

1990-2000 COMPREHENSIVE PLAN FOR THE CITY OF MYRTLE CREEK, OREGON

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MYRTLE CREEK COMPREHENSIVE PLAN

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MYRTLE CREEK URBAN AREA COMPREHENSIVE PLAN

INTRODUCTION

The Myrtle Creek Comprehensive Plan is a long-range general policy guide in which the City of Myrtle Creek and Douglas County jointly set forth major policies concerning desirable future growth within the Myrtle Creek\Tri City Urban Growth Area over the next two decades. Being comprehensive, its scope extends to physical, social, economic, administrative and fiscal matters, Being general, it summarizes policies and proposals rather than prescribes specific locations or detailed regulations.

The Comprehensive Plan is not intended to provide answers to all the questions which arise from the growth and development of the urban area. Zoning ordinances, official maps, and subdivision regulations are designed to provide specific and detailed standards for the implementation of the Plan's general policies. Capital improvement programs and their accompanying budgets and special purpose regulations are also tools meant to effectuate the Comprehensive Plan. The Plan indicates broad categories of land use throughout the urban area, whereas the detailed instruments delineate boundaries and specify regulations, timing, procedures and costs.

Through the Comprehensive Plan, the City of Myrtle Creek and Douglas County have jointly considered and agreed upon a coherent, unified set of general long-range policies for the physical, social and economic development of the community. By focusing on the formulation of general policies, the Plan provides a framework for the involvement of both the governing body and the public in the planning process. Thus, an opportunity is

created for public discussion of the key issues facing the community. In this capacity, the Plan facilitates the clarification of ideas, on the part of both the governing body and the public, with regard to the type of community they are trying to create by their many specific decisions. Policies, both explicit and implicit, are brought out into the open to insure their determination through democratic processes.

To help establish such a policy framework throughout the state, the Oregon Legislature has mandated that a Comprehensive Plan be developed for each city and county in Oregon. The legislative intent is that the local Comprehensive Plans act as the guiding land use document that ensures each community will grow in a timely, economical and efficient manner. To ensure this objective is achieved, the State Legislature has also mandated statewide coordination of all local planning activities through the establishment of a number of Statewide Planning Goals. These Goals, which were first adopted by the Land Conservation and Development Commission (LCDC) in 1977, serve as the primary framework for all local government land use plans in Oregon. The Statewide Goals presently in effect are listed below; although only Goals 1 through 14 are applicable to the Myrtle Creek Comprehensive Plan.

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STATEWIDE PLANNING GOALS

PLANNING GOALS:

GOAL 1 CITIZEN INVOLVEMENT

GOAL 2 LAND USE PLANNING

CONSERVATION GOALS:

GOAL 3 AGRICULTURAL LANDS

GOAL 4 FOREST LANDS

GOAL 5 OPEN SPACES, SCENIC &
HISTORIC AREAS, & NATURAL RESOURCES

GOAL 6 AIR, WATER & LAND
RESOURCE QUALITY

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DISASTERS AND HAZARDS

DEVELOPMENT GOALS:

GOAL 8 RECREATIONAL NEEDS

GOAL 9 ECONOMY OF THE STATE

GOAL 10 HOUSING

GOAL 11 PUBLIC FACILITIES & SERVICES

GOAL 12 TRANSPORTATION

GOAL 13 ENERGY CONSERVATION

GOAL 14 URBANIZATION

SPECIFIC RESOURCES:

*GOAL 15 WILLAMETTE RIVER GREENWAY

*GOAL 16 ESTUARINE RESOURCES

*GOAL 17 COASTAL SHORELANDS

*GOAL 18 BEACHES AND DUNES

*GOAL 19 OCEAN RESOURCES

**(Goals 15 thru 19 are not applicable to Myrtle Creek)*

The Myrtle Creek Comprehensive Plan was subsequently developed in accordance with each of the applicable statewide goals. The Plan addresses each of the goals within the context of the applicable chapter of the Plan document. At the end of each chapter the Plan establishes local goals and policies which, in part, are intended ensure that Myrtle Creek's local planning program conforms with the intent of the broader statewide planning goals.

Within the context of the Myrtle Creek Comprehensive Plan, the terms "Goal" and "Policy" have specific meanings. These terms are defined as follows:

GOAL: A broad statement of philosophy that describes the desires of the people of the community for the future of the community. Achievement is usually attained only by prolonged effort and may not be measurable in a definitive way.

POLICY: A principal, plan, or course of action that is directed toward the achievement of identified goals. Policy statements are intended to be instructive and directional in nature. Upon adoption, a policy commits the City to the principal plan, or course of action, set forth in the policy statement.

From time to time, it is necessary to update the Comprehensive Plan in order to reflect changes within the community, or to better provide for the community's continuing growth and development. The statewide planning program provides a framework for such periodic updates through a process called Periodic Review. Ideally, the Plan should undergo a major review and update via the Periodic Review process every seven years. Myrtle Creek's Plan, which was first adopted in 1982, was subjected to its first

Periodic Review in 1990. This current Plan Document reflects the updated information, as well as other changes, that resulted from the 1990 Periodic Review.

Specific amendments to the Comprehensive Plan may also be initiated from time to time by the City Council, Planning Commission, Comprehensive Planning Advisory Committee or by individual property owners within the planning area. Procedures regarding public notice and the holding of public hearings, in addition to other mechanisms which ensure the opportunity for citizen participation in the amendment process, are described in Chapter Two.

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A BRIEF HISTORY OF MYRTLE CREEK

LOCATION

The City of Myrtle Creek is located on Interstate 5 in central southwest Oregon on the western side of the Cascade Mountains at the confluence of Myrtle Creek and the South Umpqua River. The City of Myrtle Creek is the hub of southern Douglas County, located approximately 16 miles south of the County seat in Roseburg. The South Umpqua River valley in which Myrtle Creek is located provides a natural and scenic corridor for both passing tourists and residents of the area.

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INITIAL SETTLEMENT

In 1837, settlers in the Willamette Valley to the north dispatched an expedition led by Ewing Young to California to drive a herd of wild cattle north for distribution among the settlers. The ensuing cattle drive past the future site of Myrtle Creek was the first of its kind in the nation, predating the first major drives out of Texas by a decade. It was gold, however, that first brought settlers north from California to Myrtle Creek's rich valleys. While the area mostly grew food to sustain prospectors in the primary gold fields a little to the south, the hills and tributaries of the South Umpqua River did yield significant amounts of gold. Today, the area still yields enough gold to keep amateur gold-panners happy.

The earliest transportation route through the Myrtle Creek townsite was the Applegate Trail. In 1846 a survey party of 14 men started a journey southward from the Willamette Valley. Their captain was Jessie Applegate. They searched for a less difficult and

hazardous route for pioneers headed for Oregon. Their route led through the steep walled canyon cut by the South Umpqua River and across the present townsite of Myrtle Creek. The party eventually made its way to the Humbolt River in north central Nevada. The men returned a year later, traveling through the townsite and continuing to the Willamette valley.

The wave of American pioneers in the early 1850's brought James B. Weaver, who staked his claim at the townsite in 1851. Weaver sold this claim that same year to J. Bailey for a yoke of oxen. Mr. Bailey then sold this 640 acre Donation Land Claim to Lazarus Wright in 1852. Mr. Wright opened a store on the present site of the U.S. National Bank and a grist mill on Myrtle Creek. The old mill race that was used to bring water to the mill, from the dam located further up the creek, can still be seen in places.

In 1865, Lazarus Wright sold 320 acres to John Hall. Hall had the town site surveyed, platted and subdivided. He is considered the founder of Myrtle Creek. Several stores were soon established, including one owned by Marks, Wollenberg and Company (built in 1870) and The Farmers Mercantile Establishment built by F. M. Gabbert and H. Dyer. The Post Office was located in one of the stores. The town's name is derived from groves of Myrtle trees found in the vicinity along the banks of North Myrtle, South Myrtle, and Myrtle Creeks.

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APPLEGATE TRAIL & HOOKER ROAD

The Colonel Joe Hooker "Military Road" was constructed through the townsite about 3 years prior to Hall's survey of the town. The road's alignment followed, for the most part, the trace of the Applegate Trail from about Wilbur, Oregon to the southern tip of Douglas County. Near Myrtle Creek, the Hooker Road followed the South Umpqua River through the canyon, emerging northwest of the town (where a portion of the trail is still visible). It is probable that the trail followed the edge of the terrace and continued southeastward. The street grid of the original town (which is offset from a north/south direction) is closely oriented with this route and Main Street is probably aligned with Hooker Road. "Military Road" is still in evidence as a former street name in portions of the area south of Myrtle Creek and appears on the records of the Douglas County Assessor.

Hooker Road opened a somewhat easier passage to transport goods to gold mines in southern Oregon and northern California. The gold mines were the closest markets for the settler's agricultural products. Located on this route, settlers near Myrtle Creek had a ready market for their labors. The stage coach came in 1860 and the telegraph in

1862.

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O&C RAILWAY

The Hooker Road remained the main transportation route north and south of Myrtle Creek until the Oregon and California Railway was constructed along the west side of the town in 1882. It was the same year that the last California Stage Company operated over the Hooker Road. The railroad track follows the riverbank through the canyon at a lower level than the road.

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ECONOMY

The main occupation of the settlers was ranching and farming. Easily transportable agricultural goods were their main products, for barter or cash. They included grains or cured meats that could be sacked and hauled by pack animal or wagon. The railroad did much to further agriculture as the primary industry in the region as it enabled farmers to reach greater markets with their produce. Horses, cattle and hogs were raised extensively. Corn and prunes were some of the main crops produced in the area.

Rail transportation permitted shipment of agricultural products in bulk out of the valley for the first time. One biographer of the time wrote..."The present condition of the locality is prosperous. The Oregon and California Railway furnishing transportation enabl(es) the farmers to quickly market their produce and receive returns."

One of the chief agricultural products of the Myrtle Creek area was prunes. John Hall and two other Myrtle Creek residents (Henry Adams and Hans Weaver) are believed to be the pioneers of prune growing and drying in southern Douglas County. A newspaper clipping in the *Myrtle Creek Mail* (1947) stated "...sometime prior to 1873 an agent selling fruit dryers stopped in Myrtle Creek and told of the wonderful profits to be made in prunes, which were at that time cultivated chiefly in Europe." Hall and the two other farmers each planted a small orchard, but sold the fruit fresh. More orchards were planted and the fruit dehydrated and shipped. The local prune industry grew in the 1890's. It matured in the 1900's, 1910's and early 1920's. It all but expired in the early 1930's.

Milling has been a major part of the City of Myrtle Creek's economy. Lazarus Wright

constructed a grist mill at the edge of town (adjacent to the creek) that had a capacity of 45 barrels of flour a day. A planing mill was attached to the grist mill. An electrical generator was incorporated into this facility prior to 1912. It was renamed the Myrtle Creek Water, Lighting and Milling Company.

Timber was important to the area during the last century as it remains today. By the 1870's there were two mills in the Myrtle Creek area: The planing mill that was attached to the grist mill and a sawmill (up North Myrtle Creek) which could produce about 5,000 board feet per day.

One of the largest lumber mills in Myrtle Creek was constructed on the north side of the creek, west of Main Street. The planing mill was called the Myrtle Lumber Company in 1912. Rough lumber was flumed down the North Myrtle Creek valley. The 18 foot high flume crossed over the southeastern end of Main Street near the location of the bridge and directly to the mill. The flume can be seen in many of the historic photographs of the City. The mill had its own spur to the Southern Pacific mainline track by which it shipped its products.

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GOLD MINING

The growth of Myrtle Creek was boosted by the discovery of gold on both North and South Myrtle Creeks. The Chieftain Mine and the Continental Mine were started circa 1910. About \$100,000 worth of gold was extracted from the Continental mine prior to 1930.

Placer deposits were found on the northern ridges of North Myrtle Creek. The largest mining venture started a ditch to carry water for placer mining. It was the longest hydrologic system in Douglas County. The project was conceived in 1889 by a group of miners in the City of Myrtle Creek. They planned to tap streams along the north slope of the Myrtle Creek valley (which is in the South Umpqua drainage system) and carry the water through a gap in the ridge from the headwaters of Cavitt Creek (which is in the North Umpqua drainage system). The water was intended to be used for placer mining and, farther downstream, orchard irrigation. The Myrtle Creek Consolidated Hydrologic Gold Mining Company was established the next spring with Dr. L. W. Brown as president. Approximately 65 men worked on the ditch the first year. The next year 200 Chinese labored on the ditch (and it became known as the "Chinese Ditch"). The flume was in operation for a time but the company went bankrupt and the company's property was sold in 1894. Portions of the ditch can still be seen at a few sites in the surrounding

mountains.

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CULTURAL DEVELOPMENT

By the late 1800's, there were several social organizations in town. The Good Templars, Odd Fellows and the Rebekah Lodge were among the first.

Churches were also numerous in early Myrtle Creek. The original Methodist Church and the First Christian Church are still used although they have been remodeled. The stained glass windows found in the latter church were originally in the Presbyterian Church.

The first newspaper in town was the *Umpqua Beacon* which lasted only two years. Charles Rice established the *Myrtle Creek Mail* in 1902. The *Mail* has been published weekly ever since, however, in July of 1982, the *Myrtle Creek Mail* merged with the *Canyon Creek Current* (which had been published in Canyonville). The newspaper was then renamed the *Umpqua Free Press*. The *Umpqua Free Press* continues to be the only newspaper published in Myrtle Creek.

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INCORPORATION & ANNEXATIONS

The City of Myrtle Creek was formed by the early transportation routes of the Applegate Trail, Col. Joe Hooker (Military) Road, and the Oregon and California Railway. The town was surveyed into blocks and lots in 1868 and recorded in 1895. The blocks measure 200 feet by 200 feet. Each full block has 8 lots, each measuring 50 feet by 100 feet. The street grid is skewed 45 degrees from the 4 points of the compass. Most of the historic resources inventoried by the City of Myrtle Creek are located in the original town plat ("Town of Myrtle Creek").

Annexations of subdivisions, however, were not skewed and were aligned on a north/south grid. Prior to 1900 there were only three recorded plats to the City of Myrtle Creek. Between 1900 and 1910, eight more subdivisions were added. There were no more annexations or replatting until 1946. Between 1946 and 1979, twenty-five subdivisions or re-subdivisions were platted in the City. Eight of these were recorded in 1947 alone.

Myrtle Creek was first incorporated as a City by the Oregon Legislature in 1893. Seven years later, in 1901, the Legislature repealed the original Act of Incorporation, leaving Myrtle Creek without a charter until 1903, when the Legislature acted to reincorporate the town. The City suffered a huge fire in 1911 which destroyed several blocks of the original town. This was a common happening in the days when so many of the structures were of wood and built close together. Subsequent city ordinances prohibited the construction of wood structures in Myrtle Creek's business district.

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HISTORIC LANDMARKS

Myrtle Creek is well known for its old bridges. The Neal Lane covered bridge across South Myrtle Creek is one of six in Douglas County. Although it is not particularly old, constructed in 1929, it is picturesque and a reminder of another age.

The beautiful bridge spanning the gorge across the South Umpqua River was also built in the 1920's. It is a concrete arch bridge designed by Oregon's famous bridge engineer Conde B. McCullough (well known for the bridges along the Oregon coast). The new bridge replaced a bridge at a lower elevation next to the railway tracks.

Several late 19th century structures still stand today and help lend Myrtle Creek its unique character. An inventory of historic homes, commercial buildings and other sites and structures have been researched, photographed and documented in "The Official Register of Historic Sites and Structures in the City of Myrtle Creek, Oregon". Further information on historic structures and the City Register can be found in Chapter 3.

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CHAPTER 1

LAND USE PLANNING

scope

The Myrtle Creek Comprehensive Plan should be viewed as a public statement which expresses the desires and goals of the people of Myrtle Creek regarding the future of their community. As the community grows and conditions change, the plan and its goals and policies will be continually reconsidered and amended to reflect changes in both the physical character of the community and in the desires of its people.

Establishment of a land use policy framework for the City of Myrtle Creek is intended to assure compliance with State requirements for land use planning and to implement Statewide Planning Goal No. 2. The preparation of plans, implementation measures and plan amendments throughout the land use planning process will generally be based on the following broad phases:

1. Identify development problems and issues.
2. Collect necessary factual information.
3. Analyze information and its impacts on or conformance with the Plan.
4. Prepare alternatives for dealing with the development problems and issues.
5. Identify and resolve any possible conflicts with plans of affected governmental units.
6. Provide an opportunity for citizens to initiate proposals and/or review and comment on plans and revisions during each of the above phases.
7. Incorporate citizen needs and desires in the Plan document.

supporting document & STUDY AREA

Information contained in the Comprehensive Plan document was collected for the City of Myrtle Creek, the unincorporated Tri City urban area and the surrounding rural area. Because of Myrtle Creek's central location in relation to the surrounding topography,

land uses on the watershed slopes and narrow valleys have a potential impact on the entire urban area. For this reason, a planning study area of approximately 17 square miles was initially established when work on the Comp Plan began in 1978. The boundary of the study area was drawn to follow the ridgelines to the north and east of the urban area and along the South Umpqua River to the west. It was assumed that Myrtle Creek's future development options would be accommodated on these rural lands and would continue to follow historical growth patterns. During the 1990 Periodic Review of the Plan, the study area was expanded to include all of the Tri City Water and Sewer District immediately south of the City. The expanded planning study area added about five square miles of territory that had previously been designated by the Douglas County Comprehensive Plan as a "committed urban service area".

The Myrtle Creek Comprehensive Plan is divided into two separate documents: The Comprehensive Plan Support Document and the Comprehensive Plan itself. Briefly, the Comprehensive Plan Support Document is a text that contains all pertinent information that was collected during the initial planning period. It can be used as a reference for technical studies and other background information that is not included in the Comprehensive Plan. Copies of the Support document are kept on file at Myrtle Creek City Hall and at the Umpqua Regional Council of Governments located in the Douglas County Courthouse.

plan document

The Myrtle Creek Comprehensive Plan was originally intended to serve as a condensed version of the Support Document. Instead of technical information, it was intended as a summarizing all of the pertinent data used in the development of the Plan's goals and policies. However, because both the Plan Document and the Support Document contained variable data, updating both documents became a cumbersome process. During the 1990 Periodic Review, the Plan Document was revised to merge the relevant text from the Support Document into the Plan Document. The Support Document continues to be maintained as a collection of passive reference material that will be updated and added to from time to time, but it is no longer regarded as a part of the official Comprehensive Plan.

PLAN FORMAT

There are three parts to this plan: (1) A narrative summary of pertinent information (findings) considered in the planning process; (2) goal and policy statements, and (3) a

map designating future land uses within the urban growth area.

The narrative summary of pertinent information was derived from a number of studies that were compiled during the inventory stage of the planning process. In developing the Plan document, these studies have been grouped into 14 major elements or chapters, each comprising a summary of related information corresponding to the appropriate Statewide Planning Goal. An additional chapter was added to the Plan document during the 1990 Periodic Review which incorporates information from the Douglas County Comprehensive Plan for the Tri City Urban Area.

Following each Chapter are the locally adopted goals and policies. Goals can be defined as general statements which indicate the desired approach toward specific issues. They set the City's direction. They have a direct role in future planning, as a City cannot legally be in opposition to its own goals. Programs should be directed toward achieving these goals. Policies are more specific. They provide recommended methods to achieve each goal. They have a strong effect on a city because city decisions and programs must be in accordance with each policy. It should be noted that both goals and policy statements work as a combined force to make the Comprehensive Plan a tool for the community to communicate its desires for the future.

The Future Land Use Map and designated Urban Growth Area is another important part of this Plan. The purpose of the Future Land Use Map is to serve as a graphic representation of the goals and policies contained within the Plan document. It is a general map which is designed to serve as the basis for more specific implementation measures such as zoning, subdivision and other development ordinances and programs. The Land Use Map, together with the Urban Growth Boundary, reflects the urban area's projected growth over the course of the 20 year planning period.

maps and inventories

Maps and inventories address both the Myrtle Creek study area and the incorporated area of the City of Myrtle Creek. However, in order to retain a detailed scale, many of the maps reproduced for inclusion in the Plan Document do not depict the entire study area. The full scale maps, including detailed maps for the Tri City portion of the urban growth area, are available at Myrtle Creek City Hall, the office of the Umpqua Regional Council of Governments and the Douglas County Planning Department.

Technical studies and maps that were used throughout the planning process are listed below and are described in further detail in the relevant chapter of the Plan document,

though only those maps of special significance have been included in the Plan document itself.

Reference maps include:

Agricultural Capability; Composite Development Constraints (Steep Slopes and Flood Hazards): Existing (Rural) Land Use/Myrtle Creek Study Area; Existing Land Use/City of Myrtle Creek; Housing Conditions; Fire Districts; Future Land Use and Urban Growth Area. Geology and Flood Hazards; Recreation/Open Space System Proposal Septic System Suitability; Sewer System; Sidewalks and Street Lights; Slope; Soils; Storm Drainage System; Street Conditions; Street Network; Traffic Volumes (Traffic Counts and Locations); Urban Development Suitability; Vegetation/Habitat; Water Distribution System; and Woodland Suitability.

Studies include:

Community Facilities and Services; Cultural and Historic Resources Inventory; Economic and Social Aspects of Land Use; Economic Conditions and Trends; Energy Resources; Existing Land Use; Geology/Mineral Resources; Housing; Natural Features and Development Constraints; Natural Hazards (Flooding and Unstable Soils/Geology); Physiography; Population Projections; Population Study (Demographic Profile); Soils; Transportation; Vegetation/Habitat; and Water Resources.

PERIODIC PLAN REVIEW

The Planning Commission, in their annual report to the City Council, shall report on the status of the Comprehensive Plan, progress made in carrying out the goals and policies of the Plan, and how the goals and policies will be carried out in the coming year.

To further define and keep current policies and proposals of the Plan, the City Council shall direct the Planning Commission and Comprehensive Planning Advisory Committee (CPAC) to conduct a biennial review, or sooner should factors bearing on growth and development significantly change. The report shall be submitted to the City Council for their review and acceptance. In addition, at least once every seven years, review of the Plan will include the preparation of Findings of Fact which addressing the four factors of Periodic Review as required by the State planning program.

The four factors of Periodic Review are:

1. Substantial change in circumstances that have occurred since the date of Plan acknowledgment.
2. New or amended Statewide Goals or rules adopted since the date of acknowledgment.
3. New or amended agency plans or programs adopted since the date of acknowledgment.
4. Additional planning tasks required at the time of acknowledgment or agreed to in receipt of State grant funds.

The Periodic Review Findings should state whether the City is in compliance with each of the four factors (and whether plan or land use regulation amendments are necessary to achieve compliance), or conclude that a factor does not apply. The adopted Findings of Fact, together with any supporting materials, shall be submitted to the Department of Land Conservation and Development for review.

Amendments to the Comprehensive Plan (map or text) shall be adopted by ordinance, amending the original Comprehensive Plan adoption ordinance. All proposed amendments or revisions to the Comprehensive Plan of the City of Myrtle Creek shall be coordinated with Douglas County in a manner consistent with the processes established in the Urban Growth Management Agreement jointly adopted by the City of Myrtle Creek and Douglas County. Copies of amendments will also be distributed to agencies whose programs affect the Myrtle Creek/Tri City urban area.

Plan reviews and amendments to the City's implementation measures shall be conducted under the Myrtle Creek Citizen Involvement Program. Opportunities shall be provided for review and comment by the general public and affected governmental units, who shall receive understandable notice by mail of proposed changes in plans or zoning ordinances sufficiently in advance of any hearing to allow the affected person reasonable time to review the proposal. Further information on the Citizen Involvement Program is contained in Chapter 2.

LOCAL LAND USE PLANNING

POLICIES

GOAL: TO ESTABLISH A LAND USE PLANNING PROCESS AND POLICY FRAMEWORK AS A BASIS FOR ALL DECISIONS AND ACTIONS

RELATED TO USE OF LAND AND TO ASSURE AN ADEQUATE FACTUAL BASE FOR SUCH DECISIONS AND ACTIONS

(1) A Comprehensive Plan shall be established as a policy framework for the City's land use planning process. The Plan shall be used as a basis for all decisions and actions related to the use of land. Implementation measures shall include ordinances regulating the development and use of land, such as subdivision and zoning ordinances.

(2) The Comprehensive Plan shall include maps, inventories and other factual information sufficient to demonstrate compliance with each applicable Statewide Planning Goal. Local land use issues shall be identified and evaluated and policies shall be developed which prescribe a course of action that considers the needs of the community.

(3) The Comprehensive Plan, together with related implementation measures shall be coordinated with the Douglas County Comprehensive Plan and the plans of other affected governmental units.

(4) At the present time, Statewide Planning Goals 3, 4, 15, 16, 17, 18 and 19 do not apply to the City of Myrtle Creek. Local policies shall be adopted to implement any new or revised Statewide Goals, or to implement the excepted Goals, if they become applicable in the future.

(5) The Comprehensive Plan, supporting documents and implementation ordinances shall be maintained on file for public use at Myrtle Creek City Hall and at the office of the Umpqua Regional Council of Governments.

(6) All applicants for land use permits shall be entitled to a fair and impartial hearing, including the right of appeal.

(7) Fees may be charged for processing land use applications or appeals of land use decisions, however, fees shall be established at an amount which is no more than the actual or average cost of providing that service.

(8) The Comprehensive Plan and the accompanying implementation measures shall be revised when public needs and desires change and when development occurs at a different rate than contemplated when the Plan was adopted. Periodic reviews shall be conducted to keep the policies and proposals of the Plan current

and findings shall be prepared every seven years addressing the four factors of Periodic Review.

(9) Prior to the next Periodic Review, all support data used as a basis for this Comprehensive Plan, including elements of the Douglas County Comprehensive Plan relating to Tri City, will be reorganized and consolidated as follows:

(a) All reports, studies and inventories containing fixed, non-variable data and other information of historic value will be maintained, in one or more volumes, as a separate Support Document;

(b) Variable data (data which is amended or otherwise subject to change during each Periodic Review) will be incorporated into the Plan document or included as an Appendix containing tables and inventories pertinent to the current Periodic Review only.

CHAPTER 2

CITIZEN INVOLVEMENT

scope

Active, ongoing and meaningful citizen involvement is essential to the successful development and implementation of a comprehensive planning program. Recognizing this fact, the Myrtle Creek Comprehensive Plan has been developed through a process of intensive citizen participation. Over the years, a number of citizen committees have invested considerable time in collecting and analyzing information about the Myrtle Creek urban area in an effort to anticipate and provide for the communities future growth and development. A program providing mechanisms for continued citizen involvement in the planning process has been adopted by the City to assure compliance with State laws regulating open meetings and to implement the Citizen Involvement requirements of Statewide Planning Goal #1.

committee for citizen involvement

The nine member Myrtle Creek Planning Commission has been designated by the City Council as the Committee for Citizen Involvement (CCI). In 1977, in order to further expand involvement opportunities to include as wide a range of citizen interests as possible, a Citizens Advisory Committee (CAC) was appointed by the City Council. The committee functioned in an advisory capacity to the Planning Commission and City Council.

A total of 21 citizens were initially appointed to serve on the CAC including Planning Commission members, a City Council member, city residents, and representatives from the two neighboring Douglas County planning areas (Myrtle Creek Rural and Tri-City Planning Advisory Committees). The task of the CAC was to prepare a Comprehensive Plan for the City of Myrtle Creek which would meet the requirements of the State legislated land use program.

comprehensive planning advisory committee

During the first update of the Plan undertaken in 1981-82, the role of the CAC was expanded through the formal adoption of the City's Citizen Involvement Program. The program established a nine member Comprehensive Planning Advisory Committee

(CPAC) composed of citizens representing a cross section of the community. The Planning Commission (acting as the CCI) coordinates the activities of the CPAC and provides technical support by participating as ex-officio members of the CPAC.

The Citizen Involvement Program also defines the procedures by which the public will be involved in the ongoing land use process and provides for continuity of citizen participation and transmittal of information. Policies addressing the continuance of this program are listed at the end of this chapter.

The advisory committees have been involved in reviewing and analyzing data, identifying issues and concerns, assessing community development options, formulating policy recommendations and developing a future land use map and urban growth boundary. During both the 1981-82 review and the 1990 Periodic Review, the CPAC was involved in a re-evaluation of data collected during the initial phase of the planning process. The Committee's work resulted in the development of a number of policy amendments reflecting changes that have occurred since the Plan was originally adopted.

All meetings of the advisory committee are open to the public and audience participation is strongly encouraged. Meetings are advertised through several media, including area newspapers, television and radio.

A written record of the planning process including technical presentations, discussion of development options, and the intent of actions and proposals are maintained in the official minutes of the CAC, CPAC, Planning Commission and City Council, and are kept on file at Myrtle Creek City Hall.

LOCAL CITIZEN INVOLVEMENT policies

GOAL: TO DEVELOP A CITIZEN INVOLVEMENT PROGRAM THAT INSURES THE OPPORTUNITY FOR CITIZENS TO BE INVOLVED IN ALL PHASES OF THE PLANNING PROCESS.

- (1) The City shall maintain an ongoing Citizen Involvement Program to provide an opportunity for all citizens to participate in the development of the Comprehensive Plan and implementing ordinances, including any revisions or amendments, prior to the public hearing process.
- (2) The Citizen Involvement Program shall involve a cross-section of the

community throughout all phases of the planning process, including representation from residents in the unincorporated Urban Growth Area.

(3) Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

(4) Recommendations of the Comprehensive Planning Advisory Committee shall be retained and made available for public assessment.

(5) Within its financial means, the City shall maintain the Citizen Involvement Program and shall provide assistance to all volunteer committees so they may effectively use and interpret technical information.

CHAPTER 3

OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES

SCOPE

The natural environment of the Myrtle Creek\Tri City urban area has the physical capabilities to support a wide range of land use activities. Determining the most appropriate uses of these land resources was of primary importance in the development of the Myrtle Creek Comprehensive Plan. Continued reliance on the area's natural resources for their economic and recreational value, as well as their ability to support a growing population while retaining good environmental quality, requires care and foresight.

This Chapter is composed of general information and specific concerns about the natural environment of the Myrtle Creek area, including such valuable resources as water, minerals, wildlife, wildlife habitat and soils. It also addresses open space and scenic areas as well as cultural and historic resources. Policies contained at the end of this Chapter are based on the recognized need to preserve and protect these resources, and they prescribe implementation measures needed to assure compliance with Statewide Planning Goal #5. Inventories, analysis and policies concerning natural, cultural and historic resources in the Tri City portion of the urban growth area are continued in the Douglas County Comprehensive Plan.

WATER RESOURCES

The topic of water resources is of special significance to all southern Douglas County residents. The major water source, the South Umpqua River and its tributaries, has been known to experience very low flows during dry seasons. Although the City of Myrtle Creek has sufficient water rights to supply its existing needs and a certain amount of growth, it has occasionally been necessary to limit water consumption due to a shortage of water during drought summers.

Groundwater resources are often insufficient to provide water for domestic use in many rural parts of the study area. Therefore, through the process of inventory and study, it

became apparent that water impoundment projects will be necessary to meet future water demands throughout the entire region, including those of direct benefit to the Myrtle Creek\Tri City urban area.

Douglas County's Galesville Reservoir Project, a 167 foot rollercompacted concrete dam, was completed in 1986. It is located in the Cow Creek sub-basin of the South Umpqua River. The reservoir behind the dam has 40,425 acre feet of active storage for irrigation, municipal and industrial uses, and in-stream uses such as anadromous fish habitat. The impoundment is also used to reduce regional flood hazards, although Galesville's flood control benefits for the Myrtle Creek/Tri City area have not yet been calculated.

The Galesville Reservoir will supply up to 4,450 acre feet annually for municipal supplies and 2,400 feet for industrial purposes. Both the City of Myrtle Creek and the Tri City Water District have the option of purchasing additional water rights from Douglas County. Although secondary, hydro production and recreation facilities are added benefits of the Galesville Project.

Myrtle Creek also has rights to spring sources in the western headwater draws of the Springbrook Road area, located approximately two miles northeast of the City. These spring sources are presently being improved to serve as a major source for the City's water system. The City has established policies which will ensure that this important natural resource is adequately protected to provide a needed supplemental water supply. (See discussion of the Springbrook Area of Mutual Interest in the Land Use and Urbanization Chapter and in the Urban Growth Management Agreement between Douglas County and the City of Myrtle Creek.) Additional water resource policies contained in this Chapter pose a range of solutions to provide an adequate year-round water supply. Further discussion of municipal water sources is located in Chapter 9 (Public Facilities).

GEOLOGY AND MINERAL RESOURCES

Southern Douglas County has long been known for a variety of rich mineral deposits. Gold and silver mining was largely responsible for the first settlement of the Myrtle Creek area. Today, the extraction of nickel ore from nearby Nickel Mountain is a major source of local employment.

An inventory of local geology has identified a major serpentine geologic formation following the ridge which runs in a southwest to northeast direction about one and one-

half miles northwest of the City. This formation has been the source of chromite ore which was mined as recently as 1955. Besides the potential for serpentine formations to contain valuable mineral resources, it is also geologically unstable, demonstrating a tendency to sheer off, causing rockfalls and landslides which can be hazardous to development. Soils derived from this type of rock are also known to contain a high clay content causing additional structural development problems.

Due to these potential development hazards, the serpentine area was not included in the Urban Growth Boundary. The Comprehensive Plan has established policies which address the need to restrict development in areas of similar geologic formations.

Limited amounts of aggregate resources are located along and adjacent to the South Umpqua River. The best quality sand and gravel occurs in the river channel (in shallow bars) near the railroad bridge. Although the City issues permits for small scale gravel removal, mineable deposits are not of a sizeable quantity and extensive mining is highly unlikely. Since this aggregate area is in the floodway and under City lease, the site will continue to be protected by City policy and flood zone regulations.

The best available published geologic information for the Myrtle Creek/Tri City area is found in a report by the Oregon Department of Geology and Mineral Industries entitled "Geology and Mineral Resources of Douglas County Oregon".

LAND AND WATER HABITATS

Major areas of native vegetation have been mapped within the study area for use in determining areas of special scenic qualities and wildlife habitats as well as providing generalized rural land use information. In order to maintain a diversity of flora and fauna species within a given area, it is important to retain a diversity of habitat types. In the Myrtle Creek area, these include riparian-streambank vegetation, grasslands and croplands, mixed forests of deciduous hardwoods and evergreen softwoods (predominantly Douglas Fir forests), orchards and urban landscaping.

Of these habitat types, the most critical to many species of birds, fish and animals found in and near Myrtle Creek is the riparian-streambank vegetation. The riparian habitat provides cover near drinking areas, a good source of forage and shade and also regulates stream temperature. Myrtle trees of local significance are also found along the creeks. Riparian-streambank vegetation provides stability to streambank soils in the floodway and decreases the amount of erosion during flooding. For these reasons, it is important to provide protection to streambank vegetation through policies and an open

space designation within the floodway on the "Future Land Use" map.

The "Wildlife Habitat Matrix" contained in the Support Document lists bird, mammal, amphibian, reptile and fish species likely to be found in the Myrtle Creek study area and keys them to those habitats they require for some part of their life cycle or to environments they are likely to inhabit. There are no endangered species known to exist in the Myrtle Creek area.

CULTURAL & HISTORIC RESOURCES

During the initial development phase of the Comprehensive Plan only three locations in the area were identified as possessing significant historic characteristics. These locations were the Neal Lane covered bridge which was erected in the 1920's, Dole Road (old Applegate wagon road) and the Pioneer Cemetery. In 1984, subsequent to LCDC acknowledgment of the Plan, a systematic survey of buildings, structures, objects and sites of probable historic significance was prepared by the Douglas County Planning Department through a cooperative agreement with the City of Myrtle Creek. The analysis and list of sources consulted can be found in the document titled "Cultural & Historic Resources Inventory of Myrtle Creek, Oregon".

The architectural styles and historical importance of each resource listed in the inventory was examined and evaluated by the Myrtle Creek Historic Resource Review Committee. The most significant cultural and historic resources in the city were selected to create a "City Register of Cultural and Historic Resources". Rules for preservation and protection of those sites and structures listed in the "Register" have been made part of the Myrtle Creek Historic Preservation Program which was formally adopted by the City Council in 1988. These rules include procedures for reviewing proposed alterations or demolition of inventoried resources. The program also offers a variety of incentives for maintaining landmark status.

Resources identified as having primary significance were selected on the basis of whether or not they could potentially meet the criteria of the "National Register of Historic Places". While not all inventoried resources could meet the established criteria, the more noteworthy were classified as having secondary significance and were subsequently included in the City Register for reference and human interest.

The majority of the resources inventoried are homes built during or after the 1800's. A few commercial buildings of that era have also been identified as being significant to the economic history of Myrtle Creek. Although most of the structures have been altered to

some extent, eight structures and two sites were classified as significant historic landmarks by the Historic Resource Review Committee. The two sites are the Pioneer Cemetery and a portion of the Applegate Trail. The structures include two storefronts, the Neal Lane covered bridge, two houses, two churches (dating to 1890) and the Myrtle Creek Elementary School built in 1929.

The Applegate Trail site adjacent to Dole Road in the northwest portion of town is privately owned land, as are most of the inventoried structures. It is anticipated that the rules and incentives of the city's Historic Preservation Program will be adequate to preserve these valuable landmarks.

The covered bridge on Neal Lane (over South Myrtle Creek) is owned by Douglas County and is located in a portion of the unincorporated area adjacent to the City. The covered bridge has been included in Myrtle Creek's Urban Growth Boundary and policies address protection of the bridge through the Joint Urban Growth Area Management Agreement with Douglas County. The Pioneer Cemetery site has recently been deeded over to the City and Plan policies also address its preservation.

LOCAL NATURAL, CULTURAL AND

HISTORIC RESOURCE POLICIES

GOAL: TO IDENTIFY, PRESERVE AND PROTECT OPEN SPACE, NATURAL, SCENIC, CULTURAL AND HISTORIC RESOURCES.

- (1) All development shall be preceded by the identification of significant natural resources; those that are found to be historically, ecologically or scientifically unique or important shall be subject to further evaluation to determine the need for special preservation, protection or mitigation measures.
- (2) The City shall encourage fee acquisition, cluster development, preferential assessment and similar techniques to implement the policies of this Chapter and Statewide Planning Goal 5.
- (3) The City shall maintain an ongoing Historic Preservation Program to retain and enhance remaining aspects of Myrtle Creek's heritage.
- (4) Implementation standards shall control the demolition or alteration of

publicly and privately owned sites and those structures identified as having special historic associations or having significant architectural merit.

(5) Pioneer Cemetery shall be preserved as open space. The City shall encourage restoration of the site and promote research of the family monuments.

(6) Every effort shall be made to protect the Neal Lane covered bridge. If future development in the area threatens preservation, attempts shall be made to acquire the bridge from Douglas County for relocation to a protected site.

(7) That portion of Dole Road which has been identified as part of the Applegate Stage Road shall be marked as a local historic resource and shall be promoted as a scenic drive to accommodate pedestrian, bicycle and/or equestrian traffic as demand increases.

(8) Development standards shall promote preservation of the landscape in its natural state, insofar as practicable, by discouraging tree and soil removal.

(9) Development shall be planned and directed to conserve open space through the use of setbacks, landscaping and other measures, including encouraging the dedication of parks, of park development fees in lieu of land, in new residential development.

(10) Implementation measures shall control the unnecessary removal of streambank vegetation needed to maintain the stability of the streambank and to maintain surface water temperature for fish and wildlife habitat.

(11) The City shall monitor and protect the aggregate resource (gravel bar) by continuance of the existing permit system which allows extraction under conditions specified by the State Division of Lands.

(12) Fish and wildlife habitats identified for protection shall be managed in accordance with the adopted management plans of the Oregon Wildlife Commission.

(13) Flow regulation is recommended in the South Umpqua River basin by the addition of a dam or dams.

(14) Previous studies indicate that raw water storage on North or South Myrtle Creeks is not economically feasible at this time; however, it is recognized that this

cost/benefit ratio will be reviewed periodically.

(15) The City shall establish a vegetation protection and maintenance program in the Myrtle Creek municipal watershed to enhance water retention.

CHAPTER 4

AIR, WATER AND LAND RESOURCES QUALITY

SCOPE

Policies addressing preservation of the environment and abatement of pollution sources have been adopted and are listed at the end of this Chapter. These policies implement Statewide Planning Goal No. 6. Additional concerns have been included in a variety of policies throughout the Plan document, addressing such areas as flow regulation on the South Umpqua River, public service extensions in areas where soils will not support septic systems, and a desire that new industries locating in the area be non-polluting.

ENVIRONMENTAL QUALITY

Environmental quality is a topic of concern to area residents. The maintenance of a high quality environment requires the care of air, land and water resources. As much of the property within the City is on hillsides and sloping terrain, there is concern that the uncontrolled cutting or destruction of trees and other native vegetation will increase erosion of topsoil, increase the risk of landslides, reduce windbreaks and shaded areas, reduce property values through the encouragement of substandard development, and result in the destruction of aesthetic qualities. All development that occurs on hillsides should be regulated by design standards which minimize tree and soil removal and encourage preservation of the natural slope and native vegetation. The concept of cluster development and planned unit development should be promoted in areas affected by steep slopes and other development hazards.

In addition to adding to the scenic beauty of the City, the preservation of trees tends to support and enhance the natural environment of the area. Standards shall be adopted which require a minimum amount of landscaping for new development, especially where large expanses of pavement occur.

Presently, no industrial or commercial activities are located in the area which may create a significant environmental impact on air, land and water resources. No existing or potential sources of noise have been identified other than that generated by passing vehicular traffic. There is little potential for excessive noise resulting from vehicular traffic as principal highways and railroad tracks are separated from most housing by commercial uses, parks, hills, and other buffer areas and both vehicle and train traffic is at low volumes.

To protect residents from undue intrusions of noise, light, odor and other deleterious influences, implementation measures shall require new commercial and industrial development to provide a buffered area when development occurs adjacent to residential areas. In addition, the City of Myrtle Creek shall comply with all State and Federal environmental standards by cooperating with the Department of Environmental Quality in enforcing standards and regulations which guard against the degradation of environmental quality.

SOLID WASTE DISPOSAL

Refuse can be disposed of at a solid waste transfer site which is northwest of Myrtle Creek on Dole Road. The site, operated by Douglas County, is adequate to handle current and expected amounts of solid waste. The capacity of this regional site can be expanded easily by adding additional containers. Further information on this site can be found in the Douglas County Comprehensive Plan.

Douglas County is responsible for transferring the waste to a landfill near Roseburg. The City participates in the County Solid Waste Disposal Plan and recognizes that the Roseburg landfill will need to be upgraded to adequately deal with solid waste in the future.

Solid waste collection within the City is provided by a franchise agreement with South Umpqua Disposal Company, a private firm based in Myrtle Creek. Customers contract for collection directly with the firm.

LOCAL AIR, WATER & LAND

RESOURCES QUALITY POLICIES

GOAL: TO MAINTAIN AND IMPROVE THE QUALITY OF THE AIR, WATER AND LAND RESOURCES.

- (1) The City shall cooperate with Douglas County on planning and coordination of a solid waste recycling and disposal program.
- (2) Adjacent geographic areas which are not included in the Urban Growth Boundary but which may have a potential impact on natural resources of importance to the urban area shall be designated as "Areas of Mutual Interest" to monitor and identify those

activities which could have adverse effects. The Urban Growth Area Management Agreement with Douglas County shall establish a system to identify and monitor land use activities within such designated areas.

(3) Discharges of contaminants into the air, land and water shall comply with State and Federal regulations for environmental quality. The City shall urge all governmental agencies with jurisdiction in these matters to monitor discharge quality on a regular and continuing basis and shall submit to the Department of Environmental Quality, for evaluation of conformance to State and Federal laws, any applications which may have serious potential impacts on environmental quality.

(4) The City shall implement the provisions of any Environmental Hazard Notices or use restrictions received from the Environmental Quality Commission for solid waste disposal sites, radioactive disposal sites and sites where hazardous substances have been released.

(5) Implementation measures shall promote the use of vegetation for sun shading and screening for asphalted and other reflective surfaces.

(6) Noise emission sources shall be reviewed at the time of Periodic Plan Review to determine whether additional noise control regulations are necessary.

(7) Design standards shall be provided within industrial districts which buffer adjoining residential districts and preserve the environmental quality.

(8) Capital facility programs shall include a program for mitigating potential impacts on surrounding areas when designating sites for wastewater treatment plants and similar facilities.

(9) All land use controls and ordinances shall be consistent with State environmental quality statutes.

(10) The City's spring sources in the western draws of the Springbrook Road area shall be protected from activities that would degrade the water quality.

(11) The potential for a City sponsored Street Tree Program shall be investigated to encourage beautification and improvement of the environment.

CHAPTER 5

AREAS SUBJECT TO NATURAL

DISASTERS AND HAZARDS

NATURAL FEATURES/GEOLOGIC SETTING

The City of Myrtle Creek is situated on the northwestern half of a triangular terrace at the confluence of Myrtle Creek and the South Umpqua River. The terrace is approximately one and one half miles wide (east and west) and about two miles long (north and south).

The South Umpqua River forms the western boundary of the City at the 600 foot elevation. Elevations for the central part of town range from 605 to 630 feet. A steep hill bounds the City on the north. It is a part of a ridge composed of ribbons of conglomerate, metamorphic and volcanic materials. The ridge runs in a northeast-southwest direction. The South Umpqua River passes through this ridge at right angles in a steep sided canyon.

The most significant rock and soil formations include ribbons of serpentine derived soils, which is characterized by unstable slopes (a tendency for the rock to sheer off when wet), sedimentary rocks forming siltstone and sandstone layers, and alluvium deposits on the valley floor.

flood hazard

The most severe natural hazard experienced in the community is periodic flooding. Historically, Myrtle Creek has benefitted from its position at the head of the canyon and at the confluence of Myrtle Creek and the South Umpqua River, however, low lying portions of the City have been periodically impacted by major floods. High stages on the South Umpqua River cause Myrtle Creek to back up and inundate adjacent lowlands. The effect of this backwater diminishes upstream from the confluence of North Myrtle and South Myrtle Creeks.

The major floods of record have occurred during the winter months due to erratic weather conditions. These floods occur when a cold weather storm pattern deposits snow in the upper elevations followed by a warming, rainy trend. This causes a combination of rapid snowmelt runoff plus additional precipitation. Because of the steep topography in the Myrtle Creek watershed and the South Umpqua basin, this water

collects rapidly in tributaries, causing flooding.

As part of the National Flood Insurance Program (NFIP), which makes flood insurance available to community residents, the Federal Emergency Management Agency (FEMA) conducted a study of flood conditions for the City (completed in 1982). The 100-year floodplain has been identified at, for the most part, the 608 foot elevation. This effects nearly all lands fronting on North Myrtle, South Myrtle and Myrtle Creeks as they pass through town.

The construction of Galesville Dam on Upper Cow Creek in southern Douglas County (1986) may, in some areas, alleviate the flood hazard to a degree. However, only about a one foot reduction in flood heights has been projected for Myrtle Creek. A new NFIP study is presently under way to to reflect the flood control benefits from Galesville Dam. The City will continue to use pre-Gailsville flood data in the administration of its local development regulations until such time as revised flood hazard maps are adopted by the Federal Emergency Management Agency.

Policies have been developed to avoid compounding flood hazards by the inappropriate location of development in the floodway while other policies have been designed to maximize the efficient use of land within the floodfringe. The flooding hazards are depicted on the "Development Constraints Map" included in this Chapter.

SLOPE CHARACTERISTICS

The river valley in which the Myrtle Creek\Tri City urban area is located extends into the converging creek valleys that are characterized by gentle hillsides with slopes ranging from 0 to 12%. Beyond the narrow valley floor, however, the terrain rises abruptly, creating slopes of greater than 25%. There are very few intermediate hillside areas with slopes between 12 and 25%.

As a general rule, structural development on steep slopes is more costly to establish and maintain. Consequently, slope is often a major determinant of development density and overall land use patterns. These areas of steep slope, although not prohibitive to development, do require special development standards which are prescribed by policies listed at the end of this Chapter. Areas affected by steep slopes are shown on the "Development Constraints" map contained in the original Technical Support Document.

soil characteristics

Generalized soils were identified and mapped within the Myrtle Creek study area during the initial development of the Comprehensive Plan in 1977. These soils were examined for their inherent characteristics and suitability to support a variety of land use activities. Interpretive soils maps have been generated, including Agricultural Capability, Woodland Suitability, Septic Tank System Suitability and Urban Growth Suitability. These maps can be found in the original Technical Support Document along with a detailed Soils Information Chart, a generalized Soils Base Map and an Urban Development Suitability Map.

Soils are a major factor in the planning process because they express the natural capability and carrying capacity of the land. The soils in the Myrtle Creek/Tri City urban area are of three general types, alluvial, terrace and upland soils.

Alluvial soils are generally associated with the floodplain and have the potential to support a wide range of land uses from agricultural production to urban development. These areas are, however, subject to occasional flooding hazards.

Old terrace soils were deposited on ancient floodplains and are less fertile for agriculture while still possessing many of the same qualities of alluvial soils such as depth, texture and good drainage. Except where localized characteristics require greater engineering considerations, these qualities make them generally well suited to support a range of activities (as illustrated by the location of the City of Myrtle Creek on predominantly old terrace soils).

Upland soils generally exist on steep slopes and are relatively undeveloped in the Myrtle Creek area at the present time. The soils on steeper slopes have less development suitability due to slope limitations and inaccessibility. Soils in areas of steep slopes are usually mapped in larger, more generalized, units, thus necessitating more careful and detailed analysis prior to development.

It should be noted that there are large areas mapped as the Nonpareil series which is characterized by shallow soils and steep slopes. Additional, more detailed, mapping may locate large pockets of deeper soil within these areas.

Statewide planning guidelines require that soils with an agricultural capability rating of I to IV be retained for agricultural use. These are generally alluvial or old terrace soils which, as noted above, are present in the Myrtle Creek/Tri City urban area. An obvious conflict exists in implementing the agricultural goal because a good portion of the

vacant, buildable lands included within the Urban Growth Boundary are in the Class I to IV category.

Class I alluvial soils follow stream or river valleys and, for the most part, correspond with the boundary of the 100-year flood. A large amount of Class II terrace soils are presently developed to urban densities. The City of Myrtle Creek and much of Tri City have been built on Class II soils. Class III soils are generally located on intermediate slopes and are less suitable for cultivation due to wetness resulting from a high water table or a high clay content. These are primarily located east of the City. Class IV soils are located north of the City limits and west of North Myrtle Road (Springbrook area) and southeast of the City.

It should be noted that agricultural activities in the study area consist primarily of grazing, which usually occurs on small plots of the less productive Class IV soils. There is a very small amount of undeveloped land in the study area classified as suitable for woodland production. Existing commercial stands of Douglas fir are predominantly located on lands with no Woodland Suitability rating.

CONCLUSION

The limited amount of nearly level land in the Urban Growth Boundary which is not subject to flooding hazards creates a situation where activities compete for the buildable lands. Steep slopes, though not prohibitive to development, require special development standards to prevent such associated problems as alteration of drainage patterns and erosion hazards. Policies have been developed to limit the density or intensity of development in areas of steep slopes and other known hazards.

The majority of land within the study area is rated very poor for urban development; land considered suitable for urban development has already been developed. Due to soil characteristics, much of the land surrounding Myrtle Creek may be incapable of supporting additional growth dependent on septic systems. This means that future growth of any consequence in many areas would need to be tied to sanitary sewer facilities. In order for the community to expand to accommodate its anticipated population growth to the year 2010, it may be necessary to develop lands with agricultural capability. Studies have concluded that development of soils with agricultural capability is the most reasonable option for the City.

LOCAL POLICIES FOR

AREAS SUBJECT TO NATURAL

DISASTERS AND HAZARDS

GOAL: TO PROTECT LIFE AND PROPERTY FROM NATURAL DISASTERS AND HAZARDS.

- (1) The City shall comply with all requirements of the National Flood Insurance Program in order that all residents may be eligible for flood insurance at reasonable rates.
- (2) A request shall be submitted to include the City of Myrtle Creek in any new flood insurance studies conducted to determine the flood control benefits of Galesville Dam.
- (3) Land uses which may be dangerous to health, safety or property due to the effects of water, erosion, flood heights or velocities shall be restricted or prohibited in areas subject to periodic flooding through the enforcement of adopted and acknowledge flood plain development regulations.
- (4) Uses vulnerable to flood damage, including facilities which serve such uses, shall be protected against flood damage at the time of initial construction.
- (5) The alteration of natural floodplains, stream channels and natural protective barriers which are involved in the accommodation of floodwaters shall be controlled by land use regulations.
- (6) Development shall be restricted in the floodway and the construction of flood barriers which unnaturally divert floodwaters or which increase flood hazards to other lands shall be prohibited.
- (7) Flood elevations shall be determined prior to approval of new subdivisions. Floodway locations shall not be included in minimum lot size calculations.
- (8) Implementation measures shall control filling, grading, dredging and other development which may increase erosion or flood damage.
- (9) Prior to any excavation or change in topography, a report prepared by a soils engineer analyzing the effects of slope alteration shall be submitted for all

development located in areas of unstable soils or steep slopes.

(10) Development in areas identified as having poor soil characteristics or steep slopes shall be encouraged to maximize the use of the most suitable building sites by employing cluster type design.

(11) In areas of known natural hazards (i.e., steep slopes, unstable soils or flood hazards) the density or intensity of development shall be restricted by the degree of natural hazard.

CHAPTER 6

RECREATIONAL OPPORTUNITIES

scope

The Recreational Opportunities Chapter describes many of the existing park and recreation opportunities in the Myrtle Creek area and establishes policies for development of additional facilities in accordance with Statewide Planning Goal No. 8.

PARKS FACILITIES

The City of Myrtle Creek maintains several parks and recreation facilities and has a comparatively large amount of park land per capita. The majority of park land, however, is located near the developed City center. Within the Tri City portion of the urban growth area, there are no public park and recreation facilities. This results in a need for small neighborhood parks to be incorporated into the design of future large scale development.

Evergreen Park is an eight acre City park with frontage on North Myrtle Creek. Facilities include a tennis court, horseshoe courts, picnic tables, playground and restrooms. Evergreen Park is an well-established facility with many types of mature trees included in the landscaping. Consideration has been given to developing this park into an arboretum.

Millsite Park, which is about 28 acres in size, is located one block west of Main Street, just southwest of the central business district. This large parcel of land at the confluence of Myrtle Creek and the South Umpqua River was originally the site of a grist mill and later a lumber and plywood mill. The property was given to the City after the mill burned in the 1960's. In 1979, a master plan was prepared, debris was removed and the site was drained and graded. Since then, development of Millsite Park has been continually in progress. About 20 acres have been improved to date through grants, volunteer help and contributions. The remaining 8 acres are set aside for future development.

Continued development and improvement of Millsite Park as a regional park will provide a wide range of recreational opportunities to the community. Existing facilities in Millsite Park include restrooms, two softball fields, a hardball diamond, soccer fields, picnic tables, a children's playground, a bricked public plaza, a jogging trail and a landscaped multi-purpose area with a temporary stage for use during summer festivals and evening

concerts. In 1989 a waterfall/fountain in the central plaza was constructed. The City has also received funding for a covered stage and bandstand which is to be constructed in the multipurpose area in 1991.

Also incorporated in Millsite Park is a City operated RV Park with 11 spaces. Each space includes a picnic table, electric and water hook-ups. There are also public restroom/shower facilities and a sanitary dump station located in the RV Park area.

In 1988 a Veteran's Memorial Rose Garden was constructed adjacent to the Park. The memorial includes a monument to all Douglas County veterans lost in war.

community center

In 1987, through a generous bequest from a local citizen, the City was able to purchase a vacant commercial building for conversion to a community center. Through volunteer labor and other donations, the building has been remodeled for multiple uses. Many cultural, social and educational activities are regularly scheduled at the Center. When development of the Center is completed with a full kitchen, the building will be used as a "Douglas County Senior Dining Site", providing meals and socialization for senior citizens. The Chamber of Commerce has also established a Tourist Information Center in the building.

For many years the services available for young people were generally provided in two ways; either through the schools or at city park facilities. Development of the Community Center will provide young people, as well as other City residents with a desirable alternative place to meet and socialize. Church organizations and other groups, such as 4-H Clubs, Scouts, etc., periodically supplement these activities, however, there is a recognized need for a "teen center" which is dedicated specifically to youth-oriented activities.

other recreation opportunities

The City also maintains an outdoor swimming pool on Bataan Avenue between Division and Rice Streets. The site also contains tennis courts and a landscaped "pocket" park.

Additional recreational opportunities are afforded by the South Umpqua River and North Myrtle County Park (which is approximately 7 miles northeast of the City). Facilities at North Myrtle Park include picnic tables and a softball diamond. The South Umpqua

River, which forms the entire western boundary of the City, is a popular fishing site, however, there is no developed access for parking or boat launching. Flow regulation in the summertime would greatly enhance this resource for recreation.

For Douglas County in general, the principal resources are its bodies of fresh and salt water and its forests, all of which are valued for recreation and scenic beauty. The waters serve as a natural habitat for salmon, steelhead and trout, which attracts many anglers annually from Oregon and elsewhere. Other water related activities include swimming, boating and water skiing. The forest offers many other recreational activities, including camping, picnicking, hunting, hiking, sightseeing and some winter sports activities. Most of the forest recreational lands are publicly owned and are administered by the U. S. Forest Service, the Bureau of Land Management, the State of Oregon and Douglas County. Some of these lands are managed on a multiple use basis, which means they serve simultaneously as recreation areas, timber sources and wildlife habitats, as well as other possible uses.

RECREATION/OPEN SPACE SYSTEM PROPOSAL

The City's sidewalk network is not totally developed and, like the street network, is subjected to a series of radical changes in width, grade and overall general condition. Movement from one part of town to another is indirect and often difficult. The natural drainage ways, ridges, and existing street network, however, do offer the potential for a linked pedestrian and bikeway system. If fully developed, this system could provide safe and convenient access to schools, parks and shopping areas. Main trunk trails, affording both extended and brief trail travel, could also be incorporated into the city's pedestrian system to provide additional recreation opportunities. Loops can return the traveler to a parked car. Spurs can lead to viewpoints and natural areas.

A special study proposing the development of a Recreation/Open Space system in the Myrtle Creek area was considered in the initial development of the Comprehensive Plan. This potential system is depicted at the end of this Chapter by a diagram titled "Recreation/Open Space System Proposal". Due to difficulties encountered in implementing this proposal, mainly centered around the complexities involved in obtaining the necessary easements for the "Greenway" portion of the system, the original proposal has been modified to exclude portions of the trail system which ran parallel to the creekbanks.

The backbone of the trail system as originally proposed was North and South Myrtle Creek. As the existing worn footpaths indicate, the northeast/southwest orientation and

gentle stream gradient lends itself to pedestrian movement. This unsanctioned circulation system appeared to satisfy non-motorized transportation needs, (as well as providing a recreation opportunity), however, some areas of conflict exist where proposed trail development encroaches on private property and where proposed pathways cross automobile and truck traffic routes. Consequently, the original concept of a "greenway" along both banks of North and South Myrtle Creeks has been set aside until these conflicts can be resolved.

Proposing a combined system for a mixture of uses (equestrian, pedestrian and bicycle traffic) also created problems relative to design. Due to a certain degree of incompatibility between the uses, not only from the safety standpoint, but from the understanding that peace of mind is needed for full enjoyment, the combined concept has been abandoned in favor of separate trail systems designed for specific users. In the more rural areas of town, a dual path system may be side-by-side. Portions of the path system may utilize County roads where some separation or definition between motor vehicles, pedestrians, joggers and/or bicyclists would be necessary.

The Open Space/Recreation System concept has not been entirely abandoned, but has been modified to remove from consideration any access route which may involve developed private property and to consider, in the design process, the separate (and sometimes conflicting) needs of pedestrians, equestrians, bicyclists and other users and neighboring property owners.

Because the bicycle can be considered an alternative means of transportation, the bicycle trail system is discussed further in Chapter 11 "Transportation".

conclusion

In reviewing all the opportunities provided by the natural setting and the presently developed facilities, it appears that local recreation opportunities satisfactorily meet future population demands. Policies address expanding and improving on the existing facilities.

LOCAL PARK & RECREATION POLICIES

GOAL: TO SATISFY THE RECREATIONAL NEEDS OF THE COMMUNITY AND TO PROVIDE FOR THE SITING OF RECREATIONAL FACILITIES.

(1) The present level of parks and recreation facilities should be maintained and the development of additional facilities shall be encouraged.

(2) The City shall encourage continued renovation of the community center and further the development of services and activities based at the center.

(3) The City shall consider the feasibility of using techniques other than property acquisition to meet recreational requirements (such as easements, cluster developments, preferential assessments, subdivision park land dedication which benefits the subdivision and similar techniques).

(4) Unique areas or resources identified in the future as capable of meeting one or more specific recreational requirements should be inventoried and protected from conflicting uses.

(5) Fees, where necessary, may be charged for use of some recreational areas and facilities provided by the City, however, they shall be made available to the public at nominal cost.

(6) The City shall encourage the development of improvements to the RV Park located in Millsite Park.

(7) The feasibility of enclosing the municipal pool for year round use shall be investigated.

(8) A Council appointed Park Commission shall organize and coordinate recreational opportunities to ensure that planning and provision for areas and facilities meets the widest range of community needs.

(9) Funding for development of a bandstand in Millsite Park for outdoor concerts and other summer recreation programs shall be pursued.

(10) The City shall investigate potential funding sources for continued improvements to the Veterans Memorial Rose Garden in Millsite Park and shall research the feasibility of adding a Fallen Fireman's memorial in the adjacent garden.

(11) The feasibility of developing improved river access for fishing, boating and

other recreational opportunities shall be investigated.

(12) The joint use of school, city and other public buildings and facilities shall be encouraged to provide, at minimal cost, a location for youth and community activities.

(13) Investigate the potential for developing a museum to preserve the local heritage and to encourage tourism.

CHAPTER 7

POPULATION

SCOPE

At all stages of the planning and decision-making process, adequate population information is a major component in determining impacts. The characteristics of the present and future population in relation to the economic activity of the community will determine the needs of virtually everything -- housing, jobs, schools, streets, water, sewers, etc. Every comprehensive planning effort must, therefore, contain an assessment and an understanding of the community's population -- its size, make-up and growth rate. The objective of this chapter, then, is to present information which will contribute to a better understanding of the character of the community's population and the trends which are, to some degree, predetermining the community's future.

The basic information from which the Population Chapter was derived is the official federal census reports which are based on the nationwide census taken every ten years. Supplemental data for selected years between the ten-year federal reports are drawn from various other sources. At the time of Myrtle Creek's 1990 Periodic Review of the Comprehensive Plan, the final population count from the 1990 U.S. Census had not yet been released. The 1990 population figures for both Myrtle Creek and Tri City used in this chapter were extrapolated from the preliminary housing count as reported by the Census Bureau in August of 1990; therefore, the most recent "official" information available for Myrtle Creek is the 1989 official estimate produced by the Portland State University Center for Population Research and Census. Within the unincorporated parts of the Myrtle Creek/Tri City Urban Growth Boundary the most recent official data is from the 1980 U. S. Census, since the PSU Center does not routinely produce estimates for specific unincorporated areas.

BACKGROUND

Myrtle Creek was first settled in the 1850s, but did not incorporate as a city until January of 1903. The community grew at a slow but steady rate from the beginning of the century until the 1940's, when the entire region experienced a decade of rapid growth. The heavy in-migration during the 1940s reflected the high demand for lumber and wood products caused by World War II and the succeeding post-war housing boom. This is illustrated by the fact that between 1940 and 1950 the number of sawmills in Douglas County increased from 54 to 167. Myrtle Creek's population tripled from 441 (1940) to

1,781 (1950) during this period of economic expansion. Over the course of the next thirty years, growth occurred at a relatively steady rate and, by the time of the 1980 Census, the city's population had grown to 3,365 persons. This represented about 3.6% of the Douglas County population of 93,748 at that time.

During the decade between 1970 and 1980, the entire County experienced relatively rapid population growth; however, a period of economic recession soon followed. During that period, both Myrtle Creek and the Tri City area, like many other Oregon communities, actually lost population. Between 1980 and 1984, Myrtle Creek's population was reduced by an estimated 195 persons, dropping from 3,365 residents to 3,170. Most of the city's population loss resulted from out-migration following major cut-backs in lumber and wood products employment in 1981 and the closing of the Hanna Nickel Mine in 1982.

Recovery from the 1984 low point has been slow but steady. Yearly estimates produced by the PSU Center show an average annual increase of about 13 persons per year through 1989; though at 3,234 residents, the city's population was still about 130 persons fewer than in 1980. With the combined factors of continued high employments in the local wood products and nickel smelting industries, and increased home building activity, it is anticipated that the final 1990 Census count will show the city's population to have recovered to the pre-recession 1980 level. Tables P-1 and P-2 depict historic population growth for Myrtle Creek, Douglas County and Oregon from 1910 to 1990.

TABLE P-1

POPULATION GROWTH MYRTLE CREEK, DOUGLAS COUNTY & OREGON 1910 - 1990

	1910	1920	1930	1940	1950	1960	1970	1980	1990
Myrtle Creek	E429	385	401	441	1,781	2,231	2,733	3,365	3,365
Douglas County	19,674	21,332	21,965	25,728	54,549	68,458	71,743	93,748	94,392
Oregon	672,765	783,389	953,786	1,089,684	1,521,341	1,768,687	2,091,385	2,633,149	2,842,321

Source: U.S. Census Bureau Decennial Census

TABLE P-2

**PERCENT OF CHANGE IN POPULATION
MYRTLE CREEK, DOUGLAS COUNTY & OREGON
1910 - 1990**

	1900	1910	1920	1930	1940	1950	1960	1970	1980
	1910	1920	1930	1940	1950	1960	1970	1980	1990
Myrtle Creek	127%	11.4%	4.1%	10%	304%	25.3%	22.5%	23.1%	0%
Douglas County	35.1%	8.4%	3.0%	17.1%	112%	25.5%	4.7%	30.7%	0.07%
Oregon	62.7%	16.4%	21.8%	14.2%	39.6%	16.2%	18.2%	25.9%	7.9%

Source: U.S. Census Bureau Decennial Census

Population growth in the unincorporated Tri City area generally paralleled that of Myrtle Creek from about 1940 until 1970 when the area began experiencing very rapid growth. Specific census data for the Tri City area does not exist prior to 1970 because much of the population was counted as part of the greater surrounding rural area. Table P-3 shows the official census count for 1970, 1980 and 1990 for those Tri City census blocks now within the Urban Growth Boundary.

TABLE P-3

TRI CITY HISTORIC POPULATION/CENSUS DATA

<u>1970</u>	<u>1980</u>	<u>1990</u>
1,039	3,439	3,780

Source: U. S. Census Bureau Decennial Census

As shown on Table P-3, above, the Tri City community's population grew from 1,039 in 1970 to 3,439 in 1980. This represents a 231% increase in Tri City's population compared to a 23% increase for Myrtle Creek and a 30% increase for all of Douglas County during the same ten year period.

Although no official population estimates were made for the unincorporated Tri City area for the individual years between 1980 and 1990, it is assumed that the recession had an equal, if not greater, impact there than it did in Myrtle Creek because a higher percentage of Tri City's residents are directly employed in the wood products and metals industries. What is known, however, is that over the course of the past decade the rate of population growth slowed significantly, but continued to far out pace growth in the rest of the county. Preliminary housing counts from the 1990 Census suggest a population of 3,780, which would amount to a 10% increase since 1980. During the same ten year

period Douglas County experienced a net increase of less than one percent, while Myrtle Creek may have actually realized a net loss of population.

Due to its proximity to Myrtle Creek, the growth and economic development occurring in the community of Tri City are important factors in planning for the future needs of the entire Myrtle Creek/Tri City Urban Area. Also, due to the restricting factors of the valley topography, it must be assumed that continued growth and development in both Tri City and Myrtle Creek will tend to further blend the two communities into a single urbanized area.

POPULATION COMPOSITION

The age, gender and race structure of a community's population is important, since it imposes requirements and limitations on most local services. Tables contained in the appendix display the composition of Myrtle Creek's population by age, gender and race and compares it to similar data for Douglas County. Racial data indicates that Myrtle Creek is a very homogeneous community with few ethnic residents. The 1980 Census, which is the most current source of information about the composition of Myrtle Creek's population, reported that less than two percent of the community was composed of non-white persons.

The age and sex structure of Myrtle Creek is very similar to that of Douglas County. Age and sex structures have implications regarding labor force, educational resources, health services and housing demands. The 1980 Census reported that 51 percent of the community's population was female - the same as for the county as a whole. Age structure was broken down as follows: 0 to 14 years of age, 30 percent of the total; 15 to 24 years, 19 percent; 25 to 44 years, 28 percent; 45 to 64 years, 15 percent; 65 years and older, 8 percent of the population. Overall, Myrtle Creek's population was somewhat younger than Douglas County's, with 77 percent of the city's residents under the age of 45, compared to 69 percent for the entire county

The level of education completed by Myrtle Creek residents was also computed by the 1980 census. This information can be roughly correlated with the ability of a work force to absorb new skills and benefit from new employment opportunities. The census data indicates that 65.4% of Myrtle Creek's population have at least a high school diploma, though less than two percent have a college degree.

POPULATION PROJECTIONS

The population projections contained in this chapter form the basis on which most of the major planning decisions are made, particularly in the areas of housing, economy, urbanization, and public facilities and services.

A study was undertaken to generate estimates of Myrtle Creek's future population. The format used was the standard demographic model of five year age cohort groups separated by male-female breakdowns. High and low range projections were forecast in an age-sex pyramid designed to graphically illustrate the composition of the forecasted population and is illustrated in Appendix 1 of the technical support document. A demographic history of Myrtle Creek was largely unavailable, therefore, it was assumed that Myrtle Creek's population distribution would approximate the County's for the planning period. Projections were prepared for both steady and rapid growth and were derived from figures published by Portland State University's Center for Population Research and Census and from the URCOG Housing Study.

Originally, projections were forecast for a 20 year period ending in 1995 and later adjusted to the year 2000. Due to an extended period of lost population and no growth during the recession years (1982-85), the population projections for the revised planning period are unchanged from previous projections and are felt to remain valid until the year 2010.

PROJECTED POPULATION (YEAR 2010):

CITY OF MYRTLE CREEK

<u>Low</u>	<u>High</u>
4,249	5,222

The low projection of 4,249 represents a growth rate of approximately 1.3% per year. The high projection of 5,222 anticipates a 2.3% annual rate of growth. These figures are consistent with the Population Element of the Douglas County Comprehensive Plan and are based on a modified cohort-survival technique and report prepared by URCOG in April, 1979.

The low range population projection assumes a stable economy with growth characteristics similar to those of the 1960-1970 period. The high range anticipates an accelerated rate of growth similar to the growth the city experienced from 1970 to 1980.

These population figures have been used as a basis for estimating future housing needs.

Projections must also account for growth in the unincorporated areas surrounding the city and most significantly in the Tri City urban area immediately south of Myrtle Creek. Several factors represent barriers in an attempt to apply a common methodology to both the incorporated and unincorporated areas. First, it is difficult to detect trends in the unincorporated areas because official census counts do not correspond directly to the Urban Growth Boundary. Also, while annual building permit statistics are kept for the city, county building permit data for the unincorporated area is not segregated from data for the county as a whole, making it necessary to rely on certain assumptions about building activity in these areas. The most current information on the Tri City housing stock is contained in the Land Use & Urbanization section of the Tri City Urban Area Plan document of the Douglas County Comprehensive Plan which has been incorporated by reference into the updated (1990) Myrtle Creek/Tri City Urban Area Comprehensive Plan (refer to the Land Use & Urbanization chapter.)

Future population for the unincorporated Tri City area has been projected for a low of 6,480 and a high of 7,475 by the Year 2000. Although this area experienced several years of very rapid growth, economic factors during 1982-85 caused some loss of population and periods of no growth. Therefore, population projections for the year 2000 have been extended to the year 2010.

PROJECTED POPULATION (YEAR 2010):

Tri City Urban Growth Area

<u>Low</u>	<u>High</u>
6,480	7,475

Population projections for the unincorporated areas immediately north and east of the City (known as North Myrtle and South Myrtle) forecast a low of 1,460 and a high of 1,795 for the Year 2000. Because this portion of the urban growth area has experienced the same economic influences as Myrtle Creek and Tri City, it is assumed that these projections will also remain valid to the Year 2010.

PROJECTED POPULATION (YEAR 2010):

NORTH MYRTLE & SOUTH MYRTLE AREA

<u>Low</u>	<u>High</u>
1,460	1,795

Table P-4 shows the combined low and high population projections for the city of Myrtle Creek, the unincorporated North Myrtle and South Myrtle urban areas and the unincorporated Tri City area within the Urban Growth Boundary to the Year 2010.

Table P-4

**COMBINED POPULATION PROJECTIONS
MYRTLE CREEK/TRI CITY URBAN AREA
1990 - 2010**

	1990	1995	2000	2005	2010
Myrtle Creek	3,365	3,770	4,202	4,708	5,222
No. & So. Myrtle	1,132	1,266	1,416	1,584	1,795
<u>Tri City</u>	<u>3,780</u>	<u>4,486</u>	<u>5,327</u>	<u>6,323</u>	<u>7,475</u>
TOTAL	8,277	9,522	10,945	12,615	14,492

SUMMARY

The population projections contained in this chapter represent the best estimate of future growth in the Myrtle Creek/Tri City urban area, considering the data available and the methodology applied. Although projection accuracy is sought, the inherent limitations of such accuracy must be recognized. Projections are not empirical fact, but a calculation based on trends, data, and assumptions. Accuracy of the projection is, therefore, dependent upon the accuracy of the assumptions and data used to make the calculations. Any unforeseen change in the trend would, of course, result in discrepancies between actual population and projected population. As projection time increases, accuracy decreases because of the unforeseen variables and changes. Therefore, it is imperative that the projections be periodically monitored to evaluate the assumptions and note any new or unforeseen population changes.

LOCAL POPULATION POLICIES

GOAL: TO ACCOMODATE PROJECTED POPULATION GROWTH THROUGH THE ORDERLY PROVISION OF ESSENTIAL FACILITES AND SERVICES WHILE PROMOTING WISE AND EFFICIENT LAND USE.

- (1) All chapters of the Myrtle Creek Comprehensive Plan shall be coordinated with the year 2010 population projects contained in the Population Chapter. Yearly population changes or trends will be monitored and assessed for their impacts. Prior to any amendment of the Comprehensive Plan, these changes or trends shall be considered.

- (2) Resources necessary to provide adequate public services, utilities and facilities should be budgeted to meet the City's projected population.

CHAPTER 8

ECONOMIC DEVELOPMENT

SCOPE

Nearly every aspect of the comprehensive planning process is in some way influenced by economic factors. Housing, land use, population growth and the provision of public services are all subject to change due to fluctuations in specific sectors of the economy. Indeed, the economic health and well-being of the community forms the very basis of the quality of life experienced by those who live here.

The purpose of the Economic Development chapter, as part of Myrtle Creek's Comprehensive Plan, is to contribute toward maintaining and improving the economic well-being of the community. Toward that end, this chapter addresses Statewide Planning Goal No. 9, Economy of the State.

The Economic Development chapter is generally divided into two major sections. The first attempts to provide a realistic view of current economic conditions by examining economic indicators such as labor force statistics, unemployment problems, commercial and industrial activity and general economic trends at the national, state and local levels. The second section of this chapter deals with future oriented issues such as commercial and industrial growth and diversification, manpower development, and the role of local government in shaping the community's economic future. As part of the 1990 Periodic Review process, this chapter has also been expanded to address the specific requirements of ORS 197.712 (Economic Development), and Oregon Administrative Rule 660-09-000 (Industrial and Commercial Development).

Briefly, these rules require local comprehensive plans and land use regulations to be updated during periodic review to ensure that they provide adequate opportunities for economic development within the planning area. More specifically, the Industrial and Commercial Development Rule requires the Comprehensive Plan to reflect the findings of an "economic opportunities analysis" which identifies the major categories of industrial and commercial uses that could reasonably be expected to locate or expand in the planning area; which identifies the types of sites that are likely to be needed by these anticipated commercial and industrial uses; which inventories vacant and significantly underutilized lands within the planning area that are designated for industrial and commercial use; and, which estimates the types and amounts of industrial development

likely to occur in the area during the 20-year planning period. Additionally, the Rule requires the Comprehensive Plan to state the overall objectives for economic development, identify categories or particular types of industrial and commercial uses desired by the community, and to articulate policies committing local government to designate an adequate number of sites of suitable sizes, types and locations within the Urban Growth Boundary.

In reviewing the Economic Development chapter, it is important to understand that economic information specific to Myrtle Creek and the adjoining Tri-City urban area is quite limited. Most economic studies and statistical reports relied upon in this chapter are presented on a regional or county-wide basis and do not focus on individual communities such as Myrtle Creek. Therefore, much of the analysis contained in the Economic Development chapter is based on county-wide data, to which certain assumptions must be applied in order to obtain a reliable picture of the Myrtle Creek/Tri-City area economy.

economic background

First settled in the mid-1800s, Myrtle Creek is situated at the northerly end of what is commonly referred to as the South Umpqua Valley in southern Douglas County. Surrounding geographic features have played a major role in shaping the area's development pattern, as most activities, including agriculture, commerce, manufacturing and transportation have been confined to the narrow valley floor. Agricultural products were the main economic resource of Myrtle Creek early in its history, continuing until the 1930's. Gold mining, to a significant degree, also brought prosperity in the decade before 1900 until the early 1930's. The wood products industry, however, has had more influence in shaping the destiny of Myrtle Creek and the surrounding area than has any other single economic force.

The economy of a small town like Myrtle Creek is tied, to a large extent, to the regional economy. This is particularly true in Myrtle Creek because of the dominant wood products industry in Douglas County as a whole. Consequently, a large percentage of employment in all sectors is directly or indirectly linked to employment in forest product related industry.

In 1989, workers on forest products payrolls in Douglas County accounted for about 26 percent of all wage and salary workers and about 84 percent of all manufacturing workers. Although data specific to Myrtle Creek is not available, the limited opportunities

for employment in other types of local industry suggest that these percentages will be significantly higher in the Myrtle Creek/Tri-City planning area.

Although a majority of the area's labor force is employed in non-manufacturing jobs, including retail and wholesale trade, construction, finance, government, and various other services, the health of these sectors is inextricably linked to employment levels in the lumber and wood products industries. This fact was painfully illustrated in the early 1980s when severe recessionary factors forced the layoff of nearly 25 percent of Douglas County's wood products workers. From 1980 to 1982 the number of persons employed in the construction trade in Douglas County dropped by 35 percent, while the finance, insurance and real estate industry lost 27 percent of its work force, and employment in retail trade declined by 12 percent during the same two year period. In the Myrtle Creek/Tri-City area, where a higher percentage of the local labor force is directly employed in the wood products industry, the impact of basic sector layoffs was more pronounced and job losses in local non-manufacturing sectors were significantly higher than for the county as a whole. Table E-1 lists historic employment by sector for Douglas County from 1981 through 1989.

Despite the area's heavy dependence on the timber industry for employment opportunities, there is presently no major industrial employer located within either the city of Myrtle Creek or within the adjacent Tri-City urban area. Myrtle Creek functions as a residential community, for the many residents who commute to work elsewhere in the region. This situation is expected to change substantially, however, as efforts to increase local economic development opportunities become more focused.

LABOR FORCE

The labor force participation rate indicates the percentages of total population over 16 years of age in the labor force. The classification includes all persons that are employed or unemployed, but seeking work, plus those persons in institutions -- schools, hospitals, correctional institutions, etc.

Labor force statistics are computed by the Oregon State Employment Division and are reported on a county-wide basis. Official statistics for the Myrtle Creek/Tri-City area are not available separately, and therefore, must be estimated. Table E-1 provides a summary breakdown of key labor force indicators for Douglas County. It should be noted that these figures are for wage and salary workers only and do not include self-employed persons or professionals such as doctors, lawyers and accountants. The growth of the labor force in Douglas County during the last

decade has generally matched the rate of population growth. While the county's population increased by .07 percent as it grew from 93,748 in 1980 to 94,392 in 1990, the size of the labor force increased by the same percentage as it expanded from 41,780 to 44,500 during the same ten year period. However, when measured as a percentage of the total population, the county's labor force increased from 44 percent in 1980, to 47 percent in 1990.

Table E-1

**NON-AGRICULTURAL WAGE & SALARY EMPLOYMENT
1980 - 1989 Annual Average for Douglas County**

INDUSTRY	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990
Lumber & Wood	7,600	6,560	6,010	7,830	7,920	7,640	8,520	8,820	8,790	7,910	8,890
Primary Metals	480	440	190	40	310	230	120	*	*	*	*
Other Durables	520	520	490	470	620	660	590	780	610	730	920
Food Products	250	250	250	180	180	210	210	200	160	120	130
Other Nondurables	580	580	590	610	570	630	710	780	830	810	840
Construction	1,490	1,080	910	840	760	780	730	740	840	880	1,050
Trans/Utilities	1,300	1,220	1,130	1,210	1,310	1,390	1,420	1,570	1,600	1,670	1,740
Wholesale Trade	650	680	650	630	610	670	670	670	750	790	840
Retail Trade	5,080	4,880	4,630	5,020	5,410	5,230	5,230	5,480	5,800	6,010	6,310
Finance/Ins/RE	1,240	1,040	930	1,020	1,010	1,000	1,000	950	930	920	960
Service & Misc	4,600	4,550	4,350	4,510	4,720	4,920	5,170	5,490	5,770	6,110	6,660
Government	7,060	6,830	6,500	6,410	6,380	6,300	6,390	6,420	6,630	6,800	7,390

* NOTE: Primary Metals was included with Other Durables beginning in 1987.

Source: Oregon Employment Division

It may be of interest to note that during the previous decade of the 1970s, the labor force expanded at nearly twice the rate of county population growth. This resulted primarily from the entry of the "baby boomers" into the labor market, as well as from a higher percentage of the female population entering the work force for the first time. The present equilibrium between the rate of population growth and growth of the labor force should continue for the next several decades. However, as the average age of workers continues to rise, and workers drop out of the labor force over time, the equilibrium will again be disrupted. This scenario seems to have more immediate implications for Douglas County than it does for other regions, as census data shows the average age of

Douglas County's population to be rising at a significantly faster rate than for the state of Oregon as a whole.

UNEMPLOYMENT & WAGE RATES

When reviewing statistical information concerning the labor force participation rate and unemployment rates, it is important to remember that neither the size of the labor force, nor the rate of growth of the labor force, are direct indicators of the number of persons who are actually employed. In 1982, for example, when the lumber and wood products industry was experiencing a period of high unemployment, only 83 percent of the county's labor force of 40,370 persons was working, but by 1988 nearly 93 percent of a labor force of 43,900 person was employed. Even though the unemployment rate dropped by almost 10 percent over that six year period, the number of persons with jobs in Douglas County actually increased by 20 percent.

Table E-2

HISTORIC UNEMPLOYMENT RATES 1960 - 1990 Annual Average for Douglas County, Oregon & U. S.

<u>Year</u>	<u>Douglas Co.</u>	<u>Oregon</u>	<u>United States</u>
1960	7.1	4.9	5.5
1961	8.8	6.4	6.7
1962	5.9	5.5	5.5
1963	5.7	5.1	5.7
1964	5.0	5.0	5.2
1965	6.7	4.6	4.5
1966	7.6	4.2	3.8
1967	8.9	4.8	3.8
1968	6.1	4.4	3.6
1969	6.4	4.4	3.5
1970	7.0	4.9	4.9
1971	7.3	6.3	5.9
1972	6.4	5.9	5.6
1973	7.4	6.2	4.9
1974	9.4	7.5	5.6
1975	12.7	10.6	8.5
1976	10.0	9.5	7.7

1977	9.0	7.3	7.0
1978	7.8	6.0	6.0
1979	9.7	6.8	5.8
1980	12.4	8.3	7.1
1981	15.7	9.9	7.6
1982	17.2	11.5	9.7
1983	12.9	10.8	9.6
1984	11.6	9.4	7.5
1985	11.6	8.8	7.2
1986	9.9	8.5	7.0
1987	7.6	6.2	6.2
1988	7.7	5.8	5.5
1989	7.8	5.2	5.3
1990	6.6	5.2	5.2

SOURCE: Oregon Employment Division

In 1982, when 7,000 county workers were unemployed, the Oregon Employment Division reported an "official" Douglas County unemployment rate of 17 percent (an all-time annual high). That figure, however, did not reflect the fact that the size of the labor force had shrunk by over 1,600 workers from the previous year as displaced workers left the county in search of work elsewhere. Had these out-of-work people stayed in the area while looking for job opportunities, the total number of unemployed persons would have been 8,600, and the unemployment rate would have been in excess of 20 percent. Indeed, during the early stages of the recession, but prior to heavy out-migration of displaced workers, the official county unemployment rate soared to almost 23 percent. The subsequent gradual decline in the unemployment rate generally paralleled the decline in the size of the local labor force as displaced workers began to leave the area. Therefore, in order to gain a clearer understanding of the unemployment picture in any given year, it is important to examine changes in the size of the local labor force as well.

Although the employment outlook for Douglas County has improved greatly since the 1982 recession, the region has recovered at a much slower pace than other parts of Oregon and the U.S. The 1989 annual average was 7.8 percent unemployment for Douglas County compared to 5.2 percent for Oregon and 5.3 percent for the U.S.

The historical dominance of the lumber and wood products industry in the County is also reflected in the average wage rates for the area. In 1988, for example, the average annual pay for all jobs in Douglas County was \$19,194, while the average lumber and wood products job paid \$25,882. This is compared to an average of \$9,797 paid in the retail trade sector, where, when adjusted for inflation, real wages have actually declined from about \$13,000 (in 1988 dollars) since 1977. The number of jobs in the trade sector

has increased only slightly during this period, however, rising from about 5,500 to about 5,795. In contrast, the service sector has experienced significant gains in both employment and wages during the past decade. During this period the number of service jobs in Douglas County increased from about 3,300 to 5,252, while the average payroll per employee in the service sector increased from about \$14,000 (measured in 1988 dollars) to \$14,799 in 1988. Income levels for all employment sectors in Douglas County, Oregon and the U.S. in 1989 are shown on Table E-3.

Table E-3

**ANNUAL AVERAGE PAY BY INDUSTRY IN 1989
for Douglas County, Oregon & U.S**

Industry	Douglas Co.	Oregon	United States	Douglas Co. as % of:	
				Oregon	U.S.
Mining	\$25,635	\$27,564	\$35,787	93.0	71.6
Construction	\$20,860	\$23,990	\$25,213	87.0	82.7
Manufacturing	\$25,199	\$25,860	\$27,749	97.4	90.8
Trans/Utilities	\$22,168	\$26,962	\$28,912	82.2	76.7
Wholesale Trade	\$18,376	\$26,043	\$28,634	70.6	64.2
Retail Trade	\$10,042	\$11,823	\$12,283	84.9	81.8
Finance/Ins/RE	\$16,589	\$22,930	\$28,303	72.3	58.6
Services	\$14,799	\$17,682	\$20,764	83.7	71.3
Government	\$21,202	\$22,819	\$24,116	92.9	87.9
All Industries	\$18,964	\$20,303	\$22,567	93.4	84.0

SOURCE: Oregon Employment Division

In addition to individual wage rates, the level of family income, or average household income, is an important indicator of economic activity in both the community and the region. Family income levels help determine the demand for retail facilities, housing, recreational outlets and certain kinds of services. Family income in Myrtle Creek has historically lagged behind both Douglas County and Oregon. The 1980 Census Report showed a median family income of \$16,694 for Myrtle Creek residents, while the county and state averages were \$18,587 and \$20,027 respectively. At that time, family income in Myrtle Creek was 10 percent below the county median, and 17 percent below the state median. Official estimates for 1989 show income levels for Myrtle Creek families to be rising, but a much slower pace than the rest of Douglas County and the state as a whole. While the median family income for all of Douglas County increased by \$9,313 during the past decade as it rose to \$27,900, Myrtle Creek families realized an average

increase of \$8,360, rising to \$25,054. For the state as a whole, family income increased by \$11,673 as it rose to \$31,700 during the same period. These 1989 figures reveal that, on a percentage basis, Myrtle Creek's median family income is now at about 91 percent of the Douglas County average - a very small improvement over the course of the last decade. Compared to the rest of Oregon, however, Myrtle Creek families now earn only 79 percent of the median state income; down an additional 3 percentage points from ten years ago.

The smaller degree of increase in median family income in Myrtle Creek reflects the community's greater dependence on lumber and wood products jobs which have experienced wage rollbacks and net payroll losses in recent years. Wages in this sector of the economy, however, still remain well above those for other types of manufacturing jobs.

A recent survey conducted in a southern Oregon community revealed a labor pool in which 75% of the respondents were willing to start at wages well below the industry average.

FOREST PRODUCTS INDUSTRY

The major natural resource of Douglas County is the forest cover which dominates the region's landscape. Five percent of the nation's remaining virgin timberland is located within a 40 mile radius of Myrtle Creek, where climatic conditions form an ideal environment for the growth of conifer forests. Douglas fir is the dominant tree species, although others of commercial value are present, including pine, western red cedar, hemlock and Port Orford cedar. In recent years there has been an increase in the utilization of hardwood species as well, though many industry analysts agree that this resource is still significantly under utilized.

Approximately 88% of the County's 3,240,000 acres is in commercial timber land and only a small percentage of that is non-productive. The majority of these timber lands are publicly owned, with the US Forest Service and Bureau of Land Management controlling about 57 percent of the total. Annually, these federally managed lands yield about 45 percent of the timber harvest. Private companies own about 30 percent of the timber lands, supplying about 50 percent of the harvest. The balance is held by private property owners and the state of Oregon, together producing the remaining 5 percent of the annual harvest.

Historically, the timber harvest has been subject to wide variations from year to year,

primarily due to the erratic nature of the national demand for forest products which is closely related to the national demand for new homes. The national housing industry, in turn, is affected by national economic policies and interest rates. Each of the recessions experienced in the forest products industry has been preceded by dips in the national housing start curve, rising interest rates and restricted mortgage credit. These factors cause timber prices to fall, with corresponding drops in employment in the forest products industry.

Although Douglas County's locally owned lumber industry is among the most active in the production of this natural resource, long term predictions are for decreasing employment in the industry due to three major factors: Competition from other timber producing regions, increasing productivity resulting from automation and a decrease in the availability of raw materials. It should be noted, however, that the industry is not without potential for increased employment opportunities. Commonly agreed on factors which might help off-set future job losses include greater saw timber utilization, a more labor-intensive product mix, reduced log exports, hardwood utilization, expanded wood chip utilization, secondary processing and more intensive management practices.

The past high rate of harvest on private lands has reduced that sector's share of existing commercial sawtimber supply, shifting a large portion of the industry's dependency to public lands.

This historical reliance on private timber harvests has resulted in an inventory gap in the Pacific Northwest, as state and federally owned lands now contain more than 75% of the softwood sawtimber supply while contributing an average of 55% to the annual harvest in recent years. Since private lands contain only about 25% of the current supply of sawtimber in Douglas County, it is understandable that the Northwest forest products industry is concerned about Federal and State timber supply policies that control three-quarters of the raw material base. Growing public concern over environmental issues and increasing recreational activity in the public forest could have the effect of reducing the timber land base and reducing the allowable cut further, or, at least, increasing the costs of harvesting public timber.

In an effort to reduce labor costs and keep lumber prices competitive, Oregon mill owners have invested heavily in new equipment that has mechanized much of the production process. Considering these trends, it seems likely that Douglas County will see a net loss of jobs in the forest products industry. However, there are several factors that could increase employment. First, the largest wood resource readily available in the County is by-products that are generated by logging and milling in the form of wood chips. Much of this is now exported to Japan and other nations through Coos Bay and

to the Willamette Valley pulp and paper mills. Product lines that could utilize these by-products include: Ethyl Alcohol, roofing materials, toys, charcoal, absorbents, insulation, packing, concrete filler, molded articles, plasters, plastics, meat and fish smoking, agricultural uses (such as absorbents, fertilizers, mulch and feed supplements), composition floors, and pulp and paper manufacturing.

Another major undeveloped resource that has good potential is hardwoods. The past dominance of the softwood industry has overshadowed the development possibilities of this industry. Douglas County, especially the coastal area, has large stands of hardwood that can be commercially valuable. The U. S. Forest Service estimates that southwest Oregon has over 150 million board feet of standing hardwood sawtimber.

In 1984, Douglas County produced nearly 1.3 billion board feet of primary wood products, almost all of which was transported out of the County to undergo secondary or other "downstream" processing. This figure makes Douglas County the largest producer and exporter of primary wood products of all of Oregon counties. The enormous quantity of lumber and plywood, produced at local plants, represents a raw material source for many firms. A few of the principal industries that could utilize this resource include: furniture, kitchen cabinets, structural wood beams and supports, and manufactured housing.

As the majority of the Myrtle Creek area labor force is dependent upon the timber industry either for primary or secondary employment, and, as there is an inherent instability in the wood products industry (seasonality, dwindling resource base, automation, and cyclical demand), the need to diversify local employment opportunities is readily apparent. Although timber is a renewable resource, its depletion is occurring at a faster rate than its production. The greatest effect of the current state of the industry is on local mills that do not have private land sources and cannot compete with larger companies.

AGRICULTURE

Agriculture is also an important activity in Douglas County, and to a certain degree it is significant to the local Myrtle Creek economy. Historically, the surrounding hillsides, pastures and cultivated valley bottoms have supported cattle and sheep ranching, hay and grain production and orchard and vegetable farming. The proportion of County land in farms is 9.22% or 298,775 acres. The most important agricultural commodities in terms of value of sales are specialty products, calves and cattle, lambs and sheep, tree fruits and nuts, and grains. Douglas County is also the location of one of only two prune

processing plants in the State. In 1985, they processed 400 dry tons of prunes, of which 300 tons were grown in Douglas County. This makes prunes the largest tree fruit crop in the County. The prunes are distributed both nationally and internationally, with markets in Japan, South America, Europe and Canada.

The availability of large amounts of grazing land in Douglas County (263,965 acres or 8.15% of the total land area) is the major reason for the importance of livestock and livestock products. In 1984, the value of sheep and cattle sales in the County was about 40% of the total agricultural sales. Douglas County has the largest value sheep sales in the State, accounting for almost 20% of the total market in 1985. The County is the seventh largest in value of cattle sales, accounting for 3.6% of the State total in 1984.

Today, however, primarily because of the massive scale of the forest products industry, agriculture has a much smaller impact on the local economy. One of the factors working to the disadvantage of local agriculture is the fact that a majority of products grown in Douglas County are processed outside the county, as there are no local processing plants for most commodities. Another problem facing the local agricultural economy is the dwindling agricultural labor force. Local ranchers and farmers must compete with the lumber industry for their labor needs and the mills often pay twice as much as agricultural jobs. Locational and transportation factors also place the local agriculture industry at a marketing disadvantage.

MINERAL EXPLORATION

Mineral deposits in Douglas County are abundant and could provide ample amounts of ore and building materials. The relative low market price for the refined metals, however, make extraction and refining unprofitable for most of the minerals found in the region. Minerals which are profitably extracted in large quantities include nickel, silica, gravel, and crushed rock.

Mineral extraction at the Glenbrook (formally Hanna) Nickel Smelter at Riddle, approximately 7 miles south of Myrtle Creek, is the second largest primary industry in the region and currently employs 275 workers. Historically, approximately one-fourth of the operation's work force has come from the Myrtle Creek area. The Glenbrook operation is currently the only nickel producer in the United States. The volatility of world nickel prices, coupled with escalating power costs in recent years, has subjected the mining and smelting operation to dramatic fluctuations in production and employment levels. During periods of peak production in the 1970s, the operation employed about 600 workers while producing up to 14,500 tons of ferronickel annually.

In 1982, a dramatic drop in nickel prices forced the layoff of nearly 400 employees. The operation resumed in late 1983 after the mine was able to secure electrical power, needed for smelting the ore, at a significantly reduced cost. The mine again closed in 1986 and remained idle until 1989 when Hanna sold the operation to Cominco American Resources. Production at the mine in 1990 was averaging about one million pounds of ferronickel per month, or about 20 percent of full potential. At the present time, only relatively low grade mine tailings left over from earlier mining activity are being smelted.

Nickel is a non-renewable resource and the nickel supply from Nickel Mountain may be exhausted before the end of the 20 year planning period if mining of the higher grade ore is resumed. Other types of minerals are found in the reject rock and in association with the Nickel Mountain geologic formation that may become economical to process and could sustain additional mining activities to some extent in the future. The potential for employment, however, is not expected to reach previous levels.

tourism

Tourism is the second basic element of Douglas County's economic base next to the lumber and wood products industry. On a statewide basis, travel and tourism is tied with high technology manufacturing for third place, followed by forest products and agriculture. In 1986, research indicated Douglas County ranked ninth among Oregon counties in its receipt of travel-related expenditures, with neighboring Jackson and Josephine Counties ranking fifth and seventh respectively.

There are a wide variety of activities that foster tourism. Some principal factors include community promotion, coordinated marketing efforts, historic preservation, community beautification and sound land use planning. In a study prepared for the Oregon Tourism Division of Dean Runyan Associates, points of interest to a small city like Myrtle Creek were revealed. The most common activities of Oregon travelers consist of "relaxing" or "sightseeing" (79.6 percent) and shopping in a small town (51 percent). The next most common activities relate to a number of Oregon's historic and natural resources. Almost half (44.8 percent) of visitors report visiting a historic site or area.

As described in Chapter 6 (Recreational Opportunities), the natural resources of Douglas County attract the largest number of tourists, although destination places and recurring events also generate significant tourist trade. Most of the forest recreational lands and other natural resource tourism and recreation facilities are publicly owned, however, there are various other attractions which have been developed by private interests.

Approximately 12 miles north of Myrtle Creek is Wildlife Safari in Winston. Wildlife Safari is a drive-through zoo with exotic animals maintained in a natural environment. According to the State Highway Department, Wildlife Safari is the largest tourist attraction in the State.

Other developments in the region relating to tourism include the Diamond Lake and Lemolo Lake resorts in eastern Douglas County and the Oregon Dunes National Recreation Area on the coast near Reedsport. Salmon, steelhead and trout fishing on the Umpqua River system attracts significant numbers of visitors each year. There are also quaint towns, historic bridges and the award-winning Douglas County Museum to attract those with an interest in Oregon's history.

Tourist attractions in Myrtle Creek include the covered bridge on Neal Lane, an amateur rodeo held every June, the annual Summer Festival held in July, Millsite Park with its recreation facilities and RV campground, plus a number of historic buildings in the downtown area. A future attraction for history buffs will be the Horse Creek Covered Bridge which was acquired from Lane County in 1990 and is presently being restored for placement across Myrtle Creek at the south end of the downtown area.

Tourist attractions generate a substantial amount of traffic and expenditures for food and lodging in the County. Tourism is expected to rise in the future due to rising per capita income, the tendency to spend an increasing proportion of higher incomes on travel, increased per capita recreational time, and increasing population. To ensure that the economy of Myrtle Creek benefits as much as possible from these trends, attention should be given to development or enhancement of recreational areas and tourist attractions. There is also a recognized need for development of quality motels and other tourist accommodations to encourage visitors to stop and stay awhile.

TRADE AND SERVICE INDUSTRIES

The trade and service sector includes the wholesale, retail, service, government and the finance, insurance, and real estate industries. As a group, they employed 68 percent of Douglas County's wage and salary workers in 1989. Overall, the trade and service sector has done as well or better than the other sectors in the county's economy, and though trade and service workers have experienced major setbacks as the result of disruptions in the basic lumber and forest products industries, there is evidence of increasing insulation from these disruptions as the overall economy of the region becomes more diversified.

This sector is one of increasing importance in all economies since the demand for goods and services is increasing rapidly with the rise in the standard of living. Growth in trade and services in recent years has helped slow the "trade drain" from Douglas County as new retail developments are attracting local consumer dollars. Recent years have seen the development of two major enclosed shopping malls in Roseburg (with national chain stores such as Sears, JC Penney and The Bon) and the Valley View Plaza Shopping Center in Myrtle Creek.

The Myrtle Creek area presently captures about 5% of the County retail sales, while the population of the market area is about 10%. Although it may not be feasible to keep pace in all areas, more of the retail trade loss could be recaptured. Increasing retail sales activity in the Myrtle Creek/Tri-City area is desirable and will be encouraged through a combination of efforts. Policies have been developed to encourage the revitalization of the Myrtle Creek central business district while relieving some of the constraints inhibiting its expansion. Other commercial activities are encouraged to locate in areas appropriate to the level of services they require and where they will be most compatible with surrounding land uses.

Government is one of the slower growing sectors in the region's economy. Employment in the government sector county-wide increased somewhat during the early 1980s, but has remained fairly stable over the past five years, employing about 15 percent of the Douglas County labor force. Employment in this subsector is expected to continue to expand, though not at the same rate of increase as trade and service sector overall. It is perhaps worth pointing out that fully half of this category comprises teachers and others in education.

While there is still ample room for expansion of trade and services in the Myrtle Creek/Tri-City area, future growth is still dependent to a large degree upon maintenance or expansion of the local economic base. Specifically, this means the lumber and wood products industry, where further reduction from present employment levels could seriously effect trade and service industries. Further diversification of the basic economic sector through the introduction of new manufacturers to the area would reduce these effects and promote expansion in the trade and service sector.

ENTERPRISE ZONE

The Oregon Enterprise Zone Act, which was initially enacted by the state legislature in 1985, is intended to create new jobs by encouraging business investment in

economically lagging areas of the state. Within designated enterprise zones the establishment of new businesses, as well as the expansion of existing businesses, may qualify for investment incentives.

On December 16, 1988, the Governor designated five enterprise zones from among twenty applicants state wide. One of the zones designated at that time was the South Douglas County Enterprise Zone which covers a seventeen square-mile area and includes the incorporated cities of Riddle, Canyonville and Myrtle Creek, as well as the unincorporated Tri-City urban area.

Within the Enterprise Zone, qualified firms may obtain a three year, 100% property tax exemption for all land and building improvements including eligible machinery. Only new facilities or improvements not yet on the tax roll are eligible for tax exemption. In addition, each of the three cities, as well as the special service districts in Tri-City, offers a substantial local benefit package.

The City of Myrtle Creek will provide free sewer and water hook-up permits, and will waive other fees such as special zoning permits, utility inspection fees, sign permits, annexation fees, curb and driveway permits, etc. The other two cities offer similar fee waivers for qualifying firms. In Tri-City, the water and sewer districts have agreed to waive hook-up fees as well, while Douglas County will discount plan review and building permit fees.

The Myrtle Creek City Administrator has been designated as the manager for the South Umpqua Enterprise Zone. The manager's responsibilities include day to day assistance to businesses, contact with state agencies and overall management of zone marketing. An annual review of the management and marketing plan for the Zone is conducted to evaluate the success and overall strategy of the program. This annual review also includes an evaluation of the local incentive packages including the local regulatory flexibility built into the program.

To a significant degree, the investment incentives of the South Douglas County Enterprise Zone were responsible for the re-opening of the nickel smelting operation in Riddle in 1989. The reopening of the facility has created 275 direct family-wage jobs, and an estimated 150 additional secondary jobs within the first year of operation.

The primary obstacle to attracting new industries to the South Douglas County Enterprise Zone has been the absence of a large, easily developable site, which offers the availability of urban services (sewer and water) and suitable access. A major component of the commercial and industrial site survey conducted as part of the 1990

Periodic Review is the identification and analysis of potential industrial sites within the enterprise zone. (See Industrial Sites Survey and Analysis)

ECONOMIC OPPORTUNITIES ANALYSIS

As part of the 1990 Periodic Review, the Comprehensive Plan is required to reflect the findings of an "economic opportunities analysis" which identifies the major categories of industrial and commercial uses that could reasonably be expected to locate or expand in the Myrtle Creek/Tri City Urban Area during the 20-year planning period. In addition, the Comprehensive Plan is required to contain an inventory of vacant or significantly underutilized sites in the planning area in order to determine if the existing sites can adequately accommodate the types of commercial and industrial uses identified in the economic opportunities analysis. The findings of the commercial and industrial site survey are contained in the Land Use and Urbanization Chapter of the Plan.

As part of the economic opportunities analysis conducted in 1990, the City of Myrtle Creek drew from the findings of the "Target Industry Study - South Cascades", which was compiled by the Economic Development Department of Pacific Power. The Study uses basic information on the geographic, demographic and economic characteristics of the South Cascades area, including the Myrtle Creek/Tri City planning area. The Target Industry Study includes a description of the types industries that could reasonably be expected to locate in the South Cascades region.

The selection of industries for economic development targeting initially focused on three groups of industries:

- *Industries whose products are imported into the area
- *Industries that exist locally and export products out of the area to markets that are expected to grow
- *Industries whose primary production inputs are available, although the industries may not be represented in the area

The first group represents expansion of the existing industrial base, while the remaining two categories represent diversification of the area's economic base. Two additional industries, tourism and retirement developments, were also considered for inclusion on the basis of their development potential.

Industries are first identified as being suitable for the area, and then growth forecasts were used, along with a number of other factors, in prioritizing industries to be targeted. In all, twenty-three top priority industries were selected and are briefly analyzed. Also

included is a list of second and third priority industries.

While the methodology attempts to tailor target industry selection to the unique characteristics of the South Cascades economic region, which includes the Myrtle Creek/Tri City area, it does not attempt to take into account the special or unique advantages and disadvantages of individual communities within the region. Therefore, when reviewing the target industry list, factors of a more local nature need to be taken into account. Such local factors include the size, makeup, availability and skill level of the labor force; prevailing local wage rates; relative proximity to suppliers and markets; transportation facilities; and, availability of suitable industrial sites. Most of these local factors are discussed earlier in the Economic Development chapter. An analysis of commercial and industrial sites within the planning area is found in Appendix X of the Comprehensive Plan.

PRIORITY I -- TARGET INDUSTRIES

Electric Components –

The electronic components industry has experienced rapid growth in recent years, and it is forecast to grow at an annual rate of 7.7 percent through 1994. The industry is currently well established in Oregon and is situated to take advantage of growing markets in California, Washington and other Pacific Rim countries.

Radio and TV Communications Equipment –

The radio and TV communications equipment industry is a growth factors and because it already exists in the area. The industry is forecast to grow 5.7 percent annually through 1994.

Special Dies, Tools, Accessories –

The special dies, tools and accessories industry appears to have the potential to substitute for imports both locally and statewide. Additionally, the industry is forecast to grow 5.3 percent annually through 1994.

Toys and Sporting Goods –

The sporting goods portion of this industry shows great promise for the South Cascades area. Increasing disposable income for two wage earner families and interest in physical fitness are trends that will benefit both existing and new establishments in the area.

Measuring and Control Instruments –

National growth forecasts and the industry's relative ease of entry indicate that the measuring and control instruments industry may be a good candidate for location in the South Cascades area.

Plating and Polishing –

The plating and polishing industry has very good import substitution possibilities as the South Cascade area presently imports the industry's products. Additionally, the industry's output is expected to grow at an annual rate of 5.5 percent through 1994.

Miscellaneous Plastic Products –

The miscellaneous plastic products industry is forecast to grow nationally at an annual rate of 5.1 percent through 1994. Oregon, including the South Cascades area, currently import miscellaneous plastic products. The industry also ranks very high in terms of local input availability.

Cheese, Natural and Processed –

Based on local resource availability and the potential for increasing local exports, the natural and processed cheese industry is a good candidate for expanding in the area. the national industry is forecast to grow at an annual rate of 3.9 percent through 1994.

Surgical and Medical Instruments –

Significant production of surgical and medical instruments does not currently exist in the area. However, a local input availability ranking in the top percent of all industries and a strong forecast annual growth of 5.8 percent through 1994 suggest that the industry may be a good candidate for establishment locally.

Electronic Computing Equipment –

The electronic computing equipment industry is well established in Oregon. In addition, the industry ranks in the top 2.5 percent in terms of local input availability. The industry's production is expected to increase 9.6 percent annually through 1994.

Fabricated Metal Products –

The fabricated metal products industry is characterized by a relatively large number of small establishments, making potential entry into the industry fairly easy. The South cascades area is a net exporter, but Oregon imports about 20 percent of the state's demand, indicating the possibility of state level import substitution.

Engineering and Scientific Products –

The engineering and scientific products industry ranks in the top 10 percent of all industries analyzed in terms of local input availability. The industry is forecast to grow at an annual rate of 4.9 percent through 1994.

Photographic Equipment and Supplies –

The photographic equipment and supplies industry is forecast to grow at an annual rate of 6.0 percent through 1994. This together with the current very high capacity utilization suggest the need for new plant and equipment. The best potential for local expansion is in the less concentrated sectors of the industry, including photofinishing and electronic imaging.

Electronic Measuring Instruments –

The electronic measuring instruments industry may be a good candidate to expand into the South Cascades area in response to a very health forecast growth rate of 7.4 percent annually through 1994. Additionally, current capacity utilization is rated very high.

Dental Equipment and Supplies –

Increasing health and hygiene awareness is likely to boost demand for dental services, with a corresponding effect on the demand for dental equipment and supplies. Nationally, the industry's output is forecast to grow an annual rate of 5.1 percent through 1994.

Boatbuilding and Repairing –

The boatbuilding and repairing industry is forecast to grow at an annual rate of 4.4 percent annually through 1994. Also, the number of boat owners is expected to grow at twice the rate of general population growth through the end of the century. The area is currently a significant producer of boats.

Aircraft Parts and Equipment –

The area may be able to expand on its already relatively large aircraft parts and equipment industry. The industry is forecast to grow at an annual rate of 4.7 percent through 1994, and the industry ranked in the top 10 percent in terms of local input availability.

Fabricated Structural Metal –

The fabricated structural metal industry is characterized by a large number of relatively small establishments. Thus, entry into the industry may be relatively

easy. Nationally, the industry's output is forecast to grow at an annual rate of 3.4 percent through 1994.

Trucking and Warehousing –

The trucking and warehousing industry may have further expansion potential locally as it is forecast to grow at an annual rate of 4.0 percent through 1994.

Pumps and Compressors –

Expansion of the local pumps and compressors industry may be able to substitute for the industry's significant imports into the area. The industry is forecast to grow at an annual rate of 4.0 percent through 1994.

Tourism –

The obvious importance of tourism to the South Cascades area and its great potential for expansion make it a high priority for economic development.

Retirement Developments –

The same recreational activities and scenic beauty that make the South Cascades area attractive to tourist also make it a good candidate for developments catering to active retirees.

PRIORITY GROUP II - TARGET INDUSTRIES

1. Dental Equipment and Supplies
2. Fabricated Structural Metal
3. Transportation Services
4. Manifold Business Forms
5. Air Carriers and Related Services
6. Fabricated Rubber Products
7. Machine Tools, Metal Cutting
8. Nonferrous Wire Drawing and Insulating
9. Plastic Materials and Resins
10. Other Ordinance and Accessories
11. Wood Partitions and Fixtures
12. Commercial Printing
13. Miscellaneous Machinery
14. Paper Coating and Glazing
15. Jewelry, Precious Metal
16. Transportation Equipment

17. Fabric Textile Products
18. Motor Vehicle Parts and Accessories
19. Sheet Metal Work
20. Apparel from Purchased Material
21. Pipe Valves and Pipe Fittings
22. Paints and Allied Products
23. Glass and Products, Except Containers
24. Flavoring Extracts and Syrups
25. Wood Products
26. Hand and Edge Tools
27. Metal Stampings
28. Paperboard Containers and Boxes
29. Wood Office Furniture
30. Wood Household Furniture

PRIORITY III - TARGET INDUSTRIES

31. Miscellaneous Manufacturing
32. Dehydrated Food Products
33. House Furnishings
34. Bottled and Canned Soft Drinks
35. Miscellaneous Fabricated Wire Products
36. Adhesives and Sealants
37. Heating Equipment, Except Electrical
38. Woodworking Machinery
39. Hardware
40. Screw Machine Products
41. Travel Trailers and Campers
42. Household Appliances

INDUSTRIAL LAND NEEDS

Earlier in this chapter, as well as in the Land Use and Urbanization Chapter, much attention has been focused on past and present trends in order to gain clearer insight of likely future events. Within the industrial sector, however, past and present trends do not serve very well as indicators of future economic activity, except in a very general sense.

From the land use inventory data contained in the Land Use and Urbanization Chapter (See Table LU-4), it is known that the Myrtle Creek/Tri City urban area had only about 50 acres of land designated for industrial use in 1990, of which only about one-half was actually in industrial use at the time. However, it is also known that a significant portion of the urban area's labor force is employed in the industrial sector. These two facts support the conclusion that most industrial worker are employed outside the Myrtle Creek/Tri City urban area; and, therefore, it is difficult to draw conclusions about the amount of industrial land needed within the urban area using traditional employee per acre ratios. However, a general comparative analysis may still be somewhat helpful.

Table E-4 lists ten manufacturing categories and shows the average ration of employees to land area consumed by each. The employee densities listed in Table E-4 will vary by geographic location and specific product produced and thus should only be regarded as a "rule-of-thumb" for estimating future industrial land needs. For example: if the community has a goal of attracting a medium sized furniture manufacturing firm employing about 200 workers, the needed industrial site would have to contain only about five acres. On the other hand, a typical metal fabrication operation employing the same number of worker would require a site containing about 10 acres. Although the community may express a preference for the type of industry it would like to attract to the area, there is no way the community an accurately predict which firms may choose to locate here, or how many people those firms will actually employ. Therefore, it is essential that the community, through the planning process, assures an adequate supply of land suited for all types of industry which might reasonably be expected to locate over the entire planning period. This requires, of course that all other planning goals are considered in addition to those relating directly to economic development.

For the purpose of projecting future industrial land needs, a couple of assumptions need to be explained. The first assumption is that the current ration of industrial to non-industrial employment will remain constant throughout the 20 year planning period. Although there is no data specific to the Myrtle Creek/Tri City urban area, county-wide just over 30% of the labor force was employed in the industrial sector in 1990.

Table E-4

AVERAGE NUMBER OF EMPLOYEES PER ACRE FOR TEN OREGON INDUSTRIES

AVERAGE NO.

INDUSTRY	EMPLOYEES/ AC.
Primary Wood Products	7
Secondary Wood Products	16
Fabricated Metals	22
Food Processing	23
Transportation Equipment	25
Machinery	27
Electronics	28
Miscellaneous	40
Furniture	44
Chemical Products	66

The second assumption is that the Myrtle Creek/Tri City urban area will have a labor force participation rate of 50%. Between 1980 and 1990, the labor force participation rate in Douglas County increased from 44% in 1980 to 47% percent in 1990. Based on this trend, as well as other known factors specific to the local area, an average participation rate of 50% of the course of the next twenty years seems prudent.

By applying the two assumptions discussed above to the urban area's Year 2010 population projection of 14,492 persons, the first step in estimating future industrial land needs can be completed as follows: First, with a labor force participation rate of 50%, the estimated Year 2010 urban area labor force will contain 7,246 workers. Second, with 30% of the labor force employed in the industrial sector, the urban area labor force will contain 2,174 industrial workers.

To complete the industrial land need projection, the estimated labor force is divided by the average number of industrial acres needed to accommodate the industrial labor force. Based on both local and statewide averages, a "rule-of-thumb" for employees per acre is used. This "rule-of-thumb" establishes an average ratio of 17 employees per acre.

By applying the employees per acre ratio to the projected industrial labor for at the end of the twenty-year planning period, the following industrial land needs are derived:

Projected Labor Force / Ave. No. Emp./Ac. = Acres Needed

2,174 / 17 = 130 Ac.

INDUSTRIAL SITES

Industrial and commercial activity is the economic life-blood of the community; as such, it merits careful planning consideration. Traditionally, some of the most undesirable lands end up in the industrial designation; the tendency being to consider industrial land use needs after all others have been fulfilled. But industrial sites are probably the most demanding, in terms of their requirements for large, flat, easily accessible locations with a high level of services available. While the traditional approach to land use planning has been to emphasize the protection of residential areas from encroachment by "undesirable" industrial development, little attention has been focused on the equally important task of protecting industrial sites from encroachment by conflicting residential development, as well as from other potentially incompatible activities such as schools, churches, parks, etc. In communities where this basic conflict has not been resolved, the result has been a steady exodus of economic activity to locations outside the community.

One of the most successful means of keeping growing industrial firms in the community, and attracting new business to the area, is the industrial park concept. Some of the benefits associated with the industrial park concept include:

- Immediate site readiness, reducing the time lag between the decision to locate and the beginning of production.

- Availability of a "package plan", relieving prospective firms of the need to handle local applications for land use and zoning, extension of utilities and services, etc.

- Sufficient size to allow flexibility of site choice (i.e., availability of several alternative sites within the development).

- Reduced site development costs permitting savings for the smaller land users through economies of scale realized by the developer.

- Operating economies, giving smaller firms the advantages of shared facilities and improvements (e.g., sewer, water, fire protection, access, drives, parking, security,

etc.).

Greater control over land use activities within the industrial park, thus further reducing the potential for adverse environmental impacts and/or undesirable consequences for other property in the vicinity of the industrial park.

Favorable competitive position for the community by being able to offer fully-serviced and established sites to prospective firms.

Diversification of the local economy through attraction of new commerce to the community. Most businesses locating in an industrial park are small to medium sized branches of larger firms or local companies which have outgrown their original quarters.

More efficient use of available land and more economic extension of municipal services (sewer, water, fire protection, streets, etc.) through concentration of a number of businesses in a few specific areas rather than scattered in widely separated locations.

Promotes a more compact urban configuration, thus reducing sprawl, leap-frog development patterns and competition for additional resource lands outside the urban area.

To accomplish these objectives, the Comprehensive Plan has designated two industrial park sites within the Myrtle Creek/Tri City urban growth boundary. The first is a semi-developed 8 acre site situated behind Valley View Plaza adjacent to the southerly city limits east of Highway 99. This small industrial park consists of five sites or "pads" which range in size from 24,000 square feet (1/2 acre) to 68,000 square feet (1 1/2 acres). Each site fronts on a fully developed street with curbs, gutters, storm drains and all underground utilities installed. Due to the relatively small size of the individual sites, as well as the parks proximity to other non-industrial uses, its is not well suited for heavy industrial activity. In addition to traditional light to medium industrial uses, this site would also be suitable for a mix of some types of commercial activity. In recognition of the special character of the site, including its proximity to other non-industrial uses, the land owner was required to record special protective covenants in 1984 limiting the types of industrial activity that can occur there. These covenants prohibit most "heavy" industry, but specifically permit a variety of industrially-related commercial uses, along with traditional "light" and "medium" industrial activities.

Recognizing the need for an alternate site that is suitable for the mix of "heavy" industrial

activity identified in the City's economic opportunities analysis, the Comprehensive Plan designates a second industrial park site which is situated at the northwest quadrant of the Riddle Interchange along the west side of Interstate 5. This 90 acre site was added to the Myrtle Creek urban growth area as part of a major UGB amendment during the 1990 Periodic Review process. It is intended to accommodate the identified need for a large-scale site suitable for a wide range of industrial activities, including major manufacturing firms, that will require more land than can be provided at existing industrial sites within the UGB. The proposed Riddle Interchange Industrial Park offers the opportunity to accommodate larger industries that conceivably will require between five and twenty acres.

This newly designated industrial park site is expected to be particularly attractive to firms desiring direct freeway access and/or visibility, urban sewer and water service, freedom from potentially conflicting urban uses, and a wide range of site sizes to select from. It also has the competitive advantage of being located within the South Douglas County Enterprise Zone which offers special tax breaks and other incentives to firms investing in the area.

PROGNOSIS

Myrtle Creek businesses and residents suffered more and recovered more slowly from the setbacks of the 1980s than did the economies of either Douglas County or the state as a whole. This is indicated by static population growth, below average family income, and higher unemployment levels during the past decade. While the current unemployment level is consistent with those of the rest of Douglas County, the lack of economic diversity in the Myrtle Creek/Tri-City area implies that the community is still relatively unprepared to weather economic adversity. The local lumber and wood products industry's dependence on declining publicly owned timber harvests, together with uncertainty about future housing demand across the nation, combined with the trend toward greater mechanization, clearly implies that other sources of future economic growth must be identified.

The trend toward utilization of the timber resource for other than construction materials may decrease the severity of seasonal and annual employment fluctuations, as such products are not tied to national housing trends or seasonal market changes. In the long run, however, employment and production in the lumber and wood products industry throughout Douglas County may well decline. According to studies conducted by the Coos-Curry-Douglas Business Development Corporation and others, this probable long-run decline through the year 2000 can be expected because both future production on

forest land and the size of the forest land base which supplies the region's mills is likely to be considerably less than present levels.

Those sectors of the local economy increasing their share of the community's employment are continuing to grow rapidly and should become less subject to cyclical employment in the basic manufacturing sector. This is not to suggest, however, that they will be immune to major disruptions in the basic sector; jobs in retail and wholesale trade, in particular, will still remain susceptible to seasonal and cyclical fluctuations.

That portion of service and trade activity in the Myrtle Creek/Tri-City area that depends on the patronage of people from both within and without the urban area cannot be described as basic economic activity, in that it primarily captures local dollars, rather than bringing money into the local economy from other areas. However, Myrtle Creek's dependence on this non-basic activity did increase significantly during the last decade as trade and service employment expanded significantly while local employment in manufacturing witnessed a marked decline.

The implicit danger involved in counting on trade and service oriented development in a small community like Myrtle Creek is that larger retail and service based cities, such as Roseburg, are expanding these sectors at a much faster pace and are developing more facilities designed to draw in dollars from the smaller outlying towns.

Maintaining the economic health of the region is of vital importance to present and future residents of Myrtle Creek. Employment opportunities need to keep pace with population increases to ensure a balanced and stable economy. In order to accomplish this, an organized effort through a development corporation or similar group may be necessary. It is recognized that a concentration of effort toward improving tourism may introduce new job opportunities within the community and provide some of the diversification needed to offset the expected decline in the wood products industry; however, for reasons cited above, this sector should not be regarded as a basic employment sector of the local economy.

Attention should also be directed toward the increased in-migration of retirees. This segment of the population could be extremely valuable to the local economy as they are not dependent on the wood products industry; however, the historic implications are increased demands on public services and facilities, changing housing characteristics and loss of support for schools.

LOCAL ECONOMIC DEVELOPMENT

POLICIES

GOAL: TO PROVIDE ADEQUATE OPPORTUNITIES FOR A VARIETY OF ECONOMIC ACTIVITIES VITAL TO THE HEALTH, WELFARE AND PROSPERITY OF THE CITIZENS OF MYRTLE CREEK.

- (1) To diversify and improve local employment opportunities, the City shall promote tourism and encourage expansion of existing businesses, including both wood and non-wood related industries.
- (2) In order to capitalize on the existing labor pool, the City shall support the continued development of natural resource industries.
- (3) Because there is a limited amount of industrial land in the Myrtle Creek/Tri City Urban Area, land with industrial potential shall be protected from conflicting land uses through the application of appropriate land use and zoning designations.
- (4) The City recognizes the industrial site designations identified in the Douglas County Comprehensive Plan within the Tri City unincorporated urban area and at the Myrtle Creek Municipal Airport.
- (5) The City shall take an active role in promoting economic development by supporting the activities of the Douglas County Industrial Development Board, the CCD Business Development Corporation and other public and private agencies which aid potential tenants in locating, obtaining financing, and servicing suitable property to the benefit of the regional economy.
- (6) The development of additional commercial activities shall be encouraged and the central business district of Myrtle Creek shall be maintained as the principal retail area.
- (7) The City shall foster a development partnership between the public and private sector that is responsive to the economic needs of Myrtle Creek/Tri City residents and the business community.
- (8) In order to promote local shopping, future commercial development shall be required to provide adequate off-street parking. Where this is not feasible due to existing development in the core area, an exemption shall be made, however, businesses shall be encouraged to utilize the public parking lots for customer and employee parking.

(9) The City shall encourage the revitalization of the central business district of Myrtle Creek through a rehabilitation program designed to attract and retain a greater proportion of the retail trade.

(10) City property adjacent to Millsite Park shall be utilized as a public parking area which provides pedestrian access to Main Street and the central business district.

(11) The City shall encourage the development of recreational areas and tourist attractions that are compatible with the environment in order to promote tourism without damaging the area's natural attractiveness.

(12) The City shall take a leadership role in promoting and managing the Southern Douglas County Enterprise Zone.

(13) Subject to the Enterprise Zone guidelines, the City will provide certain property tax exemptions, regulatory flexibility, reduction or exemption of fees, and other incentives in order to attract new investment and create jobs.

(14) The marketing and managing of Enterprise Zone activity shall be reviewed annually to make any necessary management adjustments and evaluate the success and strategy of the Zone.

(15) The City will continue to apply for any public or private grants that may assist in promoting tourism or Enterprise Zone marketing.

(16) The City endorses the Douglas County Regional Strategy for Economic Development.

(17) The Comprehensive Plan shall be reviewed periodically to ensure that there is an adequate number of designated and zoned commercial and industrial sites of suitable sizes, types and locations within the Urban Growth Boundary to accommodate uses that have been identified as likely to locate here.

(18) The City shall encourage the retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.

(19) The City shall encourage the development of a regional full service airport in

Douglas County.

- (20) The Myrtle Creek Municipal Airport shall be developed and promoted as a self-sufficient limited use airport serving local needs.
- (21) The City shall promote development and expansion of industrially zoned land in the unincorporated area adjacent to the Myrtle Creek Municipal Airport.
- (22) The City shall promote and support efforts to expand production at the Glenbrook Nickel Mine, as well as further mineral exploration and mineral-related industries in the area.
- (23) To support tourism, the City shall advocate the development of a quality hotel or motel and additional RV facilities.
- (24) The City shall take an active role in promoting the area as a desirable retirement community thru advertising and enhancement of housing, recreation, health and transportation opportunities for senior citizens.

chapter 9

housing

INTRODUCTION

Housing is a basic need in that it provides shelter from the elements. It also is a place to retreat for privacy and a place to gather with one's family. In addition, a house can act as a medium for self expression. In our culture, a home usually represents the largest single investment a person will make in their lifetime.

From the community's perspective, housing has a broader significance, because it occupies the largest percentage of urbanized land within the city and constitutes the biggest part of the local tax base. Housing also has a major influence on the physical character of the community, and hence, the image that people have of their community.

At the state and federal level, housing is the subject of various public policies and programs. The State of Oregon, through the adoption of a state-wide housing goal (LCDC Goal 10), has directed all planning jurisdictions, including the City of Myrtle Creek, to make provision in their comprehensive plans for housing that will accommodate the needs of people of all income levels.

A proper understanding of the local housing market is of particular importance to the City of Myrtle Creek because of its primary role as a residential community. The desire for high quality residential development which includes a variety of housing choices to meet the needs of present and future residents is the purpose of public policy designed to guide residential growth within the community. The policies contained at the end of this Chapter address issues and concerns related to this topic in accordance with Statewide Planning Goal 10.

housing characteristics

Myrtle Creek's rate of housing growth in recent decades has generally paralleled the rate of population growth. The number of housing units in the city increased from 889 units in 1970 to 1,190 in 1980, representing a 33% increase, while the city's population increased by twenty-three percent during the same ten year period. The difference between the rate of housing growth and population growth is principally due to the decrease in average household size during this period, dropping from 3.1 persons per

dwelling in 1970 to an average of 2.8 in 1980.

From 1980 to 1990 the city's housing stock increased at a much slower rate as the local area experienced a severe economic down turn. During this period the city realized a net increase of only eight dwellings, bringing the total housing stock to 1198 units. The small number of new houses reflects an increase of less than one percent during the ten year period. However, it should be noted that over three-quarters of these new homes were constructed during the last two years of the decade, reflecting much improved economic conditions in the area. It should also be noted that by 1990 the average household size in Myrtle Creek was down to 2.6 persons per dwelling unit.

A land use survey conducted in August of 1990 showed Myrtle Creek to have a mix of housing types similar to other cities in Douglas County; a mix that is heavily dominated by single family houses (83%). This mix has remained fairly consistent from 1970 thru the 1980's, with the majority of new construction being single family, although the total number of multi-family units in the city has nearly doubled during the past twenty years. The trend toward higher density housing should continue as the local economy strengthens and more people choose to locate in Myrtle Creek, and as more young people are able to obtain employment locally and remain in the community. Table H-1 shows the total number of housings units by type in Myrtle Creek in 1970, 1977 and 1990.

Table H-1

HOUSING MIX 1970 - 1990 City of Myrtle Creek

TYPE	1970		1977		1990	
	UNITS	(%)	UNITS	(%)	UNITS	(%)
Single Family	785	(88%)	972	(85%)	967	(81%)
Manufactured Homes	32	(4%)	34	(3%)	26	(2%)
Multi-Family	72	(8%)	139	(12%)	205	(17%)
TOTAL:	889		1,145		1,198	

Source: 1970 U. S. Census Report,
1977 URCOG Housing Survey,
1990 Land Use Survey.

Despite economic hardships during the past decade, the local housing vacancy rate has remained fairly close to the 4% to 5% averages reported at both the state and national levels. In 1980 the U. S. Census reported a vacancy rate in Myrtle Creek of 4%, while the 1990 Census showed only a slight increase to 5%.

The high cost of housing that is evident nationally is also apparent in Myrtle Creek, creating a financial burden for median and low income households. Using the national guide of buying a home that is no more than 2.5 times one's annual household income, it can be estimated that a 1980 income of \$21,800 was needed to purchase the average home in Douglas County costing \$54,500. Since the 1980 Census reported the median household income in Myrtle Creek to be \$16,694, the average home in Myrtle Creek would need to cost under \$42,000 to achieve a better balance between housing cost and income. The 1980 census also reported that 11.9% of the households in Myrtle Creek were spending over 35% of their income on housing.

The encouragement of a greater choice of economical, high quality housing through governmental subsidies was viewed as a possible solution to this situation. It should be noted that during the years 1973 to 1977, the Myrtle Creek/Tri City areas absorbed a disproportionately high share of all subsidized low income housing projects for the County. Table H-2 illustrates the number of fully or partially subsidized housing units in Myrtle Creek.

Although there are many areas of good quality housing in Myrtle Creek, incidents of substandard housing exist in the older city center and southern section of town. These are neighborhoods with frequent mixing of commercial and residential uses. Portions of these areas are also located in the floodplain. These conditions have tended to detract from home repair and accelerate neighborhood deterioration. Some portions of these neighborhoods have therefore been identified as suitable for conversion to commercial use over time.

Table H-2

SUBSIDIZED HOUSING UNITS IN MYRTLE CREEK

FARMERS HOME ADMINISTRATION:	162 owner-occupied single family units
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FARMERS HOME ADMINISTRATION:	42 multi-family rental units
HUD 236 PROGRAM:	24 units (Elderly & Family)
DOUGLAS COUNTY HOUSING AUTHORITY:	18 low income rental units
TOTAL	246 Units (20% of city housing stock)

Housing conditions were inventoried and census data utilized as an indication of overall structural soundness and housing adequacy. Housing included in the substandard categories had defects ranging from minor repairs that are greater than is generally included in regular home maintenance, to dilapidated housing beyond repair. Neighborhoods located near South Main Street, where Main Street crosses Myrtle Creek, were found to contain over 35% substandard housing units. A good portion of this area is in the floodplain and the existing older housing was built prior to any development standards.

housing needs

In order to ensure that the Myrtle Creek urban area will be able to provide sufficient housing to meet projected population growth, the number of future households must be projected. Projected households are determined by dividing the projected population by the assumed future average household size.

Based on past U.S. Census reports for Myrtle Creek, we know that the average household size in the community has been steadily decreasing over the past several decades, dropping from 3.1 persons per household in 1970, to 2.8 persons in 1980, and down further to an average of 2.6 persons in 1990. The historic trend suggests that projections based on an average household size of 2.5 persons over the twenty year planning period would be prudent. Table H-3 shows the number of households needed to accommodate future population projections based on the 2.5 persons per household figure.

Table H-3

**COMBINED POPULATION/HOUSEHOLD PROJECTIONS
Myrtle Creek / Tri City Urban Area**

1990 - 2010

AREA	1990		1995		2000		2005		2010	
	Pop.	Units	Pop.	Units	Pop.	Units	Pop.	Units	Pop.	Units
Myrtle Creek	3,030	1,198	3,427	1,371	3,838	1,535	4,298	1,720	4,815	1,926
N & S Myrtle	1,132	453	1,267	507	1,419	568	1,589	635	1,779	711
Tri City	3,780	1,512	4,235	1,694	4,743	1,897	5,313	2,125	5,935	2,374
Total Area	7,972	3,163	8,929	3,572	10,000	4,000	11,200	4,480	12,529	5,011

There are other factors beside population growth and household size that influence the number of new dwellings needed in the future. The local vacancy rate is one such factor.

A commonly accepted rule-of-thumb states that, given a balanced supply/demand market, the single-family vacancy rate will range between 1.75% and 2.0%, and the multi-family rate will range between 5.0% and 6.5%. While these rates will fluctuate over time in response to market factors, they are regarded as reliable for long range planning purposes. Based on currently available data for Myrtle Creek and other similar communities in Douglas County, a realistic estimate of the single-family vacancy rate is two percent, while the multi-family vacancy rate is five percent.

Another factor which must be considered when making housing need projections is the replacement rate. Each year a small, but significant, number of housing units are lost due to demolition, fire, or other causes. Some housing units are eliminated from the market because they are converted to other uses, such as commercial or storage. Other units are simply withdrawn from the market with no attempt made to rent or sell. The combined effect of these removals is a net loss in housing supply.

As a rule-of-thumb, the removal rate in most housing markets is one-half of one percent per year. The removal rate becomes greater during periods of substantial residential construction and conversely becomes smaller during periods of slow growth. In order to maintain a balanced housing market, each removal must be replaced, and therefore future housing need projections must include a replacement factor.

Table H-4 combines the basic household projections from Table H-3 with the additional units needed when the local vacancy rate and a local replacement factor are calculated.

Table H-4 ADJUSTED HOUSEHOLD NEED PROJECTIONS Myrtle Creek / Tri City Urban Area 1990 - 2010

Time Period	Population Increase	Household Size	Projected Starts	Vacancy Rate Adjustment	Annual Demo Replacement	Adjusted Housing Projections
1990-1995	957	2.5	383	11	9	403
1995-2000	1,071	2.5	428	13	11	452
2000-2005	1,200	2.5	480	14	12	506
2005-2010	1,329	2.5	531	16	13	560
TOTALS:	4,557	2.5	1,822	51	45	1,921

While projecting the community's future housing needs is an essential requisite to planning for residential growth, an understanding of the character or makeup of future housing is equally important. As we know, housing takes many forms; whether it be conventional single-family dwellings, manufactured houses, or the various types of multi-family dwellings. Each type of dwelling unit contributes to the urban area's overall housing needs, providing a range of opportunities for all income levels, preferences in lifestyle, and choice of location.

A housing attitudes survey conducted by the Umpqua Regional Council of Governments (URCOG) has revealed that about 86 percent of the population would prefer to live in a conventional single-family dwelling as opposed to other types of housing. Unfortunately, in today's housing market there is a wide gap between the kind of home people desire and the type of home they can afford to live in.

If we apply the standard rule-of-thumb which suggests that a family usually cannot purchase a home that is priced in excess of two and one-half times their annual household income, it becomes apparent that many families must choose a less costly alternative. In Myrtle Creek, where the estimated 1989 median household income was \$25,054, the average cost of a conventional single-family dwelling would have to be no more than \$62,635 in order to be generally accessible. The marked difference between what a conventional dwelling costs today, and what a family can afford to pay, illustrates why conventional houses are playing a smaller and smaller role in the overall housing market.

MANUFACTURED HOUSING

In the introduction to this Chapter, it was noted that all cities in Oregon, including Myrtle Creek, are required by state law to ensure that a sufficient amount of land has been designated and zoned to provide housing for people of all income levels. In the past, this requirement has been interpreted to mean conventional single-family dwellings on individual lots, as well as a variety of multi-family dwellings. In most communities, including Myrtle Creek, manufactured houses have traditionally been regarded as a component of the community's multi-family housing stock, and as such, they have been restricted to mobile home parks, or in a few instances, to mobile home subdivisions. Few opportunities have existed for manufactured houses to be located on individual lots in more traditional single-family zoning districts.

Because the cost of a conventional single-family house has risen beyond the means of more and more people, manufactured houses have become the only affordable option for many families who desire to own their own home. Yet, restrictive zoning codes have severely limited, and in some communities altogether eliminated, the opportunity to place manufactured houses on individual lots in single-family neighborhoods. In response to this growing problem, the 1989 Oregon Legislature enacted HB 2863 which requires all cities over 2,500 population to include within their urban growth boundaries, provisions to allow manufactured houses on individual lots in areas zoned for single-family residential use. The new law requires that such lots be in addition to lots within designated manufactured home subdivisions.

To comply with the law, Myrtle Creek's Comprehensive Plan has been amended during the 1990 Periodic Review to reflect the fact that manufactured houses are a legally recognized "needed housing" type. As such, the Plan recognizes manufactured houses as "single-family dwellings" and calculates the percentage of future single-family housing units that will be of the manufactured type. Within the Land Use & Urbanization Chapter of the Plan, specific areas within the UGB have been designated where manufactured houses are permitted on individual lots.

The amendment does not represent a change for those areas within the UGB that lie outside the city limits, as those unincorporated areas are subject to county zoning codes which make no distinction between manufactured houses and conventional houses when located on individual lots. Table H-4 shows how projected future housing needs have been allocated among the various residential types, including conventional single-family, manufactured single-family and multi-family dwellings.

HOUSING TRENDS IN TRI CITY

The unincorporated Tri City urban area has been one of the fastest growing residential communities in Douglas County during the past twenty-five years. A land use survey conducted in 1970 counted 587 dwelling units in the Tri City area, including 95 manufactured houses. By 1980, the number of dwelling units had almost doubled, reaching nearly 1,100. During this period, the number of manufactured houses in Tri City increased by over 200% as their number reached about 300. Although the present mix of housing types in Tri City is not precisely known, the 1990 U.S. Census reported a total of 1,453 dwellings of all types, representing an increase of 353 dwelling units, or 32 percent, since 1980. Based on service connection records, the Tri City Water District has reported that nearly 85 percent of these new housing starts occurred in just the last three years of the decade. According to the District's records, about 240, or some 80% of the 353 new dwellings, were manufactured houses.

These figures illustrate that the unincorporated Tri City urban area is presently adding to its single-family housing stock (and population) at a rate 35 times faster than is Myrtle Creek; yet a comparison between Myrtle Creek and Tri City reveals that most factors which influence people's decision regarding where they live are nearly the same. Both communities have nearly identical property tax rates; utility rates are about the same (though Tri City residents receive significantly fewer urban services for their tax dollars); and residential land costs are generally comparable (though land costs in Tri City have been rising at a faster rate than in Myrtle Creek).

All things considered, the primary determinate behind where people choose to live appears to be the fact that the vast majority of new homes today are of the manufactured type, which, as we know, have historically been excluded from the city of Myrtle Creek. These facts seem to suggest that an easing of zoning restrictions on manufactured housing in Myrtle Creek could have an immediate, if not dramatic, effect on the city's rate of growth.

Based on local, as well as county-wide, trends during the past decade, a breakdown of the urban area's future housing mix can be estimated and the number of dwellings within each type can be projected. Table H-5 projects future needed housing by type, based on the assumption that new housing starts will be 70 percent single-family (including both conventional and manufactured homes on individual lots), and 30 percent multi-family (apartments, duplexes, and mobile home parks). This assumption carries with it the necessity to closely monitor actual building trends in order that future changes in the housing market are provided for in the Comprehensive Plan.

Table H-5

PROJECTED HOUSING NEEDS BY TYPE
Myrtle Creek / Tri City Urban Area
1990 - 2010

Time Period	Adjusted Housing ¹ Projections	Conventional ² Single-Family	Manufactured ³ Single-Family	Multi- ⁴ Family
1990-1995	403	178	104	121
1995-2000	452	200	117	135
2000-2005	506	223	131	152
2005-2010	560	247	145	168
TOTAS:	1,921	848	497	576

1. Projections from table H-4.

2. 63% of all single-family housing starts.

3. 37% of all single-family housing starts.

4. 30% of all new dwelling units. Includes manufactured houses in parks.

In an attempt to upgrade the quality of existing residential development and locate new housing in areas that will be conducive to maintaining a high quality residential community, policies have been established which cover a range of programs. Although it is not considered feasible to implement all of these objectives at this time, they stand as a list of suggested methods of achieving the overall housing goals. In order to accommodate the trend towards new, and sometimes innovative, housing types and improve public acceptance in the community, specific construction and placement standards have been established. These standards are initiated as policies with principal focus on fire and life safety, energy conservation, soundness and stability. Other housing policies recognize the need to encourage a variation in housing design to better utilize areas with topographic constraints, such as excessive slopes and flood hazards. and to encourage energy conservation.

Of course there is no way to accurately predict just what will occur in the local housing market over the next 20-year period. Interest rates may go up or down, the gap between construction cost and income levels may continue to widen, and attitudes about life-style and dwelling preference may undergo dramatic changes for a variety of reasons. Despite all of these uncertainties, the basic need for shelter will continue to be of the highest priority.

LOCAL HOUSING POLICIES

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GOAL: TO PROVIDE FOR THE HOUSING NEEDS OF ALL MYRTLE CREEK CITIZENS OF THE MYRTLE CREEK/TRI CITY URBAN AREA

- (1) The development and maintenance of quality residential neighborhoods and sound housing shall be promoted through the adoption and enforcement of specific residential development standards.
- (2) New residential development shall be coordinated with the provision of an adequate level of services and facilities.
- (3) The zoning ordinances of the governing jurisdictions shall provide for density ranges which are consistent with the density categories established in the Comprehensive Plan.
- (4) In order to meet the need for a variety of housing types in price ranges commensurate with the desires and economic means of the community's residents the City, in coordination with Douglas County, shall ensure an adequate supply of land suitable for development which is zoned for low, medium and high density residential use. Determination of an adequate supply shall be based on at least three to five years projected demand. The City and County shall monitor and periodically analyze population projections and projected housing demand to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand.
- (5) Residential land use designations specified in the Comprehensive Plan within the City limits of Myrtle Creek shall be zoned in accordance with such designation. Residential land use designations outside the City limits shall be implemented in the manner prescribed by an Urban Growth Management Agreement jointly adopted by Douglas County and the City of Myrtle Creek.
- (6) In recognition of the need for a variety of housing types, the City and County zoning ordinances shall permit the placement of manufactured houses on individual lots within specified residential zones subject to the specific development standards of the governing jurisdiction. Site design, service requirements and other development standards shall be consistent with the requirements for conventional dwellings. Within the City of Myrtle Creek, the placement of manufactured houses on individual lots shall be limited those areas which have been identified with a "Mixed Housing" overlay designation on the City's land use and zoning maps. This policy is adopted in recognition of the fact that within the

unincorporated portion of the urban growth area, County zoning codes make no distinction between conventional site-built houses and manufactured houses when placed on individual lots within a residential zone.

(7) The City zoning ordinance shall provide for designated manufactured housing subdivisions within residential districts which have been identified on the zoning map by either a "Mixed Housing" or a "Manufactured Housing Subdivision" overlay designation. The zoning ordinance shall contain specific standards to assure that manufactured housing subdivisions will be developed in a manner which is well planned and harmonious with surrounding residential land uses.

(8) The City zoning ordinance shall provide for manufactured housing parks (mobile home parks) as a permitted use in the Medium Density (R-2) Residential zone. The zoning ordinance shall contain specific requirements to assure the manufactured housing park development will be well planned, internally consistent and harmonious with surrounding land uses.

(9) Owner-occupied multi-family dwellings shall be encouraged as an alternative housing option. The City zoning ordinance shall allow commonly accepted ownership patterns such as condominiums and owner-occupied townhouses as outright permitted uses in the Medium Density (R-2) and High Density (R-3) Residential zones.

(10) The City shall encourage and support incentive programs and awards programs designed to improve the appearance and livability of the community through the encouragement of home repair and property maintenances.

(11) The City shall maintain an up-to-date list of financial programs available to the residents for improvement, modernization and weatherization of their homes and shall develop a strategy for housing rehabilitation.

(12) The City shall periodically review, and amend as appropriate, its Dangerous Buildings ordinance (Ord. No. 255) to assure that the public health, safety and welfare are protected by enforcing the repair, demolition or removal of dangerous buildings.

(13) To better utilize lands with topographic constraints, the City's hillside development standards shall permit greater flexibility in street design, lot sizes and configurations, and shall encourage clustered development of attached and detached housing, provided that designated residential densities for the area are

not exceeded.

(14) The City shall cooperate with the Housing Authority of Douglas County, the Umpqua Regional Council of Governments, and other agencies to provide an adequate amount of State and Federally subsidized housing for low, moderate and fixed income families.

CHAPTER 10

PUBLIC FACILITIES AND SERVICES

SCOPE

An adequate level of community facilities and services is one of the amenities of living in a community such as Myrtle Creek. A major study of community facilities and services, whether provided by government agencies or by the private sector, and their ability to meet the needs of present and future residents was undertaken to support the interrelated policies and projections contained in this Plan. The Policies listed at the end of this Chapter are designed to implement Statewide Planning Goal 11 by providing for facility and service improvements which ensure that, as Myrtle Creek grows, facilities are extended in an orderly, efficient, and economical manner to the benefit of the whole community. The discussion of public facilities and services contained in this chapter of the Comprehensive Plan is restricted to the Myrtle Creek portion of the urban growth area. Douglas County has adopted a separate plan for the Tri City portion of the urban area. Entitled *Tri City Sewer, Water and Storm Drainage Study*, the May, 1990, plan provides a detailed review and analysis of public facilities in the unincorporated Tri City area and proposes a range of options for meeting the area's future facility needs. The study has been incorporated into the Comprehensive Plan by reference.

SANITARY SEWER SYSTEM

The City of Myrtle Creek provides sanitary sewer services composed of a collection system and a tertiary sewage treatment plant which is jointly owned with the Tri-City Sanitary Sewer District. Sewer service is available to all areas within the City limits and to most parts of the Tri City portion of the urban growth area.

New sewage treatment facilities were constructed in 1973 with a projected life of twenty (20) years or a capacity to accommodate a population of 10,000. The City has a waste discharge permit to discharge treated effluent into Myrtle Creek at its confluence with the South Umpqua River. The plant is presently capable of meeting the requirements of its waste discharge permit.

Due to the growth experienced in the early 1980's, particularly in the unincorporated area of Tri-City, expansion of the treatment facility may be required sooner than was originally anticipated. It is estimated that a population of approximately 7,000 is now

being served. An equitable plan for sewage treatment expansion costs and allocation of future capacity has been developed which allows for the continued development of each community. An agreement was signed in 1981 between the City of Myrtle Creek and the Tri City Sanitary District which puts the expansion plan into action when the sewer plant reaches 90-95% capacity.

The sewage collection system was initially constructed in 1948 and additions have evolved concurrently with development. This has resulted in areas where the sewer lines have not been oversized or planned to accommodate additional growth and must now be replaced. In order to avoid the recurrence of this situation, the size of future sewer extensions shall be considered prior to development. In the past few years, the City has elected to participate in the cost of oversizing a main when it has been determined that the main to be installed in a development will ultimately be needed to serve other development. Policies address continuance of this method of oversizing sewer mains.

A utility system study for the City of Myrtle Creek concluded that excessive inflow and infiltration (I/I) occurs in collection lines throughout the system. Due to this I/I problem, parts of the interceptor lines are occasionally overloaded and have no additional capacity. The City has begun a program of I/I corrections to resolve the problem and bring additional capacity to the sewage treatment plant. Additional I/I correction is included in the Capital Improvement Program. As of 1990, over 20,000 feet of I/I correction has been completed, with the majority of work concentrating on the northeast portion of town where the problem is most severe.

The collection system branches into two interceptors which follow development that has occurred to the north and east. System improvements along the eastern interceptor would be the most beneficial investment of capital improvement funds at this time in order to accommodate the growth anticipated in this larger area.

WATER SYSTEM

The City of Myrtle Creek provides water service to an allocated population of 3,799 persons. Peak daily use in 1990 is estimated at 308 GPCD (gallons per capita day). Myrtle Creek's main water source is the South Umpqua River. The City has a water right to this source for 3.0 cfs (1.94 mgd) with a priority date of June 20, 1947. This water right is prior to the 1958 and 1974 minimum flow requirements on the South Umpqua River established by the State Water Review Board and, to date, the City has not been impacted by minimum flow restrictions.

In addition to the river, the City has three water rights totaling 1.17 cfs on Harrison Young Creek, as well as several spring sources in the western headwater draws of Springbrook Road area, about two miles north of the City. The City currently receives 30 gallons per minute continuous flow and it is estimated that it could be increased to 60 gpm if the catchment works were improved.

Untreated water from the springs is presently piped to the treatment plant on the South Umpqua River and then distributed through the system. These transmission lines from the springs to the treatment plant are very old and in need of replacement, however, due to the distance covered and the hilly terrain, replacement would be extremely costly. Various alternative courses of action have been studied, resulting in a decision to construct a slow sand filter treatment plant in the Springbrook area to treat the spring water near its source. A small "pilot" sand filter has been installed on the site and is presently being monitored to assess the feasibility of constructing the proposed slow sand filter treatment plant. The existing Springbrook transmission lines will be re-routed to pipe the treated water directly into the distribution system at the north end of the City. A study will also be undertaken to determine if this alternate water source will eliminate the need for South Umpqua plant operation year round. Policies address protection and continued development of the water source in the Springbrook Road area.

Water service in the Tri City portion of the urban growth area is provided by the Tri City Water District. The District serves an allocated population of 2,975 persons and presently experiences a peak rate of 308 GPCD. The Tri City Water District has water rights on the South Umpqua River with priority dates of 1952, 1956, 1973 and 1979. In total, the Districts rights appear to provide an adequate supply to the area. To further enhance the ability of the City and the District to serve their respective service areas, an intergovernmental agreement has provided for an intertie to be constructed at the south city limits. The intertie is budgeted for construction in 1991.

The City of Myrtle Creek is in a good position to offer a continued supply of water to both its present and projected future population for many years to come. With the proposed development of the Springbrook source, supplies should be adequate well beyond the present twenty-year planning period. If additional water supplies are needed, the City also has the option of purchasing water from Galesville Dam operated by Douglas County.

The water treatment plant was constructed in 1965 with a design capacity of 2.4 cfs (1080 gpm). It is presently meeting the needs of an estimated 1,300 users (connections) within the City and an estimated 45 connections outside the City, but

within the UGB. The water treatment plant is expected to meet the needs of the city's projected population throughout the planning period.

The City has storage capacity for of 1.5 million gallons of treated water within its two steel reservoirs. The north reservoir is located at the western end of Heard Street and the south reservoir is located just outside the City limits on South Hill. Due to the elevation and placement of these reservoirs, the distribution system is limited to servicing development at or below the 760 foot contour without special pumping facilities. (See the Development Constraints Map in the Appendix for location of the 760 foot contour).

The City has historically grown in a northeasterly and southeasterly direction away from the storage tanks. The increasing distance reduces the static water pressure needed for both domestic service and adequate fire flows. A city utility systems study has determined that an additional storage tank or tanks will be necessary as growth continues to the north or east. Policies contained in the Comprehensive Plan address this recognized future need.

As with the sewer system, the water distribution system has evolved concurrently with development, resulting in inadequate pipe sizing in many areas that may need to be corrected. A policy addresses the need to program the construction of water facility extensions.

The adequacy of the water distribution system is a major factor in Myrtle Creek's municipal fire insurance rating and an acceptable level should be maintained as Myrtle Creek continues to grow.

STORM SEWER SYSTEM

Although not all areas of Myrtle Creek have underground storm drains, they all have some form of drainage. The City storm drainage system consists of an incomplete pipe system, open roadside ditches and natural drainage ways which adequately accommodate storm runoff. It has been determined that urban development accelerates storm water runoff; therefore, further development will only increase the need to develop an overall storm drainage plan and pipe system to dispose of storm water. It is already known that some existing storm lines will need to be enlarged to accommodate increasing runoff produced by urban development. In other areas, links between various parts of the system will need to be established in order for it to operate more efficiently.

Policies contained in this Chapter address the need to develop a city-wide Public Facilities Plan which includes a long-range plan for the underground storm drainage system. Policies contained in Chapter 13 address the storm drainage facilities in the Tri City Service District.

OTHER Public Utilities

Electric service throughout the urban area is provided by Pacific Power and Light Company which operates under a franchise to the City of Myrtle Creek. Electric service can be provided throughout the study area with underground as well as overhead lines.

Gas service is available from CP Natural Gas and telephone service is available from CP National Telephone (Alltel) The company also operates under a franchise to the City. They are capable of serving any customer in the area.

Cable television is available in Myrtle Creek and Tri City through Jones Intercable, Inc. Jones operates under a City franchise and is capable of providing service to the entire urban area.

Although all of the above utilities are provided within the unincorporated Tri City area, residents there do not receive the benefits of franchise fee payments which, during the 1989-90 budget year, produced more than \$77,000 for the residents of Myrtle Creek.

Law Enforcement

Police protection within the Myrtle Creek City limits is provided by the Myrtle Creek Police Department. In the unincorporated Tri City area, the Douglas County Sheriff's Department provides law enforcement services. The City of Myrtle Creek also maintains a kennel for local dog control.

Headquarters for the Myrtle Creek Police Department are centrally located in the City Hall complex on Pleasant Street. The Department operates with a staff of 8 sworn officers and 6 emergency service dispatchers who provide 24-hour service. The dispatch center for the Myrtle Creek Fire Department, the Tri-City Fire Department and the South Douglas County 9-1-1 Emergency System is housed in the Myrtle Creek facility and staffed by the City's Police Department.

The Myrtle Creek Municipal Court is located in the City Hall complex with the Judge convening court once a week. Jail facilities include security provisions for short term

holding of two male prisoners. Additional prisoners, including all women and juveniles, are transported to the Douglas County facility in Roseburg.

Fire Protection and Emergency Services

Fire protection needs for the City of Myrtle Creek and part of the unincorporated urban area are provided by a combined department consisting of the City of Myrtle Creek and the Myrtle Creek Rural Fire Districts. The department has 35 volunteer firemen including a volunteer Fire Chief and Assistant Fire Chief. As the City expands, facilities and manpower will be continually upgraded to ensure the safety and welfare of the community and to maintain the best possible fire insurance class.

The department has nine fire vehicles housed at the Fire Station in the City Hall complex and all volunteers have a Plectron Signal System provided by the department. The Myrtle Creek Fire Department maintains an inventory of sophisticated fire fighting and emergency equipment such as the "Jaws of Life", self-contained air masks, resuscitators, portable pumps and generators. The City has recently acquired vacant property on Riverside Drive where a new, and much larger, fire hall will be constructed.

Fire training is provided by the department with an average of 52 weekly drills conducted each year. In addition, the department has constructed their own fire training tower where special training classes are conducted under the guidance of the State Fire Marshal's Office.

Emergency medical treatment is provided by two privately operated ambulance services in the area and by the Myrtle Creek and Tri City Fire Departments. Presently there are three volunteer EMT's (Emergency Medical Technicians) on the Myrtle Creek Fire Department with additional volunteers continually receiving training.

A 9-1-1 emergency call system was installed in 1982 for the greater Myrtle Creek area. All emergency calls for the 863 telephone prefix area (which includes Tri-City and areas north of Myrtle Creek) are monitored and dispatched through the Myrtle Creek Police Department.

Health Care

Health and dental care is available locally. Umpqua Valley Community Hospital, which is located on Division Street in Myrtle Creek, is licensed for 24 beds and provides

obstetric care and minor surgery, as well as general medical care.

In addition to the hospital, pharmacy, ambulance and EMT needs are provided locally. More specialized medical care is available outside the community and there are two major hospitals located in Roseburg (17 miles to the north).

School System

All schools in the Myrtle Creek/Tri City urban area are within South Umpqua School District No. 19. The Elementary and Junior High Schools (grades K-8) are located on 29 acres in the northeast portion of the City on Division Street. Grades 9 through 12 attend South Umpqua High School in Tri-City. All schools are served by a privately operated bus system under contract with the School District.

Enrollment has fluctuated over the years but the overall effect has been an increase in enrollment. Combined enrollment from Myrtle Creek Elementary, Coffenberry Junior High and South Umpqua High School during the period from 1980 to 1989 has varied from a low of 1,431 students to a high of 1,641. Student/teacher ratios throughout the district (as of May, 1989) averaged about 14 to 1. It is generally acknowledged that the district's facilities are reaching capacity and an evaluation of the system's future needs has been undertaken.

Library

The Myrtle Creek Library is a branch of the Douglas County Library System. The facility was constructed in 1976 and has a capacity for 12,000 books. In addition, it maintains an extensive collection of periodicals, phonograph records, films, audio and video tapes and fine art prints, all of which are available for loan. Circulation has increased over the last several years from about 17,000 items in 1974 to over 40,000 in 1990. The library is located on Division Street near the municipal pool. The City furnishes and maintains the building while the County provides the books and staff. The library is open 40 hours a week.

PARKS AND OTHER RECREATIONAL OPPORTUNITIES

The City maintains several parks, a municipal swimming pool and a community center. Further information on these facilities can be found in Chapter 6, "Recreational

Opportunities".

Street Lighting

Street lights maintained by the City exist throughout Myrtle Creek although concentrations vary between neighborhoods. The high activity commercial areas are generally the best lighted. This is an important factor in reducing vandalism and other security problems. New subdivisions and multi-family developments are generally more uniformly lighted than older residential areas. Street lighting on major streets which have higher volumes of vehicular traffic and pedestrian movement is often insufficient.

In early 1989, Pacific Power and Light conducted a study of the City's street lighting system and prepared a master plan to extend and modernize the system. The study suggests a general need for increased illumination in all parts of the City and a conversion of existing lighting units to high pressure sodium vapor lights. The master street lighting plan calls for adding 171 new lighting units, retaining 156 existing lights and removing 25 unneeded or redundant lights. The proposed improvements will provide approximately twice as much light as the present system. Recognizing the cost of these changes, it is planned to spread the new light installations over a five to seven year period, giving precedence to the commercial intersections which the plan identified as high priority.

SOLID WASTE DISPOSAL

Douglas County operates a three-container solid waste transfer site adjacent to the northwest city limits on Dole Road. The facility is adequate to handle current amounts of solid waste and its capacity can be expanded easily by adding more transfer containers. Douglas County is responsible for transferring the waste to the central landfill near Roseburg. Garbage collection service in the City and surrounding area is provided by the South Umpqua Disposal Company based in the Tri City area.

CONCLUSION

The City of Myrtle Creek will not approve development that does not have adequate services. If installation or upgrading of service lines are necessary, the City and the developer must work out an agreement for provision of services before a development is approved or undertaken.

In reviewing this Chapter, it is evident that the majority of community facilities and services are sufficient to meet future population demands, with the exception that attention must be given to upgrading or expanding the water storage and distribution system and the sewer treatment plant and collection system. Policies address a desire to maintain the level of services now provided to City residents and to keep pace with growth by developing a Public Facilities Plan.

local policies for

PUBLIC FACILITIES AND SERVICES

GOAL: TO PLAN AND DEVELOP A TIMELY, ORDERLY AND EFFICIENT ARRANGEMENT OF PUBLIC FACILITIES AND SERVICES WHICH SERVE AS A FRAMEWORK FOR FUTURE DEVELOPMENT.

- (1) A Public Facilities Plan shall be developed to ensure that the extension of public facilities and services occurs in an orderly, efficient and economical manner and to ensure that any expansion of facilities is consistent with the land use plan.
- (2) Pipe sizing for the water and sewer distribution systems shall be evaluated as development occurs to determine the demands of anticipated growth and future fire flow needs. The City may participate in the cost of improving the distribution systems above the level that would ordinarily be required in order to accommodate such future needs.
- (3) All public facilities provided to new development in the City shall be placed underground, unless such measures are shown to be unfeasible. The City shall work with Douglas County to develop compatible facility standards within the Urban Growth Boundary.
- (4) It shall be the policy of the City to have future utility lines placed underground where ever practical; therefore, the City's Public Facilities Plan shall make provision for such policy.

SANITARY AND STORM SEWER SYSTEM:

- (5) The Public Facilities Plan shall ensure that Myrtle Creek is provided with a sanitary and storm sewer system which meets current health and safety standards.
- (6) All new development within the City needing sewage disposal shall connect to the City sewer system.
- (7) Prior to development approval and actual property excavation, storm water drainage plans shall be submitted and approved by the City.
- (8) In order to accommodate additional development, inflow and infiltration problems shall be reduced and the existing sewage collection system shall continue to be upgraded.
- (9) The City shall initiate a study to determine the best methods of storm water disposal and shall develop standards to efficiently dispose of storm water. All new development shall be designed in such a way as to tie in with the existing system when ever practical.
- (10) Implementation of the agreement between the City of Myrtle Creek and the Tri City Sanitary District for cost sharing and expansion of the Sewer Treatment Plant shall be continued.
- (11) Plans for public road improvements shall include storm drainage systems which shall be integrated with existing systems and patterns in the affected area.

WATER SERVICE AND FIRE PROTECTION:

- (12) The Public Facilities Plan shall ensure that Myrtle Creek is provided with a year-round water supply which meets the needs of present and future populations.
- (13) To accommodate projected growth, the need for additional treated water storage and pumping facilities shall be included in the Public Facilities Plan.
- (14) All new development within the City needing domestic water supply shall connect to the City water system.
- (15) The City of Myrtle Creek shall cooperate with Tri City Water District on the

maintenance of the emergency water-intertie between the water distribution systems of Myrtle Creek and Tri-City.

(16) Future sites for locating water storage reservoirs should be identified and protected against irreversible loss.

(17) The spring sources in the western draws of the Springbrook area shall be improved and maintained as an important future water source for the City.

(18) The City water system does not pressurize above the 760' elevation; therefore, persons requesting water service above the 760 foot contour shall be responsible for providing the system improvements necessary to assure adequate water pressure and fire flow.

OTHER SERVICES:

(19) The present level of police and fire protection, library, health and education and other community services should be maintained and the development of additional facilities shall be encouraged.

(20) A street lighting improvement plan shall be included in the Public Facilities Plan.

(21) The City shall further the joint participation of Myrtle Creek and Douglas County in developing a water impoundment project to benefit the Myrtle Creek/Tri City urban area.

CHAPTER 11

TRANSPORTATION

SCOPE

The integration of transportation systems and land use in planning for Myrtle Creek's anticipated growth can benefit many aspects of life in the Myrtle Creek area.

Transportation systems are both a product of and a determining factor in land use. Their interrelation has an effect on the appropriate location of many land uses which in turn affects the local and regional economy and general desirability of Myrtle Creek as a comfortable residential community.

This Chapter considers all modes of private and public transportation appropriate to the Myrtle Creek area, including automobile, bicycle, pedestrian, rail, bus and air and is intended to implement Statewide Planning Goal 12.

Policies recognize the need for an in depth study of the Myrtle Creek transportation network as well as specific suggestions for immediate improvement and enhancement of the system. Planning for an integrated transportation system will also reduce energy consumption.

VEHICULAR TRAVEL & STREET NETWORK

The road and street network necessary to accommodate the automobile, the major mode of local and long distance transportation, has long dominated urban land use and the rural landscape. It is important that provisions for an adequate street and road network be an integral part of planning for future growth in Myrtle Creek. It will be necessary to improve certain roads and streets to accommodate increased traffic volumes and improve circulation patterns within and through the City. There also is a need for planning and locating streets in a predetermined pattern as Myrtle Creek grows, so as to be compatible with the existing network.

There are three basic types of streets within the City network, each serving a different purpose and designed to handle different capacities. These are arterials, collectors and local streets. This street network describes how various streets function without regard to their design or condition.

The primary purpose of arterial streets is to move traffic through the City. In the case of Myrtle Creek, they are interconnected with County and Interstate highway systems. Arterial streets should be designed and designated to handle a concentration of through traffic and high traffic volumes. Myrtle Creek's arterial streets carry traffic ranging from 4,000 and 11,000 vehicles daily. They include Main Street (Old Pacific Highway - formerly State Highway 99), Riverside Drive, Division Street, North Myrtle Road (County Road #15), Third Avenue and Dole Road (County Road #14).

Collector streets are those streets that collect and disperse traffic throughout the City. They generally penetrate neighborhoods and distribute traffic from arterials to the ultimate destination. Most of Myrtle Creek's collector streets carry between 1,500 and 3,000 vehicles daily. Collector streets include Johnson Street, Spruce Avenue, portions of Rice Street and Orchard Drive, Neal Lane, Simpson Lane, Madrona Drive, Laurance Street, Douglas Avenue and portions of Leon Avenue, First Avenue, Second Avenue, Fourth Avenue and Chestnut Avenue.

Local streets include all other developed streets within the City and are intended primarily to provide direct access to property. Myrtle Creek also has some undeveloped streets. For a number of years a few platted streets have existed which were never developed. These generally appear on maps as "non-existent" or are indicated by a dashed line. These streets are not presently needed for access, however, many have lots fronting on them. Therefore, there are no plans to vacate these non-existent streets.

As a City evolves, circulation patterns may need to be altered to accommodate new growth and increased traffic over the original street design capacity. Problems arise when streets not intended for urban use become incorporated into the City street system without the necessary alterations. Circulation patterns may change and streets not designed for heavy use may become overloaded with increased traffic. Some existing traffic problems in Myrtle Creek are attributable to the evolution of the City and depict historic growth.

Principal access to the City from the north is from Interstate 5, which is served by the South Umpqua River bridge, a two-lane bridge constructed in 1927. The bridge is a part of the older Pacific Highway (State Route 99) which served as the major traffic link from California to the Northwest. As Old Pacific Highway passes through Myrtle Creek it performs a dual role, being both an arterial highway and Main Street, a major shopping street of the downtown central business district. Traffic and pedestrian problems exist because of this dual role.

The diagonal orientation of the streets in the downtown area is a product of the original

town plat of the 1890's. As Myrtle Creek grew, the gridiron pattern was retained but altered to a north/south, east/west orientation producing a number of odd angled intersections at the fringe of the original townsite. These occur primarily on First, Second, Third and Fourth Avenues and intersecting streets. There is some confusion over the circulation pattern along these streets as all function as a link between the arterials of Division Street and Main Street. For the purposes of this Plan, Third Avenue has been classified as the arterial because it is a truck route (County Road #15) and has a wider paved surface than First, Second or Fourth Avenues. First Avenue, which could be considered an arterial, suffers from inadequate right-of-way at its intersection with Division Street in addition to other limitations. Acquisition of this right-of-way is obstructed by the location of existing homes. A future placement of a traffic signal at one of these Main Street intersections or a straightening of the curve in Main Street at the entrance to town may effectively alter the traffic pattern in the downtown area.

Many of Myrtle Creek's arterial and collector streets were designed as rural county roads and although they have been absorbed by the expanding City, they have not been upgraded to urban standards. These roads are narrow with limited shoulders and lack provisions for pedestrian or bicycle travel. They carry large volumes of traffic and future traffic predictions indicate that volumes will increase as the City expands and rural development continues.

Old Pacific Highway is an additional site of conflict as it plays a dual role. It functions as both an arterial highway link between Tri City and the Myrtle Creek freeway access and as Main Street, a major shopping street within Myrtle Creek's Central Business District. Proposals contained in the Douglas County Comprehensive Plan to develop an alternate north/south route and additional freeway access may lessen some of this congestion on Main Street. Transportation policies support these proposals in addition to adopting a Future Street Plan for Myrtle Creek which ties into the Tri City Street Plan developed by Douglas County. The overall goal is to alleviate existing inefficient or hazardous situations and to encourage the creation of an improved vehicular system that is safe, efficient and economical.

More recently developed local streets are examples of methods to control traffic circulation by street design. Cul-de-sac streets prevent through traffic in residential areas while curvilinear streets usually inhibit rapid through travel. The Future Street Plan emphasizes a planned extension of arterial and collector streets which will provide a framework for future cul-de-sac's and other local streets developed to access new subdivisions. As growth occurs, certain streets in this Future Street Plan may need to be upgraded to arterial or collector status to accommodate increased traffic.

STREET CONDITIONS

Street conditions are a product of the original design, quality of construction, construction materials, amount of use and degree of maintenance. The condition of streets in Myrtle Creek has been rated by field inspection and divided into three categories. The criteria for rating them included comparison to urban street standards, such as adequate width, curb or curb and gutter, adequate paving material, provision for drainage, and, to a lesser degree, the condition of the street in relation to the function (arterial, collector or local street status).

Streets rated "good" have curbs or curbs and gutters, are constructed of asbestos-concrete paving and are in good to fair condition. Streets receiving a "fair" rating may have curbs or curbs and gutters. The paving material is either of asbestos-concrete or an oil-mat finish in fair to poor condition. Streets of widths inadequate to serve their functions are also rated fair, as in the case of older County roads used a urban streets. Streets given a "poor" rating have inadequate surfacing in poor condition and are of inadequate widths. A map depicting these ratings can be found in the Support Document.

Problems occur when arterials and collectors necessary to carry large volumes of traffic are in less than good condition. The two main arterials of Main Street and Riverside Drive, which were previously considered in substandard condition, have been widened and improved in recent years. The only other arterial street now considered substandard is the portion of Division Street east of its junction with North Myrtle Road. Collectors rated substandard by the same criteria are Spruce Avenue, Rice Street, Orchard Drive, Madrona Drive, portions of Neal Lane, portions of Laurance Street, portions of Simpson Lane, portions of Douglas Avenue and Chestnut Avenue.

Improvement of these substandard arterial and collector streets will be scheduled for improvement and prioritized on a "worst-first" basis in the Public Facilities Plan. It is the present policy of the City to improve arterial and collector streets from the Street Fund, however, local streets must be improved by the abutting property owners through the formation of a Local Improvement District.

TRAFFIC VOLUMES

A planning consideration that is inseparable from circulation patterns and street conditions is that of traffic volumes. Traffic volume information is an integral part of

determining the function of various streets as well as helping to determine which streets are used beyond their design and condition capacity.

Traffic counts for the Comprehensive Plan were taken during the Spring of 1977 at 25 locations in and around Myrtle Creek. This information has been depicted on maps contained in the Support Document showing the average daily traffic (ADT) counts and their locations. More recent traffic counts at individual intersections at various locations show no significant change in the overall pattern.

The greatest volume of traffic travels on Main Street between Interstate 5, Exit 108, and the southern City limits. There is a greater volume of traffic at the southern City limits than at the west entrance to town. This would suggest that residents of Tri City and areas south travel to Myrtle Creek to shop because of its concentration of stores and services not available in the Tri City area. Residents of Myrtle Creek also use this route to travel to jobs located in the industrial areas of Riddle (south of Myrtle Creek).

Although many of these trips to and from Tri City originate or terminate in Myrtle Creek, there is a large volume of traffic crossing the Myrtle Creek/South Umpqua River bridge at I-5 exit 108. The nearest alternate freeway access is located approximately 6 miles south (exit 103). This means that as well as providing freeway access to the City of Myrtle Creek, Old Pacific Highway and the South Umpqua River bridge must also provide access to much of the growing Tri City area as well as surrounding rural lands.

The intersection of Riverside Drive and Main Street continues to receive the highest counts. Traffic volume information also indicates that First, Second and Third Avenues are all used as links between Main Street and Division Street. Third Avenue carries the greatest volume, but First and Second Avenues each carry a considerable amount of traffic. A Traffic Signal Study conducted by Douglas County in 1988 at the intersection of First and Main indicates a flow of nearly 10,000 vehicles during a 16 hour period. Some of the traffic on First Avenue is attributable to the location of the Post Office (1/2 block off of First), but field observation notes considerable traffic entering Division Street from First Avenue, indicating that the Post Office is not the only destination generating traffic on First Avenue.

All of the intersections along Main Street are uncontrolled (except for 1 way stop signs) and it appears that a traffic control signal on Main Street may be justified in the near future. It is predicted that a signal light in the downtown area would also reduce the congestion occurring at the intersection of Main Street and Riverside Drive. This is an uncontrolled intersection of two main arterial routes that has high traffic volumes compounded by poor street alignment.

Considerable traffic volumes occur on Division Street with the greatest count occurring in front of the Myrtle Creek Elementary School. This traffic disperses north to North Myrtle Road, east along Division Street to South Myrtle Road and Neal Lane, south and west along Division Street to various collectors (First, Second, Third, Spruce and Chestnut Avenues). The Future Street Plan recognizes a need for an additional north/south collector to link Division Street with Riverside Drive and alleviate congestion near the school. Spruce Avenue has been identified as the most feasible location for a bridge across the creek to make the connection to the arterial of Riverside Drive, therefore, policies address acquiring the necessary right-of-way to extend Spruce Avenue.

PEDESTRIAN TRAVEL

Sidewalks are located randomly throughout Myrtle Creek with concentrations located downtown and in new subdivisions. As the Subdivision Ordinance now requires developers to provide sidewalks, there are continuous sidewalks in all subdivisions approved after 1975. These sidewalks are often isolated and not part of a sidewalk network. A Public Facilities Plan must be developed to link short sections of sidewalks occurring throughout the City with the more fully developed neighborhoods.

BICYCLE TRAVEL

There are few existing bikeways within the City of Myrtle Creek. Bicycles as a means of transportation, for the most part, must use the limited sidewalks provided for pedestrian travel or compete for space on streets and roadways. This can create hazards on narrow or busy streets for riders, pedestrians and motorists. Policies address developing a Bikeway Plan which will eventually connect the existing bike paths on Main Street and Riverside Drive with the parks, schools and developing neighborhoods.

PUBLIC TRANSPORTATION

Public transportation and limited freight service is provided to Myrtle Creek by the Greyhound Bus Company and two privately operated taxi services. Policies address their continued use and development.

Transportation for senior citizens is provided by a van operated by the "Program on Aging" and sponsored by Douglas County and many local communities, including Myrtle Creek. Service is provided for shopping locally with regularly scheduled trips

coordinated with a senior citizen's lunch program. Trips are also available to Roseburg on a weekly basis.

AIRPORT FACILITIES

The nearest airport facility is located approximately 3 miles south of the City, in the unincorporated Tri City area. Access is by way of a frontage road paralleling Interstate 5. Small planes are accommodated by a 2600 foot runway and several small hangers. A number of small private planes are based at the airport. In 1988, operation and ownership of this airport was transferred from the State of Oregon Aeronautics Division to the City of Myrtle Creek and the name was changed to the Myrtle Creek Municipal Airport. The "Five Year Improvement Plan" developed by the State Aeronautics Division has been adopted by the City as an airport expansion plan. An Airport Advisory Committee has been organized to promote expansion and development of the airport and policies address the continued growth of the airport and its inclusion in the Myrtle Creek/Douglas County Urban Growth Area Management Agreement as an "Area of Mutual Interest".

There is an airport in Roseburg, 20 miles north, however, at present there is no regularly scheduled air service available. Residents must commute to Eugene or Medford for commercial airline service.

RAILROAD

The Southern Pacific Railroad passes through Myrtle Creek near the east bank of the South Umpqua River. There is no depot nor any regular stops. There are presently no known products imported to or exported from Myrtle Creek by rail and there is no longer passenger service provided by rail along this route.

TRUCK AND PARCEL TRANSPORT

Several major trucking firms service the Myrtle Creek area including I-5, Delta, ONC and Pacific Motor Trucking Company. They transport general merchandise inter and intra state. They are not involved in product export from Myrtle Creek.

United Parcel Service and other carriers provide service in the Myrtle Creek area and there are a few small parts suppliers who export products from Myrtle Creek through these

services.

conclusion

If the Myrtle Creek/Tri City urban area is to continue to grow in an orderly and efficient manner, existing transportation systems and facilities must be well maintained and new streets and systems planned. Capital improvement costs are certain to continue their rapid rise in the future and a well coordinated construction program will be an inescapable prerequisite to future growth.

LOCAL TRANSPORTATION policies

GOAL: TO PROVIDE AND ENCOURAGE A SAFE, CONVENIENT AND ECONOMIC TRANSPORTATION SYSTEM.

- (1) To promote a safe, efficient, and economical overall transportation circulation system both within and throughout Myrtle Creek, a Future Street Plan shall be adopted which includes provisions for automobile, pedestrian and bicycle travel. The Future Street Plan shall be review and updated during Periodic Review, or more frequently, if needed.
- (2) A study of circulation patterns shall be undertaken to develop the Future Street Plan which shall include actual traffic counts.
- (3) All land division which is contiguous to streets proposed by the Future Street Plan shall incorporate within the development design street alignments consistent with the objectives of the Future Street Plan.
- (4) Standards shall be adopted for graduated street and right-of-way widths for local, collector and arterial streets within the circulation pattern.
- (5) Restrict direct residential vehicular access onto existing arterial streets and discourage access onto collector streets thru the use of side streets or service roads.

- (6) Restrict direct residential vehicular access onto all new arterial and collectors streets, wherever feasible.
- (7) Encourage the combining of access drives into commercial and industrial development and restrict additional access on to Main Street, wherever feasible.
- (8) Arterial and collectors streets shall be extended into developing areas in such a way as to be compatible with the existing street network. The Future Street Plan shall be the guideline utilized when reviewing and approving subdivisions and other development.
- (9) Cul-de-sac's shall be discouraged from developing directly off of arterial roads and encouraged to feed into internal collectors. Creation of cul-de-sac's with the potential to serve 20 or more lots shall be avoided.
- (10) Future development north of Lillian Street should have a street network that ties into North Myrtle Avenue rather than Lillian Street or Spruce Avenue to divert traffic away from the school grounds.
- (11) Require adequate right-of-way dedication along existing roads prior to land division, development and/or annexation.
- (12) Request Douglas County to acquire right-of-way dedication in accordance with City standards prior to approval of development within the Myrtle Creek Urban Growth Boundary and consistent with the Urban Growth Management Agreement.
- (13) Continue the development of off-street public parking areas in the Central Business District.
- (14) Support Federal and State improvements to the existing I-5 interchange and access at Myrtle Creek Exit 108.
- (15) Support the development of additional freeway access to the Myrtle Creek/ Tri City corridor by the connection of Pacific Highway to the Weaver Road exit (Exit 106).
- (16) Develop a street upgrading priority schedule based on a sufficiency rating to be included in a Public Facilities Plan.
- (17) Encourage landscaping along arterials to improve the overall visual

appearance, especially at the west entrance to Myrtle Creek.

- (18) Encourage economic development which provides local employment, thereby reducing commuter traffic.
- (19) Develop a bike/trail system linking the parks and schools with residential areas and acquire right-of-way, as needed, prior to development of abutting property.
- (20) Work with Douglas County in the development of a bicycle route along Dole Road extending through Round Prairie to Winston.
- (21) Initiate a study of sidewalk needs and develop a priority schedule for sidewalk improvements to be included in a capital improvement program.
- (22) Continue to support volunteer programs for transportation of the elderly and the disabled.
- (23) Encourage the continuation of commercial bus service to Myrtle Creek and support development of a local bus service system and other transportation alternatives.
- (24) Initiate a study to identify areas used for carpool parking and investigate the potential of increasing usage by providing lighting, parking signs and/or police patrolling.
- (25) Recognizing that the Myrtle Creek Municipal Airport is a regional asset, the City shall encourage acquisition of additional land for runway expansion, support development of hanger facilities and a fixed based operator, promote development on adjacent industrial land and explore the feasibility of developing the floodplain area for recreational use.
- (26) The Five Year Improvement Plan developed by the State Aeronautics Division shall be adopted by the City as the Capital Improvement Plan for the Myrtle Creek Municipal Airport until a new Master Plan can be developed.
- (27) The City shall adopt a Master Plan for development of improvements to the Myrtle Creek Municipal Airport that includes a strategy for funding.
- (28) Conservation of energy shall be considered in the development of

transportation and street plans.

(29) Improvements to existing local streets shall be shared by abutting property owners through the formation of Local Improvement Districts. Grants and other funding methods shall be utilized to improve collector and arterial streets. Improvement of streets and sidewalks in new developments shall be borne by the developer, however, the City may participate in the development if any arterial or collector streets are included in the development.

(30) Development of a bridge over North Myrtle Creek at the south end of Spruce Avenue should be encouraged to connect Spruce to Riverside Drive, thereby providing a second north/south collector for the east side of the City.

(31) Commercial and industrial land uses should be located on and adjacent to arterials and major collectors, wherever possible.

(32) The evaluation of all proposed plan amendments within the Urban Growth Boundary should include an assessment of the effect of the amendments on circulation in and through the Myrtle Creek area.

(33) Encourage the county to straighten the reverse curve on Main Street at the west entrance to town and correct the intersection with Dole Road.

(34) Support the Douglas County plan for an alternate north/south arterial route through Tri City to Myrtle Creek.

(35) Encourage Douglas County to develop sidewalks, bike paths and turn lanes along Pacific Highway in the unincorporated area south of Myrtle Creek.

(36) The City shall actively pursue the acquisition of right-of-way for collector and arterial streets of inadequate width or lengths.

(37) Prior to the next Periodic Review, the City shall develop a policy regarding improvements to and vacation of alleys.

(38) The City shall support preservation and use of the existing railroad system and encourage improvements that could benefit potential industrial development.

CHAPTER 12

ENERGY CONSERVATION

SCOPE

This Chapter discusses the City's commitment to energy conservation and establishes policies implementing Statewide Planning Goal #13.

ENERGY RESOURCES

No significant energy resources have been identified within the Myrtle Creek/Tri City urban area other than the natural resources of sun and wind. The City will encourage conservation of energy resources by adopting policies within the Comprehensive Plan, where applicable, and will encourage development of non-polluting energy sources.

ENERGY CONSERVATION

The desire for energy conservation has been acknowledged and will be achieved through a variety of policies. Policies addressing land use have been designed in the spirit of promoting efficient land development patterns essential to a program of energy conservation. Other policies address the planting of trees and other landscaping for shading and for screening between uses for all multi-family, commercial and industrial development. In addition, energy efficient designs for residential subdivisions will be encouraged through the use of regulatory incentives.

Transportation policies have been formulated to encourage alternative and supplemental ways to travel which also should have beneficial energy consequences. These include bikeway proposals and programs aimed at supporting such aspects as public transportation, car pooling, and volunteer programs for the transportation disadvantaged. There are also policies included in the Housing Element intended to promote modernization and insulation of Myrtle Creek housing to conserve energy used for heating and cooling.

Local ENERGY CONSERVATION

policies

GOAL: TO MAXIMIZE THE CONSERVATION AND EFFICIENT UTILIZATION OF BOTH RENEWABLE AND NONRENEWABLE ENERGY WITHIN THE FRAMEWORK OF SOUND LAND USE AND ECONOMIC PRINCIPLES.

- (1) The City shall make energy conservation and waste reduction a regular practice in purchasing, operating and maintaining its buildings, vehicles, equipment and facilities, as well as take advantage of renewable energy resource opportunities.
- (2) The City shall encourage residents and businesses to take action to conserve energy and use renewable energy resources. The City's efforts shall be coordinated with those of utilities, State and Federal agencies, and other organizations.
- (3) Development standards in the City shall promote solar access and energy efficient design and new construction shall be encouraged to provide for the retention of energy through the use of insulation, roof overhangs and trees for shading.
- (4) The efficient consumption of energy shall be considered when utilizing natural resources.
- (5) The City shall support County efforts to enhance recycling opportunities at the solid waste transfer site north of town and shall encourage individual recycling efforts.
- (6) The City shall negotiate, at franchise renewal, with the garbage collection service for inclusion of curbside recycling in the services provided.
- (7) The development of transportation alternatives, i.e., bike paths, shall be promoted.

CHAPTER 13

TRI CITY SERVICE DISTRICTS

INTRODUCTION

This Chapter applies specifically to the unincorporated Tri City urban area immediately south of the City of Myrtle Creek which has been defined as being "irrevocably committed to urban uses" by the Douglas County Comprehensive Plan. The area is further defined as those lands presently within the Tri City Water District and the Tri City Sewer District.

As stated in the Land Use and Urbanization Chapter, one of the major aspects of the 1990 Periodic Review of Myrtle Creek's Comprehensive Plan was a major amendment of the urban growth boundary to include the Tri City urban area. To help facilitate this major UGB amendment, Myrtle Creek and Douglas County jointly agreed that the County will retain full planning jurisdiction within the Tri City portion of the boundary.

As a consequence of the intergovernmental agreement between the City and Douglas County, the Tri City Comprehensive Plan was incorporated into the Myrtle Creek Comprehensive Plan by reference during the Periodic Review update; however, all land use and urbanization policies, land use designations, residential density standards, zoning regulations, etc., remain unaffected by the UGB amendment.

The intent of this Chapter, then, is simply to describe important land use factors and issues particularly affecting development in the Tri City Service Districts and to provide a ready reference to those citizens interested in Comprehensive Plan provisions specific to the Tri City portion of the urban growth area. Where environmental, economic, transportation and housing concerns unique to the Tri City area have been identified, they are discussed here to the degree necessary; elements of the Myrtle Creek Comprehensive Plan and the Douglas County Comprehensive Plan have been referenced for supporting data and policy direction when applicable. Where a particular topic or goal has not been discussed in this Chapter, it may be assumed that it has been discussed in sufficient detail within specific elements of the Douglas County Comprehensive Plan to make repetition here unnecessary.

ENVIRONMENTAL FACTORS

SOILS:

Soils within the Tri City Urban Area are of three general types: fertile alluvial soil adjacent to the South Umpqua River and in areas subject to flooding; old terrace soils which were deposited on ancient floodplains and are less fertile than alluvial soils; and the upland soils which exist on steep slopes in the area.

SLOPE:

The Tri City Service District comprises a relatively narrow valley formed by the South Umpqua River on the west and by relatively steep mountains to the east. Approximately 72 acres of land within the Urban Area consist of land with slopes in excess of 25%. This land is often subject to slow earth flows and erosion, requiring additional engineering and construction techniques when developed for residential use. Forty-eight of these acres have been designed for low density residential use while 24 are in public usage.

HABITAT:

The South Umpqua River and riparian strips along its banks serve as a major habitat area for quail, water fowl, non-game species and fish. These habitats have been affected by several types of non-point pollution problems including stream bank erosions, sedimentation, excessive water withdrawal and elevated water temperatures.

FLOODING:

The South Umpqua River has an average annual runoff of 2,105,000 acre feet with 22% of this runoff occurring in the month of January and only 1% occurring during the months of August and September. The river experiences relatively frequent flooding. The Tri City Urban Area contains approximately 156 acres of land within the 100 year floodplain. Of this floodplain area, 74 acres are classified as being located within the floodway while 82 acres are within the flood fringe. Development within these areas is regulated by County ordinance to ensure certain minimum safety standards are met.

OTHER HAZARDS:

No other natural hazard areas have been specifically identified in Tri City. For additional information regarding hazards affecting the unincorporated areas of Douglas County, the Air, Noise and Land Quality element of the County Comprehensive Plan should be consulted.

WATER RESOURCE:

The relatively low river flow in the summer months also coincides with peak water demand. This has resulted in the need for voluntary water conservation during low flow periods.

NOTE:

Additional information regarding wildlife, energy sources, open space, scenic and historic areas and natural resources within and/or affecting Tri City is contained within the Natural Features Element and Cultural and Historic Resources Element of the Douglas County Comprehensive Plan.

AIR, LAND AND WATER RESOURCES QUALITY

Detailed information and specific findings and policies regarding air, land and water resources quality in Tri City is contained within the Air, Noise and Land Resources Quality and the Water Resources elements of the Douglas County Comprehensive Plan.

PUBLIC FACILITIES AND SERVICES

SANITARY SYSTEM:

The Tri City Water and Sanitary Districts serve the area with these services. The Sanitary District jointly owns with Myrtle Creek a sewage treatment plant which was completed in 1975. This plant has a capacity sufficient to service 10,000 persons. This is considered adequate for the projected year 2010 population of the area. The District discharges effluent into the South Umpqua River. This discharge presently meets State minimum standards.

WATER SYSTEM:

The Water District provides water to local residents from the South Umpqua River. This water is pumped and treated by a new facility completed in 1980. The District has two water rights totaling 4.425 cfs. This is more than adequate to satisfy all future demand at times of normal river flow. At times of low river flow, the effective supply of water is 1.0 cfs. In that the District is obligated to provide water only for domestic use and not outside use or fire protection, this supply is considered adequate to serve the year 2010 population.

RECREATIONAL FACILITIES:

Recreational facilities available to residents of the Tri City portion of the Urban Area are limited to those provided by the public schools in the area and the City of Myrtle Creek. The Douglas County Plan identifies a need for two neighborhood parks -- one to be sited in both the northern and southern ends of the area. It is recommended that such facilities be provided through the formation of a recreation district.

NOTE:

The Park and Recreation Element of the County Comprehensive Plan includes an inventory of existing recreational facilities, an analysis of the capacities of these facilities and a determination of future recreational needs, and establishes policy regarding parks and recreation in the County. This Element should be consulted regarding information, goals and policies relative to this topic which are applicable to Tri City.

STORM DRAINAGE:

Storm drainage systems have been incorporated into the development of subdivisions within the unincorporated urban growth area. There are, however, areas where extensive partitioning has occurred, without provision being made for storm drainage resulting in road flooding, deterioration, and hillside erosion. To alleviate this situation, a master storm drainage plan for all identified problem areas within the Tri City portion of urban area has been developed.

NOTE:

The Public Facilities Element of the Douglas County Comprehensive Plan contains detailed information and establishes policy direction with respect to law enforcement, education, solid waste, energy and other public facilities and services pertinent to the Tri City portion of the urban growth area.

TRANSPORTATION

ROADWAY SYSTEM:

The transportation system in the Urban Area consists of arterial, collector and local streets and private roads with Old Pacific Highway serving as the major north-south spine for the area. The number of accesses to this arterial has been identified as creating a major traffic problem in the area.

ROADWAY CONDITIONS:

Roadway conditions within the Urban Area vary from extremely rutted, narrow gravel lanes to paved and curbed streets. The unpaved roads, located throughout the area, seriously impair traffic circulation and create conflicts between residents living on these roads and through traffic.

TRANSPORTATION ISSUES:

The lack of an overall circulation plan for the area has resulted in a street system which does not move traffic efficiently and has resulted in certain streets serving as collectors

which were not designed for such traffic loading.

Transportation issues have been addressed with policies in the Douglas County Comprehensive Plan restricting future accesses to Old Pacific Highway, encouraging development of an arterial connecting Old Pacific Highway and the Weaver Road interchange and placing restrictions on partitioning and subdividing in areas where street improvements are needed. Also, a schematic collector street plan has been proposed which provides a north-south collector parallel to Old Pacific Highway in the foothills and will aid in future street locations.

CIRCULATION PLAN:

The circulation plan for Tri City recognizes the effect that the configuration of this area has on its traffic pattern. The two major north-south carriers through the area are I-5 and Old Pacific Highway. I-5 has been designated as a principle highway. The Old Pacific Highway has been designated as an arterial street from Wecks Road north to Myrtle Creek, and a major collector south from Wecks Road to Pruner Road. Most of the existing streets which intersect Old Pacific Highway have been designated as minor collector streets.

No undeveloped future streets are proposed to be designated a major collectors. This is due primarily to the proximity of Old Pacific Highway to all areas within the UGB.

A minor collector is proposed through the foothills of Tri City. This route, which would generally parallel Old Pacific Highway, would collect traffic from east of it and funnel that traffic onto other minor collectors which intersect the Highway. Also, it would provide an alternate access to a number of areas in Tri City which have significant development potential and, without such a connection, would have only a single point of access. This is particularly important for those areas which may be effected by flooding.

As a means of reducing traffic volumes on Old Pacific Highway, a connection is proposed between that arterial and I-5 at the Weaver Road interchange. This arterial connection is proposed to intersect Old Pacific Highway opposite Wecks Road.

All but two of the necessary local streets included in Douglas County's Circulation Plan for Tri City are intended to ensure a second point of access to areas with the potential for development of 20 or more homes. One of the exceptions to this is the local street shown extending north from Gale Lane to provide access to the rear portion of a commercially developed property which fronts on Old Pacific Highway. The other exception is located south of and parallel to Wecks Road. This street is intended to provide access to the rear portions of the contiguous deep parcels which front on Old

Pacific Highway and Wecks Road.

Past parcelization in Tri City has resulted in the creation of many parcels with direct access onto Old Pacific Highway. This access, in turn, has resulted in a high incidence of rear end accidents resulting from left turn movements onto and off that street. While there is no practical way to restrict the access which has been previously granted, the number of additional access points to the Highway should be limited.

The other means proposed to address the hazardous situation which exists along Old Pacific Highway is to encourage the installation of a continuous left turn lane along that street.

Pruner Road has been designated as an arterial street for its entire length, both inside and outside of the Urban Growth Boundary. Within the UGB, the County anticipates this street to ultimately be developed to two travel lanes with a continuous left turn lane and curbs and gutters. Given the amount of traffic this street will carry and the urbanizing nature of Tri City, this standard is considered appropriate for that portion of Pruner Road which is east of I-5. There is an 800+/- foot stretch of this street which is within the UGB and west of I-5. The remainder of this street west of I-5 is within a rural area and, as such, would develop to rural standards. Rural major collector standards allow for two travel lanes and do not require curbs and gutters. As the portion of Pruner Road west of I-5 will carry approximately the same traffic volumes as the portion of that road which is in the rural area and as the storm drainage plan for that portion of Tri City which is west of I-5 is also rural, that portion of Pruner Road west of I-5 should be developed using the County's rural street standards.

The Briggs Acres and First through Fourth Additions to Briggs Acres subdivisions were platted with 50 foot wide rights-of-way. Many of the lots within these subdivisions have been developed in such a manner as to preclude their redivision. As a result, it is unlikely that much of the additional right-of-way necessary for these streets to meet County standards (56 feet for local streets) will be obtained through the property division process. However, it is possible to develop a street meeting all local street standards within a 50 foot right-of-way. To remove one impediment to their improvement, the County should accept local streets within these subdivisions into the County street maintenance system at their current right-of-way width assuming all other standards are met. The streets to which this would apply include Seeley, Laura, Cornutt, Adams, Conrad, and a portion of Cook Street.

NOTE:

The Transportation Element of the Douglas County Comprehensive Plan contains

detailed information regarding the existing transportation system within the County and the need for system improvements. In addition to the County road system, the Transportation Element addresses roads and highways under other jurisdictions, rail, air, waterway and pipeline transportation. Also included is a master bikeway plan for the County. Chapter 11 (Transportation) of the Myrtle Creek Comprehensive Plan contains additional information regarding local transportation needs. Both documents should be consulted for additional information on these subjects.

LAND USE AND URBANIZATION

The Tri City portion of the Urban Growth Area is one of the fastest growing areas in Douglas County. Between 1970 and 1980 the population increased approximately 66% with the 1980 population equalling 3,135 person. Preliminary housing counts from the 1990 Census suggest a population of 3,780 persons. The number of developed areas of land in the Tri City portion of the urban area totals 917+/- acres.

EXISTING RESIDENTIAL LAND USE:

Along with the increase in population, the number of dwelling units increased from 587 in 1970 to 1,087 in 1980, and then increased to 1,453 by 1990.. A 205% increase was seen in mobile home placement over this time period resulting in a total of 315 units or 29% of the entire housing stock.

This recent growth has resulted in a relatively new community with 48% of the housing stock being less than 10 years old and only 7% being older than 40 years. The housing stock is in good condition with 91% being in standard condition or in need of only minor repairs.

Vacancy rates in the Tri City portion of the urban area are less than 2%, indicating a shortage of available housing in the area.

EXISTING COMMERCIAL LAND USE:

There are 43 commercial uses located on approximately 34 acres within the Tri City portion of the urban area. These uses have located in a linear manner along Highway 99 and 20. Of these 43 uses, 26 or slightly less than two-thirds, are of a retail or light service nature. This number of retail uses is small when compared with other communities of a comparable size. Conversely, the number of heavy commercial uses (14) including auto repair shops, welding shops, etc., located in the area is large when compared with comparably sized areas.

EXISTING INDUSTRIAL LAND USE:

There exist only 3 industrial uses within the Tri City portion of the urban area. The County's Industrial Site Inventory, which was conducted in 1984, has identified no vacant sites having significant potential for satisfying the area's future industrial development needs. A subsequent inventory of existing and potential industrial sites conducted by the City of Myrtle Creek during the 1990 Periodic Review process confirmed the County's earlier findings. This conclusion was the impetus behind the decision to create a 90 acre industrial site at the Riddle Interchange to insure that the urban area's present and future economic development needs will be satisfied.

FUTURE LAND USE

The County's projections for the Tri City portion of the urban area indicate a need for an additional 500+/- acres to accommodate future growth. This growth is anticipated to include a population increase between 1,868 and 2,401 persons and a proportional increase in commercial and industrial development to that existing ratio. With the exception of the needed industrial land discussed above, these additional lands needed for future urban growth in the Tri City have been determined to be included within the existing Tri City Sewer and Water Districts, thus negating the need to expand the urban growth boundary beyond those established service district boundaries.

RESIDENTIAL NEEDS:

The number of housing units needed by the year 2010 is based upon a decline in the area's average household size to 2.65 persons and on vacancy rates considered necessary to ensure adequate choice in the market. The total number of dwelling units projected to be needed is 2,203, an increase of 103% over the existing housing stock. The breakdown of units by type include 1,237 (56%) single family, 205 (9%) multifamily, and 761 (35%) mobile homes. This ratio reflects the changing trends in housing necessitated by increased single family housing costs.

To accommodate existing development and future need, three residential land use designations and acreages have been utilized within the Tri City portion of the UGB as follows:

A. LOW DENSITY RESIDENTIAL (191 ACRES):

Up to 3 dwelling units per acre. This designation is intended to accommodate limited usage in areas where significant constraints to development exist. This designation has been applied to areas within the floodplain, where it reflects the predominant land use pattern of the area, areas with steep slopes, and in areas

where high density development would create traffic safety problems.

B. MEDIUM DENSITY RESIDENTIAL (667 ACRES):

Up to 7 dwelling units per acre. This designation is intended to accommodate the majority of future residential development in the Tri City Urban Area including predominantly single family detached units, duplexes and mobile homes which are not contained within parks. It has been applied to those lands with very limited, if any, constraints to development.

C. HIGH DENSITY RESIDENTIAL (51 ACRES):

Up to 20 dwelling units per acre. This designation is intended to accommodate multifamily development and mobile homes contained within parks. It has been applied as justified by need to those lands which are close to the commercial nodes, major transportation routes, and where it reflects existing land use.

NOTE:

Within the Myrtle Creek portion of the UGB, slightly different residential density standards have been employed. For a comparison between the two sub-areas of the urban growth area, refer to the Land Use & Urbanization Chapter.

COMMERCIAL NEEDS:

The projection of future land needed to accommodate commercial expansion has been based on the existing ratio of commercially developed land to population (10.85 acres per 1000 persons) to the projected year 2010 population. This results in a need for an additional 27 acres of land for commercial usage.

To accommodate the existing commercial uses and provide for the identified commercial need, four land use designations have been utilized. These designations, descriptions of the types of uses to be accommodated within each, the acreages assigned to each and their general location are as follows:

A. COMMUNITY COMMERCIAL (24 ACRES):

Allowing light retail and personal service commercial uses. This designation has been applied to existing commercial uses of this type and in the general vicinity of the intersection of Old Pacific Highway and Chadwick Road. The aggregation of such uses in this location is intended to create a "downtown" area, minimize strip development along Old Pacific Highway and provide an area where joint parking may be encouraged.

B. GENERAL COMMERCIAL & GENERAL COMMERCIAL/LIGHT INDUSTRIAL (17 AND 34 ACRES RESPECTIVELY):

Allowing heavy retail and service commercial uses including plumbing shops, auto repair, body shops, etc. This designation has been applied to existing uses of this type and in the northern end of the Urban Area. By locating future uses of this type in the northern area it is intended that they be separated from future residential subdivisions and that strip commercial development along Old Pacific Highway be minimized.

C. TOURIST COMMERCIAL (27 ACRES):

Allowing motels, restaurants, gasoline stations, etc. This designation has been applied generally in the vicinity of Riddle Highway 20 and I-5.

D. LIMITED COMMERCIAL (5 ACRES):

Allowing community commercial uses which do not generate significant amounts of traffic. This designation has been applied to lands on the west side of Old Pacific Highway at the northern end of the Urban Area. This designation is intended to allow for reasonable economic use of these parcels while ensuring that vehicular access onto Old Pacific Highway is minimized.

POLICIES APPLICABLE TO TRI CITY ONLY

The terms of the Urban Growth Management Agreement between Douglas County and Myrtle Creek for the Tri City portion of the urban growth area provides that all policies contained within the Douglas County Comprehensive Plan shall remain in full force and effect. Policies within the Myrtle Creek Comprehensive Plan which are applicable to the Myrtle Creek portion of the urban area are not applicable to Tri City. Therefore, all policies relating to Tri City have been incorporated into the Myrtle Creek Comprehensive Plan by reference and are not listed in this chapter. For a complete description of planning policies applicable to the Tri City portion of the urban area, see the Douglas County Comprehensive Plan.

CHAPTER 14

LAND USE AND URBANIZATION

INTRODUCTION

The Land Use and Urbanization chapter, together with the graphic land use map, represents the culmination of many studies and decisions about the desired future development of the Myrtle Creek/Tri City Urban Area. This chapter consists of an analysis of existing land use, projections of future urban land needs, a graphic land use map, and the establishment of an Urban Growth Boundary. Following this chapter are general land use and urbanization policies which address general development and redevelopment issues within both the City of Myrtle Creek and the unincorporated Myrtle Creek/Tri City urban growth area.

The land use map and Urban Growth Boundary, together with the written policies, are all based upon careful consideration of the findings and policies contained in other chapters of the Comprehensive Plan, as well as on the basis of the community's values and desires as expressed by its citizens throughout all phases of the planning process. In addition, there are a number of policies included in other chapters of this plan which also have land use implications; however, they have not been repeated in this chapter. Taken as a whole, the combined group of policies is intended to implement State-wide Goal 14 (Urbanization) by serving as a general guide for future urban development by providing for the orderly, efficient and economic use of land resources.

ADDITION OF TRI CITY URBAN AREA TO UGB

As originally adopted in 1982, the Myrtle Creek Comprehensive Plan did not include the adjoining unincorporated Tri City urban area. At that time the urban growth boundary (UGB) for Myrtle Creek contained 1,954 acres, including 973 acres of unincorporated land adjacent to the city. The 1982 UGB was intended to provide sufficient urban and urbanizable land to accommodate a projected Year 2000 population of 7,000 persons.

Two years earlier, in 1980, Douglas County had designated the Tri City area as a "committed unincorporated urban service area" and subsequently adopted an "urban service boundary" (USB) for Tri City. As adopted, the USB contained 1,427 acres of land, including sufficient urban and urbanizable land to accommodate a Year 2000 population of 5,536 persons. As a consequence of these independent planning actions

by the City and the County, two separate, but adjoining, urban growth areas were established for the greater Myrtle Creek/Tri City community.

One of the major tasks undertaken by the City of Myrtle Creek during the 1990 periodic review of its Comprehensive Plan was a major amendment to the Myrtle Creek Urban Growth Boundary. In cooperation with Douglas County, the City's UGB was expanded to encompass the adjacent Tri City urban service area, thus establishing a single, community-wide, urban growth boundary. To help facilitate this major boundary amendment, the City and County agreed that the adopted land use plan for Tri City would not be changed as a direct consequence of the boundary amendment. Furthermore, the City and County agreed that Douglas County will retain full planning jurisdiction within the Tri City portion of UGB; and, with two specific exceptions, the expanded Myrtle Creek UGB would follow the previously adopted Tri City urban service boundary. In addition, the City and County agreed that, because Douglas County had already completed periodic review of the Tri City Comprehensive Plan in late 1989, the scope of the City's periodic review work would not include the area covered by the Tri City Plan.

As a consequence of the intergovernmental agreement described above, the Tri City Comprehensive Plan has been incorporated into the Myrtle Creek Comprehensive Plan by reference. Although a significant amount of factual information concerning the Tri City area has been added to the text of the Plan during periodic review in order to more clearly reflect its inclusion within the City's UGB, all land use and urbanization policies, land use designations, residential density standards, zoning regulations, and etc. remain unaffected by the boundary amendment.

EXISTING LAND USE

Perhaps the most important consideration in land use planning is the manner in which the land has already been put to use. The present character of the Myrtle Creek/Tri City urban area is largely the result of many years of decision-making and, to a degree, it serves as an indicator of the community's past values and desires.

To provide an inventory of the type, amount and location of the various categories of land use within the planning area, a land use study was initially completed in 1977, and subsequently updated in 1982, as part of the City's comprehensive planning acknowledgement process. The land use study was again updated in 1990 as part of the Periodic Review process. The study includes an inventory and assessment of existing land use within the city of Myrtle Creek, as well as the unincorporated area

within the UGB as originally adopted in 1982. One of the findings of the 1990 inventory is that 113.42 acres were annexed to the city in seven separate annexation proceedings during the previous decade. All of the annexed territory had previously been part of the unincorporated urban growth area; therefore the amount of unincorporated land within the growth area was reduced by a corresponding 113.42 acres. However, during the 1990 Periodic Review, 31.04 acres of vacant land was added to the urban growth area; so, the adjusted net size of the unincorporated urban area is now 411.42 acres.

The updated land use study also included a comparison of land use acreage between Myrtle Creek and other Oregon cities of comparable size. This comparison can be found in the Support Document and is used in conjunction with the land use inventory to assess current land usage and projected land use needs.

A similar land use study of the Tri City unincorporated urban area was conducted by the Douglas County Planning Department in 1981 as part of its refinement of the Douglas County Comprehensive Plan. The findings of that study, as reported in the County's acknowledged *Tri City Urban Area Comprehensive Plan* (as revised on April 30, 1987) have been adopted by reference and are incorporated into the land use tables below.

Table LU-1

EXISTING LAND USE Inside City Limits 1990

	Acres	Percent of Total Acres in City
Residential, Single Family	294.92	42.1%
Residential, Multi Family	14.42	2.0%
Commercial	52.51	7.5%
Manufacturing	15.84	2.3%
Public & Semi Public Use	168.81	24.1%
Streets, Rail Road & Creek	154.09	22.0%
Total Developed Land	700.59	100.0%
Vacant Land	280.83	29.0%

Total Acres in City	981.42	100.0%
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Table LU-2

EXISTING LAND USE

Myrtle Creek Unincorporated Urban Area 1990

	Acres	Percent of Total In UUGA*
Residential, Single Family	60.91	50%
Residential, Multi Family	0.20	1%
Commercial	5.67	4%
Manufacturing	17.00	14%
Public & Semi Public Use	5.91	5%
Streets, Rail Road & Creek	32.31	26%
Total Developed Land	121.80	100.0%
Vacant Land	289.62	70.0%
Total Acres in City	411.42	100.0%

* Unincorporated Urban Growth Area.

Table LU-3

EXISTING LAND USE

Tri City Unincorporated Urban Area 1990

	Acres	Percent of Total In UUGA*
Residential, Single Family	452	47.8%
Residential, Multi Family	143	15.1%
Commercial	34	3.6%
Manufacturing	18	1.9%
Public & Semi Public Use	105	11.1%

Streets, Rail Road & Creek	194	20.5%
Total Developed Land	946	100.0%
Vacant Land	481	33.7%
Total Acres in City	1,427	100.0%

* Unincorporated Urban Growth Area.

Table LU-4

TOTAL EXISTING LAND USE Myrtle Creek / Tri City Urban Area 1990

	Acres	Percent of Total In UUGA*
Residential, Single Family	807.83	46%
Residential, Multi Family	157.62	9%
Commercial	92.18	5%
Manufacturing	50.84	3%
Public & Semi Public Use	278.91	16%
Streets, Rail Road & Creek	380.40	21%
Total Developed Land	1,767.78	100.0%
Vacant Land	1,051.45	32%
Total Acres in City	2,819.23	100.0%

* Unincorporated Urban Growth Area.

RESIDENTIAL LAND USE

Residential uses consume more developed land in the Myrtle Creek/Tri City urban area than any other single activity. As such, residential land needs are given primary consideration in determining the amount of land to be included within the urban growth boundary. In keeping with the City's housing goal of ensuring the opportunity for, and the provision of, safe, affordable housing in sufficient numbers, types, sizes and locations to meet the needs of all citizens within the Myrtle Creek/Tri City urban area, it is necessary to consider various housing types and residential densities separately.

Residential land use includes both single-family and multiple-family housing. As used in this chapter, the term single-family housing includes both conventional and manufactured homes located on individual lots, while multiple-family housing includes duplexes, apartments and manufactured homes in parks.

For the purpose of projecting future residential land needs, three general levels of housing density have been identified: low density, medium density and high density. It should be noted, however, that housing densities are defined differently in the Myrtle Creek portion of the urban growth area than they are in Tri City.

In the Myrtle Creek portion of the UGB (north of Fir Street), the following residential land use designations, and their corresponding density ranges, were established when the City's plan was adopted in 1982:

STEEP SLOPES RESIDENTIAL	Up to 3 dwelling units/acre
LOW DENSITY RESIDENTIAL	3 to 5 dwelling units/acre
MEDIUM DENSITY RESIDENTIAL	6 to 10 dwelling units/acre
HIGH DENSITY RESIDENTIAL	11 to 25 dwelling units/acre

Within the Tri City portion of the UGB (south of Fir Street), Douglas County adopted somewhat different density ranges for the three residential land use designations used there. The three designations are defined as follows:

LOW DENSITY RESIDENTIAL	Up to 3 dwelling units/acre
MEDIUM DENSITY RESIDENTIAL	Up to 7 dwelling units/acre
HIGH DENSITY RESIDENTIAL	Up to 20 dwelling units/acre

The percentage of urbanized land area devoted to residential use in Myrtle Creek is somewhat greater than in other Oregon cities of comparable size. It currently covers 44% of the net developed area within the city, compared to an average of 36 percent for other Oregon cities in the same size group. However, in the Tri City unincorporated area, residential development is even more predominate, with nearly 63 percent of the urbanized land devoted to housing. These figures tend to substantiate the concept that the Myrtle Creek/Tri City urban area is essentially a bedroom community for the more industrially developed surrounding region.

The most recent residential development in the city has occurred east of North Myrtle Creek with the addition of several subdivisions. Residential lot sizes have tended to increase with newer development, reducing single-family densities and requiring a greater percentage of the urbanized land area to be devoted to housing.

Recent subdivision development both in Myrtle Creek and Tri City has also created more homogeneous neighborhoods in contrast to the mixture of land uses found around the Central Business District fringe and along the major arterials in the older sections of the urban area. Policies contained throughout the Comprehensive Plan address the desire to buffer predominantly residential neighborhoods from conflicting land uses.

The trend toward medium density and high density housing types in Myrtle Creek ranges from duplexes and triplexes to multi-unit complexes which have located randomly throughout the city. Their continued development is being encouraged by designating specific areas where higher residential densities are appropriate and where community facilities and services are best able to support increased densities.

Residential hillside development is presently limited to four areas: north of Orchard Drive, south of the Pioneer Cemetery, along Dole Road and at the southeast end of Tri City. As the available land on the valley floor becomes more urbanized there will be increasing residential development on the surrounding hillsides. Hillside development is addressed through housing policies encouraging both large lot development and planned unit developments to better utilize lands with topographic constraints.

COMMERCIAL LAND USE

Commercial activity is the third largest consumer of developed land in the Myrtle Creek/Tri City urban area, following residential and public uses. Within the city limits of Myrtle Creek, however, commercial use of land has been expanding at a much faster rate than residential uses. In 1978, commercial activity occupied 21 acres in the city, or 4.5 percent of the developed land area. By 1990, commercial land totaled over 52 acres, accounting for 7.5 percent of the city's urbanized land area. During the same period, residential uses decreased their share of the city's developed land from 48 percent to 44 percent.

Within the unincorporated Tri City area, however, commercial activities utilize only about three and one-half percent of the urbanized land, suggesting that most of the commercial service needs for Tri City's growing residential sector are being provided within the City of Myrtle Creek.

Myrtle Creek's central business district is the urban area's primary commercial center offering the greatest variety of retail businesses. The revitalization and expansion of the downtown area is addressed by economic policies and land use policies which express

a desire to maintain the Central Business District as the principal retail and service center for residents of the Myrtle Creek/Tri City urban area and surrounding rural areas.

Additional commercial nodes have developed at the intersection of Division Street and North Myrtle Road (known as the "Super Y" area), and at the south end of the city along Hwy 99 (Valley View Plaza shopping center). The addition of these commercial developments satisfies the local retail and service needs of growing residential areas to the south and east of the central city, and have potential for expansion by the future annexation and development of adjacent urbanizable land.

Linking the "Super Y" area with the Central Business District is a commercial strip along the south side of Division Street. This trend is expected to continue as the district has been recognized as appropriate for the location of professional office and other low-intensity commercial activities providing goods and services required on a frequent basis by area residents.

Higher-intensity commercial development is found along South Main Street/Old Pacific Highway linking the central business district with the commercial node at the Valley View Plaza. This area is considered appropriate for general commercial uses because they support, and are compatible with, adjacent industrial areas (existing and planned). New development of a mixed commercial-industrial character has been recognized as appropriate for this area.

There are two principal commercial districts within the unincorporated Tri City urban area. A variety of retail and service businesses are concentrated along Hwy 99 at the north end of Tri City just south of the city limits, as well as along the highway near the southerly end of Tri City. These existing commercial nodes have been recognized in the Tri City Urban Area Comprehensive Plan as adopted by Douglas County. The County's Plan for Tri City, which has been incorporated into the Myrtle Creek Plan by reference, also has designated adjoining areas where these established commercial nodes will be permitted to expand in the future.

INDUSTRIAL LAND USE

Industrial land in the Myrtle Creek/Tri City urban area is extremely limited due to topography and conflicting land uses. This fact is illustrated by the low figure of less than 16 acres presently in industrial use inside the city. This is less than 30% of the average of 56 acres of industrial land for other Oregon cities of comparable size.

Existing industrial development within the city limits includes a bulk oil storage and distribution facility, a small custom furniture manufacture, and a small shake and shingle mill. These uses are all located on industrially zoned land in the southwest section of the city adjacent to the South Umpqua River, between Millsite Park and South Main Street. Although this designated industrial area contains approximately 50 acres, its development potential is somewhat limited. All but two of the industrial parcels are smaller than one acre in size; expansion of the industrial area is not considered feasible due to topography and other conflicting development; nearly 40% of the industrially-designated land is committed to railroad right-of-way; and structural development is restricted because the entire area is located in the 100-year Floodplain, with about 15 acres in the Floodway.

At the south end of the City is a new industrial site that has much greater potential for attracting industrial development. The 30 acre parcel was annexed to the City in 1984 as a mixed use, commercial-industrial planned development (Valley View Industrial Park). Although the 15 acre commercial-industrial park is relatively small, all streets and underground utilities are in and ready for building construction and occupancy. This site has been identified by the CCD Business Development Corporation as a primary site for small scale light manufacturing firms.

Another designated, though presently inactive, industrial site is located just outside the city limits along North Myrtle Road. The 17 acre site consists primarily of an abandoned saw mill, and any likely future use of the property would probably require the existing structures to be demolished. In addition, a large part of the site is within the flood plain of North Myrtle Creek. Although the site could be served with city sewer and water if needed, such services have not yet been extended to the property.

A major aspect of the 1990 Periodic Review of the Myrtle Creek Comprehensive Plan was the completion of an in-depth analysis of both existing and potential industrial sites in and around the Myrtle Creek/Tri City urban area. The analysis was conducted in response to the City's statutory obligation to ensure that the long range economic development needs of the community will be met through the identification and designation of an adequate number of industrial sites of suitable sizes, types and locations within the urban growth boundary. While the major findings and conclusions of that economic analysis are summarized in the adopted Findings of Fact Document for the Major Comprehensive Plan and Urban Growth Boundary Amendment, the general conclusion was that the amount of industrial land in either Myrtle Creek or Tri City was wholly inadequate to promote, or provide for, future economic development.

As a consequence of this central conclusion, together with the recognized lack of any

suitable alternative industrial sites within the established urban area, the City of Myrtle Creek and Douglas County jointly decided to enlarge the Tri City portion of the UGB to encompass a 90 acre site at the northwest quadrant of the Riddle Interchange on Interstate 5. This newly-designated industrial site has been established for the purpose of accommodating the full range of industrial uses, including heavy manufacturing operations.

Because of its relative scarcity in the Myrtle Creek/Tri City urban area, the value of industrial land is recognized through the establishment of economic and land use policies to retain and protect existing and potential industrial locations from the encroachment of conflicting land uses.

PUBLIC/SEMI-PUBLIC LAND USE

The City of Myrtle Creek is fortunate to have a large amount of land developed for public use. This land use category includes public utilities and services, schools, library, hospital, parks, cemeteries, public buildings, fraternal organizations and churches. Within the city there is about 109 acres in the public land category and about 60 acres in the semi-public category, for a total of approximately 169 acres. An additional 228 acres of public/semi-public land is located throughout the unincorporated portion of the urban growth area.

The City of Myrtle Creek has a comparatively large amount of park land, although most of the park land is located near the city center. There is a noted lack of park land within the community's expanding residential neighborhoods. In the unincorporated Tri City area, there is no public park land at all. This results in a need for neighborhood parks to be incorporated into the design of future residential development. A transportation policy addresses the development of a trail system which would link residential neighborhoods to the existing parks by providing pedestrian and bicycle access.

URBANIZATION & URBAN GROWTH AREA

As first adopted in 1980, the Myrtle Creek Comprehensive Plan attempted to determine the amount of land that would be needed to accommodate the various kinds of urban development likely to occur during the 20 year planning period. Different parts of the urban area were placed within specific land use categories and an urban growth boundary was established to define the limits of outward development on the basis of population projections and other assumptions about the community's future growth.

A major aspect of the 1990 periodic review of the Comprehensive Plan was an evaluation of how closely the city's actual growth has matched the projections made a decade earlier. As noted in the Population Chapter of the Plan, the city of Myrtle Creek realized no overall population growth from 1980 to 1990; in fact, there may actually have been a decrease in the number of residents living in the city. As a consequence, there was very little conversion of urbanizable (undeveloped) land to urban (developed) land within the city limits. In the unincorporated Tri City area, however, there has been significant population growth; increasing from 3,439 persons in 1980, to 3,780 persons in 1990. Population growth in the unincorporated area has resulted in a fairly significant amount of land development during the past decade.

As the Myrtle Creek/Tri City urban area continues to expand to meet the land use needs of an estimated 14,492 residents by the year 2010, more and more land will be developed through the process of urbanization. Urbanization is the process of converting land from rural use to urban use as it becomes needed to accommodate the community's growing population. Based on historic growth rates, the conversion of rural land to urban use will continue to be gradual, thus facilitating long range planning strategies. Therefore, land use and development policies have been established within the Plan to ensure that as the community continues to develop, rural land will be converted to urban uses in an orderly, efficient and economical fashion, thereby benefiting from the appropriate timing of community facility and service extensions. Implementation of these policies is intended to be a shared responsibility between the City of Myrtle Creek and Douglas County through a negotiated Urban Growth Management Agreement.

FUTURE LAND USE PROJECTIONS

A major aspect of the comprehensive planning process is the provision of sufficient suitable land to accommodate the future physical development and growth of the community.

There are two phases to the process of determining what form this future area of urban growth will look like. The first is to determine how much land will be required for each type of land use activity (residential, commercial, industrial, etc.) in order to meet the needs of the community's estimated future population. The second phase is to then determine which lands are best suited to support the various types of future urban development.

FUTURE LAND NEEDS

The initial step in projecting the amount of land that will be needed for future urban development is to establish a correlation between the urban area's present population and the amount of land currently in urban use.

The most direct correlation between land use and population exists in the area of residential development. For example, we know from the Census data reported in the Population Chapter that the urban area had a 1990 population of 8,277 persons. From the findings of the 1990 Land Use Survey it is also known that the urban area's housing stock consists of 3,163 dwelling units, of which about three percent are vacant at any give time. This means that the urban area's 1990 population is housed in 3,066 dwellings. Using the average household size of 2.6 persons, as reported by the 1990 U. S. Census, the urban area's population can be reaffirmed as follows:

Average Household Size	X	Number of Occupied Dwellings	=	1990 Urban Area Population
2.5	X	3,066	=	7,972

The 1990 Land Use Survey shows that the urban area's current housing stock of 3,163 units presently occupies a total of 1,216 acres, minus streets and roads. Within the general category of "Residential Lands", the urban area's 2,300 single-family dwelling units occupy 1,040 acres; while multi-family dwellings occupy 176 acres

Future housing needs have been estimated on the basis of projected population, average household size, replacement of existing housing units that are expected to deteriorate during the planning period and a desired vacancy rate to allow for mobility and a choice of housing. The "Projected Housing Needs Table" (Table H-5) found in the Housing Chapter indicates a need for 1,921 additional housing units in the Myrtle Creek/Tri City urban area by the year 2010 to accommodate the high range projected population increase of 6,215 residents. If these new units are built in proportions consistent with the housing mix forecast contained in Table H-5 in the Housing Chapter, future development will result in the addition of 1,345 single family residences, (which includes 497 manufactured homes) and 576 multiple-family units.

Within the Tri City portion of the urban area, Douglas County has designated sufficient urbanizable land to accommodate 2,005 additional single-family homes (including 661

manufactured homes) and 198 multi-family dwelling units.

The calculations utilized to estimate the additional acreage required to meet future commercial and industrial needs are based on population forecast, total labor force, current and future desired employment distribution and employee per acre ratios. Converted to acreage, this results in a high estimate of 10 acres of commercial land and 72 acres of industrial land for the Myrtle Creek portion of the urban growth area through the year 2010. When the existing and projected future size of the unincorporated Tri City portion of the urban area is factored in, commercial and industrial land needs effectively double. The addition of the 87 acre Riddle Interchange Industrial Park site to the Tri City portion of the urban growth area during the 1990 periodic review process was a major step toward ensuring that sufficient suitable land will be available to meet the urban area's future economic development needs.

To maintain the present ratio of .02 acres of public land per capita, an additional 34 acres would be necessary to meet future needs based on projected population growth through the year 2010. However, as previously stated, Myrtle Creek presently has a comparatively large amount of park land and a slightly lower ratio should be adequate to maintain the level of community services now provided. Also, some of the existing park land is undeveloped and reserved for future facilities (8 acres in Millsite Park and .5 acres in the City Park on Bataan Avenue). As the majority of future park land is planned to be incorporated into large-scale subdivisions and other service needs appear to be met by existing public land, there appears to be no significant need for allocating additional land for public purposes within the Myrtle Creek portion of the urban growth area. At the time the Tri City unincorporated area was added to the Myrtle Creek Urban Growth Boundary, there was no land designated for public park use and Douglas County has not formulated plans to develop such facilities in the foreseeable future.

As commercial and industrial expansion is expected to occur off of existing arterials, the greatest need for additional right-of-way is limited to servicing expanding residential neighborhoods. Allocations for right-of-way for the local street network have been incorporated into estimates for future residential development.

Table LU-5 summarizes the inventory of vacant land within the Myrtle Creek city limits:

Table LU-5

BUILDABLE LANDS INVENTORY Myrtle Creek Incorporated Area

1990

TOTAL ACRES IN CITY = 981.42 - DEVELOPED: 700.59 - UNDEVELOPED = 280.83

Buildable (223.93 Acres)

0 to 12% slope	106.73
13 to 25% slope	44.50
Over 25% slope	52.00
Floodfringe	20.70

Unbuildable (56.9 Acres)

Floodway	32.00
Other	24.90
TOTAL	280.83 Acres

LAND ANALYSIS AND CAPACITY

While the vast majority of Myrtle Creek's existing urban development is situated on land having slopes of less than 12%, an increasing portion of new residential development will occur on steeper ground as the City expands outward from the valley floor. The density to which these hillsides can be developed is restricted by their degree of slope; therefore more acreage is required to accommodate population growth in areas where extreme topographic variables are involved than has historically been required on the valley floor.

Poor soil suitability, which is frequently associated with steep slopes, presents the problem of mass movement hazards such as soil creep, earth flow or slumping, and further limits the density to which the land can be developed. Therefore, due to the difficulty in predicting development potential on steep slopes, a slope/density analysis of existing residential development was undertaken.

After calculating the average housing density in three slope categories for several typical low density neighborhoods in Myrtle Creek, it was found that areas with slopes of predominantly 0 to 12 percent had an average density of 3.45 dwelling units per acre (DU/A); areas with slopes of 13 to 25 percent had an average density of 2.15 DU/A; and areas with slopes predominantly in excess of 25 percent had an average density of about one dwelling per two acres (.49 DU/A).

Another factor involved in establishing density in areas of steep slopes is the fact that the City water distribution system is limited to servicing development at or below the 760 foot contour. Approximately 90 acres of vacant land presently in the City lies above the 760 foot limit; however, these higher elevations are generally affected by slopes in excess of 25 percent where potential development density may be too low to justify the cost of extending water service. This constrained land is otherwise considered suitable for residential development if a developer wishes to provide pumping facilities and maintain fire flow standards.

There are approximately 32 acres of floodway included in the vacant lands category which offer no structural development potential. There is an even greater amount of land that lies within the 100 year floodplain which includes industrial, commercial and residential land. Although development is permitted subject to locally administered federal regulations, it is unlikely that development will occur in a major portion of these areas due to the economic constraints of meeting special construction standards.

URBAN GROWTH BOUNDARY

In calculating the capacity of the undeveloped land in the City to accommodate long range urban growth, the Comprehensive Plan anticipates that some of the surrounding rural lands will, over time, become part of the City of Myrtle Creek. To provide for an orderly and efficient conversion of this land from rural to urban use, an Urban Growth Boundary was initially established in 1982 to identify and separate urban and urbanizable land from rural land.

The purpose of designating an area suitable for future urban growth is to avoid sprawling or inappropriately located development that can be costly to maintain and wasteful of land resources. Scattered or leap-frog development patterns can cause an over-investment in community facilities resulting from attempts to serve widely separated areas at the same time. Unplanned or poorly timed development can also result in the loss of public resources and other amenities that make Myrtle Creek a desirable community in which to live. The urban growth boundary distinguishes between those areas designated for urban services and development, and the outlying rural areas where urban services will not be provided so that an essentially rural character will be maintained.

Factors considered for including lands within the urban growth boundary are their proximity to the City, previous development patterns, existing land uses, topography, soil

characteristics, existing transportation (road) systems, ease of public facility extensions, and the need to include a sufficient amount of land to provide for a variety of land use and development options over the course of the planning period. The amount of land within the Myrtle Creek Urban Growth Boundary, has been carefully calculated to ensure an adequate supply to meet the demand for a projected Year 2010 population of 14,492 persons.

Urban development in the Myrtle Creek/Tri City area has historically been confined to a relatively small valley with narrow fingers of developable land extending south along the South Umpqua River and easterly along North and South Myrtle Creeks. As the greater part of the central corridor through the valley has become urbanized, future development options are somewhat limited to the remaining buildable lands within the valley and along the surrounding hillsides. Although the valley is composed of soils with capabilities suitable for a variety of uses, including agriculture, the lands nearest the City have not been used for agriculture for many years. Nevertheless, continued growth and expansion of the urban area will inevitably require the conversion of some agricultural land to urban use. Indeed, some types of urban development, such as large-scale industrial parks, require many of the basic site characteristics that are found on the best agricultural land. Therefore, a major task associated with determining the size and location of the urban growth boundary has been to find a realistic balance between the need to ensure adequate opportunities of economic growth and the responsibility for protecting resource lands from inappropriate development.

As some areas will be easier and more economical to service than others, public facility improvements and extensions were also considered in the process of locating the Urban Growth Boundary. It is a generally accepted fact that major costs will be incurred for additional water storage tanks and water and sewer line extensions regardless of which direction development occurs, although it has been recognized that encouraging infilling of the remaining vacant land within the existing urban area will result in the least capital cost to the public, and that additional growth to the east of the City along North and South Myrtle Creeks will be more economical than developing the surrounding hillsides.

The amount and location of land needed to accommodate the community's future growth and development is included within the Myrtle Creek/Tri City urban growth area and is depicted on the Future Land Use and Urban Growth Area Map. The Future Land Use and Urban Growth Area Map is a general land use plan for future urban development and serves as the basis for day-to-day development decisions as well as long range planning programs. When used in conjunction with the adopted policies contained in the text of the Comprehensive Plan, it can be considered an expression of community decisions about the desired future of the Myrtle Creek/Tri City urban area.

In order to meet the urban area's projected future residential, commercial, industrial and other land needs, the Myrtle Creek and Tri City Comprehensive Plans jointly provide for 1,051 acres of urbanizable, or developable, land within the Urban Growth Boundary. A number of variables have been taken into consideration in establishing this figure, such as the differing character of the land, the physical development constraints which limit the carrying capacity of the land, various market factors such as availability of land for development, etc. In addition, some of the areas surrounding the urban area are developed as rural acreage homesites which will not be as efficiently converted to urban densities as will other undeveloped land.

As noted earlier in this chapter, a major aspect of the 1990 Periodic Review of the City's Comprehensive Plan was to expand the Myrtle Creek Urban Growth Boundary from its original 1982 configuration to encompass the adjoining Tri City urban service area. Although this major amendment of the UGB resulted in effectively doubling the size of the urban growth area, the scope of the 1990 Period Review did not include a detailed analysis of future land needs within the Tri City portion of the expanded UGB. Instead, all existing land use allocations for Tri City, as established by the Douglas County Comprehensive Plan, have been incorporated into the Myrtle Creek Comprehensive Plan by reference. Tables LU-6, LU-7, LU-8 and LU-9 summarize the future land needs analysis for the Myrtle Creek portion of the urban growth area.

Table LU-6

1990 LAND USE INVENTORY Myrtle Creek Portion Of Unincorporated Urban Area

DEVELOPED (121.80 Acres)	Acres
Single Family	60.90
Multiple-family	0.20
Commercial	5.67
Industrial	17.00
Public/Semi-public	5.91
Streets, Railroad & Creek	32.31
UNDEVELOPED (289.62 Acres)	
Buildable	202.15
0 to 12% slope	39.27

13 to 25% slope	31.00
Over 25% slope	8.10
Floodfringe	
Unbuildable	
Floodway	9.10
TOTAL	411.42

Table LU-7

SUMMARY OF BUILDABLE LANDS Within Myrtle Creek & Myrtle Creek Portion of Urban Area 1990

	INSIDE CITY	UNINCORP UGB	TOTAL ACRES
UNDEVELOPED BUILDABLE ACRES (570 Acres)			
0 to 12% slope	106.73	202.15	308.88
13 to 25% slope	44.50	39.27	83.77
Over 25% slope	52.40	31.00	83.40
Floodfringe	20.70	8.10	28.80
UNBUILDABLE ACRES	56.90	9.10	66.00
DEVELOPED	700.59	121.80	822.39
TOTAL	981.42	411.42	1,392.84

Within the City of Myrtle Creek and the Myrtle Creek portion of the unincorporated urban growth area combined, there is a total of 570 acres of buildable land, of which approximately 262 acres have some degree of development constraints. These constraints generally consist of steep slopes, flood hazards, or water and sewer service problems associated with elevation. While most constrained lands are recognized as having somewhat less development potential than do unconstrained areas, certain locations are not suitable for any development, (such as areas within the floodway or on extremely steep hillsides), but which need to be included within the Urban Growth Boundary because of their contiguity with other needed buildable areas. Table LU-7 summarizes the amount of land with different degrees of development constraints in the

City and the Myrtle Creek portion of the unincorporated urban growth area.

Table LU-8 depicts the potential residential carrying capacity of the inventoried buildable land allocated to each residential designation within the City and the Myrtle Creek portion of the urban growth area, while Table LU-9 compares the projected number of housing units needed through the year 2010 to the estimated number of units which can be accommodated within each land use category.

Table LU-8

**LAND ANALYSIS AND CAPACITY
BUILDABLE LANDS**

LAND USE DESIGNATION	DEVELOPMENT CONSTRAINTS	NET UNITS PER ACRE	NET BUILDABLE ACRES	NET POTENTIAL CAPACITY
STEEP SLOPES (301.4 Ac)				
	0-12% slope	3.50	29.5	103 Units
	13-25% slope	2.15	58.8	126 Units
	>25% slope	0.50	96.8	48 Units
	760' limit	0.20	116.3	23 Units
LOW DENSITY (164.6 Ac)				
	0-12% slope	3.50	140.1	490 Units
	13-25% slope	2.15	2.3	5 Units
	>25% slope	0.50	0.7	1 Units
	Floodfringe	1.75	10.0	17 Units
	760' limit	0.20	11.5	2 Units
MEDIUM DENSITY (41.8 Ac)				
	0-12% slope	8.00	41.4	331 Units
	13-25% slope	5.00	0.2	1 Units
	Floodfringe	4.00	0.2	1 Units
HIGH DENSITY (9.8 Ac)				

0-12% slope	20.00	8.4	168 Units
Floodfringe	10.00	1.4	14 Units

TABLE LU-9

COMPARISON OF YEAR 2010 RESIDENTIAL UNITS NEEDED TO THE SUPPLY OF AVAILABLE URBANIZABLE LAND WITHIN THE MYRTLE CREEK PORTION OF THE URBAN GROWTH AREA

HOUSING UNIT CATEGORY	RESIDENTIAL ¹ UNITS NEEDED	LAND USE DESIGNATION	UNITS ² ACCOMMODATED	SURPLUS
Single Family	705	Steep Slopes		300
		Low Density		515
			815	110
		Medium Density	331	
Multi-family	302		513	211
		High Density	182	
TOTAL	1,007		1,328	320

(Includes Manufd. Homes on individual lots)

1. From Table H-5 in Housing Chapter.
2. From Table LU-8 in Land Use Chapter.

FUTURE LAND USE

Approximately 301 acres of the buildable land within the City and the Myrtle Creek portion of the urban growth area are designated "Steep Slopes Residential". These areas of steep slope have been determined to be suitable for residential development, recognizing that actual development densities will vary according to the degree of slope. Despite the constraints of technical engineering problems and additional development costs, hillsides offer very attractive and sought after homesites. Unfortunately, hillside development presents a potential hazard to life and property from the mass movement

of overlying soils.

Because of the number of variables associated with hillside development, such as construction costs, building technique, aesthetic quality, etc., development standards must be flexible yet sufficiently stringent to ensure that the long range public interest is protected. While the degree of both cost and development difficulty generally rise as the degree of slope increases, hillsides exceeding 25% slope usually require the highest level of site planning and engineering consideration. Policy standards within Chapter 5 (Natural Disasters), as well as at the end of the Land Use and Urbanization chapter, require a mandatory evaluation of proposed development in areas affected by steep slopes to ensure proper consideration of all potential hazards.

The soils survey and topography information compiled for the Natural Features Element gives a generalized picture of potential hazards and are the basis for establishing the boundaries of the "Steep Slopes Residential" classification. This information should not be regarded as a detailed inventory as there are isolated areas which pose some potential for instability when subjected to development activity. Therefore, special implementation measures shall provide for identification of all potential hazards and, if necessary, for individual sites to be mapped and measured for the purpose of determining site capacity. Specific review criteria and hillside development standards are established in Section 3 of the Myrtle Creek Zoning Ordinance.

All together, approximately 933 acres within the City and the Myrtle Creek portion of the urban growth area have been designated for residential development. Of these, approximately 415 acres are fully developed, leaving 518 vacant buildable acres to accommodate an estimated 1,330 housing units within the four general residential designations. This meets the projected future housing needs for the year 2010 as discussed in the Housing Chapter.

It should be noted that the four residential density ranges indicated on the Future Land Use and Urban Growth Area Map are general expressions of desired overall densities rather than a statement of specific housing types. The four general residential designations are briefly described below, while specific development standards for each are contained in the Myrtle Creek Zoning Ordinance.

STEEP SLOPES RESIDENTIAL (369 Acres):
Density based on special site capacity criteria resulting in an estimated density of up to 3 units per acre.

LOW DENSITY RESIDENTIAL (432 Acres):
Suitable for a maximum to vary from 0 to 3 units per acre.

MEDIUM DENSITY RESIDENTIAL (74 Acres):
Suitable for a maximum to vary from 3 to 7 units per acre.

HIGH DENSITY RESIDENTIAL (58 Acres):
Suitable for a maximum to vary from 7 to 20 units per acre.

A total of approximately 88 acres has been designated for commercial use. Future land use designations recognize commercial expansion of 2 areas adjacent to the present City limits. This includes 3 buildable acres adjacent to the Super Y shopping center to allow expansion of this neighborhood retail center as demand increases, and 3 buildable acres south of the City along South Main Street to allow for the location of heavier commercial uses which would provide support to nearby industrial development. Additional potential for commercial expansion occurs in the Tri City area where appropriate locations along Pacific Highway have been designated for commercial use by the Douglas County Comprehensive Plan. These areas remain both suitable and appropriate for commercial development and no changes are proposed to any current commercial land use designations within the Tri City portion of the Urban Growth Boundary.

The "Commercial" land use designation within the City has been applied to implement the economic policies and the discussion at the beginning of this Chapter on Commercial Land Use. Specific land use and development standards for commercial land are contained in the Myrtle Creek Zoning Ordinance.

Special attention has been given to the designation of industrial sites within the Urban Growth Boundary, including both developed sites and sites with industrial development potential, in order to encourage greater local economic opportunities. A detailed analysis of the urban area's economy, including the need for industrial development, is contained in the Economic Development Chapter. Within the City and the Myrtle Creek portion of the urban growth area a total of 100 acres have been designated for "Industrial" use. This includes the existing 39 acre industrial site on North Myrtle Road north of the city, the existing industrial sites within the City, and the undeveloped 16

acres site just south of Valley View Plaza outside the City limits. Of the total of 100 acres, approximately 33 acres are in existing industrial use and 5 acres are committed to existing non-conforming uses which leaves 62 acres of vacant industrial land.

Approximately 140 acres are designated for Public/Semi-Public use. This includes two vacant sites in the City which are available for future development and contain a total of 17 net buildable acres. The only site designated "Public/Semi-Public" within the unincorporated Myrtle Creek portion of the urban growth area is the I00F Cemetery north of Craig Street which has been included in the Urban Growth Boundary due to significant public interest. The majority of the sites designated "Public/Semi-Public" have been in use as such for a number of years and have traditionally been included in this land use category. Further expansion of public land uses has been addressed by a policy at the end of the Land Use Chapter which will ensure that future public and semi-public development will be appropriately located.

It is recognized that there is a significant lack of public park land in the Tri City District, however, the large amount of park land located within the Myrtle Creek City limits should be sufficient to meet the needs of community residents during the planning period. At the next periodic review of the Comprehensive Plan, attention should be given to identifying appropriate locations in the Tri City area for future development of public parks.

AREA OF MUTUAL INTEREST

It has been recognized that there is the potential for the City of Myrtle Creek to be impacted by land use activities occurring in the Springbrook watershed area northeast of the urban growth boundary. The Springbrook drainage basin serves as a major source for the City's municipal water system. Recognizing that the City has a significant interest in protecting this valuable public resource, the Springbrook watershed has been identified as an "Area of Mutual Interest" which is addressed by the Myrtle Creek/Douglas County Urban Growth Management Agreement. It is recognized that the City of Myrtle Creek will receive written notification of proposed non-resource management related activities, as well as proposed changes in the Douglas County Comprehensive Plan, which could potentially impact the Springbrook watershed area

LAND USE AND URBANIZATION Policies

GOAL: TO MANAGE GROWTH IN THE MYRTLE CREEK/TRI CITY URBAN AREA THROUGH COOPERATIVE EFFORTS BETWEEN THE CITY OF MYRTLE CREEK AND DOUGLAS COUNTY TO INSURE THE QUALITY OF LIFE OF PRESENT AND FUTURE RESIDENTS OF THE AREA.

- (1) Land use standards which promote the development of a high quality residential community composed of compatible and appropriately located land uses shall be maintained.
- (2) To promote a variety of housing densities, four density ranges shall be utilized for residential development within the City as follows: Steep Slopes Residential (up to 3 units per acre), Low Density Residential (up to 5 units per acre), Medium Density Residential (6 to 10 units per acre) and High Density Residential (11 to 25 units per acre).
- (3) Land designated for high density residential development shall be provided within areas of the City that have appropriate levels of urban services.
- (4) Except as otherwise provided for by the Douglas County Comprehensive Plan within the Tri City portion of the urban growth area, residential development within the unincorporated Urban Growth Boundary shall be low density in order to retain a semi-rural character prior to annexation to the City.
- (5) New development shall be encouraged to locate adjacent to existing developed areas in order to promote orderly and efficient growth and extension of public facilities and services and prevent "leap frog" development.
- (6) Residential areas shall be buffered from conflicting land uses that detract from the overall livability and value of high quality residential neighborhoods.
- (7) Professional Office/Service activities are considered to be compatible with high density residential areas where the land is found to be reasonably suited with respect to safe and efficient access, adequate area to provide for off-street parking and availability of services.
- (8) Designated transition areas abutting arterials shall permit a combination of compatible commercial and multi-family residential uses as a buffer zone between

lower density residential areas and high traffic areas.

(9) Appropriate locations along South Main Street shall be designated to accommodate heavy commercial uses. Implementation standards shall be adopted which will protect the overall visual character and appearance of the area.

(10) Land designated for industrial use shall be protected from encroachment by conflicting land uses. Development standards shall be provided within industrial districts which buffer adjoining residential districts and preserve their environmental quality.

(11) A public hearing shall be held to review proposed development or expansion of public land uses. Compatibility with surrounding land uses shall be assured prior to approval.

(12) Consideration of the street design and area circulation shall be a part of the approval process for any partitioning or subdividing within the City. Appropriate and necessary conditions shall be applied as part of the approval process.

(13) Flag lot parcelization shall be discouraged in the City when reasonable and appropriate alternatives are available.

(14) The City shall continue to work with Douglas County to develop compatible standards and procedures with respect to housing, subdivisions and public improvements within the Urban Growth Area in order to provide for the efficient and coordinated conversion of rural acreage to an urban environment.

(15) The City shall cooperate with Douglas County to encourage the formation of local improvement districts as a means to improve streets and other public facilities within unincorporated areas of the Urban Growth Boundary.

(16) All property which is contiguous to the City shall be required to annex in order to obtain City water or sewer service. Where annexation is not possible, an agreement to annex (at some future date) shall be submitted prior to extending water and/or sewer service outside the City limits.

(17) Water or sewer service extensions capable of supporting development at urban densities shall occur only within the Urban Growth Boundary except when required to serve a public facility outside of such boundary, or upon a determination by affected agencies that a danger to public health, as defined by ORS 413.705(5), exists. The service thus authorized shall serve only the public

facility or the area in which the danger to public health was found to exist.

(18) Prior to the annexation of additional land to the City or the extension of services outside the City limits, consideration shall first be given to the City's ability to meet the obligation of providing such service to vacant developable land already within the City limits.

(19) The capacity of public facilities shall be considered in all land use decision matters.

(20) Adjacent geographic areas which are not included in the Myrtle Creek Urban Growth Boundary but which may have a potential impact on the social, environmental or economic well being of the City shall be designated as "Areas of Mutual Interest". The City and Douglas County shall establish a system to identify and monitor land use activities within such designated areas which could have adverse effects on the quality of life in Myrtle Creek.

(21) An "Urban Growth Area Management Agreement" shall be entered into with Douglas County which provides cooperative mechanisms for management of the areas within the Urban Growth Boundary and the Areas of Mutual Interest.