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## **LAND USE ELEMENT**

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### **13.1 PURPOSE**

The purpose of the Land Use Element is to review the forces and constraints behind the evolution of the City's urban form, to review the Urban Growth Boundary and Urban Growth Plan process, to summarize the residential, commercial and industrial land use requirements for the area to the year 2000, to summarize the urban service capacity and requirements for the Boundary area, and to propose Land Use Models, development strategies and policies for land use within areas, subareas and neighborhoods of the Urban Growth Boundary.

### **13.2 HISTORIC DEVELOPMENT, NATURAL CONSTRAINTS AND THE CITY'S URBAN FORM**

The historical development of the present City limits can be illustrated best by examining the City as it existed in 1952 and the subsequent land annexations during the periods 1952 through 1962 and 1962 through 1980.

In 1952 the City limits were nearly unchanged from the original plat in 18\_\_ (see Map 13.2.0). The City limits of 1952 defined a corporate land area that was almost entirely located north of the Rogue River. The southern boundary of the city was the river. The northern boundary was adjacent to the foothills of the river valley. The northeast and northwest boundary corners intruded into steep slope areas. Between these two corners, along the north line, the Gilbert Creek drainage area formed a narrow, upland valley which very quickly rises into the higher elevations of the foothills. The west boundary of the city abutted agricultural land south of the Rogue River floodplain and older flood terraces. These lands were in agricultural use. The east boundary of the city abutted more river bottom and river terrace lands as well as the steep slopes of the foothills. The north, east and west city boundary lines ignored the topography and were straight survey lines. Except for the curvilinear south line, the city boundary lines formed a large square of land

The annexations of land from 1952 through 1962 began to reflect some of the topographical constraints of urban growth in this portion of the Rogue River valley. The west boundary of the city remained unchanged. Apparently the income from agricultural land use was a strong enough incentive to resist urbanization. Along the north boundary line a large rectangular tract of land was annexed by the city, extending northward into Gilbert Creek drainage area where the slopes were moderate.

**Map 13.2.0**  
**Historic Development of the City of Grants Pass**

An incentive for this annexation was the interchange of the old existing State Highway 99 and the development of the Interstate Highway 5 along the edge of the foothills. In fact, today that tract of land is almost entirely committed to tourist commercial use. Along the east boundary line several small annexations occurred between 1952 and 1962. These annexations were generally located along the northern half of the east line in proximity to the foothills and the interstate highway. The land located east of the city limits on the floodplain and river terraces was committed to the industrial uses of timber products manufacturing, particularly along the Southern Pacific Railroad. Along the southern edge of the east boundary line, within the river floodplain, the city annexed a large tract of land predominantly intended for residential uses.

The significant annexations during this period occurred south of the Rogue River. The land immediately south of river is relatively level. Southward of the floodplain and terraces the terrain gradually becomes rolling hills. A large tract immediately south of the river was annexed by the city, encompassing the interchange between the scenic Redwood Highway and the Rogue River Highway (old State Highway 99). Today this area is committed almost exclusively to thoroughfare commercial use.

During the period 1962-1980 the City limits expanded in the same general areas as it had done in the previous ten years. Once again, no change in the boundary occurred along the west limit of the city; although some urbanization was occurring on the floodplain adjoining the city. That development was urbanizing without public facilities and services, utilizing septic systems and private water wells.

On the north City limit, a large tract was annexed during this period. Approximately one-third of this tract was located in the steep slope areas of the foothills. Two other smaller tracts, one located in the steep slope area, were also annexed to the north City limits. Much of these lands were marginally suited for urban level development given the existing City standards for development, in which both annexation policy and the subdivision ordinance required that development be provided with sewer, water, water and standard roadways. The provision of these facilities and improvements in areas of steep slope are costly to install and maintain, especially if development occurs as single family detached housing on large lots.

On the east City limit, a large tract was annexed that bordered the interstate highway right-of-way as the highway traverses the edge of the steep slopes of the foothills. This tract is located at the intersection of the interstate highway and Redwood Highway. Much of the land along Redwood Highway has developed in thoroughfare commercial use. The foothill area of this tract has developed in residential use. There were three other smaller annexations which occurred along the east limit during this time period. All three were located in the southeast area on or near the Rogue River floodplain immediately south of the industrial area.

South of the river, there were three annexations during the period 1962 to 1980. The largest was a significant annexation in that it may be the genesis of the new direction for city growth. Concurrent with these annexations, in December 1969 and again in July, 1978, two large sewer service districts were formed south of river. The Harbeck-Fruitdale Service District included a land area nearly as large as the city at that time, and was located south of the city along the Rogue River and southward

along Allen Creek to the southern foothills of the river valley. The Redwood Service District was nearly as large as the Harbeck-Fruitdale Service District and was located west of it and southwest of the city. The Redwood Service District encompassed much level floodplain and terrace land. These two areas were rapidly becoming urbanized and needed sewer service to ensure health. Both areas were suitable for economic sewer design as the topographic gradients were gradual and most of sewer system would be gravity flow as opposed to mechanical pumping of sewage. With these sewer facilities, the Redwood and Harbeck-Fruitdale areas could urbanize at higher densities. The only limiting factor for achieving maximum urban densities was the lack of a municipal or special district water supply system. All urban development in these two areas had occurred with private water supply systems. That limiting factor has influenced the type and density of urban development south of the river: single family homes are the predominant residential housing type, while commercial development has been more neighborhood and thoroughfare oriented rather than centralized in one general commercial area. Other urban services like fire protection and solid waste are provided by the private sector.

As the preceding discussion indicates, the urban form of the City of Grants Pass has been significantly determined by the topography and the distribution of facilities and improvements. Urban growth occurred in areas of “least resistance”: areas where there was availability of serviceable land. The directions of urban growth in the Grants Pass area appear to be toward the more urbanized areas of Redwood and Harbeck-Fruitdale, where the major infra-structure of roads and sewer service are existing, and where there is an abundance of serviceable land due to the relatively level topography.

The impetus for urban growth on the north side of the Rogue River is constrained by the topography and existing land uses. North of city the steep slopes of the foothills present a formidable and expensive obstacle for urban development. West of city the lands remain predominantly in productive agriculture use, except for the urbanizing area immediately adjacent to the City Limits. East of the city the timber products industries have been joined by other industries to form a distinct industrial area between the foothills and the Rogue River. The railroad lines which bisect this area further enhance the industrial value of this land. By process of systematic elimination, all directions for major urban growth are restricted except one - south of the river.

### **13.3 THE URBANIZING AREA**

- **Urbanizing Area Concept**

The concept of the “urbanizing area,” or that area immediately outside a city in the process of developing and becoming part of the city, is not a new one. The city’s 1960 Parks and Recreation Study (Bureau of Municipal Research), the city’s 1969 Sewer Study (Brown and Caldwell), the county’s 1972 Water and Sewer Study (Stevens, Thompson and Runyan), the 1969 General Plan (Langford and Stewart), and the city’s 1974 Water Study (Brown and Caldwell) all depict an “Urbanizing area” for Grants Pass, and use this area to determine future facilities demand. (See Map 13.3.1) Due to natural, geographic constraints, and to the historical development of the area and its transportation system, all urbanizing areas depicted show marked similarities.

- **State Land Use Goal 14**

In 1973, the Oregon State Legislature found that “uncoordinated use of lands threaten the orderly development, the environment of (Oregon) and the health, safety, order convenience, prosperity and welfare of the people of (Oregon).”<sup>1</sup> A commission was formed, the Land Conservation and Development Commission, with members appointed by the Governor and confirmed by the State Senate, to establish state-wide planning goals, and to assure that land-use plans and actions by Oregon cities and counties were in compliance with these goals. Stateside hearings were held, and fourteen basic land use goals were determined.

Two critical concerns of the legislation were the conservation of agricultural land and fostering orderly, economic and efficient growth rather than urban sprawl. State Land Use Goal 14 focuses on these two issues, and resulted in a requirement for cities to create Urban Growth Boundaries as a means of providing “for an orderly and efficient transition from rural to urban land use.”

An Urban Growth Boundary (UGB) separates “urbanizable” land from “rural” land. “Urbanizable” lands are those lands necessary and suitable for future incorporated city limits (urban areas), and which can be served by city (urban) services and facilities. “Rural” lands are agricultural, forest or open space lands, and other lands suitable for sparse settlement, small farms or acreage homesites, and which need little or no public services. Quite suitably then, given the above definitions, the criteria for the establishment and expansion of an UGB, as well as the criteria for full development of lands within a Boundary, focuses on need, on efficient provision of services, and on protection of agricultural land. These key criteria are as follows:

Establishment and change of the boundaries shall be based upon consideration of the following factors:

- 1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
- 2) Need for housing, employment opportunities, and livability;
- 3) Orderly and economic provision for public facilities and services;
- 4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
- 5) Environmental, energy, economic and social consequences;
- 6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
- 7) Compatibility of the proposed urban uses with nearby agricultural activities.

Conversion of urbanizable land to urban uses shall be based on consideration of:

- 1) Orderly, economic provision for public facilities and services;
- 2) Availability of sufficient land for the various uses to insure choices in the market place;
- 3) LCDC goals; and
- 4) Encouragement of development within urban areas before conversion of urbanizable areas.

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<sup>1</sup>ORS, Chapter 197.005, Legislative Findings

The establishment of the Grants Pass Urban Growth Boundary was based upon a long history of considering the Grants Pass “urbanizing area,” and was focused upon the economic provision of services to that urbanizing area.

- **Past Urbanizing Study Areas**

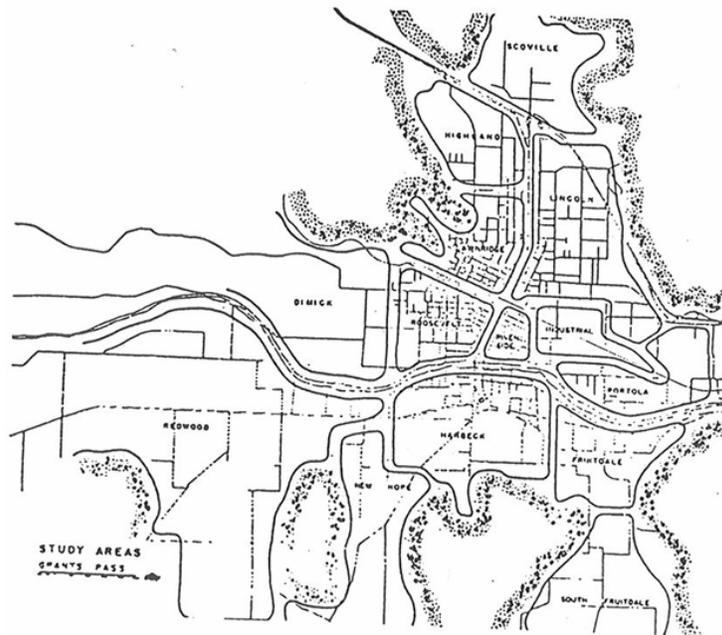
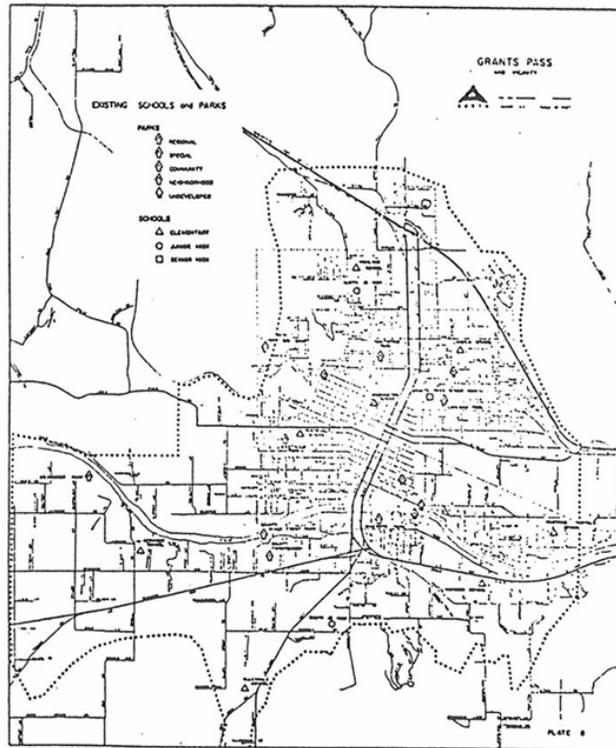
The 1960 study “Planning for Recreation Areas, Grants Pass and Vicinity,” included an urbanizing area very similar to the 1978 draft Urban Growth Boundary, with the exception of the South Fruitdale area. (See Map 13.3.1-A) The 1960 Park Study also projected an urban population for the study area of about 36,000 persons, as compared to the 36,600 persons projected by the draft Boundary proposal of 1978.

The 1969 General Plan and the 1969 Sewer Study showed similar study areas that were very close to the 1968 draft UGB, with the exception of the “Azalea area” west of the city limits. (See Map 13.3.1-B) The 1969 General Plan “urbanizing area,” including the city limits, contained 10,664 acres, 6,717 dwelling units and 20,151 persons in 1967. The 1969 Plan projected 58,000 persons in the county by 1985, and 34,800 persons in the urbanizing area by the same date. The 1969 plan projection of county population was reasonably close to the 1981 PSU estimate of 61,200, based upon the 1980 US census count of 58,855 persons. In contrast, the 1979 Urban Growth Boundary area was estimated to contain 22,340 persons in 1980, by dwelling unit count and 1980 household size.

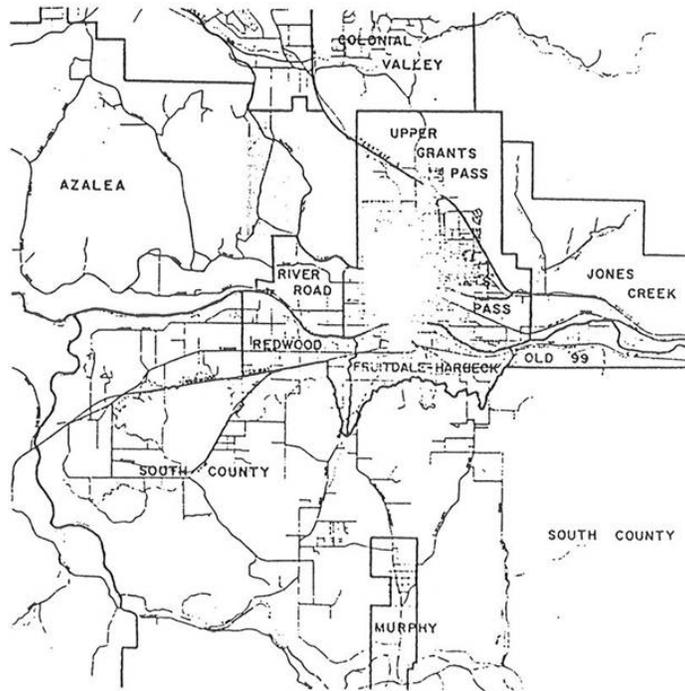
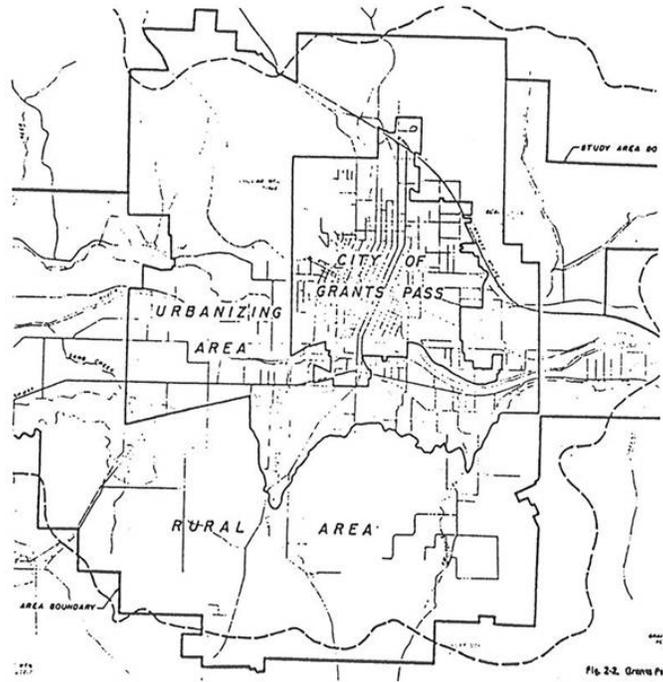
The 1969 Plan’s UGB projection was significantly higher. Extrapolated to 1980, the projection estimated 30,730 persons in the urbanizing area including the city, 38% above the 1980 count. This is due primarily to the use of a larger study area (over 3,000 acres larger than 1979 UGB), in the use of a larger household size (3.41 persons per household versus the 1980 census tally of 2.42 for the city), and in anticipation that a higher percentage of immigrants would be attracted to the urban area than was the case (38% of county population projected within city limits versus the 1980 census tally of 25%).

The 1972 county-wide water and sewer study also showed an urbanizing area very close to the 1979 UGB, as did the 1974 city water study. (See Map 13.3.1-C) The 1972 study indicated an urbanizing area of 9,550 acres, including the city limits, and projected a population of 40,000 persons by 1972, very close to the Economic Model projection of 38,870 persons by 1995, based upon the 1979 UGB area of less than 8,000 acres. The 1974 study estimated an urbanizing area population 31,500 to 28,500 persons by 1985, compared to the 1980 dwelling unit count estimate of 22,30 persons, using an urbanizing area of 11,550 acres compared to the 1979 UGB area of less than 8,000 acres. The greater acreage and a higher family size than present (2.9 compared to 2.42, city, 1980), account for the 1974 study’s population projection of 48,750 persons by 1998. Table 13.3.2 and Map 13.3.1 show the extent of each urbanizing area considered, its size and projected populations.

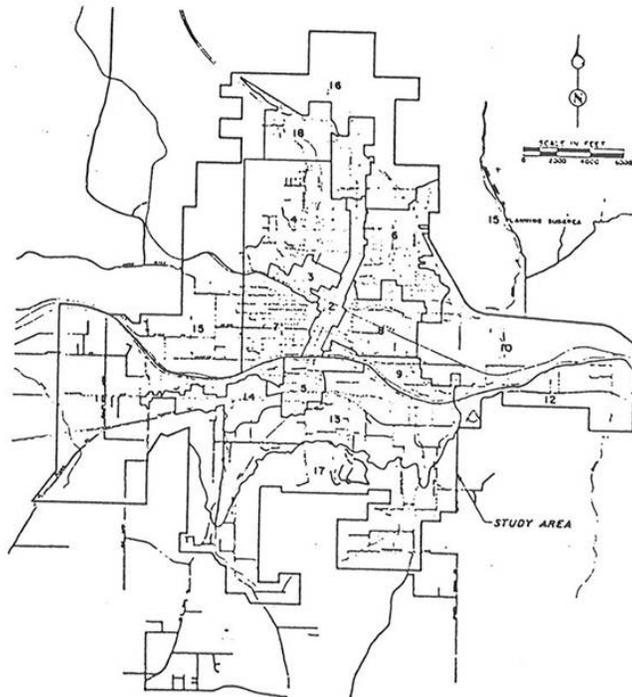
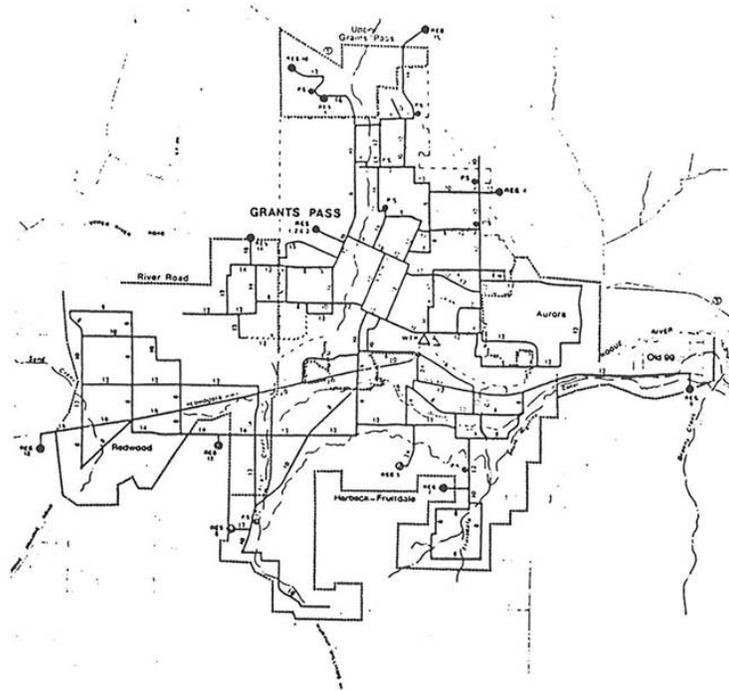
**Map 13.3.1-A**  
**1960 Recreation and Park Study and 1969 Urban Plan Highly Urbanizing Area**



**Map 13.3.1-B  
1969 Sewer Study and 1969 General Plan**



**Map 13.3.1-C**  
**1972 Water Sewer Study and 1974 Water Study**



**Table 13.3.2**

Plan/Study	Study Area Acres	Urbanizing Study Area Projected Population	
		Persons	Date
1960 Recreation/Park Study	-	36,000	Full Development
1969 Sewer Study	14,440	44,600	2000
1969 General Plan	10,664	34,800	1985
1972 Water/Sewer Study	9,550	40,000	1992
1974 Water Study	11,550	48,750	1998
1979 UGB		22,340	1980- Unit County
		30,320	1990- UGB
		33,545	1990- Economic Model
		38,300	2000-UGB
		44,750	2000- Economic Model

**Physical and Geographic Constraints**

Each of the above referenced studies were concerned with service provision to the city and urbanizing area, and the study areas selected as most likely to urbanize and most efficient to service are markedly similar. In each case, the city’s historical development, and fairly obvious physical and geographical constraints, as well as placement of major transportation routes, have led to similar conclusions regarding the direction and location of future development.

Induced by the Old Stage Road Stop, and later by the placement of the Southern Pacific Railroad in 1883, initial development took place on the flat river terrace north of the Rogue River, with the initial street grid laid out parallel to the railroad tracks. Later development spread to fill this alluvial river terrace north of the river, also extending north up Gilbert Creek and Fruitdale Creek, limited by steep, folded hills to the west, north and east, and by the river to the south. Highway 99, extending from Rogue River and Medford to the southeast, and continuing on west to the coast, together with the Sixth and Seventh Street bridges, encouraged development to the south of the river, once again constrained by topography to the river terraces (Redwood, Harbeck and Fruitdale areas), and the Allen Creek area to the south along the Williams Highway. Development to the west, north of river, has been limited by large scale commercial farming operations, and recently, by zoning laws. Commercial uses have followed the transportation system: railroad, highway and freeway. Industrial uses have co-opted the river terrace area north of the river and west of the city. The I-5 freeway has

both added to and altered the transportation network, opening new areas for more intensive commercial development near the freeway interchanges, while at the same time reinforcing existing patterns that have given rise to the city's physical structure. Residential areas have filled in the areas of level gradient between the major roadways that the attendant commercial development, and the surrounding hills.

#### **13.4 THE URBAN GROWTH BOUNDARY**

- **Boundary Formation Strategy**

In the fall of 1977, the City of Grants Pass initiated its Comprehensive Plan activity with a series of "town hall" meetings to discuss general goals for the future development of the city. Josephine County had initiated its Comprehensive Plan process some 2.5 years earlier, and pressed the city to initiate Urban Growth Boundary proceedings. One of the city's primary concerns was the provision of urban level services to the urbanizing area outside city limits. The city's water system was without any major improvements to the distribution network in over 20 years. A treatment plant expansion in 1961 had increased plant capacity to 11.5 mgd (million gallons per day), but the distribution system limited plant yield to just over 9 mgd, a limit that was being approached by the city's maximum daily use in the summer season. The sewage treatment plant, recently expanded in 1974, was adequate, although the city was experiencing major infiltration and inflow of groundwater into its old sewage collection system, even in the summer months. (See Water and Sewer Sections, Services Element, for full discussion).

As indicated above, the city's historical development had been predominantly north of the Rogue River. Of the city's 3,440 acres, only 234 acres (or 74% of the incorporated area) was located south of the river. Most of the potential urbanizing area, however, lay south of the river. Following World War II, and more intensively following the completion of I-5 in 1962, first the Harbeck-Fruitdale area and then the Redwood area began to develop beyond rural densities, including commercial, industrial and residential land uses.

Groundwater in these areas was limited, and salt intrusions were moving steadily west and north from the southeastern corner of the Fruitdale area. Flat terrain and impervious soil layers creating perched water tables close to the surface limited the use of septic systems for sewage disposal and created storm drainage problems. These conditions resulted in the creation of the Fruitdale-Harbeck Sewer Service District in 1970, whose effluent is treated by the city plant, and the creation of the Redwood District in 1977.

The county began using a building code in 1974, and a zoning ordinance in 1973, and had no additional fire code requirements other than the minimal requirements contained in the Uniform Building Code. Development at urban densities had been allowed, but not urban standards of development.

In addition, the area's population influx had been heavily weighted with retired persons, many on fixed incomes, and not likely to be able to bear traditional financing methods required to extend the necessary urban services, or to bring the urbanizing area up to full urban standards of development.

As a consequence, the city felt barely able to meet its own on-going service improvements, much less able to bear the burden of extending full services into partially urbanized areas with substandard roads and property divisions, no water system and constructed at non-urban standards. The City felt the potential liability for full service provision to be a grave consideration, and therefore insisted from the outset that determination of an UGB and its attendant service obligations be inextricably joined with a determination of urban service responsibilities on the part of the city and county. As a result of these concerns, the city evolved the following strategy for preparing the Comprehensive Plan:

- The City and County, in a joint process with the City as lead agency, would develop and adopt the Grants Pass Urban Growth Boundary and Urban Services Policies. Sufficient data base to satisfy Goal 14 would be developed, problem areas would be identified, and further data base work initiated. The boundary and policies, once agreed upon, would lay out the "ball park" and set the "rules of the game" for the rest of the planning process leading to a complete Comprehensive Plan.

- The Urban Growth Boundary Management Agreement negotiations would immediately follow, based upon an expanded data base. The Management Agreement would determine the City and County's specific responsibility for providing urban services, would identify areas needing further technical study in order to result in the required capital improvements, would structure the process for further City-County negotiation in each service area, and finally would set the standards for whatever "interim" development occurred concurrently with the required area-wide capital improvements.

- The remainder of each jurisdiction's Comprehensive Plan would then be completed according to each jurisdiction's schedule and resources, basic agreement having been reached in key policy areas.

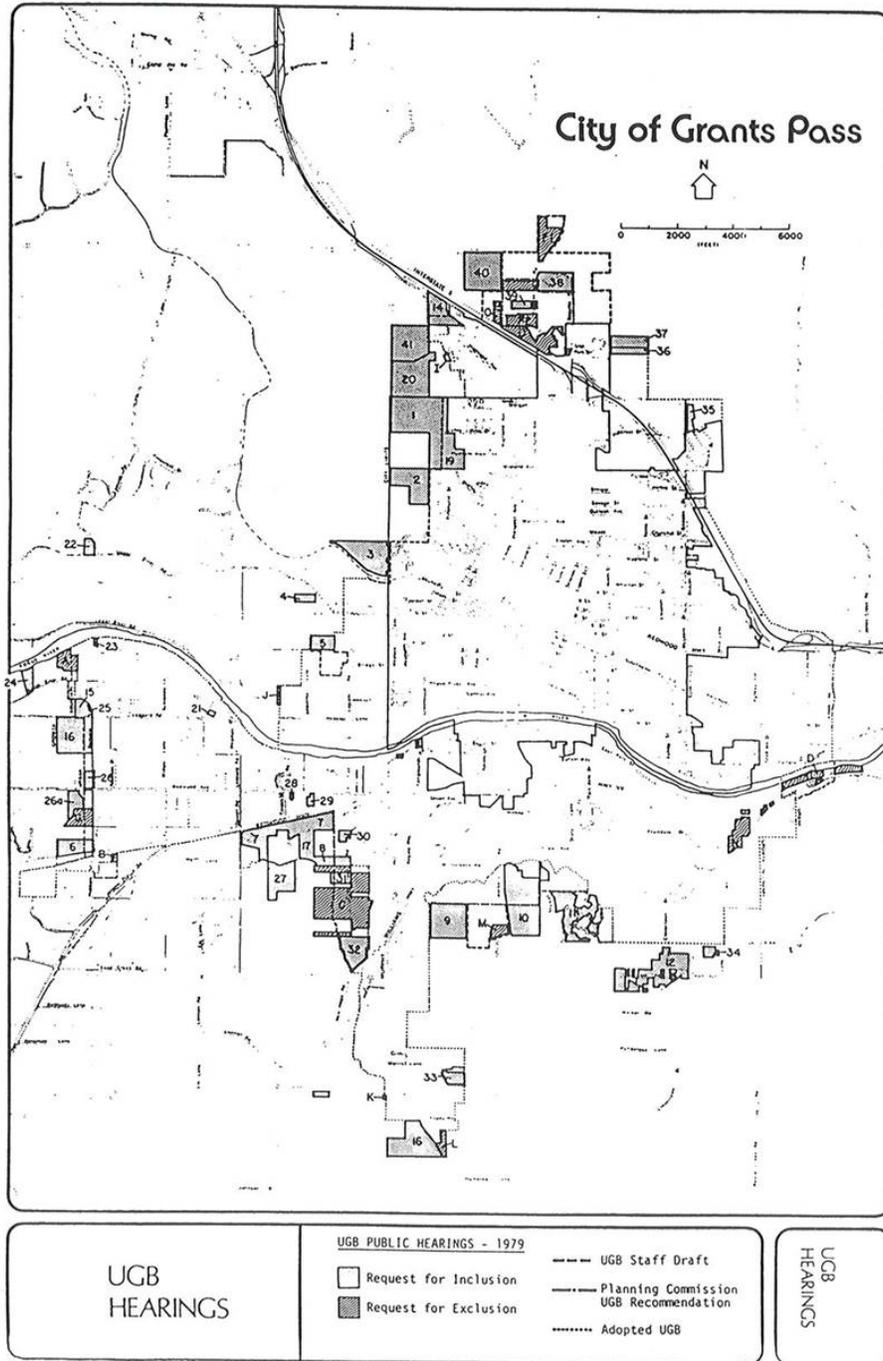
- Joint review, at intervals to be agreed upon, would allow alteration of the Boundary, Service Policies and Management Agreement as required.

This strategy limited the City's liability for the provision of urban services to the Boundary area, and at the same time allowed the City to synchronize its efforts with the key compliance schedule requirements of the County. Ordinarily, a detailed data base is developed first, goals and policies follow, and finally the Urban Growth Boundary and Management Agreement.

On this basis, then, the city proceeded to develop an UGB and service policies in conjunction with the county. The draft Boundary and Policy Document was released in July of 1978. There followed an intensive and extensive series of public workshops and hearings, and a revised UGB and Urban Service Policies were adopted in August, 1979. Map 13.4.1 shows the changes made in the draft boundary during the adoption process. Most of the citizen and property owner concerns were expressed at the periphery of the Boundary, by individuals wanting in or out of the Boundary area. The most significant changes made to the draft boundary were in the north city area (250 acres deleted), the Allen Creek area (lower Allen Creek Road area deleted), and in the Redwood area

(areas added below the Redwood Highway and at the western periphery).

**Map 13.4.1  
Urban Growth Boundary - 1978 Hearings History**



### Initial Boundary Rationale

The draft UGB was projected to accommodate 36,600 persons by the year 2000. The target population of 36,600 persons would have represented 51% of the PSU low-range population projection for Josephine County, 47% of the mid-range and 41% of the high range projections, with 34% being the recent historical average of city percent of county population. The PSU (Portland State University) projections were used as the projections with the “best local fit” at that time, and were also the highest of extent projections. (See Population Element for full discussion).

Orderly and economic provision of services, as might be imagined, was a prime consideration in determining the Boundary. The draft UGB south of the Rogue was nearly coterminous with the active portions of the existing Redwood and Harbeck-Fruitdale Sewer Service Districts, which had sewer mains already extended throughout, and were thereby fully committed to some level of urbanization, and also was bounded by the 1150' elevation contour indicating the most efficient water service area as per two recent water studies. (See Section 13.3 above). The draft Boundary north of the river was primarily limited by the 1450' and 1166' elevations, once again used as efficient water service indicators, as well as by the commercial farmlands to the west, and by steep hills and the freeway to the northwest and northeast. Except where steep slopes prohibited, the Boundary was extended evenly around the existing city limits north of the river, once again reflecting the economy of service extensions. (See Map 13.4.1 and Appendix 13.1, Draft Urban Growth Boundary and Urban Service Policies).

The need for housing, employment and livability were addressed in a more primitive fashion, by simply projecting the same 1978 city land use ratios forward to 2000, making slight increases in the commercial and multi-family land use ratios. This approach reflected the overwhelming opinion voiced by individuals throughout the planning area to retain the small town character of area, and favoring low, controlled growth. A 28% “market factor” was added to ensure market choice and to prevent an artificial inflation of land prices. (See Tables 13.4.2 and 13.4.3, below).

**Table 13.4.2**  
**1978 Draft Urban Growth Boundary Land Use Ratios**

Type of Land-use	Acres per 100 Persons	
	Present	Future
Single family residence	8.771	8.418
Multi-family residence	.293	.331
Public/Semi-public	2.121	2.123
Industrial	1.236	1.235
Railroad	.379	.145
Commercial	1.471	1.475
Transportation	4.536	4.538

**Table 13.4.3**  
**1978 Draft Urban Growth Boundary Acreage Determination**

Item	Acres
Acres developed to urban densities within city limits	2,633
Additional acres needed for development to accommodate 36,600 persons	4,052
Vacant acres needed for choice in the market place (28% x 4,052)	1,135
<b>Total Acres Inside Urban Growth Boundary</b>	<b>7,820</b>

The lands within the Boundary lying along the river terraces to the east and west of the city limits north of the river had agricultural soil capabilities. To the east, the lands were rated as Class II and IV soils; due to the proximity of existing industry of long standing in both city and county, due to excellent freeway and rail access, and due to relatively small parcel size, this area had a unique value for industrial development and was included in the Boundary. On the west, the Boundary was limited by commercial farmlands, and was extended into Class II through IV soils only as far as already committed to urbanization, in the form of large trailer parks and small parcel size. Further, the Boundary was designed to utilize rural residential lands and cemetery locations as a buffer between the commercial farmlands and the UGB area. South of the river, parcelization into small lots, the location within existing sewer districts, and the potential of economic water service were the limiting facts, even though the soils were rated as Class II through IV. (See Appendix 13.1)

**Boundary Evolution Summary**

Following the city’s Comprehensive Plan strategy, the city then embarked upon a development of the data base to higher level, preparing commercial and industrial land inventories, a full build able lands inventory for the Boundary area, economic, traffic and urban farm analysis utilizing HUD and Oregon Traffic Safety Commission grants, a water plan and a storm drain plan. Simultaneously, the city set out to negotiate a rather detailed Management Agreement with the county, in an effort to further define the responsibility for providing urban services, and to establish “interim development standards” for the urbanizing area prior to final Comprehensive Plan and Development Code preparation. The economic/traffic/urban form analysis, identified as the urban Growth Plan, were to serve as a guide to the Comprehensive Plan, as well as providing the Economic and Transportation Elements and portions of the Land Use Element, and “testing” the Urban Growth Boundary for sufficiency.

As more detailed industrial and commercial inventories were completed, an extensive monitoring of the transportation network, and an analysis of the area’s economic base were undertaken. Three separate commercial scenarios were prepared and examined, together with three industrial scenarios, and the resulting nine combinations were each reviewed in conjunction with the transportation network in order to determine their effects upon urban form. (See Urban Form Section, below for

full discussion).

The primary Urban Growth Plan impacts upon the Boundary were the decisions to double the area's light industrial growth vote, to determine the quantity and location of needed commercial and industrial lands, and their relationships to residential lands, to increase the year 2000 target population to 38,300 persons, and to determine the primary transportation network together with its relationship to urban form. The Urban Growth Plan was adopted by the city in August, 1980, and included by the Board of County Commissioners in their interim "Comprehensive Plan" for the urbanizing area in August, 1981.

The Management Agreement, meanwhile, adopted by both Board and Council in January, 1981, called for the development and adoption of urban service plans determining the required service facilities and their location, cost and implementation mechanisms within 24 months. These basic service plans included water, sewer, storm drainage, transportation parks, solid waste, and irrigation water. The Council adopted a Water Distribution Plan for the UGB area in \_\_\_\_\_, 19\_\_, and a Treatment Plan in \_\_\_\_\_, 19\_\_. The Board likewise adopted a Water Plan for a more limited area within the UGB prepared by the same engineering firm, in \_\_\_\_\_, 19\_\_. (See Section 10.2). The Transportation Plan was adopted by Council in March, 1981 and by the Board in \_\_\_\_\_, 19\_\_. (See Section 11). The Storm Drain Plan (Dealing with the UGB area and a larger drainage basin), was adopted by Council in May, 1982, and by the Board within the month. (See Section 10.4). A Sewer Study is currently underway, and a Parks Study began in July, 1982. A Solid Waste Plan was adopted by the Board of County Commissioners in \_\_\_\_\_, 19\_\_, and this Plan was accepted in principle by Council as part of the Management Agreement, although an implementation plan has yet to be initiated. For those service plans adopted, Council, Board, Staff and the public now know the required future facilities, their location, costs and choice of financing mechanisms. In addition, for the water, storm drainage and transportation plans, computer models have been developed that include present and future facilities, and thus the effects of any policy change or development upon the system can be quickly and inexpensively quantified, and the results used to make an informed decision. In addition to the service plans, a six-year Capital Improvement Program (CIP) has been developed, so that the timing and inter-relationship of facilities installations may be assessed.

Also called for by the Management Agreement were common development standards, and a single planning commission serving the UGB area. The Council and Board created the Urban Area Planning Commission in May, 1981, replacing the City Planning Commission, the County Planning Commission, and County Zoning Commission within the UGB area. Also adopted were common land use hearing rules and a common zoning ordinance in August, 1981.

The effect the Management Agreement had upon the UGB, then, was the quantification of major service demands, the definition of and city-county agreement of service implementation modes, and the beginning of the development of the UGB area, ending an effective development moratorium of over two years. The city, through the mechanism of annexation agreements, entered into service commitments to land totaling over 260 acres during the first nine months of operation of the Urban Area Planning Commission, representing one-twentieth of the urbanizing area.

### **Boundary Criteria Summary**

Therefore, the city is now in a position to address the UGB criteria contained in Goal 14 in a specific fashion. The material below attempts to summarize this criteria review. (Turn to proper Plan Section referenced for full treatment of each criterion).

#### **Criteria (1): Population Need**

The guidelines of Goal 14 indicate that the need for urban expansion should take into account an area's growth policy, population needs to the year 2000, the area's "carrying capacity," and recreation needs. Growth sentiment in the area ranges from no-growth to unlimited growth, with the majority of persons living in the area preferring low controlled growth (See Population Element).

Recent studies, and decisions made regarding the economy of the area, have resulted in a most probably range of population by the year 2000 to be between 96,640 and 101,250 persons for Josephine County, and between 38,300 and 44,750 persons for the Urban Growth Boundary area. The County Comprehensive Plan target population is 96,643 persons. (See Population Element for full discussion).

#### **Criteria (2a): Housing Need**

Housing need within the Boundary for the target population was again approached as a series of ranges, whose two main variables were household size and residential density mix. Also important to meeting the need for affordable housing was encouraging alternate development concepts (common wall townhouses, zero lot line detached housing, clustering, etc.), providing more moderate and high density build able acreage, and encouraging alternate building types (such as modular and mobile homes).

Using the lower value of the most probably household size range, the total new dwelling units required by the year 2000 were estimated to be between 8,883 and 11,913 dwelling units. (At today's household size, demand was estimated to be between 6,262 and 8,862 units). Two density models were used to determine the distribution of need by density group, where low density equaled 5.5 du/Acre, moderate density equaled 10.5 du/Acre and high density equaled 15.5 du/Acre and up. These models found the following housing need, split by density group, assuming low household size, and the target population range of 38,300 to 44,750 persons, as shown in Table 13.3.4.

**Table 13.4.4  
Housing Need and Boundary Expansion**

Housing Model	Population Range	Dwelling Unit Need by Density Group			Boundary Expansion Required	
		5.5 du/Ac	10.5 du/Ac	15.5 du/Ac		
Low Density Model	38,300	5,226	3,088	569	1995	Urban Growth Plan Map
	44,750	7,009	4,023	881	1990	
High Density Model	38,300	4,076	3,149	1,706	2000	Service Capacity map
	44,750	5,413	3,928	2,640	1995	
(1)	(2)	(3)	(4)	(5)	(6)	(7)

Affordability also means “choice in the marketplace,” as well as variety in density and building type. Column (6) in Table 13.4.4 indicates when the UGB would have to be expanded for each end of the population range, as the Housing Density Models are compared against the two Land Use Models, and as the developable units ratio between 3 to 5 times the unit demand. Depending upon the Land Use Model used, and the actual population pressure experienced, “Choice in the marketplace” could be maintained for 10 to 15 years, even without major Boundary expansion.

The urban Growth Plan Land Use Model closely follows the Urban Growth Plan, where as the Service Capacity model results in significantly higher densities in the urbanizing areas, particularly the Redwood District.

**Criteria (2b): Employment Need** The Urban Growth Plan development process was participated in by members of the City Council, the Board of County Commissioners, the City and County Planning commissions, the City Utility Commission, the downtown merchant and shopping center merchant associations and citizens at large. The consensus of opinion was that a concerted public and private effort was required to diversify the area’s economic base, and a target of doubling the rate of historic (light industrial) job growth was determined. This policy was reflected in several economic projections, each with its own population projection, as is shown in Table 13.4.5.

**Table 13.4.5  
Job Growth and Population Growth**

Model	Past Job Growth Trends Wood Projects/Other 1970-1980	Projected Job Growth Trends			Projected Population UGB At Year 2000
		1980-1990	1990-2000	Total 1980-2000	
Urban Growth Boundary (1979)	300/560	500	600	1,100	36,000
Urban Growth Plan (1980) (1)	300/560	1,300	1,800	3,100	(1) 38,300
(2)	“	“	“	“	(2) 42,200
Economic Model (1982) (3)	300/560	1,330	1,050	2,380	(3) 44,800

Source: Population Element, Table 6.5.6

The Urban Growth Plan (1) presumed 3,100 new light industrial jobs, mostly in lower paying assemblage industries, resulting in 50% of these jobs taken by existing residents as part-time or second-income jobs, and 70% of the newcomers living within the UGB. The Urban Growth Plan (2) presumed 75% of the jobs taken by newcomers, and 85% living within the UGB. The Economic Model (3) presumed a mix of heavier and light industrial jobs at higher pay, and thus 100% of the newcomers were projected to live within the Boundary (See Economic and Population Elements).

Recent formation of the Josephine Economic Development Association, and the inclusion of \$300,000 in the City’s FY 1982-83 budget request solely for fostering economic development, indicate the seriousness of this policy determination. Enough acreage with either industrial zoning or the potential for industrial zoning has been included within the Boundary to accommodate twice the doubled light industrial job growth rate.

**Criteria (2c): Livability** - “Livability” was the primary driving force behind the recent surge of immigrants into Josephine County. Livability was defined by newcomers to Josephine County as a good place to raise children, a slower pace of daily life, safety from crime and violence, the friendliness of people, less crowding and pollution, cleaner air, and better recreational opportunities. Those locating here, according to a recent study, were willing to “purchase” this intangible but real “livability” at a mean cost of 45% of their former salary, with 28% willing to take cuts of up to \$20,000 per year. These “urban refugees” were mostly from metro areas, and were part of a major nationwide trend. (See Population Element.)

Past plans recognized that the natural resources of the area, the Rogue River, wilderness and forest lands, viewsheds and rural lands have a major function in the area's economy (General Plan - 1969), and this view has been reinforced by more recent economic studies (Urban Growth Plan - 1980).

The "livability" of the area is reinforced by the Economic and Recreation Elements, the natural resources are protected and enhanced as a part of daily life by the Recreation and Resource Duality Elements, and existing residential neighborhoods are protected by the Land Use Element.

**Criteria (3): Orderly and Economic Provision of Urban Services** - The orderly and economic provision of services has been a prime consideration in the development of the Urban Growth Boundary and attendant service policies, as has been indicated above. The Boundary was initially formed including the outlying sewer districts, and care taken to include only those areas most economically served with water at fire flow capacities. Service plans have been prepared, or are under way, determining needed facilities and their location, cost and possible financing mechanisms, for the key urban services of water, sewer, storm drainage, transportation, parks and solid waste disposal. Completed plans include computer models of the service system to aid in assessment of system needs and impacts, and to keep the plans updated.

The Capital Improvement Program (CIP) has been developed as a combined City-County program in order to coordinate facilities provision and to assure proper timing of service provision. Each service plan includes a variety of funding mechanisms, and the present City programs include many of these mechanisms, such as general obligation bonds, developer improvements, oversizing fund, Bancrofting of improvements, local improvement district formation, rate payer contribution, and systems development charges. In addition, the County has authorized consultants to prepare a study of various funding mechanisms possible for County use, and should soon be in a position to match the City's array of service financing mechanisms.

In addition to planning for service provision, and assisting in its financing, the Interim Development Standards for the urbanizing area require that, whenever a basic service capacity is reached in a particular area, further development in that area must be dependent upon the required system improvement constructed, or upon improvement plans agreed upon by the City and County together with adequate financing commitments.

**Criteria (4): Maximum Efficiency of Land Use** - Both Land Use Models address the issue of "efficient" land use, consistent with the area's historical development pattern and citizen desires. The Downtown Plan calls for high density residential uses fringing the City center, and by providing peripheral employee parking lots, will maintain needed parking space while allowing intensive commercial development in the City center. The Boundary area's two major "suburban" shopping centers, the Grants Pass Center and the Redwood Plaza, are actually very close to the Downtown and are also provided with surrounding high density residential zoning. The construction of the Third Bridge (See Transportation Element), will tie all three commercial sectors into a "shopping triangle" efficiently serving the outlying residential areas. Both housing density models show a further intensification of land use from historic patterns, resulting in a City low density/ high density

residential lands split by the year 2000 of 66%/33% (low density model) to 70%/30% (high density model), as compared to the 74%/24% of today (1980 census) or a decade ago, 86%/14% (1970 census).

The utilization of the urbanizing area over time is somewhat predetermined by varying resource capacity. In the Redwood and Harbeck-Fruitdale areas south of the Rogue River, the sewer systems are already installed, and residential development can proceed throughout the area, constrained only by the limits of the ground water resource (1-4 dwelling units/acre) and the economies of interim fire flow provision. Commercial and industrial development within these areas will require fire flow water for economic reasons, and water extension to the prime commercial and industrial locations in these areas is a high priority. North of the river, all services may be extended from any point in the City's infrastructure.

**Criteria (5): Environmental, Energy, Economic and Social Consequences** - The environmental and economic consequences of the Plan have been discussed under Criteria (2), above. The City had energy audits performed a series of surveys performed by Pacific Power and Light, and by Sundergi, Incorporated. Several other cities in the Rogue River Valley were also surveyed. The survey showed the citizenry to be quite aware of the need for and benefits of energy conservation, and these citizen concerns and desires form the basis for the City's energy conservation policies (see Energy Element).

The urban form arrived at as a result of an intensive series of workshop sessions was a compromise between a core-centered and dispersal approach to urban land use (see Section 13.5 for full discussion). The final choice emphasized citizen desires for the future, and yet respected the area's historic development pattern.

**Criteria (6): Retention of Agricultural Land** - Map 13.4.6 shows the location of agricultural lands rated by soil classification adjoining the city limits and through the Boundary area. North of the Rogue, to the east, soil classes II through IV may be found. Further to the west lie the large commercial farms, likewise of high soil class, as may have been expected within and adjoining the Rogue River flood plain. In the southwest corner of the Boundary area, north of the river, lies a major mobile home park, provided with city water and sewer, and predating the Boundary and Senate Bill 100. Several subdivisions and small parcelization has occurred between this mobile home park and the city limits, committing the area to urbanization. Between the Boundary and the Exclusive Farm Use lands (see map) lie Rural Residential lands, and several cemeteries.

North of the Rogue to the east, the flood plain and river terrace soils continue, of soil classes II to IV. This area, with highway, freeway and rail access, had developed historically as heavy industrial, beginning with several mills and other forest-resource oriented industries. The rail and freeway access, the small parcelization, the existing industrial commitment, and the need for economic diversification all required the further industrial use of this area, and its inclusion within the Boundary.

**Criteria (7): Compatibility of Proposed Urban Uses Nearby Agricultural Uses**  
note: to be provided by County Planning.

**Map 13.4.6**  
**Soil Classifications and UGB Formation**

(Map showing soil classifications within 4 adjoining UGB and city limits, county Exclusive Farm use zone to west, Boundary outline, and Redwood and Harbeck-Fruitdale Sewer Service Districts.)

### **13.5 THE URBAN GROWTH PLAN AND URBAN FORM**

The pattern of transportation ways is a primary determinant of commercial development, and this transportation pattern has a similar impact upon industrial development as well. On the other hand, as commercial and industrial development occurs, traffic patterns and loading are affected, and major realignments of the transportation ways may result.

The City wished to address the question of its industrial base, commercial development, the existing and projected transportation network and the resultant urban form, and so directed work on the Urban Growth Plan and Traffic Management Plan to proceed as a coordinated project. Utilizing funds from HUD and Oregon Traffic Safety Commission grants, a team of economists, architects, planners and traffic engineers were selected from over 40 firms showing interest. Working at the direction of the City Council and Board of County Commissioners, and with input from a 30 member committee selected by Board and Council, an Economic Base Analysis was prepared (See Economic Element). From this analysis three major scenarios were discussed for future commercial and industrial development. Of the nine possible combinations of the commercial and industrial scenarios, six combinations or “growth alternatives,” were selected for detailed review. Final deliberations of Board and Council resulted in an amalgam of two growth alternatives selected as the Urban Growth Plan for the urbanizing area.

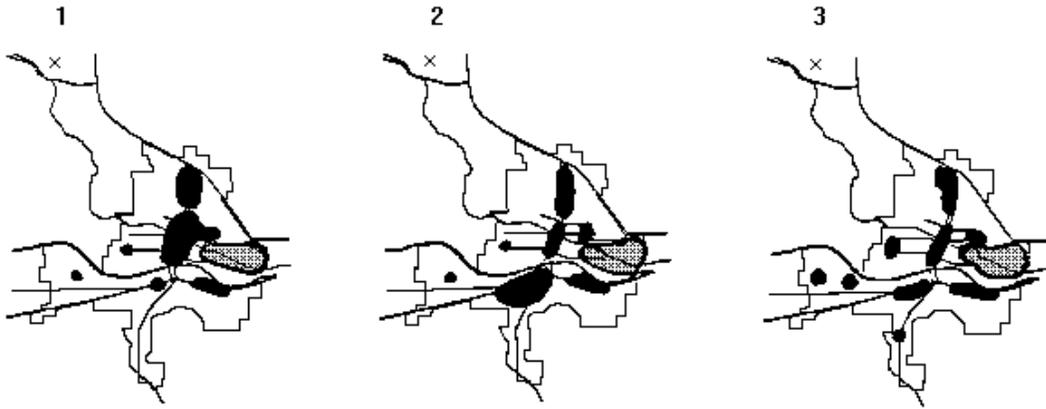
#### **Commercial Scenarios**

The commercial scenario analysis (1) projected future commercial floor space and acreage requirements for the Grants Pass Urban Growth Boundary area to the year 1990 and 2000; (2) allocated projected growth among three alternative commercial development scenarios; and (3) analyzed the economic, transportation and urban form patterns that will likely result with each alternative.

An analysis of historical commercial retail space as conducted using various sources: (1) a comparison of land use inventories; (2) a comparison of building permits; and (3) retail sales figures. Included is an estimate of leakage from the Grants Pass area. “Leakage” refers to those expenditures by residents that are made outside of the local area. It is the major comparison goods categories of general merchandise and miscellaneous retail where the leakage is most clearly seen. Out of the total of about 44 million dollars spent by County residents on general merchandise and miscellaneous retail items in 1979, some 27 million were spent in the County and 17 million out of the County. Also analyzed was projected growth in office/service space. The requirements for office/service space were primarily based on historic ratios between service space and retail space in Grants Pass and other comparable cities, but comparisons were also made with other cities and counties in the State.

Projected commercial growth of 1,670,000 SF of retail space and 1,190,000 SF of office/commercial space over the next two decades in the Grants Pass Urban Growth Boundary can develop in several alternative forms. The three scenarios selected are graphically represented in Map 13.4.7.

**Map 13.4.7  
Alternate Commercial Scenarios**



Major commercial growth is channeled to the existing centers of commercial activity, the Downtown, and the Grants Pass Shopping Center area east of the Downtown.

Major commercial growth is established at a new County-wide shopping complex south of the Rogue River in the Redwood Interchange area.

Major commercial growth is disbursed around the urban Area, with emphasis on commercial strips and neighborhood centers.

**Commercial Scenario 1:**

Scenario 1 assumes sufficient space for feasible commercial expansion in the existing centers. Areas directly south, east and west of the downtown center will have all been identified as suitable for major downtown expansion. The Grants Pass Shopping Center is considering expansion with a covered mall and other commercial buildings. Additional commercial land between the downtown and the shopping center awaits development as well. Scenario 1 allocated 65% of the new commercial growth to the existing commercial centers downtown and in the Grants Pass Shopping Center area. It assumed a moderate size community center south of the River, with office and service uses developing around it, and limited growth in commercial strips and neighborhood centers around the urbanized area.

Scenario 1 would require the attraction of a new major name department store in the Downtown. Other smaller retailers, and perhaps a second department store anchor would follow if that first commitment could be obtained. It would require the development of a more off-street parking facility, either several additional blocks of service parking or a block of multi-level parking, probably assembled with the assistance of the City adjacent to the site of the major department store.

Under this scenario there would also be a major increase in office/service growth downtown. This type of growth would likely develop toward the north end of the downtown near the Courthouse City Hall office concentrations. As major retailing grew in the Downtown, it would most likely push out

existing uses that require less expensive space, such as the automotive businesses on the south end of the downtown. These would most likely relocate along commercial strips.

Scenario 1 assumed that:

- (1) Downtown Grants Pass would remain both retail trade center and the office/service center of the county over the next decade.
- (2) Limited new facilities would be developed south of the River which would meet basic shopping needs for resident south of the River.
- (3) There would be little dispersment of commercial facilities to new neighborhood or commercial strip area; these residential areas would mainly continue to be served from existing commercial locations.

### **Commercial Scenario 2:**

Scenario 2 allocated 33% of the new commercial growth to a major County-wide shopping complex and commercial center south of the River. 20% of the commercial growth was allocated to new facilities downtown and in the existing shopping center area; 12% to 13% of the space demand was accommodated by the conversion of 357,000 SF. of downtown retail space to office space use. Neighborhood and strip retail was also increased over Scenario 1, indicating the dispersment of convenience retail to neighborhood centers and/or strips, along with the concentration of comparison retail in a major new center.

Scenario 2 was highlighted by a major new county-wide shopping complex south of the Rogue River. There are serious questions about whether a major new retail concentration south of the Rogue River in the urban area could survive and prosper in the early 1980's. The new county-wide shopping complex would require two major department store anchors plus a major drug and variety stores. There would be on the order of 1,500 parking spaces and congestion on the bridges would be increased, since the majority of potential customers now live north of the bridges.

One very positive aspect of Scenario 2 is that it would most effectively prevent "leakage" of local shopper's expenditures to shopping areas outside of the County.

Downtown in Scenario 2 would have limited retail growth, as would the existing Grants Pass Shopping Center, due to competition from the new center. Instead, downtown would experience a series of retail vacancies as retailers move to the center and downtown rental space rates dropped in relation to other areas. Office/service uses would replace former retail uses in the downtown and street floor offices of lawyers, accountants, etc. would become more prevalent. And as Josephine County continued to grow at a hearty pace, Grants Pass would not be faced with long term vacancies or boarded up buildings on its main street.

The City would require an active effort to make the transition to office/service uses in the downtown a gradual and attractive one. If the downtown retail space becomes converted to commercial storage or warehouse uses or too much second hand or part-time retailing takes hold, the market for first class office/service uses in the Downtown could be damaged.

### **Commercial Scenario 3:**

Scenario 3 projected that about 40% of the commercial growth over the next decade would go to the existing concentrations downtown and at the Grants Pass Shopping Center area, while the other 60% will be generally dispersed to commercial strips and neighborhoods on both sides of the River, with no special shopping center of unusual size south of the River. There would likely be neighborhood centers and/or strip commercial development in the Redwood area and along the Rogue River Highway as well as at the Redwood Interchange. North of the River, new commercial strips would develop west of the City and the North City commercial area would continue to develop and expand its borders.

Under this Scenario, the downtown would continue to grow moderately, but it would become a gradually decreasing part of the total commercial activity for the urban area, as the commercial strips and neighborhood centers grew at a faster pace. It would also gradually become more of an office/service center for the County, less “the” retail center for the County.

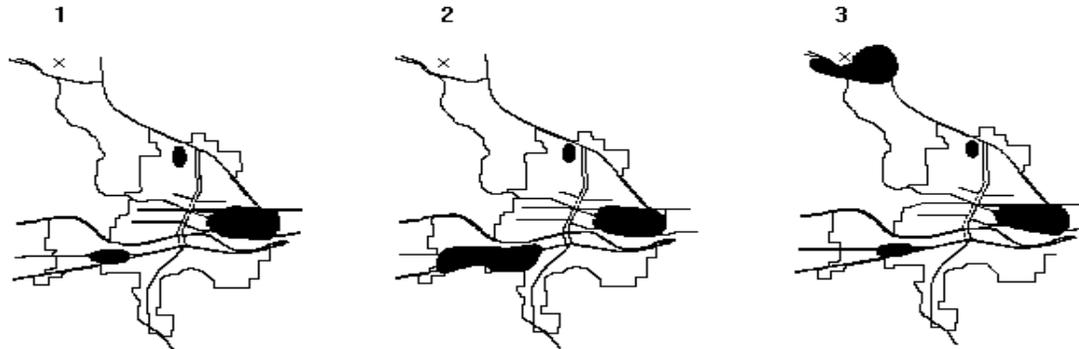
The downtown would not attract a new department store under this Scenario, but it could retain what it has and perhaps get some expansion from existing major retailers. It would be possible under this Scenario for the downtown to more directly serve a higher density population living closer to the downtown in new apartments and condominiums. Many of the persons so attracted would be older and retired who would find the services and goods they needed there.

Major new retailers would locate in freestanding stores along commercial strips in the Scenario, while new neighborhood shopping centers with grocery/drug anchors and related convenience goods and services were developed in each area of residential growth. The Scenario would do the least to prevent leakage in expenditures for major comparison goods items to areas outside the County

### **Industrial Scenarios**

As is demonstrated in the Economic Element, Josephine County has maintained a strong base in lumber and wood products manufacturing in the 1970's. Light manufacturing employment in Grants Pass has continued to grow steadily in the 1970's, on a new base established strongly in the 1960's. Tourism continues as a significant supplement to the manufacturing base, but transfer payments have accounted for most of the dramatic growth in population of the County in the 1970's. Thus, the County's economy no longer depends so strongly on its lumber and wood products jobs, not even on the light manufacturing jobs. An examination of historical and recent industrial development in the City is contained in the Economic Element as well as analysis on the supply of industrial land in the City and in the urbanizing areas. The demand for industrial land is nowhere near as great as the supply on the bases of projections in manufacturing and distributive employment in the Grants Pass area. The real policy questions appear to be which of those potential industrial acres should be given priority in the extension of water and sewer services so as to make it the priority area. Projections for demand for industrial land were based on three scenarios graphically represented in Map 13.4.8.

**Map 13.4.8**



**Alternate Industrial Scenarios**

A continuation of present trends, with limited industrial growth in the area easily accommodated by east Grants Pass and areas directly east of Grants Pass to the Urban Growth Boundary.

A more rapid growth in industrial employment, concentrating on light manufacturing in the Redwood area.

A more rapid growth in industrial employment, concentrating on light manufacturing at Merlin.

**Industrial Scenario 1:**

Under a continuation of present trends, employment in lumber and wood products was projected to experience a moderate decline to the year 2000. This decline was approximately offset in demand for industrial land by growth in distributive employment-- trucking, warehousing, and wholesale trade. The real growth in manufacturing jobs, even under a continuation of present trends, would be through expansion of light manufacturing firms. An increase of 500 jobs was projected for the 1980's, as occurred in the 1970's in this category; and an increase of 600 jobs from 1990 to the year 2000 was projected.

Only a limited amount of new industrial acreage would be required in the Urban Growth Boundary area under this Scenario; thirty (30) acres over the next ten year and sixty seven (67) more from 1990 to 2000. Additional population supported from this industrial growth would be only about one thousand persons during the 1980's and some 1200 persons in the 1990's.

**Industrial Scenario 2:**

With a conscious program to attract light manufacturing firms, an additional 800 light manufacturing jobs could be added in the 1980's, plus another 1200 in the 1990's. Distributive employment would also increase at the same rate. There would be 1,440 new industrial jobs in the 1990's instead of 550; plus 2,650 new jobs in the 1990's instead of 1,150 as projected under a continuation of present

trends. Even under more rapid growth Scenarios, demand for additional industrial land will be quite easily met, whether at Redwood or at Merlin. In either case, such rapid industrial growth will only require about sixty (6) industrial acres in the 1980's and another one hundred twenty (120) industrial acres by the year 2000. There would be significant increases in population supported under more rapid growth Scenarios -- about 2,025 additional persons in the 1980's and another 4,051 in the 1990's, or 6,076 additional persons by the year 2000.

**Industrial Scenario 3:**

This scenario would not differ from Scenario 2 in the magnitude of new employment and population supported by the County. It merely allocated the same amount of growth to industrial allocations in Merlin instead of the Redwood area. The basic difference in impact from Scenario 2 would be that there would be longer commutes to work from the UGB area, pressures on different arterial and on residential development in the Merlin area, and a greater portion of the new population would live outside the Urban Growth Boundary. We estimate that 50% of the new population compared to 30% in Scenario 2. The estimated additions of population supported are based on a number of assumptions that need to be made explicit. Approximately one-half of the new light manufacturing jobs would be “second income jobs” taken by persons already living in the area to supplement family incomes. The other half would attract new residents. The new jobs and new income would have a multiplier effect supporting additional employment in support and service occupations.

**Nine Growth Alternatives**

The three Commercial Scenarios and the three Industrial Scenarios can be combined to form a matrix of nine potential combinations. (See Table 13.4.9) Each combination had a different impact on the City’s land uses, residential distribution, transportation network and the UGB’s community facilities. All Scenarios were deliberately focused, and somewhat exclusive as a result, if compared to the probable mix of what would happen in reality. The combinations quantified the most salient impact and in doing so gave the City and County policymakers a clearer understanding of the possible implications of their land use decisions in the months ahead, and the power of these decisions to shape the future.

**Table 13.4.9  
Growth Alternative Matrix**

<p>C1-I1*** Major commercial growth channeled to existing centers. Continuation of historical trends in industrial growth.</p>	<p>C2-I1*** Major commercial growth established at new County-wide complex south of River. Continuation of historical trends in industrial growth.</p>	<p>C3-I1*** Major commercial growth disbursed around the urban area. Continuation of historical trends in industrial growth.</p>
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<p>C1-I2*** Major commercial growth channeled to existing centers. Increases above current trends of industrial growth channeled to the Redwood area.</p>	<p>C2-I2*** Major commercial growth established at new County-wide complex south of River. Increases above current trends of industrial growth channeled to the Redwood area.</p>	<p>C3-I2 Major commercial growth disbursed around the urban area. Increases above current trends of industrial growth channeled to the Redwood area.</p>
<p>C1-I3 Major commercial growth channeled to existing centers.</p>	<p>C2-I3*** Major commercial growth established at new County-wide complex south of the River</p>	<p>C3-I3 Major commercial growth disbursed around the urban area.</p>

Of the nine possible growth alternatives, those selected for examination were first chosen on the basis of the most probable to occur, given historic trends and the free play of the market, then as associated with other Alternatives for purposes of comparison. C1-I1 and C2-I1 were the obvious initial choices, which compare the location of major retail activity in existing locations north of the river to a shift south of the river, matched against a background of historical industrial development. The dispersal Alternative, C3-I1, would result as the most probably “free market” model.

Increased industrial activity was located within the Urban Growth Boundary (UGB), and the two combinations of Industrial South/Commercial North (C1-I2) and both Industrial and Commercial South (C2-I2) were explored and compared.

The option of increased industrial activity located in Merlin was then linked with the new commercial focus south of the River (C2-I3) as a comparison with the other two augmented industrial models explored in order to include a Merlin model to examine the impacts of industrial development in that area on Grants Pass and on Merlin itself.

Housing location was generally determined for each Growth Alternative by assuming the following “market” factors: (1) that housing would tend to locate near commercial activity and job source, (2) that higher densities would tend to cluster near commercial concentrations and, to a lesser degree, near light industrial locations, (3) that improved transportation ways, including a “fourth bridge” if necessary, would first follow and then intensify patterns of residential development and finally then intensify patterns of residential development and finally (4) that key utility extensions would be available as required by each Growth Alternative. These factors gave the following “target populations” for the UGB by the year 2000:

Scenario	Persons
Industrial 1 (I1) - Historic Job Growth	36,000
Industrial 2 (I2) - Increased Job Growth - Located in UGB	38,390
Industrial 3 (I3) - Increased Job Growth -Located in Merlin	37,135

After the most likely high density areas were located and mapped for each Growth Alternative according to the “market factors” listed above, an allocation by transportation area was then conducted. These “transportation zones” were developed to reflect actual City and UGB districts with a pre-existing public identification, as well as reflecting zoning boundaries and key transportation barriers.

For each of the selected growth alternatives, the principal traffic-carrying streets were determined and then evaluated for safety and capacity. Traffic zones were then determined that reflected key transportation barriers, as well as actual City and UGB districts with an existing public identification.

Present day traffic volumes were measured along key roadways in each district and future traffic volumes were then forecast for each growth alternative, based on trip generation (how many trips), trip distribution (to where), modal split (automobile, transit, bicycle, walk, and traffic assignment which route).

### **Growth Alternative C1-I1**

Of all the Alternatives, C1-I1 most closely resembled an extension of “things as they are.” While the UGB areas south of the river have by far the most available open space, under this river have by far the most available open space, under this Alternative the revitalized downtown and an expanded Grants Pass Shopping Center would “Capture” the clear majority of multi-unit housing, pulling it close to the downtown on both the east and west, and to the north of the shopping center, to areas already zoned for such housing. (See Map 13.4.10).

Residential areas south of the river would develop at low to moderate densities, with multi-unit development limited to the Redwood interchange area. Multi-unit development in the City would begin to push past the vacant acreage available during the planning period, resulting in some expansion of the higher density areas and conversion of lower density lands near the downtown now being used. The most probably model for population distribution would be a split in population of 60% north and 40% south of the river, and showing the least deviation from the present north-south population split of 70/30%.

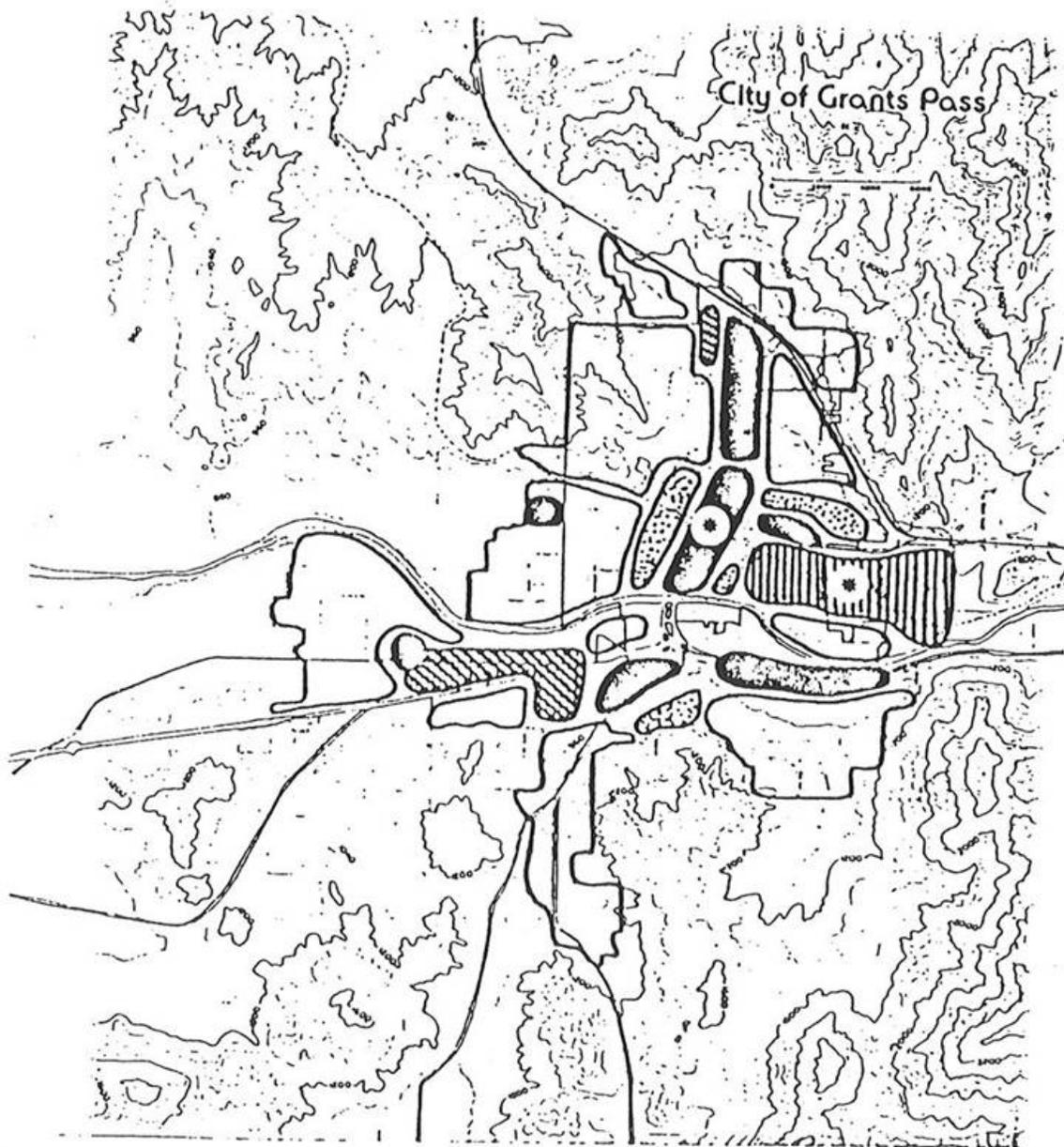
The majority of traffic using the 6th and 7th Streets couplet would be destined to or from the Central Business District (CBD). The third bridge alignment would be expected to carry most of the bypass and industrial traffic. Improvements in downtown parking and traffic circulation would be needed to accommodate the growth. (See Map 13.4.11).

Traffic volumes on sections of E, F, M, and 9th Streets would be expected to be lower than today with the third bridge alignment. Improvements to the Redwood Highway Spur (F Street) from E Street to the I-5 interchange would be needed to accommodate the additional traffic and improve safety.

Traffic volumes on existing bridges would be very close to today's volumes. Peak hour congestion should be less with minor improvements on both sides of the bridges, coupled with peak hour industrial traffic destined south of the river directed to the new bridge. The interchange would have to be modified to accommodate additional traffic and the third bridge connection.

Traffic volume on the Redwood Highway near the River Avenue intersection was estimated to increase 86 percent by the year 2000. Access management is recommended. Establish access management for the Williams and Rogue River Highways.

**Map 13.4.10  
Growth Alternative C1-I1**

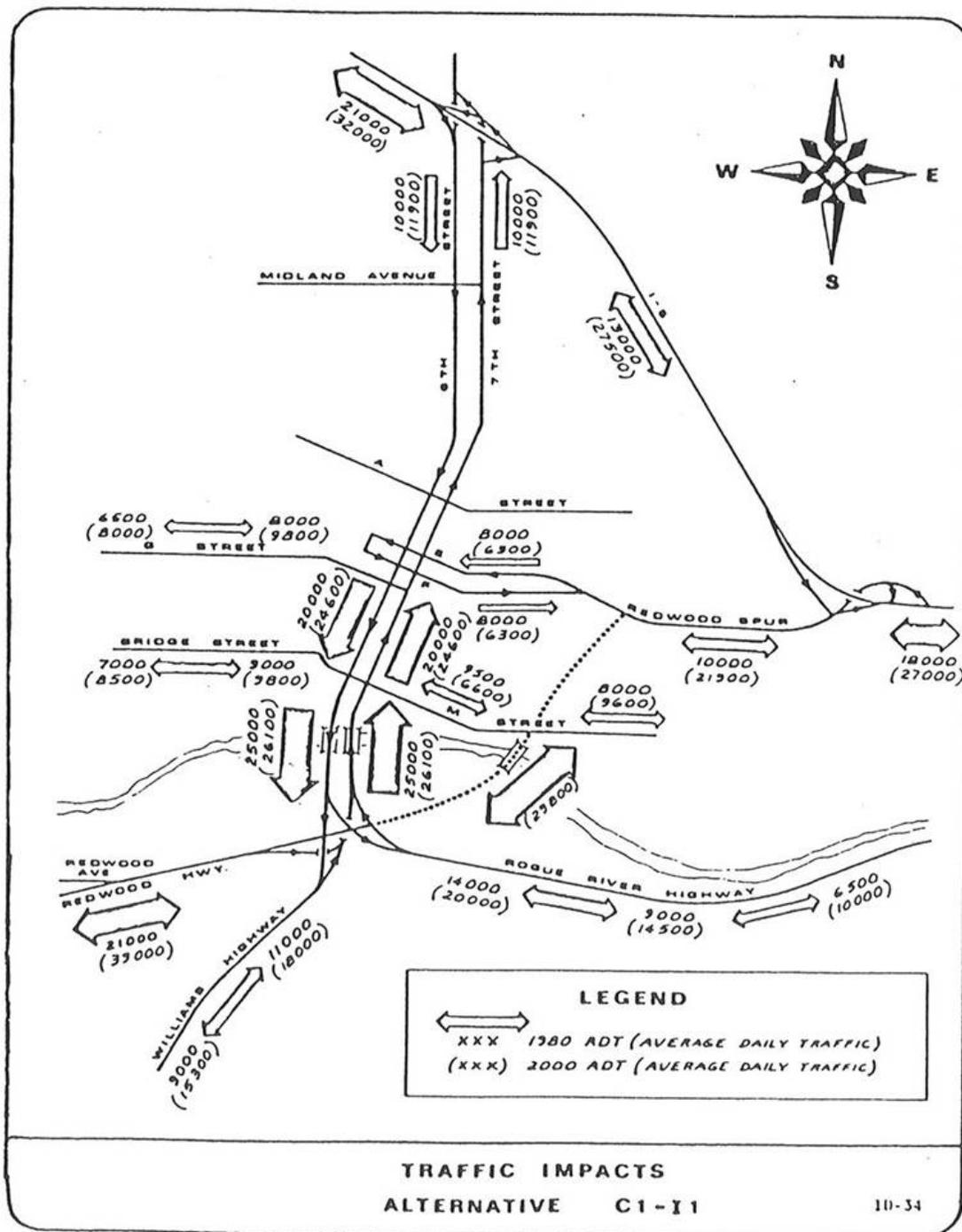


PM Inc. Staff Engineers  
1991-1992  
Lambert Ruggland Architects  
1993-1994  
and Associates Economists  
1995-1996

**ALTERNATIVE  
C1 + I1**

- Legend
- SINGLE FAMILY
  - MULTI-FAMILY
  - COMMERCIAL
  - LIGHT INDUSTRIAL
  - HEAVY INDUSTRIAL

### Map 13.4.11 Traffic Impacts



## **Growth Alternative C2-I1**

This alternative shifted the primary multi-unit “draw,” a county-wide shopping complex, south of the river to the Redwood interchange area, resulting in limited multi-unit activity north of the river alongside a “traditional” downtown and a Grants Pass shopping center of approximately the same size it is today. This would result in a significant shift of multi-unit activity to the Fruitdale-Harbeck area.

The location of a fourth bridge as an extension of Lincoln Road to facilitate access for the City’s west side to the new center area west of the City and north of the river. Development in this Alternative would most likely follow utilization of lands now vacant, including areas newly zoned for multiple use outside the present city limits. For this reason, a 50/50% population split north and south of the river was estimated. (See Map 13.4.12).

Increased commercial development was expected in the North City area in comparison to C1-I1. Greater emphasis would have to be placed on access management along north 6th and 7th Streets. With the change in the downtown area to convert retail space into office space, as well as add new office/service space, a greater percentage of the CBD traffic would be directed to local professional businesses. North City residents attracted to newer shopping facilities south of the river would add to the downtown traffic. Improved traffic circulation would and parking would still be needed. (See Map 13.4.13).

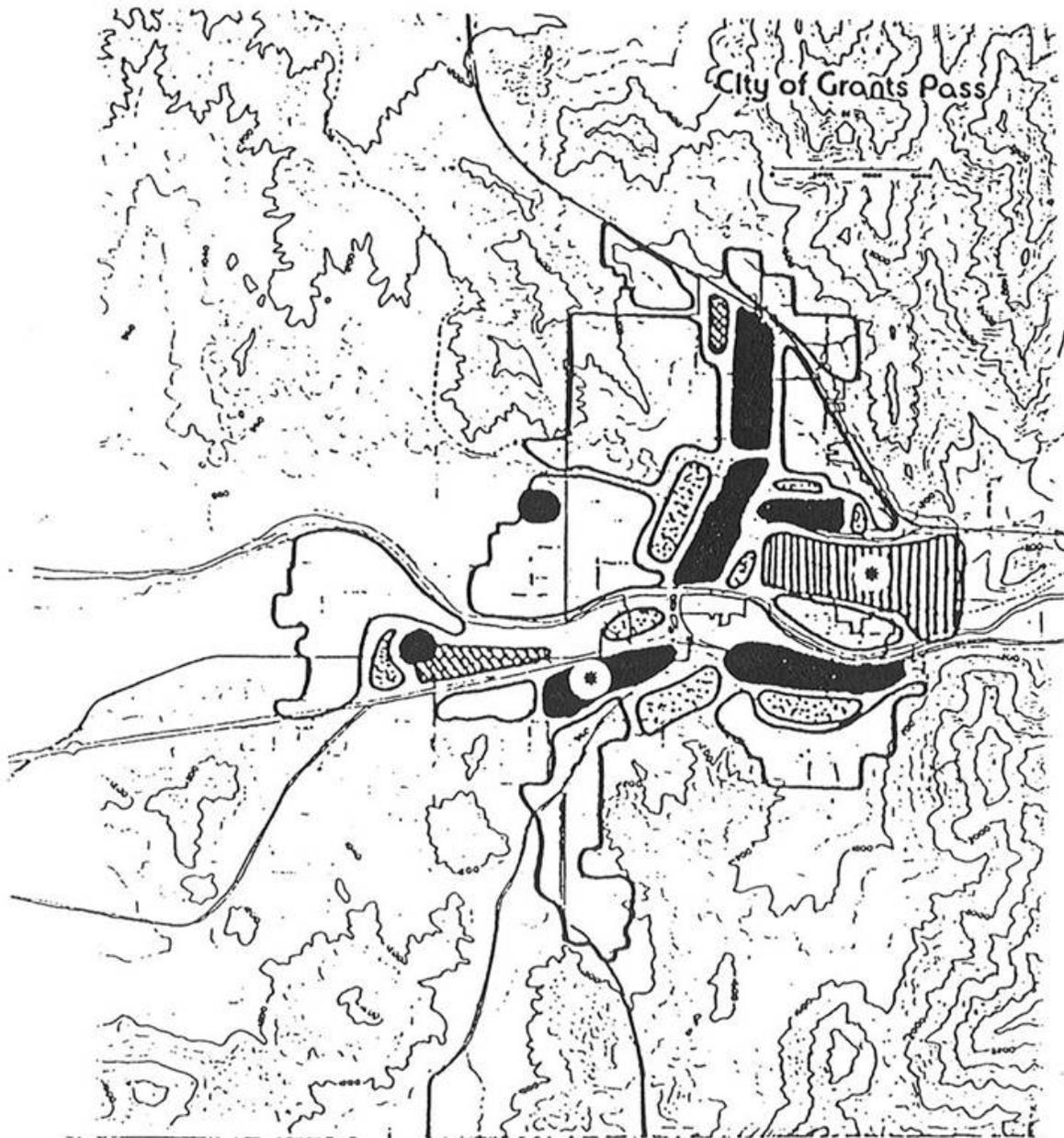
Sections, of E, F, M, and 9th Streets would carry significantly less traffic than today because of the third bridge and the reduced attraction to the downtown area. The number of trips estimated to cross the river in the year 2000 was about five percent higher than with Alternative C1-I1. The interchange would have to be modified to provide for the increased traffic and the third bridge connection.

Traffic volumes on the major routes south of the river were shown to be greater reflecting higher population allocations south of the river and greater activity. Apply access management to Redwood, Williams, and Rogue River Highways.

## **Growth Alternative C3-I1**

The “dispersion” Alternative, although shifting a significant share of retail development to urban fringe areas, still showed a north-south split of Commercial square footage approximating that of the present day. In addition, the Grants Pass Shopping Center received only 1/3 less the Commercial square footage as it did in the C1 Alternative, and twice the footage as in the C2 Alternative. North of the river, multi-unit activity would probably follow enhanced Grants Pass shopping center activity primarily, and downtown secondarily, as well as being drawn to UGB areas either to the north or to the west of the present city limits. A fourth bridge at Lincoln Road was assumed, shifting projected population from Ward I to Ward II. (See Map 13.4.13).

**Map 13.4.12  
Growth Alternative C2-I1**

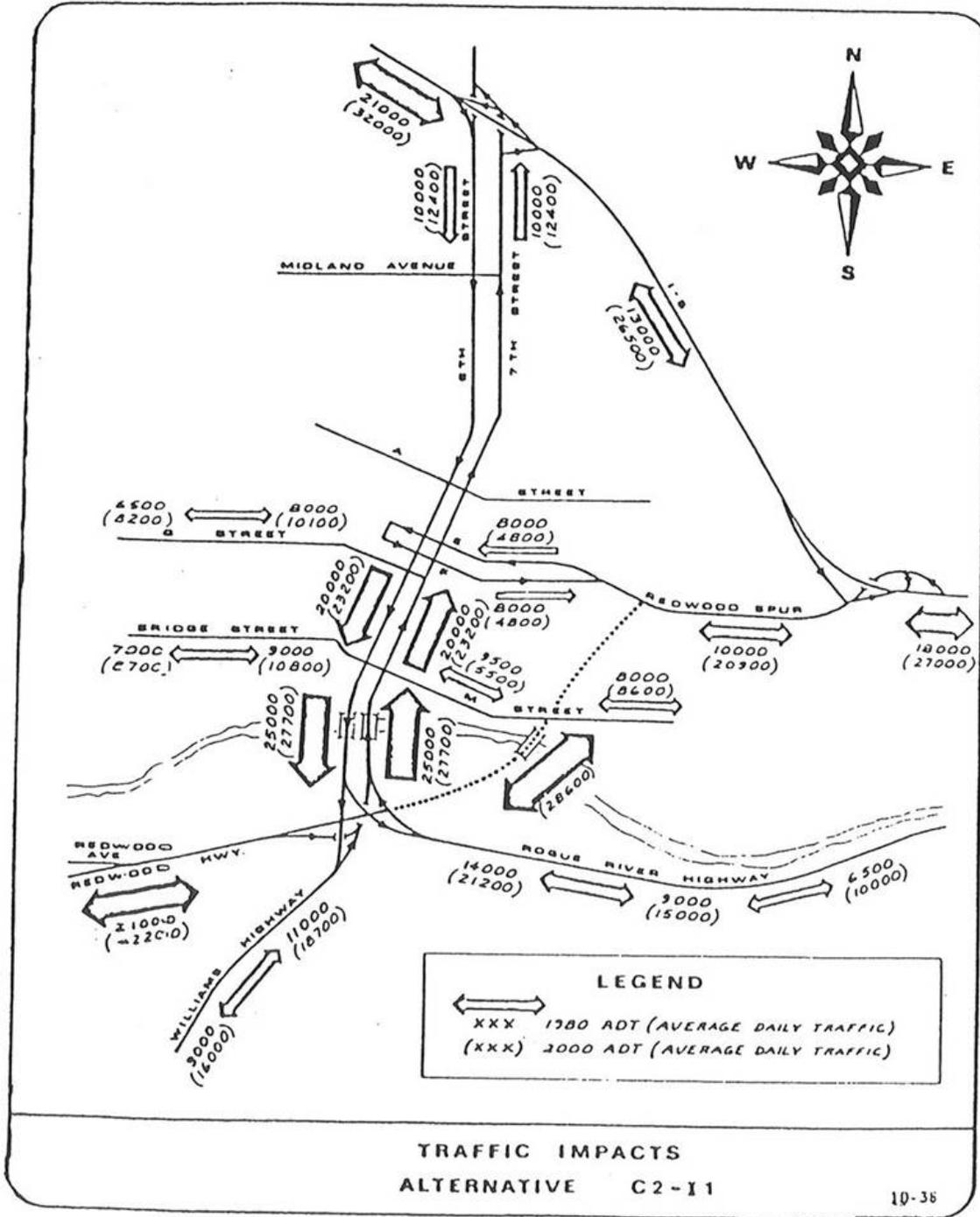


TM Inc. Traffic Engineers  
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 Corbin Ryland Architects  
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 W & Associates, Economists  
 441 333 4361

**ALTERNATIVE  
C2 + I1**

Legend		SINGLE FAMILY
		MULTI-FAMILY
		COMMERCIAL
		LIGHT INDUSTRIAL
		HEAVY INDUSTRIAL

### Map 13.4.13 Traffic Impacts



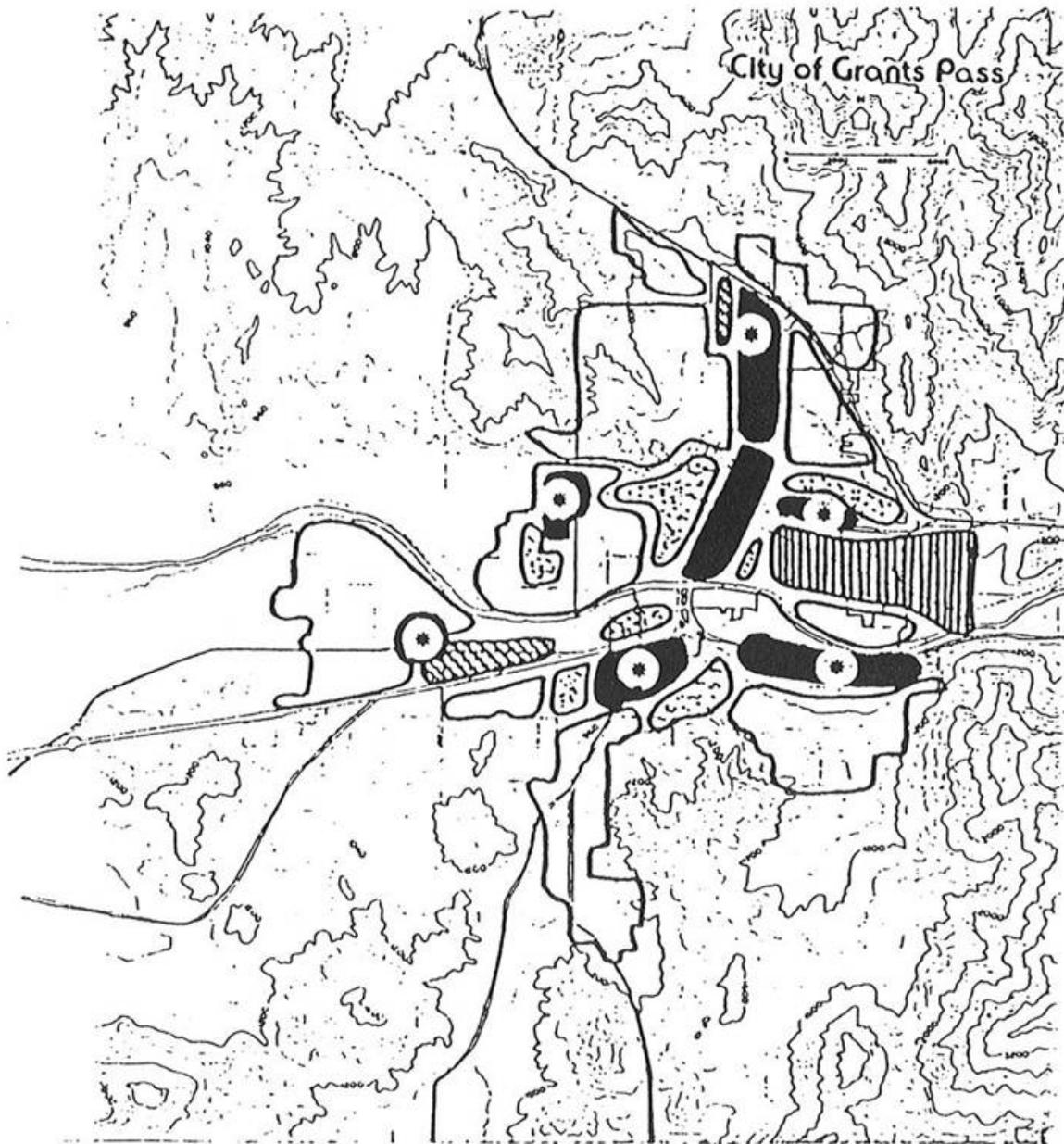
This Growth Alternative, even more than C1-I1, would represent the least physical change from the community as we know it today, with a population split of 60/40% north and south of the river.

Substantial strip retail and office expansion along North 6th and 7th Streets is projected with this alternative. Careful access control and management is required. Commercial traffic would be more uniformly distributed throughout the urban growth boundary (UGB). However, the downtown area would remain the major shopping/service attractor. Additional commercial growth in the downtown area would require parking and traffic circulation improvements. (See Map 13.4.15).

Traffic volumes on sections of E, F, M, and 9th Streets would be expected to be lower than today with the third bridge alignment. Improvements to the Redwood Highway Spur (E Street) from E street to the I-5 interchange would be needed to accommodate the additional traffic and improve safety.

This land use alternative resulted in the lowest number of river crossing trips. Traffic volumes on the existing bridges would be about the same as today with the third bridge. The interchange would have to be modified to accommodate additional traffic and the third bridge connection. Apply access management to the Redwood, Williams, and Rogue River Highways.

**Map 13.4.14  
Growth Alternative C3-I1**



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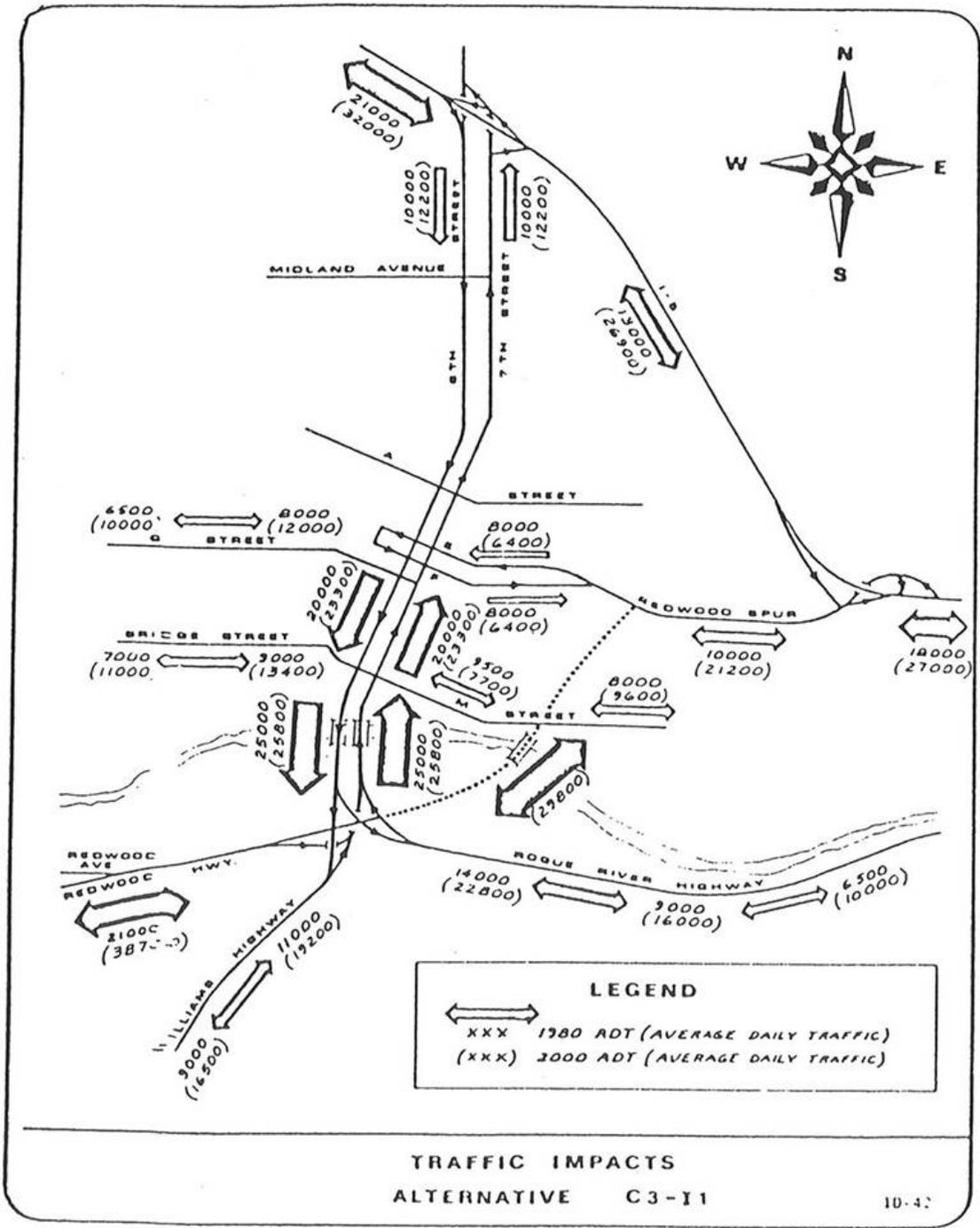
Curber Pagano Architects  
1000 1st St.  
Grants Pass, OR 97526

Lund & Associates, Inc.  
1000 1st St.  
Grants Pass, OR 97526

**ALTERNATIVE  
C3 + I1**

Legend	[White Box]	SINGLE FAMILY
	[Diagonal Hatching Box]	MULTI-FAMILY
	[Horizontal Hatching Box]	COMMERCIAL
	[Vertical Hatching Box]	LIGHT INDUSTRIAL
	[Dense Vertical Hatching Box]	HEAVY INDUSTRIAL

### Map 13.4.15 Traffic Impacts



## **Growth Alternative C1-I2**

The effects of this Growth Alternative upon the demand for residential housing were twofold. First, the target population for the UGB is increased from 36,000 persons to 38,300 as a result of increased industrial growth. Second, the location of a light industrial - heavy commercial “business park” in the Redwood area, developed in such a way as to be compatible with housing, could act as a “draw” for multi-unit activity in a manner similar to a commercial center, but at a reduced order of magnitude. Thus a population split of 55% north and 45% south of the river was settled upon. Midway between C1-I1, multi-unit activity north of the river is drawn to the downtown and Grants Pass Shopping Center areas. South of the river, multi-unit activity is shown adjacent to light industrial and commercial activities as a probably “free market” response. Due to the increase in the target population as a result of increased industrial activity, there were more persons projected to be residing south of the river than in the C2-I1 Alternative, which showed a higher percentage south of the river.

This Alternative proposed a population split of 55%-45% north and south of the river.

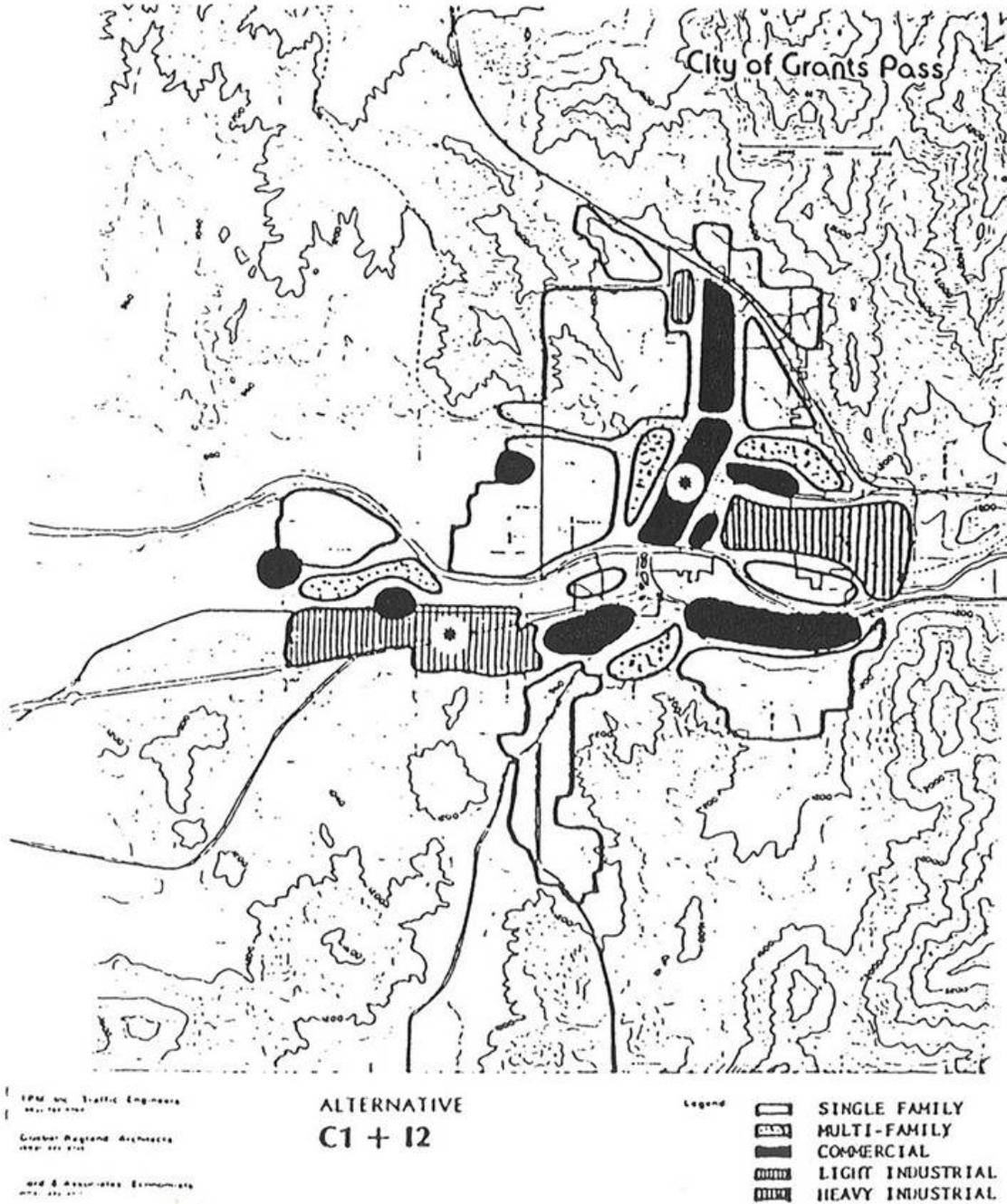
This alternative projected a higher population (an increase of 4253 people), within the UGB by the year 2000 than the previous alternatives. This converted into more than 10,000 additional trips on the roadway system.

The majority of traffic using the 6th and 7th Streets couplet would be destined to or from the CBD. The third bridge alignment would be expected to carry most of the bypass and industrial traffic. Improvements in downtown parking and traffic circulation would be needed to accommodate the growth. (See Map 13.3.7).

Traffic volumes on sections of E, F, M, and 9th Streets would be expected to be lower than today with the third bridge alignment. Improvements to the Redwood Highway Spur (F Street) from E Street to the I-5 interchange would be needed to improve safety and accommodate the projected traffic including industrial traffic to and from the Redwood area.

With the construction of the third bridge, the existing bridges were estimated to carry about 10% higher traffic volumes than today. Peak hour trips to and from an industrial development south of the river would have minimal impact to peak hour congestion on the bridges since peak hour traffic will be traveling in opposite directions. Apply access management to Redwood, Williams, and Rogue River Highways and Redwood Avenue.

**Map 13.4.16  
Growth Alternative C1-I2**





## **Growth Alternative C2-I2**

This Alternative proposed the most radical departure from today's community structure than any of the other Growth Alternatives considered, populating a virtual "new town" south of the river, in addition to increasing the target population from 36,000 to 38,300, a condition of increased industrial activity. The combined commercial - industrial centers, together with the available raw land, would probably draw almost all multi-unit activity south of the river, resulting in "boom" conditions in Redwood and Redwood interchange areas, and resulting in nearly 30% of the UGB population, or nearly 12,000 persons, locating there within the 20 year planning period. (See Map 13.4.18).

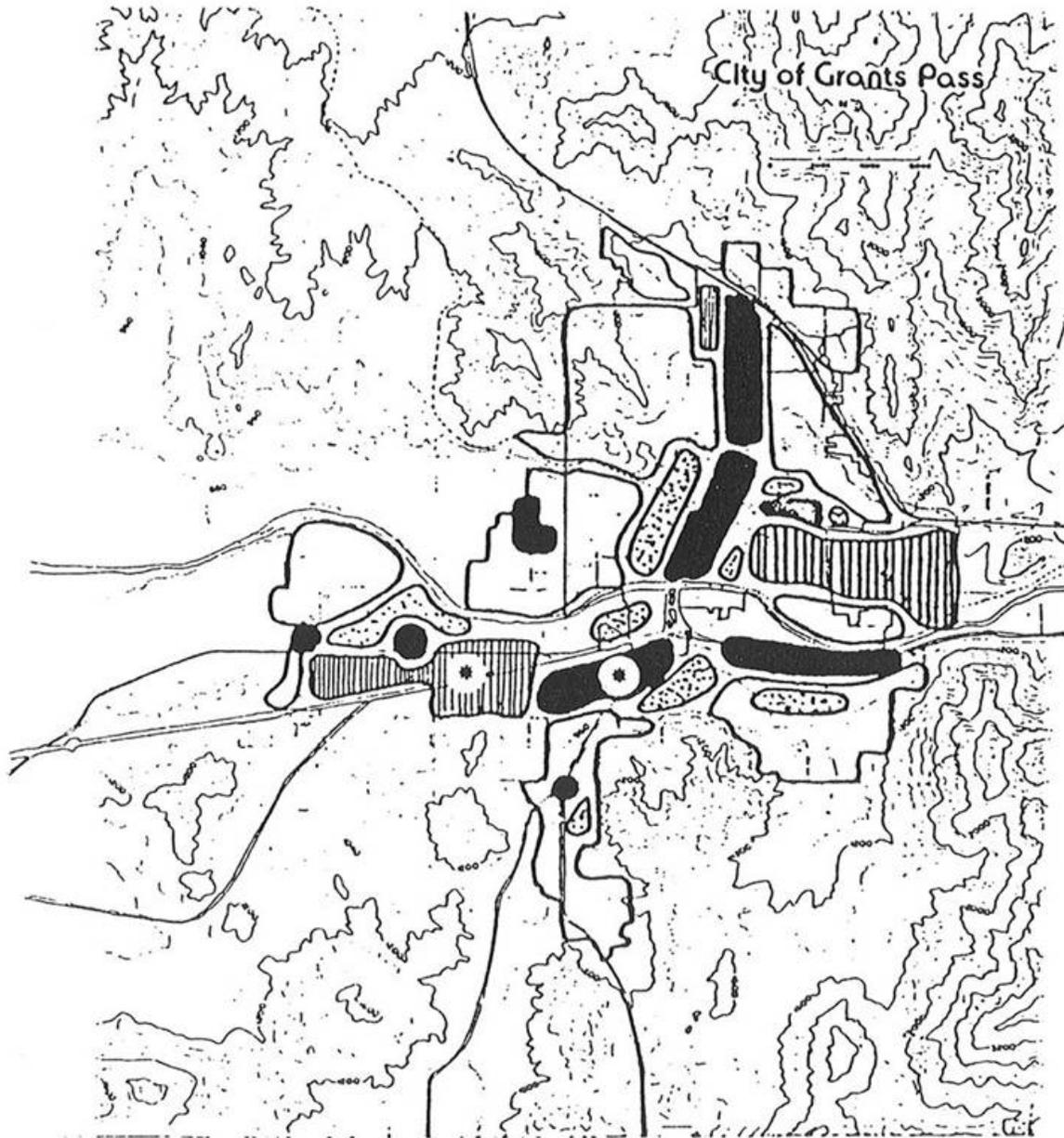
Assuming public funding of key utility improvements required south of the river, residential development north would dwindle to a virtual standstill, reinforcing the conversion of retail space downtown to office uses and the minor increase in retail space in the Grants Pass Shopping Center, assumed in the C2 Scenario. Also note the marked increase in the area along the Murphy-Williams Highway. The population accommodated would require either higher density units located near the Williams - New Hope Road commercial area, or shifting the population burden into the Fruitdale - Harbeck area, requiring multi-unit development contiguous to the Highway 99 commercial strip.

This Growth Alternative reflects a population split of 40% north and 60% south of the river.

Apply access management to North 6th and 7th Streets. Most of the traffic using the 6th and 7th Streets couplet would be destined to or from the CBD. The third and fourth bridges were expected to carry most of the bypass and industrial traffic. Some improvements in parking and traffic circulation would be needed. (See Map 13.4.19). Sections of E, F, M, and 9th Streets would carry significantly less traffic than today because of the third bridge and the reduced attraction to the downtown area.

This land use alternative resulted in the greatest number of trips crossing the river. A fourth bridge west of the existing bridges would reduce traffic volumes on the existing bridges to about today's level. Additional impacts of the fourth bridge include volume reductions on sections of the Redwood Highway, Bridge Street, and G Street. With major commercial and industrial developments south of the river, access control became extremely important to ensure safe and efficient movement of people and goods. Careful access management should be applied to the Redwood, Williams, and Rogue River Highways and Redwood Avenue.

**Maps 13.4.18  
Growth Alternative C2-I2**

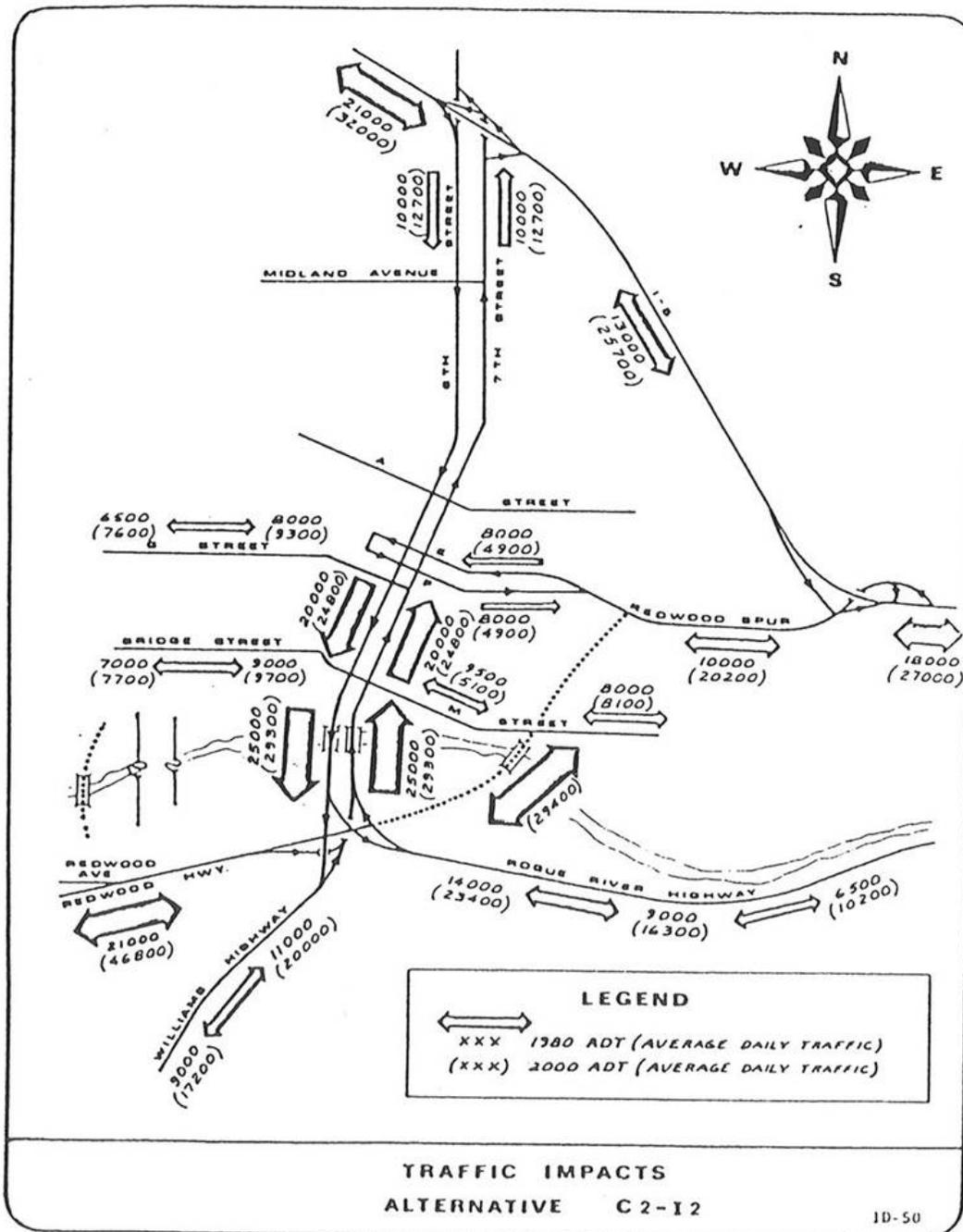


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 J. & Associates Economists  
 1000 1st St.  
 Grants Pass, OR 97526  
 541-868-1111

**ALTERNATIVE  
C2 + I2**

Legend	[Solid Black Box]	SINGLE FAMILY
	[Diagonal Lines Box]	MULTI-FAMILY
	[Horizontal Lines Box]	COMMERCIAL
	[Vertical Lines Box]	LIGHT INDUSTRIAL
	[Cross-hatch Box]	HEAVY INDUSTRIAL

### Map 13.4.19 Traffic Impacts



### **Growth Alternative C2-I3**

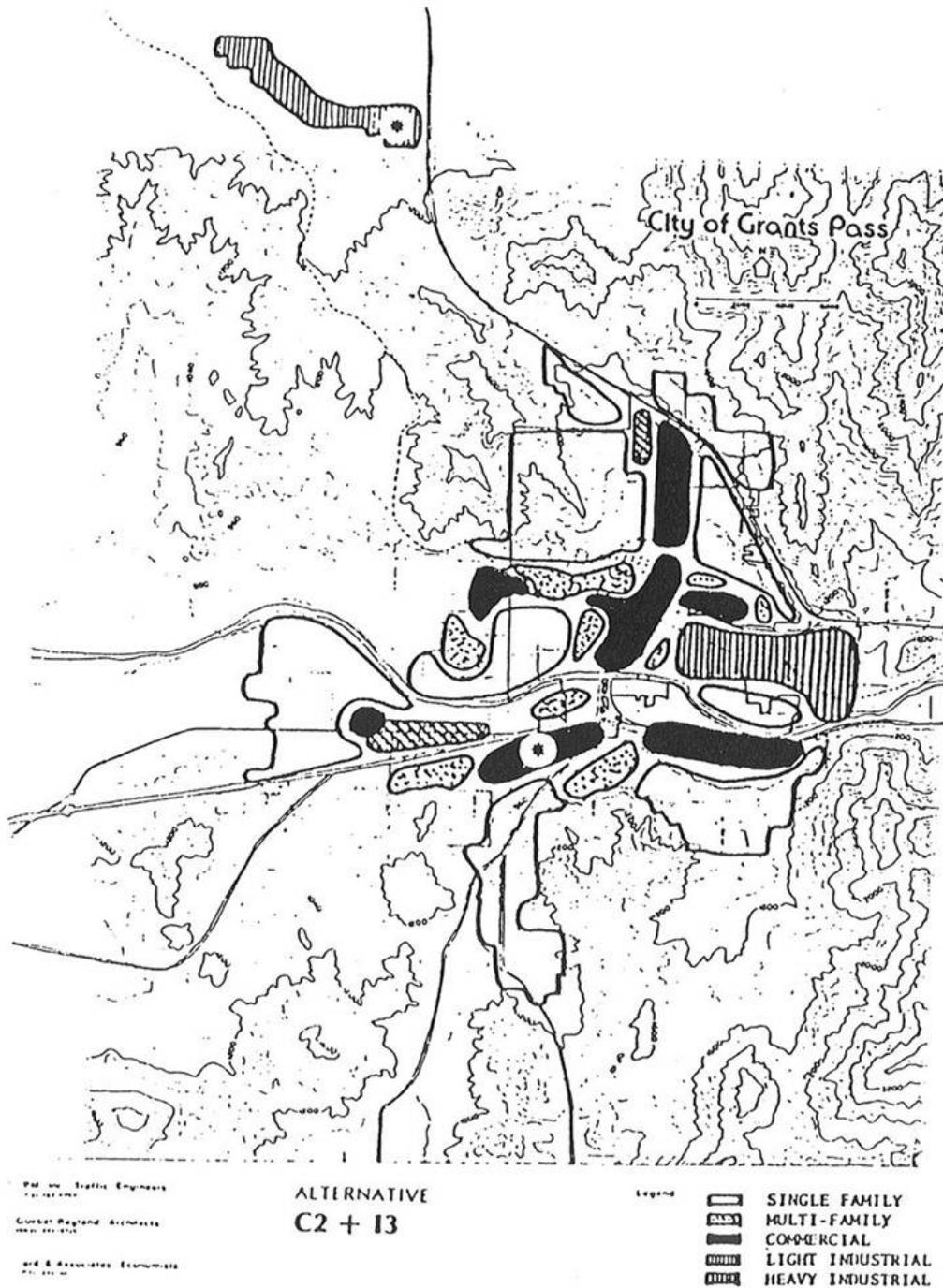
This Alternative located increased industrial activity in the Merlin area, instead of the Redwood area as in C2-I2, but kept the center of commercial activity located south of the river for the sake of comparison. The UGB target population was increased from 36,000 to 37,000 persons, due to 50% of the additional residents resulting from increased industrial activity locating outside the UGB, presumably in the Merlin area. The travel pattern of northwest City residents south to the new commercial center via a fourth bridge would now be augmented by the need for access to the Merlin job center by County residents outside the UGB as well as the new population accommodated within the boundary in the Redwood and New Hope - Williams Highway areas. This would draw both commercial and multi-unit activity out G Street to the intersection of G, Lincoln and Upper River Road. The Merlin “draw” would be estimated to adjust the 50/50% north-south population split of C2-I1 to 45/55%. A shift in population from Ward I to Ward IV was made to account for the probable multi-unit activity there. (See Map 13.4.20).

It was speculated that this Alternative could lead to such intensive development pressure in the Ward IV, Upper River Road and Pine Crest area, that the resulting G Street - Upper River Road - Lincoln Road area would become the new commercial “center of gravity,” as either a new center in its own right, or an extension of downtown, and the Redwood interchange area never reaching its estimated potential.

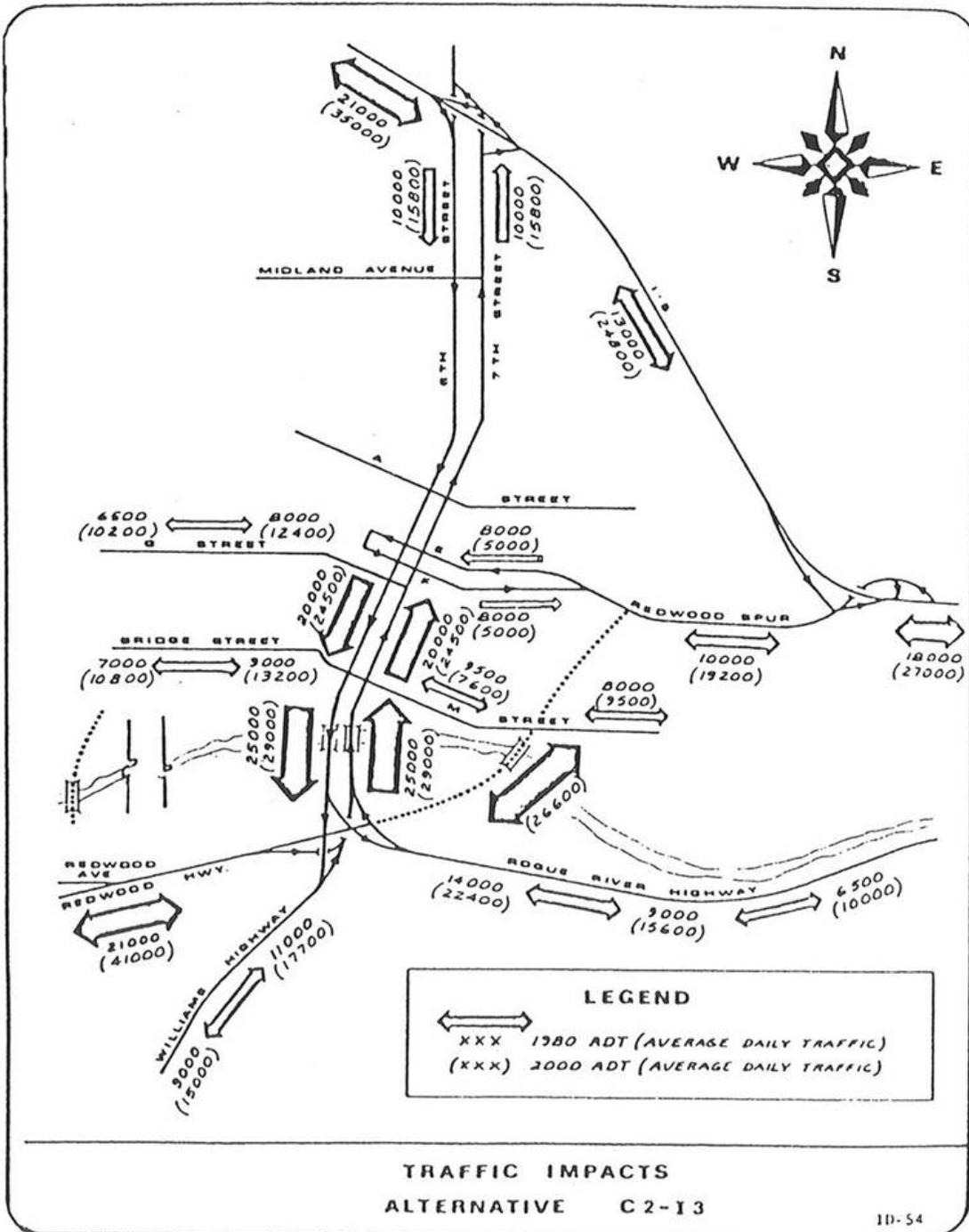
Access management should be applied to the North 6th and 7th Streets couplet due to the projected increase in strip commercial development coupled with projected higher traffic volumes to and from the Merlin area. Some improvement in the downtown parking and traffic circulation would be required. However, the third and fourth bridges would significantly improve operations on the 6th and 7th Streets couplet. (See Map 13.4.21).

Sections of E, F, M, and 9th Streets would carry significantly less traffic than today because of the third bridge and the reduced attraction to the downtown area. Impacts of the fourth bridge include volume reductions on sections of the Redwood Highway, Bridge Street, and G Street. Traffic on the existing bridges was expected to be lower than today’s volumes with the two additional river crossings. The west bridge was expected to carry more traffic with this Alternative than with Alternative C2-I2. Apply access management to Redwood, Williams, and Rogue River Highways.

**Maps 13.4.20  
Growth Alternative C2-I3**



### Map 13.4.21 Traffic Impacts



## **Service Impacts of Growth Alternatives**

An attempt was made to estimate basic service costs for each Growth Alternative, given the fact of few complete service plans at that time (1979-80). Information was summarized by Growth Alternative target population, residential densities and location, retail/office/service growth, locations and assumptions, and improvements to roadways and bridges, water and sewer system, and school systems. See Appendix 13.2 for detail.

## **Urban Growth Plan**

The Urban Growth Plan as finally adopted was a combination of various alternatives outlined above. The main features of the Urban Growth Plan may be summarized as follows. (See also Appendix 13.1).

The Plan called for an aggressive industrial promotion effort to attract light manufacturing firms to the area, increasing light industrial employment growth to more than twice the rate of 1970's. The Plan allocated lands adjoining the established East Grants Pass area, within the Redwood area and within the Merlin area (beyond the Grants Pass UGB), totaling twice the industrial or potential industrial lands needed for the increased job growth rate. Industrial growth was fostered in these three areas by the Plan, as follows. The East Grants Pass area was given immediate priority for the extension of water services further to the east, accommodating growth in new and existing industry. The Redwood area and Merlin area were both designated as suitable for light industrial development, as a sort of "Market Test," and would reevaluate both sites at the end of a five year period. The Redwood site offers the only major new industrial park opportunity in the Boundary Area and places the industrial park lands in a central location South of the River adjoining commercial and high density residential areas. The Merlin freeway interchange area urbanizes over the next 20 to 40 years. (See Map 13.4.22).

The Urban Growth Plan projected an UGB population of 38,300 persons by the year 2000, an increase of 7% over the adopted target population of 35,750 persons, assuming 50% of the new light industrial jobs are filled by immigrants, and 70% of these newcomers reside within the UGB. (Computing these rates as 75% immigrants and 85% UGB residence results in 42,200 persons within the UGB by the year 2000. See Population Element for full discussion). Also projected by the Plan was a shift in population from 70% resident north of the Rogue, and 30% south, to 55 % residing north and 45% south of the Rogue River.

Commercial growth was centered in three major areas: the Downtown, East Grants Pass and the Redwood Interchange. (See Map.) The Downtown was projected to grow and renew itself at a healthy rate, but was not projected to retain its current high share of retail sales volume, with 57% of its growth being in office and service space. By contrast, the East Grants Pass and Redwood Interchange areas were projected to experience 67% of their growth in retail space, and together, the two areas were projected to absorb 54% of the commercial retail space required by the entire UGB over the planning period. The East Grants Pass area is in an area favorable for expansion due to the

location of the existing Grants Pass Shopping Center, the nearby freeway exit, plans for the Third Bridge, and availability of undeveloped land lying along “E” and “F” streets and the Redwood Spur. The Redwood Plaza area is located on the Redwood Highway, centrally located to the future residential areas south of the river with high density, residential lands adjoining, as well as being opposite the County Fairgrounds.

The North City area would continue to grow and fill out its undeveloped land potential, while growth of existing commercial areas and establishment of new neighborhood centers are provided for in the West City, Williams Highway, Fruitdale/Harbeck and Redwood Avenue/Redwood Highway areas. (See Economic Element and section following for full discussion).

Residential growth within the Urban Growth Boundary over the next twenty years will be influenced by several critical factors. These factors include: the presence of the existing quantity and quality of housing stock within the Urban Growth Boundary, the relationship of build able land (i.e., land now vacant or underutilized) to the existing pattern of residential development with the Boundary, the current zoning pattern as it relates to existing housing development, the national trend toward an increasing need for multi-family residential units due to smaller families, more single parent families and the sharply rising costs of single family residential construction, and the community’s attitude toward residential development.

The Urban Growth Plan proposed three broad categories for residential development. These categories can be characterized by the types of residential construction allowed within a range of housing density (i.e., the numbers of units per acre). The density ranges are as follows:

Low Density - This category is meant to provide areas within the Urban Growth Boundary suitable for predominantly single family dwellings. Other types of housing that could be characterized as low density may be allowed within this category. These might include: common wall or lot line residential units on smaller lots with open space provided in the subdivision, mobile home subdivisions similar to single family subdivisions, etc.

Medium Density - This category of housing would be responsive to the trends nationally as described above. It would provide areas of the Urban Growth Boundary suitable for common wall dwellings such as condominiums, duplexes, tri-plexes and other multi-family and single family dwellings.

High Density - This category would allow housing types within the Urban Growth Boundary, primarily located around the larger commercial centers, which would be suitable for garden apartments, higher density condominium developments, etc.

The Urban Growth Plan located the various types of housing densities in relationship to a number of considerations. Generally, lower densities would be found further from arterial or collector street systems, community facilities, shopping, etc. Higher densities would be located closer to major streets, shopping community facilities, etc.

The increased commercial activity in the Redwood Interchange area, as well as an industrial park in the southerly portion of the Redwood area, would result in moderate and high density residential development south to the Redwood Interchange areas. Increased commercial development in the downtown and the Grants Pass Shopping Center, as well as the third bridge connection to the Redwood Spur, will draw higher density there, as well.

As a major factor in determining the Capital Improvement Program over the next decade, the distribution of residential population within the Urban Growth Boundary was seen to be critical. Coupled with the amount of commercial and industrial growth within the Urban Growth Boundary the residential populations will help determine the need for improvements to the street system, water system, sewer system, storm drain system, etc.

The impact of residential growth on existing neighborhoods within the Urban Growth Boundary over the next twenty years was determined to be a key factor by the Plan. Future decisions regarding the transportation system, utilities, schools and parks systems would differ from one area to another. For example, development in the West City neighborhoods would have a much different impact on existing residential populations than development in underutilized areas south of the Rogue River. For this reason, various areas within the Urban Growth Boundary would be characterized in three different categories: conservation areas, transition areas, and finally, developing areas.

Estimated traffic volumes resulting from the adopted Urban Growth Plan are shown on Map 13.4.23. Traffic assignments assume two additional bridges, one east and one west of the existing bridges.

Traffic volumes on 6th and 7th streets north of “M” street are expected to be about 10% higher than today. Improved downtown circulation would be needed coupled with access management.

With the additional bridges, changes in travel patterns would occur. Traffic volumes on “E”, “F” and “M” streets between 6th and 7th streets couplet and the east bridge alignment are expected to be lower than today. Traffic on “G” Street west of 6th Street is projected to be 20 - 30 percent higher while Bridge Street volumes would be about the same as today. Also during the 20 year period, traffic volumes on the Redwood Spur (“F” Street) east of the new bridge alignment are estimated to nearly double.

An estimated 86,000 trips per day will cross the river by year 2000. With two additional bridges, traffic volumes on the existing bridges are estimated to be slightly less than today. In the event the west bridge is not built, projected traffic volumes on the existing bridges would reach 54,000 - 55,000 vehicles per day (Compared to about 50,000 crossings today) and the east bridge would carry about 31,000 trips per day.

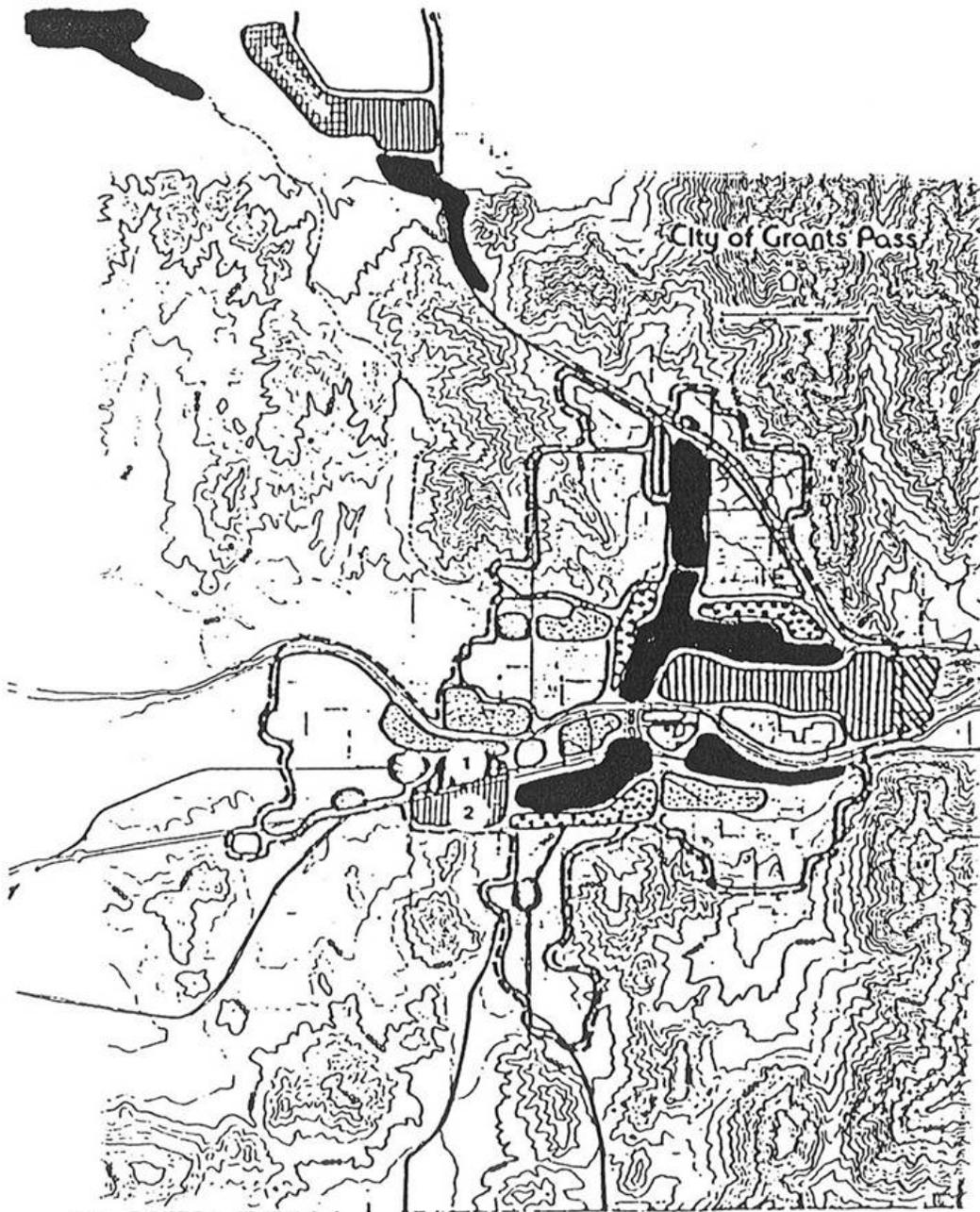
South Interchange - Because of the expected increase in traffic approaching the interchanges, coupled with another bridge connection, major design modifications will have to be made to the interchange to manage traffic.

Redwood Highway - Traffic on the Redwood Highway south of the river is expected to increase by about 77 percent. The existing four lane roadway could handle this traffic with continued enforcement of access control and management policies. Access management along Redwood Avenue would be needed to maintain roadway capacities and safety.

Rogue River Highway - The existing parking and accessibility problems along this route will worsen with an expected 50 percent increase in traffic. Major parking and access changes are needed to improve the route capacity and safety, and to accommodate future traffic growth.

Williams Highway - Applying access management techniques to maintain existing capacity levels, the route would be capable of handling the projected traffic volumes.

**Map 13.4.22  
Urban Growth Plan**



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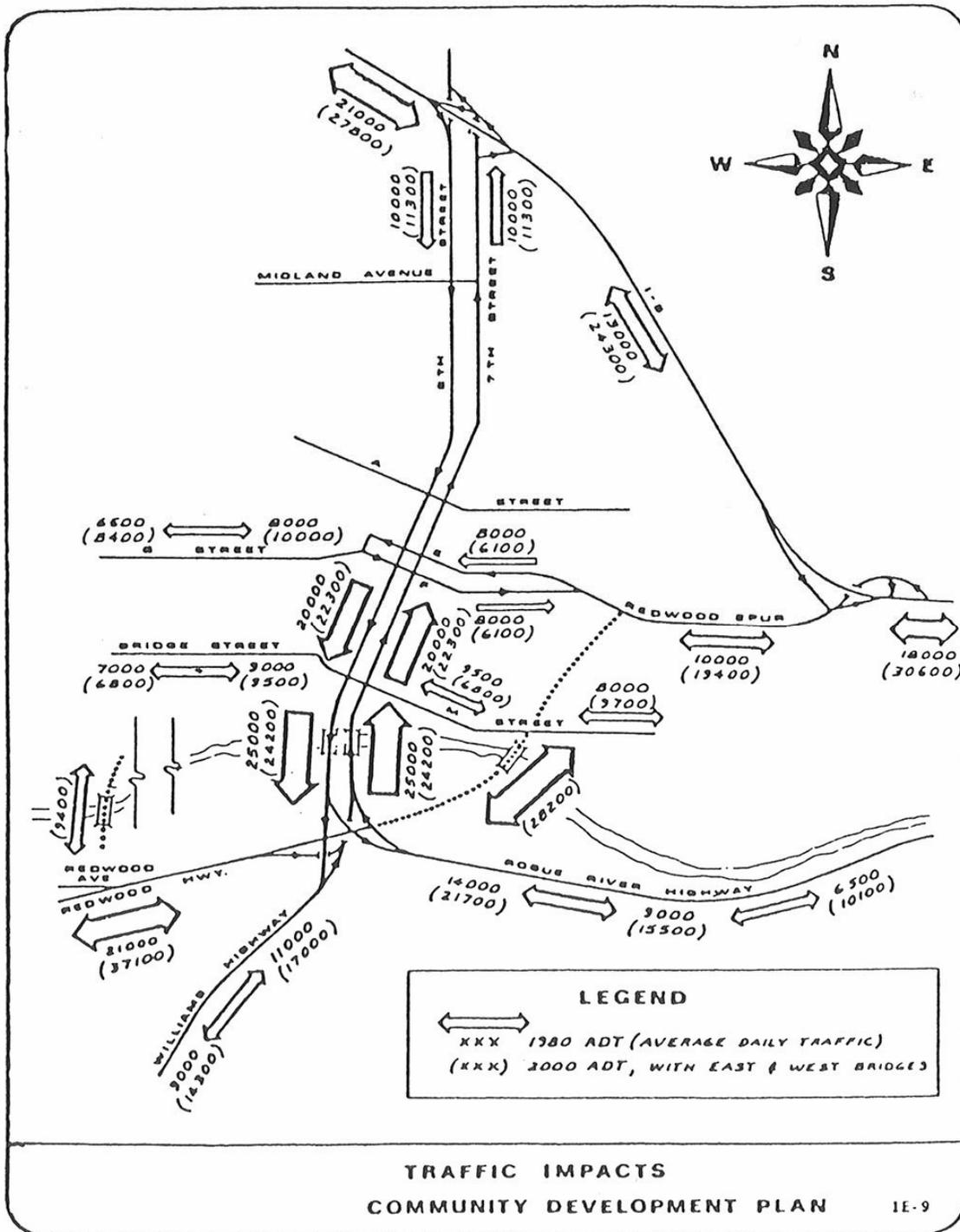
Cooper Bagland Architects  
100 1st St.  
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Lord & Associates, Engineers  
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Grants Pass, OR 97526

**URBAN GROWTH PLAN**

Legend	
	LOW DENSITY
	MEDIUM DENSITY
	HIGH DENSITY
	COMMERCIAL
	LIGHT INDUSTRIAL
	HEAVY INDUSTRIAL

### Map 13.4.23 Traffic Impacts



### **13.6 LAND NEEDS SUMMARY**

The following section summarizes land needs by major land use type: residential, commercial, industrial and open space. For full discussion please refer to the Housing and Economic Elements.

#### **Residential Land Needs**

The total demand for new dwelling units within the Boundary Area was projected based upon a range of target population (originally estimated between 38,200 to 44,750 persons by the year 2000; in 1992, the range was revised to between 27,967 and 30,261 persons), a range of household size for both the City and urbanizing area (2.42 - 2.08) persons per household, City and 2.59 - 2.22 persons per household, urbanizing area), and HUD recommended minimum vacancy rates by housing types (1.5% for single family, 6.5% for multi-family). When household sizes were maintained constant at 1980 rates, the total new dwelling unit demand is projected to be between 6,262 and 8,862 units for the original target population range of 38,300 to 44,750 persons by the year 2000. When household sizes were projected a declining rate, the total new dwelling unit demand is projected between 8,883 and 11,913 units. The total housing need was then further broken down by density, and a demand for each density group was projected. The existing city density structure was examined, as well as city and county market trends, and the affordability of various housing types. The City's existing dwelling units had moved from a density split of 86% low density to 14% moderate - high density in 1970, to a split of 75% low density to 24% moderate - high density, "driven" by a building start split of 50% low density/ 50% moderate - high density during the 1970's. The City's build able lands, mostly scattered lots within established neighborhoods, with the exception of the Northwest sector of Ward I, were split 59% low/ 41% moderate - high, representing the inertia of building modes of the past. Two "density models" were utilized, each driven by different density needs, as shown in Table 13.4.24. (For full discussion, see Housing Element, Section 9.24).

**Table 13.4.24  
Housing Needs by Density Model**

Model	Population	Household Size	Vacancy Rate	Housing Demand by Density Group			New Unit Demand by Density Group			Total New Unit Demand
				5.5 du/Ac	10.5 du/Ac	15.5 du/Ac	5.5 du/Ac	10.5 du/Ac	15.5 du/Ac	
Low Density Model	38,300 - 44,750	2.42 - 2.08 City	Under 5.5 du/Ac 1.5%	City 60% UA 60%	30%	10%	5,226 - 7,009	3,088 - 4,023	569 - 881	8,883 - 11,913
High Density Model	38,300 - 44,750	2.59 - 2.22 Urbanizing Area	Over 5.5 du/Ac 6.5%	City 50% UA 45%	25%	30%	4,076 - 5,413	3,149 - 3,928	1,706 - 2,640	8,931 - 11,981

Source: Table 9.2.24, Housing Element.

Two land use models were then examined, one based closely on the Urban Growth Plan, and the second based upon a realistic “buildout” within the City, recognizing existing neighborhoods and their present densities, and postulating densities approaching planned service capacities in the urbanizing area. The low density housing model was compared to the Urban Growth Plan land use model, and the high density housing model was compared to the service capacity land use model to determine adequacy, and to determine at what point the UGB must be enlarged.

The Urban Growth Plan model could absorb the full population range of 38,300 to 44,750 persons, at declining household size, and fits well with the low density housing needs model, approaching buildout with the higher end of the population range. This combination would require boundary expansion between 1990 and 1995 to maintain a build able potential to demand ratio in excess of 3.5. However, an update to the Populating Element conducted in 1992, revised the population range for the year 2000 to be between 27,967 and 30,261 persons. This range will not appear to require a boundary expansion by the year 1995.

The service capacity model could absorb the full population range at declining household size, and still have between 55% and 30% capacity remaining in the urbanizing area. Using the high density housing model, the service capacity land use model would require boundary expansion between 1995 and 2000 to maintain a build able potential to demand ratio in excess 3.5. (See housing element for full discussion.)

#### Commercial Land Needs

In 1979 - 80, a full Commercial Lands Inventory was completed, that tallied all commercial lands within the boundary (see Appendix 13-3). Subsequently, the Urban Growth Plan economists prepared an economic base and commercial lands analysis, projecting the need for commercial lands at ten year intervals. The projection, while based upon a target population of 36,000 persons also assumed a market factor of 28%. According to the economists, the target population of 38,300 persons will require an additional 8% of the projected retail square footage, well within the market facet utilized. The Urban Growth Plan allocated the projected need among the nine commercial areas within the boundary, as summarized in Table 13.4.25. (The acreage shown includes parking requirements at appropriate ratios for each area by decade. For full discussion, see Economic Element, Section \_\_\_\_\_.) Also shown in Table 13.4.25 is the vacant commercial land revealed by the inventory, and the additional commercial land requirements resulting.

**Table 13.4.25  
Commercial Lands Required by Area**

<b>Commercial Area</b>	<b>Land in Commercial Use - 1980 (Acres)</b>	<b>Vacant Commercial Land - 1980</b>	<b>Commercial Growth Requirements 1981 - 2000</b>
1) Fruitdale/Harbeck	38.5	2.50	16.3
2) Redwood Interchange	79.0	26.80	95.5
3) Redwood Highway	51.0	.28	26.5
4) South Downtown	44.5	1.40	26.7
5) North Downtown	22.0	1.80	20.2
6) North City	80.0	21.40	40.5
7) East Grants Pass	46.8	4.70	86.9
8) West Grants Pass	5.8	.20	20.2
9) Williams Highway	N/A	N/A	7.0
<b>TOTALS</b>	<b>367.6</b>	<b>59.08</b>	<b>329.8</b>

Both land use models were allocated similar commercial and industrial expansion, except for certain minor variations. The additional commercial acreage allocated in the land use models is compared to the acreage required by the commercial lands analysis by Table 13.4.26.

**Table 13.4.26  
Additional Commercial Lands Required and Allocated**

<b>Commercial Area</b>	<b>Commercial Growth Requirements 1981 - 2000 (Acres)</b>
1) Fruitdale-Harbeck	16.3
2) Redwood Interchange	95.5
3) Redwood Highway	26.5
4) South Downtown	26.7

5) North Downtown	20.2
6) North City	40.5
7) East Grants Pass	86.9
8) West Grants Pass	10.2
9) Williams Highway	7.0
TOTAL	329.8

### Industrial Land Needs

The 1980 Urban Growth Plan developed an industrial lands needs assessment based upon doubling the 1970's job growth rate in light industry, and the attendant distributive employment. (See Economic Element.) Acreage requirements were based upon 30 acres/employee for light manufacturing employment, and 15 employees/acre for distributive employment. Allowing a 28% market factor, 157.8 acres were required for the desired additional job creation. Assuming all such jobs would be created within the UGB, the acreage available and the acreage required are compared in Table 13.4.27. Columns (2) and (3) of this table compare the earlier industrial lands inventory (1980) used in the Urban Growth Plan with a later, more detailed inventory (1982). Columns (4) and (5) compare the Urban Growth Plan estimate for industrial acreage demand by area with a later estimate extrapolated from the Economic Model, reflecting the different type of employment projected (See Population and Economic Elements.)

**Table 13.4.27  
Additional Industrial Lands Required and Allocated**

Industrial Area	Vacant Acres 1980 Inventory	Vacant/Underutilized Acres 1982 Inventory	Additional Industrial Lands Required	
			Urban Growth Plan	Economic Model
East Grants Pass I and II (Within City)	12.2*	5.42/67.8*	46.8	50
East Grants Pass II (Within UGB)	114.1	103.74/89.29		
East Grants Pass IV (East of UGB)	--	53.97/23.73		

North City, I and II (Caveman Industrial Park and Adjacent	29.6 (*)	20.34/13.47 (*)	10.0	6
West Grants Pass	10.4*	10.13/.55*	3.0	3
Redwood I (North of Highway)	80.0	22.66/45.23	15.0	6
Redwood II (South of Highway)	100.0	99.78/56.87	80.0	30
<b>TOTAL</b>	<b>346.3</b>	<b>316.04/296.94</b>	<b>157.8</b>	<b>95</b>

\* Fully Serviced Areas (\*) Partially Serviced Areas  
Vacant= entire tax lot undeveloped.

Underutilized= that portion of parcel not fully developed for industrial purposes, or a use of lesser intensity, such as large lot residential farm or woodlot easily convertible to industrial use.

It is clear from Table 13.4.28 that total acreage is not the limiting factor for adequate industrial development, if both existing zoned and serviced lands are included with lands with no urban services and the potential for industrial zoning. Table 13.4.28 reveals that very little acreage is in fact fully serviced, has appropriate zoning and is vacant or underutilized. (Column 3). Moving from left to right across the columns of Table 13.4.28, each of the inventory totals past column 3 involves either more time (to obtain appropriate zoning, column 4) or more investment dollars (to extend services, column 5). Column 6, when compared to other columns, reveals which subareas have the greatest potential for further industrial zoning.

**Table 13.4.28  
Industrial Lands Inventory 1982**

<b>Industrial Area</b>	<b>Total Acres</b>	<b>Acres With Full Urban Services Industrial Zoning Vacant/Underutilized</b>	<b>Acres With Full Urban Services Vacant/ Underutilized</b>	<b>Acres With Industrial Zoning Vacant/ Underutilized</b>	<b>Acres With "Industrial Potential" Vacant/ Underutilized</b>
North City I	34.12	10.87 (City)	10.87	17.56	18.24
North City II	25.21	17.57 (City)	17.57	17.57	17.57
West City	26.41	10.68 (City)	10.68	10.68	10.68
East City I	10.74	0	0	0	0
East City II	200.57	73.22 (City)	73.22	73.22	73.22
East City III	321.77	16.20 (UGB)	77.55	143.24	193.03

East City IV	96.61	0	0	15.31	77.70
Redwood I	128.80	0	0	1.68	67.89
Redwood II	209.11	0	0	7.10	156.65
<b>TOTAL</b>	<b>1,043.34</b>	<b>128.54</b>	<b>189.89</b>	<b>286.36</b>	<b>614.98</b>

Column 1 depicts inventory area (See Map \_\_\_\_).

Column 2 lists total acreage of inventoried tax lots within the area.

Column 3 shows vacant and underutilized acreage with full services and industrial zoning.

Column 4 shows vacant and underutilized acreage with full services or within 500' of full services, but without industrial zoning.

Column 5 shows vacant and underutilized acreage with appropriate industrial zoning, but without full services.

Column 6 shows all vacant and underutilized acreage with industrial potential, and includes all other categories.

### Parks and Open Space Land Needs

In the absence of an adequate Recreation and Parks Study, the Recreation Element performed a rather rudimentary Parks needs analysis. Regional parks were deemed sufficient, at a present ratio of 4.6 acres per 1000 population, while the need for neighborhood and district parks was projected forward at a demand rate of 6 acres per 1000 population, a ratio established by Medford's 1979 Park Plan. Table 13.4.29 summarizes both existing and future need for neighborhood and community park acreage. (See also Recreation Element, Section 3).

**Table 13.4.29  
Neighborhood and Community Parks Land Need**

Subarea	Existing Park Acres	Target Population 38,300 Persons			Target Population 44,750 Persons		
		1980 Park Need	1980 - 2000 Need	Year 2000 Total Need	1980 Park Need	1980 - 2000 Need	Year 2000 Total Need
Northwest	14.1	6.7	11.9	18.5	6.7	11.9	18.5
Northeast	3.3	16.0	11.6	27.6	16.0	11.6	27.6
Southeast	6.9	1.2	3.1	4.3	1.2	3.1	4.3
Southwest	4.5	19.0	11.6	30.5	19.0	11.6	30.5
Harbeck-Fruitdale	3.5	19.5	24.3	43.8	19.5	34.3	53.8

Redwood	0	7.7	34.4	42.1	7.7	63.0	70.7
TOTAL*	32.3	70.0	96.8	166.8	70.0	135.4	205.4
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)

\* Totals may not add due to rounding. See Table 7.39 and Table 7.3.10, Recreation Element, Section 3.

Between 167 and 205 acres are needed by the year 2000 for community and neighborhood parks. Some 70 acres of that estimated need were needed in 1980. That is, between 34% and 42% of projected need is actually current need. Unfortunately, neither current nor projected need is spread uniformly among the urban and urbanizing subareas, as may be seen by comparing columns (3), (4) and (7), Table 13.4.28. The northeast and southwest subareas of the city are particularly lacking in park facilities. The northeast subarea may have some potential for increased park use of Lincoln School and Grants Pass High School. The southwest subarea is particularly impacted, and although the school-owned properties below Bridge Street adjoining Cottonwood Avenue offer an excellent potential, other measures should be considered for the developed portion of this subarea.

South of the Rogue, the Redwood area's 1980 neighborhood and district park need of 7.7 acres is presently served by urban level facilities at Schroeder Park, and much of the future need could be accommodated by use of the PUD concept (limited use of mini-parks and greenways within new housing developments) and by the school owned properties at the corner of Leonard Road and Darnielle Lane. The Harbeck-Fruitdale subarea, however, is and will be severely impacted, needing 20 acres of neighborhood park now, and between 24 and 34 additional acres by the year 2000.

Due to the infill nature of most development north of the Rogue River, there is little difference in park acre demand between the low and high ends of the population projection range. South of the River, there is little difference in park acre demand between the low and high ends of the population projection range. South of the River, however, the demand is nearly doubled, from 58.7 acres (low target population need) to 97.3 acres (high target population need).

### **13.7 DEVELOPMENT STRATEGIES**

#### **Putting Zoning in Perspective**

Zoning by cities was first begun by New York City in 1913, and adopted by that city in 1916. By 1923, 292 cities had promulgated zoning regulations, most using New York City as a model, based for the most part on the common law of nuisance that enjoined a property owner from using his land without regard for the possible deleterious effects such use might have on neighboring properties. Such ordinances were carefully geared towards the stabilization and protection of property investments, mainly through the device of zoning districts, specifying the types of land use permitted within the district, and including height, bulk and setback provisions.<sup>2</sup> Today, zoning ordinances and

<sup>2</sup> Traditional Zoning, Edward N. Reiner, Vol. I, Management and Control of Growth, Urban Land Institute, 1975.

associated codes have gone far beyond the original constitutional justification for zoning adopted by the U.S. Supreme Court in Euclid vs. Amber Realty Co. the prevention of nuisances in advance of their occurrence, and have taken instead the rationale of “advancement of public welfare,” too often ignoring the costs to the public (higher land prices and unit costs) while pursuing viable public benefits (service extensions, protection of developed properties, and provision of amenities).<sup>3</sup>

The zoning district concept has often been designated the bearer of all policy requirements over the years, regardless of whether zoning districts were the most suitable or efficient instrument of the desired policy. Also, as zoning, subdivision and other development related ordinances and policies have been adopted, a great body of varying procedures have been built into the process, often contradictory, confusing and difficult to follow for the developer, neighbor and administrator. Further, the standards by which a proposal is permitted to go forward, or that determine what a proposal must provide in the way of services, amenities or buffering are unclear, or vague and discretionary, and often unrelated to the task for which they were formulated in the first place.

In recognition of these inequities and inefficiencies “built in” to most codes, cities in Oregon have undertaken major revisions in their development ordinances and policies, often in conjunction with their revised Comprehensive Plans. In addition, the Bureau of Governmental Research and Service, University of Oregon, has developed a model Land Development Ordinance Format, many of whose features have been incorporated by Oregon cities in revising their ordinances. The City of Gresham came closest to utilizing the entire format. In Southern Oregon, the cities of Klamath Falls, Roseburg, Medford and Ashland have either recently adopted or are considering adopting revised development ordinances which address some of the following issues:

1. Separate Procedures from Standards. Easy to follow development procedures set apart from the standards and criteria for development, can be consistent and fair, and can stay that way as they are amended over time.
2. Vary Levels of Procedures. There are many kinds of decisions that are strictly objective in nature, involving clear, measurable criteria, that may be decided at the staff level rather than go to Board or Council and create long delays.
3. Set Clear, Measurable Standards. Many criteria for development and most development construction standards can be extremely precise and measurable, particularly if expressed in performance terms. All parties know where they stand, and processing is expedited.
4. Different Conditions Warrant Different Criteria. Development within a new, just developing area, need not be burdened by development regulations designed to protect existing, established neighborhoods nor should areas not subject to inundation be burdened by regulations appropriate to areas in a flood plain, just because they share a type, density or intensity of land use.

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<sup>3</sup> Toward a Revised Theory of Zoning, Dan Tarlock, Ibid.

### **Separate Procedures from Standards Vary Procedure Levels:**

Previous zoning, subdivision and other development related ordinances as a group often have separate requirements as to whom the application for development is to be submitted, who makes a decision on the application, whether a public hearing takes place who presides at the hearing, who receives notification and how this is done, the time limits for each part of the process, etc. If every permit process has an independent procedure, it is difficult for both the applicant and the public officials to keep track of all the procedures. Often the differences are unimportant but just came about because of separate adoptions of the various regulations. On the other hand, everything should not be handled by one process. The procedures required for making a simple land development decision do not need to be as extensive as those for a more complex decision where considerable discretion is necessary and public participation may be appropriate. Using a single process can cause unnecessary delay of simple applications and add to the costs. A single process also can confuse people as to the amount of discretion available to the administrative body.

Administrative procedures that are required for making land development decisions may be seen to lie on a continuum. At one end there are simple ministerial decisions in which the public official is accorded little, if any, discretion and merely applies measurable standards to a submitted proposal to reach a decision. On the other end of the continuum lie far more complex administrative decisions, sometimes referred to as quasi-judicial decisions, where judgmental criteria as well as measurable standards govern the action. Then the decision involves a substantial degree of discretionary judgement on the part of the official or body that apply the facts to the situation. In these cases it often is necessary to weigh disadvantage to one party against reasonable benefits to another party and balance what is allowed against restraints on how it is allowed. Table 13.7.1 summarizes four levels of development procedures, and Tables 13.7.2 illustrates sample procedural reform.

**Table 13.7.1  
Varying Levels of Development Procedures**

<b>Type I Procedure</b>	<b>Type II Procedure</b>
<p>Objective decisions.</p> <p>Little, if any, discretion required.</p> <p>Because of minimal or no effect on others, public participation is provided simply by noticing nearby property owners and reviewing their submitted written testimony.</p> <p>No public hearing is held.</p> <p>Director of Community Development, or his designee, takes action.</p> <p>Appeal by Type III procedure.</p>	<p>Objective decisions.</p> <p>Moderate discretion required.</p> <p>Application of the standards may require knowing of some effect upon others.</p> <p>Nearby property owners invited to respond to a tentative decision.</p> <p>Director of Community Development holds meeting, takes action.</p> <p>Lack of agreement escalates process to Type III procedure.</p>
<b>Type III Procedure</b>	<b>Type IV Procedure</b>
<p>Complex or subjective decisions.</p> <p>Discretion required. Delegated quasi-judicial actions required.</p> <p>Possible significant effect on some persons or broad effect on a number of persons.</p> <p>In addition to applicant, others affected are invited to hearing to present initial information.</p> <p>Hearings Officer or Planning Commission holds public hearing, takes action.</p> <p>Appeal by Type IV procedure.</p>	<p>Complex or subjective decisions.</p> <p>Great deal of discretion required. Quasi-judicial or legislative actions required.</p> <p>Possible significant effect on some persons or broad effect on a number of persons.</p> <p>In addition to applicant, others affected are invited to hearing to present initial information.</p> <p>Planning Commission holds public hearing and makes recommendation, City Council or Board of County Commissioners, or both acting jointly, holds public hearing, takes action.</p> <p>Appeal to LCDC or LUBA</p>

Revised 10/7/92

**Table 13.7.2  
Sample Density Determination Matrix**

<b>Overlay District</b>	<b>Density Computation Procedure for Any Given Residential District</b>	<b>Suggested Procedure</b>	<b>Current Procedure (s) Eliminated</b>
Established	Compute Median Density * from Existing Development	Type I	CUP, PUD, Dwelling Group Rearyard Development
Developing	As stated in Comp Plan	Type I	CUP, PUD, Dwelling Group
Redeveloping	As stated in Comp Plan	Type I	CUP, PUD, Plan. Comm. Interpretations
Slope Hazard	Compute according to degree of site information available	Type I	CUP, PUD, Zone Change
Flood Hazard	Transfer density from flood plain	Type I	CUP, PUD, Zone Change

Procedure Types

Type I - Ministerial (staff), 15% variance allowed.

Type II - Hearings Officer (appeal to Planning Commission).

Type III - Planning Commission (appeal to Board/Council).

Type IV - Planning Commission recommendation, Board/Council action.

\* Take any 3 of adjoining parcels (abutting or across street or alley), sum lot size and divide by three, round to nearest whole number. If adjoining parcels undeveloped or capable of further division and development, expand consideration in radius until 3 parcels found.

**Table 13.7.3  
Sample Hearing Type Determination Matrix For Residential Development**

<b>Overlay District</b>	<b>Desired Building Type</b>	<b>Suggested Procedure/ Notification</b>	<b>Current Procedure (s) Eliminated</b>
Established	Same as adjacent	Type I (No Notice)	None
	Different than adjacent	Type II (Notice adjacent parcels only)	CUP, PUD, Dwelling Group
Developing	Standard Subdivision Plot	Type II (Notice 300" radius)	UAPC Plat Approval
	PUD Plan	Type III (Notice 500" radius)	CUP, Dwelling Group
	PUD Plat (After plan approval)	Type II (Notice same as Plan)	UAPC Plat Approval

Eliminates “conditional use permit” concept entirely, replaces with performance standards and the hearing “referee” (Hearings Officer), or goes to Planning Commission for Plan Approval.

**Procedure Types:**

- Type I - Ministerial (staff), 15% variance allowed.
- Type II - Hearings Officer (appeal to Planning Commission).
- Type III - Planning Commission (appeal to Board/Council).
- Type IV - Planning Commission recommendation, Board/Council action.

**Set Clear, Measurable Standards**

Vague and discretionary standards, whether utilized as criteria for permitting a development, or used to determine what design or construction standards must be met, are unevenly applied, often unfairly, and needlessly involve higher levels of decision making and its attendant delays and costs, rather than the quick, ministerial treatment that measurable and objective standards may receive. Rather than making a general, vague statement of criteria (“The emission of disturbing vibrations... is prohibited”), a measurable standard is given (“noise levels measured at the property line shall not exceed the following frequencies during the hours shown...”). As another example, setbacks could vary according to the types of zones abutting, rather than arbitrarily for each zone separately and may be shown in a simple table. Each development criteria and standard would have a rational basis in fact, and any criteria or standard objective and benefit should be carefully weighed and balanced against the public and private cost of such criteria or standard. (See Table 13.7.4 and Exhibit 13.7.5).

The standards should be written in clear, concise language, with the format being preferably all outline or checkoff list, rather than lengthy, wordy paragraphs.

## Apply Different Criteria for Different Conditions

Urban Development within an area as yet unformed should not necessarily be subject to the same conditions of development as areas within established neighborhoods, just as areas that are redeveloping offer special opportunities and challenges.

### 1) Major Classifications Districts.

Under this approach, all lands could be seen as belonging to one of three major districts, regardless of the underlying zone: Established, Developing and Redeveloping.

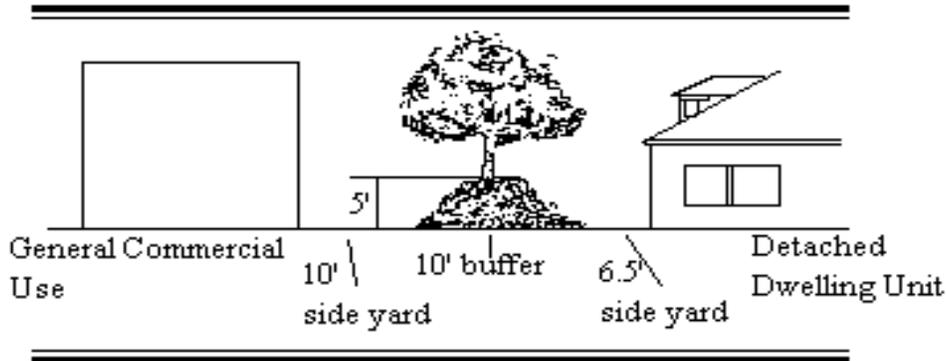
**Table 13.7.4  
Sample Buffering Requirement Matrix**

Land Use	Res Lo	Res Mod	Res Hi	Res Hi Rise	N. Comm	G. Comm	O. Comm	C. Comm	Bus. Pk.	Indus
Res Lo	---									
Res Mod	1	---								
Res Hi	3	2	---							
Res Hi Rise	4	2	1	---						
N. Comm	3	2	2	---	---					
G. Comm	3	3	2	---	---	---				
O. Comm	3	2	2	---	---	---	---			
C. Comm	---	3	2	---	---	---	---	---		
Bus. Pk.	4	4	4	3	3	3	---	---	---	
Indus	5	5	5	4	4	4	4	4	2	---

Buffering requirements vary on a scale from 1 to 5, depending on the degree of mitigation required, increasing with degree of incompatibility. (See Table 23.7.4)

- 1) Screen planting within required yard.
- 2) Screen planting with sight obscuring fence.
- 3) 5' buffer planting/fence zone in addition to required yard.
- 4) 10' buffer planting/fence zone in addition to required yard.
- 5) 15' buffer planting/fence zone in addition to required yard plus activity enclosures as required.

**Exhibit 13.7.5  
Illustrated Buffer Zone**



**Sample Requirement from Gresham**

(A) A buffer consists of a horizontal distance from a property line which may only be occupied by screening, utilities, and landscaping materials. The required buffering distance between various land uses is identified in this Section.

(B) The buffer area requirements are in addition to the yard set back requirements, except for developments within the Central Commercial (Downtown).

(C) Within the buffer areas screening is required and may consist of any of the following:

At least on (1) row of deciduous or evergreen trees or a mixture of each, not less than fifteen (15) feet apart, and at least one (1) row of evergreen shrubs spaced not more than five (5) feet apart which will grow to form a continuous hedge at least five (5) feet in height within one (1) year of planting, lawn, low growing evergreen shrubs, evergreen ground cover or vegetable or rock mulch covering the balance of the property.

In lieu of these standards, and at his/her option, the owner may prepare a detailed plan and specifications for landscaping and screening, including plantings, fences, walls, walks and other features designed to afford the degree of desired buffering. Such plan and specifications shall be submitted to the Director of Community Development for review.

The concept of identifying all land as being in an established, redevelopment or developing district is proposed partially to overcome a contradiction that often now occurs. Land not yet developed is often placed in a restrictive zone as though it had its future determined, but with full expectation by the city or county officials that rezoning may occur. Some property owners, not realizing the zoning in such cases is nothing but a "holding" classification, expect the protection of the restrictive zoning. Others, of course, understand the zoning game and rely on the holding classification partially as a land banking technique until reclassification is desired. Rules for a developing district that are

separate from the rules for areas that are well developed (established) permit are a visible and understandable distinction between the fairly fixed standards desired in established areas and the flexible standards warranted for newly developing areas.

One goal of this land use regulation system is to move land into an established status as it is developed. Land that has not reached an established use status belongs in the developing district only until it becomes established. Land that has been used up, so to speak, is shifted into the redevelopment district to allow for conversion to new forms of development.

Once the initial districts are established, new underdeveloped lands coming into the Boundary could be placed in the Developing category ministerially, as could lands be placed from the Developing to the Established districts as development occurs. Placement of lands into the Redeveloping category should be a quasi-judicial act determined by elected or appointed officials.

### **(1a) Established District**

The purpose of the established district is to protect from incompatible uses those portions of the planning unit that are already established (developed) or that become established, and that are functionally adequate, safe and healthful places to live, work or receive services. The investment decision made to locate in these areas, based in large part upon the existing structure, development and character of the established neighborhood, may then be protected in a very basic and straightforward manner. New development within such a district has to conform to the conditions of the surrounding properties: setback, height, bulk, landscaping, even architectural character or materials if desired. Simple review criteria would allow an average or mean condition to be established when varying conditions are surrounding. Review would be ministerial, unless a departure from the surrounding norm is desired, and then a public hearing would be held to determine whether and under what conditions the project would go forward. Once approved, a development then is used, along with other surrounding developments, to determine an adjacent development and so on, thus allowing change and neighborhood evolution, but in a moderate, gradual manner.

Most of the Established area would be in those fully developed neighborhoods of the City, north of the river, and in the developed neighborhoods and subdivisions of the Harbeck-Fruitdale area south of the river. The Established district may also surround pockets of land in Developing or Redeveloping districts, although the pockets would decrease as development occurs.

### **(1b) Developing District**

The purpose of the Developing district is to acknowledge the merit of flexibility in dealing with new developments in new areas, bringing land use controls into conformity with contemporary development practices and conditions. When zoning was first brought into common use, cities were the only areas zoned, and most development took place on a lot-by-lot basis, with concentric or linear growth outward from urban centers. This made each property owner almost totally dependent on the individual actions of adjacent neighbors for the quality of the living environment. This is no longer true. Much development now occurs on a large scale, and the location of new development is

not necessarily an extension of some existing development.

New developments usually create their own living environments. Flexible land use controls during the development period could acknowledge the developer's choices and encourage creative design. Past practices have been to apply traditional zoning mechanisms to developing areas as a sort of unacknowledged holding zone and then partially respond to developer proposals by entertaining zone changes. However, the fixed standards often become obstacles to new design. The planned unit development system emerged because of these obstacles; so a different approach should permit developments to be planned to whatever degree is appropriate for the particular location and development.

The developing district consists of all lands not contained in the established or redeveloping districts, and could be administered as one large planned unit development! One could go further and allow even zoning districts to emerge, rather than be predetermined by the Plan. Development standards and criteria, specifically tailored for the planned unit development approach, and a greater level of ministerial review, could help "fast track" development in these areas, and reward innovation and initiative.

As each Developing area was completed, and became contiguous to an Established area, or became contiguous to other Developing areas, it would become an Established area and pockets of undeveloped ground within would then have to conform to the existing development, although the "existing" development would reflect the latest market trends, and such general conformity would not be burdensome to the developer and yet protect the new investor as well.

### **(1c) Redeveloping District**

A Redeveloping district is established to recognize the appropriateness of upgrading the livability of usability of previously developed areas that are beginning to warrant change or have become blighted. Traditional zoning is adequate for this purpose because it is primarily aimed at preserving the status quo.

Specific criteria for the designation of a redevelopment district would be set forth in the Development Code. The criteria might include reference to old or substandard building conditions, high vacancy rates, deterioration of or lack of adequate public facilities, and lack of a minimal level of certain amenities such as open space around residential buildings.

Uses that were economically sound, well maintained or of historical value could be protected, allowing redevelopment to complement rather than damage valued uses. Special conditions not applicable in other zones may be set out in the Development Code, or as a result of the hearings process, allowing redevelopment to fully utilize old structures, to permit "fast tracking" once a concept is approved, to allow a greater degree of design and construction flexibility, or to allow for combinations of public and private contributions to the upgrading of an area over time.

## **(2) Special Purpose Districts**

As indicated above, zoning can be a clumsy instrument to deal with hazard areas of various sorts. Zoning hillside areas to arbitrarily larger lots penalizes the less steeply sloping areas, while providing little protection to the very steep areas. A series of overlay zones could be used instead, with special conditions relating only to the hazard issue itself.

### **(2a) Steep Slopes**

Steeply sloping areas, especially those with unstable soils, may warrant special treatment, relating directly to the degree of hazard. Various formulas could be provided, depending upon the degree to which the owner or developer wished to investigate and record the actual conditions, and a base density of say, R-1-8, could then be used to calculate densities. Examples of such an approach are provided in Appendix 3.3.

### **(2b) Floodplain**

Areas subject to flooding may be treated the same way, with the criteria and standards now contained in a separate Floodplain Ordinance incorporated into the Development Code instead.

### **(2c) Historic**

Should an historic area be designated, protection of historic buildings could be coupled with an area wide renovation and revitalization program encouraging private reinvestment and conversion to economically viable uses.

## **(3) Official Maps**

Certain facilities plans, such as water, sewer, storm drains, roads, landscape strips and greenways, used to be designated and located fairly precisely to guarantee orderly and economic delivery of services. Such facilities lend themselves to a map designation, which then may be altered as time and circumstances require. Coupled with specific standards in the Development Code, such a map would then assist developers in preparing their plans while allowing public jurisdictions to plan for economic and efficient service delivery to future development.

### **13.8 SERVICE CAPACITY SUMMARY**

Following are summaries of service capacities and facilities required to serve the target population range. (For full discussion, see Public Facilities and Services Element.)

#### **Water Service Capacity**

Water capacity was examined as water source capacity, water treatment capacity and water storage capacity. The results are summarized in Table 13.4.29.

Assuming full use of the 1960 and 1965 permits, the full capacity in surface waters diverted from the Rogue River are 65% to 76% utilized by the year 2000 target population, range, and 81% to 94% utilized by the buildout populations for the two land use models used. Although the planning period seems adequately covered, efforts should begin now to find additional water to serve future growth.

The present water treatment plant expansion, when completed, could absorb a full city buildout, with 20% “surplus capacity.” A second expansion could serve the Urban Growth Plan target population while a third expansion would be required to serve the Economic Model Target population, with 15% surplus capacity. The third expansion could also serve the Urban Growth Plan land use model buildout, with 10% surplus, but would be 5% short of serving the Service Capacity land use model buildout. A third expansion of the treatment plant may require additional site acquisition.

The Phase I reservoir addition (#6) will bring the City up to recommended levels, while Phase II additions (#5,7,8) will accommodate city buildout with 30% surplus capacity. The addition of reservoir #11 will accommodate the Urban Growth Plan target population, while reservoirs #9 and 10 will accommodate the Economic Model target population by the year 2000. Flow and pressure requirements within the system may require reservoirs to be added in advance of demand based merely on population.

Water service appears adequate for the target population range, given necessary facilities expansion as indicated.

**Table 13.4.29  
Water Service Capacity and Projected Demand**

#### A. Water Source

City Water Permits	Cumulative Capacity (Persons)	Projected Demand* (Persons)
1888 right	11,825	15,630 - est 1981
1960 permit	35,475	38,300 - UGB 2000

1965 permit	59,125	44,750 - Economic Model 2000 44,700 - UGB Buildout 55,700 - Service Capacity Buildout
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\* Capacity calculated at 683 gallons per capita per day, present maximum day demand.

#### B. Water Treatment

Treatment Plant	Cumulative Capacity (Persons)	Projected Demand* (Persons)
Existing	14,060	15,630 - est. 1981
1st Expansion	26,350	21,000 - City Buildout
2nd Expansion	39,530	38,300 - UGB Buildout
(3rd Expansion)***	52,710	44,750 - Economic Model 2000 47,700 - UGB Buildout 55,700 - Service Capacity Buildout

\* Capacity calculated at 683 gallons per capita per day, present maximum day demand.

\*\* May require site expansion to accommodate 3rd model.

#### C. Water Storage

Reservoirs	Cumulative Capacity (Persons)	Projected Demand (Persons)
1 - 4 (existing)	9,800	15,680 - est. 1981
6 (phase 1)	16,660	
5, 7, 8 (phase II)	29,790	21,000 - City Buildout
11	38,610	38,300 - UGB 2000
9, 10	45,470	44,750 - Economic Model 2000
12	49,390	47,700 - UGB Buildout
13, 14	50,570	55,700 - Service Capacity Buildout

**Sewer Service Capacity**

Sewer Service capacity was examined as both treatment plan hydraulic and BOD capacity, and as collection system hydraulic capacity. Due to a number of factors, the area’s sewage is “weak,” and BOD capacity is not a factor. The hydraulic capacity of treatment plants and collection systems is compared to projected demand in Table 13.4.30.

The Redwood collection system has adequate overall capacity to serve the highest year 2000 population, perhaps requiring paralleling in local subsystems. The Redwood treatment plant will need expansion of capacity of two to four times present capacity. The Redwood plant is designed to expand in modules.

The city treatment plant will be unable to accommodate projected year 2000 flows within the present city limits, and is in fact periodically in present violation of DEQ discharge requirements. A study is under way to determine expansion options, based upon the severity of the infiltration/inflow problem. Expanded capacity shall consider UGB demand projections. Both the city and the Harbeck-Fruitdale District would appear to require additional sewer collection mains as well.

Sewer service appears adequate for the target population range, given necessary facilities plans as indicated.

**Table 13.4.30  
Sewer Service Capacity and Projected Demand**

<b>Sewer Service District</b>	<b>Treatment Plant Capacity</b>	<b>Collection System Capacity Population Equivalents</b>	<b>Year 2000 Target Population UGB/Econ. Model</b>	<b>Year 2000 Total Population Equivalents* UGB/Econ. Model</b>
City of Grants Pass	21,000	21,000 ( ?)	20,200	32,400
Harbeck-Fruitdale	---	14,000	11,730/12,750	16,200/17,240
Subtotal	21,000	35,000	31,900/32,950	48,600/49,640
Redwood	4,000	16,000	6,400/11,800	8,920/14,340
Total	25,000	51,000	38,300/44,750	57,520/63,980

\*includes commercial and industrial loading.  
(?) capacity uncertain pending study due August 1982.

**Storm Drain Service Capacity**

Full development of the UGB will require the improvements listed in Table 13.4.31. The city and urbanizing area are lacking in adequate storm drainage facilities, and the facilities represented in line A of the Table will be critical to install in order to avoid major drainage problems as the area develops.

**Table 13.4.31  
Storm Drainage Projected Demand**

Demand Years	Storm Drain Line (Miles)	Improvement Costs (1983 Dollars in Millions)
A. 1982-1988	6.5	\$3.5
B. 1988-1995	15.9	\$6.7
C. Beyond 1995	23.8	\$7.6

**Solid Waste Service Capacity**

The UGB target population range will generate slightly less than twice the capacity of landfill sites 1-4, or 45% - 47% of total landfill site capacity, as shown in Table 13.4.32. The remaining portion of the solid waste site service area, however, must also be accommodated resulting in 69% to 73% of the capacity of all six sites being consumed by the year 2000. Between 1985 and 1990, areas 5 and 6 must be developed at some cost. A plan has been adopted by the county, and recognized in principle by the city. That calls for resource recovery in conjunction with Jackson County when such a project becomes cost effective. Solid waste service disposed site capacity appears to be adequate for the target population range, given the necessary improvements as indicated.

**Table 13.4.32  
Solid Waste Service Capacity and Projected Demand**

UGB Target Population Range (Persons)	Solid Waste Production*			Disposal Site Capacity	
	UGB to Year 2000	Total Service Area to year 2000***	Areas 1-4	Areas** 5-6	Total Area
38,300	2.84	4.40	1.59	4.78	6.37
44,750	2.99	4.63	1.59	4.78	6.37

\* Loose density, in million cubic yards.

\*\* Require costly site preparation.

\*\*\* UGB's proportional share of total waste generated in service district estimated at 45%.

## Transportation Capacity

Note: Abstract from Transportation Element

## Fire Protection Service Capacity

The demand for fire protection service within the UGB is more a function of geography and station location than population. Seven additional fire fighting personnel, one 3000 gallon tanker and a station south of the Rogue River will be required to serve the target population range. Critical to this estimate is the extension of fire flow water able to provide sufficient quantities of water on demand throughout the urbanizing area (see Water Service Capacity, above).

## Police Protection Service Capacity

The demand for police protection service within the UGB by the year 2000 will require 26 to 36 additional personnel, together with 7 vehicles and a small station south of the Rogue River.

## School Service Capacity

The UGB area can be expected to generate between 3500 and 5000 additional students by the year 2000, in accommodating the target population range. (Decreasing household sizes were projected, resulting in a proportionate decrease of children per household, projecting in a conservative student demand estimate should economic diversification occur to the extent desires). Table 13.4.33 shows the impact of this student demand in required classrooms upon Grants Pass School District #7 and Josephine County School district #23.

Although it is not known precisely to what degree any of the existing schools can accommodate additional students or add on classrooms, since considerations of “crowding” are matters of policy, it seems reasonable to assume that meeting school service demands and maintaining the present high standards of education will require significant facility additions.

**TABLE 13.4 33**  
**School Service Projected Demand**

School Type	Facilities Needed in # of Classrooms					
	District No. 7		County Unit		Total	
	Low	High	Low	High	Low	High
Elementary	36	53	11	16	47	73
Middle	8	17	12	16	20	33
High	6	18	13	18	19	36
<b>Total</b>	<b>50</b>	<b>88</b>	<b>36</b>	<b>50</b>	<b>86</b>	<b>142</b>

Source: Section 10.8.11, Public Facilities Element

### 13.9 LAND USE ANALYSIS

The Land Use Analysis Section utilizes the Land Use Inventory of 1978 and 1980, together with the more detailed Commercial and Industrial inventories of 1980 and 1982, in order to determine build able lands (see Appendices 13.1 - 13.4), utilizes the findings of the Population, Recreation, Economic and Housing Elements to determine land needs for the planning period, utilizes the findings of the Public Facilities, Transportation, and Natural Hazards Elements to determine appropriate location of proposed land uses; and finally, utilizes the Urban Growth Plan to assess the considerations of urban form.

#### Areas, Subareas and Neighborhoods

The Land Use Analysis examines the Urban Growth Boundary area as a series of seven residential subareas, containing 33 distinct neighborhoods; nine commercial subareas, and nine industrial subareas, including one subarea outside the Boundary at this time. Each subarea is identified (location), briefly reviewed (discussion), a conclusion is drawn (statement), and policies for the subarea are stated (policies). As two land use models were used (see Housing element, Section 9.24), each residential neighborhood will exhibit two sets of policies where required. The Urban Growth Plan land use model is referred to as Map “A”, while the “Service Capacity” land use model is referred to as Map “B.” The Commercial and Industrial subareas remain essentially the same for both models.

Table 13.9.1 identifies the areas, subareas and neighborhoods discussed in the Land Use Analysis, and Map 13.9.2 shows their location. The Land Use Analysis proceeds in a clockwise fashion, beginning north of the river with the southwest subarea (Ward IV and its urbanizing area extension). Policies are included for convenience and reference, and the entire section is also located in the Findings and Policy Sections of the Land Use Element.

**Table 13.9.1  
Areas, Subareas and Neighborhoods**

Area	Residential Subarea Neighborhoods	Commercial Subarea	Industrial Subarea
North	Southwest (Ward IV) - 5 Northwest (Ward I) - 4 Northeast (Ward II) - 5 Southeast (Ward III) - 4	North City East Grants Pass North Downtown South Downtown West City	N. City I N. City II W. City E. City I E. City II E. City III E. City IV
South	Redwood - 6 Harbeck - 2	Harbeck / Fruitdale Redwood Interchange	Redwood I Redwood II

	Fruitdale - 6	Redwood Highway Williams Highway	
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**MAP 13.9.2**  
**Areas, Subareas and Neighborhoods of the Urban Growth Boundary Area**

**MAP 13.9.2-A**  
**Low Density Model - Urban Growth Plan**

**MAP 13.9.2-B**  
**High Density Model - “Service Capacity” Plan**

### **13.9.1 North Area Residential**

Location - The North Area of the Urban Growth Boundary is all that portion of the Boundary area located north of the Rogue River.

Discussion - the area contains approximately 90% of the 1982 city limits, and about one-third of the urbanizing area. The urbanizing area's form pockets evenly spaced around the city limits as topography permits; most of the developable area is located in the south west (residential) and East City (industrial) subareas. Sewer and water are generally extended to the City limits only, except for substandard lines serving a mobile home park (Southwest subarea) and the Agness Avenue sewer extension in the industrial area (East City subareas).

A good network of county roads extends throughout the urbanizing area, needing only widening and improving, with the exception of the East city subarea, which will require the Third Bridge, improvements to the Redwood Spur and a parallel collector system to the Redwood Spur to accommodate full development. An exception to road, sewer and water extension within the Northwest subarea, which contains well over 50% of the subarea's build able lands, and is characterized by steep slopes, containing over 60% of the boundary's slope hazard areas. The North area contains 4 residential subareas and 17 neighborhoods; 5 commercial subareas; and 7 industrial subareas.

Statement - The North Area is predominated by the existing development with the city limits, and contains virtually all heavy industrial lands and the majority of light industrial lands. It is appropriate that the area should develop by the gradual extension of municipal systems through the urbanizing area and undeveloped portions of the city limits.

### **13.9.2 Southwest Subarea**

Location - the subarea is located south of the Southern Pacific tracks west of 6th Street, and contains Ward IV of the city and its urbanizing area extension.

Discussion - the subarea is bordered on the northeast and east by the Downtown commercial area. West of the subarea lie exclusive farm use lands. At its southwestern edge, the subarea is heavily committed to mobile home development. The predominant housing type in the subarea is the single family detached dwelling unit. One-fifth of the housing stock is multi-family dwellings. The public facilities capacities (except parks) are suitable for medium residential density. There are not schools in the subarea, although School district #7 owns an 22 acre site adjoining the city limits, at the end of the Rogue River Avenue. The subarea is severely park impacted, having a 1980 ratio of 1.1 park acres per 1000 population, needing 19 parks acres now, plus 12 additional park acres by the year 2000.

Statement - The subarea is predominantly a low density residential area with a strong representation of moderate density residential dwellings. It is appropriate that the subarea should develop at low to moderate densities during the planning period.

Policies:

1. The southwest Subarea shall develop at low to moderate densities.
2. Areas adjacent to the Downtown with long standing commitments to high densities, shall develop at moderate to high densities.
3. The City shall develop Greenwood Park.
4. The City shall develop the municipal sewer treatment plant land as a green open space with access to the Rogue river.
5. The City shall cooperate with district #7 as needed to develop the district property at Rogue River Avenue as a school park, and shall acquire and develop the land for park purposes if not developed by District #7 as a school.

### **Jordan Street Neighborhood**

Location - The neighborhood is located from the Southern Pacific tracks south to West “G” Street, and from Pine Street west to the Boundary limit.

Discussion - the neighborhood has a large amount of buildable land, mostly within the urbanizing area, but a certain amount below the southern Pacific tracks and above Jordan Street. West “G” Street is a designated arterial street that will be capable of serving a moderate to high density neighborhood. The housing conditions are fair to good, with 20% of the single family structures substandard, and showing a 14% rehabilitation rate. The public facilities capacities are suitable for moderate to high residential densities. The only “park” in the neighborhood is Stanfield Park containing .01 acres.

Statement - The neighborhood is a low density area with a large amount of build able land, and adjoins a major arterial (“G” Street). It is appropriate that the neighborhood develop as a moderate to high density area.

Policies:

1. The neighborhood shall contain Developing and Redeveloping Districts.
2. The neighborhood shall develop at moderate to high densities.
3. New residential development shall provide land for park use.

### **Pine Street Neighborhood**

Location - the neighborhood is located from West “G” Street south to Central Avenue and from 5th Street west to Oak Street.

Discussion - The neighborhood consists of 63% older single family dwellings and 37% newer multifamily dwelling units. 31% of the single family dwellings are substandard, although the rehabilitation rate is a strong 20%. The vacant buildable land area is small. The redevelopment land area is calculated to be 65% of the total buildable land. However, if the rehabilitation rate continues to be strong then the redevelopment capacity of the neighborhood will diminish. The neighborhood contains many structures on the historic inventory. The part of the neighborhood between 5th Street and 3rd Street is recommended for high density because of its proximity to commercial services. However, there is a notable lack of park/open space that is needed to balance the higher density land use.

Statement - the neighborhood consists of many older, single family dwelling units and many new multi-family dwelling units. The existing density is a low to moderate range. It is appropriate that the neighborhood continue to redevelop at moderate to high density.

Policies:

1. The neighborhood shall contain an Established and Redeveloping District.
2. The neighborhood shall redevelop at high residential densities between 3rd Street and Pine Street.
3. The neighborhood shall redevelop at high rise densities between 5th Street and 3rd Street.
4. New residential development at moderate rate shall provide land for park use.

### **Greenwood Avenue Neighborhood**

Location - The neighborhood is located from West "G" Street south to the Rogue River and from Oak Street west to the 1982 City Limits (Range 5 line).

Discussion - The neighborhood is predominantly composed of single family dwellings. The housing condition are good in the southern portion, but only fair in the northern portion. Only 7% of the single family structures are substandard. Multifamily dwellings are distributed almost evenly throughout the old R-2 and R-6 zoning designations. There is no school in the neighborhood, but District #7 owns 22 acres adjoining the neighborhood at Rogue River Avenue. There are 5-1/2 acres of park land and 33 acres of other public land in the neighborhood which, if developed, could provide adequate park and open space for the neighborhood during the planing period. The sewer facilities have the capacity to accommodate moderate to high density development.

Statement - the neighborhood is currently developed at a low to moderate residential densities. It has a moderate amount of buildable land and the facilities capacity is suitable for moderate density. It is appropriate for the neighborhood to continue to develop at low to moderate densities.

Policies:

1. The neighborhood shall contain Established and Redeveloping District.
2. The part of the neighborhood adjacent to "G" Street shall redevelop at high densities.

3. The remaining portion of the neighborhood shall continue to develop at moderate densities.
4. New residential development shall provide land for park use.

### **Lincoln Road Neighborhood**

Location - The neighborhood is located south of West “G” Street to the Rogue River and west of the 1982 City Limits (Range 5 line) to the UGB.

Discussion - the neighborhood is relatively undeveloped in 1982, and provides 70% of the residential buildable lands for the Southwest Subarea. The housing types are predominantly single family mobile homes that are in good condition. The street pattern is skeletal, requiring expansion of collector and arterial street rights-of-way, extension of Lincoln Avenue and the “Fourth Bridge,” and the F-Street extension crossing of the southern Pacific tracks. The public facilities are mostly undeveloped except for a few minor improvements. There is a 22 acre future school site that will serve as the Southwest Subarea’s district park. The buildable lands south of Bridge Street lie within the 100 year floodplain of the river, and a substantial portion lies within the floodway.

Statement - The neighborhood is currently developed at rural densities, with several exceptions. There is an abundance of buildable land. The land is serviceable by sewer and water. Most required street right-of-way may be obtained as development occurs. It is appropriate that this neighborhood should develop at low to moderate densities during the planning period.

Policies:

1. The neighborhood shall contain Established and Developing Districts.
2. The neighborhood shall develop at low to moderate densities. The area west of Lincoln Street and south of “G” Street shall be considered to have a special potential for mobile home development.
3. The Comprehensive Plan Map shall contain two General Commercial nodes, one located in the vicinity of the intersection of Lincoln Street and “G” Street, and the second in the vicinity of Lincoln Street and Bridge Street.
4. That portion of the neighborhood located in the 100 year flood plain shall be considered a hazardous development area. Development in this area shall be required to meet the Flood Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize impervious surfaces.

### **13.9.3 Northwest Subarea**

Location - The Northwest Subarea is located north of the Southern Pacific tracks and west of 6th Street and contains Ward I of the city and its urbanizing area extensions. It is bordered by commercial and light industrial development on the south and east, by industrial development and the I-5 freeway on the north, and steep terrain on the west and northwest.

Discussion - The Northwest Subarea is basically contained within the Gilbert Creek drainage basin.

Gilbert Creek traverses the middle of the subarea contributing to the scenic and wildlife quality of the area. The western half of the subarea gradually rises into foothills encompassing areas of steeper slopes which present hazards to development. Much of the slope hazard areas are undeveloped at this time, and are unserved by sewer, water or streets. Sewer facilities in the subarea have a low to moderate density capacity, except for the southern portion which has larger mains and is in proximity to commercial and social services. The subarea housing is dominated by single family (25%), with several mobile home park uses in the urbanizing area to the north (4%), and relatively few multiple dwellings in spite of the old R-3 and R-4 zones (10%). The existing housing stock is in good condition, with only 8% of the total structure count in a substandard or dilapidated condition.

The subarea contains two schools and numerous park facilities, encompassing 24.6 park acres per 1000 population including the 42 acre BLM parcel, and 12.4 acres/1000 without. Local school park-facilities, however, will be needed in the moderate to high density areas as redevelopment occurs.

Statement - The Northwest subarea is predominantly a low density residential area. It is appropriate for the subarea to remain predominantly a low density residential area.

Policies:

1. The Northwest subarea shall develop at low densities except that the area adjacent to the Downtown, the light industrial, and hospital areas shall develop at moderate to high densities.
2. The Subarea shall contain Established, Developing, and Redeveloping Districts.
3. All or a portion of the BLM lands shall be retained for park use, and more intensive park facilities developed throughout the Subarea.
4. The subarea is composed of several district neighborhoods, each with different architectural building styles. New development in Established Districts of the subareas shall attempt to fit well within the architectural style of the surrounding area.

### **First Street Neighborhood**

Location - The neighborhood is located in the southern part of the Northwest Subarea from "A" Street south to "E" Street, and from 5th Street west to Grant and Hillside.

Discussion - The First Street Neighborhood is characteristically defined by its architectural housing style, lot size and street pattern. The housing style is typified by the two story, wood frame building with a steeply pitched roof and tall, narrow windows. The housing types are evenly split between the single family dwelling described above (59%) and the multifamily two story apartment generally found on corner lots (41%). 29% of the single family dwellings are substandard or dilapidated, and the rehabilitation rate is 19%. The neighborhood contains many buildings on the historic inventory, including many outstanding specimens in the vicinity of the county courthouse. Redevelopment from single family to multifamily or professional uses is occurring.

The lot sizes are small. The street pattern is a traditional grid which creates small square blocks. The

sewer and water facilities have a moderate density capacity. Commercial services are nearby. The Josephine Memorial Hospital, county library, Senior Services Center, county courthouse, and city municipal buildings are located in the neighborhood. Hillside-Bellevue Park provides 1.5 acres of open space for the western end of the neighborhood.

Statement - The First Street Neighborhood is a low to moderate density residential area. It is appropriate for the neighborhood to continue to develop and redevelop as a moderate density and professional office area.

Policies:

1. The neighborhood shall develop at low to moderate densities, and redevelop at moderate to high densities.
2. Multifamily apartments shall be encouraged to locate on corner lots.
3. The neighborhood shall contain Established (west end) and Redeveloping (east end) Districts.
4. Higher density development shall locate in the Redeveloping District, and adjacent to Downtown.
5. Moderate density residential development shall provide land for park use.
6. Redevelopment shall respect buildings of historic quality.

### **Manzanita Neighborhood**

Location - the neighborhood is located in the south central part of the Northwest Subarea from Midland south to "A" Street and from 6th Street west to Highland.

Discussion - The Manzanita Neighborhood is characterized by low density development and has many buildings in the historic inventory, some of the classic period styling. The housing types predominated by single family (96%), with some multifamily (4%) spread through the old R-1-6 zone. The housing stock is in good condition, with 8% of the single family structures in substandard condition, but showing a 57% rehabilitation rate!

The neighborhood has 3.2 acres of usable park space, or 2.1 acres per 1000 population. Both Lawnridge (1.42 acres) and Ogle (.27 acres) are centrally located, and the Highland School/Gilbert Creek facilities are nearby.

Statement - the Manzanita Neighborhood is a low density, single family residential area with good housing stock, a high rehabilitation rate and many structures of historic value. It is appropriate for the neighborhood to continue as a low density area.

Policies:

1. The neighborhood shall continue to be developed at low residential densities.
2. The neighborhood shall be considered an Established District.

## **Highland Neighborhood**

Location - Generally the central and western parts of the northwest subarea, the neighborhood is located from Morgan Lane (1982 city limits) south to the Southern Pacific tracks, and from Hawthorne Avenue West to the Boundary limit.

Discussion - The Highland Neighborhood is characterized by low density development, much of it occurring within the last 10 to 15 years. All existing dwelling units are single family detached structures. The neighborhood has 231 acres of buildable lands, by far the most significant buildable area within city limits, and almost all within steeply sloping areas, without sewer, water or adequate roadways. From 3300 to 2900 additional persons could be expected from the area's potential 1600 new dwelling units. The neighborhood has a disproportionate supply of park space at 9.9 acres per 1000 population, due to the presence of Gilbert Creek Park, not counting the 42 acre BLM site.

The Traffic Plan calls for a major collector to circle through the developing area, connecting with highland and the "F" Street extension, relieving Morgan Lane, Valley View Drive and "B" Street.

Statement - The neighborhood is a low density residential area. It is appropriate for the area to continue to develop as a low density area due to constraints of topography and services extension.

Policies:

1. The neighborhood shall continue to develop at low residential densities.
2. The neighborhood shall contain an Established and Developing District.
3. Gilbert Creek shall be respected as a natural resource, and shall be incorporated into public and private parks and open space where possible.
4. The portion of the neighborhood located in the slope hazard area shall be required to meet the Slope Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize soil disturbances.

## **Gilbert Creek Neighborhood**

Location - The neighborhood is located in the northern urbanizing portion of the Northwest Subarea, from Morgan Lane north to the freeway Industrial area, and from Cavemen Industrial Park west to the UGB.

Discussion - The area is characterized by mixed residential development, lot size, and street pattern. Existing housing types are split evenly between wood frame single family dwellings and mobile homes. Lot sizes are generally very large and development rural, although extensive commitments have been made to urban level development. There is no street pattern except for one arterial and a few cul-de-sacs. Sewer facilities are designed for low residential density. There are no parks or other types of public open space.

Statement - the area is currently developed to rural densities. It is appropriate for the neighborhood to develop at moderate to high densities.

Policies:

1. The neighborhood shall be considered a Developing area.
2. The area shall develop at (low to moderate - Map A), (low to high - Map B) densities.
3. New residential development at moderate densities shall provide land for park use.

### **13.9.5 Northeast Subarea**

Location - the Northeast Subarea is located north of the Southern Pacific tracks and east of 6th Street and contains Ward II of the city and its urbanizing area extensions. It is bordered by commercial development on the south and east and by the foothills and bisected by I-5 on the west and north.

Discussion - the Northeast Subarea is confined by topography to the north and northeast, by commercial development along 7th Street to the west, and by commercial development and the Redwood Spur to the south. The I-5 freeway bisects the northerly portion of the subarea, leaving 39% of the subarea's build able lands in the hilly sections above the freeway.

Single family structures (77%) dominate the subarea, with multifamily (23%) making a strong showing. Most of the multifamily development is located between "A" and "D" Streets, adjacent to or nearby the commercial facilities of the Grants Pass Shopping Center or the 6th and 7th Street couplet. The housing stock is in excellent condition, with only 4% of the existing single family structures substandard, and the Subarea shows a 26% rehabilitation rate. Relatively few if the structures in the historic inventory are located in the Subarea, although several of the best physical examples are located here.

The public facilities have a capacity for moderate residential density in the southern part of the subarea. The remainder of the subarea has low density facilities capacity. While Lincoln Elementary and Grants Pass High School provide 40 acres of grounds, only a small portion is available to the public at any given time as true park space, leaving the swim center and Croxton Park providing 2.8 acres of park space to the Subarea, or .56 park acres per 1000 population. The Subarea will require 27.6 acres in neighborhood and district park space by the year 2000, of which 16 acres (52%) is needed now. Further use of school grounds, particularly near high density development, is in order.

Statement - the subarea is predominantly a low density residential area with a strong representation of moderate and high density development. During the planning period, the area shall continue to develop at low, moderate and high densities.

Policies:

1. The Northeast Subarea shall continue to develop at low, moderate and high densities, as follows:
  - a. Low densities in the steeply sloping areas north and northeast of the freeway.

- B. High and high densities adjoining the commercial area of downtown, the “E” and “F” couplet and the Redwood Spur.
- C. Low and moderate densities throughout the remainder of the district.
2. The Subarea shall contain Established, Developing and Redeveloping areas.
3. The Subarea is composed of several distinct neighborhoods, each with different architectural building styles. New development in Established Districts of the subarea shall attempt to fit well within the architectural style of the surrounding area.
4. The city shall attempt to acquire open space between “A” Street and Redwood Highway in order to meet the recreational and open space needs of the higher density residential uses in that area.
5. Redevelopment shall respect structures of historic value.

### **Flint Avenue Neighborhood**

Location - The neighborhood is composed of 75% single family and 25% multifamily dwelling units. Where the neighborhood interfaces with the Commercial Downtown Center and along “D” Street the housing conditions are substandard. 11% of the existing single family structures are substandard or dilapidated, with a rehabilitation rate of 19%. The public facilities are adequate for moderate to high density development. There are no parks / open spaces within the neighborhood, although the Grants Pass High School grounds are adjacent to the area.

Statement - The neighborhood is an older low density area with some redevelopment to multifamily dwelling units. It is appropriate that some redevelopment occur in areas where housing conditions are substandard, and the area encouraged over time to realize its higher density potential.

Policies:

1. The neighborhood shall be considered Established and Redeveloping Districts.
2. The part of the neighborhood that interfaces with the commercial districts and / or fronts along “D” Street shall be designated for high density and high rise redevelopment.
3. The city shall attempt to provide park space to serve the high density area.
4. New residential development at moderate densities shall provide land for park use.

### **Victoria Street Neighborhood**

Location - The neighborhood is located from “A” Street south to “D” Street and from 11th Street west to Baker Drive.

Discussion - the neighborhood is composed of 93% multifamily dwelling units. Of the 16 single family structures, 3 are substandard (20%). The neighborhood has a large percentage of vacant land (9 acres.) The public facilities are adequate to accommodate high residential density. The streets that border the neighborhood on the north and south are either arterial or collectors. There are no parks / open spaces in the neighborhood.

Statement - the neighborhood is predominantly composed of multifamily dwelling units. There is a

large amount of buildable land relative to neighborhood size. It is appropriate that the neighborhood be developed to be a high density during the planning period.

Policies:

1. The neighborhood shall develop at high density.
2. The neighborhood shall be a Redeveloping District.
3. The city shall attempt to provide park space for the high density area.
4. New residential development shall be encouraged to provide land for park use.

### **Fairview - Foothill Neighborhood**

Location - the neighborhood is located from Foothill Boulevard and “A” Street south to the Redwood Spur and from Agness Avenue and the freeway west to Harriet Street and Beacon Drive.

Discussion - the neighborhood is developed primarily to rural densities, being newly annexed to the city and contains a large portion (30 acres) of buildable lands. Of the existing dwelling units, 59% are single family, 40% multifamily, and 3% of existing single family structures are substandard.

The public facilities are adequate to support moderate to high density development, the neighborhood being subject to a recent local improvement district for water, sewer and streets. There are three major streets serving the neighborhood; a highway, an arterial and a collector. The western edge of the neighborhood adjoins the Grants Pass Shopping Center. There are no parks / open spaces in the neighborhood.

Statement - the neighborhood is currently a low density area with good services and a relatively large amount of buildable land. It is appropriate that the neighborhood should develop at moderate to high densities during the planning period.

Policies:

1. The neighborhood shall be designated a Development District.
2. The part of the neighborhood south of “D” Street and east of Terry Lane, and along Fairview Avenue shall develop at high densities. The remainder of the neighborhood shall develop at moderate densities.
3. New residential development shall provide land for park use.

### **Lincoln School Neighborhood**

Location - The neighborhood is located from Midland Avenue south to “A” Street and from I-5 west to 7th and 8th Street, and forms the bulk of the Northeast Subarea.

Discussion - The neighborhood is overwhelmingly developed as a single family detached dwelling

area (97%). The condition of the housing stock is very good, with only 4% of the existing single family structures substandard, and a substantial 31% rehabilitation rate. The neighborhood contains 112 acres of build able lands. The streets are mostly local residential streets with only two collectors. The sewer facility capacity is capable of accommodating low density development. The parks total 2.82 acres, or 1.5 acres per 1000 population, and within the neighborhood are adequate to accommodate the needs of the residents only if the Lincoln and Grants Pass High School grounds are opened to further neighborhood use.

Statement - The neighborhood is a well established low density single family area. The neighborhood should generally continue to develop at low densities.

Policies:

1. The neighborhood shall continue to develop at a low residential density, except that the area west of Ninth Street shall redevelop at moderate densities.
2. The neighborhood shall be considered an Established District, (except that the area west of Ninth Street shall be contained in a Redeveloping District.)
3. The city shall attempt to provide neighborhood and district park facilities in the area.

### **Oak Park / Woodland Terrace / Sunset Neighborhood**

Location - The neighborhood is located from Ausland Drive south to Midland Avenue and from I-5 east to 9th Street, including the land north of I-5 and east of 6th Street. The neighborhood is composed of three distinct sub-neighborhoods, Oak Park (north of the freeway including the area south of Ausland Drive and north of Morgan Lane), woodland Terrace (northeast of the freeway, south of Morgan Lane), and Sunset (south of the freeway to Midland and east of the freeway to 9th Street.)

Discussion - containing 98 acres of buildable lands, the typical lot sizes are ½ acre. All dwellings are single family, with 3 substandard structures (6%). Public facilities are suitable for low density, although portions of the neighborhood north of the freeway are all located in water service areas three and four, served by proposed reservoirs 7 and 8. There are no parks / open spaces in the neighborhood. The part of the neighborhood southwest of I-5 has a large amount of buildable land and is adjacent to the city commercial subarea.

Statement - the neighborhood is currently developed at a low density with a large quantity of buildable land. The neighborhood should continue to develop at low densities north of I-5 and at (moderate - Map A) (high - Map B) densities southwest of I-5.

Policies:

1. The Oak Park and Woodland Terrace areas shall continue to develop at low densities except properties in close proximity to the I-5 north interchange which provide a transition between the

interchange and low density residential designations. These properties shall develop at moderate to high densities, including designations which also permit professional office.

2. The Sunset area shall develop at moderate densities.
3. The Oak Park, Sunset and northern portion of the Woodland Terrace areas shall be within a Developing District.
4. The southerly portion of the Woodland Terrace area shall be within an Establishment District.
5. New residential development in the Sunset area shall provide land for park use.

### **13.9.5 Southeast Subarea**

Location - The Southeast Subarea is located south of the Southern Pacific tracks and east of 6th Street, and contains Ward III of the city and its urbanizing extensions. It is bordered by the Rogue River to the south, industrial development to the north, and commercial development to the west.

Discussion - the predominant housing type is single family detached dwellings (95%) on medium to large lots (7000 sf. to ½ acre). The public facility capacities are suitable for moderate to high density residential development. The amount of vacant buildable land is low (73 acres). The greatest amount of buildable land is located near the Riverside School grounds, in an area suited for moderate to high densities. The Subarea is well networked with streets, and is adequately served by visiting arterial and local collector streets. Long, narrow lots on the southern fringe extend into the 100 year floodplain and floodway.

Statement - the southeast Subarea is predominantly a low density residential area. During the planning period the area should continue to develop at low densities, except for the urbanizing area south of “N” Street and east of Portola Drive, which should develop to moderate to high densities.

### **Riverside Avenue Neighborhood**

Location - the neighborhood is located from “I” street south to “M” Street and from Skunk Creek west to 8th Street.

Discussion - the existing single family dwelling units have a high percentage (37%) of substandard dwellings with only a 3% rehabilitation rate. Almost 30% of the housing stock in the neighborhood is multifamily dwelling units. However, the vacant buildable land area (1 acre) and the redevelopable land area (3 acres) are small. The sewer capacity is adequate for high density development. There are no parks / open spaces in the neighborhood.

Statement - The neighborhood is an older single family low density area that has already experienced some redevelopment to multifamily use. The neighborhood should continue to redevelop at high to high rise residential densities.

Policies:

1. The neighborhood shall redevelop at a high to high rise residential density.

2. The neighborhood shall be contained within a Redeveloping District.
3. Redevelopment at high residential densities should be encouraged to provide usable open space within each development.
4. The city shall attempt to provide park space available to the neighborhood.

### **Rogueview Neighborhood**

Location - the neighborhood is located from “A” Street south to the Rogue River and from Skunk Creek west to 8th Street.

Discussion - the neighborhood is small, consisting of less than 40 single family dwelling units with no substandard structures. All of the dwellings are in standard condition, and the neighborhood contains a surprisingly large amount (2.5 acres) of vacant buildable land considering the neighborhood’s size. The public facilities are adequate to accommodate high density development; however, many lots run down to the river.

Statement - the neighborhood is a stable, low density single family detached residential area. It is appropriate the future development shall be of low density.

Policies:

1. The remaining buildable land shall develop at low densities.
2. The neighborhood shall be contained within an Established District.

### **Portola Neighborhood**

Location - the neighborhood is located from “M” Street and the Leigh lateral south to the Rogue River, and from Skunk Creek east to the Boundary limit.

Discussion - All dwelling units are single family detached, with 2% of the structures substandard, and showing a strong 25% rehabilitation rate. Well supplied with park facilities, with Portola Park (6.9 acres) and the Riverside School (14 acre grounds), the neighborhood averages 6.8 acres per 1000 population (Portola Park only). The neighborhood has ? acres of buildable lands, and is well networked by streets, with Portola Drive serving as a local collector to the “N” Street arterial. Public facilities have the capacity to accommodate low to moderate densities. Long, narrow riverside lots, mostly developed, extend into the 100-year floodplain and floodway.

Statement - The neighborhood is a well established low density single family residential area. There is a moderate amount of buildable land mainly located in proximity to the Riverside School grounds. The neighborhood should continue to develop at low densities.

Policies:

1. The remaining buildable lands shall continue to develop at low densities.

2. The neighborhood shall be contained within an Established District.

### **Leigh Later Neighborhood**

Location - the neighborhood is located from “J” Street south to the Leigh Lateral and Riverside School, and from east to Portola Drive east to Gladiola Drive.

Discussion - this small neighborhood is mainly undeveloped, and with frontage on the “N” Street arterial and potential access to park facilities at Portola and Riverside, the area offers excellent moderate to high density development opportunity. A local collector street will be required connecting new development with several entries at “N” Street, running parallel to Leigh Lateral, connecting to Portola Drive via \_\_\_\_\_. Existing and planned services are adequate to serve moderate to high densities.

Statement - the neighborhood is mainly undeveloped with moderate to high density potential, provided an internal local street is constructed and services are extended.

Policies:

1. The neighborhood shall be developed at moderate to High densities.
2. The neighborhood shall be contained within a developing District.
3. Development at moderate to high densities shall provide land for park use.

### **13.9.6 South Area Residential**

Location - the South Area of the Urban Growth Boundary is all that portion of the boundary area located south of the Rogue River.

Discussion - the South Area contains two-thirds of the urbanizing area, but only 10% of 1982 city limits. Sewer service is spread virtually throughout the entire urbanizing area.

Municipal water service at fire flow levels, however, is limited to the city limits portion of the South Area. A major 30" water main is proposed to cross the river; water main extension throughout the urbanizing area, together with reservoirs and pump stations, will be required for full urban level development. Interim residential development on wells may be supported by the aquifer up to 4 dwelling units per acre.

The South Area is well served at present densities by a basic street network developed to rural standards. Roadways designated arterials and collectors will generally require additional right-of-way and further development. Additional local and local collector roadways are required; a third and fourth bridge are required.

The South Area contains two regional parks (Schroeder and Riverside), but is lacking in neighborhood and district park facilities. Good opportunity exists in the Redwood and Harbeck

Subareas for park development, while the Fruitdale Subarea is more severely impacted.

The South Area contains 3 residential subareas and 14 neighborhoods; 4 commercial subareas, and 2 industrial subareas.

Statement - The South Area, while containing some pockets of urban level development, contains the majority of developable lands within the Boundary, and will require the greatest extension of urban services. It is appropriate that certain levels of development proceed at interim levels of service provision, and that full services be required for full levels of urbanization.

### **13.9.7 Fruitdale Subarea**

Location - the Fruitdale Subarea is located from the Rogue River south to the Boundary limits, and from Seventh Street and Harbeck Road east to the boundary limits.

Discussion - The predominant housing type is single family detached (-----%), of which -----% are mobile homes. Housing ranges from large lots along the Rogue River, to smaller, older development adjacent to Riverside Park, to newer single family subdivisions and rural level development south of Fruitdale Drive, to very large undeveloped lots south of and above the Highline Canal.

Sewer mains are extended throughout the area up to the Highline Canal, although water service is limited. The 30" main river crossing is scheduled to be installed in the fall of 1982.

The basic roadway network is in place, with the Third Bridge and approaches, the Cloverlawn arterial extension, the GI Lane collector extension and the Haviland River local collector extension proposed. Development within the existing "superblock" network is appropriately served by a series of local collectors and cul-de-sacs so designed not to become major through streets, such as the Axtell Drive complex in the Fruitdale Drive Neighborhood.

The area is served only by Riverside Park, a regional park located in the northwestern corner of the subarea. Fruitdale School has limited park potential. The subarea needs 20 acres of neighborhood and district park space now, and will need an additional 24 acres by the year 2000. The use of limited access parks in PUD's, and development of a greenway system will help alleviate park needs in the developing areas, while some major park acquisitions are required for the presently impacted neighborhoods.

Intrusion of the 100-year floodplain and the floodway into the riverside neighborhoods is limited by the higher riverbanks, with Riverside Park occupying most of the subarea's floodplain.

Further expansion of the Urban Growth Boundary to the south and southeast is limited by topography and the cost of service provision, with the possible exception of the Crestview Loop area.

Statement - The Fruitdale subarea is a mix of old and new development, and contains 287 acres of buildable lands, -----% of the Boundary total. The subarea should develop at low, moderate and high densities.

Policies:

1. The Fruitdale Subarea shall continue to develop at low, moderate and high densities as follows:
  - a. Low densities in the urbanizing area south of Fruitdale Drive.
  - B. Moderate densities between Fruitdale Drive and East Park Street.
  - C. High densities adjacent or nearby existing or proposed commercial, where facilities permit.
2. The Subarea shall contain Developing and Established Districts - Map A, and Developing, Established and Redeveloping Districts - Map B.
3. Development in park-impacted areas shall provide lands for park use.

**Riverside Park Neighborhood**

Location - the neighborhood is located from the Rogue River south to Rogue River Highway, and from Parkdale Drive west to Seventh Street.

Discussion - Predominantly an older neighborhood, and containing Riverside Park, single family detached housing predominates (95%). Although many residential structures are old, there is only one substandard structure. The neighborhood contains only 2% of the Subarea's buildable lands. The 100-year floodplain and floodway intrude into the neighborhood. The west end of the neighborhood borders on the Redwood Interchange commercial Subarea. The proposed Third Bridge route will bisect the neighborhood, physically dividing it, and having a noise impact potential. Local streets within the neighborhood are mostly substandard. Riverside Park (26 acres) and Baker Park boat ramp (2.3 acres) provide adequate park space.

Statement - It is appropriate that portions of the neighborhood gradually redevelop to a higher density.

Policies:

1. The neighborhood shall continue to develop at low densities, and shall redevelop to a moderate and high densities below East Park Street.
2. The neighborhood shall contain Redeveloping (west end) and Established Districts.
3. The neighborhood has ample park and open space.
4. The Third Bridge crossing approach shall buffer noise impacts upon the neighborhood.

**East Park Street Neighborhood**

Location - the neighborhood is located from Rogue River south to Commercial uses along Rogue River Highway, and from Parkdale Drive east to Riverside Drive.

Discussion - the neighborhood contains larger, older homes along the river, and a mix of older and

more recent development south of East Park Street. 72% of the residences are single family detached, and of these, 64% are mobile homes. There are no substandard structures. The neighborhood contains 36 acres of buildable lands (13% of the Fruitdale Subarea total). Most of it contiguous. The 100-year floodplain and floodway intrudes moderately into that portion of the neighborhood lying north of East Park Street.

Statement - It is appropriate that the neighborhood contain a mix of densities, with care taken to protect established areas.

Policies:

1. The neighborhood shall develop at low to moderate densities, as follows (Map A):
  - a. Low density for that portion adjoining the floodplain.
  - b. Moderate densities for the remaining buildable lands.
2. The neighborhood shall contain Established and Developing Districts.
3. Moderate and high density development shall provide lands for park use.

### **Fruitdale School Neighborhood**

Location - the neighborhood is located from Rogue River Highway south to Fruitdale Drive, and from Maple Lane east to the Boundary limit.

Discussion - the neighborhood is predominantly single family detached (94%), older developments on large rural lots, with a few more recent low density subdivisions, and contains 31 acres of buildable lands (11% of the Fruitdale subarea). Development is quite mixed, adequate served at present densities by a basic street network needing some right-of-way expansion and development to serve at full urban levels. Sewer is adequate; no fire flow water is extended. There are no parks, and Fruitdale School park use is limited. Fruitdale Creek runs through the neighborhood and will be impacted by the Cloverlawn Drive extension.

Statement - It is appropriate that the neighborhood develop at moderate to high densities.

Policies:

1. The neighborhood shall develop at moderate - Map A, and moderate to high - Map B, densities.
2. The neighborhood shall contain Established and Developing Districts.
3. Development to moderate and moderate to high densities shall contain lands for park use.
4. Fruitdale Creek shall be developed as a greenway.

### **Fruitdale Drive Neighborhood**

Location - the neighborhood is located from Fruitdale Drive south to the Highline Canal, and from Harbeck Road east to the Boundary limit. Gently rolling, this neighborhood contains 123 acres of buildable lands (43% of the Fruitdale Subarea total), and contains most of the new subdivision

activity, developed at county standards (10,000 S.F. lots on wells). Single family detached structures predominate (----%), of which ----% are mobile homes.

Sewer is adequate with 8" and 10" mains. Municipal water is not extended to the neighborhood; the aquifer potential is 1 to 3 dwelling units an acre. Minerals and salts are intruding into existing wells in the southeast corner of the neighborhood, and the intrusion is moving north and west. The Hilltop area is on a knoll and will require a pump station for water services.

The neighborhood is adequately served at present densities by a basic street system developed to rural standards. Additional right-of-way and further development will be required to serve full urban levels.

There are no parks serving the neighborhood, although the Gravity Canal, the Highline Canal, and Fruitdale Creek have greenway potential. Fruitdale Creek will be impacted by the Cloverlawn Drive extension.

The neighborhood contains slope hazards in the Hilltop and Canyon Drive areas.

Statement - It is appropriate that the neighborhood develop at predominantly low to moderate densities.

Policies:

1. The neighborhood shall develop at low to moderate - Map A, and low, moderate and high - Map B densities as follows:
  - a. Moderate densities southerly of the Hilltop area - Map A
  - b. Moderate to high densities southerly of the hilltop area - Map B
  - c. Low densities throughout the remaining areas of the neighborhood.
2. The neighborhood shall contain Established and Developing Districts.
3. Development to moderate and moderate to high densities shall contain lands for park use.
4. Fruitdale Creek shall be developed as a greenway.
5. The Highline and Gravity Canals shall be explored for greenway use.
6. The city and county shall provide three neighborhood parks distributed evenly through the neighborhood, and located near or adjacent to the proposed greenway system.
7. The portion of the neighborhood located in the slope hazard area shall be required to meet the Slope Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize soil disturbance.

### **Cloverlawn Drive Neighborhood**

Location - The neighborhood is located south of the Highline Canal.

Discussion - Containing only 30 single family residences, the neighborhood is composed of large lot rural residential, pasture land and wood lots. Almost all the neighborhood is in a slope hazard area,

and is in water service zone #2. There is no existing sewer service, and only Cloverlawn Drive and Hamilton Drive cross the area, with no local streets.

Statement - It is appropriate that the neighborhood develop to low densities.

Policies:

1. The neighborhood shall develop at low densities.
2. The neighborhood shall be in a Developing District.
3. Fruitdale Creek shall be developed as a greenway.
4. The use of the Highline Canal as a greenway shall be explored.
5. The portion of the neighborhood located in the Slope Hazard area shall be required to meet the Slope Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize soil disturbance.

### **13.9.7 Harbeck Subarea**

Location - the Harbeck Subarea is located from the Rogue River south along the Williams Highway to the Boundary limit, and from Allen Creek Road east to Harbeck Road and 7th Street.

Discussion - the Subarea includes most of the portion of the 1982 city limits south of the Rogue, extending along the Williams Highway as the “panhandle” of the Boundary area, and surrounds the Redwood Interchange commercial Subarea, including the Fairgrounds and Redwood Plaza. The Subarea contains 295 acres of buildable lands, ----% of the total Boundary. Over 96% of the Subarea’s housing is in single family detached structures, of which 12% are mobile homes.

Sewer is extended throughout the subarea, fully covering the West Park Street neighborhood, but limited to Williams highway and other major streets along the panhandle. Municipal water service is not extended, except to the area within city limits. All of the Subarea is in water service Zone 1, except the southerly half of the panhandle, which is in Zone 2.

The major arterial roadways are in place, although several arterial, collectors and local collectors are proposed for which there is now no right of way.

The area is served by Tussing Park, the Fairgrounds, Allendale and South Middle Schools, and the Grants Pass Golf Club, and has ample park space.

The 100-year floodplain and floodway makes a major intrusion at the north end of the Subarea, while the eastern section of the panhandle contains slope hazard lands.

Further expansion of the boundary to the east and west is limited by topography, except for the Allen Creek area, the only active portion of the Redwood Sewer District not within the Boundary.

The Subarea contains Allen Creek, a major natural resource, forming the eastern bounds of

Allendale Elementary School.

Statement - The Harbeck Subarea is a mix of old and new development, and contains 295 acres of buildable lands, -----% of the Boundary total. The subarea should develop at moderate and high densities where adjacent to intensive commercial uses, and at low densities elsewhere.

Policies:

1. The Harbeck Subarea shall continue to develop at low, moderate and high densities as follows:
  - A. Low densities in the Williams Highway area.
  - B. Moderate to high densities adjacent to the major commercial centers of the Redwood Interchange Commercial Subarea and at intersections of arterial and collector streets.
2. The subarea shall contain Established, Developing, and Redeveloping Districts.
3. Allen Creek shall be developed as a greenway.
4. Allendale and South Middle Schools shall be further developed as school parks.

### **West Park Street Neighborhood**

Locations - the neighborhood is located from the Rogue River south to the Redwood Highway, and from the furthest extension of West Park Street east to 6th Street.

Discussion - Predominantly an older neighborhood, containing Tussing Park and adjoining the County Fairgrounds, and containing 19 acres of buildable lands (6% of the subarea total). Structure conditions are fair to good. The 100-year floodplain intrudes to West Park Street, while the floodway is confined by the high river bank. The eastern and southern edges of the neighborhood border on major commercial areas, while the western edge and extension borders the county Fairgrounds. Sewer is extended throughout, while fireflow water is extended only along an 8" line in West Park Street, with adequate 1" to 2" lines serving areas adjacent to the city limits. The neighborhood is adequately served with streets for present densities.

Statement - It is appropriate that the neighborhood develop and redevelop at moderate to high densities.

Policies:

1. The neighborhood shall develop at moderate to high densities.
2. The neighborhood shall contain Established, Developing and Redeveloping Districts.
3. The neighborhood has ample open space.
4. Development along the Rogue River frontage shall provide for a greenway connecting Riverside Park, Tussing Park and the Fairgrounds.

### **West Harbeck Road Neighborhood**

Location - From South Union Avenue south to West Harbeck Road, and from Allen Creek Road east

to Harbeck Road.

Discussion - A newly developing neighborhood, containing early low density subdivisions off West Harbeck Road, with large lot holdings to the north and east committed to higher densities, and bordering on the Redwood Interchange Commercial Subarea to the north. Framed by South Union and West Harbeck and bisected by Williams Highway, the area is generally well served by arterial and collectors, but will require arterial and collector extensions for which there is now no existing right-of-way. The area is sewered along major roadways; municipal water is not extended, although major commitments have been made. Allen Creek runs through the western edge of the neighborhood, and south Middle School is located on the eastern edge.

Statement - It is appropriate that the neighborhood develop at moderate to high densities, excepting those portions already developed at low densities.

Policies:

1. The neighborhood shall develop at low to high densities, as follows:
  - a. Low densities in areas of recent, low density development.
  - b. High densities in remaining, buildable lands adjacent to or nearby major commercial uses, and served by an arterial or collector street.
2. The neighborhood shall contain Established and Developing Districts.
3. Allen Creek shall be developed as a greenway.

### **Williams Highway Neighborhood**

Location - The neighborhood is located from West Harbeck road south along Williams highway to the Boundary limit, containing the Boundary “panhandle.”

Discussion - Predominantly a large-lot rural residential, pasture and woodlot neighborhood, with urban level development proceeding in scattered subdivisions. The neighborhood contains ----- acres of buildable lands, representing -----% of the Harbeck Subarea and -----% of the entire Boundary area. Sewer extends out Williams Highway, then parallels the highway to the west in a future local collector right-of-way. Municipal water is not extended. Served by the Williams Highway arterial, recently fully developed by the State, the neighborhood will require parallel local collectors with several points of highway entry. The neighborhood contains Allendale Elementary School, Allen Creek, the Grants Pass Golf Club, and borders Cathedral Hills Park (BLM).

The neighborhood includes slope hazard lands along its easterly edge, and half of the neighborhood is within water service Zone 2.

Statement - It is appropriate that the neighborhood develop to low densities throughout.

Policies:

1. The neighborhood shall develop to low densities throughout, except properties located at nodes to

arterial and collector streets shall develop at moderate to high densities, including designations which also permit professional offices.

2. The neighborhood shall contain Established and Developing districts.

3. Allen Creek shall be developed as a greenway, and a neighborhood or district park shall be developed adjoining Allendale School.

4. The use of the South Highline Canal as a greenway shall be explored.

5. The portion of the neighborhood located in the Slope Hazard area shall be required to meet the Slope Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize soil disturbance.

### **13.9.9 Redwood Subarea**

Location - the Redwood Subarea is located from the Rogue River south to the boundary limit, and from Allen Creek Road and the County Fairgrounds west to the Boundary limit.

Discussion - the Redwood Subarea includes 500 acres of buildable lands, by far the most buildable lands of any subarea, representing -----% of the total. Formerly zoned to rural densities with 2.5 and 5 acre lot minimums, the Subarea is almost all large-lot rural development, with a scattering of mobile home courts and rural subdivisions, and with fairly intensive heavy commercial and light industrial development adjacent, between Redwood Avenue and the Redwood highway. All of the Subarea's housing is single family detached, and 67% is in mobile homes.

Sewer is extended throughout the Subarea, with the exception of the Schutzwahl Lane neighborhood, although the capacity of certain lateral sewer mains is limited from 9 to 15 persons per acre (4 to 6 dwelling units per acre at 2.42 persons per household). No municipal water is extended, and the aquifer is deemed adequate to serve from 1 to 4 dwellings per acre.

The major arterial and collector roadways are in place, although several will require additional right-of-way and development to serve at full urban levels. The existing streets form "superblocks", ideally suited to serve as the arterial-collector network, with local collectors serving the "superblock" interior, reducing through-traffic in residential areas. Several collectors and local collectors are proposed for which there is now no right-of-way, including the Fourth Bridge approach.

The area's park needs are served by Schroeder Park, the Redwood Elementary School, and the Rogue Community College only, with District #7 holding 38 acres of undeveloped land at the western edge of the Boundary.

The 100-year floodplain and floodway are held in by the higher south bank and the river's direction of curvature, unlike the condition of the opposite shore. Schroeder Park occupies from one-fourth to one-third of the floodplain area in the subarea.

Further expansion of the Boundary to the west and south is quite favorable, with those lands within the Redwood Sewer District Phase II area most favored. The area surrounding the Rogue community

College may have to be included in the Boundary prior to a general need for residential lands, in order to serve the college's needs.

Policies:

1. The Redwood Subarea shall develop at low to moderate - Map A, and low, moderate and high - Map B, densities as follows:

Map A

A. Moderate densities in the Redwood Highway neighborhood.

B. Low density elsewhere.

Map B

A. Low to high densities in the Redwood Circle neighborhood.

B. moderate to high densities in the Redwood Highway neighborhood.

C. Low to moderate densities in the Leonard Road neighborhood.

2. The Subarea shall contain an Established and Developing District.

3. The city and county shall provide neighborhood and district parks, adjoining school sites where possible.

### **Redwood Circle Neighborhood**

Location - the neighborhood is located from the Rogue River south to Redwood Avenue, and from the Fairgrounds west to Leonard Road.

Discussion - the neighborhood is developed with large lot subdivisions, and contains 41 acres of buildable lands representing 8% of the Subarea total; however, much of these "buildable lands" are portions of already developed lots along the river capable of further development, are not likely to be used in the planning period. The housing is all single family detached, with one mobile home park adjoining Leonard Road. Due to the high bank, the floodway and 100-year flood plain are almost coterminous along the river. The southern edge of the neighborhood borders on the mixed heavy commercial and light industrial uses of the Redwood I Business Park subarea, while the eastern edge borders the Fairgrounds. Sewer is extended throughout, while municipal water is not extended. The neighborhood is adequately served with streets for present densities.

Statement - It is appropriate that the neighborhood continue to develop at low densities.

Policies:

1. The neighborhood shall develop at low densities.

2. The neighborhood shall be contained within an Established District.

3. The neighborhood has ample open space.

### **Leonard Road Neighborhood**

Location - The neighborhood is located from the Rogue River south to Redwood Avenue, and from Leonard Road west to the Boundary limit.

Discussion - The largest are of contiguous undeveloped land in the Boundary, the neighborhood contains 347 acres of buildable lands, representing 69% of the Subarea total, and \_\_\_% of the Boundary total. All existing residences are single family detached, with only 4% mobile homes. The 100-year floodplain intrudes along the bend in the river, but only moderately. The area is served by sewer in all existing major roadways, with gravity flow to the main truck line that parallels the river near the edge of the floodplain. The densities served by the present lateral mains, however, are limited to 4 to 6 dwelling units per acre at the lowest projected household size, and higher than low density development may require parallel sewer lines. Municipal water is not extended, and the capacity of the aquifer is estimated at 1 to 4 dwellings per acre. The collector / arterial roadway network is in, forming “superblocks” that should be served by local collectors so placed to avoid through traffic. Additional right-of-way and street development will be required.

Statement - It is appropriate that the area develop at low densities - Map A, and low, moderate and high densities - Map B.

Policies:

1. The neighborhood shall develop at low densities - Map A, moderate to high densities along Redwood Avenue and Willow Lane, and low densities elsewhere - Map B.
2. The neighborhood shall be within a Developing district.
3. Moderate and high density development shall provide lands for park use.
4. The city and county shall provide two neighborhood parks within the neighborhood, at least one of which shall be developed as a school park.
5. Greenways shall be encouraged within superblocks, leading to park and open space, and/or commercial uses.
6. The portion of the neighborhood located in the 100 year flood plain shall be considered a hazardous development area. Development in this area shall be required to meet the Flood Hazard development standards of the Development code, and shall be encouraged to utilize cluster development, create open spaces and minimize impervious surfaces.

### **Redwood Highway Neighborhood**

Location - the neighborhood is located from Redwood Avenue south to Redwood Highway, and from Dowell Road west to the Boundary limits.

Discussion - The neighborhood contains 71 acres of buildable lands (14% of the Subarea total). All residences are single family detached, with 94% being mobile homes. Sewer is extended along all arterial, collectors and subdivision streets. Capacity of the lateral mains is limited to 4 to 6 dwelling units per acre, and higher densities may require parallel mains. Municipal water is not extended, and the aquifer capacity is estimated at 1 to 4 dwelling units per acre. The collector / arterial roadways form “superblocks” that should be served by local collectors so placed to avoid through traffic. Additional right-of-way and street development will be required.

Statement - It is appropriate that the area develop at low to moderate densities - Map A, moderate to high densities - Map B.

Policies:

1. The neighborhood shall develop at low to moderate densities - Map A, moderate to high densities along the Redwood Highway and high densities along Willow Lane - Map B.
2. The neighborhood shall be within a Developing district.
3. Moderate and high density development shall provide lands for park use.
4. The city and county shall provide the neighborhood with a neighborhood park.
5. Greenways shall be encouraged within superblocks leading to park and open space, and/or commercial uses.

### **College Heights Neighborhood**

Location - this neighborhood is located in and around the Rogue Community College at the southwest Boundary corner.

Discussion - As small as it is, the neighborhood contains 20 acres of developable lands, 4% of the subarea total. The college is served by a sewer extension of the Redwood system. Municipal water is not extended, and the aquifer capacity is estimated at 1 to 4 dwelling units per acre. The college is directly served by a Redwood Highway exit, while the surrounding area is served by the Darnielle Lane intersection.

Statement - The neighborhood should be developed at moderate - Map A, and moderate to high - Map B, densities to serve the Community College needs. The boundary may need expansion to serve the immediate needs of this neighborhood prior to the need to provide sufficient counts in the market place for residential lands on a Boundary-wide basis.

Policies:

1. The neighborhood shall be developed at moderate - Map A, and moderate to high - Map B densities.
2. The neighborhood shall contain an Established and Developing District.
3. The neighborhood has sufficient park space.

### **Schutzwahl Lane Neighborhood**

Location - the neighborhood is located among the higher elevations, south of the Redwood highway and Gravity Canal, and from Allen Creek road west to Dowell Road.

Discussion - the neighborhood contains only 11 single family residences, large lot homes, and 21 developable acres (4% of the subarea total). The area is not sewered, nor is municipal water extended. The neighborhood is served by private drives, and a local collector and local streets will be required for full development. Almost all the neighborhood is within the slope hazard area.

Statement - It is appropriate that the neighborhood develop at low densities - Map A and Moderate densities - Map B.

Policies:

1. The neighborhood shall continue to develop at low densities - Map B and develop at moderate densities - Map A.
2. The neighborhood shall be within a Developing District.
3. The portion of the neighborhood located in the Slope Hazard area shall be required to meet the Slope Hazard development standards of the Development Code, and shall be encouraged to utilize cluster development, create open spaces and minimize soil disturbance.

### **13.9.10 North Area Commercial**

There are five commercial Subareas of the North Area: the North and South Downtown, the North City (6th and 7th Street couplet at the City's north freeway exit), East Grants Pass ("E" and "F" Street Couplet and Redwood spur at the city's south freeway exit), and West City (out "G" Street). These subareas are briefly characterized below.

North City - the Subarea extends from the freeway south along the 6th and 7th Street couplet to Evelyn Avenue. Rapidly developing over the latter part of the 1970's due to the presence of the city's northern freeway exit, this subarea is very auto oriented in its development: motels, drive-in fast food and restaurants, automobile sales and service and the K-Mart plaza. In order to meet the estimated 40.5 acre demand for additional commercial lands in the next 20 years, either some portion of the Caveman Industrial Park must be made available for commercial use, or the residential areas paralleling this strip development intruded upon.

Downtown - The Downtown Subarea roughly parallels the 6th and 7th Street couplet, broadening to include 4th through 5th streets, and extending from Evelyn Avenue south to "J" Street, and may split into North downtown (above the southern Pacific tracks) and south Downtown (below the tracks). The north Downtown is dominated by public uses (County Courthouse, City Municipal Building, Public Library, Post Office) and their attendant professional office satellites, while the upper portion of the south Downtown is the true "city core," with multi-story buildings on the city's historic inventory. Much private reinvestment has taken place within the Downtown, which remains a healthy and economically viable retail and professional center. To accommodate the projected 47 acre demand for commercial space, it is proposed to expand the high-rise core area south along the 6th and 7th Street couplet, from 5th to 8th Streets, as far as "M" Street.

East Grants Pass - This subarea extends along the "E" and "F" Street couplet and the Redwood Spur, from Ninth Street east to the city's southern freeway exit. The subarea contains the Grants Pass Shopping Center (including 6 to 10 vacant acres for Center expansion), and has only in the early 80's shown signs of the development potential of the North City Subarea. With both light and heavy industrial areas to the south, bordering portions of "F" Street and the Redwood spur, the projected

commercial demand of 87 acres will require conversion of vacant lands from industrial zoning..

West City - This subarea encompasses the light industrial / heavy commercial area along the southern Pacific tracks west of Downtown, and extends along “G” Street to the Boundary limit. The subarea projected commercial demand is 11 acres, focused upon the commercial “nodes” at “G” Street and Lincoln, and at Lincoln and Bridge Streets (Map B), or split between this area and the light industrial area (Map B).

### **13.9.11 South Area Commercial**

There are four commercial subareas of the South Area: Harbeck-Fruitdale, Redwood Interchange, Redwood Highway, and Williams Highway. These Subareas are briefly characterized below.

Harbeck-Fruitdale - This subarea is a “strip” development along the Rogue River Highway, extending from the Redwood Interchange west to the Boundary limit. Expansion of the Highway, the presence of a high shelf falling away to the river at the north-westerly end of the subarea, the encroachment of residential lands and the change in travel patterns brought about by the I-5 Freeway all limit future commercial development in this area. Projected commercial demand is 16 acres.

Redwood Interchange. - This subarea includes the 6th and 7th Street couplet below the bridges, and all that “triangle” of commercial lands to the south between Harbeck Road, Williams Highway and the Redwood Highway. The subarea will be accessed by both the third and fourth bridges, and will become the primary commercial center south of the Rogue River. Projected commercial demand is 96 acres, the highest of any single commercial subarea.

Redwood Highway - This subarea includes existing strip development along the Redwood Highway and Redwood Avenue from Allen Creek Road to Leonard Road, and “Node” development proposed for the Redwood Highway and Redwood Avenue west to the boundary limit. Some 27 acres of commercial demand is projected, with very high land area ratios utilized to account for the mixed use zone proposed for the Redwood highway - Redwood Avenue area.

Williams Highway - This subarea is composed of a commercial “node” at the intersection of Williams Highway and New Hope Road. Projected commercial demand is 7 acres.

### **13.9.12 North Area Industrial**

There are six industrial subareas of the North Area: North City I and II, West City, East City I - III, and one industrial subarea inventoried and not included in the 1979 boundary, East City IV.

North City I - The subarea is a “strip zone” paralleling the I-5 freeway north and west of the 1982 city limits, extending from Hawthorne north and west to the boundary limit. Zoned light industrial and industrial park, more than one-half of the subarea is vacant or underutilized. Full serviced land is

limited.

North City II - the subarea is also a “strip zone”, at the north of the city paralleling 6th Street, extending from the freeway interchange south to Loughridge Avenue. The subarea is within the city limits, zoned light industrial and industrial park, is fully serviced, and over half the land is vacant. The future land need of the North City Commercial Subarea may require mixed use of this subarea.

West City - the subarea parallels the Southern Pacific tracks, lying mostly to the north of the tracks, and extending from 3rd Street west beyond Grant Street into a steep sloping, underdeveloped area. Zoned primarily heavy industrial, the subarea has actually developed as a light industrial-heavy commercial mixed use. Some parcels have rail access. The subarea is 40% vacant, but most vacant land occurs in the western portion of the subarea, which is sloping and undeveloped, and proposed for conversion to residential uses.

East City I - the subarea includes all light industrial lands within the city limits and east of 7th Street. Acting as a buffer between the heavy industrial and residential and commercial land uses, the subarea is fully serviced, but contains no vacant or underutilized lands. The subarea is located from “F” Street and the Redwood Spur south to “M” and “N” Streets, and from the light industrial lands east to the 1982 city limits.

East City II - This subarea contains the city’s prime blocks of heavy industrial lands, almost all fully serviced, much with excellent rail access, and accessed by the Redwood Highway Spur, convenient to the City’s southern freeway exit. Some conversion to commercial uses along “F” Street and the Redwood Spur may be required to meet demand in the East Grants Pass commercial subarea. 37% of the subarea is under utilized or vacant, but much of the under-utilized land is being held for future expansion by existing enterprises.

East City III - the subarea includes those lands outside the 1982 city limits and inside the 1979 Urban Growth Boundary, extending from the Redwood Spur and I-5 freeway south to “N” Street and Portola Drive. Zoned heavy industrial at the center, with industrial park and light industrial designations at the fringes, the subarea has good rail access, and potential for further rail access, and the greatest amount of vacant and under-utilized land (60% - nearly 200 acres). There is sewer extension along Agness Avenue, otherwise little other service extension in the subarea. There is a high degree of heavy industrial commitment, mostly older mills.

East City IV - the subarea is located outside the 1979 Boundary, between the I-5 freeway and Rogue River, east of the 1979 Boundary to the Tokay Canal. 1982 zoning included heavy industrial, and rural residential, with no service extensions.

### **13.9.13 South Area Industrial**

There are two industrial subareas of the South Area: Redwood I and II. These subareas are briefly characterized below.

Redwood I - The subarea is located in the “Redwood Triangle” area between and adjoining Redwood Avenue and the Redwood Highway, and from their intersection west to Dowell Road. This area is also included in the Redwood Highway commercial subarea. The subarea has only 1% of its vacant lands in an industrial land use designation, while 53% of its acreage is vacant or underutilized. However, the vacant acreage would be just as suitable for either commercial, heavy commercial or light industrial uses.

Redwood II - the subarea is located south of the Redwood Highway, southerly to the South Highline Canal, and adjoins Allen Creek road, extending west to Dowell Road. Out of the 157 vacant or underutilized acres with “industrial potential,” some 50 to 75 acres are sloping, and/or committed to expensive homes on large lots. Although representing a significant Industrial Park potential, this area may be the least committed to industrial use of all the inventory areas.

### **13.10 Downtown Plan**

As part of the Urban Growth Plan effort, a more detailed analysis of the Downtown, or central business district, was accomplished (see Section 13.5 for full discussion). A Downtown Program was reviewed, discussed, amended and adopted. The following material is based upon the adopted Downtown Program, and the analysis leading to the program. (*Downtown Improvement Program, Section 2 of Technical Memoranda, Urban Growth Plan; Goebel-Ragland, Architects, Lord and Associates, Economists and Transportation Planning and Management, Engineers; March 1981.*)

#### **13.10.1 Existing Conditions**

The City of Grants Pass has inventoried commercial land use through the Urban Growth Boundary area and this information was transferred to a 1"=200' base and analyzed in three major categories. The first, retail commercial; the second, office commercial; and the third, auto-oriented commercial.

#### **Land Uses**

The Downtown area was analyzed from Evelyn Street to the Rogue River in the corridor extending from approximately 3rd Street to 9th Street. The area is composed of several sets of subareas. (See Map 13.10.1). The retail core represents the heart of the downtown area with the key intersection at the corner of 6th and “G.” The retail core expands in an east-west direction from 4th to approximately 8th Street. Within the retail core, a sub-district of older historical buildings is found along the south side of “G” Street extending in an east-west direction. There has been recent activity in the preservation and rehabilitation of many of the older buildings in Grants Pass in this historic area.

North of “A” Street, the land uses are primarily auto-oriented consisting of a mix of older motels, some new motels, and a number of office-type uses. In several cases new office buildings have been constructed along this strip but are auto-oriented in nature.

In the south downtown from approximately “J” Street to “M” Street the area is characterized by a mix of retail, office and auto-oriented uses surrounded by large amounts of off-street parking. The quality and condition of buildings in this area tends to be moderate to poor and would probably be subject to more intensive conversions as the downtown continues to grow in a southward direction.

South of “M” Street and just north of “M” between 6th and 8th a number of auto-oriented commercial and office uses are found. This area will probably see the intensification of these types of uses with replacement of older structures with new structures, and the use types remaining.

Presently going east from the downtown along the “E” and “F” couplet a number of auto-oriented and industrial oriented uses are found. The condition of structures in these areas is moderate to poor and this area will likely see the conversion to more intense auto-oriented uses.

Zoning Patterns - the Central Business District (CBD) of Grants Pass is in a C-6 or Central Commercial Zone. As the most dense and as a zone that requires no off-street parking, the Central Business District provides the “downtown” feeling that is characterized by central business districts. North of the central business district along the 6th-7th couplet, a zone of C-3 or limited commercial is designated. This zone is the most flexible of all zones allowing the greatest range of uses. This zone is also characterized by a mix of retail and office-type uses, primarily auto-oriented, with off-street parking required. “C” Street is currently the dividing line between the C-3 and the C-6 zones.

Extending along the “E” - “F” couplet going east and west from the downtown, again C-3 zones are found.

South of the downtown along the 6th-7th Street couplet, the zone changes to C-5 or what is called Thoroughfare Commercial. The C-5 zone is meant to be used primarily by businesses which depend upon through traffic and is not intended to serve the adjacent residential neighborhoods as the C-3 zone is. Along 6th Street south of the retail core a small section of C-3 is found which is a mix of retail and office uses supportive of both the downtown and the residential neighborhoods to the west.

Around the downtown core a number of high density residential districts are found (R-4). In the southeast portion of the Downtown area extending east are found R-3 and R-1-6 zones. To the west of the downtown area extending east are found R-3 and R-1-6 zones. To the west of the Downtown beyond the R-4 zones are found R-3 zones.

Conflict Analysis - An analysis of the comparison between the existing land use patterns with the zoning pattern reveals several important characteristics.

1. In the north area around the government buildings, uses tend to be office-type which is now primarily an R-4 zone. The draw of these office uses by the Government Center has extended those types of uses into the R-4 zones east and west of the 6th and 7th Street couplets. The retail core area in the northeast and southeast portions of that C-6 zone is not fully utilized. The character of development along 7th Avenue north of “G” and south of “H” Streets is primarily that of a C-3 zone.

2. The types of uses found south of the retail core between “J” and “L” Street, while zoned C-5, are more characteristic of the C-3 zone.

3. Generally speaking, residential land use patterns surrounding the downtown core are less intense than the current zoning designations. In some cases, this disparity has resulted in a deterioration of neighborhoods due to a lack of interest in investing money in single family structures in area with potential for multi-family housing. The market, however, has not yet responded in many of these older neighborhoods. In some areas, rehabilitation projects have begun to restore some of the older homes in deteriorated condition even in the face of the higher zone designation. (See Neighborhood Analysis, Sections 13.9.2 and 13.9.5).

4. With the exception of the areas around the Government Center and a small area in the southwest portion just outside the retail core, most areas other than the retail core are characterized by being underutilized, or over-zoned.

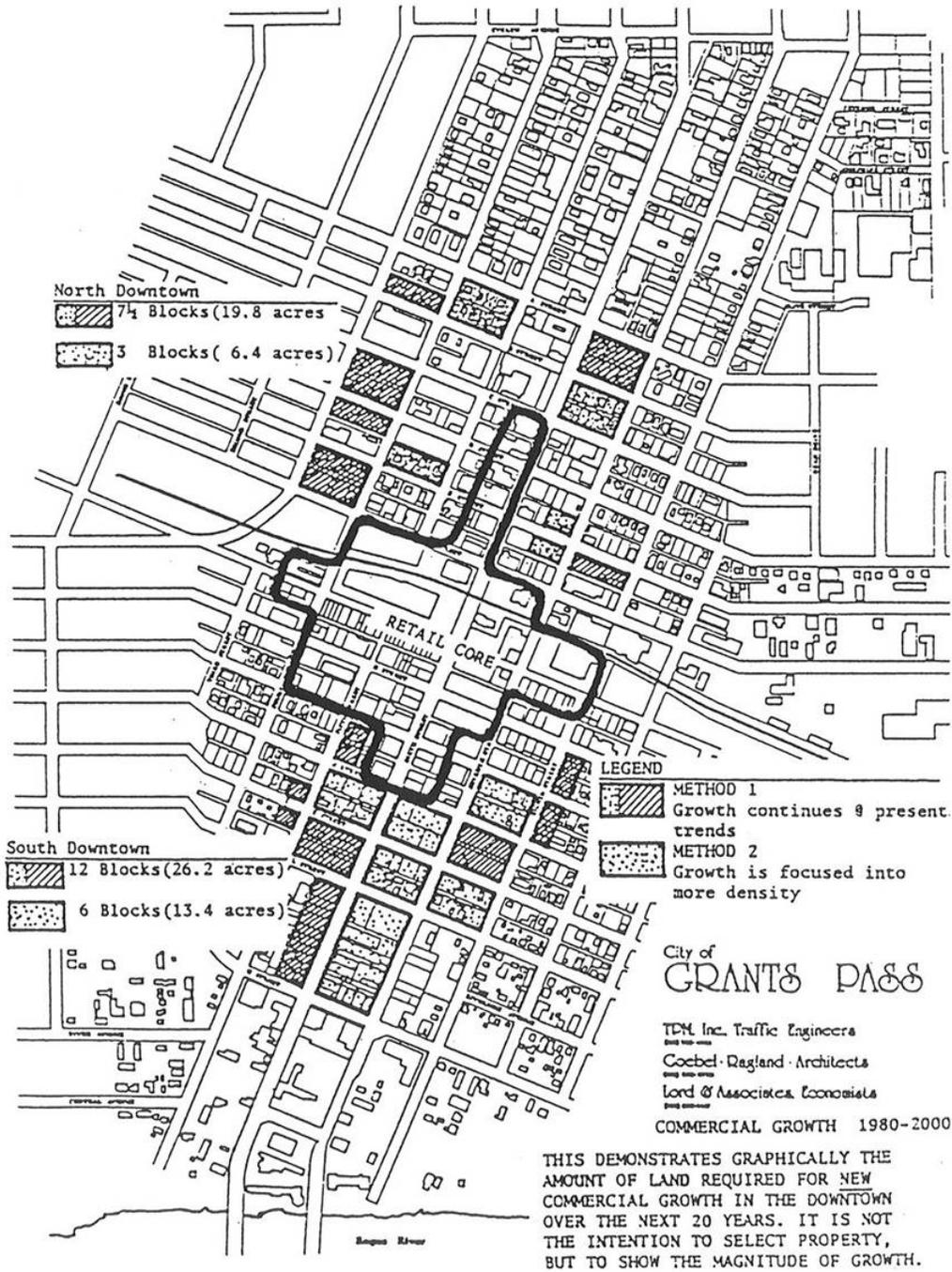
### **13.10.2 Commercial Space Needs 1980-2000**

Based on the Urban Growth Plan selected by the City Council and board of County Commissioners, the amount of commercial square footage projected for the Downtown has been developed. In a combination of retail and office growth, this projection approximates twelve blocks in the south Downtown area (south of the railroad tracks) and seven and one-half blocks in the north Downtown area. It must be noted that the actual blocks which undergo conversion over the twenty year period have not been selected, and this analysis is for graphic purposes only to demonstrate the amount of land area needed for commercial growth in the Downtown area. This growth has been assumed to take on the same kind of characteristic patterns that Grants Pass has experienced over the last few years, but with an increase in intensity of use (i.e. less land area per amount of building area) during the twenty year planning period. If land uses continue at an even more intense rate, the amount of land area required for commercial absorption would be thereby reduced. (See Map 13.10.2)

The projection for commercial growth is primarily in the south downtown area. In effect, the retail core will continue to expand along 6th and 7th Streets in a southerly direction. In the north Downtown area, the retail core would remain along the 6th Street in its present configuration. An expansion of office uses in the north Downtown area will mean a greater conversion of present close-in residential uses to offices, or the demolition of residential structures for more intense office development. A goal of this plan is to preserve those existing residential structures deemed to be of an historical quality for rehabilitation to office uses. Other residential structures with less architectural quality should be removed for more intensive development.



**Map 13.10.2  
Downtown Retail and Office Space Demand: 1980-2000**



### 13.10.3 Design Resources

Design resources are those features of the urban environment which humanize the environment, give it aliveness, and make it a more pleasant place in which to be. Amenities, natural and man-made, define an area as a special place, and tend to encourage human activity. Commercial activity not only provides for the exchange of goods and services, but also plays an important social function. The scale and concentration of buildings, street space, public spaces and pedestrian amenities are necessary to defining an area as a “special place.”

**Retail Core** - The retail core has a key geographical location in the community. It offers an experience not found elsewhere in the City of Grants Pass, nor will it be duplicated as the City continues to grow in the suburban areas. Its historical role as the center for trade and the center of the residential neighborhood surrounding the retail core is in a state of transition. This process is normal for downtowns, and if handled wisely, the Downtown will continue to serve as the major focal point of the community. Its proximity to the Rogue River and relative location to major residential neighborhoods can support its continued retail role. Private property owners and the public generally have a great investment in Downtown Grants Pass. The maintenance of its “physical plant” is imperative to the Downtown’s continued health.

**Office and Government area** - At the north end of the Downtown are located the majority of government and civic activities and related office developments supporting these activities. The City Municipal Building and Council Chambers, County Courthouse, Police and Sheriff Departments, Library and other public agencies contribute to this area and give it its own individual identity.

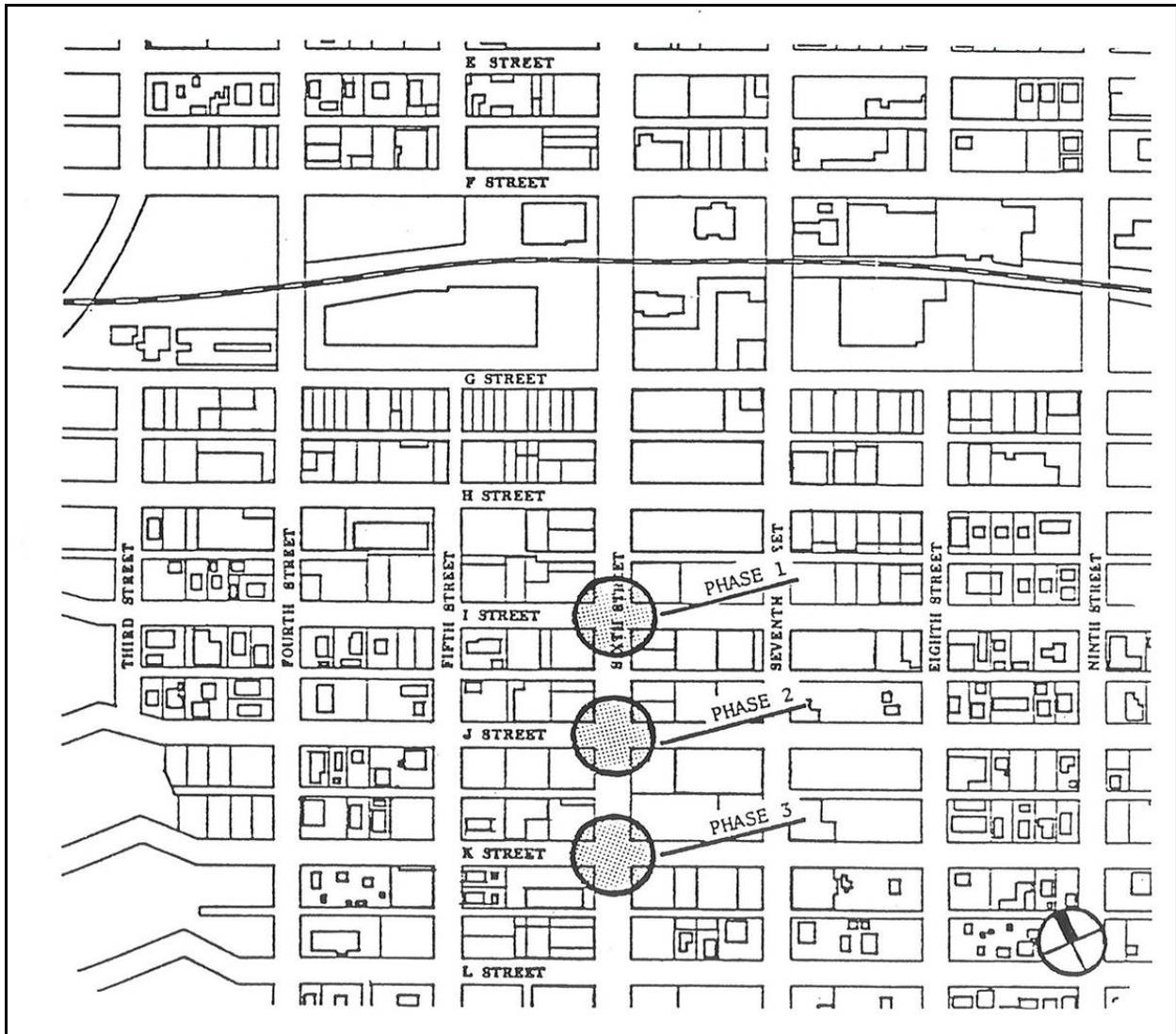
**Public Spaces** - the scale and concentration of buildings, street spaces, public spaces and pedestrian amenities are necessary to defining an area as a special place. The downtown is served by a major north-south couplet bisected by the railroad tracks, which has helped generate today’s downtown character. The retail core and primary commercial activity is located along 6th, with the east-west streets providing main linkages into the residential neighborhoods. The street space is a major design resource. The streets in the Downtown are of sufficient width to accommodate adequate landscaping and other amenities. This would further aid in the defining of the commercial area and at the same time reinforce its relationship to the surrounding residential neighborhoods. There are certain intersections which should be emphasized in the core area and are shown on Map 13.10.3 the provision of improvements in the public rights-of-way will reinforce the identity of the Downtown.

**Pedestrian amenities** - Pedestrian amenities are important design resources. Sidewalk areas, benches, fountains, places for litter, covered areas and awnings are amenities necessary to giving an area a “sense of place.” a small area in the retail core offers these kinds of resources. The east-west streets, and the streets north and south of the retail core should receive a continuation of the program begun several years ago by the City. A significant aspect of pedestrian amenities lies in landscaping in the public rights-of-way. Such improvements have a dramatic impact in downtowns, and the street tree program begun several years ago should also be continued.

**Historic Buildings** - an historical inventory was compiled, revealing many buildings in the Downtown to have historic character and quality, giving the entire area a feeling of scale and quality, and continuity with the past.

**Other Special Features** - Other important aspects of design resources in the downtown include such things as views to the surrounding hills, the quality of the light for pedestrians in the evening and at night, special features such as the “It’s the Climate” sign over 6th Street, as well as special signing in the downtown, etc.

**Map 13.10.3**  
**Key Core Intersections**



### 13.10.4 Downtown Parking Requirements

Parking Inventory - TPM, Inc. inventoried the number of parking spaces and their usage in 1980\*, including both off-street and on-street spaces.

Inventory of Parking Spaces, "A" Street to the River, 4th to 8th, 1980:

On Street Spaces:	1,096
Off-Street Spaces:	3,380
Total Spaces:	4,476

\*Specific boundaries for the downtown inventory were: 5th - 7th, A-D; 4th - 8th, E-I; 4th - 7th, J-K; and 5th - 7th, L to the River.

An analysis of usage of on and off-street spaces was done, using ranges of 0%-25%, 25%-50%, 50%-75%, and 75%-100%. The following summarizes the major findings from this analysis:

1. Around the retail core, the off-street parking spaces tend to be used to about 75% capacity. These are averages and do not take into consideration peak loading.
2. The parking generally reflects intensity of development downtown in that the area of the retail core where the parking areas are used to high capacities. In the areas south of the retail core and north of the retail core, there appears to be adequate parking to serve the mixed office and retail uses that occur at present.
3. Parking around the Government Center seems to be at capacity. This is due to the higher turnover in these lots for people visiting the City and County functions. There are other smaller areas of parking lots at 10% capacity; one just east of 7th on "F" Street and the other at the corner of "J" and 5th.
4. Associated with the office uses around the Government Center (on either side of 6th and 7th) the parking lots tend to be at 75% capacity, while some are at 50% capacity.
5. Between the office uses around the Government Center and the area by the railroad tracks, there is a band stretching east-to-west of parking lots that are underutilized.
6. There is another pocket of underutilized parking lots in the area between "J" and "K" Streets along 5th Street.
7. For the majority of the area in south downtown from the Safeway parking lot area going south and west around the retail area, parking lots tend to be at about 50% capacity.
8. At the south end of the downtown, north of the Rogue River (with the exception of the Riverside Motel) most of the off-street parking lots tend to be underutilized, at 25% capacity. This stretches north to approximately the area between "L" and "M" Streets.
9. On-street parking generally follows the same pattern of usage as does off-street lots. Highest in the retail core and office/government areas, lowest in the south Downtown.

Parking Requirements: 1980 - Parking spaces can be compared with the amount of floor space in the Downtown, to determine whether parking ratios are in keeping with general standards of parking to floor space in Downtown areas. Also, future parking spec. requirements can be estimated by relating that need to the projected growth in downtown floor space over the 20-year period from 1981-2000.

In addition to the retail, office and service space itemized in the 1980 commercial inventory, it is necessary to inventory the public and institutional space in government and non-profit buildings, which also influences the parking requirements of the downtown.

Retail Floor Space	710,714 s.f.
Office/Service Space	609,587 s.f.
Public & Institutional	262,834 s.f.
<b>Total Floor Space</b>	<b>1,583,135 s.f.</b>

A standard ratio of parking spaces to retail floor space would be one space for each 250 s.f. of retail space, for an area such as downtown Grants Pass. (There is generally less retail space per parking space in a suburban shopping center (200 s.f.) and a good deal more in a large city downtown.) A standard ratio for office/service and public/institutional space in the Grants Pass downtown is one parking space for each 500 s.f. Applying these standards, the number of downtown spaces required as of 1980 are:

Retail: 710,714 s.f. @ 250 s.f./space	2,843 spaces
Office/Service: 609,587 @ 500 s.f./space	1,219 spaces
Public / Institutional: 262,834 @ 500 s.f./space	526 spaces
Total Spaces Required:	4,588 spaces
Total Spaces Inventoried:	4,476 spaces
<b>Apparent Deficit in Parking Spaces</b>	<b>112 spaces</b>

The parking inventory did not count spaces north of “A” Street, west of 4th or east of 8th Streets, however. These areas are clearly used as parking for downtown purposes. In general, it appears that the amount of parking is therefore sufficient for the needs of users as of 1980.

An inventory of parking spaces and floor space for the downtown retail core was also made. It was confined to the areas from 4th to 8th, from the railroad tracks south to “J” Street.

Existing Parking Spaces: On-Street - 571 + Off-Street: 1,413 = Total 1,984

### Parking Requirements at the Standard Ratios

Retail: 407,758 s.f. @ 250 s.f./space	1,631 spaces
Office/Service: 92,895 @ 500 s.f./space	186 spaces
<b>Total Spaces Required</b>	<b>1,817 spaces</b>
Total Spaces Inventoried	1,984 spaces
<b>Apparent Surplus in Parking Spaces</b>	<b>167 spaces</b>

### Parking Demand: 1980 - 2000

Commercial space growth allocated to the downtown over the next twenty years is as follows:

	Retail Space	Finance / Service Space	Total
South Downtown	260,000 s.f.	270,000 s.f.	530,000 s.f.
North Downtown	85,000 s.f.	230,000 s.f.	386,000 s.f.
<b>Total Downtown</b>	<b>345,000 s.f.</b>	<b>500,000 s.f.</b>	<b>916,000 s.f.</b>

Parking Requirements at the Standard Ratios will be:

Retail: 345,000 s.f. @ 250 s.f. / space	1,380 spaces
Finance / Service: 500,000 s.f. @ 500 s.f. / space	1,000 spaces
<b>Total</b>	<b>2,380 spaces</b>

It should be noted that this projection does not account for growth in public and institutional space and its additional parking requirements for the Downtown area.

If the same level of parking that is now provided in the downtown is to be provided in the Year 2000, another 2,380 parking spaces will be needed to accommodate the projected growth in commercial space only. At a ratio of 320 s.f. per space, parking will require 761,600 s.f. or 17-1/2 acres total in the Downtown area for parking alone. This translates into over 11 downtown blocks of new surface parking. Obviously the downtown could not respond to that amount of parking. Several factors are likely to occur which will help mitigate this demand:

1. Greater amounts of higher density housing in and around the core will reduce the number of vehicles requiring downtown parking.
2. There will be more attention given to mass transit systems as the working population becomes more “office” oriented.
3. There will likely be more attention given to mass transit systems as the working population becomes more “office” oriented.
4. There will likely be a more favorable economic return in the operation of parking structures in the future, encouraging the construction of multi-level parking.
5. More people are buying smaller cars, which require less storage space.
6. As the City continues to grow the value of land increases, giving the incentive to maximize land usage. This means the ratio of land area to building area will decrease.

In the areas surrounding the retail core, the potential for six blocks of parking has been shown, assuming the less intensive area south of “L” Street will continue to provide its own off-street parking, thereby absorbing some of the demand projected. Additionally, the area around the government center will need to provide related off-street parking as required by the growth of government and related office functions.

### **13.10.5 Downtown Building Conditions**

During the fall of 1980, visual surveys were conducted in the Downtown recording the general character and condition of buildings. Properties were viewed from the outside only with basic considerations given to structural conditions and exterior finishes. The age of structures and type of construction were also taken into consideration. This survey was conducted by a licensed architect.

While a detailed survey on a building-by-building basis was not conducted, the following comments apply generally to buildings in the downtown area and will serve as a basis for future studies directed at building rehabilitation, new construction and historic preservation.

Downtown buildings can be divided into five categories of building types as shown in Table 13.10.4. The advantage of classifying a building by architectural type is to gain an understanding of its history, role in the Downtown and helping to determine appropriate ways to treat the building when it is rehabilitated.

**Table 13.10.4  
Downtown Building Types**

Type A: Historic	Buildings distinguished by consistent design from an architectural style or period of the past.
Type B: Defaced	A type of building partially converted or remodeled, thereby obscuring or omitting original historic detailing.
Type C: Stripped	Characterless, plain buildings generally without historic styling, but of traditional historic proportions.
Type D: Commercial Modern	Generally characterless undistinguished modern buildings, poorly related to the traditional two-story streetscape because of their one-story height.
Type E: Foreign	Buildings with strong character or design features, yet out of harmony with the town image because of out-of-character materials, style, scale, form, etc.

The downtown core consists of a mix of Types B, C, and D buildings with the predominant building being Type C. In the oldest area of Downtown along “G” Street, there is a grouping of historic buildings of type A & B. Surrounding the retail core in a southerly and easterly direction the predominant building type is Type E. Based on preliminary visual observations, most of the buildings are in fair to good condition, but require exterior repair and probably interior code compliance work as well. The age of the building is a major determinant in the amount of interior code work which will need to be done to bring the building up to meet the State of Oregon’s Uniform Building Code. New code requirements in the last few years have had substantial impacts to building owners as they contemplate remodeling their structure. Major problem areas have included the following:

1. **Exiting Requirements** - Building codes require most buildings in the area to have two exits from upper floor areas. Older buildings in many cases do not provide two exits, and they must either provide a second exit if none exists or provide a sprinkler system as an acceptable alternate.
2. **Handicap Requirements** - New building codes require the provision of access to buildings by the handicapped and provisions for handicapped access to toilet facilities as well as other areas in the building. Most buildings will need to have handicapped facilities installed as the building is remodeled.
3. **Plumbing / Electrical Systems** - In most older buildings, it is usually the case that the plumbing and wiring systems are severely outdated and deteriorated. Substantial cost can be incurred in bringing the plumbing and electrical systems up to meet current building codes.

4. **Seismic Stability** - Many of the older, masonry buildings do not provide sufficient lateral support to meet seismic building code requirements. This usually means that buildings must provide sufficient diaphragm action, or the addition of interior walls to provide lateral support.
5. **Exterior Repair** - the most frequent element needing repair in the building exterior is the roof. The roof system is subjected to substantial weathering, and tends to be in the various states of deterioration. Additionally, many building exteriors are in need of cleaning and painting, which are not as costly as the foregoing repairs, but probably have the most significant impact to the appearance of the Downtown.
6. **Energy Efficiency** - As energy becomes more of an issue, future code provisions will probably require energy conservation retrofitting. This will include insulation, storm windows, energy efficient lighting, etc.

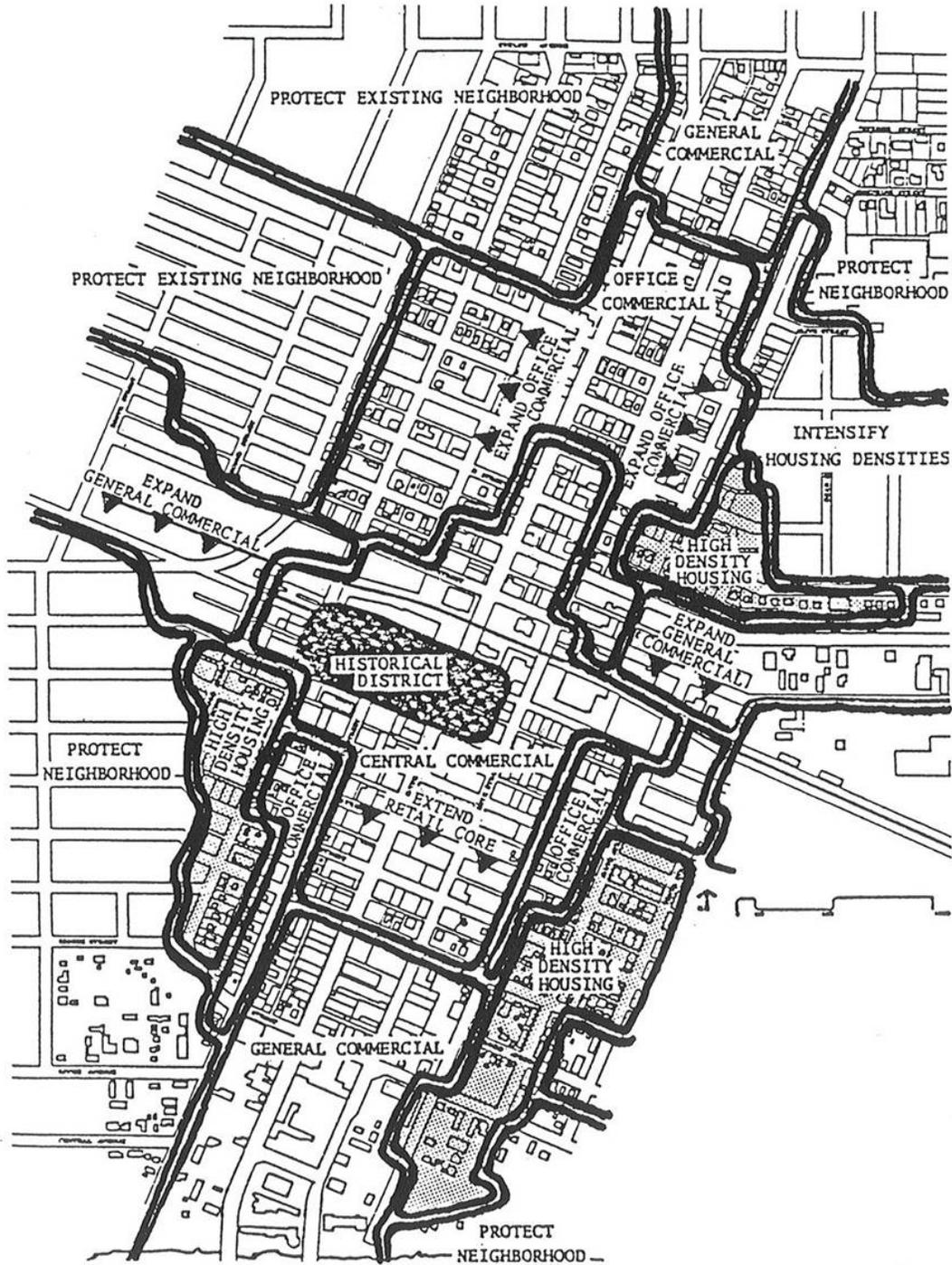
The condition of a building has an aggregate impact with other nearby buildings which characterizes the downtown area itself. In other words, the condition of the downtown must be judged by the condition of its buildings. Generally, the Grants Pass Downtown has buildings in fair to good condition. The two major areas of treatment are: 1) the general upgrading of exterior conditions within the downtown through cleaning and painting of buildings, and 2) the upgrading of building interiors to meet current building codes.

### **13.10.6 Downtown Improvement Program**

**No Improvement Option** - Without a Downtown Improvement Program what might be likely to happen in downtown over the next ten to twenty years? The following summarizes the major changes that would occur during this time period if no organized plan was adopted:

1. Decentralization of commercial activity and the emergence of major new commercial centers in other parts of the community.
2. A basic change in commercial uses in the Downtown area:
  - a. The movement of department stores and supermarkets out of Downtown.
  - b. More office uses Downtown.
  - c. Possibly more second-hand stores, part-time stores.
  - d. Greater amounts of social service and charitable uses.
  - e. Storage uses.
3. A continued increase in traffic through Downtown, making it a less attractive place to shop.
4. A random clearing of Downtown land to provide more parking for remaining adjacent businesses, resulting on the loss of a concentrated Downtown core and the loss of structures with historic quality.
5. Residential concentration pushed farther out from the Downtown, by low intensity commercial expansion spreading out from the Downtown into older nearby residential areas.

**Map 13.10.4  
Proposed Land Use Plan**



**Program Strategies** - Fifteen years ago a Central Business District Plan was published documenting the conditions found in Grants Pass, projecting future growth and suggesting several possible plans for action. A review of this plan shows that in retrospect much was found and projected was accurate. The Plan laid out a framework for a grand vision of what the Downtown could become. It identified the probable impact of suburban shopping centers on the Downtown and recommended an approach for the Downtown to remain the regional shopping center for the Josephine County area.

It is important to review the response to the recommendations and to understand why a majority of the Plan's concepts were not followed.

First, the obstacles to accomplishing the Plan's concepts, identified in the Plan itself, were too difficult to surmount. These are still obstacles and include:

1. Property ownership is vested in a wide variety of interests, under no particular consensus for what the Downtown should be. Shopping Centers controlled by a limited group of investors can respond more quickly to changes in consumer buying patterns and consumer demands for parking, architectural style, public amenities, etc.
2. Many Downtown businesses and property owners tend to concern themselves with their own interests and find it difficult to become involved in Downtown-wide issues.
3. By-and-large businesses in the Downtown have been successful and are not convinced major improvements are needed on the Downtown.
4. The growth of Grants Pass (within the City limits) has been relatively slow, except for the significant increases in the population in the "urban fringe" areas. Since the Plan was completed in 1965 there has not been, until recently, any urgency in making major Downtown improvements.
5. The implementation of Plan concepts are dependent on the abilities of the merchants, property owners and City officials to organize and achieve a working group to agree on a Plan, choose methods for financing improvements and decide on ways to maintain the area one improved. This is one of the keys to the realization of Plan concepts. For the reasons listed above, the need or desire for such a group has not occurred during the last fifteen years.

The obstacles described above are not unique to Grants Pass. They are found for the most part in many other business districts throughout the county. With the exception of very few business districts which have succeeded in completing major Downtown revitalization projects, most are now, or have been, in the process of a much more financially conservative approach to improvements. The basis for this current renewed planning effort has been the realization by many businesses and property owners that the Downtown is indeed beginning to feel the growth and problems documented in 1965. The acute lack of adequate parking in the core area, the continued presence of

high volumes of through traffic going south on 6th and northern 7th, the recent proposals for the development of several new shopping centers, especially south of the Rogue River where population has grown the fastest, and the recent growth of regional shopping facilities in Medford and Roseburg are contributing factors to this realization.

Specifically, the following strategies have been assumed in the development of capital improvement projects:

1. A probable continuation in the attitudes held by many businesses that the Downtown is presently healthy, and a reluctance to consider any major projects.
2. Financing major projects by businesses and/or property owners will not be generally supported. Smaller projects which build on the improvement work already begun will be more favorably supported.
3. Large amounts of public funds will not be available for major projects. Smaller amounts of public funds could be used as a stimulus for increased business participation in improvement.
4. The lack of parking in the core area is a major concern and a solution to that problem will receive the most support. Projects which increase parking and at the same time support other Downtown goals will be more effective.
5. Projects should be flexible in their financial commitments They should be able to stand by themselves as complete projects, but also, if more funds permit, have the ability to increase in scope. They should also provide for a range in ways to be financed: public, private, contributions, etc.
6. Projects which are based on a community's ability to finance maintain, with the public sector acting in a supportive role, will be the most accepted and effective.

**Financing Strategies** - Costs of Downtown capital improvements are generally borne by three parties - Downtown property owners, Downtown merchants, and city government. A fourth group, private donors, can be encouraged to make contributions to specific projects. Appropriate projects for private donors need to be identified and circulated to potential individual and group donors, such as service clubs, local businesses, and individuals. Projects can be dedicated as memorials and provided with plaques in honor of deceased citizens, for example.

### **The Role of the City**

City government has several roles to play in the process:

1. The financing of downtown improvement planning;
2. The organizing of private parties for cooperative action;
3. Providing the public mechanisms through which improvements can be financed and

- implemented, such as local improvement districts, business license surtaxes or Downtown development funds;
4. Absorbing operating and maintenance costs related to Downtown capital improvements within regular department budgets whenever possible;
  5. Coordinating the City's regular capital expenditures with Downtown improvement expenditures to maximize their joint impact; and,
  6. If justified by city policy and federal intent, to earmark portions of federal funds received by the city, such as Community Development Block Grants, for Downtown development.

The City of Grants Pass has shown itself to be flexible and resourceful in assisting merchants and property owners in implementing downtown improvement projects. A Downtown Development Fund, financed by Downtown parking meter and parking fine revenues, was established and is used in matching funds with money provided by the Downtown Merchants Association for such projects as street tree plantings. The City has worked with Downtown property owners to acquire public parking lots and develop pedestrian alleyways from them to the commercial center. The City has issued revenue bonds to acquire public parking lots for Downtown shoppers, and arranged to have the revenue bonds retired through a surtax on annual business license fees for benefiting property owners. The City is prepared to assist in the formation of Local Improvement Districts in the Downtown to finance improvements.

The other public sources of financing Downtown improvements should be considered by the City: 1) enacting a city hotel/motel tax and earmarking a portion of it for tourist and visitor-related downtown improvements; and 2) earmarking a portion of the Community Development Block Grant funds now received by the City from the federal government for downtown housing and public amenity improvements for older low and moderate income persons.

The Urban Growth Plan consultants recommended that one strategy for Downtown development should be to provide higher density housing, especially for older citizens, near the Downtown, both to support retail activity in the Downtown and to provide a social center for citizens in the Downtown. These aims are completely compatible with the aims of Community Development Block Grant funds now coming to Grants Pass from the federal government. The City now receives funds on the order of \$700,000 per year under this program, and uses it for low interest rehabilitation loans for housing, public works improvements, etc. The consultants recommended that the City prepare a program to improve Downtown housing and public amenities, primarily for low and moderate income retired citizens, as one component of its Housing and Community Development Plan for the next three-year period. Perhaps 20% of the total funds should be earmarked for these purposes. They might involve the rehabilitation of Downtown structures for Downtown housing, or the assembly of land for new low and moderate income Downtown housing, as well as the construction of public amenities that will help make the Downtown a center of living for nearby residents.

The consultants noted that Downtown property owners who are not also merchants tend to be passive about their Downtown holdings. Many are older, retirees, often living outside of the community, or absorbed in other business interests. They are not quick to take advantage of greater

income opportunities by investing in improvement to their own properties, or in supporting public improvements in the Downtown. Downtown merchants are more active and concerned, since their business life is focused on the Downtown. But, if they do not own Downtown property, they are often ready to leave the Downtown for a more favorable business location when their lease runs out. Those who both operate Downtown businesses and own Downtown property have the greatest leadership potential for Downtown improvement programs.

Downtown property owners and Downtown merchants have interests in two kinds of Downtown improvements: improvements to privately owned Downtown lands and buildings, and improvements in the public areas of streets, sidewalks, alleyways and off-street public parking areas. The former type of improvement is usually a private decision of the building owner; the latter is a matter of joint action with other owners and merchants working through their associations in collaboration with the City.

Investments in Downtown building renovation have become lucrative in many cities in recent years, as costs of new construction and new building rents have escalated rapidly. These opportunities exist in Grants Pass as well. Building owners need to become aware of new opportunities for their older buildings, and also how improvements to public areas of the Downtown reinforce the opportunities for profitable investments on their private holdings.

Existing building owners or outside developers will have to see the opportunities for Downtown investment in Grants Pass. One or two successful renovations that result in new tenancies at significantly higher lease rates than before will demonstrate the opportunities available to Downtown property owners. Then the advantage of upgrading the public amenities of the Downtown through joint action will be more evident. Finally, owners and merchants will have to come to agreement on sharing the costs of public improvements in the Downtown. This may develop through a local improvement district with increased property taxes, paid by the owner and partially offset by adjustments in merchant's lease rates.

It may be financed through voluntary assessments to members through a Downtown Development Association. Revenue bonds paid off by a business license surtax may be used again. Property owners and merchants must share the burden, and the City's contribution should be based on the willingness of the private parties to undertake the task.

### **13. LAND USE ELEMENT FINDINGS**

#### **Historic Development**

1. The historic development of the city's urban form has been primarily a result of the area's physical constraints and the evolving transportation system.
2. Induced by the old stage road stop and the placement of the Southern Pacific Railroad in 1883, initial platting and development took place on the flat river terrace north of the Rogue River, with the initial street grid paralleling the railroad. Later development spread to fill this alluvial river terrace, extending up Gilbert and Fruitdale Creeks, limited by the steep, folded hills to the northwest, north and east, and by the river to the South.
3. Highway 99, extending from Medford to the southeast, and continuing west to the coast, together with the Sixth and Seventh Street bridges, encouraged development south of the river, once again constrained by topography to the flatter portions of the river terrace.
4. Commercial uses have followed the transportation system: rail, highway and freeway. The I-5 freeway both altered and reinforced the transportation network, opening new areas for intensive commercial development at the north and south interchanges, while at the same time reinforcing the Downtown commercial activity via 6th and 7th and "E" and "F" couplet system. Industrial uses co-opted the lowlands north of the river and west of the city.

#### **Urban Growth Boundary Formation**

5. In 1973, the Oregon State Legislature found that "uncoordinated use of lands threaten the orderly development, the environment of (Oregon) and the health, safety, order, convenience, prosperity and welfare of the people of Oregon." The Land Conservation and Development Commission was formed, with members appointed by the Governor and confirmed by the Senate. Fourteen Oregon land use goals were adopted, reflecting the two critical concerns of conserving agricultural lands and fostering orderly and economic urban growth, rather than urban sprawl.
6. Goal 14 focuses on these two issues, requiring the creation of an "Urban Growth Boundary" as a means of providing for "an orderly and efficient transition from rural to urban land use." The Boundary separates "urbanizable" from "rural" lands. "Urbanizable" lands are those lands necessary and suitable for future incorporated city limits (urban areas), which can be served by city (urban) services and facilities. "Rural" lands are agricultural, forest or other lands suitable for small farms or acreage homesites needing little or no public services.
7. Goal 14 requires establishment and change of the Boundary according to the following criteria, focusing on the economic provision of services and the protection of agricultural lands:

- (1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
- (2) Need for housing, employment opportunities and livability;
- (3) Orderly and economic provision for public facilities and services;
- (4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
- (5) Environmental, energy, economic and social consequences;
- (6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
- (7) Compatibility of the proposed urban uses with nearby agricultural activities.”

8. The “urbanizing area” concept is not new. Area plans since 1960 have considered substantially the same “urbanizing area” that eventually became incorporated within the Grants Pass Urban Growth Boundary Area. The 1960 Park Plan (Bureau of Municipal Service), the 1969 General Plan (Langford and Stewart) and 1960 Sewer Study (Brown and Caldwell), the 1972 County Water and Sewer Study (Stevens - Thompson - Runyan) and the 1974 Water Study (Brown and Caldwell) all show the same concern with the economic provision of urban services, and identify the same areas as most likely to urbanize and most efficient to serve.

**Table 13.3.2**

Plan/Study	Study Area Acres	Urbanizing Study Area Projected Population	
		Persons	Date
1960 Recreation / Park Study	-	36,000	Full Development
1969 Sewer Study	14,440	44,600	2000
1969 General Plan	10,664	34,800	1985
1972 Water / Sewer Study	6,550	40,000	1992
1974 Water Study	11,550	48,750	1998
1979 Urban Growth Boundary		22,340 30,320 33,545 38,300 44,750	1980 - Unit Count 1990 - Urban Growth Plan 1990 - Economic Model 2000 - Urban Growth Plan 2000 - Economic Model

9. Due to the city's historic pattern of development, only 254 of the 3,440 acres within the incorporated city limits in 1980 (7% of the total) were located south of the Rogue River, and yet most of the potential "urbanizing area" lay to the south. Development in this area had already required the extension of sewer service due to health problems (Harbeck-Fruitdale in 1970, Redwood in 1977). The area water table was limited, and salt intrusions into the water table threatened portions of the Harbeck-Fruitdale area. Some development had occurred south of the river at urban densities, but not at urban standards of development. In addition, the city faced major upgrading of its water system, and the area's population influx was heavily weighted with retired persons not likely to be able to bear the traditional financing methods necessary for service improvements and extensions.
  
10. The City's Comprehensive Plan strategy reflected the City's concern for its potential liability for urban service provision, while recognizing the need to synchronize its Comprehensive Plan efforts with the county, whose planning process has a two year lead:
  - The City and County, in a joint process with the City as lead agency, would develop and adopt the Grants Pass Urban Growth Boundary and Urban Services Policies. Sufficient data base to satisfy Goal 14 would be developed, problem areas would be identified, and further data base work initiated. The boundary and policies, once agreed upon, would lay out the "ball park" and set the "rules of the game" for the rest of the planning process leading to a complete Comprehensive Plan.
  
  - The Urban Growth Boundary Management Agreement negotiations would immediately follow, based upon an expanded data base. The Management Agreement would determine the specific responsibility of the City and County for providing urban services, would identify areas needing further technical study in order to result in the required capital improvement, and would structure the process for further City-County negotiation in each service area, and finally would set the standards for "interim" development that would precede the required area-wide capital improvements.
  
  - The remainder of each jurisdiction's Comprehensive Plan would then be completed according to each jurisdiction's schedule and resources, basic agreement having been reached in key policies.
  
  - Joint review, at intervals to be agreed upon, would allow alteration of the Boundary, Policies and Management Agreement as required.

11. This strategy has been followed, initiated with City-County adoption of the Urban Growth Boundary and Urban Service Policies in August, 1979, followed by the adoption of the Urban Growth Plan in August, 1980 (City) and incorporation of the Urban Growth Plan into the interim “Comprehensive Plan” for the urbanizing area in August, 1981 (County). The Management Agreement, adopted by the City and County in January, 1981, called for adoption of service plans within 24 months. To date, solid waste, water, transportation and storm drain plans have been adopted, specifying the extent, location, costs and potential financing mechanisms for facility extension throughout the Boundary area. In addition, most of the service plans contain computer models of present and proposed systems, allowing the effects of any policy change or major development proposal to be swiftly known, and in informed decision result.
12. In addition, as called for by the Management Agreement, a single Planning Commission (the Urban Area Planning Commission) was created to serve the Urban Growth Boundary Area as a whole, replacing its City and County counterparts. Common land use hearing rules and a common zoning ordinance of development standards were adopted for the Boundary area, City and County alike, and a coordinated administration of urbanizing area development was initiated. As a result, an effective moratorium on urbanizing area development was ended, and the city made service commitments to over 260 acres proposed for (one-twentieth of the total urbanization area) development within the first nine months of Urban Area Planning Commission action.
13. The draft Grants Pass Urban Growth Boundary was projected to accommodate 36,600 persons within 7,820 acres by the year 2000. Based upon the Portland State University (PSU) population range projected for Josephine County at the time (1978), 41% to 47% of projected county growth would have been accommodated by this target.
14. The Boundary location was primarily determined by the degree of commitment to urban level development, and the economic provision of services. South of the Rogue, the draft Boundary was nearly coterminous with the Harbeck-Fruitdale and Redwood sewer districts, whose mains were already extended throughout the area, and was bounded by the 1150 elevation contour, representing the most efficient water service areas. North of the river, the Boundary was limited by commercial agricultural lands to the west, and by steep slopes and freeway to the northwest, north and northeast. Except where steep slopes prohibit, the Boundary was extended evenly around existing city limits, using the 1450' and 1166' elevations to determine economic water service extension. The draft boundary used (1978) land use ratios reflecting resident desire for low, controlled growth and the maintenance of small town character. A 28% “market factor” was added to ensure choice in the marketplace. (See Tables 13.4.2 and 13.4.3)

**Table 13.4.2  
1978 Draft Urban Growth Boundary Land Use Ratios**

Type of Land Use	Acres per 100 persons	
	Present	Future
Single family residence	8.771	8.418
Multi-family residence	.293	.331
Public / Semi-public	2.121	2.123
Industrial	1.236	1.235
Railroad	.379	.145
Commercial	1.471	1.475
Transportation	4.536	4.538

**Table 13.4.3  
1978 Draft Urban Growth Boundary Acreage Determination**

Item	Acres
Acres developed to urban densities within city limits	2,633
Additional acres needed for development to accommodate 36,600 persons	4,052
Vacant acres needed for choice on the market place (28% x 4,052)	1,135
<b>Total Acres Inside Urban Growth Boundary</b>	<b>7,820</b>

15. North of the Rogue River lands within the Boundary included areas of agricultural soils rated Class II through IV. To the east, existing industry of long standing, excellent rail and freeway access, small parcel size, and the area's unique potential for industrial development precluded preservation of these soils for agricultural use. To the west, the Boundary was limited by commercial farm lands, and was extended only to include areas with prior commitment to urbanization in the form of large trailer parks and small parcel size. South of the Rogue, only the areas within the new sewer districts and capable of economic water service were included, even though soils were rated as Class II through IV.

16. Following protracted hearings, a revised Boundary was adopted with a target population of 35,750 persons, and encompassing ??? acres. Most of the citizen concern was expressed by property owners on the Boundary periphery wanting either in or out of the Boundary area. Most of the area removed was above the most economical water service elevations. Also adopted was a set of Urban Service Policies deemed to be “part of one body” with the Boundary.

**Map 13.11.1**  
**1979 Urban Growth Boundary, Agricultural Soils and Sewer Districts**

## The Urban Growth Plan

17. As had been the case in the City's development history, the pattern of the future transportation network would act as a primary determinant of commercial and industrial development. Likewise, as development occurred, traffic patterns and loading would be affected, and major changes in the transportation network would result. The city wished to address the questions of its industrial base, commercial development, the existing and projected transportation network, and assess the resultant urban form, and so directed work on the Urban Growth Plan and Traffic Management Plan to proceed as a coordinated project, utilizing HUD and OTSC grant funds, and selecting a team of architects, planners, economists and traffic engineers from over 40 firms showing interest.
18. Working at the direction of the City Council and Board of County Commissioners, and with input from a 30 member committee, the County's economic base was analyzed, and three major commercial and industrial scenarios were discussed, as shown in Maps 13.4.7 and 13.4.8.
19. The three commercial scenarios and the three industrial scenarios yielded a possible combination of nine growth alternatives, of which six were examined in detail. The impact of the selected six scenarios upon the city's commercial, industrial and residential land distribution, key service facilities, and the transportation network were then reviewed in a series of public workshops and hearings.
20. The Urban Growth Plan has finally adopted combined features of the various alternatives examined, and may be summarized as follows:
  - Light manufacturing was to be "aggressively promoted" in an attempt to more than double the light industrial job growth rate of the 1970's. The east Grants Pass area was given immediate priority for the extension of water service further east, while both the Redwood area and the Merlin area (outside the Boundary) were designated as most suitable for industrial park development. The Redwood area offered the only major new industrial park opportunity within the Boundary, and placed light industrial lands in a central location for two-thirds of the urbanizing area south of the Rogue River, adjoining commercial and high-density residential lands.
  - The projected year 2000 population was 38,300 persons, up from 35,750 persons of the adopted Boundary, as 50% of the new jobs were estimated to be filled by immigrants, and 70% of the newcomers were estimated to reside within the Boundary area. (Allocating 75% (jobs) and 85% (location) raises the target to 42,200 persons.) The Plan also projected a population shift from 70% north of the Rogue and 30% south, to 55% north and 45% south.
  - Commercial growth was centered in three major areas, east Grants Pass, the Downtown and the Redwood Interchange. While the Downtown would continue growing and stay healthy,

57% of its growth was projected as office and service space rather than retail, while the east Grants Pass and Redwood Interchange area growth was projected as 67% retail. (Together, the two shopping center area were projected to absorb 54% of all commercial retail space required within the Boundary.) The north city area was projected to continue to fill out its undeveloped land potential, and neighborhood shopping area growth was provided for the west city, Williams Highway, Harbeck / Fruitdale and Redwood Avenue areas.

- Residential growth was characterized by three categories: low density, including single family detached, zero lot line or common wall units on smaller lots, and mobile home subdivisions; medium density, including common wall duplex and multi-unit types such as condominiums, duplexes, and triplexes; and high density, including garden apartments, and higher density condominium projects. The housing categories were located within the Boundary area such that lower densities were found further from arterial or collector streets, community facilities, and shopping, while the higher densities would be found closer. High density development was projected for the Redwood Interchange, east Grants Pass and Downtown areas, following increased commercial development.

### **Residential Land Use Needs**

21. The projected demand for new dwelling units within the Boundary was based upon a range of population (38,000 to 44,750 persons), a range of household size for the city and urbanizing area, the HUD minimum vacancy rates by housing type. Total unit demand by the year 2000 ranged from 6,262 to 8,862 units (constant household size) to 8,883 to 11,913 units (declining household size).
22. Total housing need was further broken down by density, and a demand for each density group was projected, according to a “low density model” and a “high density model.” The density models were “driven” by various factors affecting demand, and the results are shown in the Summary Table 13.4.24 (See also Housing Element, Section 9.24, for full discussion).
23. Two land use models were then mapped, one based closely on the Urban Growth Plan, and the second based upon a realistic “buildout” within the city, recognizing existing neighborhoods and their present densities, and postulating densities approaching planned service capacities for water and sewer in the urbanizing area. The low density housing model was then compared to the urban Growth Plan land use model, and the high density housing model was compared to the “Service Capacity” land use model.
24. The Urban Growth Plan model could absorb the full range of projected population (38,300 to 44,750 persons), fitting well with the low density housing model, but would be approaching buildout (47,700 persons) at the high end of the population range, requiring Boundary expansion between 1990 and 1995 to maintain a ratio of buildable lands to demand in excess of 3.5.

25. The “Service Capacity” model could absorb the full range of projected population and still retain from 55% to 30% capacity in the urbanizing area, fitting well with the high density housing model, and not requiring major Boundary expansion until 1995 to 2000 or while maintaining the buildable lands to demand ratio of 3.5.

### **Commercial Land Use Needs**

26. In 1979-80, a commercial lands inventory was completed of all commercial lands within the Boundary. Based upon the inventory and other research, the Urban Growth Plan economists prepared an analysis of the area’s economic base, and projected commercial land needs to the year 2000 in 10 year intervals, based upon a target population of 36,000 persons, and including a 28% market factor.
27. According to the economists the Urban Growth Plan target of 38,300 persons will require an additional 8% retail square footage, well within the market factor utilized. Should the upper end of the target population be realized, additional commercial lands may be required.

### **Industrial Land Use Needs**

28. The Urban Growth Plan developed an industrial land needs assessment based upon doubling the 1970's light industrial job growth rate, estimating 30 employees per acre for light manufacturing employment and 15 employees per acre for distributive employment. Assuming all such jobs are created within the UGB, Table 13.4.27 shows the industrial acreage requirements by area indicated by the Urban Growth Plan (column 4) and extrapolated to fit the Economic Model projections (column 5). Although the Urban Growth Plan target population was 38,300 persons, the assessment was based upon new jobs created, not upon population, and will hold.
29. Total industrial acreage within the Boundary, either existing or potential, is not a limiting factor. However, very little acreage is in fact fully serviced, in addition to being appropriately zoned and vacant. (See Table 13.4.28).

### **Park and Open space Land Use Needs**

30. In the absence of a completed Park Plan, the need for neighborhood and district park facilities was projected at a demand rate of 6 acres per 1000 population, a ratio established by Medford’s 1979 Park Plan. Table 13.4.29 summarizes this existing and future park need by area.
31. Seventy acres of neighborhood and district park facilities are presently needed within the Boundary, and between 100 to 135 acres of additional facilities will be required by the year 2000.

32. Neither current nor projected need is spread evenly throughout the urban and urbanizing subareas. Within the city, the Northeast and Southwest subareas are particularly deficient, while increased public use of Lincoln School and Grants Pass High School offer some potential for the Northeast subarea. The only significant park potential for the Southwest subarea is the undeveloped property owned by the Grants Pass School District below Bridge Street adjoining Cottonwood Avenue.
33. Due to the infill nature of most development north of the Rogue River, there is little difference in park acreage demand of the high and low ends of the population projection range. South of the river, however, the demand nearly doubles from the low target population need (58.7 acres) to the high target population need (97.3 acres).
34. For the Redwood area, much of the future small park need could be met by including limited use mini-parks and greenways within the development using the PUD development concept. School district 7 properties at the corner of Leonard Road and Darnielle Lane, and the expansion of, or intensified use of, Schroeder Park offer other park opportunities. The Harbeck - Fruitdale subarea, however, is more impacted; needing 20 acres of neighborhood park space in 1980. This subarea will need an additional 24 to 34 acres by the year 2000.

### **Development Strategies**

35. Zoning was originally geared towards the stabilization and protection of property investments, as first initiated by New York City in 1913 and adopted in 1916. By 1923, 292 American cities had followed suit, basing their zoning codes for the most part on the common law of nuisance, enjoining a property owner from disregarding the deleterious effects of his property use upon neighboring properties.
36. The original constitutional justification for zoning, the prevention of nuisances in advance of their occurrence (U.S. Supreme Court, *Euclid vs. Amber Realty Co.*), has been largely supplanted with the “advancement of public welfare” rationale. This approach has often ignored costs to the public such as increased land prices and unit costs, while pursuing public benefits such as service extensions, protection of developed properties, and providing amenities.
37. The typical zoning device used has been the “zoning district,” which specifies the types of land use permitted in a given area or “district,” and included height, bulk, setback and nuisance abatement provisions. Over the years, zoning districts have been burdened with almost all land use policy requirements, regardless of whether zoning districts were the most suitable or efficient policy instrument. Further, as subdivision ordinances and other policies have been adopted, a great body of varying procedures has built up, often contradictory, confusing and difficult to follow for developer, property owner and administrator alike. The standards that determine whether a proposal may go forward, or what a proposal must provide were often unclear, vague and discretionary, and at times unrelated to the task at

hand.

38. In recognition of these “built in” inequities and inefficiencies, many cities in Oregon and throughout the country have undertaken major revision of their development ordinances and policies. The University of Oregon’s Bureau of Governmental Research and Service has developed a model Land Development Ordinance format, most closely followed by the City of Gresham. In Southern Oregon, the cities of Klamath Falls, Roseburg, Medford and Ashland have either recently adopted or are considering for adoption, revised development ordinances utilizing portions of the model code approach, and addressing the following issues:
- separating procedures from standards
  - varying levels of procedures.
  - setting clear, measurable standards.
  - allowing different development criteria for different conditions.
39. Procedures - Ordinances often require the same procedure for all development proposals, often so different in size, scope, complexity and degree of impact upon the public. A different process for every procedure, on the other hand, is confusing, difficult to track, and inequitable. Administrative decisions may be seen to lie on a continuum, with simple ministerial decisions involving measurable standards and little or no discretion at one end, and complex quasi-judicial or legislative decisions involving both judgmental criteria and measurable standards at the other end. As one moves along the continuum, more and more discretionary judgment is required, until often the decision must balance disadvantage to one party against reasonable benefit by another party, and balance what is allowed with restraints on how it is allowed. Table 13.7.1 illustrates four levels of development procedure that move from the ministerial (Type I) to the quasi-judicial or legislative (Type IV); from objective decisions requiring little discretion (Type I) to subjective decisions requiring a maximum of discretion (Type IV); and from decisions affecting only the applicant (Type I) to those affecting a number of persons or the general welfare (Type IV).
40. Standards - Standards are utilized either as a criteria for permitting a development proposal, or as design and construction standards to be met by the development. Vague, discretionary standards (“the emission of disturbing vibrations.... is prohibited”) may be unevenly and unfairly applied, and involve higher levels of decision making, thereby adding to the time and cost of the process, whereas clear, measurable standards (“noise levels measured at the property line shall not exceed the following frequencies during the hours shown...”) may be uniformly applied in a quick and objective fashion. The standards should have a rational basis in fact, should be written in clear concise language, and should take the format of a check-off list or series of descriptions, rather than wordy legalistic paragraphs. Finally, standards should be separated from procedures.

41. Criteria and Conditions - Development proposals faced with differing development conditions ought not to be compelled to meet the same criteria. A new development in a fully established neighborhood faces different conditions than the same development proposal occurring on the fringe of the urban area among large undeveloped lots. Development on flatter terrain ought not to be held to conditions required for development on steep slopes and fragile soils, and development above potential flood waters ought to be free of flood plain requirements. An effective way of tailoring development conditions is through the use of “overlay districts” which are applied to specific areas only, and which contain development criteria, standards and incentives tailored to meet specific conditions. The use of these overlay districts makes all the associated requirements highly visible, and forces them to be linked in a rational manner to the actual conditions that warrant any special requirements.
42. Tables 13.11.3 and 13.11.4 illustrate two categories of overlay districts. “Major Classification Districts” account for the differing requirements and opportunities for development in established neighborhoods, newly developing areas and already established areas that are redeveloping. “Special Purpose Districts” identify areas of special regulatory need, such as steep slopes, flood plain, and historic areas, and areas requiring special fiscal attention, such as Urban Service extension.

**Table 13.11.3  
Major Classification Districts**

(A) Established District	(B) Developing District	(C) Redeveloping District
<p>Protects already established development from incompatible uses, respecting existing structure and character of established neighborhoods.</p> <p>Allows ministerial approval of new development that conforms to existing height, setback, bulk, landscaping and type in immediate area.</p>	<p>Encourages flexibility in newly developing areas, promotes contemporary development practices, encourages creative design and affordable housing.</p> <p>Allows ministerial approval of new development that meets performance standards of zone and overlay district (slope, flood plain).</p>	<p>Recognizes need to upgrade previously developed areas that warrant change or have become blighted.</p> <p>Uses that are economically sound, well maintained, or of historical value could be protected, allowing redevelopment to compliment rather than damage valued areas.</p>

<p>Sets public hearing for approval of new development that does not conform to existing development, reviewed under clear criteria.</p> <p>Once approved, development becomes part of established neighborhood, and is used to determine approval of subsequent adjoining or nearby proposals.</p> <p>Main thrust is to protect neighborhoods that are established, functional, safe and healthful places to live.</p> <p>Change occurs in a gradual, evolutionary manner.</p>	<p>Public hearing only when adjoining an established or redeveloping district, or when ministerial review acceptance and conditions are challenged by adjoining property owners or developer.</p> <p>Once developed, and adjoining an established district, development is ministerially placed within the established district, and itself serves as a model for adjacent or nearby development.</p> <p>Main thrust is to eliminate delays and positively encourage creative, contemporary and affordable development practices within a set of pre-established performance standards.</p> <p>Makes maximum use of undeveloped lands to create the established neighborhoods of the future.</p>	<p>Area plans created in advance, and special staff resources allocated to “fast track” the review process, while allowing for full public review.</p> <p>Special development conditions and incentives not applicable in other zones set out in Development Code, allowing design flexibility and both public and private contributions to upgrading the area over time.</p>
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**Tables 3.11.4  
Special Purpose Districts**

(A) Slope Hazard	(B) Flood Hazard	(C) Historic	(D) Urban Services
Relate allowable density and development standards directly to the degree of slope and soil hazard.	Relate buildable lands and development standards directly to degree of flood hazard.	Recognizes and protects areas of historic value.	Determines developing areas in most immediate need of urban services extension.

<p>Using base zone of R-1-8, allocates allowable density or formulae varying in complexity with degree to which owner wishes to investigate and record actual site slope and soil conditions.</p> <p>Allows fuller use of areas within a slope zone with less hazard than R-1-12 approach, while more stringent where site circumstances require.</p> <p>Allows range of design construction standards based on actual degree of hazard.</p> <p>Specific standards allow ministerial review, avoids unnecessary hearings.</p>	<p>Replaces and incorporates present flood plain ordinance.</p> <p>Allows fuller use of areas within a flood zone with less degree of hazard.</p> <p>Specific standards allow ministerial review, avoids unnecessary hearings.</p>	<p>Encourages viable and economic use of historic areas and structures, maximizes private reinvestment.</p> <p>Commits public resources as necessary to both preserve the value of and enhance the use of the city's historic resource.</p>	<p>Establishes public priorities for urban service expenditures over given period of time.</p> <p>Sets up various financing mechanisms in advance.</p> <p>Focuses upon shortening procedure.</p>
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43. As a result of these special districts, the underlying zones can be simplified in requirements and reduced in numbers, and any regulation may be related very specifically to the area requiring regulation. For instance, the R-1-6 and R-2 districts may be combined, since both allow duplexes, eliminating the conditional use procedure in the R-1-6 zone, which should not be required in a developing district (encourages new development concepts) and which is no longer necessary in an established zone (protects existing development directly). Table 13.11.5 illustrates the economics of such a concept.

**Table 13.11.5**

Proposed Land Use Designations	Existing Designations
LR Low Density Res - 5.5 du/Ac	R-1-12, R-1-8
MR Moderate Dens Res – 10.5 du/Ac	R-1-6, R2
HR High Dens Res – 17.5 du/Ac	R-3, R-4
HRR High Rise Res – 35.5 du/Ac	R-4
NC Neighborhood Commercial	C-2
GC General Commercial	C-3, C-4, C-5
CC Central Commercial	C-6
OC Office Commercial	New
BP Business Park	M-P, M-1
I Industrial	M-2
10 new zones	15 old zones

**Service Capacity Summary**

44. All basic facilities required for a city to function were examined, and the range and expected population was within planned service levels and capacities. The findings below summarize the Public Facilities Element and may be found in more detail in Sections 10.2 through 10.8

**Water Service**

45. The city’s water permits totaling 62.5 cubic feet per second will serve 59,130 persons at maximum day demand, including all associated industrial and commercial uses, fully serving the expected population range (38,300 to 44,750 persons), as well as the buildout capacity of both land use models (47,700 to 55,700 persons). The Grants Pass Irrigation District perfected right of 96.7 cfs may be used for municipal purposes, and one-third to one-half of this right would serve an additional 30,500 to 45,700 persons.
46. With the addition of Reservoir 6, the city’s reservoir capacity would match requirements for the existing population. Reservoirs 7 and 8 would serve city buildout (21,000 persons), and reservoirs 5, 9, 10 and 11 would serve the expected UGB population range (38,300 to 44,750 persons).
47. The current addition to the city’s treatment plant will serve 26,350 persons, leaving an excess capacity over city buildout (21,000 persons) of present city limits of 30%, or 3.65 mgd. A second expansion will be required between 1985 and 1990, with a capacity to serve a total of 39,530 persons. Additional capacity may be required between 1995 and 2000 to serve the high end of the population range.

## **Sewer Service**

48. The UGB area is served by two sewage treatment plants and three service districts. The Grants Pass plant serves the city and Harbeck-Fruitdale districts, while the Redwood plant serves the Redwood district.
49. The present total treatment plant capacity for both plants is estimated at 25,000 person equivalents, and the main trunk collection system at 51,000 person equivalents. The expected population range of 38,300 to 44,750 persons will generate sewage of 57,530 to 63,980 person equivalents, including industrial and commercial usage, requiring 130% to 156% expansion of plant capacity and some new or parallel collection mains.

## **Storm Drain Service**

50. Most of the city and urbanizing area is flat or gently sloping, and as impermeable materials such as roofs and paving replace natural vegetation, storm runoff increases dramatically, and a storm drain system is required. Both the city and urbanizing area are lacking in adequate storm drain facilities.
51. The draft storm drain master plan calls for 6.5 miles of new line by 1988, 15.9 miles by 1995, and an additional 23.8 miles to serve full buildout. The major canals and laterals of the Grants Pass Irrigation District play a key role in the system.

## **Solid Waste Service**

52. Within the Urban Growth Boundary in 1980, 954 pounds of solid waste was generated for every resident. The UGB generates 45% of the waste generated by the total service area of the Merlin landfill. By the year 2000, the UGB will have generated 2.8 to 5.0 million cubic yards of waste material, and the landfill service area could generate a total of 4.4 to 4.6 mcy.
53. After receiving 1.6 mcy of this total, the landfill will have to develop two more existing sites, with a capacity of 6.4 mcy, well in excess of projected landfill demand. Josephine County has adopted a solid waste management plan proposing resource recovery with Jackson County when cost effective.

## **Police Protection**

54. Josephine County (including Grants Pass) ranked 13th in state population in 1979, but ranked 23rd for crimes such as murder, rape, burglary, assault and robbery (Jackson County ranked sixth). Within the city, crimes such as rape and robbery are on the decrease, while assault, burglary and larceny are on the increase.
55. Seven new vehicles, an office south of the Rogue River, and between 26 to 36 additional personnel will be required to serve the expected range of population (38,300 to 44,750 persons) within the UGB.

## **Fire Protection**

56. Fires are increasing within the city at a rate of 17 per year. Also increasing are the number of alarms, and fires as a percentage of alarms.
57. In 1977, the National Insurance Services office found 14 deficient fire flow locations in the city, giving the city a 5 rating. Current improvements to the city water system could raise the city rating to a 4, or possibly a 3. Commercial/Industrial ratings of above 9 and residential ratings of above 8 require a water system with fire flow capacities. Differences in annual insurance premiums for commercial ratings of 8 or 9 versus 5 are 65% to 76% more.
58. Requirements for serving the Boundary are primarily a function and response time rather than population, and the extension of fire flow water service throughout the Boundary. Seven personnel, one 3,000 gallon tanker, and a two-vehicle station south of the river will be required.

## **School Service**

59. The students of both the Grants Pass School District No. 7 and the Josephine County School district No. 23 consistently rate well above the national average in performance tests. The excellent level of education in these districts is partly a function of small class sizes and high student/teacher ratios.
60. Between 3,500 to 5,000 additional students could be generated by the year 2000 in accommodating the expected range of population (38,300 to 44,750 persons), even when assuming a declining student per household ratio to match the decreasing household size. At a somewhat higher classroom loading than present, between 86 and 142 additional classrooms will be needed by the two districts combined by the year 2000.