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."*

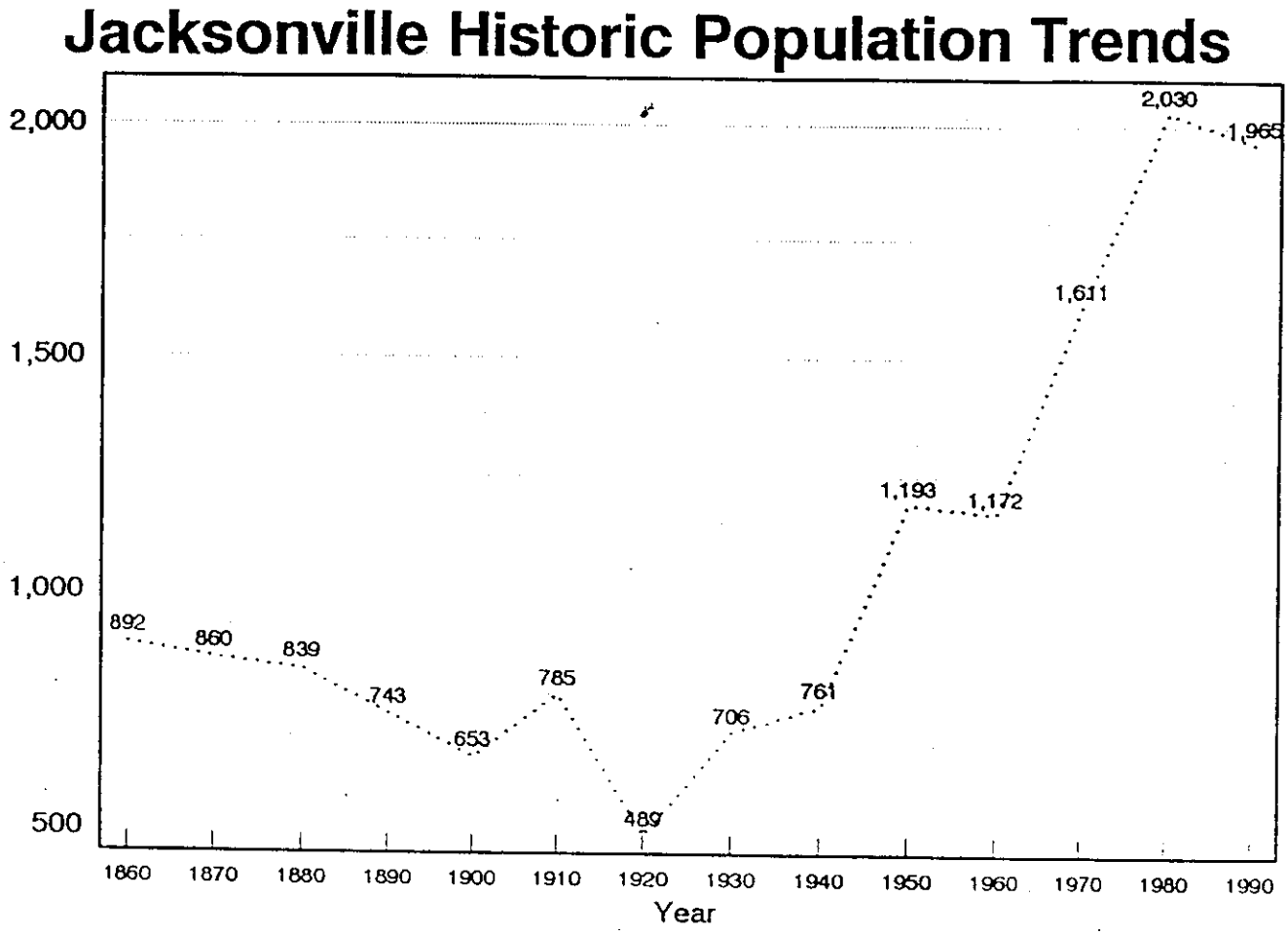
GOAL

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.



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)

Households	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
Families	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
Nonfamily households	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

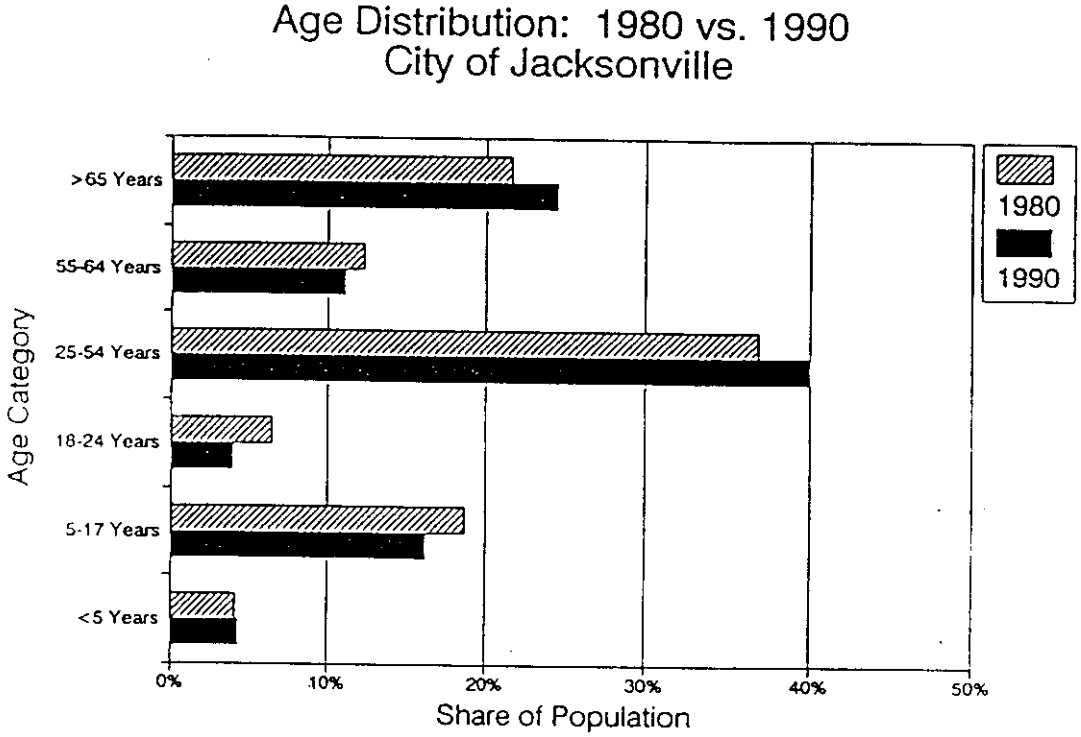
Age Distribution

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.



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.

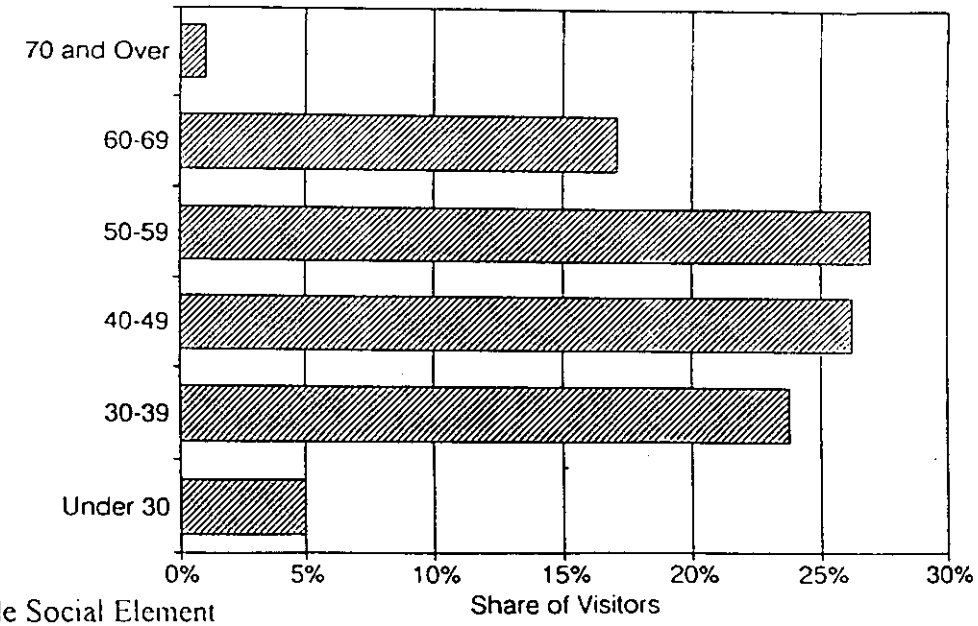
Another major tourist attraction, the Britt Music Festivals, has grown tremendously to a current level of between 50,000 to 55,000 attendees per summer. Due to an arrangement that it has with its landlord, Jackson County, the Festival is confined to a summer season window from the middle of June to just 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.

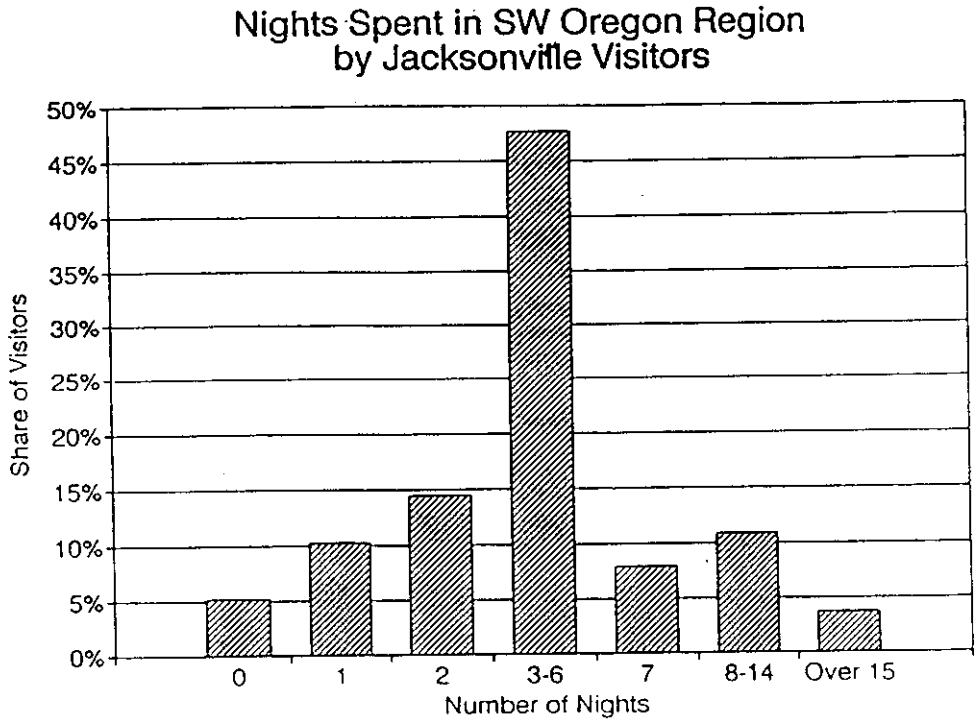
The make-up of the present transient population was found in a 1990 survey conducted by the Southern Oregon Regional Services Institute (SORSI) to have the following age distribution

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.



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.

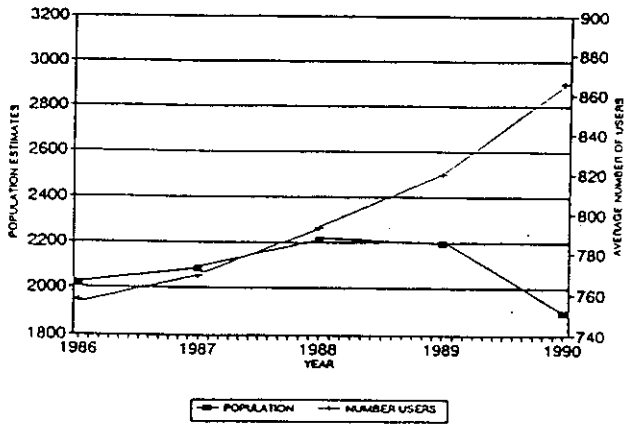
The transient population is unique in that they have large disposable incomes, but live in tiny quarters at high densities, and only have one car per "household". When developing plans for providing services such as sewer and water, their consumption is accounted for by their accommodations such as motels, 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.

JACKSONVILLE
COMPARISON OF POPULATION VS NUMBER OF USERS



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:

YEAR	COUNTY (PSU)	CITY at 2%	CITY at 1.5%
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
2020	220,000 (extrapolated)	4,400	3,300

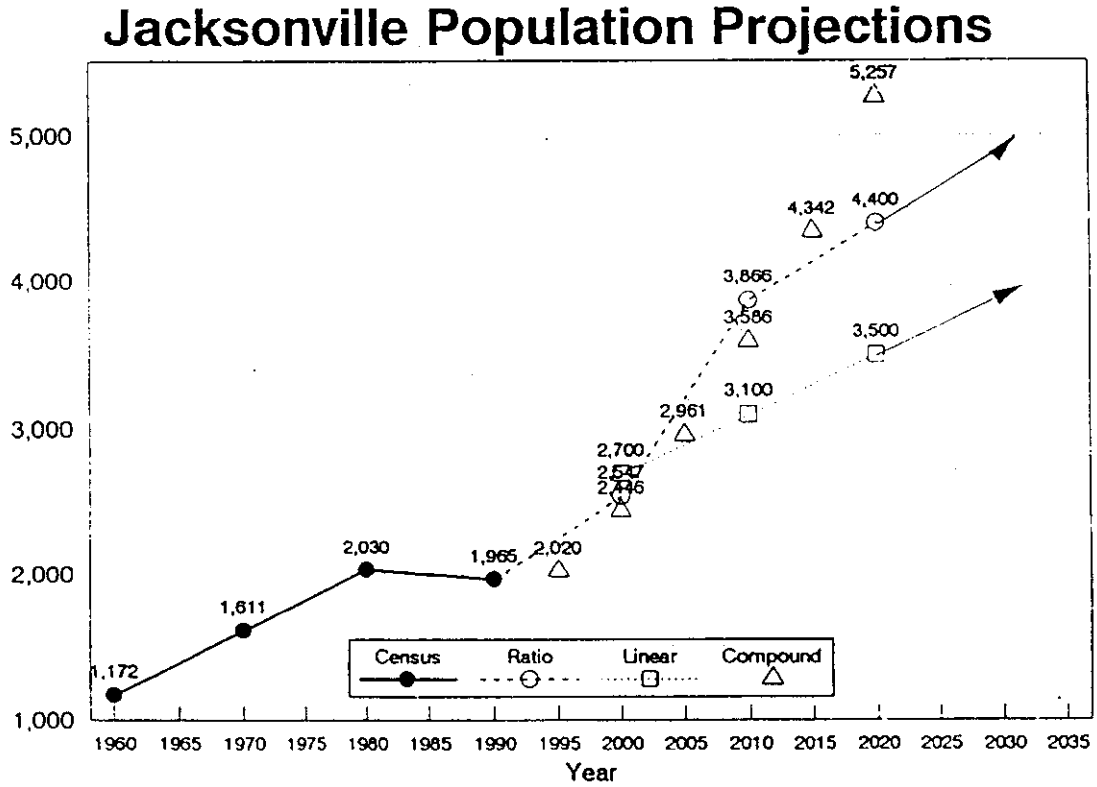
The 1.5% figures conform closely with the mid-range projection used for Jacksonville in the Medford Water Commission's "Bear Creek Valley 2050 Water Supply Plan", but the 2% figures rapidly outstrip the high range projection of that same study. In an effort to bracket a range of possibilities, the 1.5% 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.



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

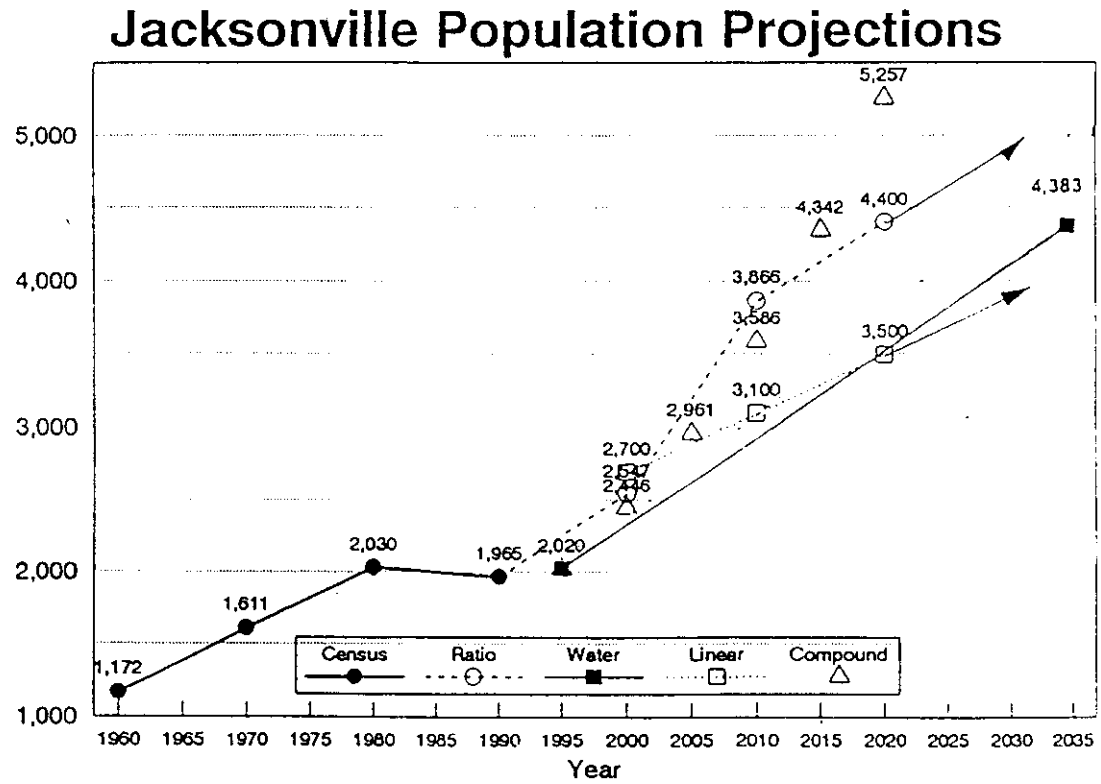
A preliminary review of the existing parameters listed above indicates that the most limiting factor known at this time is our municipal water facilities. The transportation, police, fire, school, and sewer plans have not yet been prepared, parks and drainage facilities appear to be able to service population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



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.