies to the rural to urban rezoning of UGB expansion areas. Lands in the Urban Reserve must retain rural zoning until lands are included in the UGB through a future UGB amendment. Properties already within the current UGB already have urban zoning and will continue to be managed as they are now.

State law allows urban Comprehensive Plan map designations to be adopted at the time of UGB expansion. However, before City urban zoning can be applied throughout the UGB expansion areas, it is necessary to complete transportation and infrastructure plans to support future land use, based on the Comprehensive Plan map. Those plans will identify infrastructure sizing and mitigation necessary to support development when urban zoning is applied and as properties develop. Transportation and infrastructure planning is expected to be completed within 12-18 months. The 'Goal 5' natural resource plan updates also need to be completed for the UGB expansion areas during that time.

During that time or sooner, the City and County can decide how to address the rural to urban rezoning of properties within the UGB expansion areas. In the meantime, the rural zoning will remain in place and the proposed Interim IGA for the UGB expansion areas provides for the county to continue to administer the rural land development code and building code in UGB expansion areas. Policy options, and pros and cons, for rural to urban rezoning will be presented in more detail at a future time. Policy options may include the following:

1. Upzone all properties in UGB expansion areas from rural to urban zoning all at the same time only after the transportation, infrastructure, and natural resource plans have been completed, and manage those areas the same way lands in the current UGB are now managed.
2. Generally upzone most properties as noted in #1 above only after the transportation, infrastructure, and natural resource plans have been completed, but evaluate whether there are any areas that should be upzoned from rural to urban zoning sooner for some limited areas where sewer, water, and major transportation facilities are already in place and significant changes won't occur through the infrastructure plan updates.
3. Apply urban zoning only at the time an owner signs an annexation agreement and develops property to urban standards, where the annexation agreement is an automatic administrative action that is a condition of approval that goes concurrent with a development application.
4. Apply urban zoning only at the time an owner signs an annexation agreement and develops property to urban standards. However, establish criteria where an annexation agreement isn't an automatic administrative action, where the city may have criteria that provide for timing and direction of growth and urban zoning that is phased and coordinated with a capital improvement plan and coordinated city investments in infrastructure for given areas.
5. Apply urban zoning and authorize extension of urban services for urban development only when properties are annexed into the City (except where services such as Redwood Sewer are now authorized to serve rural levels of development which would continue).





**Draft - UGB and Urban Reserve  
Revised Boundary Proposal  
City Council/Board of Commissioners - April 28, 2014**

- UGB
- Urban Reserve
- Not Included in Revised Draft Proposal

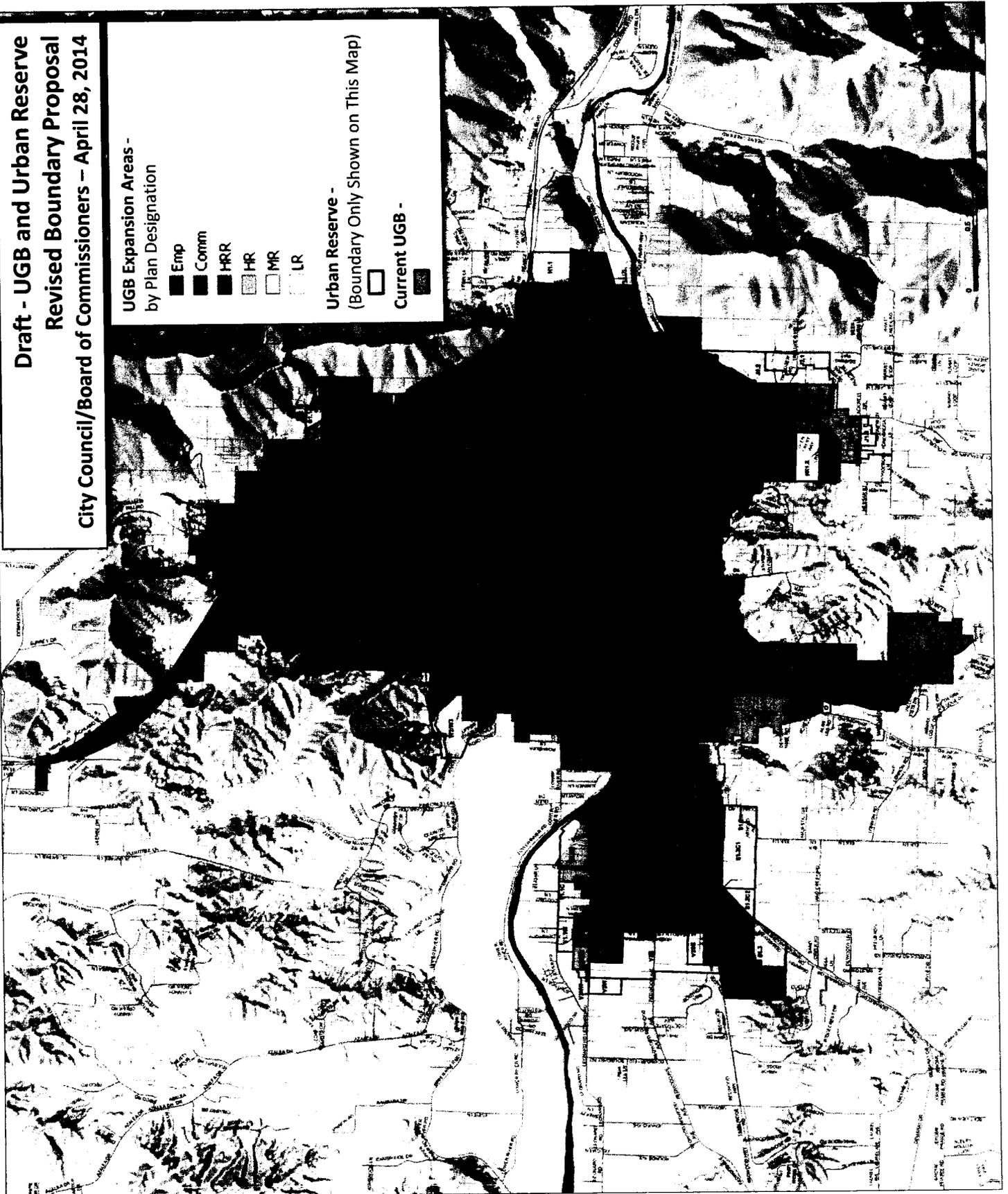
**Draft - UGB and Urban Reserve  
Revised Boundary Proposal  
City Council/Board of Commissioners - April 28, 2014**

UGB Expansion Areas -  
by Plan Designation

- Emp
- Comm
- HRR
- HR
- MR
- LR

Urban Reserve -  
(Boundary Only Shown on This Map)

- 
- Current UGB -



**Draft - UGB and Urban Reserve  
Revised Boundary Proposal  
City Council/Board of Commissioners - April 28, 2014**

**UGB Exp. Areas and Urban Reserve  
by Plan Designation**

**UGB Expansion**      **Urban Reserve**

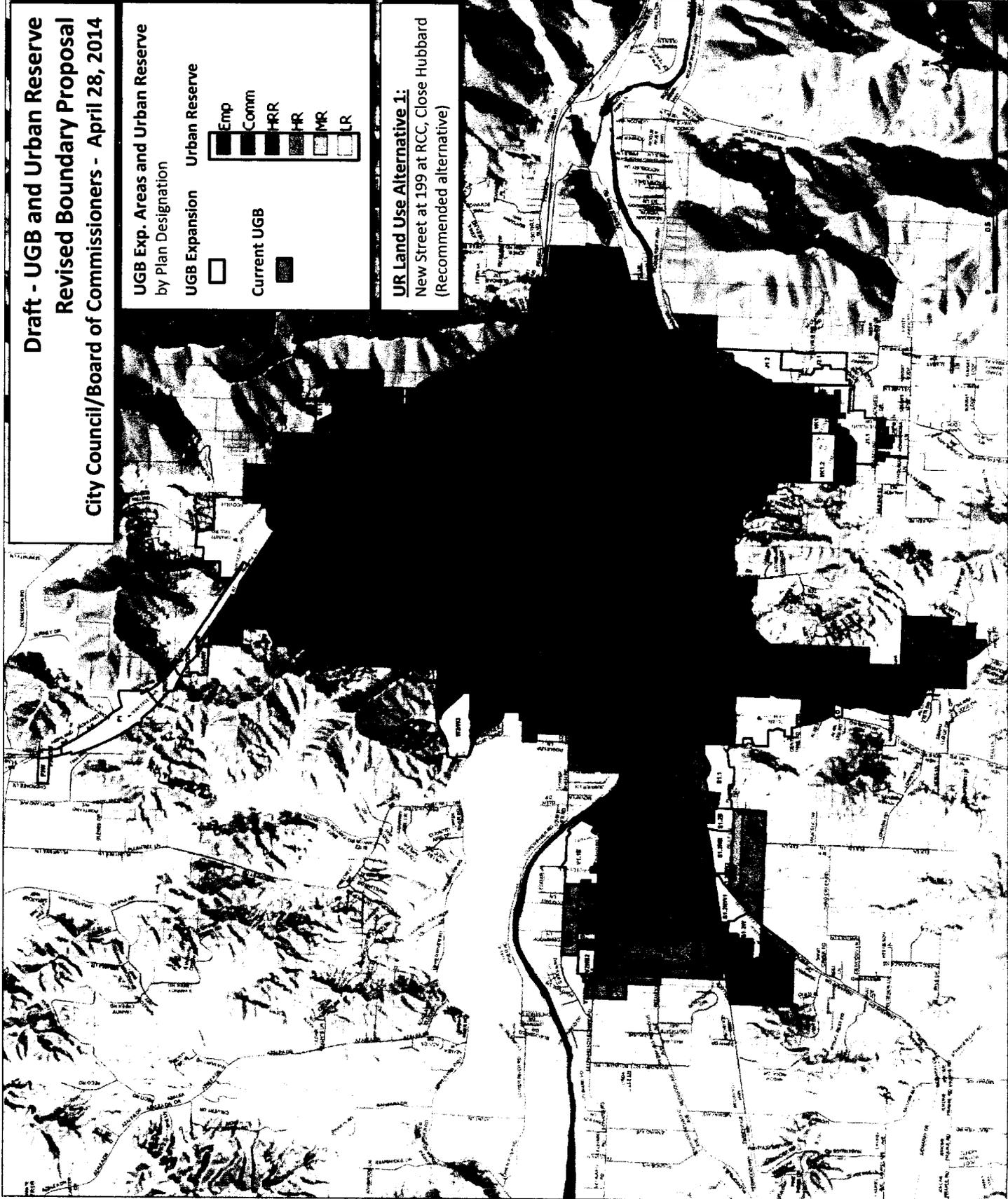


**Current UGB**



**UR Land Use Alternative 1:**

**New Street at 199 at RCC, Close Hubbard  
(Recommended alternative)**

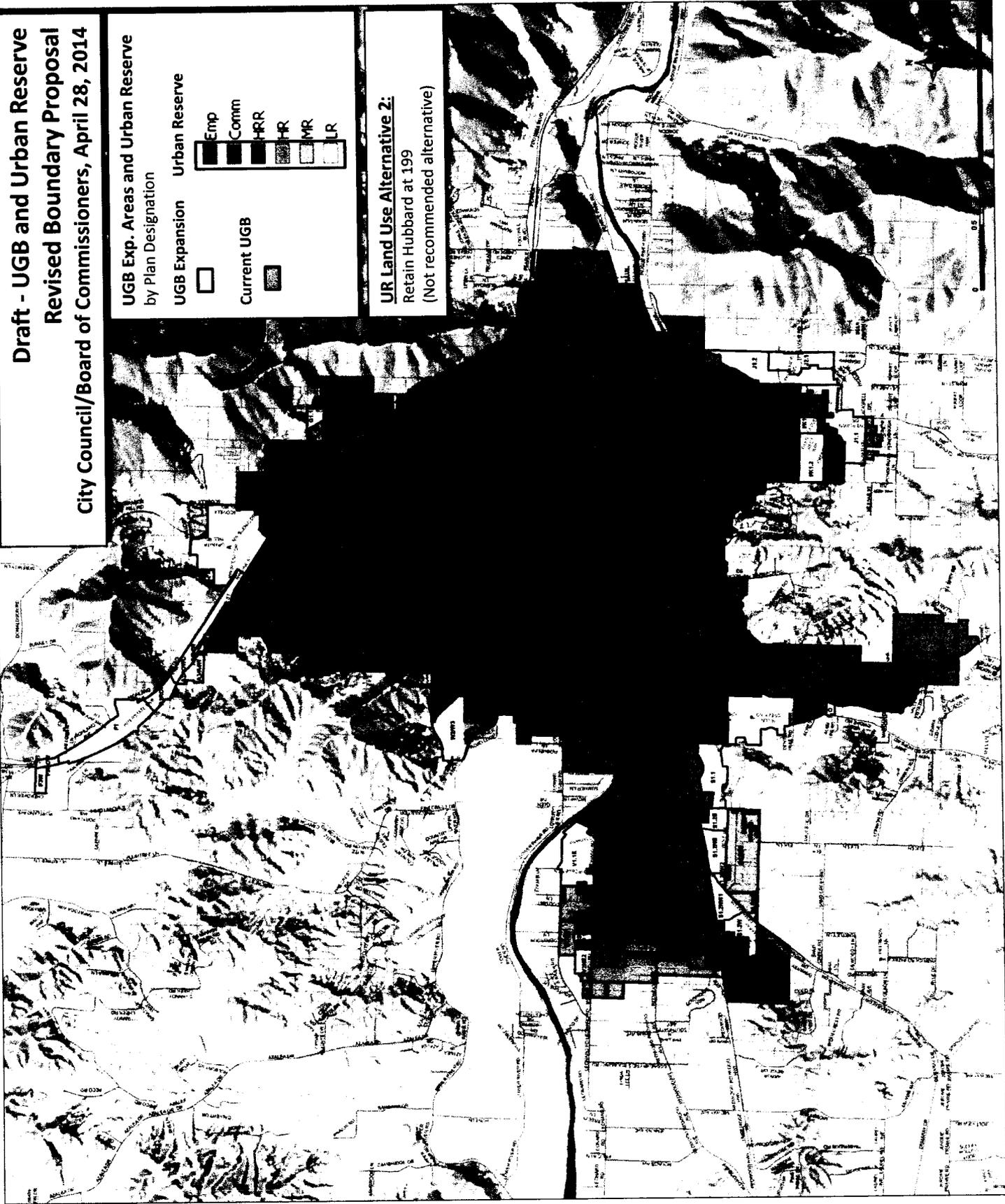


**Draft - UGB and Urban Reserve  
Revised Boundary Proposal  
City Council/Board of Commissioners, April 28, 2014**

**UGB Exp. Areas and Urban Reserve  
by Plan Designation**

	UGB Expansion		Emp
	Current UGB		Comm
			HRR
			HR
			MR
			LR

**UR Land Use Alternative 2:**  
Retain Hubbard at 199  
(Not recommended alternative)



**DRAFT – October 24, 2013**

**INTERIM INTERGOVERNMENTAL AGREEMENT (IGA)  
FOR THE ORDERLY MANAGEMENT OF PROPERTIES ADDED TO THE  
GRANTS PASS URBAN GROWTH BOUNDARY AREA**

The parties to this agreement are Josephine County (hereinafter County) and the City of Grants Pass (hereinafter City).

WHEREAS, Oregon Revised Statutes Chapter 190 provides authority for management agreements; and

WHEREAS, City and County amended the Grants Pass Urban Growth Boundary (UGB) by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_, adding approximately 460 acres, consistent with the needs in the adopted Urbanization Element of the Comprehensive Plan; and

WHEREAS, City Ordinance \_\_\_\_\_ amended the Comprehensive Plan map designations for those properties added to the UGB, replacing the rural comprehensive plan map designations of the Josephine County Comprehensive Plan with the urban comprehensive plan map designations of the Grants Pass and Urbanizing Area Community Comprehensive Plan; and

WHEREAS, lands added to the UGB by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_ still have rural zoning, and they will retain rural zoning designations of the Josephine County Rural Land Development Code until rezoned to urban zoning designations of the City of Grants Pass Development Code; and

WHEREAS, it is anticipated that this Interim IGA will apply until urban infrastructure plans have been completed and adopted that address lands added to the UGB by the above ordinances. Following that work, this interim IGA will be replaced with the applicable permanent IGA; and

WHEREAS, it is in the public interest for the County to continue to manage rural development on land with rural zoning, including those lands that will retain rural zoning within the UGB until urban zoning is applied, and for the City to continue to manage urban development on land with urban zoning, and for the County and City to coordinate to facilitate the transition from rural zoning and development to urban zoning and development for lands within the UGB planned for future urban development; and

WHEREAS, the August 5, 1998 Intergovernmental Agreement (IGA) for the Orderly Management of the Grants Pass Urban Growth Boundary Area governs lands inside the UGB that have urban zoning designations of the City of Grants Pass Development Code; and

WHEREAS, it is not appropriate at this time to apply the 1998 IGA to land added to the UGB by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_ that retain rural zoning designations because the 1998 IGA provides for management of lands with urban zoning designations, and it does not provide for management of lands with rural zoning designations; and

WHEREAS, without this Interim IGA, the 1998 IGA would apply to all lands within the UGB, creating a conflict since the City of Grants Pass Development Code can't be applied to properties with rural zoning; and

WHEREAS this Interim IGA provides the necessary provisions for management of lands with rural zoning within the UGB until urban zoning has been applied.

# DRAFT – October 24, 2013

NOW, THEREFORE, the parties agree as follows:

## 1. Applicability.

- a. This Interim IGA will apply to properties added to the Urban Growth Boundary by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_ while they continue to have rural zoning.
- b. Once properties have been rezoned to urban zoning designations, the provisions of the August 5, 1998 IGA will apply to properties in the same manner as other properties with urban zoning in the UGB; however, if the City and County adopt a different IGA that applies to lands added to the UGB by the above ordinance, the provisions of said IGA will apply.
- c. The current August 5, 1998 IGA will continue to apply to properties already inside the Urban Growth Boundary with urban zoning prior to City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_, and this Interim IGA does not apply to those properties with urban zoning.

## 2. All Provisions Except Land Use Management. Except for Land Use Management provisions specified in Section 3 of this Agreement, all other issues pertaining to land use and development, provisions of public facilities and services, and all other issues shall be continue to be managed in the same manner as lands outside the Urban Growth Boundary.

## 3. Land Use Management.

- a. **Non-Legislative Decisions.** All non-legislative land use actions, those actions that apply current law rather than amend the law, including ministerial permits, quasi-judicial decisions, and appeals of those decisions shall be subject to the following:
  - i. **Applicable Comprehensive Plan and Land Use Regulations.** The Grants Pass & Urbanizing Area Community Comprehensive Plan and Comprehensive Plan Map will apply to properties in the UGB that have urban zoning. The Josephine County Rural Land Development Code and Zoning Map will continue to apply to properties in the UGB with rural zoning until they are rezoned to urban zoning designations, and then the City of Grants Pass Development Code and Zoning Map will apply.
  - ii. **Administration.** The Josephine County Planning Department will continue to administer the Josephine County Rural Land Development Code for properties with rural zoning. Reviews and appeals shall be subject to the jurisdiction of the review bodies specified in the Josephine County Rural Land Development Code, including the Josephine County Planning Director, Rural Planning Commission, and Josephine County Board of Commissioners.
  - iii. **Coordination.** The Josephine County Planning Department will continue to coordinate all actions required for permits and inspections with appropriate agencies, including the Josephine County Building

## DRAFT – October 24, 2013

Department, DEQ, and Water Resources Department, and other agencies, as may apply.

- iv. **Quasi-Judicial Map Amendments.** Quasi-judicial Comprehensive Plan map amendments and zoning map amendments pertaining only to rural designations are considered non-legislative decisions addressed under this section. County will provide notice of quasi-judicial map amendments to City.
- b. **Legislative Decisions.**
- i. **Existing Lands in UGB.** All administration and procedures applicable to lands in the UGB with urban zoning *prior to* City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_ shall continue to apply as they currently apply.
  - ii. **Urban.** Text and map amendments to the Grants Pass and Urbanizing Area Community Comprehensive Plan and/or Comprehensive Plan Map, Grants Pass Development Code and/or Zoning Map shall continue to be processed by the City in accordance with the 1998 IGA, including notification and County automatic party status specified in Section V.2 of the 1998 Intergovernmental Agreement. This shall include any provisions pertaining to urbanization and/or urban use and development, including applicability to lands added to the Urban Growth Boundary by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_, including zoning map amendments from rural to urban designations.
  - iii. **Rural.** Text and map amendments to the Josephine County Comprehensive Plan and/or Comprehensive Plan Map, Rural Land Development Code and/or Zoning Map shall be processed by the County. This shall include any provisions pertaining to rural use and development, including applicability to lands added to the Urban Growth Boundary by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_ that retain rural zoning. The County agrees to provide written notice of all proposed legislative actions that have applicability to lands within the new UGB at least 35 days prior to the public hearing at which the action is first considered. The City shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals.
4. **Severability.** If any term or provision of this agreement or the application thereof to any person or circumstance shall to any extent be invalid or unenforceable, the remainder of this agreement and the application of such term or provision to persons or circumstances other than those to which it is held invalid or unenforceable shall not be affected thereby.
  5. **Repeal.** This Interim IGA shall remain in effect until replaced by a permanent IGA for all lands within the UGB by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_, or until all lands within the UGB have been rezoned to urban zoning designations, negating the necessity for provisions governing lands within rural zoning inside the UGB.
  6. **Effective Date.** This agreement shall become effective on the same effective date as the amended UGB adopted by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_.

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## JOSEPHINE COUNTY

\_\_\_\_\_ Date: \_\_\_\_\_  
Simon Hare, Chair

\_\_\_\_\_ Date: \_\_\_\_\_  
Cheryl Walker, Vice Chair

\_\_\_\_\_ Date: \_\_\_\_\_  
Keith Heck, Commissioner

Approved as to form: \_\_\_\_\_  
Steve Rich, Josephine County Counsel

## CITY OF GRANTS PASS

\_\_\_\_\_ Date: \_\_\_\_\_  
Darin Fowler, Mayor

\_\_\_\_\_ Date: \_\_\_\_\_  
Aaron K. Cubic, City Manager

ATTEST: \_\_\_\_\_  
Karen Frerk, City Recorder

Approved as to form: \_\_\_\_\_  
Mark Bartholomew, Grants Pass City Attorney

ugb expansion interim iga 10-24-2013.doc

**DRAFT – 10-24-2013**

**INTERGOVERNMENTAL AGREEMENT  
FOR THE ORDERLY MANAGEMENT  
OF THE GRANTS PASS URBAN RESERVE**

**PARTIES** to this agreement are Josephine County (hereinafter County) and the City of Grants Pass (hereinafter City).

WHEREAS, Oregon Revised Statutes (ORS) Chapter 190 provides authority for intergovernmental agreements; and

WHEREAS, Oregon Revised Statutes Chapter 190 requires that an intergovernmental agreement shall specify functions or activities to be performed and the responsibilities for performance of those functions; and

WHEREAS, Oregon Revised Statutes (ORS) 195.145 and Oregon Administrative Rules (OAR) 660-021-0020 provide authority for local governments to cooperatively designate lands outside urban growth boundaries as urban reserves in accordance with OAR 660 Division 21; and

WHEREAS, Oregon Administrative Rules (OAR) 660-021-0010 defines 'Urban Reserve' as lands outside of an urban growth boundary that will provide for (a) future expansion over a long-term period, and (b) the cost-effective provision of public facilities and services within the area when the lands are included within the urban growth boundary.

WHEREAS, City adopted Resolution 13-6075 and County adopted Resolution 2013-032, including provisions to proceed with planning for urban reserves and to exercise the authority provided in OAR 660-021-0040(6) to plan for the eventual provision of urban public facilities and services when lands in the urban reserves are included in the urban growth boundary; and

WHEREAS, OAR 660-021-0050 requires that urban reserve planning shall include the adoption and maintenance of urban reserve agreements, which shall be adopted by each applicable jurisdiction at or prior to the time of urban reserve designation; and

WHEREAS, OAR 660-021-0050 requires that urban reserve agreements include provisions that designate responsibilities among applicable jurisdictions; and

WHEREAS, OAR 660-021-0040(1) requires that lands within Urban Reserves shall retain rural zoning until included in the urban growth boundary; and

WHEREAS, OAR 660-021-0040 includes provisions for regulation and management of resource and nonresource lands within Urban Reserves and provides authority for measures that may be adopted to facilitate the efficient transition from rural to urban land uses and the orderly and efficient provision of urban services when lands are included in the urban growth boundary; and

WHEREAS, OAR 660-021-0040(2) specifies that urban reserve land use regulations shall be adopted by the time the urban reserves are designated; and

WHEREAS, it is the intent of this agreement to comply with Oregon Revised Statutes Chapters 190 and 195 and Oregon Administrative Rules 660 Division 021; to provide for cooperative management of the urban reserves as initially adopted, and as may be amended thereafter; and to provide for the efficient transition from rural to urban land uses and efficient provision of urban services when lands are included in the urban growth boundary.

# DRAFT – 10-24-2013

NOW, THEREFORE, the parties agree as follows:

## I. DEFINITIONS

For purposes of this agreement, terms defined in ORS 197.015, the statewide planning goals (OAR Chapter 660, Division 15), and OAR 660-021-0010 (Urban Reserves) apply.

## II. INTENT AND PURPOSE OF THE AGREEMENT

1. To comply with applicable state law for urban reserve agreements.
2. To enable the City and County to plan for the efficient transition from rural to urban land uses, the efficient provision of urban services and facilities, and the future transition of lands from the urban reserve to inclusion within the urban growth boundary.
3. To enable greater advance information to citizens, local governments, and services providers about the long-term direction and nature of future urban growth and services.
4. To minimize impacts to property owners, local governments, and service providers related to the transition from rural to urban land uses and provision of public facilities and services.
5. To enable the City and County to work together in planning for the transition from rural to urban land uses and provision of public facilities and services, and to maintain and improve coordination and communication between the City and County.
6. To specify the applicability of existing plans, policies, and regulations to lands within the urban reserve, and to establish supplemental plans, policies, and regulations consistent with OAR 660 Division 21 that provide for the rural use and development in the urban reserve in a manner that facilitates the future transition to urban uses and provision of public facilities and services when lands are included in the urban growth boundary.
7. To ensure incremental adjustments to the urban growth boundary are based on a comprehensive plan for the urban reserve that provides an adequate supply of sites planned at appropriate locations to meet future needs. To ensure that the finite supply of scarce sites with unique geographic characteristics and proximities is prioritized and protected for land uses with critical siting needs that require those characteristics, so those sites are not planned for, nor consumed by, land uses that have the most flexible siting capabilities.
8. To establish provisions for the amendment of the urban reserve.

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### III. APPLICABILITY

1. **Applicability: Geographic Area.** This agreement applies to lands within the Grants Pass Urban Reserve, as initially established, and as may be amended thereafter. The term 'Urban Reserve' includes the singular and plural, whether or not the Urban Reserve boundary or boundaries, and lands within them, are contiguous to one another.
2. **Applicability: Provision and Management of Services and Facilities.** Provision and management of those services and facilities specified in this Agreement shall apply within the Urban Reserve as specified herein. Except as provided in this agreement, provision of all other services and facilities within the urban reserve not specified in this agreement shall continue to be provided and managed in the same manner as, and by the same providers, as applies to other properties outside the urban growth boundary which are not within the urban reserve. These include water, sewer, streets and drainage, and parks & open space, public safety, and code enforcement.

However, properties that connect to municipal sewer or water service as authorized by this agreement or other agreement shall sign a Service and Annexation Agreement in accordance with applicable City policy in place at the time of this agreement, or as revised thereafter. In accordance with policy, any properties subject to a Service and Annexation Agreement that requires payment of a fee equal to the city tax rate shall also receive City public safety service, including police and fire, subject to mutual aid agreements between participating public safety providers. Properties paying the fee are not required to have a separate rural fire protection contract to receive services from mutual aid public safety providers.

Nothing in this agreement shall preclude the options available to the City to provide services to properties within the urban reserve in the same manner as services can already be provided to rural properties outside the urban growth boundary by separate agreement or contract.

### IV. LAND USE AND BUILDING MANAGEMENT

1. **Urban Reserve Boundary.** The City and County shall jointly adopt, and may amend, the urban reserve boundary in accordance with applicable state law using the Type V procedures specified in Section 13.6 of the Grants Pass and Urbanizing Area Comprehensive Community Development Plan Policies, or as thereafter mutually modified by the two governing bodies.

Plans, standards, and measures that govern the Urban Reserve shall be adopted prior to or concurrent with adoption of the Urban Reserve, and subsequent amendments shall be as provided in state law and in accordance with the provisions of this Agreement.

2. **Urban Reserve Planning and Zoning.** As required by OAR 660-021-0040(1), until included in the urban growth boundary, lands in the urban reserve shall continue to be zoned for rural uses, in accordance with the provisions of applicable state law and this agreement.

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3. **Josephine County Comprehensive Plan & Map, Rural Land Development Code & Zoning Map, Building Code.** Except as otherwise provided in this agreement, the County shall exclusively apply the applicable rural planning documents governing the rural use and development of properties to lands in the urban reserve, including the Josephine County Comprehensive Plan, the Josephine County Comprehensive Plan Map, the Rural Land Development Code, and the Rural Zoning Map. The County shall also administer and apply the Building Code for lands within the Urban Reserve.

The County will continue to coordinate all actions required for permits and inspections in the same manner as applies to other lands outside the UGB, with appropriate agencies including County Planning, County Building Department, DEQ, and Water Resources, as may apply.

The County shall also adopt and apply any rural services and facilities plans needed to serve the area while rural zoning applies. These include, but are not limited to, the rural Transportation System Plan and rural area drainage plans. Future updates to these plans shall be coordinated with the plans described in Sections IV.4. and IV.5 of this Agreement, which guide the future transition from rural to urban development.

The following additional provisions shall apply to the rural use and development of lands in the urban reserve.

**A. Limitations on Rezoning.**

1. **Exception Areas and Nonresource Land.** As required by OAR 660-021-0040(3), for exception areas and nonresource land in the urban reserve, this agreement prohibits zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning in effect as of the date of establishment of the urban reserve. This provision shall remain in effect until such time as the land is included in the urban growth boundary, at which time provisions of the applicable urban growth boundary management agreement shall apply.
2. **Resource Land.** As required by OAR 660-021-0040(4), resource land included in the urban reserves shall continue to be planned and zoned under the requirements of applicable statewide planning goals.

- B. Siting of a Single-Family Dwelling.** Per OAR 660-021-0040(7), this agreement does not prohibit the siting, use, and development of a single-family dwelling on a legal parcel pursuant to urban reserve planning requirements if the single-family dwelling would otherwise have been allowed under law existing prior to the designation of the parcel as part of an urban reserve.

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### C. Additional Standards for Siting of New Development on Existing Parcels.

1. As part of the development review for properties within the urban reserve, in addition to the review of standards in the Rural Comprehensive Plan and any associated planning documents and the Rural Land Development Code, Josephine County shall review and consider the plans described in Sections IV.4 and IV.5 of this Agreement including the Urban Reserve Transition Plan and plans that guide future provision of urban facilities and services of this agreement, to serve lands in the urban reserve when they are included in the urban growth boundary, This review shall be subject to the notification and comment provisions of Section IV.6 of this Agreement.
2. Development on existing parcels within the urban reserve shall be sited so that:
  - a. Structures shall not be sited within the alignment of future urban local collector, collector, or arterial streets and right-of-way identified in applicable transportation plans; and
  - b. Based on the future urban zones authorized by the Urban Reserve Transition Plan map, structures shall meet setbacks from the future right-of-way needed for urban standard local collector, collector, or arterial streets identified in applicable transportation plans; and
  - c. Structures shall not be sited within the alignment of future mainlines or easement widths identified for sewer collection or water distribution in applicable plans for future provision of urban infrastructure.
  - d. To the extent practical, structures shall be sited to facilitate the future development and extension of the local street network on the property and adjacent properties, that will be needed to serve future urban use and development, consistent with the map designations of the Urban Reserve Transition Plan and the street connectivity standards of the Development Code.
3. These provisions are intended to facilitate future transition from rural to urban use and development with minimal impacts to rural use and development that occurs while property is within the urban reserve. These provisions shall not preclude siting of development on a parcel. To the extent that a smaller property cannot meet all of the requirements of this subsection, structures shall be sited to minimize conflicts and impacts to the extent practical.

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4. **Service & Annexation Agreement and Written Waiver of Remonstrance.** A Service & Annexation Agreement and Written Waiver of Remonstrance for future annexation shall be required if the property is provided with urban services, including sewer and/or water services.

### D. **Additional Standards for Land Divisions.**

1. **Minimum Parcel Size.** Except as authorized for the clustering option in Subsection (2), the minimum parcel size shall be as specified for the applicable rural zoning district in the Rural Land Development Code.
2. **Clustering Option.** As an option to Subsection (1) above, new parcels in the urban reserve may be smaller than the minimum parcel size specified for the rural zoning district in the Rural Land Development Code if the land division meets all of the requirements of this subsection.
  - a. The property is within a rural residential zone.
  - b. The property is within the Redwood sewer service area and is authorized to be served with public sewer.
  - c. No community water system shall be created. Either the land division includes no more than three parcels, which have individual wells or a shared well, or at its discretion, the City may authorize the parcels to be served with municipal water through separate agreement and terms.
  - d. The parent parcel is not a flag lot, and no new flag lots will be created.
  - e. The parent parcel may be divided using the clustering provisions of this section provided the overall average density of the newly created parcels does not exceed the density that would otherwise occur if the parent parcel was divided in a way that met minimum lot size requirements of the applicable rural zone for each new parcel.
  - f. One, and only one, of the newly created parcels shall be designated as the 'density granting parcel'. All other newly created parcels shall be designated as the 'density receiving parcels'. Density may be transferred from the 'density granting parcel' to the 'density receiving parcels' provided each 'density receiving parcel' is no larger than 0.25 acre and no smaller than smallest minimum lot size of the urban zoning district or districts authorized by the Urban Reserve Transition Plan Map, and meets the lot dimension requirements of that urban zoning district.

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- g. The application shall include a future development plan in accordance with Subsection (3) showing how the remaining 'density granting parcel' can be further divided and developed when included in the urban growth boundary in accordance with the applicable intergovernmental agreement for the UGB, the future urban infrastructure plans, and future urban zoning authorized by the Urban Reserve Future Land Use Plan Map; and
  - h. Each new parcel, including the 'density granting parcel', has frontage on a public street consistent with the future urban zoning district; and
  - i. At the City's discretion, if not already present, urban frontage improvements or a Deferred Development Agreement for future urban frontage improvements shall be required for the 'density receiving parcels' and the frontage of the area within the future development lot where a home will be sited on the 'density granting parcel'.
  - j. If the 'density granting parcel' will have more than twice the minimum lot size of the rural residential zone remaining after the land division, a deed declaration shall be recorded at the time the plat is filed, on a form approved by the City which states the property cannot be further divided until it is within the urban growth boundary has urban zoning applied, and must be developed in accordance with the provisions of the applicable intergovernmental agreement for urban growth boundary and the applicable urban zoning district.
  - k. Development of the 'density receiving parcels' and the future development portion of the 'density granting parcel' shall meet setbacks and development standards of the applicable future urban zone, including setbacks from the property lines shown in the future development plan for the 'density granting parcel'.
3. **Preplatting Future Lots or Parcels.** In addition to the submittal requirements of the Rural Land Development Code for a land division, a future development plan shall also be submitted that shows how the property can be further divided and developed in accordance with the future urban use and development standards for the map designation specified in the Urban Reserve Transition Plan and Future Urban Land Use Plan Map.
4. **Right-of-Way.** Excluding future streets shown on a future development plan that are not part of the immediate land division, adequate right-of-way width and dedication shall be required for the frontage of existing rural roads and new rural roads within the

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development consistent with the urban right-of-way widths required for future urban facilities specified in accordance with applicable plans and standards for future urban streets.

5. **New Facilities Serving More than One Parcel.** To the extent facilities that serve more than one parcel are permitted by the Rural Development Code and other applicable law, any new facility that serves more than one parcel in a land division shall be coordinated with the future provision of urban services.
    - a. **Community Water Systems.** Except as provided in Subsection (2)(c) above for the clustering option, if Community Water Systems are permitted by the Rural Land Development Code, such systems shall be allowed subject to the provisions of this Subsection. They shall be designed for future connection to the City water distribution system to accommodate future domestic use and fire flows, and to facilitate the transition to the City system when properties are further divided and/or developed with urban use and development. Any newly created Community Water System shall include provisions that specify the system will only serve rural use and development and that provide for the future connection and transfer of service to the City system at the time the property is developed with urban use and development that must be served by the City water distribution system.
    - b. **Streets and Drainage.** Any new streets and drainage facilities that serve a new land division shall be located and aligned to facilitate the future street system on the future development plan, and to the extent possible, to accommodate the grades and alignment of future underground utilities, such as sewer, water, and storm drainage.
  6. **Service & Annexation Agreement and Written Waiver of Remonstrance.** A Service & Annexation Agreement and Written Waiver of Remonstrance for future annexation shall be required for each parcel that is provided with urban services, including public sewer and/or water services.
4. **Urban Reserve Transition Plan and Future Urban Land Use Plan Map.** As part of the Comprehensive Plan, the City and County shall adopt urban reserve transition planning documents as specified in this agreement, including a future urban land use plan map, to guide planning for the eventual inclusion of properties in the urban reserve within the urban growth boundary.
    - A. **Purpose.** The purpose of the Urban Reserve Transition Plan and Future Urban Land Use Plan Map is to:

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1. Provide the basis and guidance for the future transition from rural plan and zoning map designations to urban plan and zoning map designations.
  2. Ensure that lands that are uniquely suitable for certain land uses, due to unique geographic characteristics, proximities, and land use patterns are available for those uses when needed and included in the UGB,
  3. Avoid incremental, unplanned, piecemeal zoning that wouldn't meet long-term needs for land uses if lands are brought into urban growth boundary without a plan.
  4. Provide the basis and guidance for development of infrastructure and public facilities plans, including sizing of infrastructure to serve the urban growth boundary with consideration of the future needs and sizing of that infrastructure to serve lands within the urban reserve when they are included in the urban growth boundary.
  5. Together with the Future Public Facilities and Services Plans in Section IV.5 of this agreement, provide guidance for the Land Use Management provisions in Section IV.3 of this Agreement, which are intended to provide for the coordinated review of rural development to plan for efficient transition to future urbanization.
- B. The Future Urban Land Use Map may include the same Comprehensive Plan Map designations that apply to lands in the urban growth boundary, may contain different plan designations, or a combination. The map designations shall be sufficient to provide guidance on the generalized land use and development densities that will be permitted by future zoning, and shall be sufficient to guide future infrastructure planning.
5. **Urban Reserve Future Public Facilities and Services Plans.**
- A. Per OAR 660-021-0040(6), cities and counties are authorized to plan for the eventual provision of urban public facilities and services to urban reserves. This agreement includes planning for the eventual provision of urban public facilities and services to the land within the urban reserves. However, it does not authorize urban levels of development or services in urban reserves prior to their inclusion in the urban growth boundary. It is not intended to prevent the planning for, installation of, or connection to public facilities or services in urban reserves consistent with the statewide planning goals and with acknowledged comprehensive plans and land use regulations in effect at the effective date of this agreement.
  - B. The City shall be responsible for planning for eventual provision of urban public facilities and services; including Water, Sewer, Transportation, and Drainage, to eventually serve the lands within the urban reserve once they are included within the urban growth boundary and develop with urban use and development.

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- C. Sizing infrastructure for the long-term extension to serve the urban reserves is cumulative to the planning for the infrastructure and public facilities to serve the urban growth boundary. Therefore, this planning affects the sizing of infrastructure and public facilities that will be installed in the shorter term to serve the urban growth boundary as well as the infrastructure that will be in the longer term to serve lands in the urban reserve when they are included in the urban growth boundary and develop with urban use and development.

Therefore, these plans may be part of the same planning documents for infrastructure and public facilities for both the urban growth boundary and the urban reserve. The plans may identify how capital projects can be phased to initially serve lands in the urban growth boundary and to later serve lands in the urban reserve when they are included within the urban growth boundary. The plans may also include projects that cannot be phased, and must be initially sized and constructed to serve lands in the urban growth boundary and urban reserve, even though urban reserve lands may not initially be served at urban densities until they are included in the urban growth boundary.

- D. Nothing in this agreement is intended to limit or preclude the planning, siting, or development of facilities outside of the jurisdiction or service areas they are intended to serve, consistent with applicable state law.

### 6. Procedures, Notification, and Appeals.

- A. **Rural Planning and Development.** The following shall apply to actions taken by the County under the Rural Comprehensive Plan, Rural Comprehensive Plan Map, Rural Land Development Code, and Rural Zoning Map.

1. **Legislative Text Amendments and Legislative and Quasi-Judicial Map Amendments.** The County shall process these amendments in accordance with the procedures in the Rural Comprehensive Plan and Rural Land Development Code. In addition, the County shall provide written notice of all proposed legislative text amendments and legislative and quasi-judicial map amendment to the City at least 35 days prior to the public hearing at which the action is first considered. The City shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals.
2. **Quasi-Judicial Applications Except Map Amendments.** The County shall process these amendments in accordance with the procedures in the Rural Comprehensive Plan and Rural Land Development Code. The County shall give the City written notice of all land use, limited land use and expedited land division decisions in the urban reserve in the same manner as required by Oregon Law for adjacent property owners. The City shall be deemed to have automatic party status regarding all such decisions for the purposes of standing for appeals. Quasi-judicial

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land use and limited land use development decisions made by the County's Planning Director, Hearings Officer, or the Rural Planning Commission may be appealed according to the County's land use hearing rules. The County may provide staff support for any administrative or quasi-judicial review of decisions regarding the application of land use regulations to land within the urban reserve.

3. **Administrative Permit Approvals.** For building permits and administrative permits that do not require quasi-judicial or legislative review, which are subject to the standards of Section IV.3.C of this Agreement, in addition to the County's review for consistency with that Section, the County shall route plans to the City for review and comment for consistency with the provisions of that Section prior to issuance of a permit. The County shall provide 7 days for the City to comment prior to issuance of a permit.
4. **Preapplications.** For any action that relates to land use and permit approvals within the urban reserve for which the County is required to provide notification to the City under this agreement, the County shall also provide notification of any pre-application to the City for any such associated application so the City may comment prior to submittal of a formal application. The County shall provide notice to the City in the same manner it notifies other affected agencies, and shall provide notice at least 10 business days before comments are due.
5. **Cooperation on Planning Undertakings.** The County is encouraged to notify the City as early as possible when it is considering undertaking plan, code, map, and/or service amendments that may affect the use and development of land within the urban reserve, and to invite the City to participate in the those undertakings, prior to review of a formal proposal through the public hearing process.

### B. Urban Planning and Development.

1. **Urban Reserve Transition Plan and Future Urban Land Use Plan Map.** The City and County shall initially adopt the Urban Reserve Transition Plan and Future Urban Land Use Plan Map at the time of adoption and amendment of the Urban Reserve, using the Type V procedure specified in the Grants Pass and Urbanizing Area Community Comprehensive Plan. Thereafter, the procedure for amendments to this plan for lands in the Urban Reserve shall be in the same manner specified in the Intergovernmental Agreement for the Urban Growth Boundary and specified in the Grants Pass and Urbanizing Area Community Comprehensive Plan, using the Type IV procedure, and including the same noticing provisions and automatic party status to the County.

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2. **Urban Reserve Future Public Facilities and Services Plans.** The City shall adopt Urban Reserve Future Public Facilities and Services Plans in the same manner specified in the Intergovernmental Agreement for the Urban Growth Boundary and specified in the Comprehensive Plan, using the Type IV procedure, and including the same noticing provisions and automatic party status to the County.
3. **Cooperation on Planning Undertakings.** For urban infrastructure planning that may affect rural lands and facilities, such as transportation and drainage facilities, including those outside the urban service planning area, the City is encouraged to involve the County in the planning process. This agreement is not intended to limit or preclude other cooperative infrastructure planning efforts that cross urban and rural boundaries.

### 7. **Inclusion of Urban Reserve Lands within the Urban Growth Boundary.**

- A. **Services.** When lands within the Urban Reserve are included within the Urban Growth Boundary, in accordance with the procedures of the applicable Intergovernmental Agreement for the Urban Growth Boundary, services shall be provided in accordance with the terms of the applicable Intergovernmental Agreement for the Urban Growth Boundary.

Land Use and Building Code Administration may differ for different lands within the UGB, depending on rezoning policies which may retain rural zoning on some lands within the UGB, whether the properties have rural or urban zoning, and the associated provisions of the Intergovernmental Agreement, or any Interim Intergovernmental Agreements for the UGB that may apply to lands with rural zoning.

- B. **Comprehensive Plan Map.** The Comprehensive Plan Map for the Urban Growth Boundary (UGB) shall be updated to include the new area added to the UGB, with plan designations that are the same as, or consistent with, the Urban Reserve Future Urban Land Use Plan Map for the subject lands.

## V. **FINANCING AUTHORITY**

Lands within the Urban Reserve will retain rural zoning prior to inclusion in the Urban Growth Boundary. Most public facilities and services within the Urban Reserve will be County owned and managed facilities built to rural standards. However, some City owned and managed services are authorized to serve rural development, as specified in this Agreement and other agreements.

For any public services and facilities that will be provided by the City in accordance with the Agreements, the County grants, and the City accepts, the authority to raise and collect monies that are necessary or convenient to provide, construct, improve, and maintain Urban Reserve public facilities and services, subject to the requirements and procedures of Oregon law. This authority shall include, but is not limited to, the formation of local improvement districts and similar service districts and special

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assessments, and to exercise any and all powers now or hereafter granted to the County through waivers of remonstrance to lands within the Urban Reserve, and to secure financing and establish liens or other devices, deferred payment programs and formats, and otherwise take all actions necessary to assure the timely, orderly and efficient arrangement of public facilities and services within the Urban Reserve. This authority shall also include the right to require the signing of service and annexation agreements when so authorized, and require compliance with standards specified in applicable agreements, prior to the provision of City owned or managed services to specific properties.

### VI. MAINTENANCE AND AMENDMENT

This agreement may be amended any time with the consent of the parties, provided 30-day written notice of the intention to amend is given to the Department of Land Conservation and Development. Modifications in this agreement shall be deemed consistent with the applicable Comprehensive Plan and its various elements.

### VII. DISPUTE RESOLUTION

1. Per OAR 660-021-0070(2), disputes between jurisdictions regarding urban reserve boundaries, planning and regulation, or urban reserve agreements may be mediated by the Department of Land Conservation and Development (DLCD) or the Land Conservation and Development Commission (LCDC) upon request by an affected party to this agreement.
2. In the event a dispute occurs regarding the operation or interpretation of this agreement, or the need for an amendment, and the parties come to an impasse regarding the dispute, the governing body of either the County or City may refer the dispute to a resolution committee. The resolution committee shall be comprised of two County representatives chosen by the County Commissioners, and two City representatives chosen by the City Council and the Chair of the Urban Area Planning Commission. The committee shall immediately proceed with non-binding mediation. The Resolution Committee may elect to proceed with binding arbitration by unanimous agreement.

### VIII. SEVERABILITY

If any term or provision of this agreement or the application thereof to any person or circumstance shall to any extent be invalid or unenforceable, the remainder of this agreement and the application of such term or provision to persons or circumstances other than those to which it is held invalid or unenforceable shall not be affected thereby.

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## IX. EFFECTIVE DATE

This Agreement shall become effective on the same effective date as the adoption of the Urban Reserve Boundary adopted by City Ordinance \_\_\_\_\_ and County Ordinance \_\_\_\_\_.

### JOSEPHINE COUNTY

\_\_\_\_\_  
Simon Hare, Chair Date: \_\_\_\_\_

\_\_\_\_\_  
Cherryl Walker, Vice Chair Date: \_\_\_\_\_

\_\_\_\_\_  
Keith Heck, Commissioner Date: \_\_\_\_\_

Approved as to form: \_\_\_\_\_  
Steve Rich, Josephine County Counsel

### CITY OF GRANTS PASS

\_\_\_\_\_  
Darin Fowler, Mayor Date: \_\_\_\_\_

\_\_\_\_\_  
Aaron Cubic, City Manager Date: \_\_\_\_\_

ATTEST: \_\_\_\_\_  
Karen Frerk, City Recorder

Approved as to form: \_\_\_\_\_  
Mark Bartholomew, City Attorney

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EXHIBIT G TO RESOLUTION

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**ELEMENT 13. LAND USE**

- 13.1. Purpose and Intent
- 13.2. Land Use Map
- 13.3. Areas of Mutual Concern
- 13.4. Development Procedures
- 13.5. Comprehensive Plan Amendments
- 13.6. Urban Growth Boundary Amendments
- 13.7. Urban Reserves
- 13.7-8. Urban Area Planning Commission
- 13.8-9. City/County Joint Review Procedure

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## 13. LAND USE

### Goal

To provide a vision of the future through maps and policies that shall guide and inform the land use decisions of the present, in such a manner that:

- (a) identifies rural lands and separates these lands from urbanizable lands,
- (b) provides for an orderly economic and efficient transition from rural to urban land use,
- (c) does not exceed the carrying capacity of the area's air, land and water resource,
- (d) is responsive to the wishes of the citizens and property owners of the planning area, and
- (e) provides adequate amounts of industrial, commercial and residential lands to meet growth needs over the planning period.

### Policies

#### 13.1 Purpose and Intent

##### 13.1.1 Data Base Purpose

The Data Base of the Comprehensive Plan depicts the geologic, geographic, physical, historical, economic and social patterns and relationships of the Grants Pass area. The goals and policies of the Comprehensive Plan represent the conscious choices of the Grants Pass community for the future growth and evolution of the area, based upon these patterns and relationships.

##### 13.1.2 Findings, Goals and Policies Purpose:

The adopted Comprehensive Plan is the official statement of the City of Grants Pass which sets forth its policies concerning the future development of the community.

- (a) The "Goals" are broad statements of philosophy that describe the desires of the people of the community for the future of the community. The Goals are the ends towards which land use activity is to be directed, and to which policies give operating principles, plans and courses of action.
- (b) The "Policies" are plans or definite course of action selected from among all alternatives to guide and determine present and future decisions. Policies are intended to be mandatory and directional, to carry out the Goals, and to serve

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as the basis for specific implementation measure, including land use ordinances, resolutions, and permits.

- (c) "Findings" tie the goals and policies to the Data Base in a clear, demonstrative and rational manner.
- (d) The Comprehensive Plan is the controlling land use instrument for the City; all development regulations and related actions by the City shall conform to the Comprehensive Plan.

### 13.1.3 Land Use Map Purpose:

The Comprehensive Plan Land Use Map is a key tool of the Comprehensive Plan, designating the most appropriate use for all real property within the Urban Growth Boundary. The designated land uses are based upon the goals, policies, findings and data base of the Comprehensive Plan.

### 13.2 Land Use Map

#### | 13.2.1 Comprehensive Plan Land Use Map:

The City and County shall adopt a Land use Map as part of this Comprehensive Plan. The Comprehensive Plan Land Use Map shall:

- (a) designate the highest and best land use for all portions of the Urban Growth Boundary area, on a parcel-by-parcel basis.
- (b) guide and direct changes to the Zoning Map.
- (c) meet the demonstrated need during the planning period for residential, commercial, industrial, and public lands as determined by the Comprehensive Plan.

#### | 13.2.2 Comprehensive Plan Land Use Designations:

The Land Use Map shall include the following land uses, whose designation are summarized below:

- Low Density Residential: maximum densities of up to 5.5 dwelling units per acre. (Allows Zoning Map Designations of R-1-12, R-1-10, R-1-8)

- Moderate Density Residential: maximum densities of up to 10.5 dwelling units per acre. (Allows Zoning Designations of R-1-6, R-2)

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- High Density Residential: maximum densities of up to 17.5 dwelling units per acre. Location limited to immediate proximity of Downtown, or the shopping centers in East Grants Pass and the Redwood Interchange. (Allows Zoning Map Designation of R-3)

- High Rise Density Residential: maximum densities of up to 35.5 dwelling units per acre. Location limited to immediate proximity of Downtown, shopping centers in East Grants Pass and the Redwood Interchange, and other areas adjacent to nodes of existing or planned supporting commercial use; employment centers, community and recreation facilities, arterial and collector streets, and/or transit centers to support higher densities while reducing travel demand and maximizing opportunities for alternate modes of transportation. (Allows Zoning Map Designation of R-4)

Unless a separate professional office designation is created, areas which are suitable for professional uses, but not for higher residential densities, may also be considered for this designation. However, at the time of designation, the review body should consider some restrictions of higher density residential development until adequate adjacent supporting uses and facilities are planned or provided. Options for establishing restrictions may include, but are not limited to, the use of a Development Agreement restricting use or intensity of use.

- Neighborhood Commercial: provides for small retail and service businesses in residential areas. Limited to maximum area of 20,000 square feet of contiguous land. (Allows Zoning Map Designation of NC, Neighborhood Commercial)

- General Commercial: provides for all commercial and professional uses, excepting those requiring on-site manufacture or assembly. Development standards according to adjacent uses and development. (Allows Zoning Map Designation of GC, General Commercial)

- Central Business District: mixed use District, provides the retail, professional office, and high rise residential core for the City and urbanizing area, and encourages concentrated development. (Allows Zoning Map Designation of CBD, Central Business District)

- Business Park: mixed used District, provides for light industrial and commercial uses, allows retail sales as accessory use to light industrial and wholesale uses. (Allows Zoning Map Designation of BP, Business Park)

- Industrial Park: Industrial Park in campus-like setting, allowing only those industries meeting high performance standards. (Allowing Zoning Map Designation of IP, Industrial Park)

- Industrial: provides for those industrial uses with heavier impacts upon their surroundings and need for outdoor functions. Performance standards required, with graduated buffering requirements keyed to adjacent uses. This district shall not

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graduated buffering requirements keyed to adjacent uses. This district shall not include retail commercial (other than service commercial) or other uses incompatible with heavy industry. (Allows Zoning Map Designation of I, Industrial)

~~Urban Reserve: maximum density of up to and including 1 dwelling unit per acre. To be used on the Zoning Map only, provides a "holding zone" for the future residential, uses designated on the Land Use Map, allowing and protecting interim rural residential uses.~~

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13.2.3 Plan Map/Zoning Map

The land use designation on the Comprehensive Plan Land Use Map shall be deemed to encompass the Zoning Districts of the Development Code according to the following schedule:

Comprehensive Plan <u>Land Use Designation</u>	Urban Area Zoning Ordinance <u>Designation</u>
---	--

Residential Designation:

Allows:

Low Density  
Moderate Density  
High Density  
High Rise Density

~~UR R-1-12, R-21-2010, R-1-8  
UR R-1-6, R-1-2  
UR R-3  
UR R-4~~

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Commercial Designation:

Allows:

Neighborhood Commercial  
General Commercial  
Central Business District

~~C-2NC  
GC  
CBD~~

Industrial Designation:

Allows:

Business Park  
Industrial Park  
Industrial

BP  
IP  
I

13.2.4 Other Maps

The Development Code shall include a Zoning Map, that shall include Special Purpose District Maps and Utility Maps, which maps and their criteria and standards shall meet the following basic functions:

- (a) The Zoning Map shall show currently permitted land uses on a parcel-by-parcel basis, and shall serve as a basis for determining the taxable value of any given parcel. The Zoning Map may show a less intensive land use than

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- (b) The Special Purpose District Maps and Standards shall determine which special development standards and review procedures, if any, apply to any given development proposal.
- (c) The Utility Maps, together with the Development Standards, shall determine the existing and future location of basic services, (water, sewer, streets, storm drainage, and parks), and shall determine which special development standards, if any, apply to any given development proposal.

### 13.2.5 Special Purpose Districts

Special Purpose Districts shall be adopted to include the following:

- (a) Slope Hazard: delineating areas of slope hazard due to combinations of steep topography and unstable soil, whose primary function is to allocate densities and development standards appropriate to the degree of hazard.
- (b) Flood Hazard: delineating areas of flood hazard, whose primary function is to determine location and standards of development appropriate to the degree of hazard.
- (c) Historic: delineating areas of historic value to the community, whose primary function is to encourage viable and economic use of historic areas while conserving and enhancing the area's historic resources.
- (d) Manufactured Housing District: delineating areas where manufactured housing is permitted outright in appropriate locations throughout the Urban Growth Boundary Area.

### 13.2.6 Development Code and Map Criteria

The Development Code shall set forth the criteria, standards and procedures for inclusion within and development of real property of a given Land Use District, Zone, Major Classification district, and Special Purpose District.

## 13.3 Areas of Mutual Concern

### 13.3.1 Identification:

As appropriate, the City and County shall identify any "areas and items of mutual concern" which may extend beyond the Urban Growth Boundary.

### 13.3.2 Procedures for Review:

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When so designated, the City and County shall establish procedures for notification and review for those areas and items of mutual concern identified.

### 13.4 Development Procedures

#### 13.4.1 Procedure Types:

The Development Code shall separate land use procedures from land use criteria and development standards. Land use procedures shall be stratified according to the degree of discretionary judgment required, and the magnitude of the impacts of the proposal on the adjacent properties and the community as a whole, as follows:

#### 13.4.2 Expedite Minor Review:

The Development code shall establish procedures for the development review process which expedite minor development proposals through administrative review, with provisions for public review upon appeal.

#### 13.4.3 Streamline Review Process:

The Development Code procedures shall act to streamline the land development process and eliminate unnecessary delays, and shall contain standards and procedures for land-use actions that are clear, objective and non-arbitrary.

### 13.5 Comprehensive Plan Amendments

#### 13.5.1 Provision for Amendments:

The Comprehensive Plan is not an inflexible document. It is intended to be responsive to changes in community condition and the attitude. In order to permit such flexibility, and at the same time maintain the integrity of the Comprehensive Plan, it is necessary to amend the Plan from time to time without frustrating its basic purpose.

- (a) In order to maintain the validity of community decision-making, the Data Base must be continuously updated, and the implications for decision-making that result from changing data and changing community attitudes should be widely disseminated and discussed.
- (b) Goals, Policies, and Findings will require changing over time, as the community changes. Linkage must be maintained between policy and the data base, all land use maps, and the implementing ordinances.
- (c) From time to time, the Land Use Map may need to be amended, and yet still maintain the correct linkages to the goals, policies, findings and data base, as well as retaining internal consistency.

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### 13.5.2 Minor and Major Amendments:

The City and County shall mutually revise the Comprehensive Plan from time to time, making both minor and major amendments.

- (a) Data Base: Revisions to the Data Base shall be Minor Amendments and shall proceed administratively as follows:
1. Upon special update and analysis requested by the City Manager or City Council;
  2. Upon receipt of area or regional data, studies and analyses by other public or semi-public agencies;
  3. Upon verification of site specific or area specific studies and analyses performed by the private sector;
  4. Continuously as initiated by the Director; and
  5. As a part of the City Manager's Annual Development Report.
- (b) Findings, Goals and Policies: Amendments to Findings, Goals and Policies shall be either minor or major amendments as follows:
1. Minor amendments, involving minor changes to findings and policies only, at one year intervals upon receipt of the City Manager's Annual Development Report for that year.
  2. Major amendments, involving major changes to findings, goal and policies at five year intervals, two years after the decennial census and quintennial counts taken by the US Census Bureau, upon receipt of the City Manager's Annual Development Report for that year.
- (c) Land Use Map: Amendments to the Comprehensive Plan land Use Map shall be either minor or major amendments, as follows:
1. Minor amendments, consisting of quasi-judicial review of land use for one parcel or a group of parcels, shall be considered at any time, using the City Manger's Annual Development Report as a guide to the need for and appropriateness of such minor amendments.
  2. Major amendments, consisting of legislative review of overall patterns of land use within a neighborhood, subarea, or area, or within the City or Urban Growth Boundary as a whole, scheduled at five year intervals, two years following the decennial census and

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quintennial counts taken by the US Bureau of the Census, using new Census data as a guide to the need and appropriateness of such major amendments.

- (d) Notwithstanding (b) and (c) above, minor or major amendments, may be considered at any time upon the mutual consent of the City Council and Board of County Commissioners, using the latest Annual Development Report and revisions to the data base as a guide to the need and appropriateness of such revisions.

### 13.5.3 Initiating Amendments.

Comprehensive Plan amendments may be initiated as follows:

- (a) A petition submitted by residents or property owners within the Urban Growth Boundary.
- (b) The Planning Commission.
- (c) The City Council.
- (d) The Board of County Commissioners.

### 13.5.4 Criteria for the Amendment:

For amending the findings, goals, policies and Land Use Map of the Comprehensive Plan, the City Council and Board of county commissioners shall base their conclusions upon, and adopt findings in consideration of, all the following criteria:

- (a) consistency with other findings, goals and policies in the Comprehensive Plan.
- (b) A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.
- (c) Applicable planning goals and guidelines of the State of Oregon.
- (d) Citizen review and comment.
- (e) Review and comment from affected governmental units and other agencies.
- (f) A demonstration that any additional need for basic urban services (water, sewer, streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the requisite changes to said utility plans and service policies as

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a part of the requested Comprehensive Plan amendment.

- (g) Additional information as required by the review body.
- (h) In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

### 13.5.5 Joint Review.

Amendments to the Findings, Goals, Policies, and Land Use Maps of the Comprehensive Plan shall be made either jointly by the City Council and Board of County Commissioners, or after mutual review of proposed revisions and assurance of compatibility by both the Council and Board. The procedure for joint review shall be provided in Policy 13.89.

### 13.6 Urban Growth Boundary Amendments

#### 13.6.1 Urban Growth Boundary Purpose and Intent:

The Urban Growth Boundary of the City and County, as adopted and amended, shall:

- (a) identify and separate urbanizable land from rural land;
- (b) provide for an orderly and efficient transition from rural land uses to urban land uses;
- (c) allow for the orderly and economic provision of public facilities and services as needed to accommodate urban development;
- (d) contain future urban development within the geographical limits of the Boundary; and
- (e) be considered as part of one body with the policies of the Comprehensive Plan, and acted upon in the manner provided for in the Comprehensive Plan.

#### 13.6.2 Boundary Amendments:

The City and County shall mutually amend the Urban Growth Boundary from time to time, making both minor and major amendments.

- (a) Minor amendments, involving only the inclusion or exclusion of lands, shall be considered annually, using the City Manger's Annual Development Report as a guide to the need for and appropriateness of such minor amendments.
- (b) Major amendments, involving major changes in the data base, goals and policies, in addition to the inclusion and exclusion of lands, shall be

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considered at five year intervals, two years following the decennial census and quintennial counts taken by the U.S. Bureau of the Census, using new Census data as a guide to the need and appropriateness of such major amendments.

- (c) Notwithstanding (a) and (b) above, either minor or major amendments may be considered at any time upon the mutual consent of the City Council and Board of County Commissioners using the latest Annual Development Report and revisions to the data base as a guide to the need and appropriateness of such amendments.

### 13.6.3 Criteria for Inclusion

For including real property within the Urban Growth Boundary, the City Council and Board of County Commissioners shall base their conclusion upon and adopt findings in consideration of the following criteria, as relevant to each inclusion:

- (a) ~~(a)~~—The proposed inclusion meets applicable planning goals and guidelines, Statutes, and Administrative Rules of the State of Oregon.

- (b) Inclusion of lands within the Urban Growth Boundary (UGB) shall be consistent with the review process and land priority inclusion criteria specified in state law (ORS 197.298, OAR 660-024-0060, and OAR 660-21-0060). When Urban Reserves have been adopted, lands within adopted Urban Reserves shall be the first priority for inclusion within the UGB, consistent with state law.

When lands within adopted Urban Reserves are proposed for inclusion in the UGB, the land use shall be consistent with any adopted land use plans and policies for the Urban Reserve areas, and there shall be demonstrated need to include the lands in the UGB, consistent with state law and the Comprehensive Plan.

- ~~(b)~~ (c) The proposed inclusion is consistent with the goals and policies of the Comprehensive Plan.

- ~~(e)~~ (d) The applicant has demonstrated need to meet population growth requirement:

1. as defined by residential, commercial, industrial, public, and semi-public land requirements determined by the Comprehensive Plan, as best met by the proposal versus other available alternatives; or
2. as defined by a need to meet the land use requirements of a given area, sub-area or neighborhood of the Boundary, consistent with the Comprehensive Plan policies for that area, sub-area, or neighborhood.

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- (de) The applicant has demonstrated that the proposed inclusion recognized the development patterns endorsed by the Comprehensive Plan.
- (ef) ~~The proposed inclusions are not agricultural lands supporting a commercial agricultural enterprise.~~ Formatted: Strikethrough
- (f) Except for lands included within an Urban Reserve in accordance with the provisions of Section 13.7 and applicable state law, lands proposed for inclusion in the UGB shall not have farm resource zoning, whether Exclusive Farm Use (EFU), Farm Resource (FR), or equivalent, unless:
  - 1. The lands are necessary for industrial use, and will be designated only for traded-sector industrial uses, and
  - 2. The inclusion is consistent with the priority requirements of ORS 197.298 and OAR 660-024-0060, and
  - 3. In addition to the above priorities in statute and administrative rule, if lands with either EFU or FR zoning designations on the Josephine County Zoning Map could meet the need, priority shall be given to lands in the FR zone over those in the EFU zone.
- (fg) The proposed inclusions are contiguous to the Urban Growth Boundary.
- (gh) The proposed inclusion can be provided with the full range of basic urban services in an economical manner.
- (hi) Allow for citizen review and comment.
- (ij) Allow for review and comment by affected governmental units and other agencies.
- (jk) If properties included within the Boundary, the zoning of the included property shall be consistent with the Comprehensive Plan Land Use Map for the Urban Growth Boundary.

### 13.6.4 Criteria for Exclusion (Removal):

For excluding (~~removing~~) real property from the Urban Growth Boundary previously included, the City Council and Board of County Commissioners shall base their conclusions upon, and adopt findings in consideration of, the following criteria, as relevant to each exclusion:

- (a) The proposed exclusion is consistent with the Planning Goals and Guidelines of the State of Oregon.

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- (b) The proposed exclusion is consistent with the Goals and Policies of the Comprehensive Plan.
- (c) The applicant has demonstrated that the need for residential, commercial, industrial, public and semi-public lands, as determined by the Comprehensive Plan, will not be significantly affected by the exclusion.
- (d) The proposed exclusion is not partitioned or developed to urban levels. Urban levels are evidenced by partitioning or residential development of more than one dwelling unit per acre; by basic urban services of sanitary sewer and/or water systems available to the area; by developed industrial, commercial and institutional uses, or lands designated for those uses; and by the availability of sanitary sewer service or public water service to the area.
- (e) The proposed exclusion is agricultural land capable of supporting a commercial agricultural enterprise.
- (f) The proposed exclusion is contiguous to the Boundary, and will not leave islands within the Urban Growth Boundary; also, the exclusion area represents a reasonable geographical exclusion in shape, does not preclude services to other lands within the Urban Growth Boundary, and does not constitute a disruption to a neighborhood.
- (g) The proposed exclusion cannot be provided with a full range of urban services in an economical manner.
- (h) Allow for citizen review and comment.
- (i) Allow for review and comment by affected governmental units and other agencies.
- (j) If property is excluded from the Boundary, the zoning of the excluded property shall be consistent with the County Comprehensive Plan Land Use Map, except that where sanitary sewer service and/or public water service is available to the property, the zoning of the excluded property shall be Suburban Residential. Urban level zones shall be contained within the Urban Growth Boundary.

### 13.6.5 Initiation of Revision:

- (a) Revisions to the Urban Growth Boundary may be initiated by:
  - 1. A petition submitted by property owners or their authorized agents.
  - 2. The Planning Commission.

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3. The City Council.
  4. The Board of County Commissioners.
- (b) Signed Petition shall included either:

A petition signed by all property owners requesting inclusion or exclusion, or a petition signed by property owners requesting inclusion or exclusion within a designated area shown on an assessors map, such that the signatures represent more than half the property owners of more than half the property with more than half the assessed value of the total property shown within the designated area.

### 13.6.6 Joint Review:

Inclusions or exclusions of real property to the Urban Growth Boundary shall be made jointly by the City Council and Board of County Commissioners. The procedure for joint review shall be as provided in Policy 13.89.

### 13.7. Urban Reserves

#### 13.7.1. Urban Reserves

Urban Reserves may be adopted or amended jointly by the City Council and Board of County Commissioners in accordance with the criteria and procedures specified in Oregon Revised Statutes (ORS 195.137-195.145) and Oregon Administrative Rules (OAR 660 Division 21)

The review shall be a Type V procedure with a joint decision by the City Council and Josephine County Board of Commissioners as specified in Section 2.070 of the Development Code and Section 13.9 below. However, any action which requires review "In the Manner of Periodic Review" rather than as a "Post-Acknowledgment Plan Amendment" as specified in Oregon Revised Statutes and Oregon Administrative Rules shall be subject to the jurisdiction and review of the Land Conservation and Development Commission in accordance with the provisions specified in the applicable statues and administrative rules. As specified in the applicable law, these decisions are not appealable to the Land Use Board of Appeals, and the noticing shall reflect the applicable procedures and requirements rather than those specified in the Development Code that reference appeals to the Land Use Board of Appeals.

### 13.7—8 Urban Area Planning Commission

#### 13.78.1 Urban Area Planning Commission.

A single Planning Commission, designated the "Urban Area Planning Commission",

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shall be appointed to serve the Grants Pass Urban Growth Boundary area, both inside and outside the City limits.

Provisions governing the Urban Area Planning Commission shall be specified in Article 7 of the Development Code.

### 13.8—9 City/County Joint Review Procedure

13.89.1 Joint Review. Except as otherwise provided by Intergovernmental Agreement, joint review as provided in this section by the City Council and Board of County Commissioners shall be required for amendment and revision to the following items:

- (a) Comprehensive Plan Data Base.
- (b) Comprehensive Plan Findings, Goals and Policies.
- (c) Comp Plan Land Use Map.
- (d) Urban Growth Boundary.
- (e) Urban Reserves.
- (ef) Mutually adopted Service and Utility Plans.

### 13.89.2 Data Base Joint Review.

- (a) All administrative revisions to the Data Base shall be summarized annually, and placed in both the City Manager's and the County Planning Department's annual Development Reports, together with implication for policy making that may result from the Data Base revisions, including proposed changes to the Comprehensive Plan and Development Code.
- (b) Revisions to the Data Base occurring during the year prior to the Annual Development Report that are significant enough to warrant reconsideration of Comprehensive Plan and Development Code policies, requirements and maps shall be forwarded to the City Manager for City Council consideration and to the Board Chairman for Board of County Commissioners consideration.
- (c) The City Council and Board of County Commissioners shall review all Data Base revisions in an administrative action at a public meeting, and shall determine at the time of such review whether to initiate an amendment to the Comprehensive Plan or the Development Code as a result of the revisions to the Data Base. The procedure for amendment action so initiated shall be as provided in this Element.

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- (d) Governing Body Review may be joint, or may be separate. In either case, the revisions to the Data Base must be found to be consistent by both Council and Board.

13.89.3 Finding/Goal/Policy, Land Use Map, UGB, Urban Reserves, Other Joint Review.

- (a) Request for Review. ~~when~~ When amending the Comprehensive Plan Findings, Goals, Policies and Land Use Map, the Urban Growth Boundary, the Urban Reserves, ~~and or~~ jointly adopted service or utility plans, the jurisdiction initiating action shall notify the other jurisdiction at least 45 days prior to the initial hearing on the matter before the Urban Area Planning Commission, Utility Commission or governing body, as appropriate.
- (b) Reply and Comment. At least 10 days prior to the initial hearing, the noticed jurisdiction shall reply, as follows:
1. no comment.
  2. comment, with request that the originating jurisdiction conclude the matter.
  3. comment, with request for a joint hearing on the matter.
- (c) Notice. Notice for the joint hearing shall be as provided in the ordinances of the initiating jurisdiction as follows:
1. For Council initiated items, as provided in the Development code, Section 2.060, Type IV Procedure.
  2. For Board initiated items, as provided in the appropriate implementing ordinance.
- (d) Hearing Procedure. Hearing procedure shall be as provided in the ordinances of the initiating jurisdiction as follows:
1. for Council initiated items, as provided in the Development Code, Section 9, Legislative Hearing Guidelines.
  2. for Board initiated items, as provided in the Land Use Hearing Rules.
- (e) Governing Body Review. Following recommendation by the Urban Area Planning Commission, and joint workshops and hearings as appropriate by the governing bodies, the Council and Board shall take joint action on the amendment, as follows:
1. Concur in the amendment action, which for Data Base inclusions,

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Land Use Map, Urban Growth Boundary, Urban Reserves, and/or Service and Utility Plan Maps shall mean identical material adopted by both jurisdictions, and for Data Base Supplemental Material, Findings, Goals, and Policies, and Service and Utility Plan Policies, shall mean consistent material adopted by both jurisdictions. Upon concurrence, the amendment shall go forward.

2. Do not concur and call for a rehearing within 45 days. Such rehearing shall be noticed and conducted as provided in Sections 13.89.3(c) and 13.89.3(d) above.
3. Do not concur, and call for a mediated resolution of the matter within 45 days. A mediator acceptable to both parties shall be named within 10 days, and the costs of mediation, if any, shall be shared equally by the Council and Board. The Urban Area Planning Commission may serve as mediator. The mediated proposal shall be presented jointly to Board and Council in a noticed public meeting as provided in Sections 13.89.3(c) and 13.89.3(d) above.
4. Should the governing bodies fail to concur, as defined in Section 13.89.3(e) (1), at the conclusion of the rehearing or upon presentation of the mediated proposal, the Amendment shall not go forward.

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## Type I Procedure

Objective decisions.

Little, if any, discretion required.

Because of minimal or no effect on others, public participation is provided simply by noticing nearby property owners and reviewing their submitted written testimony.

No public hearing held.

Director of Community Development, or his designee, takes action.

Appeal by Type III procedure.

## Type II Procedure

Objective decisions.

Moderate discretion required.

Application of the standards may require knowing of some effect upon others.

Nearby property owners invited to respond to a tentative decision.

Director of Community Development holds meeting, takes action.

Lack of agreement escalates process to Type III procedure.

## Type III Procedure

Complex or subjective decisions.

Discretion required. Delegated quasi-judicial actions required.

Possible significant effect on some persons or broad effect on a number of persons.

In addition to applicant, others affected are invited to hearing to present initial information.

Hearings Officer or Planning Commission holds public hearing, takes action.

Appeal by Type IV procedure.

## Type IV Procedure

Complex or subjective decisions.

Great deal of discretion required. Quasi-judicial or legislative actions required.

Possible significant effect on some persons or broad effect on a number of persons.

In addition to applicant, others affected are invited to hearing to present initial information.

Planning Commission holds public hearing and makes recommendation, City Council or Board of County Commissioners, or both acting jointly, holds public hearing, takes action.

Appeal to LCDC or LUBA

**TABLE 14.60.3  
SUMMARY OF LAND USE EFFICIENCY MEASURES**

<b>A. EFFICIENCY MEASURES</b>		<b>Gross Acres Over 20 Years</b>
<b>I. More Efficient Use of Vacant and Partially Vacant Land</b>		
1a.	10% small lot allowance in LR subdivisions	30 acres (LR)
1b.	Marginal reduction in LR min. lot sizes, or new zones with these min. lot sizes	43 acres (1,000 sf reduction) (LR)
1c.	New R-1-5 zone in MR with <5,000 min. lot size in conjunction w/open space	13 acres (MR)
1d.	Increase max allowed density in R-3/HR and R-4/HRR	11 acres (7 acres HR / 4 acres HRR)
1e.	Commercial - reduce off-street parking requirement/provide on-street parking credit	20 acres (Commercial)
1f.	Increase ratio of higher:lower density plan designation lands, and zones within each plan designation, when planning/zoning new lands to be included in the UGB.	78 acres (LR)
1g.	Rezone areas with substantial buildable acres to higher density plan designations.	83 acres (LR, MR)
1h.	Limit use of lowest density zones predominantly to areas where there are natural features and constraints, such as floodplain/floodway, riparian areas, steep slopes over 25% (R-1-12) and moderate slopes between 15-25% (R-1-10)	Dependent on total buildable acres affected.
<b>II. Reduce Demand for Vacant and Partially Vacant Land / More Efficient Use of Other Land</b>		
2a.	Employment Land Infill	100 acres (50 ac. Comm., 50 ac. Ind.)
2b.	Residential Land Infill (LR)	12 acres (LR)
2c.	Residential Land Infill (MR, HR, HRR)	16 acres (MR, HR, HRR)
2d.	Employment Land Redevelopment	125 acres (100 ac. Comm., 25 ac. Ind.)
2e.	Residential Land Redevelopment	16 acres (13 ac. HR, 3 ac. HRR)
2f.	Accessory Dwelling Unit (ADU) Ordinance	8 acres (Residential) (4 HR, 4HRR) (For new development, this measure also achieves the strategy of more efficient use of vacant and partially vacant land. This efficiency reflects ADUs for both situations).
2g.	Allow employment in areas that are not designated for commercial development	100 acres (75 ac. Comm., 25 ac. Ind.)
<b>III. Mixed Use / Share Land for Residential and Employment Use</b>		
3a.	Mixed-Use Development - Central Area	12 acres (6 HRR, 6 Comm.)
3b.	Mixed-Use Neighborhood Centers and Nodes	20 acres (10 HR, 10 HRR)
3c.	Home-Based Businesses & Live/Work	See 2g which includes this efficiency
3d.	Establish standards that permit a mix of uses and live/work within a Planned Unit Development.	See 2g which includes this efficiency
3e.	In commercial zones that don't currently permit residential use, revise standards to permit residential use when part of a mixed use development.	10 acres (5 HR, 5 HRR)

<b>B. TOOLS TO PROVIDE REASONABLE LIKELIHOOD THAT MEASURES WILL BE ACHIEVED</b>	
<b>IV. Targeted Market and Other Incentives to Use Land and Infrastructure More Efficiently</b>	
4a.	Expand eligibility for state upper-story housing tax credit program to any zone that allows residential and employment use.
4b.	The City <i>may</i> revise SDC credits for multi-story employment or mixed-use development (building footprint sf vs. total sf), proximity of residential to services, ADU's, etc. This is not a land use regulation.
4c.	In addition to PUDs, allow cluster development and average density rather than a strict minimum lot size.
4d.	As part of PUD or cluster development, allow density bonuses in exchange for open space or amenities.
4f.	Permit more housing types to be reviewed through the Type 1 building permit process.
4g.	Simplify the review process and fees associated with Major Home Occupations.
<b>V. Mandates to Preserve Multi-Family &amp; Higher-Density Zoned Property for Its Intended Use</b>	
5a.	Create one or two zones with a minimum density for multi-family or other mix of housing that achieves the average minimum density, especially where needed near services.
5b.	In areas where both office and higher density residential use are needed, provide zoning that ensures all lands aren't consumed by one or the other of these uses.
5c.	In areas where both commercial and residential uses are needed, provide zoning that ensures lands designated and zoned for commercial use have standards that ensure they aren't consumed by exclusively residential uses.
<b>C. TOOLS TO ACHIEVE EFFICIENCIES IN A MANNER THAT INCREASES OPPORTUNITIES FOR OWNERSHIP</b>	
<b>VI. Measures that Provide Greater Opportunity for Homeownership</b>	
6a.	Allow "zero-lot line duplexes" at same density as standard duplexes in zones where duplexes are permitted
6b.	Allow other attached housing at same density as multi-dwellings in zones where multi-dwellings are permitted

# City of Grants Pass Code Assistance Project Urbanization Code Update

Prepared for the City of Grants Pass  
Prepared by Angelo Planning Group  
December 2012



Funded by a grant from:  
Oregon Transportation & Growth Management  
Smart Development Code Assistance



## City of Grants Pass Code Assistance Project Urbanization Code Update

### Project Overview

The City of Grants Pass (City) is a community of approximately 34,533 people located in Josephine County, Oregon. The City is in the process of reviewing and expanding its urban growth boundary (UGB) and has recently adopted a new Urbanization Element in its comprehensive plan. The Urbanization Element identifies efficiency measures for residential and other land uses in the current UGB and potential expansion areas; promotes policies for a more livable community; and provides greater housing choices and opportunities supportive of alternative transportation modes.

Recognizing a need to update the current land use regulations to support the new Urbanization Element policies, the City requested and received assistance from the Oregon Transportation and Growth Management (TGM) Program. The TGM Program provided funding for a land use consultant (Angelo Planning Group) to work with the City to evaluate and draft new code provisions intended to implement the Urbanization Element policies.

Specific provisions targeted in an update of the development code included:

- Small lot allowance percentage in lower density zones
- Clear and objective single-family attached development standards
- Simplified cluster development/average density standards separate from the PUD process.
- Measures that consider actual density (units/acre) and other intensity, open space, and affordability considerations to provide additional density for developments
- Co-housing
- Parking reductions
- Simplified home occupation standards and procedures
- Greater opportunities for owner-occupied zero-lot line structures at same densities in zones where duplexes and other multi-family are already authorized.
- Additional density allowances associated with affordable units.
- Accessory dwelling unit standards

The project consisted of three primary tasks. Task 1 involved preparation of a Discussion Memorandum that identified the key questions resulting from a review of the Grants Pass development code and discussions with City staff. A Summary Memorandum was also prepared to memorialize decisions that were made in response to the Discussion Memorandum. The Summary Memorandum served as the foundation for the rest of the project. The Summary Memorandum is provided in Appendix A of this report.

Task 2 provided an evaluation of alternative code concepts for each of the key issues identified in Task 1. This task included examples from the TGM Model Code and other jurisdictions to help the City visualize potential code approaches. The Task 2 Evaluation Memorandum is provided in Appendix B of this report.

Task 3 involved several rounds of draft code amendments intended to implement the code concepts agreed upon in Task 2. The fourth round of draft code amendments is considered the final deliverable for this project and is provided in this report.

## Acknowledgements

This project was made possible through the work of planning staff of the City of Grants Pass and a Project Advisory Team that helped guide decision-making throughout the entire process. Those involved are recognized here.

- Tom Schauer, Senior Planner, City of Grants Pass
- Carla Angeli Paladino, Principal Planner, City of Grants Pass
- Gary Fish, Agency Project Manager, Department of Land Conservation & Development
- Ian Horlacher, Planner, Oregon Department of Transportation Region 3
- Josh Lebombard, Regional Representative, Department of Land Conservation & Development

### Consultant Team

- Catherine Corliss, Principal, Angelo Planning Group
- Serah Breakstone, Planner, Angelo Planning Group
- Michelle Marx, Urban Designer, SERA Architects
- Ben Weber, Urban Designer, SERA Architects

*This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds.*

*The contents of this document do not necessarily reflect views or policies of the State of Oregon.*

# Memorandum

**Date:** December 28, 2012  
**To:** Tom Schauer, Senior Planner City of Grants Pass  
Carla Angeli, Principal Planner, City of Grants Pass  
Gary Fish, Transportation Planner, ODOT  
**From:** Serah Breakstone and Cathy Corliss  
**Re:** City of Grants Pass Urbanization Update Code Assistance Project -  
Task 6.2 Final Recommended Code Amendments

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## INTRODUCTION

The purpose of this memo is to provide the City of Grants Pass with a set of recommended code amendments intended to improve land use efficiency within the Urban Growth Boundary and expansion areas as described in the Urbanization Element (Element 14)<sup>1</sup> of the city's Comprehensive Plan. The recommended amendments in this memo are guided by code concepts and tools that were identified during Tasks 1 and 2 of this project. The final reports from Tasks 1 and 2 are provided in Appendices A and B respectively. During those tasks, the Project Management Team and Project Advisory Team identified a list of potential efficiency measures and discussed alternative approaches to implementing those measures. Where several options were available for implementation, the city chose the option that appeared most suitable for Grants Pass.

The portions of the Grants Pass Development Code (last amended March 7, 2012) that are impacted by the recommended amendments include:

Article 12: Zoning Districts	Article 22: Residential Development Standards
Article 14: Certain Uses	Article 25: Parking And Loading Standards
Article 18: Planned Unit Development (PUD)	Article 30: Definitions
Article 19: Site Plan Review	

The Task 2 Final Evaluation Report dated August 31, 2012 provides a detailed discussion of the alternatives that were considered and the city's preferred approach for each efficiency measure. For consistency, this memo indicates which measures are being implemented, both in the summary table on the following page and at the beginning of each section. The title and number of each measure corresponds with the discussion in the Task 2 Report. Because this memo is organized by code chapters (articles), there is some overlap. For example, Measure #2, Single-Family Attached Housing is implemented through amendments to both Articles 12 and 22.

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<sup>1</sup> Grants Pass & Urbanizing Area Comprehensive Plan, Element 14, adopted 11/4/2009 (Urbanization Element).

**Summary Table: Efficiency Measures by Code Section**

Task 2 Efficiency Measures	Code Sections Proposed for Amendment						
	Article 12: Zoning Districts	Article 14: Certain Uses	Article 18: Planned Unit Development (PUD)	Article 19: Site Plan Review	Article 22: Residential Development Standards	Article 25: Parking And Loading Standards	Article 30: Definitions
1. Small lot allowances	X						
2. Single-family attached development standards	X				X		X
3. Cluster development and lot size averaging standards	X						
4. Additional measures to increase density	X			X	X		
5. Co-housing development (group quarters vs. family)	X	X					X
6. Cottage housing development	X		X				X
7. Parking reductions						X	
8. Simplified home occupation standards		X					
9. Additional density allowances for affordable housing [Not included*]							
10. Accessory dwelling unit standards	X				X		X
11. Flexible planned unit development (PUD) standards	X		X				
12. Mixed-use development	X						
13. Terminology							X

City of Grants Pass Code Assistance  
Task 6.2 Final Recommended Code Amendments

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*(\* Note that one measure - density bonuses for affordable housing - is not addressed in this memo because the team concluded that there was little to no demand for additional density)*

The recommended text amendments in this memo are shown in text boxes in underline and ~~strikeout~~ format. Underlined text indicates new language; strikeout text indicates language that will be deleted. Where an entirely new section of code language is recommended, a new section number will be chosen as appropriate within the context of the code. In some cases, new graphics are also included to help clarify and illustrate the standards.

This memo provides the fourth and final version of recommended code amendments.

**DRAFT CODE AMENDMENTS - ARTICLE 12: ZONING DISTRICTS**

These amendments to Article 12: Zoning Districts are recommended to implement the following measures:

1. **Small lot allowance in lower density zones:** Permit small lot allowance outright.
2. **Single-family Attached Housing :** Add single attached to list of permitted uses (Schedule 12-2), apply standards through Article 22.
3. **Lot size averaging and cluster development standards separate from the PUD process.** Add provisions to allow lot size averaging and clustering.
4. **Additional Measures to Increase Density:** Reduce the open space standard for small multi-dwelling projects in commercial zones to promote efficient use of land.
5. **Co-housing (group quarters):** Allow group quarters in more residential zones, apply standards through Article 14.
6. **Cottage Development:** Allow cottage development in residential zones, apply standards through Article 18.
10. **Accessory dwelling unit (ADU) standards:** Allow ADUs in residential zones, apply standards through Article 22.
11. **Planned Unit Development (PUD) standards:** Allow a broader mix of trade and service uses in residential PUDs, apply limitations through Article 18.
12. **Mixed Use Developments:** Allow multi-dwelling residential in the RTC-II and RTC-III zones when on the upper floor of a mixed-use development.

<b>Article 12: Zoning Districts</b>						
<b>Schedule 12-2 Permitted Uses and Site Plan Review Procedures</b>						
<b>Land Use Types</b>	<b>UR</b>	<b>R-1-12 R-1-10 R-1-8</b>	<b>R-1-6</b>	<b>R-2</b>	<b>R-3</b>	<b>R-4</b>
<b>(2) Residential Dwelling Units</b>						
<b>(b) New</b>						
<u>6. Single Attached, Two Units, per 22.700</u>	<u>PUD</u>	<u>PUD</u>	<u>P-II</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>
<u>7. Single Attached, Three or More Units, per 22.700</u>	<u>PUD</u>	<u>PUD</u>	<u>PUD</u>	<u>P-II</u>	<u>P-I-C</u>	<u>P-I-C</u>
<u>8. Accessory Dwelling Unit, per 22.720</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>
<u>9. Cottage Development, Four Units, per 18.100</u>	<u>P-II</u>	<u>P-II</u>	<u>P-II</u>	<u>P-II</u>	<u>P-II</u>	<u>P-II</u>
<u>10. Cottage Development, Five to Twelve Units, per 18.100</u>	<u>P-III</u>	<u>P-III</u>	<u>P-III</u>	<u>P-III</u>	<u>P-III</u>	<u>P-III</u>
<u>(c) Group quarters, per 14.700</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-I-A</u>	<u>P-II</u>
<b>(3) Trade</b>						
<b>a) Retail Indoor</b>	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>

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(4) Services							
a) Professional Office	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>		P-II
b) Business Office	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>		<u>PUD (i)</u>
f) Eating and Drinking Establishment	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>		<u>PUD (i)</u>
k) Group Care	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>		P-III	P-III
q) Personal Service	-	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>	<u>PUD (i)</u>		P-II

**Table Notes:**

(i) Trade and service uses permitted through a PUD in residential zones are subject to the limitations in Article 18.

Schedule 12-3. RTC Zone - Permitted Uses and Review Procedures			
Land Uses	Zoning District		
	RTC-I	RTC-II	RTC-III
1. Residential			
a. Multi-dwelling residential	P-III-r	<u>P-III-r<sup>(1)</sup></u>	<u>P-III-r<sup>(1)</sup></u>
b. Condominiums	P-III-r	<u>P-III-r<sup>(1)</sup></u>	<u>P-III-r<sup>(1)</sup></u>

Table notes:

(1) Residential uses are permitted in the RTC-II and RTC-III zones only on upper floors when part of a mixed-use development that includes commercial uses on the ground floor.

**12.140 Determining Residential Density**

(3) The maximum density for any given zone is not subject to increase using the variance process, the PUD process, or the subdivision option process. The maximum density for any given zone may be increased only by using the PUD process, small lot allowance, or density incentives as provided in this Code.

**12.150 Residential Base Development Standards**

12.250 Commercial Base Development Standards...

12.251 Purpose...

**12.152 Lot Requirements**

(1) Minimum lot requirements shall be as given in Schedule 12-5, except as specified in subsection (3):

(3) Exceptions to minimum lot size and width. The following exceptions to minimum lot size and width are allowed outright:

(a) Small lot allowance. The small lot allowance applies to new subdivisions with five (5) lots or more in the R-1-6, R-1-8, R-1-10 and R-1-12 zones. The small lot allowance is intended to promote efficient use of land and flexibility in subdivision design.

(i) Up to 20 percent (20%) of new residential lots within a subdivision may be below the minimum lot size, but not smaller than 5,000 square feet.

(ii) Small lots created in accordance with this provision shall not be included in the calculation of maximum density set forth in Schedule 12-4.

(b) Lot size averaging. In order to promote efficient use of land and allow flexibility in

subdivision design to address site constraints such as cul-de-sacs or irregularly shaped lots, the lot area standards may be modified through the use of lot size averaging as follows:

- (i) This option is allowed only within the R-1-12, R-1-10 and R-1-8 zones.
  - (ii) Up to 50 percent (50%) of the lots within the subdivision may be smaller than the minimum lot size required by the zone provided that the smallest lots created are not less than 80 percent (80%) of the minimum lot size.
  - (iii) For each lot below the minimum lot size, there shall be one lot that is above the minimum lot size. For example, if five lots below the minimum lot size are created using lot size averaging, five lots above the minimum lot size shall also be created. Combining the "leftover" square footage from small lots into one very large lot is not allowed.
  - (iv) The minimum lot width may also be reduced only on the smaller lots created through lot size averaging. On those lots, the lot width shall not be less than 80 percent of the minimum lot width established by the base zone.
  - (v) The overall density of the subdivision shall not exceed the maximum density standard for the zone unless the small lot allowance in (a) above is also used.
  - (vi) A deed restriction shall be placed on any lots that could be further divided if such a subsequent land division would exceed the maximum density of the zone.
  - (vii) This option may be used in conjunction with the small lot allowance provisions in (a) above.
- (c) Cluster lots. These standards are intended to provide an option to allow for greater flexibility in preserving natural features and providing open space while achieving zoned density. These provisions are allowed in any residential zone.
- (i) Lot Size Reductions. If a subdivision creates one or more public or private open space lots meeting the requirements of Subsection (ii), any developable lot with at least 50 feet abutting the open space lot on one or more interior side or rear lot lines may have a reduced minimum lot size, as follows:
    - (1) Those lots shall not be less than 50% of the minimum lot size of the zone, and not less than 4,000 square feet, whichever is larger.
    - (2) The lot width for a lot may be reduced below the minimum lot width requirement by the same percentage that the lot size is reduced below the minimum lot size, but not less than 50 feet. (For example, in the R-1-12 zone, if a lot is reduced to 80% of the minimum, from the 12,000 square feet minimum to 9,600 square feet, lot width for that lot may be reduced to 80% from 80 feet to 67 feet).
    - (3) These provisions do not allow for an overall increase above maximum density for the parent parcel that would exceed the maximum allowed density of the zone. However, these provisions may be used together with the small lot allowance provisions in Subsection (a).
  - (ii) Common Open Space Area. The common open space lot required to allow smaller cluster lots described in Subsection (i) shall meet the following requirements:
    - (1) The common open space lot or lots shall be created as part of the subdivision. It may be public or private. If public, the applicant must have prior approval from the affected public agency to accept the dedication. If private, it shall be a common area.
    - (2) A common open space lot shall contain an area no less than the sum of the difference between the actual lot size and minimum lot size for each reduced size lot abutting the common open space. However, in no case shall any open space lot shall be less than 5,000 square feet. (For example, if 10 lots abutting the open space each have lot sizes 2,000 square feet below the minimum lot size of the zone, the open space lot shall contain at least 20,000 square feet).
    - (3) The common open space lot shall have a minimum width or depth dimension of no less than 20 feet at any point.

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- (4) The common open space lot shall have at least 50 feet of frontage on a public right-of-way.
- (5) The common open space lot shall be for preservation of special natural features or and/or provision of natural or recreational open space.
- (6) The open space lot shall be predominantly vegetated, but may contain hardscape elements such as pedestrian and bicycle trails, play structures, etc., that may be counted toward the minimum area requirements for the open space lot. Sidewalks and bike lanes located within an adjacent public right-of-way shall not be counted toward the open space area.
- (7) Any area provided for vehicular parking adjacent to an open space lot will not count toward the minimum lot area requirement.
- (8) If the common open area lot contains a delineated resource (wetland, wetland buffer, riparian area, etc.), the open space lot lines shall be set back at least 20 feet from the edge of the delineated resource.
- (9) The applicant shall record a covenant for any lot abutting the open space lot that precludes sight-obscuring fencing taller than 4 feet within 20 feet of a pedestrian path in a common area lot. Taller fencing may be permitted within the specified distance, provided it isn't sight-obscuring.

(d) Lot requirements for Single Attached development. The following lot requirements apply to Single Attached residential development.

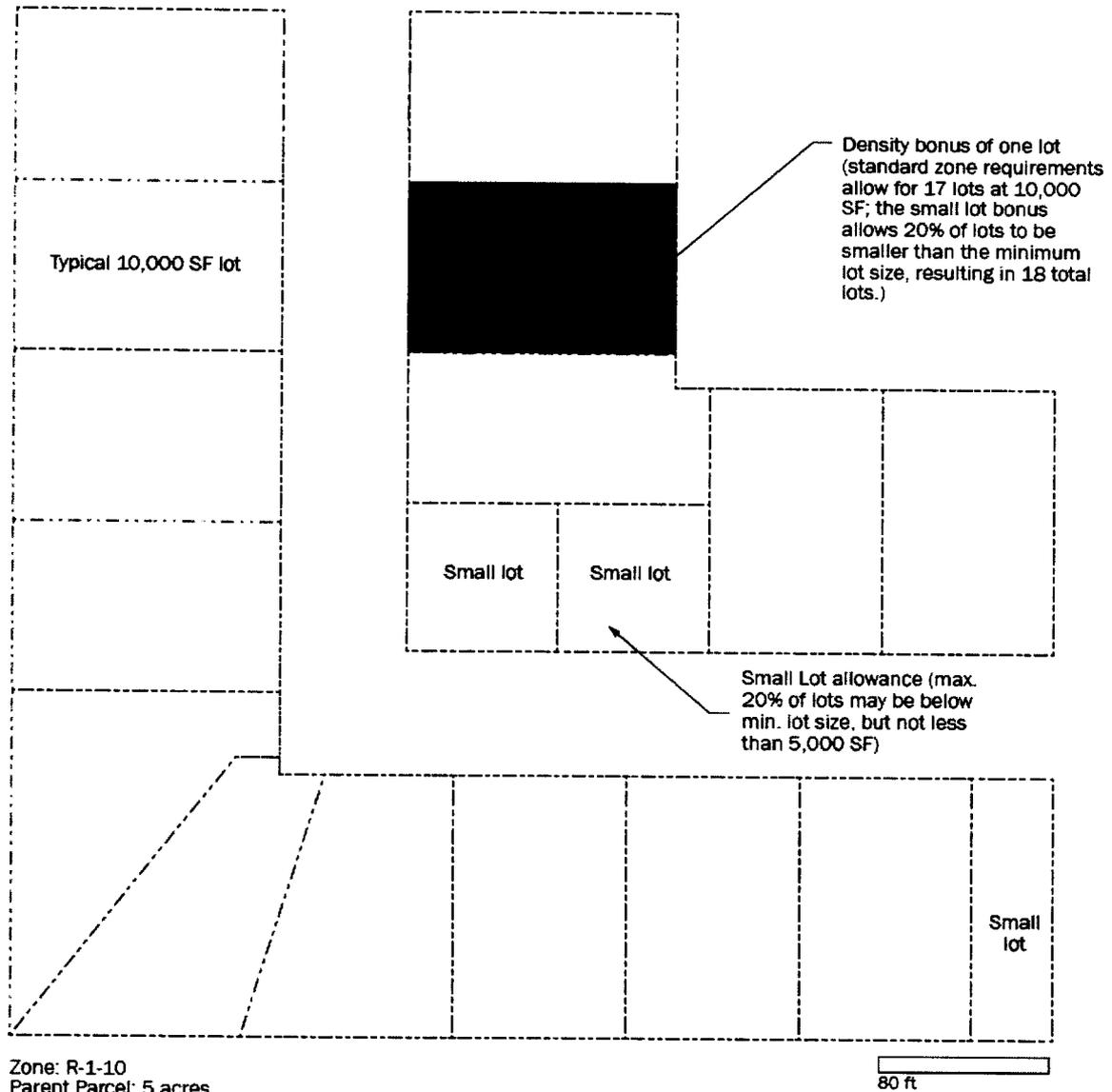
- i. The minimum lot size for a Single Attached lot shall be 2,000 square feet. The maximum density requirements per the base zone apply.
- ii. No side yard setback is required for an interior property line (lots that have a Single Attached dwelling on both sides).
- iii. The minimum lot width shall be 20 feet for interior Single Attached lots (lots that have a Single Attached dwelling on both sides).
- iv. The minimum lot width shall be 30 feet for exterior Single Attached lots (lots with a Single Attached dwelling on only one side).

[Note: Renumber rest of this section]

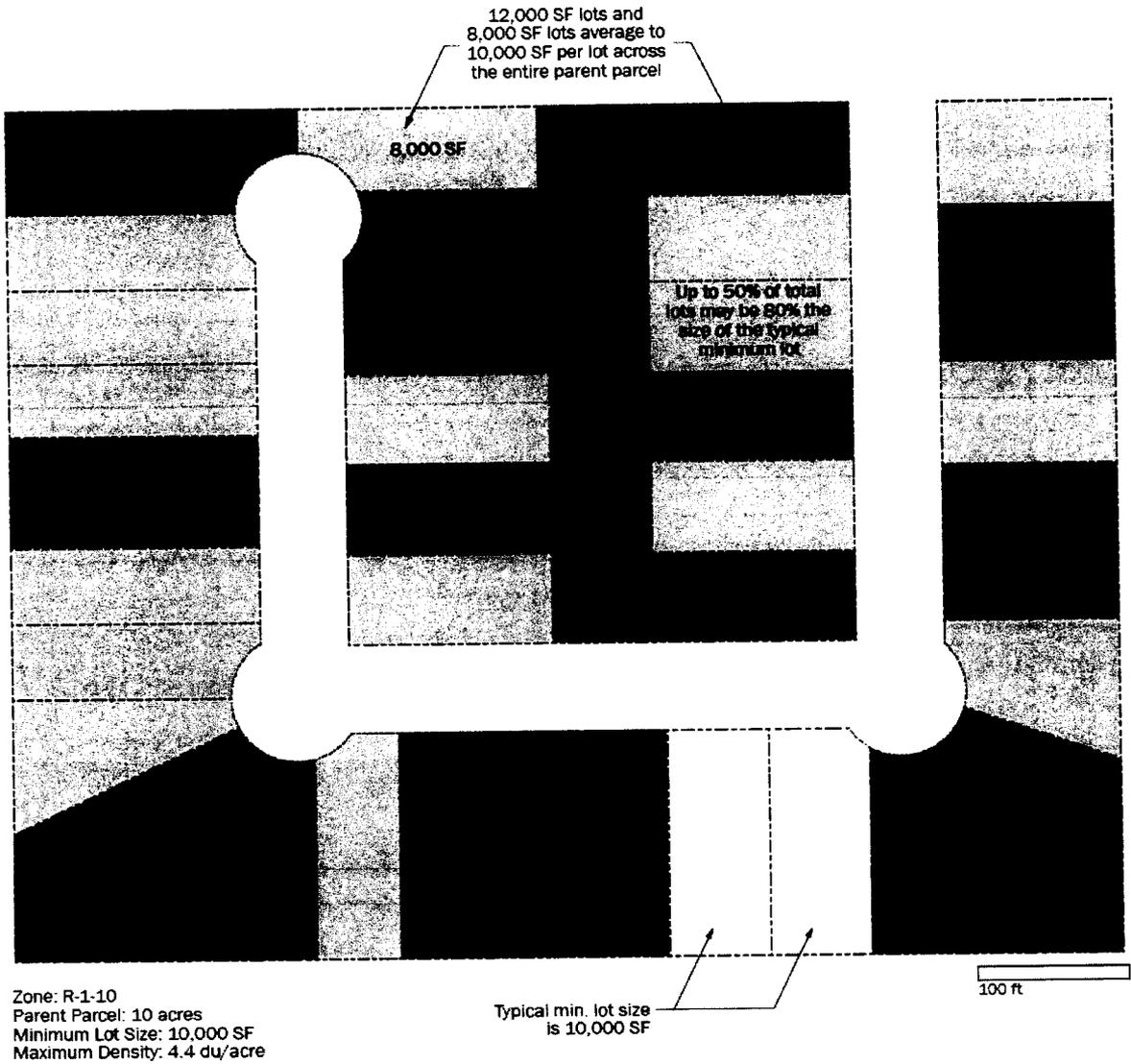
12.156 Alternate Development Options. Residential Development other than as provided in these Base Development Standards may be pursued by the following procedures of this Code:

- (1) Planned Unit Development & Alternative Development Options, Article 18.
- (2) Modified Setback Option, Residential Development Standards, Article 22.
- (3) Variance, Article 6.

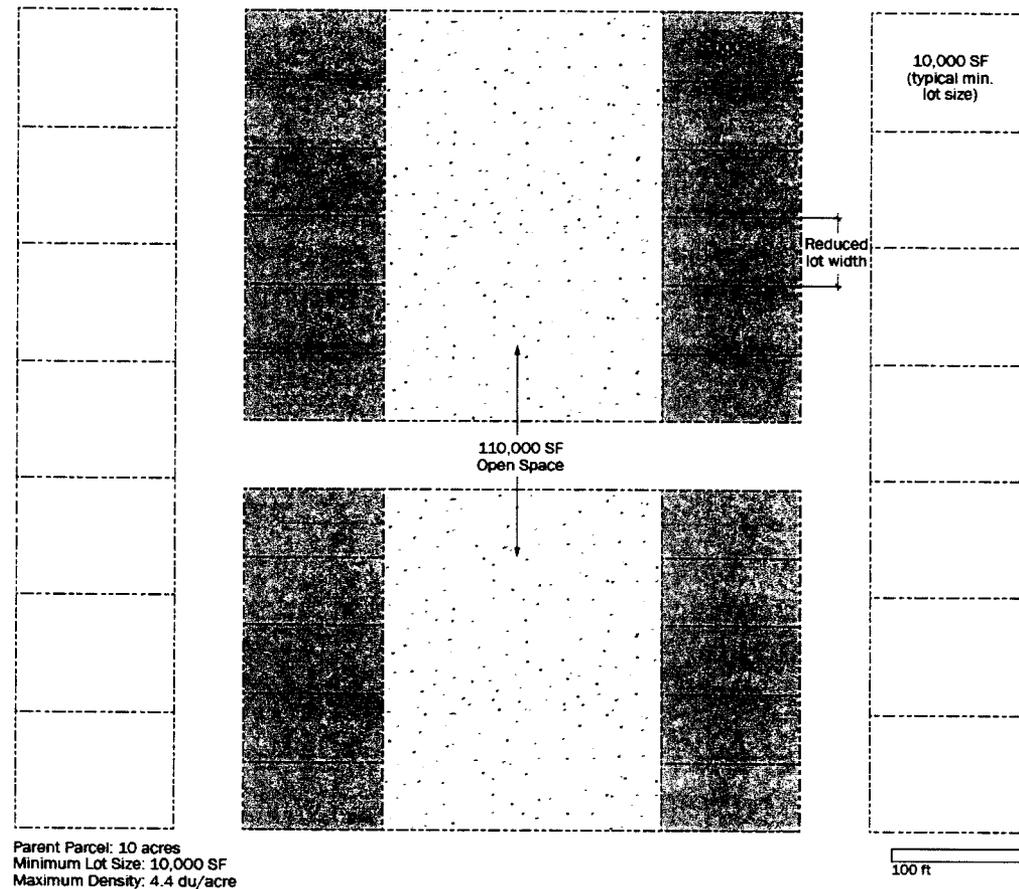
**Figure X: Illustration of small lot allowance**



**Figure X: Illustration of lot size averaging**



**Figure X: Illustration of lot clustering**



**12.200 Commercial Zoning Districts**

**12.224 Riverfront Tourist Commercial District (RTC).**

- (2) Riverfront Tourist Commercial District-II (RTC-II). The RTC-II District is located next to the downtown and Central Business District of Grants Pass. The purpose of this subdistrict is to encourage both high quality building density and visitor-serving activities which allow the beauty of the river to be seen. The scale and architectural character must have an urban ambience and sophistication. Mixed-use developments with residential units located above ground floor commercial are encouraged.
- (3) Riverfront Tourist Commercial District-III (RTC-III). The RTC-III District is directly related to the County Fairgrounds/Race Track and the Riverside West All Sports Park. Affordable visitor- serving activities and commercial recreation development are desired. These activities should occur in a park-like setting. Mixed-use developments with residential units located above ground floor commercial are encouraged.

**12.240 Residential Densities in Commercial Zones**

- 12.241 New Residential Dwelling Units. New residential dwelling units may be permitted in General Commercial and Central Business Districts. No minimum or maximum density standard applies in these districts. Residential Development in the GC zone must meet the applicable open space standards in Article 22, Schedule 22-1 and additional applicable Residential Development

Standards of Article 22 for the R-3 zone. Residential development in the RTC zones is permitted as noted below.

12.243 Residential Density Within the RTC zones RTC-I District.

- (1) The RTC-I District allows for residential development up to R-3 densities or 17.4 dwelling units/acre.
- (2) The RTC-II District has no minimum or maximum density standards for allowed upper floor residential development.
- (3) The RTC-III District allows for upper floor residential development up to R-4 densities, or 34.6 dwellings units/acre.

## **DRAFT CODE AMENDMENTS - ARTICLE 14: CERTAIN USES**

The recommended amendments in this section are intended to implement the following measures:

5. **Co-housing (group quarters):** Apply standards and limitations to group quarters (which are permitted in more zones per the amendments to Article 12 in this memo).
8. **Simplified home occupation standards and procedures:** Encourage home occupations by providing more exemptions and allowing more flexibility for minor home occupations.

### **Article 14: Certain Uses**

#### **214.200 Home Occupation**

14.211 Exemptions. The following occupational uses are not required to apply for home occupation permits. The uses are required to comply with the standards for minor home occupations.

- (1) Building contractors, home builders, building tradespeople, landscaping services, and janitorial services, and truck drivers, where the work is conducted entirely off-site, and
- (2) Other businesses where the office in the home serves only as a secondary office and there are no customers visiting the site and no outside employees working from the site.
- (3) Primary home offices that have no customers visiting the site and no outside employees working from the site.
- (4) Exempt home occupations are limited to one business-related vehicle parked on the site at any given time.

14.220 Permit Required. A permit for a Minor Home Occupation and a Development Permit for a Major Home Occupation shall be obtained from the Director of the Community Development Department prior to any said use. Before any appropriate permit can be issued for a Home Occupation, the appropriate criteria shall be met.

14.225 Home Occupations in Multifamily and Cottage Developments. The following types of home occupations are allowed in multifamily and cottage developments:

- (1) Multifamily development. Only exempt home occupations are allowed in multifamily developments, and must be consistent with the applicable standards in this section.
- (2) Cottage development. Only exempt and minor home occupations are allowed in cottage developments, and must be consistent with the applicable standards in this section.

14.230 Criteria.

- (1) General Criteria for all Home Occupations and occupational uses exempted from home occupation permits. Home occupations and those exempted from permits shall comply with the following requirements:
  - (c) Only members of the family residing in the dwelling shall be employees working at that site. For non-exempt home occupations, only members of the family residing in the dwelling plus one outside employee (a person not residing in the home) shall be allowed to work at the home occupation site.
  - (i) One business sign no larger than four (4) square feet in area is permitted. The sign shall be attached to the dwelling of the home occupation and shall not be internally illuminated.

(2) **Additional Criteria for Minor Home Occupations.** Minor Home Occupations and occupational uses exempted from home occupation permits shall comply with the following additional requirements:

- (a) ~~There shall be no clients or customers on-site.~~ Only one client or customer shall be on site at any given point in time, and there shall be no more than eight (8) total client or customer visits to the site per day. There shall be no client/customer visits between the hours of 9:00 pm and 7:00 am.
- (b) ~~No signs advertising the occupational use shall be permitted.~~
- (c) ~~There shall be no regular (weekly) deliveries.~~ There shall be no more than three (3) business-related deliveries per day, and no deliveries between the hours of 9:00 pm and 7:00 am.
- (d) There shall be no outside storage related to the home occupation on the site.

**14.240 Mitigation.**

- (1) The issuance of a home occupation permit may require the mitigation of potential land use conflicts. Issues needing mitigation may include, but are not limited to: dust, odors, noise, interference with TV/radio transmissions, electrical interference, vibrations, heat, smoke, visual interference including glare and excess lighting, storage of flammable and hazardous materials, traffic, parking and interference with residential character of a neighborhood.
- (2) Methods of mitigation may include, but are not limited to: limiting the hours of operation, limiting the hours of deliveries, buffering, controlling the number of clients on-site at any one given time and the total number of customers per day, controlling the number of on-site parking spaces, and restricting the type of equipment, supplies, chemicals which may be stored onsite and limiting the type and amount of signage.

**14.260 Prohibited Home Occupations. [NEW SECTION]** The following types of home occupations are prohibited:

- (1) Ambulance service
- (2) Auto and other vehicle repair, including auto painting
- (3) Repair, reconditioning or storage of motorized vehicles, boats, recreational vehicles, airplanes or large equipment on site

**14.700 Group Quarters [NEW SECTION]**

**14.710 Standards for group quarters in all zones.** Group quarters in all zones must meet the following development standards:

- (1) The review body may require landscaping or site obscuring fencing when necessary to mitigate conflicts with adjacent properties.

**[Note: The city may want to include additional standards here based on previous discussions.]**

**DRAFT CODE AMENDMENTS - ARTICLE 18: PLANNED UNIT DEVELOPMENT (PUD)**

The recommended amendments in this section are intended to implement the following measures:

6. **Cottage Development:** Apply design and development standards for cottage development.
11. **Planned Unit Development (PUD) Standards:** Provide a density bonus for PUDs that provide open space, remove private street requirement for existing density bonus, apply limitations to trade and service uses in residential PUDs (to correspond with amendments to Article 12 allowing more commercial uses in residential PUDs).

**Article 18: Planned Unit Development (PUD) & Alternative Development Options**

**18.090 PUD Development Standards**

18.091 Density Determination.

- (1) Potential Units. ~~Unlike conventional development, which must use public streets for access, a~~ A Planned Unit Development may use public or private streets, and thereby not have to deduct these private but in either case, rights of way do not have to be deducted from the total site area prior to determining maximum dwelling units. Increases in actual density of 10% to 20% are often accomplished. The degree to which the applicant benefits from this potential increase in actual density shall depend on the effectiveness of the PUD design in meeting the purpose and approval criteria for the PUD as provided in Sections 18.012 and 18.043.
- (2) Density bonus for open space. Within a residential PUD, applicants may earn a density bonus of one dwelling unit per acre for each acre of open space that is provided in excess of the minimum required. The open space shall be set aside and permanently protected from future development through a deed restriction or other instrument acceptable to the City.
- ~~(2)~~ (3) Density Range. The applicant, therefore, has a range to work with in terms of maximum dwelling unit yield. At the low end of the range, applicant deducts actual area utilized for streets (public or private) and then determines potential units.  
  
Example: 6 acres (total site area) minus 1.2 acres (streets) equals 4.8 acres (usable site area used to calculate number of units). Multiply 4.8 x 5.5 (density factor for Low Density Comp Plan) = 26.4 units = 26 units. If actual street area is unknown, deduct a normal standard of 20%.  
  
At the high end of the range, applicant does not deduct any area used for public or private streets and takes advantage of the density bonus for open space in accordance with (2) above. deducts only the area dedicated for public right-of-way.  
  
Example: 6 acres (total site area) ~~minus 5 acres (public streets)~~ x 5.5 (density factor for Low Density Comp Plan) equals ~~30.25~~ 33 units plus 2 additional units for setting aside 2 acres of open space = 35 units. ~~= 30 units.~~  
  
The review body may require density at the low end of the range, or at any intermediate point up to the high end of the range, depending on how well the applicant meets the criteria and purpose of the PUD. Therefore, the applicant has an incentive to pull together the best possible design to achieve his maximum potential units.

18.097 Limitations on Commercial Uses in Residential PUD [NEW SECTION]. The following limitations apply in PUDs in a residential zone.

- (1) The total amount of land dedicated to trade or service uses (including required parking) within the residential PUD shall not exceed 10 percent (10%) of the total PUD site area.
- (2) Individual buildings containing trade and service uses shall not have a footprint larger than 20,000 square feet.
- (3) Trade or service uses may be located along an abutting arterial, within the interior of the PUD, or in other locations that will not impact adjacent residential uses outside the PUD.
- (4) The proposed street plan shall be designed to ensure safe and efficient access to the proposed trade or service use(s).
- (5) Mitigation. Trade or service uses within a residential PUD may require mitigation of potential land use conflicts. Issues needing mitigation may include, but are not limited to: dust, odors, noise, interference with TV/radio transmissions, electrical interference, vibrations, heat, smoke, visual interference including glare and excess lighting, storage of flammable and hazardous materials, traffic, parking and interference with residential character of a neighborhood.  
Methods of mitigation may include, but are not limited to: limiting the hours of operation; limiting the hours of deliveries; buffering; controlling the number of clients on-site at any given time and the total number of customers per day; controlling the number of on-site parking spaces; restricting the type of equipment, supplies, chemicals that may be stored onsite; and limiting the type and amount of signage.

### **18.300 Alternative Development Option: Cottage Developments [NEW SECTION]**

#### **18.310. Purpose and Guiding Principles**

18.311. Purpose. This section establishes standards for cottage housing development as an alternative housing choice in order to encourage creation of usable common open space in residential communities; promote neighborhood interaction and safety through design; ensure compatibility with surrounding neighborhoods; and provide opportunities for creative infill development.

#### 18.312. Concept.

1. The standards of this chapter provide a voluntary option to allow compatible infill development with an automatic density bonus together with standards designed to limit the intensity of development and provide for high-quality construction. Density standards address the number of dwellings per acre. Intensity standards address how spacious a development feels. Intensity standards address elements such as amount and arrangement of dwellings, lot coverage, and open space.
2. By reviewing cottage development (and the associated land division together, if applicable) with a set of cohesive standards, it is possible to ensure higher density development occurs in a way that is compatible with the surrounding area.

18.313. Guiding Principles. The following elements are intended to guide cottage developments to foster community and ensure a balance between privacy, security and neighborhood interactions. The guiding elements are encouraged. The city may require proposed cottage development to be consistent with the guiding elements.

1. Shared Open Space. The shared common space binds the cottage development together and gives it vitality. Residents surrounding this space share in its management, care and oversight,

thereby enhancing a sense of security and identity.

2. Active Commons. Development can be arranged to encourage community interaction in the commons. This can be achieved by arrangement of mailboxes, parking areas and common buildings, and by orienting front doors toward the commons. Rather than having homes turn their backs to their neighbors, active interior rooms can be oriented so they look onto the active commons.
3. Common Buildings. An advantage of living in a cottage development is being able to have shared buildings. These can be simple and inexpensive shared amenities such a tool shed, outdoor barbeque, or picnic shelter. A multipurpose room with a kitchenette, bathroom and storage room can be used to host community events such as potlucks, meetings, exercise groups, and movie nights.

#### Example X Common buildings

Project: Danielson Grove in Kirkland, WA. Architect: Ross Chapin Architects. Developer: The Cottage Company.



4. Adequate Parking that does not Dominate. Parking areas should be located so they are shielded or screened from the surrounding neighborhood, adjoining public street, and the central commons. Parking areas can also be located and arranged to encourage interaction of residents and guests. Locating parking areas away from the homes can allow more flexible use of a site, limit the dominance of garages and driveways, decrease the amount of hard surface, and allow more light into homes.
5. Connection and Contribution to the Neighborhood. A cottage development should make the neighborhood a better place. The site should be designed to connect and contribute to the fabric of the surrounding houses and streetscape. The development should be designed to make improvements that serve both personal needs and the larger community at the same time.

Example X Connection and Contribution to Neighborhood

Project: Danielson Grove in Kirkland, WA. Architect: Ross Chapin Architects. Developer: The Cottage Company.



6. Eyes on the Commons. When the active spaces of the houses look onto the shared common areas, safety for all residents is enhanced.
7. Layers of Personal Space. When living closer together, the design and relationship of public and private space is important. It is desirable to help define and provide for transitions from public to semi-private to private space. Creating multiple 'layers of personal space' will help achieve the right balance between privacy and community.

This can be achieved between the cottage development and its surrounding neighborhood, as well as between the commons and homes within the cottage development. At the transition between the public street and the semi-public commons, this can be achieved by creating a passage of some sort: a gateway, arbor, or narrowed enclosure of plantings, for example.

Between the commons and the front door of the homes, this can be achieved by creating a series of layers such as a private yard with a low fence and/or border of shrubs and flowers at the edge of the sidewalk, a covered porch with a low railing and flowerboxes, and then the front door. With this layering, residents will feel comfortable being on the porch with enough enclosure to be private, with enough openness to acknowledge passersby.

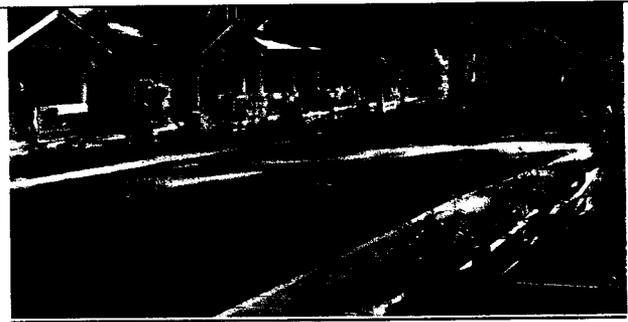
Example X Layers of Personal Space

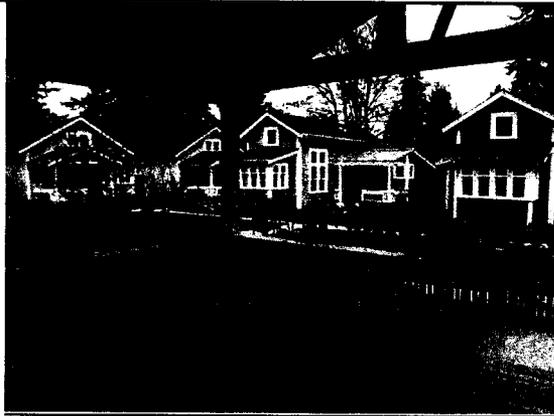
Project: Greenwood Avenue Cottages in Shoreline, WA. Architect: Ross Chapin Architects. Developer: The Cottage Company.



8. Private Space and a Place for Planting. Include private ground space for each dwelling, such as a small yard or a planting bed. Locating at least some of the private garden in view of the shared common area provides a personal touch that contributes to the character of the commons, as well as a way of fostering connections with neighbors, and transitioning between public and private space.
9. Front Porches. The front porch is a key element in fostering neighborly connections. Its placement, size, relation to the interior and the public space, and height of railings are important to creating strong community connections.
10. Nested Houses. Residences should be designed with open and closed sides so that neighboring homes 'nest' together. This means the open side has large windows facing its side yard, while the closed side has high windows and skylights to bring in ample light while preserving privacy. The result is that neighbors do not peer into one another's living space.
11. Smaller, High-Quality, Well-Designed Dwellings. Slightly smaller, high-quality houses, together with the common open area and cottage development elements, help ensure the intensity of development is compatible with the surrounding neighborhood. Together, the common areas and individual home elements, such as the porch, gardens and shared common buildings serve as additional living area. There are opportunities for privacy while fostering connection among neighbors with a spacious feeling and without a sense of overcrowding.

**Figure XX. Additional Illustrations of Key Guiding Principles and Cottage Development Elements**

	<p><u>Shared open space</u>  <u>Project: Danielson Grove in Kirkland, WA.</u>  <u>Architect: Ross Chapin Architects.</u>  <u>Developer: The Cottage Company.</u></p>	
	<p><u>Connection to the neighborhood</u>  <u>Photo provided by SERA Architects</u></p>	
	<p><u>Eyes on the common</u>  <u>Photo provided by SERA Architects</u></p>	
 <p><small>Project: Greenwood Avenue Cottages. Architect: Ross Chapin Architects. Developer: The Cottage Company. Location: Shoreline, WA.</small></p>	<p><u>Porches</u>  <u>Project: Greenwood Avenue Cottages in Shoreline, WA.</u>  <u>Architect: Ross Chapin Architects.</u>  <u>Developer: The Cottage Company.</u></p>	



Project: Conover Commons in Redmond, WA.

Architect: Ross Chapin Architects.

Developer: The Cottage Company.

18.320. Applicability and Review.

1. Review Procedure. Cottage development is permitted in all residential zones and shall be processed in accordance with the procedure specified in Schedule 12-2. (4 units, Type II, 5-12 units, Type III).
2. If a cottage development includes creation of individual lots, subsequent development of those individual lots shall be in accordance with the approved cottage development plan and the provisions of this Chapter, rather than the standards of the applicable zoning district. Special use and development standards apply to lots within a cottage development that don't apply to other lots. Those use and development provisions are specified in this Section.
3. Cottage development is not considered "needed housing" per the definition in Oregon Revised Statutes, and as such is not limited to clear and objective review standards. Cottage development provides a voluntary alternative to standard land division and development methods to provide creative housing solutions. However, the standards of this Section are intended to provide a "template" that clearly identifies the necessary elements to successfully obtain approval of a cottage development.
4. Whether or not lots are created as part of the cottage development, all provisions of the Development Code pertaining to frontage improvements along any public street frontage shall apply to the parent parcel. Improvements within the cottage development shall be as specified in this Section.

18.321. Definitions. See Article 30.

18.322. Submittal Requirements and Review Procedures

1. The applicant shall submit all items required for Major Site Plan review specified in Section 19.051 of the Development Code. The application shall include site plans and elevations for the structures.
2. If the application includes creation of individual lots, the applicant shall also submit all items required for a Preliminary Subdivision Plat specified in Section 17.411 of the Development Code.
3. If the application includes creation of individual lots, the applicant shall submit a final plat for approval upon completion of the XX.

18.325. Approval Criteria.

1. The application complies with all criteria for Major Site Plan review specified in Section 19.050.

2. If the application includes creation of individual lots, the application complies with all of the criteria for tentative plan approval in Section 17.410. However, the base lot standards in Articles 12 and 17 may be modified as specified in this Section.
3. The application complies with all provisions for public street frontage improvements.
4. The application complies with the standards of this Section for all development and lots.
5. The application is consistent with the purpose and guiding principles of this Section.

18.330. Permitted Uses and Structures within a cottage development.

1. Cottage. Permitted in all zones where cottage development is permitted.
2. Community Building. Permitted on common area lots in all zones where cottage development is permitted. Not for commercial use. May include guest quarters.
3. Shared Accessory Structures. Permitted in all zones where cottage development is permitted. May include parking, storage buildings. Shall not be permitted within central common area and must be screened from view from central common areas.
4. Individual Accessory Structures. Individual attached garages may be permitted for a cottage. Garages shall not face a central common area.
5. Two Cottage Unit (Attached). Permitted as part of cottage development only in R-1-6, R-2, R-3, and R-4 zones. Limited to XX % of units.
6. Carriage House (1 unit above a common parking structure). Permitted as part of cottage development only in R-1-6, R-2, R-3, and R-4 zones. Limited to XX % of units.

18.332. Limitations on Use and Accessory Uses

1. Accessory Dwelling Units are not permitted as part of cottage development.
2. Home Occupation Limits. Home occupations are limited to exempt home occupations that don't have outside employees or on-site clients and which are only be conducted within the dwelling unit or attached garage. If the home occupation is located within an attached garage, it shall not preclude parking in the garage.

18.340. Density.

1. An automatic density bonus is allowed with cottage developments that meet the requirements in this section. Cottage developments may reach a density of up to 125% of the maximum density established by the base zone.
2. In any zone that has a minimum density requirement, cottage development shall only be permitted if it meets those requirements, independently, or together with other development included in the overall proposal.

18.350. General site requirements.

1. Ownership options. Ownership may be a common lot, fee simple lots with a homeowner's association holding common areas, or condominium ownership of the whole development. NOTE: Any development meeting the definition of a "Planned Development" or "Condominium" per state statute shall comply with all applicable provisions of state law. If condominium ownership, common areas shall be designated as 'general common elements' and private yard spaces shall be designated as 'limited common elements' for purposes of ORS Chapter 100 Condominium Law.
2. Overall site requirements.
  - (a) The parent parcel shall be at least 8,000 square feet. The lot may be further subdivided to facilitate individual lot ownership combined with shared ownership of common spaces.
  - (b) Cottage developments shall contain a minimum of four cottages, and no more than a total

of 12 cottage units (single or attached).

- (c) Lot Coverage. Principal and accessory structures in the cottage development shall account for no more than 35 percent of the gross lot area in the overall development.
- (d) If individual lots are created, the lots shall not be subject to the minimum lot size provisions of the zone. They may be smaller subject to compliance with the density requirements for the overall cottage development, and in accordance with the provisions of this Section, including requirements for provision of common areas and private open space. There is no minimum lot size for the individual cottage lots, provided they include the footprint and private yards areas for the individual cottages.

3. Lot/cottage arrangement

- (a) Cottages shall be arranged around a common open space, and each cottage shall have frontage on the common open space.
- (b) Units along the public right-of-way should have an inviting facade such as a primary or secondary entrance facing the right-of-way.
- (c) All other units shall be arranged around the common open space and have their primary entry and porch facing that common open space.
- (d) Lots fronting common area and public right-of-way should generally be arranged at a corner to avoid a need for "two fronts" that would preclude full-height fencing, if desired, of both the front and back sides of the unit.
- (e) A community building may be provided adjacent to or at the edge of the central common area as part of the cottage development, consistent with the standards in subsection (17) below.

4. Setbacks.

- (a) Front yards (yards facing a public right-of-way) shall meet the front yard setback of the zoning district.
- (b) Exterior side and rear yards (facing public right-of-way) shall be a minimum of 10 feet.
- (c) Interior units on a common lot or separate lots shall be spaced at least 10 feet apart.
- (d) If individual lots are created, the applicant may create a zero lot line configuration between units to maximize usable private area and provide privacy. *[May need language requiring an easement]*
- (e) Setbacks from central common area – private area between sidewalk and unit. Minimum of 5 feet to porch.

5. Private and common open space.

- (a) Central Common Open Space.
  - (i) Common open space is a defining characteristic of a cottage housing development. A minimum of 400 square feet of central common open space per unit shall be provided.
  - (ii) Up to 50 percent of the central common open space requirement may be provided in an area constrained from development such as a wetlands, steep slope, or forested area.
  - (iii) Cottages shall be present on at least two sides of common open space to provide a sense of enclosure.
  - (iv) Common space should be in one contiguous area, or no more than three separate areas. Each contiguous common area shall have a minimum of four cottages arranged around at least 2 sides of the common area.
  - (v) Each common open space area should have minimum width and depth

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dimensions of 20 feet.

(vi) The central common shall include a sidewalk (width) around the open space, connecting to each cottage front entrance facing the common area.

(vii) No vehicular areas shall be located between dwellings and central common areas. Vehicular areas shall be screened as specified in Subsection [City will provide correct reference here].

(b) Private Open Space.

(i) A minimum of 250 square feet of usable private open space shall be provided adjacent to each unit.

(ii) Required exterior side yards shall not apply to the calculation of required private open space.

6. Frontage, access, parking, and vehicular circulation.

(a) Frontage. The parent parcel shall have frontage on a public street.

(b) If individual lots are created within the cottage development, each lot shall abut a common area, but is not required to have public street frontage.

(c) Access. Access, parking and circulation will be provided through a shared private lane. A lane is similar to a private driveway and parking area serving multiple units. There shall be pedestrian connectivity to the common area, but a lane is not a public street and is not subject to street standards. A lane will not fulfill block length and connectivity standards and is not intended for through-connectivity to other properties, although shared access may be required or desirable in some cases. If a public street connection is required to meet connectivity requirements or other street connectivity standards or plans, a public street connection shall be required where applicable.

(d) Parking. A minimum of one parking space per unit shall be provided, plus one additional parking space for every four cottages to provide for visitors and extra vehicles.

(e) Parking and/or garage structures shall be located behind or to the side of the residential area and open space. They shall be accessed from the back of the cottages.

(f) Parking areas, shared parking structures, and garages shall be screened from common space and public streets by landscaping or architectural screening, not chain link.

(g) Shared covered or uncovered parking is permitted. Parking should be limited to groups not to exceed 4 spaces, with each group separated by at least 20 feet.

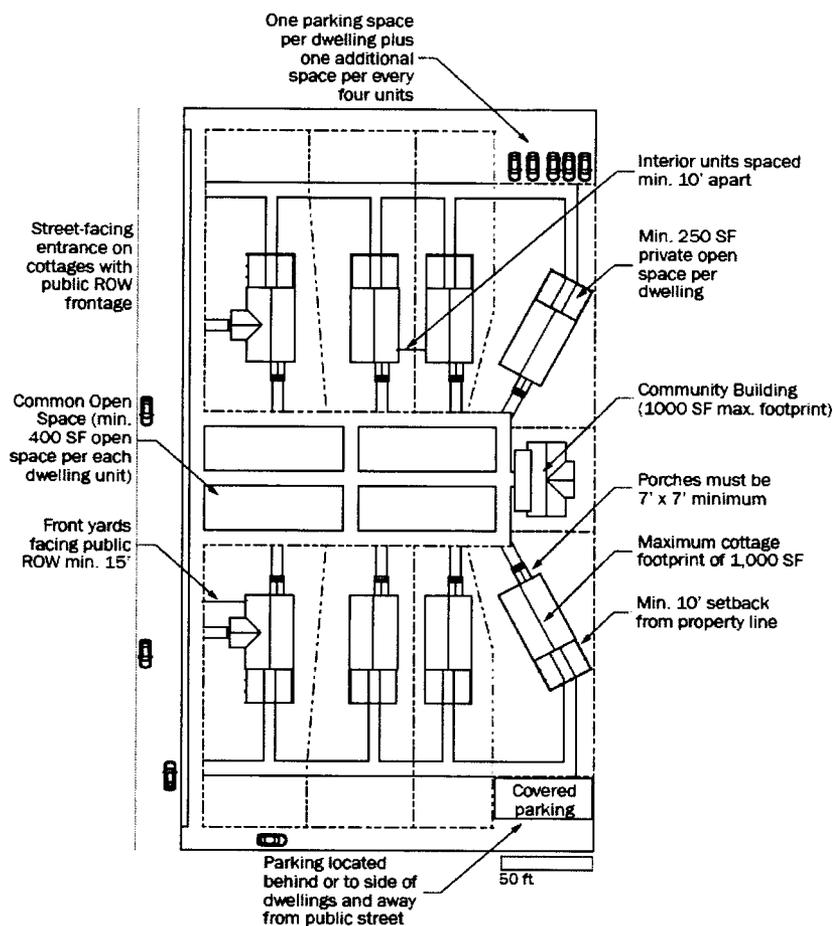
(h) If the property has frontage on a public alley, access and parking may be provided from the alley.

(i) If individual lots are created, parking and access shall be provided in a common area with access easement.

(j) Fire Access. [City is awaiting a response from the fire department regarding fire access]

(k) On-Street parking may be counted toward meeting the guest parking requirements for the development.

**Figure X: Cottage Development Layout**



**7. Landscaping and vegetation.**

- (a) Where feasible, cottage developments should be designed to retain existing mature trees (at least 6 inches in diameter) that do not pose a safety hazard.
- (b) Landscaping located in common open spaces shall be designed to allow for easy access and use of the space by all residents, and to facilitate maintenance needs.

**8. Fences.**

- (a) No fence taller than 36 inches in height shall be located between the front wall of a cottage or community building and the common open space.
- (b) Fences around dwelling units or on the street frontage shall not exceed 36 inches in height.
- (c) If private yards between buildings are fenced, they shall not exceed 6 feet in height.

**9. Utilities.**

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- (a) Cottage development is subject to any applicable code provisions regarding public street frontages.
- (b) Water. Water meters shall be installed within the public right-of-way. If the property is retained as a single lot, a master meter or individual meters may be used. If individual lots are created, each lot shall have a separate meter and service. Service lines may cross common areas to the individual lots, but shall not cross individual lots. If on-site fire hydrants are required, they shall be served by a public fire line located in a drivable easement within the parking and circulation areas.
- (c) Sewer. Service laterals may be extended from a sewer main in the public right-of-way. Sewer mains may be extended in the driving and circulation areas in a public utility easement, with service laterals to individual units. Private sewer laterals may be extended across common areas, but shall not cross individual building lots.
- (d) Gas/Electric/Phone/Cable/Utility Pedestals. These utility services may be extended from the public right-of-way across common areas to individual lots, or they may be extended in circulation areas in a public utility easement, and extended across common areas to individual lots. [City is considering language to limit the location and number of utility pedestals]
- (e) Trash Storage. Any areas where communal trash and recycling are stored shall be screened by a sight-obscuring fence and/or vegetation.
- (f) Mailboxes. Mailboxes may be individual or grouped and are encouraged to be placed within or near a common area. Mailboxes are subject to all post office requirements.

10. Addressing. Cottages should be addressed from a public street, not a private lane.

#### 18.360. Building Requirements

##### 1. Cottages.

- (a) Building footprint. Cottages shall have a maximum building footprint of 1,000 square feet. The footprint of an attached one-car garage is not included in this maximum, but shall not exceed 200 square feet per unit.
- (b) Cottages may have a second partial or full story, provided that the floor area of the second story is no more than 0.6 of the square footage of the main floor (e.g., a cottage with an 800-square-foot building footprint (main floor) could have a second floor of 480 square feet, for a total floor area of 1,280 square feet).
- (c) The maximum total floor area of cottages shall be 1,600 square feet (e.g., a cottage with a 1,000-square-foot building footprint (main floor) could have a second floor of 600 square feet, for a total floor area of 1,600 square feet).. An additional 200 square feet is permitted for an attached garage.
- (d) A below-grade partial story may be allowed, but habitable space on that story shall count toward the total floor area of the cottage.
- (e) Building Height. The maximum building height shall be 24 feet.
- (f) Porches. Attached, covered porches are required and shall have minimum width and depth dimensions of seven feet. (for cottages, two-unit cottages). Carriage units are not required to have porches, but are encouraged to have an outdoor patio or deck).
- (g) Other design requirements. Cottages shall contain a variety of designs that include articulation of facades; changes in materials, texture, color, and window treatments; and other architectural features so all units do not appear identical. (Some repetition is acceptable.)

2. Two-Unit Structures.

- (a) Where permitted, two-unit attached cottages shall not exceed a building footprint of 2,000 square feet for one-story units (average 1000 square feet footprint per unit) or 1,800 square feet for either one-and-a-half or two-story units (average 900 square feet footprint per unit).
- (b) The number of attached units in a cottage development may not exceed one-third of the total number of units.
- (c) Attached two-unit structures are allowed and must be similar in appearance to detached cottages.
- (d) Attached two-unit structures shall have one primary shared entry facing the common open space.

3. Carriage Units.

- (a) [Placeholder - city is considering building standards for carriage units]

4. Community Buildings.

- (a) Community buildings are intended as an amenity for the use of the cottage development residents and to help promote the sense of community. They may include a multi-purpose entertainment space, a small kitchen, library, or similar amenities. Guest quarters, storage space, or a carriage unit could be included as part of a community building.
- (b) A community building shall be of similar scale, design, and height as the cottages, with a maximum footprint of 1,000 square feet and with the second floor not to exceed 0.6 square footage of the first floor.
- (c) Commercial uses are prohibited in the community building.

5. Accessory Structures.

- (a) Accessory structures such as garages, carports, storage or tool sheds shall not exceed 200 square feet per unit, or 1,000 square feet per accessory structure that is shared by five or more dwelling units. Storage space may be included in a garage structure, but vehicle space may not be used for storage or uses other than parking.
- (b) The design of garages, carports, and other accessory structures must be similar or compatible with that of the cottages in the development.

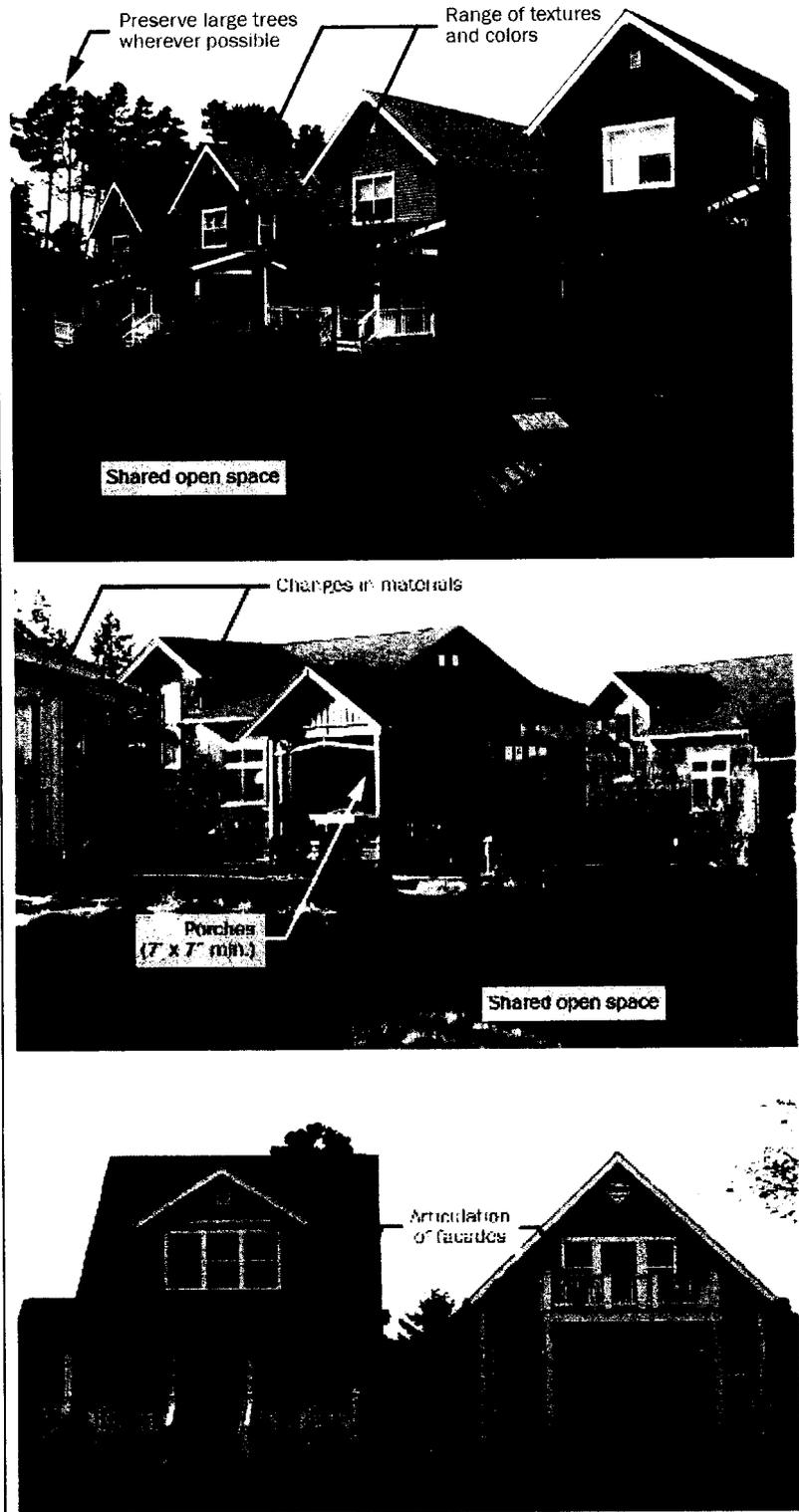
6. Existing Dwellings on the Site. Existing dwellings may be incorporated into the development as a residence or community building, and may be nonconforming to standards. Noncompliance may not be increased.

7. Renovation and Expansion.

- (a) Renovations shall be in keeping with the size and architectural character of the new development.
- (b) A covenant restricting any increases in unit size after initial construction beyond the maximum allowed by this section shall be recorded against the property.

18.370. Transportation SDCs. Cottages shall be classified as [City will determine appropriate classification here] for purposes of calculating transportation SDCs.

**Figure X: Cottage development design standards**



**DRAFT CODE AMENDMENTS – ARTICLE 19: SITE PLAN REVIEW**

The recommended amendments in this section are intended to help implement the following measures:

4. **Additional Measures to Increase Density:** Remove compatibility criterion to provide more flexibility for in-fill residential development.

**Article 19: Site Plan Review**

**19.050 Major Site Plan Review**

19.052 Criteria for Approval. The Review Body shall approve, conditionally approve, or deny the request based upon the following criteria:

- (8) The characteristics of existing adjacent development have been determined and considered in the development of the site plan. At a minimum, special design consideration shall be given to:
- (a) Areas of land use conflicts, such as more restrictive use adjacent or across street from proposal. Mitigate by orienting business operations away from use, additional setbacks, screening/buffering, landscaping, direct traffic away from use.
  - (b) Setbacks. Where existing buildings are setback deeper than required by Code, new setbacks to be compatible.
  - ~~(c) Building Size and Design. Existing surrounding architecture and building size to be considered to insure compatible scale and balance to the area.~~
  - (c) Transitions between existing development and new development. New development should be consistent with the purpose statement of the base zone but also recognize compatibility with existing, adjacent development.
  - (d) Signs. New signs shall not block primary view to existing signs, and shall be sized consistent with Code or existing signs, whichever is less.
  - (e) Lighting. Exterior lighting shall not impact adjacent development or traveling motorist.

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**DRAFT CODE AMENDMENTS - ARTICLE 22: RESIDENTIAL DEVELOPMENT STANDARDS**

These amendments to Article 22 Residential Development Standards are recommended to implement the following measures:

- 2. **Single-family Attached Housing:** Apply design and development standards for single attached housing.
- 4. **Additional Measures to Increase Density:** Clarify and reduce the open space requirements for small (one acre or less) multi-family development and multi-family in commercial zones.
- 10. **Accessory dwelling unit (ADU) standards:** Apply design and development standards for ADUs.

**Article 22: Residential Development Standards**

**22.030 Applicability**

A development permit shall not be issued for any parcel or lot where compliance with the provisions of this Article has not been met.

The standards specifically apply to:

- (5) Single detached, single attached, and duplex residences
- (7) Accessory dwelling units

**22.100 Multi-Dwellings**

22.102 Open Space

- (3) **Minimum Requirements.** All multi-dwelling projects shall provide open space as shown in Schedule 22-1, unless the special open space requirements in subsection (4) below apply. Where only a total is provided in Schedule 22-1, the open space may be recreational, pervious or any combination of the two types.

Multi-Dwelling Open Space Requirements Schedule 22-1			
Zone	Minimum Percent of Lot Required to be Open Space		
	Recreational	Pervious	Total
<u>GC</u>	-	-	<u>10%</u>
<u>RTC-I</u>	-	-	<u>10%</u>
<u>RTC-II</u>	-	-	<u>10%</u>
<u>RTC-III</u>	-	-	<u>10%</u>
<u>CBD</u>	-	-	<u>0%</u>

- (4) Special open space requirements for smaller lots. For lots that are one-half (0.5) acre or less in size in the R-2, R-3 and R-4 zones, the following open space requirements apply. The requirements in this section supersede those requirements in Schedule 22-1.
  - (a) A minimum of 20 percent of the lot must be dedicated to open space. The open space may be recreational, pervious, or any combination of the two types.
  - (b) Open space areas not otherwise developed with recreational facilities shall be landscaped.
- (5) Exceptions. In the GC, CBD and RTC zones, the open space requirement may be reduced to

zero percent (0%) if the development is located within a one-quarter mile radius of an existing public park or open space.

~~22.103 Separation Between Buildings. To provide privacy, light, air and access to the dwellings within the development, the following minimum standards shall apply:~~

- ~~(1) Between the walls of principal buildings, at least one-half (1/2) the sum of the height of both buildings.~~
- ~~(2) Separations between the walls of principal buildings may be less than required by 22.103(1) if one of the following design standards exist:
  - ~~(a) Buildings with windowed walls facing blank building walls – 15 feet minimum.~~
  - ~~(b) Buildings with blank walls facing buildings with blank walls, or with windows oriented so as not to face another building – 10 feet minimum.~~~~
- ~~(3) Where buildings exceed a horizontal distance of 60 feet, the minimum wall separation shall be increased. For each 15 feet of horizontal distance exceeding 60 feet, the building separation shall be increased by one foot.~~

#### **22.400 Architectural Features for Single and Duplex Residences.**

22.402 Applicability. All single detached, single attached and duplex residences shall have architectural features along any face of the building that is visible from a street.

#### **22.700 Additional Standards for Single Attached Development [NEW SECTION]**

22.701 Purpose. These additional developments standards for single attached are intended to promote compatibility with single-family neighborhoods, attention to detail, human-scale design and street visibility, while affording flexibility to use a variety of building styles.

22.702 Standards. All new single attached developments shall meet the following standards.

- (1) Number of consecutive units. Single attached developments with street-facing driveways and/or garages are limited to six consecutive attached units. Single attached developments that have no street-facing driveways or garages (rear access only) have no limitation on number of attached units, but shall not exceed [city is considering either 300 or 600] feet in length.
- (2) All units shall include at least three of the following features on any building elevation that faces the street (if on a corner lot, this standard applies on the street-facing elevation where the dwelling takes access).
  - (a) Covered porch at least 5 feet deep
  - (b) Entry area recessed at least 2 feet from the exterior wall to the door
  - (c) Bay or bow window that projects at least 1 foot from exterior wall
  - (d) Offset on the building face of at least 16 inch from one exterior wall surface to the other
  - (e) Dormer
  - (f) Roof eaves with a minimum projection of 12 inches from the intersection of the roof and the exterior walls
  - (g) Roof line offsets of at least 16 inches from the top surface of one roof to the top surface of the other
  - (h) Attached garage
  - (i) Cupola
  - (j) Tile or wood shingle roofs

- (k) Horizontal lap siding
  - (l) Brick covering at least 40% of the building elevation that is visible from the street
- (3) The design of front building elevations may not be repeated on more than four consecutive units.
- (4) Driveway and garage standards. Single attached developments with street-facing garages shall meet the following criteria:
- (a) Where two abutting units have street-facing garages, they shall share one driveway access that does not exceed 16 feet in width where it crosses the sidewalk and intersects the street;
  - (b) All primary building entrances shall be connected to a driveway (and sidewalk) via a pedestrian walkway that is not less than three (3) feet wide;
  - (c) The length of the garage wall facing the street may be up to 50 percent of the length of the street-facing primary dwelling façade.
  - (d) Where the street-facing façade of a primary dwelling unit is less than 22 feet long, an attached garage is not allowed as part of that façade.
  - (e) A garage wall that faces a street may be no closer to the street lot line than the longest street-facing wall of the dwelling unit.
- (5) Common areas. Any common areas shall be owned and maintained by a homeowners association or other legal entity, unless a public dedication is approved by the City. A copy of any applicable covenants, restrictions and conditions shall be recorded and provided to the city prior to building permit approval.

22.703 Alternative design. As an alternative to Section 22.702, single attached dwellings of three or more units may be designed to de-emphasize individual units and create the impression of a larger, single-family dwelling. Elements that could be used to achieve such an impression include shared porches and upper floor extensions, unified exterior colors/treatments, continuous overhangs above the ground floor and continuous rooflines extending across units. Architectural features similar to those required for single family detached dwellings (Article 22.400) should also be used. Single attached development using this alternative design approach shall be reviewed as a Major Site Plan in the R-2, R-3 and R-4 zones and through a PUD in all other zones where single attached is allowed per Schedule 12-2.



**Figure X: Single attached development examples**



**22.720 Accessory Dwelling Unit Standards [NEW SECTION]**

**22.721 Purpose.** These standards are intended to support the provision of affordable and decent housing while providing homeowners with alternative financial resources, thereby encouraging maintenance of existing housing stock. It is the intent of this section that development of accessory dwelling units not diminish the single-family character of a neighborhood and that any single-family residence containing an accessory dwelling maintain the appearance of a single-family dwelling as viewed from the street.

**22.725 Creation of an accessory dwelling unit.** An accessory dwelling unit may only be created on a lot with one single-family detached dwelling through one of the following methods:

- (1) Conversion of existing space in one of two ways:
  - (a) Conversion of attached space (for example, attached garage, basement or attic)
  - (b) Conversion of detached space (for example, detached garage or storage shed).
- (2) Addition of new space in one of two ways:
  - (c) Addition of a new unit attached to a single-family dwelling.
  - (d) Addition of a new, detached unit (this includes accessory dwelling units added to a detached garage, either on the second story or same level).

22.727 Applicability. The standards in this section apply to all new accessory dwelling units.

22.730 Density exemption. Accessory dwelling units are exempt from the residential density standards of this code.

22.732 Development and design standards.

- (1) Standards for all accessory dwelling units:
  - (a) No more than one accessory dwelling unit per lot is permitted.
  - (b) No portion of an existing building that encroaches within a required yard setback may be converted to or used as an accessory dwelling unit.
  - (c) Building design standards:
    - i. The size of the accessory dwelling unit shall not exceed 800 square feet.
    - ii. Exterior access to an attached accessory dwelling unit shall be located in side or rear yards or by means of the existing main entrance or front-facing basement entrance.
    - iii. Exterior finish materials shall visually match in type, size and placement, the exterior finish materials of the primary dwelling.
    - iv. The roof pitch shall be the same as the predominant roof pitch of the primary dwelling.
    - v. If the street-facing façade of the accessory dwelling unit is visible from the street, windows shall match, in proportion and orientation, the windows of the primary dwelling.
    - vi. If the primary dwelling has eaves, the accessory dwelling must have eaves that project the same distance from the building. If the primary dwelling does not have eaves, no eaves are required on the accessory dwelling unit.
    - vii. Fire escapes or exterior stairs for access to an attached upper level accessory dwelling unit shall not be located on the front of the primary dwelling.
- (2) Additional standards for detached accessory dwelling units. The following additional standards apply only to conversion of an existing detached space or creation of a new detached unit.
  - (a) The accessory dwelling unit shall be located at least six feet behind the primary dwelling, unless the accessory dwelling unit is in an existing detached space that does not meet this standard.
  - (b) The height of the accessory dwelling unit shall not exceed 1.5 stories or 18 feet, whichever is less.
  - (c) The building footprint of the accessory dwelling unit shall not be larger than the footprint of the primary dwelling.

**22.735 Approval criteria. Applications for accessory dwelling units must meet the following criteria.**

- (1) The applicant must demonstrate that the accessory dwelling unit complies with all development and design standards in 22.732 above.
- (2) The applicant must demonstrate the proposed modifications comply with applicable building and fire safety codes.
- (3) Ownership and Tenancy. Either the primary residence or the accessory dwelling unit must be occupied by the property owner. Proof of owner-occupancy shall be made annually in accordance with a procedure and submittal requirements established by the Planning Director. Ownership of the accessory units shall not be subdivided or otherwise separated from ownership of the primary residence.
- (4) Business License Required. A business license is required for operation of rental property, pursuant to [city will provide appropriate reference here].

**Figure X: Detached ADU site standards**

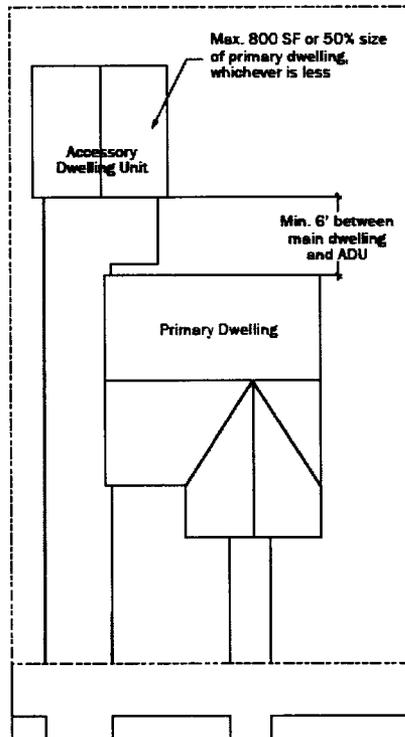


Figure X: Examples of detached and attached ADUs



**DRAFT CODE AMENDMENTS - ARTICLE 25: PARKING AND LOADING STANDARDS**

Recommended amendments to Article 25 are intended to implement the following:

- 7. **Parking reductions:** Reduce the minimum parking requirements, facilitate shared parking and allow on-street parking to count towards minimum requirements.

[Note: The recommended parking requirements were taken from the Model Code<sup>2</sup>.]

Draft 3 Revisions: None

**Article 25: Parking and Loading Standards**

**25.030 General Provisions**

25.031 Applicability

(8) In the case of mixed uses, the total requirements for off-street parking space shall be the sum of the requirements for the various uses, unless joint use of parking facilities can be established consistent with Section 25.032(3).

~~(9) Parking spaces in a public right-of-way shall not be counted as fulfilling any part of the parking requirements.~~

25.032 Location of Parking and Loading Facilities.

(1) Residential. All off-street parking facilities for residential uses shall be located on the same lot as the use or ~~an abutting lot on a parcel or tract owned in common by all the owners of the properties that will use the parking area.~~ If parking is provided on a separate ~~an abutting~~ lot, an easement or shared parking agreement shall be recorded allowing use of the parking.

(2) Other Uses. For uses other than residences, parking spaces shall be located on the same parcel or on another parcel not farther than 500 feet from the building or use they are intended to serve, measured in a straight line from the building or use. Where parking is located on a parcel not owned by the applicant, a lease or other evidence of agreement shall be submitted to the Director that the use of the facilities are is exclusively for the applicant. On-street parking may be counted toward the minimum parking requirements when it is on the block face abutting the subject use. On-street parking counted toward the minimum requirement shall remain open and available to the public.

~~24.040~~ **25.040 Off-Street Parking and Loading Requirements by Use**

25.042 Parking facilities

Land Use	Off-Street Parking Requirements
<b>(1) Residential Uses</b>	
<del>(a) Studio and one bedroom dwelling unit</del>	<del>1.00 space per dwelling unit.</del>
<del>(b) Two bedroom dwelling units</del>	<del>1.50 spaces per dwelling unit.</del>
<del>(c) Three and four bedroom dwelling units</del>	<del>2.00 spaces per dwelling unit.</del>
<del>(d) Five or more bedrooms</del>	<del>3.00 spaces per dwelling unit.</del>
<del>(e) For projects not providing on street parking add:</del>	<del>0.20 space per dwelling unit (guest).</del>

<sup>2</sup> Model Development Code & User's Guide for Small Cities, Draft #4 – 3rd Edition, Oregon Transportation and Growth Management Program, April 2012 (unless an earlier version is specified).



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	<u>2 spaces per 1,000 sq. ft. of gross floor area, except bulk retail per (b).</u>
(d) Medical or dental:	<del>One space per 250 sq. ft. of gross floor area.</del> <u>2 spaces per 1,000 sq. ft. of gross floor area</u>
(e) Other office buildings, business and professional offices:	<del>One space for every 400 sq. ft. of gross floor area.</del> <u>2 spaces per 1,000 sq. ft. of gross floor area</u>
(f) Pharmacies:	<del>One space for each 150 sq. ft. of gross floor area.</del> <u>2 spaces per 1,000 sq. ft. of gross floor area</u>
(g) Establishments for the sale and consumption on the premises of food and beverages <u>(restaurants and bars):</u>  <del>Restaurant or tavern</del> — <del>Restaurant with separate tavern</del>	<del>10 spaces per 1,000 sq. ft. of gross floor area.</del> <del>15 spaces per 1,000 sq. ft. of gross floor area.</del> <u>5 spaces per 1,000 sq. ft. of gross floor area</u>

## **DRAFT CODE AMENDMENTS – ARTICLE 30: DEFINITIONS**

The recommended amendments in this section are intended to help implement the following measures:

2. **Single-family Attached Housing:** Revise definition
6. **Cottage Development:** Add definition and delete the term “cluster” from the list of terms that are not considered building types.
10. **Accessory dwelling unit (ADU) standards:** Add definition
13. **Terminology:** A discussion regarding terminology can be found at the end of this section.

### **Article 30: Definitions**

#### **30.020 Definitions**

**Building Types:** The description of buildings according to their placement and arrangement on a site or sites as follows:

(2) Residential - That group of building types comprising the following:

(a) **Single Detached-One:** One dwelling unit, freestanding and structurally separated from any other dwelling unit or buildings, located on a lot or development site. (See Concept Sketch 30-Building Types.)

(b) **Single Detached-Two:** Two dwelling units located on the same lot that are not attached in any manner. (See Concept Sketch 30-Building Types.)

(c) **Duplex:** Two dwelling units placed so that some structural parts are in common and are located on a single lot or development site. (See Concept Sketch 30-Building Types.)

(d) **Single Attached:** Two or more dwelling units attached side-by-side with some structural parts in common at a common property line. (See Concept Sketch 30-Building Types.)

(e) **Multi-Dwelling:** A structure or complex of structures containing at least three dwelling units in any vertical or horizontal arrangement, located on a lot or development site. (See Concept Sketch 30-Building Types.)

(f) **Accessory Dwelling Unit (ADU):** A second dwelling unit created on a lot with a primary single-family detached house. The second unit is created auxiliary to, and is always smaller than the primary house. The ADU includes its own independent living facilities including provision for sleeping, cooking, and sanitation, and is designed for residential occupancy by one or more people, independent of the primary dwelling unit. The unit may have a separate exterior entrance or an entrance to an internal common area accessible to the outside.

(g) **Cottage Development:** A grouping of four to twelve small, single family dwelling units clustered around a common open space area and developed with a coherent plan for the entire site. Cottage units may have other shared amenities. The shared common area and coordinated design may allow densities that are somewhat higher than typical in single family neighborhoods possible while minimizing impacts on adjacent residential areas.

**Family:** Any of the following:

- (1) An individual or group of persons not to exceed fifteen in number, related by blood, marriage or adoption;

(2) An individual or group of disabled persons, not to exceed fifteen in number.

(3) An individual or a group of not more than five persons (excluding servants) who need not be related by blood, marriage or adoption, living together in a dwelling unit. A group of six to fifteen unrelated persons may qualify as a "family" under this definition if the group:

(a) Shares the entire house.

(b) Lives and cooks together as a single housekeeping unit.

(c) Shares expenses for food, rent or mortgage, utilities or other household expenses, and

(d) Is permanent and stable (e.g., all parties have long-term leases or ownership interest in the property).

[Note: The definition of family should be reviewed with legal council]

Group Quarters: The residential occupancy of living units by groups of more than five of persons who do not meet the definition of "family" are not all related by blood, marriage or adoption, and where the communal kitchen and/or dining facilities are provided. Residential facilities are defined separately and are not included as group quarters.

(3) The following commonly used terms are not considered building types for purposes of this

Code:

~~(a) Cluster~~

(b) Condominium

(c) Townhouse

(d) Apartment

**Terminology.** Because the issue of terminology for residential building types was raised after the Final Evaluation Report was drafted, a brief discussion is included here.

Per comments from the Planning Commission, terminology used in the code should be consistent with common real-estate and financing terms to the extent practicable to avoid barriers to financing. Some development types (condominiums and developments with shared common space, for example) have real-estate disclosure requirements per the Oregon Revised Statutes.

Existing terminology is shown in the text box above. Terms that are not used in Grants Pass code but are commonly used in other jurisdictions and are regulated by the Oregon Residential Specialty Code (ORSC) include townhouse and rowhouse.

- Townhouse: Single-family dwelling unit in a group of three or more attached units. Each unit extends from foundation to roof and has yard or public way on at least two sides. All units are on the same lot. Per the Oregon Residential Specialty Code (ORSC), townhomes are considered separate buildings and must have a fire wall
- Rowhouse: A rowhouse is a single family unit constructed in a row of attached units separated by property lines. Rowhouses have a different set of building code standards per the ORSC.

It is unclear which development types were being referenced in the Planning Commission discussion, and what conflicts have occurred in the past that may need to be addressed. It's also unclear if the city's building code conflicts with the development code in terms of residential

building type naming or definitions. Further clarification from the city will be needed in order to draft recommended code amendments.