

## CITIZEN INVOLVEMENT

*This chapter on Citizen Involvement is dedicated to the memory of John Witteveen (1909-1992) for his untiring efforts to reach out to people in many ways, but especially for his work in support of the Oregon State Senate Bill 100. This landmark legislation put the people of Oregon into the land use planning process. We remember one of Jacksonville's most forward-looking and active citizens.*



### GOAL

**TO PROVIDE OPPORTUNITY FOR THE CITIZENS OF JACKSONVILLE TO BE INVOLVED IN THE ONGOING CITY PLANNING PROCESS.**

### Background

During the month of February, 1990, a group of dedicated community leaders in the city of Jacksonville decided to reactivate the Citizens Advisory Committee which had been dormant for a decade.

A meeting of interested citizens was called on April 30, 1990, at the Jacksonville Elementary School. Approximately 40 people of diverse interests and backgrounds were in attendance for that initial meeting, and many continued to attend regular meetings. Those who regularly attended the meetings constituted a newly revived "Citizens Advisory Committee" (CAC), and, together with other dedicated citizens, they took an active part in community planning.

This CAC was asked to examine the concerns expressed by over 400 citizens who took part in a community survey, which had been undertaken at the request of the City Council of Jacksonville during the month of October 1989. This survey highlighted citizen concerns about parks, transportation, historic preservation, and population growth.

With these concerns as a basis, the CAC worked to weave together a collective vision for Jacksonville's future. Hours of citizens' comments were gathered over the period of a year and a half, and this input was drafted by the Citizens Advisory Committee into a "vision statement" entitled JACKSONVILLE'S FUTURE 2011: A VISION STATEMENT ABOUT JACKSONVILLE, OREGON.

Why create a Vision Statement? This visioning technique is an innovative tool to identify possibilities, anticipate future trends, and make choices by having the local citizenry develop future scenarios which envision how they would like to see the future.

This vision ultimately can serve as the basis approach for updating the Comprehensive Plan. By using the information gathered from local citizenry, the Comprehensive Plan can be evaluated and updated to ensure that it is still contemporary and relevant to the citizens' changing needs and desires.

The Vision Statement that resulted from that Citizen Involvement process will be used as the starting point on which the current revision of the Jacksonville Comprehensive Plan will be based.

Each Chapter of the Comprehensive Plan will begin with the relevant section of the Vision Statement. The following "Values Statement" that the CAC developed regarding Citizen Participation will serve as a foundation for this chapter:

**"We value a governmental process which encourages full citizen participation in deciding community direction, values, and policies. By this process we are able to direct our own future."**

In that spirit, the City of Jacksonville establishes the following policy:

### **Policy**

The City of Jacksonville will support and maintain an effective Citizen Involvement Program in order to ensure that all citizens are afforded the opportunity to participate in the City's land use decision-making processes.

### **Implementation**

A CITIZEN INVOLVEMENT PROGRAM for the City of Jacksonville shall be established as follows:

#### **SECTION 1**

##### **The Components of the Citizens Involvement Program**

1. **Citizen Involvement:** A Committee for Citizen Involvement (CCI) is established. The CCI will seek to support Citizen Advisory Committees (CACs), based on geographic neighborhoods, as well as on consideration of public issues of general interest. These Committees shall also be fully supported by the City.

2. **Communication:** The CCI shall establish procedures for ongoing two-way communication between citizens and the City government.

3. **Citizen Influence:** The CCI shall insure that citizens are provided the opportunity to be involved in all phases of the planning process. This will require continuing education on the phases of the planning process, and defining how citizens can be involved.

4. **Non-technical Understandable Information:** The CCI shall ensure that all information necessary to reach policy decisions shall be in a simplified understandable form and provide the means for making this information readily available to the citizens.

5. **Feedback Mechanisms:** The CCI shall make clear the City government's commitment to providing feedback on all substantive issues raised by participating citizens, including written records that specify its rationale in each of its land use policies and decisions. This shall be an integral component of the communication process.

6. **Financial and Other Resource Commitments:** The CCI shall determine the scope of financial, human, and informational resources required to ensure the success of the Citizen Involvement Program. The City shall provide the necessary resources to meet the goals of the Program, to the maximum extent possible within the constraints of available funding resources. These allocations shall be an integral part of the City's annual budget appropriations.

## **SECTION 2**

### **The Committee for Citizen Involvement (CCI)**

1. **Membership:** The Committee for Citizen Involvement shall consist, at a minimum, of one (1) member from the City Council, serving as the Council Liaison, a nonvoting member; one (1) member of the City Planning Commission, selected by majority vote of the Commission; and four (4) citizens of Jacksonville representing a diverse cross-section of the community at large. Members shall serve for a term not to exceed two (2) years, on an overlapping basis.

The four citizen members shall be appointed from the Citizens Advisory Committees (CACs) and other recognized neighborhood or community-based organizations, as defined by ORS 197.763 (2) (a), through an open and well publicized public process. Membership shall be ratified by the Planning Commission. Members of the Committee shall select officers consisting of Chair, Vice-chair, and Recording Secretary, serving an annual term.

2. **Responsibilities:** The Committee for Citizen Involvement, hereinafter referred to as the CCI, shall be the City Council's planning and supervisory element for carrying out the purposes and requirements of the Citizen Involvement Program. It is the advocate for public participation in all

aspects of land use planning. In carrying out these responsibilities, the CCI shall have direct access to the City Council and the Planning Commission, and shall be expected to exercise the City's open-door communication between its citizens and all elected and appointed officials.

(a) The CCI shall develop the annual Citizens Involvement Plan for the City, and insure that the six elements of the Citizens Involvement Program (CIP) are effectively accomplished. The Annual Plan shall be developed and presented to the City Council in sufficient time in advance of the City's annual budget processes, in order that the financial needs of the Plan may be communicated to the City Budget Officer and the City Budget Committee for inclusion in the Fiscal Year City Budget.

(b) The CCI shall make an Annual Evaluation and Recommendation Report to the City, with copies to the Jackson County Planning Coordinator and the State of Oregon Citizen Involvement Committee, not later than June 15 of each year. The development of this report shall include input from the Citizens Advisory Committees and other civic groups. The problems and recommendations cited in such input shall be considered and responded to in the Report.

(c) The CCI shall encourage and support the continuation and formation of Citizen Advisory Committees.

### **SECTION 3**

#### **Guidelines for Citizen Advisory Committees (CACs)**

- Purpose:** The primary responsibility of a Citizen Advisory Committee shall be to provide a channel of communication between citizens of the City and the City Government in all phases of the land use planning and decision-making process.
- Membership:** Membership in Citizens Advisory Committees shall be open to all citizens of Jacksonville, and to people living within one mile of the City. There shall be no limit on the number of members.
- Meetings:** The dates and frequency of meetings of a CAC shall be determined by its members, and the CCI advised thereof. Meetings shall be well advertised, including time and place and the agenda or purpose of the meeting. Minutes of the meetings shall be kept, and a copy forwarded to the Committee for Citizen Involvement.

## **EXHIBIT "B"**

### **FINDINGS OF FACT**

The City Council of Jacksonville makes the following findings of fact regarding the amendment of the Jacksonville Comprehensive Plan that would replace Chapters One and Two with the proposed Citizen Involvement Chapter attached in "Exhibit A" and repeal Ordinance 414 relating to Citizen Involvement:

1. The City of Jacksonville was notified by the Department of Land Conservation and Development in an August 10, 1992 memo that the City is due to be noticed to commence Periodic Review in July of 1993. That same memo recommended updating the Citizen Involvement provisions in the Comprehensive Plan. The following amendment is in response to that recommendation.
2. After Planning Commission review and recommendation, a public hearing on this amendment was held before the City Council on July 6, 1993. The record of that hearing is incorporated by reference herein.
3. A staff report was available more than seven days prior to the hearing and is incorporated by reference herein.
4. In compliance with the Plan Goals, Policies, Implementation Strategies, Forecasts and Distribution and Allocation Formulas Review and Amendment section (page 238) of Comprehensive Plan Chapter XIII, General Implementation, the amendment conforms to the Statewide Planning Goals 1 and 2. The amendment's goal and implementing language correlate directly with the recommendations and guidelines of Statewide Goal 1. The proposal will establish the basis for the Plan revisions that will occur under Periodic Review.
5. The amendment does not conflict with any other Statewide Goals.
6. In compliance with the Plan Goals, Policies, Implementation Strategies, Forecasts and Distribution and Allocation Formulas Review and Amendment section (page 238) of Comprehensive Plan Chapter XIII, General Implementation, the amendment conforms to the other unamended portions of the Jacksonville Comprehensive Plan. The other unamended portions of the Comprehensive Plan (Goals and Policies), frequently refer to "a liveable community", a "unique sense of place", the "needs of the residents", "sufficient areas for the citizens of Jacksonville", and other such intangible and abstract language. Citizen involvement is necessary in order to refine this language into objective implementation
7. There are no Comprehensive Plan goals or policies with which this proposal conflicts.

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## CHAPTER TWO

# JACKSONVILLE'S HISTORIC ELEMENT

In Jacksonville's 1991 Vision Statement, the citizens stated

*"It is our hope that Jacksonville will continue for many years to retain its importance as an attractive historic and cultural center, be a vital and thriving community, and a safe, comfortable home town for those of us who live here".*



Nunan House - 635 North Oregon

### GOAL

To preserve the integrity of the past, while guiding the evolution of the future.

# **I. BACKGROUND**

## **A. Jacksonville's Significance:**

### **1. Importance of History to Jacksonville**

Jacksonville's physical form was well-defined by the beginning of the 20th century. The basic structure of the community remaining today was formed between the 1860's and the 1890's, following the gold mining heydays. It was a thriving regional center with a broad diversity of businesses and residences. After the County seat was moved to Medford, the City entered a period of economic stagnation; shops were locked up one last time with all of their furnishing left intact inside and there was no economic incentive to tear them down in favor of modern stores. This economic stagnation was the primary reason the City's charm and historic character are virtually intact today.

Beginning in the 1940's, community leaders began realizing that the City's historic resources were worthy of widespread attention and could bring tourist dollars to local businesses. The City's notoriety increased through the mid-20th century, and in 1966 a significant portion of Jacksonville was listed as a National Historic District.

A complete documentation of this unique development is contained in the Historic Context Statement prepared for the City of Jacksonville by George Kramer in August 1993, hereby referenced and incorporated herein.

### **2. Importance of Jacksonville to State and Nation**

According to the Historic Context Statement, "The City of Jacksonville, Oregon has long been hailed as one of the most historically significant communities in the western United States". Landmarks have been recognized by the United States Secretary of the Interior as possessing national significance. Properties listed on the National Register are primarily of State and local significance with impacts restricted to a smaller geographic area; however, Landmarks are nationally significant and are of exceptional value in representing an important theme in the history of the Nation. As such, the community's leaders seek to establish a process for incorporating future development in a manner compatible with existing. They believe they must exhibit the stewardship so necessary to assure the City's successful future.

### **3. Threatened Landmark Status**

With the recognition of its historic significance, development pressures, absent for more than half a century, once again began to affect the further evolution of the City. Such pressures have resulted in mixed success. There is a deep concern among the community's residents, business and community leaders, along with the National Park Service, regarding the nature of future development. The City has twice been placed upon the Park Service's Threatened Landmark List based upon the potential harmful effects that uncontrolled growth could have upon this fragile resource.

While the community needs to grow to continue to enjoy the fruits of the economic vitality inherent in its well-kept heritage; the key to growth as a positive experience lies in controlling the nature of such growth. Unless it manages growth in a manner compatible with its nationally significant historic and physical qualities, Jacksonville is poised to lose, systematically, the very qualities making it a treasured landmark.

### **4. Need to Preserve Sites and Context: Treatment of the City and Its Context**

The City of Jacksonville's wonderful historic and physical qualities combine to form a place which is unique within Oregon and the nation. The historic character of Jacksonville permeates almost every corner of the City and shapes the sense of place for both visitor and resident. It is pervasive and powerful. As Jacksonville's historic character affects every aspect of the City, so does every aspect affect the character of the City as a whole.

While greater than the sum of its parts, maintaining the integrity of those parts (and thus the greater whole) is essential. The documentation provided by Kramer, in his 1993 Context Statement is an excellent step toward identifying the magnificent historical resources of Jacksonville. The design guidelines established in 1987 by the Architectural Resources Group of San Francisco provide a very good set of design guidelines for the City's architectural resources. What has been lacking to date is a strong statement tying together the City's historic, physical and aesthetic characteristics.

## **B. Purpose of Historic Element**

The purpose of this Comprehensive Plan Historic Element is to retain the existing charming and valuable aspects of the City while facilitating compatible growth. The beauty that is Jacksonville has evolved over time through a unique assemblage of individual hopes and dreams. While preserving that integrity is this element's highest goal; it is recognized that it is difficult to regulate uniqueness. The City's beauty came into being through diversity.

Therefore, this Historic Element attempts to define the essential ingredients of the City's historic character, and to allow for their use as building blocks according to individual hopes and dreams. Defined herein are Neighborhood Character, Vegetation, Visual/Scenic Viewsheds, Architecture, Development Patterns/Land Use and Streetscape Character. Then, in order to implement methods of effectively managing the City's future growth, the development and adoption of policies and measures designed to apply these policies are established.

## **C. Character of National Historic District**

### **1. Physical Sub-Areas: Neighborhoods**

In order to define the physical character of the Jacksonville National Historic District, it was first necessary to identify the City in terms of sub-areas which are each definable by a specific set of physical features. Through a citizen involvement process, the City has been broken down into individual neighborhoods. The neighborhoods were selected as the preferred sub-areas to be used in defining the City's physical characteristics. (See *Neighborhood Boundaries*, page 4.)

For purposes of implementing this historic element, these neighborhood subareas will be referred to as "Historic Character Units" (HCUs). The Westmont/Paradise Ranch Road area is recognized as a distinct neighborhood, but is not included a HCU.

### **2. Neighborhood Character Charts**

Each neighborhood had been characterized by a distinct set of features which were identified and charted: (a) Architecture; (b) Landscape; (c) Land-Use; (d) Transportation; (e) Topography; and (f) Streetscape.

The statements about each of these features found on the Neighborhood Character charts were the basis for the initial character descriptions. From this information the historic preservation consultants created a narrative and photographic description of each neighborhood's character.

*(See Appendix A: Neighborhood Character Charts and Appendix B: Architectural Character of Jacksonville Historic Neighborhoods.)*

### **3. Criteria for Defining Neighborhood Character**

The following components have the greatest impact on the physical character of each neighborhood. Through the course of the study leading up to creation of this historic element, it was determined that these will have the greatest effect on assuring that Jacksonville evolves in a manner compatible with its historic content.

## NORTH OREGON STREET

- BOUNDARY FORMED BY HISTORIC CORE EDGE, JACKSON CREEK, AND ADJACENT NBHDS.
- INCL. RES. AREAS IN BOTH THE CITY AND COUNTY.
- HAS LARGEST VACANT AREA.
- CUL-DE-SAC AT MINERS WAY FRONTS THE CEMETERY WHERE THERE IS PEDESTRIAN ACCESS

## SOUTH OREGON STREET

- BACK PROPERTY LINE OF LOTS ALONG APPLIGATE RD. FORMS EASTERN BOUNDARY.
- BOUNDARY JOGS TO THE EAST AT ELM ST., AND DAISY CREEK BECOMES EDGE BEHIND PARCELS THAT FRONT S. 3RD ST.
- BOUNDARY CUTS THROUGH LARGE PRIVATE PARCEL (ARTISAN'S PROPERTY) AND BECOMES LESS DISTINCT ALONG PINE ST.
- TRANSITION TO HISTORIC CORE IS MID-BLOCK BETW. PINE AND MAIN ST. BOUNDARY IS BACK LOT LINES ON S. SIDE OF MAIN ST.
- INCLUDES "CHINESE DIGGINGS," AND BRITT FESTIVAL GROUNDS.

## 3RD STREET CORRIDOR

- ARBITRARY EDGE BEHIND PARCELS HALF WAY UP WOODED HILLS.
- PARCELS OFF S. 3RD ST. EXTEND UP HILL TO CREATES "SPINE" PATTERN.
- EASTERN BOUNDARY IS RIDGE TOP (AT STAGE COACH HILLS).
- WESTERN BOUNDARY IS JUST BELOW RIDGE TOP ALONG APPLIGATE RD.
- SOUTHERN BOUNDARY IS CITY / COUNTY LINE.
- NORTHERN BOUNDARY IS HISTORIC CORE.
- THIS NBHD. SOUTH OF CLEVELAND ST. IS LANDSCAPE DOMINANT V.S. ARCHITECTURE DOMINANT. DUE TO TOPOG. AND VEG. CHAR. IT HAS THE MOST NATIVE VEGETATION.

## HISTORIC CORE

- 6TH ST. IS EDGE OF HISTORIC CORE AND OLD SCHOOL DIST.
- RUNS ALONG THE REAR MUSEUM EDGE.
- LOOSE DEFINITION; EDGE IS NOT DISTINCT.
- NORTH EDGE OF HISTORIC CORE RUNS BEHIND THE CEMETERY ALONG ITS UPPER BOUNDARY AND ALONG "E" ST..
- CEMETERY RELATES IN LAND FORM TO N. OREGON ST.
- TOUVELLE HOUSE BELONGS TO N. OREGON ST. YET FEELS MORE LIKE THE HISTORIC CORE.
- HISTORIC CORE INCL. OVERFLOW BRITT FEST. PKG.
- ALSO INCL. VETERANS PARK (TRIANGLE PARK).

## NORTH 5TH STREET

- DEFINED ON THE N.W. EDGE BY JACKSON CREEK, & BY THE REAR OF PARCELS ON THE S.E. EDGE.
- ENDS AT HISTORIC DIST. BOUNDARY AT N.E. END.
- ENDS AT "E" ST. ALONG HISTORIC CORE BOUNDARY AT S.W. END.
- ZONED COMM'L., YET HAS MUCH RES. USE.
- DOWELL HOUSE HAS HISTORIC CHAR. UNIQUE TO 5TH ST., RELATES MORE WITH STYLES OF OLD SCHOOL DIST.

## NEW SCHOOL DISTRICT

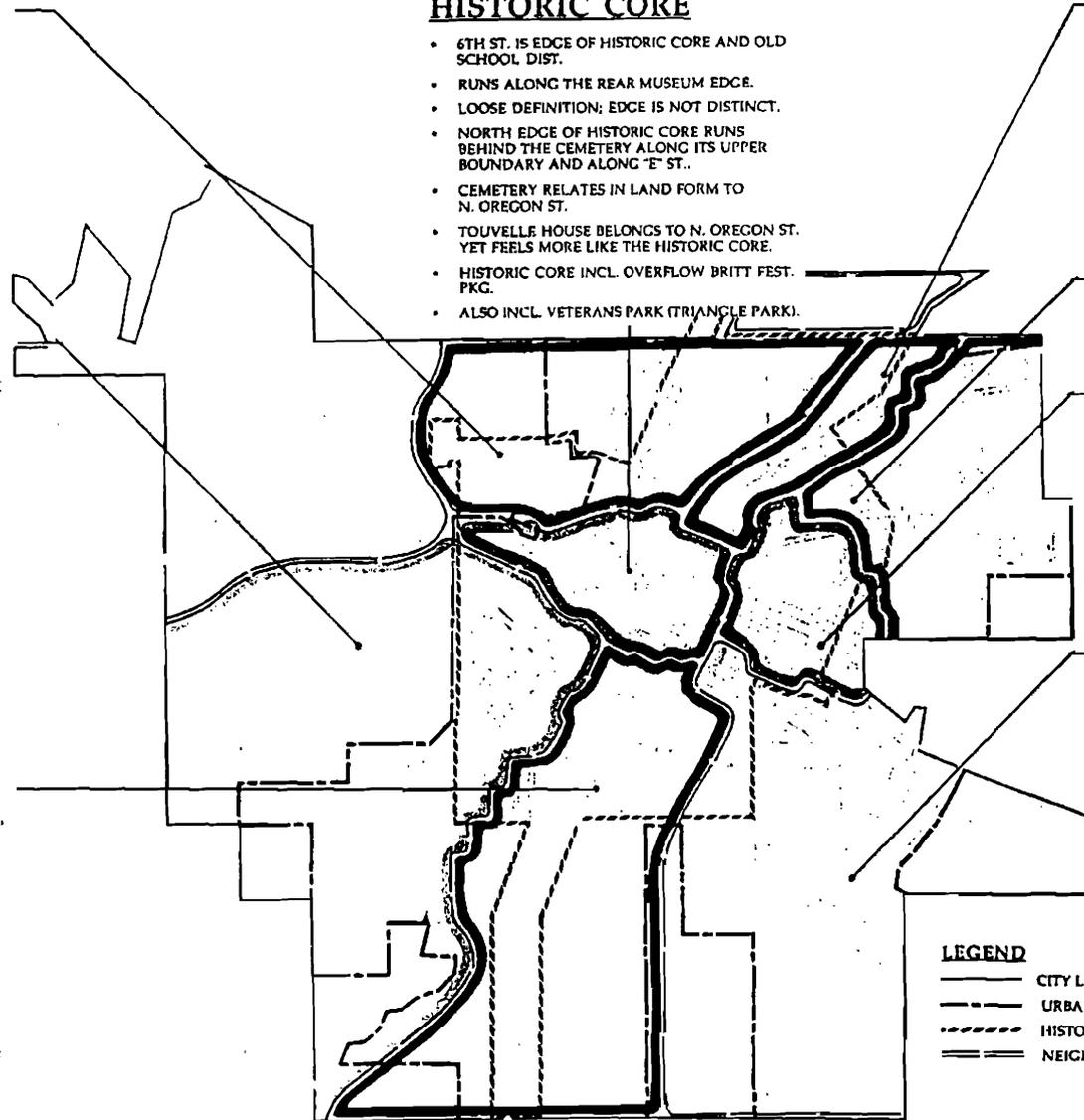
- DEFINED BY OTHER NBHD'S & HIST. DIST. BOUNDARY

## OLD SCHOOL DISTRICT

- FORMED BY REAR LOTS AT N. 5TH ST. NBHD. BOUNDARY. AT 6TH ST. ALONG HIST. CORE BOUNDARY, & AT E. CALIFORNIA ST. ALONG SOUTHERN BOUNDARY.
- DIST. BOUNDARY EXPANDS TO PARTICULAR HISTORIC PROPERTIES.
- BLACKSTONE ALLEY HIST. HOME OF INTEREST.
- INCL. HISTORIC AND CONTEMPORARY HOMES.
- INCL. WHIPPLE DEVL'PT. (HISTORICIZED ARCH.)

## STAGECOACH HILLS

- DEF. BY E. CALIFORNIA ST. @ BORDER OF OLD SCHOOL DIST.
- HISTORIC HOMES ON SOUTH SIDE OF OLD STAGE RD. COULD BE PART OF OLD SCHOOL DIST.; HAS OLD SCHOOL DIST. "FEEL".
- TOPOGRAPHICALLY, THE HOMES DO RELATE TO STAGECOACH HILLS.
- CONSIDER INCLUDING THESE HISTORIC HOMES IN THE OLD SCHOOL DIST.
- LAND FORM CREATES BOUNDARY BETW. STAGECOACH HILLS AND ADJACENT 3RD ST. CORRIDOR TO THE WEST.



FINAL CITIZENS MEETING  
5/3/95

### LEGEND

- CITY LIMIT
- - - URBAN GROWTH BOUNDARY
- ..... HISTORIC DISTRICT
- NEIGHBORHOOD BOUNDARY

## HISTORIC INFILL PROJECT CITY OF JACKSONVILLE

DEMUTH GLICK CONSULTANTS, LTD.  
PORTLAND, OREGON  
COMMUNITY DESIGN • LANDSCAPE ARCHITECTURE • HISTORIC PRESERVATION

## NEIGHBORHOOD BOUNDARIES

**a. Vegetation/Landscape Character**

A significant component of the character of each neighborhood is the series of species of vegetation found. Each neighborhood was assessed through identification of dominant vegetative species. A windshield survey was undertaken to accomplish this. It was found that the majority of vegetation existing in Jacksonville today was planted by the early settlers, when sites were developed for habitation following the original platting.

Infill or redevelopment sites should be characterized by the dominant species found on adjacent sites at a similar density of trees.

*(See Appendix A: Neighborhood Character Charts and Vegetation Character Map, page 6.)*

**b. Visual/Scenic Character**

What people see in and around Jacksonville is a significant component of its physical character. In addition to the viewsheds described in Kramer's 1993 work, locations from which people most frequently view the City have been evaluated herein for features and scenery which help people form an impression of the place. In this regard, two means of defining visual character were established. These include identification of (a) visual character: primary transportation corridors, and (b) external viewsheds (See *Visual Character: Primary Transportation Corridors*, page 7, and *External Viewsheds*, page 8).

**(1) Internal Travel Corridors**

Five travel corridors were identified *within* the District--those with historical and visual significance having an impact on the viewer's perception of the City. These include: North Oregon Street, North Fifth Street, East California Street, West California Street and South Third Street.

**(2) External Scenic Viewsheds**

Five locations along primary travel corridors at or near the perimeter of the City or District were selected for their visual linkage to the surrounding landscape. These are also frequently traveled corridors with locations from which the public forms an opinion and impression of the quality and character of Jacksonville as a distinctly unique place. The external viewsheds are identified from viewpoints where it is possible to see short-range, mid-range and distant views. At these locations, it is possible to see both Jacksonville's surrounding countryside/landscape as well as views of the City.

**NORTH OREGON STREET**

- BIG LEAF MAPLE
- BLACK LOCUST
- WHITE OAK
- MANZANITA
- CEANOTHUS

**HISTORIC CORE**

- BIG LEAF MAPLE
- MAPLE
- PIN OAK
- CINKGO
- ENGLISH WALNUT
- ALDER
- SMOKE TREE
- CHERRY
- PLUM
- CRAB APPLE
- DOUGLAS FIR
- WESTERN RED CEDAR

**NORTH 5TH STREET**

- BIG LEAF MAPLE
- PIN OAKS
- BLACK LOCUST
- MONTEREY CYPRESS
- SWEET GUM
- RED & WHITE OAK
- DOUGLAS FIR

**SOUTH OREGON STREET**

- BIG LEAF MAPLE
- BLACK LOCUST
- RED OAK
- WHITE OAK
- MADRONE
- CHERRY
- PLUM
- PEAR
- MANZANITA
- CEANOTHUS
- SCRUB OAK
- DOUGLAS FIR
- PONDEROSA PINE
- WESTERN RED CEDAR
- BLUE SPRUCE

**STREAM CORRIDOR**

- BIG LEAF MAPLE
- WESTERN RED CEDAR
- ALDER
- COTTONWOOD

**NEW SCHOOL DISTRICT**

- BIG LEAF MAPLE
- RED & WHITE OAK
- ENGLISH WALNUT
- DOUGLAS FIR
- DEODAR CEDAR
- PONDEROSA PINE

**OLD SCHOOL DISTRICT**

- BIG LEAF MAPLE
- WHITE OAK
- RED OAK
- SYCAMORE
- SILVER MAPLE
- ENGLISH WALNUT
- WESTERN RED CEDAR
- DEODAR CEDAR
- PONDEROSA PINE
- DOUGLAS FIR
- CHERRY

**3RD STREET CORRIDOR**

**STREET CORRIDOR**

- BIG LEAF MAPLE
- CATALPA
- WHITE OAK
- LOCUST
- ELM
- ENGLISH WALNUT
- APPLE
- BLUE SPRUCE
- REDWOOD
- DEODAR CEDAR
- WESTERN RED CEDAR

**ISLANDS**

- PONDEROSA PINE
- MADRONE
- ALDER

**STAGECOACH HILLS**

- MADRONE
- PONDEROSA PINE
- CATALPA
- BLACK LOCUST
- ALDER
- DOUGLAS FIR
- WESTERN RED CEDAR

**LEGEND**

- CITY LIMIT
- - - URBAN GROWTH BOUNDARY
- - - - HISTORIC DISTRICT
- == NEIGHBORHOOD BOUNDARY

FINAL CITIZENS MEETING  
5/3/95



**HISTORIC INFILL PROJECT  
CITY OF JACKSONVILLE**

DEMUTH GUCK CONSULTANTS, LTD.  
PORTLAND, OREGON  
CLARENCE BROWN & ASSOCIATES ARCHITECTS, PORTLAND, OREGON

**NEIGHBORHOOD VEGETATION**

## WEST CALIFORNIA STREET

- WEST FROM OREGON ST., PHONE CO. BLDG. & "OLD BUTCHER SHOP" ANNOUNCE CORRIDOR.
- THIS IS EDGE OF TOWN. COMM'L. EXTENDS ONLY 1/2 BLOCK. VERY RURAL BEYOND.
- SOUTH: WOOD PLANK SIDEWALK EXTENDS 25' GRAVEL & ASPHALT SHOULDER BEYOND. UTILITY POLES VISUALLY PROMINENT; NO TREES.
- NORTH: CONCRETE WALK EXTENDS 1/2 BLOCK; 3 NEW GINKGOS & SEVERAL LOW STREET LAMPS.
- VIEW IS CLUTTERED WITH TRAFFIC SIGNS.
- VETERANS PARK: MEMORIAL TREES, PICNIC AREA.
- MIXED CANOPY: DECID. & CONIFER BOTH SIDES.
- STREET RISES STEADILY WEST OF OREGON ST.
- CORRIDOR TERMINATES VISUALLY WITHIN 1000' CALIF. ST. DIPS OVER HILL & WINDS OUT OF TOWN. BACKDROP IS WOODED MOUNTAIN.

## NORTH OREGON STREET

- NORTH FROM CALIF. CORRIDOR ANNOUNCED BY BRICK BLDGS BOTH SIDES OF STREET.
- WEST: FIRST BLOCK INSTITUTIONAL. SIDEWALK EXTENDS TO "C" ST. RES. BEGINS AT "C" ST.
- EAST: RES. BEGINS MID-BLOCK BETW. CALIF. & "C" ST. SIDEWALK EXTENDS 1/2 BLOCK N. OF "C" ST.
- PED. ACCESS OTHERWISE LIMITED TO EARTH & ASPHALT SHOULDER.
- PARKING AREAS UNDEFINED.
- UTILITY POLES BOTH SIDES. WEST: VISUALLY INTRUSIVE. EAST: OBSCURED BY VEGETATION.
- PARTIAL MIXED CANOPY NORTH OF "C" ST.
- CORRIDOR EDGE VISUALLY DEFINED BY TREES & UNDERSTORY.
- BLDG. SETBACKS ALLOW VEGETATION TO SCREEN STRUCTURES.
- VISIBLE POWERLINES BETW. CALIF. & "C" ST. CONTRAST TREE-LINED CORRIDOR N. OF "C".
- CORRIDOR TERMINATES VISUALLY WITHIN 1/2 MI. AS ROAD DIPS & CANOPY CLOSES VIEW.

## NORTH 5TH STREET

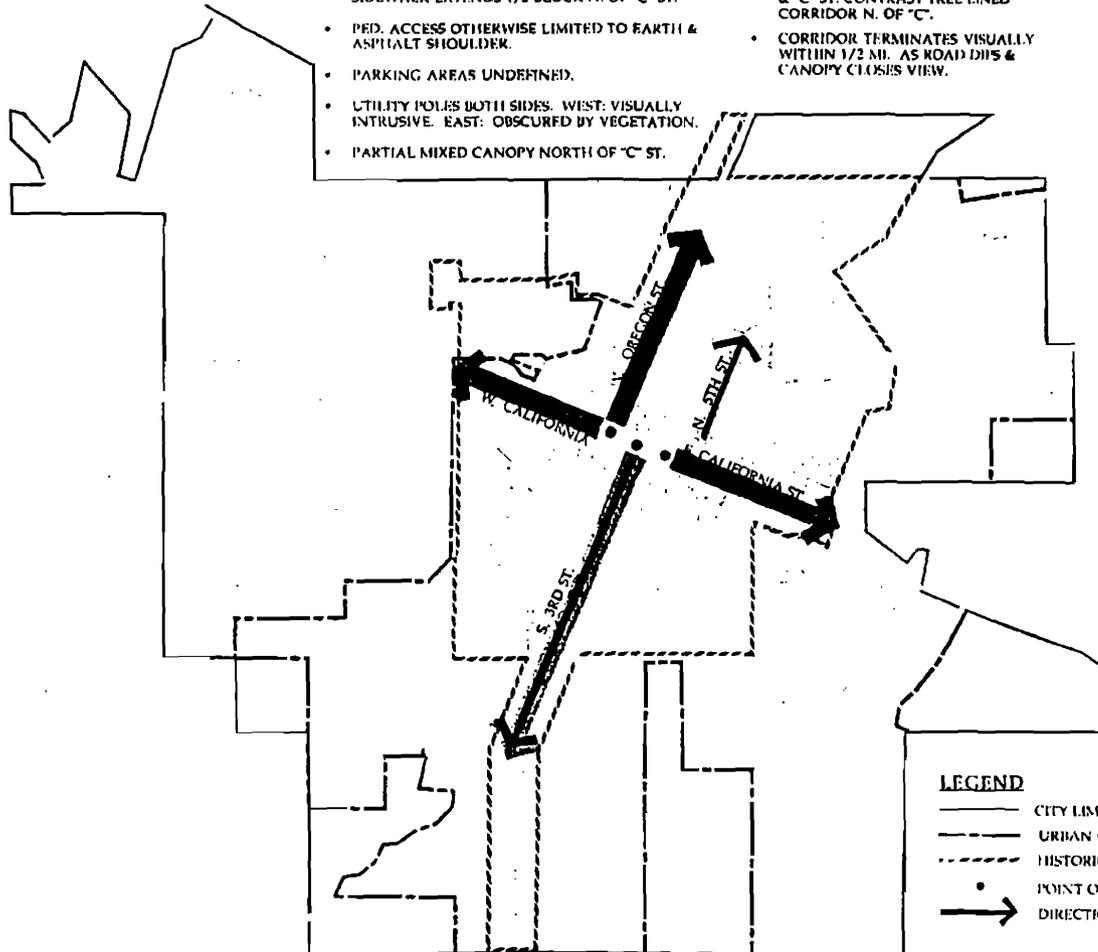
- STREET TREES & VEG. FORM URBAN FORESTED CORRIDOR.
- MUSEUM SITE OFFERS NICE INSTIT PRESENCE.
- HIST. BLDGS. & SETBACKS (BOTH SIDES) STRENGTHEN HIST. CORP CHARACTER.
- APPROPRIATE STREET WIDTH & PARKWAYS PROVIDE WONDERFUL PED. ENVIRONMENT.
- MUSEUM TOWER EMPHASIZES ARCHITECTURAL LANDMARK QUALITY.
- THIS VIEW EMBODIES THE GREAT QUALITY OF JVILLE HISTORIC CHARACTER.

## EAST CALIFORNIA STREET

- EAST FROM 4TH ST., COMM'L. USE ON FIRST BLOCK INCOMPATIBLE.
- SOUTH: PED. ORIENTED RETAIL SHOPS. NORTH: AUTO ORIENTED STRIP COMM'L.
- STREET TREES & VEG. ON PRIVATE PROPERTIES FORM CORRIDOR'S VISUAL EDGE.
- BUILDINGS REcede FROM VIEW OUT OF ASPAL SETBACKS 1/2 BLOCK BEYOND N. 5TH ST.
- MIXED DECID. AND SOME CONIFER DOMINANT.
- UTILIT. POLES ON SOUTH CROSS TO NORTH.
- TRAFFIC SIGNS CREATE SOME VISUAL CLUTTER.
- NARROW ASPHALT SHOULDER NORTH SIDE DRAINAGE SWALE SOUTH SIDE.
- SIDEWALKS EXTEND EAST TO 5TH ST. WORN NARROW PATH BEYOND.
- FOOT BRIDGE (WOOD) CROSSES DAISY CREEK JUST EAST OF 5TH STREET.
- CHURCH & STEEPLE VISUAL ARCH. LANDMARK.
- VIEWSHED TERMINATES APPROX. 1/2 MI. EAST OF 5TH ST. AS ROAD TURNS SE OUT OF TOWN.

## SOUTH 3RD STREET

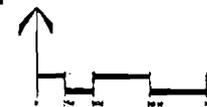
- SOUTH FROM CALIF. ST., TAVERN BLDG. VISUALLY STRONG; VACANT LOT: VISUALLY WEAK.
- ADVERTISEMENTS ON SIDES OF BLDGS. COULD BE REPAINTED (e.g. BULL DURHAM TOBACCO).
- CORRIDOR EDGE EARTHEN SHOULDER. MIXED DECID. & CONIFER TREES, & SHRUBS.
- UTILITY POLES ON EAST SIDE.
- WHITE PICKET FENCES DEFINE PRIVATE PROPS WEST SIDE OF STREET.
- ON STREET SHOULDER PARKING OCCURS WITHOUT CONTROLS.
- RES. SCALE BLDGS DEFINE CORRIDOR TO 1/2 BLOCK S. OF CALIF. BEYOND THAT POINT, VEG. & LARGE BLDG. SETBACKS CREATE RURAL FEEL.
- NO DEFINED PED. WAYS EITHER SIDE OF STREET.
- FORESTED HILLSIDE VISUALLY ENDS CORRIDOR.



FINAL CITIZENS MEETING  
5/3/95

### LEGEND

- CITY LIMIT
- - - URBAN GROWTH BOUNDARY
- ..... HISTORIC DISTRICT
- POINT OF VIEW
- DIRECTION OF VIEW



## HISTORIC INFILL PROJECT CITY OF JACKSONVILLE

DEMUTH GLEICK CONSULTANTS, LTD.  
PORTLAND, OREGON

VISUAL CHARACTER:  
PRIMARY TRANSPORTATION CORRIDORS

## WEST CALIFORNIA STREET

- APPROACHING FROM THE WEST, VIEW IS FORMED BY BEAUTIFUL CANYON-LIKE WOODED HILLS ALONG JACKSON CREEK WHICH WINDS INTO TOWN.
- MIXED NATIVE FOREST OF MADRONE, PONDEROSA PINE, DOUGLAS FIR, BIG LEAF MAPLE, ...ETC. GIVES THIS ENTRANCE TO TOWN THE MOST "NATURAL" FEELING.
- ENTERING TOWN, THE CANYON OPENS UP WITH VIEWS OF DISTANT CASCADE PEAKS, NEARBY FOOTHILLS, AND THE FIRST VIEW OF THE CITY CENTER. VERY DRAMATIC.

## SOUTH 3RD STREET

- FROM SOUTH END OF 3RD ST. AT HISTORIC DISTRICT BOUNDARY, VIEW SHED IS NARROW WITH LOW WOODED HILLS BOTH SIDES.
- DENSELY WOODED WITH MIX OF DECID., CONIFER, & ORNAMENTAL TREES.
- RURAL RES. QUALITY.
- AT BEND IN ROAD SOUTH OF "N" ST., VIEW SHED OPENS UP TO DISTANT MOUNTAINS & NEARBY FOOTHILLS.

## NORTH OREGON STREET

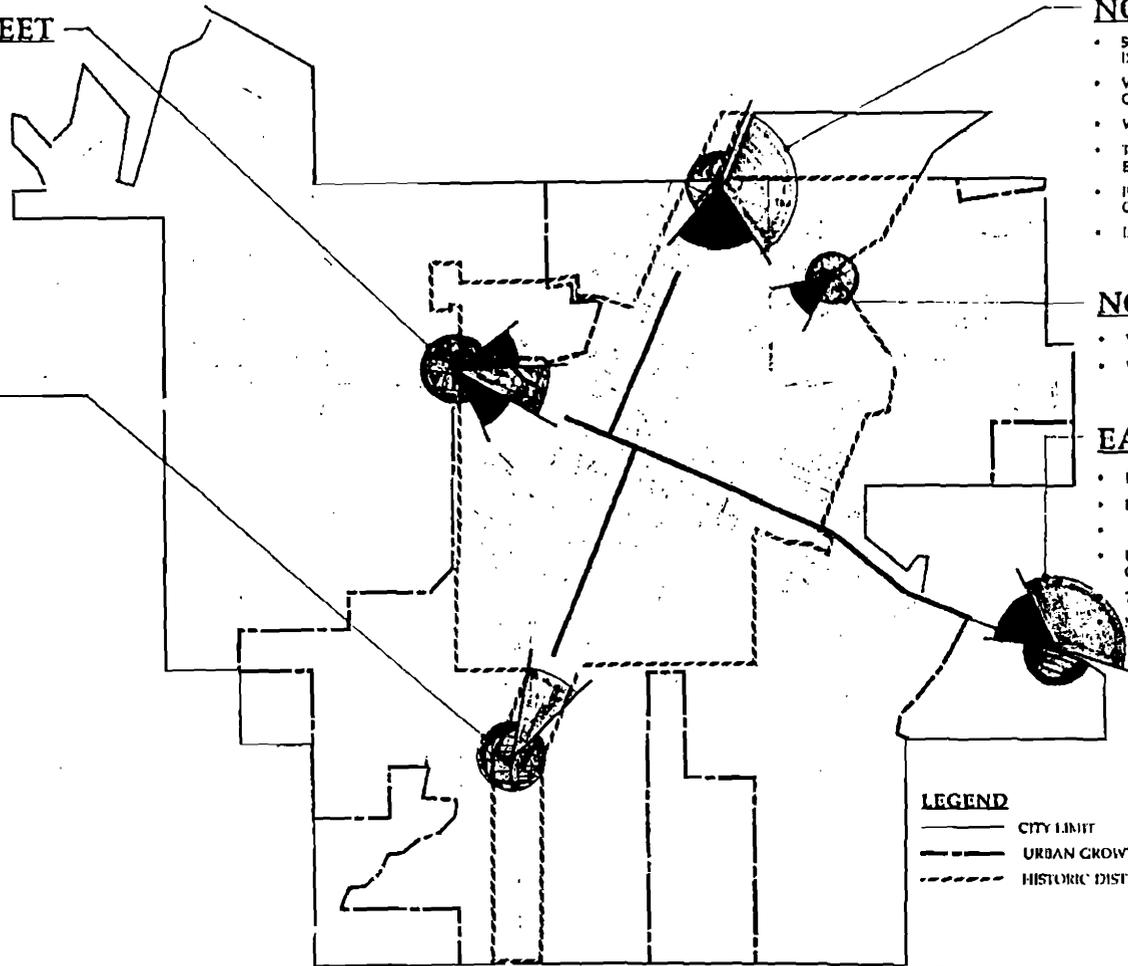
- SW FROM CITY ENTRANCE SIGN, VIEWSHED INCL'S CASCADE MTS. FROM NE TO SW
- VIEW OF MTS., FOOTHILLS, MEADOW, & FARMS CREATE 360 DEGREE RURAL QUALITY
- VEG. IS MIX OF DECID. AND CONIFER TREES
- TO THE EAST, ROYAL MOBILE ESTATES WILL EVENTUALLY BE SCREENED W/ MATURE TREES
- POWER LINES ARE PROMINENT ON WEST SIDE, OBSCURED BY VEGETATION ON EAST SIDE
- DRAMATIC VEG. ENTRANCE TO TOWN

## NORTH 5TH STREET

- VIEWS OF STRIP COMMERCIAL DEVELOPMENT
- VEGETATION ON HILLS BEYOND

## EAST CALIFORNIA STREET

- EDGE CONSISTS OF DECID. AND CONIFER TREES.
- LARGE RES. SETBACKS.
- 3' WHITE FENCES ON SOME PROP'S BOTH SIDES
- UTILITY POLES & LINES VISUALLY INTRUSIVE, CRISS-CROSS STREET.
- TOPOGRAPHY IS GENTLY ROLLING
- MTS. & NEARBY FOOTHILLS END VIEW TO WEST



### LEGEND

— CITY LIMIT

- - - URBAN GROWTH BOUNDARY

..... HISTORIC DISTRICT



SHORT RANGE VIEW

MEDIUM RANGE VIEW

DISTANT VIEW

FINAL CITIZENS MEETING  
5/3/95



HISTORIC INFILL PROJECT  
CITY OF JACKSONVILLE

DEMUTH GLICK CONSULTANTS, LTD.  
PORTLAND, OREGON

EXTERNAL VIEWSHEDS

**c. Architectural Character**

Architectural character has been defined for each of the neighborhoods within the District. A brief definition is highlighted for each neighborhood in *Appendix A: Neighborhood Character Charts*. A more thorough, narrative description is found in *Appendix B: Architectural Character for Jacksonville Historic District*.

*(See Appendix A: Neighborhood Character Charts; and Appendix B: Architectural Character for Jacksonville Historic District.)*

**d. Development Patterns/Land Use**

Development Patterns and Land Use are important descriptors of the Character of Jacksonville. In this case, development pattern is described as the physical expression of land use. Development patterns include street patterns (e.g., gridded streets), placement of building(s) on site(s), location of driveways (whether paved or unpaved), nature of development (whether exhibiting uniformity or diversity), scale of development and amount of developed floor area in relation to site area (floor area ratio). The combination of these features which most closely characterizes historic precedents shall become the development patterns/land use design criterion for development sites within a neighborhood.

*(See Appendix A: Neighborhood Character Charts)*

**e. Streetscape Character**

The character of the Jacksonville streetscape is defined as all features physically within or adjacent to the public right-of-way. This includes the street, pedestrian areas, utilities, trees, lighting, signs, pedestrian amenities and drainage features. Views of buildings *from* the right-of-way are considered an important aspect of the streetscapes character. This is the area from which the public experiences the City of Jacksonville when not on a private property. It is the area from which people see the City from their homes and from businesses. It is the area, always linear in nature, through which people pass, en-route to other locations within the City or other cities beyond. Streetscape Character has been described in the Neighborhood Character Charts.

*(See Appendix A: Neighborhood Character Charts)*

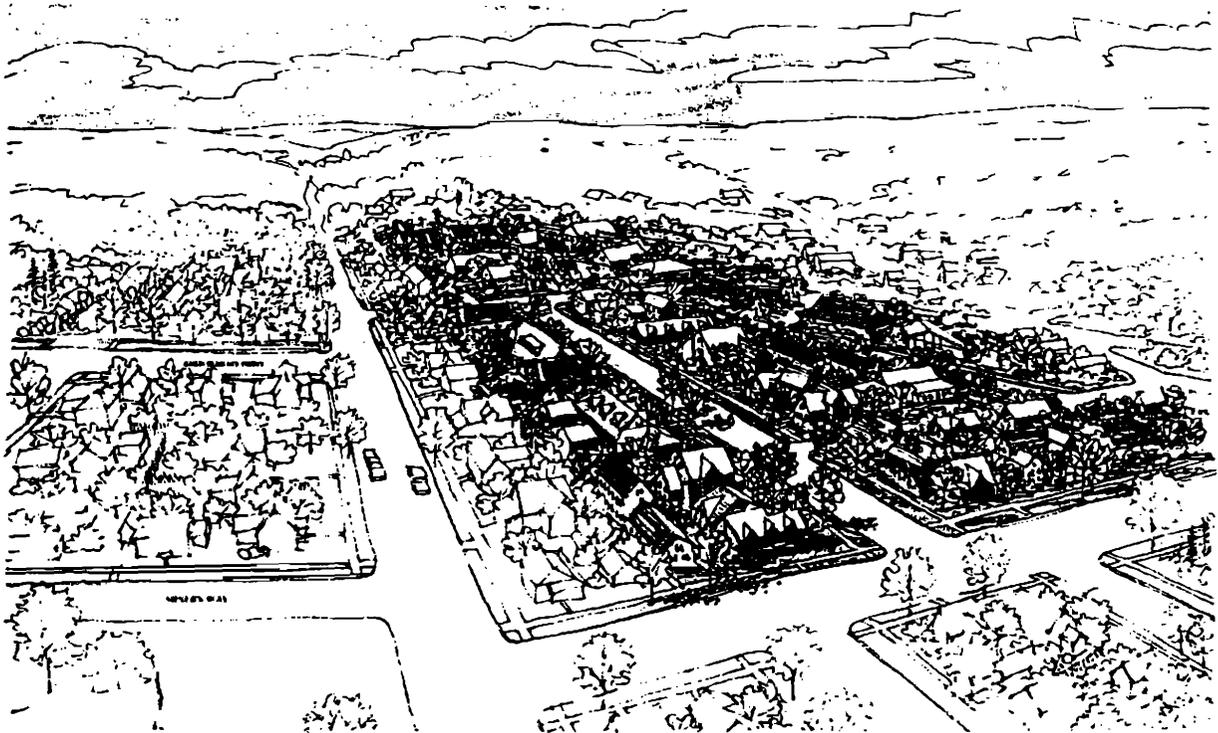
For implementation purposes, these five criteria shall be called "Character Criteria".



When all of the "Character Criteria" are applied to an infill or redevelopment site within a neighborhood, the newly constructed site(s) should be compatible with the existing, adjacent development in all ways. The aerial perspective sketch below illustrates an example of how this approach can work when all five "Character Criteria" are applied to the North Oregon Street "Historic Character Unit" on a large site across from the Nunan House.

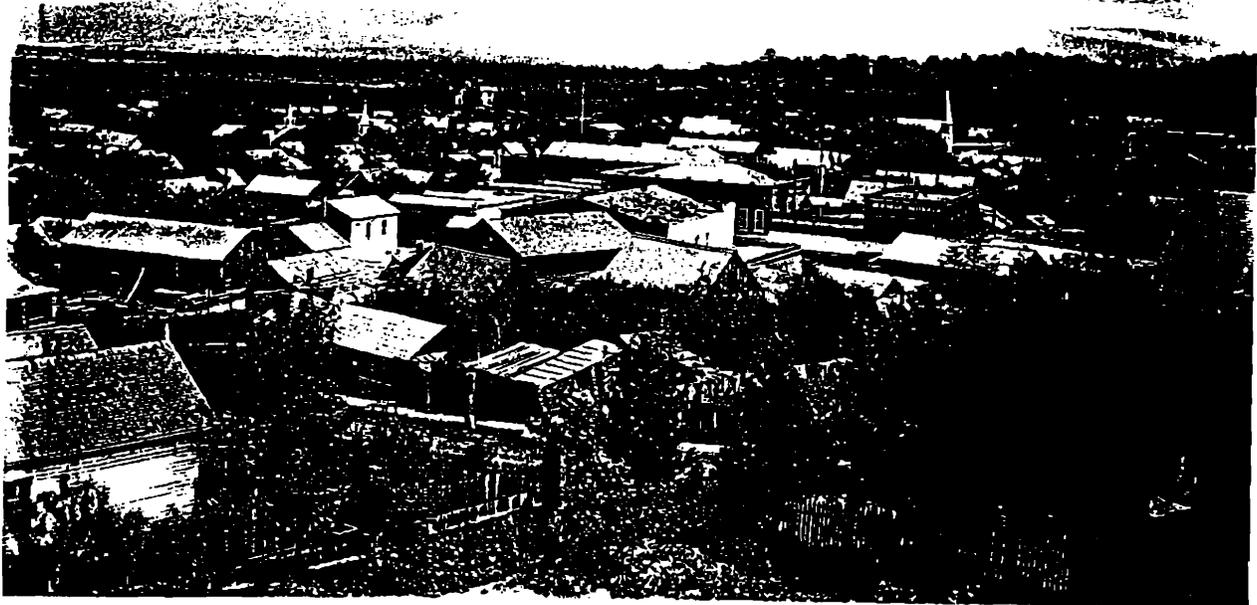
#### **D. Implementation of this Historic Element**

The intent of this Historic Element is for the City of Jacksonville to have the necessary information and process for guiding the course of all future development within the City of Jacksonville to assure compatibility with the incredible historic "fabric" which still exists.



Aerial Perspective Sketch showing infill development east of North Oregon Street  
HISTORIC ELEMENT of the Jacksonville Comprehensive Plan

This Historic Element provides the City with a basis for making decisions about implementation of development proposals. The Historic Element offers a decision-making structure which can have the effect of assuring an historically compatible infill and redevelopment strategy. This process must ensure that the evaluation of every proposal submitted is effectively undertaken. In this manner, the City's historic character will not be "watered down" systematically, but will be maintained indefinitely.



Historic Photograph of Jacksonville prior to 1883. This photograph was taken after completion of the Presbyterian Church steeple in July, 1880 (Demo. Times July 9, 1880) and before the foundation of the new courthouse was laid in May, 1883 (Demo Times May 18, 1883). Note: See St. Mary's Academy Building under construction at right. It was built between September 1881 and September 1882.

## II. POLICY STATEMENTS

### A. Design Review/Neighborhood Character

***POLICY #1: Create historic design review areas consistent with identified neighborhoods, hereinafter called Historic Character Units (HCUs).***

***Policy Definition: Historic Character Units: Historic Character Units are the City's historic neighborhoods, which include: Historic Core, North Oregon Street, South Oregon Street, South Third Street, North Third Street, New School District, Old School District, and Stagecoach Hills. Each neighborhood has internal physical features which are generally consistent.***

***Policy Definition: Character Criteria: Character Criteria are those features which uniquely describe each Historic Character Unit's own visual character and physical fabric. Character Criteria are graphically and/or narratively depicted for purposes of this Historic Element in Appendix A, using descriptions of the neighborhood's Architecture, Vegetation, Development/Land Use, Streetscape, Visual/Viewshed, and Neighborhood Character. These features are (1) integral to the historic context of the City; and (2) basic "building blocks" of the neighborhood's sense of place.***

#### ***IMPLEMENTATION MEASURES:***

***Implement Contextual design review standards and require all new development to be compatible with its neighborhood Character Unit.***

***POLICY #2: Adopt a design review process which embraces and relies upon Neighborhood Character driven decision-making.***

#### ***IMPLEMENTATION MEASURES:***

***Revise Jacksonville code using design standards compatible with the six Character Criteria. (i.e., Architecture, Vegetation, Development/Land Use, Streetscape, Visual/Viewshed, Neighborhood Character.)***

***POLICY #3: Allow for amendment of HCUs through resolution of the City Council, upon recommendation the Historic and Architectural Review Commission.***

***POLICY #4: Establish new design standards to assure compatibility of new development with existing.***

***IMPLEMENTATION MEASURES:***

*Implement design review standards for buildings such as shape, height, fenestration, materials, color, roofline and form.*

*Carefully evaluate scale, proportion, and rhythm of structures.*

**B. Architecture**

***POLICY #1: Require that all new architectural additions to the City of Jacksonville are contextually appropriate with Historic Character Unit (i.e., architecturally compatible with adjacent and surrounding development).***

***POLICY #2: Implement the contextual information presented in this Comprehensive Plan Element when evaluating future development proposals.***

***POLICY #3: Utilize the Architectural Character descriptions accompanying this document when reviewing architectural proposals. Architectural context shall have equal importance to Design Guidelines.***

**C. Neighborhood Vegetation**

***POLICY #1: Recognize that Jacksonville developed historically with the planting of introduced species. The majority of tree canopy and visual enclosure found in the City today is formed by introduced species.***

***IMPLEMENTATION MEASURES:***

*Require use of both introduced and indigenous tree species where compatible with other species within the Historic Character Unit.*

*Allow use of introduced species today where compatible with other species in the Historic Character Unit.*

***POLICY #2: Require that all new site developments utilize the same relative density per acre for new tree and other vegetative plantings as are found in the sites Historic Character Unit (and/or adjacent units, where appropriate).***

***IMPLEMENTATION MEASURES:***

*Utilize street trees to achieve the relative density of trees found in the sites Historic Character Unit.*

*Require that trees and vegetation be planted at the same density per acre on new development sites as exist on adjacent properties within the sites Character Unit.*

***POLICY #3: Identify locations where street trees would be consistent with the Historic Character Unit and an asset to the City's overall Historic Character, travel corridors and residential neighborhoods. Where appropriate, implement street tree standards based on indigenous and historic tree species in the area.***

***IMPLEMENTATION MEASURES:***

*Utilize street trees for new developments where it is not prudent to utilize trees on private properties close to the right-of-way for site specific reasons (e.g., site constraints, or functional, site use reasons).*

*Utilize street trees where the scale of the site and proposed use on that site warrant use of street trees and where the two measures above are also warranted.*

*Utilize street trees to enhance the pedestrian right-of-way where trees planted on adjacent private properties cannot produce the same functional result.*

***POLICY #4: Street trees should not be permitted within the commercial center of the Historic Core area.***

***IMPLEMENTATION MEASURES:***

*Recognize that the Core areas commercial architecture needs to be easily viewed and photographed by tourists.*

*Recognize that sidewalks in the commercial core are not wide enough to comfortably accommodate street trees and adequate pedestrian width for convenient walking and window shopping.*

***POLICY #5: Develop landscape material design standards based on indigenous and historic tree species in the area.***

***IMPLEMENTATION MEASURES:***

*Require that new trees are compatible with the dominant species found in the neighborhood. (See Vegetation Character map.)*

***POLICY #6: Identify inappropriate landscape treatments (e.g. berms, inappropriate use of barkdust and aggregate) along, adjacent to or near the public R.O.W.***

***IMPLEMENTATION MEASURES:***

*Create a recognized list of indigenous plants of the Jacksonville area for distribution to the development community. Promote their use.*

***POLICY #7: Utilize indigenous plants having inherent water conservation value wherever feasible.***

***POLICY #8: Require diversity of tree species in new subdivisions and on new development sites, reflective of the composition and density of trees in the Historic Character Unit.***

***IMPLEMENTATION MEASURES:***

*Require compatible landscape design and use of compatible species of vegetation with all new development applications.*

**D. Visual/Scenic Viewsheds**

***POLICY #1: Preserve mid-range to long-range views from properties within the City. Utilize Internal View Corridors and External Scenic Viewsheds identified on accompanying maps and in Kramer's 1993 survey.***

***IMPLEMENTATION MEASURES:***

*Assure compatibility with external viewsheds described on accompanying map and in Kramer's 1993 survey.*

*Coordinate and implement with neighboring jurisdictions, all methods for assuring the long-term integrity of the spectacular rural setting completely surrounding the City of Jacksonville.*

*Provide stewardship in protecting the high scenic quality of the surrounding rural setting, which is as important a part of Jacksonville's historic character as is historic land and development within the City.*

***POLICY #2: Develop site plan review guidelines, to enable preservation of view corridors.***

***IMPLEMENTATION MEASURES:***

*Require project compatibility with internal viewsheds and view corridors.*

*Require project compatibility with external viewsheds and relationship to medium range and long range scenic vistas.*

***POLICY #3: Establish new building design standards addressing building height, mass, color and roofing materials within significant viewshed areas.***

***POLICY #4: Identify significant viewshed areas that should be purchased or fully protected.***

***IMPLEMENTATION MEASURES:***

*Evaluate internal viewsheds and view corridors for feasibility of acquiring certain sites in fee simple or through purchase of a scenic easement.*

## **E. Development Patterns/Land Use**

***POLICY #1: Maintain character and scale of development in core area. This includes maintaining a balanced open space component. Prepare a Specific Development Plan for the Historic Core area between Main and 'C' Streets and First and Fifth Streets in order to preserve the appropriate component of open space.***

**IMPLEMENTATION MEASURES:**

*Consider requiring all new development proposals within increased density areas allow buildings that are no greater than 15% to 20% larger than the historic buildings in its Historic Character Unit.*

**POLICY #2: Assure compatible multi-family development**

**IMPLEMENTATION MEASURES:**

*Consider increasing densities east of North Oregon Street.*

**POLICY #3: Eliminate opportunities for incompatible development in core area. Implement performance standards requiring character-driven compatibility.**

**IMPLEMENTATION MEASURES:**

*Adopt historically-compatible, urban design performance standards.*

**POLICY #4: Open opportunities for cottage industrial activities to ensure the economic vitality of the community. Assure compatible industrial development.**

**IMPLEMENTATION MEASURES:**

*Promote cottage industry zoning.*

**POLICY #5: Maintain overall community density pattern of radiating from the concentrated core out to lessening, more rural, densities on the periphery.**

**POLICY #6: Require architectural diversity on projects with more than a single building (e.g. multi-family residential, office complexes, etc.) require that building footprints and facades are not repeated.**

**POLICY #7: Require diversity of lot sizes in new subdivisions (i.e. no more than four lots of similar width in a row).**

***POLICY #8: Supplement neighboring farm uses with historic scenic designation.***

***IMPLEMENTATION MEASURES:***

*Work with Jackson County to ensure protection of the farmland buffer between Medford and Jacksonville and the City's wooded backdrop.*

**F. Streetscape**

***POLICY #1: Establish street standards based on historic character of the area.***

***IMPLEMENTATION MEASURES:***

*Reflect existing development patterns in new street widths and improvements.*

*Develop streets in historic area of the community without curbs and gutters. Vary width of streets depending on street classification.*

***POLICY #2: Promote development of pedestrian pathways throughout the City.***

***POLICY #3: Maintain the community's historic character by allowing a variety of walkway surfaces to encourage pedestrian use.***

***IMPLEMENTATION MEASURES:***

*Develop curbed streets with sidewalks only in (a) the newly developing area(s) in the northeast portions of the community; and (b) the heart of the Central Business District within the historic core.*

*Utilize flexible sidewalk standards in the historic portion of the community, relative to paving materials used.*

*Allow decomposed granite, concrete or other appropriate material in residential areas, depending upon adjacent composition and volume of use.*

*Walks should be a minimum of four feet in width, separated from street by a drainage swale.*

*Define edges of walks with rock-work, bricks, or other appropriate materials.*

***POLICY #4: Promote pedestrian-oriented development throughout the City of Jacksonville.***

***IMPLEMENTATION MEASURES:***

*Avoid automobile (strip-) oriented development.*

*Locate buildings at the pedestrian right of way in the commercial section of the historic core.*

***POLICY #5: Pave parking lots in Historic Core if located within one block of an arterial street.***

***IMPLEMENTATION MEASURES:***

*Locate parking lots in the rear of buildings.*

*Heavily landscape parking lots. Intent is to create canopy over and visual enclosure around parking lots. (e.g., One tree per four spaces, depending upon size of tree species utilized. Small trees should be planted closer together; larger trees should not be placed at greater distances apart than their crown spread.)*

*Prevent development of strip commercial projects; locate parking lots behind commercial building wherever feasible.*

*Require that other parking lots in historic portion of community utilize permeable surface, with well-compacted earth base and sufficient sub-base.*

**G. Incentives**

***POLICY #1: Promote financial incentives for historic preservation.***

***IMPLEMENTATION MEASURES:***

*Disseminate information on and promote the use of federal, state, and private financial incentive programs for historic preservation. Prepare, recommend and advocate state and local financial incentive programs for the preservation of buildings on the Landmark List.*

*Place plaques, decals, present certificates, or make other official recognition of the structures on the Landmarks List.*

***POLICY #2: Encourage affirmative maintenance of the structural and historical integrity of all resources included on the City's Landmark List.***

***POLICY #3: Establish and maintain a preservation education program.***

***IMPLEMENTATION MEASURES:***

*Maintain a preservation educational program to help the public understand the purpose and importance of historical preservation to the City of Jacksonville.*

*Maintain a viable Historic Preservation Reference Library for the benefit of all citizens.*

*Hold informal discussions with the business community on the decisionmaking procedures of HARC, and how and why decisions are made.*

***POLICY #4: Facilitate the exchange of preservation technologies and information wherever possible.***

***IMPLEMENTATION MEASURES:***

*Prepare and maintain a database of available contractors and technology specializing in historic preservation.*

CHAPTER THREE  
JACKSONVILLE'S SOCIAL ELEMENT  
including POPULATION AND GROWTH

The following "Values Statement" that was developed during the 1991 Vision Statement process serves as the basis for this chapter:

*"We value consideration of all of our citizens and strive to make this a place where a diverse population can grow and thrive. Our citizens' involvement in encouraging controlled and diversified growth while carefully nurturing the natural and historical environment is our insurance for the future."*



GOAL

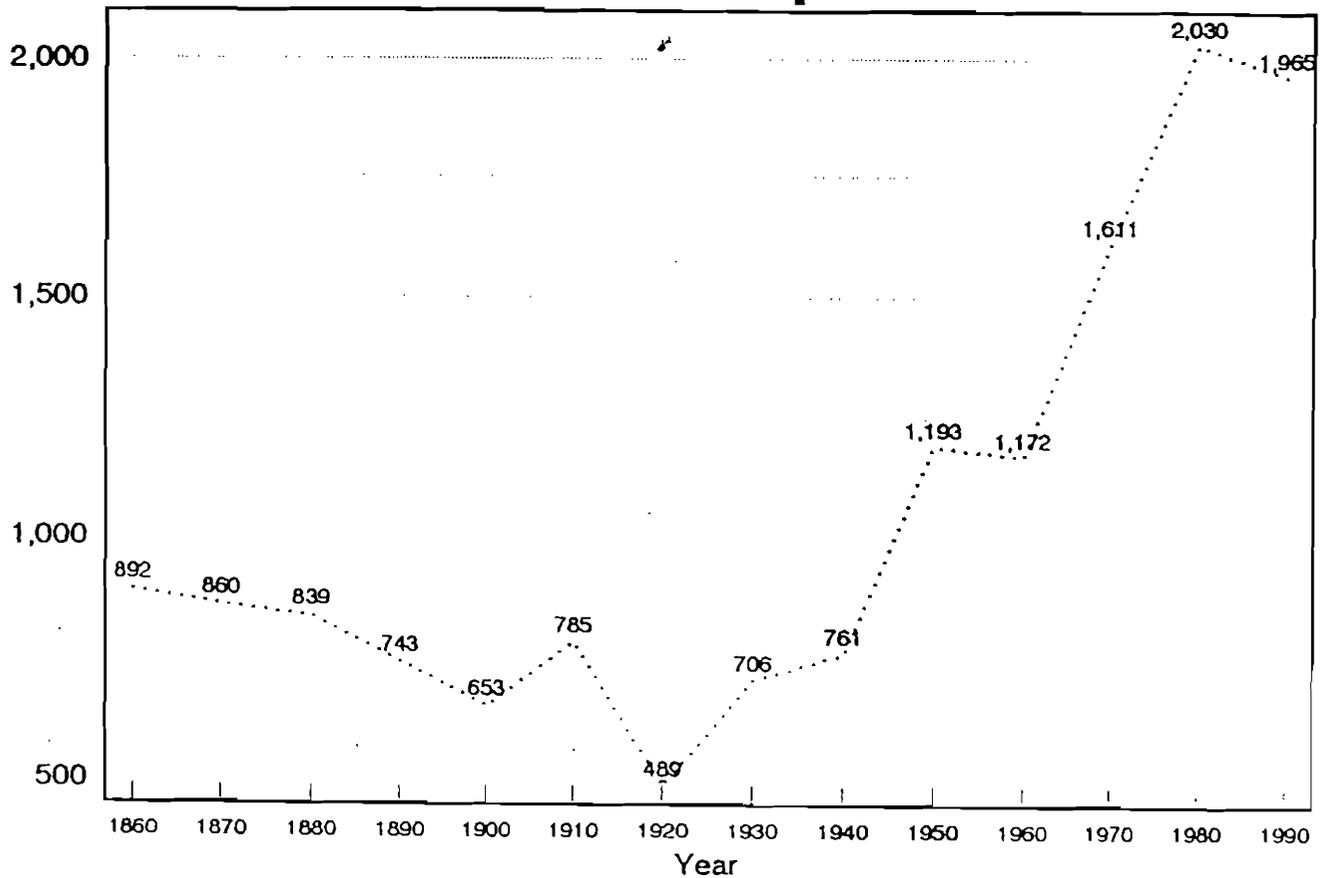
TO PROVIDE FOR THE NEEDS OF POPULATION GROWTH IN JACKSONVILLE TO THE YEAR 2015 WITHIN THE CAPACITY OF THE CITY'S PUBLIC FACILITIES AND THE CONSTRAINTS OF HISTORIC PRESERVATION, AND TO MAINTAIN A DIVERSITY OF INCOME, CULTURAL, AND AGE GROUPS IN JACKSONVILLE'S POPULATION.

Introduction

Jacksonville is a very unique city poised at a very critical point in time. After having already proceeded through the full range of life cycle phases often encountered by cities discovery, growth, maturity, and dying away, Jacksonville has begun anew and is experiencing rediscovery This rediscovery phase that the City is now involved in has been artificially extended through the imposition of numerous building moratorium ordinances, the demands of growth have been held at bay According to the 1990 Census population has even fallen

Historically, Jacksonville has experienced periods of rapid growth, followed by severe decline. Today we are at approximately the same population as we were as an 1850's booming mining camp. This boom was followed by a rapid drop as miners left to be replaced by pioneers. The incorporation of the City and the census taking in 1860 was followed by a period of prosperity as the County seat, which was followed by the drop of the 1920's and 1930's. The most recent boom came between the 1960's and the 1980's, whereupon the effects of several moratoriums have slowed growth down again to the present day.

## Jacksonville Historic Population Trends



To complicate the situation further, Jacksonville's population varies on a daily basis, often doubling for periods of several hours on a summer evening when a popular concert is being presented. The tourism aspect has been active and growing, while the residential aspect has been suppressed. Tourism is frequently a catalyst to residential growth, but in Jacksonville's case it has been prevented from fulfilling that role.

This slowed growth has combined with Jacksonville's rural and historical charm in close proximity to an urban area to make this town a very livable city, which then translates into a very desirable city. This fact has resulted in an increasing demand pressure and is reflected in rising real estate prices. Rising prices will play an important role in the demographics of who gets to live in this very livable city in the future.

## Demographics

A community's demographics constitute an important part of a comprehensive plan. Housing, economic growth, public services, and land requirement projections are based on population size and characteristics.

This element will attempt to develop a reasonable accurate growth range for Jacksonville by examining Jacksonville's historic population growth and discussing the changes that have occurred, primarily during the last 50 years. Community income and ethnic aspects will be examined, and policies relating to population changes will be defined. Once accomplished, our community's plans can be built around this projection.

### Ethnic Background of Jacksonville

Jackson County and Jacksonville have historically had small minority populations, with most residents being of northern European descent. There was a period of time in the mid-nineteenth century when Chinese laborers played a significant role in Jacksonville's population, but presently the 1990 Census indicates that English, German, Irish, and French ancestries are the predominant ethnic backgrounds of Jacksonville citizens.

This ethnic mix is not changing rapidly. While the largest minority group migrating to Jackson County in the future has been projected to be of Hispanic background, Jacksonville has not yet experienced that influence to any great degree, although a minor increase in Hispanic citizens has occurred in the last decade. In 1980, Jacksonville's population was 99% European descent and Hispanics constituted about 1% of the population, while in 1990, Jacksonville's European proportion dropped to 96.6% descent and Hispanics increased to 2.1% of the population.

### Income Levels

When household income is considered, Jacksonville is a relatively rich community locally and a relatively poor community statewide. While in 1990, Jackson County's mean household income was \$25,069, Jacksonville's was \$25,820. This is the highest mean household income figure of any city in the County except Central Point a \$29,380. Conversely, the state's mean household income in 1990 was \$27,250, illustrating the relatively low wage rates of the southern Oregon region as a whole.

On a Per Capita basis, Jacksonville's income in 1990 was \$16,757, which is again a relatively high figure locally. Only 8% of Jacksonville's population was below poverty level, the lowest percentage of any city in the County except Central Point. Of the 150 people in Jacksonville determined by the 1990 Census to be below poverty level, 51 of those persons (approximately one-third) were over the age of 65.

**INCOME IN 1989 (from the 1990 Census)**

<u>Households</u> .....	873
Less than \$5,000.....	40
\$5,000 to \$9,999.....	123
\$10,000 to \$14,999.....	106
\$15,000 to \$24,999.....	157
\$25,000 to \$34,999.....	125
\$35,000 to \$49,999.....	148
\$50,000 to \$74,999.....	123
\$75,000 to \$99,999.....	16
\$100,000 to \$149,999.....	13
\$150,000 or more.....	22

Median household income (dollars)..... 25,820

<u>Families</u> .....	553
(Married couple families .....467)	
Less than \$5,000.....	11
\$5,000 to \$9,999.....	33
\$10,000 to \$14,999.....	36
\$15,000 to \$24,999.....	103
\$25,000 to \$34,999.....	97
\$35,000 to \$49,999.....	132
\$50,000 to \$74,999.....	102
\$75,000 to \$99,999.....	16
\$100,000 to \$149,999.....	9
\$150,000 or more.....	14

Median family income (dollars)..... 34,205

<u>Nonfamily households</u> .....	320
(Householder living alone ..... 297)	
(Householder living alone 65 years or older ..... 187)	
(Female householder living alone 65 years or older ..... 156)	
Less than \$5,000.....	33
\$5,000 to \$9,999.....	92
\$10,000 to \$14,999.....	71
\$15,000 to \$24,999.....	52
\$25,000 to \$34,999.....	25
\$35,000 to \$49,999.....	14
\$50,000 to \$74,999.....	21
\$75,000 to \$99,999.....	0
\$100,000 to \$149,999.....	4
\$150,000 or more.....	8

Median nonfamily household income (dollars)..... 11,591

**INCOME TYPE IN 1989**

Households with wage and salary income.....		515
Mean wage and salary income (dollars).....	34,184	
Households with nonfarm self-employment income.....		133
Mean nonfarm self-employment income (dollars).....	34,976	
Households with farm self-employment income.....		9
Mean farm self-employment income (dollars).....	4,389	
Households with Social Security income.....		371
Mean Social Security income (dollars).....	8,047	
Households with public assistance income.....		28
Mean public assistance income (dollars).....	5,337	
Households with retirement income.....		158
Mean retirement income (dollars).....	11,565	

**POVERTY STATUS IN 1989**

Persons in Jacksonville below poverty level.....		150
Persons between 18 and 65 years		
Below poverty level.....	68	
Persons 65 years and over		
Below poverty level.....	51	
Related children under 5 years		
Below poverty level.....	4	
Related children 5 to 17 years		
Below poverty level.....	27	
Families below poverty level.....		31
Female householder families below poverty level.....		15
Percent below poverty level:		
-----		
All persons.....	8.0	
Persons 18 years and over.....	8.0	
Persons 65 years and over.....	11.3	
All families.....	5.6	
Female householder families.....	28.3	

## Age Distribution

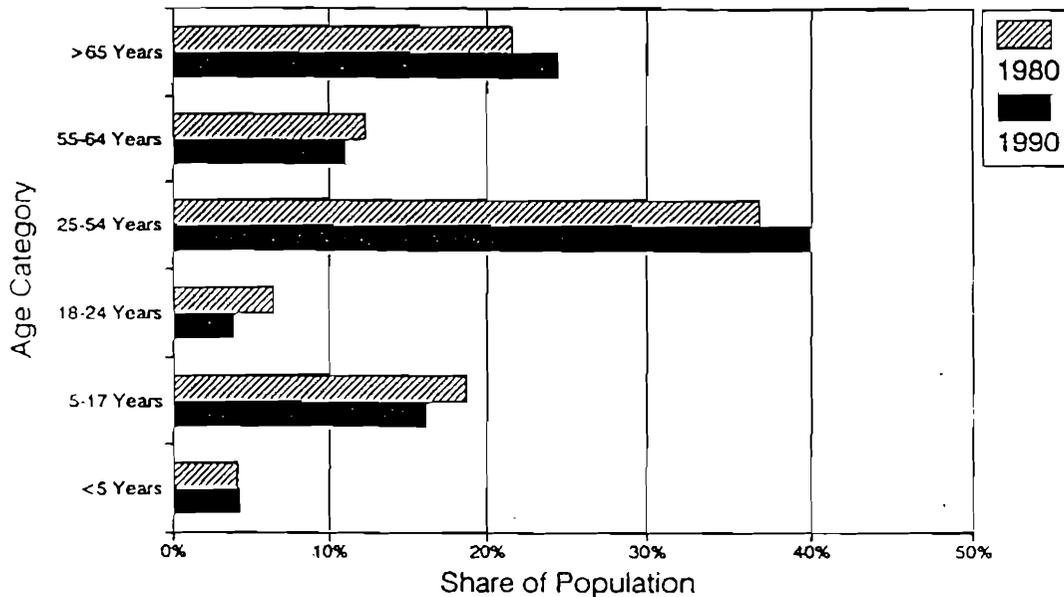
The historic nature of Jacksonville extends beyond its renowned sites and structures to its very population. It has the highest percentage of its population over the age of sixty-five of any city in Jackson County. The closest 1990 median age figure in the County is Talent's at 37.6 years, a gap of six years

### Population by Age Groups For Jacksonville

Year	Under 18 %	18-64 %	65 & over %	Median Age
1970	475 (29.5%)	857 (53.2%)	279 (17.3%)	34.6
1980	461 (22.7%)	1,130 (55.6%)	439 (21.6%)	40.4
1990	389 (20.5%)	1,042 (55%)	465 (24.5%)	44.5

The percentage of people over the age 65 in Jackson County was only 16.2% in 1990.

### Age Distribution: 1980 vs. 1990 City of Jacksonville



Source: U.S. Census Bureau,  
1980 and 1990 Census of Population

SORSI/SOSC, 1993

Jacksonville's population is rapidly aging, the City's median age went up 17% between 1970 and 1980, and another 10% between 1980 and 1990. This is a 29% increase over the past two decades. Locally, only Ashland had a comparable rate of increase at 38% over the two decades, although its median age in 1990 (34.4 years) is still significantly lower than Jacksonville's. This points up an important concern. As the exhibits above show, while the number of retirees is increasing, the number of young adults and children in the City is decreasing.

## School Enrollment

The decreasing percentage of persons under 18 in Jacksonville would appear to indicate that school enrollment should be going down, however, the Jacksonville Elementary School services a broad area outside of the City Limits and an increasing number of children from those areas appears to be more than compensating for the decreasing youth population inside the City Limits.

The overall district growth has been very significant with enrollment increasing at about 500 students per year for the past three years. This is approximately a 16% growth rate over a three year period. According to Senate Bill 908, "a high growth school district is any school district that has an enrollment of over 5,000 students and an increase in student enrollment of 6 percent or more during the three most recent school years". Medford School District 549C appears to qualify as a "high growth rate school district" and therefore Jacksonville's Comprehensive Plan must include a school facility plan. The District expects that trend to continue through next four years, bringing the current District total of approximately 11,000 to 13,000 in 1997

The Jacksonville elementary school has 391 students and is expected to increase to 450 students by 1997. The school has no additional classroom space and will be hiring no additional teachers (30 staff members currently) due to budget constraints, which means that the students per teacher/classroom will increase

Cascade Christian High School in Jacksonville is also expected grow at approximately 15% per year for the short term (from 172 students at the present time to 250 in 1997) As with the public school, this private institution is attracting students from a broader geographic area than the City Limits and thus functions to a large extent as a population importer

## The Population in the area around Jacksonville

Another population group that affects Jacksonville is the population of the rural area surrounding Jacksonville. This group does not consume services such as sewer or water, but affects the capacity of transportation, parks, school, and also enlarges the market population served by Jacksonville businesses. It is best measured by the population living in the 97530 zip code area

This figure was found to be 5,518 into 1990 Census. If the 1990 Jacksonville population of 1,896 is subtracted out, that leaves 3,622 people living in the rural area surrounding Jacksonville

## The Tourist Population

The actual present day population of Jacksonville fluctuates widely due to the influx of tourists during the summer, holidays, and school vacations. On a daily basis in the peak summer season, the city's population frequently doubles during periods of high tourism

The success of Jacksonville's tourist economy has added to the local population a group of people that are here simply to enjoy the City's attractions. This population consists of constantly changing individuals, but now constitutes a significant proportion of the resident population. This population cannot be estimated exactly, but several available statistics will frame a picture of their sizable impact

The Southern Oregon Historical Society records indicate approximately 80,000 persons per year visit their facilities in Jacksonville. These records show a recent reduction in the number of visitors but museum admission fees were recently introduced and also there is something of a cyclical nature to tourism. The Historical Society believes that there is an overall growth trend in visitors and anticipates that the attendance figures will continue to grow with the use of new exhibits and interpretive "controlled quality" experiences which emphasize Jacksonville as an "Outdoor Museum" and educational facility.

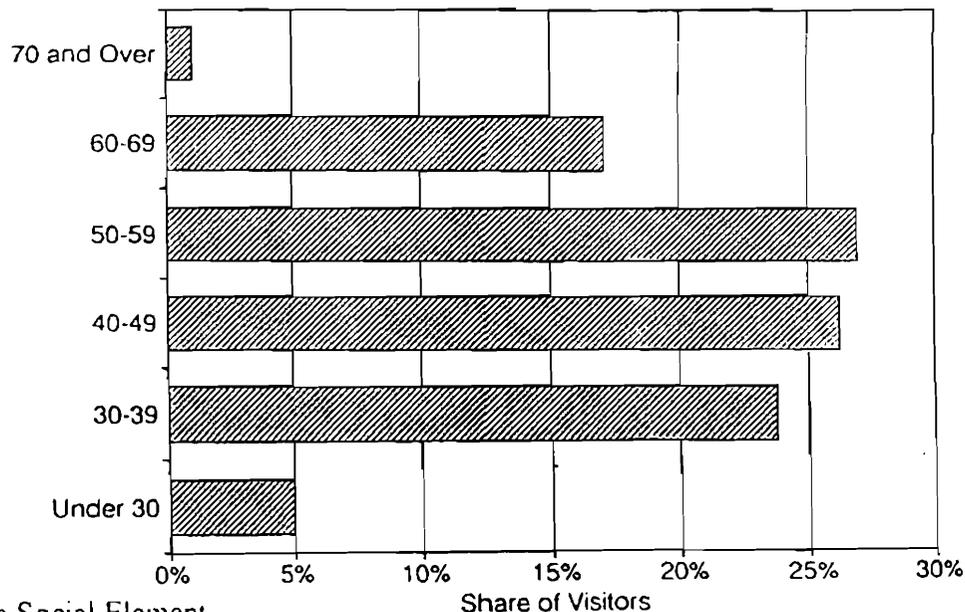
Another major tourist attraction, the Britt Music Festivals, has grown tremendously to a current level of between 50,000 to 55,000 attendees per summer. Due to an arrangement that it has with its landlord, Jackson County, the Festival is confined to a summer season window from the middle of June to just past Labor Day, and will not expand beyond that window of time. There are approximately 3 to 5 concerts presented outside of that window by parties other than the Festival. The Festival has done as many as 52 concerts per season, but, in recent seasons, it has kept the number of concerts in the low to mid forties. The past two years, the Festival has put on 44 concerts per year.

The capacity of the amphitheater/park is 2,200. In 1991, the Festival averaged 1,246 persons per concert; in 1992, the average was 1,269, which was an all-time record; and in 1993, the average dropped back down to 1,219. The Festival's five-year plan does not project increasing the number of concerts per year but will target increasing the average attendance to 1,500 persons per event.

What degree the tourists who visit the Society's exhibits overlaps with the Britt Festival visitors is hard to calculate. The Society's facilities close at 5:00 P.M. at which point Britt begins its functions. A five year old Britt study found that 20% of their audience came to Jacksonville for other purposes in addition to attending a concert.

The make-up of the present transient population was found in a 1990 survey conducted by the Southern Oregon Regional Services Institute (SORSI) to have the following age distribution

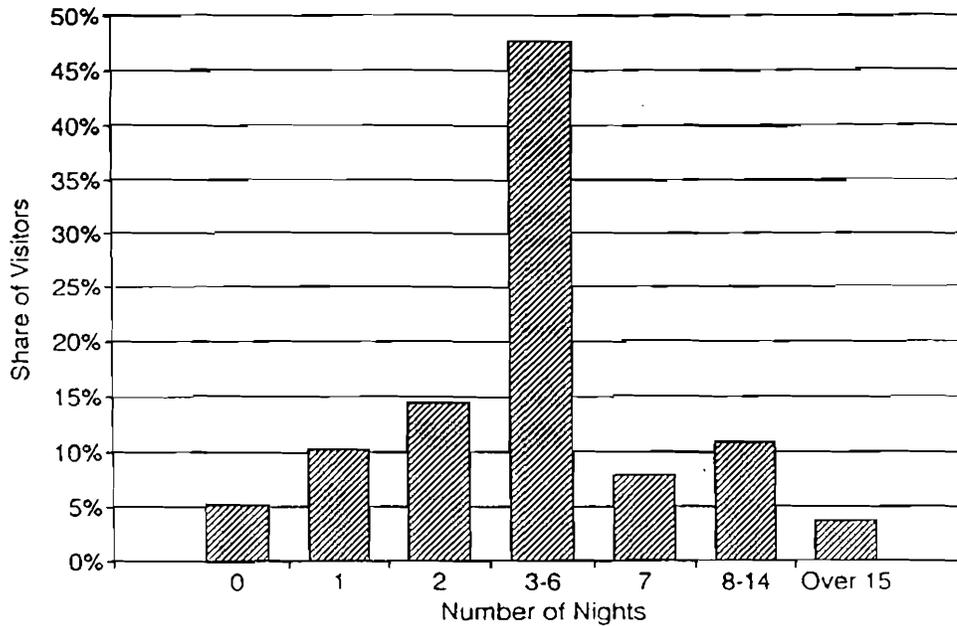
Age Distribution of Visitors  
Downtown Jacksonville



The Historical Society anticipates that the type of tourist will diversify in the future with the City seeing more history students/enthusiasts and "shoulder season" (early spring/late fall) tourists in addition to its current "typical tourist" volumes who come between Memorial Day and Labor Day

This corresponds with the strategy amongst Jacksonville merchants to extend the length of each visitor's stay and to develop the shoulder seasons. This will be accomplished through providing a greater variety of in-town activities and the scheduling of special events and activities outside of the regular summer tourist season. The above 1990 SORSI survey found that the majority of Jacksonville visitors spend 3-6 nights in Southwest Oregon.

**Nights Spent in SW Oregon Region  
by Jacksonville Visitors**



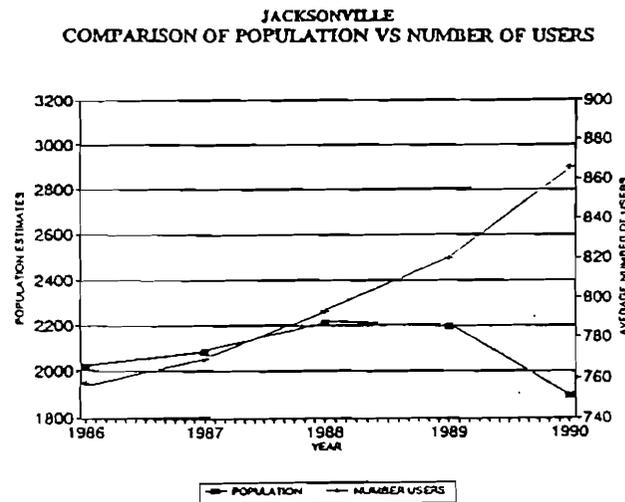
This does not necessarily mean that the overnight stay is in Jacksonville, however, with an increasing number of overnight rooms becoming available through bed and breakfasts and other facilities, the extended stay portion of the strategy is achieving some success. As an example, in the first three years since the opening of the Stage Lodge motel, it was filled for 2,000 room nights in 1990-91, 3,000 room nights in 1991-92; and in 1992-93, 3,700 room nights. With 27 rooms, this averages 2.2 persons per room. This provides an indication of the additional population that is resident in hotel rooms in Jacksonville.

The transient population is unique in that they have large disposable incomes, but live in tiny quarters at high densities, and only have one car per "household". When developing plans for providing services such as sewer and water, their consumption is accounted for by their accommodations such as motels, hotels, and bed and breakfast inns. Yet in other types of planning, such as for parks, their population is "invisible" but still creates impacts. It is important to remember to account for them, as they form a part of the permanent population of the City that affects the character of the City and the local economic health of the community. However, due to the difficulties in estimating the seasonal variations in population, only full-time resident populations will be used for projection purposes in this study.

## 1990 CENSUS DISPARITY

Actual counts of population are only made once every 10 years during the official Census. As mandated by Oregon law, the Center for Population Research and Census at Portland State University (PSU) annually estimates the July 1 population for each incorporated City and County in Oregon. The 1990 Census count for Jacksonville was 1,896 people. This is significantly less than the 1989 certified PSU population estimate of 2,195 people.

In a study prepared by HGE Engineering for the City of Jacksonville's Water System Master Plan, certified population estimates and 1990 Census population were plotted along with the number of water customers for the 5 year period from 1986 to 1990 as shown on the Graph below. The number of paid water accounts increased while population estimates show a decrease in population. The 1990 Census count appears to be low unless the average persons per household figure drops dramatically from 2.14.



One possible reason for this may be the actual date of data collection for the Census. The Census data was collected by the summer of 1990. A review of Jacksonville building permits indicates that 23 permits were issued between October 1989 and October 1990 for properties located in Census blocks 217A and 218A which correspond with the recent Shafer Lane and Daisy Creek subdivision areas. This would have resulted in a flurry of construction activity, however, block data from the 1990 Census shows only 4 housing units in 217A and no count whatsoever in 218A. Thus, at 2.17 average persons per household, the timing of the count may have discounted Jacksonville's population by 41 to 50 persons in this area alone.

Portland State University (PSU) may have sensed this and applied corrections. The 1990 Census population for Jacksonville was 1,896, yet the 1992 Population Estimate figure from Portland State University was 2,005. This indicated a growth of approximately 55 persons per year on a straight line basis (approximately 3%) during the two years that the City was under a complete water hook-up moratorium. The correction having been applied, growth has now leveled off with the 1993 Population Estimate from PSU at 2,010 (5 persons per year) and a 1994 PSU estimate of 2,005. Without any housing starts to generate growth, estimates are prepared using county trends regarding persons per household and may reflect a 2% margin of error according to Howard Wineburg of PSU. In Jacksonville's case could represent plus-or-minus 40 people.

# POPULATION PROJECTIONS

Realizing the present uncertainty of our population figures, the task now becomes to predict the future from a somewhat nebulous starting point. Unfortunately, the projection of population changes for a small community is difficult even under normal conditions. Factors that influence growth or decline, notably migration, are unpredictable.

Migration, the most unpredictable component, is the most important for Jacksonville. Analysis of Jacksonville's historical population data indicates that major population changes in Jacksonville have always been caused by migration, from pioneer days to the recent migration of "baby boomers". Most migration predictions are economically based -- assumed to happen in response to the availability or lack of local jobs. Jacksonville has not always followed this pattern. A significant migration in recent years has been attracted to the community for the existing quality of life, instead of economic opportunity.

Jacksonville has encountered a major problem in using traditional population projection approaches. Jacksonville has restricted new construction within the UGB/City Limits during significant portions of the 1970's and 1980's. Presently, there is a moratorium on new facilities because of concerns about the water system. Limits on new development in the past make it difficult to accurately project future population numbers based on recent growth trends. A summary of City ordinances restricting development during the last 20 years is provided below.

## CITY ORDINANCES RESTRICTING NEW DEVELOPMENT DURING LAST 20 YEARS

#151	4/ 4/72	- Prohibited new subdivision construction in R-3 and commercial zones
#158	7/18/72	- Extended #151 until repeal
#166	8/30/72	- Extended #151 for an additional 60 days
#175	6/19/73	- Allows issuance of 25 building permits per DEQ
#280	10/19/82	- Comprehensive Plan adopted which effectively opened up building and the issuance of permits. In 1980, the sewer problem which caused the above numbered ordinances was taken care of when the city joined BCVSA and the Medford Treatment Plant for sewerage disposal
#301	4/ 1/86	- Moratorium declared because of Urban Growth Boundary
#307	8/ 5/86	- Moratorium extended
#308	9/ 2/86	- Moratorium extended
#312	4/ 1/87	- Moratorium extended another 6 months
#319	6/ 2/87	- Moratorium repealed on lands inside the UGB/City Limits
#333	9/ 5/89	- Limitation on subdivisions
#340	10/23/89	- 120 day Moratorium based on unworkable ordinances
#341	12/ 5/89	- Amends #340 and continues Moratorium
#358	9/24/90	- Moratorium declared on facilities, namely water, which is in place at least until May, 1993 at which time the council will hold a public hearing and determine whether or not it needs to be continued

A wide variety of projection methods are available, each with inherent strengths and weaknesses. Nearly all projection methods extrapolate past trends or observations into the future. This is because the past behavior of local and regional populations or related data, such as housing starts or electrical hookups, is the only general source of information available from which to make future projections. The methodology used in population projections greatly affects their outcomes. Three methods are explored below in an attempt to develop a range of possibilities.

**Ratio Trend** - The ratio trend technique assumes that the relationship of a smaller area to a larger geographic entity will be carried into the future. In Jacksonville's case, this would mean examining the ratio of city to county population and to use population projections for Jackson County assuming that Jacksonville will retain its relative size to the county in the future. The advantages of this method lie in the greater degree of accuracy typically found in forecasting populations for larger geographical areas. The critical assumption is, however, that Jacksonville's proportional share of the Jackson County total will remain fairly constant throughout the forecast period. A review of the validity of this method reveals that, by decade, from 1940 to 1980, the method works well for some cities such as Medford, but others, such as Central Point, Talent, and Phoenix, are receiving an increasingly greater percentage of the overall population while Ashland and Butte Falls are dropping in their proportionate share.

Further examination of historic population data points out that Jacksonville's percentage of the county total population has dropped from 2.1% in 1940 to 1.5% in 1980. In 1990, this percentage slipped to 1.3%. If the prediction contained on page 8 of the population element of Medford's Comprehensive Plan holds true and the smaller cities receive an increasingly greater share of in-migration growth, the top-end 2% figure may be more correct. When applied to the statistically supportable Portland State University (PSU) forecasts for the county, Jacksonville could expect the following range of results:

<u>YEAR</u>	<u>COUNTY (PSU)</u>	<u>CITY at 2%</u>	<u>CITY at 1.5%</u>
1995	158,131	3,162	2,372
2000	169,823	3,396	2,547
2005	181,647	3,632	2,724
2010	193,346	3,866	2,900
<u>2020</u>	220,000 (extrapolated)	<u>4,400</u>	3,300

The 1.5% figures conform closely with the mid-range projection used for Jacksonville in the Medford Water Commission's "Bear Creek Valley 2050 Water Supply Plan", but the 2% figures rapidly outstrip the high range projection of that same study. In an effort to bracket a range of possibilities, the 1.5% figure for 2000 was graphed on the Exhibit on page 13 along with the 2% ratio trend data points for the years 2010 and 2020.

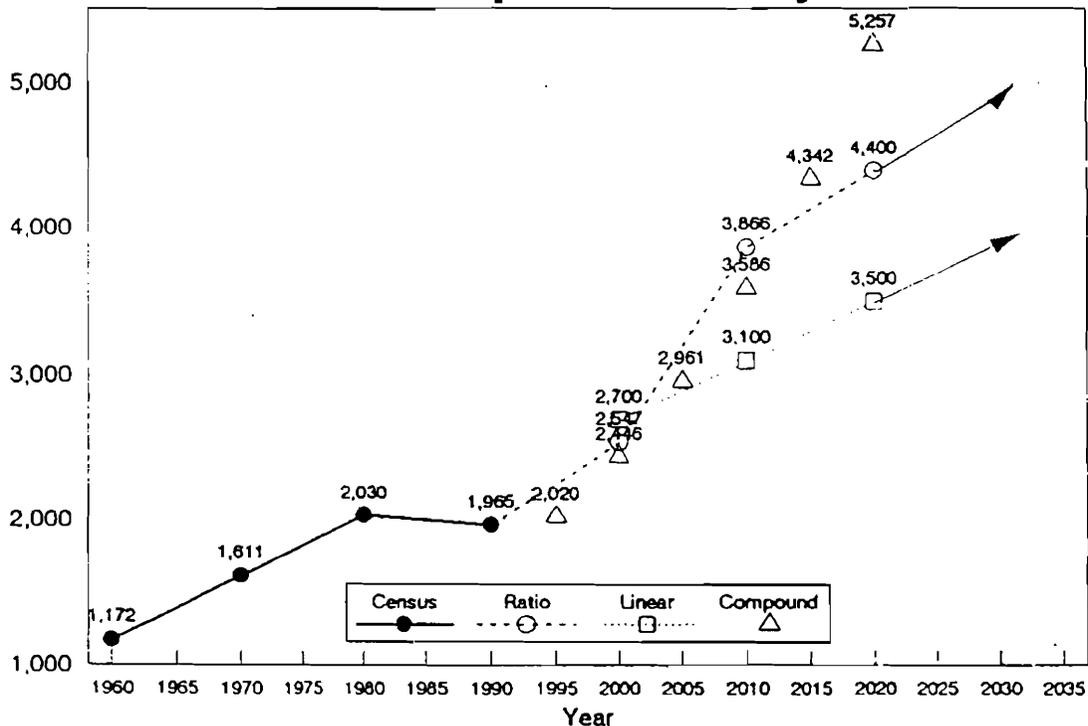
**Linear Regression** - Linear Regression is simply a trend line analysis of past population growth against time. It assumes that the population will change by identical increments in each future time sequence. By utilizing only the known city population counts (U.S. Census) from 1960 to 1990 and extrapolating those data points to the year 2020, a population of 3,600 is derived (see the Exhibit on page 13). This conforms closely with the mid-range projection used for Jacksonville in the Medford Water Commission's "2050 Water Supply Plan".

**Compounding** - Compounding, in simplest terms, is the method by which interest is calculated on a bank account. By calculating the city's past rate of population increase, the current or known population can be extrapolated into the future. Obviously, this is again skewed by the lack of trends. No correlation with the up or down tendencies of annual growth rates in other cities in the county or the county itself could be found in the period since 1940.

In the December 1991 "Comprehensive Water System Master Plan", HGE Engineering found the average annual growth rate (compounded) for the last 5 decades to be 2.47% in Jacksonville. This average lowers the growth rate due to the effects of the periods of negative growth rates (from 1950 to 1960 and 1980 to 1990). If the assumption is made that Jacksonville's series of moratoriums have created a certain pressure of pent-up demand, the influence of negative growth rates should not be relevant and growth would likely be akin to the rates found in periods of positive growth.

During recent periods of positive growth, Jacksonville has seen annual rates of growth ranging from 3.23% (1960 to 1970) to 4.60% (1940 to 1950). The compound data points graphed on Exhibit below illustrate Jacksonville's projected population with a 2020 population of 5,257, if a middle ground 3.9% annual growth rate is applied to our current PSU population estimate and extrapolated out into the future.

## Jacksonville Population Projections



This presents a problem when attempting to project population growth into the future. As demonstrated in the above graph, three different, but common, approaches to population projection (ratio comparison, linear extrapolation, and compounding) give three very different results. This leads to a best guess situation, which is not helpful in long range planning.

# Conclusions

Overall, it is safe to make several conclusionary statements:

1. The basic information and assumptions upon which Jacksonville's previous 1982 comprehensive plan was based are outdated and erroneous. Population growth does not agree with the official forecast and our public facility capacities were inadequate, as demonstrated by our existing water hook-up moratorium and our previous sewer moratorium. Without an accurate population projection, land supply evaluation, or reasonable facility plans, the requirements of Goal 10 and 14 have not been adequately addressed; as a result, legal challenges have left a legacy of an Urban Growth Boundary inside the City Limits and a reduced ability to plan for growth.
2. None of the above population projections approaches are completely satisfactory, given the widely varied range of potentials and the trend destroying influences of recent moratoriums.

## Growth and Carrying Capacity

Generally, the positive aspects of a relatively consistent growth rate are a healthy and robust economy, a more cosmopolitan population, a larger variety of housing types, more cultural opportunities, and greater availability of professional services, specialized shops and repair services. Population growth, however, also may result in urban sprawl, traffic congestion, a loss of sense of community, overcrowding, deterioration of environmental quality and higher housing prices. Quality of living, not a particular city size, is the most important element to be preserved.

Incremental growth ultimately generates an impact on operating requirements. At some level of development new fire equipment or a new police patrol will be needed in order to provide for adequate response time and capability. The impacts of rapid growth on our public school district often have not been considered. Jacksonville has the added constraint of preserving its historic integrity. A growth management system is needed to provide adequate services and protect resources.

Due to a series of legal challenges and the subsequent lack of full acknowledgement for Jacksonville's first Comprehensive Plan, the City currently has no plan or process for determining carrying capacity and ultimate service levels, particularly as relates to historic preservation, streets and other transportation facilities, fire and police services, sewage collection, storm drainage, parks and schools.

Still a lack of full planning capability has gotten the City into trouble before. The existing water moratorium was public facilities based and came into existence through inadequate planning and growth management, as did the sewer moratorium in the early 1980's, and we still operate under a 1982 Comprehensive Plan that has not been substantially revised. The City has only now begun to determine the facilities needed to meet the urban service needs. However, there is a reticence

on the part of the Jacksonville voters to fund increased services as evidenced by the November 7, 1994 defeat of tax base increase ballot measure that would have funded a Capital Improvement Plan. Additionally, the City does not currently have the ability to plan for growth in adjacent areas due to the restrictions of court orders which limited Jacksonville's ability to designate urban growth areas outside the City Limits

With the March 23, 1993 passage of a General Obligation Bond for the purpose of funding a new water system, Jacksonville should be able to rectify, in whole or in part, the deficiencies in the City's water distribution, storage and supply network which necessitated the "Jacksonville Key Water Facilities Moratorium Ordinance" and the last of these very same moratoriums which created this population projection problem, is about to lift in late 1995. It is reasonable to assume that there is going to be a great demand to build and live in this fair City of Jacksonville when that restriction is gone

**This leaves the City with the question of how to handle that sudden release of pent-up demand. An overall long-range growth management strategy is needed in order for Jacksonville to determine what "adequate public services" and "carrying capacity" mean, particularly in regards to preserving its historic integrity as a national resource.** As pointed out in the Annexation and Urban Growth Management Study prepared by Lane Council of Governments in February of 1991 for the Oregon Department of Land Conservation and Development (page xiv), an effective growth management system should:

Ensure that development occurs in ways that preserve quality of life

Ensure that necessary capital and operating services are provided for development in a timely manner and are financed efficiently and fairly

Require that new development and its occupants bear costs proportionate to the cost of servicing the area they occupy

Recognize that the different situations in Oregon do not lend themselves to a single solution

For Jacksonville, growth management concerns center around three key variables, community attitude towards growth, preservation of the historic context of the City, and public facility limitations that restrict growth. As noted above, community attitudes reflecting a limited growth sentiment coupled with public facility limitations, have combined to hold down the rate of city population increase in the past. Of 280 people questioned in a 1977 city planning commission survey, 192 people or 69% of those responding favored limited residential population growth, another 15% favored no growth whatsoever. A 1989 City survey indicated that 92% of the respondents favored limited or no growth. In a 1993 review of growth management concepts, the majority of written input (48 out of 51 letters) favored a growth management system.

The city's carrying capacity is frequently discussed. State Goal guidelines regularly repeat that plans should consider the carrying capacity of the air, land and water resources of the planning area so as not to exceed them. When the term "carrying capacity" is used, the State Goals are referring to natural resources such as ecosystems, land, air, and water. In Jacksonville's case, however, "carrying capacity" can be extended to include State Goal 5 issues other than natural resources.

The effects of preservation of Jacksonville's historic context on ultimate land supply is a limiting factor in the City's carrying capacity. In *Collins v. LCDC*, 75 Or App 517 (1985), the discussion of open space and historic Goal 5 resources was a key issue whereby it was stated that "the wooded hillsides have been determined to be unsuitable for future urban uses." The National Park Service has recognized the importance of Jacksonville's "Rural Historic Landscape"; as has Policy #7 of the Environmental Setting chapter of the Jacksonville Comprehensive Plan. The 1992 threatened landmark evaluation performed by the National Park Service in April 1991 and the subsequent October 6, 1992 letter pointed out that uncontrolled growth poses a threat to a city with Jacksonville's historic integrity and Landmark status.

This has been confirmed by the recent historic inventory work found in the 1993 Historic and Cultural Resource Inventory, prepared by George Kramer, Historic Preservation Consultant, which points out the prominent role that geographic setting played in Jacksonville's historic context and therefore the dangers of growth must also be evaluated in light of preserving those significant historic viewsheds. These newly described elements will have impacts upon future urbanization and construction in a wide variety of areas in and around the City.

The extent of these impacts are as yet undetermined, but ultimately will require revisions of our cooperative agreements with the County and Federal entities owning land around Jacksonville. The necessity to protect the forested backdrop and the agricultural bufferlands in the foreground that separate Jacksonville from other urban areas, restricts the City's future growth potential to infill and the surrounding residentially-impacted areas in the county. This ultimately restricts the land supply. Additionally, the lands that do become available need to be constructed in a village pattern that retains a core area and releases density as you move toward the periphery, in accordance with the 1991 Vision Statement and a historic village pattern.

The City of Jacksonville's national significance and sensitivity, when combined with it's past and present intent to limit growth, the pent-up demand for development, and the impending relief from moratorium restrictions, activate the need for a workable growth management system

The first step in developing a long-range growth management strategy is determining the types of limiting factors and then determining the most limiting factor in that group. The following list of eight categories are found to be the potential limiting factors to future growth

1. municipal water facilities
2. public sanitary sewers
3. land capacity as framed by Jacksonville's historic context
4. transportation facilities
5. police and fire services
6. public elementary schools
7. improved parks or recreation facilities
8. drainage facilities

A preliminary review of the existing parameters listed above indicates that the most limiting factor known at this time is our municipal water facilities. The transportation, police, fire, school, and sewer plans have not yet been prepared, parks and drainage facilities appear to be able to service population increases faster than the water facilities if financing can be found to remediate some

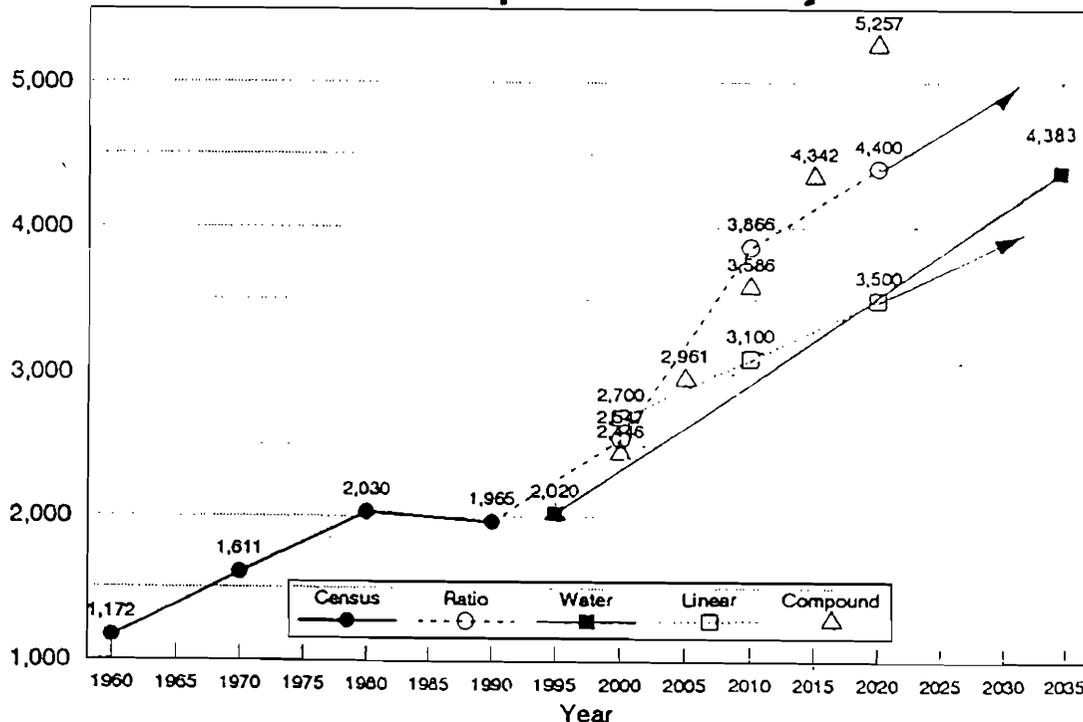
existing conditions; and the lands that are available in residentially-impacted areas around the city appear to be able to service population increases faster than the water facilities even if constructed in a village pattern that releases density toward the periphery.

As a result of our efforts to correct the deficiencies which caused our current moratorium, the City has a new Water System Master Plan. The new capacity derived from this Plan and the resultant pressure bands will have a direct impact on the location and amount of future growth, along with the capacities of sewer and storm drainage.

In light of this, the City proposes a population interpolation instead of a projection. The Planning Commission has prepared a 'reverse population projection' whereby the engineered design capacity of the new water system project that is currently under construction (4,870 people), less 10% (4,383 people) in order to keep capacity in system and allow for exploration of other alternatives at that time, is used as our upper limit of growth.

Since the water project financing is forty years in length, fiscal responsibility would require that our capacity is not used up until the system is paid for, therefore capacity must not be reached until 2035. A population interpolation draws a line back from 4,383 people in 2035 to the current population in 1995 and growth would be constrained in order to fall upon that line. With 2,363 additional people possible, that would add 59 people per year.

## Jacksonville Population Projections



This interpolation lies close to the projections of the linear regression model and the low end of the ratio trending methodology, and represents an initial annual growth rate of 2.9% and a final annual growth rate of 1.4%, which is greater overall than the PSU projected annual growth rates for the County (between 1% and 2%) and the average annual rate for Oregon between 1970 and 1990 (1.5%). This assures that Jacksonville will assume its fair share of growth.

This is known as a population ceiling. Population ceilings or cap rates, assume that population growth will be uniform and continuous. Such a future growth management system might permit residential development only after obtaining a special allotment permit, the issuance of which is conditioned upon the availability of the eight categories of facilities and services listed above.

## POLICIES

1) Through the use of design capacity of the City's Water System, a population interpolation that establishes Jacksonville's population at 3,200 in the year 2015 will be used as the basis for this Comprehensive Plan. All other plans and projections by the City should use the same population interpolation, for consistency of planning, unless compelling reasons or updated facility compilations exist for using alternative projections. Annexed population will be included in the overall population for the purposes of determining whether growth is inside of the interpolation range.

2) Strive to encourage a diversity of population groups in Jacksonville, especially if increased growth pressure leads to more expensive housing.

3) Monitor the proportion of tourist population to local population

4) Develop a growth management strategy that will monitor Jacksonville's size and rate of growth. Because Jacksonville is a unique, historic resource, it shall provide for the future limitation of city population growth and urban development based upon the availability of its adequate public services and the limitations of its carrying capacity, particularly as relates to Jacksonville's historic context. This growth management strategy shall be calculated to promote the welfare of the entire community and represent a reasonable attempt to provide for the sequential, orderly development of land in conjunction with the needs of the community, as well as individual parcels of land

Development permits shall be issued only when services, facilities, and capacities are available and shall be allotted in accordance with the Historic and Public Facility programs incorporated into the Comprehensive Plan. A review and revision procedure which responds to changing factors and circumstances which affect population growth needs to be built in this growth management strategy.

5) Growth management plans shall identify all the costs, revenues and governmental jurisdiction necessary to supply capital and operating services. The City shall develop a system that derives the revenue needed to pay for growth related costs from the development that is most directly responsible for the growth. Revenues received should only be spent on projects that will alleviate the problems associated with the growth

## EXHIBIT "B"

### FINDINGS OF FACT

The City Council of Jacksonville makes the following findings of fact regarding the amendment of the Jacksonville Comprehensive Plan that would replace Chapter X, Population, with the Social Element, Chapter Three, attached in "Exhibit A":

1. As part of the City of Jacksonville's Periodic Review Work Program as ratified by the Department of Land Conservation and Development on August 17, 1994, the City committed to updating the Population Element provisions in the Comprehensive Plan by July 1, 1995. The following amendment is in response to that commitment.
2. After Planning Commission review and recommendation, a public hearing on this amendment was held before the City Council on March 7, 1995. The record of that hearing is incorporated by reference herein.
3. A staff report was available more than seven days prior to the hearing and is incorporated by reference herein.
4. In compliance with the Plan Goals, Policies, Implementation Strategies, Forecasts and Distribution and Allocation Formulas Review and Amendment section (page 238) of Comprehensive Plan Chapter XIII, General Implementation, the amendment conforms to the Statewide Planning Goals 1, 2, 11, and 14. The amendment's goal and implementing language correlate directly with the recommendations and guidelines of Statewide Goals 11 and 14. The proposal will establish the basis for the Plan revisions that will occur under Periodic Review.
5. The amendment does not conflict with any other Statewide Goals.
6. In compliance with the Plan Goals, Policies, Implementation Strategies, Forecasts and Distribution and Allocation Formulas Review and Amendment section (page 238) of Comprehensive Plan Chapter XIII, General Implementation, the amendment conforms to the other unamended portions of the Jacksonville Comprehensive Plan. The other unamended portions of the Comprehensive Plan, such as the Land Use and Housing Goals and Policies, will need to be amended based upon the conclusions reached in this Social Element.
7. There are no Comprehensive Plan goals or policies with which this proposal conflicts.

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CHAPTER FOUR  
**JACKSONVILLE'S HOUSING AND**  
**URBANIZATION ELEMENT**

The following statement was developed by the citizens of Jacksonville during the 1991 Vision Statement process and serves as the basis for this chapter:

*"We value the character and quality of the individual neighborhoods that make up the City of Jacksonville. We promote their attractiveness and safety; we encourage their stability and protect their integrity."*



**GOAL**

**TO PROVIDE A VARIED RANGE OF SAFE AND SANITARY HOUSING OPPORTUNITIES THAT IS BALANCED BY THE NEED TO MAINTAIN THE HISTORICAL INTEGRITY AND UNIQUE CHARACTER OF JACKSONVILLE.**

## INTRODUCTION

There are 1.85 square miles (1,184 acres) within the corporate limits of the City of Jacksonville and 1,189 persons per square mile (1.86 persons per acre). Given the changing circumstances of growth in the Bear Creek Valley region and Jacksonville's lifting of its water hook-up moratorium in the mid-1990's, these parameters and densities are changing.

Aside from the moratorium, the City has also experienced an inability to plan for growth in the recent past due to the restrictions of several court decisions and enforcement orders which have limited Jacksonville's ability to designate urban growth areas outside the City Limits. Ordinance #317, which revised the Jacksonville Urban Growth Boundary (UGB) in 1987, placed 477 acres (0.75 square miles of the 1.85 total) outside the Urban Growth Boundary but within the City Limits. Therefore, for over a decade during the late 1980's and 1990's, there were only 1.1 square miles (59% of the City) inside the Urban Growth Boundary, an awkward misapplication of the UGB tool that has created great confusion.

During that same time period, there was an extensive amount of work performed by the City in the areas of historic preservation, open space protection, and transportation planning which realigned the City's Comprehensive Plan. To ensure efficiency, this work was a critical precursor to the completion of Jacksonville's Periodic Review Work Task #4: "Review UGB and amend Agreement with Jackson County". According to a May 16, 1996 letter from the Department of Land Conservation and Development (DLCD), Jacksonville was not subject to the requirements of ORS 197.296, however, must still satisfy the need, locational, and efficiency factors of Statewide Goal 14.

A revised 2001 UGB Agreement with Jackson County, using Jacksonville's official population projection of 3,200 in the year 2015, which coincided with the Rogue Valley Council Of Governments' and County population projections, indicated that the land inside the existing 1987 Urban Growth Boundary (which was contracted inside of the City Limits) was not sufficient to service the twenty-year population, housing, employment and livability needs of the City of Jacksonville.

A background on that analysis is provided in **Appendix A**, Household Characteristics and Affordability; **Appendix B**, the Buildable Land Inventory; **Appendix C**, the Housing Needs Analysis; and **Appendix D**, the Land Alternatives Analysis. Since **Appendix A** is based primarily on 1990 Census data and **Appendices B** and **D** change dramatically with time and building trends, all appendices can be amended through the adoption of a City Council resolution.

## KEY CONCLUSIONS

**Population:** **Appendix C** demonstrates a *114-parcel need for Single-Family Residential land and a 55-unit need for Multi-Family housing* projected for the year 2015. These basic needs will satisfy the population demand, but not market demand. Those basic quantities will probably not provide sufficient land to alleviate the high price of property described in **Appendix A**; the City's ability to provide for a varied range of housing as stated in this Goal and Statewide Goal 10 may be hampered.

**Housing:** This dilemma is augmented by the fact that, in addition to the City's goals and calculations, the DLCD, in a December 19, 1996 letter to the City after the State's acknowledgment of Jacksonville's Historic Element, stated that "the city is required to ensure an adequate supply of land for all needed housing types. The supply of land must be adequate in terms of acreage, suitable locations and approval standards. If the supply of land for any housing type is found to be insufficient, the city must provide additional land through redesignation of land within the existing UGB and/or amendment of the UGB."

The housing types of primary concern to the DLCD, as confirmed in their earlier September 3, 1996 letter to the City, are multi-family and manufactured dwelling parks. Their contention was that, although the City had provided additional multi-family zoning during its internal redesignation and rezoning of land with an eye toward infill, this land was located in areas subject to historic design review which represented a level of approval standards potentially adverse to affordability.

Since the City's internal redesignation efforts were deemed to be inadequate, the City has addressed DLCD's outstanding multi-family housing concerns directly through an amendment of the UGB. In the case of Manufactured Dwelling Parks (MDP), the City's analysis contained in **Appendix C** arrived at the conclusion that the need projection for new Parks is 0%. However, since such MDP and apartments are permitted outright in the Multi-Family and Border-PUD zoning areas, the City has provided for such housing in the UGB amendment through its additional PUD Comprehensive Plan designations.

**Overall, in order to meet the State concerns and address the 114 parcel Single-family need, the 55-unit projected Multi-family demand, the City has included additional UGB land that allows for both general categories of housing. Housing affordability will likely prove to be an ongoing issue that requires further exploration through specific proposals.**

Employment Opportunities: After the completion of the Housing Needs Analysis, the updated commercial land availability information from **Appendix B** was considered since it also affected by land supply. Based upon the Economic Element assumptions that 'the location of new businesses will continue to trend toward the 5<sup>th</sup> Street corridor', 'the percentage of new businesses locating in the GC zone can be expected to be about 60%...', and that each existing business on a fully developed GC parcel occupies an average of 1/3 acre of land; it was found that there is a commercial need for 60% of the projected 30 to 60 new businesses in the next twenty years. This translates to 18 to 36 new businesses or 5.94 to 11.88 acres respectively. Since available commercial resources will only provide for 14 new businesses on 4.73 acres, there is a remaining need for to provide for 4 to 22 new businesses. There was also an identified need for additional large-lot commercially-zoned land in order to provide for more opportunities for lower-margin businesses, a release from current high commercial rent levels, and additional employment opportunities outside of the preponderance of owner/operator businesses.

It was also found that there is a need for additional "Cottage Industrial" zoned land in order to provide for diversification, employment opportunities, and an enhancement of the duration of visitor stays by the concentration of additional attractions. The Economic Element stated that such industrial lands needed to be located at a key intersection with immediate access to the highway. Originally this was proposed for the intersection of Highway 238 with Reservoir Road and Mary Ann Drive; however, the lack of an alternative Arterial Connector combined with the current lack of sewer facilities in the Northwest led to the investigation of other sites to the North in order to "include the potential for larger acreage five acre-lots that will introduce less automobile traffic in the downtown core" as directed by the Economic Element.

During the UGB hearing process, contentions were made that the commercial land consumption data was too limited due to the short time period since the relief of the City's water moratorium. **Therefore, other than the inclusion of 2.85 acres of industrial land already in the City, it was decided to defer expansion based upon "Employment Opportunities" until better data is available. Again, this will likely prove to be an ongoing issue that requires further exploration through specific proposals.**

Livability: Additionally, the rerouting of regional "through-traffic", particularly commercial truck traffic and the movement of aggregate materials from the North and West of the City, is needed in order to provide for much-needed congestion relief and downtown revitalization in the bottlenecked historic core of Jacksonville. There is no alternative connection within the City to "vent" these traffic flows due to topography and the compact physical location of structures, many of them historic. Associated with this topographic bottleneck situation is the fact that several potential growth areas of the City are faced with vehicular and pedestrian connectivity problems that cannot be remedied without an alternative Arterial Connector. Overall, the findings of the City's TSP and the Jackson County Board of Commissioners are that an external connector around the core is necessary for the Health, Safety and Welfare of the community. Such a connector would compliment a series of internal solutions. These connections and implementation measures have been identified in the City's Transportation System Plan. **Whether this connector becomes the new Highway 238 routing or is simply a designated City truck route in accordance with ORS 810.040, it still is necessary for the historic preservation of a rare National Historic Landmark and the economic vitality and livability of the City. However, it was again decided to defer any UGB expansion based upon "Livability" until better data is available. Again, this will likely prove to be an ongoing issue that may require further exploration through specific proposals.**

Finally, there are a large number of County properties which are currently accessed solely through the City. This raises livability issues relating not only to transportation facility management and maintenance, but also to the provision of fire and police services. In an emergency, the first responders on scene in such areas will likely be from Jacksonville, placing an undue burden on the City through the provision of cost-free benefits to non-residents. Currently, there are 260 vehicle trips per day (VTD) being generated off the end of Hueners Lane, 40 VTD off from Shafer Lane, 190 VTD (not including aggregate trucks) off the end of Par-a-dice/Morton Way, 30 VTD off from Hill Street, and 240 VTD off from South Third Street. Growth in those areas provides no benefits to the City through the tax base or system development charges, yet it creates a number of municipal impacts such as increased trips per day, storm drainage volumes, parks usage, and emergency service calls. The fact that these benefits are provided free to certain County residents by City residents is a strong livability issue that needs to be rectified through giving priority to the inclusion of such single-access areas into the UGB as an additional locational criterion.

## **OVERALL CONCLUSIONS**

This multi-faceted urbanization dilemma presented a tangled web of needs that were difficult to resolve and required an extensive alternative analysis (described in **Appendix D**), which has included careful examination by DLCD.

Based upon the above process and findings, the ever-increasing growth pressures both inside and outside to the City, and the need to correct the police, fire, and access inefficiencies which presently exist where County land is serviced solely through the City; Jacksonville, in coordination with Jackson County, has established a new Urban Growth Boundary (see **2001 Urban Growth Boundary Management Agreement and Appendix E**), proposed a new Area of Mutual Planning Concern (see **record page 153**), and adopted the following Housing and Urbanization policies. The resulting Urbanizable Lands have been comprehensively planned in accordance with **Exhibit I** and, in the case of properties already inside the City Limits, zoned in accordance with **Exhibit II**.

The resulting UGB expansion includes 321.51 acres for housing development, 2.85 acres for industrial development, and 167.49 acres for open space. **Upon buildout, the overall density of the City will increase from the present 1.86 persons per acre to 2.62 persons per acre.**

For the most part, the UGB expansion included Urban Reserve and residential exception lands in accordance with the priority system for urbanization contained in ORS 197.298 (1), except where two EFU parcels were necessary to satisfy the City's remaining housing needs. This State priority system dovetails with Jacksonville's priority of preserving its historic context through the maintenance of the farming foreground to the city and its wooded backdrop. Therefore the mutual UGB management agreement with the County also seeks to preserve that context through the extra-protection and maintenance of surrounding resource lands.

It is recognized that, while the current UGB expansion corrects some enormously problematic situations and returns Jacksonville to a normal configuration in regards to its City Limits and UGB, the long delays in instituting this change, the new data arriving from the 2000 Census, the failure to cooperatively address a new Area of Mutual Planning Concern, and the abrupt influence of the passage of Measure 7 on the expansion will demand that the subject of Urbanization be revisited again soon.

Additionally, in accordance with the DLCDC's March 12, 1998 suggestion that "much of what the city wants to accomplish can be achieved in other ways such as designation of an urban reserve boundary around the city...", the City will further emphasize the importance of growing into existing "exception areas" through the exploration of an Urban Reserve overlay to the north and west of the City in Areas 13, 14, 15, 16, and 17, (and North to Tami Lane) where a large number of residential parcels are serviceable by the City's water system.

Ultimately, there is a finite quantity of serviceable exception areas and Jacksonville will be faced with the need to discontinue further urbanization. This will be pursued in cooperation with regional planning efforts.

## **POLICIES**

**Policy #1** The Comprehensive Plan Map will be amended in accordance with **Exhibit I**. The Zoning Map will be amended in accordance with **Exhibit II** based upon the conclusions of the Appendices.

**Policy #2** In order to provide for additional affordable ranges of housing, Jacksonville should include allowances for ancillary units and other single-family zoning flexibility. Affordable housing opportunities should be further increased by allowing residential developments in the commercial areas on the upper stories and to the rear of businesses. Care must be given to ensure that the intensity of the commercial use is not reduced and the buildings remain consistent with the design guidelines.

**Policy #3** Flexible options such as Planned Unit Developments and zero-lot-line capability should be considered. Easements need to be required to guarantee access to the lot-line wall for maintenance in zero-lot-line situations and C, C, & R's, which are enforceable by the City, also need to be instituted in order to ensure maintenance of private, commonly-owned facilities.

**Policy #4** In order to assist current owners in remaining in their present homes and to encourage maintenance and safe upkeep of housing, Jacksonville should provide incentives for home improvements

# Mail Tribune

SOUTHERN OREGON'S MORNING NEWS SOURCE

Good  
morning

WEDNESDAY

June 30, 1999

MEDFORD, OREGON



Mail Tribune / Bob Pennell

Danielle Ross, 6, and Robin Rouhier, 8, make good use of Burns Park in White City in Tuesday's sun. The park is one feature of the unincorporated area residents point to with pride.

By PRESZLER  
of the Mail Tribune

**WHITE CITY** — Young families playing together in Burns Park while older couples stroll its paths. Residents banding together to pave — and operate — a community pool.

These are things that encourage Judi Burns and others who've worked to build a sense of pride among the residents here.

"You never saw that in White City before," says Burns, president of the White City Community Improvement Association and, with her late husband, Max, the couple for whom the park is named. There weren't any sidewalks, any parks, any places to go."

A decade of organized community activism and eight years of urban renewal are bearing fruit in White City, at 6,850 people Jackson County's most populous unincorporated area.

But despite a temptingly rich potential tax base and a growing

desire — and capacity — for autonomy, no formal movement toward incorporation is under way, community leaders and county officials say.

So why isn't White City rushing to become a city? Why should it, Burns and others say.



Burns

"It seems like we have everything now," Burns says, pointing out that the streets are being improved and cleaned, the park maintained and the community protected by law enforcement.

"People make an assumption that every community should be incorporated," says Jackson County Commissioner Sue Kupilas, who — like Burns — is credited with spearheading improvements in White City. "You have to have a

City	1998-99 assessed value	1998 population	Value per capita
1. Jacksonville	\$144,378,685	2,090	\$69,081
2. Ashland	\$1,088,136,230	19,220	\$56,615
3. White City*	\$363,185,095	6,850	\$53,020
4. Medford	\$3,089,699,970	58,895	\$52,461
5. Shady Cove	\$120,568,810	2,315	\$52,082

\* unincorporated area; value includes urban renewal district property

Sources: Jackson County, Oregon Blue Book

Mail Tribune

reason for existing as a city rather than an unincorporated area."

The chief reason for incorporation would seem to be a rich tax base — fueled by a huge industrial presence — that could be a gold mine for funding city services. Assuming the city boundaries followed the those of the current urban renewal district, White City

would have the third-richest tax base per capita of any city in Jackson County, based on 1998-99 assessed values and 1998 population figures.

But, for now, there's a strong reason not to incorporate.

"It doesn't work well with an unincorporated area," says Kupilas. "It doesn't work well with an unincorporated area," she says. See **WHITE CITY**, Page 5A

## Locals warily applaud Clinton's Medicare

USAN JAY  
Mail Tribune

President wants government to pay part of drug costs

Mark Sawday, 79, agrees with President Clinton's proposal to

into, they mess it up," said the retired Medford resident, who spends

town Medford.

Some said President Clinton's

regulating the pharmaceutical com

such as providing assistance in informational access, a speedy application process, and relief from certain SDC provisions on minor changes of use.

Policy #5 The assurance of compatibility of new housing with existing is a key concern. There should be a careful system of Zoning, Infill, Open Space, Hillside Protection requirements, which simultaneously assures compatibility while recognizing the importance of variety in future development.

Policy #6 In order to preserve streetscapes, care must be given to encourage similar uses and building intensities on both sides of a street. Land use and architectural changes should occur at mid-block, rather than at the center of streets wherever possible.

Policy #7 The City shall encourage energy conservation techniques, along with siting, design and construction methods which provide for solar utilization and other wise uses of energy.

Policy #8 The acknowledged historic "village pattern" of growth shall guide future residential urbanization patterns.

Policy #9 The City shall explore the costs, benefits, impacts, and phasing for the extension of urban level street access, sanitary sewer, storm drainage, potable and fire flow water, and for the provision of fire, police, parks, and schools to the urbanizing areas. The City shall then develop an annexation and service extension plan that will determine the types and levels of services to be extended, the costs, benefits, impacts, and phasing of such services, and the relationship of the service extension to annexation. The annexation and service plan will endeavor to maintain no less than a five-year supply of vacant land that is fully supplied with urban services and facilities.

Policy #10 City annexation shall occur according to annexation criteria established by the City of Jacksonville for lands located within the Urban Growth Boundary or as a means to extend public facilities and services to solve a designated health hazard in accordance with procedures established in ORS Chapter 431.

Policy #11 Annexation for key single-access areas of the County should occur through group annexation wherever possible, while contract annexation may be used for other less essential areas.

Policy #12 Annexation for key industrial and transportation corridor areas of the County should occur only after negotiated agreements regarding right-of-way acquisition have been adopted as conditions in order to strike an appropriate level of "givings and takings" prior to annexation and to provide for the type of design and timing sensitivity required to work in wooded hillsides and along a major transportation corridor. This could allow for the collection and maximization of densities, the minimization of coordination between large numbers of individuals, and the provision of adequate visual and agricultural buffers, along with height and roofline diversity.

Policy #13 Upon annexation, the City shall determine the final zoning designation, the quality and quantity of historic and environmental resources, and applicable street standards for development. All annexations shall include adjacent streets and other transportation rights-of-way.

Policy #14 Ultimately, there is a finite quantity of available serviceable exception areas and Jacksonville will be faced with the need to discontinue further urbanization. The City needs to prepare for that eventuality, in coordination with the overall region, through the determination of an apportionment of housing and commercial/industrial needs and to provide for the future limitation of the City's population growth and urban development.

# APPENDIX A

## Household Characteristics

People tend to stay put once they get to Jacksonville. As evidenced by the 1990 Census data, Jacksonville has the second highest percentage of people living in the same house since 1985 (50%) in Jackson County (Butte Falls was first). Over half of those longer term residents arrived in the 1970's, however.

Of the more recent arrivals (50% of the total), 29% lived in a different house in Jackson County, 3% lived in a different Oregon County, and 19% lived outside Oregon. The 19% from outside Oregon was the norm for Jackson County.

The longevity of its residents corresponds with the Census data describing the longevity of Jacksonville's housing stock with 85% of its structures built before 1979. Interestingly enough, the 21.2% built before 1939 is what frequently attracts the more recent arrivals. The structural inventory from the Transportation/Growth Management project for the Historic District found:

### Historic District

#### **565 Total Lots**

488 Total lots with buildings

124 Total historic buildings

18 Total historic sites

84 Total historic viewshed properties

It was also found that there is a wide and interesting variety of existing siting styles in the City developed as people adapted their homes to topography and small and irregular lots. The streetscape identity of Jacksonville was also found to be a critical characteristic that needs to be preserved. The various streetscapes were catalogued in the Neighborhood Characteristics chart.

With so many vacant lots in the Historic District alone, and the viewshed areas in and around the City, the assurance of compatibility in housing is a key concern. In order to gain this assurance, flexible options such as variable setbacks and zero-lot-line capability should be considered. The ability to place one house wall on the property line can be critical to the success of small lot development. The zero-lot-line principle enables all sideyard space to become usable and totally private. Easements are required to guarantee access to the lot-line wall for maintenance, but the size of the remaining sideyard is increased significantly when compared to the size of the yards created if the house is placed in the center of the lot. Making infill housing fit in with older established surroundings will require very creative approaches.

Given the age of Jacksonville's housing stock, the 1990 Census indicated that it was of generally high quality, however. Eight hundred and eighty six units were on public water system, while only 26 were on wells. All had complete plumbing facilities; however, 70 units (primarily in the Paradise Ranch Road area) are on septic systems. Almost half of the housing stock is heated by natural gas with another third on electric heat. There were 98 units on wood heat, but none on solar.

As an indication of the low level of poverty and crowding in Jacksonville, only 10 units had more than 1.01 persons per room. Six units had no telephone; 3 units lacked complete kitchen facilities; and 6 units had no bedrooms. The vast majority of houses were either two or three bedrooms. The mean number of rooms in the City was 5.3, with the mean number for owner-occupied being 5.7 and the mean for renter-occupied at 4.3.

**AFFORDABILITY**

While definitely not impossible, there is an inherent difficulty in the stated goal of providing affordable housing in balance with the preservation of the historic character of the City. Enhancing the historic attractiveness of Jacksonville enhances property values, hence increasing prices, particularly for the entry-level home-buyer. This desirability has led to a situation where the assessed value per capita of housing in Jacksonville is the highest in the region (see attached Mail Tribune article).

HUD guidelines indicate that households paying more than 30 percent of their income on housing experience "cost-burden" and households paying more than 50 percent of their income on housing experience "severe cost-burden". As noted above, many of the current housing situations have probably been in place for many years and the residences are either owned outright or housing expenses are low due to the age of the existing purchase agreement. Bear this in mind when reviewing the following mortgage amounts and percentages of income paid for housing expenses from the 1990 Census of Population and Housing for City of Jacksonville.

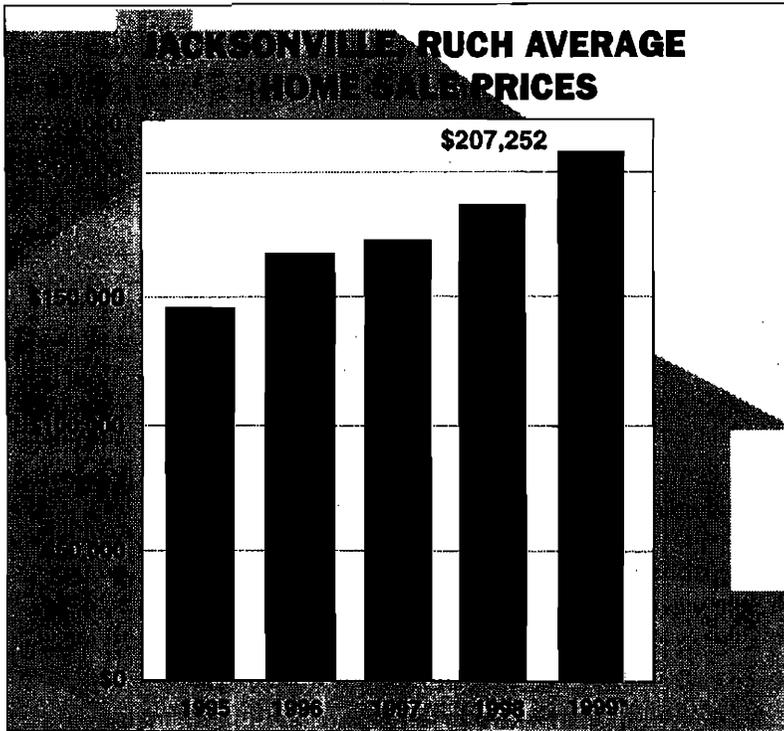
**MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989**

Less than 20 percent.....	259
20 to 24 percent.....	66
25 to 29 percent.....	42
30 to 34 percent.....	38
35 percent or more.....	78
(24% spent 30 percent or more on House Payments)	
Not computed.....	6

**GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989**

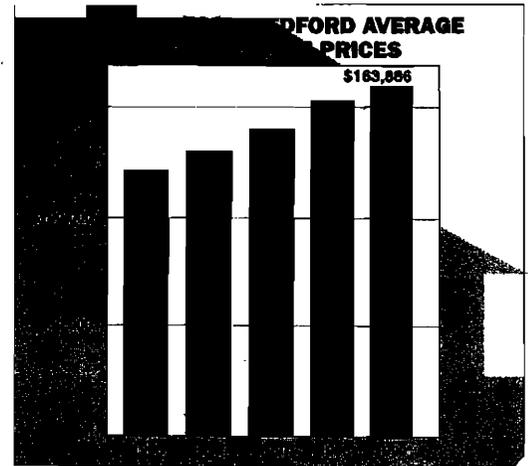
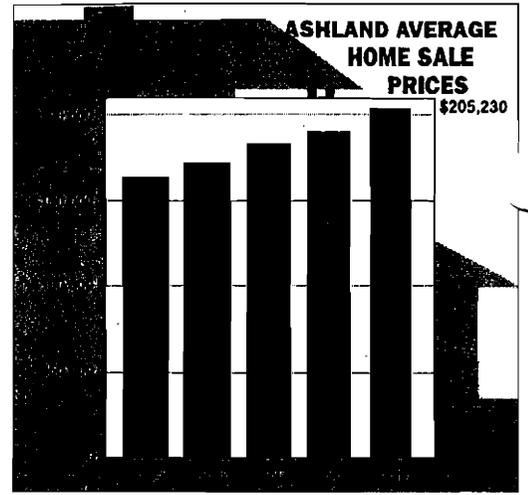
Less than 20 percent.....	73
20 to 24 percent.....	28
25 to 29 percent.....	29
30 to 34 percent.....	10
35 percent or more.....	34
(23% spent 30 percent or more on Contract Rent Expenses)	
Not computed.....	14

In the County, Jacksonville has the third lowest percentage of its overall households paying more than 30% of income for housing. As pointed out in the National Low Income Housing Coalition's September 20, 2000 "Out of Reach" report, no minimum wage earner on a 40-hour week (which what many of Jacksonville's employees are) can afford average rent in any county in the U.S.; therefore the dramatically increasing rent conditions in the City work directly against attaining a jobs/housing balance.

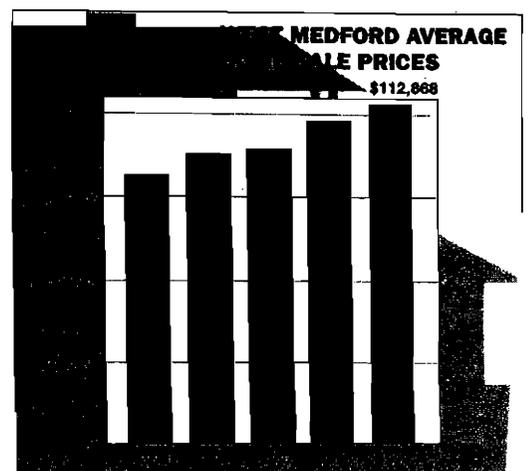
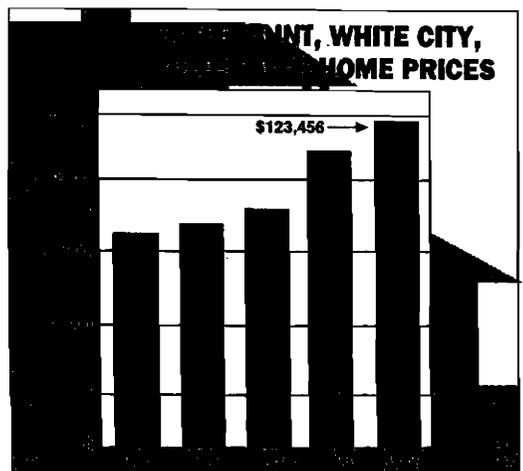
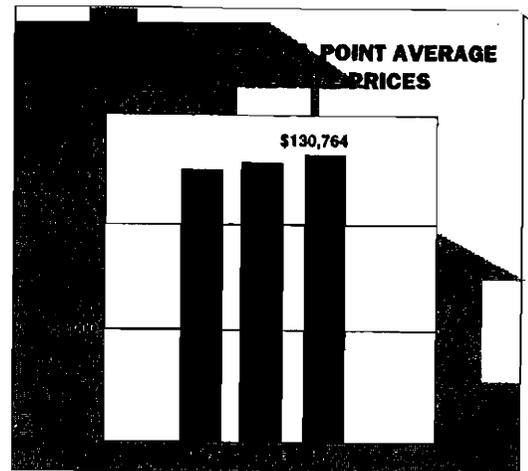
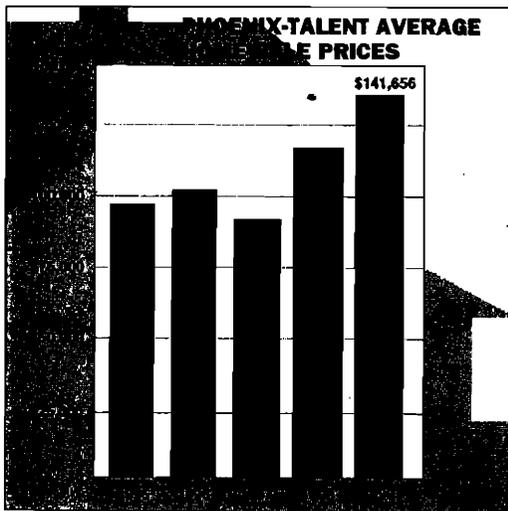


Source: Southern Oregon Multiple Listing Service

Mail Tribune



April 23, 2000 The Mail Tribune



In 1990, Jacksonville already had the sixth highest Median Contract Rent Expense (\$421) in the county after Ashland, Central Point, Medford, Gold Hill, and unincorporated Jackson County. It also had the second highest Average Owner-occupied Housing Value (\$102,916) in the county after Ashland. This figure has since been updated by the Jackson County Assessor's office to an average Jacksonville value for 1993/1994 of \$112,200. This fact has continued to 1996 with a new average home value of \$168,384 (please see attached Southern Oregon Multiple Listing Service charts); this is the highest average home sale price in Jackson County.

In attempting to get a handle on what such value increases meant to home buyers, the City reviewed the following 1990 Census data regarding mortgage status and ownership costs.

<u>With a mortgage</u>	
Less than \$499.....	12%
\$500 or more.....	51%
Median (dollars).....	663
<u>Not mortgaged</u>	
Less than \$399.....	36%
\$400 or more.....	1%
Median (dollars).....	235

The existing ownerships not mortgaged (37%) or mortgaged comparable to the median rent (12%) could be assumed to be either vested ownerships (see discussion above) or cash-rich high-income purchasers who provided large down payments.

Accordingly, if we then assume that all new housing in 1989 had to be mortgaged in payment amounts of greater than \$500, then households must have earned \$20,000 or more per year in 1989 to afford a new home in Jacksonville using the HUD 30% guideline. This would have included approximately 71% of Jacksonville's families and approximately 31% of Jacksonville's non-family households. Thus, if assumed that the existing situation will continue into the future, it is likely that rental opportunities will need to be provided for 30% of all Jacksonville families and 70% of all non-family households. The increased emphasis on multi-family zoning reflected in Housing Needs Analysis will assist in this effort.

In order to provide for additional affordable ranges of housing, Jacksonville should consider the impact of zoning regulations on housing affordability. This may include allowances for grandmother flats and other single-family zoning flexibility. Ancillary units, or second units, are very affordable rental residential units which can serve to offset housing costs for the primary unit, or provide needed space for a teenager or elderly family member. Ancillary units can easily be provided either as part of the primary home or the garage; they help to increase the overall density of an area, while maintaining single-family ownership patterns which have a very strong market. As a source of affordable rental housing they avoid the "institutional" character of many apartment projects and the segregation of low-income groups. Ancillary units can be calculated as 1/2 unit per lot. As an example, the density of area made up of 65' x 100' lots will increase from 4.5 units per acre to 7 units per acre.

Another opportunity to increase affordable housing options is to allow residential developments in commercial areas on upper stories and to the rear of businesses. Care must be given to ensure that the intensity of the retail use is not reduced and the buildings remain consistent with the design guidelines.

## APPENDIX B

### Buildable Lands Inventory

In September 2000, the 1995-1996 Buildable Lands Inventory was updated in an effort to provide supporting documentation for a review of the City's Urban Growth Boundary and the Urbanization Element of the City of Jacksonville Comprehensive Plan. The update was conducted in order to verify assumptions since the UGB adoption process has been significantly delayed since its initiation in 1996. Since the release of the Moratorium in 1996, 172 Single-family Residences, 15 apartments, and 4 commercial units have been constructed. These are new units and do not include remodels. This roughly approximates 47 units per year or a 5% annual growth rate, well above the City's projected rate of 2.9%. This active rate of consumption made an update imperative.

This update work began with the current vacant (undeveloped) lands availability within the City of Jacksonville and included the additional buildable lands potential from underdeveloped properties, as well as the potential number of Multifamily dwelling units and Commercial lots.

Developability of parcels that were either publicly-owned or included on the City's Open Space element was not calculated. These include properties such as the Beekman House, Beekman Natural Park, Doc Griffin Park, Scheffel-Thurston Park, the "Diggins", "Paper Streets" ('D' between Third and Oregon), and tax lots which are retained as accessways (Welcum Lane and the Rogue River Valley Railway). The City's Open Space element removes a significant amount of vacant land from the inventory. Currently, there are approximately 30 acres of City-owned Cemetery and Parkland, 145 acres of City-owned Open Space, and 50 acres of non-City-owned Parks and Open Space within the City Limits. With the present acquisition policies, this number may even increase further.

The resulting inventories were combined with the adopted population projections and the housing characteristics from the 1990 Census for Jacksonville (even though both are probably overly conservative) to serve as an aid in the calculation of housing needs and subsequently, when combined with the City's Economic Development requirements, the Urbanization needs.

#### I. DIVISIBILITY ASSUMPTIONS

##### Maximum Divisibility:

The housing inventories began by assuming the maximum parcel divisibility based upon Jacksonville's existing zoning (except in multi-family zones, where greater housing density may be achieved without parcel division).

On lots with potential for more than two lots (a partition), a 20% land reduction for right-of-way allowance in subdivisions was assumed. A 25% allowance has sometimes been used as a standard development assumption, but the initial aim of this study was to determine "maximum" potential before reduction to "probable", and so the decision was made to err on the side of high density.

Where a tax lot was clearly divided into 2 or more integral pre-existing "historical subdivisions", and those historical lots provided for greater density than the existing zoning, the number of historical lots was used for both "maximum" and "probable", given their precedence over current zoning.

Maximum divisibility was calculated using existing zoning on the basis of acreage only, as if the world were flat. There was no consideration of:

Zoning setback or dimensional requirements	Siting of present structures
Steep Topography	Contiguous ownership
100-year Floodplain	Deed, covenant, or conditional use restrictions
Wetlands	Type of ownership
Access	

#### Probable Divisibility:

To arrive at a clearer picture of the City's inventory of "buildable lands", the above considerations were then applied on a site-by-site basis, field-checked, and cataloged on a City map (attached as **Exhibit 1, Buildable Lands Inventory**), along with similarly analyzed Multi-family and Commercial parcels (including the performance-zoned Historic Core). If a parcel was physically-committed in such a way so as to preclude further development or already committed to a highest-and-best use or development, it was removed from the inventory. Residential units in the General Commercial (GC) and Historic Core (HC) were also removed given their ability to change use. An increase in housing being converted to seasonal units was also noted and removed.

The numbers of probable potential additional parcels are indicated on each individual parcel and tabulated in front of the corresponding categories in the **Exhibit 1** legend.

**It is important to remember that parcels called out in the Open Space Element with a high potential for open space dedication have been removed from inclusion in the "buildable" inventories even though they may possess a great deal of acreage.**

### II. DIVISIBILITY FINDINGS

The map indicates vacant residential parcels (inside the UGB) in green. There are currently 155 new parcels potentially available in the UGB in this category. Those vacant residential parcels outside the UGB are in blue and are not calculated as part of the inventory.

The map also indicates (in flesh-tone) the underdeveloped residential parcels inside the UGB. There are currently 64 new parcels potentially available in the UGB in this category. Underdeveloped parcels outside the UGB were not calculated given the lack of final zoning.

### III. OTHER DEVELOPMENT FINDINGS

Vacant and underdeveloped Multi-family parcels are lumped together (in yellow) as are Commercial (in red). This is because divisibility may or may not increase development potentials in these zones, and so each existing parcel was analyzed on the basis of its present physical circumstances and serviceability. There are currently 65 new multi-family parcels or units potentially available in the UGB.

The number of potential new Commercial units is a much more elusive figure to generate given the dependency of commercial land consumption on the type of use applied. However, the Economic Element assumes that new businesses in the General Commercial (GC) zone will consume an average of 1/3 acre of land. While the Economic Element found was no need in 1997, a number of developments have consumed available lands, resulting in the current situation where only 4.73 acres of GC land are currently available to the open market, which would be sufficient for 14 new businesses.

## APPENDIX C

### Housing Needs Analysis

In order to determine what type of housing needs to project into the future, information was gathered from the 1990 Census Housing and Social Characteristics (as verified by the Assessor's database) and some assumptions were made.

The key base assumptions relate to the type of projected housing needs for the year 2015. Both in **Appendix A**, Household Characteristics and Affordability, and in **Appendix B**, the Buildable Land Inventory, are used extensively as background data. This analysis establishes a number of assumptions from that data and places them in the following formula for a housing needs calculation:

#### HOUSING NEEDS FORMULA

**Jacksonville's population projection  
for 2015 (by proportioned by type of housing)**

divided by

**Persons/dwelling unit**

divided by 100 minus

**Vacancy Rate**

equals

**Need in Units**

minus

**Existing Inventory**

(less seasonal units and dwellings zoned  
for another use such as commercial)

equals

**Need for New Units**

minus

**Available "Buildable" Lands or Unit Potentials**

equals

**Needed Additional Land or Unit Potentials**

**BASE FORMULA INFORMATION AND ASSUMPTIONS**  
 (Keyed to **bolded** elements in the previous formula on the previous page)

**Projected 2015 Population** 3,200 (from the City of Jacksonville and Jackson County Population Elements)

<b>Jacksonville's population projection for 2015</b> (by proportion)	Subsidized (%)	Multi-Family (%)	Single-Family (%)
--	----------------	------------------	-------------------

In a review of the 1990 Census of Population and Housing for the City of Jacksonville, the following conditions were found to exist:

Owner-occupied housing units.....	78%
Renter-occupied housing units.....	22%

As a contrast, the existing type of housing units from Census shows that 92% of existing dwelling units are single-family residences and 8% are multi-family residences. Manufactured houses are included as single-family residences since State Law mandates that they be treated equally. This falls far short of the Jacksonville Comprehensive Plan goals of 75% single-family residences and 25% multi-family; but is more in line with the 1991 Vision Statement's emphasis on single-family residences.

To complicate matters, the 1990 Census for the City of Jacksonville also pointed out that:

Families make up 63% of all Jacksonville households (married couple families make up 53% of all households; 10% of all households being separated in some fashion while still constituting a family).

Non-family households make up 37% of all Jacksonville households (with 34% of all householders living alone; 3% living together in non-family situations). Of those living alone, over 63% are 65 years or older (of which 83% are female).

This means that approximately two-thirds of the City's housing must accommodate larger households, while a third of the City's housing is used for single-occupancy purposes, primarily senior. This would appear to argue in favor of additional multi-family units and attached housing options.

An additional consideration is the potential need for subsidized housing. A comparison of Census data in the December 1993 "Jackson County Housing Needs Assessment", prepared by the Community Planning Workshop, noted that the percent of Jacksonville residents below the poverty level (8%) and those receiving assistance (3%) are some of the lowest rates in the county. This population must be recognized in our analysis however, and housing goals established.

In order to explore the range of potential impacts based upon starting assumptions, two options were analyzed under existing zoning:

Option I placed more emphasis on Multi-Family Housing although it was still short of the existing Jacksonville housing goals of 75% single-family residences and 25% multi-family. In order to do this, Option I assumed that all single-family units would be owner-occupied (78%) and all multi-family units would be rentals (22%) and this proportion would continue into the future. It also assumed that all persons below poverty level (8%) would need subsidized housing. This percentage was subtracted from the multi-family column.

Option II analyzed the lower end of the needs range and placed more emphasis on Single-Family Housing. In order to do this, Option II assumed that the existing mix of single-family (92%) and multi-family units (8%) will continue into the future. It also assumed that only that percentage on public assistance (3%) will need subsidized housing. This percentage was subtracted from the multi-family column.

After review of these two beginning Options, the Planning Commission requested further analysis with an Option III using a 18% multi-family unit target. A figure of 6% (between the 8% of residents under poverty level and the 3% receiving assistance) was chosen as part of the multi-family goal.

At the City Council level, a decision to temper the housing mix back to emphasis Single-Family Housing was made and a fourth option was subsequently developed using a 14.5% multi-family unit target. Given the relatively higher pricing of Jacksonville housing stock, the fourth option assumed that Jacksonville will maintain some of the lowest poverty rates in the county and therefore only the 3% receiving assistance will need subsidized housing.

This fourth option was selected for use by the City Council. This requires a change of the 1982 Jacksonville Comprehensive Plan housing goals to 85.5% single-family residences and 14.5% multi-family to bring it more in line with the 1991 Vision Statement.

The additional assumptions incorporated in the Selected Option are as follows:

**Persons/dwelling unit.** According to the 1990 Census of Population and Housing for the City of Jacksonville, the persons per type of dwelling unit was as follows:

Household	2.15
Family	2.74
Owner-occupied	2.17
Renter-occupied	2.07

The Selected Option assumed that the owner-occupied ratio of 2.17 persons per dwelling unit will apply to all single-family units and the renter-occupied ratio of 2.07 persons per dwelling unit will apply to all multi-family units and that these ratios will continue into the future. This was assumed in order to accommodate trends toward smaller families and "empty-nesters" and to err on the side of oversupply for the purpose of moderating housing prices.

**Vacancy Rate.** According to the 1990 Census of Population and Housing for the City of Jacksonville, the vacancy rate per type of dwelling unit was as follows:

Homeowner	6%
Rental	5.5%

The September 1993 Housing Strategies Workbook, prepared by the Housing and Community Services Department, states that a vacancy rate of 5% for multi-family and 2% minimum for single-family housing is desirable as a minimum.

The Selected Option assumed that the vacancy rate of 6% will apply to all single-family units and the vacancy rate of 5.5% will apply to all multi-family units and that these ratios will continue into the future. This was assumed in order to err on the side of oversupply for the purpose of moderating housing prices.

**Existing Inventory.** The existing housing inventory information from the Assessor's data was updated using building permit activity since the release of the City's water moratorium in 1996 (see **Appendix B**). Bed and Breakfast operations were not included. The number of dwelling used as seasonal units and the number of units on lands zoned for another use are subtracted from the total number of dwelling units to find out how many permanent housing units are actually available.

**Available "Buildable" Lands or Unit Potentials.** This information was derived from the "Probable" potential additional parcels or units inside the 1987 UGB as shown on **Exhibit 1 in Appendix B**.

**SELECTED OPTION HOUSING NEEDS CALCULATION**

<b>Jacksonville's population projection for 2015 (3,200 by proportion)</b>	Subsidized (3%) 96	Multi-Family (11.5%) 360	Single-Family (85.5%) 2,744
divided by <b>Persons/dwelling unit</b>	2.07	2.07	2.17
divided by 100 minus <b>Vacancy Rate</b>	5.5%	5.5%	6%
equals <b>Need in Units</b>	49	184	1,345
minus <b>Existing Inventory</b> (less seasonal units and dwellings zoned for another use - typically in the GC and HC zones)	27	86	1,073 -16 -47
equals <b>Need for New Units</b>	22	98	335
minus <b>Available "Buildable" Lands or Unit Potentials</b>	(shared between categories) 65		221
equals <b>Needed Additional Land or Unit Potentials</b>	<b>(55 Unit Need)</b>		<b>(114 Parcel Need)</b>

**Footnotes: 1)** The 114 Parcel SFR need represents a minimal need, that should eventually be augmented with additional land supply in order to offset the current pricing dilemma whereby Jacksonville is the least affordable community in the region. **2)** The analysis of need for manufactured dwelling parks contained in **Exhibit 118** of the record arrived at the conclusion, after studying the three factors that must be balanced in projecting need (population, household income, and regional housing market trends), that the "need projection for new Manufactured Dwelling Parks is 0% when this projection is combined with the facts that Jacksonville is on the high side of regional proportional share to begin with and (a diminishing) trend relates to manufactured housing in general..."

# APPENDIX D

## Land Alternatives Analysis

The Land Alternatives Analysis began at the Planning Commission level with 20 different exception and resource areas numbered commencing on the south side of Jacksonville inside the City Limits and proceeding in a clockwise manner through the number 9; whereupon the numbering continued outside the City Limits on the south side continuing to its end on the east of the City with Area 20. Areas above the City's Water Pressure bands were not included in accordance with the City's acknowledged Population Element which seeks to maximize the efficiency of Jacksonville's newly-constructed water system and Historic Element which seeks to preserve the City's wooded backdrop.

Urban Reserves: Beginning with the need to service population growth, the areas outside of the present Jacksonville Urban Growth Boundary, but inside of the City Limits were analyzed first in accordance with the urbanization priority criteria found in ORS 197.298 (1) since those areas are designated as Urban Reserve. A significant portion of these Urban Reserve areas is under Special Protection zoning, public ownership, and/or targeted for use in the Natural Park system which reduces its availability for residential development. Topography is a strong constraint in much of this area and several parcels are limited by wetlands, threatened botanical species, and agricultural buffering concerns. Many other areas are already impacted with house sitings which may preclude intensive urbanization.

Also, the "Village Pattern" described in the City's acknowledged Historic Element places a greater emphasis on large lot configurations at the periphery of the City. The reason for this greater emphasis was to satisfy the market demand for larger lots and to capture the intent of the City's Vision Statement and the Historic Context Statement, which noted that densities diminish as you proceed away from the center of town. This general concentric pattern, which typifies many traditional villages, is already realized in Jacksonville and should be continued to preserve the character of the National Historic Landmark.

Based upon an area-by-area analysis of these constraints (see **Exhibit 105** of the record) combined with existing conversion plans and extraction of parklands, it was found that there was a 84 unit additional probable parcel potential within the City Limits but outside the UGB.

**Area 1**, a ridgetop, had a potential of 31 units based upon topography, a commitment to open space/trail dedication, and limited access points.

**Area 2** has a potential of 9 units based upon extremely steep terrain, fire hazard, and limited access.

**Area 3** has a potential of 0 units based upon topography, endangered species, public ownership, a commitment to open space/trail dedication, and limited access points.

**Area 4**, a major component of the City's Natural Park and Trail System, has a potential of 10 units based upon topography, endangered species, public ownership, an enormous commitment to open space/trail dedication, a filed conversion plan for 10 units, and limited access points.

**Area 5**, the Westmont area, a collection of 59 hilly and level parcels, has a potential 18 additional units due to its parcelized nature, lack of sewer, and deed restrictions limiting division to one acre sizes.

**Area 6**, the Cemetery Knoll, has a potential of 23 units and some Industrial land based upon topography, endangered species, public ownership, a commitment to open space/trail dedication, and limited access points.

**Area 7**, consisting of one fully-serviced flat parcel, has a potential of 5 units based upon its proximity to an active orchard and special agricultural mitigations.

**Area 8**, consisting of one fully-serviced flat parcel, has a potential of 0 units based upon its proximity to an active orchard, the required agricultural setback, wetlands, and its proposed exclusive use for church purposes.

**Area 9**, a wooded viewshed entry to the City, has a potential of 16 units based upon topography, viewshed considerations, a filed conversion plan for 16 units, and limited access points.

Aside from the above-described constraints on growth potential, the process immediately identified several other critical concerns in the Urban Reserve area:

**Area 2** is extremely steep and if it were not already in the City Limits probably would not be identified as urbanizable.

**Area 5** suffers from a key growth-limiting factor in that the area is located in the northwest quadrant of Jacksonville which is currently unsewered. Additional parcel potential would only result if a zoning of less than one acre were applied to the majority of that area and yet such zoning could not be supported based upon septic system facilities; a sewer line would need to be extended and there is not enough potential in that existing area to warrant such a long, uneconomic, extension.

**Area 6**, to a significant extent, is dependant upon enhanced connectivity from outside the City on the Northwest for its full potential to be properly realized.

While recognizing these difficulties, it was still determined that the inclusion of the Urban Reserve areas could largely satisfy the calculated minimum need for Single-Family Residential zoning. However, the City still had address the multiple-family housing need of 55 additional units. Additionally, it was recognized that projected population demand was not the sole driver of urbanization. There are other outstanding needs:

- the need for affordability and a range of housing types to satisfy the State's concern,
- the need for Cottage Industrial diversification and commercial land for employment opportunities, and
- the need for an arterial connector for livability and downtown revitalization.

Therefore, in accordance with the urbanization priority criteria found in ORS 197.298 (1), Jacksonville began a review of the surrounding exception areas.

Exception Areas: The City began the task of locating additional lands for such specific needs in accordance with its service provision priorities. Therefore, Jacksonville analyzed the inclusion of single-access exception areas which could be serviced within the newly established water pressure bands. These were found on the end of Hill Street, Third Street, Hueners Lane, Shafer Lane, Pair-a-dice Ranch Road, and Mary Ann Drive, along with the Kanaka Flats exception area to the west of the City and the Autumn Lane exception area to the north of the City.

It was found that Hill Street (Area 11) is a small area with three dwellings which should have urban services and Third Street (Area 10) is a small area with four dwellings which should have urban services. Hueners Lane and Shafer Lane (Area 19) terminate in an area which is already fairly urbanized with trailer park uses, and could benefit from full urban services and the connection of those two termini.

Having identified the intimate relationship in Area 5 between developability and one specific public facility need (sewer), this area was reevaluated in light of the potential inclusion of its surrounding exception area neighborhoods. If the UGB were expanded outside the City Limits to include the surrounding county parcels accessed solely via the City streets of Mary Ann Drive and Pair-a-dice Ranch Road (Areas 14, 15, 16, and west 17, along with Area 5 inside the City Limits), the ultimate buildout of that area would probably be 135 dwelling units (82 of which are already built and thus do not serve to support future growth). The City's Master Sewer Plan notes that the cost of extending a new 8-inch interceptor line to service those 135 units would be extremely high, approximately \$2,200 per unit. This reflects only the trunk line costs and does not include the collection lines that would then branch out to service the various sub-areas.

This economic efficiency problem renders the notion of increasing density in that area unworkable, unless the number of equivalent residential units participating in the costs are raised to the point of economic feasibility. Given the fact that the majority of properties in the Paradise Ranch Road subdivision are deed-restricted to no less than one-acre sizes, this density/efficiency issue indicated a need for inclusion of larger amounts of County land in order to attain that necessary "critical mass". Therefore, the Planning Commissions proposed Manufactured Dwelling Park (MDP) and Multi-Family (MF) zoning designations and Cottage Industrial zoning in accordance with the Economic Element in the exception areas around Area 5 (including 12, 13, 14, 15, 16, and west 17).

At the initial public hearing on a proposed expansion of the Urban Growth Boundary, the Planning Commissions of Jacksonville and Jackson County heard extensive citizen input describing the difficulty of providing services to the Kanaka Flats exception area. Such difficulties included:

- 1) the parcelized nature of the area with access only provided through easements which would create an extremely high threshold for development, forcing it to occur by hostile takeover from large outside interests or else slowly over an extended period of time as coordination between multiple property owners occurs,
- 2) the shallow soil layer on bedrock which would make undergrounding of utilities very costly;
- 3) the historic attributes of the area may lead the City to require the same level of design review as affect existing internal multi-family zones; and
- 4) the non-orderly provision of facilities which would occur if Kanaka Flats developed prior to the development of alternative connection around the town, creating additional traffic loading on the west of the City without an alternate "vent".

Subsequently, Area 12 was rejected. Since this was the initial area proposed for satisfying the requirement to provide MDP and MF zoning designations, the Planning Commissions directed staff to prepare an alternative that would provide those designations in other areas. The Commissions found that Autumn Lane (east end of Area 17) provided an essential segment of the Connector Corridor that had a purchaser's notice of a future transportation facility already noted in their deed restrictions. Therefore, focus shifted to satisfying the remaining needs to the north of the City rather than the west.

Resource Lands: Area 20 had already been rejected as an option for satisfying the remaining needs since it was an important viewshed parcel, an active orchard, and provided no downtown revitalization benefits through the Northwest Arterial Connector (NAC) connection. A reworked proposal was then prepared which included the easily-serviceable thirty-two acres of EFU land north of the City in the UGB in order to provide for the NAC corridor and the additional housing needs immediately adjacent to an existing manufactured dwelling park zoned Multi-Family.

Therefore, in accordance with ORS 197.298 (3), the MDP and MF designations were moved onto the resource land (Area 18) which is part of the Connector Corridor and originally proposed to remain in agricultural production through the use of a Special Protection designation. This was found to be satisfactory and a recommendation was forwarded to the City Council and Board of County Commissioners as the Planning Commissions' recommendation using the Comprehensive Planning designations found on pages 17 and 512 of the record.

Upon their review of this recommendation, the DLCD felt the acreage involved was excessive and requested further review of alternatives. In the face of substantial concerns raised by testimony regarding the proximity of such MDP and MF densities on Area 18 next to other agricultural operations and DLCD's comments that "the need for a bypass can be addressed by designating a corridor in the county's comprehensive plan" instead of in the UGB, staff was directed at the April 1<sup>st</sup>, 1998 joint City/County UGB hearing to prepare an alternative for consideration.

The result was a "Consensus" Option that would shrink the original UGB recommendation by removing all resource lands. The County agreed to initiate a Comprehensive Plan amendment process to their Transportation Element as an alternative to including the "Bypass" in the UGB.

In the meantime, the UGB process was put on hold pending the results of the County Comprehensive Plan amendment. During that time, a series of correspondence from DLCD was received in response to the "Consensus" option which resulted in further contractions that eliminated Areas 2,5,8,13, 14,15, and 16 due to a failure to "include the provision of urban services for all areas to ensure the maximum efficiency of land uses as required by Statewide Goal 14".

Under this approach, a large-lot zoning would be retained in those excluded areas and the properties in Areas 2,5, and 8 would remain outside of the UGB, even though they are within the City Limits. Without an UGB expansion that would provide additional density to create the "critical mass" needed for economic efficiency in apportionment of sewer costs, an insurmountable infrastructure threshold exists that will severely inhibit growth on the northwest periphery of the City.

The DLCD response did allow for:

- the retention of Areas 6 and 17, if 17 could be shown to provide for special housing needs, and
- the reinclusion of the resource land on the north end of Area 19 as an alternative for the provision of special housing needs.

This response established a new basis for a reevaluation of the remaining needs. It had removed a substantial number of exception lands that had been included in the previous analysis work.

On May 2, 2000, even though DLCD had gone on record stating that an exception for the NAC was warranted, the County concluded their extended Comprehensive Plan amendment process by adopting an amendment that recognized the need for a traffic vent around the Historic Core, but did not designate a particular route. This conclusion reactivated the UGB process.

Given the substantial amount of time that had passed since the inception of the process, an updated Buildable Lands Inventory, Housing Needs Analysis, and Commercial Land Consumption calculation were prepared and are attached in **Appendices B & C**. Therefore, the City and County had to reconsider how to address the additional multiple-family housing need, the needs for a range of housing types

to satisfy the State's concern about a lack of affordability, an arterial connector, more Cottage Industrial and commercial opportunities. The City Council directed staff to prepare another Option that would utilize the County's May 2, 2000 decision and the DLCD recommendations as a basis for a proposal that could satisfy Jacksonville's remaining land needs. This would require deviating from the Planning Commissions' proposed Comprehensive Plan designations described above.

Effectively, the preceding events forced the City and County to reject the majority of the analyzed exception areas and refocus on Areas 6, 17, 18, and 19 to satisfy the remaining needs. Again, looking first to the remaining exception lands, it was determined that, due to topography, viewshed, endangered species, open space plans, public ownership, existing conversion plans, agricultural buffering, limited access, and connectivity issues, Areas 1, 3, 4, 7, 9, 10, or 11 could not be significantly intensified or altered in their Comprehensive Plan designation in order to satisfy the remaining housing, employment, and livability needs.

For example, Area 7 was extensively analyzed in an attempt to mitigate agricultural buffering issues. In the end, the area was conditionally zoned Border Residential half acre based upon the stipulations that 1) a gray, split-face, concrete-filled block fence on a concrete footing be constructed prior to the issuance of any residential building permits along north property line of Area 7, along with an irrigated screen of Portugese Laurel or red-tip photinia planted six-feet on center and an irrigated row of staggered Silver Maples approximately twenty-five apart, 2) a parkway 20 feet wide be created prior to the issuance of any residential building permits on the south property line of Area 7, 3) no residential structure could be constructed within 75 of the north property line, 4) any resulting Deeds and CC&Rs in Area 7 reflect a declaration recognizing the common and customary practices of the farm activities to the north, 5) a strip of property at the east end of Area 7 would be dedicated to the public to accommodate a curve in Shafer Lane, and 6) no more than five parcels would be created. However, after all those mitigations were debated and applied, the incremental gain of two parcels did little relative to benefit the overall housing mix.

The few additional parcels that might squeezed from Areas 1, 3, 4, 7, 9, 10, or 11 would not provide additional housing types, employment opportunities, or an alternative traffic vent that would help preserve and revitalize the historic downtown. As described above, Area 6 would help satisfy the minimum Single-Family Need, but needs the inclusion of Area 17 to operate to maximum efficiency.

Therefore, a further analysis of Area 17, in combination with Area 6, was conducted in order to determine its ability to satisfy remaining housing needs in addition to its critical position in providing for the NAC needs. This analysis was tempered with viewshed, endangered species, tree preservation, topography, "Village Pattern", buffering (from cemetery, transportation, and established neighborhood), and right-of-way concerns. In order to provide for the type of design and timing sensitivity required to work in wooded hillsides and along a major transportation corridor, in addition to providing a compensation for the routing requirements, the peripheral properties along the NAC were analyzed to allow for the collection of densities and the provision of adequate buffers. It was recognized that, while not impossible, this area would be an awkward place to locate multi-family housing. While the new areas would not be subject to the higher levels of design review in order to satisfy the State's affordability concerns, they would be subject to a vegetation buffering along the Northwest Arterial Connection corridor as necessary to protect the new residents and the visual entrances to the City. Such buffering could be augmented by requirements for height and roofline diversity. The area could provide for a slight surplus of land in order to benefit affordability, along with a phased connection for the NAC, venting aggregate

trucks out of the Historic Core to Old Stage Road for the short term. A conditional zoning designation that addresses all of these concerns through the application of a variety of special protection measures, hillside densities, and affordable housing designations in those areas would have to be applied.

The part-exception/part-resource Area 19 was then analyzed. It is in an excellent location for access to schools and to an arterial transportation route; however, this area was constrained by agricultural setbacks, buffering issues with surrounding established neighborhoods, connectivity between Shafer Lane and Hueners Lane, and tree preservation concerns. Here it was also recognized that, while the new areas would not be subject to the higher levels of design review in order to satisfy the State's affordability concerns, they would be subject to a 200-foot agricultural setback on the north and east boundaries, along with vegetation buffering necessary to provide transition between the single-family neighborhoods to the west and south. These mitigations could be augmented by requirements for height and roofline diversity. Connectivity was essential. A conditional zoning designation that addresses all of these concerns would have to be applied. The resulting housing output would satisfy the remaining 55 multi-family unit need.

This left the outstanding Commercial and Cottage Industrial needs to be satisfied by Area 18 in addition to its critical position in providing for the NAC needs. When a variety of constraints such as viewshed and agricultural buffering, noise and visual buffering for nearby established neighborhoods, and right-of-way concerns are applied to the area, the resulting initial output was approximately 7.5 commercial acres in the southeast corner of area with approximately 15 Cottage Industrial acres in a later phase after the final routing design is determined. This assumed approximately 30% of the Area will be dedicated to right-of-way, buffering, and Special Protection designations. A conditional zoning designation that addresses all of the above concerns would have to be applied.

All of these lands are easily master-planned for future development. The NAC has already underwent preliminary engineering and centerlines are established from which development can be buffered. Development can also occur in phases quite independent of other areas and each area is serviceable on a phased basis. For example, Area 18 could be developed as a first leg before the completion of the full NAC and still provide numerous public benefits through enhanced connectivity. There is a large pool of exception areas to the north of the City along Old Stage Road which do not have a direct connection to jobs and commercial activities in Medford and currently must travel out-of-their-way either north or south into Jacksonville, perpendicular to their destinations, thereby increasing VMTs unnecessarily.

The hearings in the fall of 2000 reflected discussion of all of the above issues. Unfortunately, the final deliberations were dramatically truncated by the passage of Measure 7, which transformed the discussion into a concern over political expediency rather than long-range planning. The final decision on the location of the UGB was ultimately tied to owner consent, the potential to be sued for compensatory damages, and the degree of political contention. Therefore, the decisions regarding housing affordability, employment opportunities, and livability as preserved by transportation infrastructure were deferred pending further information, and only the minimum population and housing needs were addressed with the current UGB expansion. It was decided to leave the UGB open to revision at any time that additional information was generated and put forward as a proposal.

## Appendix E

### Urban Growth Boundary 2000

The new Urban Growth Boundary encompasses 456.56 additional acres inside the City Limits (which doesn't include roughly 20 acres of right-of-way) and 35.29 new acres outside the City Limits.

#### Urban Growth Boundary Calculations

utilizing City Council April 21, 1998 consensus Comprehensive Plan Designations

\* Parcels already within the City Limits

Map Page	Tax Lot	Acreage	Existing Zone	Proposed DU/Acre	Existing Dwelling	Additional Potential	
<b><u>AREA 1</u></b>							
	372W32CA	300*	5	UR5	1	N	5
	372W32CA	400*	7.8	UR5	1	N	3
	372W32CD	100*	10	UR5	1	N	10
	372W32CD	200*	5	UR5	1	N	5
	372W32CD	300*	5	UR5	1	N	5
	372W32CD	500*	8.12	UR5	1	N	3
		6	40.92				31
<b><u>AREA 2</u></b>							
	37-2W-31D	1900*	19.2	UR2.5	0.4	N	7
	37-2W-31D	4000*	14.76	UR2.5	0.2	N	2
		2	33.96				9
<b><u>AREA 3</u></b>							
	37-2W-31	1300*	10	UR5	SP	N	NA
<b><u>AREA 4</u></b>							
	37-2W-30	1017*	0.1	UR5	SP	N	NA
	37-2W-30	2100*	0.1	UR5	SP	N	NA
	37-2W-31	100*	7.5	UR5	SP	N	NA
	37-2W-31	200*	68.25	UR5	SP	N	NA
	37-2W-31	201*	0.85	UR5	SP	N	NA
	37-2W-31	300*	20	UR5	SP	N	NA
	37-2W-31	1501*	10	UR5	SP	N	NA
	37-2W-31	1507*	7.5	UR5	SP	N	NA
	372W-31AD	100*	6.16	UR5	1	Y	3
	372W-31AD	101*	8.57	UR5	1	N	4
	372W-31AD	102*	4.72	UR5	1	N	3
		11	133.75			1	10
<b><u>AREA 5</u></b>							
	37-2W-30	1006*	2.07	UR-2.5	1	Y	1
	37-2W-30	1008*	0.57	UR-2.5	1	N	0
	37-2W-30	1012/1088*	12.62	UR-2.5	0.5	Y	5

37-2W-30	1013*	2.08	UR-2.5	0.5	Y	0
37-2W-30	1014*	2.37	UR-2.5	1	N	2
37-2W-30	1016*	3.56	UR-2.5	0.5	N	1
37-2W-30	1018*	2.47	UR-2.5	1	Y	1
37-2W-30	1019*	0.96	UR-2.5	1	Y	0
37-2W-30	1020*	1.01	UR-2.5	0.5	Y	0
37-2W-30	1021*	2	UR-2.5	1	N	2
37-2W-30	1022*	1.2	UR-2.5	1	Y	0
37-2W-30	1024*	1.13	UR-5	0.5	Y	0
37-2W-30	1025*	1.01	UR-5	0.5	Y	0
37-2W-30	1027*	1.5	UR-2.5	0.5	Y	0
37-2W-30	1028*	1.47	UR-2.5	0.5	N	1
37-2W-30	1029*	1.3	UR-2.5	0.5	Y	0
37-2W-30	1030*	0.98	UR-2.5	0.5	Y	0
37-2W-30	1031*	1.3	UR-2.5	0.5	Y	0
37-2W-30	1032*	0.4	UR-2.5	0.5	Y	0
37-2W-30	1033*	1.1	UR-2.5	0.5	Y	0
37-2W-30	1037*	1	UR-2.5	1	Y	0
37-2W-30	1041*	1.43	UR-2.5	0.5	Y	0
37-2W-30	1043*	0.96	UR-2.5	1	Y	0
37-2W-30	1044*	1.32	UR-2.5	1	Y	0
37-2W-30	1045*	1.92	UR-2.5	1	Y	0
37-2W-30	1046*	0.98	UR-2.5	1	N	1
37-2W-30	1048*	0.8	UR-2.5	0.5	Y	0
37-2W-30	1049*	1	UR-2.5	0.5	Y	0
37-2W-30	1052*	0.85	UR-2.5	0.5	Y	0
37-2W-30	1053*	1.21	UR-2.5	0.5	Y	0
37-2W-30	1054*	1.08	UR-2.5	0.5	Y	0
37-2W-30	1058*	1.29	UR-2.5	0.5	Y	0
37-2W-30	1059*	0.15	UR-2.5	0.5	N	0
37-2W-30	1062*	0.92	UR-5	0.5	Y	0
37-2W-30	1065*	1.95	UR-2.5	0.5	N	1
37-2W-30	1071*	2.58	UR-2.5	0.5	Y	0
37-2W-30	1072*	1.93	UR-2.5	0.5	Y	0
37-2W-30	1073*	1.68	UR-2.5	1	Y	0
37-2W-30	1074*	1.04	UR-2.5	1	Y	0
37-2W-30	1075*	1.68	UR-2.5	1	Y	0
37-2W-30	1076*	1.55	UR-2.5	1	Y	0
37-2W-30	1077*	1.26	UR-2.5	1	Y	0
37-2W-30	1078*	1.44	UR-2.5	1	Y	0
37-2W-30	1079*	1.77	UR-2.5	1	Y	0
37-2W-30	1080*	1.92	UR-2.5	1	Y	0
37-2W-30	1081*	2.01	UR-2.5	1	Y	1
37-2W-30	1082*	1.06	UR-2.5	1	Y	0
37-2W-30	1083*	1.07	UR-2.5	1	Y	0
37-2W-30	1084*	1.1	UR-2.5	1	Y	0

37-2W-30	1085*	1	UR-2.5	1	Y	0
37-2W-30	1086*	1	UR-2.5	1	Y	0
37-2W-30	1900*	4.91	UR-2.5	0.5	Y	1
37-2W-30	2000*	0.19	UR-5	0.5	Y	0
37-2W-31	2602*	2	UR5	0.5	N	1
37-2W-31	2605*	0.13	UR5	0.5	N	0
	59	89.28			44	18

**AREA 6**

37-2W-29C	1401*	11.11	UR5	1	N	9
37-2W-29C	1499*	0.09	UR5	SP	N	0
37-2W-29C	1500*	5.05	UR5	1	N	5
37-2W29CC	200*	32	Cemetery	SP	N	NA
37-2W29CC	300*	1.25	UR5	SP	N	NA
37-2W-30	600*	1.22	UR5	0.5	N	0
37-2W-30	605*	10.29	UR5	0.5	N	4
37-2W-30	1009*	3.03	UR-5	0.2	N	1
37-2W-30	2200*	8.76	UR5	0.2	Y	0
37-2W-30	1087*	3.5	UR-5	0.2	N	1
37-2W-30	2202*	5.03	UR5	0.2	Y	0
37-2W-30	2203*	5.01	UR5	0.2	Y	0
37-2W-30	2205*	5.01	UR5	0.2	Y	0
37-2W-30	2204*	0.74	UR5	SP	N	NA
37-2W-30	2300*	9	UR5	SP	N	NA
372W32BB	2000*	2.72	UR5	CI	Y	NA
372W32BB	2100*	0.13	UR5	CI	N	NA
372W32BB	2200*	0.11	UR5	SP	N	NA
	13	104.05			5	20

**AREA 7**

37-2W29DA	100*	3.06	UR5	2	N	5
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**AREA 8**

372W32AA	6900*	9.94	UR5	(church)	N	0
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**AREA 9**

37-2W-32D	102*	5.26	UR5	1	N	4
37-2W-32D	103*	5.16	UR5	1	N	3
37-2W-32D	104*	6	UR5	1	Y	2
37-2W-32D	308*	5	UR5	1	N	3
37-2W-32D	309*	5.15	UR5	1	Y	2
37-2W-32D	310*	5.03	UR5	1	Y	2
	6	31.6			3	16

**AREA 10**

38-2W-5	300	0.81	SR-2.5	1	Y	0
38-2W-5	400	1	SR-2.5	1	Y	0
38-2W-5	500	1	SR-2.5	1	Y	0
38-2W-5	600	0.53	SR-2.5	1	Y	0

38-2W-5	700	1.9	SR-2.5	1	Y	0
	5	5.24			5	
<b>AREA 11</b>						
37-2W-31D	1200	3.86	RR5	1	Y	1
37-2W-31D	1201	1	RR5	1	N	1
37-2W-31D	1202	2.74	RR5	1	N	2
37-2W-31D	1203	1.27	RR5	1	N	1
37-2W-31D	1204	0.96	RR5	1	Y	0
37-2W-31D	1205	0.04	RR5	1	N	0
37-2W-31D	1400	0.97	RR5	1	Y	0
	7	10.84			3	5
<b>AREA 19</b>						
37-2W-28	4200	6.69	EFU	PUD	Y	31
37-2W-28	4201	2.81	EFU	PUD	Y	20
37-2W-28	4500	0.5	F-5	PUD	Y	0
37-2W-28	4600	2.82	F-5	PUD	Y-26	0
37-2W-28	4690	0.22	Trailer Park F-5	PUD	N	0
			Long, Narrow Lavonne St. Jackson County ROW			
37-2W-28	4700	0.68	F-5	PUD	Y	0
37-2W-28	4801	1.5	F-5	PUD	Y	4
37-2W-28	4900	0.83	F-5	PUD	Y	0
37-2W-28	4901	1.25	F-5	PUD	Y	2
37-2W-28	4902	0.75	F-5	PUD	Y	1
37-2W-28	4903	1.16	F-5	PUD	Y	1
	11	19.21			35	55
<b>TOTAL</b>	<b>123 parcels</b>	<b>491.85</b>			<b>95</b>	<b>169 add'l</b>
	<b>(23 add'l</b>	<b>(35.29</b>				<b>(60 add'l</b>
	<b>without '**)</b>	<b>add'l</b>				<b>without '**)</b>
		<b>without '**)</b>				

### \* Parcels already within the City Limits

#### ACREAGES PROPOSED FOR INCLUSION IN URBAN GROWTH BOUNDARY

##### Areas zoned Special Protection (SP)

Non-developable acres 167.49 (34% of new lands)

General Commercial/Cottage Industrial Zoning 2.85 (0.5% of new lands)

Acres designated for Residential Growth 321.51 (65% of new lands)

The proposed UGB would add 35.29 acres land to the existing 1,184 acres within the City Limits, a 3% increase. The overall density of the City would increase from 1.86 persons per acre to 2.62 persons per acre.

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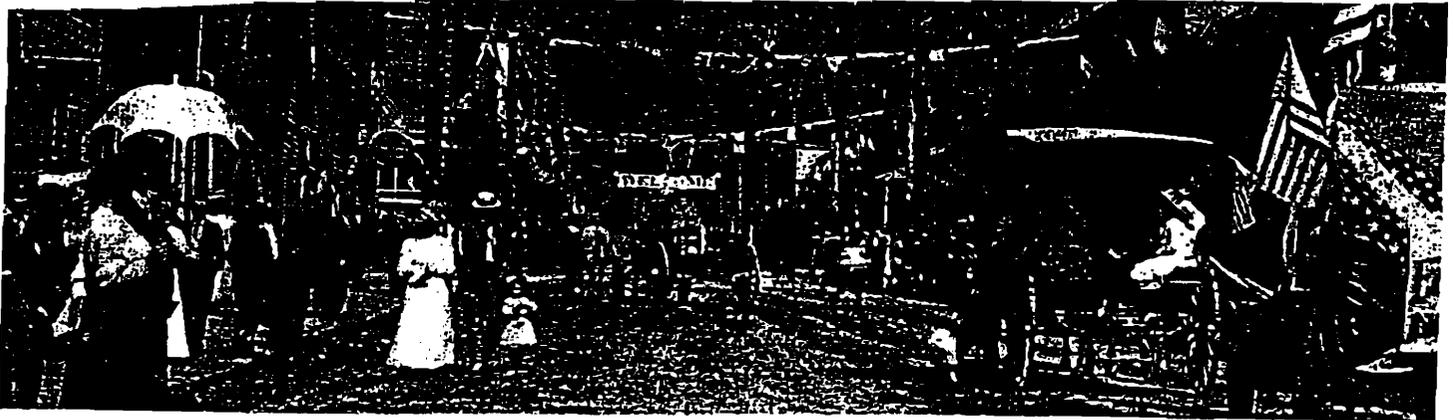
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## CHAPTER FIVE

# TRANSPORTATION SYSTEMS

In Jacksonville's 1991 Vision Statement, the citizens saw a future where:

*"The charm and tranquillity of Jacksonville are protected and enhanced by measures for the regulation of vehicular traffic."*



### GOAL

To provide comprehensive, long-range Transportation Systems for the City of Jacksonville that include:

providing for optimal public safety and services,

providing for appropriate bicycle, pedestrian, mass transit, and vehicular circulation,

providing for appropriate street, pathway, and sidewalk standards,

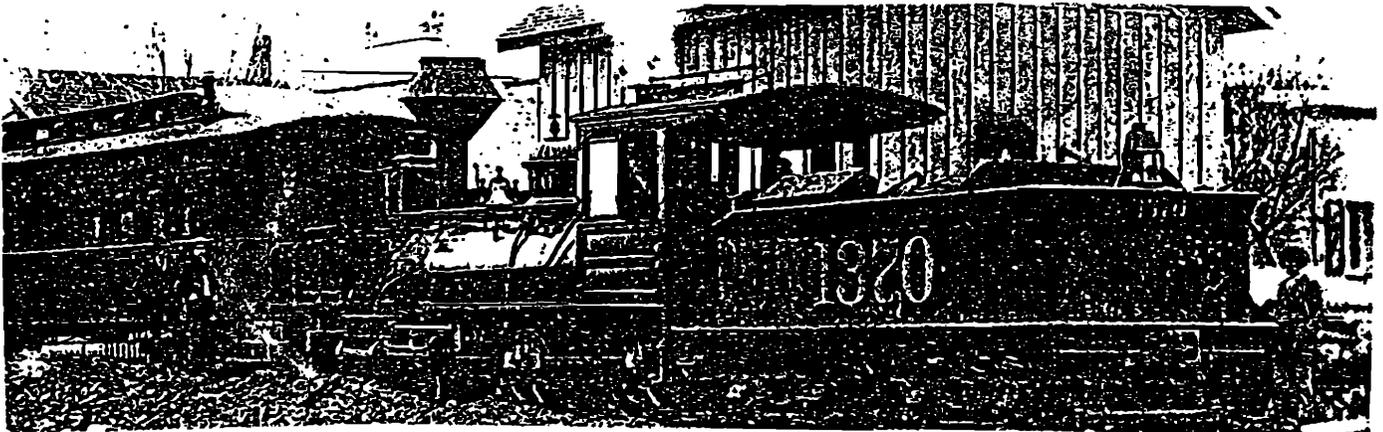
preserving historic and scenic resources and values while recognizing the economic values of Highway 238,

promoting energy conservation and efficiency, and

promoting a sense of cooperation and respect within our community and with our neighbors and visitors.

## INTRODUCTION

During Jacksonville's critical period of development in the late 19th and early 20th centuries, towns typically tended to develop in compact forms with dense concentrations of buildings. Besides providing protection against attack, this form was the result of the limitations of transportation: the only practical means of movement was by foot, horse, or rail. Spreading out was just plain too much extra work.



Around the turn of the century, at the same time that Jacksonville fell asleep to the forces of change and progress, the advent of the automobile awakened a new era of mobility and radically altered that typical compact urban form. The automobile became the transportation of choice because it offered the combination of mobility, speed, traveler control, and relative affordability at a wide range of trip lengths and on a schedule of the traveler's choice.

However, the strengths that made the automobile popular also created the basis for its weaknesses. Too many cars cause traffic jams, air pollution, and undo the mobility, speed, control, and affordability that led us to automobile ownership in the first place. The automobile facilitated the spread of what we now know as sprawl and sprawl then dictated the evolution of contemporary American lifestyles. In a vicious cycle, that very same sprawling development pattern that was made possible by automobiles in turn intensified our reliance on those same automobiles, building barriers to the pedestrian and animals, and making it difficult to avoid further increasing the use and size of public streets.

Amazingly, traffic is growing faster than population throughout the nation. The population of the United States jumped 9.8 percent from 1982 to 1991 while the number of registered motor vehicles rose 22 percent. For Oregon, the figures for the same period are 7.9 percent and 17.25 percent, respectively. When the U.S. is viewed from a longer range, 1975 to 1990, civilian population rose 15.9 percent, yet the number of households increased faster (31.3 percent), licensed drivers increased even faster (37.4 percent), and the number of cars and trucks in use increased faster still (49.3 percent). Each year we add four million cars and trucks to our roads.

If the United States is to solve its air quality, land use, and livability problems without mortgaging the future of the next several generations, we must seek alternative means of transporting people, goods and services. That realization is just beginning to sink in; in fact the Oregon Transportation Planning Rule now requires that we strive to reduce our reliance on automobiles. In some cases, we must return to older yet still efficient modes of transportation that respect the environment, enhance community life, improve one's health, and require little or no money: such as walking; perhaps even horses and rail. History is returning; designing compact urban forms with dense concentrations of buildings is currently in vogue (now known as the "Neo-traditional" form). As it turns out, Jacksonville may prove to be ahead of its time by being so far behind it.

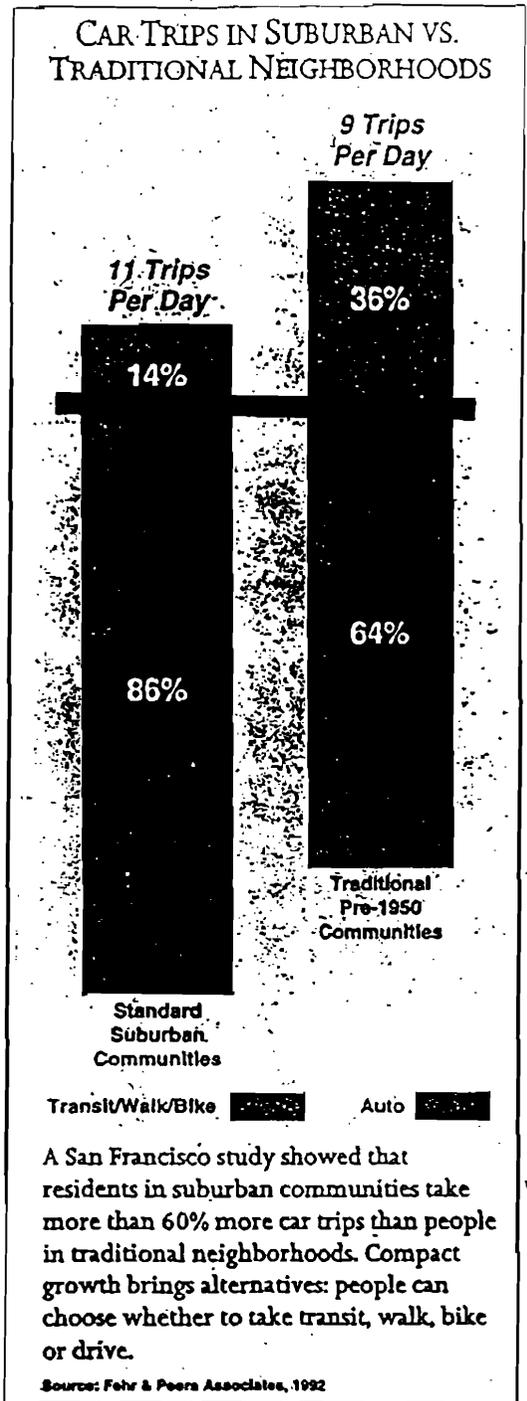
In many ways, a historic district has a built-in pedestrian advantage. The development in such areas is usually compact: buildings are close to each other and land uses are often mixed. Stores are close to homes. Offices are close to restaurants. By limiting the distances one must travel to get from one place to another, compact development patterns make it feasible to conduct business and carry out essential functions on foot. Other characteristics make walking safe and pleasant. Sidewalks provide a safe haven for the pedestrian. Street "walls" formed by evenly aligned, adjoining buildings which make pedestrians feel safe, as does the narrowness of the street. Building facades are not blank and boring, but often feature window displays and architectural details. Trees add to the charm and comfort of the streetscape. Because many people enjoy walking in such areas, the prospects for chance encounters with friends and associates increase.

Being a National Historic Landmark District, Jacksonville has this built-in advantage; however, it has simultaneously acquired a disadvantage: tourist traffic. There is a constant seasonal round of residential/tourist conflicts as visitors struggle to drive their cars into the past, into a town that was laid out for the horse.

Jacksonville is not alone in this condition. The U.S. Department of Transportation, in an April 1976 technical bulletin entitled *Tourist Traffic in Small Historic Cities*, Teal, Wood, and Loudon (Tufts Univ., Medford, Mass.) PB-261 931, prepared an in-depth analysis of five small cities, such as Bunker Hill and Santa Fe, which attracted substantial numbers of tourists. They found that "transportation impacts usually took the form of traffic congestion, and most notably, parking inadequacies. But the local community, typically a small city with limited governmental capabilities, is in a less than optimum position to develop and support policies on its own initiative, particularly given the many and diverse actors involved in the local tourism and tourist transportation situation."

This statement accurately describes the history of transportation planning in Jacksonville. This is not only due to financial limitations of a small town like Jacksonville, but also because many of the major transportation systems serving the city of Jacksonville are controlled by outside agencies or jurisdictions.

Therefore, the coordination and cooperation between the city and other county, state and federal agencies is imperative to develop and maintain a viable transportation system. In that light, the City embarked on this Transportation System Plan Element, by assembling a wide variety of involved parties and attempting to address all modes of transportation in the City and surrounding county using planning projections for a 20 year planning period (to the year 2015). There has been a considerable amount of effort directed to finding the appropriate mechanisms to carefully transport the past into the future.



## STATEMENT OF EXISTING CONDITIONS, FUTURE PROJECTIONS, and NEEDS

Highway 238, which starts in Grants Pass and ends in Medford, is a district-wide highway, the state's lowest level of highway classification. This means that there is a 50/50 split between emphasis on maintaining speed and flow of traffic, and allowing accesses to the highway. There is an inherent conflict and potential for congestion with this type of highway.

There is an additional inherent conflict in that this arterial transportation route runs through and separates a concentrated premier tourist destination. In a broad analogy, this would be akin to running a highway through a regional shopping center, thereby inviting shoppers to mix back and forth across a haul route.

Jacksonville is a unique city. A prominent Landmark in the nation's historic system and the region's economic strategy with over 500 historic sites and structures, Jacksonville has a base population of a little over 2,000, yet the influx of tourism and other special events can more than double the number of people and vehicles within Jacksonville in an evening. Jacksonville's historic flavor presents transportation concerns and needs that are not common to most other cities. Several of the transportation corridors leading into town, including Highway 238 from the Applegate, have been called out as primary historic viewsheds. At this point in time, Highway 238 itself has not been designated as a Scenic Byway, although this designation may be worth investigation.

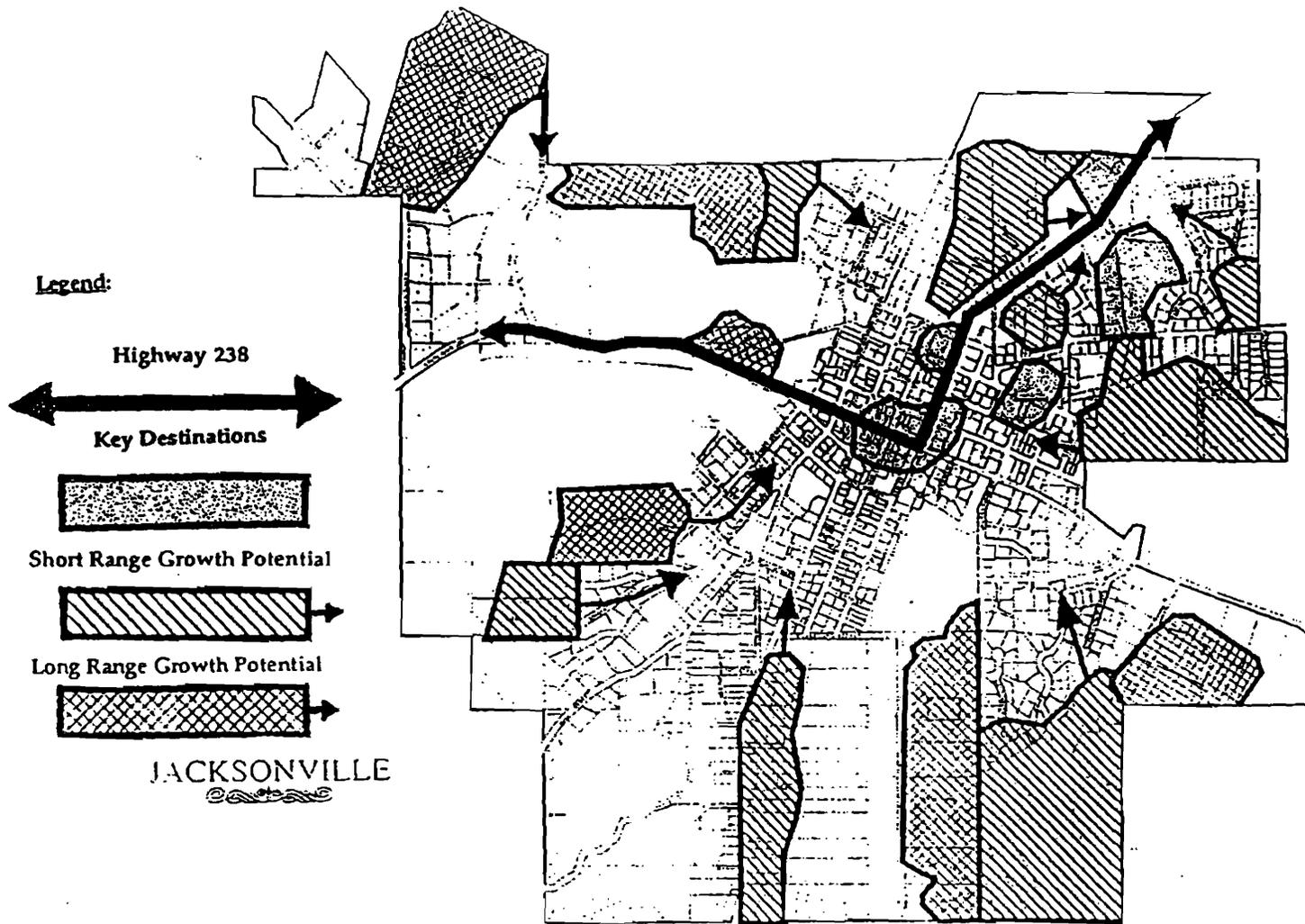
Jacksonville functions on a general grid-type pattern of traffic flow, with Highway 238 as the main thoroughfare through town. However, geography creates a problem when combined the present routing layout. There are only five primary entrances into and out of Jacksonville (both ends of Hwy. 238, South Stage Road, Old Stage Road, and Applegate). Access to the Applegate Valley from the east is bottlenecked through Jacksonville. Highway 238 with its sharp L-shaped configuration (California Street leg and 5th Street leg), when combined with the topography of three key ridgelines, separates Jacksonville into four distinct neighborhoods (with schools, shopping centers, and tourist destinations). If Old Stage and South Stage Roads are included, two additional neighborhoods are separated out.

Thus, with California Street functioning as the hub of the City and primary access to the Britt Festival, vehicular traffic is a barrier that a resident or visitor frequently has to negotiate when visiting other portions of the city. The majority of trip starts and ends require travel across 238.

Over the past 12 years, traffic volumes have been increasing at high growth rates (between 4% to 6% per year in the pivotal downtown area). An important facet to note is that during the majority of this same period, the City has had a moratoriums on construction, and internal residential growth influences were minimal. Therefore, the current high growth is primarily a result of external influences.

However, if external influences remain close to their present levels and the geographic "hub" configuration of Highway 238 does not change under a "no-build" scenario, growth pressures will in all likelihood be sustained, if not increased, by the City's lifting of its moratorium in the Fall of 1995. The following diagram illustrates the relationship of key growth areas in the City to the present Highway configuration. This internal growth will probably add at least 2,092 average vehicle trips per day (ATD) in the short term, 1,927 ATD in the mid term, and 987 ATD in the long term (see Appendix D, Key Findings).

Therefore it is reasonable to assume a continuation of a 4.5% core growth rate, which would push the downtown volumes from 9100 average trips per day (ATD) to 23,970 ATD in 2015 (a 260% increase).



Years	Vacant Lots	
1 - 5	Existing Vacant Lots:	80
5 - 10	Existing Vacant Lots:	75
	<b>New Subdivisions</b>	
1 - 2	Approved Lots:	74
1 - 2	Potential Near-term Lots:	50
3 - 5	Potential Mid-term Lots:	130
5 - 10	Potential Long-term Lots:	105
1 - 5	Potential Multi-family:	30

514 Single-family Residences × 9.4 Trips per day = 4,832

30 Multi-family Residences × 5.8 Trips per day = 174

State goals for increased infill may promote even greater densities than that reflected above

According to the Rogue Valley Council of Governments (RVCOG) Level I trending forecast, this will push the Volume to Capacity ratios for the downtown area from its current 49% to over 129% in 2015. In the segment between California and F, levels will rise from its current 44%% to over 76% in 2015. In the segment between F and the North City Limits, levels will rise from its current 45% to over 70% in 2015. These "no-build" volume-to-capacity assumptions use a peak hour lane capacity figure of 1,000 vehicles per hour for an unsignalized, reduced speed 2-lane improved city road with parking, pedestrian, and truck impacts as found in the Highway Capacity Manual. A conservative 60/40 peak hour directional split was assumed (even though 70/30 is probably more accurate) with peak hour traffic calculated at 9% of ADT based upon standard traffic studies. Thus, the peak hour lane volume numerator was divided by the above lane capacity denominator to derive the volume-to-capacity percentage ratios.

The specific growth projections under a "no-build" scenario are shown on the table below. The influence of the selected Bypass is also indicated using a 30% traffic relief figure. This is conservative; it was estimated through a 1993 License Plate survey that depending upon the day of the week, between 30% to 60% of Highway 238 traffic is "through traffic", those not stopping in Jacksonville for any reason. This was confirmed by a 1994 Origin/ Destination Survey which found 30% to 47% to be traffic connecting points other than Jacksonville. Several additional alternatives other were analyzed during the evaluation process and their capacity influences either were of equal or lesser benefit than the North Bypass.

NORTH BYPASS ROUTE AFFECTS ON ADT

STREET	FROM	TO (ADT location)	CURRENT 1993 (ADT)	% GROWTH	2015 FORECAST (ADT)	CHANGES
HWY 238	CADY	WAGONTRAIL	5,300	2.00%	8,190	N.C.
HWY 238	WAGON TRAIL	MARY ANN	6,400	3.25%	12,930	N.C.
HWY 238	MARY ANN	OREGON	6,700	4.00%	15,880	11,116
HWY 238	OREGON	3 RD STREET	7,200	4.50%	18,960	13,272
HWY 238	3 RD STREET	5TH STREET	9,100	4.50%	23,970	16,779
HWY 238	CALIFORNIA	C STREET	7,800	3.00%	14,950	10,465
HWY 238	C STREET	F STREET	8,200	2.50%	14,120	9,884
HWY 238	F STREET	SHAFER	8,400	2.00%	12,990	9,093
HWY 238	SHAFER	(NORTH)	7,800	1.00%	9,710	N.C.
SOUTH STAGE RD	(EAST)	BELLINGER	2,020	3.25%	4,080	N.C.
SOUTH STAGE RD	BELLINGER	DUMP ROAD	4,000	3.25%	8,080	N.C.
SOUTH STAGE RD	DUMP ROAD	9TH STREET	4,300	3.25%	8,690	N.C.
SOUTH STAGE RD	9TH STREET	5TH STREET	4,800	3.25%	9,700	N.C.
OLD STAGE ROAD	(NORTH)	TAMI	2,300	3.00%	4,410	N.C.
OLD STAGE ROAD	TAMI	LIVINGSTON	2,600	3.50%	5,540	N.C.
OLD STAGE ROAD	LIVINGSTON	CITY LIMIT	2,400	3.25%	4,850	N.C.
OLD STAGE/OREGON	CITY LIMIT	F STREET	2,400	3.25%	4,850	N.C.
OLD STAGE/OREGON	F STREET	CALIFORNIA	2,900	3.25%	5,860	4,688
OREGON	CALIFORNIA	(SOUTH)	3,400	3.00%	6,510	N.C.

These growth rates will also drag the Levels of Service down (A being excellent / F being totally congested) on the following intersections:

	Current	2015
California and Oregon	A	D & F (on left from offstreets)
California and 5th	A & B	C, D, & F (from South Stage)
5th and E Street	A & B	D & C (on left from offstreets)

The California and 5th intersection has a strong potential for gridlock, which is a grave concern since that intersection is also a pivotal point for intercommunity access whether by bicycle, vehicle, or on foot. In many cases, turning left from an offstreet onto Highway 238 will become virtually impossible.

The above-described congestion problems are compounded by the fact that the key intersections of California-and-Oregon and California-and-5th are critical points of potential pedestrian and vehicular conflict. Pedestrian volumes of greater than 300 per hour (469 during a Britt performance) and 1600 per day were recorded in downtown Jacksonville in September of 1994. Pedestrians tend to slow vehicular traffic and simultaneously most bicycle and pedestrian accidents occur at intersections and other road crossings. The accident potentials increase geometrically with increasing traffic and pedestrian volumes.



According to standard traffic engineering practices, traffic signals become warranted when volumes reach 150 per hour (conditions typically found in large metropolitan areas) and Jacksonville is already more than double that threshold. This finding generally leads to the standard engineering recommendation for some stop control measure or signalization as the first step for correcting pedestrian congestion and volume problems. Due to historic compatibility concerns and potential backing of traffic down California Street (in addition to the overcapacity issues), signalization and four way stop controls are difficult options to incorporate into Jacksonville's congested core.

Additionally, the type of pedestrian is different. The Jacksonville pedestrian is not commonly heading toward a particular destination but is intent on enjoyment and photo-opportunities. This is a frustration to "through traffic" which is forced to traverse right down the middle of the focal destination area; at the same time, this is frightening to the tourist/pedestrian who is not focused on negotiating traffic.

Additional congestion and safety concerns arise due to truck flows. Overall truck volumes were found to range between 3% and 6% of total traffic in the downtown area. The Vibration Study logged a total 255 trucks, 115 of which were aggregate trucks. This would suggest that approximately 45% of all trucks on Highway 238 in Jacksonville are aggregate trucks or 1.4% to 2.7 % of all traffic. There is a strong potential for continuing aggregate volume increases as they are forced to bring their product through the Jacksonville bottleneck. Again the frustration and alarm noted above is exacerbated in the case of large commercial rigs moving through the crowds of oblivious tourists.

A large temporal congestion problem is also generated by the Applegate Christian Fellowship (ACF) located in the Ruch area. Again, this immensely popular church is bottlenecked through the "hub" of Jacksonville and its congregation is growing in leaps and bounds. In 1980, there were approximately 20 persons in attendance at ACF; by 1993, there were about 2,200 people regularly in attendance. Currently, in the summer, there is one Sunday morning service in the amphitheater and one Wednesday evening service. In the winter, there are three Sunday morning services held indoors at 8:00 a.m., 10:00 a.m., and 12:00 p.m. The first two winter services are full and the third is half full. The amphitheater seats approximately 2,000 persons when filled and the indoor Sanctuary seats 1,200; so that attendance ranges from 2,000 to 3,000 people. The traffic split at the entrance to ACF is estimated at 60% toward Medford and 40% toward Grants Pass. Under the terms of their Jackson County Conditional Use Permit, ACF may schedule more services at any time, depending on demand. They are also projecting to open a kindergarten through 6th grade school soon (through 12th in the future).

The number of persons per vehicle is probably high due to the family-oriented nature of ACF. ACF encourages carpooling and runs youth buses which stop at Van Wey's, Sherm's Thunderbird, and other key locations. The Rogue Valley Transit District has offered some mass transit charter solutions for ACF events which are included in the Demand Management Element of this Chapter.

Additional traffic impacts on the downtown core result from local Post Office use, citywide tourism, and Britt events. All City mail is currently distributed from the Post Office on North Oregon, between 'C' and California, thereby generating significant impacts on the intersection of Oregon and California. There is no home delivery. The Postmaster has estimated that an average of 1,000 persons and 200 to 300 vehicles per day frequent the Post Office. The Postmaster has presented three delivery options for City consideration: total City delivery, Rural Route delivery, and Highway contract delivery. Given the desire to keep the visual impacts of mailboxes out of the historic core area but relief some traffic generation, the TSP Committee recommended that Rural Route delivery, which will serve addresses more than a 1/4 mile from the Post Office, be encouraged.

The Southern Oregon Historical Society (SOHS) estimates that approximately 80,000 persons per year visit their facilities in Jacksonville. The Society's attendance records show a recent reduction in the number of visitors but SOHS believes that there is a cyclical nature to tourism and that there is an overall growth trend in visitors. The attendance figures are projected to continue to grow with the use of new exhibits and interpretive "controlled quality" experiences which emphasize Jacksonville as an "Outdoor Museum" and educational facility.

Jacksonville is one of a "handful" of intact "living community" landmarks in the United States which is intriguing to the tourist and, when combined with the recognized trend and the marketing push to get visitors coming to see the entire Southern Oregon region, will make for increased tourism volumes. The type of tourist is anticipated to diversify in the future with the City seeing more history students/enthusiasts and "shoulder season" (early spring/late fall) tourists in addition to its current "typical tourist" volumes who come between Memorial Day and Labor Day, potentially extending the congestion impacts to a greater span of time. Since the full "town experience" is promoted, tourists should be encouraged to leave their vehicle in one spot and circulate through the town on foot, trolley, horse-drawn carriage, or other alternative means.

To what degree the tourists who visit the Society's exhibits overlaps with the Britt Festival visitors is unknown. The Society's facilities close at 5:00 p.m. at which point Britt begins its functions. A five year old Britt study found that 20% of their audience came to Jacksonville for other purposes in addition to attending a concert.

The Britt Music Festivals have grown tremendously from their inception in the 1960's to a current level of between 50,000 to 55,000 attendees per summer. Due to an arrangement that it has with its landlord, Jackson County, the Festival is confined to a summer season timewindow. The Festival has presented as many as 52 concerts per season, but in recent seasons has kept the number of concerts in the low to mid forties. The past two years, the Festival has put on 44 concerts per year.

The capacity of the amphitheater/park is 2,200. In 1991, the Festival averaged 1,246 persons per concert; in 1992, the average was 1,269, which was an all-time record; and in 1993, the average dropped back down to 1,219. The Festival has a five-year marketing plan, which does not project increasing the number of concerts per year but will target increasing the average attendance to 1,500 persons per event. This increase is hoped to be realized by improved tourism marketing which will take a regional approach emphasizing the combined attractions of historic Jacksonville with Crater Lake, Ashland Shakespeare, and Rogue River rafting.

This multi-attraction strategy is transportation dependent, which frequently means more cars. A ten-year master plan for the grounds found that the average persons per car attending Britt was 2.7, which on a sell out night means an impact of approximately 800 vehicles. Currently, available parking is far less than half of that amount.

Parking is a critical problem, particularly since most available parking is on-street parallel parking which many people are not adept at and which spills over into residential areas. This also leads to "auto wandering", as visitors circle looking for a parking slot which further increases congestion. Tour bus and RV parking are growing problems as more visitors use those modes. There are no bike parking facilities available in the downtown area.

As noted in the above referenced U.S. Department of Transportation technical bulletin entitled *Tourist Traffic in Small Historic Cities*, "The movement of tourist vehicles within the city involves three distinct yet interrelated systems

- the local street network;
- the system of vehicle storage -- the location and availability of on- and off-street parking; and
- the system of information to guide both movement and storage -- the signing scheme.

Associated with each of these systems is a potential problem, namely traffic congestion, parking difficulties, and inadequate communications. When all of these systems function poorly, as may be the case when tourist volumes are high and the systems have inherent deficiencies, severe problems can occur. It is these inadequacies, in combination with substantial numbers of tourist automobiles, which lead to tourist transportation problems." This would point to the need for a coordinated internal strategy that addresses all three system aspects.

Vibration impacts on fragile historic structures in the concentrated commercial Historic Core streetfront, were not found to be a structural concern based upon a September 30, 1994 study by Marquess and Associates, Engineers. This does not invalidate concerns regarding the deteriorating effects of engine exhaust on the exteriors of historic brick masonry buildings and their contents. Nor does the study address noise impacts on the enjoyment of the downtown core, the Cemetery and the Britt concerts.

Most streets in Jacksonville other than Highway 238 were not designed for truck maneuvering. This can make activities such as garbage collection or commercial delivery difficult. Service providers such as Pacific Power testified that they need to see congestion reduced in Jacksonville in order to service the Applegate area adequately.

**ADDITIONAL NEEDS AND PROJECTIONS OF CONCERN:**

An Origin/Destination Survey by DKS Associates of Oakland, CA. was taken at a survey point just north of the City Limits on Highway 238 on September 20, 1994. The Findings relative to the 1,481 responses collected from that point are described here in order to capture a snapshot of travel behavior in the Jacksonville area. The survey found that 50% of vehicles at that point were passenger cars, 24% were small trucks, and 23% were large and heavy duty trucks. Oregon registration accounted for 94.5% of those surveyed.

The survey also found that 67% of those vehicles had only one occupant, while 23% had two and 10% had three and over for an average vehicle occupancy of 1.42 persons. These figures were the worst displayed in the Rogue Valley, which had an average of 1.59 persons. The reasons for this phenomenon could include a higher proportion of retirees, higher income levels, more commuting to work, and greater influence of recreational opportunities. Trips between work and home accounted for 31.9% of all trips, while trips between home and other destinations such as shopping accounted for 35.1% of all trips. Habit plays a strong role in this travel behavior. The majority of these trips (54%) are repeated five or more times a week whereas only 17% of all trips are to places that are not regular destinations.

Additional information was gathered by the 1994 Oregon and Southwest Washington Household Travel Study prepared by NuStats International, which found that 90% of all trips were by automobile (7% walking, 1% bicycle, and 2% school bus). It also found that the average household in the Rogue Valley owned 2.05 automobiles and took an average of 8.6 trips per day. Single-family homes in the Rogue Valley were found to generate an average of 9.4 trips per day, Apartments 5.7, and Mobile Homes 5.9. It also found the median number of trips per day varied in accordance with Household Size.

<u>Household Size</u>	<u>Median Trips per day</u>
1	3.00
2	6.00
3	11.00
4	14.75
5	19.50
6	19.00
7	19.50

There are many individuals who cannot utilize the automobile, even if they so desired; due to age, physical handicaps, or other limitations. These individuals are termed the "Transportation Disadvantaged". The 1994 Household Survey found the lower the income, the more alternative modes of transportation such as bicycling, walking, and the public bus system are used.

**Rogue Valley Transit District**

In Jacksonville, mass transit opportunities are limited. The Rogue Valley Transit District's (RVTD) Jacksonville Route 30 leaves on the hour and includes two bus stops in town and a loop around the museum. RVTD, through its buses and special transportation programs, currently provides the key services for the needs of the transportation disadvantaged such as senior citizens, handicapped, low income and young persons by providing service to larger shopping areas, medical facilities, cultural activities and work areas. The passengers per hour rate for bus service has almost doubled since the Jacksonville route changed in 1994, although it is still below the regional norm. Providing deeper penetration into the heart of the City in order to provide easier access to more people is a key concern.

### **Jacksonville Merchants**

There is a strategy amongst the merchants to extend the length of each visitor's stay and to develop the shoulder seasons. This might be accomplished through providing a greater variety of in-town activities and the scheduling of special events and activities outside of the regular summer tourist season. With an increasing number of overnight rooms becoming available through bed and breakfasts and other facilities, the extended stay portion of the strategy is achieving some success. As Jacksonville moves from a day-trip identity to more of an extended stay destination, the economic benefits will likely increase. However, people who were not staying overnight before will alter the patterns of vehicular and pedestrian traffic.

### **School District 549C**

The overall district growth has been very significant with enrollment increasing at about 500 students per year for the past three years. That trend is expected to continue through the next four years. The Jacksonville elementary school has 391 students and is expected to increase to 450 students by 1997. The school is a significant generator of pedestrians and bicyclists, and 549C currently has 5 regular buses and 1 special ed. bus, with 2 kindergarten runs (late morning and early afternoon). They may increase with one additional bus run. They are considering running larger buses, but longer and wider buses may have a difficult time maneuvering in Jacksonville.

Cascade Christian High School in Jacksonville is also expected to grow at approximately 15% per year for the short term (from 172 students at the present time to 250 in 1997). As with the public school, this private institution is attracting students from a broader geographic area than the City Limits and thus functions to a large extent as a traffic generator.

### **Rogue Waste Systems**

The through traffic to the South Stage Landfill on South Stage and 5th averages 52 garbage truck trips per day from 7:00 A.M. to 3:00 P.M. during the week. This is almost 100% of the Bear Creek basin garbage collected within the Rogue Waste Systems service area (which excludes Ashland) and will continue until 1998 when the landfill is expected to close. Garbage truck traffic to the south of South Stage Road and west of 5th Street are for local collection purposes only.

An additional 500 to 800 cars come to the landfill on Saturday and Sunday when the trucks are not running. Unless a recycling/transfer station is built on the landfill site at closure, those vehicles may then impact other roads. A transfer station for residential waste only may be opened from Thursday to Monday in order to maintain some use of the site.

### **Aggregate Trucking**

There are decomposed granite pits in the large Walker Creek aggregate zone to the northwest of Jacksonville. The different pit owners include George Groom, Larry Leonard, Southern Oregon Underground, and Jackson County. The primary resource in that area is decomposed granite, a material used for driveways, building pads, and other construction uses where "cheap fill" is needed. The City of Medford no longer allows granite for use in any City streets and Jackson County has forbidden its use in any sewer ditches. There is a vast quantity of the material available and it is sold to a market within a general 25 mile radius. There are pits farther into the Applegate Valley which also haul over 238.

Also, there are two pits off from Old Stage Road which may have some impact on Jacksonville when hauling to Ashland or points south. The aggregate situation has mixed use impacts and access problems on Paradise Ranch Road and Highway 238.

The following information was received from George Groom on Aggregate hauling in the Pair-a-dice Ranch Road area. The information was all in yardage figures, which was converted to truck trips under the assumption that Groom hauls 20 yards per truck and the County and City haul 10 yards per truck. The resultant figure was multiplied by two for the return trip. Groom states that variations from day-to-day can differ dramatically.

Year	Groom	County
1989 (Aug.-Dec.)	22,758 yds (2,276 trips)	1,030 yds (206 trips)
1990	48,158 yds (4,816 trips)	6,605 yds (1,321 trips)
1991	37,080 yds (3,708 trips)	8,182 yds (1,636 trips)
1992	41,833 yds (4,183 trips)	4,518 yds (904 trips)
1993	54,635 yds (5,464 trips)	6,248 yds (1,250 trips)
1994 (Jan.-Feb.)	9,625 yds (963 trips)	NA

The 1993 County figure corresponds with a "653 loads" figure from Tim Coffey, Jackson County Public Works Engineer. The City of Medford approximates its annual extraction somewhere between 5,500 and 7,500 yds, which would generate between 1,100 and 1,500 trips per year. The County Planning Department estimates for aggregate truck trips currently generated by Southern Oregon Underground under full volume conditions are 12 trucks making 4 or 5 hauls per day or 60 round trips per day.

### Timber Trucking

Rough estimates were made of Timber Trucking impacts for the future. The consensus was that timber hauling would continue to decrease, however, there is pressure on the BLM and Forest Service to get out salvage cuts and eventually, a modified annual level of timber cut will be found. Additionally, price incentives are driving private land owners to cut more acres and smaller trees. Thus, the assumption was made that timber trucks will remain an active user of Highway 238 at the current levels.

In the 5th Street Commercial area, traffic volume increases as a whole have not had a major negative impact, but changes in the type of traffic, such as greater numbers of gravel, logging, and other truck traffic, has increased safety concerns.

### Jackson County

The county has reviewed the potential for increasing zoning density in large portions of the county, including the Applegate and the west side of Medford. The majority of county decisions have been to hold densities at their current level, particularly in the Applegate and the area by Hanley Road, which is some of the county's best farmland. The Applegate area is viewed by the County as being near saturation now, however, Pacific Power, in testimony to the Transportation Steering Committee, still sees the area as having significant additional growth potential.

In the residential areas immediately surrounding Jacksonville there is currently little potential for increased density given the existing zoning and division possibilities. However, this will change dramatically when eventually included within Jacksonville's Urban Growth Boundary. Jacksonville's largest potential growth areas are in the northwest of the City but are currently faced with connectivity problems that frequently force Medford-bound traffic from those areas into the center of Jacksonville.

Within the City, the county owns Applegate Street and South Stage Road, along two residential streets, Richard Way and part of Westmont Drive. There are no plans for improvement to any of those roads. Outside of the city, there are plans for alignment and adding bike shoulders to South Stage Road from Pacific Highway to Bellinger Lane near Jacksonville. The section from Bellinger Lane is already completed. Work has now commenced at the Pacific Highway end and will continue to proceed west.

## Conclusion

If no action is taken, then the downtown street system and urban environment would be characterized by:

- 1) traffic moving at or near street capacity and at low speeds on the major routes;
- 2) further increase in heavy truck traffic volumes;
- 3) increased vehicle and pedestrian/bicyclist conflicts with a resulting increase in traffic accidents;
- 4) increased air and noise pollution due to higher traffic volumes and slower, frequently stop-and-go traffic flows;
- 5) increased corrosive effects on historic resources; and
- 6) further reduction of the downtown's viability in conflict with the City's, Southern Oregon Historical Society's and Britt Music Festival's economic objectives and Southern Oregon's Regional Strategy priorities.

Additionally, under a do-nothing "no-build" alternative, land-uses in the City and the County may need to be restricted in order to minimize adverse capacity limitations.

While there are internal issues that cannot be resolved through a rerouting of Highway 238, the use of alternatives that do not include a bypass will not provide sufficient and safe traffic congestion relief to serve as stand alone solutions. A series of internal solutions are proposed which complement the pedestrian friendly nature of a historic town and hopefully will entice destination traffic out of their cars as soon as possible after entering the City. Event management; improved parking, bus service, and pedestrian/bicycle connectivity; post office congestion relief, and encouraging the decreased use of single-occupancy vehicles each provide marginal relief; however, the key thrust of many of those programs will put even more pedestrians on the street, if successful. In order for a complete program to succeed, a bypass which adds the potential of using total capacity more efficiently by keeping "through traffic" out of peak periods is needed. Venting the 30% minimum "through" portion of traffic would provide substantial relief for current and future congestion problems in the Historic Core bottleneck and provide the capacity needed for the additional commercial and residential growth that will occur over the next twenty years.

Therefore, the economic vitality of Jacksonville's downtown entertainment and specialty shopping center should be preserved by a combination of event management; improved parking, bus service, and pedestrian/bicycle connectivity; post office congestion relief, and the decreased use of single-occupancy vehicles, along with bypass venting.

The evaluation process revealed that any alternative route through the Historic Landmark District could not be sufficiently mitigated. The "South Bypass" was fraught with other resource issues and cost prohibitive. A "North Bypass" was chosen which would remove aggregate trucking impacts, Applegate Christian Fellowship impacts, and recreational Applegate Valley traffic from the historic core of Jacksonville, while correcting the connectivity problems now faced by Jacksonville's largest potential growth area on its northwest side.

If the Bypass is designed as a parkway that limits access and commercial enterprise on Jacksonville periphery, it would actually serve as an economic stimulus through the preservation of Jacksonville historic small town feel and elimination of safety and noise impacts on tourist and "think-tank" businesses that may wish to locate in the historic core precisely for those small town amenities. The removal of major traffic volumes from downtown streets that would be associated with the 'North Bypass' would also provide an incentive for development of the downtown as a cohesive multi-modal business community.

## POLICIES FOR DEVELOPMENT OF JACKSONVILLE TRANSPORTATION SYSTEM PLAN

**Policy #1** - The community endorses the Oregon Highway 238 bypass concept along the North Bypass route, and shall promote the expedient development of this long overdue project.

**Other Development Policies: All public and private programs, projects, and land use actions in Jacksonville shall be designed, implemented, and/or constructed to:**

A) Provide adequate, safe, and legal access to and from all property for:

citizens,	pedestrian,	bicycle,
fire protection,	ambulance,	police,
mail,	school bus,	public transit,
electronic access,	utility services,	drainage ways, and
garbage services.		

B) Comply with the City's Access Management and Street Tree Plans.

C) Meet the diverse transport needs of the community by striving to balance the competing needs of the various road user groups, including residents and those traveling through the City. Pedestrian movements, nonmotorized vehicle (i.e. bicycle) movements, and truck deliveries shall be accommodated and conflict points between transportation modes shall be minimized

D) Ensure that new or modified street layouts:

permit economical development of land,  
 permit minimum walking and driving distances to local destinations,  
 promote connectivity between neighborhoods,  
 conform in general concept with the specific connections found in **Exhibit A**.  
 are as compatible with the historic and visual character of the City and adjoining  
     land uses as possible,  
 are responsive to topography, visual enhancement, tree preservation, and other  
     natural features from the standpoint of both economics and amenities,  
 conform with the street standards contained in **Exhibit B**,  
 permit efficient geometry of intersections, and  
 are designed for lower speeds and discourage "through" traffic on local streets.

E) Ensure that adequate, but not excessive, off-street parking is provided and on-street parking is appropriately designed as an essential component of all private and public planning, except for roadways of limited width or with high traffic conditions.

Internal Connectivity

-  - Internal Connections to be made
-  - Right-of-way to be vacated

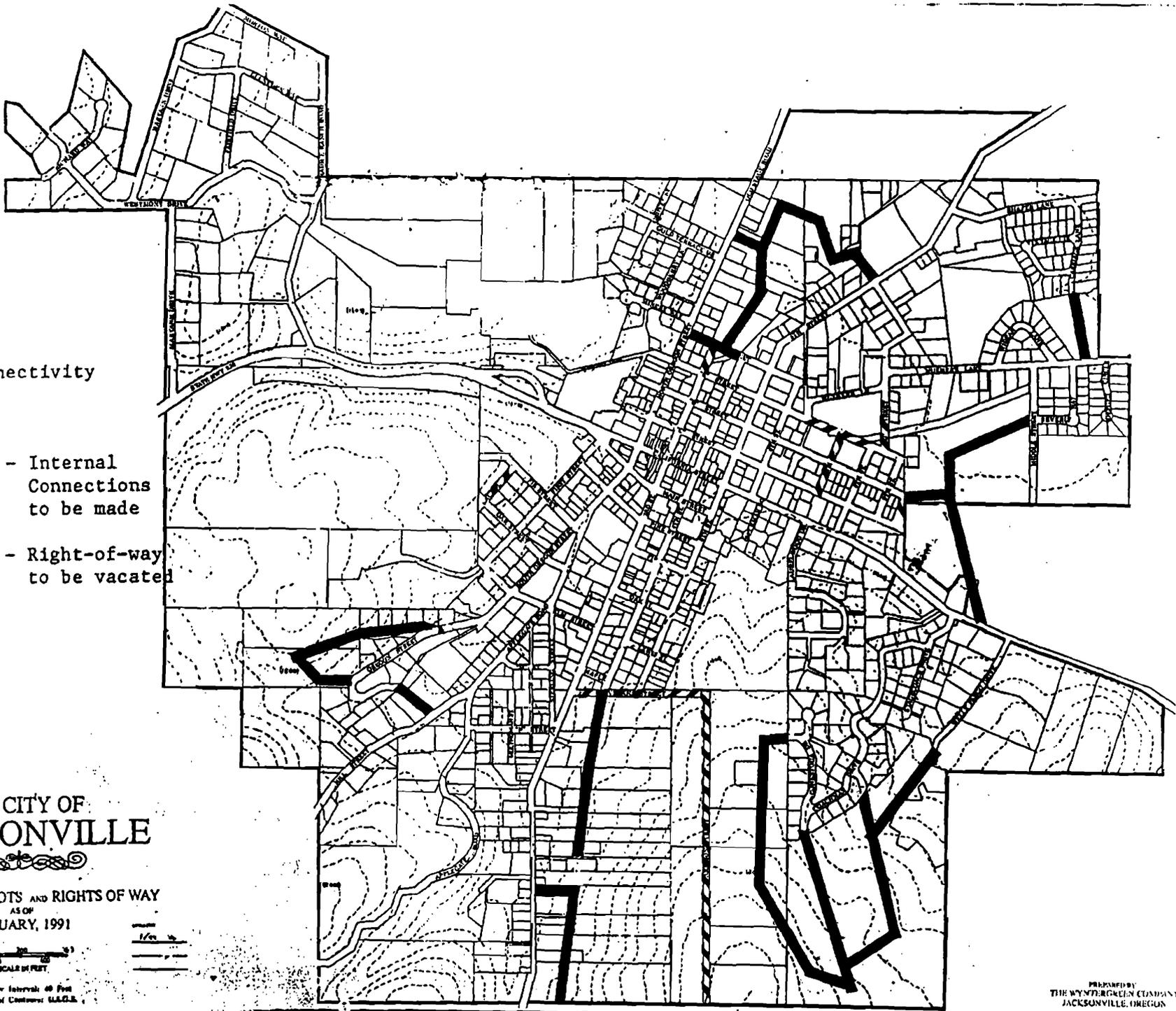
THE CITY OF  
**JACKSONVILLE**  
*EST. 1846*

RECORDED TAXLOTS AND RIGHTS OF WAY  
 AS OF  
 JANUARY, 1991



SCALE IN FEET  
 0 100 200 300

1 inch = 100 feet  
 Source of Contours: U.S.G.S.

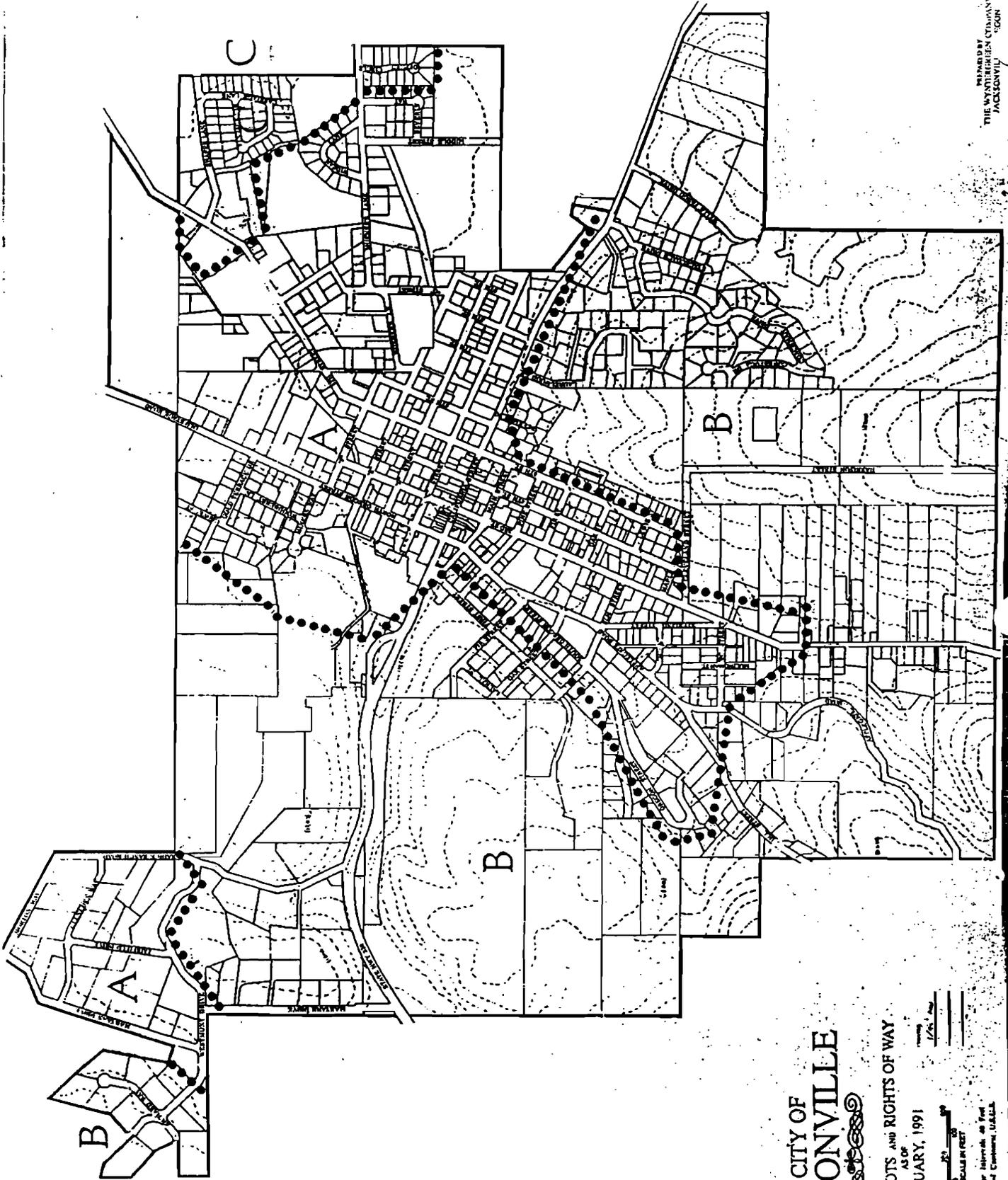


PREPARED BY  
 THE WYNTERGREEN COMPANY  
 JACKSONVILLE, OREGON

EXHIBIT "A"

# EXHIBIT "B"

MEMBER BY  
THE WYOMING HERITAGE SOCIETY  
JACKSONVILLE



THE CITY OF  
**JACKSONVILLE**

RECORDED TAXLOTS AND RIGHTS OF WAY  
AS OF  
JANUARY, 1991



Customer Interest in Fee  
Source of Customers, U.S.A.

## F) Relieve parking problems through:

- 1) providing special event demand management (such as the use of transit) in order to alleviate heavy parking demands,
- 2) requiring parking, loading and unloading areas to be located to the rear of the structure or use,
- 3) permitting shared parking between two or more uses when time-of-day variation in parking demand can be demonstrated and the proposed supply will meet peak demand,
- 4) providing bicycle parking areas at bus stops and at all commercial, industrial, and multi-family uses where vehicle parking is required,
- 5) locating bicycle parking as close as practical to entrances so as to be no less convenient than vehicle parking,
- 6) providing for safe, efficient and convenient pedestrian access through vehicle parking areas, and to and from surrounding or proposed pedestrian sidewalk/pathways, and
- 7) ensuring that such parking facilities do not impede pedestrian ways.

## G) Provide, promote, improve, and maintain a safe, convenient and pleasurable pedestrian and bicycling environment through increasing connectivity, continuity, and ease of crossings.

## H) Provide a network of pedestrian and cycle paths, tracks and linkages that:

- 1) consider topography and the needs of commuting, utility, recreational and touring pedestrians and bicyclists of all ages,
- 2) conform with the general routing concepts contained in **Exhibit C**
- 3) develop pedestrian/bicycle links from transit stops,
- 4) give priority to pedestrian/bicycle access,
- 5) provide secure bicycle parking at transport interchanges and places of work,
- 6) coordinate with future State and County bicycle/pedestrian facilities, and
- 7) support education and encouragement of cycling and other alternative forms of transportation

## I) Moderate use of private vehicles and their impacts, and encourage alternative modes of travel by:

- identifying possible changes to land use or to regulations and evaluate them as alternatives to the transport options,
- encouraging the development of housing and activity centers near the public transport network in order to increase the use of public transport,
- exploring non-transport solutions to identified problems as an alternative to changes to the transport system,
- developing a demand management plan which involves special events, business, non-profit, and governmental institutions,
- substituting vehicular travel with travel by telecommunications, such as working and shopping from home, where possible.
- explore the use of alternate transport involving low-speed vehicles, and
- developing opportunities for equestrian activities in the surrounding hillsides and where appropriate to historic settings.

# EXHIBIT "C"

———— PEDESTRIAN  
//// BICYCLE

THE CITY OF  
JACKSONVILLE  


RECORDED TAXLOTS AND RIGHTS OF WAY  
AS OF  
JANUARY, 1991



SCALE IN FEET  
0 20 40

Contours 10 Feet  
Contours 50 Feet

Contours 10 Feet  
Contours 50 Feet

PREPARED BY  
THE WESTERN  
JACKSONVILLE  
COMPANY  
INCORPORATED

- J) Ensure that road materials, monuments, and other items found in the right-of-way and described in the "1993 Historic and Cultural Resource Inventory" or included in the City's Landmark List are preserved and protected. Access onto Cemetery Road shall be restricted to the Cemetery only due to topography and the gated historic nature of the road.

**Financial Policies:**

- L) The City should develop and implement a maintenance program for all transportation facilities.
- M) The City should monitor the receipt and use of System Development Charges to ensure the capital needs of the City are being met.
- N) Financing programs shall place the burden of the costs on the benefited person(s).
- O) The City shall ensure that the costs of planned improvements are equal to the benefits.
- P) The City shall encourage multi-jurisdictional cooperation to maintain and improve the transportation system.
- Q) The City shall ensure that the existing elements of the multi-modal transportation system are conserved through maintenance and preservation, sustained system operations, and equipment replacement scheduling, all through utilization of sound fiscal planning.
- R) The City should develop innovative and sound funding policies to implement the Plan.

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# **Plan Elements**

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for  
the Transportation Systems Plan

September 5, 1995

## DEMAND MANAGEMENT SYSTEM ELEMENT

Demand Management attempts to manage traffic demand and avoid the requirement to add more capacity (road lanes) to the system. There are two basic approaches to Demand Management:

1) Reduce the demand in the peak hour of travel by shifting work schedules away from the peak hours when possible. This can include measures such as shifting working schedules (start/stop times), four day work weeks, etc.. Other measures which reduce the demand in the peak hour are increases in auto occupancy through a variety of ridesharing programs and projects, and shifts to other modes including transit, bicycling and walking.

As previously described, the 1994 Origin/Destination Survey found that 67% of vehicles surveyed near Jacksonville had only one occupant, while 23% had two. Obviously, there is room for increasing auto occupancy. However, a concentration of effort on the work trip will not be a cureall, since that same survey noted that trips between work and home accounted for only 31.9% of all trips.

2) Eliminate the need for trips entirely. This can be achieved in a number of ways, including various computer and telecommunications devices suitable for telecommuting, teleconferencing, using modems/fax machines to transfer information, etc.. Other means of reducing trips include combining several trips into one trip to accomplish several purposes, avoiding multiple, short trips. Public Transit can provide some of these opportunities, as can combining and clustering home and other destinations like shopping, schools, and recreational opportunities.

In order to reduce reliance on the automobile, the City of Jacksonville needs to pursue a variety of demand management techniques that may be appropriate to the community. As pointed out in the USDOT technical bulletin entitled *Tourist Traffic in Small Historic Cities*, "the travel behavior of tourists is decidedly different from that of persons making work trips, and strategies premised on work trip behavior are not likely to be effective under typical small city conditions".

A critical component of Jacksonville's demand management system is event management. RVTD can help resolve some traffic and parking problems through provision of special bus services, such as:

Transporting people to Applegate Fellowship from a parking lot in Medford to the Fellowship in Ruch. It would have to be a contract service because it is out of RVTD's district service area. The church would be required to collect the money and pay RVTD for this charter service.

Transporting Britt attendees with 3 runs a night from a lot in Medford to the Britt Gardens. It could be a contract or subscription service in which the Festival would be required to collect the money and pay RVTD for this service.

Any mass transit vehicle use, such as tour buses, should be encouraged with the recognition that parking of those larger rigs remains a problem.

Provide for the use of increased Police traffic controls where police personnel direct traffic at heavy traffic flow times, requiring the responsible organization, if identifiable, to provide for the costs incurred. This approach has been found to be historically appropriate and cost effective.

Other than the above, most common demand management tools focus primarily on worktrips, not tourism, therefore, demand management benefits in the case of Jacksonville will probably be realized through an Economic Development Plan that promotes living, shopping, playing, and working in the same town and discourages a "bedroom town" character.

The following are some suggested implementation measures:

Activities such as a Farmer's Market which importing the goods to the residents rather than exporting the residents to go find the goods should be encouraged. Encouraging businesses that service the residents of Jacksonville, instead of the tourist, is critical.

In order to make effective and efficient use of the transport infrastructure and to foster land uses that support the use of alternative modes by reducing walking and bicycle trip distances and improve access to transit services, the City's land use patterns and plan/zoning designations should be subject to ongoing evaluation

Schools functioning within Jacksonville should be actively encouraged to pursue demand management through shifting more emphasis to intramural rather than intermural activities. Cooperative ventures with organizations such as the YMCA should also be pursued in order to bring activities to the kids and families rather than vice versa.

Traffic generators such as schools, churches, or neighborhood shops within residential areas should be considered in the local circulation pattern and visitors should be directed to clearly marked parking areas. Where possible, hours of operation should be shifted to off-peak periods to avoid congestion.

Rural route postal delivery in all areas of the city more than a quarter of a mile from the Post Office should be encouraged in order to minimize traffic volume in the downtown core. Explore options for other Post Office Box centers.

Teleconferencing and data exchange between nodes of business and government activity should be encouraged, along with home occupations and residences attached to businesses which reduce the need to commute by automobile.

Technology is advancing so rapidly that new modes of travel may be expected in the future. Solar transport, pipeline shipment and air commute are not beyond the realm of imagination if recent innovations prove cost effective. Therefore, providing for adequate buffering and terminal sites should be considered as such innovations become a reality.

## **THE ROAD ELEMENT**

The most dominant component of a transportation system is frequently the street network. These public right-of-ways carry most of the trips within and among communities serving the most predominant transportation mode: the auto. They also provide the facilities to accommodate buses, bicycles and pedestrians. As the dominant transportation facility within a community, the street and highways network forms the basis for the transportation and land use system. A street plan is necessary to identify and designate various street functions, construction standards, and access control standards.

### **FUNCTIONAL STREET CLASSIFICATION**

The City's street system is based on a "hierarchy of streets", which means that each type of street has a particular function and relationship to other types of streets. Streets are classified to the extent that they serve two main functions, to provide access and to enable movement of vehicles from one place to another. The three primary categories are (1) arterials, (2) collectors, and (3) local streets. The following is a description of each:

**Arterial:** Arterial streets are designed to move traffic as efficiently as possible. Direct access for adjoining properties can be restricted and may be prohibited entirely. Arterials often are wider than the collector roads, have no on-street parking and higher speed limits.

Arterial streets shall be designed to accommodate 7,500 vehicles per day or greater, and shall be maintained at a minimum acceptable level of service of D.

**Collector:** A street that is designed to gather and disperse traffic between local neighborhoods, businesses, industries, and arterial streets. Collector streets provide some access, but are also intended to move traffic. The collector is usually wider than local streets, may not provide for on-street parking, has a moderate speed limit, and has more stop signs than arterial streets.

Collector streets shall be designed to accommodate from 1,500 to 7,500 vehicles per day, and shall be maintained at a minimum acceptable level of service of D.

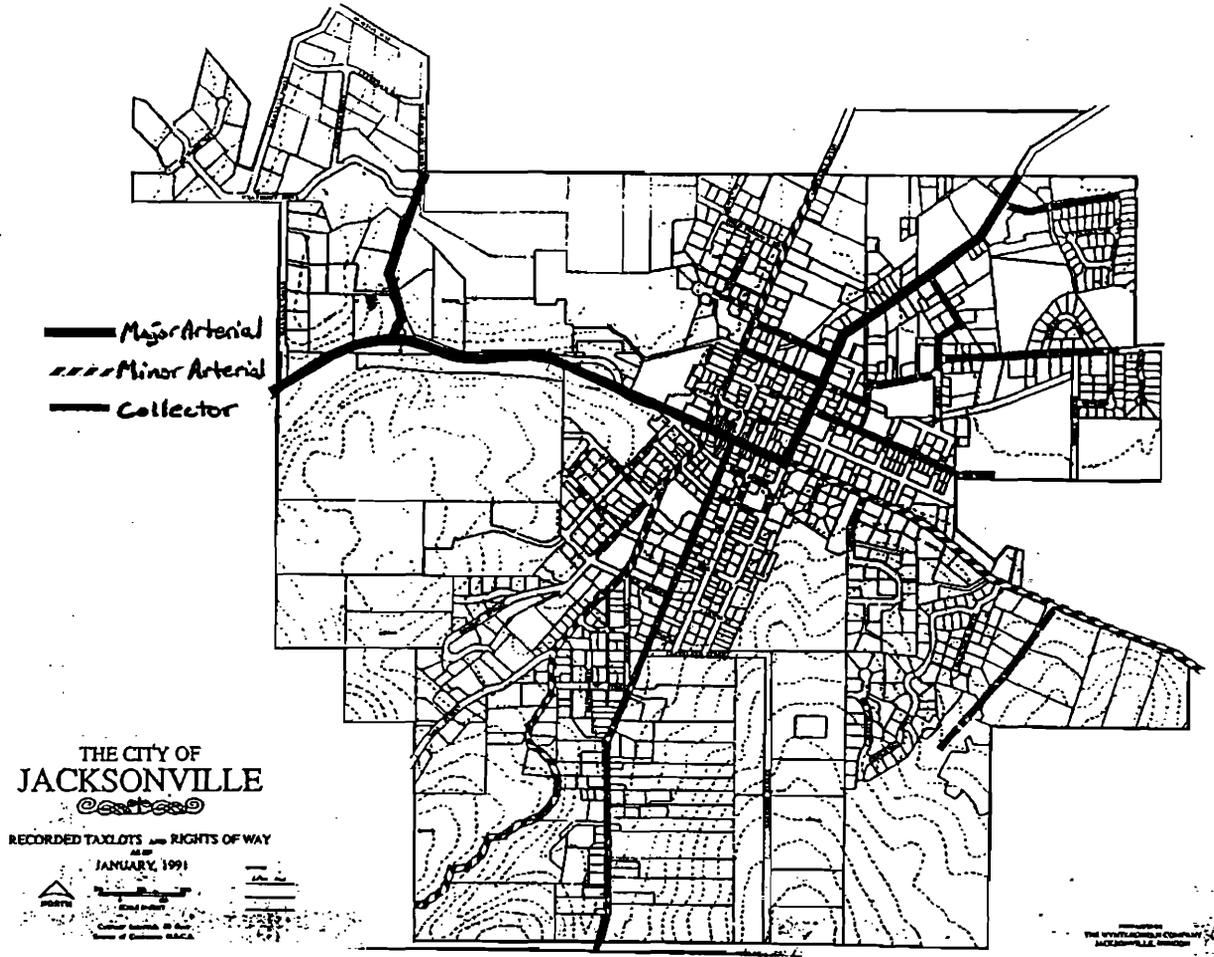
**Local:** A public street designed to provide access to the properties that adjoin it and move local traffic onto collectors. Local roads are designed primarily to provide access. Such streets usually have two lanes with parking on both sides, very low speed limits, and frequent stops.

Local streets shall be constructed to an "A", "B", or "C" standard, as shown in **Appendix B**, shall be designed to accommodate 1,500 vehicles per day or less, and shall be maintained at a minimum acceptable level of service of C.

### **TRUCK ROUTES**

The establishment of these routes not only benefits the truck operators, but also benefits the health and safety of the City residents by preventing unnecessary truck movements on residential streets or neighborhoods. Those routes within the City of Jacksonville that are intended to accommodate the needs of truck traffic or direct access to areas that require truck service on a regular basis include Highway 238, South Stage Road, North Oregon Street, and Par-a-dice Ranch Road.

The functional classifications identified for specific Jacksonville streets are illustrated below:



- |     |   |                    |
|-----|---|--------------------|
| 1.  | Jacksonville Hwy. (ORE 238)                               | Principal Arterial |
| 2.  | Proposed Jacksonville Hwy. (ORE 238) bypass route         | Principal Arterial |
| 3.  | South Stage Road easterly from California Street          | Minor Arterial     |
| 4.  | Oregon Street from California Street north                | Minor Arterial     |
| 5.  | Oregon Street - Applegate Road south of California Street | Minor Arterial     |
| 6.  | Third Street from California Street south                 | Collector          |
| 7.  | 'E' Street from North Oregon east                         | Collector          |
| 8.  | 'F' Street from North Oregon east to 5th                  | Collector          |
| 9.  | Huener Lane from Blackstone Alley east                    | Collector          |
| 10. | 'G' Street from 5th to Huener Lane                        | Collector          |
| 11. | 'D' Street from 5th east                                  | Collector          |
| 12. | Shafer Lane from 5th east                                 | Collector          |
| 13. | Wells Fargo from South Stage Road south                   | Collector          |

## STREET STANDARDS

The Jacksonville transportation inventory (Appendix A) indicates a wide variety of road surface widths and types. Sometimes surface widths are so narrow as to make fire access questionable; while at other times the larger widths are incongruous within the context of the neighborhood. While contemporary street standards (1972) were included in the Jacksonville Land Division Regulations, only few streets have been built to them.

In recognition of the historical, cultural and aesthetic appeal and characteristics of the city, and in support of maintaining these unique qualities of the community, the city has been divided into three Special Area Districts in terms of street design standards (See Exhibit B and Appendix B). The following sets forth general standards, criteria and guidelines:

### Special Area #A

This area consists of the majority of Jacksonville where existing widths and grades of the pavement should be maintained to retain the unique historic character of the area. This area should also be precluded from any standard curb, gutter and sidewalk requirements other than alternative treatments aiding in drainage control and proper vehicular and pedestrian/bicycle traffic flow and control. Striping should be minimized.

### Special Area #B

This area consists of lands which are characterized by steep slopes, hills, rolling uplands, or other drainage concerns. Street standards for this area should recognize that much of it constitutes the scenic and aesthetic backdrop for the city. Geologic and soils testing data should be required for streets proposed for development within this fragile soils area. Allowance should be made for split level streets for more steeply contoured areas where normal grading would be impractical or would otherwise require massive and visually disruptive cuts and fills. Provisions should also be made to allow encroachment of trees and other foliage onto the rights-of-way in a manner which will not threaten public safety.

### Special Area #C

Street standards in this area will generally be the more standard street design criteria through the utilization of curb, gutter, pavement and sidewalks. New subdivision streets should be developed with a concern for erosion control and concentration of storm water runoff. Adequate drainage facilities shall be provided underground, as well as all utilities, including but not limited to electricity, communications, street lighting and cable television.

**In all areas**, arterials and collectors should be designed to accommodate traffic at peak periods of demand and should have a higher level of design standards (no chipseal, minimal number of curves, etc.). Standard right-of-way width(s) should be included in the City's regulations to ensure adequate access for vehicles, pedestrians, and utilities. Consistent with safety and livability, minimum area should be devoted to streets. These standards should include provision for facilities for other modes such as bicycle lanes, sidewalks, and bus turnouts. These facilities need to be planned to prevent conflicts between modes, such as between bicycles and automobiles, and automobiles and rail. Standards for placement of utilities in the right-of-way should be developed. Any planned street or pedestrian improvement projects need to be coordinated with utilities in order to minimize redundant construction periods. After completion of street or pedestrian improvements, a "no-cut" period should be established.

Land Use Regulations need to be revised so that all future residential streets are required to connect with other streets, either existing or planned. Cul-de-sacs are prohibited in favor of "courtyards", alleys, or other connectivity options. Exceptions may be granted if such connectivity is possible only by filling wetlands, damaging a historic or scenically significant feature, dramatically altering topography, or if such a connection would create a shortcut attracting a significant volume of through traffic through the subdivision.

A load covering and trackout policy should be prepared to prevent soil dispersal during construction and transportation.

In order to discourage excessive speeds, local streets should be designed with curves, changes in alignment, short lengths, and "T-intersections" with "all-way stop signs"; and not be designed to be wider than is necessary. Traffic "calming" options and standards in residential neighborhoods should be explored.

Private streets pose a special problem. The public right-of-way is dedicated to the public, but the street structure has not been accepted for maintenance by the City (private streets), and this frequently creates a problem for residents along these roads, particularly when private maintenance agreements are fuzzy or totally lacking. In many cases land uses intensify beyond the practical limits of landowner maintenance agreements. Over three miles of these roads (including dedicated ways) exist in Jacksonville. The following is a prioritized listing of such roads:

- |   |  |
|---|--|
| 1) MaryAnn Drive (North segment) <u>Priority I</u>        | 2) Paradise Ranch Road <u>Priority I</u> |
| 3) 'F' Street (3rd to No. Oregon) <u>Priority I</u>       | 4) Elm Street <u>Priority II</u>         |
| 5) Oregon Street (south of Elm Street) <u>Priority II</u> | 6) Woodberry Lane                        |
| 7) 'M' Street   | 8) Oak Street                            |
| 9) 'G' Street (S. Hueners to RR ROW)                      | 10) Middle Street                        |
| 11) Blackstone Alley (150' North of 5th)                  | 12) Westmont                             |
| 13) Scenic Drive  | 14) Gleneden Way                         |
| 15) Morton Way  | 16) Wells Fargo Loop                     |
| 17) Cleveland   | 18) Harrison                             |
| 19) Hangman's Way   | 20) Fairfield Drive                      |
| 21) Laurel Street   | 22) Dawson Way (Pedestrian)              |

Provisions prohibiting the creation of private streets need to be included. A system encouraging the upgrading and the conversion of existing private streets to public streets using Local Improvement Districts and other financing should be adopted, along with a set of criteria for officially accepting streets for City maintenance.

## **ACCESS MANAGEMENT PLAN**

Access to roadways and traffic movement along those roadways often conflict. In an effort to balance those conflicts, access management plans are frequently developed which:

- 1) Apply access controls along arterials and major collectors to reach the desired balance between accessibility and mobility and achieve the planned function of these streets.
- 2) In the system plan, include standards for allowing access points on the various types of streets.
- 3) If necessary, develop and adopt more specific access management plans as refinement plans for areas of special concern.

To accomplish these objectives, a street intersection spacing standard of 200 feet, along with a driveway spacing standard of 75 feet, should be incorporated into the City regulations. Signs should be spaced a minimum of 1/4 mile apart. Special treatment may be considered by the Planning Commission and the decision on design based upon function of the street, traffic engineering, and cost-effectiveness. Controls should be placed upon streets of special concern, such as Hill Street.

Where additional accesses are permitted, driveway standards should be developed to address how driveway surface and culverting integrate with public street surfaces. Paved and culverted access should be provided to all developed parcels. Such access should be paved at least fifteen feet back from the edge of the paved roadway to be effective at reducing gravel trackout onto bike and pedestrian ways. Standards for maximum driveway length and grade should be developed.

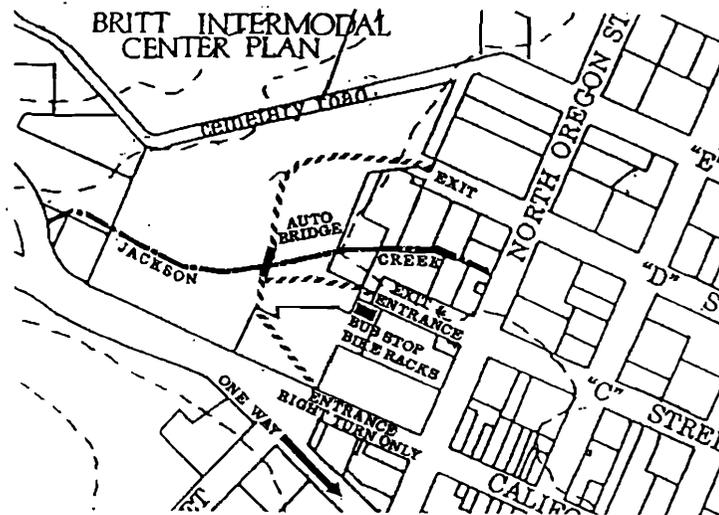
Further access over streets that are subject to private maintenance as indicated on the City's street inventory should be restricted until a maintenance agreement is produced and verified, or until the street is brought up to City standards and accepted by the City Public Works.

Multiple access over private property (ingress/egress easements benefiting more than one party) should be prohibited.

## SPECIAL STREET TREATMENTS

The Facility Management Plan for Highway 238 and the methods for addressing its traffic are contained in **Appendix C**. Additional internal traffic issues should be mitigated by the following measures:

- 1) Improvement of parking signage throughout the City.
- 2) Institution of a purchase program for land for parking facilities and pursue the necessary funding.
- 3) Pursue the provision of four-way stop signs and/or signals along the existing California Street/5th Street route where warranted within the City.
- 4) Provision for the use of increased Police traffic controls where police personnel direct traffic at heavy traffic flow times, encouraging the responsible organization, if identifiable, to provide for the costs incurred. The periodic use of portable jumpscales should be used to determine potential trucking damage to transportation routes and to discourage overloading of vehicles.
- 5) A thorough analysis of the construction of an 'off-ramp' between the US West building and the Britt crosswalk to provide for direct access to the Britt Parking lot in accordance with the diagram below should be performed to determine its benefits and costs. This access would be a right-hand-turn-only exit for westbound traffic on California Street (therefore extremely easy for the unfamiliar tourist to find) and would be connected to 'C' Street and an auto bridge across Jackson Creek that would also connect the 'D' Street parking lot. This would take traffic directly to the parking lot and a transit center located in line with the old Rogue River Railroad station, which is now the Chamber of Commerce. Thus, all modes of transportation would be combined, along with an information center.



Main Street would also probably need to be converted to a one-way right-hand-turn-only exit for eastbound traffic on Highway 238 to avoid turning movement conflicts. This one-way situation on Main should be maintained up to its intersection with First Street at a minimum.

California Street would remain open for car traffic, but the four downtown sidewalk intersections would be treated with brick or sand-colored paver crosswalks to help slow traffic, encourage pedestrian movement, and accent the intersections. Parking would be retained on both sides of California, but if after all measures are taken and safety and traffic flow concerns require it, the Planning Commission can consider removing parking on California Street.

Eventually, after the redesignation of Highway 238 to the other route, bicycle lanes could be added to both sides of the street and diagonal parking could run down the center of the street keeping the facades of the historic buildings clear for photographic purposes. The diagonal parking would need to be reviewed for safety concerns.

Once Highway 238 is realigned, a directional sign indicating the old 238 route should be installed which reads "Business and Historic Route".

The City design regulations, when completed, shall include the following measures at a minimum:

- The streetlight illustrations attached in **Appendix F** should be used as a standard for streetlight design for property owners wishing to create a historical setting in a subdivision or other development.
- Locations and concepts for attractive entry points to the City and for appropriately-designed interpretive and information centers should be identified and developed.
- City crews should be required to maintain or replicate historic signs, monuments, or features in the right-of-way and design of any new installations to be historically compatible. Outside agencies, such as Jackson County Public Works and Oregon Department of Transportation, should also be encouraged to sensitively treat the use of signage and other right-of-way features within Jacksonville's landscape.
- Drive-through facilities such as fast-food restaurants and banks where automobiles stand and idle while waiting for service on private property should not be permitted due to their lack of historic compatibility.
- Historical driveway standards such as separated driveways and detached garages to the rear of the residence should be required, unless lot size or shape, or traffic circumstances prevent such.
- The Handicapped Access requirements of the Americans with Disabilities Act will be implemented where historically appropriate.
- A regular street sweeping program should be established for streets with bicycle lanes, parking areas, and highly tourist traffic.
- Routes for special franchise transport should be designated.

### **HAZARDOUS MATERIAL TREATMENTS**

Jacksonville has found that there are significant problems associated with the movement of hazardous materials through certain areas of the City. The City therefore desires to establish prohibitions on hazardous material movement over streets other than Highway 238.

Containment plans for contaminant prevention, including design features, training programs for local emergency response teams, and emergency equipment stations at strategic locations need to be developed and adhered to by the Public Safety Departments.

For developments using hazardous materials, such as but not limited to motor fuels and bulk fertilizer, a Containment Plan needs to be required as part of the site plan review process.

**STREET TREE PLAN**

The City design regulations, when completed, shall include the following measures at a minimum:

- A Community forestry Plan, including a recommended Street Tree list.
- Vegetation in the right-of-way should be encouraged except where removal is designed to improve view, or resolve critical safety issues. A historically-appropriate street tree list and vegetation plan should be developed that will describe methods for protecting large trees and tree groupings and standards for placement and type of new trees and will require development proposals to provide for street tree plantings.
- Construction of natural buffers using native vegetation between sensitive natural environments and transportation systems should be encouraged.
- Locations and concepts to re-open viewsheds using vegetation management should be developed.
- Standards for structure sitings, setbacks, and screening future development and site furnishings in the viewshed should be created.
- The relevant sections of the Oregon Forest Practices Act of 1991 and the U.S. Forest Service Visual Management System should be implemented.
- Utilities located in viewsheds should be moved out of sight. Any new above ground utility lines in the viewshed or above tree line should be precluded. In concert with the Oregon Public Utility Commission, any new high voltage transmission right-of-ways in the viewshed should be precluded.

**PROPOSED ROAD FACILITY IMPROVEMENTS**

The following road improvement prioritization is based upon the conditions found in **Appendix A**.

- |                                     |   |
|-------------------------------------|---|
| 1) 5th St. (California to Pine)     | 2) Coachman/Stagecoach Drive            |
| 3) D' Street                        | 4) Beverly Way                          |
| 5) Daisey Lane                      | 6) F' Street                            |
| 7) 3rd St. (Daisy Lane to Ca. St.)  | 8) Conestoga                            |
| 9) Paradice Ranch (to Westmont)     | 10) So. Oregon (from Applegate)         |
| 11) " " " (Westmont to city limits) | 12) 3rd St. (City Limits to Daisy Lane) |
| 13) MaryAnn Drive (South segment)   | 14) Miner's Way                         |
| 15) Widean Lane                     | 16) Lewis                               |

## THE PARKING ELEMENT

The USDOT technical bulletin entitled *Tourist Traffic in Small Historic Cities* stated that "of all sources for conflict, that occurring over parking is the most severe. Tourists, unfamiliar with the town, continually circle while seeking parking places near the historic site, often near residents' homes. Means for provision of parking that keep tourists from conflicting with residents is one of the keys to good management of traffic in small cities with historic sites. Both availability and location of spaces are involved. It is not enough to have parking spaces available, they also must be in the right location.

"At a minimum, good signing to parking, and good signing to the sites is required. Some central reservoir of parking is most helpful. If this reservoir is located near a tourist center which disseminates information about the community and its sites, two problems are solved simultaneously."

The City appreciates the significance of this statement, having experienced full its adverse impacts, and has developed a pod parking plan in the historic downtown core that utilizes a central reservoir of parking, the Britt Parking Area (see Exhibit F). The preceding Highway 238 Facility Management Plan includes provisions to improve access to the Britt Parking Area. This off-street parking system will be governed by a parking district and supplemented by on-street parking. Shared parking for operations with differing hours of business would be encouraged. The following recommendations from the technical bulletin would be incorporated:

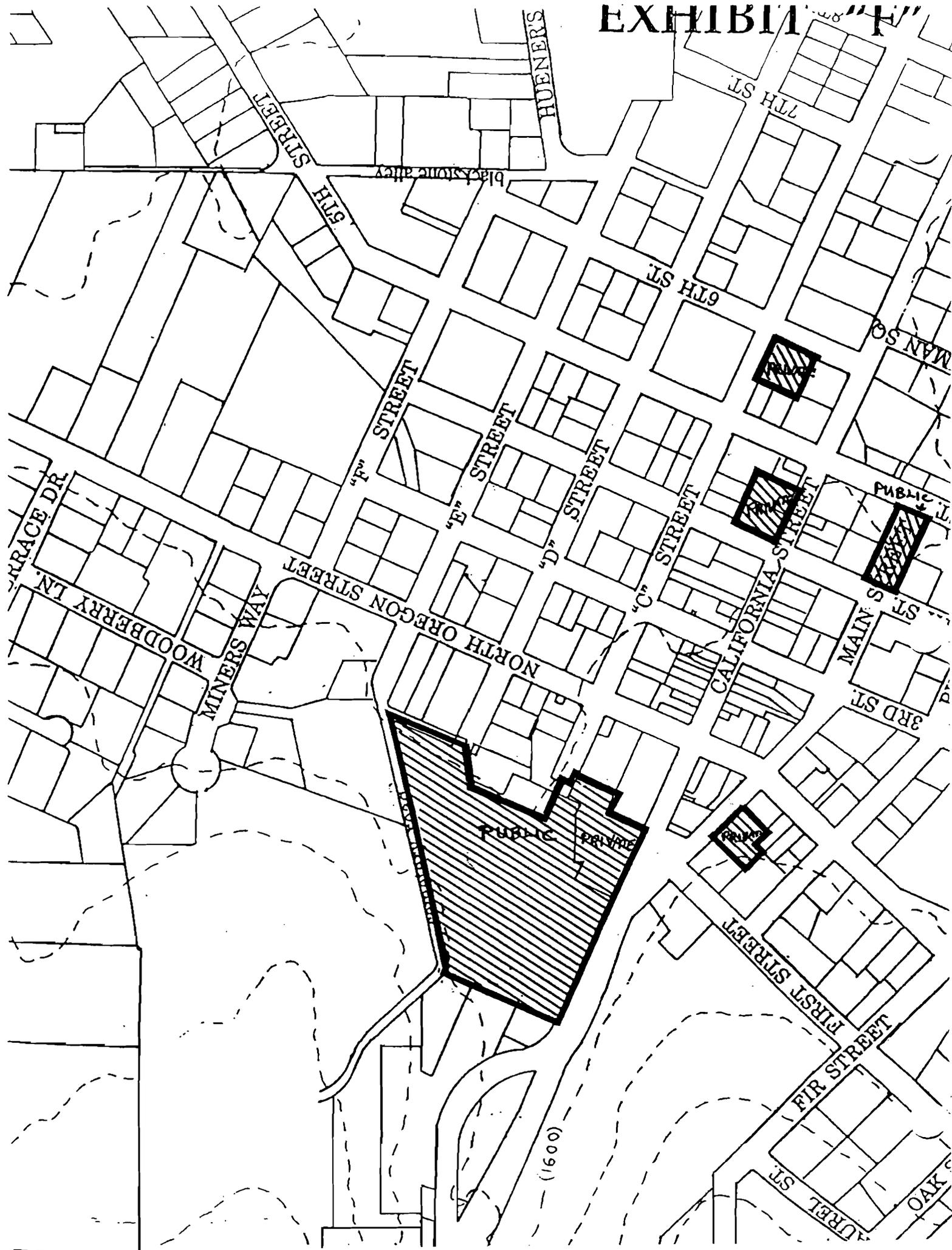
**Designated Parking Facilities.** Cities should designate certain areas, particularly off-street locations, for tourist parking. Where possible this parking should be centralized and related to the tourist center, and in all cases the signing system must direct the tourist to a parking location. An integrated parking-signing-tourist center-information system makes possible the greatest control over tourist transportation within the community.

**Improved Signing System.** Better signing is needed in order to best direct tourist automobiles to parking upon entering the city and to direct them to the best egress routes when leaving. Signing is an important device for controlling motorists' behavior, and is fundamental to any attempt to rationalize the use of the automobile within the community. Better signing is also necessary to both stimulate pedestrian trips and guide them past the various attractions in the city (see Pedestrian Element).

**Improved Information System.** Information related to tourism in the city should include: maps of the city, with particular emphasis on the location of parking and sites; location and description of pedestrian and bicycle paths or other interesting pedestrian experiences and a description of alternative methods of making trips within the historic community.

**Development of a Tourist Center.** The Tourist Center is one of the keys to the successful control of tourism within the community. The center must be located in a relatively central area adjacent to adequate parking and within walking distances of most major sites (unless geography makes this infeasible). The signing system should initially direct visitors to the center and the information the center provides, covering all aspects of tourism, the basis for minimizing automobile usage for internal movement. Accordingly, the center must be located on a pedestrian path, and should also be served by any alternate transportation modes. Toilets and other facilities - such as picnic tables - are also most useful where they can be provided."

# EXHIBIT "F"



GRACE DR  
WOODBERRY LN

MINERS WAY

NORTH OREGON STREET

"F" STREET

"E" STREET

"D" STREET

"C" STREET

"B" STREET

"A" STREET

FIRST STREET

FIR STREET

APRIL ST

OAK ST

7TH ST

6TH ST

MAN ST

PUBLIC

MAIN ST

3RD ST

PUBLIC PRIVATE

(1600)

blackstone alley

HUIENERS

### **Downtown Commercial Parking Requirements**

An update of a previously prepared analysis of building square footages and business types in the Historic Commercial (see **Appendix G**) revealed that a straightforward application of Jacksonville's Parking Requirements would indicate the need for 312 additional daytime off-street parking spaces to serve those businesses. Evening parking needs were shown to range from 319 to 659 additional parking spaces

When daytime parking needs are compared with evening parking needs, it appears that the controlling demand is the evening need for between 319 to 659 additional spaces.

### **Britt Parking Requirements**

In order to determine Britt parking requirements, the *Peter Britt Festival Grounds Master Plan* prepared for the Peter Britt Music and Arts Festival Association that was adopted as part of a Conditional Use Permit approved on January 30, 1990 was reviewed.

In that final C.U.P. approval, it was agreed that "Chapter 17.84 JLDR will be interpreted to relieve Britt, as a seasonal use, from compliance with the parking requirements of the land development ordinance." *(The originally proposed Britt Master Plan calculated that 550 off-street parking spaces were needed. This is based on interpretation of the City's land development regulations (JLDR) where a "stadium, arena, or theater" required one parking space per four seats. The Plan calculated parking off from maximum attendance capacity at Britt Festival events of 2,200 persons.)*

A 1988 study performed by the Rogue Valley Council of Governments found that parking need varies as a function of amount of attendance and average occupancy per vehicle. The capacity of the amphitheater/ park was noted as 2,200, while the Festival averages 1,240 persons per concert. Britt's Master Plan estimated the average vehicle occupancy rate at 2.7 persons per vehicle, which on a sell-out night means approximately 800 vehicles; on an average night approximately 460 vehicles are generated. With only 255 off-street parking spaces currently found to be available within approximately 900 feet of the Britt pavilion, on-street parking will occur.

From the above figures it would appear that some number between 205 and 545 spaces is required. Britt itself originally proposed 328 parking spaces in an upper parking area. A later Britt proposal, *the Britt Parking Lot Master Plan dated January 17, 1990* would have provided 359 parking spaces.

**It would appear that some number between 205 and 545 spaces is required to satisfy the demands of Britt Festival parking, which is primarily an evening occurrence.**

### **Downtown Parking Availability**

Resolution #639 allows for 262 on-street parking spaces (more than 10 minute) in the Historic Commercial area. These spaces are a mix of parallel and angle (see **Exhibit G**).

If the on-street parking is assumed to relieve some the requirements for off-street parking, a need for between 57 to 397 parking spaces would remain (using the range of 205 to 545 spaces from Britt plus 171 spaces evening commercial, from which the 262 on-street parking and the 57 existing spaces in the city parking lot are deducted). The 1994 Intergovernmental Agreement between Jacksonville and Jackson County, with the participation of the Britt Festivals, commits to financial programming for the provision of 150 additional parking spaces by the year 2000 and an analysis of additional needs after those spaces in use. There shall be a 50/50 participation in the construction costs although acquisition costs are not included and must be borne by the City.

# EXHIBIT "G"

NOR

"L" STREET

Diagonal Parking 

Loading Zone 

Handicapped 

Public Parking Signs 



 4 hours

4 hours

4 hours 

4 hours

4 hours

4 hours 

"C" STREET



1 hour 

4 hours 15 min

4 hours

4 hours

4 hours

1 hour 

4 hours 

15 min.

4 hours

1 hour 1 hour

4 hours

4 hours

4 hours

1 hour

 4 hours



CALIFORNIA STREET

1 hour 

4 hours

15 min.

4 hours

1 hour

4 hours

4 hours

1 hour 

4 hours

4 hours

1 hour 

4 hours 

MAIN STREET



4 hours

4 hours

3RD ST.



4 hours

4TH ST.

4 hours

5TH ST.

STREET

DATE 3/3/83

**PROPOSED PARKING FACILITY IMPROVEMENTS**

The following is a list of potential pod parking facilities. Consideration should be given to the parking of automobiles, tour buses, and recreational vehicles.

North Britt Parking Lot	(150 spaces)	Construction only
Munson Parking Lot / Access	(40 spaces)	Acquisition/Construction
Main Street Parking Lot	(15 spaces)	Construction only
Old City Hall/Orth Building Parking Lot	(15 spaces)	Acquisition/Construction
Armstrong House/Museum Parking Lot	(15 spaces)	Acquisition/Construction
Rasmussen Station Parking Lot	(30 spaces)	Acquisition/Construction

To provide needed funding, a parking district to collect fees from business licenses or other surcharges may be required. A Parking Commission is already established under Section 2.24 of the Jacksonville Municipal Code which is enabled to operate such a parking district and make recommendations to the Council regarding the financing of improvements. The Parking Commission is hereby charged with prioritizing and recommending financing for the above general Parking Plan. After a review of their recommendations, the Council may adopt a resolution providing for the implementation of the Parking Plan

In order to facilitate and complement the above plan, minimum and maximum (10% over minimum) automobile parking standards should be developed (surface types, width, location), along with bicycle parking standards for commercial, industrial, office, institutional, multi-family, schools, and transit centers. Off-street parking area development shall be subject to development standards relative to proper setbacks, adequate screening and landscaping, sufficient shade tree placement and minimum surface improvement requirements for a dust-free surface. Off-street parking areas should be strategically located such that they are within a reasonable distance of the businesses for which they are to serve.

Existing parking requirements are based upon a "strip development" assumption that a customer will drive to each individual business and not walk from one to the next. The requirements also do not take into consideration on-street parking or time of use. Therefore, they are too stringent and could be reduced through improved bicycle/pedestrian facilities, commercial zoning in grid configurations, and other demand management. These requirements should be reviewed, particularly for their impacts upon the General Commercial area.

## THE PEDESTRIAN/BICYCLE/EQUESTRIAN ELEMENT

"Humans are the only mammals on Earth *designed* to walk in a habitually upright position, using only the hind limbs for locomotion while the forelimbs to a myriad of extralocomotor activities. So unique is the notion and the architecture of bipedal walking that it may very well be the hallmark of our species: We are, in essence, the way we walk." Marcelo Games, The Walking Way *OMNI*, January 1993, page 35.

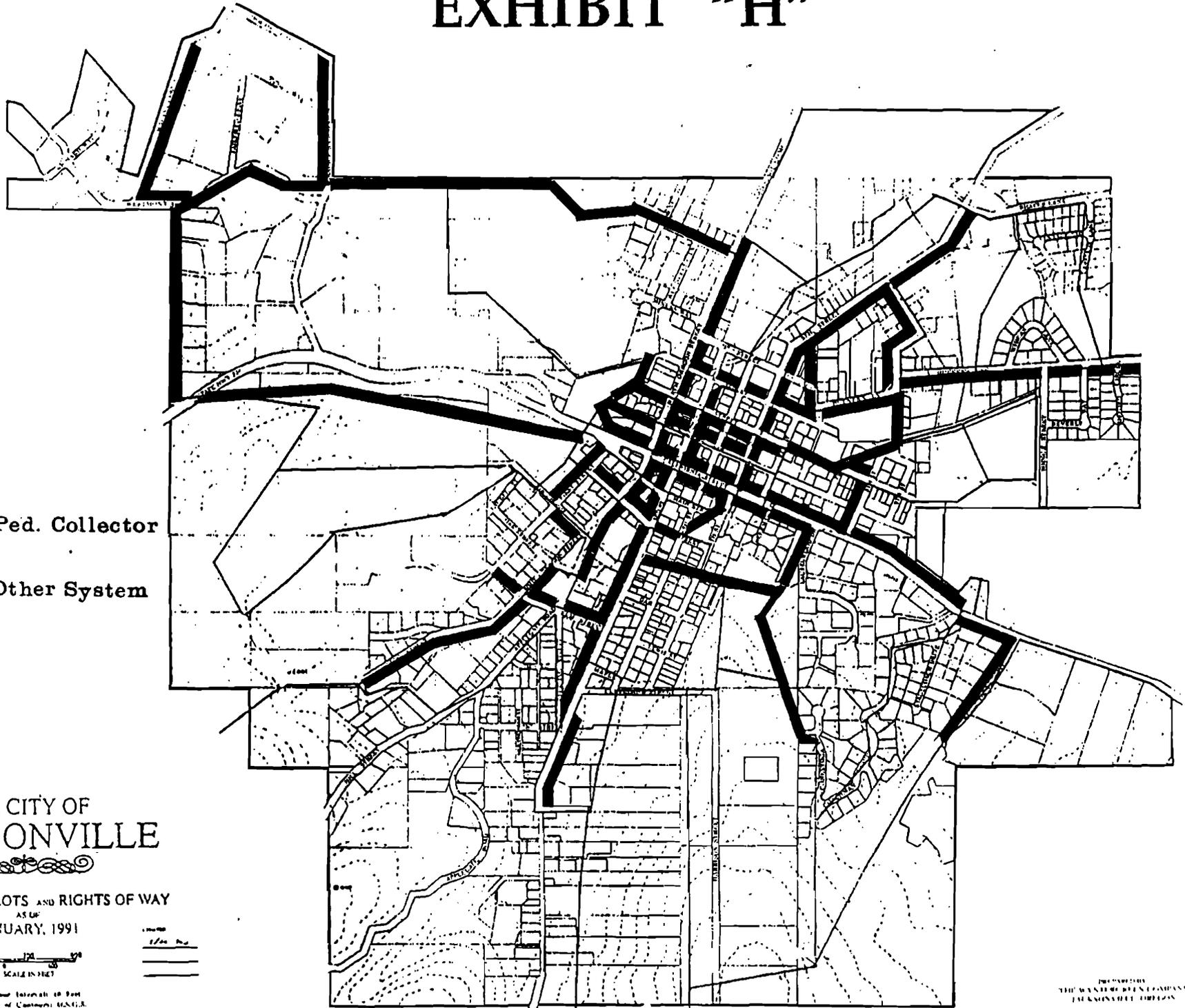
This portion of the Transportation Plan recognizes some of the simple, yet critical, elements of transportation: walking, bicycle riding, and horse-powered transport. People who walk, bicycle, or ride horses want the City's transportation system to accommodate them safely and conveniently. Those people who use nonmotorized modes often want separate facilities that are protected from motorized vehicles. This element defines the facility standards and priorities for Jacksonville where the gridded land use pattern is an excellent catalyst for non-motorized activities, but facilities like sidewalks are scattered and frequently undermaintained. A Historic Trail and Pathway System is also included which is intended as an enticement for residents and tourists alike to get out their cars and enjoy the hallmark of our species.

As noted above, walking is oldest mode of transportation and, even in the face of the onslaught of the automobile, is still the second most favored form of "getting there" (the 1994 Rogue Valley Household Survey found that 7% of all trips were by walking, 1% by bicycle). Walking is healthy, peaceful, and a great social occasion. Because of these factors, walking is still commonly provided for when local streets are installed (although frequently as one of the last improvements), but has often been impeded by high volume streets. Now new State rules are attempting to ensure that important connections are made along automotive arterials and collectors. Jacksonville has separated the connectivity connection from its direct relationship to streets by defining pedestrian system collectors/connections to be made on **Exhibit H**.

The State of Oregon has also legislatively recognized bicycling as a viable and important mode of transportation. The Oregon State Legislature in 1971 established a fund for bicycle and foot path construction and maintenance, and the Donald L. Stathos bikeway between Jacksonville and Medford was the first designated bicycle route in the State. Now, the Jackson County Comprehensive Bicycle Plan integrates bikeway systems serving the entire valley and leading into the hub of Jacksonville from both ends of Highway 238, South Stage Road, Applegate Road, and Old Stage Road, which are all very popular cycling routes. Growth in cycling popularity and use is projected to increase steadily with promotion of greater recreational activities in the western Jackson County area, such as Applegate Lake.

Horses are frequently viewed as a recreational curiosity and tourist attraction on the side street of Jacksonville; however, they do represent a viable transportation mode in particular instances such as for seeing the back country and for policing the proposed Historic Trail and Pathway System. The trail system allows for horse trails although none are specified at this time. These trails should provide a varied environmental experience and should include trailhead facilities allowing parking for horse trailers, and giving information on route selections. In general, horses would be allowed on multipurpose trails where the volume of use will not damage the trail or interfere with biking or hiking activities. However, horse trails should be primarily intended for horseback riding only, excluding other uses which could damage the trail or cause accidents or noise.

# EXHIBIT "H"



- - Ped. Collector
- - Other System

THE CITY OF  
JACKSONVILLE

RECORDED TAXLOTS AND RIGHTS OF WAY  
AS OF  
JANUARY, 1991



SCALE IN FEET  
0 100 200 300 400 500

Contour Interval is 20 Feet  
Source of Contours: S.M.A.R.

PREPARED BY  
THE WASHINGTON COMPANY  
JACKSONVILLE, FLORIDA

## The Historic Trail and Pathway System

The City of Jacksonville, the Bureau of Land Management (BLM), the Southern Oregon Land Conservancy, the Jacksonville Woodlands Association, and the Friends of Jacksonville have established a coalition to create a pedestrian/bicycle/equestrian Historic Trail and Pathway System that will provide:

**an alternative transportation system for the general public that emphasizes increased connectivity, accessibility, efficiency, and livability;**

**a relaxed, self-guided means for tourists and regional residents to learn more about the unique history of the City and its local flora and fauna; and**

**an educational resource for local elementary, high school, and college students.**

The overall system (as described on **Exhibit C**) will serve to provide safe distribution of both residents that need to cross Highway 238 and visitors that arrive on that highway. The system will also serve the function of connecting topographical and other access-separated neighborhoods. It will benefit local citizenry by providing an energy-efficient, alternative transportation system with intermodal links that safely connect neighborhoods, schools, parks, shopping, and regional bike routes. The system will be enhanced by the proposed rerouting of Highway 238, particularly through the improved pedestrian access from the parking area to Britt and improved connectivity across California Street.

The project will also benefit the tourist economy and all Southern Oregon residents by providing an interpretive tour that connects the City's Historic Commercial area, parks, cemetery, and Natural Park and Trail System with automobile parking, mass transit stops, and routes that lead past a large number of historic structures and sites. The opportunities for historic interpretation are numerous whether through pointing out landmark structures or remnants of gold-mining disturbances in riparian areas; some paths thread through urban areas dense with historic commercial and residential structures, while others run through beautiful, heavily-forested canyons with ferns and running water nearby. Interpretation would be accomplished through both signing and mapping.

To the greatest extent possible, a separation of uses will be maintained in order to reduce the impacts between the foot/bicycle traffic and automobile traffic. Simultaneously, intermodal connection points with bus stops, bike racks, parking, and horse corrals will be essential to the system.

The scope of the project includes over 400 acres and many miles of bicycle/pedestrian paths and nature trails. The project will utilize greenways, "paper streets", and existing streets, and will include two quarter-mile handicapped access sections that are located near parking areas. There is also the possibility for bicycle/pedestrian pathways to utilize existing rights-of-way of storm drainage, sewer, water, utilities, etc. as potential alignments.

The first strategy for financing of this system institutes a program to install spot improvements at special locations; therefore, the proposed Historic Trail and Pathway System is divided into several programming sections for design and fundraising purposes (see **Appendix E**). Many of initial segments are to be constructed under Federal "Enhancement" monies provided through the Intermodal Surface Transportation Efficiency Act (ISTEA). The second strategy integrates improvements with waterline improvements through the use of trenchcap designs that can serve as pathways. The third strategy uses Capital Improvement funds, System Development Charges, and coordination with road improvements.

## **OTHER PROPOSED PEDESTRIAN FACILITY IMPROVEMENTS**

- |   |  |
|---|--|
| 1) Pine Street                          | 2) Railroad Right-of-way                         |
| 3) Beekman Trail                        | 4) Fir Street (3rd to 5th)                       |
| 5) 3rd St. (Daisy Lane to Ca. St.)      | 6) Applegate (Oak to Elm) (350')                 |
| 7) Huener Lane ("G"st. to Offord)       | 8) Paradise Ranch Road (Westmont to city limits) |
| 9) MaryAnn Dr. (North segment)          | 10) Westmont Drive (Mary Ann connect)            |
| 11) South Oregon (Ca. to Applegate)     | 12) Fir St. (To So. Or.)                         |
| 13) Gold Terrace (No. Ore to Grove)     | 14) First St.                                    |
| 15) "E" St. (5th St. to Huener lane)    | 16) South Stage Road                             |
| 17) 5th St. (City limits to Ca. St.)    | 18) 8th St. ("D" St. to Ca.)                     |
| 19) "C" St. ("5"th to N. Ore.)          | 20) Westmont (East segment)                      |
| 21) "G" St (5th to So. Huener Lane)     | 22) "E" St. (No. Ore to "5th" St.)               |
| 23) Blackstone Alley (Huener to "5th")  | 24) So. Oregon (from Applegate)                  |
| 25) 3rd St. ("E" St. to Ca.)            | 26) "D" St. (parking lot to N. Ore.)             |
| 27) 3rd St. (City Limits to Daisy Lane) | 28) MaryAnn Drive (South segment)                |
| 29) Gold Terrace (Grove to dead end)    | 30) Wells Fargo                                  |
| 31) Huener Lane (Offord to city limits) |  |

To complement and facilitate the above improvements, City-wide standards should be developed for the width, surface type, sub-grade quality, vertical clearance, drainage, utility placement, and lighting of historically-appropriate:

pedestrian ways,  
woodland trails,  
multi-use bicycle/pedestrian paths,  
bike lanes (required along all arterials), and  
full standard sidewalks.

Two-way bike paths should not be placed adjacent to roadways. Sidewalks are not be considered bicycle paths. Bicycle speed bumps should be prohibited. Placement of powerpoles, signs, and other obstructions in a pedestrian or bicycle path should be prohibited. Standards for culverting, bridging and streamside improvements should also be developed. Care should be taken to limit the number of at-grade bicycle/pedestrian crossings with streets or driveways.

Pathways should be landscaped and well lit. "Open" area along each side of Pathway should be maintained for security and passing (frequent pathway patrols should be provided and police use of horses on the Trail System should be seriously evaluated). Pathways should be routed through park-like settings where possible; but not into undeveloped areas. Pathways should provide for direct connections/linkages to local destinations and plans should use a 1500 foot radius (a five minute walk) as the optimal distance between residential areas and local destinations.

Employment and Commercial uses should face street and pedestrian ways wherever possible. Buildings should be oriented such that the active, people-oriented functions face streetscape and pedestrian facilities to the maximum extent possible. Internal pedestrian circulation in new commercial/institutional developments shall be provided through clustering of buildings, construction of pedestrian ways, and similar techniques. Covered bike parking facilities shall be required as part of new multi-family residential developments of four units or more, at all transit stations, and at all commercial/institutional developments.

Horse transport on City streets should be subject to a franchise approved by the City Council..

## THE PUBLIC TRANSPORTATION ELEMENT

The Rogue Valley Transportation District (RVTD) provides service for residents of the community connecting Jacksonville to larger shopping areas, medical facilities, cultural activities and work areas. Working cooperatively with social service agencies and private taxi companies, RVTD also administers a wide range of special transportation services for the elderly and people with disabilities. This plan recognizes the current and future importance of RVTD for an increasing number of persons, particularly senior citizens, handicapped, low income and young persons.

Yet, mass transit opportunities are limited. The Rogue Valley Transit District's Jacksonville Route 30 leaves on the hour and includes two bus stops in town and a loop around the museum. The passengers per hour rate for bus service has almost doubled since the Jacksonville route changed in 1994, although it is still below the norm.

To shift more emphasis from the automobile to this mode of transportation, there is a continuing need for RVTD service to be improved and expanded. In order to significantly increase ridership, RVTD must be an attractive, competitive choice for customers. The agency must attract and retain more customers by making its bus service so convenient, so easy to use, so economical and so appealing that people simply can't resist it. Providing deeper penetration into the heart of the City in order to provide easier access to more people is a key goal and the basis for the conceptual routing shown on **Exhibit I**.

RVTD has developed a cooperative agreement with Cascade Christian High transporting students twice a day, along with rideshare program. There is a potential for cooperative agreements for park and ride arrangements with Britt and Applegate Christian Fellowship.

RVTD can be a key component in resolving Jacksonville's traffic and parking problems, through provision of special bus services, such as:

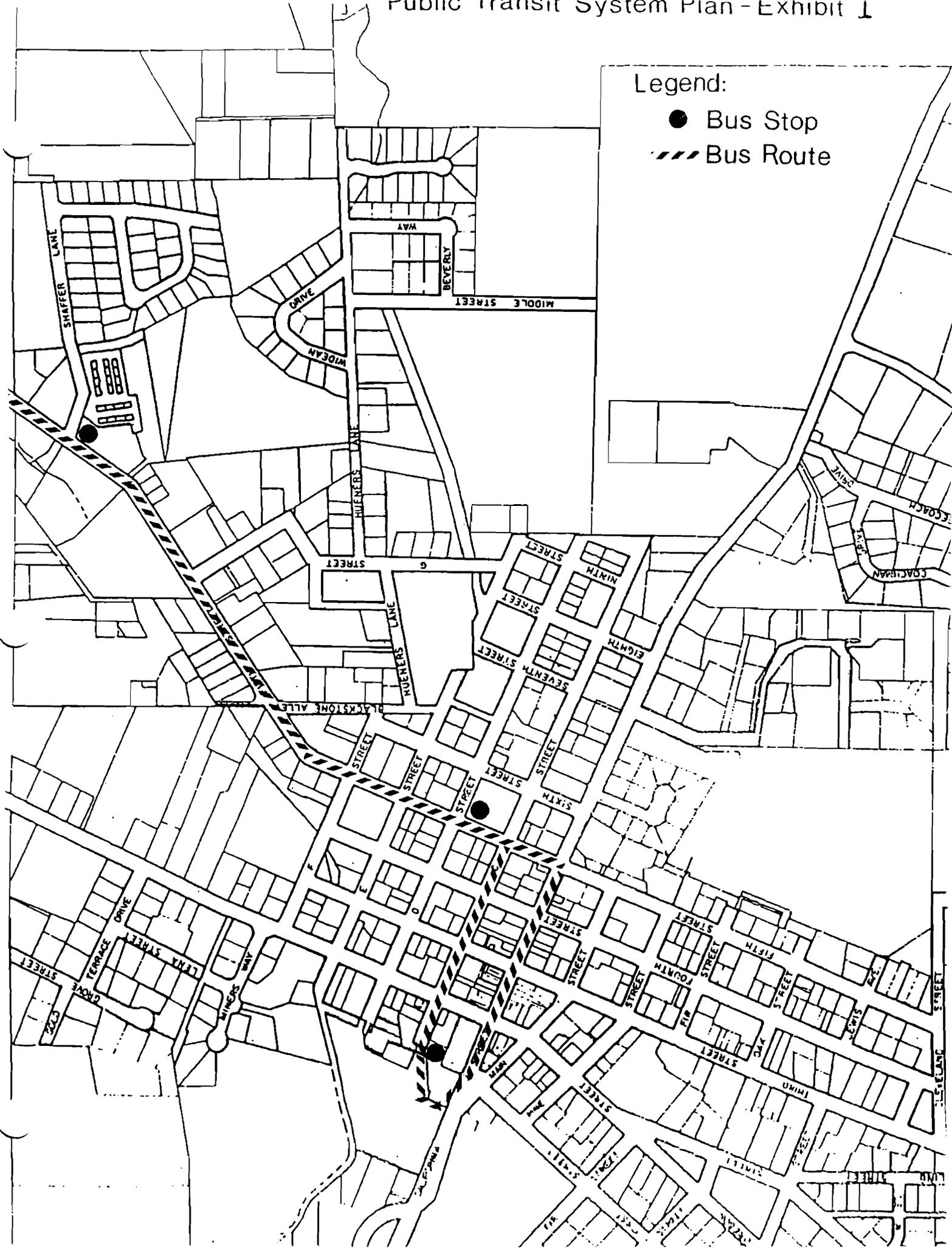
Transporting people to Applegate Fellowship from a parking lot in Medford to the Fellowship in Ruch. It would have to be a contract service because it is out of RVTD's district service area. The church would be required to collect the money and pay RVTD for this charter service.

Transporting Britt attendees with 3 runs a night from a lot in Medford to the Britt Gardens. It could be a contract or subscription service in which the Festival would be required to collect the money and pay RVTD for this service.

The City, for its part can attempt to assure that a majority of new housing and jobs are served within a 5-minute walk of the primary transit network. Increasing densities near to transit stops should be evaluated. An intermodal center in Jacksonville for buses, bikes, pedestrian routes, and park and ride facilities has also been recommended as part of the ISTEA project. RVTD is contemplating providing intermodal facilities on the buses so that cyclists may more easily ride the bus and increase their range of usage.

Legend:

- Bus Stop
- /// Bus Route



## RAIL SERVICE ELEMENT

At this time, the city of Jacksonville is not served by any commuter or freight rail service. However, the county is served by Central Oregon and Pacific Railroad, but it is limited to freight only.

Sometime ago, rail service was provided between Medford and Jacksonville, but has long since been abandoned. Reactivation of that mode of commuter and freight travel may at some time in the distant future become a viable transportation alternative to the present emphasis of use of the private automobile based upon environmental as well as economic considerations. Portions of the railroad right-of-way still remain intact and parallel Oregon Highway 238 approximately one-fourth mile to the south. However, about two thirds of the previous right-of-way has been vacated and is now privately owned.

Therefore, any reactivation of the railway in the same location would require a substantial reinvestment in right-of-way acquisition, equipment, construction, rehabilitation, maintenance and facilities. The cost-benefit ratio of such an undertaking must first be thoroughly investigated before committing the community to such a course of action. See the Oregon Rail Plan for further discussion of this transportation mode.

## AERONAUTICS, PIPELINE, AND WATER ELEMENT

Although there are no planned airports within the Jacksonville planning area, the residents of the community are served by a regional facility, the Medford-Jackson County Airport located within the city limits of Medford. The primary freight and passenger routes are north and southbound, therefore service is limited and any east-westbound service must be transferred in Portland or San Francisco. See the Medford-Jackson County Airport Master Plan.

Jacksonville is supplied by a natural gas pipeline, which provides an energy source for local consumption but does not completely traverse the City. There are no petroleum pipelines in the City. Reference the State Plan for a larger perspective on this mode.

Waterways are a recreational resource in Jacksonville, not a means of transportation.

## OVERALL TRANSPORTATION SYSTEM MANAGEMENT ELEMENT

The Jacksonville subdivision and land use regulations shall be amended to protect transportation facilities, corridors, and sites for their identified functions. All subdivisions and development proposals shall be consistent with the planned function, capacity and level of service of any transportation facility that they may affect. Conditions may be applied to development proposals by the decisionmaking body in order to minimize impacts and protect transportation facilities, corridors, and sites.

Decisions regarding land use applications that require a public hearing, and subdivision and partition applications shall be coordinated with affected transportation facility and service providers and other affected local governments. Such affected providers shall be given 30 days to comment prior to any final decision.

Additionally, any future amendments to a Jacksonville comprehensive plan element or land use regulation which significantly affect a transportation facility (as defined below) shall assure that allowed land uses are consistent with the identified function, capacity, and level of service of the facility. This shall be accomplished by either:

- a) limiting allowed land uses to be consistent with the planned function, capacity and level of service of the transportation facility;
- b) amending the TSP to provide transportation facilities adequate to support the purposed land uses; or
- c) altering land use designations, densities, or design requirements to reduce demand for automobile travel and meet travel needs through other modes.

A plan or land use regulation amendment significantly affects a transportation facility if it:

- a) changes the functional classification of an existing or planned transportation facility;
- b) changes standards implementing a functional classification system;
- c) allows types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility; or
- d) would reduce the level of service of the facility below the minimum acceptable level identified in the TSP.

Determinations of the above criteria shall be coordinated with affected transportation facility and service providers and other affected local governments. Such affected providers shall be given 30 days to comment.

Notwithstanding the above, the Appendices of this plan may be modified by resolution of the City Council as new information or designs become available.

**PRIORITIZED IMPLEMENTATION PLAN**

- 1) Actively pursue State implementation of the Enhancement Fund (ISTEA) project and the Highway 238 Facility Management Plan (**Appendix C**), particularly the right-of-way acquisition.
- 2) Complete the funding structure for the Capital Improvement Plan and construct priority projects (refer to **Appendix E**).
- 3) Pursue all traffic and demand management measures and internal improvements related to Highway 238 as soon as feasible in order to alleviate as many traffic concerns as possible and to slow traffic growth rates as much as possible.
- 4) There is no current basis to assume that the above measures in #3 will substantially impact overall peak period traffic volumes; however, all assumptions should be checked. Therefore, the City will monitor and review the traffic growth rate assumptions in five years and adjust the construction schedule and Facility Management Plan accordingly.
- 5) Promote the safety of the transportation system by cooperating with other governments to implement effective community-based safety programs.
- 6) Check the following benchmarks at the end of five years.

"The transportation system shall support urban and rural development by providing types and levels of transportation facilities and services appropriate to serve the land uses identified in the acknowledged comprehensive plan".

"The transportation system shall minimize adverse economic, social, environmental and energy consequences, particularly impacts on historic resources".

"The transportation system shall minimize conflicts and facilitate connections between modes of transportation".

"The transportation system shall avoid principal reliance on any one mode of transportation and shall reduce principal reliance on the automobile".

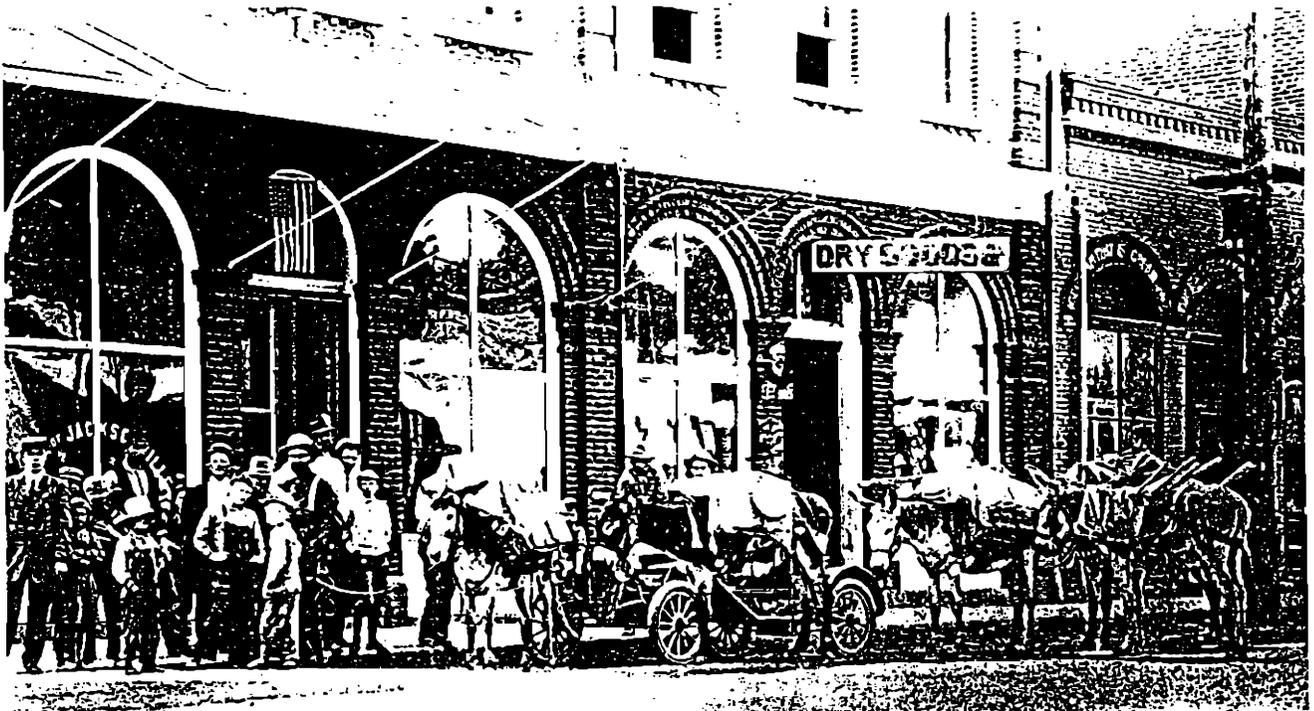
"The transportation system shall be consistent with state and federal standards for protection of air, land and water quality including the State Implementation Plan under the Federal Clean Air Act and the State Water Quality Management Plan".

## CHAPTER SIX

# JACKSONVILLE'S ECONOMIC ELEMENT

The following statement was developed by the citizens of Jacksonville during the 1991 Vision Statement process and serves as the basis for this chapter:

*"We value economic activity to include new ideas, emerging businesses, and supporting and maintaining existing business enterprises. We want to maintain an environment that promotes innovation and opportunity, and at the same time treat our natural beauty, national historic standing, and desirable living conditions with respect, recognizing that a high quality of life in Jacksonville contributes to a viable economy."*



### GOAL

To provide for and enhance the economic viability and vitality of the City of Jacksonville and to make provisions for expanding and diversifying its economic base in balance with the community's unique historical character and cultural attractions.

## **Introduction**

Jacksonville's economic history started with the discovery of gold. By the summer of 1852, more than 1,000 men were engaged in mining in the Jacksonville area. In addition to mining, agriculture and lumber production were important industries. The boom town matured into a regional commerce and agricultural center, all the while presiding as the County Seat. Jacksonville in the late 1800's enjoyed a full period of prosperity as the "Queen City of Southern Oregon."

As history so often shows us, this could not last forever; the eventual cyclic decline that was bound to occur had its seeds planted in the 1880s when the railroad lines bypassed Jacksonville for a route through the center of the Bear Creek Valley. Merchants in the City could not compete with those having convenient railroad access, and most moved to the new community of Medford. In 1927, the County seat was moved to Medford, further depressing the Jacksonville economy. An extended period of economic depression ensued. In this decline, however, the seeds of the next period of prosperity were planted. Because Jacksonville's old structures were not removed to make way for continuing economic modernization, they were boarded up and frozen in time by the neglect that bad times brought.

In the 1950s, the historic value of Jacksonville was recognized, and tourism began to emerge as the new economic lifeblood of the community. Designation of the City as a National Historic Landmark in 1966 clearly established Jacksonville as a destination of great historical significance. This tourism base has been expanding ever since and remains today as the City's largest economic reality, opportunity, and problem.

As history has shown, an economic downturn will eventually occur (perhaps in 2020 if the cycle is a century long and repeats itself) and the City needs to prepare itself to soften the blow by solidifying its current strengths and diversifying its economic bases. This plan must attempt to guide the tourism industry and the City's historic character in addition to enticing other appropriate industries that will be blended with the needs of the overall community.

## **The Planning Process**

Jacksonville desires to maintain a balance between the quality of life that its citizens now enjoy with a strong local economy. This Comprehensive Plan element is intended to guide commercial and industrial development decisions. To comply with statewide planning requirements, this plan was developed in accordance with the provisions of the Oregon Administrative Rules, Chapter 660, Division 9.

The City is responsible for keeping Jacksonville an attractive place to do business via maintenance of its physical assets and the preserving of the historic character. The City is also responsible for creating an appropriate framework for economic development. This includes zoning updates when an identified need for additional commercial land is recognized and the development of reserve areas to meet future needs. In addition, the City may adopt incentives, disincentives, or promotional policies. These policy decisions need to be made with citizens and business interests to insure that the economic development needs of Jacksonville are met now and in the future.

The economic health and vitality of Jacksonville depends on a number of factors, one of which is the relationship of the City government to local commerce and economic development. There exists a partnership between the City and local businesses that is mutually beneficial. The City provides restrooms, trash pick-up in the downtown area, parking, and a Parks System and benefits from local businesses in the form of business license fees, cigarette and liquor taxes disbursed through the state, and the Jacksonville room tax, the income from which is illustrated below. This revenue is competitively distributed as promotional and beautification grants.

**Table 1**  
**City of Jacksonville Room Tax Receipts**

Jan-Dec 1996	\$30,718
Jan-Dec 1995	\$30,381
Jan-Dec 1994	\$34,088
Jan-Dec 1993	\$23,797

City Recorder, City of Jacksonville, 1997.

In order to focus this cooperation, the City, with the Rogue Valley Council of Governments (RVCOG), initiated a strategic planning process to help develop the Jacksonville Economic plan. Town Hall meetings were conducted in the Fall of 1996 to give residents, business owners, and community leaders an opportunity to discuss economic issues. From these meetings, it was apparent that residents of Jacksonville want to promote economic development efforts that enhance, but do not threaten, the existing quality of life. In general, representatives from all stakeholders: residents, community leaders, and business people all agreed that maintaining the character and integrity of Jacksonville was the most important issue.

From these Town Hall meetings, three citizen committees were formed to address the various aspects of economic development and the relationship between business, residents, and the City government. Discussions centered around the impact an expanded commercial sector would have on the quality of life for residents, increased traffic and parking problems. The Britt Music Festivals was an important topic. Opinions were divided as to the value of Britt concerts versus the burden placed upon residents who live in close proximity to the Britt grounds. (See **Appendix A** for the complete synopsis of that citizen workshops and the various issues and recommendations that resulted).

As a method of focusing discussion, a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis was completed. This analysis format allows for freeform brainstorming to be combined with hard data and incorporated into an organized outline of economic issues. The results of Jacksonville's SWOT analysis are described below. Data regarding National, State, and Local trends and land availability follow the discussion of Weaknesses in order to help focus the Opportunities and Threats sections.

## **AREAS OF ECONOMIC STRENGTH**

Economic strengths provide the basis for expanding the local economy and maintaining the viability of existing businesses. Through the Strategic Planning process, the following issues were identified.

### **Historic Character**

Jacksonville benefits greatly from its history. The downtown core area dates back to the 1850's and many of the buildings have been kept architecturally intact or restored to original condition. Structures on California Street provide a compact, mall-like downtown with their facades connected to each other. The downtown area is pedestrian-oriented due to the historical layout, and, along with the surrounding area, provides many learning opportunities for visitors and residents. It also includes a central concentrated location for merchants and commercial enterprises.

Preservation of the historic integrity of Jacksonville makes for some interesting economic partnerships. The Southern Oregon Historical Society (SOHS) operates several key interpretive sites around the City, including the Jacksonville Museum. These facilities attract visitors to the City, which benefits the local economy. As an indication of the importance of Jacksonville to the local tourist industry (and the Society), a 1995 survey of regional visitors conducted by the SOHS revealed that when asked what sites they had visited in Southern Oregon, 87% of the respondents indicated that they had visited the Jacksonville Museum and 58 % indicated that they had visited the Beekman House in Jacksonville.

Outside of the downtown core is the Jacksonville Cemetery, which was platted in 1859 and provides another door to Jacksonville's past. The Cemetery serves as a burial ground, historical resource, visitor attraction, and a wildlife and botanical habitat. It is important in these aspects, as well as a potential source of public open space. The parklike setting is a major attraction for visitors, and again provides educational opportunities.

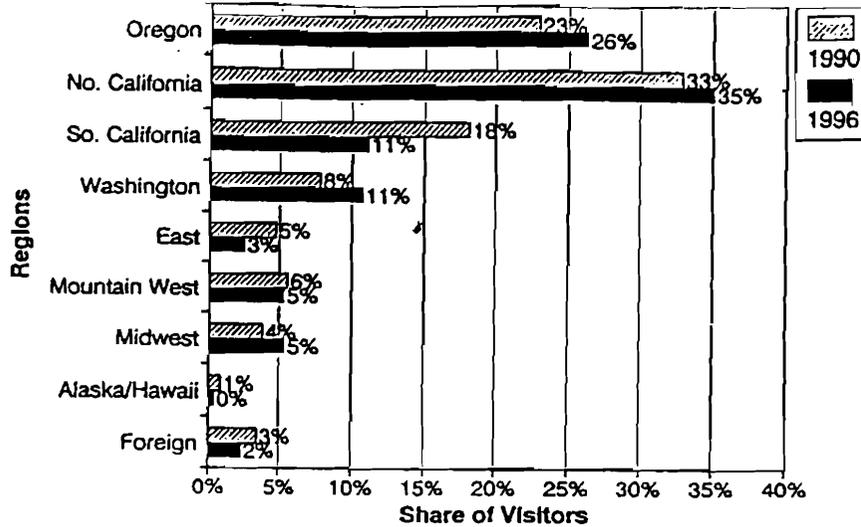
A wide variety of intact historic structures, primarily residential, surround the core area. The pedestrian nature of the town facilitates exploration and, while the majority of day-trip visitors tend to focus on the core, there are a multitude of easily accessed opportunities that could be developed and promoted to increase the average length of stay. Also contributing to the historic character of Jacksonville are many peripheral sites, such as the old hydraulic gold mining "Diggings" on Rich Gulch and an array of historic sites located along woodland trails. These sites serve as additional attraction points for visitors.

### **Tourism**

Southern Oregon is an ideal place for tourism to grow and flourish with its scenic landscapes, cultural activities such as the Britt Music Festivals, and unique historical places. In addition, there is a strong tourism infrastructure that is currently in place and operating in the region. Jacksonville is ideally suited to take advantage of the trend, and tourism will play an increasingly important role in the overall economic picture of the City.

In a Southern Oregon Regional Services Institute-generated survey, source areas for visitors to Jacksonville are:

**Table 2**



Source: Summer 1996 Survey, Rebecca Reid. SORSI/SOSC.

Jacksonville does possess an array of amenities which attract visitors, but research indicates that the majority of visitors are coming only for the day, usually finding lodging in Medford or Ashland. This factor tends to limit visitor spending and ultimately reduces the amount of revenue for Jacksonville businesses and room taxes for the City.

The two largest employers in Jacksonville are foodservice businesses, and depend heavily on tourism for revenue. This trend is likely to continue as tourist visits continue to increase in the future. The foodservice industry in Jacksonville constitutes a large employment base for low-skilled workers and a large percentage of workers employed overall in the service sector.

**The Britt Music Festival**

Running from June through September, the Britt Music Festivals bring nationally known classical, jazz, and contemporary artists to Jacksonville. The parklike setting and excellent acoustics attract many people to the performances staged at Britt, many of whom are repeat visitors. The Britt festival and related activities are an important component of the economy, particularly for eating and drinking establishments.

**High Quality of Life**

Jacksonville has a high quality of life. A mild climate, low crime rate, and economic opportunities combine to create a desirable place to live and do business. Recreation is another key factor in the quality of life equation. A Skate Park, tennis court, and other family activity sites have been developed.

The area is a favorite among bicycle tours, and may serve in the future serve as a center for the companies offering such tours. Hiking is another area in which Jacksonville excels, with a varied network of trails including the Sarah Zigler Interpretive Trail as well as an abundance of federal lands which surround the City. Dirt bikes use the area near the Jacksonville watershed. Special events such as the Stagecoach Run, Victorian Christmas, the Home Tour, Pioneer Days, the Citywide Garage Sale, and Jacksonville Celebrates the Arts are becoming increasingly popular. Jacksonville also serves as the gateway to the Applegate region, with all its recreational sites.

### **Location**

The City's location relative to urban areas such as Medford and Ashland and recreation areas including the Applegate, Rogue River, and Crater Lake is important. Collectively, these areas serve as a regional destination centered between Seattle/Portland and San Francisco. Centrally located, Jacksonville attracts regional visitors from Roseburg in the north to Dunsmuir in the south, Klamath Falls in the east to Coos Bay in the west. Within the subregion of the Bear Creek Valley, the City lies at the edge of the western foothills and enjoys a distinct separation from other urban masses which instills in visitors a feeling of entering a traditional village away from modern activity.

### **Local Art Community**

An established and growing artist community provides a positive cultural aspect. In addition, a strong community of working artists acts as a magnet, exerting factors which attract visitors and contribute to the inflow of revenue.

## **AREAS OF ECONOMIC WEAKNESS**

Areas of economic weakness restrict growth, and may threaten the long-term viability of existing businesses. These issues were identified and discussed during the strategic planning process.

### **Transportation**

In assessing the economic situation in Jacksonville, it becomes apparent that transportation issues constitute a serious weakness. Jacksonville is located outside the immediate influence of the I-5 corridor, and while a strength in establishing its historic isolated character, this also limits access to and from the city via the freeway system. This affects the ability of producers to get their products to market, and imposes high transportation costs. Also, the impulse nature of trip stops by those traveling on I-5 is severely limited due to Jacksonville's distance from the freeway.

Internal transportation problems are also having a deleterious economic impact on Jacksonville. The major arterial link to Medford, Highway 238, is becoming increasingly difficult to travel. Heavy traffic flow through a pedestrian-oriented downtown, and a large number of trucks on the narrow roads are causing significant traffic and accessibility problems.

The narrow streets in the downtown core area also make the loading and unloading of trucks a concern for local businesses. Parking is a perpetual problem as tourist overflows spill into residential areas. The lack of available parking for buses and RV's has a negative impact on commerce as well.

### Land Use Conflicts

Business operations may come into conflict with residential uses, especially in light of the amount and location of available commercial land and the tight-knit development pattern of the City. Mobile influences such as traffic, light, noise, smells, and drainage will always generate potential conflicts between quiet enjoyment of residential property and intensive commercial/industrial uses. As Jacksonville grows, a balance between economic interests and citizen concerns must be sought. To this end, the Town Hall meetings discussed above in the introduction were conducted in the Fall of 1996 in order to create a forum for discussion of this problem. (See Appendix A).

### Water and Sewer Infrastructure

The expansion of water and sewer facilities may be an obstacle to growth in the future. Public facilities for commercial/industrial uses are especially limited outside the existing commercial concentrations of the Historic Core and the 5th Street General Commercial areas. In terms of overall capacity, the City's water and sewer facilities are currently at approximately half of design capacity for both systems, and therefore must be carefully monitored over time to compare the effects of residential versus commercial/industrial growth on this excess capacity. In other words, a simple doubling of the residential population could theoretically consume all of the excess capacity available and leave none for commercial growth. Rapid growth of both sectors simultaneously without capacity building improvements or some form of moderating regulatory influence could lead to another construction moratorium due to a public facilities shortage.

### Other Weaknesses

There have been no industrially-zoned lands within the City, and therefore, the City could not qualify for the majority of economic development funds. The recent creation of a Cottage Industrial zoning in accordance with the Vision Statement opened the door to a whole new approach to this arena, but very little land has been zoned for this use at this point in time.

Environmental constraints, such as the Air Quality Management Area (AQMA) of Jackson County may tend to limit certain types of industrial and commercial activities.

Funding for parks and open spaces is a continuing difficulty. Parks play an important role in the potential to expand the tourism shoulder seasons and increase visitor lengths of stay. An incomplete or deteriorating park system would mean a loss of potential revenue from visitors.

The availability of certain services for residents is limited. Medical care, automobile repair, and legal services often require travel to Medford or Ashland. This creates more pressure on transportation routes as well as an outflow of potential revenue from the City.

Also, the amount of parcelization and underutilization that has occurred in commercial areas will continue to aggravate the problem of lack of low-margin services for residents by enticing owner/operator businesses and small employers, but presenting barriers to larger employers with larger spatial requirements such as grocery stores and hardware suppliers. There are very few vacant parcels of a large enough size to accommodate a substantial business and its required parking facilities.

### **National Retailing trends**

Residents of Jacksonville, and of Jackson County as a whole, demand a certain level of low-margin, low-priced goods, which has translated into the arrival of large-scale retail operations, following the nationwide trends in the development of retail business. Therefore Southern Oregon region is presently being served by several large-scale, low-margin retail operations located in Medford. These operations are unlikely to occur in Jacksonville due to a lack of large commercial parcels as well as the community's apparent lack of enthusiasm for the architectural approach that accompanies big-box retail.

In order for Jacksonville to sustain a Main Street-style commercial center and expand it to include the 5th Street Corridor, merchants will have to demonstrate that they can make a living selling products of small sizes and quantities from small parcels to a limited base of customers who live a short distance away and feel comfortable with pedestrian-based shopping. Otherwise, the market must be brought to this pedestrian-friendly "Main Street" (ie. bringing in regional and global tourists). The trick will be to do that without creating massive parking and other transportation impacts.

## NATIONAL, STATE, AND LOCAL TRENDS

Employment at the national and state levels has continued over the past decade to shift from the manufacturing sector to service industries, as seen in Table 3. Locally, this trend has also been apparent in declining lumber production, and increases in retail and health services employment. Primary basic sector industries in the Rogue Valley include agriculture, lumber and wood products, and tourism, but because of the reduction of commercial timber available from public lands, the wood products industry has declined drastically in recent years. However, employment in other manufacturing sectors has increased in Southern Oregon during the last 10 years. Although the timber industry has been greatly reduced in the last 10 years, it is still the largest manufacturing component in Jackson County. ✎

**Table 3  
NON-FARM EMPLOYMENT**

	United States *		Oregon **		Jackson County**	
	(in thousands)		1980	1990	1980	1990
<b>Manufacturing</b>	20286	19117	215100	220300	7690	8810
Durable Goods	12188	11130	159600	158900	6300	7220
Lumber&Wood	691	735	69500	64000	5030	5320
Other Durables	11497	10395	90100	94900	1270	1900
Nondurable Goods	8098	7988	55500	61400	1390	1590
Food Products	1708	1666	24300	24900	500	370
Other Nondurables	6390	6322	31200	36500	890	1220
<b>Non Manufacturing</b>	69757	90665	829500	1031600	35810	45520
Construction&Mining	5373	5843	48800	54000	2020	2100
Trans/Comm/Util	5146	5808	60500	64500	2240	2940
Trade	20310	25877	255600	313100	11890	15970
FIRE	5159	6729	70000	80000	2230	2570
Services	17528	28103	191400	296200	7980	12450
Government	16241	18304	203200	223500	9450	9490
<b>TOTAL</b>	<b>90043</b>	<b>109782</b>	<b>1044600</b>	<b>1251900</b>	<b>43500</b>	<b>54330</b>

\*Source- US Bureau of Labor Statistics

\*\*Source- Oregon Employment Division

Nationwide, there has been a decrease in manufacturing jobs due to automation and increasing quality levels, which is evident in the loss of jobs in both the durable and nondurable goods category. There have been substantial increases in non manufacturing jobs from 1980-1990, and this trend will most likely continue as the global economy continues to shift towards the Quarternary or service sector.

Statewide, Oregon's statewide labor force increased by about 360,000 jobs (28%) between 1980 and 1990. Jackson County's labor force increased from 64,000 in 1985 to 84,500 in 1995. Job growth in both Oregon and Jackson County has been spurred during the past 10 years by rapid population growth. Net immigration accounted for 71% of Oregon's net growth between 1990 and 1995 (Medford Labor Trends, December 1996). Retail trade, services, and construction sectors have greatly benefited from this immigration. However, according to forecasts from the Oregon Employment Department, 45% of all new jobs created in the state between 1995 and 2005 will pay less than \$20,000 annually.

As relates to the tourism industry (which is both a tertiary service and a primary base industry), revenues have been increasing throughout Oregon, making it the second largest industry in the state. In 1987, six million visitors brought \$1.8 billion to the state. Those figures increased to seven and a half million visitors and \$3.3 billion in 1991. The figures for 1996 are 10.7 million visitors bringing in \$4.5 billion in direct economic impact, a 36% increase from 1991 (Oregon Dept. of Economic Development, 1997). This confirms that tourism is a key component of the state economy and will continue to play an important role in local and regional economies.

Southern Oregon is very attractive to retirees, making non-earned income (e.g., retirement, savings, investment, and transfer payments) a significant portion of the local economic base. The region's growing reputation as a retirement community has accelerated growth in most service sectors, including health care.

Overall, Jacksonville will continue to be influenced by National and State trends to a certain degree, as evidenced by the growth of Retail and Service sectors of the economy. However, the niche markets developing in Jacksonville will tend to exhibit their own special growth patterns rather than following simple growth trends in the Retail and Service sectors.

## **COMMERCE IN JACKSONVILLE**

### **The Jacksonville Business Community: Past, Present, and Future**

Over the last several decades, the retail sector has been the strongest economic factor in Jacksonville, taking advantage of the historic core downtown area as a key visitor attraction. However, this section attempts to refine the City's understanding of local trends and changes beyond the obvious. Much of the information in this section was obtained from the compilation and analysis of business licenses issued in the years 1986, 1991, and 1996. The five year intervals were chosen in order to illustrate the economic trends taking place in Jacksonville with an overall ten year span. The data which was collected enables differences by business type to be extracted and projections to be made based on that data.

Business Sector Growth. Table 4 divides Jacksonville businesses by type, with the absolute numbers of each sector as well as the percentage change over time for each sector. The different sectors were divided according to the Standard Industrial Classification Manual, 1987 edition, with the retail sector further divided to highlight Restaurants, Art Galleries, and Antique Shops, which were of particular interest in the City's analysis.

**Table 4  
BUSINESS BY TYPE**

	1986-1987	1990-1991	1995-1996	10 yr % change
Restaurants	11	10 <sup>d</sup>	10	-10%
Art Galleries	9	6	4	-36%
Antique Shops	9	13	11	+22%
Other Retail	51	56	72	+30%
Service	26	33	61	+135%
Contractors	7	19	16	129%
Financial	8	10	12	+50%
Visitor Lodging	4	7	6	+50%
Care Facilities	1	1	3	+300%
<b>Total</b>	126	155	195	+55%

City of Jacksonville, 1997.

It can be seen that, with the exception of Restaurants and Art Galleries, the number of businesses in each sector have been increasing steadily in each five year interval. Total number of businesses increased 55 % from 1986 to 1996 indicating a strong economic environment.

The service sector increased most dramatically in terms of absolute numbers during the ten year period from 1986-1996, which follows the national and regional trends. The growth of the service sector can be attributed as a function of the growth in population (although the population growth was not necessarily inside the City Limits due to the moratorium which illustrates Jacksonville's large sphere of economic influence). The Contractor sector also saw a substantial increase which was probably due to the relief of the building moratorium on March 18, 1996. Now, as the city's internal population grows, there will probably be an additional commensurate rise in economic activity. With the City's strong demographic growth in the area of retirees, growth in the demand for increased medical and special care services will likely occur. There are, however, external factors which may temper economic expansion, including future downturns in the national or state economies, high interest rates, or an increase in competing destinations.

Business stability of the existing economic base is equally important to economic growth. The stability of local businesses over time is a good indicator of future economic strength. The table below provides a measure of business stability over time by analyzing the percentage of business types operating over specified time periods: 1986-1991, 1991-1996, and the extended view of 1986-1996. The following table shows that there is a stable base in the Service and Retail sectors with a 35% stability rate over the ten-year study period, as well as in the Hotel/Motel sector and Care facilities, with 50% and 100% rates respectively. The Restaurant sector also showed a high degree of stability from 1986-1996.

**Table 5  
BUSINESS STABILITY.**

	<b>1986-1991</b>	<b>99 - 996</b>	<b>1986-1996</b>
Restaurants	70%	60%	55%
Art Galleries	76%	25%	11%
Antique Shops	54%	64%	56%
Other Retail	39%	32%	35%
Service	33%	30%	35%
Contractors	21%	19%	14%
Financial	50%	33%	13%
Hotel/Motel	29%	83%	50%
Care Facilities	100%	100%	100%

City of Jacksonville, 1997.

Table 5 also illustrates the more transient sectors of the local economy, Contractors, Art Galleries, and Financial, which averaged below a 15% stability rate. There has been a significant turnover rate for businesses in Jacksonville. The implications are twofold: 1) businesses with a strong customer base, available markets, and good management will continue to operate, and 2) the turnover rate places less pressure on providing additional commercial land, especially in the core.

Business location is an important indicator in establishing trends that will bear directly on the future economic vitality of Jacksonville. The map on the following page (**Exhibit A**) illustrates three main trends in business location:

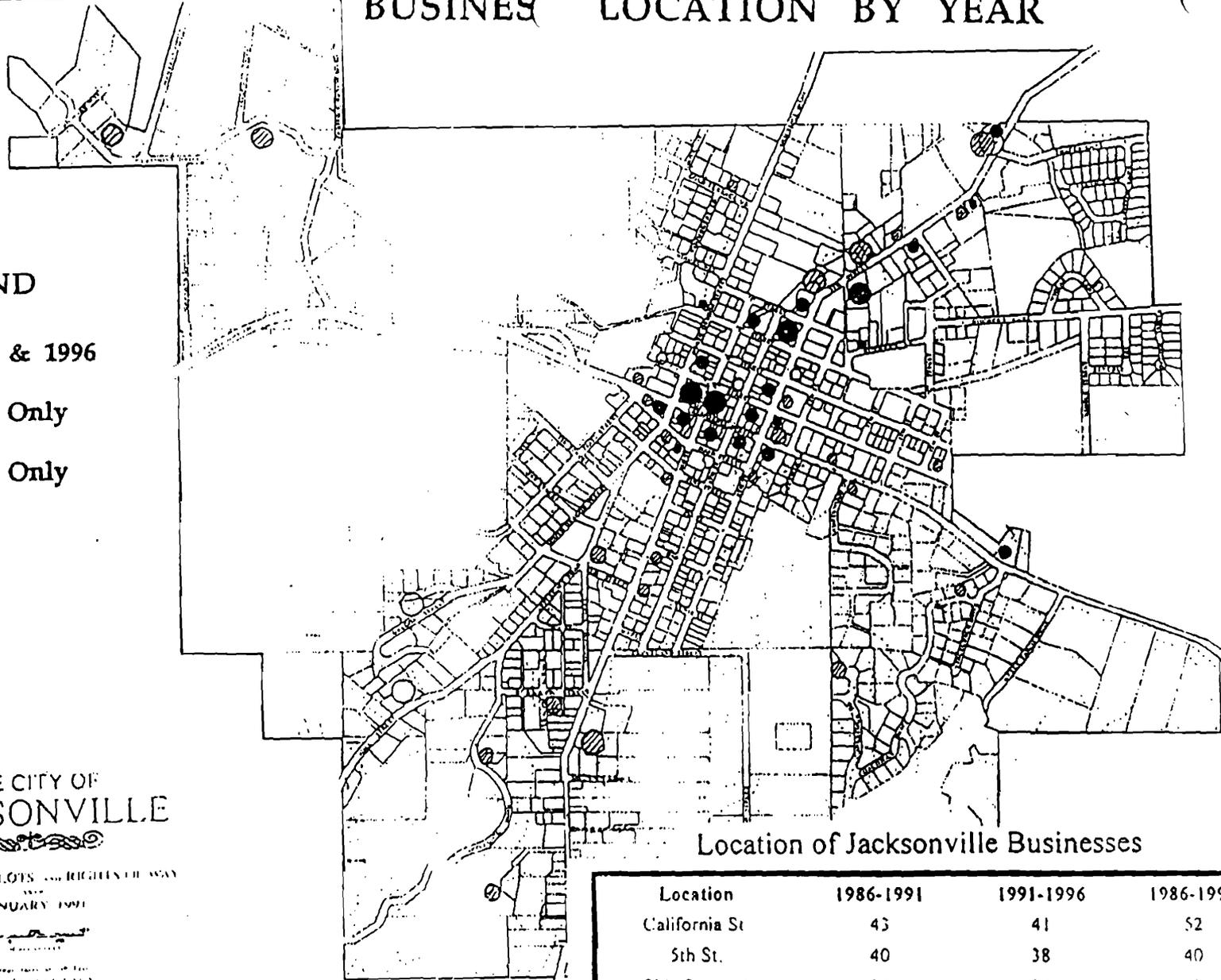
- 1) The downtown core has been and will continue to be a highly concentrated commercial area, with little or no vacant land for expansion. This area serves as an anchor point from which economic activity has radiated.
- 2) There has been expansion northward on 5th street from 1986 to 1996, indicating this to be an area of future economic development based on the availability of general commercial land and the trend of new businesses establishing themselves along the 5th street corridor.
- 3) There are home-based businesses which are locating outside the downtown core/5th Street areas. These businesses have been locating to the south and northwest of the city, and this is a trend, as stated previously, which is expected to continue.

# BUSINESS LOCATION BY YEAR

EXHIBIT "A"

## LEGEND

- 1986 & 1996
- 1986 Only
- ◐ 1996 Only



THE CITY OF  
JACKSONVILLE

RECORDED TAX LOTS AND RIGHTS OF WAY

JANUARY 1991



OFFICE OF THE CITY CLERK

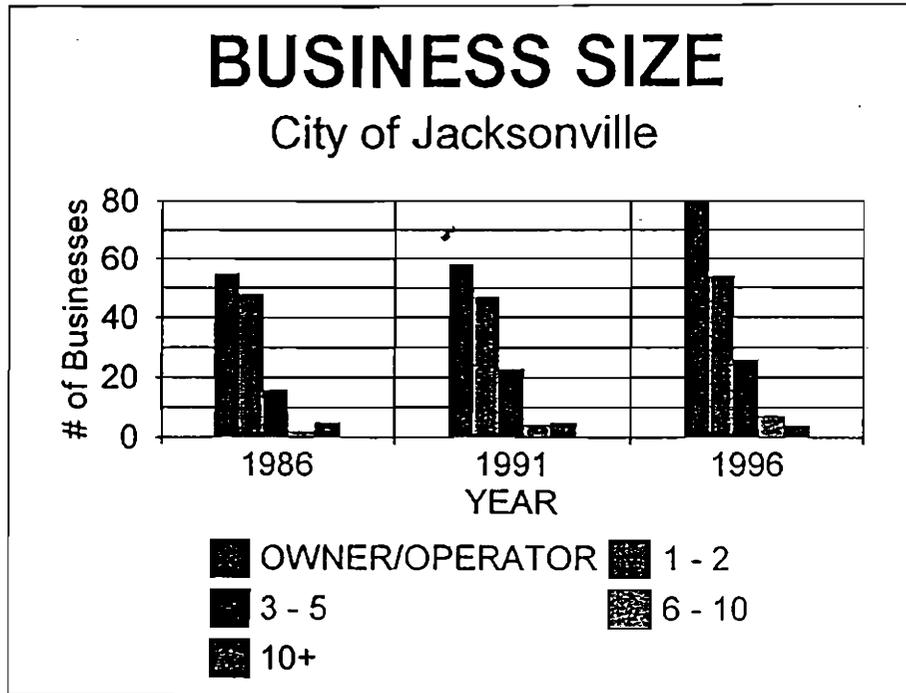
Location of Jacksonville Businesses

Location	1986-1991	1991-1996	1986-1996
California St	43	41	52
5th St.	40	38	40
Side Streets*	24	34	43
Home-based	14	23	30

\*Includes 3rd, 4th, Oregon, and Main streets.

Business size is another important facet of the Jacksonville economic picture, and the table below illustrates the number of businesses broken down by number of employees and their occurrence in 1986, 1991, and 1996.

Table 6



Source: City of Jacksonville, 1997

The owner-operated business has been and will continue to be the dominant business size, as the city is ideally suited for small business. The trend appears to be a consistent increase in the number of businesses employing 0-5 persons. This is also due to the nature of the retail and service sectors, which tend toward smaller scale operation, as well as a lack of large parcels of commercial land available at this time. This is also a function of population, as large scale retail or service operations could not survive with the population of Jacksonville alone as a customer base but would need to serve as larger area such as the Applegate Valley or a larger transient population such as tourists. Additionally, citizens would probably resist mass marketing operations in order to preserve the character of the city.

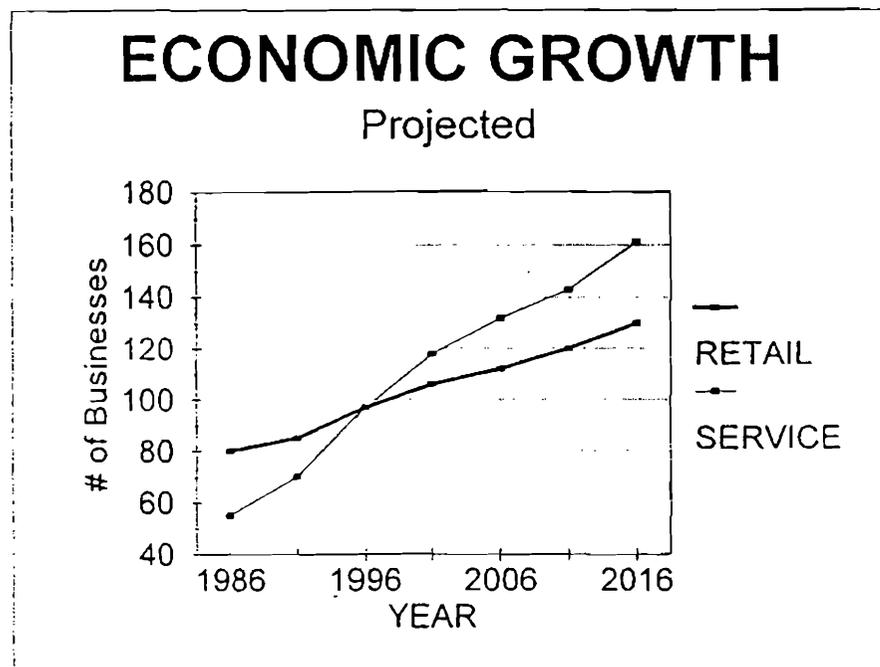
### Economic Growth Projections

Cities of larger size, such as Medford, use historic absorption rates of commercial land as a basis for projecting future land needs. Jacksonville, recently emerging from a building moratorium, cannot use such a methodology due to a lack of historic trending data, and therefore uses trends relating to business license information in order to establish baseline growth estimates. The following projection uses the linear regression method, which takes into account all retail operations such as Restaurant and Antique Shops under "Retail" and all service-related businesses such as Financial and Hotel/Motel under "Service".

There were certain assumptions used in the following projection in order to create a reasonable chart which represents Jacksonville's potential economic growth.

- 1) That the trends observed in the number of businesses over the ten year period from 1986 to 1996, especially the Retail and Service Sectors, will continue in a similar fashion.
- 2) The extrapolation of available data is reasonably accurate using three data points to establish this graphic representation, as data prior to 1986 is not available.
- 3) Jacksonville will be a part of the overall trend in Southern Oregon towards a service sector which is growing both in scope and depth.
- 4) The number of home-based service businesses will continue to increase.
- 5) Land supply issues are a potential limiting factor, affecting larger businesses more than smaller ones.

Table 7



Source: City of Jacksonville, 1997

**Table 7** indicates that the Service sector is projected to surpass the Retail sector in absolute numbers around the year 2000. This projection is based upon a variety of factors, and should be considered as a tool to project high-end growth levels. Indeed, limiting factors such as a downturn in the economy on a large scale or a significant rise in interest rates may cause these projections to be overstated. Growth may not take place as quickly as the graph indicates.

**Table 8**  
**Number of Business Establishments and Population**  
**for Jacksonville and Selected Oregon Cities**

City (County)	1992 Population	Number of Retail and Service Businesses	Population/ Business Ratio
Jacksonville (Jackson)	2,005	155	12.94
Lakeview (Lake)	2,580	261	9.89
Myrtle Point (Coos)	2,715	169	16.07
Burns (Harney)	2,880	219	13.15
Nyssa (Malheur)	2,640	124	21.29
Wood Village (Multnomah)	2,920	16	182.50
Mount Angel (Marion)	2,930	86	34.07
Myrtle Creek (Douglas)	3,095	210	14.74
Umatilla (Umatilla)	3,095	117	26.45
Eagle Point (Jackson)	3,100	217	14.29
Oakridge (Lane)	3,145	178	17.67
Phoenix (Jackson)	3,190	126	25.32
Talent (Jackson)	3,830	197	19.44
Winston (Douglas)	3,845	190	20.24
Grants Pass (Josephine)	18,120	1694	10.70
Medford (Jackson)	49,900	3095	16.12

Source: U.S. Bureau of Census, Economic Census 1992

Table 8 provides a comparison of business activity in Jacksonville and other Oregon cities and provides a ratio of retail and service businesses to population. This information is an important tool in measuring the level of business activity in Jacksonville in relation to other cities.

The information in the table is compiled from the 1992 Economic Census. The cities selected for the analysis were determined by population size and geographical location. The Economic Census only contains information for cities with a minimum population of 2,500 people, therefore it was necessary to select cities with a minimum population of 2500 for comparative analysis. It must be noted that Jacksonville does not fall within this population range. The information provided for Jacksonville was compiled by the Jacksonville Planning Department from business license applications. Some larger cities such as Ashland, Grants Pass and Medford were selected for their geographical proximity to Jacksonville.

To compensate for the differences in population between the cities in the analysis, the ratio of businesses to population was computed. This ratio shows the number of businesses per person for each city. For Jacksonville, the ratio is 12.94, therefore this indicates that there is one business for every thirteen persons in the community. Of the 17 cities in the analysis, Jacksonville ranks fourth (behind Lakeview, Ashland, and Grants Pass) in terms of the number of businesses-per-person. This indicates that business in Jacksonville is a relatively strong component of the community's life, well out of proportion with similar small cities.

It should be noted that Lakeview is a regional business hub servicing a large, somewhat isolated, geographical area and that is the main reason for its large business ratio. Grants Pass is similar in its dynamics. Jacksonville and Ashland, on the other hand, serve more localized areas, with Medford serving as the regional hub. Therefore, their business activity is amplified by the tourism factor, which in turn expands the potential for further business growth beyond typical levels since the available market is not so population or geographically dependant.

This potential may be augmented by the fact that, with the relief of the building moratorium in 1996, it is quite likely that the City may experience higher population and development growth rates in the near future. This will also increase the demand for new businesses to serve residents.

## COMMERCIAL/INDUSTRIAL LANDS INVENTORY

This inventory is performed in order to determine how current use patterns conform with current zoning and distribution of public facilities ( i.e. water and sewer). With a population of less than 2500 people, Jacksonville is not required to have a public facility plan under OAR 660, Division 11 (it does anyway). Therefore, a serviceable lands analysis required under OAR 660-09-025(3) was not conducted as part of this planning process. In October of 1996, a rezoning of commercial land was adopted based on a preliminary identification of the need for additional commercial land (See **Exhibit B**). The results were an addition of General Commercial zoned land in the amount of 2.4 acres and the addition of Cottage Industrial zoned land in the amount of 3.42 acres. There was also an addition of 12.26 acres to the Historical Core District.

**General Commercial (GC)** - The purpose of the GC district is to make provisions within the city for concentrations of retailing and service commercial activities. The permitted uses in the General Commercial zone include professional offices, retail stores and service businesses.

**Cottage Industrial (CI)** - The purpose of the CI district is to provide for a variety of more intensive uses such as small-scale manufacturing in an environment that allows for workers to live amongst their work and yet have a minimal impact on surrounding areas. Some of the permitted uses include shops and offices, light manufacturing and packaging of value added products, kennels, private dance or trade schools, bakeries, etc..

**Historical Core (HC)** - The purpose of the HC district is designed to stabilize, protect, and enhance the historical core of Jacksonville while preserving the livability and economic viability of the individual property owners. The area includes the commercial concentration between and adjacent Main and C Streets and 1st and 5th streets.

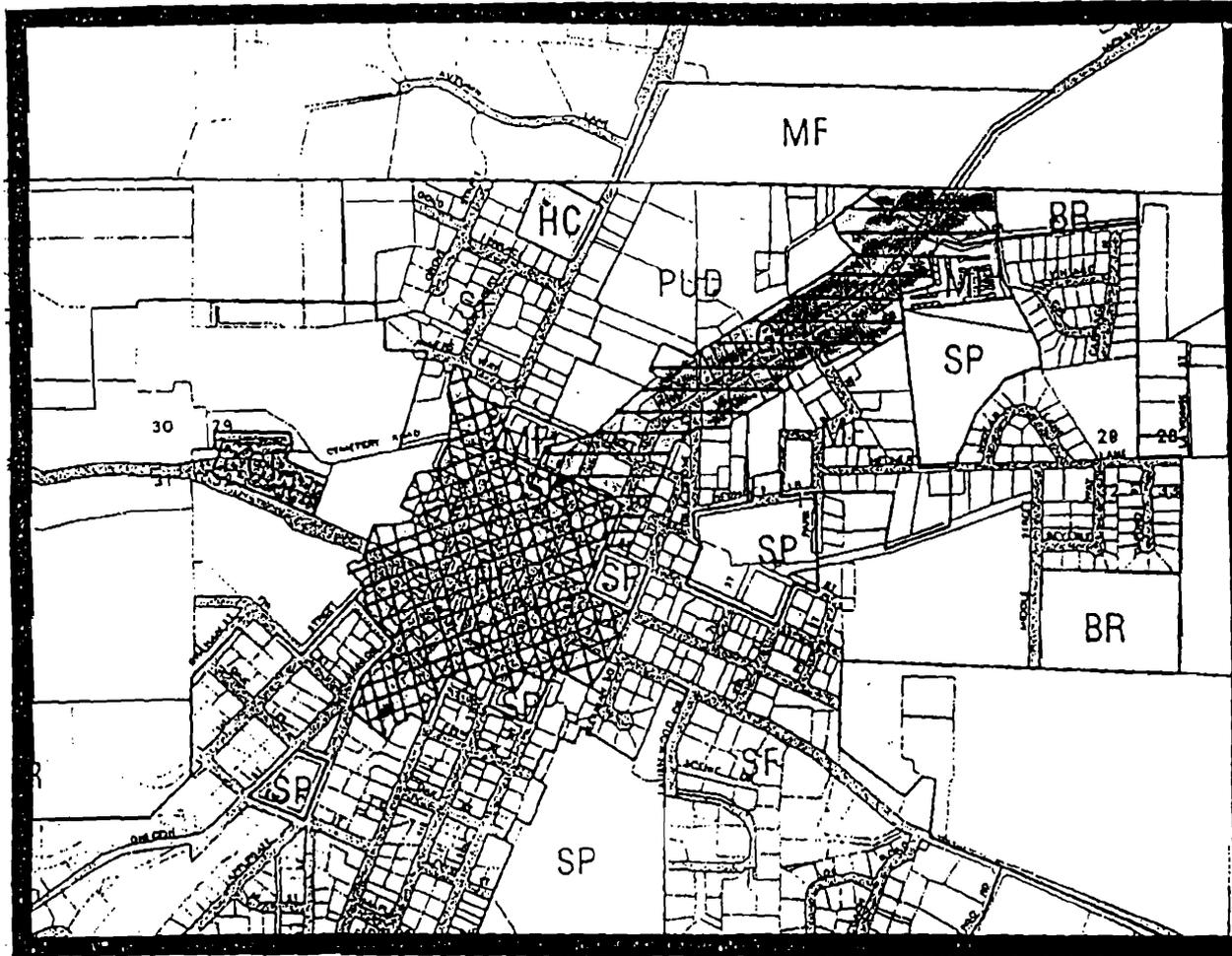
On December 15, 1996, the zoning changes went into effect and on December 30, 1996, an updated inventory of commercial land in Jacksonville was conducted. The following tables are an updated analysis of how much undeveloped or underdeveloped land is available for commercial/ industrial development in each zoning category. (See **Exhibit C** for available parcels within the GC, HC, and CI zones).

### UNDEVELOPED PARCELS

	<u>TL#</u>	<u>ZONE</u>	<u>AC</u>		<u>TL#</u>	<u>ZONE</u>	<u>AC</u>
372W29CD	1300	GC	0.38	32BB	1800	CI	0.11
	1401	GC	0.59		1900	CI	0.45
	2213	GC	0.21		2100	CI	0.13
29DA	400	GC	0.95		2200	CI	0.11
32BA	7800	HC	0.14		4500	HC	0.12
	8400	HC	0.22		403	HC	0.08
	11302	HC	0.15				

**TOTAL= 3.87 acres**

# EXHIBIT "B"



## CITY OF JACKSONVILLE

### JACKSONVILLE COMP PLAN

MF multi-family

SF single-family

BR border-residential

HR hillside-residential

HC historic core 

CI cottage industrial 

GC general commercial 

SP special protection

PUD planned unit development

Source: City of Jacksonville, 1997.



**UNDERDEVELOPED PARCELS** (Large parcels with minimal commercial development)

	<u>TL#</u>	<u>ZONE</u>	<u>AC</u>
372W29D	1800	GC	2.55
	1900	GC	4.45
29DC	300	GC	1.39
	400	GC	1.06
32BB	2000	CI	2.72

**TOTAL= 12.08 acres**

**TOTAL UNDEVELOPED AND UNDERDEVELOPED LAND: 15.95 acres**

The following is a list of underutilized commercial/industrial land in the general Commercial and Cottage Industrial zones (the Historic Core is discussed below). Underutilized means that although the property is fully developed, the land is currently being used for strictly residential purposes.

**UNDERUTILIZED**

	<u>TL#</u>	<u>ZONE</u>	<u>AC</u>		<u>TL#</u>	<u>ZONE</u>	<u>AC</u>
372W 29D	2001	GC	0.32	29CD	1400	GC	0.28
29DA	200	GC	0.51	32BA	100	GC	0.23
	300	GC	0.44		200	GC	0.23
29DC	1800	GC	0.21		500	GC	0.26
	2300	GC	0.35		3300	GC	
	2400	GC	0.29		3400	GC	0.29
	2600	GC	0.23	32BB	1700	CI	0.30
	2601	GC	0.23				
	2602	GC	0.23				
	2800	GC	0.83				

**TOTAL= 5.45 acres**

**Commercial Uses in the Historic Core**

The Historic Core is not like standard zoning; within its boundaries, land has three permitted uses: Commercial, Residential, or a combination of both as long as performance standards are met, pursuant to Section 17.36.040 of the Jacksonville Municipal Code. Therefore, analysis and evaluation are complicated since performance, not use, is the governing factor; however, the following paragraph attempts to provide a picture of commercial activity within the Historic Core.

Within the Historic Core area is a commercial concentration between and adjacent to Main-and-'C' Streets and 1st-and-5th Streets, which is at nearly 100% commercial saturation. There are, however, 52 tax lots outside the core concentration but still within the Historic Core District which have commercial potential. Of these 52 tax lots, 7 were being utilized commercially. This is a 13% rate of commercial usage in the HC District, with the remaining 87% being residential. This unused potential will likely serve as a small business reserve, given the historic constraints.

## Projected Land Needs and Availability

State law mandates that a twenty-year supply of land be available for commercial/industrial use. The following is an analysis of how much land will be needed in each use category during the next twenty years. Proper allocation of future commercial sites is important so that future zoning patterns blend with current activities and the development and utilization of public facilities is taken into consideration and maximized.

In order to ascertain if Jacksonville meets this land supply requirement, it was determined that:

- \* The downtown core concentration will serve as an anchor point from which economic activity radiates, but, with only an additional 0.81 acres of undeveloped buildable land, will in itself remain at nearly 100% commercial saturation and only serve turnover businesses.
- \* The turnover rate will provide for a relatively constant supply of commercial space in the downtown core, where new tourist retail activities are most likely to locate.
- \* The Historic Core District outside the core concentration is an area in which there are ample properties that could be utilized for small-scale commercial or home occupation endeavors, providing that performance standards are met in order to preserve historic integrity and neighborhood compatibility, and therefore, will serve as an overflow or reserve for small businesses only.
- \* The location of new businesses will continue to trend toward the 5th Street corridor.
- \* The percentage of new businesses locating in the GC zone can be expected to be about 60%, with the remaining 40% locating in the Historic Core or in the home.
- \* The newly-created Cottage Industrial zone encourages small-scale, environmentally friendly enterprises where the proprietors live on the premises. There are currently 6.24 acres of buildable land in the CI district, which reflects a desire on the part of the city to encourage such enterprises; however, the zone has no track record and is an unknown quantity at this point. It could serve to pick up excess overflow if commercial land becomes saturated within the planning horizon.

An analysis was done based on existing land use patterns in the General Commercial zone. Most of these parcels are located on 5th Street, an area which has become and will continue to be a concentrated commercial strip. The analysis revealed that each existing business on a fully developed GC parcel occupies an average of 1/3 of an acre of land.

The preceding Commercial/Industrial inventory found that there are now 11.68 acres of buildable land available in the GC category, along with 5.15 acres of usable land that has the potential to be developed in a commercial manner. This brings the total of General Commercial land to 16.83 acres. Therefore, if the average business continues to consume an average of 1/3 of an acre, there is the potential for approximately 50 new "appropriately-sized" businesses to be located in the GC. If the trends indicated on Table 7 of Projected Economic Growth are accurate, the expansion of appropriately-sized enterprises will be adequately absorbed at the assumed 60% proportioning of business growth to land consumption demands. The question remains as to whether to provide large lots for the economic development of low-margin businesses and/or to promote economic development that encourages smaller, "appropriately-sized" businesses.

## **OPPORTUNITIES**

The following are areas that may produce significant economic growth potentials in Jacksonville. They are, as a whole, industries which would diversify the economy as well as take advantage of niche markets and regional strengths.

### **Regional Promotion**

According to the Oregon Economic Development Department's Regional Strategies Program, Jackson-Josephine counties, as one of the 11 economic regions in the state, have decided to focus on three key industries: the continued development and improvement of the tourist industry, secondary wood products, and the small but growing computer software industry. The Regional Strategies Program markets our region by emphasizing its comparative advantages. These include an abundance of natural resources, a high quality of life index, a skilled workforce, and a responsive higher education system, centered around Southern Oregon University. Also, there are significant potential future benefits for the region from the development of the International Free Trade Zone (IFTZ) at the Rogue Valley International Airport. The IFTZ may prove to be a good opportunity for contact and trade with international markets.

Tourism in Southern Oregon as a region has experienced tremendous growth over the last decade, which is partly the result of an aggressive marketing campaign. These promotional efforts need to be supported, since they attract visitors from outside the region who provide direct revenue for local communities, and might later decide to relocate to the area, bringing with them their businesses and expertise. Jacksonville must also make its own effort to reach people within the region as well. They are the City's year-round market base; therefore, intraregional promotion would stimulate more immediate benefits for Jacksonville, which occupies a unique niche in the overall regional picture.

Jacksonville is poised to take advantage of all areas of future regional economic growth. However, there must be improvements within the region, such as transportation between cities. For example, a bus system which connected the shopping core of Medford to regional highlights like Jacksonville and Ashland would allow visitors and regional residents to experience these locations with a minimum of effort and lessen traffic congestion. Furthermore, a coordinated effort between the various personnel, facilities, and activities in Jacksonville including the Chamber of Commerce, the Britt Festival, and the Southern Oregon Historical Society would allow for a more effective overall promotional campaign.

### **Ecotourism and International Marketing**

Ecotourism is a rapidly developing international industry due to increased environmental awareness and concern. Traditional recreation activities, such as rafting and biking, are incorporating environmental education aspects as an added dimension to their operations. Jacksonville can take advantage of this trend by combining its histotourism aspects with ecotourism based on the variety and uniqueness of the natural landscape. Group tours may provide lucrative, yet controlled, opportunities that have fewer traffic impacts. These types of targeted strategies could also be applied to international tourism, particularly in the Pacific Rim nations, and could be reinforced by the formation of a sister city program similar to Ashland's.

## **Cottage Industry**

The number of home-based businesses has increased in the last decade, from 14 in 1986 to 30 in 1996. As communication and computer technology continues to improve, operating a business at home will be an attractive option for people who don't wish to commute to work. The continued expansion of cottage industry, from hi-tech to crafts, will provide a stronger and more varied economic base for the city. This is a positive trend that is likely to continue as land is zoned for Cottage Industrial.

With no history, it is difficult to establish a projected need for Cottage Industrial land; however, regional trends indicate a growth in Cottage Industrial ventures. This is especially evident in Ashland, where home businesses have grown 60% in the past five years. The buildable acreage available for Cottage Industrial in the city now provides a first step for a rapidly expanding segment of the economy; however, proposals for the expansion of the Urban Growth Boundary are being considered in an effort to ease the commercial land shortage. The proposed area at the intersection of Reservoir Road and Mary Ann Drive will provide additional CI lands. The advantages of an expanding cottage industrial sector in that area include the potential for larger acreage five acres lots and less automobile traffic in the downtown core (after the "Bypass") as well as less pressure on commercial land.

## **Arts and Education**

The potential for an education industry in Jacksonville is favorable, with natural amenities that could attract students of specialty fields and professional instructors. The formation of private schools to supplement the current school system in areas such as art, dance and music could provide an attractive economic base. Also, the teaching of crafts and trades through schools or periodic workshop events could be developed which would serve niche markets in the region.

## **Film and Video**

The film and video industry has the potential to benefit Jacksonville, as it is a locationally transient industry with many windfall economic benefits. With scenic beauty and viewsheds, large open spaces, a diverse community, and historic aspects, the city has much to offer prospective film ventures. Film and video is not limited to major motion pictures, but also includes advertisements, small scale videos, and photo-shoots.

The Oregon Film and Video Office reports a statewide increase in revenue from \$47 million in 1989 to \$118 million in 1994, a 61% increase in five years. These figures do not represent the multiplier effects to local economies, which benefit from revenue spent in their localities. A Jacksonville portfolio is currently on file at the Oregon Film and Video Office. A carefully coordinated city liaison program needs to be maintained in order to ensure adequate impact mitigation and compensation.

## **THREATS**

These are areas which may prove to be barriers to economic growth and vitality.

### **Loss of Integrity**

The current trend of population growth in the Rogue Valley, and population and tourism growth pressures on Jacksonville itself, could lead to the erosion of the quality of life which makes the city a desirable place to live and do business. The City has been listed as a secondary Threatened Landmark by the National Park Service for this reason for almost a decade now.

### **Parking**

The City of Jacksonville has been experiencing a severe parking shortage in the downtown core area as the number of residents and visitors increase. The lack of parking affects businesses by limiting customer access, which in turn affects customer expenditures. Proposals for expanding existing parking lots and the creation of satellite "pod" parking in conjunction with public transportation are being developed to ease the current shortage. Parking issues are very contentious and are the greatest source of tension between residents and businesses.

### **Traffic**

The transportation infrastructure of Jacksonville, particularly the arterials in and out of town, are reaching full capacity during peak travel times. The problems associated with high levels of traffic and downtown congestion negatively impact residents, visitors, and businesses. A proposed arterial bypass northwest of the city would relieve truck traffic and through travelers, thereby, alleviating congestion in the downtown core. However, the bypass might not be built for many years, which leaves the problem of traffic and transportation as a major current threat.

Additionally, growth in the areas away from the core concentration will require a safe and well-maintained pedestrian system that promotes circulation by the use of frequent and easy-to-reach attractors.

### **Public Facilities**

Once the current supply of commercial lands are exhausted, limited water and sewer systems pose a serious threat to long-range growth and expansion in all sectors of business. Public facilities for commercial/industrial uses are especially limited outside the existing commercial concentrations of the Historic Core and the 5th Street General Commercial areas.

The cost of extending and maintaining these systems is expected to be high, which will in turn discourage needed economic opportunities. This factor will come into play in the area designated for potential commercial/industrial development west of the current City Limits. An extension of a sewer trunkline to the west City Limits in order to service potential development areas northwest of the City is estimated to cost \$297,000. These high costs, as well as the cost of the "bypass" and physical landscape problems such as slope and access, will have an initial threshold effect on both residential and commercial development that may slow development until sufficient critical mass is achieved that will spread costs in an economically efficient manner.

## CONCLUSIONS

The tourism industry will continue to play a significant role in the future of Southern Oregon in both the creation of jobs and inflow of basic and non-basic revenue. Jacksonville is ideally positioned to take advantage of this trend. Tourism and international marketing appear to be the two avenues with potential benefits for the City. A comprehensive Regional Promotion strategy would provide both revenue and employment for the region by attracting visitors. In addition, Jacksonville should look to intraregional promotion as well as improved coordination with other entities in order to take advantage of the growing tourism industry.

A substantial percentage of current employment in Jacksonville is in some way linked to tourist-related businesses, including eating and drinking establishments, inns, and specialty retail shops. It is important to encourage these ventures as well as exploring other areas which would diversify the economic base of Jacksonville. The City will encourage the development of quality business ventures that fit in with the historical character of Jacksonville, i.e. craftspeople, woodworkers, historic artisans, etc.

The economic health and vitality of Jacksonville depends on a number of factors, including the City government's relationship with the business community. There currently exists a partnership between the City and local businesses that benefits all parties. This partnership should be continued and enhanced, keeping in mind the importance of preserving the historic character and quality of life found in Jacksonville. Economic development must be a participatory process in order to ensure the realization of the Vision Statement.

Jacksonville currently enjoys a positive business climate without the use of incentives or aggressive economic development strategies. The City will make no attempt to attract low-margin large-scale retail operations, as this sector is already available elsewhere in the Rogue Valley and would not suit the historic character of Jacksonville.

Opportunities for the future include the careful development and enhancement of the film and video industry (large and small scale), and the formation of arts or crafts educational facilities based on local niche markets and traditions that are part of Jacksonville's identity.

Based on the analysis conducted for this plan, the present supply of commercial land, although composed of primarily smaller lots, should be sufficient to accommodate commercial sector development for the next ten years based on the current rate of economic growth. There is no industrial land in Jacksonville at this time. The newly created Cottage Industrial (CI) zone was created to supply alternatives to traditional commercial activity.

Given the lack of historical commercial land consumption data, the City should review this plan in five years to evaluate the projections and make adjustments at that time if necessary. The City will also establish a system whereby commercial land consumption can be tracked for future analysis.

If an individual development proposal were submitted to the City which required a larger lot than currently planned for, a comprehensive plan zone/map amendment proposal may be considered in order to determine the appropriateness of the proposal for Jacksonville. Another means to address the large-lot issue will be through expansion of the Urban Growth Boundary and thereby supply additional Cottage Industrial and/or General Commercial land. UGB expansion should help to satisfy any unexpected demands for commercial land due to changing economic conditions.

Overall, the economic future of Jacksonville depends on fostering a combination of strong and diverse sectors of the economy in conjunction with the preservation of the historic attributes which makes Jacksonville a unique place to live and do business. This is extremely important as we head into the future.



## Policies and Implementation Measures

### **Policy #1 *CREATE AND MAINTAIN A POSITIVE BUSINESS ENVIRONMENT.***

#### **The City should:**

- A) Encourage community and economic development simultaneously so residents, businesses, and the City may reach common goals without compromising the historic integrity and unique character of Jacksonville.**
- B) Improve communication regarding its activities with residents and local business through newsletters, communication with all parties with economic interests and potential impacts such as the Chamber of Commerce, the Southern Oregon Historic Society, the Britt Festival, business owners, and residents.**
- C) Encourage and support the Britt Music Festivals. Develop a plan with the Festival and Jackson County to mitigate any negative impacts while promoting and sharing benefits. Encourage a larger Britt Festival presence and the relocation of the Britt offices to Jacksonville.**
- D) Support the tourism industry through the provision of a visitor information center, public restrooms, weekly downtown trash pick-up, an attractive parks system, and a comprehensive well-directed parking and pedestrian system.**
- E) Support, cooperate, and coordinate with special events. Cultivate an environment for conferences and workshops.**
- F) Explore the possibility of establishing a sister-city program to further promote international visits. Participate in a Jacksonville website, posting amenities and other key information.**
- G) Explore the potential for a combination business development/parking district organization to study the possible benefits and impacts of regional, national, and international tourism in Southern Oregon and Jacksonville and to encourage specialized businesses, such as fine apparel stores, jewelry stores, toy stores, and others, to locate in Jacksonville. These types of niche markets would draw regional customers on a year-round basis.**

**Policy #2 *PROVIDE FOR DIVERSE ECONOMIC DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES CONSISTENT WITH COMMUNITY INTERESTS.***

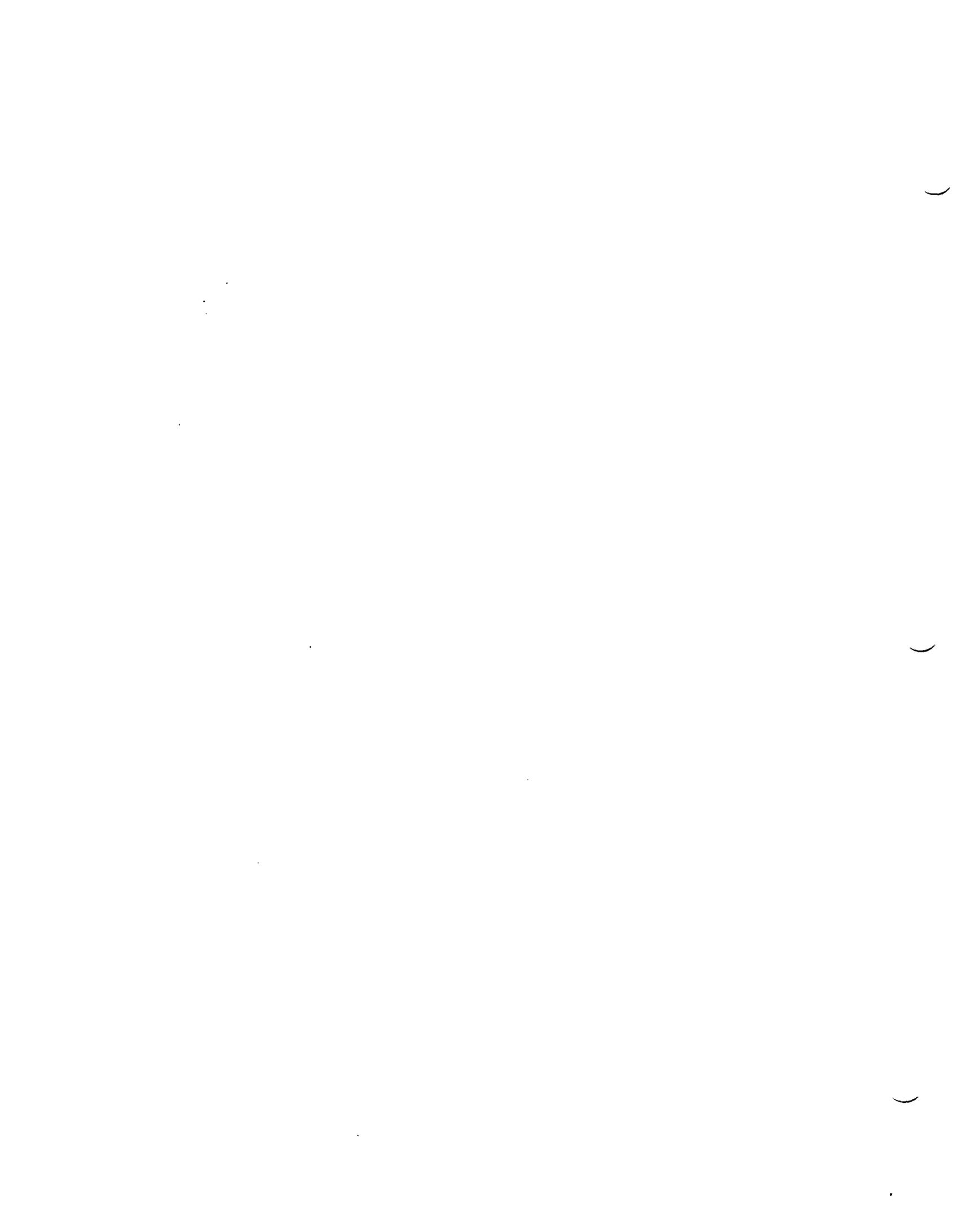
**The City should:**

- A) Investigate redirecting Jacksonville's economic activities into areas other than the tourism industry and provide for economic diversification to insure a more stable economic base.
- B) Encourage suitable Cottage Industrial ventures in the CI zone to increase wages for local workers and the number of workforce positions.
- C) Improve the General Commercial zone development regulations to control the type and quality of commercial development, to preserve existing commercial activity, and to provide a wide range of employment opportunities while creating an attractive streetscape.
- D) Encourage appropriate film and video activities and specialty education facilities.
- E) Given Jacksonville's proximity to the Applegate and Bear Creek valleys, encourage the development of recreational industries and secondary agricultural enterprises, including bicycle tours and small parcel agriculture.
- F) Actively work with the Southern Oregon Historical Society in order to identify, revitalize, and promote the unique Jacksonville exhibits.

**Policy #3 *PROVIDE FOR AN ADEQUATE SUPPLY OF COMMERCIAL AND COTTAGE INDUSTRIAL LAND AND ENCOURAGE THE EFFICIENT USE OF LAND AND PUBLIC FACILITIES.***

**The City should:**

- A) Make the expansion of public facilities to areas northwest of the City a high priority. The City should pursue Special Public Works Funds for the extension of services.
- B) Improve and maintain public services and facilities to enhance existing and future commercial activity. Prepare, utilize, monitor, and update a Capital Improvement Plan that will provide for visitors' services, parks, and parking in balance with financial constraints and tax base impacts. Explore grants to facilitate and augment funding.
- C) Maintain a separation from surrounding communities in the region to retain the City's special identity and pattern of commercial development.
- D) Track commercial land consumption in order to review this plan in the year 2002. This should include tracking growth in relation to capacity.

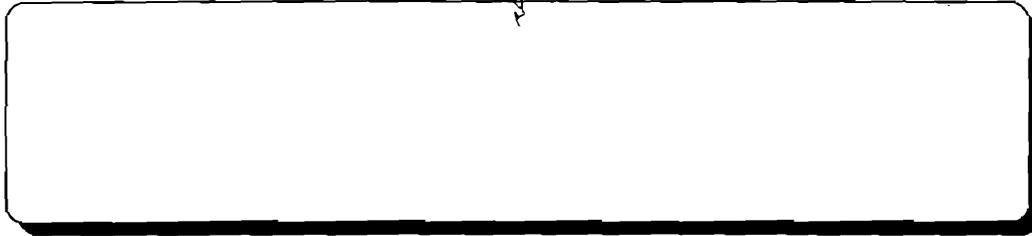


## CHAPTER SEVEN

# PARKS, RECREATION, OPEN SPACE NATURAL AND SCENIC RESOURCES

The following "Values Statement" that was developed during the 1991 Vision Statement process serves as the basis for this chapter:

*"We value the beauty of our surroundings - the hills, valley, forests, streams, orchards, and clean air. We value living in a city that is in harmony with these natural beauties and seek to build for the future with this in mind."*



### GOAL

**TO PROVIDE AND MAINTAIN PARKS, RECREATION AND OPEN SPACES FOR THE CITIZENS OF JACKSONVILLE AND TO SET ASIDE AND MAINTAIN FOR PUBLIC ENJOYMENT NATURAL, SCENIC AND WILDLIFE AREAS TO ENHANCE THE URBAN ENVIRONMENT.**

### INTRODUCTION

Open spaces are not a luxury, but a necessity in a successful urban environment. Open spaces include parks, natural resource areas, agricultural and forest lands, and unused vacant or underdeveloped lands that serve to:

- provide many forms of closer-to-home active and passive recreation
- buffer incompatible land uses,
- act as a visual and physical buffer by breaking up large developments into more intimate groups,
- increase the sense of privacy by diminishing a sense of crowding,
- provide aesthetic experiences and diversity in built-up areas,
- preserve important or sensitive historic and archeological sites,
- preserve riparian areas, wetlands and marshes, steep and easily eroded slopes, wildlife habitat, and sensitive natural areas,
- protect flood plains, and natural flood storage and groundwater recharge areas,
- preserve agricultural lands,
- link up safe pedestrian and bicycle pathways,
- bring visual order and structure to an area,
- create or protect scenic vistas, and
- contribute to Jacksonville's historic character.

Open space may be owned by the City or by community groups such as home owner's associations, may be preserved through easements, or may be held in private ownership.

In Jacksonville, open space is a pivotal resource, very intimately related to its historic character. As noted in the Historic Context Statement, Jacksonville's setting, nestled in among the forested hills at the edge of the valley, creates a strong positive impression and forms the backdrop for the entire experience of the City. The existing, intact native plant communities such as the white oak forests reinforce this impression, along with many other factors down to the appearance of individual private yards. Early pioneers planted trees along the streets that have grown into majestic specimens; major access routes now have greater scenic value due to the presence of such large trees and shrubs. Great care must be taken to preserve and enhance this scenic charm of the City.

Jacksonville's aesthetic values, the wildlife treasures, and recreational opportunities have been well-documented and frequently (and informally) enjoyed by its citizens. While Jacksonville has had a long history of existence without formal park or other recreational facilities owned or maintained by the city, the citizens have had access to extensive recreational and cultural opportunities from facilities both within and without the City of Jacksonville. The proximity of the foothills of the Klamath Mountains (commonly known as the Siskiyou) and the lack of rapid growth has ensured the availability of such open and natural resources, whether in private or public hands.

With growth pressures increasing, many traditional (and informal) uses of private, vacant lands are being lost. The City of Jacksonville can no longer assume that such resources will be a given, and therefore, over the recent years, the City has placed a high priority upon the preservation of lands identified as potential park, recreation, cultural, open space, fish and wildlife habitat, natural and scenic areas. The City has embarked upon a major undertaking in acquisition of land and development for park or recreational uses, along with a program for ensuring that other vital resources are preserved.

- \* Doc Griffin Park has been acquired, improved, and dedicated as the first large scale effort at providing a City Park.
- \* The Cemetery has been regularly upgraded and a Cemetery Preservation and Restoration Plan was prepared in 1989, which includes Historic, Open Space, Wildlife and Botanical Habitat recommendations recognizing the Cemetery's value as a tourist attraction and parklike feature.
- \* City support for the Historic Park and Trail System was confirmed in Resolution 596, recently reached its first milestone step through the completion of the purchase of the Beekman Woods with a conservation easement attached to ensure its open space usage by limiting improvements to simple foot paths, handicapped trails, bridges, retaining walls, signs, and benches while restricting motorized.
- \* The City has also entered into a contract for the purchase of Britt Woods with a similar conservation easement attached. Together with the Beekman Woods, these two pieces will serve as the cornerstones to the larger Historic Park and Trail System.
- \* A Memorandum of Understanding is in place between the City and the Bureau of Land Management (BLM) for the creation of a recreational trail system that utilizes BLM land both in and out of the City Limits in conjunction with other properties (through dedications or easements) and for which the BLM would agree to provide assistance in design, preparation of easements, potential matching funds, and sharing the workload.

\* The City's Transportation Plan now includes a Historic Trail and Pathway System in which the City, the BLM, the Southern Oregon Land Conservancy, the Jacksonville Woodlands Association, and the Friends of Jacksonville, with the support of Jacksonville Boosters Club, Jacksonville Garden Club, Native Plant Society, Southern Oregon Historical Society, Department of Forestry, Jacksonville Elementary School, Gold Digger Society, Jacksonville Chamber of Commerce, Pacific Power Co., the Environmental Protection Agency, and local land developers operating in Jacksonville have established a coalition to create a pedestrian/bicycle/equestrian system that will provide:

- an alternative transportation system for the general public;
- a relaxed, self-guided means for tourists and regional residents to learn more about the unique history of the City and its local flora and fauna; and
- an educational resource for local elementary, high school, and college students.

The scope of the project includes over 200 acres and utilizes greenways, "paper streets", and existing streets. The system is intended as an enticement for residents and tourists alike to get out of their cars and enjoy some entertaining exercise. The opportunities for historic interpretation are numerous whether through pointing out landmark structures, old mine shafts, or remnants of gold-mining disturbances in riparian areas; some paths thread through urban areas dense with historic commercial and residential structures, while others run through heavily-forested canyons with ferns and running water nearby.

\* The Woodlands Association has produced an educational video of the Jacksonville Natural Park System to be used in the local schools grade 3 - 8 to provide interpretative information on historic mining, people and woodlands. The Jacksonville 5th grade received first prize in the Weekly Reader's national contest for this project and their work in the woodlands. Also, through Southern Oregon State College, the Association completed a vegetation manual of the top 150 plants, herbs, trees and wildflowers.

\* In 1994, extra efforts were made to acquire the creekside Sarah Zigler property as part of the Natural Park and Trailway System. Those efforts were successful and that property is now designated in this update for Special Protection zoning.

\* The Jacksonville Watershed Forest Management Plan was adopted in Resolution 649. This Plan contains several recommendations for recreational facilities in that 1800 acre City-owned watershed resource west of town in the Jackson Creek drainage which can serve the recreational needs of the City.

\* The revision of a contentious subdivision proposal has resulted in an approval of the Pheasant Meadow plan which includes a significant dedication of land for public use. This public land can be used for recreational purposes such as jogging trails.

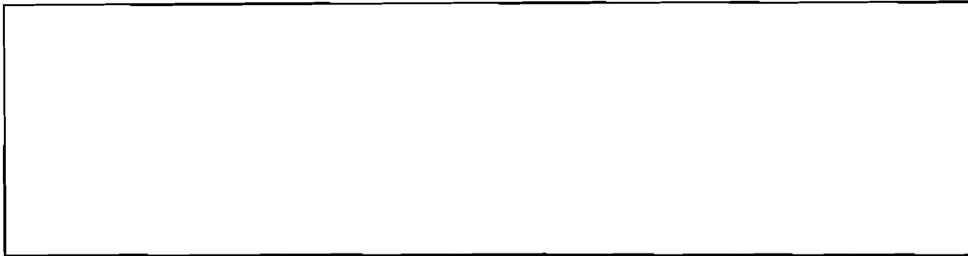
\* The City has been actively engaged in the institution of a community center that can serve the need of its seniors, its youth, and all demographic types in between.

These recent directions are the result of a long legacy of open space planning. The 1982 Comprehensive Plan also recognized the importance of developing a Greenway Plan, and directed the City to "acquire creekside property for public parks use through land dedications or other suitable methods" (page 33) and "corridors along major stream channels should be reserved for public open space in the form of creekside greenways or lineal parks" (page 32). The 1993 Ordinances 399 and 400 created a Special Protection zoning designation and applied them to publicly-owned lands indicated in the preceding 1982 Comprehensive Plan.

In order to consolidate these undertakings into one program, a process for updating the Open Space element of the Comprehensive Plan was commenced after the 1991 Vision Statement by seeking input from citizens, community groups, the City's Parks Committee, and other interested parties concerning their park and open space needs and desires. The assessment of Open Space needs and potentials began by:

1. exploring the ratio of parks to population for local cities,
2. investigating the types of parks and applicability to Jacksonville,
3. updating the inventory of existing parks and facilities,
4. inventorying the unimproved portions of the Greenway/Floodplain,
5. reviewing available "Paper Streets" and Railroad Rights-of-Way, and the status of the Trail System,
6. reviewing the parking requirements of the City,
7. establishing priorities for open space preservation,
8. exploring methods of facilitating the Plan, including regulation, conservation easements and direct acquisition.

General needs and programs were discussed. In addition, a draft inventory was then prepared that identified private and publicly owned lands which have potential as park, recreational, open space, natural and scenic areas.



Many desirable land parcels suggested themselves for an open space/parks program. In order to design a unified system, rather than a collection of interesting yet unrelated parcels, a selection philosophy was developed. The criteria for open space/parks was as follows:

Lands that preserve wildlife habitat and fragile ecosystems, such as wooded areas, ravines, and wetlands.

Lands that preserve unique scenic features, such as wooded views from urbanized areas.

Lands that contain potential recreational value for uses such as picnicking, walking, jogging, hiking, bicycling, bird watching, or simply resting.

Areas that contain potential for pathway and trail development and which connect with other existing trails.

Areas that already serve or can be integrated with existing or proposed community parks.

Areas that are interspersed with urban growth so that the open space lands are accessible to the greatest number of urban residents.

Areas with productive farm and forest land.

Areas that have outstanding visual or auditory solitude.

Resource sites identified in the historical inventory process were coordinated with the open space protection element where possible.

Specific open space properties were then analyzed for inclusion in the program based upon:

A. The desirability of the site itself based both on its potential utility to the community and on its quality as an open space (including fish and wildlife areas and habitats, ecologically and scientifically significant natural areas, outstanding scenic views and sites, and recreational trails) resource.

B. The existing status of the parcel and the owner's support or opposition to the desired use.

C. The feasibility of formally converting the property to the status that would guarantee its preservation or intended use. Examples of conversion methods considered include:

1. Outright purchase by the City.
2. Donation to the City, gifting to non-profit organizations, or establishing Charitable Remainder Trusts.
3. Land swaps
4. Joint-use agreements.
5. Set-asides in conjunction with subdivision development.
6. Zone changes.
7. Creative financing/Conservation Easements.

This resulted in the identification of present and potential properties that could be converted to park use or that can have specific open space resources preserved as part of their future development. A map of Jacksonville was marked and color coded so as to identify actual or potential parks/open spaces. The characteristics of each identified parcel were compared with the previously identified park or open space needs. Owners of involved parcels were contacted and provided an opportunity to express support or opposition to the City's interest in designation of their property as open space.

Based upon the findings of that process, a Plan was developed to address the open space needs of Jacksonville. This proposed Master Plan coordinates the various objectives of providing natural areas, open space, fish and wildlife habitat, and scenic resources, and offers general programs and policies and specific recommendations in terms of treatments that may ultimately be suitable and appropriate for selected properties. The findings and the plan are presented below.

# THE OPEN SPACE FINDINGS

## Recreational Needs

The National Recreation and Park Association (from the "Recreation, Park and Open Space Standards and Guidelines", Alexandria, Virginia: NRPA, 1983) recommends a standard for determining civic Park needs of 6 acres per 1,000 persons available within a 1/2 mile of those persons. A 1989 City of Ashland survey of 24 Oregon cities found that an average parks-to-population ratio was 12.3 acres per 1,000 persons. Medford had 5.9 acres per 1,000.

When the above NRPA standard is applied to Jacksonville with a population of 2,020, an existing need can be derived by subtracting the amount of existing parks in Jacksonville from 12 acres.

	<u>Have 1994</u>	<u>Need 1994</u>
<u>Public Parks:</u>	City: Doc Griffin 0.79 ac.	
	City: Veterans Park 0.05 ac.	
	City: Scheffel/Thurston 0.23 ac.	
	County: Jacksonville Museum 0.92 ac.	
	County: Britt Gardens 10.31 ac.	
		12 .00 acres
		<u>-12.30 acres</u>
		0.30 acres surplus

By this analysis, the acreage requirements of existing need for active parks have been met with the addition of Doc Griffin Park, and the inclusion of County facilities within the City. However, when the 1/2 mile radius criteria is applied, it is found that, with the majority of existing parks in the center of town, there are accessibility deficiencies to the South and West, areas where growth is likely to occur.

It became evident that determining recreational needs is not a simple, number-crunching exercise and is dependent upon many different assumptions and variables. Some examples are:

- 1) There are two broad groupings of parks: active and passive.

"Active Recreation" is frequently defined as leisure-time activities, usually of a formal nature, often performed with others, and normally requiring equipment and/or support facilities.

"Passive Recreation" is defined as activities of a contemplative or generally restful nature which can be accomplished with little or no material support.

Active Parks differ from Passive Parks because they involve a significant amount of development. Grading, removal of native vegetation, installation of irrigation and parking, and construction of tennis courts and restrooms have a significant impact on the environment and neighborhood. Active parks can be prodigious traffic generators and can create high parking demands. While necessary for a successful city, they are relatively expensive to develop and maintain. Maintenance can include mowing, irrigation, grooming, creek cleaning, leaf and garbage disposal, and equipment repair. Maintenance equipment can include mowers, brush hogs, chainsaws, small vehicles for trail grooming, and utility trucks.

2) Within an active park, there are many different sets of needs. The Outdoor Recreation Facility Standards from "The New Illustrated Book of Development Definitions", (Moskowitz and Lindbloom), provide a guide to park improvement needs for the City. The following are some standardized facility need criteria for cities of Jacksonville's size:

Basketball courts	1/2,000 population
Softball fields	1/1,500 population
Tennis courts	1/1,500 population
Trails	1 mi./3,000 population
Playgrounds/tot lots	1/1,000 population

Based upon those facility need criteria, the following analysis can be made:

	<u>Have 1995</u>	<u>Need 1995</u>	<u>Additional Need in 2015</u>
Basketball courts	0 (two available at elementary school)	1	1
Softball fields	0	1 1/3	1
Tennis courts	0	1 1/3	1
Trails	2/3 mile	0	1/2 mile
Playgrounds/tot lots	1 (one available at elementary school)	2	2

It was found that there is a strong citizen concern that not all demographic sectors (particularly ages 8 through 21) are being provided a full range of recreational opportunities such as accessible outdoor basketball courts, BMX jump runs, skateboarding, and rollerblading.

3) Within the definition of active parks, there are Neighborhood Parks, such as school sites serving localized recreational purposes within one-quarter mile, and Regional Parks, serving citizens from Jacksonville, the local region, Oregon, and out-of-state.

This second type of park is of significant concern to Jacksonville. The Southern Oregon Historical Society (SOHS) estimates that approximately 80,000 persons per year visit their facilities in Jacksonville. The Britt Music Festivals have grown tremendously from their inception in the 1960's to a current level of between 50,000 to 55,000 attendees per summer. Many of these visitors view Jacksonville as their playground and thus will use any recreational amenities that the City provides. While the Britt Gardens facility serves a large portion of that need, all other parks must recognize and accommodate that regional impact.

Although the first priority of the City in terms of park and recreational opportunities is to accommodate the demonstrated needs of community residents, Jacksonville's economic vitality is considerably dependent upon the revenue derived from tourism and visitors. Therefore, when future growth is added into the equation, the demands on the City's Park program will probably be greater than other comparably-sized communities.

The City has a growth potential of 2,363 additional persons by the year 2035. This may increase the City's total population to 4,383. This will create a need for 14.16 acres of additional public parks at 6 acres per thousand.

Given the preponderance of potential passive-use parks already under contract or being provided by outside agencies, it was assumed that the City's Historic Park and Trail System will provide for a substantial amount of the future resources to service the needs of the future growth and additional regional demand. Passive parks may provide some of the active needs such as bicycling facilities, water features, and picnicing.

When Jacksonville's existing and near-term potential Passive Parks that will be provided through this System were inventoried, the following findings were made.

City: Beekman Woods	20.00 ac.
City (under contract to purchase): Britt Woods	70.00 ac.
City: Sarah Zigler Woods	7.50 ac.
BLM: 37 2W 31 Tax lots 300 & 1300	30.00 ac.

### **Other Open Space-related Resource Needs**

The viewshed needs described in "1993 Historic and Cultural Resource Inventory" were a driving force behind the Historic Park and Trail System and the updating of the City's Open Space element. Those viewsheds are addressed in the Historic Element of this Comprehensive Plan, along with the general farming foreground and wooded backdrop as discussed in the Historic Context Statement. Citizens strongly supported the preservation of these important scenic assets.

The City's historic character has also raised the issue of the interrelationship of Historic and Open Spaces in the downtown core. This issue has resulted in two lawsuits. Subsequently, an inventory of Downtown Lot Coverage was performed by Planner Craig Stone in a March 20, 1989 memorandum to the Jacksonville Planning Commission. This memo was based upon a 1888 Sanbourn Map of a four block area of downtown centered on the intersection of California and 3rd Streets and found a 56% historical average coverage. The subsequent Enforcement Order imposed by DLCDC required a 50% maximum lot coverage in the entire Historic Commercial area. Untangling that issue had to be an important concern of both the Historic and Open Space elements.

Another topic of considerable importance relative to this element is the identification, preservation, protection and wise utilization of natural wildlife habitats. The City of Jacksonville has formally requested that the Oregon Department of Fish and Wildlife (ODFW) inventory wildlife within the City Limits. However, due to manpower and resource limitations, ODFW could not perform counts or inventories inside of City Limits and generally regards contiguous areas, such as cities that have already been partitioned into units 20 acres or less as being impacted for wildlife habitat. The agency did recognize that Jacksonville is known to have "a host of wildlife, including Valley Quail, Pheasant, Raccoon, Opossum, and Black-tailed Deer". Wild turkey and jack rabbits are also commonly noted in town. The intermix of wildlife and humanity inside the City is sometimes frustrating for gardeners, but frequently enjoyed by the majority as an unusual amenity of this unique town. The benefits to humans of such wildlife are limited to aesthetic and viewing pleasure, however; there is no hunting allowed.

There are significant numbers of deer within the City Limits; however, there is not sufficient information which would help determine the adequate amount of habitat to preserve for them, so the City will have to operate from the assumption that the large amounts of open space included in the City's Historic Natural Park and Trail system will provide for that urban wildlife habitat.

Both Daisy Creek and Jackson Creek are waterways subject to inundating adjacent lands within the city and are designated on the flood plain maps prepared for the Department of Housing and Urban Development to be subject to 100-year storm flooding experience. This potential renders certain areas along the banks of these creeks void of any future permanent type structures.

This presents the opportunity for the city to maintain certain of these areas along both Daisy and Jackson Creeks as natural wildlife habitat areas to be preserved through acquisition, easements or other means that may be found to successfully secure the flood plain areas for native trails, foot paths or simply to retain as natural, aquatic and wildlife habitat preserves. Extensive and valuable wildlife habitat areas have been identified within the flood plain areas along Daisy and Jackson Creeks.

As for fish protection, the Oregon Department of Fish and Wildlife, in their May 13, 1993 letter, requested that City of Jacksonville adopt a riparian setback ordinance due to the facts that "protecting the streams and the riparian vegetation provides several benefits to the streams and, thus, the fish populations:

- Riparian vegetation shades the streams and buffers the streams from high air temperatures. This helps maintain cool water temperatures and reduces evaporation.
- Riparian vegetation helps to stabilize stream flows throughout the year. During periods of high flows well-vegetated streambanks absorb water, then they release the water during periods of low flows. This helps Jackson Creek keep flowing long enough in the spring to allow newly hatched summer steelhead to migrate out of the stream before it dries up.
- Riparian vegetation helps prevent bank erosion.
- Riparian vegetation creates a filter strip that reduces the amount of pollutants that enter the streams.
- In streams used by fish, riparian vegetation contributes habitat and nutrients necessary for the fishes survival.
- Riparian vegetation provides habitat and travel corridors for wildlife"

A candidate for the Federal Threatened and Endangered Species list, Gentner's Fritillary - Fritillaria gentneri Gilkey - has been identified and mapped on the two westerly ridgetops containing the Britt Woods upslope of the Britt Festival Grounds, the northerly BLM property, and the Jacksonville Cemetery. In cooperation with the BLM, the Southern Oregon State College Department of Biology prepared a report and maps (which are available at the Jacksonville City Offices, 110 East Main in Jacksonville, but the maps are held in confidence to protect the flower from disturbance). The inventory was prepared in late March and early April, during the bloom period for the Fritillaria gentneri Gilkey.

According to the United States Fish and Wildlife Service letter of November 12, 1992, there are no other listed or proposed threatened and endangered species within Jacksonville. This was confirmed by the SOSOC Biology department's inventory work in 1993. Thus, the special Protection zoning on the two westerly ridgetops containing the Britt Woods upslope of the Britt Festival Grounds and the Jacksonville Cemetery, and the easterly ridgetop containing the Beekman Woods should provide the resource protection needed.

## **THE OPEN SPACE PLAN**

### **Hillside and Border Residential Zoning**

The viewshed needs described in "1993 Historic and Cultural Resource Inventory" are addressed in the Historic Element of this Comprehensive Plan, along with the basic village pattern of the City and the general farming foreground and wooded backdrop as discussed in the Historic Context Statement, and are hereby cross-referenced. A need for lessened density and increased overall spatial separation in these areas is hereby recognized.

In addition to the density and spatial separation issues, the urban/wildland interface area also presents problems for fire prevention and control while retaining the wildlife habitat. The preceding Comprehensive Plan stated that implementing ordinances should have provided for special development standards in forest areas to minimize erosion problems, fire hazard, the unnecessary displacement of natural vegetation and visual scarring of the landscape that results from excessive cut and fills for buildings and road construction" (page 116). Therefore, new Hillside Residential and Border Residential zoning districts need to be created to address the above issues.

The advantages of planned unit development standards in forested areas have been evaluated and included as a zoning text change promoting such clustered development in special sections of the City. This alternate means of development called Planned Unit Development or PUD, provides for more harmonious site development, as well as other opportunities for both the community and developer. The following factors typify planned unit developments:

- (a) Housing is clustered on that portion of a site best suited for development based on topography, soils, climatic factors, existing natural features and areas most cost effectively served by public facilities and services.
- (b) Open space not taken by development is held in common with provision for landscaping and general common open space improvements.
- (c) Structures are oriented to the open areas, where pedestrian circulation is typically provided for, rather than oriented to the street as in traditional subdivisions.
- (d) Since dwellings are clustered rather than evenly spaced on oversized lots, streets, sewer and water facilities are able to serve more units at less cost.

(e) Different dwelling types and densities, as well as different uses such as residential and commercial are often mixed.

(f) Common open space is maintained by jointly supported homeowners associations or similar organizations often in conjunction with professional property management.

(g) Excessive and unnecessary grading and earth movement that alters natural surface and drainage patterns, can be reduced.

The park and recreational needs of new residents resulting from residential development within the community could be also met through the planned unit development process by the requirement of open spaces, common green areas and recreational facilities could be developed at the expense of the developer as part of the subdivision approval process and thereafter be maintained by means of a homeowners' association. This would relieve the city of any development or maintenance responsibilities or obligations; however, the City should be allowed to enter in the enforcement provisions of any CCRs in order to ensure proper maintenance.

Implementing ordinances should contain provisions for planned unit developments and include incentives such as density bonuses to encourage its wise utilization. The zoning ordinance map should specify, through the Hillside Residential zones, areas which are directed to develop only under the planned unit development concept. These zones should reflect areas of the city where natural features and conditions impose severe traditional development limitations

### **Greenway/Trail System**

The city desires that areas along both Daisy and Jackson Creeks be preserved as natural wildlife habitat areas for native trails, foot paths or simply to retain as natural, aquatic and wildlife habitat preserves.

Additionally, Jacksonville lacks sufficient linear spaces (parkways, bikeways, etc.), but has abundant potentially useful areas. Jacksonville's creek corridors can constitute an integrated design element for the community and for individual properties. Although some areas are presently unfavorable for parkway and bikeway development because of existing residential dwellings, other areas that are relatively undeveloped can serve to form some links and trails.

Jacksonville has many areas that are criss-crossed with informal trails, some of which have been in use for generations. Most of these trails are not legal easements in any sense, but they still form an important community recreational facility. The City should work with the private property owners to help alleviate whatever inconvenience this traditional use may cause. In addition, upon development or partition of land, the trails should be identified and preserved, preferably by granting an easement to the public for continued use. Development should also respect the trails and buffer the effects of development from it.

Therefore, this Open Space Plan confirms and supports the pedestrian/bicycle system found in the Transportation Element.

## **Landscaping and Street Tree Regulations**

The importance of landscaping and street tree treatments is hereby recognized and the measures described in the Transportation Plan are supported as a means of Open Space enhancement. These measures shall include the need to prepare landscape requirements for all new residential, commercial and industrial developments and shall contain requirements to be designed to a high standard to enhance both the proposed site and the surrounding area.

A Recommended Street Tree List for the Certificate of Appropriateness process has been prepared in order to add to the perpetuation of Scenic resources for future generations, and may be adopted and amended by Resolution.

## **Open Space in the Historic Core**

A significant feature of the Historic Core area between First-and-Fifth Streets and Main-and-'C' Street was the open space areas. The interrelationship of Historic and Open Spaces in the downtown core is hereby recognized to be an important concern of both the Historic and Open Space elements, and the Historic Core performance zone. The downtown Specific Development Plan recommendations contained in Historic element are deemed supportable from an Open Space standpoint.

Additionally, all development proposals shall need to submit for City approval a plan assuring that alterations and additions to existing buildings, and new construction, are compatible with neighboring historic resources in terms of the relative proportion of impervious/covered area to open space.

Until a specific area plan is adopted for the area between First-and-Fifth Streets and Main-and-'C' Street, the following will be used as a standard in that Historic Core area:

- 1) maintenance of the existing footprint of an identified "historic resource" or,
- 2) in the case of non-historic properties, a property-specific historic building-to-lot ratio that conforms with the building-to-lot ratio of "historic resources" on adjacent properties. If there are no "historic resources" on adjacent properties, the proposal shall be limited only by the requirements of the zoning district.

Constance E. Beaumont stated in "Flexible Parking Codes for Older Downtowns", Planning Advisory Service Memo, November 1993, that "in the hierarchy of barriers to the preservation of historic buildings, modern parking regulations rank near the top. These regulations can place overwhelming design and economic obstacles in the path of architects and property owners seeking to renovate and convert old buildings to new uses. Too often, the result is the loss of perfectly serviceable, adaptable, safe historic structures.

"In order to meet modern parking requirements, historic property owners must often demolish adjoining structures to accommodate the parking. This destroys not only the buildings, but the visual cohesiveness of historic areas. It forces people to rely even more heavily on cars for transportation because it makes the urban environment less hospitable for pedestrians."

Therefore, the pod parking program and parking district contained in the Transportation element are also supportable from an Open Space standpoint.

## **Dedications during Development**

As residential development and settlement occurs within the community, the addition of new residents increases the burden upon the community to provide an adequate level of park, recreational and leisure time needs and available opportunities for existing and new residents. The impacts of new residential (as well as commercial) development can be seen in increased demands for additional park and recreational services and facilities, open spaces, natural and scenic resources.

Open space may be dedicated from a portion of land largely suitable for development. It can directly dedicated to the City if it conforms with the needs and requirements of the City, or where no plan exists for integration into the formal park or open space system, the area can be integrated into a private development as common open space.

The proposed Historic Protection Regulations include a requirement that the decisionmaking body make a finding of rough proportionality for any supplementary conditions imposed upon an application in accordance with the *Dolan Test* as interpreted by *Clark v. City of Albany*, 137 Or. App. 293 (1995). This should serve to further the City's open space planning efforts while preserving private property rights.

## **Parks**

The City adopts the following CLASSIFICATIONS FOR MASTER PLAN OPEN SPACE & PARK LAND PARCELS:

- A) **Open Space Natural Lands**: native lands which have experienced only minor human modification. Intended for preservation in its natural state and passive recreation.
- B) **Open Space Modified Lands**: basically undeveloped parcels which have been changed to a greater degree than those classified as "natural". Intended for only minimal modification of its existing state for passive recreation purposes.
- C) **Public Park Lands**: recreational sites accessible to all citizen, and controlled only by regulations imposed by governmental entities. Intended for both active and passive recreation.
  - (1) **Regional Parks**: intended to serve the needs of a population base extending beyond the city limits of Jacksonville.
  - (2) **City Parks**: designated to satisfy the recreational needs of City residents.
  - (3) **Neighborhood Parks**: located in near proximity to the neighborhood they serve, and satisfying needs specific to that neighborhood.
  - (4) **Specific-use Parks**: designed or intended for a single, or limited number of uses.
- D) **Quasi-public or Private Park Lands**: parks generally accessible to all citizens, but potentially having restrictions imposed by non-governmental entities.

The City Parks Committee, in cooperation with the Planning Commission, should use the above classifications for the development of detailed parks programming. Such programming in conformance with this Chapter can then be adopted by Resolution of the Council.

For the purposes of its parks planning, the City adopts the nationally recognized standard of 6 acres per 1,000 population for active parks and 30 acres per 1,000 persons for passive park land. "Regional Parks", "City Parks", "Neighborhood Parks", and "Specific-use Parks", which were defined previously, will be used to determine if the City has attained (and retained) the active park standard. These standards shall be reviewed for their continuing appropriateness at least every 10 years.

All demographic sectors (particularly ages 8 through 21) need to be provided a full range of recreational opportunities; park planning and programming should recognize that emphasis.

Before the next review period, the City shall strive to identify all relevant park user groups and their needs and then develop parks in a manner consistent with the present and future needs of those identified users.

System Development Charges (SDCs) for Parks are essential for a community such as Jacksonville with its small tax base and high demand for recreational facilities. Other funding opportunities that are directly related to tourism (such as a meal tax) also need to be explored given the high degree of use by non-city persons.

For purposes of computing SDCs, it is hereby determined that 50% of future park acquisition and improvement needs will be provided passive parks and 50% by active parks, thereby reducing the acreage costs. Acquisition monies from System Development Charges may be applied to new parcels or parcels under contract to purchase. Acquisition costs for the purposes of determining System Development Charges shall be periodically updated by Resolution of the Council as derived from new parcels or parcels under contract to purchase.

Improvement monies from System Development Charges may be applied to property under the ownership of the City or a cooperative agency such as the BLM, and to new parcels or parcels under contract to purchase, as included on the attached map of potential open space sites and the Jacksonville Watershed property. Improvement costs for the purposes of determining System Development Charges shall be periodically updated by Resolution of the Council as derived from recent substantiated experience.

An annual review of maintenance expenses needs to be accomplished in addition to forecasting capital needs. Capital needs include both land acquisition and its improvements.

The City's Historic Park and Trail System was reviewed by City/County Insurance Services for liability concerns and they found no significant concerns in their July 7, 1994 letter. They did recommend posting the trails for no smoking. A detailed program of safety measures needs to be developed and implemented. Additionally, regular security patrols should be provided.

Since persons seeking recreational opportunities are not confined to an area defined by political or jurisdictional boundaries; community, county and state-wide cooperation and coordination between agencies (including federal agencies administering lands within the state) providing such facilities is essential to a well-balanced program in satisfying the recreational needs for the total population.

## PROPERTY-SPECIFIC OPEN SPACE/PARKS PROGRAM

The properties that the City has targeted for protection have been designated on the map included in **Exhibit A**. Open Space designation is based on whether or not the land serves or could serve one or more of the functions of open space. The inventory that follows is keyed to accompany **Exhibit A** by describing features, location, and general usage.

The previous plan contained 11 identified public properties which constituted the sum total of its open space efforts. This amendment identifies 22 additional public and private properties (or portions of properties) which have open space, wildlife, ecologically significant, scenic, and/or recreational trail values. Their recommended treatments differ, but following provides some options available.

## CONSERVATION AREAS

Conservation areas are lands owned by private citizens who sell or otherwise release their rights to develop the property. Instead, the land is maintained in an undeveloped or underdeveloped state. The property owner assures the City that the land will be left in an unmodified, open state to retain the qualities that make it desirable for open space. This assurance frequently takes the form of a conservation easement. The City recognizes this agreement with a zoning designation that prohibits development outside of previously agreed upon improvements such as the Special Protection designation. The land's value is reduced, possibly lowering property taxes through the use of ORS 308.341, and qualifying for income tax deductions. While this method is valuable, it usually does not allow public access to the property. The main advantage is that the City incurs no or minimal direct costs although the value of the taxing base may be slightly reduced.

The City should also explore the concept of Transferable Development Rights (TDR) which allows the development potential or development rights to be separated from the physical property itself and to either be transferred to another area more desirable for development, or purchased directly from the property owner by the public.

In the first case, development and growth are not reduced, only channeled to areas within the community better suited to receive the growth. In the second case, development is actually prevented through the public purchase of the property owner's rights to develop. the property itself remains in private ownership, only the rights to develop the land have been lost through acquisition. While still a relatively new technique, transferable development rights have the twofold benefit of controlling growth while providing some measure of compensation to adversely affected property owners.

## SPECIAL PROTECTION DESIGNATION

Those specifically identified properties in the Open Space program which are not already designated as Special Protection zoning and are proposed for such a designation, are all presently zoned Single-Family Residential or Urban Reserve. Preserving these parcels will greatly enhance Jacksonville's environment, but does little negative effect on buildable land, as much of it is steep or in floodplain. The individual effect of this Special Protection designation will be powerful, however, since it will essentially prevent their development, until the plan is modified and the area is rezoned for development.

This obviously presents several problems. Therefore, if the owner of the proposed Open Space property opposes the designation, the property will be designated on the Comprehensive Plan Map as Special Protection, but will not be rezoned to Special Protection designation until a mutual agreement is reached.

When the property owner wishes to develop the property, and it has all the necessary city services nearby for development, the City must, at that point, offer to purchase the land. The offer should be for the fair market value, without considering any effect that its designation for open space use would have. If the offer is accepted, the property can be converted to open space. If the City cannot make the necessary funds available, the property must be allowed to proceed with development. However, some of the property can be set aside as a Conservation Area in this process, as long as the effect of the reduction in the number of potential units is no more than 20%.

The owner may support the application of a Special Protection designation, but wish to use the property for a minimal use, such as to build a single home on the site. The program shall allow this, but regulate the location of the improvements so as to preserve the value of the land for its open space purposes. The regulations may also regulate the alteration of the land that would despoil its use as open space.

### ACQUISITION

Major pieces of land required for this program must be acquired by the public. While trails and open space corridors, can be acquired by dedications, the development of major parks and open space areas allows no private use of the land. Therefore, when most or all of the usable part of the parcel is to be acquired, or when a physical, public invasion, such as a trail easement is required and no development is proposed, the City should acquire the land or easement at fair market value.

### INVENTORY

The properties that the City has targeted for protection have been designated on the map included in **Exhibit A**. The inventory that follows describes features, location, current ownership as of January 1996, and general usage. Sites already described in the City's Historic Inventories, such as the Jacksonville Cemetery and the Museum, are not fully elaborated on in this descriptive inventory.

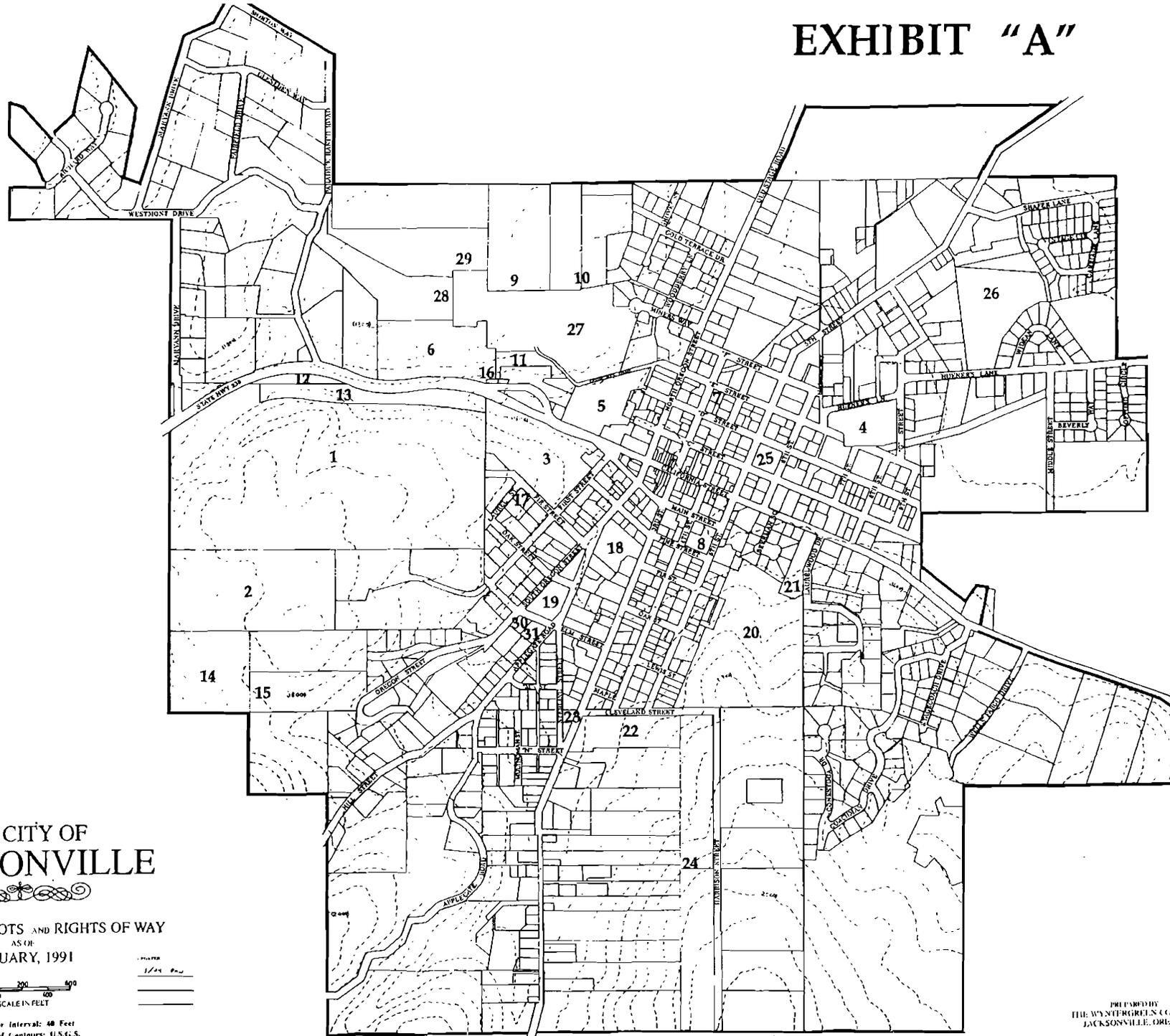
#### Site 1

Owner : State Board of Education  
Taxlot #: tax lot 200, Assessor's Map Page 37 2W 31  
Address: None  
Acreage: 74

#### General Description of Site

The site is located in the hills on west side of the city. At this time, the only access to the site is via a road starting in the Britt Festival grounds and ending at the City owned water reservoirs on the hilltop. This site is characterized by severe slopes. Very little of the terrain is sloped at less than 20% and most slopes are at least 35%. Vegetation consists of grasses, madrone and black and white oak on the south slopes and fir and pine trees on the north side of the hill.

# EXHIBIT "A"



## THE CITY OF JACKSONVILLE

RECORDED TAXLOTS AND RIGHTS OF WAY

AS OF  
JANUARY, 1991



Contour Interval: 40 Feet  
Source of Contours: U.S.G.S.

Limitations: Slope is the major limiting factor on this site. Steep slopes create severe limitations to almost all forms of intensive development.

Importance as Open Space: The site, a cornerstone of the Historic Park and Trail System, is plainly visible from all areas of the city and provides a scenic backdrop to the city. Gentner's Fritillary, Fritillaria gentneri Gilkey, has been identified on this site. The site provides good cover and browse for woodland animals and is important winter habitat for blacktail deer. Some good habitat for open land wildlife such as pheasant also is included. Due to severe slopes and potential erosion hazards, paths, interpretive sites, and trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Sell the property to the City for use as a Natural Park.

Treatment: Because this parcel of land is plainly visible from all areas of the city, its natural character should be preserved so as to enhance the historic character of Jacksonville, and therefore its Special Designation should be maintained. Trail development should be done as part of Historic Park and Trail System and care taken to control erosion. The area should be restricted to foot traffic only due to the erosion problems created by off-road vehicles. An exception would be the road to the city reservoir, but it should be restricted to traffic related to regular maintenance and repairs or of the city's business.

## Site 2

Owner : Bureau of Land Management  
Taxlot #: tax lots 300 and 1300, Assessor's Map Page 37 2W 31  
Address: None  
Acreage: 17.87 and 8.62 respectively

### General Description of Site

The sites are located in the hills in the west part of the city, adjacent to the southern border of Site 1 and again directly south of that. At present, no vehicular access to the sites exist. This area is characterized by moderately steep slopes usually exceeding 20%. Vegetation consists mainly of grasses, madrone and oak with scattered Douglas fir and Ponderosa pine specimens.

Limitations: Severe limitations exist on nearly all forms of intensive development due to the 20% or greater slopes.

Importance as Open Space: The sites are plainly visible from all areas of the city and provide a scenic backdrop to the city. Gentner's Fritillary, Fritillaria gentneri Gilkey, has been identified on these sites. The sites provide good cover and browse for woodland animals and are important winter habitat for blacktail deer. Some good habitat for open land wildlife such as pheasant also is included. Due to severe slopes and potential erosion hazards, paths, interpretive sites, and trails are the only common recreational facilities suited to the sites.

Owner's Development Plans: A Memorandum of Understanding is in place between the City and the Bureau of Land Management (BLM) for the creation of a recreational trail system that utilizes this BLM land in conjunction with other properties.

Treatment: These parcels should be combined with Site 1 as an extension of the Historic Park and Trail System. The same uses and restrictions suggested for Site 1 also are suggested for this site.

### Site 3

Owner : Jackson County  
Taxlot #: tax lot 2300, Assessor's Map Page 37 2W 32BB  
Address: 240 First Street  
Acreage: 14.67

#### General Description of Site

Property is the site of the annual Peter Britt Gardens Music and Arts Festival, which is administered by the Peter Britt Gardens Music and Arts Festival Association.

The Peter Britt Gardens are located on the west side of the city. The grounds are accessed from First, Fir, and Highway 238. The grounds are partially natural and partially intensively manicured.

Limitations: Slope is too dramatic for many recreational uses, but has been incorporated into a strong amphitheater design.

Importance as Open Space: Property is the site of the annual Peter Britt Gardens Music and Arts Festival which attracts a large regional audience and therefore this serves as a regional park. The grounds back up to the Britt Woods and therefore serve as an important focal point for the Historic Park and Trail System. This site is visible from much of the city and looks out over some beautiful views. The natural areas provide good cover and browse for woodland animals.

Owner's Development Plans: Continue providing entertainment opportunities.

Treatment: Maintain the Special Protection designation and support the entertainment functions, while working with the County to coordinate the linkages for the Historic Park and Trail System. Explore the potential for additional uses in the Britt Garden area downslope of the amphitheater.

Owner: Cascade Christian High School  
Taxlot #: tax lots 100, 500, 600, and 1100, Assessor's Map page 37 2W 32AB  
Address: 525 'E' Street  
Acreage: 2.08

### General Description of Site

This area is the site of the old Jacksonville Elementary school and is still in use. The site contains the school buildings and a football field. The school buildings are built on a knoll on the north side of the site and overlook much of the immediate area.

The site is located at the east end of "E" Street, with access from "E" and "D" streets. The south half of the site is nearly level and contains the tennis court and football field. Residential areas border the site on the west, east and north sides of the site, while the south side borders on the fringes of the city core.

Also included in this site is an abandoned railroad right of-way for the old Rogue Valley Railroad. This right-of-way runs roughly east to west through the entire town; however, much of it in the downtown area has been built-on.

### Limitations

The only potential problem for development is the high clay content of the Medford soils, which causes a high potential for shrink-swell. Careful planning and engineering need to be used to insure successful development.

### Importance as Open Space:

The school and grounds would be ideal for use as a joint-use park. Its location between a growing residential area and the city center is ideal for this use. With improvements to the football field, and a good job of landscaping, the site would be a pleasing green area and would also present several recreational opportunities to residents of the city. The abandoned railroad right of-way would be ideal for linear recreation development such as a bicycle trail and is included in the City's pedestrian system. The roof and upper floor of the old school is a highly prominent visible landmark.

### Owner's Development Plans:

Operate and grow as a private school within the terms of their conditional use permit.

### Treatment:

Maintain Special Protection designation and actively pursue joint-use agreement to provide recreational facilities for the community. Develop the abandoned railroad right of-way as a bicycle/pedestrian system. Encourage preventive maintenance and improvement of the old school building, along with preserving its visibility.

Owner : City of Jacksonville - parking lot site  
Taxlot #: tax lot 100, Assessor's Map Page 37 2W 32BB  
Address: None  
Acreage: 5.5

#### General Description of Site

This site is located between Cemetery Road and California Street west of post office. This area is used as a parking lot during the summer tourist season and also during the Britt Festival. It has been stripped of nearly all vegetation, including that along the banks of Jackson Creek, which flows along the southern edge of the site. This area is visible from Highway 238 as motorists enter the city.

#### Limitations:

Moderate limitations exist for some forms of development because of slow percolation in the Ruch soils. The need for the parking area currently provided by the site during the summer restricts its potential for recreational development.

#### Importance as Open Space:

The site's use as a parking area serves to provide open expanse at the west end of the downtown core, to protect the western viewshed entrance, and to preserve open space values in the historic core by providing an alternative parking pod so that off-street parking demands aren't place on historic properties.

#### Owner's Development Plans:

This site was purchased by the city in 1974 for the purpose of developing into a park, picnic area and parking lot. Due to insufficient funding and revenue sources, its development has been slow. The original objective of the purchase was to provide a parking and picnic area for tourists, as well as residents of the county that are attracted to the city's historical core area and the Peter Britt Gardens Musical and Arts Festival.

#### Treatment:

Maintain Special Protection designation. Use the site for parking space; however, improve pedestrian and vehicular accessibility and make the area more appealing to the eye. Extensive landscaping should be done over the entire site, especially along Jackson Creek. The planting of trees and ground covers would be the biggest single improvement that could be made.

#### Site 6

## Site 6

Owner : City of Jacksonville  
Taxlot #: tax lot 2300, Assessor's Map Page 37 2W 30  
Address: None  
Acreage: 10.43

### General Description of Site

This site is located on the north side of Highway 238 adjacent to the cemetery. Access to the area is from the highway but is very difficult. The area is characterized by very steep south facing slopes of up to 60% and dense vegetation consisting of Douglas fir, white oak, black oak, ponderosa pine, madrone, snowbrush and poison oak. It is the site of an old City of Medford rock quarry.

Limitations: Very steep slopes create severe limitations to nearly all forms of intensive development.

Importance as Open Space: The site is very visible from Highway 238 and creates a pleasing natural entry corridor to the city. Some provision for paths and trails may be possible. Good habitat for deer and other woodland species.

Owner's Development Plans: Preserve as part of Historic Park and Trail System

Treatment: Maintain Special Protection designation. Because of severe limitations to development because of slope, this site has little value other than that of a scenic corridor along the highway entering Jacksonville from the west, however, the possibility of trails should be explored, along with future uses of the old quarry site and the potential for adding a small amount of additional gravesites to the Cemetery. Make unusable portions available for exchange with Site 28.

## Site 7

Owner : City of Jacksonville  
Taxlot #: tax lot 2100, Assessor's Map Page 37 2W 32 BA  
Address: None  
Acreage : 0.23

### General Description

This site is located on the corner of 3rd and "E" Streets in a residential area, and consists of about 1/4 of the city block. Parking is on the street and access to the area is by foot only. Small trees border the street sides of the area and fences screen the remaining sides from residences. Groundcover vegetation is maintained. A large oak tree stands in the southeast corner and a bench is located mid-way along the walkway. The area does not seem to be used much.

Limitations: Rich gravelly loam soils are very coarse and contain many pebbles which could present some problems for development. Traffic on 'E' Street tends to add noise to what would otherwise be a serene setting and it complicates pedestrian access on the northeast end of the walkway.

Importance as Open Space: The site is suitable for nearly all forms of recreational development, including neighborhood green area, a picnic area, a skateboard playground, and other kinds of intensive uses.

Owner's Development Plans: Preserve as a City Park.

Treatment: Designate as a Special Protection zone. The residential nature of the surrounding area makes this area good for a neighborhood park, however, it needs to have a focus in order to attract users. Suggestions would be a neighborhood green area, a picnic area, a skateboard playground, or some combination of these.

### **Site 8**

Owner : City of Jacksonville  
Taxlot #: tax lot 12100, Assessor's Map Page 37-2W-32BA  
Address: 260 Fifth Street  
Acreage: 0.69

#### **General Description**

This area is located at 5th and Pine Streets in the south-west portion of the city. The surrounding area is residential and contains some of the many historic homes located in the city. Slopes are fairly level and drain to Daisy Creek. The grounds are fully improved and actively maintained and consists of a variety of selected trees.

Limitations: Few limitations for development exist for this site other than social limitations due to the character of the neighborhood.

Importance as Open Space: Active Park

Owner's Development Plans: The site is designated for several types of recreational development

Treatment: Designate as a Special Protection zone. Retain as Active Park. Facilities for playground and picnicking, such as shelters, tables, etc. should be provided and maintained. Recreational possibilities for youth should be explored.

### **Site 9**

Owner : Beach  
Taxlot #: the southerly portions of tax lot 1400, Assessor's Map Page 37-2W-29C  
Address: None  
Acreage: 11.11

#### **General Description**

This rectangular parcel is located along the northern City Limit line of the city. It is currently a white oak woodland in a relatively natural state. Slopes are gentle and terrain is slightly rolling. Vegetation is unmaintained and consists of grasses, scrub oak and small oak trees.

The parcel is crisscrossed with deer paths and improvised hiking trails. It takes legal access off from Paradise Ranch Road through a long flagpole. No formal driveway exists, however, a rudimentary road does provide physical access.

The surrounding areas to the east and west are currently zoned Urban Reserve and await the extension of the UGB before commencing development. To the north is County Rural Residential Five Acre zoning that is targeted for single-family development, but the properties there are impacted by the proposed routing of the Bypass. To the south is the Cemetery.

Limitations: Few limitations for development exist for this site other than providing access and through connectivity for vehicles.

Importance as Open Space: The southerly portions are important as buffers around the cemetery.

Owner's Development Plans: Preserve its potential for Single-family residential subdivision.

Treatment: A 50-foot setback along the cemetery boundary is recommended.

### **Site 10**

Owner : Griffin  
Taxlot #: the southerly portions of tax lots 1500 & 1700, Assessor's Map Page 37-2W-29C  
Address: 510 Gold Terrace  
Acreage: 5.05 and 5.07 respectively

### **General Description**

These rectangular parcels are located along the northern City Limit line of the city. They currently a white oak woodland in a relatively natural state. Slopes are gentle and terrain is slightly rolling. Vegetation is unmaintained and consists of grasses, scrub oak and small oak trees. The parcels take legal access off from Gold Terrace through the single residence that is located on tax lot 1700 where the owner lives. Tax lot 1700 is inside the UGB and 1500 is outside of the UGB.

The surrounding areas to the east and west are currently zoned Urban Reserve and await the extension of the UGB before commencing development. To the north is County Rural Residential Five Acre zoning that is targeted for single-family development, but the properties there are impacted by the proposed routing of the Bypass. To the south is the Cemetery.

Limitations: Few limitations for development exist for this site other than providing access and through connectivity for vehicles.

Importance as Open Space: The southerly portions are important as buffers around the cemetery.

Owner's Development Plans: Preserve its potential for Low density residential development

Treatment: A 50-foot setback along the cemetery boundary is recommended.

## Site 11

Owner : Beach  
Taxlot #: tax lot 300, Assessor's Map Page 37-2W-29CC,  
Address: None  
Acreage: 1.55

### General Description

This horseshoe-shaped parcel is located on the southwest downslope side of Cemetery Road. It was recently logged over. Slopes are steep and terrain drops off sharply. Vegetation is unmaintained and consists of grasses, scrub oak and small oak trees. The parcel's only potential access is off from Cemetery Road, however, the Jacksonville Transportation Plan expressly limits access from Cemetery Road in order to preserve its historic integrity and the security currently possible through the locking of the historic gate at the base of the road.

The surrounding areas to the north, east, and west are currently zoned Special Protection. To the south is a collection of parcels lie at the toe of the slope in a ravine and while they currently have Urban Reserve zoning, they are targeted for Cottage Industrial zoning that will be fairly intensive.

Limitations: Severe slope and lack of access limits the potential for development on this site.

Importance as Open Space: The parcel is important as a buffer between the cemetery and the Cottage Industrial zoning proposed below. Its use as open space will preserve the integrity of the Cemetery Road. It is also a component of the Historic Entrance Viewshed to the downtown core from Highway 238.

Owner's Development Plans: None known.

Treatment: Designation as Special Protection and conduct negotiations with the owner to discover potential tax advantages or other beneficial possibilities for removal of development potential.

## Site 12

Owner : City of Jacksonville  
Taxlot #: tax lots 1017 & 2100, Assessor's Map Page 37-2W-30  
Address: None  
Acreage: 0.50

### General Description

These eyelet-shaped parcels are located along the south downslope side of Highway 238 as enters Jacksonville from the west. They are part of the Jackson Creek drainage and slopes can be steep and the terrain altered by gold mining. Vegetation is natural and consists of fir and pine trees.

Highway 238 borders on the north, east, and west and on the south is the Britt Woods (Site 1) and the Zigler Woods (Site 13), all part of the Historic Park and Trail System.

Limitations: Steep terrain and providing access into the high speeds and poor visibility along Highway 238 limit the potential for development at this site.

Importance as Open Space: The parcels are important as a part of the Historic Park and Trail System. They have fish and wildlife habitat benefits and are part of the Jackson Creek floodplain. They are also a component of the Historic Entrance Viewshed to the downtown core from Highway 238.

Owner's Development Plans: Preserve as open space.

Treatment: Designation as Special Protection and integrate as part of the Historic Park and Trail System.

### **Site 13**

Owner : City of Jacksonville  
Taxlot #: tax lot 100, Assessor's Map Page 37-2W-31  
Address: None  
Acreage: 7.5

### **General Description**

This elongated parcel is located along the south downslope side of Highway 238 as enters Jacksonville from the west. It is part of the Jackson Creek drainage and slopes can be steep and the terrain altered by gold mining. Vegetation is natural and consists of fir and pine trees. This is the site of the first improved trail in the Historic Park and Trail System, running east-west along the length of this parcel. Highway 238 borders on the north, east, and west, on the south is the Britt Woods (Site 1) and on the northwest are the City of Jacksonville eyelet parcels (Site 12), all part of the Historic Park and Trail System.

Limitations: Steep terrain, gold mine tailings, Jackson Creek, and providing access into the high speeds and poor visibility along Highway 238 limit the potential for development at this site.

Importance as Open Space: The parcel is important as a part of the Historic Park and Trail System. It has fish and wildlife habitat benefits and are part of the Jackson Creek floodplain. It is also a component of the Historic Entrance Viewshed to the downtown core from Highway 238.

Owner's Development Plans: Preserve as open space.

Treatment: Designation as Special Protection and integrate as part of the Historic Park and Trail System, maintaining and improving the existing Sarah Zigler Trail as a prominent feature.

## Site 14

Owner : Begley  
Taxlot #: tax lot 1501, Assessor's Map Page 37-2W-31  
Address: None  
Acreage: 10

### General Description

The site is located in the hills in the west part of the city, between the parcels described in Site 2. At present, limited vehicular access to the site exist over an easement extending east to South Oregon Street. This area is characterized by moderately steep slopes usually exceeding 20%. Vegetation consists mainly of grasses, madrone and oak with scattered Douglas fir and Ponderosa pine specimens. The northeastern portion is severely disturbed by a hydraulic mining site known as the "Diggins" as identified in Jacksonville Survey number 701 in the "1993 Historic and Cultural Resource Inventory".

Limitations: Severe limitations on intensive development exist due to the steep slopes and limited access over a narrow easement. Extension of public facilities would be expensive.

Importance as Open Space: This parcel is important as a part of the Historic Park and Trail System. It contains a large segment of the Diggins hydraulic mining site and serves as a critical trail connector between the BLM parcels described in Site 2. The site provides good cover and browse for woodland animals and is an important winter habitat for blacktail deer. Some good habitat for open land wildlife such as pheasant also is included. Due to severe slopes and potential erosion hazards, paths, interpretive sites, and trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Construct one or two single-family dwellings while acheiving reduced tax assessments due to reduced potential to develop.

Treatment: Conduct negotiations with the owner to discover potential tax advantages of designation as Special Protection or other beneficial possibilities of allowing two dwellings while preserving and interpreting the Diggins hydraulic mining features and providing fenced trail access to interpretive points at the head of the Diggins through easement, purchase, or donation.

## Site 15

Owner : Crum/Moore  
Taxlot #: the westerly portions of tax lots 1506 & 1507, AMP 37-2W-31  
Address: None  
Acreage: 7.38 and 7.5 respectively

### General Description

The site is located in the hills in the west part of the city, between the parcels described in Site 2. At present, vehicular access to the site exists on the east from a narrow frontage on South Oregon Street. This area is characterized by steep slopes usually exceeding 20%. Vegetation has cleared off for the most part in preparation for subdivision platting. The southwestern portion is severely disturbed by a hydraulic mining site known as the "Diggins" as identified in Jacksonville Survey number 701 in the "1993 Historic and Cultural Resource Inventory".

Limitations: Severe limitations exist on intensive development due to the steep slopes and a single access point at the base of the slope. Without a second access point, any future subdivision would be forced to a long, winding, uphill cul-de-sac. Extension of public facilities will be expensive, thereby encouraging maximization of density.

Importance as Open Space: This site is important as a part of the Historic Park and Trail System. It contains a large segment of the Diggins hydraulic mining site and serves as a critical trail connector between the BLM parcels described in Site 2. Due to severe slopes and potential erosion hazards, paths, interpretive sites, and trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Develop single-family subdivision with view lots.

Treatment: Designation of the southwesterly portion of the sites as Special Protection and conduct negotiations with the owner to discuss collecting density, potential tax advantages, or other beneficial possibilities of preserving and interpreting the Diggins hydraulic mining features and providing trail access through easement or donation.

### Site 16

Owner : Cochran  
Taxlot #: tax lot 2200, Assessor's Map Page 37-2W-32BB  
Address: None  
Acreage: 0.11

### General Description

This small, bifurcated parcel is located along the north upslope side of Highway 238 as enters Jacksonville from the west. It is split by the old Highway Right-of-way, which now serves primarily as a driveway access. Slopes are steep and terrain drops off sharply. Vegetation is unmaintained and consists of grasses, scrub oak and small oak trees.

The surrounding areas to the north, south, and west are currently zoned Special Protection. To the east is a City of Jacksonville parcel in a similar bifurcated condition and then additional land owned by Cochran, which, while currently zoned Urban Reserve, is targeted for Cottage Industrial zoning that will be fairly intensive.

Limitations: Slope, size, and the split nature of the parcel severely limits its potential for development.

Importance as Open Space: The parcel could be combined with Site 6 as part of the overall Historic Park and Trail System. It is also a component of the Historic Entrance Viewshed to the downtown core from Highway 238.

Owner's Development Plans: To realize the maximum possible value from the property.

Treatment: Designation as Special Protection and conduct negotiations with the owner for the exchange of this property with the City of Jacksonville property to the east which the owner may then consolidate with the bulk of her property in order to realize its maximum value.

## Site 17

Owner : Gordan  
Taxlot #: tax lot 3100, Assessor's Map Page 37-2W-32BB  
Address: None  
Acreage: 0.39

### General Description

This parcel is located on the west side of the city across the street from the Peter Britt Gardens amphitheater in direct line of the music projection. It is accessed from Fir Street, which is blocked off during Britt performances. The parcel is in an unmaintained natural state with grasses, madrone and scrub oak. Under current zoning, this parcel could be split into two 85' by 100' residential lots facing Fir.

Limitations: Slope is steep, along with the access, which is blocked off during Britt performances. The parcel is in direct line of the music projection.

Importance as Open Space: Property is next to the site of the annual Peter Britt Gardens Music and Arts Festival and may serve as an ancillary feature for that regional attraction so that the noise and access limitations are no longer of concern. It could also serve as a buffer for the fire hazards of the Urban/Wildland interface.

Owner's Development Plans: Construct one or two single-family dwellings.

Treatment: Designation as Special Protection and encourage the County to conduct negotiations with the owner for purchase or other beneficial possibilities that support the Britt entertainment functions.

## Site 18

Owner : Bennett  
Taxlot #: tax lot 500, Assessor's Map Page 37-2W-32BC  
Address: 355 South Oregon Street  
Acreage: 1.95

### General Description

This large mid-city parcel is located between South Oregon and Third. Slopes are minimal and terrain is gentle dropping down to the Daisy Creek along the eastern boundary. Landscaping is well manicured. It is the site of the old Eagle Brewery and its estate-like grounds have been kept intact as part of an artist's studio.

The surrounding areas are zoned Single-Family Residential, as is this parcel. It could easily be divided into four lots, although more may be possible with astute design.

Limitations: Few limitations for development exist for this site other than Daisy Creek.

Importance as Open Space: The parcel is a key mid-city open space, breaking up the density of development. Its landscape beauty, along with the natural feature of Daisy Creek, combine to make this an idyllic setting. Frequently serves as a refuge for deer and other wildlife.

Owner's Development Plans: Establish a program to use the facilities and grounds as an artist-in-residence center that is managed by an educational institution in perpetuity.

Treatment: Designation as Historic Core performance zoning, facilitate the owner's development plans, and conduct negotiations with the owner to secure a conservation easement for the preservation of the open space attributes.

### Site 19

Owner : Elias  
Taxlot #: tax lot 6200, Assessor's Map Page 37-2W-32BC  
Address: 580 Applegate Street  
Acreage: 1.45

### General Description

This trapezoidal parcel constitutes an entire city block between Elm, Oak, South Oregon and Applegate Streets. Terrain has been dramatically altered by historic mining of Rich Gulch as identified in Jacksonville Survey number 701 in the "1993 Historic and Cultural Resource Inventory". The Gold Marker declaiming this as the site of the first discovery of gold is immediately adjacent to this property (see Jacksonville Survey number 716).

The surrounding areas are zoned Single-Family Residential, as is this parcel. It could easily be divided into two lots, although more may be possible with astute design.

Limitations: The mining has left little of the site in a condition to develop. Resultant lots would be in low, gullied situations that would demand a significant amount of fill and engineering.

Importance as Open Space: The parcel is important as a remnant mining feature. Its severely disturbed terrain, now overgrown with trees and shrubs, frequently serves as a refuge for deer and other wildlife and as a playground for children.

Owner's Development Plans: Preserve the natural state of the drainage, but construct one additional single-family dwelling on the northwest corner of the property.

Treatment: Designation as Special Protection and conduct negotiations with the owner to discover potential tax advantages or other beneficial possibilities.

## Site 20

Owner : The City of Jacksonville  
Taxlot #: tax lot 100, 104, 105, and 601, Assessor's Map Page 37-2W-32BD  
Address: None  
Acreage: 20

### General Description

This large parcel known as the Beekman Woods is located in the hills on east side of the city, south of the Beekman House (Site 21) and South Stage Road as enters Jacksonville from the east. It is accessed from Laurelwood Drive, and serves as cornerstone of the Historic Park and Trail System, along with Site 1. This site is characterized by steep slopes. Vegetation consists of grasses, madrone, fir and pine trees.

Limitations: Slope is the major limiting factor on this site, along with access. Steep slopes create severe limitations to almost all forms of intensive development.

Importance as Open Space: The site is plainly visible from all areas of the city and provides a scenic backdrop to the city. The site provides good cover and browse for woodland animals. Due to slopes and potential erosion hazards, paths, interpretive sites, and trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Use as a Natural Park, with trails and a handicapped access area.

Treatment: Designate as Special Protection and preserve its natural and historic character of Jacksonville, while improving with trails and a handicapped access area.

## Site 21

Owner : Jackson County  
Taxlot #: tax lot 101, Assessor's Map Page 37-2W-32BD  
Address: 470 California Street  
Acreage: 1.71

### General Description

This elongated, historic parcel known as the Beekman House is located south of South Stage Road as enters Jacksonville from the east. It is accessed from Laurelwood Drive, and functions as an important "Living History" museum for the Southern Oregon Historical Society. This site is fairly level with its historic features concentrated to the north and the rear, southerly portion left in an unmaintained state.

Limitations: Few limitations for development exist for this site other than historic importance of the existing structure.

Importance as Open Space: The site is of key historic importance and an attractor of large volumes of visitors, and has substantial parking opportunities. The site is also a critical entrance to the Historic Park and Trail System, through Site 20. Its level nature in the unutilized rear portions would facilitate handicapped and general public access to enjoying the Beekman Woods.

Owner's Development Plans: Use as a "Living History" museum.

Treatment: Designate as Special Protection and utilize its parking opportunities in the unutilized rear portions to develop an attractive entrance to the Beekman Woods for the handicapped and the general public.

## Site 22

Owner : Woods  
Taxlot #: tax lot 100, Assessor's Map Page 37-2W-32CB  
Address: 755 South Third Street  
Acreage: 5.7

### General Description

This large rectangular parcel is located off the east side of South Third Street, near its intersection with Sterling and Graham. It was recently logged over. Slopes are fairly gentle to steep and terrain climbs the ridgeline to the east. Vegetation is natural and consists of grasses, scrub oak, madrone, and pine trees. The parcel could be accessed from Third, Fourth, or Fifth, and its entire northern boundary is fronted by an unbuilt street called Cleveland.

The surrounding areas to the north, south, and west are currently zoned single-family. The properties to the south are targeted for Hillside Residential - 20 zoning. To the east is an area on top of the ridgeline, that while currently zoned Urban Reserve, is targeted for Special Protection zoning (see Site 24).

Limitations: Slope is the major limiting factor on this site.

Importance as Open Space: The site is plainly visible from all areas of the city and provides a scenic backdrop to the city. It is also a component of the Historic Viewshed Corridor for South Third Street. The site provides good cover and browse for woodland animals. Due to slopes and potential erosion hazards, trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Construct a single-family dwelling, shop/garage, and guest house, and then preserve the rest for as open space, restoring the former spring that was capped off over fifty years ago.

Treatment: Designation as Special Protection and conduct negotiations with the owner to discover potential tax advantages or other beneficial possibilities. Facilitate the restoration of the spring. The Transportation Plan shows a need for contour connection between Fourth Street and the properties to the south; this might be accomplished through a pedestrian/bicycle connection that can serve as a fire access in case of emergencies.

### Site 23

Owner : Denn  
Taxlot #: tax lot 200, Assessor's Map Page 37-2W-32CB  
Address: 770 Sterling Street  
Acreage: 0.37

#### General Description

This small triangular parcel is located between Sterling and South Third Street, near their intersection with Graham. It is part of the Daisy Creek drainage and edges can be dramatic. Vegetation is natural and consists of blackberry, madrone, and pine trees. Slopes are fairly gentle to steep. The parcel could be accessed from Sterling, but not Third.

The surrounding areas are currently zoned single-family.

Limitations: Sharp terrain, Daisy Creek, and setback constraints limit the potential for development at this site.

Importance as Open Space: The parcel has fish and wildlife habitat benefits and are part of the Daisy Creek floodplain. It is also a component of the Historic Viewshed Corridor for South Third Street. The site provides good cover and browse for woodland animals.

Owner's Development Plans: Construct a single-family dwelling.

Treatment: Designation as Special Protection and conduct negotiations with the owner to discover potential tax advantages or other beneficial possibilities.

### Site 24

Owner : Sergeant  
Taxlot #: the westerly portions of tax lot 400, Assessor's Map Page 37-2W-32CA  
and tax lot 500, Assessor's Map Page 37-2W-32CD  
Address: None  
Acreage: Tax lots 400 and 500 encompass 7.8 and 8.12 acres respectively

#### General Description

These large rectangular parcels are located on the ridgeline east of South Third Street, near an unbuilt street called Harrison. Slopes are steep and terrain climbs the ridgeline to the east. Vegetation is natural and consists of grasses, scrub oak, madrone, and pine trees. The parcels will likely be accessed from the east, through the Stagecoach Hills subdivisions, when development does take place.

The surrounding areas to the north and west are currently zoned single-family, but are targeted for Special Protection and Hillside Residential - 20 zoning respectively. To the east is an area on top of the ridgeline, that while currently zoned Urban Reserve, is targeted for Hillside Residential - 40 zoning. To the south is County Woodland Resource zoning.

Limitations: Slope is a major limiting factor on this area, along with access. Extension of public facilities to this area will be expensive.

Importance as Open Space: The site is plainly visible from all areas of the city and provides a scenic backdrop to the city. It also provides good cover and browse for woodland animals. Due to slopes and potential erosion hazards, trails are the only common recreational facilities suited to the site.

Owner's Development Plans: Develop the easterly portions of the ridgeline as a Planned Unit Development and preserve the westerly portions as open space and trails, provided density can be collected off from that acreage.

Treatment: Designation of the westerly portions as Special Protection and allow the lost density to be collected off from the westerly open space and trail portions. Negotiate to exchange the vacation of Harrison Street for the maximum amount of open space and trail feasible.

### Site 25

Owner : Jackson County  
Taxlot #: tax lot 400, Assessor's Map Page 37-2W-32CA  
Address: 250 North Oregon Street  
Acreage: 4,000 square feet

### General Description

Jacksonville Museum and surrounding open space areas and accessory buildings. A more detailed description of this historical building is the topic of a full description in the City's 1980 historical inventory. The museum, as well as other county-owned historical sites and structures are administered by the Southern Oregon Historical Society.

Limitations: Highway 238 is routed in front of the site.

Importance as Open Space: Its large mature trees in combination with the magnificence of the structure create a very formal stately place in the City. Its grounds serve as a favorite picnic area and site of special events.

Owner's Development Plans: Maintain as a public museum.

Treatment: Designation as Special Protection.

## Site 26

Owner : Medford School District 549C  
Taxlot #: tax lot 400, Assessor's Map Page 37-2W-32CA  
Address: 655 Huener Lane  
Acreage: 1.3

### General Description

Jacksonville Elementary School. A relatively new facility is sited on this level campus which is bounded on the southeast by Daisy Creek and on the northeast by the Medford Irrigation District Canal. Single-family residential development lies on the other side of the canal and multi-family zoning is on the south and west sides of the campus. The facility takes access from both Huener and Shafer Lanes.

Limitations: Surrounding development and difficult access.

Importance as Open Space: The campus serves as an attractive recreational facility for the youth and athletes of the City. Its playground facilities and track are popular destinations.

Owner's Development Plans: Maintain as a public school.

Treatment: Designation as Special Protection. Encourage School District to continue to allow public usage of the grounds.

## Site 27

Owner : City of Jacksonville  
Taxlot #: tax lot 400, Assessor's Map Page 37-2W-32CA  
Address: None  
Acreage: 23.84

### General Description

Jacksonville Cemetery. A more detailed description of this historical site is the topic of a full description in the City's 1980 historical inventory.

Limitations: The intractable dead.

Importance as Open Space: The site not only provides a unique and perpetual open space for the community, but is also of considerable historical significance. Many of Jacksonville's founding fathers and original families are interned there. A more detailed description of its significance is presented in the City's 1980 historical inventory. Gentner's Fritillary, Fritillaria gentneri Gilkey, has been identified on this site.

Owner's Development Plans: Maintain as a public cemetery.

Treatment: Designation as Special Protection. A Cemetery Preservation and Restoration Plan was prepared in 1989, which includes Historic, Open Space, Wildlife and Botanical Habitat

recommendations and is incorporated by reference herein. Based upon its significant tourism and open space values, this property should be incorporated into the Historic Park and Trail System.

### **Site 28**

Owner : White  
Taxlot #: the easterly portions of tax lot 2203, Assessor's Map Page 37-2W-30  
Address: 325 Paradise Ranch Road  
Acreage: 9.39

#### **General Description**

This trapezoidal parcel is located between the City Cemetery and Paradise Ranch Road. It is currently a white oak woodland in a relatively natural state with one residence located on the property. Slopes are gentle and terrain is slightly rolling on the east and steep on the west. Vegetation consists of grasses, scrub oak and small oak trees with scattered pines. The parcel is crisscrossed with deer paths and improvised hiking trails. It takes legal access off from Paradise Ranch Road through a long flagpole.

The surrounding areas to the north, south and west are currently zoned Urban Reserve and await the extension of the UGB before commencing development. To the east is the Jacksonville Cemetery.

**Limitations:** Providing adequate fire access and through connectivity for vehicles is a key concern given the Urban/Wildland Interface issues related to developing this property.

**Importance as Open Space:** The easterly portions are important as buffering around the cemetery and portions of the parcel have a history of being used for public hiking in a secluded setting.

**Owner's Development Plans:** Divide and construct one additional single-family residence.

**Treatment:** Swap property with Site 6 to ensure a 80-foot buffer along the west cemetery boundary.

### **Site 29**

Owner : Card  
Taxlot #: the southeasterly portions of tax lot 2200, Assessor's Map Page 37-2W-30  
Address: 345 Paradise Ranch Road  
Acreage: 8.76

#### **General Description**

This trapezoidal parcel is located between the City Cemetery and Paradise Ranch Road. It is currently a white oak woodland in a relatively natural state with one residence located on the property. Slopes are gentle and terrain is slightly rolling on the east and steep on the west.

Vegetation is consists of grasses, scrub oak and small oak trees with scattered pines. The parcel is crisscrossed with deer paths and improvised hiking trails. It takes legal access off from Paradise Ranch Road through a long flagpole.

The surrounding areas to the north, south and west are currently zoned Urban Reserve and await the extension of the UGB before commencing development. To the east is the Jacksonville Cemetery.

Limitations: Providing adequate fire access and through connectivity for vehicles is a key concern given the Urban/Wildland Interface issues related to developing this property.

Importance as Open Space: The southeasterly portions are important as buffering around the cemetery and portions of the parcel have a history of public hiking in a secluded setting.

Owner's Development Plans: Preserve potential for residential development

Treatment: A 50-foot setback along the cemetery boundary is recommended.

### Site 30

Owner : Stewart  
Taxlot #: tax lot 6100, Assessor's Map Page 37-2W-32BC  
Address: 625 South Oregon Street  
Acreage: 0.34

### General Description

This trapezoidal parcel is located on the southerly corner of Elm and South Oregon Streets. Terrain has been dramatically altered by historic mining of Rich Gulch as identified in Jacksonville Survey number 701 in the "1993 Historic and Cultural Resource Inventory". The surrounding areas are zoned Single-Family Residential, as is this parcel. It could be divided into two lots.

Limitations: The mining has made the site difficult to develop. Resultant development would be in low, gullied situations that could demand a significant amount of fill and engineering.

Importance as Open Space: The parcel is important as a remnant mining feature. Its severely disturbed terrain and frequently serves as a refuge for deer and other wildlife.

Owner's Development Plans: Construct one additional single-family dwelling.

Treatment: Ensure that future development allows adequate drainage and minimizes alteration of the configuration of the mining remnants.

### Site 31

Owner : Wall  
Taxlot #: tax lot 6101, Assessor's Map Page 37-2W-32BC  
Address: 630 Applegate Street  
Acreage: 0.54

#### General Description

This trapezoidal parcel is located at the westerly corner of Elm and Applegate Streets. A single-family residence is situated on the southerly corner of the property. The terrain on the northwest half of the lot has been dramatically altered by historic mining of Rich Gulch as identified in Jacksonville Survey number 701 in the "1993 Historic and Cultural Resource Inventory". The surrounding areas are zoned Single-Family Residential, as is this parcel. It could be divided into three lots, although one additional parcel is more probable.

Limitations: The mining has left half of the site in a difficult condition to develop. Resultant development in that area would be in low, gullied situations that could demand a significant amount of fill and engineering.

Importance as Open Space: The parcel is important as a remnant mining feature. The northwest half is severely disturbed terrain and frequently serves as a refuge for deer and other wildlife.

Owner's Development Plans: None known.

Treatment: Same as Site 30.

With this updated open space element, a commitment has been established for the preservation, acquisition, development and maintenance of the above described properties and facilities. Therefore, the City of Jacksonville shall:

1. Provide facilities that can satisfy the needs of residents and, likewise, be an attraction to and provide recreational opportunities for the visitors to the community.
2. Further develop the parkland acquisition and development plan and programming in accordance with community growth and projected park demand. The City shall accomplish treatments according to the preceding plan, secure lands, and embark on a program of developing and maintaining such facilities.
3. Adopt an official map that will identify the planned areas for parks, new natural areas, conservation areas and trails. Development which would compromise the intended use of the land shall be limited. The City will attempt to permit some beneficial use of the land prior to acquisition. Where only a portion of the property is required for park or open space use, development can occur on the remainder of the property. When only a small portion of the property is required for a public purpose, and the new development will benefit from the public area, dedication may be required. When development is possible, if the City does not have the funds available for the intended purchase within a reasonable amount of time, the City shall release the land from the Parks designation and allow the development consistent with other plan policies.
4. Identify land to be preserved by means of Special Protection designations. This shall limit or prohibit development on future park land and critical open space land.
5. Encourage school-park joint developments.
6. Coordinate and cooperate with public and semi-public, as well as private entities in providing for the recreational, cultural, open space, natural and scenic area needs for the citizens and coordinate with such entities any programs undertaken by the city for acquisition of land and development of similar type facilities and/or services. Agencies should include Jackson County, the Bureau of Land Management, and educational organizations. Private property purchases to acquire localized open space is encouraged.
7. Develop the system of corridors, linear park routes and trails outlined in the Park and Open Space map. Encourage interconnections between park, open spaces, bicycle paths, easements, irrigation ditches, scenic roadway routes, railroad rights-of-way, etc.
8. Establish, where possible, trails along non-urbanized sections of stream corridors, ensuring that stream ecology and any residences are protected. Prohibit development that would prohibit stream corridors from being utilized for trails. Preservation may also be accomplished through acquisition, easements or other means that secure flood plain areas for native trails, foot paths or as natural, aquatic and wildlife habitat preserves.
9. Preserve, protect and direct the wise utilization of identified natural wildlife habitats.
10. Encourage the development of private common open space areas in new residential developments to offset the demand for additional public parks.

11. Require that new residential developments minimize impacts upon the established park and recreational facilities, particularly as it relates to the needs created by the new residents resulting from such development. New subdivision developments may dedicate lands or pay fees in lieu of dedication for park and recreational purposes. An option shall be made available whereby a person developing a property or properties may elect to complete the construction of a "City Park", "Neighborhood Park", or "Specific-use park" to specifications mandated by the public park needs in existence when development permits are issued in lieu of Park System Development Charges. Determination of whether the park being proposed meets the definition of a "Public Park" included in the City's Open Space Plan, and whether the proposed facilities are needed, shall be made by the Jacksonville Planning Commission; however, final approval of a waiver of SDCs will be made by the City Council.
12. Require all new residential, commercial and industrial developments to be designed and landscaped to a high standard to complement the proposed site and the surrounding area.
13. Encourage improvement programs for existing areas with consideration to such items as exterior maintenance, landscaping, signs, and underground placement of utilities.
14. Require, where possible, that the original vegetation be retained and require the restoration of new vegetation if it is removed.
15. Require street trees in all new residential, commercial and industrial developments.
16. Develop a tree resource inventory, a plan for preservation and renewal of trees of stature and native species, long range maintenance plan, a plan to promote the greater use of trees and shrubs on both public and private land, and plan to educate the public regarding benefits of trees on public right-of-ways.
17. Increase the portion of the city covered by a tree canopy, especially parking lots and other paved areas.
18. Cooperate and coordinate with the business associations and Chamber of Commerce to inform visitors to the community of the recreational facilities available. Encourage private enterprise to develop and maintain those types of active and passive park and recreational activities which would relieve the necessity for major public investment in the same facilities and services.
19. Shall protect views as irreplaceable assets through cooperation with Jackson County.
20. Include the benefits of the planned unit development (PUD) process as it relates to the provision of needed open space and preservation of scenic resources as part of a Hillside Residential zoning district. Jacksonville shall encourage the use of planned unit development and cluster housing, especially in areas where conventional development is limited by topography, adverse soil conditions and existing natural features.
21. Develop an urban forest interface fire control plan. Trails shall be posted for no smoking. Active forest management of the Historic Park and Trail System for fire suppression shall be exercised, while maintaining and re-constituting native plants. Regular security patrols shall be provided.

#### Finding of Fact IV:

In order to update its Comprehensive Plan, compliance with Goal 5 must be assured. According to OAR 660-16-000, the city had to first prepare an inventory of Goal 5 resource sites and determine if each proposed resource site is a resource site of significance. Once this analysis of significance was complete, the City had three options regarding what to do with the specific resource:

- (1) The City may choose to not include the resource on the inventory.
- (2) The commission may delay the Goal 5 process.
- (3) The commission may include the resource in the plan inventory.

If the third option is chosen the commission must proceed on to the next stage of the Goal 5 analysis. An inventory update was prepared; some sites were rejected and those sites found to be significant were then analyzed in accordance with option 3.

OAR 660-16-005 requires that the City identify conflicts with the use of inventoried historic sites, and evaluate the economic, social, environmental and energy (ESEE) consequences of those conflicting uses. Once the nature of the conflicting uses and the ESEE consequences were identified, the City sought to resolve those conflicts. Conflicts are resolved in one of the following three ways:

- (1) The City may decide to protect the resource site.
- (2) The City may decide to allow conflicting uses fully.
- (3) The City may decide to limit conflicting uses.

The City decided to limit conflicting uses. According to OAR 660-16-010, based on the determination of economic, social, environmental and energy consequences, a jurisdiction must "develop a program to achieve the goal". To implement its decision the City may be very area-specific with these implementation measures.

Conclusion: Satisfied. Much of the Open Space element revolves around Goal 5 and the proposal would directly provide for the fulfillment of Goal 5 through the preservation of needed open spaces. A complete ESEE analysis of the City's updated Open Space Comprehensive Plan element documenting satisfaction of all Goal 5 requirements is contained in "Production C" of Ordinance #442 and hereby referenced and adopted.

#### Finding of Fact V:

In addition to Goal 5, the proposal to adopt the Open Space Element of Jacksonville Comprehensive Plan as attached is required to comply with and conform to all other Statewide Planning Goals.

Statewide Goal 7, Natural Hazards, states that areas subject to natural hazards should be evaluated as to the degree of hazard present. Proposed developments should be keyed to the degree of hazard and to the limitations on use imposed by such hazard in the planning areas.

**PRODUCTION B**  
**Findings of Fact**  
**for the Jacksonville Open Space Element**

Finding of Fact I

On August 16, 1984, the Land Conservation and Development Commission (LCDC) acknowledged the City's land use plan, which included Chapter Five: Parks, Recreation, Open Spaces - Natural and Scenic Resources, as complying with the statewide planning goals. This chapter was not subject to challenge in subsequent court actions and therefore remains acknowledged.

Therefore, an update of the Open Space Element of Jacksonville's Comprehensive Plan is subject to the Review and Amendment procedures established in the Jacksonville Comprehensive Plan (page 238) which requires conformance with the Statewide Planning Goals and consistency with other unamended portions of the Comprehensive Plan.

The attached Open Space proposal is subject to conformance with the Statewide Planning Goal 5 in particular, similar to the Historic Element, and therefore, they have been analyzed for Goal 5 compliance together in the referenced ESEE document due to their intimate interrelationships. The additional Goal 5 changes comprised in the Open Space element amendment are subject to the Comprehensive Plan Amendment Process found in ORS 197.610.

Finding of Fact II

In accordance with the post-acknowledgement Review and Amendment procedures established in the Jacksonville Comprehensive Plan (page 238), the Planning Commission is authorized to initiate amendments to the Comprehensive Plan. It did so through an public inventory process which culminated in a series of workshops with property owners conducted in 1994 and 1995. Based upon these workshops, the Planning Commission developed an updated inventory of resources.

The first public hearing before the Planning Commission on this matter was held on January 10, 1996 with the record held open for 15 days thereafter. The hearing took testimony on the significance of the proposed inventory and the Economic, Social, Environmental, and Energy (ESEE) consequences of the proposal. A second hearing was then scheduled for April 10, 1996 in order to allow the public to review and comment on the changes that occurred as a result of the first hearing.

After proper public notice and advertisement, a hearing before the City Council to review the Planning Commission's Open Space Element recommendations was held on June 18, 1996. After reviewing the testimony received, the City Council deliberated and decided to enact an ordinance that adopts the Planning Commission's recommendations with modifications.

### Finding of Fact III

The City has a history of litigation dealing with open space and urban growth areas and densities. The complications have been numerous and have affected a wide range of property owners and citizens of the town on issues such as development of steep slopes and preservation of deer habitat in an urban setting. In *1000 Friends of Oregon v. the City of Jacksonville*, 1 LCDC 302 (1978), it was determined that "Open Space includes not only land in forest and agricultural areas, but includes lands in Urban areas as well." In *Collins v. LCDC*, 75 Or App 517 (1985), the discussion of Jacksonville's open space resources were a key issue wherein it was stated that "the wooded hillsides have been determined to be unsuitable for future urban uses." This proposal includes specific property preservation measures and broader zoning treatments.

Open Space issues have branched out into other arenas besides woodland settings. *1000 Friends of Oregon v. Jacksonville* also determined that the City's establishment of an off-street parking district with the historic district of downtown Jacksonville was declared invalid because the City approved it without

- (1) determining its impact on historic values and open space,
- (2) without developing a program to protect the City's historic values; and
- (3) without showing that the ordinance would be consistent with such a program.

Hence, any parking program must be analyzed, an adequate statement of findings and reasons that would show that any proposed ordinance would not adversely affect Goal 5 and the historic character of the city's core area.

In *Collins v. LCDC*, open space in Jacksonville's downtown core was again at issue and it was ruled that any regulations affecting such open space requires identification and evaluation of conflicts over use of open spaces around historic buildings. The emphasis appeared to be leading toward building-to-lot ratios, although neither such ratios nor on-site parking are specifically required. This proposal includes interim zoning requirements and a proposal to develop a specific development plan for the downtown area.

*Collins v. LCDC*, which addressed Goal 14, Urbanization, contentions through shrinking the Urban Growth Boundary (UGB) into the interior of the City Limits, resulted in the intermingling of open space and growth issues. The secondary effect of that retraction action was to temporarily protect open space under an Urban Reserve designation. The City does not believe that the UGB is an appropriate tool for open space protection and will be reviewing its adjustment so it can serve the function for which it was intended. Therefore, the City is proposing to amend its Open Space Element first in order to provide for the proper land use protection measures.

The amendments include protection measures for the following Goal 5 resources: Open Space, Wildlife Areas and Habitats, Ecologically and Scientifically Significant Natural areas, Scenic Views and Sites, and Recreational Trails, however, another Goal 5 resource is involved with this proposal: historic resources.

Statewide Goal 8, Recreation, requires that recreational plans be developed (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.

Statewide Goal 10, Housing, requires that buildable lands for residential use be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density. ORS 197.295 (1) states that "buildable lands" includes both vacant and developed land likely to be redeveloped. OAR 660-08-005 (2) further states that "buildable land" means residentially designated land within the urban growth boundary that is not severely constrained by natural hazards or subject to natural resource protection measures.

Statewide Goal 14, Urbanization, states that plans should designate sufficient amounts of urbanizable land taking into account (1) the growth policy of the area, (2) the needs of the forecast population, (3) the carrying capacity of the planning area, and (4) open space and recreational needs.

Conclusion: Satisfied. The City is currently undergoing periodic review and other major planning actions such as the relief of LCDC's enforcement order. The proposals would directly provide for the fulfillment of the above Goals through the preservation of needed open spaces, and the development of resource-compatible zoning ordinances.

As to Goal 7, areas subject to natural hazards were evaluated as to the degree of hazard present and hillside residential zoning, urban/wildland interface overlay, and/or greenway planning were imposed. Proposed developments were keyed to the degree of hazard and to the limitations on use imposed by such hazard by encouragement of clustered density, intensified fire/access standards, the preservation of the most sensitive areas, and the establishment of a greenway/trail system. Accordingly, the buildable lands was reduced by the affected areas.

As to Goal 8, the preceding plans were developed (1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.

As to Goal 10, a buildable lands inventory is included in this proposal and the comprehensive plan map adjusted in accordance with OAR 660-08-010 to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels and allow for flexibility of housing location, type, and density. The inventory has been tempered by the needs of Goals 5 and 7 as allowed under OAR 660-08-005 (2).

As to Goal 14, the proposed element allows the City to designate sufficient amounts of urbanizable land taking into account the open space and recreational needs. While no change in the UGB is included in this present action, these proposals may lead to the Jackson County Planning Commission, in coordination with the Jacksonville Planning Commission, updating the City's Urban Growth Boundary (UGB). These current proposals will serve as a precursor to the discussion by helping to establish the Comprehensive Planning patterns inside the UGB.

The proposal would not conflict with any other Statewide Planning Goals.

Finding of Fact VI:

The proposal to adopt the Open Space Element of Jacksonville Comprehensive Plan as attached is required to comply with and conform to all other unamended Comprehensive Plan Goals and Policies.

The Goal of the Citizen Involvement Chapter of the Jacksonville Comprehensive Plan is "TO PROVIDE OPPORTUNITY FOR THE CITIZENS OF JACKSONVILLE TO BE INVOLVED IN THE ONGOING CITY PLANNING PROCESS",

The Goal of the Environmental Setting Chapter of the Jacksonville Comprehensive Plan is "TO PRESERVE AND PROTECT THE PHYSICAL AND NATURAL ENVIRONMENT IN AND AROUND JACKSONVILLE TO ASSURE PRESENT AND FUTURE RESIDENTS A HIGH QUALITY AND LIVABLE COMMUNITY",

The Goal of the Forest and Agricultural Lands Chapter of the Jacksonville Comprehensive Plan is "TO PROMOTE THE WISE AND SAFE UTILIZATION OF FOREST AND AGRICULTURAL LAND AND ENCOURAGE THEIR EFFICIENT CONVERSION TO URBAN USES",

Policy #3 of the Environmental Setting chapter of the Jacksonville Comprehensive Plan requires that the City "create and maintain a quiet and healthful urban environment for citizens who live, work and play in Jacksonville",

Policy #4 of the Environmental Setting chapter of the Jacksonville Comprehensive Plan requires that "development in areas adjacent to streams and those characterized by steep slopes shall be limited and regulated to the extent necessary to minimize risk to acceptable levels",

Policy #6 of the Environmental Setting Chapter of the Jacksonville Comprehensive Plan requires that the City "encourage the preservation of fish and wildlife habitats and natural vegetation in steep hillside areas and along creeks inside Jacksonville",

Policy #7 of the Environmental Setting Chapter of the Jacksonville Comprehensive Plan requires that the City "preserve and enhance the scenic character of Jacksonville", and

Policy #1 of the Forest and Agricultural Lands Chapter of the Jacksonville Comprehensive Plan requires that the City "maintain forest areas inside Jacksonville to provide for buffering, outdoor recreation, open space and for the safe use of those resources produced on forest lands".

Conclusion: Satisfied. The preceding proposals are a result of an extensive public input and refinement process beginning with the 1991 Vision Statement process, continuing through the City's Future Fair in the fall of 1994 to the present.

As a result of a 1991 Visioning process, the following Citizen Advisory Committee (CAC) policy recommendations were made:

CAC Policy 3(A) To preserve and enhance scenic and natural environments and open spaces, which include a park system and wildlife habitat areas.

CAC Policy 3(B) To ensure that the development code is carefully structured and adhered to, so that the consequences of growth are minimal and do not jeopardize the city's beauty.

CAC Policy 3(C) To provide an integrated system of scenic trails, and protect and enhance historic features.

CAC Policy 6(D) To maintain and support the Jacksonville cemetery.

The proposals would directly provide for the fulfillment of the above Goals and policies, along with the above citizen-drafted vision policies through the preservation of needed open spaces.

The proposal would not conflict with any of the City Comprehensive Plan Goals or policies. The closest these proposals come to conflict would be in the interpretation of the phrase "urban uses" in the Goal of the Forest and Agricultural Lands Chapter, "TO PROMOTE THE WISE AND SAFE UTILIZATION OF FOREST AND AGRICULTURAL LAND AND ENCOURAGE THEIR EFFICIENT CONVERSION TO URBAN USES". The City's contention is that open space is an urban use and therefore, the conversion is accomplished through the open space proposal.

The Planning Commission hearing process provided the final components to the ESEE analysis and after the initial hearing was completed, the Planning Commission identified and evaluated conflicting uses so that a full ESEE document was prepared for the City Council.

#### Finding of Fact VII:

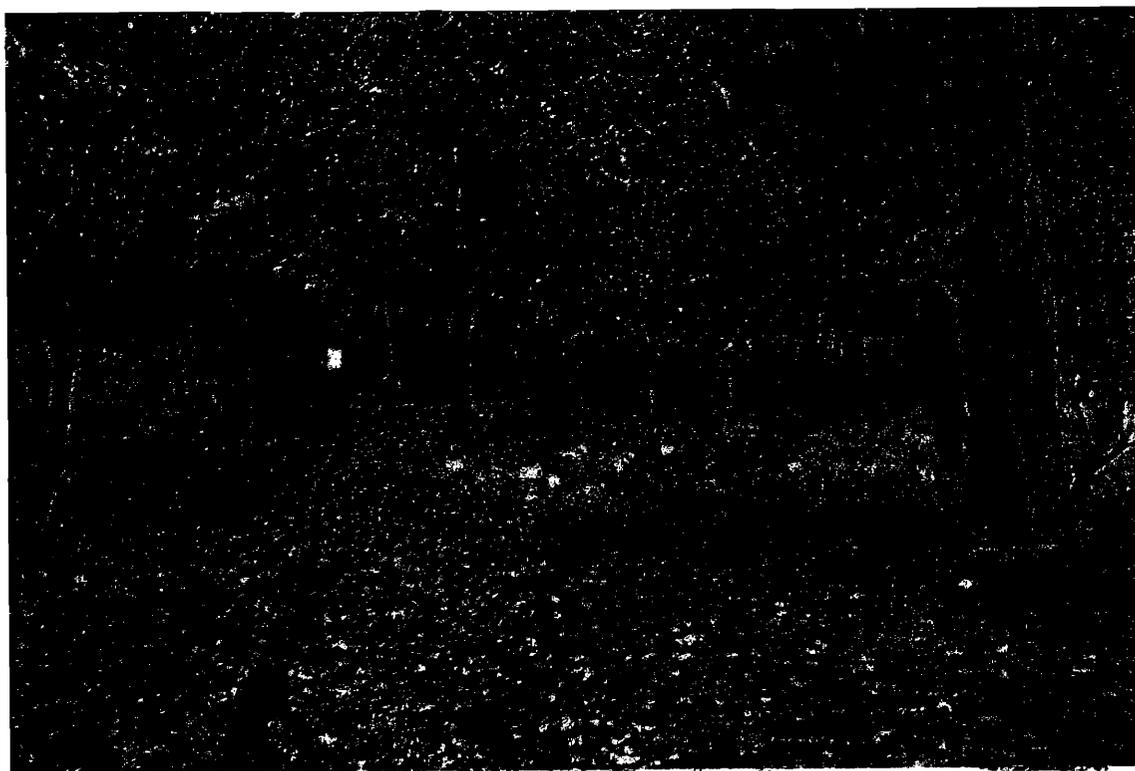
Finally, the LCDC concluded in its 1983 Continuance Order that, in order to comply with Goal 14, the City must amend areas zoned SR-20 and SR-40 from suburban to urban designations. The City is responding to those concerns through these proposals by creating an urban designation that recognizes special topographic, fire, and viewshed concerns.

## CHAPTER EIGHT

# JACKSONVILLE'S ENVIRONMENTAL ELEMENT

The following statement was developed by the citizens of Jacksonville during the 1991 Vision Statement process and serves as the basis for this chapter:

*"We value living in a small city that is in harmony with its natural beauty and seek to build for the future with this in mind".*



### GOAL

**To preserve and protect the natural environment in and around Jacksonville in order to assure present and future residents a livable community with a high quality of life, to promote healthy and sustainable riparian areas and wetlands, and to minimize natural hazards.**

## **Introduction**

The 1,184 acres bounded by the corporate limits of the city contain a broad variety of environments ranging from almost pristine natural areas with plentiful wildlife to urban concentrations without trees or plant life other than flower boxes or an occasional mullein growing out of the disintegrating mortar between historic bricks. These lands present some very unique opportunities and some very severe limitations. In almost every civic discussion or action, it soon becomes apparent that the community of Jacksonville is extremely sensitive to the wealth and fragility of its environmental resources.

Since Jacksonville's ecosystem is such an important factor to the overall livability and essence of the community, the Element is predicated upon the finding that the natural environment must be considered in every planning decision. In order to accomplish this, the components of Jacksonville's natural setting are individually analyzed in detail in the following sections of this document:

**Location**  
**Topography and Drainage**  
**Climate**  
**Geology, Soils, and Natural Hazards**  
**Streams and Riparian Areas**  
**Wetlands**  
**Vegetation/ Wildlife**  
**Urban Forestry**  
**Energy**  
**Air Quality**  
**Noise Hazards**

Following the analysis are a series of Goals, Policies, and Implementation Measures in each section that address specific concerns

## **Location**

The City of Jacksonville is located in southwest Oregon, absolute location 42 degrees 18 minutes north latitude, 122 degrees 57 minutes west longitude. Jacksonville is approximately 170 miles south of Eugene, 32 miles southeast of Grants Pass and 5 miles west of Medford. The area lies on the western edge of the Bear Creek Valley with the downtown at an elevation of approximately 1,570 feet.

## **Topography and Drainage**

Jacksonville is located on an alluvial fan at the western edge of Bear Creek Valley. Elevations vary from 1,400 to 1,600 feet above sea level. Most of the study area lies along the eastern margin of the Klamath Mountain range. Jacksonville is bordered on the south and west by mountainous terrain and on the north and east by the flat margins of the Bear Creek Valley.

Jacksonville and the immediate surrounding area is transected by numerous small streams and natural drainage ways, most of which are ephemeral and drain in a generally northeasterly direction toward the Rogue River. Major water courses in the area include: Jackson Creek, Walker Creek, Daisy Creek, and the Phoenix Canal, which is part of the Medford Irrigation District (MID).

### Climate

Jacksonville has a moderate climate with distinct seasonal characteristics. ( See Figures 1 and 2) The annual average temperature is 53 degrees Fahrenheit, with an average low of 36.6 degrees Fahrenheit and an average high of 71.7 degrees Fahrenheit. The precipitation measured at the Medford Experimental Station shows an annual average of 21.3 inches per year. This is comparatively low when looking at our coastal neighbors at the same latitude. This is because Jacksonville is in the rain shadow of the Klamath Mountains.

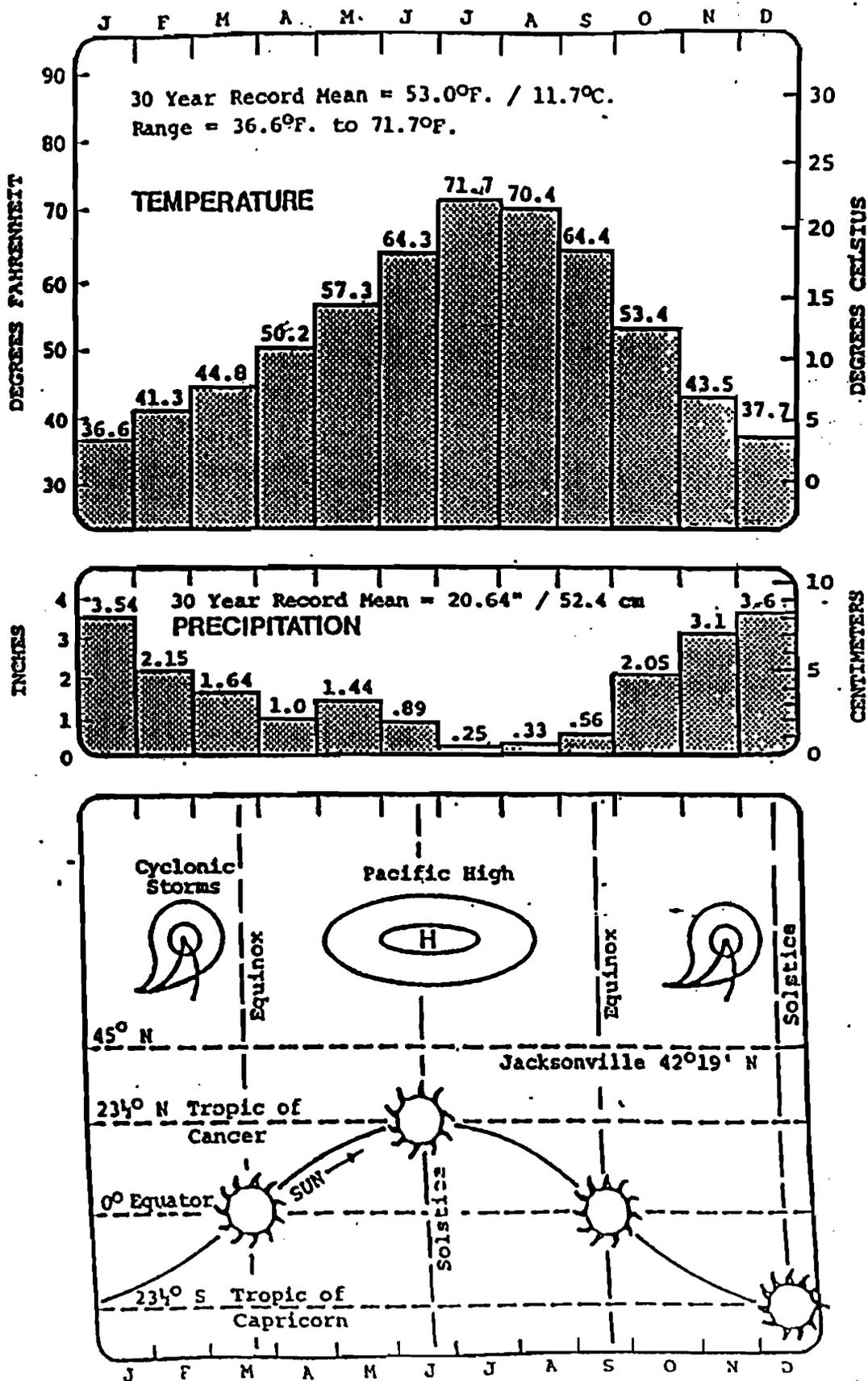
Spring temperatures (April- June) are typically moderate with average daily temperatures in the high 40's and 50's with moderate precipitation.

Summer months, particularly July and August, are hot and dry. During the late summer months maximum daily temperatures average 88 degree Fahrenheit, with occasional readings of 100 degrees or more. July and August both average 15 days per month with maximum temperatures of 90 degree F or more. The slight precipitation that falls in the summer months typically is accompanied by thunderstorm activity.

Fall and winter are characterized by mild temperatures brought by moist marine air masses. The average temperature falls slightly below freezing (32 degrees Fahrenheit). Most of the average annual precipitation arrives in the fall and winter months. Snow fall rarely accumulates on the floor of the Bear Creek Valley and when it does it rarely lasts longer than 24 hours. In the surrounding mountains above 3000 feet precipitation, often in the form of snow, can exceed 70 inches per year. The snow in the surrounding mountains provides recreational activities and water storage for agricultural use in the dry summer months.

**CONCLUSION:** The physical location of Jacksonville is an important attribute. It has allowed the City to develop in a manner not consistent with regional development dominated by the I-5 corridor. In addition, physical location on the western fringe of the Bear Creek Valley has influenced weather and climate, which consists of warm dry summers and lower average rainfall than generally found in the region.

Figure 1

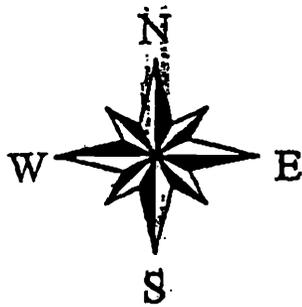


Climograph for Jacksonville, Oregon.

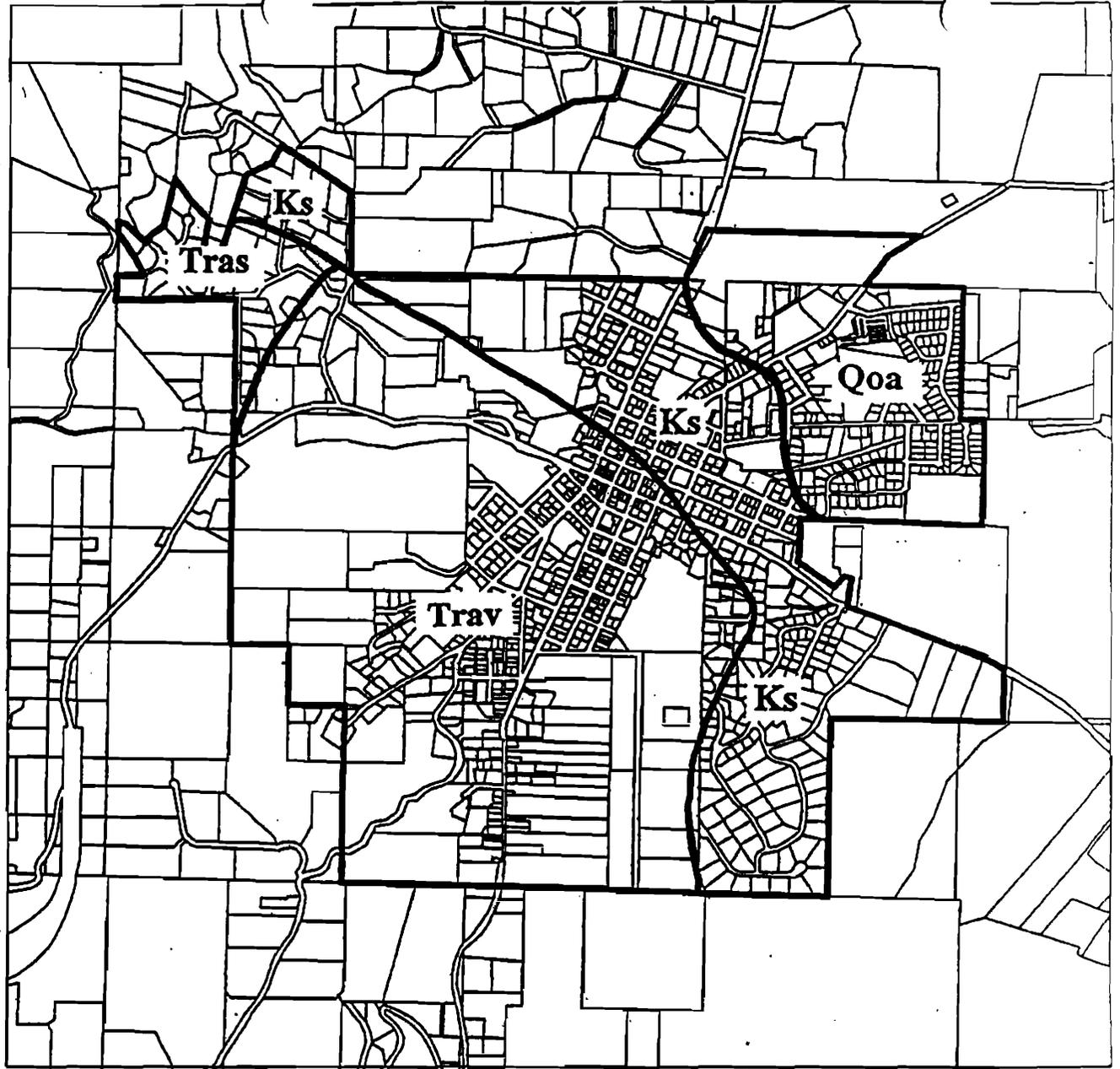
# GEOLOGY

## LEGEND

- Ks** Hornbrook Formation  
(Sandstone)
- Tras** Applegate Group  
(Quartzite, Chert, Limestone, Marble)
- Trav** Applegate Group  
(Gneiss, Feldspar, Silica)
- Qoa** Alluvium  
(Sand, Gravel, Silt)



MAP 1



# City of Jacksonville

# Geology, Soils, and Natural Hazards

## Geology

The Jacksonville study area lies on the eastern side of the Klamath Mountain physiographic division of Oregon on the western fringe of the Bear Creek Valley. The mountains to the west of Jacksonville rise 2,000 to 5,000 feet and consist largely of pre-tertiary strata that have been folded, faulted and in places intruded by granite rocks and serpentine masses.

Since Jacksonville lies on the edge of the Bear Creek Valley, a number of geologic formations occur within the study area. (See Map 1)

**Alluvium (Qoa)** - The Bear Creek Valley to the east of Jacksonville consists of recent alluvium deposits resulting from the meandering of Bear Creek. These alluvial deposits make up a majority of the prime agricultural lands of the area.

**Applegate Group (Tras) and (Trav)** Much of the land to the west of Jacksonville is part of the Applegate group. The formation resulted from folding and metamorphism producing a series of steeply-dipping metavolcanic and metasedimentary layers. The Tras group is prevalent within and directly west of the City. It contains quartzite, chert, limestone and marble. The Trav group occurs further to the west and contains gneiss, feldspar, and silica.

**Hornbrook Formation (Ks)** Portions of Jacksonville lie on or adjacent to (north and south) the Hornbrook formation. The rocks were folded and deformed during the late middle Cretaceous period and lie upon older formations. Gold has been mined from conglomerate at the base of this formation in Jacksonville.

**Intrusive Rock (Kjd)** A small mass of intruded granitic rock lies north of Jacksonville. The most common rock types are diorite, gabbro, basalt and rhyolite.

The geologic hazards of the Jacksonville study area are assessable by means of a document prepared by the State of Oregon Department of Geology and Mineral Industries, titled Land Use Geology of Central Jackson County, Oregon, published in 1977. This inventory and analysis of geological hazards was conducted on a countrywide basis; however, elements of it can be applied to and are related to the study area. In Jackson County, mass land movement, slope erosion, high ground water and ponding, stream flooding, stream erosion and disposition, seismic activity and expansive soils are documented as the major causes or potential causes of natural disasters and hazards. Those hazards applicable to the study area are discussed below.

## **Mass Movement**

Mass movement comes in several types: deep bedrock slumps and slides, earthflow, steep-slope mass movement (debris flow, debris avalanche), creep and potential mass movement. All of these types of mass movement are caused when gravity exceeds the force that holds the soil in place, called shear resistance. The amount of vegetation in an area contributes to the stability of the soil by holding the soil in place with the vegetative root systems. Occurrences of mass movement have been documented to be confined to areas where there currently exists little human settlement. The Jacksonville area has not been found to have experienced such occurrences, either by natural conditions or those inducted by human activities. The area does, however, have the potential if human activities on hillsides are not controlled to prevent mass movement hazards. In 1999, the Oregon Legislature passed Senate Bill 12, which recognizes the hazards caused by fast moving landslides. The State of Oregon is in the process of preparing statewide maps that define the areas where landslide hazards are present. Based upon these maps, the City may be required to adopt specific requirements relating to landslides.

## **Slope Erosion**

The soils on most hillsides of 20 percent slope or greater are considered to have a high erosion hazard. In the Jacksonville study area, these consist of Brader, Debenger, Ruch, Manita, Vannoy and Voorhies soil series. (See Map 2) A high erosion factor means that soil movement is expected to accelerate in response to rainfall and runoff. This erosion does not include larger more permanent channels or stream-bank erosion. Dominant factors that control erosion are land use, land cover, slope, soil type and rainfall intensity. Soils composed primarily of silt and fine-grained sand are easily eroded. A shallow depth to bedrock measurement on steep slopes is also known to increase erodibility because of decreased infiltration and increased runoff. The areas contained on Map 2 illustrate areas of greater than 20% slope based on soil types and are therefore determined to be hazard areas. Areas of gentler slopes (1 to 20 percent) generally have a moderate or low erosion hazard.

## **Seismic Hazards**

The shaking of the earth's surface along with a release of energy along an active fault is called an earthquake. The geographic location above the focus point, within the earth's crust, is the epicenter. The crustal structure and tectonic behavior of Oregon is very complex, and the historic record is short. There is no information available on relative crustal rock strength, and there are no identified active faults exposed at the surface within the study area.

The largest earthquakes in the study area were Mercalli intensity IV (Richter equivalent 4.3), and occurred prior to accurate records being kept. It can be expected that earthquakes of this magnitude will occur in the future. Earthquakes are of particular concern in the downtown core area, where many of the buildings are constructed of unreinforced masonry and are, therefore, more susceptible to seismic events. In 1996, an

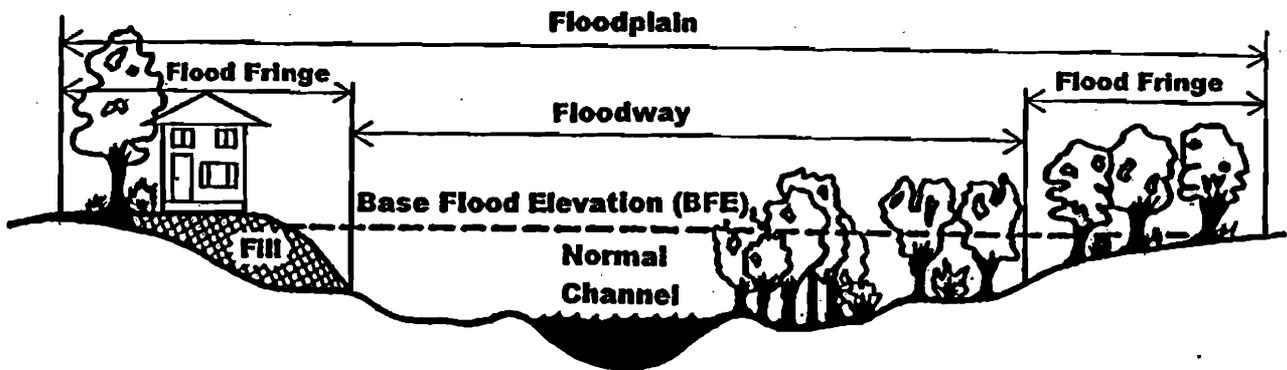
earthquake occurred on the eastern side of the Cascades, centered around Klamath Falls. The effects of that seismic event were felt in the study area, most noticeable was the affect on wells in the surrounding rural area as the bedrock shifted.

**Stream Flooding**

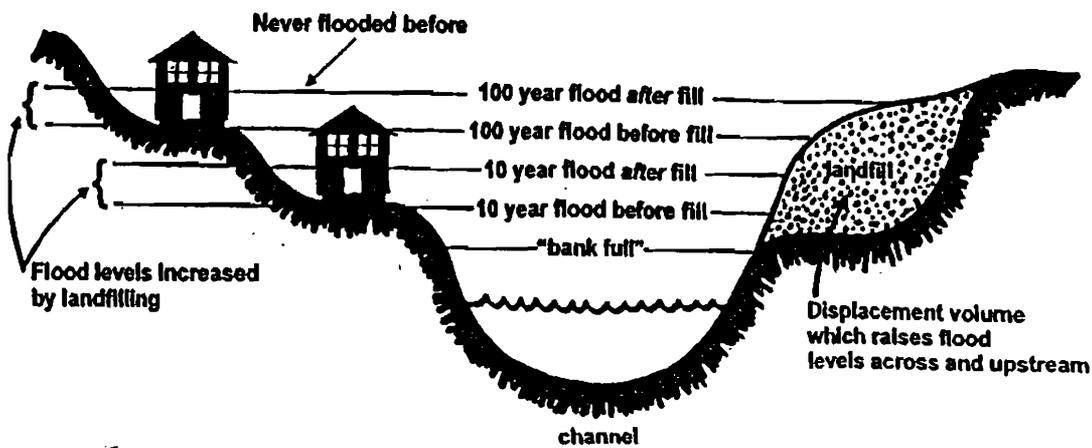
The two identified sources of flooding in Jacksonville are Jackson Creek and Daisy Creek. Major floods in the area are typically a result of heavy snowfall combined with a sudden warm rain. One area of specific concern along Jackson Creek is the intersection with the MID canal.

Stream flooding information for Jacksonville is assessable by means of the Flood Insurance Study, City of Jacksonville, Oregon, completed in 1979 by the U.S. Department of Housing and Urban Development, Federal Insurance Administration. Figure 2 illustrates the mechanics of and terms associated with stream flooding. See Map 3 for the approximate location of the 100-year and 500-year floodplains.

Figure 2

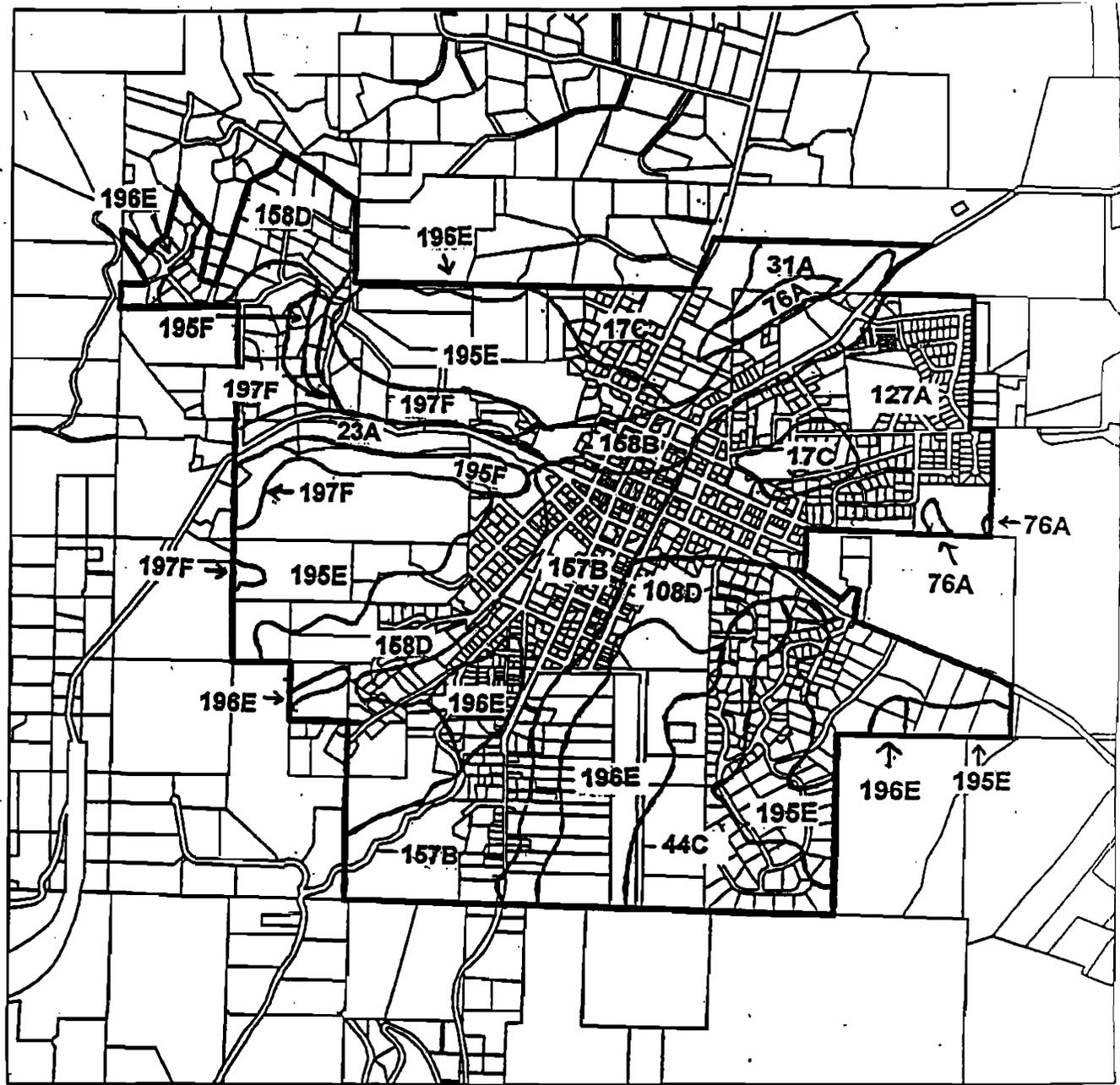


**Too much fill causes the river to rise higher...**



# SOILS

		percent slope	erosion hazards
17 C	Brader Degenger loams	1-15	X
23 A	Camas Newberg Evans complex	0-3	
31 A	Central Point sandy loam	0-3	
34 B	Coleman loam	0-7	
44 C	Debenger Brader loams	1-15	X
76 A	Gregory silty clay loam	0-3	
108 D	Manita loam	7-20	X
127 A	Medord silty clay loam	0-3	
157 B	Ruch silt loam	2-7	
158 B	Ruch gravely silt loam	2-7	
158 D	Ruch gravely silt loam	7-20	X
195 E	Vannoy silt loam	12-35	-X
195 F	Vannoy silt loam	35-55	X
196 E	Vannoy silt loam, south slope	12-35	X
197 F	Vannoy Voochies complex	35-55	X



MAP 2

# City of Jacksonville

**FEMA Flood Hazard Areas**

**City Limits**



**Tax Lots**

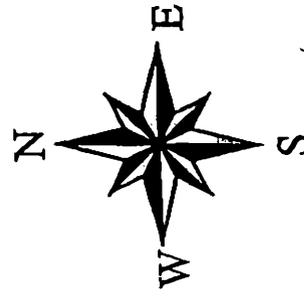


**Flood Plains**

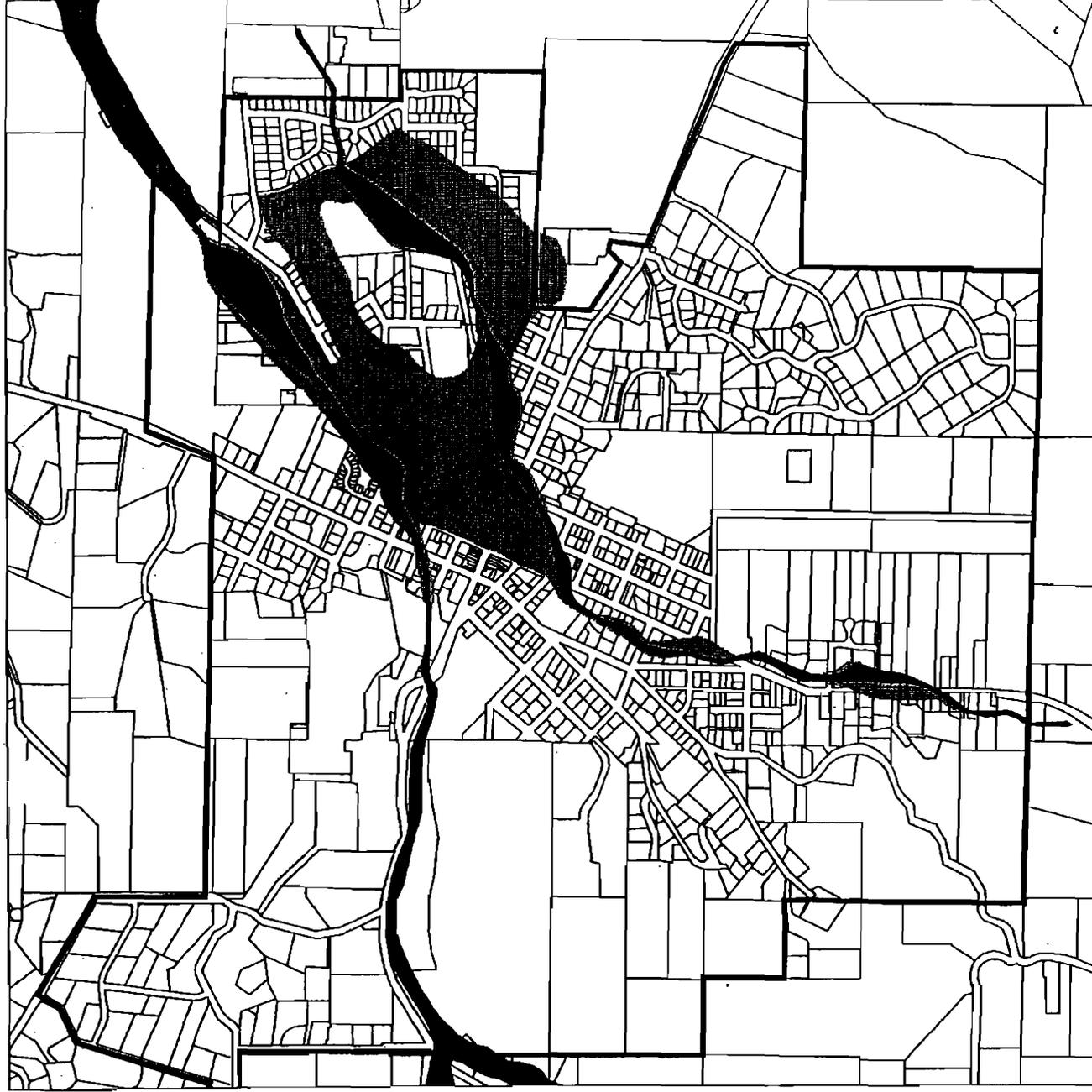
**100-Year**



**500-Year**



**MAP 3**



## **Wildland Fires**

A desire for a rural living environment on the fringes of urban areas has created an increased risk of wildland fires in what is called the Urban/Wildland Interface. In the City of Jacksonville, the Urban/Wildland interface is an overlay district that is contained in Chapter 17.40 of the Unified Development Code and includes the the fringe areas of the city. Typically, the interface is an area where residential development comes into contact with natural vegetation that can contribute to rapid fire spread and additional fuel loading. Some of the fire-related issues addressed by the Urban/Wildland district include the provision of two street accesses, the use of low combustion construction materials, the creation of fuel breaks pursuant to OAR 660-06-035, driveway length, grade, and design, and filing of fire safety plans.

## **CONCLUSIONS:**

Geology and soil types contribute to relatively stable areas for development within the City, however, issues of slope and erosion are considered important issues. Seismic events (earthquakes) are a cause for concern, especially in the downtown area. Stream flooding is a natural hazard that can be affected by the built environment, and needs to be examined. Wildland Fire hazards are a recognized part of the urban/rural interface area.

## **GOALS, POLICIES AND IMPLEMENTATION MEASURES**

**GOAL:** To prevent to the greatest extent possible injury and property loss in areas defined as hazard areas, including areas subject to slope erosion, flooding , and wildfire.

### **POLICIES:**

1. The City shall identify areas characterized by steep slopes with the potential for slope erosion.
2. The City of Jacksonville shall review areas prone to slope erosion and develop comprehensive site design, grading, and erosion control measures.
3. The City recognizes the potential of earthquake activity and seeks to minimize the damage to our built environment.
4. The City will identify areas of potential stream flooding using data from the Federal Emergency Management Agency (FEMA) as well as local knowledge.

5. The City shall encourage the Medford Irrigation District to install a siphon at the intersection of the MID ditch and Jackson Creek in order to reduce stream flooding
6. The City recognizes the importance of a City-wide Emergency Plan.
7. The City shall update its Emergency Plan to take into account natural hazards
8. The City will continue to develop standards and ordinances that regulate development in areas prone to slope erosion and stream flooding.
9. The City shall endeavor to minimize the potential loss of life and property due to wildland fires.
10. The City shall comply with the requirements of Senate Bill 12 at such time as a determination of applicability can be made and the required regulations implemented.

#### IMPLEMENTATION MEASURES:

1. The City shall review and update Section 15.12, Flood Damage Protection, of the Municipal Code according to the most recent FEMA guidelines in order to insure that stream flooding hazards are minimized.
2. The City Fire Chief shall establish a program to educate the public about wildland fire safety and develop an inspection program to assure the performance standards contained in Chapter 17.40 are being met.

■ The City shall pursue the development of a Historic Preservation Fund which would be used, in part, to encourage and assist local building owners to take earthquake mitigation measures including seismic retrofit of historic buildings.

**Resources:** *Geologic Hazards map, Land Use Geology of Central Jackson County.*  
*Flood Insurance Study, City of Jacksonville, Oregon. 1979.*  
*Flood Insurance Rate Map, City of Jacksonville, Oregon.*

## Streams and Riparian Areas

The Oregon Administrative Rules requires communities to protect riparian areas as a Goal 5 resource. A riparian area is classified as the area adjacent to a river, lake, or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem. The City of Jacksonville contains one Class I stream, Jackson Creek, and one Class II stream, Daisy Creek, both of which are intermittent streams (see Map 4). Both are considered to be significant riparian corridors. There are also a number of ephemeral and intermittent water courses within the City that serve as natural drainage ways and are not classified as Class I or II streams.

Riparian areas serve several important functions, including the enhancement of water quality, flood management, thermal regulation, and wildlife habitat.

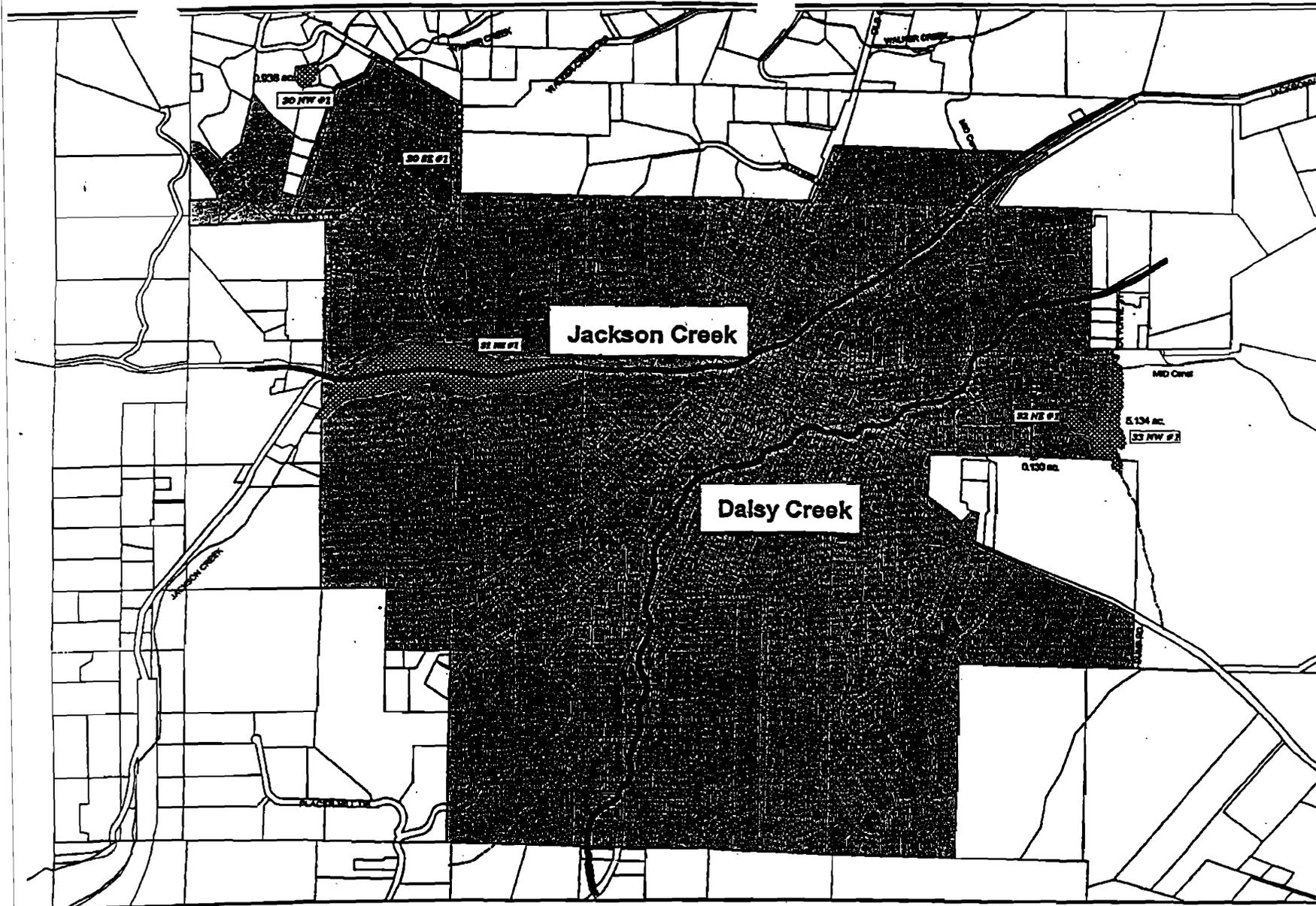
### Flood Management

Riparian areas reduce the force and volume of floodwaters. Woody vegetation is especially effective resisting floodwaters and reducing its velocity. Drainage modifications, increased impervious surfaces, vegetation removal, and the filling of floodplains and wetlands without careful engineering impair the ability of the system to accommodate floods.

### Planning For Riparian Wildlife Needs

The main objective of riparian wildlife management is to provide for overall biodiversity within riparian zones, create and maintain viable habitat areas, and cool water as it flows downstream. Wildlife maintenance within the riparian zone is accomplished either by 1) landscape planning, or 2) the establishment of uniform riparian buffers that meet all life history needs of the species.

“The maintenance of resident and anadromous fish populations depends largely upon the quality of the aquatic habitat in which they reside. Research indicates that salmonids require freshwater habitat with cool water temperatures, adequate pool habitat for rearing and overwinter survival, clean substrate for spawning and incubation, cover from predators, abundant large woody debris, an adequate invertebrate food source and stable stream banks. The combination of these parameters within an aquatic area determines the capability of the habitat to maintain fish populations. The relative abundance or lack of these necessary parameters is largely a function of the health of the riparian area (Riparian Classification and Protection Goals.....10).” The Riparian Classification and Protection Goals recommends steps to create healthy riparian habitat.



**JACKSONVILLE**

**LEGEND**

- Wetlands \*
- Streams
- Drainage
- Taxlots
- City Boundary

\* From Local Wetlands Inventory

N

500 0 500 Feet



Last Revision: May 19, 1999  
TWW

**MAP 4**

To reduce sediment the report suggests that the following measures should be taken:

1. Maintain large woody debris in all stream channels to facilitate the trapping of suspended sediments and to reduce the rate of downstream transport to critical fish habitats.
2. Maintain riparian zone vegetation along first and second order streams to reduce sediment input from streamside erosion, and to filter and trap sediments from upland and suspended sources.
3. Apply Best Management Practices to road construction and maintenance, and timber harvest activities to reduce the delivery of sediment from upland sources. Monitor and evaluate these Best Management Practices on a regional basis and modify existing rules as necessary.

The two identified riparian corridors in Jacksonville are heavily urbanized, and there are limited opportunities for preservation of existing riparian vegetation. The City is currently undertaking a riparian revegetation plan on sections of Jackson and Daisy Creeks.

#### Water Quality

Undisturbed, densely vegetated riparian areas trap sediments, inhibit erosion, and filter runoff from impervious surfaces, lawns, etc. Jackson Creek is included on the final 1998 Water Quality Limited Streams – 303(d) List maintained by the Department of Environmental Quality. The listing reflects fecal coliform levels in excess of standards and summer water temperatures exceeding 64 degrees F.

In order to assist in addressing this problem, the City is a Designated Management Agency (DMA) in the Bear Creek Watershed Nonpoint Source Total Maximum Daily Load (TMDL) compliance program. The program was implemented in 1989 to address ongoing water quality problems in Bear Creek, and is administered by the City's Public Works Department in Jackson Creek. TMDLs were established for ambient levels for total phosphate, five-day biological oxygen demand, ammonia, and chlorine. In July of 1998, the DMAs were recognized by the Environmental Quality Commission for their excellent progress to reduce the above-mentioned pollutants. While Bear Creek is still water quality limited in a number of other parameters, the City will continue to actively participate in the Nonpoint Source TMDL compliance program as a new compliance schedule is developed.

**CONCLUSION:** The viability of the existing riparian areas and stream health of Jackson and Daisy Creeks provide an important public benefit to the citizens of Jacksonville and the region. The importance arises from natural resource value, historic significance, open space and pedestrian connections, and impact on the Bear Creek watershed. Steps need

to be taken to enhance the functionality and aesthetic components of Jackson and Daisy Creeks.

## **GOALS, POLICIES AND IMPLEMENTATION MEASURES**

**GOAL:** The City shall protect, restore, and maintain stream corridors to maintain water quality and to provide open space and wildlife habitat.

### **POLICIES:**

- 1. Protect, maintain, enhance and restore the functions and values of stream corridors, including maintenance of water quality, storm and flood water conveyance, fish and wildlife habitat, open space, and aesthetic values.**
- 2. Identify stream corridors within the UGB on the Comprehensive Plan Map.**
- 3. The City shall emphasize protection rather than mitigation of stream corridor functions and values.**
- 4. Enact and enforce standards and ordinances which regulate development, including filling and grading, within delineated stream corridors, stream corridor buffer areas, and buffer edges. These regulations shall require:**
  - a. Preservation of the functions and values of stream corridors;**
  - b. No net loss of the total inventoried area of stream corridors within Jacksonville;**
  - c. Preservation of stream corridors, stream corridor buffer areas and buffer edges through dedication, deed restrictions, covenants and other means as a condition of development approval for properties containing such features.**
- 5. Require activities which use stream corridors to be compatible with the preservation of stream corridor functions and values. These activities include uses such as private development, public and private recreation, surface water management and flood control.**
- 6. Require the review of any development proposal that could impact stream corridors with the appropriate local, state, and federal agencies.**
- 7. Require all development proposed within or adjacent to stream corridors to:**
  - a. Incorporate and maintain stream corridor features, functions and values in the project design such as stream banks, riparian vegetation, and fish and wildlife habitat, and;**

- b. Dedicate land or easements to preserve stream corridors and adjacent riparian areas.
8. Allow innovative site and building design, including the clustering of buildings to preserve stream corridors.
9. Prohibit diversion or impoundment of streams from their natural channels, except where:
  - a. Diversion would return a stream to its original location; or,
  - b. A stream channel occupies all or most of a legally created lot; or,
  - c. An impoundment is designed to reduce flooding or improve water quality.
10. Restore and enhance the environmental quality of streams, including continued participation in the Bear Creek TMDL program.
11. Design and construct public works projects to preserve existing stream banks and adjacent riparian vegetation.

#### IMPLEMENTATION MEASURES

1. Use streams to enhance water quality and control.
2. The following activities shall be regulated by the City of Jacksonville, the US Army Corps of Engineers, Division of State Lands, and the Oregon Department of Fish and Wildlife as required by state and federal law:
  - Excavation or dredging of material
  - Placement of fill material
  - Alteration of stream banks or a stream course, including installing rip rap for erosion protection
  - Ditching and draining
  - In-water construction (Some examples include driving piles, utility line crossing under streams, road crossing, etc.)
  - Riparian enhancement
4. The City shall adopt a Safe Harbor approach as required by OAR660-23-90 to protect and enhance the riparian corridors. The resulting ordinance shall become a part of Title 18 of the Jacksonville Municipal Code.
5. The City shall encourage the placement of habitat-enhancing features such as large rocks and large woody debris in streams in order to enhance in-stream riparian habitat.

### **State and Federal Regulations**

The following regulations apply to any party that intends to dredge, excavate, fill, drain, alter or conduct construction activities in waters of the state.

**Federal Clean Water Act. Sections 401-404.** Federal law requiring permits or licenses to comply with state water quality standards.

**33 CFR 320-330.** Federal regulation requiring permits for the discharge of dredged or fill material into waters of the United States. Administered by the U.S. Army Corps of Engineers.

**OAR 340-48-005 through 040.** State regulation requiring certification for alteration or construction in natural waterways under Section 401 of the Clean Water Act. Administered by DEQ.

**OAR 141-85-005 through 090.** State regulation requiring permits prior to removal or fill of material in waters of the state. Administered by Oregon Division of State Lands.

## Wetlands

Wetlands in urban areas serve a variety of roles in achieving community needs and objectives, including recreational and educational opportunities, preservation and diversification of plant and animal species, improvement of water quality, and hydrologic control such as stormwater management. In order to comply with Goal 5 requirements for wetland protection, specific regulations must be adopted in Title 18 of the Jacksonville Municipal Code. These would serve to regulate activities in and around locally significant wetlands.

Through the Local Wetlands Inventory (LWI) process set up by the Division of State Lands (DSL), the City has identified four wetland areas. (The Jacksonville LWI and accompanying map, individual wetland identification sheets and wetland characterization answer sheets which describe the functions and characteristics of the identified wetlands are contained in **Appendix A**).

**CONCLUSION:** Wetlands serve important functions throughout the community and should be protected according to state and federal regulations.

### **GOALS, POLICIES, AND IMPLEMENTATION MEASURES**

**GOAL:** To protect, maintain, enhance and restore wetlands.

**POLICIES:**

1. Protect, maintain, enhance, and restore the natural functions and values of wetlands including enhancement of water quality, flood protection, fish and wildlife habitat, open space, and natural areas.
2. Enact and enforce standards and ordinances which regulate development, including filling and grading, within delineated wetlands, wetland buffer areas, and buffer edges. These regulations shall require:
  - a. Preservation of the natural functions and values of wetlands;
  - b. No net loss of the total inventoried area of wetlands within Jacksonville;
  - c. That wetlands which are designated as "distinctive natural areas," are forested or which contain rare or endangered plant or animal species shall have the highest level of protection, and;
  - d. Preservation of wetlands, wetland buffer areas and buffer edges through dedication, deed restrictions, covenants and other means as a condition of development on properties containing such features.

3. Require activities which use wetlands to be compatible with the preservation of wetland functions and values. These activities include uses such as public and private recreation, surface water management and flood control.
4. Require the review of any development proposal that could impact a wetland with the appropriate local, state, and federal agencies.
5. Require all public and private development, including fill, removal and grading, proposed within or adjacent to wetlands to:
  - a. Incorporate and maintain wetland features, functions and values in the project design such as ponds, streams, marshes, wetland vegetation, and fish and wildlife habitat.
  - b. Preserve non-invasive vegetation and provide and maintain buffer areas around wetlands, and;
  - c. Prevent the placement of contaminants or discharge of water pollutants into wetlands or buffer areas.
6. Allow development density on parcels containing wetlands to be transferred to other portions of the development site when wetlands and the required buffer areas are permanently dedicated as open space.
7. Allow innovative site and building design, including the clustering of buildings to preserve wetlands.
8. The City shall emphasize protection rather than mitigation of the functions and values of wetlands.
9. The City shall work with local and state agencies and private landowners to develop educational and recreational uses in and around wetlands in conjunction with the Jacksonville trail system.

#### **IMPLEMENTATION MEASURES:**

1. The City shall adopt wetland regulations which shall be incorporated into Title 18 of the Jacksonville Municipal Code.
2. Utilize wetlands to enhance water quality, recharge groundwater and retain surface runoff.
3. Develop and maintain an inventory of wetlands and their respective natural resource functions and values within Jacksonville's Urban Growth Boundary.

4. Support community efforts to restore and maintain wetlands.

5. Discourage activities and uses within the Urban Growth Boundary which could harm wetlands, such as those whose effects could result in:

- a. Interruption or diversion of water flows.
- b. Discharge of water pollutants or contaminants, including sediment, into wetlands or buffer areas, and;
- c. Negative impacts on adjacent natural systems such as forested areas, wildlife habitat and stream corridors.

## Vegetation/ Wildlife

As noted in the Historic Context Statement, Jacksonville's setting, nestled in among the forested hills at the edge of the Valley, creates a strong impression and forms the backdrop for the entire experience of the city. The existing, intact native plant communities such as the white oak forests reinforce this impression, along with many other factors down to the appearance of individual yards.

Much of the Jacksonville study area is in a "semi-natural" vegetative condition, because most of the area has been subjected to human activities such as logging, clearing, grazing, burning, or a combination of these.

Agriculture— Portions of Jacksonville lie on the edge of Bear Creek Valley. Much of the eastern area of the Bear Creek Valley is under agricultural use, with orchards being the dominant use. Vegetation in the Valley is a mosaic of irrigated pasture, alfalfa, pear orchards, truck crops and riparian habitat. Uncultivated edges of agricultural lands are typified by annual grasses such as wheat grass, bent grass, brome and wild rye. There are also weed and forb species, such as yellowstar thistle, yarrow, wild carrot and American vetch.

Riparian—Vegetation along waterways in the study area are characterized by Oregon Ash, black cottonwood, bigleaf maple, red and white alder, willows and blackberry.

Oak woodland and Shrub Communities—The hills to the north, west and south of Jacksonville are deciduous oak woodland; California black oak, Oregon white oak, deer brush, white-leaved manzanita, poison oak and birch leaf mountain mahogany and scattered ponderosa pine and cedar.

The more xeric areas and disturbed sites are characterized by open grasslands with scattered oak stands and sclerophyllous shrubs such as narrow leaf buckbrush and tanoak.

Mixed Conifer/ Pine Forests—Much of the land on the foothills bordering Jacksonville is vegetated with a diversity of plant species, while Douglas fir is a dominant species; ponderosa pine is present in some areas, along with deerbrush, poison oak and manzanita.

### Endangered species

Gentner's Fritillary—*Fritillaria gentneri* is an endangered species. Gentner's Fritillary has been found on the two westerly ridgetops containing the Britt woods upslope of the Britt Festival grounds, the northerly BLM property and the Jacksonville cemetery. This plant species has been mapped and identified by the SOU Biology department.

*Fritillaria gentneri*



**Endangered Species** : Gentner's Fritillary (*Fritillaria Gentneri*) was listed as a Federal Endangered Species by the US Fish and Wildlife Service in 1999. The largest populations of this plant have been found in the Jacksonville area. Threats to the plant include: logging, human disruption, predation by wildlife, loss of habitat, road building, and trampling by hikers and mountain bikers.

The faunal resources of the Jacksonville area consist of two categories—freshwater and terrestrial.

Freshwater Fauna—A majority of the streams in the study area originate in the eastern Siskiyou Mountains and flow in a northeasterly direction to Bear Creek and then to the Rogue River.

The streams in the study area are Jackson, Walker, Griffin, Horn, Bear and Daisy Creeks. Both Coho salmon and Steelhead trout are anadromous fish in the study area.

Terrestrial Fauna – A wide variety of terrestrial wildlife species are associated with the agricultural, riparian, and oak woodland and shrub communities of the Jacksonville area. Common birds, reptiles, amphibians and mammals are identified in a detailed listing contained in the appendix of the E.I.S.

The black-tailed deer (*Odocoileus hemionis columbianus*) is the most common of the big game mammals in the Jacksonville area. The deer is commonly seen wandering the streets of Jacksonville and grazing in the yards of the city's residents.

The black bear (*Ursus americanus*) and mountain lion (*Felis concolor*) occur in the more remote portions of Jackson and nearby Josephine Counties.

Band-tailed pigeon (*Columbia fasciata*), mountain quail (*Oreortyx picta*), California quail (*Lophortyx californicus*), mourning dove (*Zenaidura macroura*) and ring-necked pheasant (*Phasianus colchicus*) are found in varying numbers throughout the region. The ring-necked pheasant, California quail and mourning dove occur in the greatest numbers in the agricultural areas to the east of the city of Jacksonville.

Racoons and wild turkey are also known to live in Jacksonville, and are frequently found in the hillier areas of the City. The Jacksonville area also contains insect life which is common to the rest of the Rogue Valley.

#### Threatened and Endangered Wildlife

The following species may, at certain times, be found in the vicinity of Jacksonville: Peregrine Falcon, *Falco peregrinus tundrius*. Federal Register—endangered. State—endangered.

Northern Bald Eagle, *Haliaeetus Leucocephalus alascanus*. State—threatened.

Northern Spotted Owl, *Strix occidentalis Caurina*. State—threatened.

## Wildlife and Commercial Logging

Commercial operations will avoid wildlife and not adversely affect habitat that the wildlife is known to use; City officials will be notified if threatened, endangered or sensitive species of wildlife are seen in an operation area. Prior to the approval of a plan of operations, contractors or landowners may be required to conduct surveys for the presence of such species. The construction plans for roads, trails and buildings will avoid known wildlife and habitat. If projects are in the vicinity of known sites, the plans for such sites will be reviewed by City officials and the Oregon Department of Fish and Wildlife. This plan would help insure that Jacksonville remains a wildlife friendly community and it would also help assure Goal 5 compliance.

## Urban Forestry

A Community Forestry Plan is being developed in conjunction with the Environmental Element of the Jacksonville Comprehensive Plan. It will establish policies for the management of trees in public streets, parks, and open spaces; the protection of trees on private property; and all commercial logging activities on land within the City of Jacksonville.

There are many benefits from good management of trees within the City. The more obvious may be those that enhance the natural beauty of the landscape, and protection and enhancement of the historic status of the City. But, there are also economic and practical values, such as enhancement of property values, energy saving realized by shading and cooling buildings, providing cleaner air by absorbing noxious gases, and reducing noise levels.

The City of Jacksonville has a high percentage of tree cover (64%) citywide, a characteristic which it has had for many years. This is partly due to its undeveloped forest tracts, its rural character, and its minimalist attitude toward public improvements. The forested hillsides and open spaces are visible from almost any location in the City. These areas are an integral part of the City's viewshed and historic character, and as such, should be protected.

Population growth and development has the potential of decreasing the tree canopy, but good land management policies can minimize that possibility. It is, therefore, in the interest of the City to establish regulations concerning the protection of its tree canopy.

The City shall have the authority to manage its trees for the general welfare. Property owners, public works agencies, builders and developers are required to preserve living trees of a defined size wherever it is feasible. New construction projects are required to submit plans for the preservation of existing trees, and planting of new trees. When tree removal is approved, replacement will be required. If preservation is in question, the matter shall be referred to the City Forester or other tree care professional for advice.

Questions relevant to conflicts with other City regulations may be referred to the Historical and Architectural Review Commission for interpretation and possible modification.

## **Street Trees**

1. Shade trees shall be required along all City streets, except in the downtown Historic Core Commercial Concentration area unless replacing an existing tree or specified in the Downtown Core Redevelopment Plan. An Approved Street Tree List shall govern tree selection and replacement. Trees chosen for street-side planting should be consistent with the space limitations of the local environment and the function of the street. Large groupings of the same species should be avoided.
2. If utility lines, overhead or underground, exist on one side of the street, trees no larger than 35 feet in mature height shall be planted on that side. It is recommended that trees on the side free of utility lines may be used for planting trees of larger mature size, consistent with lateral space limitations.
3. At street intersections, no tree shall be planted which branches below 8 feet to ensure vision clearance.
4. Appropriate pruning, watering, nutrient feeding, and protection shall be required until the tree is well established. Tree protection devices shall remain in place for as long as required in the opinion of the City Forester.
5. The City's Public Works Department shall conduct regular evaluations of trees in the City right-of-way and on City property. This evaluation shall be documented and shall include a list of hazard trees, trees that need arborist attention, removal and replacement schedules, and all related information.
6. In the case of contract planting, a secured agreement shall be required that ensures replacement planting if the tree does not survive for at least two years.

## **Trees For Parks And Public Open Spaces**

In general, trees approved for planting along City streets are also suitable for parks and other public spaces, such as parking areas. Positive and negative characteristics considered for street tree lists would also apply to parks. However, although trees that grow to a large mature size require extra careful consideration for siting on city streets, this constraint is not as important for trees in parks and other open spaces. While trees over 35 feet in height would not be appropriate under power lines, they could be fine for parks. However, in some instances, - such as small parks close to a street, - the roots of large trees may damage nearby sidewalks, walkways, curbs, and buried or overhead utilities. Therefore, in some park sites large trees may not be appropriate.

Many native Oregon trees do not generally make good street trees. However, they should be considered, and may be approved, for parks and other public landscaping use. Natives and other large conifers should be considered in this category.

Some examples are:

<i>Abies procera</i>	Noble Fir
<i>Acer circinatum</i>	Vine Maple
<i>Acer macrophyllum</i>	Big Leaf Maple.
<i>Cedrus atlantica</i>	Atlas Cedar
<i>Cedrus deodara</i>	Deodar Cedar
<i>Libocedrus decurrens</i>	Incense Cedar
<i>Pinus ponderosa</i>	Ponderosa Pine
<i>Pinus sylvestris</i>	Scotch Pine
<i>Pseudotsuga menzeisii</i>	Douglas Fir
<i>Quercus garryana</i>	Oregon White Oak
<i>Quercus kelloggii</i>	California Black Oak
<i>Sequoia sempervirens</i>	California Redwood

### **Trees Not Appropriate for Street Planting**

#### **Ashes (Fraxinus)**

White Ashes (*fraxinus americana*) They are sensitive to drought conditions, and subject to "Ash decline" or drawback. Other diseases not usually severe, but they are susceptible to borers, sawfly, scale insects, leaf rusts, leaf spots, and cankers. Not a good shade tree.

Green Ashes (*fraxinus pennsylvanica*) are prone to storm damage, requiring frequent pruning, - in additions to the disadvantages of White Ashes.

Cherries (Prunus) Cherries in general are not dependable as street trees, being susceptible to aphids, borers, scales, defoliating insects, and virus diseases. Many are also sensitive to pollution and stresses in general. Flowering Cherries are usually short-lived.

#### **Conifers**

Most Conifers are not considered appropriate for street tree planting because of their large mature size and their branching structure, which begins close to the ground in young trees. More suitable for parks and open spaces.

#### **Crabapple (Malus)**

There are many cultivated varieties of Crabapple, with a wide range of characteristics. Only those considered to be attractive and dependable as street trees are included.

#### **Dogwoods (Cornus)**

Difficult to develop sturdy, straight trunk desired for street trees.

Elms (*Ulmus*)

Although some Elm hybrids can resist Dutch Elm Disease, they are susceptible to elm leaf beetle. They also tend to disrupt sidewalks, curbs, and sewer lines. Most hybrids have not been widely tested.

Hawthorns (*Crataegus*)

Dense branches make pruning difficult where clearance is needed. Unpleasant flower odor. Subject to apple rust, leaf miner, and other diseases.

Honeylocust (*Gleditsia*) Although Honeylocusts tolerate urban conditions, they provide only thin shade, and are subject to many diseases and insects, - such as webworm, borer, spider mites, leaf spot, cankers, and powdery mildew. Also, they are thorny.

Magnolias (*Magnolia*)

Difficult to form into a desirable street tree. Subject to *Verticillium* wilt and scale.

Maples (*Acer*)

Some Maples, especially Sugar and Norway Maples, are sensitive to road salt, heat, compaction, drought, and other urban stresses. Dense shade and surface roots can interfere with lawns, and roots can disrupt paving. Many host sucking insects that excrete sticky fluid. Often susceptible to *Verticillium* wilt and leaf scorch. Two improved cultivated varieties of Norway Maple are included in the approved list.

Mountain-ash (*Sorbus*)

Not long-lived. Some cultivars have weak limb crotches. Susceptible to cankers, leaf rusts, crown gall, scab, leafhopper, scales, and other insects.

Pagodatree / Scholartree (*Sophora*)

All varieties difficult to form into upright street trees. Much shedding of leaves, flowers, and fruits causes litter problems. Susceptible to twig blight, canker, mildew, leaf hoppers, and scale insects.

Serviceberry (*Amelanchier*)

Sensitive to drought, soil compaction, and air pollutants. Subject to infestation by leaf diseases, fireblight, leaf insects, lacebug, sawfly, and borers.

Sweetgums (*Liquidambar*)

Fruits are a nuisance. Susceptible to bleeding, necrosis of bark, leaf spots, webworm, caterpillars, and scale. Large branches often drop off.

Zelkova (*Zelkova*)

Sometimes substituted for Elms, but tend to split at limb crotches because of the narrow angle, and are susceptible to elm leaf beetle.

## **Street Tree Planting Standards**

Street trees are those planted in the strip between the curb or street pavement and the border of the right-of-way.

1. In shoulder strips between 3 to 5 feet, only trees which attain mature heights of less than 35 feet may be planted.
2. In shoulder strips between 5 to 8 feet width, trees with mature heights of up to 50 feet may be planted.
3. Trees which grow to greater than 50 feet shall be planted in shoulder strips of greater than 8 feet width.
4. Trees of over 35 feet height at maturity may not be planted under utility lines.
5. On streets with public sidewalks, only trees without branches below 6 feet may be planted.
6. Minimum size at planting shall be 2 inches DBH, and 8 feet in height.

The following further minimum standards for the placing of street trees are required:

1. Centered between curb and sidewalk, at least 2 feet from curb.
2. At least 10 feet from driveways, handicap ramps, utility connections and fire hydrants.
3. At least 15 feet from streetlights, - farther for large trees.
4. At least 15 feet, from storm sewer Inlets.
5. At least 30 feet from intersections.

## **New Development and Construction**

### **Planning Requirements Concerning Trees**

1. Prior to any site alterations, a thorough inventory and mapping of the location, species, and condition of trees on the property shall be prepared. The map shall be the same scale as the site plan for the project proposal. If the property contains larger wooded tracts, the inventory may be in terms of tree groupings.
2. Retention of resource trees shall be strongly encouraged. This inventory is the basis for determining the trees to be retained. If necessary, trees requiring special consideration for resource protection shall be so identified.
3. Creation of buffers using natural vegetation between sensitive areas and transportation systems is encouraged.

## **Special Tree Protection Standards**

1. A tree designated for preservation in the conditions for construction approval shall not be damaged or removed during construction.
2. If construction encroaches within the drip-line area of a protected tree, the original ground surface within four feet of the base of the tree shall not be disturbed. No more than 12 inches of fill or cut shall be done within the remainder of the drip-line area. Special approval may be granted for a tree well under some circumstances.
3. Excavation adjacent to a protected tree is prohibited if it will damage the root system. In questionable situations, the advice of the City Forester or other tree care professional shall be sought.

**CONCLUSION:** The plant and wildlife communities in Jacksonville need to be preserved for the aesthetic and recreational needs of the community and the incoming tourists, as well as maintaining a balanced ecosystem.

## **GOALS, POLICIES, AND IMPLEMENTATION COMMITTEE**

**GOAL:** To preserve and enhance the plant and wildlife communities in Jacksonville.

### **POLICIES:**

1. The City of Jacksonville will encourage the conservation of plant and wildlife communities through the appropriate management of parks, open space, and new development.
2. The City shall cooperate with other interested agencies in the identification and protection of *Fritillaria gentneri* and any other threatened or endangered species located in the City.
3. The City of Jacksonville shall strive to protect fish and wildlife habitat in accordance with the Department of Fish and Wildlife management plans.
4. The City of Jacksonville shall encourage the health, maintenance and, if necessary, replacement of trees on City-owned and private property.
5. The establishment and maintenance of the Natural Park and Trail System is the key to preserving most plant and wildlife communities within the City of Jacksonville.

**IMPLEMENTATION MEASURES:**

1. The City will develop and implement a Community Forestry Plan that includes current tree inventories, requirements for replanting, regulations for commercial logging within the City, and maintaining existing tree canopy in order to benefit the public. This Plan shall be developed in conjunction with the requirements of Title 18.
2. Rare and endangered species will be identified, catalogued, and protected in accordance with State and Federal requirements.
3. The City shall assure implementation of the measures relating to environmental issues contained in the Open Space Element.

State and Federal Regulations pertaining specifically to wildlife:

**The Endangered Species Act**

**ORS 527.710** The department of Forestry has authority for protecting fish and wildlife resources on state and private forest land. Also the overall maintenance of the following resources: Air quality, water resources, soil productivity and fish and wildlife.

**ORS 496.012.** Wildlife policy. It is the policy of the State of Oregon that wildlife shall be managed to provide the optimum recreational and aesthetic benefits for present and future generations of the citizens of this state.

## **Energy**

Jacksonville is currently an energy consumer rather than an energy producer which utilizes primarily non-renewable, imported energy sources including petroleum, natural gas and electricity. The greatest share of the energy used is for transportation and residential purposes. Among these, the private automobile is the largest consumer of energy. As supplies of petroleum become more scarce, the automobile will be forced to adapt to different fuel sources such as solar and electricity.

As traditional sources of energy become scarce and expensive, renewable resources and conservation become important.

The following are potential renewable energy resources.

### **Solar**

From Grants Pass to the California border, Southern Oregon has been identified as having the best solar energy attributes of any area in the Pacific Northwest. Although solar radiation cannot completely replace other fuels for space and water heating, both passive and active solar application can economically provide 25-75% of those needs for homes in the area.

### **Biomass**

Jackson County, like the Pacific Northwest, is gifted with ample quantities of convertible wastes from several sources, ie. Forest, agriculture, municipal sewage and solid waste. The use of wood by the industrial sector for space and process heat has historically been a factor in reducing Jackson County's industrial electricity consumption as compared to the state average. More recently the increased use of wood for residential space heating has been a direct reaction to the availability and relatively low cost of wood as an alternative energy source. However, the embodied energy consumed in the use of forest waste, specifically transportation fuels, is in the form of non-renewable conventional sources, which over time will cause the cost of wood to increase. Another, and possibly more important factor limiting the increase use of wood as an alternative energy source is the impact of wood burning on the air shed.

### **Conservation**

Conservation may be the most readily available alternative to an increasing dependency on non-renewable energy. The Uniform Building Code specifies certain insulation minimums in new construction, thereby reducing the amount of energy consumed for heating. Other areas to which conservation methods could be employed include electric and water consumption. Residents of Jacksonville could, through implementation of a conservation program, recognize substantial cost savings while conserving non-renewable resources.

**CONCLUSION:** The City of Jacksonville is an energy consumer rather than an energy producer, utilizing primarily non-renewable energy sources. The potential for utilizing renewable sources of energy and energy conservation may reduce energy consumption.

## **GOALS, POLICIES, AND IMPLEMENTATION MEASURES**

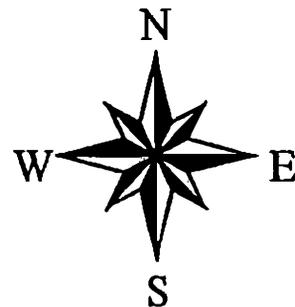
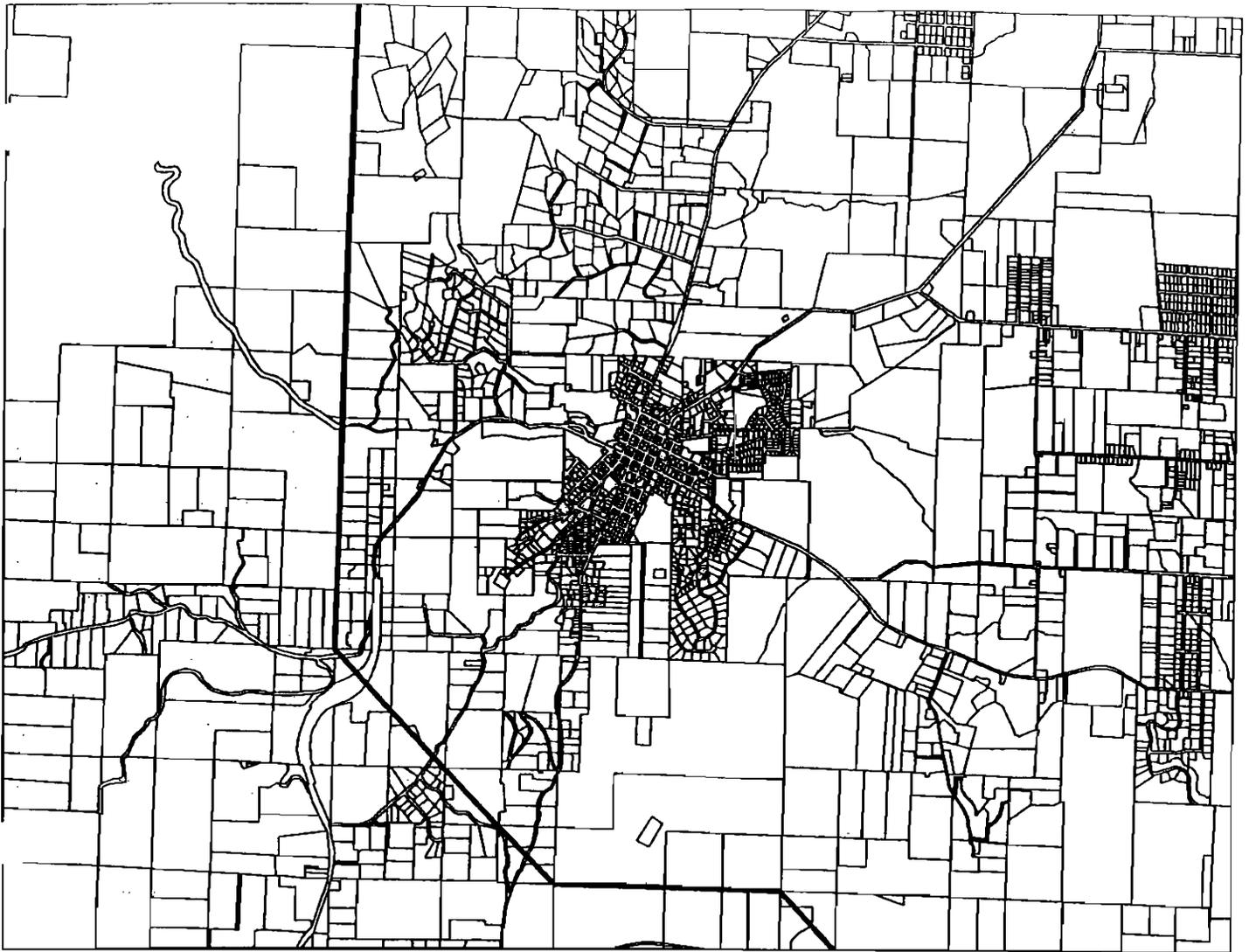
**GOAL:** To assure that new development maximizes energy efficient practices while encouraging both new and existing development to employ both renewable energy sources and conservation measures.

### **POLICIES:**

1. The City shall encourage energy conservation and energy efficient patterns of development.
2. The City shall encourage the use of alternate modes of transportation to reduce consumption of petroleum.
3. The City shall encourage solar energy, recognizing it as a viable alternative to traditional, non-renewable energy sources.
4. The City shall encourage the use of energy-efficient heating and lighting methods in housing construction.

### **IMPLEMENTATION MEASURES:**

1. The City will develop a conservation handbook for distribution to the public.
2. The City will encourage new development to reduce reliance on the automobile by using such strategies as: Transit Oriented Development, a jobs/housing balance, mixed use, improved telecommunications networks, and other land use tools.
3. The City will continue to require new construction to meet state energy efficient standards contained in the building code.
4. The City will investigate the potential of City-owned vehicles to convert to natural gas as a fuel source.



-  AQMA BOUNDARY
-  Tax Lots

MAP 5

# City of Jacksonville

## Air Quality

Air Quality in the Rogue Valley is regulated by the Department of Environmental Quality (DEQ) via the Medford-Ashland Air Quality Maintenance Area, of which Jacksonville is a part. The area encompassed by the AQMA is shown on Map 5. Designated in 1974 due to poor air quality and violations of the Federal Clean Air Act, the purpose of the Medford-Ashland AQMA is to assure that all facets of air quality are monitored, including vehicle emissions, Particulate Matter (PM) levels, and open burning. In cases where established limits are being exceeded, yellow or red days may be imposed in the AQMA prohibiting burning. According to the 1997/98 Air Quality annual report, there was one yellow day in which a woodburning advisory was issued in 1998, and further, that there have been no red days for seven years.

- Jacksonville is in the Medford-Ashland Air Quality Maintenance Area (AQMA), which covers most of the Rogue Valley and centers around Medford and White City.
- The Rogue Valley was designated an AQMA in 1974 because the area has a high potential for air stagnation and accumulation of air pollutants. This high potential is caused by the topography, low wind speed, and frequent air inversion. (See Figure 3).
- The AQMA has met compliance schedules because of the team effort of all the local communities and the good weather.
- A mandatory vehicle inspection and maintenance program was created in 1985. This program requires compliance with DEQ emissions levels for automobiles.
- The cities in the AQMA are working on traffic flow and parking in the central business districts in order to create allow for more efficient traffic flow and less vehicle idling, a contributor to high CO2 levels.

## Woodheating Ordinance

The City of Jacksonville enacted a Woodheating Ordinance in July, 1998, upon the recommendations of the Oregon Department of Environmental Quality and Jackson County. Ordinance 477, codified in Section 8.10 of the Municipal Code, places restrictions on woodburning during high pollution periods. In order to reduce the level of particulate matter resulting from woodburning, all new woodstoves are required to meet the DEQ Particulate Emission standards for certified woodstoves. This will be accomplished through the Building Department of the City, which issues permits for installation of solid fuel burning devices. In particulate matter (PM 10) nonattainment areas that fail to meet their attainment date as outlined in the federal Clean Air Act, non-certified stoves will have to be removed prior to sale of a house.

## Open Burning

Recognizing the potential for increased air quality problems, the City of Jacksonville has enacted an ordinance prohibiting any open burning within city limits.

**CONCLUSION:** The City of Jacksonville recognizes the importance of Air Quality, and, as part of the AQMA, and has endeavored to assist in compliance with all federal and state air quality requirements.

### **GOALS, POLICIES, AND IMPLEMENTATION MEASURES**

**GOAL:** To enhance the livability of the citizens of Jacksonville by meeting and exceeding all state and federal air quality requirements.

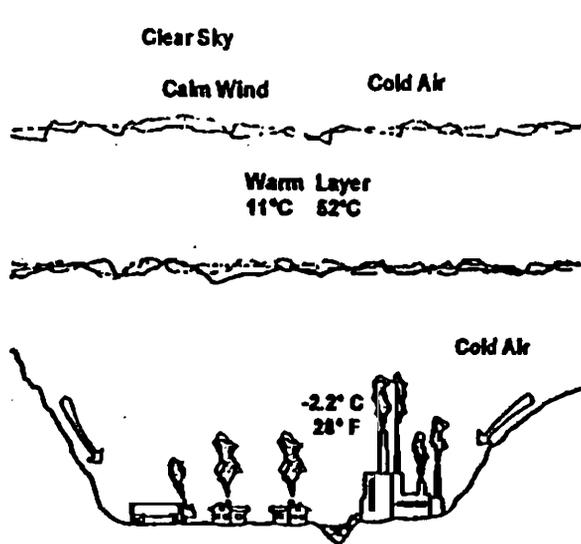
#### **POLICIES:**

1. To reduce automobile reliance by encouraging alternative modes of transportation, thereby reducing vehicle emissions.
2. To expeditiously seek the construction of the Northwest Arterial Connector in order to relieve truck traffic through the downtown core of the city.
3. To support the policies of the Ashland-Medford AQMA.

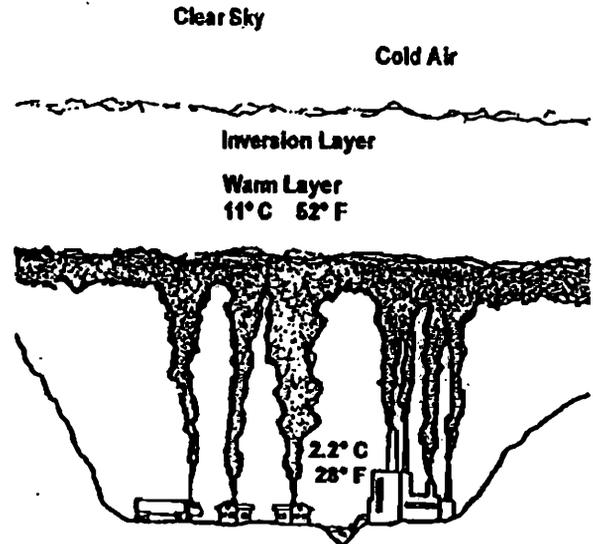
#### **IMPLEMENTATION MEASURES:**

1. The City should investigate implementing strategies from the Oregon Transportation Rule and other sources that reduce emissions and improve air quality, such as increasing alternative modes of transportation, retention of natural vegetation, and increased bicycle and pedestrian connectivity.

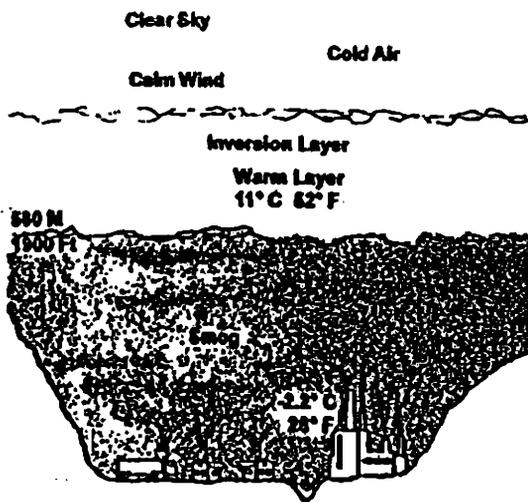
**FIGURE 3**  
**Temperature Inversion**



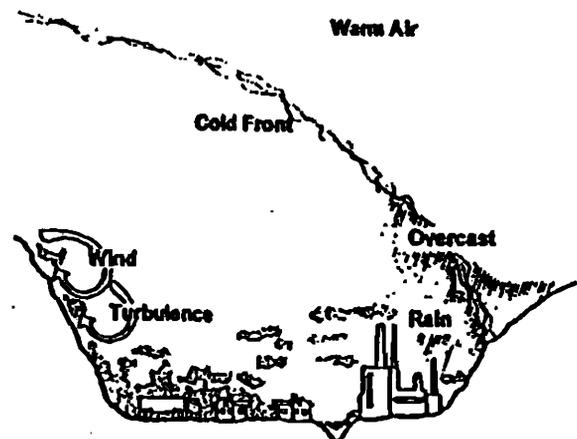
As nighttime comes, the surface air cools and moves down into the valley.



During the day, emissions rise, but become trapped by the warm air layer above.



Since there is no wind to carry the emissions away, the pollution remains under the "lid" of warmer air, accumulating until the inversion layer is broken up.



Breakup of the inversion layer may come from increased temperatures during the day, which increases the depth of the mixing layer, or from the arrival of a new air mass accompanied by stronger wind and precipitation.

## Noise Hazards

Noise or unwanted sound is a subtle pollutant that often leaves no visible evidence. It does however, threaten the health and well being of millions of people who often are exposed to dangerous levels of noise. Sound can be measured in terms of its loudness and pitch. The loudness or magnitude of sound is commonly measured in decibels (dB). The pitch, or frequency, of sound is normally expressed in hertz (Hz) or cycles per second. The city's current ordinance does not cover the aspect of pitch which is the irritant.

Noise is more than a nuisance, it cannot only harm someone health through stress and hearing loss, but it can degrade the livability of a community. OAR Chapter 340, Division 35 regulates several types of noise, including (See Figure 4)

- motor vehicles
- industry and commerce
- motor sports vehicles and facilities
- airports
- Outdoor events

Figure 4

**Loudness Range of Common Sounds  
Measured at Source or Indicated Distance**

Sound Source	dB	Typical Response
Sonic Boom	140	Painfully Loud
Jet Takeoff (200 feet)	120	Limits of Amplified Speech
Auto Horn (3 feet)	110	Maximum Vocal Effort
Shout (0.5 feet)	100	Very Annoying
Heavy Truck (50 feet)	90	Annoying
Pneumatic Drill (50 feet)	80	Telephone Use Difficult
Freeway Traffic (50 feet)	70	
Air-conditioning Unit (20 feet)	60	
Living Room	50	Quiet
Library	40	
Soft Whisper	30	Very Quiet
Leaves Rustling	10	Just Audible
	5	Threshold of Hearing

SOURCE: *Environmental Quality, the First Annual Report* (Washington, D.C.: CEQ, August 1970)  
 NOTES: dB=decibel

## Noise Ordinance

Jacksonville's Noise Ordinance, Section 8.04.150 of the Municipal Code, defines and regulates noise-generating activities.

Since Jacksonville lacks big industries that are major contributors to noise, the city has a lower comparative everyday level of ordinary sounds. However, three noise-related issues are of increasing concern to the citizens of Jacksonville:

- 1) The increasing number of aggregate trucks on California and 5<sup>th</sup> Streets, and
- 2) Noise generated by the Britt Festival during the concert season (mid-June through September)
- 3) Large outdoor events that are amplified, such as football games, etc.

**CONCLUSION:** The most common noise-generators in Jacksonville are transportation and event related. Unwanted sound often impacts areas sensitive to noise exposure, such as residential areas, and these impacts will most likely increase as vehicular use increases.

## **GOALS, POLICIES, AND IMPLEMENTATION MEASURES**

**GOAL:** To assure that activities that occur within the City are planned, located and conducted in a manner which minimizes the potential adverse impacts of noise.

### **POLICIES:**

1. The City of Jacksonville shall continue to enforce noise ordinance violations.
2. The City shall investigate methods to develop a comprehensive noise attenuation strategy.

### **IMPLEMENTATION MEASURES:**

1. The City, Jackson County, and the Britt Festival shall work cooperatively to ensure that noise levels generated by Britt events are within state law parameters and have minimal impact on surrounding properties.
2. The City should investigate alternate truck routes, including the Bypass, in order to reduce the high level of noise that accompanies large aggregate trucks.

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**CHAPTER IX**  
**PUBLIC FACILITIES AND SERVICES**

## PUBLIC FACILITIES AND SERVICES

**GOAL: TO PLAN AND DEVELOP A TIMELY, ORDERLY AND EFFICIENT ARRANGEMENT OF PUBLIC FACILITIES AND SERVICES TO SERVE BOTH EXISTING AND FUTURE NEEDS OF THE RESIDENTS OF THE CITY OF JACKSONVILLE.**

### INTRODUCTION

Municipal facilities are physical manifestations -- buildings, land, equipment and full systems of activities -- of governmental services on behalf of the public. In support of these physical facilities are the traditional and essential facilities which, in aggregate, add immeasurably to the quality of the urban life. Some services are necessities, the provision for pure water for example, while others are highly desirable for cultural and educational enrichment.

The demand for more and varied public facilities and services increases as urban areas expand and develop, population grows, old facilities become outmoded and living standards and public expectations rise. While the need for traditional community facilities and services such as water and sewer lines, police and fire protection, schools, recreational facilities, energy and communication services continues, the demand for other services, such as subdivision and zoning controls, health clinics, cultural facilities and others, is increased by a more sophisticated and expectant public. A service or facility that, a few years ago, was a luxury may now be regarded as a necessity.

With the increasing demands placed upon public budgets, intelligent planning of services and facilities is essential. This can be accomplished by means of determining needs, priorities and standards of a wide range of services and facilities that the community is willing to commit to on the basis of the available revenue sources and budget constraints.

This element will consist of a discussion of the following public services and facilities:

1. Sanitary sewer service
2. Water supply and service
3. Storm water drainage
4. Solid waste
5. Fire protection
6. Police protection
7. Public lands and buildings
8. Schools

Separate elements of the Comprehensive Plan address parks, recreation and open space areas (Chapter 7), streets and transportation networks (Chapter 5) and energy conservation are treated

as separate elements of this plan.

## **SANITARY SEWER SERVICE**

The provision of adequate quality and capacity of sanitary sewer facilities and service is considered essential and a key facility in relationship to the quality of life, health and welfare of the residents of the community.

H.G.E., Inc. Engineers and Planners prepared a master sanitary sewer plan in December 1995. The plan was updated in 2001 by KAS & Associates to provide rationale for changes in SDC rates. The reports are available for public review at City Hall. The plan and update concluded that the hydraulic capacity of the existing wastewater collection system is sufficient to handle projected flows estimated to occur with ultimate build-out within the existing city limits. The city's sewage collection and treatment system is depicted in Map IX-1.

Using the standard measure of an equivalent dwelling unit (EDU), 1,144 EDUs existed in 2001, and the system had capacity for up to 869 additional EDUs, for a total of 2,013 depending on the location of future development. H.G.E. examined several areas outside the city limits and calculated that 235 additional EDUs could be connected without overtaxing system capacity. If the area north of the city limits develops, however, the 578 potential future EDUs from that area cannot be connected to the existing system without creating capacity problems. Alternative connections to the main interceptor may be available north of the city limits because this area drains toward the east.

In the 1970's, the Department of Environmental Quality imposed a connection moratorium because of system deficiencies, which was not lifted until the city connected to the Rogue Valley Sewer Services (RVSS) regional system. Connection to RVSS alleviated the treatment problems, but because the collection system is more than 30 years old, there are many leaking joints, cracks, and manholes. These flaws in the system permit a large portion of flows to be generated by ground and surface water sources, identified as inflow and infiltration (I/I). Infiltration results when groundwater is added to the system, while inflow is produced by storm water runoff. While it is typical for winter flows to be three times the average summer flow, the heavy rains late in 2002 resulted in flows nearly seven times the average flow. These flows were produced by what was classified as a ten-year storm event. KAS & Associates estimates that infiltration rates are 28 percent higher than those labeled excessive by the U.S. Environmental Protection Agency. Preservation of capacity can be enhanced by reducing I/I. The H.G.E. study recommended that an annual budget be provided for I/I investigation and periodic repairs on problem areas. Repairs will increase system capacity, making them eligible for System Development Charge (SDC) funding.

The master sanitary sewer plan noted certain sections of sewer line that should be upsized to avoid future capacity problems. The flow constrictions occur in the mains at 'C' Street (M1-17 to M1-20), Blackstone Alley/5th (M1-7 to M1-13), 'G' Street (M1-5 to M1-7) and Hueners Lane (M1-7 to M1-5). These lines will approach capacity as development occurs and flows increase. With the impending 2004 Highway reconstruction, it was determined to upsize the first three problem sections in 2003. The Hueners Lane segment will be deferred until approximately 2010.

The plan also noted the need to extend service to the Cottage Industrial zoning and the northwest section of the city. This is a key limiting factor related to future economic growth and residential growth to the northwest.

# City of Jacksonville

## Sanitary Sewer Collection System

**Sanitary Lines**

- Existing
- ..... Future

**Manholes**

- 

**Streams**

- - - - -

**City Limits**

- ⊕

**UGB**

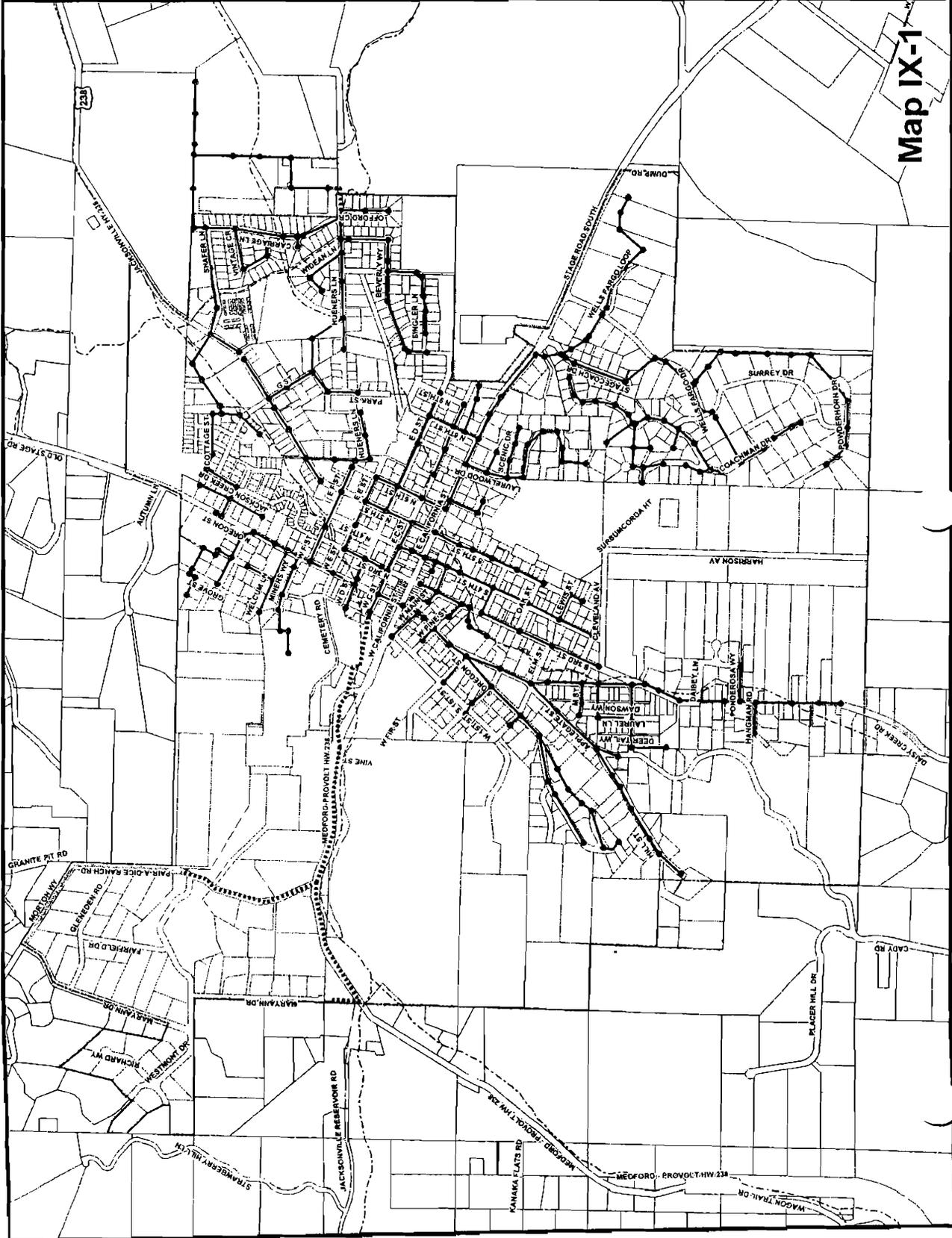
- ⊕

**Taxlots**

- ⊕



Map IX-1



While the City is connected to RVSS, it retains jurisdiction over the sewer system infrastructure. However, the City has negotiated a contract with RVSS to assume ownership of the system with the intent to explore eventual transfer of jurisdiction. Other communities such as Central Point have transferred jurisdiction for both treatment and conveyance to RVSA, and are no longer directly responsible for maintenance of the system within their corporate limits.

## WATER SUPPLY AND SERVICE

Adequate quality and quantity of water service for all residents of the city of Jacksonville is an essential and key municipal service which contributes to the livability of the community as well as to the quality of life, health and welfare of its residents.

H.G.E. Inc. Engineers and Planners completed a Comprehensive Water System Master Plan in December 1991. The Plan is available for review at City Hall. The plan establishes recommendations for a 20-year timeframe, assuming that the city's population will grow to 4,690 by the year 2016. This projection is significantly higher than the Social Element's projection of 3,200 in the year 2015. As a result, the study's demonstration of the adequacy of the water system for the highest population projection assures its adequacy for the lower projections.

Findings from the study include:

### User Traits

Residential water consumption constitutes close to 90 percent of the total.

Equivalent water use was determined for different groups so future system development charges can be assessed on an equitable basis.

Water use per unit in multi-family dwellings, apartments, and the mobile home park (Royal Mobile Estates) averaged about 70 percent of what an average single-family household would consume.

### Water Losses

Non-metered (non-revenue producing) water is presently 17 percent of the total purchased from Medford Water Commission.

Typical water loss in other communities ranges from 10 to 15 percent, and in some communities is 35 percent or more.

Leakage in Jacksonville's system is related to the large number of old lines in the system which are deteriorating with time and high water pressure. Some reduction in leakage will occur as steel lines are replaced.

### Per Capita Water Demand

Average daily per capita water demand of customers served by Jacksonville is 181 gallons per capita day (gpcd).

Average in Pacific Northwest was 185 gpcd in the late 1970s.

In order to address these findings, the City aggressively monitors its lines for signs of leakage and has implemented a water conservation program to encourage citizens to conserve water by charging greater fees water use that exceeds prescribed volumes. This program does not restrict use of water, but the higher fees discourage inordinate use. Typical of other Southern Oregon jurisdictions, water use peaks in August when vegetation is driest.

Jacksonville purchases treated water from the Medford Water Commission. The following information relative to that system is derived from the Medford Water Commission.

The Medford Water Commission's principal source of water is Big Butte Springs located northeasterly of Medford and seven miles east of the town of Butte Falls. The watershed for the springs is approximately 22,000 acres in size and includes the westerly slopes of Mt. McLoughlin. The capacity of this source is 26.4 million gallons per day.

The Rogue River is used as a peaking source during the hot, dry, summer months with water being withdrawn from the river at the Bybee Bridge near TouVelle Park. The capacity of the Rogue source facilities as presently constructed is 15 million gallons per day. Current permits allow the use of up to 65 million gallons per day from the Rogue and application has been made for the use of an additional 40 million gallons per day from the Lost Creek Reservoir storage. Fully utilized, the total source capacity would thus be 131.4 million gallons per day. In addition, the water system also holds permits for the diversion of all of the unappropriated waters of Big Butte Creek as of 1925.

Big Butte Springs water is soft with very low turbidity and requires no treatment other than disinfection which is accomplished with simple chlorination at the intakes. The water has an average temperature of 43 degrees Fahrenheit and is collected entirely underground.

The raw water quality of the Rogue is excellent, but does require treatment at the Robert A. Duff water treatment plant to meet drinking water standards. Treatment consists of disinfection, coagulation, settling and filtration. The plant performs high rate filtration through multi-media filters and is remotely controlled by the operator with some processes being fully automated using pilot filters.

Water is transported from the Big Butte Springs to Medford by two transmission lines, each having a capacity of 13.2 million gallons per day. The Rogue supply transmission main transports water from the Duff treatment plant to the city of Medford along Table Rock Road.

The transmission line from Medford to Jacksonville is approximately three miles long. The master meter which is located near the intersection of Oak Grove Road and Madrona Lane is owned and maintained by the Medford Water Commission. From the metering station to a booster pump station, there are two parallel lines of 10 and 14 inches in diameter and, thereafter, from the pump station to the city of Jacksonville, the pipe is 16 inches in diameter. The transmission lines from Medford to Jacksonville were upgraded in 1994. Approximately halfway between Jacksonville and Medford at the intersection of Arnold and Madrona Lanes is a pumping station with three pumps. The present actual pumping capacity of the system is greater than 1000 gallons per minute. The present contract with the Medford Water Commission provides for a purchase of water not to exceed two million gallons per day.

The H.G.E. Plan included a list of proposed improvements, with estimated costs for construction, engineering, and administration. Many of the projects have been completed, but a Public Works survey identified portions of facilities in 3rd Street, 4th Street, 5th Street, 6th Street that have inadequate fire flow capacity. California Street has a mixture of 4 and 6 inch lines that are deteriorating and are inadequate for consumption and fire protection. The pressure-reducing valve in South Oregon Street is also in poor condition. These facilities have been programmed into the City's Capital Improvement Plan for improvement in the near future.

Tentative completion dates for completing these repairs and upgrades, which will be financed by Urban Renewal funds, are:

4 and 6 inch lines on California Street (from 6th to First Street) 'G' Street (from 5th to Hueners Lane), and 4th Street (from California to Main)

Estimated Completion Date: 2004

4 inch lines from 3rd (from 'D' to 'E'), 4th Street (from California to 'E'), 'E' Street (from 5th to Oregon), and 6th Street (from California to 'D')

Estimated Completion Date: 2020

4 inch lines on 4th Street (from Main to Maple)

Estimated Completion Date: 2020

Aside from the above efficiency improvements and corrections of existing conditions, two water conditions affect future growth: 1) elevation and 2) long-term supply. Since Jacksonville is set into the hills, certain areas cannot be served by the existing system due to the effects of water pressure bands. (See Map IX-2.) This will also affect where long-range growth can and cannot occur.

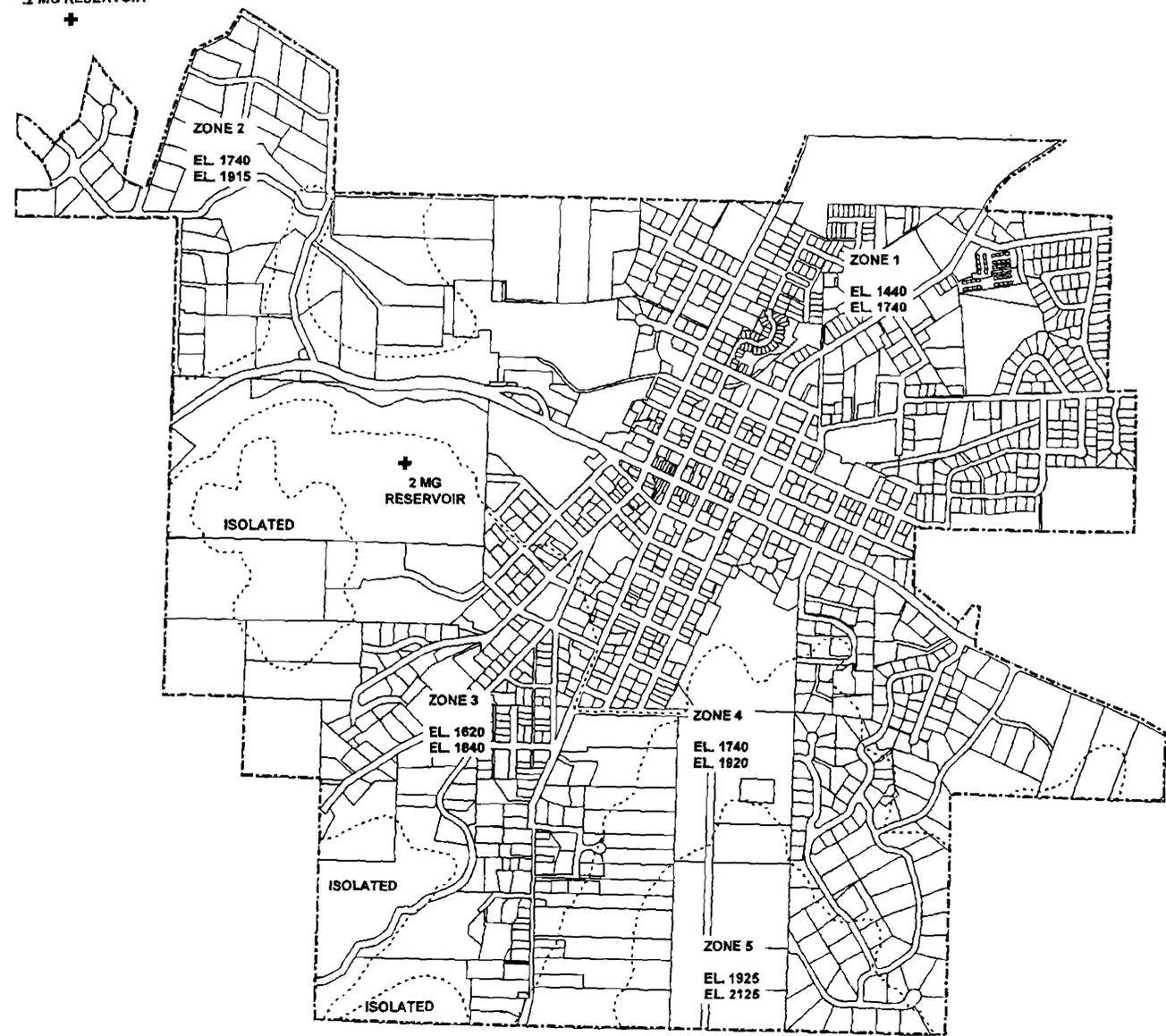
While Jacksonville receives its water from Medford Water Commission, whose water source is Big Butte Springs, it also has the opportunity to purchase stored water behind Lost Creek Dam. Medford Water Commission has an agreement with its client cities to transmit water they purchase from the Lost Creek reservoir. Currently, the City has purchased 400 acre-feet, but is considering (along with other supply/conservation options) the purchase of an additional 400 acre-feet in order to provide for future growth. The arrangement with the Army Corps of Engineers for purchase of water does not have an expiration date, but the cost of water is rising at an interest rate of 3 percent per year. In 2003, the cost was estimated at \$675 per acre foot.

### **STORM WATER DRAINAGE**

KAS & Associates completed a Storm Drainage Study in July 1994 and is currently in the process of updating it. The study and update, which may be reviewed at City Hall, includes an inventory of existing drainage facilities, determines the 10-year storm flows for existing and proposed future land conditions and develops a master plan for the city's storm drainage systems. The study was broken into two main drainage ways: Jackson Creek from the north and west, and Daisy Creek from the south and east. Medford Irrigation District's Phoenix Canal contributes runoff to Daisy Creek near the eastern city limits, but because it is at the edge of the city, few drainage structures are affected.

Based on the findings of the study, KAS & Associates recommended a series of improvements to the storm drainage system. These recommendations are mapped to show proposed pipe sizes and locations. As a part of the developmental approval process, any new developing lands within the city limits will be required, among other impositions, to have a plan that will depict the means of adequately handling any storm water drainage resulting from such development. Such means might include the provision of a new storm sewer drainage system to be constructed at the developer's expense to avoid overburdening any existing facilities, new roadways or natural water courses.

2 MG RESERVOIR  
+



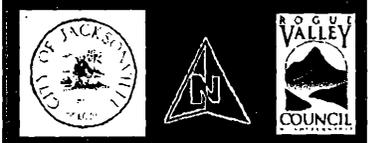
# City of Jacksonville

## Water Service Zones

----- Service Zone Boundaries

□ City Limits

□ Taxlots



Map IX-2

Map by Chris Olivier  
12/16/2003

Fortunately, through the City's Capital Improvement Plan, a large number of specific storm drain improvements are scheduled for construction over the next ten years, many of which will be funded to varying degrees by System Development Charges and Urban Renewal funds. Also, due to its proactive planning and correction program, the storm water control measures undertaken by the City resulted in a waiver from compliance with the National Pollutant Discharge Elimination System (NPDES) Municipal Storm Water Permit program. The Department of Environmental Quality granted the waiver in 2003, based on evidence the City provided about its storm water management such as the following facts:

Jackson Creek is seasonal and provides no flow into the lower Creek and Bear Creek during the months of July, August, September, and October.

The City maintains 1/3 of all the land in its City Limits as open space; this situation is guaranteed to be sustained due to the application of Conservation Easements on all these lands. Jacksonville has an exceptionally high percentage of tree cover (64 percent) citywide, due in large part to its undeveloped forest tracts that are preserved through those conservation easements.

The City does not currently have any agriculture or industry inside its jurisdiction which would contribute to pollutants entering waterways.

Jacksonville is an historic town that has traditionally avoided curb-and-gutter and encouraged natural infiltration and drainage. Bar ditches, swales, and walkways with pervious surfaces are used throughout the town. For years, new developments, including single-family houses, have been required to provide erosion control and drainage plans which are checked by the City's building inspector.

Through existing codified City Ordinances, "Construction Site Run-Off Control" is addressed since new development is already regulated by strict codified planning guidelines, including lot coverage regulations (ie. 50% maximum impervious area per lot). New homes are encouraged to install water conserving landscapes and practice good water management. A tiered water rate system is already in effect, which discourages overuse of water. Approximately 1/5 of the town drains into a detention pond to control runoff.

The City has codes and ordinances regulating future development and impact on the waterways. Landscape standards and erosion control methods are enforced as well as riparian setbacks for development next to waterways such as Jackson Creek (the complete "Environmental Standards" and "Landscape Standards" code sections were attached).

The codified "Utility Standards" address "Post-Construction Run-Off Control" by giving the Public Works Director direct authority to require "correction of any inadequate (drainage) situations" "both prior to and during occupancy of a structure."

In accordance with the Storm Drain Master Plan, "Pollution Prevention in Municipal Operations" is already addressed through programmed facility upgrades and routine maintenance cleaning out catch basins and bar ditches; streets are swept monthly; leaves are picked up in the Fall to prevent them from entering the storm drain system; and all vehicle maintenance is done at an approved oil waste disposal facility. The City participates in TMDL, which requires sampling and annual creek walks inspecting for non-point sources and illicit discharges (which, if located, are aggressively eliminated). Pet owners are required to immediately remove all animal wastes from public areas. The

City also requires: routine cleaning of all sanitary sewer mains to reduce overflow, an Inflow & Infiltration program to reduce flows in heavy rain events in sanitary sewer systems, and installation of check dams in bar ditches to slow runoff.

“Public Education and Outreach” and “Public Involvement/Participation” are done routinely. The City mails out a quarterly newsletter to all residents and articles on erosion control are periodically included. Letters are sent out yearly to property owners on a creek to have them clean the watercourse of vegetation that could cause a “dam” in high water flows and to leave “weedy” vegetation that keeps the banks stabilized. They are also informed to not pile grass and leaves in the creek beds. Schoolchildren are also involved in a stenciling program to indicate which storm drains flow directly into a creek.

By adhering to historical design principles, the City's public improvement standards also minimize transmission of stormwater to streams.

## **SOLID WASTE**

Closure of the South Stage Landfill in 1998 represented a significant change since the last update of the comprehensive plan. Whereas Jacksonville streets served as a primary route to the South Stage landfill, the closure of the site has eliminated this large traffic generator. Rogue Disposal continues to be responsible for a 30-year environmental monitoring program at the South Stage site, which terminates in 2028.

Collection services (solid waste, hazardous materials, vegetation, and recycling) are now provided by Rogue Disposal and Recycling, Inc., with solid waste being hauled to the Dry Creek Landfill near White City. Each local jurisdiction enters into a 10-year franchise agreement with Rogue Disposal. The current franchise with Jacksonville expires in 2008.

The City participates with other jurisdictions in a Solid Waste Committee to review costs and services. Among the newer services is a curb-side recycling program, enabling residents to participate in a county-wide system that recovered 34 percent of the waste produced in 2000. While this was significantly above the County's target of recovering 25 percent, it has not yet reached the statewide recovery of nearly 39 percent.

## **FIRE PROTECTION**

City fire and emergency medical protection is provided by the Jacksonville Fire Department from its headquarters at the southeast corner of Third and "C" Streets. Jacksonville maintains an excellent rating with the Oregon Insurance Services offices which grades and rates all fire protection services throughout Oregon. On a scale of 1 to 10, with 1 being the best rating which translates to the lowest insurance rates for improvements within the affected service district, the City of Jacksonville currently maintains a class 4 rating. This is a very commendable rating considering the department is almost totally volunteer and also when compared to the departments of some other communities in the area which have full-time, paid firefighters but which maintain a lower rating. Only Medford has a higher ISO rating (3).

The deficiency point rating scale, as applied by the Insurance Services Office of Oregon in evaluating a community's fire protection facilities to determine the class rating which affects the insurance rates for improvements within the community, is based upon the following percentages: 39% water availability and pumping capacity, 39% fire department, and 22% fire service communications, safety controls, weather conditions and conditions of buildings.

Some other limiting factors that are also considered is the range (the distance from fire station to structures within area of coverage) which at present is at one mile but is limited to two miles beyond which efficiency and response time would be hindered. At present, the response time is between three to five minutes, depending upon the time of day and weather conditions. Also, building height and size represents a limiting-factor in fire protection capabilities with two-story buildings being the maximum height that can be protected since the department does not have a ladder truck. Insurance rates would be higher should taller buildings be allowed without provisions for acquisition of a ladder truck and other specialized apparatus. As the City evaluates applications for taller buildings, the need for a ladder truck is accentuated.

The Fire Chief is currently the only permanent Fire Department staff (the other 18 members are volunteers); however this will soon change with the recent passage of the 2003 Public Safety Act, which imposed an impact fee of \$15 per month per unit.

In 2002, the City Council appointed a Committee for Public Safety, whose charter included review of the city's fire protection needs. The committee consulted with other fire departments to gain a perspective of Jacksonville's strengths and weaknesses. The following issues became apparent:

- High-value residential areas abound, some with closely spaced houses (Nunan Square and Pheasant Meadows).
- There are two schools, one a single-story structure with full sprinkler protection, and the other a two-story high school with 50 percent sprinkler protection.
- Numerous historic buildings which are not built to modern fire safety codes.
- Historic commercial buildings line California Street, sharing common walls with minimal fire retarding capability.
- Principal thoroughfares are heavily traveled with large commercial vehicles, some of which carry hazardous materials.
- 140 acres of forest are located in the city limits.
- There are numerous inns, restaurants and bed-and-breakfast establishments.
- The Britt Festivals generate large crowds.
- The existing fire station is in need of repair or replacement.

In addition to existing conditions, the committee took note of future projects that would affect fire services:

- Construction of a three-story, 90-bed long-term care facility.
- Construction of a new church and educational center.
- Further expansion of residences into wooded areas.
- Increased traffic from growth of other areas.
- Continued aging of older structures.

Based on service capabilities in other communities and the recommendations from other jurisdictions, the Committee for Public Safety recommended that Jacksonville develop a capability that provides for at least one firefighter at the firehouse on a 24-hours-a-day, seven-days-a-week basis. This translates to a staff of five, a Chief and four professional firefighters. The professional force would be augmented by three student (part time) firefighters, two summer hires, and up to 20 volunteers.

Additionally, it was determined that the fire suppression support facilities and equipment should include two fire engines (one of which should be a ladder "quint" unit) and one off-road brush rig.

Emergency communications are provided for the Jacksonville Fire Department by the Southern Oregon Regional Communications Center utilizing the emergency call number 911, with the central dispatch center capable of direct communication with ambulance, police, search and rescue, Jackson-County Sheriff's Department and Oregon State Police.

Mutual aid agreements exist with Jackson County Fire Districts #3 and #9, Central Point and Medford Rural Fire Protection Districts for all structure fires. However, mutual aid response is limited in order to maintain sufficient equipment and personnel to respond to any emergency in-city that may occur simultaneously. Also, response for mutual aid is limited not only to structural fires, but also only those which are pre-arranged as hazard targets, such as public occupancy buildings, (i.e., Jacksonville Elementary School will receive aid on a first alarm basis).

Many cities in the region have eliminated their Fire Departments in favor of annexation by outside Fire Districts. This carries certain tax consequences with it, but, in Jacksonville, also entails the loss of a Fire Department that has been in existence since 1877. Therefore, the City has chosen to retain its independence, recognizing that there are also costs involved in the maintenance of the Fire Department, ranging from personnel and training to structures and breathing apparatus. With the rising need for sophistication and technical advancement in the fire suppression principles and practices, so too is it correspondingly necessary to be continually updating and upgrading fire fighting equipment and apparatus. Such state of the art equipment understandably commands a considerable price tag.

## **POLICE PROTECTION**

The City of Jacksonville Police Department has full police powers within the city, including the investigation of crime, as well as the enforcement of state criminal and traffic laws and city ordinances. A police force composed of a Chief and three sworn officers provide patrol services and police protection for the city. In addition to patrols within the city limits, the Department also responds to surveillance needs in the watershed property

The police force fleet consists of three fully equipped patrol vehicles, one unmarked car, two Jeeps, one motorbike, and one bicycle, which provide adequate and versatile coverage for the city. All current units are eight years old, with an average of 122,000 miles. The patrol vehicles have radio communication capability with the Southern Oregon Regional communications center, central dispatch and direct communication capability with ambulance, fire, search and rescue, Jackson County Sheriff's Department and the State Police.

Needs identified by the Police Chief include:

- New Police office, with secure evidence room, interview room, training area, locker room, and increased patrol office area, along with a secure vehicle area and dog pen.
- New Police vehicles to replace current fleet.
- Mobile data computers for patrol vehicles
- Additional data storage abilities, capable of case handling and data dissemination.
- One additional officer within three years, with a second additional officer in seven years.
- New radar units to replace existing older units.
- A Police Department website.

A local government and its police agency should provide police services by the most effective and efficient organizational means available to it. In determining these means, it should be acknowledged that the police organization should be large enough to be effective, but small enough to be responsible to the people with sufficient coverage.

## PUBLIC LANDS AND BUILDINGS

Some discussion has already been presented relative to certain publicly owned lands and projected usage in the Parks, Recreation and Open Space - Natural and Scenic Resources element of the comprehensive plan. However, there are other public lands and improvements that provide various governmental services and cultural enrichment to not only the residents of the community, but are also attractions for visitors. These include the city Cemetery, Fire station, Old City Hall, Museum/county owned buildings, City Shops, and other city owned buildings. (See Map IX-3 .) The City also owns approximately 1800 acres known as the Watershed property.

## CEMETERY

The City of Jacksonville has control and ownership of approximately 19.04 acres of land for cemetery use, with an additional 8.13 acres known as Cemetery Woods. The historic Jacksonville Cemetery dates back to 1860 when first acquired by the City. However, the first burial was conducted in 1859. The facilities include a sexton's toolhouse which was constructed in 1878 and recently restored.

The City maintains the cemetery facilities and policy decisions are considered and studied by the Cemetery Commission which makes recommendations to the City Council. The care and improvement of the grounds are guided by the Cemetery Preservation and Restoration Plan, which was prepared in 1989 and should be periodically updated. Urban Renewal funding is available for cemetery rehabilitation and improvements, but grants will also be needed to fund half of the estimated \$360,000 cost. Identified projects include compiling further historical documentation, reconstructing worn or broken monuments, structures, and fencing, constructing bollards, signs, and interpretive elements, purchasing capital improvements, and constructing new sexton's structures.

There are approximately 500 gravesites still available and since approximately 30 burials are conducted annually at the cemetery, it is found that there is about 16 years of remaining acreage available for the future needs of the city.

## CITY GOVERNMENT OFFICES

City government is made more effective when facilities operate in a consolidated fashion. The current city offices are becoming crowded, housing both administrative offices and the police department. Seven employees currently occupy the building, leaving no room for public works offices or any conference space. The Public Works Director and Fire Chief have offices in separate locations at the Public Works Shop and the Fire Hall.

A professional engineer's structural observation of the Fire Hall noted the presence of large cracks in the walls and floor that indicate considerable subgrade movement. The engineer found that the structure does not meet current seismic building codes or fire-and-life-safety requirements. He concluded that the extent and cost of work required to repair or remodel this structure would be prohibitive and likely cost more than constructing a new facility in another

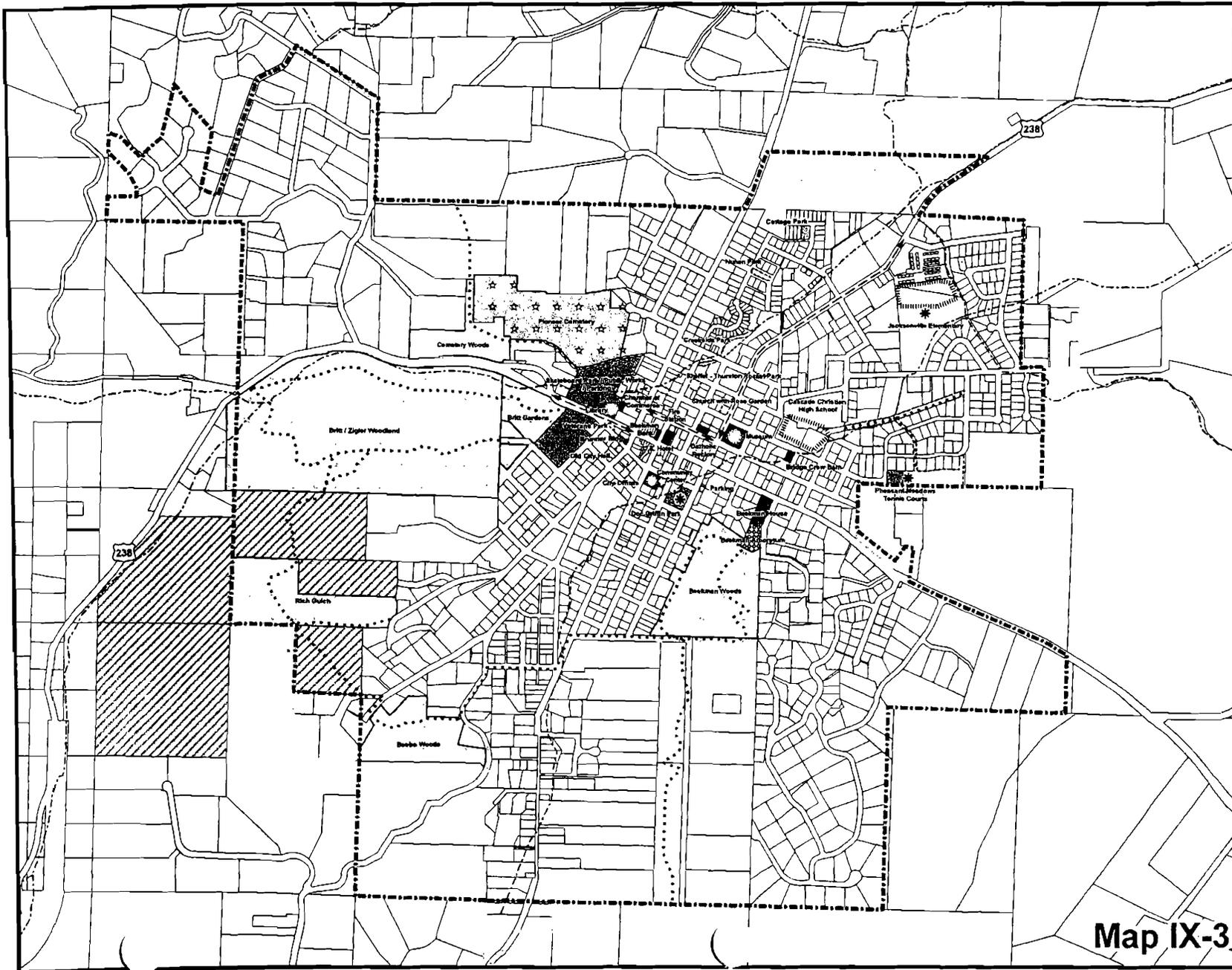
# City of Jacksonville

## Public Lands and Buildings

- ..... Trails
  - ← → Bike Lanes
  - City Limits
  - Taxlots
  - \* Playgrounds
  - - - Streams & Canals
- Public Lands and Buildings**
- Active Parks
  - ▨ BLM
  - ▩ Ballfields
  - Cemetery
  - Historic Sites
  - ▩ Native Arboretum
  - Passive Parks
  - Public Facility
  - ▲▲▲ Woodlands



Map by Chris Olivier  
June 17th 2003



Map IX-3

location.

The City has not conducted a specific facility needs and consolidation analysis (one is programmed for the near future), but has initially determined that administrative services would be enhanced by a new consolidated City Services building that includes the above Police and Fire needs, along with:

- Mayor's office
- Office space for Administrator as well as all department heads
- Large Area for Planning Department, including map storage and tables.
- Meeting/Conference Room
- Library/Public area to do research
- Lunch room/Lounge area
- Two 3-stall restrooms
- Office for part-time positions such as City Forester and Building Inspector

Other needs include an off-site archives building, additional administrative support clerks, updated computers/software packages, an updated phone system, and a vehicle for administration use.

The Urban Renewal Plan recommends that consolidated services be provided near the current Public Works facility and Jackson County Library, but notes that site, design, and financial constraints may force modifications from the basic concept. If consolidated in such a location, the sale of surplus properties (the present City Offices and Fire Hall) could fund a significant portion (\$935,000) of the estimated \$1.2 million cost.

#### OLD CITY HALL AND OTHER CITY PROPERTIES

The Old City Hall located on the southwest corner of Main and Oregon streets continues its century-plus service as the place where the legislative, municipal court, and numerous advisory bodies conduct public meetings and the business of city government.

The building has functioned as the center of city government since it was originally purchased in 1880 and reconstructed as the existing brick building city hall. The site was originally the location of the old brick Maury and Davis Store.

The single-story, 14-foot high ceilinged structure provided space for a main meeting room, the recorder's office, jail cells and a truck house to garage the city's hand-pumper fire fighting apparatus. A reconstructed bell tower, holding the original bell, remains on the roof of the structure over the truck house portion.

The City received a grant in 2003 to convert a portion of the structure to a Fire Museum and to add ADA (Americans with Disability Act) access to the meeting room without disturbing the historic face of the building.

Other City-owned facilities currently include the Sampson House, Miller House (City Offices), Brunner Building (Old Library), the Old Railroad Depot (the Chamber of Commerce office), and St. Andrews Anglican Church. Again, if City services were consolidated, the sale of surplus properties could fund a significant portion of a new facility while placing the surplus properties back on the tax rolls of the Urban Renewal district. The City also owns the property

under the newly-constructed library, providing a 99-year lease to Jackson County.

### MUSEUM/COUNTY OWNED STRUCTURES

The Southern Oregon Historical Society, Inc. manages Jackson County Historical properties, not only within the city of Jacksonville, but throughout the county. In Jacksonville, these include the Museum, Beekman House, and the old Catholic Rectory, which are open to the public for touring. A complete listing of such properties is included below.

The Southern Oregon Historical Society, Inc. is a membership supported, non-profit corporation, which makes Medford the location of its administrative functions and headquarters. The Society derives its policy direction and establishes goals through its 15-member board of trustees. The daily administrative functions and responsibilities are handled by a director who directs the tasks of the professional staff. However, this does not include the over 300 volunteers who contribute to the Society's activities in helping collect, preserve and display the local history.

The Society was originally organized in 1946 and in 1948 funding was established and a contract was entered into with the Jackson County Court (Board of Commissioners) to maintain and manage the county's historical properties. In 1950, the Society opened the Jacksonville Museum, formerly the Jackson County Courthouse (1883-1927) to the public. Financial support for the Society's operation is derived from property tax revenues, with other support from grants and donations; however, with the advent of Measure 50, this funding has been challenged by Jackson County and dramatically reduced, thereby threatening the future care of historic structures in Jacksonville. Should this crisis continue, the City needs to develop a strategy for preservation of those extremely valuable public structures.

#### PROPERTIES IN JACKSONVILLE, OREGON OWNED BY JACKSON COUNTY AND MAINTAINED AND OPERATED BY THE SOUTHERN OREGON HISTORICAL SOCIETY, INC.

1. Jacksonville Museum, consisting of:
  - (a) Courthouse Building, 206 N. 5th St., Tax Lot #3800, 372W 32BA
  - (b) Annex Building, 206 N. 5th St., Tax Lot #3800, 372W 328A
  - (c) Ferguson Building, 206 N. 5th St., Tax Lot #3800, 372W 328A
  - (d) Hanley Building, 206 N. 5th St., Tax Lot #3800, 372W 32BA
2. Beekman House & Outbuildings, 452 E. Calif. St., Tax Lot #101, 372W 32BA
3. U.S. Hotel Building, 101 E. Calif. St., Tax Lot #6901, 372W 32BA
4. Beekman Bank, 100 W. Calif. St., Tax Lot #6600, 372W 32BA
5. Catholic Rectory, 202 N. 4th St., Tax Lot #4400, 372W 3 2BA
6. Bridge Crew Barn, "D" St., between 6th & 7th St., Tax Lot #2400, 372W 32AB

Jackson County also owns the Britt Festival Grounds and Gardens, which are described in the Parks, Recreation, Open Space, and Natural and Scenic Resources Element.

## SCHOOLS

The first public school district in Jackson County was established in Jacksonville on August 11, 1854. A one-room school was constructed on the site on Old Stage Road. However, growth pressures were the cause for an alternate site to be purchased on Bigham Hill. After several fires and reconstructions, the historic Schoolhouse on the knoll was built. The annex building was constructed in 1954 and served as Jacksonville's public school until the late 1970's. Since that time, two different private schools have owned the property.

Jacksonville's student age population is now served by the Medford School District 549-C. Within the city itself, the school district maintains a primary school, constructed in 1983. The school serves 400 kindergarten through 6th grade students, and its recreational facilities are available for community use through a joint-use agreement.

Presently, Cascade Christian High School occupies the Bigham Knoll site, although they have a relocation option under consideration that may soon put this historic facility back on the market. Again, the City needs to develop a strategy for this historic facility's long-term preservation, while simultaneously finalizing the conceptual joint-use agreement for recreational use of the playing field.

### Potential Strategies for Land/Structure Preservation

Acquisition of title (fee simple) or partial acquisition (less than fee simple) are methods that are available to all levels of government to preserve land/structure for public purposes. Acquisition of title usually involves:

1. Outright purchase.
2. Negotiated purchase.
3. Advance acquisition or land banking.
4. Installment purchase.
5. Donation or gift.
6. Eminent domain or condemnation.
7. Trade or land exchange.

Partial acquisition or less than fee simple is often used when the cost of direct acquisition is too great or less extensive control is adequate. Less than fee interests are normally called development rights. Some advantages to less than fee acquisition include lower cost in some cases, retention of lands on the tax rolls and the efficiency of private management. Acquisition of less than fee simple usually involves:

1. Scenic or Historic Preservation easements.
2. Conservation easements.
3. Purchase and resale with restrictions.
4. Lease.

## FINDINGS, POLICIES AND IMPLEMENTATION STRATEGIES

### Sanitary Sewer Service

**Finding** - The city's short- and long-term sewerage treatment problems have been resolved by the connection of the city's collection system into the Regional System managed by RVSS. This alternative was long ago found to be the most cost-effective, beneficial and efficient method of serving the citizens of Jacksonville on a long-term basis and is now being expanded through a contractual relationship to reduce costs further. While the treatment issues were resolved by connection to RVSS, the responsibility for the care of the infrastructure is now also being shifted.

**Policy** - **The city shall strive to maintain a high-quality and efficient sewerage collection and treatment system.**

#### *Implementation Strategies-*

1. Ensure that an up-to-date sewer facilities master plan to guide growth and urban development in an effort to implement the comprehensive plan is maintained.
2. Take steps to ensure that connections to and further construction of the regional system in the general area surrounding the city limits does not have the effect of inducing development that would damage the distinct urban to rural transition. This will require a high level of coordination with Jackson County and the Rogue Valley Sewer Services.
3. Ensure that there is a Capital Improvements Program that contemplates the extension of major sewerage lines into presently unserved areas.
4. Enforce a prescribed set of sizing and design standards for public sewerage lines that are based upon sound engineering practices and the densities prescribed by the comprehensive plan.
5. When possible, the replacement, repair or installation of sewerage lines should be done prior to or concurrent with planned street improvements.
6. Explore the feasibility of transferring jurisdiction of the sewer system infrastructure to RVSS.

### Water Supply and Service

**Finding** -The City of Jacksonville currently purchases water from the Medford Water Commission. Generally, no major problems with the source or distribution facilities exist which cannot be corrected through routine and normal maintenance and upgrading of the system.

**Policy** -**Maintain an adequate and efficient municipal water-supply and distribution system to meet the long-range domestic and fire flow requirements of the city. Do not encourage future growth in areas that cannot be served by the existing reservoir system.**

### *Implementation Strategies -*

1. Reserve future water service capabilities for the use and enjoyment of city residents and refuse service extensions beyond corporate limits except to those users presently receiving the service.
2. The extension of water mains into presently unserved areas should be a function of the Capital Improvements Program or of private development.
3. Utilize the water pressure band map to ensure that development occurs within existing water pressure bands and do not allow additional public pumping facilities.
4. The sizing and design standards for public water mains and lateral lines should be based upon sound engineering practices and the densities prescribed by the comprehensive plan map.
5. When possible, the replacement, repair or installation of water lines should be done prior to or concurrent with planned street improvements.

### **Stormwater Drainage**

**Finding** - The proactive stormwater control measures undertaken by the City have resulted in a waiver from compliance with the NPDES Municipal Storm Water Permit program. These measures should be continued and enhanced. By adhering to historical design principles, the City's public improvement standards also minimize transmission of stormwater to streams.

**Policy** - Provide for the long-range storm drainage requirements in existing and developing areas. Continue to enhance proactive stormwater control measures.

### *Implementation Strategies -*

1. As part of the development approval process, require that plans be submitted which detail the means of handling storm water drainage.
2. Retain to the greatest feasible extent the high percentage of tree cover and permeable surfacing in the city.
3. The sizing and location of underground storm sewers should be based upon sound engineering practices and the densities prescribed by the comprehensive plan.
4. When possible, the replacement, repair or installation of underground storm sewerage facilities should be done prior to or concurrent with planned street improvements.

### **Solid Waste**

**Finding** – Phasing out of the South Stage Landfill and developing the Dry Creek Road Landfill reduced the effects of solid waste management on the city. Truck traffic related to solid waste is now typical of any community in Jackson County, with a significant decrease in the intensity of heavy solid waste trucking through the historic core

**Policy - The city of Jacksonville is committed to coordinate with Jackson County on the provision of solid waste disposal sites and adequate recycling rates to meet current and long range needs.**

*Implementation Strategies -*

1. Monitor the franchise agreement between Jackson County and the Rogue Disposal company and provide informed input at such time that the franchise contract is renegotiated.
2. Participate with the Solid Waste Committee of Jackson County and the County Board of Commissioners by providing input and testimony in the review and update of the solid waste management plan.

**Fire Protection**

**Finding -**The Jacksonville Fire Department provides the city with a commendable level of fire protection, but is in transition from a totally volunteer department to a fully-staffed department. It is expected that capital outlays for firefighting equipment will increase with increased population.

**Policy -**Maintain adequate levels of structural and non-structural fire protection and emergency medical response capabilities in an effort to protect human life and property (particularly our historic resources), increase fire protection ratings and decrease consumer cost.

*Implementation Strategies -*

1. Maintain and expand the Fire Department and its facilities during the planning period to insure adequate fire prevention and protection, along with emergency medical response.
2. Maintain mutual aid agreements with other fire protection agencies at all levels.
3. Efforts should be made to monitor and reduce, if necessary, excessive fuel loading in the wooded portions of the city.
4. Explore the feasibility of providing service outside the Jacksonville jurisdictional area.

**Police Protection**

**Finding –** The demand for police protection will increase as total population increases. Existing facilities are being maximized with a present level of population and use, citizens are receiving a high level of service per tax dollar. However, increases in population have had the effect of triggering demands for new equipment and facilities.

**Policy –** Maintain adequate police protection for the citizens of Jacksonville.

*Implementation Strategies –*

1. Providing major pieces of police equipment should be a function of the Capital

Improvements Program.

2. Encourage and support continued efforts aimed at securing mutual aid agreements with other state, regional and local police protection agencies to increase protection and avoid duplication of facilities and equipment.

### **Schools**

**Finding** – It appears that the present level of school facilities in Jacksonville is adequate to the educational requirements of city school-age children during the planning period. Existing facilities can, however, provide incidental opportunities for community recreational activities within the schools or to adjacent properties.

**Policy- Maintain public schools for the primary benefit of school-age children and secondary benefit to the general community to provide facilities for community affairs and to afford recreational opportunities.**

*Implementation Strategies –*

1. Encourage the continued use of school facilities for community recreation, public open space and for other community affairs in a manner which does not conflict with the primary education and purpose of the schools.
2. Coordinate community and recreational needs with School District 549-C.

### **Public Land and Buildings**

**Finding** – The current provision of city services from three sites may not be efficient. Further, the existing city offices do not have adequate space for existing staff and public meeting rooms. The City owns several properties that, after analysis of their benefits and costs, may be declared surplus and sold.

**Policy – Enhance the provision of public services to the residents of Jacksonville.**

*Implementation Strategies –*

1. Conduct a facility needs analysis to determine the adequacy of existing facilities and to identify additional facilities to optimize government services.
2. Maintain and update a Cemetery Preservation and Restoration Plan.
3. Evaluate the public benefit of retaining individual City-owned properties in City ownership. Evaluations will be subject to full public participation and any decisions about retention or disposal of City properties will be preceded by public hearings.
4. All proceeds derived from any surplus property shall be used for the purchase of other long-term assets or the establishment of endowment funds, not for day-to-day operations of the city.
5. Develop a strategy for preservation of valuable public structures not currently owned by the City.

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**CHAPTER X**  
**GENERAL IMPLEMENTATION**

## GENERAL IMPLEMENTATION

### INTRODUCTION

Since zoning was first established in New York City in 1915, land use regulation has evolved into a fairly sophisticated network of many techniques and strategies. Several techniques applicable to Jacksonville are included because in most instances, the comprehensive plan will not implement itself, although Oregon court cases emphasize that a comprehensive plan is in fact the controlling land use planning instrument for a city.

The techniques presented will not all be effectuated immediately. Some may never be enacted and others may not be put to use for several years. They are presented to outline possible strategies and courses of action that may be desirable in the future.

### INVENTORY OF IMPLEMENTATION TECHNIQUES

Jacksonville has a long-standing tradition of enacting and enforcing very stringent design regulations and land use laws. This tradition has caused property values to rise at faster rates and to higher levels than for a majority of surrounding jurisdictions. This value enhancement is largely attributable to the preservation and protection restrictions, just as there is a premium attached to an upscale planned unit development through the application of a stringent set of the codes, covenants, and restrictions. The City intends to protect and preserve the quality of life and social benefits that accrue to its citizens by continued implementation of the existing regulatory framework and hereby recognizes the value enhancements that accompany such regulations.

#### Regional Planning

Jacksonville participates in a multi-jurisdictional effort to evaluate issues common to the Greater Bear Creek Valley. The Rogue Valley Council of Governments coordinates a Regional Problem Solving effort authorized by State Statute to provide a more local approach to finding solutions to area wide problems. Solutions are not required to fall within all provisions of the Oregon Administrative Rules, although they must remain consistent with the Oregon Revised Statutes.

The Regional Problem Solving effort permits flexibility in land use allocations from one city to another, and it seeks to preserve the best farmland in the region while identifying land that may be available in the long term for eventual urban growth. The probable result of regional planning will be the designation of areas where future growth may occur around the Region's various jurisdictions, where key infrastructure improvements need to be made, and where growth should not occur (simultaneously applying some protective/incentive measures such as buffer designations to keep growth out of those areas).

Within the growth or Urban Reserve areas, Urban Growth Boundary expansions will take place. Urban Growth Boundaries (UGB) are an Oregon innovation that defines where growth will occur over the next twenty years. Once a property is within a UGB, it may apply for annexation. If outside, it may not.

## Comprehensive Plan

The Comprehensive Plan establishes the following broad land use categories that are depicted on the Comprehensive Plan Map. The Comprehensive Plan Map is a site-specific graphic representation of the pattern and distribution of desirable future land uses within the city.

### **Residential**

Border Residential - (One-half acre to five-acre size minimum.) Areas designated for border residential are peripheral to the more dense village center of Jacksonville. Because of levels of service or other natural or developmental factors, these areas are best suited to large lot sizes. These areas will also likely require emphasis on buffering from resource uses. Minimum lots area in the BR zone is determined based on the topographic nature, service availability, surrounding land uses, and the relevance characteristics of the area.

Hillside Residential – (One-half acre to five acre lot size minimum.) Hillside residential are generally characterized by steep slopes, sparse development, erosion hazards, soil limitations for building foundations and road construction and frequently, are not served with municipal sewer and water service. Special development treatments are necessary to reduce fire hazards. These areas possess some opportunities for large acreage homesites and cluster type development, although many of the areas are generally undevelopable. Minimum lots area in the HR zone is determined based on the topographic nature, service availability, surrounding land uses, and the relevance characteristics of the area.

Single-Family Residential - (6,000 - 12,000 square feet per dwelling unit.) This is the principal residential comprehensive plan designation. Most developed and developable areas fall within this category which is typified by traditional single family subdivisions and planned development. The areas designated Urban Single Family Residential are generally characterized by flat to gently sloping topography, served by municipal sewer and water service and not unduly impacted by other factors which inhibit urban level development.

Multi-Family Residential - (5,000 square feet for two-family dwellings, plus 2,400 square feet for each additional dwelling unit.) These areas are in proximity to the central portion of the city and adjacent to the elementary school on Hueners Lane. The Multiple-Family Residential designation has been applied in many cases as a transition area separating commercial uses from the school and more sensitive residential areas. The corresponding Multiple-Family Residential (MF) zoning district provides performance standards for a variety of residential uses, community services, and appropriate professional business and service offices. This designation is, therefore, established to provide low density, multiple family developments to serve the needs of low to moderate income households and the elderly, as well as provide for a compatible mixture of professional service uses. Areas designated Multiple Family Residential are characterized by generally flat topography and little or no physical development constraints. Existing mobile home parks within city limits and the urban growth boundary also fall within this designation.

Planned Unit Development (Residential Density of 5.5 units per acre.) The Planned Unit Development approach is to enable a greater degree of flexibility in the design of urban development than would otherwise be possible under the strict requirements of the development code. Provisions of this category are intended to promote more creative and imaginative design for urban development, promote the preservation of important natural features, viewsheds, and scenic qualities of the land, to promote a geographic intermixing, and to promote a mixture of land use and housing types.

## **Specialized**

**Historic Core** - The area designated Historic Core is generally the central business district, recognized as a National Historic Landmark. A minimal amount of development will occur in this area, although restoration and rehabilitation is appropriately encouraged and will take place.

**General Commercial** - Beyond the historic core area, there is a need to provide for the basic commercial needs of a growing population. Historically, this need has been fulfilled along Highway 238 in the northern portion of the city. This area, separated into two distinct nodes, is only partially developed and will generally intensify to meet the city's future commercial needs, supplemented by the provision of professional services in the Urban Multiple Family Residential areas. In addition to the wide variety of commercial uses that will be permitted within these areas, there will also be provision for light industrial uses of a compatible, low intensity and unobtrusive nature.

**Cottage Industrial** – The purpose of the Cottage Industrial designation is to permit a variety of small-scale manufacturing uses in an aesthetic environment that allows residents to conduct businesses from their property while having a minimal effect on their surroundings. Performance standards ensure compatibility with the surrounding area.

### **Special Protection District**

The Special Protection District is intended to provide the following objectives:

- A. To preserve and protect historic sites, parks, open spaces, scenic resources, and public and semi-public facilities such as schools, along with significant fish and wildlife habitat, watersheds and other natural resources within the city;
- B. To enhance and enrich the city's urban character so as to promote the emotional and physical well-being of present and future citizens.
- C. To protect the historic integrity of Jacksonville and provide the recreational and educational opportunities necessary to facilitate economic development through tourism.

### **Comprehensive Plan Map Interpretation**

The Comprehensive Plan map is designed to illustrate and guide the future transition of land from one use to another; in cases where the Comprehensive Plan and Zoning Ordinance Map are the same, no future land use change is contemplated during the planning period; in cases where the two maps differ, it is anticipated changes will occur during the planning period and the land will convert to a use in conformance with the Comprehensive Plan Map. In this respect, it should be pointed out the Comprehensive Plan Map is the controlling document governing land use within the city and urban growth boundary on a long range basis, and the Zoning Ordinance Map simply establishes current allowable land uses. Changes in zoning designation must be in conformance with the Comprehensive Plan Map. In those rare instances when it is found desirable to amend the Zoning Ordinance Map to a designation not in conformance with the Comprehensive Plan Map, formal amendment must also be made to the Comprehensive Plan Map, and those changes must conform to the spirit and intent of the Statewide Land Use Planning Goals.

## Zoning

Essentially, zoning is a means of ensuring that the land uses of an area are properly situated in relation to one another. It provides adequate amounts of space for each type of development. It allows for the control of development density so that the property can be adequately utilized without causing undue stress on the natural or cultural environment. This allows the directing of new growth into appropriate areas where public facilities and services exist or can be reasonably provided. It is necessary that zoning be used in a coordinated manner with other devices, such as subdivision regulations, to promote orderly growth. Zoning and subdivision ordinances, among other techniques, have been combined into a single overall Unified Development Code in Jacksonville. Although this has not generally changed the purpose or intent of the various ordinances, it has provided for a more concise and more readily understood assembly of land use regulations.

Most present day zoning enabling legislation is based upon the U.S. Department of Commerce 1924 Standard Zoning Enabling Act which defines zoning as the division of a governmental unit into districts and the regulation within those districts of:

1. The height, bulk, design and site orientation of buildings and accessory structures.
2. The area of a lot or parcel which may be occupied by structures and the size of required open spaces.
3. The density of development and the overall population.
4. The use of land for each of the basic land uses.

Conflicts among the various land uses may occur at the interface where various zoning districts change - for example, where residential districts end and commercial districts begin. Such conflicts also occur where rural lands lying outside city limits and the urban growth boundary interface with urban uses within the city. The following matrix will help identify potential conflicts among the various city and county uses. Although land use conflicts arise where the transition is made from one use to another, sensitive design coupled with reasonable buffering considerations can ease the transition in most cases. Therefore, impact between land uses is a question of degree and certain uses, although basically compatible, still require a certain degree of wise design to ensure that the transition area intelligently separates the two uses. Other uses simply should not be mixed when possible. Out of necessity, however, certain uses must at times interface. When this circumstance occurs, all necessary and reasonable buffering techniques must be employed to minimize adverse impacts and general conflicts as much as possible.

The following list of techniques, although not intended as all inclusive, can be used separately or in combination, to ensure a compatible transition among urban uses and between urban and rural uses:

1. **Spatial Separation.** The provision of distance in the form of setbacks between conflicting uses.
2. **Screening.** Screening is simply the use of fencing, solid walls or landscaping used to create a visual separation between conflicting uses.

3. Use Separators. Transitional uses such as parking areas and common open space are uses that may be employed in transition areas to separate conflicting functional uses while maintaining some accessory or incidental use of the transition area.
4. Berming or Mounding. Where noise and visual impacts are evident, berming can provide both a visual and noise buffer, as well as provide for a spatial separation.
5. Architectural Design. In certain instances, structural design may be employed to limit those features such as doors and windows on the sides of structures which abut or face the conflicting use.

Zoning by parcel size restrictions and use is by far the most popular and accepted type of zoning used. Another commonly used zoning device is density zoning. It establishes a maximum density for an area, usually in acreage required per dwelling unit and then allows the clustering of units so long as the overall density standard is maintained; this is commonly implemented through Planned Unit Developments described below.

Performance zoning is another alternative technique that regulates land use through performance standards rather than zoning restrictions. Under performance zoning, a community establishes districts on the basis of standards for noise, bulk of structures, and other factors. Jacksonville has three zones that include elements of performance zoning: HC (Historic Core), MF (Multiple-Family Residential, and GC (General Commercial). In the Historic Core zone, for example, commercial, educational, professional, and residential uses are possible, but are subject to a list of standards intended to preserve and enhance the unique character of the district.

### **Subdivision Regulations**

The earliest communities in this country were laid out by royal directives. A principal ingredient of most such directives was a map of the street system, typically a grid-iron pattern. From these early beginnings grew the U.S. Department of Commerce 1928 Standard City Planning Enabling Act, which gave birth to the modern subdivision ordinance. Subdivision regulations are locally adopted laws governing the process of converting raw land into buildable sites. This is normally accomplished by plat map review and approval procedures. As a practical matter, much subdivision regulation is treated as a bargaining process between a developer who desires cost effective standards of development, and the governing body which must protect the general public interest.

Subdivision regulations may serve a wide range of purposes. They enable the coordination of otherwise unrelated plans of numerous individual developments and in this process ensure that adequate provision is made for such major features of the comprehensive plan as rights-of-way for streets and utilities, parks, schools, and public facilities such as sewer and water. Subdivision regulations also provide a measure of control over internal design to ensure that the pattern of streets, lots and other public facilities will be safe, convenient, pleasant and economical to maintain. To be most effective, subdivision regulations and their administration must be closely coordinated with other local policies, ordinances and activities.

A common requirement for approval of a subdivision plat is the dedication of a certain percentage of each subdivision for permanent open space or other needed public facilities, or a payment in lieu thereof. The required dedication is justified on the grounds that each subdivider should provide community facilities in relation to the demand generated by the development.

Subdivision regulations can also incorporate performance standards to affect the appearance, quality, ecology, energy efficiency and solar orientation of an area by requiring that specific standards be met. When integrated with Planned Unit Development process, the subdivision ordinance should allow for optimal innovation and design flexibility.

### **Planned Unit Development/Cluster Housing**

Clustering is the development pattern and technique wherein structures are arranged into closely related groups. Instead of distributing houses uniformly over an entire area, clustering enables a developer to build at higher densities in certain locations and to preserve natural features in others. Cluster development requires a greater degree of skill to implement than does conventional subdivision planning. However, cluster arrangements offer a greater overall land use efficiency and more land in common open space. Open space held in common is typically managed through a homeowners' association.

Planned Unit Development (PUD) is an extension of cluster planning. The concept basically involves a mixture of densities, housing types and land uses. It may also include land uses of a cultural or recreational character. Like cluster planning, residential density, averaged over the entire area being planned, offers overall development control rather than individual lot regulations based on size and setback. The concept also allows a level of creativity and innovation of design not possible in conventional subdivisions. Generally, the advantages of planned unit developments include:

1. Building cost reduction.
2. Reduced costs for providing public facilities to the development since fewer streets are needed than for servicing scattered sites.
3. Preservation of larger amounts of open space.
4. Innovative design flexibility.
5. More compatible land use mixtures.

### **Special Review Committees**

Special programs headed by committees or commissions are often used for purposes of site plan review, historical and architectural review, parks review, or a combination of these and other matters of concern to a community. These committees are normally afforded broad guidelines for review and discretion is required to ensure that development pays close attention to community standards and detail. In some cases, more than one special review committee, in addition to the Planning Commission, is consulted for a recommendation. Often this creates delays and while necessary, communities should seek to streamline special review procedures and consolidate the interests of various committees into a single, well-organized and clearly defined review process.

### **Building Code**

The building code is designed to protect the health and safety of people using property and structures designed for human occupation. A variety of standards are contained in the Uniform Building Code (UBC) which relate to structural strength, fire safety, sanitation facilities, light, ventilation and room sizes. The UBC, in most cases, sets the minimum requirements for a

structure and can often be supplemented to provide for other local needs. Such needs often relate to standards for the energy efficiency of structures. In Jacksonville, the Building Inspector is directed to interpret building codes in such a way as to provide the greatest degree of flexibility for the preservation of historic structures.

### **Fire Code**

The Uniform Building Code incorporates structural standards to ensure that buildings are constructed to resist damage or destruction by fire. The Fire Code establishes additional standards to ensure public safety. It establishes occupancy limits and location of fire extinguishers in public places. Again, in Jacksonville, the Fire Chief is directed to interpret building codes in such a way as to provide the greatest degree of flexibility for the preservation of historic structures.

### **Code Enforcement**

Generally, code enforcement protects the public health, safety and welfare by preventing the deterioration of structures and by ensuring adherence to the community standards embodied by the comprehensive plan and implementing ordinances. In Jacksonville, care and discretion must be exercised to ensure that code enforcement furthers the historic character of the City and does not have the effect of threatening the integrity of historical structures.

Code enforcement can be implemented by the combination of two sets of three different levels of action: complaint-driven enforcement, intermittent enforcement, or continuous enforcement; and mitigation of violations, light penalties, or heavy penalties. Of the two sets, due to staffing limitations, current code enforcement in Jacksonville is complaint-driven, with a emphasis on mitigation of violations rather than enforcing penalties.

### **Physical Impact and Maintenance Codes**

The following variety of available devices provide techniques for ensuring the preservation of certain areas and structures in their desired state. Such devices include:

1. Litter control.
2. Weed and insect control, including high grass/ fire hazard suppression.
3. Erosion control.
4. Floodplain control.
5. Grading controls.
6. Affirmative Maintenance of historical structures and features through the Historical and Architectural Review Commission.

### **Capital Improvements Planning and Programming**

In addition to being an effective tool for implementing a comprehensive plan, a Capital Improvements Program (CIP) is an effective means to ensure that public dollars are wisely spent. The investment of public funds in such facilities as streets, utilities, parks, or buildings clearly

has an impact on the pattern of community development. Planning for such public facilities and the announcement of public intentions to acquire properties or schedule construction of new facilities can do much to influence private sector decisions. Since government actions can influence the pattern, timing and standards of private development, a coordinated mechanism for planning and programming public capital investments is desirable to balance competing pressures for limited funds, systematically review project proposals and demonstrate to the taxpaying public that fairness and objectivity are being exercised in public expenditures to achieve identified community goals. With the growing complexities in both financing and development activities, even the smallest units of government need to carefully analyze the way funds are allocated to be sure that they maximize the available dollars. No agency has enough money to accomplish its objectives: so it must have a method for determining priorities.

It is customary to prepare a capital improvements budget and program, revising the entire program as part of the biennial budgetary process. Long-range projects and their estimated costs are normally planned over a period ranging from five to ten years. Various component methods are available to inventory and prioritize projects for capital programming and allocate specific amounts of annual public funding for each.

### **Plan Review and Amendment**

Although the comprehensive plan is designed and intended to be the controlling land use planning instrument to the year 2015, it is important to recognize and effectively deal with major changes in the community. The comprehensive plan reflects the desires of the community at the time it is adopted and must be continually reviewed and revised to keep pace with changing circumstances and community desires and standards.

Decision makers should periodically re-examine the plan and consider, at their discretion, possible amendments to the plan text and generalized land use map. During this process, the thinking that led to the principal concepts of the plan should be weighed against the merits of the proposed changes. This review is the primary mechanism designed to ensure that the plan is kept up to date and not ignored as an obsolete, outmoded or unusable document.

Consistent with the process recommended through Regional Problem Solving, major reconsideration of the plan should occur every ten years and be coordinated with the plan updates for other jurisdictions in the greater Bear Creek Valley. This process should entail an overhaul of the entire plan, including new data inventory, updated forecasts and a major restudy of plan goals, policies and implementation strategies. The following are the basic processes that should be used in reviewing, updating and amending the various components of the Comprehensive Plan, including the Urban Growth Boundary.

**PLAN GOALS, POLICIES, IMPLEMENTATION STRATEGIES, FORECASTS AND DISTRIBUTION-AND-ALLOCATION FORMULAS REVIEW AND AMENDMENT**

- (a) **Primary Responsibility:** City Council, Planning Commission.
- (b) **Initiation of Amendment:** City Council, Planning Commission.
- (c) **Type of Amendment:** Major (Legislative or Quasi-Judicial).
- (d) **Review Responsibility:** Planning Commission, Citizen Advisory Committee, Special Committee(s), Affected Agencies.
- (e) **Final Action:** City Council.
- (f) **Frequency:** Amendments may be proposed at any time subject to initiation. Every fifth year, major text revisions should occur through a broad legislative process. During this five-year review, proposed amendments received during the interim will be considered by the Citizen Advisory Committee and Planning Commission. If compelling reasons for these amendments occur between five-year review periods, a majority vote of the Planning Commission and City Council can authorize immediate initiation of the proposed amendment.
- (g) **Criteria:** Proposed amendments should be considered based upon a finding that one or more of the following standards are met:
  - (1) Updated data manifests significantly different trends than indicated by previous data;
  - (2) New data reflects a new or previously undisclosed public need;
  - (2) New community attitude representing a significant departure from previous attitude is found to exist by the Planning Commission or City Council;
  - (3) Changes in statutory or case law occur which affects the applicability or appropriateness of applicable portions of the plan text;
  - (5) A demonstrable error or inconsistency is found to exist.

Regardless of the previous standards, the proposed amendment must conform to the Statewide Planning Goals and be consistent with other unamended portions of the comprehensive plan.

The proposed amendment will be presented for review to the Citizens Advisory Committee who will forward a recommendation to the Planning Commission. The Planning Commission may at this point elect to hold a public hearing. The proposal will then be sent to all city departments, review committees and affected agencies for review. Upon receiving input from the various review bodies, the Planning Commission may elect to hold a public hearing with proper public notice as set forth in state law or forward a recommendation directly to the City Council.

The City council will hold at least one public hearing with proper public notice as set forth in state law. A majority vote of the City Council is sufficient to enact the amendment.

### **COMPREHENSIVE PLAN MAP REVISIONS**

Changes to the Comprehensive Plan map that have widespread and significant impact upon the immediate area of the change, such as quantitative changes, producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to commercial use; or a spatial change that affects large areas or many different ownerships shall be treated as major amendments. Minor changes to the Comprehensive Plan map which focus on specific individual properties and which do not have significant effect beyond the immediate area of the change. A determination of whether a proposed change is major or minor is made by the Planning Director or City Administrator.

- (a) **Primary Responsibility:** City Council, Planning Commission.
- (b) **Initiation of Amendment:** City Council, Planning Commission. (Minor only) subject property owner.
- (c) **Type of Amendment:** Major (Legislative). Minor (Quasi-Judicial).
- (c) **Review Responsibility:** Planning Commission, Citizens Advisory Committee, Special Committee(s), Affected Agencies.
- (e) **Final Action:** City Council.
- (e) **Frequency:** Amendments may be proposed at any time subject to initiation. Every fifth year, major map revisions will be considered through a broad legislative process. During this five-year review, proposed major amendments received during the interim will be considered by the Citizens Advisory Committee and Planning Commission.

Annually, minor map revisions will be considered on a case by case basis. During this annual review, proposed amendments received during the interim will be considered by the Citizens Advisory Committee and Planning Commission.

If compelling reasons for these amendments occur between review periods, a majority vote of the Planning Commission and City Council can authorize immediately initiation of the proposed amendment.

- (f) **Criteria:** The proposed amendment must.
  - 1) conform to the Statewide Planning Goals and
  - 2) be consistent and compatible with other unamended portions of the comprehensive plan.

The proposed amendment will be presented for review to the Citizens Advisory Committee who will forward a recommendation to the Planning Commission. The Planning Commission may at this point elect to hold a public hearing. The proposal will then be sent to all city departments, review committees and affected agencies for review. Upon receiving input from the various review bodies, the Planning Commission may elect to hold a public hearing with proper public notice as set forth in state law, or forward a recommendation directly to the City Council.

The City Council will hold at least one public hearing with proper public notice as set forth in state law. A majority vote of the City Council is sufficient to enact the amendment

## **URBAN GROWTH BOUNDARY AND URBANIZATION POLICY REVISIONS**

### **Major Revisions**

(a) A major revision shall include any boundary change that would necessitate revisions to the intent of City or County Plan goals, policies, text, and/or that has widespread and significant impact beyond the immediate area.

(b) Major revisions are legislative actions, and will be considered by the City and County whenever deemed necessary by either City or County.

(c) A request for a major revision can be initiated by an individual or group or either jurisdiction. The party seeking the revision shall be responsible for filing adequate applications and written documentation with the City and County governing bodies.

(d) The final legislative action on major revision requests shall be based on the following criteria:

(i) There is a demonstrated need for the change to accommodate updated population trends, to satisfy urban housing needs, to assure adequate employment opportunities, or resolve critical livability issues;

(ii) The proposed change shall allow the orderly and economic provision of key urban and/or public facilities and services.

(iii) The proposed change shall allow the maximum efficiency of land uses within the current urbanizable area;

(iv) The proposed change shall analyze the environmental, energy, economic and social consequences and be found to provide a positive overall benefit;

(v) The proposed change shall be compatible with other elements of the City and County Comprehensive Plans; and,

(vi) The proposed change shall be compatible with Statewide Planning goals.

### **Minor Revisions:**

(a) Minor Revisions to the UGB or AMPC boundary line focus on specific individual properties and do not have a significant impact beyond the immediate area of the proposed change.

(b) Minor Revisions are quasi judicial in nature and may occur annually, unless a different date is agreed upon by both jurisdictions.

(c) Application for a Minor Revision can only be made by the subject property owners, their authorized agents, or by the City or County governing body. Written applications for Minor

Revisions must be filed in both the City of Jacksonville and Jackson County Planning Division Offices, on forms prescribed by each jurisdiction, along with applicable fees.

(d) Approval of a Minor Revision shall be based upon the same criteria required for major revision requests.

(i) The Planning Commissions are required to forward a recommendation and findings on each application to the City and County governing bodies for final consideration.

(ii) The City governing body shall be responsible for the preparation of the actual legal instrument which officially amends the boundary line.

**Determination of Major Revisions and Minor Revisions:**

The Planning Directors for the City and County are responsible for determining whether an amendment is to be considered through a major revision or a minor revision process, In the event that the Planning Directors cannot agree, the proposal will be forwarded to the respective Planning Commissions for their decision on the matter.