

CITY OF GRANTS PASS

COMPREHENSIVE PLAN POLICY INDEX

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1. LOCATION

- **Note**

The Data Base portion of the Comprehensive Plan describes the location of Grants Pass relative to the amenities that make the City an enjoyable and desirable place in which to live. In addition, the geography of the City is presented at the local, state and regional level.

No policies result from the findings made.

2. CITIZEN INVOLVEMENT

- **Goal**

To develop a citizen involvement program that insures the ongoing involvement of citizens in all phases of the land use planning process.

- **Policies**

- 2.1 Land Use actions shall be reviewed as provided in the Development Code, with the degree of public participation fitting the extent of impact of the proposed land use action, as provided in Policy 13.1.2 of the Plan. The Development Code shall include provisions for adequate, timely and informed review, including notices bearing complete and easily understood information needed by the general public to make an informed opinion.
- 2.2 Where a land use issue or action may have an impact upon a particular neighborhood, ward or special interest group, or may affect large numbers of Urban Growth Boundary residents and property owners, special workshop sessions shall be held to assure access by affected citizens to all phases of the land use decision making process.
- 2.3 The Council shall adopt a Citizen Involvement Program to assure adequate citizen involvement in land use issues and actions. The program shall contain provisions for communications between citizens and elected or appointed officials, assistance for the provision and interpretation of technical information, mechanisms for responding to individual citizen input, and financial support.
- 2.4 The citizen involvement program shall include a Citizen Involvement Committee (CIC) composed of representatives of the City Council, Planning Commission, standing committees and citizens at large. The responsibilities of the citizen involvement committee shall be to assist in the development of the citizen involvement program, to assist in implementing the program, and to evaluate the effectiveness of the program annually.
- 2.5 The citizen involvement program shall contain procedures for the establishment and change of the program and committee, standards for review of the program, and explicit provisions for the general charge and specific tasks of the citizen advisory committee.

3.0 SCENIC, ROGUE RIVER, HISTORIC AND NATURAL RESOURCES

- **Goal**

To conserve, restore and enhance the area's scenic river, historic and natural resource.

- **Policies**

- **Scenic**

3.1 The City and County will explore the creation of a scenic route and major gateway overlay designation on the UGB land use map. The scenic overlay will be used to determine those major arterial routes through, and major entrances to, the city of Grants Pass and the urbanizing area frequented by the traveling public, where special landscaping or other scenic enhancement is appropriate.

3.2 The City will work cooperatively with the County seeking to jointly review, and appropriately control, large-scale development or disruptive uses on lands visible from the city and under County jurisdiction.

3.3 The City will work to preserve and enhance the scenic views of Caveman Bridge through the following actions:

A. Working cooperatively with the Oregon Department of Transportation, trees in the 6th Street right-of-way within 100 feet of the bridge will be preserved and replanted (as necessary); and

B. Trees in Riverside Park near the bridge will be preserved and replanted (as necessary).

3.4 The City will develop new and enhance existing viewpoints of Caveman Bridge.

3.5 The City will continue to maintain and enhance existing parks and open spaces.

3.6 The City will continue to add new parks and open spaces following guidance in the Parks Master Plan.

- **Rogue River**

3.7 The City shall recognize the Rogue River as the most significant natural and economic resource. Further, the City shall recognize the development opportunities of the river by the institution of "Riverfront Tourist Commercial Zones". These special commercial zones found in scenario 4 of the RRP and located at either existing or proposed bridges, would provide for development standards as well as

provide specific allowable uses for each Riverfront Tourist Commercial Area. It is highly desirable that the new zoning allow for mixed use development (residential, commercial, retail, office); however, due to the limited space available, uses which either require or depend on a river location shall be higher priority.

3.8 The city shall recognize the river as the predominant visual feature in the community by the institution of a "Scenic Overlay Zone", to occur along the entire length of the river within the urban growth boundary; the width of the zone should correspond to the width of the River Corridor. This zone shall include:

- The creation of a design review board which would review all projects within the overlay zone for their design aesthetics and compatibility with the environmental setting.
- The creation of design guidelines to be utilized by the proposed design review board as well as by staff and other discretionary commissions.
- The creation of public viewpoints in the locations as designated in the RRP

3.9 In conjunction with the above policy and policies under the Fish, Wildlife and Natural Resource Section of this element, the city shall institute the necessary ordinances for the protection and restoration of the riparian and wetland habitats along the river. This new ordinance must address the removal of river vegetation, the erosion of the riverbank, the allowable recreational uses of the waterway and the potential impact on aquatic and terrestrial wildlife.

3.10 In concert with policies 7.5, 7.6 and 7.7, the city shall develop a bicycle and pedestrian trails system. This system may link the proposed Riverfront Tourist Commercial Zones as well as provide linkage to the downtown and other community trails system. Further, the city may provide access to the river's edge at areas designated in the RRP and other suitable areas.

The above trails and access points shall be acquired by the city either through easements, development conditions and (or) direct public purchase.

Historic

3.11 Within twelve months of adoption of the Comprehensive Plan, the City shall establish an Urban Area Historical Buildings and Sites Commission, whose primary function is to facilitate the preservation, conservation, restoration, rehabilitation or upkeep of historic buildings, structures and historical areas within the City of Grants Pass, and advise the City Council in land use actions affecting historic structures, sites and areas.

3.12 Within sixteen months of adoption of the Comprehensive Plan, the Development Code shall include a process of designation and review for structures, sites and areas considered indicative of the City's historical heritage, which will assist participating

property owners in qualifying for federal, state or local financial assistance programs.

. Fish, Wildlife and Natural Resources

3.13 The City and County shall coordinate development policies with the Oregon Department of Fish and Wildlife to prevent the degradation of aquatic habitats, recognizing the role these habitats play in the area's economic well-being.

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

Locally significant wetlands mapped in the Local Wetlands Inventory shall be protected by buffers, appropriate to their identified class and function, to preserve habitat and protect and enhance water quality.

. Aggregate

3.15 The aggregate resource site located in the southwest subarea opposite the City's sewage treatment plant shall be utilized. Seasons and methods of operation may be regulated to lessen impact upon the surrounding area.

. General

3.16 Within sixteen months of adoption of the Comprehensive Plan, the Development Code shall act to facilitate these Scenic, Rogue River, Historic and Natural Resource policies, and shall contain a balanced mix of positive incentives (Which may include economic incentives, density transfer, clustering, planned unit developments, density incentive, rapid review procedures, clear and measurable standards, etc.), as well as exactive requirements (which may include mandatory reviews, dedication, easement or development requirements, etc.), as needed to assure the realization of these policies.

4. ENVIRONMENTAL RESOURCE QUALITY

- **Goal**
To maintain and improve the quality of the air, water and land resources of the area.

- **Policies**

4.1 The City and County shall affect air quality by:

- (a) coordinating the maintenance of air quality with the State Clean Air Implementation Plan.
- (b) cooperating with the State Department of Environmental Quality, the County Health Department, organizations and individuals for the ongoing monitoring of air pollutants in the UGB airshed.
- (c) continuing and augmenting the program of paving unpaved roadways within the UGB, including alleys.

4.2 The City and County shall:

- (a) evaluate the need for a local noise ordinance utilizing DEQ Noise Control Regulations and Model Noise Ordinance within 16 months of adoption of the Comprehensive Plan.
- (b) coordinate land use planning with the DEQ Noise Control Regulations, especially the regulations for industry and commerce.
- (c) locate noise sensitive land uses, such as residential, away from noise sources wherever possible.
- (d) explore the requirement of noise abatement measures in residential developments that are located adjacent to noise sources such as highways, major streets, railroads, industrial and commercial areas.

4.3 The City and County shall affect water quality by:

- (a) coordinating land use activities with the State Department of Environmental Quality River Basin Plan, the 208 Water Quality Plan and the National Pollutant Discharge Elimination System Permit requirements. ¹If waterways within the city are declared water-quality limited by the Oregon Department of Environmental Quality, the City will work with DEQ to develop an appropriate pollutant load reduction strategy implementation plan in response to a Total Maximum Daily Load (TMDL) determination developed for the watershed.

- (b) encouraging the development of land that minimizes the area of impervious surface and/or provides for storm-water retention. ¹Runoff that cannot be infiltrated shall be managed so that (a) the peak flow of the receiving stream is not significantly increased and (b) water quality is maintained.
- (c) maintaining all public parking lots and streets in as litter-free and chemical-free condition as possible, and encouraging private owners to maintain parking lots and driveways in as litter-free and chemical-free condition as possible.
- (d) increasing the hydraulic capacity of the City's wastewater treatment plant.
- (e) identifying improperly abandoned groundwater wells in the UGB area, requiring that the wells be properly capped or sealed, and continuing to monitor the salt intrusion into wells in use.
- (f) ¹regulating site planning for new development and construction to better control drainage and erosion and to reduce and retain stormwater runoff and protect water quality.
- (g) ¹regulating the location of permitted uses that may have higher than ordinary impacts on water quality, particularly those that generate, store, or use hazardous waste or materials.
- (h) ¹increasing public awareness of techniques and practices private individuals can employ to correct water quality and quantity problems.
- (i) ¹regulating the cutting of trees and encouraging the reforestation and revegetation of appropriate trees in the city.

4.4 The City and County shall affect land quality by:

- (a) coordinating the disposal of solid waste with the Josephine County Solid Waste Management Plan.
- (b) evaluating the long term needs for sludge disposal and considering alternatives to liquid land application.

4.5 The City and County shall address the environment's carrying capacity by:

- (a) complying with applicable state and federal environmental protection standards.
- (b) so managing urban development and environmental protection that irreversible damage to the quality of the environment is avoided.

5. NATURAL HAZARDS

- **Goal**

To reduce the risk of loss of life and damage to property both private and public, due to natural hazards.

- **Policies**

5.1 Geologic, Slope, Soils and Erosion Hazard

5.1.1 The city and county shall place a slope hazard overlay designation on the UGB land use map. The slope hazard overlay shall be used to determine areas within the boundary with slopes greater than 15%.

5.1.2 The Development Code shall contain standards for development related to the degree of hazard from slope and soil type. The soils classification of the U.S. Soils Conservation Service shall be used as a general guide only for determining hazard areas. The Development Code shall provide methods to modify the required development standards as a result of more precise and site-specific slope and soil characteristics information.

5.1.3 Within 18 months of adoption of the Comprehensive Plan, the Development Code shall provide definitive guidelines for the routing and design of roads in steep areas to minimize environmental damage, maintain natural drainage patterns, and conform to the general topography.

5.1.4 The Development Code shall act to facilitate these slope and soils hazard policies, and shall include a balanced mix of positive incentives (which may include density transfers, clustering, administrative appeal from requirements based on more precise information, etc.), as well as exactive requirements (which may include density reduction, development requirements, etc.).

¹5.1.5 Development on hillsides shall not endanger life and property or land and aquatic resources determined to be environmentally significant.

¹5.1.6 On tree-covered hillsides, development shall be designed to preserve as many trees and as much natural vegetation as possible.

¹5.1.7 The City shall require certain land disturbing activities associated with construction and improvements to employ erosion control prevention to control stream sedimentation.

¹5.1.8 Standards for hillside protection will require use of construction techniques that reduce sediment transport and peak storm flows by minimizing erosion and surface water runoff.

5.2 Flood Hazard

- 5.2.1 The city and county shall maintain an active involvement in the National Flood Insurance Program.
- 5.2.2 The city and county shall place a flood hazard overlay designation on the UGB Land Use Map. The flood hazard overlay shall be used to determine areas within the Boundary subject to flood hazard in accordance with the Grants Pass and Josephine County Flood Insurance Studies, pursuant to the National Flood Insurance Program.
- 5.2.3 The Development Code shall regulate development within the 100-year floodplain and floodway as required to maintain participation in the National Flood Insurance Program.
- 5.2.4 The Development Code shall provide for methods to determine and appeal the location of the 100-year floodplain and floodway boundaries when there appears to be discrepancies between official mapped boundaries and actual field conditions.
- 5.2.5 The Development Code shall act to encourage the use or provision of areas suitable for storm water retention, ¹detention, and infiltration, such as wetlands, grassed waterways, seasonal ponds and woodlands.
- 5.2.6 The city and county shall ensure that all new utilities and public facilities that locate within or pass through the 100-year flood plain do not result in increases in flood levels. Public water systems shall be designed to minimize or eliminate infiltration of flood waters, and public sewer systems shall be designed to minimize or eliminate discharges or infiltration.
- 5.2.7 The Development Code shall act to facilitate these flood hazard policies, and shall include a balanced mix of positive incentives (which may include density transfers, rapid review procedures, open space credits, etc.), as well as exactive requirements (which may include dedication or easement requirements, development requirements, etc.).
- 5.2.8 The city and county shall actively participate with Jackson County and other affected agencies in developing strategies to reduce and manage flooding and flood hazard areas.

5.3 Wildfire Hazard

- 5.3.1 Within 18 months of adoption of the Comprehensive Plan, the Development Code shall act to encourage reduction of fuel concentrations and the construction of fire breaks, which may include utilizing fire resistant or less flammable vegetation, construction of water sources, construction of roads suitable for use by emergency equipment, and provision of loop road systems for residential areas in hilly terrain.

6. POPULATION

• Goal

To base decisions regarding the population to be accommodated within the UGB for the 20 year planning period upon (a) sound, current and accurate demographic and economic data, (b) population projection models that reflect conditions and trends of the area and region, and (c) the desired growth policy of the citizenry and property owners of the planning area.

• Policies

- 6.1. Planning for the Urban Growth Boundary for the 20-year period from 2007-2027 shall be based on growth at a 2.2% growth rate from a year 2007 population of 37,460 to a year 2027 population of 57,888.
- 6.2. Sufficient lands capable of full urbanization shall be provided within the Boundary to ensure an adequate choice in the market place for the projected population.
- 6.3. The City and County shall actively participate in the ten year and five year census efforts of the Federal government.
- 6.4. The City and County shall ensure a continuous stream of current land-use and development data from all agencies affecting land-use and development within the Boundary, and shall provide for the electronically enhanced storage, retrieval and analysis of this data.
- 6.5. The City Manager shall prepare an annual report to the Urban Area Planning Commission, the City Council, the Board of County Commissioners and other appropriate Boards and Commissions on the location, type, and degree of development within the Boundary. The annual report shall include information on the cost and availability of various housing types and densities, on the addition to or depletion of the capacity of basic urban services (water, sewer, storm drainage, streets and parks), and the adequacy of serviced, buildable lands for each land use type shown on the Comprehensive Plan Land Use Map.

These yearly reports and analyses shall be used by the City and County to guide revisions to the Comprehensive Plan.

7. RECREATION, PARKS AND OPEN SPACE

- **Goal**

To provide for the Recreation and Park and Open Space needs of the residents of and visitors to the Grants Pass Urban Growth Boundary area. The provisions shall: ensure the availability of sufficient open spaces for all areas of the UGB; meet the recreational needs of all age groups and types of recreation activities; locate open spaces in a manner that shall protect and enhance natural resources, and minimize hazard to life and property.

- **Policies**

- **General**

7.1 The City and County shall act to respect and conserve the natural resources in the area, to protect and enhance the quality and usefulness of the Rogue River, and to recognize that natural beauty is of great significance to the future of the area.

7.2 The City and County should act to increase the variety and number of public and private recreation opportunities and leisure time activities in the area.

7.3 Recreation sites shall be obtained by the City and County when possible so that these open spaces will be preserved for the future, in accord with an adopted Park Plan. Parks development should proceed as needed in order to increase and enhance recreational opportunities in the area.

7.4 Community appearance is a major concern and should be a subject of a major effort in the area. With visitor income as a primary source of future economic growth and development, beauty becomes a matter of basic economic significance. Street tree planting and landscaping, sign regulation and building improvement and painting programs should all be utilized to improve the environment.

- **River Parks**

7.5 The City shall design parks which meet the recreational needs of the community, protect the significant natural features, minimize environmental deterioration, and where possible, serve as stormwater detention and treatment facilities.

7.6 The City and County shall act to protect and enhance all recreation activities, public and private, utilizing the Rogue River resource, while at the same time avoiding detriment to the resource itself, with its many special and unique qualities.

7.7 The regional River Parks in and adjacent to the Urban Growth Boundary (such as Schroeder, Riverside and Pierce) should be enhanced as river oriented parks. Schroeder and Riverside may also function as neighborhood or community parks,

provided that great care is taken to preserve the basic river orientation and natural character of these river parks.

- 7.8 In accordance with an adopted Park Plan, the City and County should review the potential of the development of a riverside trail or greenway linking Riverside, Tussing and Schroeder Parks, with an additional tie to the County Fairgrounds via Tussing Park.

School Parks

- 7.9 The City, County and School Districts should continue to cooperate in the full utilization of the School Park concept, which may include the joint acquisition, development, utilization and maintenance of educational and recreational facilities. The School Park concept should be utilized to realize larger and more usable sites as well as more cost effective utilization than possible with single-use facilities.

- 7.10 The City, County and School Districts should continue to maintain communications adequate to assure that adjacent schools and parks are appropriately acquired, designed and managed in order to maximize the utility of school grounds and parks to both school children and the general public. The City and County shall pursue an agreement with the school districts, such that the City and County would be consulted prior to and during the design of proposed school facilities, and would have first opportunity to purchase school district grounds and facilities within the UGB for park purposes should such grounds or facilities be offered for sale.

- 7.11 Neighborhood Parks should be located adjacent to elementary schools, and Community Parks adjacent to middle schools or high schools, whenever possible, and shall be developed as School Parks insofar as practicable. Elementary school sites should be enhanced as neighborhood park facilities wherever adjacent grounds are not available. Potential School Park sites shall be carefully designed both to meet recreation needs and to minimize any impacts disruptive to residential neighborhoods. Where significant natural features are present, there may be needs for different adjacent park types, such as Allen Creek Community Park adjacent to Allendale Elementary School due to the location along the creek.

- 7.12 Neighborhood parks are particularly needed and their acquisition and development should be pursued, especially in underserved areas as described in the Comprehensive Park and Recreation Master Plan.

Greenways and Trails

- 7.13 The City and County, in cooperation with School Districts, Grants Pass Irrigation District, utilities and other public and semi-public agencies shall continue to explore the acquisition and development of a greenway and trail network that would connect designated natural resource and recreation sites within, adjacent to and near the UGB.

. Fairgrounds

- 7.14 The County Fairgrounds is an especially valuable asset to the people of the community. The City, County and Fair Board shall take care to preserve the fairgrounds for recreation activity, to protect the site from the encroachment of other public uses which may detract from its basic function, and shall act to enhance and extend the recreational capacity of the site. The City and County shall cooperate with the Fair Board to develop a Master Plan for the development of the County Fairgrounds.

. Park and Recreation Plan

- 7.15 The City and County shall develop, adopt, maintain, and update a Park and Recreation Plan for the Urban Growth Boundary area. Such a Park Plan shall:
- (a) determine the number, size and approximate location of park and recreation facilities, greenways and trails deemed necessary to serve the expected population within the Urban Growth Boundary and establish standards and service levels for various park types;
 - (b) base the facilities determination on a thorough analysis of all types of City and County recreation activities, using and correlating available preference and use data;
 - (c) utilize organized input from all segments of the community;
 - (d) recommend implementation and financing strategies for acquiring, developing and maintaining needed park and recreation facilities;
 - (e) provide continuity with the Park Plans of 1960, 1967, 1969, and 1984 as adopted by City and County, and as followed through by acquisition, expansion and development;
 - (f) determine the areas of greatest facility need;
 - (g) assess existing recreation supply and demand, and plan for a balance of needed leisure services, based upon a reasonable balance of service provision and cost sharing by governmental, commercial and private sources.

- 7.16 The Development Code and city ordinances shall act to facilitate these park, recreation and open space policies, and shall contain a balanced mix of positive incentives (which may include density transfers, density incentives, rapid review procedures, etc.), as well as exactive requirements (which may include dedication or easement requirements, system charges, development requirements, etc.), as needed to assure the realization of these policies.
- 7.17 The City and County should consider a Capital Improvement Program (CIP) as a tool to help plan for timely and adequate acquisition and development of park and recreation facilities prioritized in the adopted Park and Recreation Plan.
- 7.18 The City and County shall explore the provision of incentives for park, open space and greenway dedication.
- 7.19 The 2010 Comprehensive Park and Recreation Master Plan provides more specific Goals (Chapter 2) and Policies and Strategies (Chapter 5) to meet park and recreation needs for the next 20 years. The plan also contains updated database information including a Park and Facility Inventory and Needs Assessment.

8. ECONOMY

- **Goal**

To improve, expand, diversify and stabilize the economic base of the community.

- **Policies**

- 8.1 The City and County shall endeavor to improve, expand, diversify and stabilize the economic base of the community:
- (a) by encouraging the location and development of environmentally sound economic activities within the Urban Growth Boundary which meet the occupational and employment needs of area residents, particularly the unemployed and under-employed.
 - (b) by giving high priority to the extension of full urban services to designated industrial areas of the Urban Growth Boundary in the Capital Improvement Program.
 - (c) by encouraging and providing support to non-profit economic development organizations and groups which seek to improve employment opportunities within the Urban Growth Boundary.
 - (d) by insuring that an adequate quality and quantity of industrial land is available, properly zoned and serviced.
 - (e) by protecting existing and planned commercial and industrial areas from the intrusion of incompatible land uses through land use regulation.
 - (f) by providing for a timely, efficient, clear and objective development review process.
 - (g) by applying for state and federal grants which can be used for extension of public facilities to industrial areas or direct financial assistance to new or expanding industries.
- 8.2 The City and County shall continue to improve their working relationship with each other and with other governmental bodies so as to improve the community's ability to accommodate growth.
- 8.3 The City and County shall encourage educational and occupational training programs, and make selective resources of the City and County available to public and private agencies for such training programs.

- 8.4 The acquisition and development of park and recreation facilities, as well as the conservation of natural resources and open space, shall be considered a vital part of the economic development and economic well being of the area, the region and the State, and appropriate efforts shall be made to keep both recreation development and natural resource conservation abreast of growth.
- 8.5 The implementing ordinances shall act to facilitate these economic policies, and shall contain a balanced mix of positive incentives (which may include rapid review procedure, clear and measurable standards of development, subsidized service extension, etc.), as well as exactive requirements (which may include dedication or easement requirements, system changes, development requirements, etc.), as needed to assure realization of these policies.
- 8.6 The City and County shall encourage industrial development within the Urban Growth Boundary and the North Valley Industrial Park by:
- (a) working with economic development organization and the property owners involved to encourage development of the remaining acres in the Caveman Industrial Park.
 - (b) providing City water service and fire suppression and prevention services to Josephine County's 85 acre North Valley Industrial Park, and encouraging full development of this park.
 - (c) completing a facility plan and implementation strategy for the East Grants Pass Industrial area, which will include the extension of Agness Avenue across the Southern Pacific Railroad tracks, and the extension of water along "N" Street and Agness Avenue.
 - (d) working with economic development organizations and the landowners in the East Grants Pass, industrial area to market their properties in a unified and cooperative manner.
 - (e) providing City water services south of the Rogue River to the "Redwood Plaza" industrial area.
- 8.7
- (a) The City and County will encourage commercial development at major commercial nodes, which includes the East Grants Pass area around the existing Grants Pass Shopping Center; the Redwood Commercial Triangle South of the Rogue River area and the Downtown area. The City will also encourage infill commercial and office development along Sixth and Seventh Streets, and in the North City commercial area.
 - (b) In addition, convenience shopping area will be developed in the future in the Redwood area and the Southeast area of Grants Pass. The Rogue River Highway will continue to be used as a commercial strip.

8.8 The City shall assist in maintaining the Downtown commercial area as a vital business and office district by:

- (a) following the adopted Downtown Improvement Program, giving high priority to Downtown Improvement projects in its Capital Improvement Program.
- (b) making every reasonable effort to involve Downtown property owners and merchants in any improvement projects and proposals regarding the Downtown, and all proposals shall be subject to thorough public discussion before approval by the Council.
- (c) providing support to the Towne Center Association in order that they may continue to carry out the "Oregon Main Street Program", which focuses on improvements to the area of organization, promotions, design and economic restructuring.
- (d) evaluating the potential for, and provide where possible, long term revenue sources for Downtown improvement, both for the Towne Center organization and for public capital improvements.
- (e) encouraging private building owners to maintain and improve their buildings.
- (f) improving the efficiency with which the public uses both the off and on-street parking systems.
- (g) zoning the Downtown area "Central Business District" which allows building to the property line and does not require any landscaping or off-street parking requirements.
- (h) providing zoning designations that allow the eventual build up of residential densities immediately surrounding the Downtown area.
- (i) requesting the State Department of Transportation to reconstruct Sixth and Seventh Streets, and to assist in the construction of a new synchronized signal system on Sixth and Seventh Streets.
- (j) implementing the Old City Hall/Fire Station plan for improvements and use of those buildings.

Tourism

8.9 The City shall promote tourism, as significant element in the local economy by:

- (a) utilizing a portion of the transient room tax for visitors and convention promotion services.
- (b) creating a financial mechanism and completing landscaping and sign improvements to the North Interchange area.
- (c) supporting the Centennial Commission's efforts toward activities drawing tourists to the area.

9. HOUSING

- **Goal**

To encourage the provision of adequate numbers of housing units within the Urban Growth Boundary at price ranges and rent levels commensurate with the financial capabilities of area households, and to allow for flexibility of housing type, density, location and design.

- **Policies**

- **Housing as a Community Service**

9.1 The City and County recognize that builders and developers are providing a necessary and desirable service, and commit to work together in the spirit of cooperation to provide adequate housing in a timely and efficient manner.

9.2 The City and County shall seek to maintain a physical standard of housing responsive to the health, safety and general welfare of the residents of the community, through the enforcement of the Uniform Building Code, as mandated by the State of Oregon.

9.3 The City and County shall encourage the development of public housing rehabilitation programs as a method of assisting property owners whose dwellings need structural repair; shall encourage the use of public funds in providing housing assistance.

- **Housing Variety, Type, Density, Location Amenities and Costs**

9.4 The Land Use Map, Zoning Map, Overlay Maps and the Development Code shall provide opportunities for a variety of housing types, densities and locations within the Urban Growth Boundary area.

9.5 The Development Code shall establish provisions for housing types which are shown to be related to lower housing costs, and shall allow these housing types outright in appropriate locations throughout the Boundary area.

9.6 The City and County recognize condominium ownership, manufactured housing, and attached single-family homes as legitimate and affordable housing alternatives, and will encourage their development to appropriate standards and in appropriate locations within the Boundary Area.

9.7 The City and County shall either (a) place on the Comprehensive Plan Land Use Map a manufactured housing overlay designating where manufactured housing shall be permitted as an outright use, or (b) allow manufactured housing outright in all Developing Districts within the Boundary.

- 9.8 The City and County recognize the need for rental units and additional multifamily homes in the area, and will designate appropriate locations for multi-family development within the Boundary area.
- 9.9 The City and County recognize the need for balance in housing types, and shall continue to support the development of traditional housing types, and shall act to protect and enhance Established neighborhoods within the City and Boundary area.
- 9.10 The Development Code shall establish provisions for density transfer within a particular housing development; and shall set forth regulations to accommodate housing developments which utilize density transfer, such as cluster development, planned unit development and zero lot line development.
- 9.11 Within 16 months of adoption of the Comprehensive Plan, the Development code shall explore service design standards (roads, water, sewer, storm drainage) which endeavor to lower the costs of development and maintenance while ensuring public safety and health.
- 9.12 Within 16 months of adoption of the Comprehensive Plan, the Development Code shall ensure the conservation of environmental amenities which are important for the livability of residential housing, which may include open space, parks, recreation areas, buffer yards, wetlands, natural wildlife habitats, solar space access, views, and waterways.
- 9.13 The City and County shall balance the benefits of its regulatory actions with the impact of such regulations to the cost of housing, and shall regularly review their fees and charges for reasonableness and efficiency.
- 9.14 The City shall encourage the provision of housing for all people, regardless of age, race, color, religion, sex, national origin, or handicap status, and shall take special measures to insure that not group or class of people is excluded from the community.

10. PUBLIC FACILITIES & SERVICES

- **Goal**
To provide needed facilities and services for the Urban Growth Boundary area in a timely, orderly, efficient, economic and coordinated manner.
- **Policies**

10.1 General Service Policies

- 10.1.1 Urban levels of development shall require urban levels of service, as defined by the Implementing Ordinances.
- 10.1.2 Those who benefit most from the extension of urban services shall be those who pay most of the cost of service extension. Citizens in the developed areas with a full range of services already provided should pay little if any of the costs of extending urban services. Various techniques should be utilized to mitigate the economic impact of service extension to those residents in developing areas who already provide certain of their own services, and to mitigate the economic impact of service extension to those persons on fixed and/or low incomes.
- 10.1.3 Services shall be provided in an orderly and economic manner. Services provided at public expense should be provided first to those areas most heavily committed to urban development and those areas most actively developing, before extension to less committed areas or to those areas less actively developing. The extension of services with similar physical and/or programmatic requirements should be coordinated where economies will result. The involvement of the private sector is essential in the provision of services, and will determine to a great extent the timing, location and financing means of service extensions.
- 10.1.4 The division of lands and development of property within the Urban Growth Boundary shall be in accordance with the phased provision of urban services, as provided in the Implementing Ordinances. The type, location and phasing of public facilities and services shall be used by the City and County in a coordinated fashion as factors to direct urban expansion, and to implement land use policies.
- 10.1.5 Neither the City nor the County shall create special districts within the Urban Growth Boundary for the provision of water, sewer, storm drainage or street improvement services, unless approved by both parties and managed by either the City Council or the Board of County Commissioners. Overlapping and competing layers of political control of the provision of services shall be discouraged.
- 10.1.6 Services shall be resource effective. Services shall not be extended past the carrying capacity of the resource base of that service, and shall utilize the resource in the most effective way practicable.

10.1.7 The City and County recognize that the provision of necessary services to accommodate the projected growth and land use allocations is a mutual responsibility. The City and County will continue to cooperate with other and with the private sector in the development and use of financial mechanisms and programs that are effective, efficient and equitable. The County recognizes its need to develop new techniques and resources for financing urban level public facilities.

10.1.8 The City and County will develop, adopt and maintain Capital Improvement Programs to meet the needs of the service area. These programs will be used as a guide in the decision making process regarding the expenditures of local public funds on capital projects as well as seeking State and Federal funds.

10.2 Water Service Policies

10.2.1 The City and County shall follow the adopted Water Facilities Plan for the Urban Growth Boundary area when extending and improving water service. Key factors to be utilized in growth management include:

- (a) the number, size, location and approximate costs of water treatment, storage and distribution facilities deemed necessary to serve the expected population within the Urban Growth Boundary;
- (b) water sources and treatment and distribution modes;
- (c) continued input from all segments of the community;
- (d) implementation and financing strategies for acquiring, developing and maintaining needed water treatment, storage and distribution; and
- (e) determination of the areas of greatest need, including techniques of funding and prioritization for these areas of need.

10.2.2 The City and County shall maintain a continuously updated computerized model of the municipal distribution system. This model shall be available for use at cost by public agencies and private organizations in order to determine questions of service capacity, improvement requirements and improvement cost.

10.2.3 The City and County shall adopt an official Water Facilities Plan Map, showing the location, size and type of existing and future water treatment, storage and distribution facilities called for by the Water Facilities Plan, and such map shall be keyed to the computerized model of the distribution system.

10.2.4 The Development Code shall facilitate these water service policies, and shall contain a balanced mix of positive incentives (which may include density transfers, density bonuses, rapid review procedures, etc.) as well as exactive requirements (which may include dedication or easement requirements, system charges, development

requirements, etc.) as needed to assure the realization of these policies.

- 10.2.5 The City and County shall maintain a Capital Improvement Program (CIP) which shall include timely and adequate funding to realize the development of facilities required by the Water Facilities Plan, and shown on the Water Facilities Plan Map.
- 10.2.6 The Water Facilities Plan shall be reviewed and updated periodically as necessary, with major revisions at five year intervals.
- 10.2.7 Urban level development shall require a public water system, or shall meet requirements of interim development standards as provided by the Implementing Ordinances. Interim Development Standards shall allow development to proceed in a timely and economical manner, prior to full public water system extension, provided the requirements of public safety, health and welfare are met, and the future extension of the public water system is safeguarded.

10.3 Sewer Service Policies

- 10.3.1 The City and County shall follow adopted Sanitary Sewer Facility and Management Plans for the Redwood, Fruitdale-Harbeck and City service districts, including all parts of the Urban Growth Boundary area. The Sanitary Sewer Facility and Management Plans:
- (a) determine the number, size, location and approximate costs of sanitary sewer facilities and improvements deemed necessary to serve the expected population within the Urban Growth Boundary;
 - (b) base the facilities and improvements determination upon a thorough analysis of the Urban Growth Boundary service districts, including present treatment plan capacity, treatment levels and Department of Environmental Quality requirements, collection system age, construction and function, and infiltration and inflow characteristics of the system;
 - (c) recommend implementation and financing strategies for acquiring, developing and maintaining needed sanitary sewage facilities;
 - (d) demonstrate continuity with past sanitary sewer plans, as adopted and developed by the City and County;
 - (e) provide for adequate coordination between the City and County as needed in the expansion and maintenance of the sewer service districts;
 - (f) determine the areas of highest priority.
- 10.3.2 The City and County shall maintain an official Sanitary Sewer Facilities Plan Map, showing the location, size and type of existing and future collection and treatment

facilities called for by the Sanitary Sewer Facilities and Management Plan. The map shall also show Service District boundaries.

- 10.3.3 The Development Code and Development Standards shall act to facilitate these sanitary sewer service policies, and shall contain a balanced mix of positive incentives (which may include density transfers, public funding of oversized lines, rapid review procedures, etc.) as well as exactive requirements (which may include dedication or easement requirements, system charges, development requirements, etc.) as needed to assure the realization of these policies.
- 10.3.4 The City and County shall maintain a Capital Improvement Program (CIP) which shall include timely and adequate funding to realize the development of facilities required by the adopted Sanitary Sewer Facility and Management Plans, and as shown on the Sewer Facilities Plan Map.
- 10.3.5 The Sanitary Sewer Facility and Management Plans shall be reviewed and updated periodically as necessary, with major revisions at five year intervals. The revisions to the Sanitary Sewer Facilities and Management Plans shall be used as a basis for revising these policies.
- 10.3.6 The City and County shall encourage sanitary sewer design that minimizes the cost of sanitary service extensions, and that minimizes the cost of maintaining such extensions.
- 10.3.7 Urban level development shall require a public sanitary sewer system, or shall meet the requirements of interim development standards as provided by the Implementing Ordinances. Interim development standards shall allow development to proceed in a timely and economical manner, prior to full extension of the sanitary sewer system, provided the requirements of public safety, health and welfare are met.

10.4 Storm Drain Service Policies

- 10.4.1 The City and County shall follow the adopted Master Storm Drainage Facilities and Management Plan for the ¹Grants Pass Urban Growth Boundary area when extending the improving drainage service. Key factors to be utilized in growth management include:
 - (a) the number, size, location and approximate costs of storm drainage facilities and improvements deemed necessary to serve the expected population within the Urban Growth Boundary;
 - (b) the analysis of the UGB drainage basins, using generally accepted runoff projection techniques, including appropriate computer modeling, if possible;
 - (c) implementation and financing strategies for acquiring, developing and maintaining needed storm drainage facilities;

- (d) maintaining continuity with past drainage plans, as adopted and developed by the City and County; and
- (e) determination of the areas of highest priority, including techniques of funding and prioritization for these high priority areas.

- 10.4.2 The City and County shall adopt an official Storm Drainage Facility Map showing the location, size and type of existing and future storm drainage facilities called for by the Storm Drainage Plan. The Storm Drainage Map shall be used to determine service district jurisdiction, and the location of future storm drainage facilities and improvements.
- 10.4.3 The Development Code shall act to facilitate these storm drainage policies, and shall contain a balanced mix of positive incentives (which may include density transfers, public funding of oversized lines, rapid review procedures, etc.), as well as exactive requirements, system charges, development requirements, etc.), as needed to assure the realization of these policies.
- 10.4.4 The City and County shall develop a Capital Improvement Program (CIP) within 12 months of adoption of the Comprehensive Plan, which program shall include timely and adequate funding to realize the development of facilities required by the adopted Storm Drainage Plan, and shown on the Storm Drainage Facilities Map.
- 10.4.5 The Storm Drain Plan shall be reviewed and updated, and revised if necessary, at one year intervals, with major revisions at five year intervals. The revisions to the Storm Drain Plan shall be used as a basis for revising these policies.
- 10.4.6 The City and County working with the Grants Pass Irrigation District shall explore an agreement that will ensure that the storm drainage use of, and the necessary repairs, improvements and maintenance of the irrigation canal system, are made in a manner consistent with the Storm Drain Plan, and in a timely and cost-effective manner.
- 10.4.7 The City and County shall encourage storm drainage design that minimizes storm water runoff, including retention, ¹detention, and infiltration areas or facilities, use of vegetative open space, and the preservation of natural waterways.
- 10.4.8 The City and County shall coordinate the provision of storm drain facilities with the provision of open space called for by the Park Facilities Plan, wherever possible, and to the extent practicable. This coordination shall include retaining drainage channels as close as possible to their natural state, and the use of plan materials and maintenance techniques in storm water retention.
- 10.4.9 Urban level development shall require urban levels of storm drainage, as provided in the Implementing Ordinances. Interim Development Standards shall allow development to proceed in a timely and economical manner, prior to full extension

and development of the storm drain system, provided the requirements of public safety, health and welfare are met.

10.5 Solid Waste Service Policies

10.5.1 The City and County shall encourage the collection of solid waste within the Boundary area by private, commercial collection services.

10.5.2 The City and County Agreements with the commercial franchise service managing the solid waste landfill at the Merlin site shall include measures to successfully reduce leachate produced at the landfill site, such as uphill trenching and draining, and importation of suitable topsoil to reduce erosion and promote revegetation.

10.5.3 Within 16 months of adoption of the Comprehensive Plan, the City and County shall adopt a Solid Waste Management Implementation Plan, including relevant sections of the Solid Waste Management Plan (1975), which plan shall include:

- (a) an ongoing assessment of landfill disposal techniques, with provisions for correction of those techniques as required.
- (b) a yearly estimate of landfill capacity and the rates of solid waste generation, including all areas within the landfill site service district as well as the UGB area, and an estimate of when landfill site capacity will be reached.
- (c) a recommendation of financing strategies for adequately maintaining and preparing the landfill site, as well as providing for alternative methods of solid waste disposal.

10.6 Police Protection Service Policies

10.6.1 Urban levels of development shall require urban levels of police protection. As the urbanizing area converts from rural to urban levels and intensities of land use over time, police protection should be increased to meet the increased service need.

10.6.2 The City and County shall explore an agreement establishing responsibility for the provision of police protection services within the Urban Growth Boundary over time. This agreement shall consider the costs and benefits of various methods of providing police protection, and shall include financing techniques to mitigate the costs of increased service.

10.7 Fire Protection Service Policies

10.7.1 Municipal water systems shall provide water at fire flow capacities.

10.7.2 Urban levels of development shall require urban levels of fire protection as stipulated by the Implementing Ordinances. The minimum urban level of fire protection for fully developed residential, commercial and industrial areas shall be that qualifying for the insurance underwriters relative classification rating of 5. Provision of fire protection should be phased over time as urban level development proceed without a minimum of a Class 8 rating, nor shall commercial industrial development proceed without a minimum of a Class 9 rating.

10.7.3 The City and County shall explore an agreement establishing responsibility for the provisions of fire protection services within the Urban Growth Boundary area over time. This agreement shall consider the costs and benefits of various methods of providing fire protection, and shall include financing techniques to mitigate the costs of increased service.

10.8 Health Services

10.8.1 Health services should be provided by the private sector. The City and County shall encourage the provision of health services in appropriate locations throughout the Boundary area.

10.9 School Service Policies

10.9.1 The City and County shall maintain an open, ongoing dialogue with the School Districts in a manner that will facilitate the planning efforts of all agencies.

10.9.2 The City and County shall notify the respective School Districts of all residential land use actions within that district in a timely and complete manner, and make development data available to the districts on a regular basis.

10.9.3 The School Districts shall be notified in a timely manner regarding revisions and updates to the Comprehensive Plan that may affect the Districts, and shall be encourage to participate in the revision process.

12. ENERGY CONSERVATION

- **Goal**

To promote the wise and efficient use of all forms of energy.

- **Policies**

- 12.1 The City and County shall make energy conservation and waste reduction a regular practice in purchasing, operating and maintaining its buildings, vehicles, equipment and facilities such as sewer, water, street, lights, as well as take advantage of renewable energy resource opportunities.
- 12.2 The City and County shall encourage our residents and businesses to take action to conserve energy and use renewable energy resources. Our efforts shall be coordinated with those of utilities, state and federal agencies, and other organizations.
- 12.3 Within 12 months the City and County shall revise all land development standards to provide and protect solar access, remove obstacles to energy efficient design, and require energy efficient development when ownership is to be transferred to the City or County upon completion such as water, sewer, and streets.
- 12.4 The City and County shall encourage efforts within the County for the use of solar, geothermal, wind, hydro, biomass resources and alcohol fuel.
- 12.5 Within 12 months the City and County shall encourage energy-efficient construction by:
- (a) establishing procedures and standards in the Development Code that benefit and protect solar access for the active and passive use of solar energy in new development.
 - (b) providing incentives in the Development Code for residential developments which implement energy conservation and direct application renewable resource design criteria such as solar orientation, passive space heating, vegetative shading for cooling, and solar access covenants, etc.
 - (c) providing incentives in the Development Code for residential developments that can demonstrate energy efficient construction which exceed building code requirements.
 - (d) encouraging power companies and lending institutions to provide incentives for energy efficient construction and the utilization of alternate energy resources and systems.

- (e) encouraging programs of other agencies providing for retrofit energy systems and energy conservation techniques.

12.6 The City and County shall pursue a more energy-efficient urban form by:

- (a) locating higher densities in close proximity to major streets, potential public transit locations, the central business district, shopping and employment centers, schools and parks.
- (b) establishing the transportation network in Developing areas around the "superblock concept", reducing travel time to major traffic ways, providing open space, recreation areas and commercial activity in close proximity to residences, and providing an internal greenway pedestrian and bikeway system increasing non-vehicular transportation.
- (c) encouraging infill development within Established and Developing areas of the Urban Growth Boundary.

ELEMENT 13. LAND USE

- 13.1. Purpose and Intent
- 13.2. Land Use Map
- 13.3. Areas of Mutual Concern
- 13.4. Development Procedures
- 13.5. Comprehensive Plan Amendments
- 13.6. Urban Growth Boundary Amendments
- 13.7. Urban Reserves
- 13.8. Urban Area Planning Commission
- 13.9. City/County Joint Review Procedure

13. LAND USE

• Goal

To provide a vision of the future through maps and policies that shall guide and inform the land use decisions of the present, in such a manner that:

- (a) identifies rural lands and separates these lands from urbanizable lands,
- (b) provides for an orderly economic and efficient transition from rural to urban land use,
- (c) does not exceed the carrying capacity of the area's air, land and water resource,
- (d) is responsive to the wishes of the citizens and property owners of the planning area, and
- (e) provides adequate amounts of industrial, commercial and residential lands to meet growth needs over the planning period.

• Policies

13.1 Purpose and Intent

13.1.1 Data Base Purpose

The Data Base of the Comprehensive Plan depicts the geologic, geographic, physical, historical, economic and social patterns and relationships of the Grants Pass area. The goals and policies of the Comprehensive Plan represent the conscious choices of the Grants Pass community for the future growth and evolution of the area, based upon these patterns and relationships.

13.1.2 Findings, Goals and Policies Purpose:

The adopted Comprehensive Plan is the official statement of the City of Grants Pass which sets forth its policies concerning the future development of the community.

- (a) The "Goals" are broad statements of philosophy that describe the desires of the people of the community for the future of the community. The Goals are the ends towards which land use activity is to be directed, and to which policies give operating principles, plans and courses of action.
- (b) The "Policies" are plans or definite course of action selected from among all alternatives to guide and determine present and future decisions. Policies are intended to be mandatory and directional, to carry out the Goals, and to serve

as the basis for specific implementation measure, including land use ordinances, resolutions, and permits.

- (c) "Findings" tie the goals and policies to the Data Base in a clear, demonstrative and rational manner.
- (d) The Comprehensive Plan is the controlling land use instrument for the City; all development regulations and related actions by the City shall conform to the Comprehensive Plan.

13.1.3 Land Use Map Purpose:

The Comprehensive Plan Land Use Map is a key tool of the Comprehensive Plan, designating the most appropriate use for all real property within the Urban Growth Boundary. The designated land uses are based upon the goals, policies, findings and data base of the Comprehensive Plan.

13.2 Land Use Map

13.2.1 Comprehensive Plan Land Use Map:

The City and County shall adopt a Land use Map as part of this Comprehensive Plan. The Comprehensive Plan Land Use Map shall:

- (a) designate the highest and best land use for all portions of the Urban Growth Boundary area, on a parcel-by-parcel basis.
- (b) guide and direct changes to the Zoning Map.
- (c) meet the demonstrated need during the planning period for residential, commercial, industrial, and public lands as determined by the Comprehensive Plan.

13.2.2 Comprehensive Plan Land Use Designations:

The Land Use Map shall include the following land uses, whose designation are summarized below. Densities may be increased above those specified through incentives and measures provided in the Development Code.

- Low Density Residential: maximum densities of up to 6.22 dwelling units per acre. (Allows Zoning Map Designations of R-1-12, R-1-10, R-1-8)

- Moderate Density Residential: maximum densities of up to 12.44 dwelling units per acre. (Allows Zoning Designations of R-1-6, R-2)

- Moderate-High Density Residential: maximum densities of up to 20 dwelling units per acre. Location limited to immediate proximity of Downtown, or the shopping centers in East Grants Pass and the Redwood Interchange, and other areas adjacent to nodes of existing or planned supporting commercial use; employment centers, community and recreation facilities, arterial and collector streets, and/or transit centers to support higher densities while reducing travel demand and maximizing opportunities for alternate modes of transportation. (Allows Zoning Map Designation of R-3 (R-3-1) and R-3-2).

- High Density Residential: maximum densities of up to 50 dwelling units per acre. Location limited to immediate proximity of Downtown, shopping centers in East Grants Pass and the Redwood Interchange, and other areas adjacent to nodes of existing or planned supporting commercial use; employment centers, community and recreation facilities, arterial and collector streets, and/or transit centers to support higher densities while reducing travel demand and maximizing opportunities for alternate modes of transportation. (Allows Zoning Map Designation of R-4 (R-4-1), R-4-2, and R-5).

Unless a separate professional office designation is created, areas which are suitable for professional uses, but not for higher residential densities, may also be considered for this designation. However, at the time of designation, the review body should consider some restrictions of higher density residential development until adequate adjacent supporting uses and facilities are planned or provided. Options for establishing restrictions may include, but are not limited to, the use of a Development Agreement restricting use or intensity of use.

- Office Residential: provides for office uses where more intensive retail uses may not be suitable, but the primary purpose is to preserve lands for office uses as the primary uses, rather than residential uses as specified in the R-4 zones, where there is a need to maintain those lands for residential use or residential mixed-use. However, if office use is provided as a primary use, residential use is also permitted and encouraged as a secondary use on the same site.

- Neighborhood Commercial: provides for small retail and service businesses in residential areas. Limited to maximum area of 20,000 square feet of contiguous land. (Allows Zoning Map Designation of NC, Neighborhood Commercial)

- General Commercial: provides for all commercial and professional uses, excepting those requiring on-site manufacture or assembly. Development standards according to adjacent uses and development. (Allows Zoning Map Designation of GC (GC-1) and GC-2, General Commercial)

- Central Business District: mixed use District, provides the retail, professional office, and high rise residential core for the City and urbanizing area, and encourages concentrated development. (Allows Zoning Map Designation of CBD, Central Business District)

- Riverfront Tourist Commercial: provide for and promote special tourist commercial uses adjacent to the Rogue River where either existing or proposed bridges are located. Uses appropriate to the RTC districts would either need to be located adjacent to the river for their existence or utilize the river's scenic quality for economic development. In addition to providing economic opportunity for the City of Grants Pass, these ordinances will preserve the scenic quality wetland habitat and promote river related recreation. (Allows RTC-I, RTC-II, and RTC-III)

- Business Park: mixed used District, provides for light industrial and commercial uses, allows retail sales as accessory use to light industrial and wholesale uses. (Allows Zoning Map Designation of BP, Business Park)

- Industrial Park: Industrial Park in campus-like setting, allowing only those industries meeting high performance standards. (Allowing Zoning Map Designation of IP, Industrial Park)

- Industrial: provides for those industrial uses with heavier impacts upon their surroundings and need for outdoor functions. Performance standards required, with graduated buffering requirements keyed to adjacent uses. This district shall not include retail commercial (other than service commercial) or other uses incompatible with heavy industry. (Allows Zoning Map Designation of I, Industrial)

NOTE: A more generalized designation of 'Employment' for Industrial Lands may be applied prior to determination of Indoor or Outdoor Industrial plan designations and zoning. This designation is not intended to allow for retail use or zones that could develop as either retail or industrial.

13.2.3 Plan Map/Zoning Map

The land use designation on the Comprehensive Plan Land Use Map shall be deemed to encompass the Zoning Districts of the Development Code according to the following schedule:

<u>Comprehensive Plan Land Use Designation</u>	<u>Urban Area Zoning Ordinance Designation</u>
<u>Residential Designation:</u>	<u>Allows:</u>
Low Density	R-1-12, R-1-10, R-1-8
Moderate Density	R-1-6, R-2
Moderate-High Density	R-3 (R-3-1), R-3-2
High Density	R-4 (R-4-1), R-4-2, R-5
<u>Commercial Designation:</u>	<u>Allows:</u>

Office Residential	OR
Neighborhood Commercial	NC
General Commercial	GC (GC-1), GC-2
Central Business District	CBD
Riverfront Tourist Commercial	RTC-I, RTC-II, RTC-III

Industrial Designation:

Allows:

Business Park	BP
Industrial Park	IP
Industrial	I

13.2.4 Other Maps

The Development Code shall include a Zoning Map, that shall include Special Purpose District Maps and Utility Maps, which maps and their criteria and standards shall meet the following basic functions:

- (a) The Zoning Map shall show currently permitted land uses on a parcel-by-parcel basis, and shall serve as a basis for determining the taxable value of any given parcel. The Zoning Map may show a less intensive land use than shown on the Land Use Map if within the same general category of land use (e.g. R-1-6 in a MR Land Use District).
- (b) The Special Purpose District Maps and Standards shall determine which special development standards and review procedures,, if any, apply to any given development proposal.
- (c) The Utility Maps, together with the Development Standards, shall determine the existing and future location of basic services, (water, sewer, streets, storm drainage, and parks), and shall determine which special development standards, if any, apply to any given development proposal.

13.2.5 Special Purpose Districts

Special Purpose Districts shall be adopted to include at least the following. Other Special Purpose Districts may also be established.

- (a) Slope Hazard: delineating areas of slope hazard due to combinations of steep topography and unstable soil, whose primary function is to allocate densities and development standards appropriate to the degree of hazard.
- (b) Flood Hazard: delineating areas of flood hazard, whose primary function is to determine location and standards of development appropriate to the degree of hazard.

- (c) Historic: delineating areas of historic value to the community, whose primary function is to encourage viable and economic use of historic areas while conserving and enhancing the area's historic resources.
- (d) Medical Overlay District: delineating areas around former and current hospital sites to provide for nearby medical uses and development standards needed for medical facilities within the Grants Pass community. It allows siting of medical uses surrounding a core hospital. It is designed to provide the type of environment suitable for development of medical services and related activities, while reducing the conflicts between uses through appropriate designs.
- (e) Regionally Significant Industrial Area (RSIA): delineating area designated by the Economic Recovery Review Council (ERRC) in accordance with applicable state law in which an applicant can request Expedited Industrial Site Plan Review procedures.

13.2.6 Development Code and Map Criteria

The Development Code shall set forth the criteria, standards and procedures for inclusion within and development of real property of a given Land Use District, Zone, Major Classification district, and Special Purpose District.

13.3 Areas of Mutual Concern

13.3.1 Identification:

As appropriate, the City and County shall identify any "areas and items of mutual concern" which may extend beyond the Urban Growth Boundary.

13.3.2 Procedures for Review:

When so designated, the City and County shall establish procedures for notification and review for those areas and items of mutual concern identified.

13.4 Development Procedures

13.4.1 Procedure Types:

The Development Code shall separate land use procedures from land use criteria and development standards. Land use procedures shall be stratified according to the degree of discretionary judgment required, and the magnitude of the impacts of the proposal on the adjacent properties and the community as a whole, as follows:

13.4.2 Expedite Minor Review:

The Development code shall establish procedures for the development review

process which expedite minor development proposals through administrative review, with provisions for public review upon appeal.

13.4.3 Streamline Review Process:

The Development Code procedures shall act to streamline the land development process and eliminate unnecessary delays, and shall contain standards and procedures for land-use actions that are clear, objective and non-arbitrary.

13.5 Comprehensive Plan Amendments

13.5.1 Provision for Amendments:

The Comprehensive Plan is not an inflexible document. It is intended to be responsive to changes in community condition and the attitude. In order to permit such flexibility, and at the same time maintain the integrity of the Comprehensive Plan, it is necessary to amend the Plan from time to time without frustrating its basic purpose.

- (a) In order to maintain the validity of community decision-making, the Data Base must be continuously updated, and the implications for decision-making that result from changing data and changing community attitudes should be widely disseminated and discussed.
- (b) Goals, Policies, and Findings will require changing over time, as the community changes. Linkage must be maintained between policy and the data base, all land use maps, and the implementing ordinances.
- (c) From time to time, the Land Use Map may need to be amended, and yet still maintain the correct linkages to the goals, policies, findings and data base, as well as retaining internal consistency.

13.5.2 Minor and Major Amendments:

The City and County shall mutually revise the Comprehensive Plan from time to time, making both minor and major amendments.

- (a) Data Base: Revisions to the Data Base shall be Minor Amendments and shall proceed administratively as follows:
 - 1. Upon special update and analysis requested by the City Manager or City Council;
 - 2. Upon receipt of area or regional data, studies and analyses by other public or semi-public agencies;

3. Upon verification of site specific or area specific studies and analyses performed by the private sector;
 4. Continuously as initiated by the Director; and
 5. As a part of the City Manager's Annual Development Report.
- (b) Findings, Goals and Policies: Amendments to Findings, Goals and Policies shall be either minor or major amendments as follows:
1. Minor amendments, involving minor changes to findings and policies only, at one year intervals upon receipt of the City Manager's Annual Development Report for that year.
 2. Major amendments, involving major changes to findings, goal and policies at five year intervals, two years after the decennial census and quintennial counts taken by the US Census Bureau, upon receipt of the City Manager's Annual Development Report for that year.
- (c) Land Use Map: Amendments to the Comprehensive Plan land Use Map shall be either minor or major amendments, as follows:
1. Minor amendments, consisting of quasi-judicial review of land use for one parcel or a group of parcels, shall be considered at any time, using the City Manger's Annual Development Report as a guide to the need for and appropriateness of such minor amendments.
 2. Major amendments, consisting of legislative review of overall patterns of land use within a neighborhood, subarea, or area, or within the City or Urban Growth Boundary as a whole, scheduled at five year intervals, two years following the decennial census and quintennial counts taken by the US Bureau of the Census, using new Census data as a guide to the need and appropriateness of such major amendments.
- (d) Notwithstanding (b) and (c) above, minor or major amendments, may be considered at any time upon the mutual consent of the City Council and Board of County Commissioners, using the latest Annual Development Report and revisions to the data base as a guide to the need and appropriateness of such revisions.

13.5.3 Initiating Amendments.

Comprehensive Plan amendments may be initiated as follows:

- (a) A petition submitted by residents or property owners within the Urban

Growth Boundary.

- (b) The Planning Commission.
- (c) The City Council.
- (d) The Board of County Commissioners.

13.5.4 Criteria for the Amendment:

For amending the findings, goals, policies and Land Use Map of the Comprehensive Plan, the City Council and Board of county commissioners shall base their conclusions upon, and adopt findings in consideration of, all the following criteria:

- (a) consistency with other findings, goals and policies in the Comprehensive Plan.
- (b) A change in circumstances, validated by and supported by the data base or proposed changes to the data base, which would necessitate a change in findings, goals and policies.
- (c) Applicable planning goals and guidelines of the State of Oregon.
- (d) Citizen review and comment.
- (e) Review and comment from affected governmental units and other agencies.
- (f) A demonstration that any additional need for basic urban services (water, sewer, streets, storm drainage, parks, and fire and police protection) is adequately covered by adopted utility plans and service policies, or a proposal for the requisite changes to said utility plans and service policies as a part of the requested Comprehensive Plan amendment.
- (g) Additional information as required by the review body.
- (h) In lieu of item (b) above, demonstration that the Plan as originally adopted was in error.

13.5.5 Joint Review.

Amendments to the Findings, Goals, Policies, and Land Use Maps of the Comprehensive Plan shall be made either jointly by the City Council and Board of County Commissioners or after mutual review of proposed revisions and assurance of compatibility by both the Council and Board. The procedure for joint review shall be provided in Policy 13.9.

13.6 Urban Growth Boundary Amendments

13.6.1 Urban Growth Boundary Purpose and Intent:

The Urban Growth Boundary of the City and County, as adopted and amended, shall:

- (a) identify and separate urbanizable land from rural land;
- (b) provide for an orderly and efficient transition from rural land uses to urban land uses;
- (c) allow for the orderly and economic provision of public facilities and services as needed to accommodate urban development;
- (d) contain future urban development within the geographical limits of the Boundary; and
- (e) be considered as part of one body with the policies of the Comprehensive Plan, and acted upon in the manner provided for in the Comprehensive Plan.

13.6.2 Boundary Amendments:

The City and County shall mutually amend the Urban Growth Boundary from time to time, making both minor and major amendments.

- (a) Minor amendments, involving only the inclusion or exclusion of lands, shall be considered annually, using the City Manger's Annual Development Report as a guide to the need for and appropriateness of such minor amendments.
- (b) Major amendments, involving major changes in the data base, goals and policies, in addition to the inclusion and exclusion of lands, shall be considered at five year intervals, two years following the decennial census and quintennial counts taken by the U.S. Bureau of the Census, using new Census data as a guide to the need and appropriateness of such major amendments.
- (c) Notwithstanding (a) and (b) above, either minor or major amendments may be considered at any time upon the mutual consent of the City Council and Board of County Commissioners using the latest Annual Development Report and revisions to the data base as a guide to the need and appropriateness of such amendments.

13.6.3 Criteria for Inclusion

For including real property within the Urban Growth Boundary, the City Council and

Board of County Commissioners shall base their conclusion upon and adopt findings in consideration of the following criteria, as relevant to each inclusion:

- (a) The proposed inclusion meets applicable planning goals and guidelines, Statutes, and Administrative Rules of the State of Oregon.
- (b) Inclusion of lands within the Urban Growth Boundary (UGB) shall be consistent with the review process and land priority inclusion criteria specified in state law (ORS 197.298, OAR 660-024-0060, and OAR 660-21-0060). When Urban Reserves have been adopted, lands within adopted Urban Reserves shall be the first priority for inclusion within the UGB, consistent with state law.

When lands within adopted Urban Reserves are proposed for inclusion in the UGB, the land use shall be consistent with any adopted land use plans and policies for the Urban Reserve areas, and there shall be demonstrated need to include the lands in the UGB, consistent with state law and the Comprehensive Plan.

- (c) The proposed inclusion is consistent with the goals and policies of the Comprehensive Plan.
- (d) The applicant has demonstrated need to meet population growth requirement:
 - 1. as defined by residential, commercial, industrial, public, and semi-public land requirements determined by the Comprehensive Plan, as best met by the proposal versus other available alternatives; or
 - 2. as defined by a need to meet the land use requirements of a given area, sub-area or neighborhood of the Boundary, consistent with the Comprehensive Plan policies for that area, sub-area, or neighborhood.
- (e) The applicant has demonstrated that the proposed inclusion recognized the development patterns endorsed by the Comprehensive Plan.
- (f) Except for lands included within an Urban Reserve in accordance with the provisions of Section 13.7 and applicable state law, lands proposed for inclusion in the UGB shall not have farm resource zoning, whether Exclusive Farm Use (EFU), Farm Resource (FR), or equivalent, unless:
 - 1. The lands are necessary for industrial use, and will be designated only for traded-sector industrial uses, and
 - 2. The inclusion is consistent with the priority requirements of ORS 197.298 and OAR 660-024-0060, and

3. In addition to the above priorities in statute and administrative rule, if lands with either EFU or FR zoning designations on the Josephine County Zoning Map could meet the need, priority shall be given to lands in the FR zone over those in the EFU zone.
 - (g) The proposed inclusions are contiguous to the Urban Growth Boundary.
 - (h) The proposed inclusion can be provided with the full range of basic urban services in an economical manner.
 - (i) Allow for citizen review and comment.
 - (j) Allow for review and comment by affected governmental units and other agencies.
 - (k) If properties included within the Boundary, the zoning of the included property shall be consistent with the Comprehensive Plan Land Use Map for the Urban Growth Boundary.

13.6.4 Criteria for Exclusion (Removal):

For excluding (removing) real property from the Urban Growth Boundary previously included, the City Council and Board of County Commissioners shall base their conclusions upon, and adopt findings in consideration of, the following criteria, as relevant to each exclusion:

- (a) The proposed exclusion is consistent with the Planning Goals and Guidelines of the State of Oregon.
- (b) The proposed exclusion is consistent with the Goals and Policies of the Comprehensive Plan.
- (c) The applicant has demonstrated that the need for residential, commercial, industrial, public and semi-public lands, as determined by the Comprehensive Plan, will not be significantly affected by the exclusion.
- (d) The proposed exclusion is not partitioned or developed to urban levels. Urban levels are evidenced by partitioning or residential development of more than one dwelling unit per acre; by basic urban services of sanitary sewer and/or water systems available to the area; by developed industrial, commercial and institutional uses, or lands designated for those uses; and by the availability of sanitary sewer service or public water service to the area.
- (e) The proposed exclusion is agricultural land capable of supporting a commercial agricultural enterprise.

- (f) The proposed exclusion is contiguous to the Boundary, and will not leave islands within the Urban Growth Boundary; also, the exclusion area represents a reasonable geographical exclusion in shape, does not preclude services to other lands within the Urban Growth Boundary, and does not constitute a disruption to a neighborhood.
- (g) The proposed exclusion cannot be provided with a full range of urban services in an economical manner.
- (h) Allow for citizen review and comment.
- (i) Allow for review and comment by affected governmental units and other agencies.
- (j) If property is excluded from the Boundary, the zoning of the excluded property shall be consistent with the County Comprehensive Plan Land Use Map, except that where sanitary sewer service and/or public water service is available to the property, the zoning of the excluded property shall be Suburban Residential. Urban level zones shall be contained within the Urban Growth Boundary.

13.6.5 Initiation of Revision:

- (a) Revisions to the Urban Growth Boundary may be initiated by:
 1. A petition submitted by property owners or their authorized agents.
 2. The Planning Commission.
 3. The City Council.
 4. The Board of County Commissioners.
- (b) Signed Petition shall include either:

A petition signed by all property owners requesting inclusion or exclusion, or a petition signed by property owners requesting inclusion or exclusion within a designated area shown on an assessors map, such that the signatures represent more than half the property owners of more than half the property with more than half the assessed value of the total property shown within the designated area.

13.6.6 Joint Review:

- (a) Inclusions or exclusions of real property to the Urban Growth Boundary shall be made jointly by the City Council and Board of County Commissioners.

The procedure for joint review shall be as provided in Policy 13.9.

13.7. Urban Reserves

13.7.1. Urban Reserves

Urban Reserves may be adopted or amended jointly by the City Council and Board of County Commissioners in accordance with the criteria and procedures specified in Oregon Revised Statutes (ORS 195.137-195.145) and Oregon Administrative Rules (OAR 660 Division 21)

The review shall be a Type V procedure with a joint decision by the City Council and Josephine County Board of Commissioners as specified in Section 2.070 of the Development Code and Section 13.9 below. However, any action which requires review “In the Manner of Periodic Review” rather than as a “Post-Acknowledgment Plan Amendment” as specified in Oregon Revised Statutes and Oregon Administrative Rules shall be subject to the jurisdiction and review of the Land Conservation and Development Commission in accordance with the provisions specified in the applicable statutes and administrative rules. As specified in the applicable law, these decisions are not appealable to the Land Use Board of Appeals, and the noticing shall reflect the applicable procedures and requirements rather than those specified in the Development Code that reference appeals to the Land Use Board of Appeals.

13.8 Urban Area Planning Commission

13.8.1 Urban Area Planning Commission.

A single Planning Commission, designated the "Urban Area Planning Commission", shall be appointed to serve the Grants Pass Urban Growth Boundary area, both inside and outside the City limits.

Provisions governing the Urban Area Planning Commission shall be specified in Article 7 of the Development Code.

13.9 City/County Joint Review Procedure

13.9.1 Joint Review. Except as otherwise provided by Intergovernmental Agreement, joint review as provided in this section by the City Council and Board of County Commissioners shall be required for amendment and revision to the following items:

- (a) Comprehensive Plan Data Base.
- (b) Comprehensive Plan Findings, Goals and Policies.
- (c) Comp Plan Land Use Map.

- (d) Urban Growth Boundary.
- (e) Urban Reserves.
- (f) Mutually adopted Service and Utility Plans.

13.9.2 Data Base Joint Review.

- (a) All administrative revisions to the Data Base shall be summarized annually, and placed in both the City Manager's and the County Planning Department's annual Development Reports, together with implication for policy making that may result from the Data Base revisions, including proposed changes to the Comprehensive Plan and Development Code.
- (b) Revisions to the Data Base occurring during the year prior to the Annual Development Report that are significant enough to warrant reconsideration of Comprehensive Plan and Development Code policies, requirements and maps shall be forwarded to the City Manager for City Council consideration and to the Board Chairman for Board of County Commissioners consideration.
- (c) The City Council and Board of County Commissioners shall review all Data Base revisions in an administrative action at a public meeting, and shall determine at the time of such review whether to initiate an amendment to the Comprehensive Plan or the Development Code as a result of the revisions to the Data Base. The procedure for amendment action so initiated shall be as provided in this Element.
- (d) Governing Body Review may be joint, or may be separate. In either case, the revisions to the Data Base must be found to be consistent by both Council and Board.

13.9.3 Finding/Goal/Policy, Land Use Map, UGB, Urban Reserves, Other Joint Review.

- (a) Request for Review. When amending the Comprehensive Plan Findings, Goals, Policies and Land Use Map, the Urban Growth Boundary, the Urban Reserves, or jointly adopted service or utility plans, the jurisdiction initiating action shall notify the other jurisdiction at least 35 days prior to the initial hearing on the matter before the Urban Area Planning Commission, Utility Commission or governing body, as appropriate.
- (b) Reply and Comment. At least 10 days prior to the initial hearing, the noticed jurisdiction shall reply, as follows:
 - 1. no comment.

2. comment, with request that the originating jurisdiction conclude the matter.
 3. comment, with request for a joint hearing on the matter.
- (c) Notice. Notice for the joint hearing shall be as provided in the ordinances of the initiating jurisdiction as follows:
1. For Council initiated items, as provided in the Development code, Section 2.060, Type IV Procedure.
 2. For Board initiated items, as provided in the appropriate implementing ordinance.
- (d) Hearing Procedure. Hearing procedure shall be as provided in the ordinances of the initiating jurisdiction as follows:
1. for Council initiated items, as provided in the Development Code, Section 9, Legislative Hearing Guidelines.
 2. for Board initiated items, as provided in the Land Use Hearing Rules.
- (e) Governing Body Review. Following recommendation by the Urban Area Planning Commission, and joint workshops and hearings as appropriate by the governing bodies, the Council and Board shall take joint action on the amendment, as follows:
1. Concur in the amendment action, which for Data Base inclusions, Land Use Map, Urban Growth Boundary, Urban Reserves, or Service and Utility Plan Maps shall mean identical material adopted by both jurisdictions, and for Data Base Supplemental Material, Findings, Goals, and Policies, and Service and Utility Plan Policies, shall mean consistent material adopted by both jurisdictions. Upon concurrence, the amendment shall go forward.
 2. Do not concur and call for a rehearing within 45 days. Such rehearing shall be noticed and conducted as provided in Sections 13.9.3(c) and 13.9.3(d) above.
 3. Do not concur, and call for a mediated resolution of the matter within 45 days. A mediator acceptable to both parties shall be named within 10 days, and the costs of mediation, if any, shall be shared equally by the Council and Board. The Urban Area Planning Commission may serve as mediator. The mediated proposal shall be presented jointly to Board and Council in a noticed public meeting as provided in

Sections 13.9.3(c) and 13.9.3(d) above.

4. Should the governing bodies fail to concur, as defined in Section 13.9.3(e) (1), at the conclusion of the rehearing or upon presentation of the mediated proposal, the Amendment shall not go forward.

Type I Procedure

Objective decisions.

Little, if any, discretion required.

Because of minimal or no effect on others, public participation is provided simply by noticing nearby property owners and reviewing their submitted written testimony.

No public hearing held.

Director of Community Development, or his designee, takes action.

Appeal by Type III procedure.

Type III Procedure

Complex or subjective decisions.

Discretion required. Delegated quasi-judicial actions required.

Possible significant effect on some persons or broad effect on a number of persons.

In addition to applicant, others affected are invited to hearing to present initial information.

Hearings Officer or Planning Commission holds public hearing, takes action.

Appeal by Type IV procedure.

Type II Procedure

Objective decisions.

Moderate discretion required.

Application of the standards may require knowing of some effect upon others.

Nearby property owners invited to respond to a tentative decision.

Director of Community Development holds meeting, takes action.

Lack of agreement escalates process to Type III procedure.

Type IV Procedure

Complex or subjective decisions.

Great deal of discretion required. Quasi-judicial or legislative actions required.

Possible significant effect on some persons or broad effect on a number of persons.

In addition to applicant, others affected are invited to hearing to present initial information.

Planning Commission holds public hearing and makes recommendation, City Council or Board of County Commissioners, or both acting jointly, holds public hearing, takes action.

Appeal to LCDC or LUBA