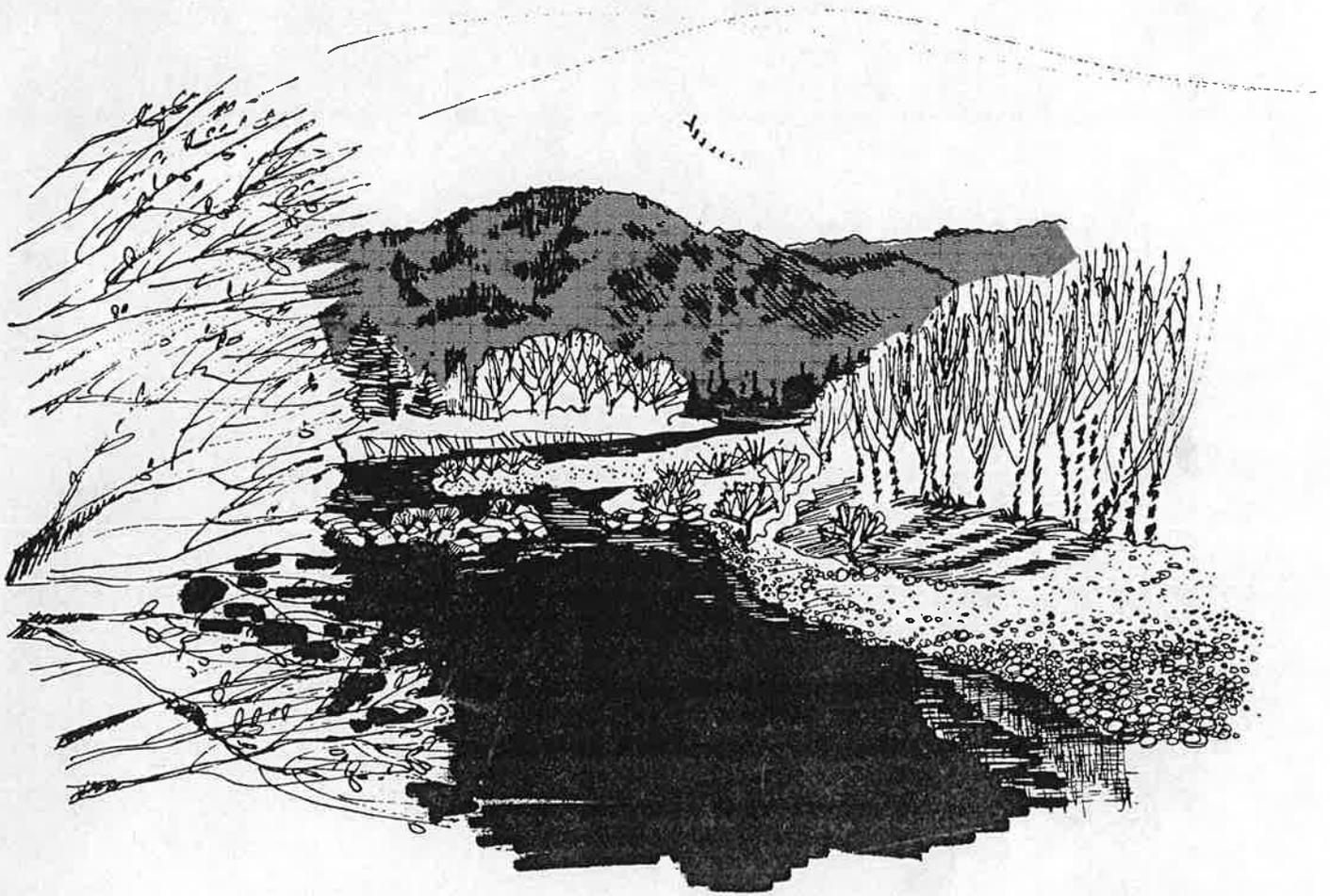


THE ROGUE RIVER RIVERFRONT AND DEVELOPMENT PLAN



prepared for
City of Grants Pass
Grants Pass, Oregon

by
Fred Glick Associates
Portland, Oregon

Rogue River Riverfront Development Plan

TABLE OF CONTENTS

	<u>Page</u>
I. Effectiveness for Policy Implementation	1
A. Introduction	1
1. Description of Study	1
2. The Study Team	2
3. The Study Area (with general area map)	2
4. The Community	3
B. Meetings and Interviews	4
1. May Advisory Committee Meeting	4
2. June Field Trip	4
C. Review and Analysis	6
D. Opportunities and Constraints	11
1. Narrative	11
2. Map	13
E. Findings	14
1. Study Area	14
2. Community Wide	16
II. Alternative Land-Use Scenarios	17
A. Scenario 1	17
1. Narrative	17
2. Plan	17
B. Scenario 2	18
1. Narrative	18
2. Plan	19
C. Scenario 3	20
1. Narrative	20
2. Plan	21
D. Matrix of Alternatives	22
E. Land-Use Scenario Distributions	23

III.	Public Access Implementation Program	24
	A. Methods of Providing Legal Access to Private Property	24
	B. Financing, Security and Phasing Program (based upon experiences from other communities)	29
IV.	Special Provisions for Riverfront Development Projects	32
	A. Introduction	32
	B. Policy	32
	C. Overlay Zone	33
	D. Riverfront Zone	34
	E. Special Development Standards	34
	F. Specific Development Provisions	35
	1. Visual Connections	35
	a. Text	35
	b. Illustrations	37
	2. Physical Connections	41
	a. Text	41
	b. Illustrations	42
	3. The Water's Edge	47
	a. Text	47
	b. Illustrations	48
	4. Sub-Area Context	50
	a. Text	50
	b. Illustrations	51
	5. Signs	52
	G. Design Review	53
	H. Implementation	54
VI.	Market Reconnaissance: Rogue River Development Plan	57

EFFECTIVENESS FOR
POLICY IMPLEMENTATION

A. INTRODUCTION

1. Description of Study

On April 15, 1987 the City of Grants Pass Community Services Department authorized the firm of Fred Glick Associates to commence a study of the Rogue River Riverfront and Development Plan.

The study consists of the following five components:

1. Review of study area and identification of opportunities and constraints. (The subject of this report)
2. Develop alternative land use scenarios.
3. Public access implementation program.
4. Develop special provisions for Riverfront Development Project.
5. Conduct a market analysis to determine 20 year need for commercially zoned land along the Rogue River.

As stated in Resolution #1898 passed by the Grants Pass City Council on August 6, 1986, the purpose of this study is as follows:

- "1. to identify riverfront areas that should be:
 - a. protected for their significant natural resources,
 - b. protected due to a commitment to an existing land use, such as established and economically stable residential neighborhoods,
 - c. Developed for their recreation potential, public and private,
 - d. developed for their tourist related economic development potential.
2. to identify and consider potential land use alternatives for the riverfront area,
3. to develop a set of land use provisions and development standards that provide for development along the Rogue River, while protecting its natural and scenic resources.
4. to implement applicable policies of the Comprehensive Plan (attached as exhibit "A")."

Component number one began on May 15th and the study is to be completed September 30th. Two public meeting will be held

during the course of the study. The first opportunity for

public input will take place at a Riverfront Advisory Committee Meeting on July 9th and the second during the August meeting of the Advisory Committee. Following completion of the study, one additional public workshop and two public hearings will be held.

2. The Study Team

The consulting team for this project consists of the following individuals and firms:

Fred Glick Fred Glick Associates Portland, Oregon	Project Coordinator Urban Waterfront/Community Design and Planning
Arnold Cogan Cogan Sharpe Cogan Portland, Oregon	Land Use Policies and Community Involvement Specialist
Larry Williams Ralph Austin Williams, Kuebelbeck & Associates	Market Analysis
Bob Carne URS Corporation Portland, Oregon	Marine & Civil Engineering

All work is under the management and coordination of Fred Glick of Fred Glick Associates, the prime contractor for this study. FGA will be responsible for all communications between the city and consulting team.

3. The Study Area

There are two operative study boundaries of concern to this study:

1. Area of special emphasis: A two-mile long portion of the Rogue River lying between the proposed third and fourth bridges.
2. Overall study limits: a four and one half mile stretch of the river lying between Tom Pearce Park on the east and Schroeder Park on the west.

All of the area of special emphasis lies within the city limits of Grants Pass and the two parks at each end of the overall study limits are the responsibility of Josephine County.

For both study area, the north/south boundaries are defined by the depth of the riverfront lots only, whether in public or private ownership, developed or undeveloped. Further, the adopted study area reflects the city concept of a "recreation

corridor".

The consultants recognize that it is important to identify linkages between the two study areas identified above the downtown district, and the overall community as a whole. In this spirit, we have elected to present our analysis, findings and recommendations for both geographic areas and the important commercial, industrial and residential properties north and south of the river. We will also comment as appropriate upon the region as a whole.

4. The Community

The consultants have found both elected and appointed officials, as well as citizens and members of the advisory committee, to be eager to participate in this planning process and open to creative ideas and recommendations from the consultants. The consultants believe that this supportive attitude will be most helpful to creating a high-quality, responsive study.

B. MEETINGS AND INTERVIEWS

1. May Advisory Committee Meeting

The project coordinator attended the Riverfront Advisory Committee Meeting held in May to meet the members and to obtain feedback about their specific concerns and priorities for the study. Types of issue raised included the following:

- Proposed and potential development projects.
- Public access and safety concerns.
- Nature of new potential commercial development.
- Prioritization of all of the above.

In addition, the group amplified the vision statements formulated in May with more specific concerns voiced.

At this meeting the consultant recommended the addition of two opportunities for community wide involvement and input. It was decided that at the July and August Riverfront Advisory Committee Meetings, the public would be encouraged to attend and participate in the planning process.

2. June Field Trip

On June 15th and 16th, Fred Glick, Arnold Cogan and Ralph Austin visited Grants Pass for the first major effort of meetings, interviews, and collection of data and planning documents.

The consulting team was conducted on a tour of the study area by the city's project manager. The consultants were also introduced to Claude Curran, instructor at Southern Oregon State College (SOSC) and his students who are involved in a two week course which will be primarily focused upon data collection as part of the Riverfront Planning Process. The students participated in a tour of the study area which was followed by an orientation session with the consultants for the purpose of clarifying the type, quality and format of data to be collected.

The consultants were invited to participate in a meeting with the Grants Pass City Council where the team coordinator provided a brief explanation of the project phasing and anticipated results. The consultants also participated in a meeting with the City manager and executive staff where a discussion of the study priorities took place with specific advice and suggestions offered by those in attendance.

A meeting between the consultants and the major, Jean Reyneke

and Phil Killian, Chair of the Riverfront Advisory Committee. The meeting resulted in better consultant understanding of the larger community interests concerning this study. Particularly helpful was the clarification of the political, economic and social context for this study. They also provided important background information to the consultants including the evolution that the city has passed through these last several years concerning the importance of the Riverfront and the role this study plays in realizing its potential.

A substantial amount of published and mapped material was provided to the consultants. A list of the data supplied by the students is included in the Appendix of this report. This information will be useful to the consulting team to help expedite the analysis of the study area.

C. REVIEW AND ANALYSIS

A review was made of:

- City of Grants Pass, Comprehensive Community Development Plan, adopted 12/15/82 - Ordinance No. 4471
- Comprehensive Plan Policies and Elements
- Urban Growth Area Zoning Ordinance
- City of Grants Pass Development Code as revised 9/15/84
- Community Survey Summary based on 1643 responses, 11/25/87
- Draft Vision Statement of the Riverfront Committee, 5/8/87

This review was undertaken with the view toward implementing City Council Resolution No. 1898. That resolution, as pertaining to this report asked that we:

- "1. Identify riverfront areas that should be:
 - a. protected for their significant natural resources,
 - b. protected due to a commitment to an existing land use, such as established and economically stable residential neighborhoods,
 - c. developed for their recreation potential, public and private,
 - d. developed for their tourist related economic development potential."

Protection and development are both adequately covered in the City's statement of policies contained in the comprehensive plan and more fully elaborated in its elements. Nevertheless, once the objectives of the citizens are distilled from these policies, the survey and the vision statement, it becomes clear that even in terms of setting policy much remains to be done. Neither the development code nor the zoning ordinance and map adequately address these policies.

Pages 3 and 4 of resolution 1898 identify the comprehensive plan policies applicable to the riverfront study. Policy 3.6 is very explicit.

"The city and county shall act to conserve and enhance the quality and character of the Rogue River and its tributary streams, protecting streamside vegetation and discouraging the channelization, diking and filling of stream channels."

There are however, except for floodway and flood plain regulations contained in section 13.230 of the Development Code, no specific provisions affecting zoning, landscaping, habitat for land adjacent to a river.

The most salient feature of the study area, indeed the very purpose of the study is that it is dissected by a river and that significant portions of the study area, especially on the south shore of the Rogue is in the floodway and almost all of it, with the notable exception of the northern bridgeheads, lies in the 100-year floodplain. Not only does the existing pattern of development already reflect that constraint, but it suggests that open space and park objectives immediately adjacent to the river are indeed the ones which are most likely to be realized. To the extent that the survey results and the Riverfront Advisory Committee represents a likely political consensus, they echo the natural constraints. Consequently, the pattern suggests that commercial and other direct economic development potential could most likely occur from the interplay of these recreational areas on one side and already developed areas as one proceeds away from the flood plain. Future development should relate both to the river and to the developed areas, connect them and take advantage of both sets of opportunities.

Clearly the possibilities range from reorienting Grants Pass so that the city is redone to face the river on both sides and the river becomes the city center on one hand, to providing a trail between existing parks on the other. The following expression of the riverfront committee's vision leans toward the latter:

"More people than ever use the river. Riverside Park is alive with activities. On weekends and throughout the week, the park is filled with adults and children enjoying the band concerts, symphonies, plays, and sporting events and sampling the unique food. Rain or shine, Riverside Park offers a beautiful, safe spot along the river.

There is activity all along the river. Many of the public swimming holes, fishing docks, and beaches are connected by the riverfront trail which runs from Riverside Park down to Schroeder Park. Tussing and Baker parks now offer facilities for picknicking and river access.

The restaurants, beer gardens and bed and breakfast inns along the river are designed to compliment and enhance the river ambiance. The new resort on the south side of the river attracts tourists from throughout Oregon and the country. The Performing Arts Center provides a state for local and nationally known artists and the

open air restaurant overlooking the river is a quiet place to enjoy fine food."

A 1986 survey identified a number of ways people use the river: viewing (73%, picknicking (58%), fishing (45%), rafting (38%), swimming (30%), jet boating (29%), hiking (25%), camping (18%). 62% would like more public access.

The recreational analysis of the comprehensive plan elements identifies walking as both most popular and most frequent activity, followed by bike riding, outdoor games and swimming.

A summary of desired objectives can be reduced to viewing, access and walking as the three basics that relate to the river. Economic development is seen almost as a natural consequence of park and recreation development. Since the first park master plan in 1960, the city has never met its park and recreational objectives. Following is an analysis of the comprehensive plan policies and implementing tools now in place.

As stated before, except for floodway and flood plain constraints, there are no development, landscaping or zoning provisions that recognize the existence of the river. There is no river related design review or overlay, no provision for view corridors that would enable street users to see the river, no requirement to provide easement, access or trail either outright or as a development bonus or trade off.

Similarly, while there is a parks and recreation policy, and parks and public facilities are identified, neither the zoning map nor the comprehensive plan map identify or use open space designations, or park designations, or land held in reserve. Thus, for example, the County fairgrounds, a major recreational and economic resource, is designated as general commercial. Accordingly, the comprehensive plan map for Grants Pass does not identify parks, nor potential future park locations necessary to meet the recreational goals.

Further, it does not reserve future easements for trails or river access, all of which it could do. Comprehensive plan policy 7.16 requires parks, recreation and open space overlays to the UGB map, designating specific park locations only where lands are publicly owned.

Finally, to the extent that the full development of this concept will bring into play view corridors, easements and other means of access, perhaps some buffering or interconnections with adjacent uses, it is advisable to redefine the study area in such a way that the boundaries reach the closest street paralleling the river.

In terms of specific analysis requiring identification of

specific riverfront areas to be protected and developed, it would be helpful to have a clearer statement of objectives and much greater map detail, with topography and ownership. Following is an analysis of specific elements of the comprehensive plan.

Natural Resources: This comprehensive plan element identifies fish and spawning creeks that need protection. Elements also address the need to control erosion and provide streamside buffering and landscaping requirements in the Development Code, there are no specific provisions designed for riparian owners.

Existing Land Use: The community wants to identify economically stable residential neighborhoods and leave them alone. The comprehensive plan and elements identify the need for housing to meet the needs of projected population growth. To the southwest of the current bridgehead the plan map identifies a high density residential area which the zoning map currently identifies as medium density residential. Otherwise, there are not great disparities between the comprehensive plan map and current zoning, which for most of the study area is light to medium residential. Because of the flood-plain factor, along with access and views, housing opportunities are most likely immediately adjacent to the study area. The other high rise housing zone, to the northeast of the bridgehead adjoining the Central Business District and new shopping areas, could also provide interesting opportunities.

Recreational: The Park and Recreational plan and the comprehensive plan elements clearly suggest that land held in public ownership be used for recreation. There is also reference to hiking and bicycle trail designations, but it is not clear whether these are already secure. Flood plain, ownership and budget are going to be key determinants here.

Tourism and Economic Development: The comprehensive plan identifies an industrial designation in the study area at the northern approach to the proposed third bridge. General Commercial, mostly auto related uses, abut the existing bridgeheads and the county fairgrounds. The rest of the comprehensive plan designations are residential. This suggests either that commercial designations along the river need to be expanded toward other commercial areas with the idea of connecting them by view corridors and pedestrian walkways designed with the planned river improvements. Some combination of a tax increment and local improvement district could be developed to implement that.

In terms of implementing tools, Portland's greenway regulations, South Macadam design regulation and South Waterfront development plan contain many of the elements that are echoed in the Rogue River vision statement. These materials will be reviewed to obtain any useful ideas.

D. OPPORTUNITIES AND CONSTRAINTS

An array of study-area information has been collected by the Planning Staff of the City of Grants Pass and by a student class from Southern Oregon State College. Fred Glick Associates has reviewed and assessed the information received to date. The salient opportunities and constraints found are described below.

1. Bikeways

Can provide an excellent linkage between variety of public use and commercial sites along the river. Bikeways are another way of linking the riverfront to the rest of the community as well, beyond the study area. Riverfront public and commercial sites in close proximity can become linked together with Class I bikeways, while those at greater distances apart may have Class II or III bikeways on existing roads.

2. Riverside Parks

Five riverfront parks span the study area, offering major opportunities for public use and access to the riverfront. Linkages between these parks (Pearce, Baker, Tussing, Riverside and Schroeder) can take the form of pedestrian paths, bikeways and boating opportunities for both residents and tourists alike.

3. Third Bridge Corridor

As a designated, future urban renewal area located partially within the riverfront study area, there is an excellent opportunity here for (simultaneous) public access and other improvements. Likely improvements currently identified for tax increment financing within the riverfront study area include: new bicycle paths, sidewalks on the Third and Fourth bridges, a computerized information center, a pedestrian bridge over the Rogue, the Third bridge itself, Riverside, Baker and Tussing Park Improvements.

4. Riparian Vegetation

Approximately 95% of the riverbank has at least "intact primary" riparian vegetation, which is a major component of the Rogue River's natural setting (or character). This is of great aesthetic value and must be preserved to the maximum extent possible, to forever enhance the user experience. Further, such vegetation has structural implications relative to the riverbank's integrity.

5. Land Use

There are currently approximately 21,000 l.f. of single family residential river frontage in the study area; 3,500 l.f. of commercial river frontage; 4,700 l.f. of publicly owned river frontage; and 2,400 l.f. of undeveloped frontage. The great number of existing single family residential parcels pose a difficulty with regard to river access for locals and tourists alike. The existing, large publicly owned and commercial parcels offer the most obvious opportunities for "comfortable" primary access areas. There are 18 public rights-of-way which access the river throughout the study area.

6. Proximity of Numerous Commercial Parcels and Public Ownerships

Located along the Highway 99 are eight commercial parcels and eight public accesses all within one-half mile of one another. The area comprising these sites along the riverfront is an ideal location for pedestrian and bicycle trails, due to their close proximity. These locations are each easily accessible from the highway.

7. Riverfront Trails

Land use patterns and the influence of floods suggest that there are opportunities for trails throughout the south bank of the river portion of the study area within the floodway. Specific opportunities here are found east of the Third Bridge where commercial, residential and public rights-of-way exist. Other instances are found between the Third Bridge and the McKinney Property, due to the large amount here of public ownership and undeveloped land. Ownerships and land-use patterns are so dispersed here that public access is difficult and costly.

8. Relationship to Downtown

The most obvious way to tie-together the river corridor and the rest of the community (such as the downtown) is through increased and improved bikeways, pedestrianways, and other methods of non-motorized circulation such as carriages and rickshaws. Plans highlighted in Josephine County's Bikeways Master Plan proposal suggest increased bikeways throughout the Rogue River Corridor and the Downtown area.

9. Centroid of Community Activity

Intersection of the linear downtown development

corridor and the Rogue River corridor point to the importance of this area. Of particular importance is the pedestrian linkage between the river and downtown. This area must be considered the centroid of activity of the whole community, while providing for the easiest public access in the river corridor to all public and commercial ownerships.

10. Flood Plain

Certain locations, especially in the vicinity north of the river and west of the Fourth Bridge, have a large floodplain. This factor tends to limit intensive development for residential, commercial and industrial uses, but could suggest opportunities for additional larger scale recreation facilities and other water related public uses. Another area, between the Caveman and the Fourth Bridges south of the river has a large floodplain which must be considered an opportunity for recreation and other public uses.

11. River Access

Two kinds of access opportunities are apparent: (a) a large number of public and undeveloped parcels create an opportunity for the development of several additional access areas; (b) already designated commercial sites suggest the potential for privately sponsored access opportunities such as restaurants, boat rentals, and overnight tourist accomodations.

12. Scenic Quality

Topographic modulation, corridor-length riparian and other vegetation, the river itself, and short-, medium-, and long-range views changing at every turn of the river all combine to offer an extremely high scenic quality to the corridor. A visual resource management plan should be established to preserve the Rogue's outstanding scenic qualittites in perpetuity.

13. Vehicular Access

Primary locations for vehicular access to the river are found at the five parks, larger commercially-owned parcels, and potentially at the rights-of-way located at irregular intervals throughout the study area. The benefits and liabilities of vehicular access to or near the river must be further assessed.

VEHICULAR CIRCULATION
 MARKET LOCATIONS AND VEHICULAR ACCESS TO THE RIVER ARE POSE AT THE RIVER FRONT, ESPECIALLY AT PORTLAND-GRANTS LOCATED AT REGULAR INTERVALS THROUGHOUT THE RIVERFRONT. ACCESS TO THE RIVERFRONT SHOULD BE FURTHER IMPROVED.

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CENTERS OF COMMUNITY ACTIVITY
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FLOOD PLAIN
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RIVERSIDE PARKS
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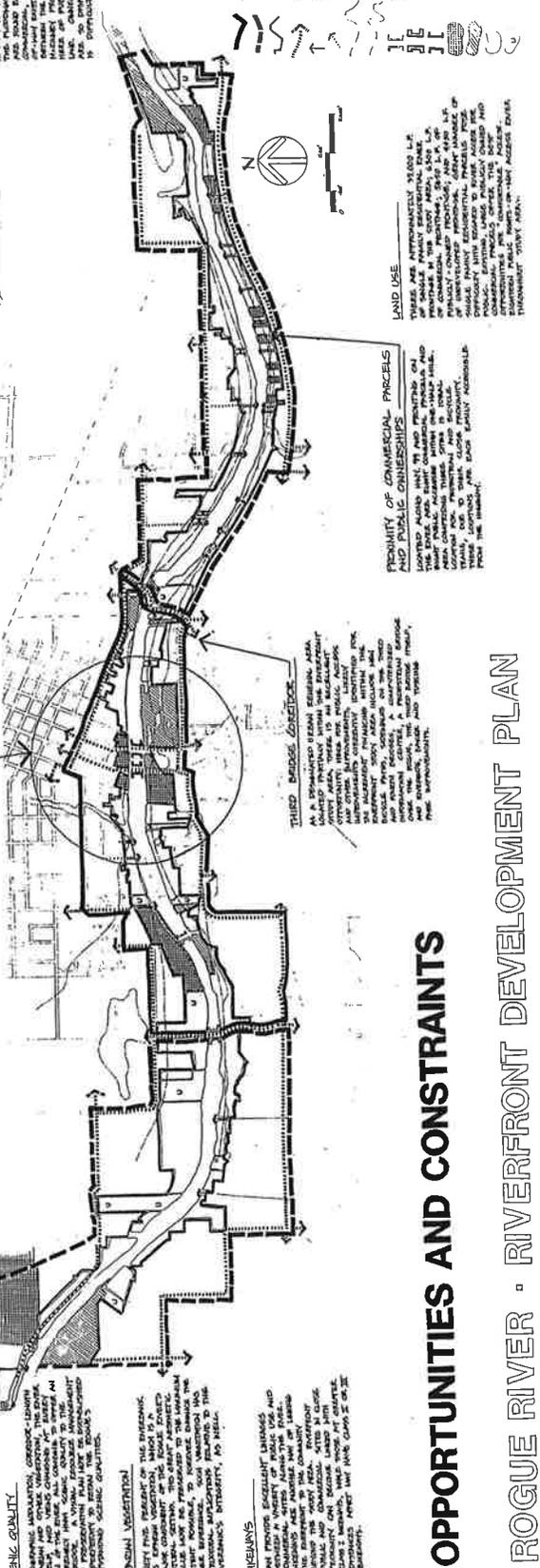
RECREATION
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THIRD BRIDGE CORRIDOR
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PROXIMITY OF COMMERCIAL PRCELS AND PUBLIC CONGRESSIONS
 COMMERCIAL PRCELS AND PUBLIC CONGRESSIONS ARE LOCATED AT THE RIVERFRONT AND THE RIVERFRONT ACCESS CORRIDORS. ACCESS TO THE RIVERFRONT SHOULD BE IMPROVED THROUGH THE RIVERFRONT ACCESS CORRIDORS.

LAND USE
 LAND USE PATTERNS ARE SHOWN ON THIS MAP. ACCESS TO THE RIVERFRONT SHOULD BE IMPROVED THROUGH THE RIVERFRONT ACCESS CORRIDORS.

LEGEND
 LEGEND OF SYMBOLS AND PATTERNS USED ON THIS MAP. ACCESS TO THE RIVERFRONT SHOULD BE IMPROVED THROUGH THE RIVERFRONT ACCESS CORRIDORS.



OPPORTUNITIES AND CONSTRAINTS

ROGUE RIVER - RIVERFRONT DEVELOPMENT PLAN

CITY OF GRANTS PASS, OREGON

Prepared by Fred Glick Associates, Urban Planning in association with Copan, Sharp, Cohen, Land - Use Planner; William Gombaback & Associates, Inc., Economics and Urban Construction, Engineering.

E. FINDINGS

1. Study Area

We are impressed with the character of the study area, its beauty and the economic potential of the river corridor. The Riverfront Advisory Committee seems very willing to participate in the planning process through meaningful dialogue with the consultants. There are quite a few study area findings which we are describing below:

- a. In terms of scenic beauty, the Rogue River Corridor offers nearly unparalleled scenic grandeur among the Southern Oregon river system communities.
- b. In order to preserve the economic potential of this spectacular river/recreation corridor, its inherent beauty and natural endowments must be preserved.
- c. A Scenic Overlay Zone needs to be developed and integrated into the Comprehensive Plan to help manage the river corridor in perpetuity. This zone should
 - a) define those elements which comprise the river's scenic qualities,
 - b) define goals which, if implemented, will help in achieving preservation of this scenic quality,
 - c) create a Scenic Management Plan component in the City's Comprehensive Plan capable of serving as a regulatory framework with which to enforce the Scenic Overlay Zone.
- d. Future commercial lands should be sited based upon demand projections and/or the likely impact of major new facilities such as the Third and Fourth Bridges. Nodes of commercial property should be formed in these locations, which are intended to avoid riverfront "strip" commercial and to establish a critical mass of commercial development where individual commercial ownerships might otherwise be weakened.
- e. Established rights-of-way to the river can be used for vehicular access, while very narrow tax lots in public ownership fronting the river can only be used for pedestrian and bicycle access.
- f. Pedestrian, bicycle and jogging paths as identified in the Parks and Recreation Master Plan form the basis for potential new trails in the river corridor.
- g. Riparian vegetation currently is found on approximately 95% of all riverbank frontage in the overall 4.3 mile study area. This critical resource should remain in it's current form for riverbank

- protection, positive impact on the salmon spawning beds and its impact on scenic edge quality.
- h. Riverfront public and commercial sites should be linked together with Class I bikeways which can also serve as pedestrian and jogging trails.
 - i. The Third Bridge Corridor urban renewal area offers a tremendous opportunity for simultaneous development of improvements within the Rogue River Corridor. Those improvements already identified in the Third Bridge Corridor urban renewal plan study include: new bicycle paths, sidewalks on the Third and Fourth Bridges, a computerized information center, a pedestrian bridge over the river, the Third Bridge itself and Riverside, Baker and Tussing Park improvements.
 - j. A multi-purpose riverfront trail loop linking both the north and south banks of the Rogue River between the Third Bridge and a potential pedestrian bridge (between the Treatment Plant and Tussing Park) can become a major year-round tourist, visitor and local attraction.
 - k. Visual linkage to the river should occur wherever public rights-of-way are developed for use along the river corridor. Even if functional facilities are not developed in these locations, passive recreational facilities can be developed which can allow the public to view the river at intervals.
 - l. Riverfront parcels should be zoned so that compatible uses are adjacent to one another. Locating adjacent, inconsistent uses should be avoided.
 - m. The most opportune places to locate riverfront trails are on "benches" midway down the riverbank, out of view of the property owners and yet well above and closer to the river's edge.
 - n. The most obvious way to link the river corridor to the downtown community is to develop pedestrian and bicycle connections from the point at which the Caveman and Seventh Street bridges cross the River into the downtown.
 - o. Riverfront trails are the single, best method for bringing both tourists and locals to the river's edge for sheer enjoyment. A riverfront loop trail will likely be a critical link in the City's goal of having a year-round riverfront attraction. The scenic beauty of the Rogue can then be captured as a perennial attribute of Grants Pass.

2. Community-Wide

- a. Both a new performing arts center and community center should be located along the river. This would allow community wide activities to occur at the river's edge, bringing new life to the river corridor, and providing new opportunities for the rest of the community.
- b. A greater amount of community activities located along the river will tend to make both the trail system and riverfront properties safer places.
- c. The Comprehensive Plan identifies the river corridor as a community resource, but to date, no steps have been taken to achieve that goal. The riverfront development plan provides an opportunity for satisfying this major goal for protection and restoration of the river corridor.
- d. In addition to the Scenic Overlay Zone mentioned above, other steps need to be taken to preserve the environmental quality of the river. These include:
 - a) creation of a more in-depth and sensitive design review process for river-related uses; and
 - b) acquisition of concessions from riverfront commercial and (ultimately) residential property owners to gain public access to the riverfront along their ownerships.

3. Conclusion

This project can become the symbol for a new approach to the community's economic development. The river's inherent natural qualities combined with the national recognition the Rogue River has for its recreation opportunities form a new opportunity for economic growth within the community.

ALTERNATIVE LAND USE SCENARIOS

II. ALTERNATIVE LAND USE SCENARIOS

A. Scenario 1

The original intent of Scenario 1, based upon this project's work scope, was to maintain the status quo in the existing land use areas, while emphasizing public access. During the course of the project, the Riverfront Advisory Committee decided to change the public access criteria in Scenario 1 to status quo as well. Status quo, relative to public access, refers to the trail selected and adopted by the Riverfront Advisory Committee during the Spring of 1987. Other specific information of significance for this scenario follows:

1. Land Use

a. Commercial

Has been left basically unchanged from the existing comprehensive plan designation. A new land-use category has been established for this Scenario. We have replaced General Commercial with River/Tourist Commercial specifically within the Riverfront Study Area boundary. This special category is intended to incorporate only those riverfront commercial land uses which are river-oriented. No other commercial uses should be allowed for this designation.

b. Residential

Has been left unchanged from the existing comprehensive plan designation.

c. Public

Has been left unchanged from the existing comprehensive plan designation.

2. Pedestrian and Bicycle Trails

The Riverfront Advisory Committee had selected an initial riverfront trail alignment prior to the Riverfront Planning Consultants' beginning work. This same trail configuration has been utilized for Scenario 1. Otherwise, public access has been limited to viewpoints, boat ramps, fishing spots and trail links.

3. Transportation Routes

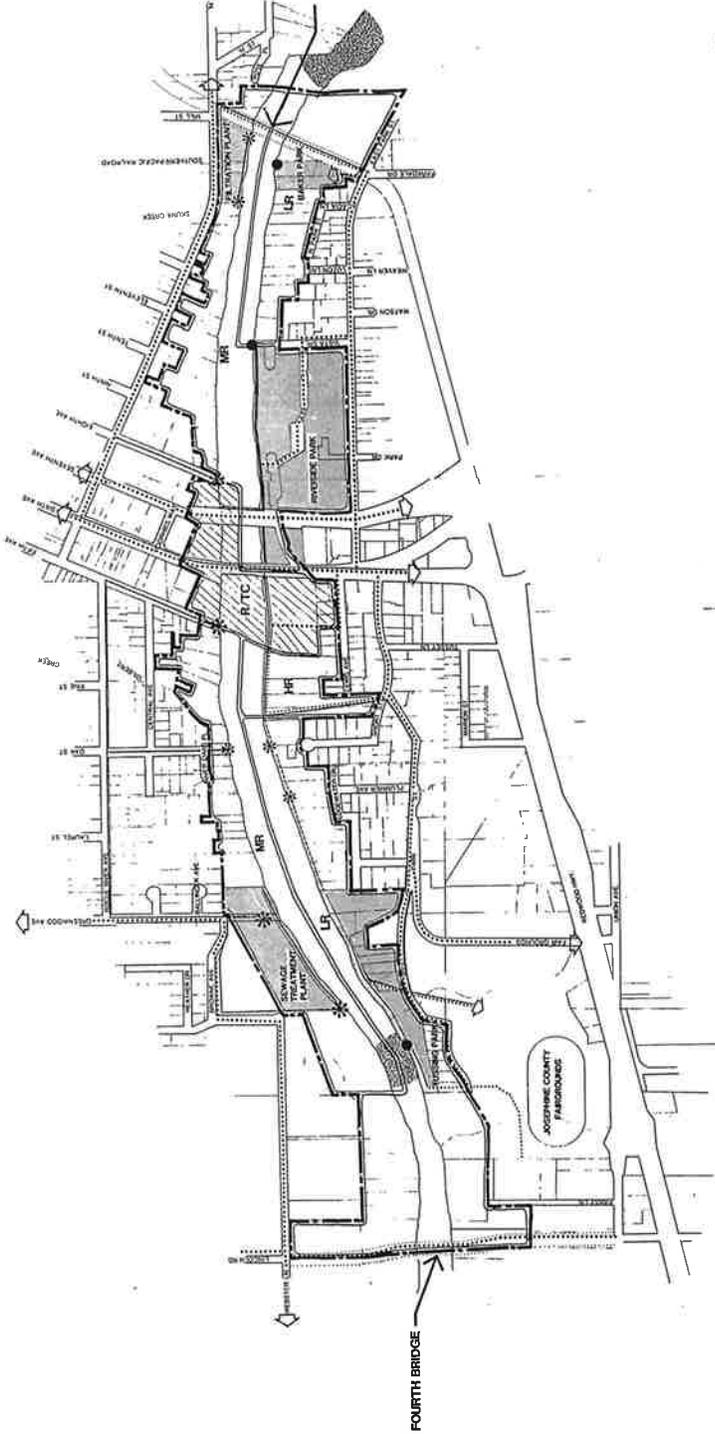
There has been no need for any changes in motor vehicle transportation routes in conjunction with this scenario.

SCENARIO 1

COMMERCIAL INTENSITY
 Areas of commercial land remain as currently identified on the City's Comprehensive Plan Map.

SEMI-ACCESS
 Replaced by viewpoint, boat ramp, fishing pier & trail links to public waterfront lands.

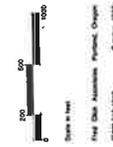
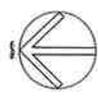
- INCLUSIONS OF SCENARIO 1**
- o Commercial opportunity may be added
 - o Growth will pass it by
 - o Future supply of commercial land that is available will be highly valued
- DESIRABLE DEVELOPMENT**
- o Greatest opportunity for increased commercial development will be identified in this area, where link
 - o Street network reverses commercial development at



ROGUE RIVER - RIVERFRONT DEVELOPMENT PLAN

CITY OF GRANTS PASS, OREGON

Prepared by Fred Blech Associates (2) Inc. Planning in association with: Cozen, O'Shea, Sharp, Cohen, Lane-Two Planners; Williams, Keeble, Secht & Associates, Inc.; Economics and Urban Corporation; Engineering.



Scale in feet
 Fred Blech Associates, Grants Pass, Oregon
 04/23/2010
 04/23/2010

- LEGEND**
- PEDESTRIAN TRAIL
 - MULTI-PURPOSE TRAIL
 - BIKE WAY
 - ★ VIEWPOINTS
 - BOAT RAMP
 - ▨ SALMON SPAWNING GROUNDS
 - ▩ PUBLIC LANDS
 - UR LOW DENSITY RESIDENTIAL
 - MR MODERATE DENSITY RESIDENTIAL
 - HR HIGH DENSITY RESIDENTIAL
 - RUC RIVER/TOURIST COMMERCIAL
 - STUDY AREA BOUNDARY
 - FUTURE TRAIL

B. Scenario 2

The original intent of Scenario 2, based upon this project's work scope, was to heavily emphasize commercial development, utilize all suitable, vacant and underutilized land, and to apply urban renewal as a possible implementation methodology. Public Access has been maximized in this scheme. Urban renewal should be used for implementation. To be successful, public access in this scheme requires linkage and integration with intense commercial development. Other specific information of significance for this scenario follows:

1. Land Use

a. Commercial

Has been maximized, focusing around three basic nodes: the central node centering around the Caveman Bridge crossing; a node at the Third Bridge crossing; and a node at the Fourth Bridge crossing. A new land-use category has been established for this Scenario. We have replaced General Commercial with River/Tourist Commercial specifically within the Riverfront Study Area boundary. This special category is intended to incorporate only those riverfront commercial land uses which are river-oriented. No other commercial uses should be allowed for this designation.

b. Residential

This designation has actually decreased from the amount of residential land shown in Scenario 1. This is due to greater amounts of commercial and public lands recommended where residential land currently exists.

c. Public

There has been a marked increase in public lands proposed for Scenario 2. Even with commercial lands more than doubling in this scheme, there is a tremendous opportunity for both the City of Grants Pass and Josephine County to maximize the potential for public use of lands within the riverfront study area by increasing public space. The benefits of this approach cannot be overstated. It is on these lands at the Fourth Bridge that a new performing arts center or a community center could be located. The other location for one or both of these facilities would be in the River/Tourist Commercial land shown between Tussing Park and the McKinney property. The Josephine County Fairgrounds are one of the most promising major opportunities for riverfront linkage benefits relative to further riverfront development in the Fourth Bridge/Tussing Park nodal area. Every effort should be

made for coordination between the City and County in this regard.

2. Pedestrian and Bicycle Trails

The Riverfront Advisory Committee had selected an initial riverfront trail alignment prior to the Riverfront Study Consultants' beginning work. This same trail configuration has been utilized for Scenario 1. Scenario 2 highlights a riverfront loop trail essentially spanning the entire riverfront from the Third to the Fourth Bridges. There are two pedestrian footbridges across the Rogue River slated for this scenario. One is shown in this scheme spanning the river between Tussing Park and the Sewage Treatment Plant trail. The other (not shown in this sheet) is located between White Rocks and Schroeder Park to the west.

3. Transportation Routes

There are several locations where modifications or additions need to be made to the Grants Pass street system to accommodate this potential scheme. These are noted in Scenario 2 as arrows or new rights-of-way at the public lands around the Fourth Bridge location; at the River/Tourist Commercial land and Baker Park at the Third Bridge location; and at other similar locations within the riverfront study area.

C. Scenario 3

The original intent of Scenario 3 was to have no more than double the commercial acres found in Scenario 1. New commercial has been primarily limited to high impact areas areas only (3rd & 4th Bridges).

Public access is increased only in selected, low impact areas. To be successful, public access in this scheme requires linkage and integration with commercial development. Other specific information of significance for this scenario follows:

1. Land Use

a. Commercial

Has been increased, focusing around three basic nodes: the central node centering around the Caveman Bridge crossing; a node at the Third Bridge crossing; and a node at the Fourth Bridge crossing. A new land-use category has been established for this Scenario. We have replaced General Commercial with River/Tourist Commercial specifically within the Riverfront Study Area boundary. This special category is intended to incorporate only those riverfront commercial land uses which are river-oriented. No other commercial uses should be allowed for this designation.

b. Residential

This designation has slightly decreased from the amount of residential land shown in Scenario 1. This is due to greater amounts of commercial and public lands recommended on lands which are currently residential.

c. Public

There has been an increase in public lands proposed for Scenario 3. Even with commercial lands doubling in this scheme, there is a tremendous opportunity for both the City of Grants Pass and Josephine County to maximize the potential for public use of riverfront lands by increasing public space. The increased benefits of this approach cannot be overstated. It is on these lands, potentially at the Fourth Bridge as shown, that a new performing arts center or a community center could be located quite well. The Josephine County Fairgrounds are one of the most promising major opportunities for riverfront linkage benefits relative to further riverfront development in the Fourth Bridge/Tussing Park nodal area. Every effort should be made for coordination between the City and County in this regard.

2. Pedestrian and Bicycle Trails

The Riverfront Advisory Committee had selected an initial riverfront trail alignment prior to the Riverfront Study Consultants' beginning work. This same trail configuration has been utilized for Scenario 1. Scenario 3 highlights some riverfront trail development, increasing the trail system shown in Scenario 1. There are two pedestrian footbridges across the Rogue River slated for this scenario. One is shown in this scheme spanning the river between Tussing Park and the Sewage Treatment Plant trail. The other (not shown in this sheet) is located between White Rocks and Schroeder Park to the west.

3. Transportation Routes

There are several locations where modifications or additions need to be made to the Grants Pass street system to accommodate this potential scheme. These are noted in Scenario 2 as arrows or new rights-of-way at the public lands around the Fourth Bridge location; at the River/Tourist Commercial land and Baker Park at the Third Bridge location; and at other similar locations within the riverfront study area.

SCENARIO 3

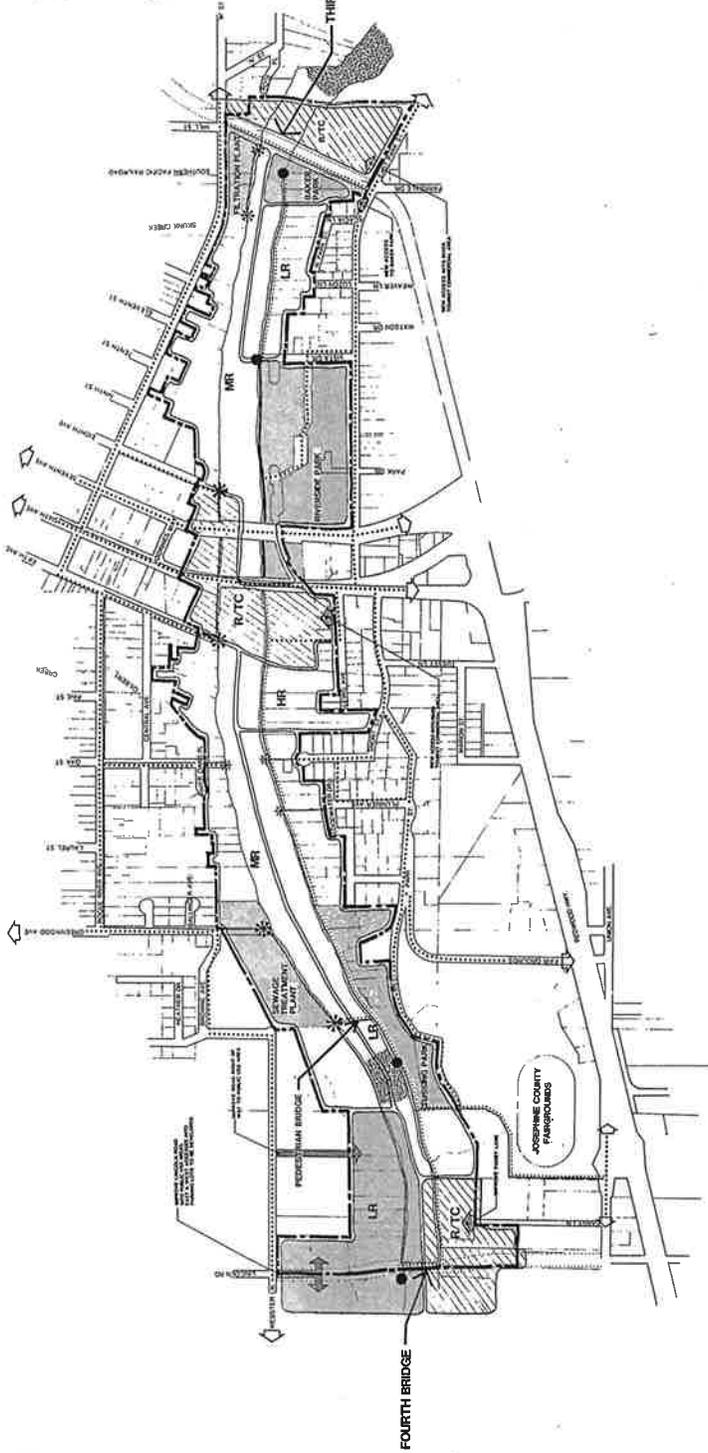
- COMMERCIAL INTENSITY**
- o Increase limited to maximum double percent average
 - o High-impact areas (27th & 4th bridges)

- PERMITS ACCESS**
- o Public access is increased only in selected, low impact locations

IMPLICATIONS

AREA OF SPECIAL INTERESTS

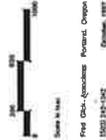
- o could limit potential for further commercial development here.
 - o Logical configuration possible; balanced; of highest vehicular traffic intensity
- GENERAL ZONING SCHEDULE**
- o should limit potential for further commercial development here.
 - o Logical configuration possible; balanced; of highest vehicular traffic intensity



- LEGEND**
- FEDERAL HIGHWAY
 - MULTY-PURPOSE TRAIL (Bike/Walk)
 - MULTY-PURPOSE TRAIL (Horseback)
 - BIKE WAY
 - ✱ VIEWPOINTS
 - BOAT RAMP
 - SALMON SPawning GROUNDS
 - PUBLIC LANDS
 - LR LOW DENSITY RESIDENTIAL
 - MR MODERATE DENSITY RESIDENTIAL
 - HR HIGH DENSITY RESIDENTIAL
 - R/TC RIVER/TOURIST COMMERCIAL
 - P/TC PUBLIC/TOURIST COMMERCIAL
 - STUDY AREA BOUNDARY

ROGUE RIVER - RIVERFRONT DEVELOPMENT PLAN CITY OF GRANTS PASS, OREGON

Prepared by: Fred Blatz, Associates Urban Planners in consultation with: Clean, Energy, Oregon, Land-Use Planning, Williams-Zyglidopoulos & Associates, Inc., Economics and USG Corporation, Engineering.



Rogue River Riverfront Development Planning Process

MATRIX OF ALTERNATIVE SCENARIOS

Commercial Intensity	Status Quo	Public Access	Other Aspects	Implications: Area of Special Emphasis	Implications: Overall Study Limits
SCENARIO #1	<ul style="list-style-type: none"> Emphasized as viewpoints, boat ramps, fishing spots & trail limits 	<ul style="list-style-type: none"> May be most realistic scheme from marketing point of view Conservative approach Little used for commercial space other than normal anticipated growth More land available for commercial facilities 	<ul style="list-style-type: none"> Commercial opportunity may be missed Marginal uses, each w/ less of an economic development opportunity will occur Growth will pass it by Finite supply of commercial land that is available will be highly valued 	<ul style="list-style-type: none"> Greatest opportunities for increased commercial development in the long run Demand will be satisfied in this area, most likely Scenario prevents commercial development at 3rd bridge 	
SCENARIO #2	<ul style="list-style-type: none"> Heavily emphasized All suitable, vacant, underutilized land Urban renewal for implementation 	<ul style="list-style-type: none"> Public access maximized To be successful, requires linkage & integration with intense commercial development 	<ul style="list-style-type: none"> Very risky, "highball" approach Requires high-powered marketing campaign, & creative approaches to attract developers Supply may possibly create the demand 	<ul style="list-style-type: none"> If successful, tax dollars generated will be able to support max. level of public access, this area Will be difficult @ State DLCD level Need most stringent design standards possible to maintain compatibility w/ river environment 	<ul style="list-style-type: none"> Will likely never be any demand here for further commercial development Pressures could be exerted to expand the UGB so as to maintain an adequate inventory of urbanizable land
SCENARIO #3	<ul style="list-style-type: none"> Increase limited to maximum double current acreage Location limited to high-impact areas (3rd & 4th bridges) 	<ul style="list-style-type: none"> Public access is increased only in selected, low impact locations 	<ul style="list-style-type: none"> May be more realistic than #2. Could possibly be implemented through urban renewal. 	<ul style="list-style-type: none"> Could limit potential for further commercial development here. Logical configuration possible; balanced; by locating development nodes @ points of highest vehicular traffic intensity 	<ul style="list-style-type: none"> Could limit potential for further development here, to some extent Logical "edge" or limit to area(s) is created through 3rd & 4th bridge locations

LAND-USE DISTRIBUTIONS

Alternative Scenarios 1, 2, & 3

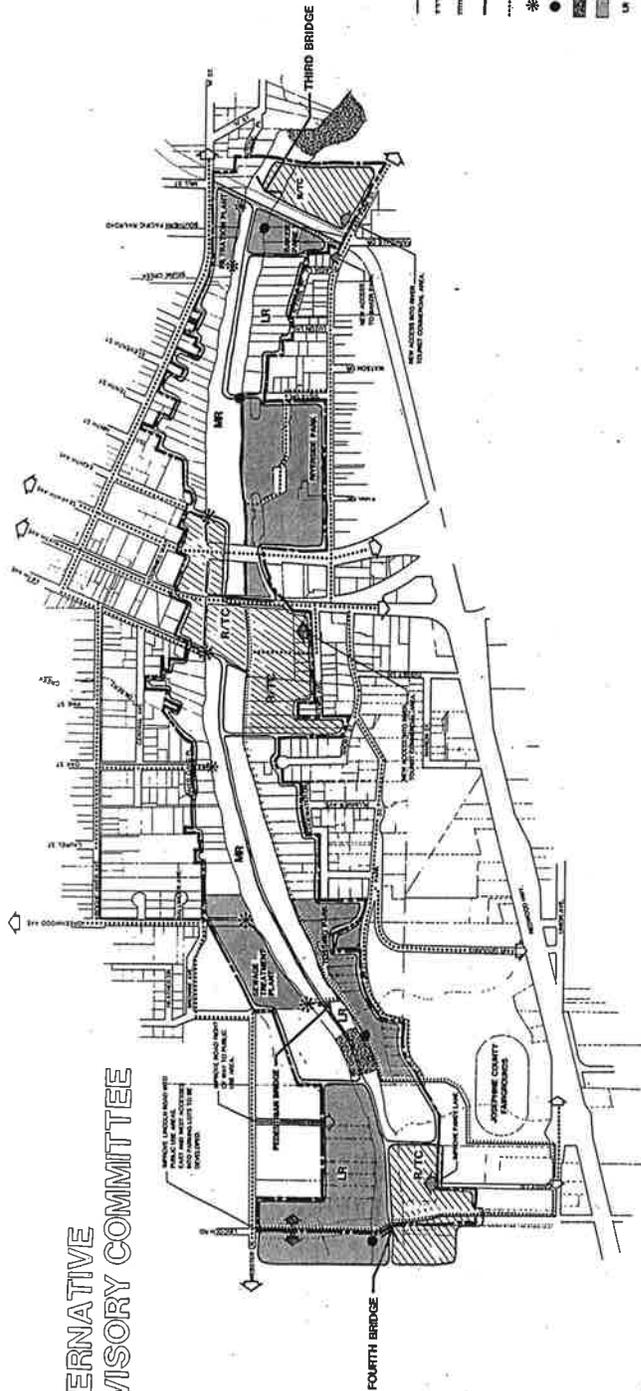
	<u>Commercial Land</u>	<u>Public Land</u>
Scenario 1	19.8 acres	42.4 acres
Scenario 2	47.6 acres	81.6 acres
Scenario 3	33 acres	68.1 acres

SCENARIO 4 PREFERRED ALTERNATIVE RIVERFRONT ADVISORY COMMITTEE

FEB 11, 1989

NOTES:

- LAND USE:**
- EXISTING LAND USES ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - LAND USES TO BE DELETED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - LAND USES TO BE ADDED ARE SHOWN IN A SHADING OF DARK BROWN.
 - LAND USES TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
 - LAND USES TO BE CHANGED ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - LAND USES TO BE CHANGED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - LAND USES TO BE CHANGED ARE SHOWN IN A SHADING OF DARK BROWN.
 - LAND USES TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
- RECREATION & PUBLIC ACCESS:**
- EXISTING RECREATION & PUBLIC ACCESS ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - RECREATION & PUBLIC ACCESS TO BE DELETED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - RECREATION & PUBLIC ACCESS TO BE ADDED ARE SHOWN IN A SHADING OF DARK BROWN.
 - RECREATION & PUBLIC ACCESS TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
 - RECREATION & PUBLIC ACCESS TO BE CHANGED ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - RECREATION & PUBLIC ACCESS TO BE CHANGED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - RECREATION & PUBLIC ACCESS TO BE CHANGED ARE SHOWN IN A SHADING OF DARK BROWN.
 - RECREATION & PUBLIC ACCESS TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
- DEVELOPMENT STANDARDS:**
- EXISTING DEVELOPMENT STANDARDS ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - DEVELOPMENT STANDARDS TO BE DELETED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - DEVELOPMENT STANDARDS TO BE ADDED ARE SHOWN IN A SHADING OF DARK BROWN.
 - DEVELOPMENT STANDARDS TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
 - DEVELOPMENT STANDARDS TO BE CHANGED ARE SHOWN IN A SHADING OF LIGHT BROWN.
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 - DEVELOPMENT STANDARDS TO BE CHANGED ARE SHOWN IN A SHADING OF DARK BROWN.
 - DEVELOPMENT STANDARDS TO BE CHANGED ARE SHOWN IN A SHADING OF WHITE.
- DEVELOPMENT REVIEW PROCESS:**
- EXISTING DEVELOPMENT REVIEW PROCESS ARE SHOWN IN A SHADING OF LIGHT BROWN.
 - DEVELOPMENT REVIEW PROCESS TO BE DELETED ARE SHOWN IN A SHADING OF MEDIUM BROWN.
 - DEVELOPMENT REVIEW PROCESS TO BE ADDED ARE SHOWN IN A SHADING OF DARK BROWN.
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ROGUE RIVER - RIVERFRONT DEVELOPMENT PLAN CITY OF GRANTS PASS, OREGON

Prepared by Fred Olick, Associates Urban Planning in association with Olick, Stearns, Coburn, Lantz, Lee Planning; Williams-Crabbeback & Associates, Inc., Economics and BRB Corporation, Engineering.

III.

PUBLIC ACCESS
IMPLEMENTATION PROGRAM

III. PUBLIC ACCESS IMPLEMENTATION PROGRAM

A. Methods of Providing Public Access

Access to the river can be obtained in a number of ways. Perhaps the most straightforward is for a public agency to purchase in fee the property needed for the access.

Public Fee Title Acquisition

Fee title acquisition by a public agency is the more desirable means of obtaining public access. Fee title acquisition, because all the landowners' rights are acquired, virtually eliminates on-site conflicts between the public and private owner. There is no chance for misunderstanding over easement or permit provision requirements.

Fee title acquisition requires that a public agency, usually a parks department, have the authority and the means to assume ownership and management of the access area. Sometimes the acquisition burden may be assumed by a public works department. In all cases, fee title requires considerable capital expenditure of public funds (for acquisition and development) and the assumption of a perpetual maintenance expenditure which tends to increase over time.

Fee title acquisition requires a willing seller and that both parties be satisfied by the transaction's consummation. There are no legal obstacles to negotiate purchase as long as the acquiring agency has the requisite authority. However, there may be opposition from neighbors, taxpayers, and others who oppose public parks in "their" neighborhood and oppose removal of lands from the tax rolls.

Another possibility is a life estate agreement. The owner retains residential or other use of the property until death, and the public obtains full future ownership. Usually life estates and public use can coexist during the tenancy of the agreement. Again, as with other purchase agreements, the landowner continues to pay taxes on the value of his retained interest.

Access Over Private Lands

In many instances, a private developer will provide public access in conjunction with an industrial, commercial, or multi-family residential development. In these cases, the access area usually

NOTE: A source for this section is "An Evaluation of Public Access to Washington's Shorelines," prepared by the Washington State Department of Ecology, Shorelands Division, Olympia, Washington, September, 1983.

remains in private ownership, and public access is controlled by permit provision and/or an easement.

There are motivating factors that may cause a developer to provide public access. First of all, the local jurisdiction may be more inclined to approve his project if it includes public access. The developer may also obtain some tax advantages from creating an access. The latter usually requires dedication of the property in fee or less than fee to a public agency. A commercial enterprise, such as a store or a restaurant, may derive considerable benefit through good will and increased pedestrian traffic as a result of the access.

In some cases, access is justified by historical public use which should be maintained regardless of the kind of development.

On the matter of tax incentives, the federal income tax laws are structured to encourage charitable contributions by allowing a deduction against ordinary income equal to the value of the donation. Sometimes, the land can be worth more as a tax deduction than as a potential site for development, particularly where the real property has appreciated substantially over the years.

Tax benefits can also be used when bargain sales are consummated. In these cases, the owner donates a portion of the property and receives cash for the remainder. The owner has the advantage of both cash in his pocket and a tax deduction.

In addition to federal income tax advantages, it may be possible for the landowner to receive a reduction in property taxes as the assessed value of the real property should presumably be less. Such a reduction in assessment will not likely be automatic and may require considerable negotiation with the county assessor to get an adjustment for less than fee donations.

Public Less Than Fee Acquisition

Less than fee acquisitions are also useful tools for obtaining public access to shorelines. They usually take the form of easements granting the right of access to the public. Sometimes these may be acquired by purchase, such as in the case of development rights purchase. Here, a public agency purchases a portion of the rights a landowner has, which limits what he may do with his property.

Other times, the granting of an easement for public areas may be a required prerequisite to obtaining a building or substantial development permit. It is the effectiveness and the legal constraints imposed by the most recent Supreme Court decision of this latter situation that is the primary concern of this evaluation, but first there are several other possibilities for public access that should not be overlooked.

Undiscovered Public Properties

Sometimes a local jurisdiction may be able to discover and utilize publicly owned properties that were purchased for some other purpose but on which public access would be compatible. For example:

1. Utility corridors -- easements are usually granted where pipelines are buried or powerlines are overhead, and there is often space at ground level which can be used for public access without conflict.
2. Road rights-of-way -- often, there may be enough space at bridge abutments to develop public access facilities or, in some cases, a right-of-way may be abandoned when a road is re-located and that old right-of-way can be utilized for access.
3. Platted and unused street ends and rights-of-way -- often, a right-of-way for a street will be extended to the water, but not developed. The street end becomes a "natural" access point.
4. Rights-of-way in floodplains -- in some floodplain areas streets were laid out but never developed. These are usually still in public ownership, and can become the basis for new access development.

Dedicated Access

Dedicated accesses are dedications of land by a private landowner for public access purposes coincident with development or subdivision and may be required by local ordinance.

The wording of conditions on permits is crucial. It is not enough to rely upon the fact that the developer has shown public access on his plans and the fact that public access is required by law. The permit should state explicitly that "public access as shown on approved plans shall be provided prior to occupancy of the proposed building." As used here, "occupancy" refers to final sign-off by a building inspector. It is important to require access at some point before final sign-off in order to keep a lever on the developer.

At a minimum, the public access obtained as a permit condition should be legally established by recorded easement. Access in which the only written record is the permit provision will almost certainly disappear in a few years, when the paperwork is archived or even shredded. A jurisdiction should require that an easement be recorded with the county auditor, as a condition on the deed to the property, or on the plat map for the subdivision. In this way, the easement will appear in future title reports and will be trans-

ferred through subsequent sales. An easement also has the advantage of eliminating or reducing liability which may not be the case when the access is established by permit provision only.

An easement "runs with the land" (stays on the title through ownership changes) which is its principal advantage, but it is not cast in stone. If, at some future time, the jurisdiction determines the easement is no longer compatible or desirable, it can terminate the arrangement. This may occur when an initial nonwater-dependent use is superseded by a water-dependent use where the public access easement is incompatible.

To prevent future misunderstandings and subsequent loss of access, the easement must be quite specific as to what is granted. The following elements must be included in the easement document:

1. The precise location of the easement. A properly written legal description of the easement area, or the easement's width, center line bearings, and length. This requires that the easement be surveyed and tied in with permanent survey monuments so that it can be relocated and remarked as necessary at any time in the future.
2. The purpose and scope must be explicit. The public's rights must be clearly stated. An easement that only permits the right of passage on a confined walkway may not allow the public any use rights. Such a condition may be very confusing to the public if they can walk near docks, picnic benches, and the like, yet not be allowed to use the facilities. The persons negotiating the easement must give careful thought and visualization to the physical arrangement the easement creates so that these kinds of situations can be avoided.
3. Who may use the easement must be specified. If the easement is for the general public, it should be so stated.
4. The operation and maintenance responsibility should be specified. An area that will be maintained by the private landowner should have some maintenance criteria specified.
5. Signing requirements must be specified, and the responsibility of placing and maintaining the signs should be stated.
6. Specify what will be provided. Will the grantor provide a concrete walkway, a dirt path, or other facility? Minimum specifications must be agreed upon and written into an easement.
7. Specify conditions of use. An access may be limited to daylight hours, may have seasonal restrictions, or other special conditions that should also be written and recorded.

Condemnation/Eminent Domain

A public agency may of course acquire fee or easement through its power of eminent domain. If the issue of price goes to the court and is appealed, the process may be exceedingly long and expensive. An Urban Renewal Agency has the power to acquire land in this fashion, provided that its intention to do so is specified in its Urban Renewal Plan.

Exactions

In a memorandum for the Urban Land Institute in January, 1987 in Dallas Texas, Connors, Wodlinger and Bliss offered this definition of an exaction: "A contribution by a developer to a municipality as a condition of carrying forward a project, ordinarily as a condition precedent to a special permit, conditional use permit, subdivision approval, or zoning map amendment; includes such contributions as dedication of land for streets, parks, and like infrastructure, fees paid in lieu of such dedications, and construction of affordable housing and other public facilities."

In the present context, easement for trail or street dedication could be a condition for allowing a development to proceed within the Rogue River Development Area. The U.S. Supreme Court in the Nollan case imposed a limitation on such exactions.

The California Coastal Commission granted a permit to the Nollans to replace a small bungalow on their beachfront lot with a larger house on the condition that they allow the public an easement to pass across a portion of their beach which was located between two public beaches and bounded by the mean high tide and the Nollan's sea wall, a lateral access easement (for walking up and down the beach).

The court addresses the Coastal Commission argument that it is within the "broad range of governmental purposes and regulations" (that satisfy the stated requirements) to protect the public's ability to see the beach or assist the public in overcoming a psychological barrier to using the beach created by developed shore front, or to prevent congestion on the public beaches.

The court finds that the Commission's imposition of the permit condition cannot be treated as an exercise of its land use power for any of the stated purposes and notes that this conclusion is consistent with the approach taken by every other court that has considered the question with the exception of the California state courts. We saw no Oregon case in the list produced by the Supreme Court. The court states: "As indicated earlier, our cases describe the condition for abridgement of property rights through the police power as a 'substantial advanc[ing]' of a legitimate State

interest. We are inclined to be particularly careful about the adjective where the actual conveyance of property is made a condition to the lifting of a land use restriction, since in that context there is heightened risk that the purpose is avoidance of the compensation requirements, rather than the stated police power objective." The court concludes, "(t)he Commission may well be right that it is a good idea, but that does not establish that the Nollans (and other coastal residents) alone can be compelled to contribute to its realization. Rather, California is free to advance its 'comprehensive program,' if it wishes, by using its power of eminent domain for this 'public purpose,'... but if it wants an easement across the Nollan's property, it must pay for it."

The case strongly suggests that unless there is a strong connection between what the developer or property owner wants and the issue of access, the city will have to pay for its easement rights. Thus a large development that would block view or access to the river might be required to provide public easement in a riverfront zone, but a property owner seeking to add a bedroom over a garage would not. These are the limits of seeking easements through development exactions.

B. Financing, Security and Phasing

Acquisition and Development Financing

The cost of providing adequate public access to riverbanks can be high if the only means used is public financing. The acquisition of prime waterfront parcels for public parks is not only a costly way to provide access but desirable parcels may not be realistically available at any price. Public financing does not answer the trade-off caused when private use of shorelines blocks the public's access to public waters.

As discussed earlier in this report, much has been accomplished in recent years with public funding, mostly by grants administered by the ODOT. These kinds of projects will probably continue to be financed.

Unfortunately, the obligation to preserve public access shorelines cannot be met with current capacity of public funding. The use of exactions or permit authority to require public access is a means by which the right of public access can be provided as a trade-off for private developments without attempting to compensate by public acquisition.

Tax Increment Funds

Tax increment financing pursuant to an Urban Renewal Plan is another way to pay for access. Waterfront park redevelopment in

downtown Portland was paid largely through tax increment funds. The Third Bridge Urban Renewal Plan contains provisions for access -- bike and pedestrian paths, as well as park improvements. It would be possible to amend the plan to add more river adjacent properties, especially on the north side. The problem with using tax increment funds to pay for non-tax paying uses (public) is that they don't generate revenues to pay off tax increment bonds. To make this system work a significant new private development has to take place to generate surplus revenues, and the Third Bridge Plan is already loaded with infrastructure costs. Finally, once the plan is officially adopted, future amendments can not exceed 20% of the original plan area and the total land area under urban renewal cannot exceed 25% of Grants Pass, and it is already close to that.

Liability

Much of the opposition by property owners to providing public access is based on their perception of liability. Landowners simply do not want to assume the legal liability which may result if a visitor is injured. The common understanding seems to be that by providing access the owner is "inviting" the visitor to his property and, therefore, is responsible should something happen to him. The owner, by not providing access, augmented by the extreme of putting up "no trespassing" signs, avoids liability because the visitor is in the wrong. While these arguments are often used, the liability problem can be reduced or eliminated by undertaking certain actions.

If an easement is granted to the public, the public then has a legal right to be there, and thus, the grantor's liability is reduced or eliminated. This is an important argument for requiring that all accesses be legally established by recorded easement.

An access which is provided by permit provision without being recorded clouds the liability issue, and the owner is not as clearly protected as under an easement.

In all cases, the landowner has an obligation to make the public access area reasonably safe from known dangerous conditions. Normally, such hazard situations probably would not exist, except in working industrial areas. In these cases, the landowner would be wise to provide public access safety features such as fences, walkways, and appropriate warning signs.

Trespass

Many neighboring property owners adjacent to proposed accesses object because of the potential for trespass onto their private lands and waters. Their objections are not unfounded and occur most often when the access area is inadequate, such as a street

end, and the demand for access high. Inadequate space and design criteria often contribute to these conflicts, but a lack of planning logic in providing the access can also be a factor.

Lack of planning logic occurs when a development is required to provide access, but such access does not tie into some overall plan or scheme for public access. The importance of guiding access development by an area-wide plan for access was found to be critically important to a successful program.

Depreciative Behavior

Many opponents of public access fear loud noise, raucous parties, littering, vandalism, and other types of depreciative behavior. The reaction of landowners is understandable, but much can be done to minimize the problem. The usual way of minimizing these kinds of behavior is to close the access at night, patrol the area, and keep a high level of maintenance.

Vandalism tends to breed vandalism. Keeping facilities in good repair, and removing or painting over graffiti immediately helps to keep the problem in check. The initial design is also important; a sturdy, attractive, well-designed facility will not be vandalized as much as one that is poorly designed. Likewise, a facility that malfunctions, such as a toilet, will quickly become the target of vandals.

Most access areas can be simple, functional designs without complex fixtures or features that invite vandalism. A well-designed pathway with some landscaping and simple, sturdy signs is often all that is needed. Elaborate lighting, signs, benches, and restrooms usually are not needed in ordinary access sites.

Access facilities adjacent to restaurants and similar commercial enterprises will probably not have many problems because of the perceived scrutiny that exists. Restaurant workers, and patrons as well, unknowingly provide a "surveillance" function which will curtail depreciative acts. In addition, some marinas allow "live ins" as a way of reducing vandalism.

On the other hand, some kinds of access may invite depreciative behavior. For example, a public viewing platform in a waterfront area may be largely deserted at night, creating an environment ripe for vandalism. This may require that the area be patrolled or watched to ensure people do not make illicit visits. Closing the area works well if there is no demand to use the area at night. If demand for use exists, closing may in fact stimulate depreciative behavior, rather than eliminate it as intended. Sometimes just the opposite tack works; that is, open the area for public use at night, light it well, and encourage people to use it. In this situation, the visitors tend to be their own self-patrol and enforcement.

IV.

SPECIAL PROVISIONS FOR
RIVERFRONT DEVELOPMENT PROJECTS

IV. SPECIAL PROVISIONS FOR RIVERFRONT DEVELOPMENT PROJECTS

INTRODUCTION

The Rogue River corridor is spectacularly beautiful and constitutes the most significant natural and economic resource available to Grants Pass. However, the city's current comprehensive plan and ordinances do not reflect the importance of maintaining this resource. The river can act as the basis for a strong economic development program if its scenic and recreational values are preserved and enhanced.

Implementation of the selected scenario must begin with amending the comprehensive plan to include a clear statement of the city's vision for the future of the riverfront. The plan currently addresses the Rogue River in Policies 3.6, 7.5, 7.6 and 7.7. As a unique resource that has been described as "the area's most important recreation asset," the river warrants its own section in the plan. A riverfront element would allow the city to state a goal for the area, consolidate policies already in existence, add policies to elaborate on their vision and to recognize the inherent ability of the river to serve as the basis for economic development. The comprehensive plan map should reflect this new element by the addition of a riverfront designation for the area.

POLICY

The creation of specific policies will depend on which of the three scenarios is chosen by the city. In the case of Portland's waterfront plan, for example, the policies reflected a consensus that the area should be developed within an open space concept. Resolution 31595, adopted by Portland in 1975, included the following policies:

"The waterfront shall be a park with a combination of activity centers and generous, unstructured open spaces, specifically:

The landscape shall be comprised of both deciduous and evergreen varieties presenting and integrating with the pattern of existing trees.

Large areas shall be left as open grass "meadows" which can serve many uses and act to preserve areas for future uses.

Landscaping shall be designed to minimize the obstruction of the river view.

The park shall be considered an extension of and integrated with the downtown.

Water contact, physical and visual, shall be provided. However, it shall be accomplished consistent with public health and safety.

Circulation for pedestrians and vehicles shall be provided... specifically:

...a continuous pedestrian esplanade...

...a continuous bicycle path shall be provided separate from pedestrian paths where space permits...

Low or easy maintenance and operation of improvements shall be a primary consideration. No improvement or facility will be approved without assurance, at the time of approval, that funds for operating such improvements and facilities will be available either through income derived from park uses or by specific allocation of general fund revenues by the Council."

OVERLAY ZONE

The riverfront goals and policies are, in turn, implemented by the development code. Again depending on the scenario chosen, the zone created for the riverfront could be an overlay, emphasizing scenic qualities, superimposing additional protection and regulation onto the underlying zone. The boundaries of such an overlay and the amount of additional regulation included in the standards are both based on the city's determination of the overlay's purpose.

For example, the city may choose Scenario #1 and decide that for the benefit of boaters the view from the river should be improved and the erosion potential reduced. Given this decision, a scenic overlay zone would be created, with boundaries established on the basis of the "visual foreground" as described in the following excerpt taken from the Columbia River Gorge National Scenic Area "Outlook," August, 1987, USDA Forest Service, Pacific Northwest Region.

"The 'visual foreground' usually serves as the basis for determining boundaries. The visual foreground is essentially that zone of adjacent land which has a visual impact on the river user and which, therefore, should be protected from adverse use and development if the natural and scenic appeal of the riverway is to be maintained.

The width of the visual foreground varies depending on the height and angle of slope of adjacent riverbanks and bluffs and on the amount of vegetative cover on the river's edge. Where (nearby mountain) walls lie near the river, the land area subject to control may extend to the visible face. Where the river valley is broader and streamside vegetation determines the river user's perception of the corridor, only a strip of land adjacent to the river would likely be included. In this manner, the boundary of a river may vary in width according to the topography and vegetative cover along its length."

Therefore, regulations on the removal and replacement of riparian vegetation would be applied to those properties lying within 20 feet of ordinary low water. Landscaping standards could include:

- a minimum of one tree for every 20 linear feet and a minimum of one shrub for every 2 linear feet of river frontage, to be planted in groups;
- living ground cover will cover 100% of the remaining unpaved and unrevetted surfaces after 3 years;
- areas of high human use providing public access to the river, such as a beach area in a park, may be excluded from shrub calculations.
- landscaping may be reduced or modified in those areas where the applicant has shown that landscaping would interfere with the functioning of the proposed use or pose a fire safety hazard.

RIVERFRONT ZONE

Alternatively, a choice of Scenario #2 would involve more dramatic changes throughout the study area. In this case, the comprehensive plan's vision statement for the area would be implemented by a new riverfront zone in place of the current zoning. Used in conjunction with an urban renewal program, revitalization throughout the district would be encouraged. New development could include a mix of residential/commercial/retail/office uses. Compatibility would be assured by standards such as:

- limiting the hours of operation for those uses abutting residential developments;
- requiring all activities to be conducted wholly within an enclosed structure; and
- limiting the open air sales/display/storage to certain types (e.g., food and flowers only) within a restricted amount of space.

SPECIAL DEVELOPMENT STANDARDS

The creation of standards for the riverfront will necessitate the consideration of existing conditions which the city may want to either mitigate or to emphasize. The examples of clear-cutting and erosion could be replaced by landscaping that is grouped in a manner to preserve views from private property. Construction on steep banks can be accomplished with results that are attractive to observers whether in boats or walking along the riverfront trail. Stairways to private decks or boat docks could be limited or designed to accommodate the riverfront trail, while the public rights-of-way that allow access to the river offer excellent opportunities for enhancement.

IV. SPECIFIC DEVELOPMENT PROVISIONS

A. Visual Connections

Issue:

Perhaps the single, most significant amenity and attraction within the City of Grants Pass is the Rogue River. The existence and ongoing development of five major parks and other potential public lands within the overall Rogue River--Riverfront Development Plan Area not only enhances the scenic qualities of the river and offers recreational opportunities, but also add to the beauty of the City. The river itself, almost invisible to most citizens due to the encroachment of private residential development along most of its length within the urbanized area, needs to be visually united with the City through future development activity. Much opportunity exists for additional development and redevelopment activity along the Corridor. The City must embrace as a goal, the need for establishing the internal institutional framework to direct (through strong comprehensive plan policies, all development activities occurring in the future, relative to visual access to the river.

Guideline:

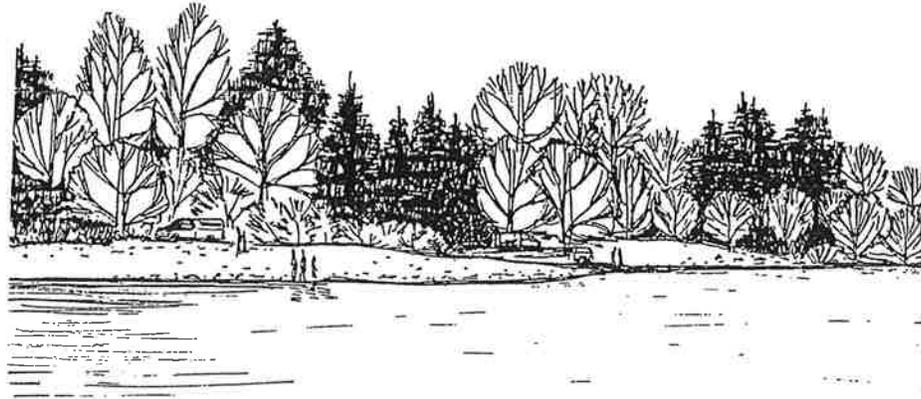
Create public views to the river, riverbanks, public parks, rights-of-way and other (future) public lands.

Objectives:

- a. Promote visual contact between the river and the natural amenities remaining in the river corridor (e.g. major stands of vegetation, riparian vegetation, salmon spawning beds, creek mouths, and views of nearby hills and other landforms).
- b. Preserve all those natural amenities through decisive policy, design review, establishment of development performance standards, and community awareness of the sensitivity of the Rogue River Corridor's natural features.
- c. Orient buildings which are located on riverfront property in such a way that views of these sites from the river include the majority of riparian and other major stands of vegetation between the building and river.
- d. Prohibit all future clear-cutting of riparian vegetation and trees along the Rogue's riverbanks and riverfront properties. Limit any vegetation removal within view from the river to selective removal, with close scrutiny

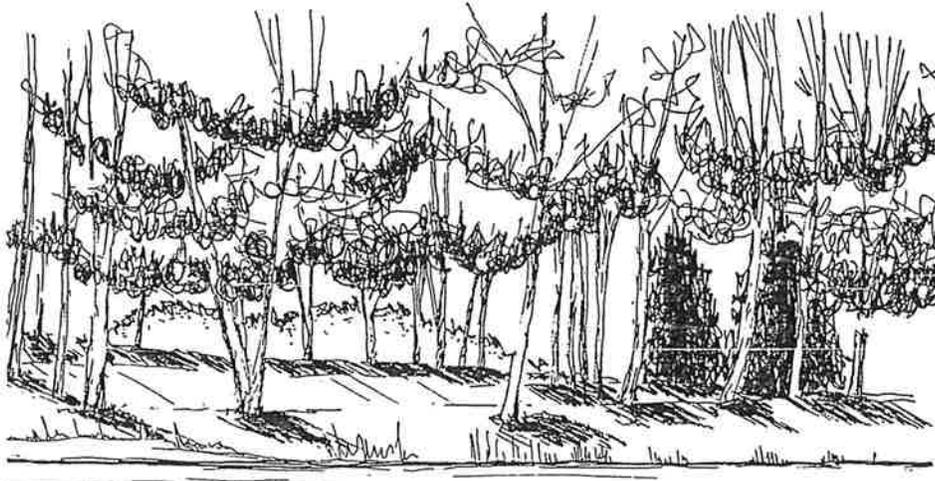
and compliance monitored by the City's design review and planning staffs. Stiff penalties should be assessed when violations of these standards occur.

- e. Where new streets are created from existing rights-of-way, align these streets so that potential views of the river are maximized.
- f. Where commercial and public lands are developed along the riverfront, do so in a manner that allows maximum public access to the riverfront by siting building with a substantial and adequate setbacks.
- g. Take particular advantage of opportunities to create and protect views which align with existing streets and rights-of-way.
- h. Rooftops of buildings should be carefully designed to be unobtrusive.
- i. Plant trees on site which will grow to a sufficient height to soften new development and screen parking areas while selecting species and planting locations which enhance view corridors to the river. In this effort, the first order of business is to preserve all existing, healthy trees to produce this same result.



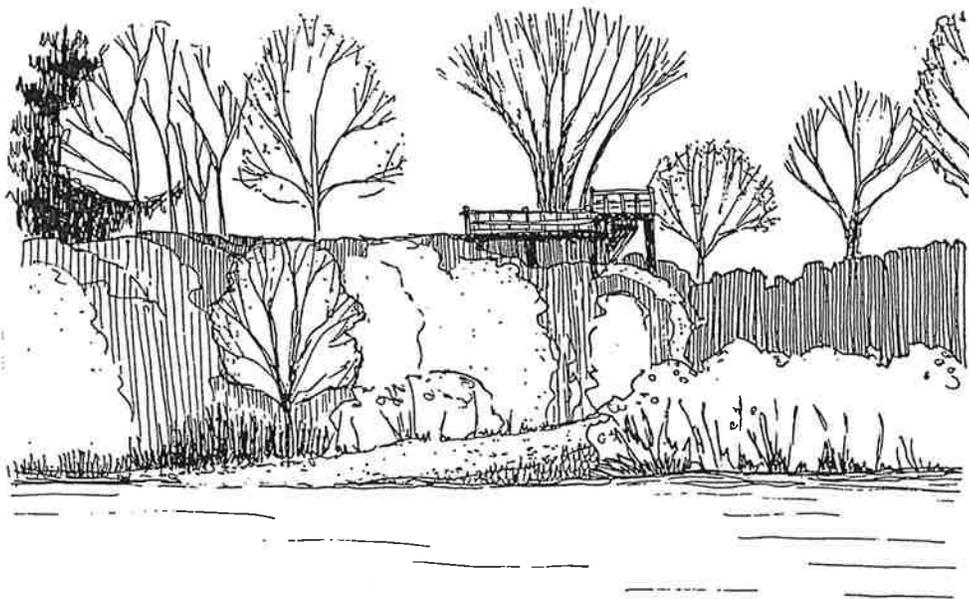
BAKER PARK RIVERBANK

Unimproved Baker Park currently is missing riparian vegetation of any kind on bank. Issue of riverbank stabilization should occur during design of future park improvements.



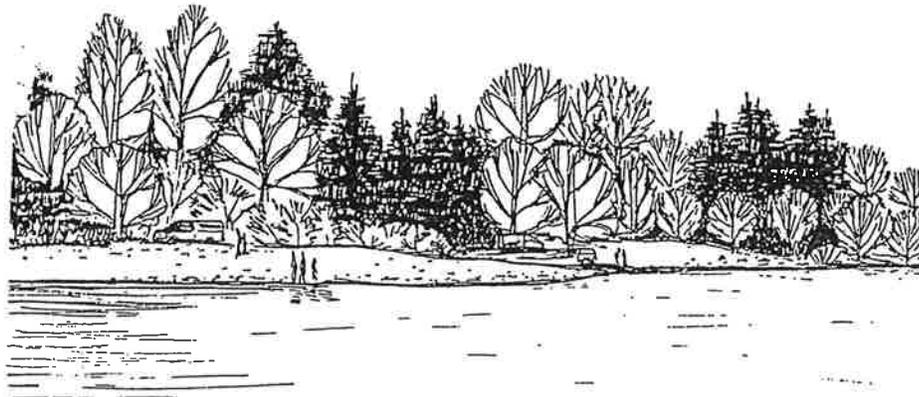
RIVERSIDE PARK

Existing bank nearly devoid of riparian vegetation. "Bench" landform is excellent location for planned riverfront trail. New plantings along bank would improve visual setting from river and function as a means of erosion control.



PRIVATE BOAT RAMP AND OBSERVATION DECK

Effort to provide private boat ramp is commendable. However, ramp faces upstream, making launching cumbersome. Observation deck could have more vegetation on riverside to screen posts and underside. Future private facilities should conform to well-developed design provisions.



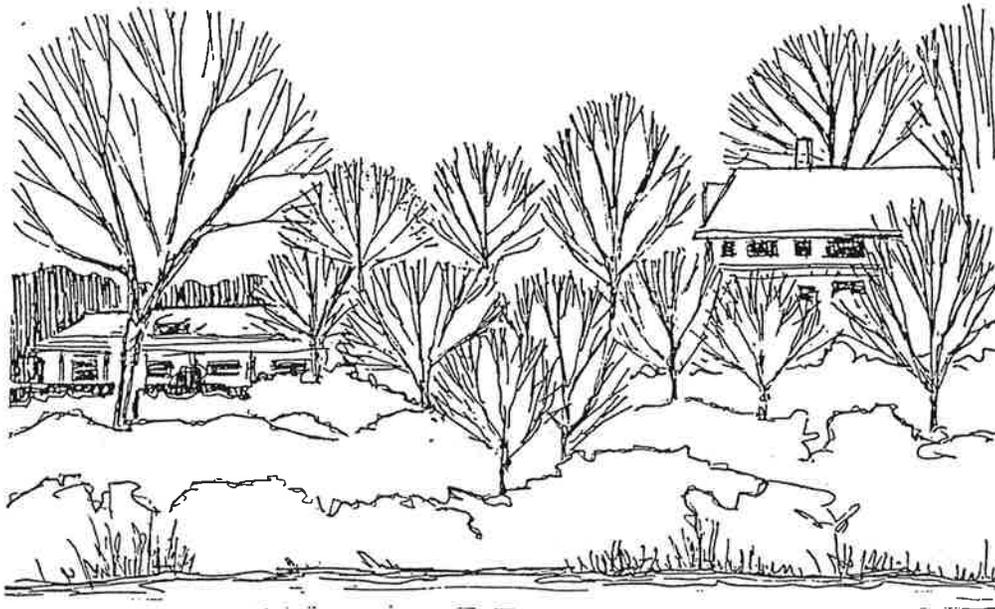
BAKER PARK RIVERBANK

Unimproved Baker Park currently is missing riparian vegetation of any kind on bank. Issue of riverbank stabilization should occur during design of future park improvements.



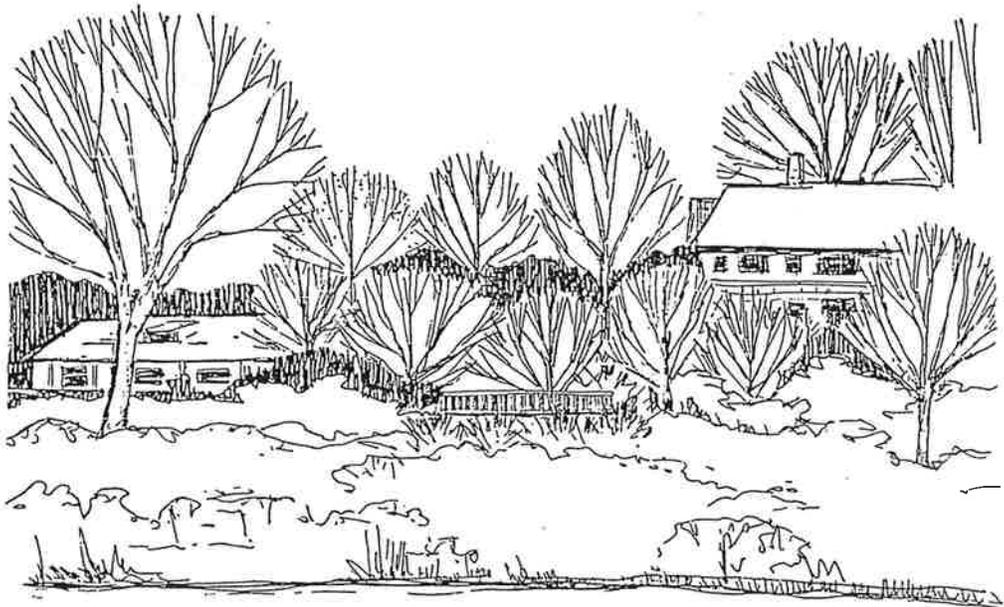
RIVERSIDE PARK

Existing bank nearly devoid of riparian vegetation. "Bench" landform is excellent location for planned riverfront trail. New plantings along bank would improve visual setting from river and function as a means of erosion control.



FIFTH STREET PUBLIC RIGHT OF WAY: EXISTING

Public access to river virtually prohibited by existing vegetation. Care must be taken to retain as much existing vegetation as possible while opening up visual and physical access.



FIFTH STREET PUBLIC RIGHT OF WAY: POTENTIAL

Observation deck sensitively placed among riparian vegetation. Additional native shrubbery planted to screen deck's sub-structure. Riparian vegetation to remain effectively screens deck and views from nearby residential sites.

B. Physical Connections

Issue:

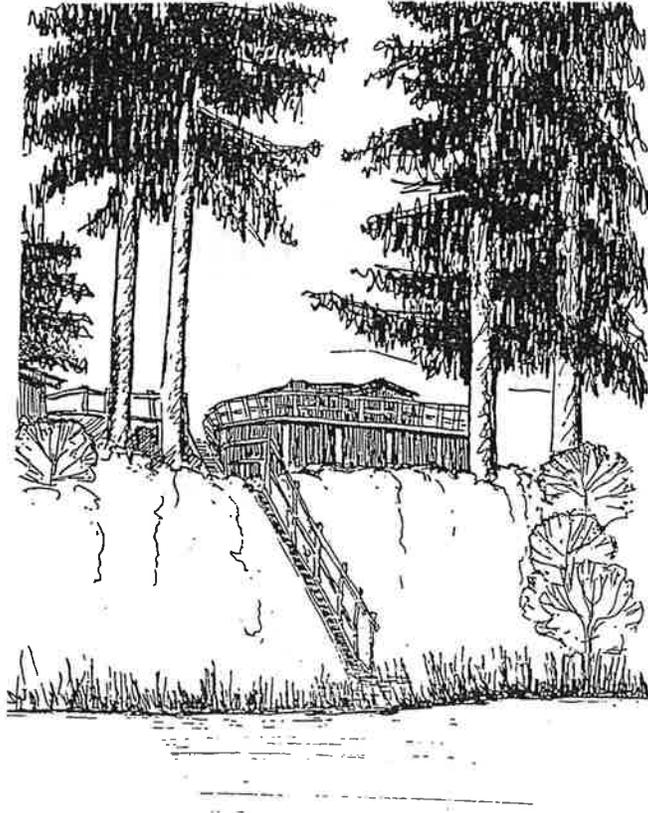
The Rogue River is separated from the community by private residential lands throughout most of the River Corridor within the City. This sense of separation can be either mitigated or worsened by the design and layout of future development.

Guideline:

Create a common sense of unity that ties both sides of the Rogue River into the City. Create public walkways, bikeways, vehicular ways, pedestrian rights-of-way, and commercial and public lands that physically connect the river with other nearby and adjacent portions of Grants Pass.

Objectives:

- a. Orient structures and parking areas to facilitate access for pedestrians between adjacent uses.
- b. Extend street tree plantings along public rights-of-way intersecting the Rogue River.
- c. Reinforce physical connections for pedestrians to the river.
- d. Provide safe, comfortable places where people can slow down, sit and relax within view of the river. Locate these places adjacent to public riverfront trails, on commercial riverfront properties and other existing and future riverfront public lands.
- e. Provide sidewalks and pathways through larger developments with landscaping which screens or separates these from parking and motor vehicle maneuvering areas.
- f. Provide walkways which link parking areas to river corridor wide access and trail systems for pedestrians, bicyclists, and the handicapped.



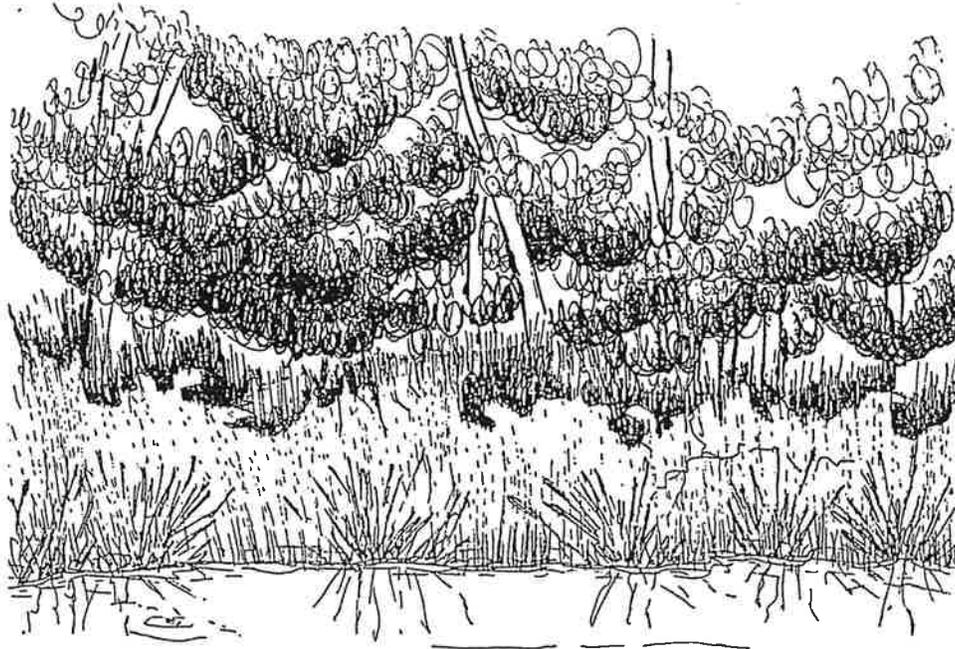
STAIR TO PRIVATE DECK

Typical means of access for many single family homes usually found on steep banks. Riparian vegetation remains intact.



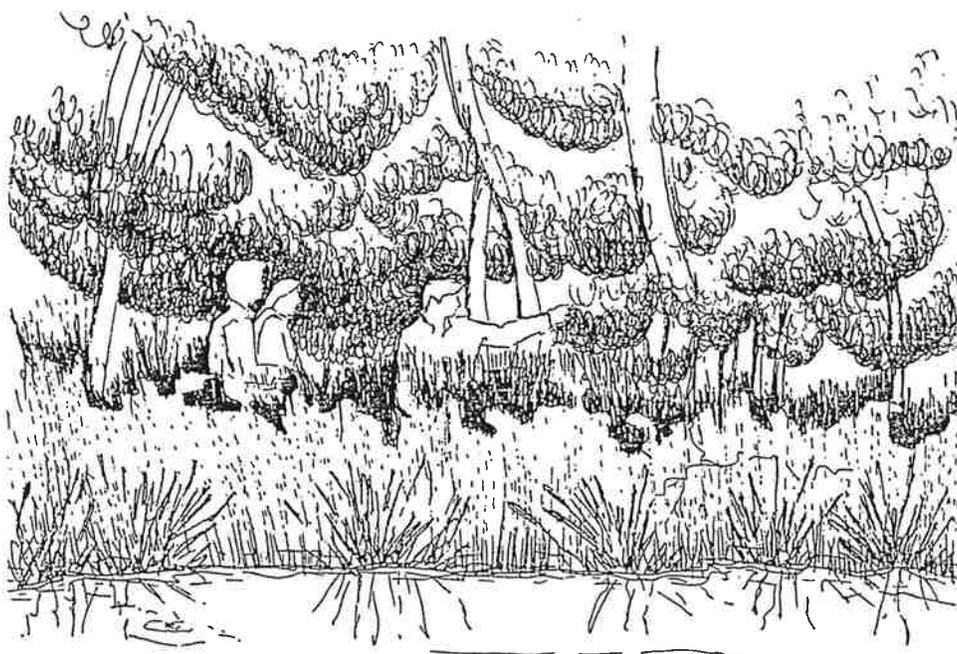
RIVER OAKS PUBLIC RIGHT OF WAY

Existing right of way adjacent to house shown on right above, currently inaccessible to public. Careful design treatment needs to occur in this location to make implementation feasible. Vegetation, privacy screening, pedestrian pathway and possibly safety lighting all need sensitive integration.



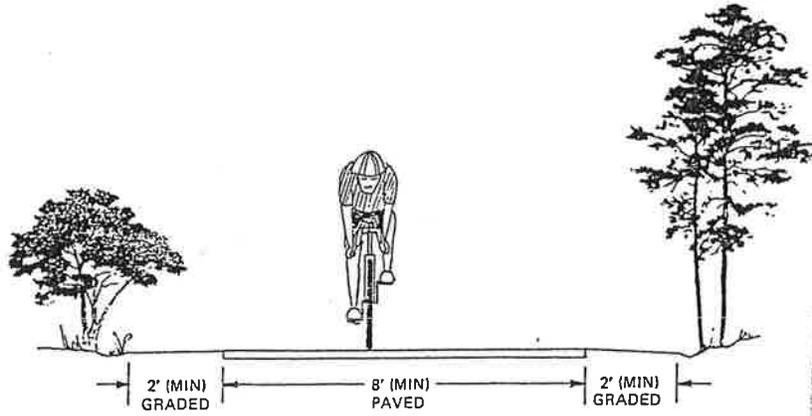
RIVERBANK AT TOM PEARCE PARK: EXISTING

Riparian reeds, grasses and other vegetation form natural bank conditions, helping stabilize the bank.



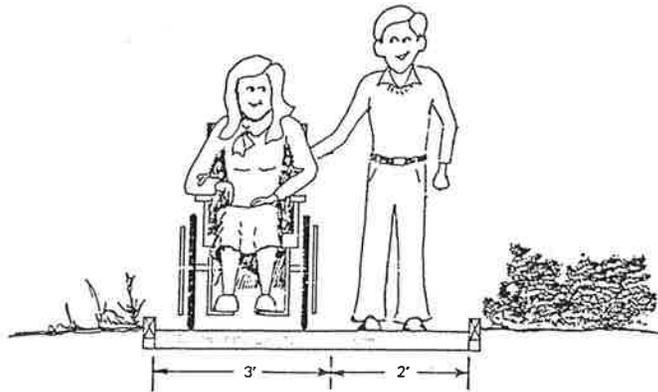
RIVERBANK AT TOM PEARCE PARK: POTENTIAL TRAIL LOCATIONS

New riverfront trail here can be set back from existing reeds and grasses to remain, offering a lovely setting to the visiting public and retaining the attractive visual edge from the boater's perspective.



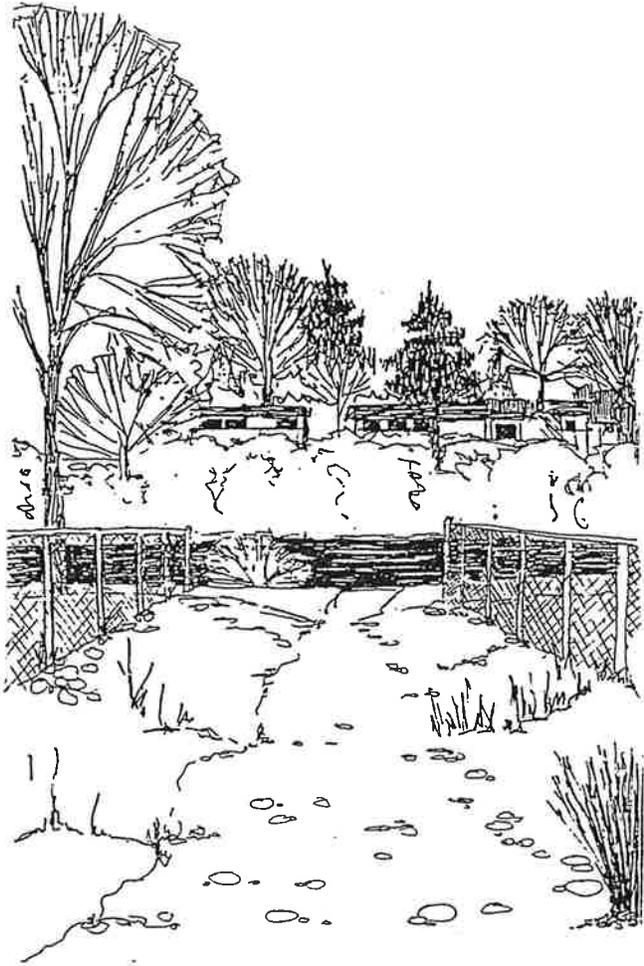
BICYCLE PATHS

Minimum right-of-way requirements for a bicycle path.



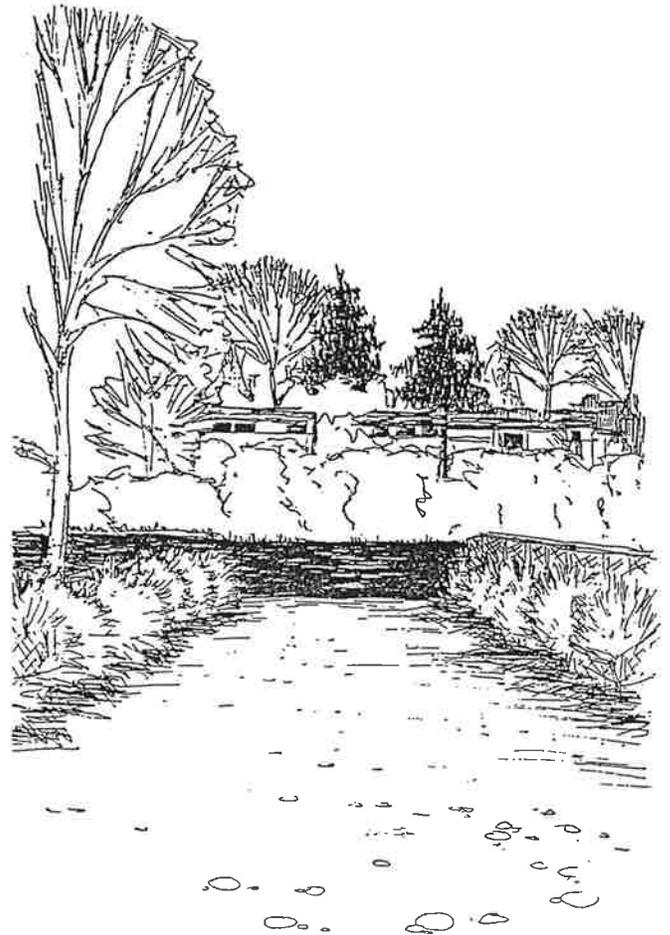
PUBLIC WALKWAY DIMENSION

Required minimum dimensions for a public walkway, especially where wheelchair access is needed.



ELM STREET RIGHT OF WAY: EXISTING

Narrow public right-of-way between two single-family residential properties terminates far short of river. Creates awkward condition for property owners.



ELM STREET RIGHT OF WAY: POTENTIAL

Low-growing (30"-36") "barrier-shrubs" will provide more effective visual and physical divider next to private residential properties. Improved surfacing, perhaps as simple as pea gravel, will keep pedestrian movement at an even pace, while presenting a cleaner image.

C. The Water's Edge

Issue:

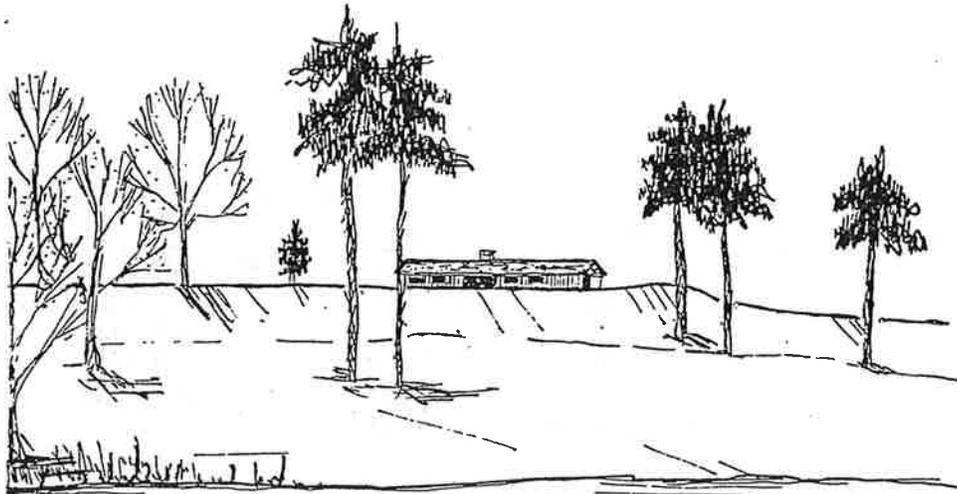
Implementation of the Rogue River Corridor Development Plan can increase the attractiveness and livability of Grants Pass. Within the Rogue River Corridor new development has the potential of greatly enhancing the scenic qualities of the river and its use, but designs for developments which do not consider this potential are unlikely to contribute to the fulfillment of the Rogue River Corridor.

Guideline:

Preserve and enhance the scenic qualities of the river and sites that abut the riverbank to contribute to an attractive and enjoyable riverfront experience for the public.

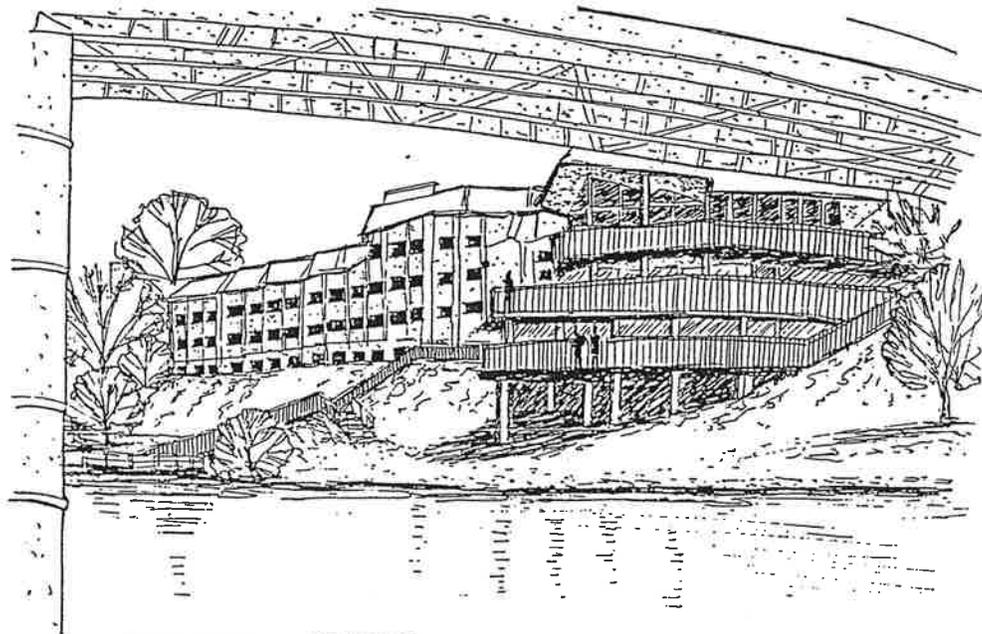
Objectives:

- a. Identify natural areas of the Rogue River--Riverfront Development Plan Area and preserve the natural qualities of these areas.
- b. Screen parking, loading and vehicular movement areas from the river with rich, indigenous and other ornamental landscape plantings (each where appropriate).
- c. Locate buildings to protect access to sunlight on all potential future riverfront trails.



CLEAR CUT RIVERBANK ON NEW HOME DEVELOPMENT

East of Third Bridge site on south side of river, expensive residential development stripped riverbank of all vegetation. This is an example of what can happen without responsive development regulations, a strong design review process, and the existence of a consistent monitoring program by the City of Grants Pass and Josephine County. Selective vegetation removal which leaves 80%-90% of all riparian vegetation intact can offer enhanced views while preserving this critical riverbank feature.



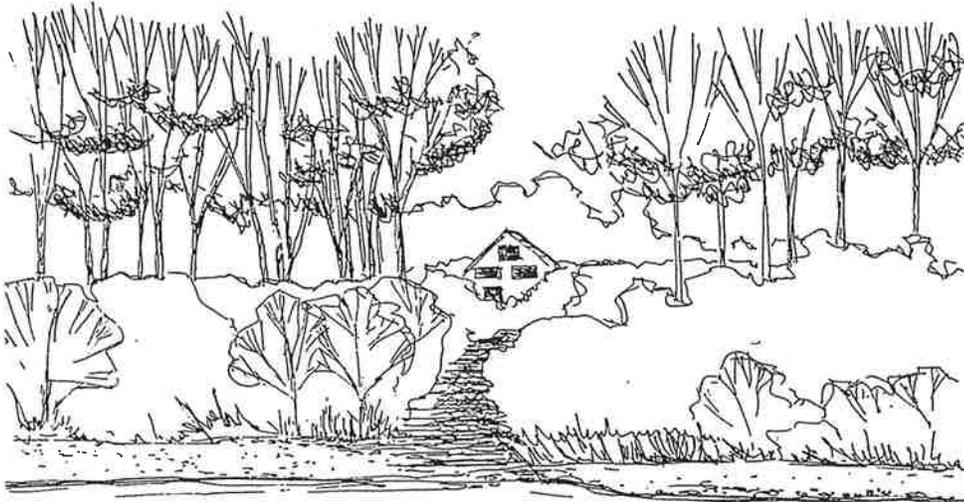
STEEP BANKS AT RIVERSIDE INN

Riverbank stripped of all riparian vegetation and replaced with lawn. Underside of deck structure openly visible. Siting of Inn close to top of bank prevented retention of any pre-existing, significant vegetation (i.e. trees), which could otherwise enhance the site, and create lovelier views of the river.



BANK EROSION ALONG PRIVATE PROPERTY

Single family residential site had riparian vegetation removed and replaced with lawn from seed. Note erosion already occurring. Condition will very likely worsen in near future, without replacement of riparian vegetation.



PRIVATE PROPERTY AT CREEK MOUTH

Creek mouths along Rogue are usually beautiful micro-environments and salmon spawning locations. These locations require preservation in perpetuity. Strict regulations regarding their disposition should be created, with careful monitoring becoming an inherent part of the Grants Pass planning, design and development process.

D. Sub-Area Context

Issue:

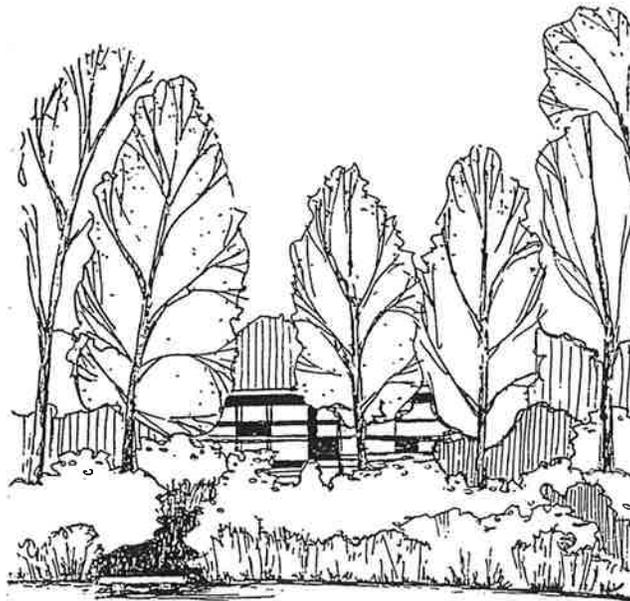
The Rogue River Corridor can presently be viewed as a mixture of several land uses, each with a variety of strong or emerging characters. These sub-areas are commercial, single family residential, multi-family residential, and public lands. It is possible that a variety of styles of architecture and types of buildings will be represented. Over the coming years significant construction will occur in certain locations. This new development can enhance the existing character of established areas and make a contribution to the emerging character of developing areas. When new projects are designed with little consideration for how they may contribute to the overall attractiveness of their surroundings, a major opportunity is missed.

Guideline:

Enhance a site's character through designs that are compatible with features of their surroundings and contribute to the development of an attractive character in the vicinity of the project site. Pay particular attention to cases where the adjacent use is different from that which a project will house.

Objectives:

- a. Locate buildings to avoid excessive shadow on public open spaces, especially riverfront parks, commercial lands, rights-of-way, riverfront trails, and public lands.
- b. Isolated or independent buildings and open spaces should provide design solutions of merit which consciously set a precedent for neighboring future developments.
- c. Buildings and open spaces should establish complementary relationships in terms of color, texture, scale of architectural elements, and proportions with neighboring developments.
- d. Provide sensitive transitions between new development and adjacent residential areas.



R-HAUS RESTAURANT

Excellent example of siting a commercial structure appropriately along the Rogue River. Building setback allows preservation of riparian vegetation and numerous trees. Views of river corridor from restaurant still exist, and so does ample space for pedestrian access to riverbank for viewing. Total environment of site is outstanding from all points of view.

E. Signs

Issue:

Although accessory to the principal activity of any project, signs play a significant role in forming the character of a place or corridor. The signage employed within developments along the Rogue River Corridor can either detract from or contribute to the developing character of the corridor. Careful consideration of how signage can support the continued scenic quality of the corridor and the City of Grants Pass is appropriate.

Guideline:

Keep necessary signage consistent with and supportive of the outstanding scenic quality inherent in the Rogue River Corridor. Use signs only to connect the activities inherent in a specific project, or for riverfront trails and other public lands.

Objectives:

- a. The cumulative effect of signage should not create confusion for the pedestrian, motorist, visual clutter, or adverse visual impacts on the neighborhood.
- b. Signs along the visible portions of the Rogue River Corridor should be played down.
- c. The design, scale, color and illumination of signs should be consistent with the features of adjacent buildings and activities.

DESIGN REVIEW

The riverfront zone would be most appropriately administered through a design review process. Traditionally, this process calls for both a staff member and a hearing body with expertise in architecture, landscaping and building design. Their decisions are based on consideration of standards such as:

1. That, in relationship to the existing surroundings and future allowed uses, the location, size, shape, height and spatial and visual arrangement of the uses and structures are compatible, with consideration given to increased setbacks, building heights, shared parking, common driveways and other similar considerations;
2. That there is a desirable, efficient and workable inter-relationship among buildings, parking, loading areas, circulation, open spaces, landscaping and related activities and uses on the site;
3. That the siting and design of buildings and other improvements are appropriate to protect significant natural resources;
4. That, where possible, the development has been designed to incorporate existing trees of significant size and species;
5. That due consideration is given to the preservation of distinctive historic features;
6. That grading and contouring of the site shall take place with particular attention to minimizing the possible adverse effect of grading and contouring on the natural vegetation and physical appearance of the site;
7. That the quality, location, size and aesthetic design of walls, fences, berms, traffic islands, median areas, hedges, screen planting and landscape areas are such that they serve their intended purposes and have no adverse effect on existing or contemplated abutting land uses;
8. That all signs and illumination meet the requirements of the applicable sign ordinance and are compatible with the site and the area.

Decisions will require more detailed information than may be the case in the current ordinance. As an example, the documents mandated by the City of Beaverton are included in the appendix.

IMPLEMENTATION

The program of riverfront restoration, development and redevelopment will consist of several tasks:

1. Comprehensive Plan Amendments and Creation of Zoning

The selected scenario would be included in the comprehensive plan as a new riverfront element which encapsulates the city's vision of the areas' future.

The zoning that implements this element can be either an overlay or a replacement zone with a design review process, both of which would include development standards. Depending on the type of zone and standards, staff may require more research and preparation time to write reports for the hearings.

In any case, staff must monitor the area to assure compliance with conditions of approval and that such approval has been obtained prior to any land use action.

If the required level of staff involvement cannot be maintained, the City will fall short of its goal. Therefore, the policies and procedures must reflect the ability of staff to implement them.

2. Assessment of City Regulations Impacting Development

The new regulations and procedures cannot be added to the existing ordinances without careful consideration of how these will function as a whole. A piecemeal approach of superimposing new rules onto the existing ones will result in contradiction and confusion.

Making the city attractive to new businesses has its base in simplifying the procedures required to assure the results are as envisioned by the community. An urban renewal district is being considered as a financing option, and a development catalyst is needed to create the first source of revenue that makes the tax increment system work. To attract that first revenue generator and the subsequent development, Grants Pass must have its land use and permitting processes in shape.

The process and the regulations should be reviewed with a "zero-based regulation" attitude. What is this regulation meant to accomplish? Is this still needed? Does it do the job? Does it do it fast enough? Does this help or hurt economic development? It may be that the city will decide to preserve the current economic balance or plan for only small commercial additions, but it should not sleepwalk into such decisions -- these must be made consciously, deliberately and publicly.

The streamlining process should begin with the establishment of a commission that includes public, private and community representatives -- staff, local officials, builders, developers, architects, planners, engineers and community leaders. A critical ingredient is the appointment of resource people from the development industry. The commission must have a defined charge and schedule for completion. The process may include the following steps:

- ° Evaluate the current system through interviews or questionnaires to obtain information about:
 - problems seen by staff, applicants, public officials and community representatives
 - issues about the system -- organization, process and substance
 - types of applications, number of each, any problems in processing
 - decisions that have been appealed
 - areas of omission in those appeals where decisions were reversed
 - future needs based on past experience, growth patterns and other pertinent factors
- ° Develop and agree upon goals and alternative strategies for streamlining. Identify the pros and cons, obstacles and supports through a community workshop or open committee meetings and/or hearings.
- ° Select the alternative which best meets the goals.
- ° Draft procedures and ordinances.
- ° Adopt the replacements through the routine public hearing process.

The combination of the Rogue River corridor, a vision statement incorporated into the plan as the new riverfront element, with an implementing zone and a streamlined permit process will place Grants Pass in an excellent position to attract new business.

3. Riverfront Project Implementation

- Review materials as a result of this riverfront development planning process.
- Select scenario with community support.
- Amend comprehensive plan and plan map.
- Evaluate current land use regulations and procedures to ascertain changes required to implement selected scenario.
- Create appropriate ordinances and procedures to implement selected scenario.
- Prepare riverfront urban renewal plan.
 - identification of specific public and private projects
 - site acquisition for public and private developments
 - tax increment financing provisions
 - linkages and relationship with county fairgrounds

V.

MARKET RECONNAISSANCE

**MARKET RECONNAISSANCE FOR THE
ROGUE RIVER DEVELOPMENT PLAN
GRANTS PASS, OREGON**

**Prepared for
FRED GLICK ASSOCIATES**

September 15, 1987

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TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION.....	1
II. STUDY AREA.....	2
III. SOCIOECONOMIC TRENDS.....	4
A. Population.....	4
B. Income.....	4
C. Employment.....	9
IV. RETAIL MARKET ANALYSIS.....	11
A. Supply.....	11
B. Demand.....	11
C. Capture Rates.....	18
V. HOTEL MARKET ANALYSIS.....	21
A. Competitive Supply.....	21
B. Current Demand for Lodging Facilities.....	24
C. Future Demand for Lodging Facilities.....	26
D. Recommended Facilities.....	26
VI. LAND USE IMPLICATIONS.....	27
VII. SUMMARY AND CONCLUSIONS.....	30

LIST OF TABLES

<u>Number</u>		<u>Page</u>
1	Historic and Projected Population, Grants Pass, Josephine County and State of Oregon.....	5
2	Annual Compounded Percentage Population Change For Selected Time Periods for Grant Pass, Josephine County and State of Oregon.....	6
3	Effective Buying Income Characteristics for Josephine County and State of Oregon.....	7
4	Consumer Price Index for Portland, 1970-1985.....	8
5	Employment in Selected Sectors, Josephine County, 1976-1984.....	10
6	Total Commercial Space Inventory In Grants Pass 1970-1987.....	12
7	Consumer Spending Patterns, Josephine County, 1987.....	14
8	Retail Sales, Josephine County, 1982.....	15
9	Josephine County Sales Within Selected Retail Categories, 1987.....	16
10	Retail Sales Leakage/(Capture), Josephine County, 1987.....	17
11	Projected Market Supportable Square Feet Along the Rogue Riverfront, 1987-2010.....	20
12	Competitive Lodging Facilities, Grants Pass Market Area, 1986.....	22
13	Lodging Market Demand, Grants Pass Market Area, 1986.....	25
14	Projected Land Requirements, Rogue River Development Plan, 1987-2010.....	28
15	Rogue River Riverfront Development Planning Process, Matrix of Alternative Scenarios.....	29

LIST OF EXHIBITS

<u>Number</u>		<u>Page</u>
1	Vicinity Map.....	3
2	Competitive Lodging Facilities, Grants Pass Market Area.....	23

I. INTRODUCTION

The purpose of this report is to present the findings of the market reconnaissance conducted to investigate the potential for commercial development along the Rogue River in Grants Pass, Oregon. The market reconnaissance represents only one component of the more comprehensive study of the Riverfront area being conducted in conjunction with Fred Glick & Associates which analyzes physical, design and institutional elements of the overall Riverfront Development Plan.

II. STUDY AREA

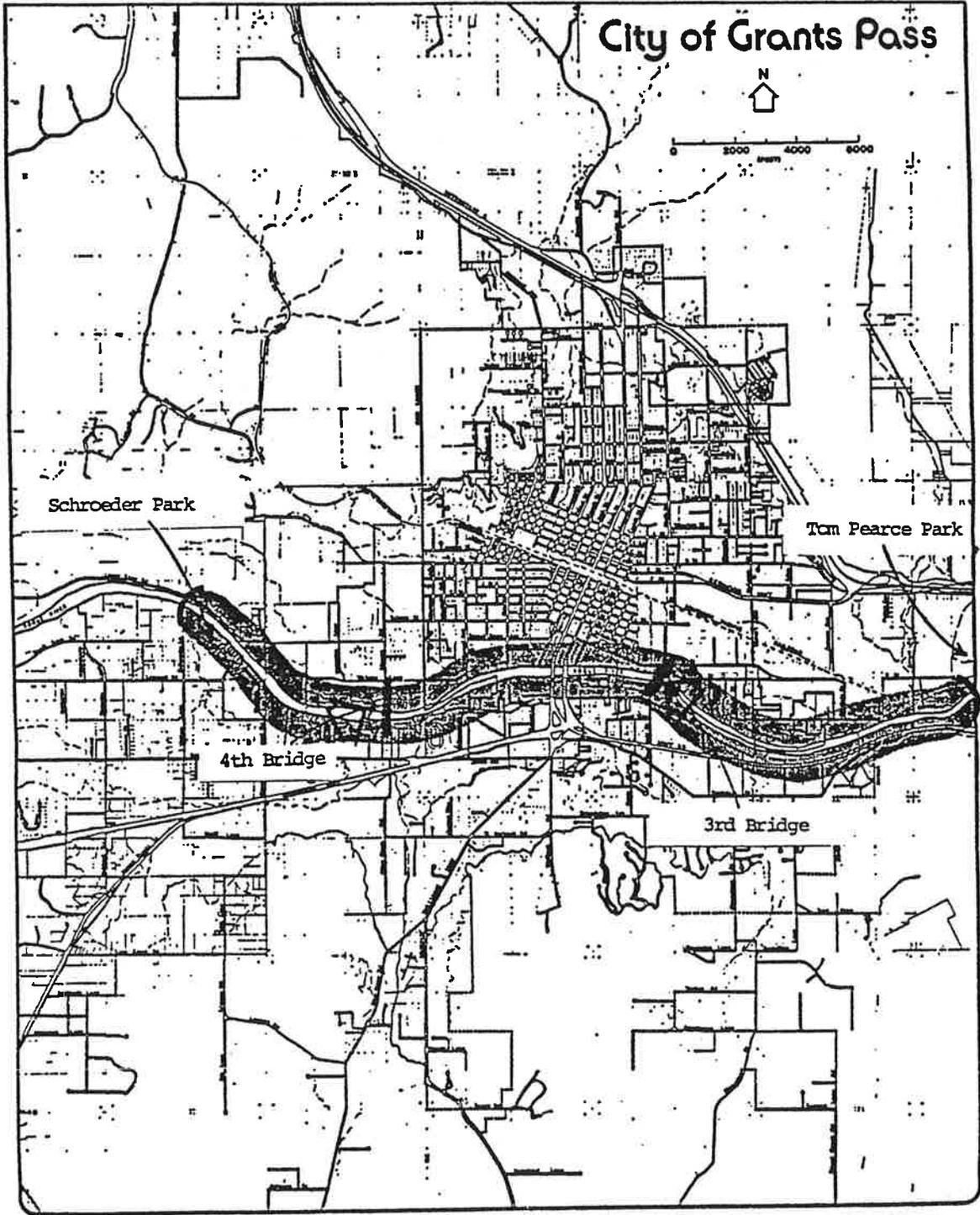
The primary study area consists of approximately two miles of Rogue Riverfront land lying between the future sites of what are commonly referred to as the Third and Fourth Bridges as illustrated in Exhibit 1. The width of the study area is defined by the lot depths fronting directly on the river. The entire study area consists of 4.5 miles of riverfront land stretching from its easternmost point at Tom Pierce Park to Shroeder Park on the western edge of town.

The Rogue River is a scenic and active river, utilized extensively for recreational purposes, such as fishing, canoeing, rafting, and power boating. Ninety-five percent of the riverfront located within the study area boundaries has riparian vegetation which significantly influences the scenic quality of the river. The relatively undeveloped character is a result of the type of land uses found along the riverbank. Over 65 percent of the riverfront is composed of single-family residential lots while 22 percent of the frontage land is either undeveloped or publicly owned. The publicly owned lands are either parks, public utilities or extremely small parcels which serve as access points to the river, primarily for small boats.

Land available for commercial development is scarce, totaling about 10.6 acres, and generally limited to a scattering of small parcels (1/2 to 1 acres) which back up to the river on its southern edge east of the future site of the Third Bridge. These sites also front State Route 99, which is currently best characterized as moderate quality strip development, such as motels, recreational vehicle sales and mixed residential and commercial establishments. A more concentrated commercial area, currently the site of the Riverside Inn, is located adjacent to the Sixth and Seventh Street Bridges near the downtown and Riverfront Park areas.

The remaining sections of the report will summarize those market opportunities which currently exist and are likely to emerge in the future in Grants Pass, which are both environmentally sensitive and enhance the recreational and economic fabric of the community. The market reconnaissance investigates selected socioeconomic characteristics of the Grants Pass area and also the supply and demand trends for such commercial uses as tourist and recreational oriented specialty retail, restaurant and hotel uses.

Exhibit 1
Vicinity Map



OVERALL STUDY LIMITS 4.5 Miles



NORTH

III. SOCIOECONOMIC TRENDS

A. POPULATION

An important indicator of the economic health of any community or region is its population growth. Currently, the populations of Grants Pass and Josephine Counties are estimated to be about 15,500 and 67,500, respectively. Table 1 presents historical and projected population for Grants Pass, Josephine County, and the State of Oregon for the period 1970-1991. As indicated in the table, Josephine County has grown at a healthy rate, more than doubling in size since 1970.

In spite of the absolute growth in population, the growth rates for all three geographical areas have slowed during the 1980's as compared to the 1970's. Percentage changes in population for the three respective areas are presented in Table 2. This table indicates that Josephine County grew at an annual compounded rate of 2.3 percent from 1980-1986, as compared to a more robust rate of 5.1 percent during the the 1970's. This trend is expected to continue, as population is projected to grow only 2.1 percent annually from 1986-1991.

Statewide growth rates also declined during the 1980's. Annual compounded population growth from 1980 to 1986 was 0.4 percent, versus a 2.3 percent rate during the 1970's.

These growth rates indicate that even though population expansion has slowed in Josephine County in the 1980's, its growth is well ahead of the state. The "slow" growth of the County in the 1980's (2.3 percent) is identical to the "fast" growth period of Oregon in the 1970's.

B. INCOME

Another indicator of the economic health of a community or region is the trend in income growth. Table 3 presents historic total and per capita effective buying income for Josephine County and the State of Oregon from 1970 to 1985. Effective buying income is defined as the gross income from wages, salaries, pensions, and dividends less federal, state and local taxes. It is commonly referred to as disposable income, and serves as an excellent indicator of local consumer power.

The rise in effective buying income, when adjusted by the Consumer Price Indices shown in Table 4, represents for Josephine County an annual growth rate of 6.9 percent during the period 1980-1985. This constitutes a significant increase in income growth, when compared to 1970-1980's income growth of 3.8 percent annually. This illustrates that growth rates in income have exhibited a different trend than population. The favorable trend in income growth likely reflects the low inflation period of the period and the impact of a growing, more affluent retirement community in Grants Pass and Josephine County. The growth in income indicates the likelihood of an expanding market for retail uses. The utilization of effective buying income in estimating the demand for such uses will be further developed in subsequent sections of the report.

Table 1

HISTORIC AND PROJECTED POPULATION
GRANTS PASS, JOSEPHINE COUNTY AND STATE OF OREGON

1970 - 1991

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1991</u>
Grants Pass	12,455	13,400	15,032	N/A						
Josephine County	35,748	45,600	58,855	63,200	63,800	62,800	65,200	68,600	67,500	74,851
State of Oregon	2,091,432	2,284,000	2,633,156	2,723,100	2,719,000	2,675,700	2,693,300	2,709,200	2,694,000	2,740,200

Source: U.S. Department of Commerce, Bureau of the Census; National Planning Data Corp., Williams-Kuebelbeck & Associates, Inc.

Table 2

ANNUAL COMPOUNDED PERCENTAGE POPULATION CHANGE
GRANTS PASS, JOSEPHINE COUNTY AND STATE OF OREGON

	<u>1970 - 1980</u>	<u>1980 - 1986</u>	<u>Projected 1986 - 1991</u>
Grants Pass	1.9%	N/A	N/A
Josephine County	5.1%	2.3%	2.1%
State of Oregon	2.3%	0.4%	0.3%

Source: U.S. Department of Commerce; Bureau of the Census; National Planning Data Corp.; Williams-Kuebelbeck & Associates, Inc.

Table 3

EFFECTIVE BUYING INCOME CHARACTERISTICS FOR
JOSEPHINE COUNTY AND STATE OF OREGON

1970 - 1985

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
<u>TOTAL: (in millions of dollars)</u>								
Josephine County	\$99.2	\$174.4	\$317.1	\$342.6	\$413.8	\$431.6	\$487.6	\$542.0
State of Oregon	6,650.7	11,067.3	20,620.0	22,458.9	23,298.5	24,397.4	26,515.8	28,325.8
<u>PER CAPITA:</u>								
Josephine County	2,775.0	3,824.6	5,387.8	5,420.9	6,485.9	6,619.6	7,478.5	7,900.9
State of Oregon	3,180.0	4,845.6	7,830.9	8,247.5	8,568.8	9,118.1	9,845.1	10,455.4

Source: Sales and Marketing, "Survey of Buying Power"; Williams-Kuebelbeck & Associates, Inc.

Table 4
 CONSUMER PRICE INDEX FOR PORTLAND
 1970 - 1985

<u>Year</u>	<u>Portland</u>	<u>Percent Annual Change</u>
1970	113.2	9.6
1975	156.5	6.7
1976	167.0	7.9
1977	180.2	10.1
1978	198.4	13.6
1979	225.4	13.3
1980	255.4	8.9
1981	278.2	3.2
1982	287.0	1.1
1983	290.1	3.8
1984	301.0	4.0
1985	312.9	

Source: U.S. Department of Labor, Bureau of Labor Statistics; Williams-Kuebelbeck & Associates, Inc.

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C. EMPLOYMENT

Similar to many communities in the Pacific Northwest, Grants Pass has traditionally relied on the lumber and wood products industry for a relatively large portion of its employment base. Over the last ten years, the Pacific Northwest has seen an overall decline in the wood products related industries. This trend has contributed significantly to the depressed regional economy, which has been slow to recover in the mid-1980's. The decline in the vitality of the wood products industry has affected Grants Pass and is reflected in local employment statistics. Table 5 presents employment for selected sectors in Josephine County for the years 1976 and 1984, the percent of the total employment represented by each sector and the annual percentage change.

Total employment in lumber and wood products actually grew during the early 1980's, although the increase was a very modest 29 net jobs which represents only a 0.2 percent compounded annual growth rate. The more important trend is the decrease in the proportion of lumber and wood products employment to total employment. Whereas lumber and wood products constituted over 22 percent of all employment in the county in 1976, it composed less than 16 percent in 1984.

In overall terms, total employment grew 3,630 jobs, increasing from 8,664 to 12,293 during the period 1976-1984. This represents an annual compounded growth rate of 4.5 percent. Over 45 percent of the total employment growth is attributable to an increase in the number of service related jobs, which increased 10.4 percent annually during this time. In this sense, the Grants Pass area is representative of the national service revolution. These are jobs associated with tourism, the lodging industry, recreation, health, and social services. The significant growth in these jobs indicates that the Josephine County economy is becoming more dependent on tourism and recreation related activities. It is a shift from an economy dependent on manufacturing opportunities related to natural resources (lumber and wood products), to one more dependent on its natural resources for tourism and recreational opportunities.

Table 5

EMPLOYMENT IN SELECTED SECTORS
JOSEPHINE COUNTY

1976 - 1984

	<u>1976</u>	<u>Percent of Total</u>	<u>1984</u>	<u>Percent of Total</u>	<u>Annual Compounded Percentage Change 1976 - 1984</u>
Contract Construction	307	3.5%	339	2.8%	1.2%
Manufacturing	3,042	35.1%	3,445	28.0%	1.6%
Lumber & Wood Products	1,918	22.1%	1,947	15.8%	0.2%
Transportation & Public Utilities	349	4.0%	479	3.9%	4.0%
Wholesale Trade	369	4.3%	456	3.7%	2.7%
Retail Trade	2,666	30.8%	3,702	30.1%	4.2%
Eating & Drinking Establishments	778	9.0%	1,440	11.7%	8.0%
Fire (1)	454	5.2%	574	4.7%	3.0%
Services	1,381	15.9%	3,047	24.8%	10.4%
Other	<u>96</u>	<u>1.2%</u>	<u>251</u>	<u>2.0%</u>	<u>12.8%</u>
Total	8,664	100%	12,293	100%	4.5%

(1) Finance, insurance and real estate.

Source: U.S. Department of Commerce, Bureau of the Census,
"County Business Patterns"; Williams-Kuebelbeck & Associates, Inc.

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IV. RETAIL MARKET ANALYSIS

Determining the potential for commercial uses along the Rogue River encompasses two major elements: 1) analyzing historic trends in the supply of retail space in Grants Pass; and 2) projecting the demand for retail uses in the future and the likely capture rate of total future demand at sites along the riverfront.

A. SUPPLY

Commercial development in Grants Pass has exhibited steady growth throughout the 1970's and into the 1980's. As shown in Table 6, total commercial space, which includes all office, retail and restaurant uses, has increased 56 percent over the last 16 years from approximately 2.3 million square feet in 1970 to the present inventory of over 3.6 million square feet. This constitutes an average annual absorption rate 77,700 square feet from 1970 to 1986. This growth followed a cyclical pattern during the 1970's, with peak periods in 1973 and 1978 when 126,000 and 182,000 square feet were constructed respectively, followed by 2-3 years of declining absorption. The absorption rate during the 1980's has been less volatile, ranging from 70,000 to 90,000 square feet per year.

The commercial absorption trends cited here include both retail and office uses. Historically, about 65 percent of the commercial development in Grants Pass has been in retail and restaurant uses while the remaining 35 percent has been office development. This translates into historical annual absorptions of about 50,500 square feet of retail and restaurant uses and 27,200 square feet of office. Future absorption is likely to remain at historical levels in the short term, over the next 3 to 5 years, increasing to an average of around 100,000 square feet per year in the early 1990's and beyond.

B. DEMAND

The previous section discussed historical trends in commercial development in Grants Pass and suggested that these trends serve as an indicator of likely growth in retail and restaurant uses in the future. Estimating purchasing power in the market area is the cornerstone of a more thorough retail analysis. The resultant spending power can then be converted to supportable space for specialty retail and restaurant uses.

This section of the report assesses the current and projected demand and special characteristics for commercial development along the Rogue River in Grants Pass. The demand analysis is divided into three major components:

- . Estimate the commercial retail and restaurant expenditures by Josephine County residents;
- . Estimate retail capture by area establishments;
- . Determine retail and restaurant potential for the study area.

Table 6

TOTAL COMMERCIAL SPACE INVENTORY (1)
IN GRANTS PASS

1970 - 1987

<u>Year</u>	<u>Total Commercial Space</u>	<u>New Space Added</u>	<u>Cumulative New Space</u>
1970	2,344,890	9,850	9,850
1971	2,354,740	19,824	29,674
1972	2,374,564	30,389	60,063
1973	2,404,953	126,067	186,130
1974	2,531,020	105,505	291,635
1975	2,636,525	20,401	312,036
1976	2,656,926	67,003	379,039
1977	2,723,929	107,613	486,652
1978	2,831,542	182,459	669,111
1979	3,014,001	113,353	782,464
1980	3,127,354	78,246 (2)	860,710
1981	3,205,600	27,364	888,074
1982	3,232,964	81,000	969,074
1983	3,313,964	88,931	1,058,005
1984	3,402,895	69,353	1,127,358
1985	3,472,248	78,957	1,206,315
1986	3,551,205	114,931	1,321,246
1987	3,666,136		

(1) Includes all office, retail and restaurant uses.

(2) Estimated as the annual mean of the new space added during the period 1970 - 1979.

Sources: City of Grants Pass, "Comprehensive Development Plan, Data Base Findings"; City of Grants Pass, Department of Community Development; Williams-Kuebelbeck & Associates, Inc.

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1. Expenditures

Specialty retail and restaurant expenditures by market area residents depend on two factors: their effective buying income, and their propensity to spend that income on retail goods and services. Effective buying income was \$542 million in 1985 (Table 3), based on an approximate 11 percent annual nominal growth from 1980 to 1985. Carrying that rate of growth forward, it is estimated that effective buying income in 1987 will be approximately \$667.8 million (\$542 million escalated at 11 percent).

Table 7 presents consumer spending patterns of Josephine County residents in 1987. Based on extensive survey information, National Planning Data Corporation estimates that Josephine County residents will expend over \$347 million on all retail items in 1987. Given these figures for effective buying income and retail purchases, it is estimated that Josephine County residents have a current propensity to spend 52 percent ($\$347.5/\$667.8 \times 100\%$) of their disposable income on retail goods and services.

The next step in the analysis is to determine the retail sales of Josephine County establishments and compare this to local residents' expenditures so as to measure the performance of local retail and restaurant businesses. Retail sales and the distribution of selected categories for Josephine County in 1982 are illustrated in Table 8. Total retail sales in 1982 totalled more than \$274 million. The three categories of specific interest for development along the Rogue River are specialty retail, apparel and restaurant (eating and drinking establishments) uses. As indicated in the table, these uses constituted 2.0, 4.8 and 8.5 percent of total retail sales respectively. These percentages are used to estimate the degree to which local spending translates into local retail sales. The analysis is summarized in Table 9. As the table indicates, estimated retail sales in the County were \$6.9, \$16.7, and \$29.5 million, respectively, for specialty retail, apparel and restaurants.

By comparing the retail sales to the spending patterns of the local residents for the selected categories, leakage of retail sales outside of Josephine County can be determined. Leakage is a broad measure of Josephine County's capacity to serve its residents. The amount of leakage expected in 1987 is presented in Table 10. The table indicates that there is a significant amount of local resident income which is being spent outside of the County for specialty retail and apparel items, in excess of \$16 million. A significant portion of the retail business is lost to nearby Medford in Jackson County. This is not surprising since Medford is relatively close (approximately 30 miles) and is the home of the area's only regional shopping center.

It is highly unlikely that Grants Pass will emerge as a retail center which will compete directly with Medford for general retail business. However, by utilizing the natural amenity of the Rogue River, Grants Pass can reasonably be expected to recapture specialty retail expenditures sufficient to support a range of complimentary uses to hotel, tourist, and recreational activities suitable to the Grants Pass riverfront. A new Fred Meyer shopping facility offering over 150,000 square feet of space is scheduled to open in the near future in northeast Grants Pass. The Fred Meyer store will satisfy most of the increased demand for general retail uses in Grants Pass in the near term. However, this development need not

Table 7
 CONSUMER SPENDING PATTERNS
 JOSEPHINE COUNTY

1987

	<u>Expenditures (\$000's)</u>	<u>Percent of Total</u>
Food	\$ 86,484	24.9%
Drug	14,374	4.1
Eating & Drinking Establishments	28,726	8.3%
Household Equipment & Services	27,861	8.0%
Apparel	23,709	6.8%
Automotive	75,198	21.7%
Service Stations	30,064	8.7%
Entertainment	32,791	9.4%
Specialty Retail	16,409	4.7%
Other	<u>11,900</u>	<u>3.4%</u>
Total	\$347,518	100.0%

Source: National Planning Data Corporation; Williams-Kuebelbeck & Associates, Inc.

Table 8
 RETAIL SALES
 JOSEPHINE COUNTY

1982

	<u>Sales</u> <u>Sales (\$000's)</u>	<u>Percent of</u> <u>Total</u>
Food	\$ 62,167	22.7%
Eating & Drinking Establishments	23,350	8.5%
General Merchandise	21,501	7.8%
Furniture, Furnishings & Appliances	9,097	3.3%
Automotive	62,097	22.6%
Drug	10,974	4.0%
Building Materials	18,609	6.8%
Service Stations	37,465	13.7%
Apparel	13,102	4.8%
Specialty Retail (1)	5,480	2.0%
Other	<u>10,238</u>	<u>3.8%</u>
Total	\$274,080	100.0%

(1) Includes sporting goods, jewelry, books, stationary, hobby, photographic, gifts, luggage, and sewing supply stores.

Source: U.S. Bureau of the Census, Census of Retail Trade; Williams-Kuebelbeck & Associates, Inc.

Table 9

JOSEPHINE COUNTY SALES
WITHIN SELECTED RETAIL CATEGORIES
1987

(In Thousands of Dollars)

	<u>Specialty</u>	<u>Apparel</u>	<u>Restaurants</u>
Effective Buying Income (1)	\$667,800	\$667,800	\$667,800
Propensity to Spend	<u>52%</u>	<u>52%</u>	<u>52%</u>
Retail Expenditures	\$347,500	\$347,500	\$347,500
Percentage of Sales in Given Retail Category (2)	<u>2.0%</u>	<u>4.8%</u>	<u>8.5%</u>
Total Sales in Given Retail Category	\$ 6,950	\$ 16,680	\$ 29,538

(1) Effective buying income in 1985 from Table 3, escalated 2 years at 11 percent (estimated growth in effective buying income 1985 - 1987).

(2) Expenditures in a given retail category as a percent of total retail sales from Table 8.

Source: Williams-Kuebelbeck & Associates, Inc.

Table 10

RETAIL SALES LEAKAGE/(CAPTURE)
JOSEPHINE COUNTY

1987

	Retail Sales (000's)			Subtotal
	Specialty	Apparel	Restaurants	
Retail Expenditures by Josephine County Residents (1)	\$16,409	\$23,709	\$28,726	\$68,844
Retail Sales Captured by Josephine County Establishments (2)	<u>6,950</u>	<u>16,680</u>	<u>29,538</u>	<u>53,168</u>
Net Sales Leakage/(Capture)	\$ 9,459	\$ 7,029	(\$ 812)	\$15,676
Leakage/(capture) as a Percent of Expenditures	57.6%	29.6%	(3.2%)	22.8%

(1) From Table 7.

(2) From Table 9.

Source: Williams-Kuebelbeck & Associates, Inc.

have an adverse effect on commercial development along the riverfront, and indeed could enhance opportunities. Much of the leakage of specialty retail and apparel business could be retained in the area if local residents remained in Grants Pass to do their general merchandise shopping. Riverfront sites are not appropriate for general merchandise establishments such as Fred Meyer, and therefore instead of being a direct competitor for business, it will more likely function as a retainer of local spending power.

As opposed to retail uses, restaurants have performed very well in Grants Pass and Josephine County as evidenced by the capture (negative leakage) exhibited in Table 9. Currently there are only a few restaurants in Grants Pass which afford customers a waterfront location, and they have proven to be very successful. Although there has been no measurable market leakage of restaurant expenditures in Grants Pass when compared to specialty retail items, there is currently limited opportunities for waterfront dining. This indicates that there is likely an adequate market for a limited number of additional attractive, high quality restaurants along the riverfront.

C. CAPTURE RATES

1. Specialty Retail

There is adequate market support for additional commercial activity in Grants Pass. Of more specific importance to the Rogue Riverfront Development Plan is the quantity of market supportable specialty retail space and the type of commercial uses most likely to be appropriate and successful at waterfront locations. The natural ambiance of the river, coupled with the area's growing recreation and tourism industries, enhance Grants Pass' ability to capture commercial activity that reinforces the riverfront's strengths and creates a catalyst for better utilization of waterfront resources.

As previously mentioned, potential sites for commercial development are limited by ownership patterns and physical attributes of the river. The most intensive commercial development along the riverfront consists of the Riverside Inn, which is situated adjacent to and in-between the Sixth and Seventh Street Bridges on the north edge of the river. The remaining development consists of several restaurants and small establishments on parcels which back onto the river but do not offer waterfront access.

In addition to the existing uses, there are only two other areas suitable for substantial commercial development. One is a parcel located just west of the Sixth Street Bridge on the River's southern edge. A local development interest is in the process of consolidating approximately 20 acres of developable land in this area and is planning a mixed-use development comprised of hotel, specialty retail, entertainment and public use components. The other area with commercial potential is the area surrounding the future Third Bridge site. Currently the area is in residential and public utility uses, however, the bridge is scheduled for completion by 1991 or 1992. The bridge will serve as a major connection between Interstate 5 and Route 99 to the Oregon coast. Its completion will create an area amenable to commercial development.

Goals of the riverfront development plan include making the riverfront more accessible to the public and encouraging the development of more urban-type uses, while retaining the recreational and environmental integrity of the river. Commercial uses can enhance those goals if developed with sensitivity toward the aesthetic character of the river. Bearing this in mind, it is estimated that specialty retail uses with waterfront sites could potentially capture 5 percent of the specialty retail expenditures of local area residents and recapture 5 percent of the leakage of expenditures outside of the County.

Market supportable space is projected in Table 11, assuming an estimated annual 5 percent increase in effective buying income. Based on historical real income growth rates of 6.9 percent per year, 5 percent was considered to be a realistic projection. The estimated capture rates translate into approximately 22,000 square feet of market supportable specialty retail space in 1987, increasing to over 40,000 square feet by the year 2000.

2. Restaurants

Table 11 also contains the projected supportable space for restaurants. As reflected in Table 10, there is no measurable leakage of eating and drinking expenditures outside of the County. This indicates that restaurants in Grants Pass are meeting the demands of the local population. There are several restaurants currently located along the river on parcels east of the Third Bridge area along Route 99 that are performing quite well. As more urban uses are introduced and the riverfront becomes more accessible to the public through implementation of a development plan, waterfront restaurants are expected to continue to be successful. It is estimated that waterfront eating and drinking places could potentially capture 10 percent of the county's expenditures for such uses. This converts into current market support for over 16,000 square feet of new restaurant uses growing to in excess of 30,000 square feet by the year 2000 and beyond.

Combining the demand of restaurants with specialty retail uses results in 48,000+ square feet of market supportable space in 1987. This is within the 50,500 square feet anticipated absorption range based on the historical supply trends as analyzed in a previous section. It is on the high end of the range, however, considering this specialty retail analysis only assessed a portion of the total retail market. This is partially explained by the fact that quality commercial development along the river can potentially recapture market leakage and also indicates that market growth is likely to be stronger in the future than in the past.

Table 11

PROJECTED MARKET SUPPORTABLE SQUARE FEET
ALONG THE ROGIE RIVERFRONT

1987-2010

	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2005	2010
<u>Specialty Retail and Apparel</u>																
Market Area Expenditures escalating @ 5% (\$'000's) (1)	\$40,118	\$42,124	\$44,230	\$46,442	\$48,764	\$51,202	\$53,762	\$56,450	\$59,273	\$62,236	\$65,348	\$68,615	\$72,046	\$75,648	\$96,549	\$149,779
Market Area Leakage escalating @ 5% (\$'000's)	\$16,488	\$17,312	\$18,178	\$19,087	\$20,041	\$21,043	\$22,085	\$23,200	\$24,360	\$25,578	\$26,857	\$28,200	\$29,610	\$31,090	\$39,680	\$50,642
Potential Capture (\$'000's) (2)	\$2,630	\$2,972	\$3,120	\$3,276	\$3,440	\$3,612	\$3,792	\$3,982	\$4,181	\$4,390	\$4,610	\$4,840	\$5,082	\$5,336	\$6,810	\$8,681
Market Supportable Square Feet (3)	21,769	22,862	24,005	25,205	26,465	27,788	29,177	30,636	32,168	33,776	35,465	37,239	391,00	41,055	52,398	66,875
<u>Restaurants</u>																
Market Area Expenditures (4) escalating @ 5% (\$'000's)	\$28,726	\$30,162	\$31,670	\$33,254	\$34,917	\$36,662	\$38,496	\$40,420	\$42,441	\$44,563	\$46,791	\$49,131	\$51,588	\$54,167	\$69,132	\$88,232
Potential Capture (\$'000's) (5)	\$2,873	\$3,016	\$3,167	\$3,325	\$3,492	\$3,666	\$3,850	\$4,042	\$4,244	\$4,456	\$4,679	\$4,913	\$5,159	\$5,417	\$6,913	\$8,823
Market Supportable Square Feet (6)	16,417	17,238	18,100	19,005	19,955	20,953	22,000	23,100	24,256	25,468	26,741	28,079	29,480	30,956	39,508	50,423

- (1) Includes specialty retail and apparel from Table 7 (\$23,709+\$16,409).
- (2) 5 percent capture of market area expenditures + 5 percent capture of market area leakage.
- (3) Assumes \$130 annual sales per square foot.
- (4) From Table 7.
- (5) 10 percent capture of market area expenditures.
- (6) Assumes \$175 annual sales per square foot.

Source: Williams-Kuebelbeck & Associates, Inc.

V. HOTEL MARKET ANALYSIS

The firm of Laventhol and Horwath (L&H) completed a detailed hotel market study for a local development interest in September, 1986. Williams-Kuebelbeck & Associates has reviewed the study methodology and assumptions and has determined its conclusions to be sound, and still applicable to the market as it exists today. This chapter presents a summary of the study and its major findings.

A. COMPETITIVE SUPPLY

L&H's analysis determined that the primary lodging market area for a proposed hotel includes the cities of Grants Pass, East Grants Pass, Medford and Ashland.

Determination of competitive lodging facilities is based on markets served, meeting facilities, food and beverage outlets, size, quality, rates, management expertise and location. A summary of competitive facilities is presented in Table 12, and their respective locations are illustrated in Map 1.

Using the above criteria, there are four competitive motels in the market area. These facilities, with a total of 682 rooms, achieved a combined occupancy in 1986 of approximately 63 percent and had an average daily room rate of approximately \$43.

The Windmill-Ashland Hills Inn, furthest from the City of Grants Pass, is a 159-room motel at the intersection of Interstate-5 and Ashland Street. It achieved an average occupancy in the high 60 percent range and an average daily rate in the low \$40 range in 1986. Rates increased slightly in 1987, at \$50 to \$60 for summer, and \$39 for winter.

Tourists and other transients account for approximately 50 percent of the demand at the Windmill-Ashland Hills Inn. This is due to its high visibility and the fact that Ashland hosts the Oregon Shakespearean Festival.

The Red Lion Motor Inn is the largest facility in the competitive supply with 186 rooms. It is located adjacent to I-5 in Medford, and has a good reputation regionally for its meeting facilities. In 1986, the Red Lion Inn achieved an average annual occupancy in the mid- to high- 60's and an average daily rate in the low \$40 range. Current rates range from \$44 to \$70 for single occupancy and \$155 for a suite. Unlike the other hotels in the competitive supply, approximately 40 percent of the Red Lion Inn's business is attributable to the conventions and group meetings segment of the market.

The Nendels Motel in Medford, remodeled in 1985, is a 165-room full-service lodging facility located adjacent to I-5. Average occupancy in 1985 was in the low-50 percent range, attributable primarily to the remodeling efforts. Average daily room rate for the same period was in the mid \$30 range. Current single occupancy room rates are \$39 to \$45. Tourists and transients comprise approximately 40 percent of the demand for the Nendels Motel.

Table 12

COMPETITIVE LODGING FACILITIES
GRANT'S PASS MARKET AREA

1986

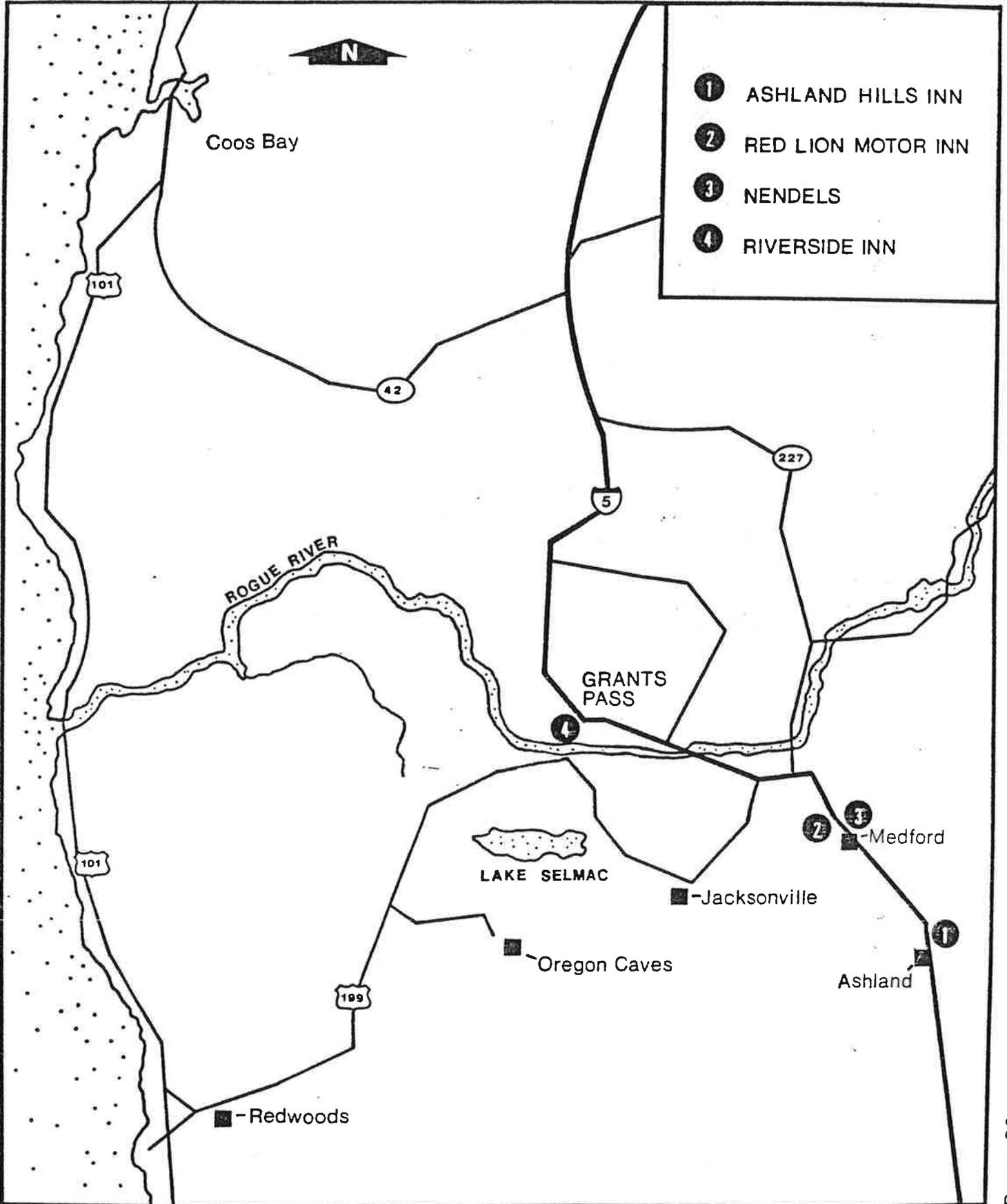
Map Code	Establishment/Address	Year Opened	Estimated Occupancy	Number of Rooms	Average Daily Rate (1)	Amenities (2)	Market Mix (%)		
							Commercial/Corp.	Tourist/Transient	Group/Conv.
ASHLAND									
1	Windmill - Ashland Hills Inn Ashland Street/J-5	1979	68%	159	Mid \$40's	T, S, J, P, L, R, V	20%	50%	30%
MEDFORD									
2	Red Lion Motor Inn 200 North Riverside	1968	65%	186	Low \$40's	S, J, L, R, E	35%	25%	40%
3	Nendels Medford 2300 Greater Lake Highway	1986 (R)	55%	165	Mid \$30's	S, J, L, R, E	30%	40%	30%
GRANT'S PASS									
4	Riverside Inn 971 S.E. 6th Street	1922	67%	175	Low \$50's	S, J, L, R, C	10%	70%	20%

(1) Based on single occupancy.

(2) Codes: T Tennis Court L Cocktail Lounge C Conference Center
 S Swimming Pool R Restaurant
 J Jacuzzi E Exercise Room
 P Putting Green V Volleyball

Source: Laventhol & Horwath; Williams-Kuebelbeck & Associates, Inc.

EXHIBIT 2
COMPETITIVE LODGING FACILITIES
GRANTS PASS MARKET AREA



The Riverside Inn is a 172-room facility on the Rogue River in east Grants Pass. It is considered to be one of the area's best due to its prime location on the river, which offers summertime recreational activities and year-round fishing, and also supplies guests with spectacular views. The tourists and transients market segment accounts for approximately 70 percent of Riverside Inn's guests.

There were no proposed additions to the current competitive supply which were deemed competitive in terms of quality, size, location and amenities.

B. CURRENT DEMAND FOR LODGING FACILITIES

Demand for lodging in the market area consists of three distinct market segments: commercial travelers, tourists and other transients, and conventions and group meetings. Demand in the three primary market segments served by the existing lodging supply is summarized in Table 13.

1. Commercial Demand

Commercial travelers demand for 1986 is estimated to be approximately 36,900 room nights, or 24 percent of the total competitive demand. Commercial demand is generated primarily by general commercial and retail activity and major companies who are established in the area. Commercial travelers stay an average of two to three nights, generally single occupancy. They choose accommodations based on convenience to business destination, convenience to transportation, reliable reservations system and overall facilities and amenities. Demand is cyclical throughout the week, with the highest demand occurring from Sunday through Thursday.

2. Tourist/Transient Demand

Although a large number of tourists requiring overnight accommodations are in transit to their destination, Grants Pass is becoming a destination in and of itself. The Rogue River, one of the original National Wild and Scenic Rivers, is protected for its scenic and recreational values and draws whitewater rafters from all over the country. It is one of the state's best waterways for rafting, fishing and nature watching.

Grants Pass is only a short drive from the Oregon Shakespeare Festival in Ashland, and is also centrally located to many other attractions. The historic community of Jacksonville sits a short drive southeast, Oregon Caves lies fifty miles southwest and Crater Lake is less than a two-hour drive northeast.

Tourists and other transients demand for 1986 is estimated to have been approximately 71,700 room nights or 46 percent of the total competitive demand.

3. Conventions and Group Meetings

The conventions and group meetings market is composed of state regional and national association meetings, and corporate meetings, including stockholders and board meetings, sales and training seminars and small incentive groups.

Table 13

LODGING MARKET DEMAND
GRANT'S PASS MARKET AREA

1986

<u>Market Segment</u>	<u>Estimated Room Nights of Demand (1)</u>	<u>Percent of Total Demand</u>
Commercial Travelers	36,900	24%
Tourist & Other Transients	71,700	46%
Conventions & Group Meetings	<u>47,100</u>	<u>30%</u>
Total	155,800	100%

(1) Numbers have been rounded and may not add.

Source: Laventhol & Horwath; Williams-Kuebelbeck & Associates, Inc.

Business related groups tend to be less rate conscious than other groups and have a high incidence of single occupancy. They select accommodations based on desirable location, quality dining and entertainment, consistent high-quality service and spacious meeting facilities.

Associations' conventions are typically arranged years in advance and usually require lodging facilities with the following: large meeting space, large block of hotel rooms and location proximate to major activities. National and regional associations are rate conscious, but do not generally choose facilities based solely on rates.

Conventions and group meetings demand for 1986 is estimated to have been approximately 47,100 room nights, or 30 percent of the total competitive demand.

C. FUTURE DEMAND FOR LODGING FACILITIES

L&H based estimates of future growth in demand for lodging on the following factors: historical growth in lodging demand; changes in the area's supply of hotel rooms; and the effect of market area characteristics on historical trends. Grants Pass and Josephine County are expected to experience positive economic growth, and the future demand for lodging is expected to be reflective of this trend.

Based upon historical increases in population and employment and continued travel along Interstate-5, the commercial traveler market segment demand growth is estimated at 2 percent annually.

Tourists and other transients demand is expected to increase 3 percent per year. This estimate was based upon increased travel on Interstate-5, as well as increased visitation at area attractions. Growth in population, employment and other economic indicators were also considered to result in increased tourist services, which would enhance the area's popularity.

Conventions and group meetings were estimated to grow 3 percent annually based upon the following factors: historical requests for meeting facilities and attractiveness of existing facilities; growing popularity of the region; growth in the area's economy; and general effects of population, employment, retail activity and transportation systems.

D. RECOMMENDED FACILITIES

Based upon future growth estimates as presented above, L&H projects that a hotel of higher quality than is currently available in Grants Pass will be market supportable along the Rogue Riverfront. The facility would likely include about 150 rooms, a restaurant and lounge, a small meeting facility and recreational/health related amenities.

VI. LAND USE IMPLICATIONS

Capturable demand of specialty retail, restaurant and hotel uses have been determined and expressed in aggregate square footage terms. The next step is to convert the supportable space to land requirements that relate to the overall scheme of the riverfront development plan. The required land for the projected market supportable commercial uses is summarized in Table 14. The table indicates that presently there is only approximately 6 acres of land needed to accommodate commercial demand along the river. The land requirement increases to 9.5 acres by the year 2000 but is still less than 15 acres by 2010.

Fred Glick and Associates in conjunction with Cogan, Sharp, Cogan and staff from the city of Grants Pass have developed a matrix of alternative scenarios applicable to the Rogue riverfront development planning process. The matrix is presented in Table 15. Scenario I, which models the least intensive design and development scheme provides only the present level of commercial acreage, which is 10.6 acres, in addition to 29 acres of public land. Alternative II represents the most intense and ambitious plan and would incorporate 44.8 acres of commercial development and 57.2 acres of public land. Alternative III portrays a development scheme that encourages a moderately intensive development program calling for 29.5 acres of commercial land and 54 acres for public use.

Clearly Scenario II would be an impractical and unrealistic development plan for the city to pursue from the perspective of fashioning future land use with projected commercial demand. There is not sufficient demand to support such a program, even under the most optimistic conditions.

The report earlier alluded to a local development interest who is in the process of assembling a 20 acre parcel for development adjacent to the Sixth Street Bridge. Adding this 20 acres to the existing 10.6 acres of commercial land would result in a commercial land inventory similar to that proposed in Scenario III. This is the most likely and optimal development option for the city to pursue. The projected demand for commercial uses could easily be accommodated on the 20 acre site in concert with a new performing arts and civic center. A mixed use development would provide a delightful waterfront activity center for the community that would preserve the natural beauty of the waterway and also serve as a magnet for public interface with the river. Utilizing the 20 acre parcel for concentrated development would provide the community with the best opportunity for developing an identity to its waterfront and also provide linkages between recreational and urban uses. Any future surplus development could be accommodated in the area of the Third Bridge upon its completion, while small concession uses would best be sited at the various public access nodes along the river.

Table 14

PROJECTED LAND REQUIREMENTS
ROGUE RIVER DEVELOPMENT PLAN

1987-2010

	<u>1987</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Specialty Retail (1)	1.1 acres	1.6 acres	2.1 acres	2.7 acres	3.4 acres
Restaurants (2)	2.8 acres	4.1 acres	5.2 acres	6.6 acres	8.5 acres
Hotels (3)	<u>2.2 acres</u>	<u>2.2 acres</u>	<u>2.2 acres</u>	<u>3.0 acres</u> (4)	<u>3.0 acres</u>
Total	6.1 acres	7.9 acres	9.5 acres	12.3 acres	14.9 acres

(1) Assumes 1 story building 3 parking spaces per 1,000 leasable square feet, 350 square feet per parking space, 85 percent building efficiency.

(2) Assumes 1 story building, 18 parking spaces per 1,000 leasable square feet, 350 square feet per parking space, 100 percent building efficiency.

(3) Assumes 1 acre building pad, 1 parking space per room (150 rooms).

(4) Assumes an expansion of 50 rooms.

Source: Williams-Kuebelbeck & Associates, Inc.

Table 15

ROGUE RIVER RIVERFRONT DEVELOPMENT PLANNING PROCESS
MATRIX OF ALTERNATIVE SCENARIOS

	Commercial Intensity	Public Access	Other Aspects	Implications: Area of Special Emphasis	Implications: Overall Study List
SCENARIO #1	<ul style="list-style-type: none"> Status Quo. 	<ul style="list-style-type: none"> Emphasized as view-points, boat ramps, fishing spots and trail limits. 	<ul style="list-style-type: none"> May be most realistic scheme from marketing point of view. Conservative approach. Little used for commercial space other than normal anticipated growth. More land available for commercial facilities. 	<ul style="list-style-type: none"> Commercial opportunity may be missed. Marginal uses, each w/ less of an economic development opportunity will occur. Growth will pass it by. Finite supply of commercial land that is available will be highly valued. 	<ul style="list-style-type: none"> Greatest opportunities for increased commercial development in the long run. Demand will be satisfied in this area, most likely. Scenario prevents commercial development at 3rd bridge.
SCENARIO #2	<ul style="list-style-type: none"> Heavily emphasized. All suitable, vacant, underutilized land. Urban renewal for implementation. 	<ul style="list-style-type: none"> Public access maximized. To be successful requires linkage & integration w/ intense commercial development. 	<ul style="list-style-type: none"> Very risky, "highball" approach. Requires high-powered marketing campaign & creative approaches to attract developers. Supply may possibly create the demand. 	<ul style="list-style-type: none"> If successful, tax dollars generated will be able to support max. level of public access in this area. Will be difficult at State DLCD level. Need most stringent design standards possible to maintain compatibility w/river environment. 	<ul style="list-style-type: none"> Will likely never be any demand here for further commercial development. Pressures could be exerted to expand the U&B so as to maintain an adequate inventory of urbanizable land.
SCENARIO #3	<ul style="list-style-type: none"> Increase limited to maximum double current acreage. Location limited to high-impact areas (3rd & 4th bridges). 	<ul style="list-style-type: none"> Public access is increased only in selected, low impact locations. 	<ul style="list-style-type: none"> May be more realistic than #2. Could possible be implemented through urban renewal. 	<ul style="list-style-type: none"> Could limit potential for further commercial development here. Logical configuration possible: balanced by locating development nodes at points of highest vehicular traffic intensity. 	<ul style="list-style-type: none"> Could limit potential for further development here to some extent. Logical "edge" or limit to area(s) is created through 3rd and 4th bridge locations.

Source: Fred Glick and Associates; Williams-Kuebe Ibeck & Associates, Inc.

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VII. SUMMARY AND CONCLUSIONS

The analysis presented in this report, in conjunction with insight gained through interviews with local officials and experts, suggests that there is sufficient market support for the city of Grants Pass to pursue a Rogue Riverfront Development Plan which incorporates a commercial element. The demand for specialty retail, restaurant and hotel uses would best be accommodated in the area of the Sixth Street Bridge near downtown Grants Pass within the context of a plan similar to Scenario III as outlined in Table 15. The demand for specialty retail uses is currently about 22,000 square feet while the demand for waterfront restaurant uses is about 16,000 square feet. The demand for specialty retail and restaurants is estimated to grow to 40,000 and 30,000 square feet, respectively, by the year 2000.

Since the riverfront is characterized primarily by single-family residential lots and public parks, commercial development should be concentrated at several nodes to protect the natural beauty of the river and to avoid conflicting with the recreational opportunities the river provides. The addition of environmentally sensitive commercial development can greatly enhance the city's goals of providing more public access to the riverfront while promoting balanced urban uses.