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 5th 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 DLCD'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 [illegible] PRESZLER
of the Mail Tribune

WHITE CITY — Young families playing together in Burns Park while older couples stroll its paths. Residents banding together to save — 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 Kupillas, who — like Burns — is credited with spearheading improvements in White City. "You have to have a 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

see WHITE CITY, Page 5A

Highest assessed value per capita

If it chose to incorporate, White City would have one of the county's richest tax bases, thanks to a large industrial area.

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

Locals warily applaud Clinton's Medi[illegible]

President wants government to pay part of drug costs

SUSAN JAY
Mail Tribune

[illegible]k Sawday, 79, agrees with [illegible]ident Clinton's proposal to [illegible] into, they mess it up," said the retired Medford resident, who spends [illegible] town Medford.

Some said President Clinton's [illegible] 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.

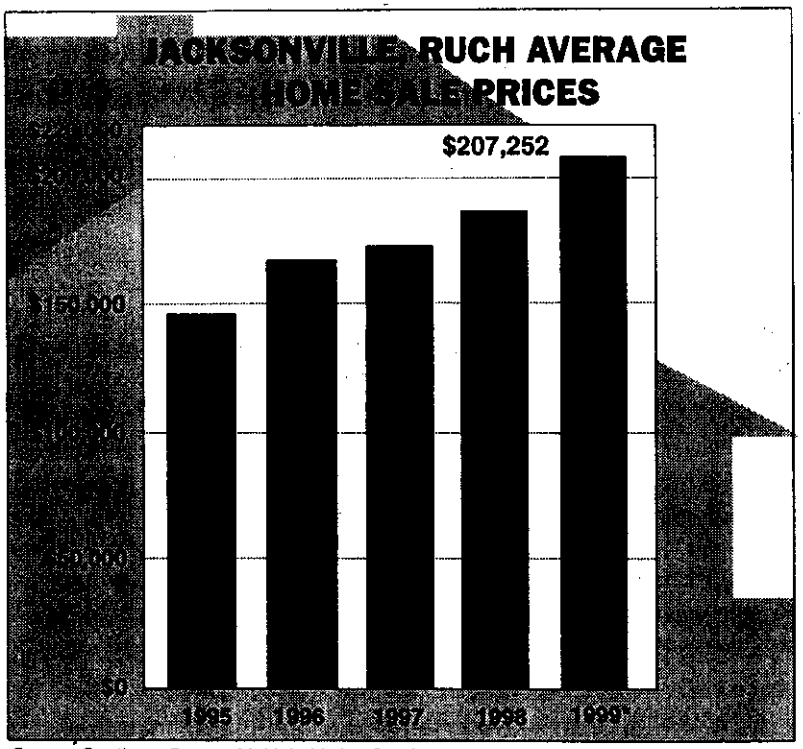
MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1989

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

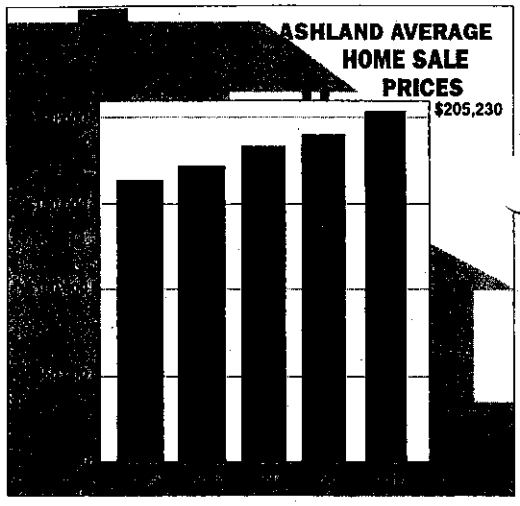
Less than 20 percent	73
20 to 24 percent	28
25 to 29 percent	29
30 to 34 percent	10
35 percent or more	34
(23% spent 30 percent or more on Contract Rent Expenses)	
Not computed	14

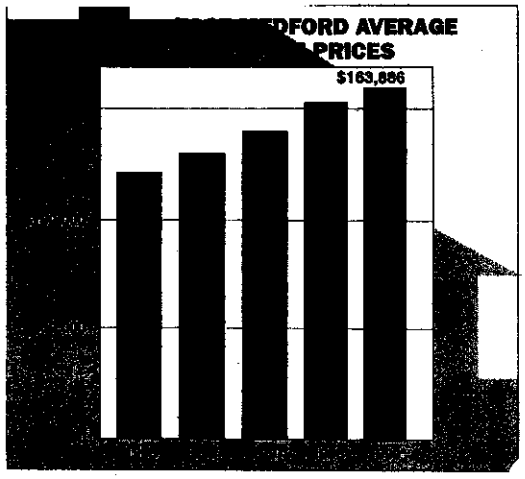
In the County, Jacksonville has the third lowest percentage of its overall households paying more than 30% of income for housing. As pointed out in the National Low Income Housing Coalition's September 20, 2000 "Out of Reach" report, no minimum wage earner on a 40-hour week (which what many of Jacksonville's 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.



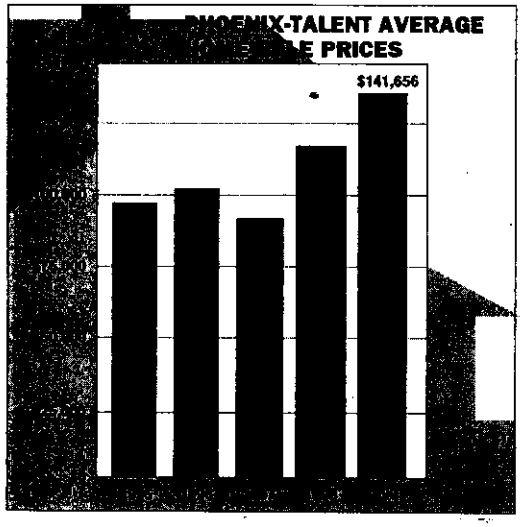
Source: Southern Oregon Multiple Listing Service

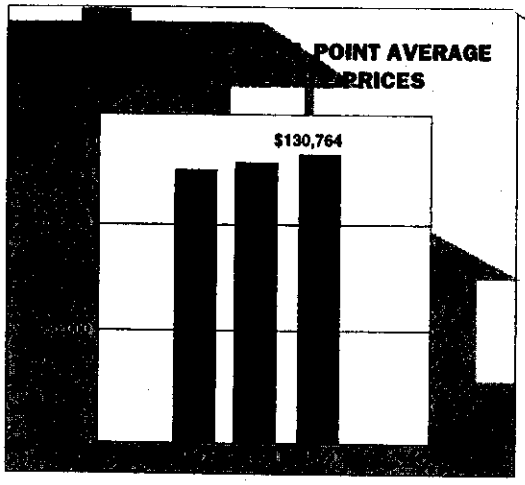
Mail Tribune

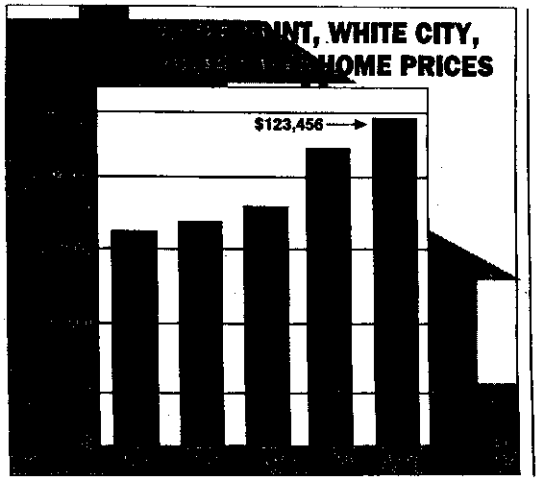


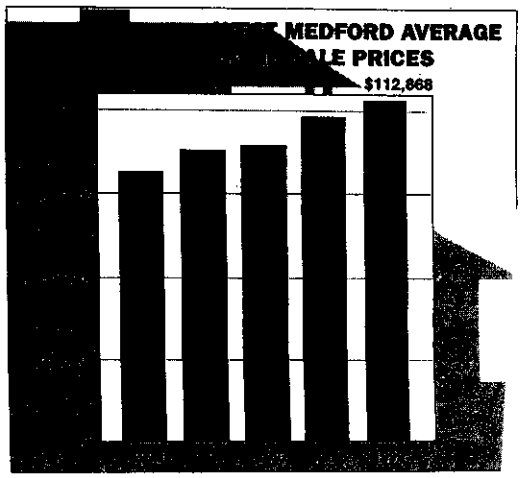


April 23, 2000 The Mail Tribune









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.

With a mortgage	
Less than $499	12%
$500 or more	51%
Median (dollars)	663
Not mortgaged	
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
Steep Topography
100-year Floodplain
Wetlands
Access
Siting of present structures
Contiguous ownership
Deed, covenant, or conditional use restrictions
Type of ownership

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)**

Jacksonville's population projection for 2015 (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).

<u>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.</u> 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:

<u>Option I</u> 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

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

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 (Areas14, 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 1st, 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 set-backs, 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
AREA 1						
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*
AREA 2						
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*
AREA 3						
37-2W-31	1300*	10	UR5	SP	N	NA
AREA 4						
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*
AREA 5						
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
AREA 8						
372W32AA	6900*	9.94	UR5	(church)	N	0
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*	
AREA 11						
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*
AREA 19						
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 Trailer Park	PUD	Y-26	0
37-2W-28	4690	0.22	F-5 Long, Narrow Lavonne St. Jackson County ROW	PUD	N	0
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*
TOTAL	**123 parcels (23 add'l without '*')**	**491.85 (35.29 add'l without '*')**			**95**	**169 add'l (60 add'l without '*')**

* 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.