

City of Shady Cove

Ordinance No. 222

**AN ORDINANCE OF THE CITY OF SHADY COVE, OREGON
ADOPTING THE 2004 COMPREHENSIVE PLAN FOR THE
CITY OF SHADY COVE.**

Whereas, State law mandates the City adopt a Comprehensive Plan; and

Whereas, the City of Shady Cove Citizens Advisory Committee discussed the City's Periodic Review and recommended adjustments to the 1988 City of Shady Cove Comprehensive Plan; and

Whereas, the City of Shady Cove Planning Commission held Public Hearings on the Shady Cove Citizens Advisory Committee recommendations on June 28, 2001 (Economic Development, Natural Resources and Hazards and Public Facilities and Services), January 11, 2001 (Population, Parks and Recreation, and Citizen Involvement), September 13, 2001 (Housing, Urbanization, and Land Use); and

Whereas, the City Council of the City of Shady Cove held a Public Hearing on August 19, 2004 to receive public comment and discuss the proposed amendments to the City of Shady Cove 1988 Comprehensive Plan; and

Whereas, the Comprehensive Plan must conform to the Statewide Land Use Goals promulgated by the State of Oregon Land Conservation and Development Commission.

**THE COUNCIL OF THE CITY OF SHADY COVE ORDAINS AS
FOLLOWS:**

SECTION 1: The City of Shady Cove 2004 Comprehensive Plan, attached as Exhibit "A", is incorporated by reference herein and made a part of this Ordinance, is hereby adopted as the City of Shady Cove 2004 Comprehensive Plan.

SECTION 2: This Ordinance supersedes any previous Comprehensive Plan Ordinances.

Ordinance No. 222
Page Two of Two Pages
First Reading 09/02/04; Second Reading 10/07/04
2004 Shady Cove Comprehensive Plan

PASSED AND APPROVED by the Common Council of the City of Shady Cove this 7th day of October 2004.

Approved:



Tom Anderson
Mayor

Attest:



Gretchen Meloth
Deputy City Recorder

Council Vote:

Councilor Curtis	Yes
Councilor Holland	Absent
Councilor Kyle	Yes
Councilor Wendt	Absent
Mayor Anderson	Yes

Exhibit "A"

Comprehensive Plan



Prepared for the City of Shady Cove, Oregon

Technical assistance by the
Rogue Valley Council of Governments

Adopted October 7, 2004

City of Shady Cove

Comprehensive Plan

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SECTION A. INTRODUCTION & CITIZEN INVOLVEMENT

This plan is organized in sections to address appropriate goal requirements and assist in the understanding, review and future amendment of the Comprehensive Plan. This introduction includes the Citizen Involvement Program of the City of Shady Cove.

General Location

The City of Shady Cove is located on the Rogue River approximately twenty miles north of Medford on Highway 62 (see location map, Figure A-1). Originally a ferry crossing on the military road from Jacksonville to John Day, the city takes its name from a "shady cove" where travelers camped on the banks of the Rogue River. Section "D" of this plan includes more information on the history of Shady Cove.

Local Planning History

The City of Shady Cove was incorporated in November 1972 and adopted its first Comprehensive Plan on March 20, 1975. That first plan was prepared by the consulting firm of Planning Design Associates of Medford, and involved close coordination and participation by the community and its twenty-member Citizens Committee. The City Council adopted an updated plan in December 1987 to reflect the first periodic review required by the Land Conservation and Development Commission.

On December 21, 1977, an urbanization agreement was approved between the City and Jackson County. The agreement sets out policies and procedures for administration of land in and near the City's Urban Growth Boundary (UGB). The urbanization agreement was added to the Comprehensive Plan by Ordinance No. 41, which was adopted by the City on January 19, 1978. It was not amended during the 1987 update.

Statewide Planning Goals

In 1973, the Oregon Legislature adopted Senate Bill 100 (ORS 197), which created the Land Conservation and Development Commission and charged LCDC with developing statewide planning goals and guidelines. Fourteen of the nineteen goals affect Shady Cove. As an incorporated city, Shady Cove is presumed to be "urban". The goals pertaining to forest and agricultural lands are of less concern in the city compared to other goals. These goals apply primarily to decisions about amending the urban growth boundary and approving proposals adjacent to farm or forest lands in the county.

The Shady Cove Comprehensive Plan was one of the first to be completed in Jackson County, using the new statewide planning goals. The City's plan was amended in 1978 and 1987 to add documentation pertaining to issues such as the UGB, population projections, physical factors, transportation, and public facilities.

The City contracted with RVCOG for planning assistance to revise the plan and zoning regulations. The City financed part of the effort. LCDC provided additional money and extended the City's periodic review deadlines to allow the time necessary to complete the plan and ordinance revisions.

Citizen Involvement Program

The City of Shady Cove is required by Statewide Planning Goal #1 to have a Citizen Involvement Program (CIP) that clearly defines the procedures by which the general public will be involved in the on-going land use planning process. This section is to replace the CIP adopted by City Ordinance 110.

Shady Cove has a history of citizen involvement and open participation by the public in planning matters. Preparation of this revised Comprehensive Plan represents a broad cross-section of the community, which included cooperation between the City Council, Planning Commission, and the Citizens Advisory Committee (CAC) to represent a broad cross-section of the community. These committees participated in work sessions, assisted in gathering the population, income, housing, and existing land use data, and in later amendments of the Plan.

Citizens Advisory Committee

In preparation for periodic review, the Shady Cove City Council recognized a new Citizens Advisory Committee in March 1997 to review the 1987 plan and

implementing ordinances. This committee was composed of as many as 14 members. The CAC was receptive to the feelings and opinions of local citizens and carefully addressed the issues raised. The CAC members assisted in much of the research, mapping and preparing of Plan drafts.

Program Goal: "To develop a citizen involvement program that ensures opportunities for citizens of Shady Cove to be involved in all aspects of the planning process."

Shady Cove has prepared and adopted this involvement program to define the procedures by which the general public may be involved in the on-going land use planning of their city. The Citizen Advisory Committee is to aid in the acquisition and dissemination of needed information, and provide opportunities for citizen awareness and involvement. Nothing in this program is to prevent the creation of citizen committees to deal with other state or federal agencies or non-land-use matters.

CITIZEN INVOLVEMENT POLICIES

POLICY #1 Citizen Advisory Committee (CAC) Membership and Responsibilities

In March 1997, the City Council appointed a Citizen Advisory Committee to recommend revisions to the existing comprehensive plan. The CAC's scope of activities shall include:

- Comprehensive Plan and Land Use Regulation review.
- Preliminary review and acceptance of citizen input pertaining to any legislative action involving the Comprehensive Plan or Land Use Regulations.
- Advise the Planning Commission and City Council on matters involving comprehensive planning, community development, public services and facilities, streets, water or sewer systems, or related issues.

Council members shall not serve on the CAC, although a Council member may act as the coordinator.

POLICY #2 Citizen Involvement Policy

The Citizen Involvement Program will involve a cross-section of affected citizens in all planning phases and will include at least one recognized citizen advisory committee.

POLICY #3 Communication Policy

The City will use any suitable and available mechanisms to assure effective communication with citizens, including newsletters, posters, news releases to media, questionnaires, or surveys, as appropriate.

The primary intent of this policy is to ensure two-way communication between citizens and those involved with planning and decision-making. Shady Cove will provide the local media with special news releases pertaining to progress and

upcoming events or public hearings and will continue to advertise public hearings in the newspaper. Other communication tools may also be used, as necessary, to help ensure community awareness of planning activities and opportunities to become involved.

POLICY #4 Participation

Whenever possible, citizens will be given opportunities for actual hands-on involvement in all phases of the planning process.

This policy recognizes that members of the community have useful skills or abilities, or may have personal experiences or training that can benefit the planning process. Therefore, citizens are encouraged to assist in such planning activities as data collection, mapping, development of policies and standards, development of goals, and evaluation of alternatives or options.

POLICY #5 Technical Information

All information used in the preparation of the Comprehensive Plan or related documents will be made available for public review in an easy to understand format.

All background information, or other technical data used for planning, will either be included within the planning documents or made available at City Hall for public review. Tables, maps, graphs, charts, and similar data will be explained and the source of the information noted. All maps or other visual data will be made available and, in most cases, will be displayed in City Hall during public meetings to assist in explaining the specific issues or locations.

POLICY #6 Feedback

Shady Cove will be responsive to citizens of all ages, including groups taking part in the local planning process, and all land use policy decisions will be documented in written form and made available for public review at City Hall.

The City will continue to respond in writing to those who request a written response. Citizen input will be documented in the written Planning Commission and City Council meeting minutes available for public review at City Hall.

POLICY #7 Financial Support

Adequate human, financial and informational resources will be allocated for the citizen involvement program and such resources will be an integral part of the City's planning budget.

The Citizen Involvement Program is an integral part of the planning process in Shady Cove and has the support of the City Council.

POLICY #8 Agency Involvement

The City of Shady Cove will involve the following agencies, as appropriate, in land use actions and comprehensive planning activities:

Local

Eagle Point School District #9
Jackson County
Fire District #4
Library System
Parks Department
Planning
Public Works
Upper Rogue Community Center

State Departments

Commerce
Economic Development
Energy
Environmental Quality
Geology and Mineral Industries
Fish & Wildlife
Land Conservation and Development
Transportation

Federal Agencies

Bureau of Land Management.
U.S. Army Corps of Engineers
U.S.D.A. Natural Resources Conservation Service
U.S. Department of Housing and Urban Development
U.S. Environmental Protection Agency
U.S. Fish & Wildlife Service

SECTION B. POPULATION

Shady Cove as a community dates back nearly 100 years, although it has been incorporated only since 1972. After two decades of relatively steady but modest growth, it became one of the fastest-growing cities in Jackson County during the 1990s. From 1990-2000, Shady Cove's population increased 70.8 percent, far exceeding Jackson County's population increase of 18.0 percent during that same period. As a result, the City has moved from containing 0.8 percent of the County's population in 1980 to 1.3 percent in 2000.

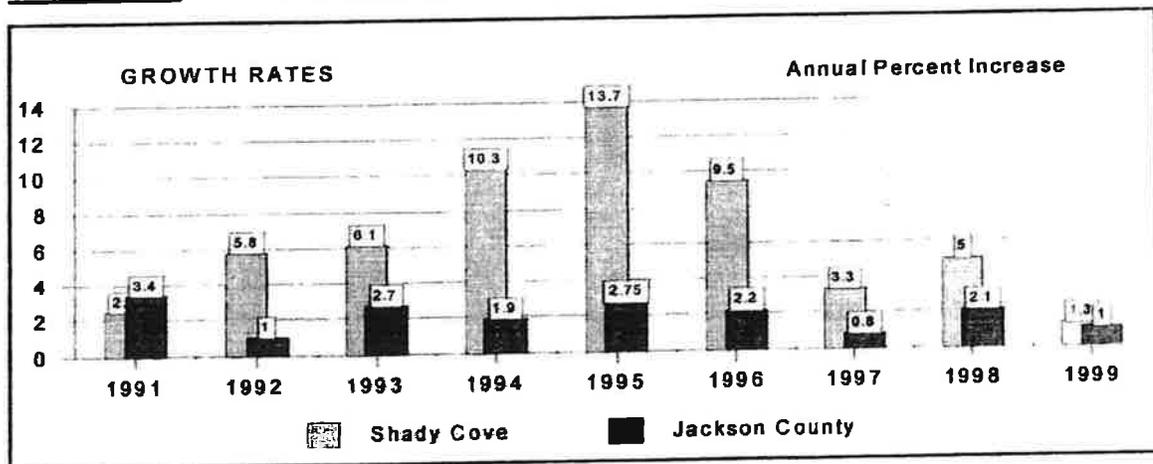
TABLE B-1 Historical Growth Trends

Year	Population	Population Increase	Percentage Change
1980	1,097		
1990	1,351	254	23.2
2000	2,397	956	70.8

U.S. Census Bureau

While growth since 1990 was rapid, it slowed toward the end of the decade. The following chart compares rates for the City and County.

TABLE B-2 Growth Rates for Shady Cove and Jackson County



Source: Portland State University Center for Population Research and Census

The following is a breakdown of the 1990 Shady Cove population by major age categories, as compared to Jackson County. Statistics are also on file for 1980, but because of different age categories for each census, direct comparisons cannot be made. Information from the 2000 Census will not be available until mid-2001, preventing analysis of changes that have occurred since 1990.

TABLE B-3 Population by Age Category

Age Categories	Population				Percent of Population			
	Shady Cove		Jackson Co.		Shady Cove		Jackson Co.	
	1990	2000	1990	2000	1990	2000	1990	2000
UNDER 5	85	137	9,758	10,880	6.3	5.9	6.7	6.0
5-14	226	295	26,947	25,318	16.7	12.8	18.4	14.0
15-19	36	114	5,776	10,826	2.7	4.9	3.9	6.0
20-24	43	90	6,599	12,966	3.2	3.9	4.5	7.2
25-44	345	515	43,897	46,260	25.5	22.3	30.0	25.5
45-64	342	642	29,700	46,028	25.3	27.8	20.3	25.4
65+	274	514	23,712	28,991	20.3	22.3	16.2	16.0

Source: 1990/2000 Census of Population and Housing

The chart shows that the percentage of persons in each category over age 45 is higher for Shady Cove than for the county. Between 1990 and 2000, the percentage of persons age 65+ grew from 20.3 percent to 22.3 percent, while countywide, the percentage dropped from 16.2 percent to 16 percent. The table also shows percent of the population 19 years or younger stands at 25 percent, which is slightly less than for the county at 26 percent. The median age in Shady Cove was 45.1, placing it behind only Rogue River and Jacksonville in Jackson County.

Population Characteristics

Population characteristics, including household size, age of head of household and household income, influence decisions a community makes about the types of facilities and services that should be provided.

Age of Head of Household

Given the way the Census Data is structured, it is not possible to discern a trend in the age of the head of household between 1980 and 2000. Regarding the 232 one-person households identified in the 2000 Census, 124 or 53.4 percent were aged 65 year or more, an increase from 50.7 percent in 1990. This suggests a strong relationship between one-person households and senior citizens, although it does not address the question of the size of housing they occupy.

Median Age

There has been an upward shift in age in the overall population of Shady Cove, as reflected in the 9.4 year increase in the median age between 1980 and 2000.

TABLE B-4 Median Age

	1980	2000
Shady Cove	35.7	45.1
Jackson County	31.3	39.2

Age Groups in Shady Cove

It is possible to see an aging trend in the overall Shady Cove population by comparing Census Data community age structure. The only age groupings that increased during the 1980 through 1990 period were those in the upper brackets, namely, the categories of 45 to 64 years and 65+ years.

TABLE B-5 Age Groups by Percent

Age Category	1980	2000	Change in Percent
Under 5	7.5	5.9	-1.6
5-19	20.6	17.7	-2.9
20-44	31.7	26.2	-5.5
45-64	21.6	27.8	+6.2
65+	18.6	22.3	+3.7

Average Household Size

A comparison of 1980 and 1990 Census data shows a decrease in household size for Shady Cove. This decrease reflects a similar downward trend in household size in the state, a trend projected to continue into the future. We assume that Shady Cove’s household size will also continue to decline, due to the aging of its population.

TABLE B-6 Persons Per Household

Year	Shady Cove	Jackson County	Oregon
1980	2.48	2.60	2.66
1990	2.38	2.50	2.52
2000	2.33	2.48	2.51

In 2000, there was a notable difference in the size of households living in owner-occupied, as compared to renter-occupied housing units. The number of persons per owner-occupied housing unit was 2.27, while the number per renter-occupied unit was 2.50.

Household Types

As a percent of all households, there were fewer married couple households in Shady Cove in 2000 than in 1980. All other types of households increased; non-family households showed the largest percentage increase, followed by single parent households. There was a small increase in the percentage of one person households that account for non-family households.

TABLE B-7 Household Types

Household Type	1980 Number	Percent of Total	2000 Number	Percent of Total	Change in Percent
Married Couple	293	65.40	558	56.42	-8.98
Single Parent	38	8.48	131	13.25	+4.77
Non-Family (Single person)	117 (109)	26.11 (24.33)	300 (232)	30.33 (25.84)	+4.22 (+1.51)
Total	448		989		

“Non-family” is defined by the Census Bureau as unrelated individuals living as one housekeeping unit.

Population Projections

The 1987 Comprehensive Plan included low (1.2%), middle (3.0%), and high (4.6%) growth rates for projecting population through the year 2010. Actual year 2000 population for the area within the urban growth boundary was closest to the high-range projection of 2500.

In 1995, the Oregon State Legislature adopted ORS Chapter 195.036, directing coordinating bodies, in this case Jackson County, to establish and maintain population forecasts for all local governments. That same year, using figures prepared by RVCOG, Jackson County adopted an update of its Comprehensive Plan Population Element and projected a total population of 204,230 by the year 2015. Using this total, a distribution of population projections between the county’s jurisdictions and unincorporated areas was established; Shady Cove’s allocation was 2,130, a number that has already been exceeded.

In 1997, Oregon’s Office of Economic Analysis (OEA) assigned Jackson County a year 2015 forecast of 210,373, which the state recognizes as the official county population forecast. The Rogue Valley Council of Governments hosted a workshop of city and county representatives in September 1998, the purpose of which was to apportion the latest OEA estimate between the cities and county. Cities were asked to submit their projected growth rates through the year 2015 and the results were balanced. The number selected for Shady Cove was 3,898, an increase of 1553 over the 1999 population. This would result in an average annual growth of about 3 percent, significantly higher than the OEA county-wide projected average of 1.28 percent.

In May 1999, a second workshop was held in response to concerns expressed by several jurisdictions that their projected populations were too low. In addition, a transportation planning model being prepared for the metropolitan planning area needed to reflect population projections to the year 2020. As a result of this workshop, the 2020 population for Shady Cove was increased from 3,950 to 4,400. This represents an average annual growth rate of 2.45 percent between 2015 and 2020. ORS 195.036 requires that Jackson County serve as the population coordinator for all incorporated communities within the county. On June 24, 1999, the Board of County Commissioners adopted an emergency ordinance confirming the numbers that were determined at the workshop.

TABLE B-8 County Adopted Population Projections for Shady Cove

	Population	Average Annual Percent Growth	Percent Of County
1999	2,345		1.30
2000	2,430	2.45	1.38
2005	2,794	2.83	1.49
2010	3,278	3.25	1.64
2015	3,898	3.53	1.84
2020	4,400	2.45	1.96

The drop in growth rate from 2015 to 2020 reflects the expectation by Jackson County jurisdictions that the county will grow more rapidly than OEA predicts. A workshop will be held in approximately 2005 to review the growth that has occurred since 1999 and to determine whether the OEA projections are valid or should be disputed.

The Population Element includes no goals or policies, but is instead intended to provide a foundation for other elements of the plan.

SECTION C. ECONOMIC DEVELOPMENT

Introduction

For purposes of achieving the requirements of Goal 9, Economy of the State, Oregon Administrative Rule 660-009-0015 requires an economic analysis consisting of the following:

- Review of national, state, and local trends
- Site requirements for potential industrial and commercial uses
- Inventory of industrial and commercial lands
- Assessment of community economic development potential

The economic plan must also include industrial development policies and designation of lands for industrial and commercial uses. The level of detail required by the administrative rule will vary depending on the size of the jurisdiction, the detail of previous economic planning efforts, and the extent of new information.

The State of Oregon Employment Department periodically produces a regional economic profile, analyzing past activity and projecting future trends. The most recent publication for Region 8 - Jackson and Josephine counties - was produced in November 1999. This information represents the most comprehensive description of economic issues available, and is the foundation for much of this element. Census data from 1990 and 2000 have also been used to develop several of the tables in the element.

Economy of the State

Nonfarm employment in Oregon increased by 35 percent between 1988 and 1998, with 400,000 jobs added to the state's workforce. Many of the new jobs are found in the Willamette Valley, reflecting the region's strong growth in high tech industries such as computers and electronic equipment. Statewide growth has been strong in construction, trade, services, and government.

Economic indicators at the start of the new decade are showing that the economy is slowing. A September 2000 forecast published by the Office of Economic Analysis was more pessimistic than previous forecasts, reflecting a decrease in employment levels, yet still showing an increase in personal income.

The present economy is influenced by the Asian financial crisis that has spread from the manufacturing sector to nonmanufacturing, and interest rate hikes designed to reduce the risk of inflation. Oregon's economic growth in 1998 and 1999 lagged behind the U.S. economy for the first time since 1985. The most recent Blue Chip Job Growth ranking placed Oregon 28th in the nation, improving from 43rd the previous year. Neighboring states' rankings include Nevada (3rd), Idaho (4th), California (7th) and Washington (18th). Job growth in Oregon will continue, but at a much slower pace than in the past, not climbing past a 2.0 percent annual rate until 2003. Inflation is expected to rise to 3.9 percent in 2000, but slow to 2.9 percent in 2001.

The state's population is expected to grow from 3.3 million to 3.6 million in 2007, a 9.2 percent increase. During this period, the fastest growth will occur in the 45-64 and 18-24 age groups, the result of baby-boomers and their children entering these age groups. The elderly population as a whole will increase by 8.7 percent. The number of "young elderly" in the 65-74 age group has been decreasing. On the other hand, the number of oldest elderly (85 and older), is expected to increase nearly 34 percent between 1999 and 2007.

Key factors that will affect the state's long term growth are:

- Recovery in the semiconductor industry
- Export growth and rising commodity prices
- Continued strength in domestic markets, providing markets for Oregon products
- Business costs advantages, although increases in water and electricity costs could reduce this advantage
- Environmental Issues
- Affordable housing. In-migration of people and firms may slow if Oregon loses its housing cost advantage compared to Washington and California
- Quality of life

Economy of Jackson County

The Rogue Valley civilian labor force has increased by 50 percent from 78,000 in 1978 to 117,000 in 1998. The civilian force consists of non-military personnel 16 years and older, and in Jackson County alone the labor force averaged around 88,000. Unemployment in the county since 1988 has fluctuated between 6.5 percent and 8.6 percent. The 1998 rate was 6.8 percent, compared with 5.6 percent in Oregon and 4.9 percent in the United States. As shown in Table C-1,

unemployment is highest in trade and services, a dominant segment of the Shady Cove economy. Nearly 20 percent of unemployment insurance recipients had been in manufacturing and a majority of those had been in the lumber and wood products industry.

Most available land for commercial and industrial development in the region is located in Medford and White City. Medford currently has nearly 570 acres of available general industrial land within its urban growth boundary. Another 278 acres are zoned for heavy industrial uses. These acreages were estimated to provide a 50-year supply of general industrial land, and a 62-year supply of heavy industrial land, based on past absorption rates. Significant amounts of industrial land are found in White City, although some areas will need to be set aside for wetlands protection. Land allocated for commercial uses in Medford barely satisfies the 20-year supply required by statute. While Medford serves as the industrial center for southern Oregon, a wide array of commercial opportunities should be provided in each community. This is particularly critical for Shady Cove because of its distance from Medford.

TABLE C-1 Unemployment Insurance Benefit Receipts

Unemployment Insurance Benefit Recipients By Industry and Occupation Jackson and Josephine Counties July 1998 - June 1999		
Industrial Division	Average	Percent
Agriculture, Forestry Mining	200	5.7
Construction	375	10.7
Manufacturing	732	20.8
Lumber & Wood	409	11.6
Other Manufacturing	322	9.2
Transportation, Communication, Utilities	156	4.4
Trade	1,012	28.8
Finance, Insurance, Real Estate	71	2.0
Service & Miscellaneous	748	21.3
Government	221	6.3
Total, All Industries	3,515	100

Source: 2000 Regional Economic Profile; Oregon Employment Department

Economy of Shady Cove

Statewide Planning Goal #9 mandates that plans and policies directed toward economic improvement be based on inventories of areas suitable for increased

economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability; labor market factors; transportation; current market forces; availability of renewable and non-renewable resources; availability of land; and pollution control requirements. Some of these considerations are addressed in other elements of the Comprehensive Plan. Most important to this section are data pertaining to the local labor force, economic (industrial and commercial) inventory, and general economic characteristics of the community. These will provide a foundation on which to base more extensive economic planning and plan implementation actions.

Population Characteristics

The Population Element indicates that Shady Cove's population has more than doubled since 1980, and that it consistently exceeded the county's growth rate through the 1990s. A recent slowing of population growth since 1996 is mirrored by other communities in Jackson County.

Family Income

According to the 1990 Census, the median annual family income for Shady Cove was \$22,941, which is approximately 77 percent of the Jackson County median of \$29,800. Retirement income was \$9,076, or 94 percent of the \$9,650 county median.

Poverty Status

A total of 210 persons in Shady Cove were reported by the 1990 Census as having incomes below the poverty level. This is more than 15.7 percent of the total population, slightly higher than the 13.2 percent rate for Jackson County as a whole. The Oregon Economic and Community Development Department (OECD) estimated in 1994 that 56 percent of Shady Cove residents had low to moderate incomes.

The OECDD annually publishes a list of Oregon's Economically Distressed Areas. The ratings are based on eight factors:

- Unemployment rate
- Per capita income
- Average pay per worker
- Population change
- Percent of population receiving unemployment insurance benefits
- Industrial diversity based on distribution of employment by industry
- Percent of families in poverty
- Employment change

The statewide index is 1.00, with a higher rating indicating greater distress. The September 1, 2000, index for Shady Cove is 1.45, a rating that is exceeded by five other cities in Jackson County: Gold Hill (highest at 1.86), Phoenix, Butte Falls, Eagle Point, and Rogue River. Communities that are included in the list qualify for priority assistance from the OECDD

Labor Force Characteristics

2000 Census information reported 943 in Shady Cove's labor force, representing 52.4 percent of the city's population 16 years and older. The rate is 61.3 percent for Jackson County.

The following table shows a breakdown of the labor force by major occupational categories. Numerical increases have been greatest in business and repair services and retail trade. Losses have been greatest in educational services and agriculture and forestry.

TABLE C-2 Employed Persons 16 & Older By Occupation

Occupation	Shady Cove		Jackson County	
	#	%	#	%
Management/Professional	166	18.6	24,688	30.6
Service	155	17.4	14,047	17.4
Sales and office	221	24.8	21,453	26.6
Farm/Forestry/Fishing	16	1.2	1,226	1.5
Construction/Extraction/Maintenance	145	16.2	7,649	9.5
Production/Transportation/Moving	190	21.3	11,651	14.4

Source: 2000 Census

Means of Getting to Work

Transportation to employment for Shady Cove residents does not differ significantly from other rural communities in Jackson County. Car pooling is used slightly more often and a few more residents are able to walk to work or work at home. No public transit is available in Shady Cove although non-commuting van service is supported by Rogue Valley Transportation District.

TABLE C-3 Means of Getting to Work

	Shady Cove Percent	Medford Percent	County Percent
Drove Alone	74.6	79.3	77.4
Car Pool	14.1	11.9	10.9
Public Transit	1.3	.5	
Walked or Worked at Home	8.5	6.6	9.2
Other Means	-1.5	1.7	1.7
Mean Travel Time to Work	26 Minutes	15.6 Minutes	18.9 Minutes

Source: 2000 U.S. Census

Educational Attainment

Opportunities for employment are often affected by the level of education achieved by job applicants. The following table shows that in 1990, 27.6 percent of Shady Cove residents did not have a high school diploma. In Jackson County, 20.15 percent of residents had not completed high school.

TABLE C-4 Highest Level of Educational Attainment
(Persons 25 years and older)

	Shady Cove		Jackson County	
	Number	%	Number	%
Less than 9 th Grade	62	2.7	4,943	4.1
9 th to 12 th grade no diploma	220	13.3	13,244	10.9
High school graduate or equivalent	668	40.5	36,443	30.1
Some college, no degree	445	27.0	32,528	26.8
Associate's degree	81	4.9	7,005	5.8
Bachelor's degree	124	7.5	17,573	14.5
Graduate or professional degree	49	3.0	9,419	7.8

Source: 2000 U.S. Census

Existing Conditions

Shady Cove's economy reflects the larger economies of the county, state and nation. Obviously, decisions made elsewhere can and do affect the local economy. It is those activities that bring money into the local economy that are generally the focus of economic development efforts. The most common approach is to encourage development of new or expanded businesses that manufacture goods or produce services that are sold outside the area. In a tourist-based economy such as Shady Cove's, customers come to the service providers.

Travel and tourism is one of Oregon's leading industries and Shady Cove is well located to provide tourist services including retail businesses and overnight accommodations. These types of businesses are therefore given primary emphasis in the community's economic development plans and strategies. The City has built tourism promotion into its budget and intends to strengthen its

relationship with the Chamber of Commerce and the Upper Rogue Regional Tourism Alliance.

A strength of the Shady Cove area is its attractiveness to tourists and retirees. Because Highway 62 is the primary route from the Rogue Valley to the upper Rogue River, Crater Lake, and Diamond Lake, most visitors pass through Shady Cove. Businesses that create or distribute products and services that are related to the Rogue River and surrounding mountains and lakes are encouraged to locate or expand in Shady Cove. There is room to expand local tourist-related businesses and to extend the length of the present approximately 90-day tourist season. A recent addition is construction of the Edgewater Inn.

Reliance on the tourist trade often results in a depressed local economy during the off-season. Therefore, the city should work, over the long term, for a balance of tourist and non-tourist businesses and services. The growing number of retired persons provides some stability by bringing money into the community year-round. Facilities that provide service in the local area while receiving transfer payments from state, federal, and private sources are considered.

While Shady Cove is a favorable area for tourism, its location is a limiting factor for most types of commercial and industrial development.

- Transportation to and from the community is restricted to the highways
- There is neither rail nor commercial air service
- The number of consumers is small
- The lack of a water system causes Shady Cove to have no "serviceable" commercial or industrial sites as defined by state law (OAR 660-09-005(6)).

The commercial district of Shady Cove is concentrated on either side of Highway 62. The uses are typical of those found in a small town, including food stores, professional offices, and service establishments, with a significant number of businesses catering to users of the Rogue River.

TABLE C-5 Commercial Land Use

Category	Number of Parcels	Acres	Percent of Total
Food and Drink	25	7.36	11.2
Hotel and RV Park	9	15.42	23.6
Professional Office	7	4.20	6.4
Public	6	4.59	7.0
Recreation	4	2.27	3.5
Retail	16	8.02	12.3
Service	6	2.87	4.4
Mobile Home Park	1	2.45	3.7
Vacant/Parking	40	18.14	27.8
Total	104	65.32	100

Several light industrial uses are found on commercially zoned lands. No land is designated for industrial use at this time. The 1987 comprehensive plan included a policy recommending that land near the airstrip should be evaluated for industrial, commercial, or other airport-related development. Except for a small area zoned for airport-related development, no land has been rezoned. Lands to the west of Rogue Air Drive may be suitable for light industrial uses. It may also be appropriate to provide for neighborhood commercial uses to serve the convenience needs of local residents.

Three vacant commercial parcels are larger than one acre. The largest is 3.15 acres east of Highway 62, across from Cedar and Maple streets. It is level and currently used as overflow parking for a restaurant on the other side of the highway. A 1.32 acre parcel at the intersection of Highway 62 and Old Ferry Road has limited potential because it is split by Old Ferry Road. The third parcel is a 1.17 acre lot partitioned from the Western Bank property. Like all other parcels in Shady Cove, its primary impediment to development is a lack of municipal water.

Growth Opportunities

The following table shows a listing of the fastest growing industries in Jackson and Josephine counties, in order of their projected growth rate through 2008. This list assists in identifying those sectors where opportunities for new development may exist, and to assess the growth potential of a prospective new business or industry that may wish to locate in Shady Cove.

TABLE C-6 Jackson / Josephine Counties Employment Projections –
25 Fastest Growing Occupations

Occupational Title	Employment			
	1998	2008	Change	Percent
Computer Support Specialists	143	288	145	101.4
Personal & Home Care Aides	254	472	218	85.8
Social Service Technicians	163	300	137	84.0
Screen Printing Machine Setters	65	116	51	78.5
Child Care Workers	321	492	171	53.3
Bill & Account Collectors	194	295	101	52.1
Demonstrators, Promoters, Models	118	178	60	50.8
Physical Therapists	128	191	63	49.2
Computer Systems Analysts	130	192	62	47.7
Construction Managers	135	199	64	47.4
Interview Clerks	187	274	87	46.5
Counter & Rental Clerks	521	758	237	45.5
Order Clerks: Mat'l, Merch, Serv.	474	675	201	42.4
Bakers: Bread and Pastry	133	189	56	42.1
Amusement/Recreation Attendants	219	311	92	42.0
File Clerks	168	238	70	41.7
Dental Hygienists	185	260	75	40.5
Producers, Directors, Actors	218	305	87	39.9
Property & Estate Managers	188	261	73	38.8
Medical Assistants	317	439	122	38.5
Cooks: Restaurant	623	862	239	38.4
Dental Assistants	282	390	108	38.3
Sales Agents - Financial Service	146	201	55	37.7
Teachers and Instructors - Voc Ed	250	344	94	37.6
Truck Drivers - Light Delivery	806	1,106	298	36.9
Total	6,370	9,336	2,966	46.6

Source: 2000 Regional Economic Profile; Oregon Employment Department

Conclusion

Shady Cove has approximately 65 acres zoned for commercial use, of which 40 parcels totaling approximately 18 acres are undeveloped. Some parcels provide parking for existing commercial uses on adjacent parcels. The undeveloped parcels average smaller than 1/2 acre. Potential new sites for commercial use include lands north of the existing commercial center, along Highway 62. An area having river access should also be found for additional day-use RV parking with a dump station.

Distance from the Medford urban center points to the need for developing non-polluting employment opportunities in Shady Cove. Providing jobs near housing is a goal of the Oregon Transportation Planning Rule, yet Shady Cove has very few industrial jobs, no industrially zoned land, and most commercial land is devoted to service and retail commercial. An area that warrants exploration is tele-commuting, allowing residents to avoid long commutes by working from home. High-speed communication lines are needed to maximize this potential.

A chief impediment to economic development is the continuing lack of a municipal water system. While small community systems exist, a city-wide system would reduce the conflicts resulting from encroachment of sewer lines on individual wells and water sources. Removing these conflicts would provide for a wider array of businesses on lands that are now vacant or underused.

POLICIES FOR ECONOMIC DEVELOPMENT:

POLICY #1 The City of Shady Cove shall give planning priority to businesses that are related to the community's unique location and to tourism.

- A. Opportunities for specific types of commercial development and tourist-oriented types of businesses shall be included in the city's commercial zoning districts.
- B. Serviceable sites shall be inventoried and reserved for commercial development.
- C. The City's zoning ordinance and site plan review process shall be the primary tools to ensure that new commercial and industrial development is attractive and compatible with adjacent uses.
- D. A unified theme for the city's commercial district shall be developed as an aid to improving local business conditions. In conjunction with the business community, the City may support various public and private efforts or adopt guidelines for the design and site layout of new or renovated buildings in the commercial zone.

POLICY #2 The City of Shady Cove shall invite economic development assistance from community residents through public meetings, hearings, or other means, and shall remain active in ongoing plans and programs of Jackson County, the state or other organizations that might be of value in implementing local plans..

POLICY #3 The City of Shady Cove shall contain to review and refine its Land Use Regulations to ensure that they are reasonable and accurately reflect the goals and objectives of the community.

POLICY #4 The City of Shady Cove shall review the ownership patterns, plans and opportunities in the vicinity of the private partnership on the west side of the City and assess its potential for future light industrial, commercial, or other airport-related development.

- POLICY #5** The City of Shady Cove shall work with landowners and developers through the Site Plan Review process to ensure that Plan concepts and actual development plans are in accordance with the City's Plans and Zoning.
- POLICY #6** The City of Shady Cove shall ensure that new development will provide for adequate parking and circulation, be compatible with its surroundings and be an asset to the community.
- POLICY #7** The City of Shady Cove shall continue to investigate the possibility of an active promotional campaign aimed at increasing tourism by promoting year-round activities.
- A. Consider developing a City or area brochure or fact sheet that lists the area's assets, recreational opportunities, etc.
 - B. Consider developing a factual information brochure aimed at businesses that might be interested in locating in Shady Cove, outlining the various characteristics of the community.
- POLICY #8** Recognizing the crucial role of an adequate water supply in economic development, the City of Shady Cove shall to support any plans or projects that provide viable, reliable and enduring remedies to the need for communitywide water for domestic and fire suppression purposes.
- POLICY #9** New commercial and industrial development shall be supported by an adequate transportation system.

Section D. NATURAL RESOURCES AND HAZARDS

The topics in this section are factors in local land use planning that relate to Statewide planning goals:

- Goal 5: Open Space, Scenic and Historic Areas, and Natural Resources
- Goal 6: Air, Water, and Land Resources Quality
- Goal 7: Areas Subject to Natural Disasters and Hazards.

Few of the topics covered by the State's conservation goals occur within the Shady Cove Urban Growth Boundary (UGB). For example, the only natural hazard identified by county, state and federal agencies is flooding. The agricultural and forest lands in the area were substantially protected when the UGB was established.

Protection of the environment is important to the quality of life in Shady Cove, and therefore the City adopts these goals:

- Use natural resources wisely.
- Preserve to the highest extent possible air and water quality, historical sites, scenic and open space areas, and fish and wildlife habitat.
- Protect life and property from flooding and other known natural hazards.

Setting

Shady Cove is situated along the Rogue River at an elevation of about 1,400 feet. The terrain in most of the city is flat to gently sloping. Open meadows alternate with stands of cottonwood, oak, and pine. Shady Cove lies between areas of commercial forest at higher elevations to the north and commercial agriculture downstream. While there are several cattle ranches near Shady Cove, Jackson County's dominant commercial orchards, vineyards and animal husbandry are south of Eagle Point. The City is a gateway to the Upper Rogue with Highway 62 as the main access from the Rogue Valley to Lost Creek Lake, Diamond Lake, and Crater Lake.

Air Quality

No major sources of air emissions exist in Shady Cove. The City is in an area that has attained state and federal air quality standards. To preserve air quality by controlling open burning, the City adopted Ordinance 172 in May 1999. The southern edge of the City is more than ten miles north of the Ashland-Medford Air Quality Management Area.

Water Areas and Wetlands

The main water area in Shady Cove is the Rogue River which flows through the city. Indian Creek joins the Rogue River in the city near the Highway 62 bridge. Long Branch Creek joins the Rogue River at the southwest edge of the urban growth boundary. The Rogue River, Indian Creek, and Long Branch Creek are the only Class 1 streams in Shady Cove or its UGB. Other wetlands are riparian areas adjacent to these streams.

Water Quality

Surface Water

The quality of surface water in the Rogue River is high. The City of Shady Cove's sewage treatment plant solved a past problem of pollution from failing septic systems when it was completed in 1979. The sewage treatment plant operates under stringent standards of 10 milligrams per liter (mg/l) of both suspended solids and biological oxygen demand during summer months and 30 mg/l during winter months. The plant typically releases effluent of 2.5 mg/l or less in summer and 5.0 mg/l or less in winter. The treatment plant uses a system that results in biosolids. All effluent released after treatment is chlorinated per State requirements and released into the river in very small quantities. The bulk of surface water run-off into the river comes from rainwater rather than any direct charge from the treatment plant.

A Surface Water Treatment Rule which took effect in 1990 establishes regulations ensuring that surface water does not contaminate public water systems.

Ground Water

The City of Shady Cove does not yet own or manage a municipal water system. Approximately 1000 private wells and 20 privately owned independent water companies provide water to homes and businesses in the city. Some wells have gone dry.

The Jackson County Health Department regulates public water systems including commercial businesses in Shady Cove. There has been no comprehensive study of ground water quality in Shady Cove. The Jackson County Health Department is aware of problems with minerals (high levels of manganese, iron and sulfur), contamination by petroleum products, bacterial contamination, and inadequate well yields that have required treatment or the

system is available is a constraint on development in Shady Cove. For example, a new well for a commercial business that served food would need to be 50 feet from a sewer line (100 feet if line is pressurized), and 100 feet from a drainfield or underground storage tank. Few commercial sites can meet those criteria. Commercial growth is inhibited by the lack of a municipal water system.

Flood Plain

Shady Cove is in the floodplain of the Rogue River, and historically the City has experienced severe floods. Completion of Lost Creek Dam and Reservoir reduced the level of a 100-year flood in Shady Cove. Completion of Elk Creek Dam and Reservoir would provide an additional, although much smaller, flood control benefit. Flood control is among the multiple purposes of these projects, which reduce but cannot eliminate flood hazards in Shady Cove.

Flood Insurance Study and Program

The City of Shady Cove participates in the Federal Emergency Management Agency's Flood Insurance Program. The Flood Insurance Study (March 1980) for the City of Shady Cove investigated the severity of flood hazards in the City. The boundary of the 100-year flood plain and the floodway were defined based on hydrologic and hydraulic analyses of all significant flooding sources affecting the city. The 100-year flood plain is the area that has a one percent chance of being flooded in any given year. The floodway is the stream channel, plus any adjacent floodplain areas, that must be kept free of encroachment so that a 100-year flood can pass without increases in flood heights greater than 1.0 foot.

The City has adopted and revised as required its flood plain regulations, which are administered by the City Engineer. The flood plain regulations are necessary to qualify for federal flood insurance. The regulations prohibit the placement of buildings in the floodway, and restrict the location and elevation of buildings in the 100-year flood plain in order to protect life and property and minimize flood damage. The floodway and 100-year flood plain in Shady Cove are shown on Floodway Maps and Flood Insurance Rate Maps (F.I.R.M.) kept on file at City Hall.

Topography

Terrain in most of the City is gently sloping to flat, although hills on the eastern edge of town have slopes of 40 percent or more. According to the City's aerial

topography maps, approximately 241 acres have slopes that are 25 percent or steeper. These slopes are an obvious constraint on density because of the increased cost of development, and the land needs to be divided properly in order to avoid access problems for emergency vehicles. The slopes have not otherwise been identified as a natural hazard.

The total difference in elevation within Shady Cove is about 500 feet, from 1860 feet on the eastern edge of the City to about 1360 feet along the Rogue River at the southern edge of the City and UGB (Urban Growth Boundary). Businesses and residences are generally located at elevations between 1380 and 1520 feet.

Mineral and Aggregate Resources

The Shady Cove Comprehensive Plan as amended in 1987 noted the existence of sand and gravel deposits in the Rogue River and its floodplain, in particular riverwash deposits on several gravel bars. There are no active aggregate sites within the Urban Growth Boundary of Shady Cove. In 1987, the Citizens Advisory Committee (CAC) did identify several aggregate sources that are open for use within a few miles of Shady Cove. The CAC noted the existence of many more potential sources of both sand and gravel from the flood plain of the Rogue River and quarry rock from basalt, andesite, and shale sites in the vicinity of Shady Cove.

The use of mineral resources within the Shady Cove UGB presents the possibility of land use conflicts for several reasons:

- Removal of gravels from in or near the Rogue River would disturb recreational use and perhaps adversely affect the fishery since some gravel replenishment has been cut off by Lost Creek Dam.
- Mining on upland sites and hauling from any site in the UGB would bring trucks and heavy equipment near residences in Shady Cove.
- There are numerous alternative sources of supply in the area.

Potential conflict is best avoided in the Shady Cove City limits or UGB, unless there is both a significant public need and a great deal of mitigation of the impacts of removal of mineral resources.

Most of the local need for aggregate will result from development in the City. Both the Long Branch Creek and the Indian Creek areas are close to this market. Quarries can be operated in these areas with few or no compatibility problems, but the haul routes still run through residential areas.

Open Space

The major open space resource in Shady Cove is the Rogue River. However, the City's ability to affect what happens in the river itself is limited by the jurisdiction and control of state and federal agencies. To preserve the qualities of the Rogue River, Shady Cove has built and maintains its sewage treatment plant, and has established flood plain and zoning regulations.

Shady Cove has abundant open space, with stands of its native trees and shrubs. The City takes its name from such a grove of trees in what is commonly referred to as "the cove," and the community derives much of its charm from the many trees on both public and private land throughout the City. Many areas of Shady Cove are "parks" in the original sense -- open grassy areas with both individual trees and clusters of trees.

Historic and Cultural Sites

There are few historical structures in the City of Shady Cove or within the UGB (Urban Growth Boundary). Most buildings in the City are not more than 50 years old, the usual age at which the historic significance of structures begins to be evaluated. The lack of historic structures is not surprising. The City did not incorporate until 1972, and major floods such as the one in 1964 undoubtedly removed what would otherwise have been historic structures.

There are three historic sites in the City:

- The Johnson-Drexler family cemetery south of the Rogue River Bridge on the west side of Highway 62
- The old ferry crossing which dates from 1877 to 1922. The site of the ferry crossing on the west bank of the River is north of Cleveland Street, and
- An oak tree at Dennis Bar containing an embedded portion of a pioneer-era fence about 20 feet above ground level.

Three historic resources near the Shady Cove UGB were inventoried by the Jackson County Department of Planning and Development in 1979:

- The J. Blass House and its stone cellar house are each inventoried. These structures sit just outside the UGB on Old Ferry Road and about 200 feet south of the old ferry crossing site. Blass was the ferrymaster from early in the twentieth century until 1922 when the first Rogue River bridge was completed.
- The Caroline Drexler house at 2400 Indian Creek Road no longer exists.

- A cattle ranch line shack made of logs lies two miles southwest of Shady Cove on Rogue River Drive. The line shack is part of the Espourteille Ranch (the historic Dodge Ranch).

An archeological assessment of the City of Shady Cove was compiled in November 1976 as part of the facilities plan for the sewage treatment plant. The area was used by the Upland & Lowland Takelma and the Molalla Indians, although apparently not for permanent settlements. Four sites with Indian artifacts on the banks of the Rogue River were identified in 1976. The significance of these sites remains to be evaluated for possible designation as sites that need protection.

Section 18 of the Zoning and Sign Regulations establishes a procedure for designating new historic buildings or sites. It also regulates remodeling or removal of historic structures. The Planning Commission will function as the Historic Review Board until such time as the City Council determines that a separate body is more appropriate for this function.

Fish and Wildlife Habitat

The mainstem Rogue River is important to the maintenance of anadromous fish runs (steelhead, Chinook salmon, coho salmon, and sea-run cutthroat trout) in the Rogue system. The river and tributaries such as Indian Creek and Long Branch Creek within the city are important as fish habitat and for their influence on downstream habitat. These streams will be protected by both flood plain regulations and open space setbacks as well as state and federal laws governing activities in and near the stream.

Urban development generally eliminates habitat for wildlife and native plants; however, in a community such as Shady Cove, large areas with significant habitat values can and will remain within the City to the extent that major stands of native vegetation can be maintained. The 1987 CAC inventoried 142 species of native flowers, and a wide variety of wildlife species that occur in Shady Cove. The Rogue River and its banks are home to many species, especially black-tailed deer. The periphery of the urban growth boundary is designated in the Jackson County Comprehensive Plan as "especially sensitive" deer and elk habitat. This designation establishes a minimum size of 160 acres for new parcels.

Energy Resources

There are no major energy sources in the City of Shady Cove. Hydroelectric power plants are prohibited by state statute on this portion of the Rogue River.

Other renewable energy sources are used on a small scale at the household level, primarily wood burning for home heating and solar heating of water or for space heating where there are favorable exposures and there are not too many trees in the way. The value of the many trees in the community for cooling, shelter from winds, and contributing to the pleasant character of the community outweighs the value of solar energy for water and space heating on many sites. At other places in the city large lots and solar easements can protect the solar access of home sites.

Other "Goal 5" Resources

Other resources to be inventoried for possible protection under Statewide Planning Goal 5 do not exist within the Shady Cove UGB. There are no designated natural areas in the vicinity, but Highway 62 has been designated as a Scenic Byway. The closest wilderness area is about 40 road-miles away.

POLICIES FOR NATURAL RESOURCES, NATURAL HAZARDS, AND OPEN SPACE

City of Shady Cove adopts the following policies to protect the open space, air and water quality, and other natural resources within the city as well as to protect life and property within the city.

POLICY #1: The City of Shady Cove shall cooperate with the Oregon Department of Environmental Quality to protect air, land, and water quality.

POLICY #2: The City of Shady Cove cooperates with local, State and Federal Agencies and private entities to preserve the pristine qualities of the Rogue River.

POLICY #3: In order to maintain Federal Flood Insurance within the City of Shady Cove, the City's Floodplain Ordinance shall be maintained in cooperation with the National Flood Insurance Program.

POLICY #4: The City of Shady Cove and Jackson County shall study aggregate resources in the vicinity so that useable and compatible sites can provide the aggregate and mineral resources necessary for future development. Because large quantities of aggregate resources are located near the Urban Growth Boundary, emphasis shall be placed on using these sources before developing new sources within the Urban Growth.

SECTION E. RECREATIONAL FACILITIES

Shady Cove's logo depicts fishing on the Rogue River, underscoring the river's importance to recreation. Shady Cove is also known as the gateway to the Upper Rogue River, Crater Lake and other summer and winter recreational opportunities in the Cascades. Crater Lake National Park alone attracts 500,000 visitors annually, many of them traveling through Shady Cove to reach the park. At a more regional level, Lost Creek Reservoir and Stewart State Park draw around 100,000 visitors each year for camping, fishing, rafting, hiking and biking. Several businesses provide rental equipment for river recreation and conduct guided fishing and rafting trips and others businesses benefit from tourists passing through town.

While Shady Cove serves as a hub for the abundant opportunities for outdoor recreation in the region, the City itself is deficient in recreational resources. The Upper Rogue County Park and Aunt Caroline's Park are the only public parks in the City. River access for most residents is restricted to the County park. Other recreational opportunities are generally associated with uses such as the school, the Upper Rogue Community Center, or fraternal organizations.

Recreational issues in Shady Cove can be divided into four general areas:

1. River access
2. Youth center/activities
3. County and city parks
4. Bike and pedestrian paths

River Access

Shady Cove developed along both sides of the Rogue River, and now includes about three miles of river frontage on each bank. While the river is a significant public recreational resource, a very high proportion of the frontage is privately owned and inaccessible to the public. The primary point of access is the Upper Rogue Regional Park, located west of the intersection of Highway 62 and Rogue River Drive. The park includes a boat ramp and a swimming beach, in addition to picnic facilities. Jackson County maintains the park and charges a parking fee of \$3.00 per vehicle. There is no charge for pedestrian access to the park. The River House is adjacent to the park and also owned by the County, but the terrain is not conducive to river access and the property is available on a rental basis only.

Fishing and rafting represent the bulk of recreational use along the river. Several raft rental shops and professional guide services in Shady Cove accommodate these uses.

As more housing is built along the river, the potential to develop additional public river access diminishes. Two areas between Highway 62 and the river, north of the bridge have been identified as candidates for picnic sites and river viewing. One area is across from the City Hall, while the other is farther south, across from Mallory Lane. While these sites are perched above the river, they would provide a view of the river and a sense of open space that will become more important as the City grows. Acquiring such river front parcels for parkland would be expensive, but because several of the tax lots cannot easily accommodate buildings because of their small size, their cost should be reasonable. When setbacks are maintained from Highway 62 and the Rogue River floodway is avoided, little land remains for structures. These limitations would not impede development of passive recreation sites.

On the side of the river opposite to the south end of Rene Drive is a property owned by the Oregon Department of Transportation (ODOT) that had been operated for many years as an aggregate removal site. ODOT considered selling the property, but has decided against that action at this time. Options for its future use currently center on a passive recreational area with trails, and maintenance of a riparian area. Current negotiations with ODOT are encouraged to continue to find a mutual benefit for ODOT and the City for limited recreational use.

Youth Center/Activities

In 1995, the Rogue Institute for Ecology and Economy published a report Growing Like Topsy: A Community Assessment of Shady Cove, Oregon. The report was built on information derived from interviews and public meetings. A recurring theme was the lack of youth activities:

- “There’s no place to take younger kids; a major playground would be nice. I’d like to see a craft building with programs in the park, but nobody wants to pay for things, so nothing happens.”
- “There should be a teen center for kids around 14-16. Everything closes around here at eight or nine in the evening.”

The only ball fields in Shady Cove are on the school grounds. A football field, a running track, and a baseball diamond are located on the upper area west of the school buildings, and several basketball hoops are on the lower part near the structures. These facilities are available to the public when school is not in session. There are no tennis courts or formal skateboard facilities. Playground equipment is available at Aunt Caroline's Park and the Upper Rogue Regional Park.

Jackson County voters approved a serial levy to improve libraries throughout the County. As part of the County library system, the Shady Cove library will be enlarged, permitting an expanded computer lab that will be available to the public.

County and City Parks

The National Recreation and Park Association has established recommended standards for local developed open space. NRPA suggests that a park system be composed, at a minimum, of a core system of parklands with a total of 6.25 to 10.5 acres of developed open space per 1,000 population.

The City's System Development Charge Ordinance targets a goal of 5 acres per 1,000 population.

TABLE E-1 Recommended Park Sizes by Category

Component	Use	Service Area	Desirable Size	Acres/1,000 Pop.	Desirable Site Characteristics
Mini-park	Specialized facilities that serve a concentrated or limited population or specific group, such as tots or senior citizens	Less than 1/4 mile radius	1 acre or less	.25 to .5 acre	In neighborhoods and in proximity to apartment complexes, townhouse development, or housing for the elderly
Neighborhood Park or Playground	Area for intense recreational activities, such as field games, crafts, playground apparatus areas, skating, picnicking, wading pools, etc.	1/4 to 1/2 mile radius to serve a population up to 5,000 (a neighborhood)	15+ acres	1 to 2 acres	Suited for intense development. Easily accessible to neighborhood population (geographically centered for safe walking and biking access). May be developed as a school-park facility.
Community Park	Areas of diverse environmental quality. May include areas suited for intense recreation facilities, such as athletic complexes, large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking. May be any combination of the above, depending upon site suitability and community need.	1 to 2 mile radius (several neighborhoods)	25+ acres	5 to 8 Acres	May include natural features, such as water bodies and areas suited for intense development. Easily accessible to neighborhood served.
Total Close-to-Home Space = 6.25 - 10.5 acres/1000					

Provision of parkland in conformity with the preceding chart would require up to 40 acres to accommodate the projected 2020 population of approximately 4,400 residents. At present, the County Park totals 5.27 acres, divided in three lots, one of which includes the River House that is available only on a rental basis. Other portions of the park are available to the public at no charge, although \$3.00 daily parking fee is assessed.

The only City park is Aunt Caroline's, located on 3.19 acres along Indian Creek, east of Highway 62. This park was deeded to the City with the stipulation that it would be a wildflower park. Deed restrictions control the kinds of activities that are permitted.

Total acreage of existing developed parks is 8.46 acres, well below the recommended acreage for a city the size of Shady Cove, but not significantly lower than the 5 acres per 1000 population standard established in the System Development Charge ordinance. The existing parks meet the access standards for community parks, being within two miles of a majority of city residents, but exceed the 1/2 mile radius standard for neighborhood parks. There are no parks in the western portion of the community, and the school is the only facility in the north portion.

Two private recreational vehicle parks are located in Shady Cove:

Fly Casters RV Park - 46 spaces
Rogue River RV Park - 68 spaces

Not all spaces are available for overnight accommodations. Some spaces are occupied by longer-term renters. Other RV parks and campgrounds are found to the north along the Rogue River, the nearest being Shady Trails RV Park and Campground, approximately one mile north of the city limits.

Bike and Pedestrian Paths

Bicycling is limited to shared use of streets and roads in the City. No separated bike path exists. The Transportation Element includes a discussion of bicycle and pedestrian facilities, requiring that bike paths be constructed along new or upgraded arterials and collectors. One percent of the State's gas tax is allocated to development of bike paths.

As stated earlier, the State Department of Transportation has taken the property at the south end of the City off the market, and has designated the property as a wetland mitigation site. Passive recreation uses, such as pedestrian paths and picnic sites, may also be permitted.

Potential Funding

Transient occupancy tax and raft rental taxes are revenues that are specifically used to promote recreation and tourism. Twenty percent of the revenues are allocated to promotion and tourism. These fund are used for activities that promote City attractions, services, and community activities.

System Development Charge

On July 1, 1997, the City Council adopted a System Development Charge (SDC) Ordinance as a means of generating revenue for capital improvements, including parks and recreational facilities. These fees are imposed at the time building permits are issued, and are restricted to infrastructure capacity increases. Among the five qualifying categories are Parks and Recreation, with funds dedicated to mini-neighborhood parks, neighborhood parks, community parks, public open space and trail systems, buildings, courts, fields, and other like facilities.

The SDC Ordinance outlines a process for determining SDCs, with the final amount based on the average anticipated number of persons per unit.

TABLE E-2 Park System Development Charges

Housing Type	Persons Per Unit	SDC Per Housing Unit
Single-family detached units	2.53	\$1,175.72
Multi-family: Two or more attached units	2.40	\$1,115.31
MHP: Mobile Home Park units (one per space)	2.28	\$1,059.54

The City currently has budgeted approximately \$116,000 in its Parks and Recreation fund, reflecting payment of SDCs and transfers from other accounts.

Upper Rogue Recreation and Tourism Alliance (URRTA)

URRTA was formed for the purpose of promoting the area northward from Eagle Point as a tourist destination. The Alliance has obtained grants to publish brochures that attractively portray recreational opportunities in the north part of Jackson County.

The Chamber of Commerce also promotes those tourist activities that contribute to the overall economic health of the community.

RECREATION POLICIES

The City of Shady Cove adopts the following policies to enhance recreational resources within the City.

- POLICY #1:** Develop a partnership between community facilities and the City that allows maximum use of community facilities, parks and equipment by all residents.
- POLICY #2:** Develop activities for youth, such as a skateboard park.
- POLICY #3:** Form a Parks and Recreation Committee to provide advice to the Planning Commission and City Council.
- POLICY #4:** Acquire vacant parcels along the river (for example, across from City Hall), to provide public river access.
- POLICY #5:** Pursue an Intergovernmental Agreement with Jackson County Parks to provide for the development and eventual assumption of control of the Upper Rogue Regional Park and property to the west of the park, by the City.
- POLICY #6:** Support Oregon Department of Transportation's Construction of a Bike Lane along Highway 62.
- POLICY #7:** Work with ODOT to provide beneficial public uses along the river in the southern part of the City.
- POLICY #8:** Establish a citywide network of hiking and bicycle trails.
- POLICY #9:** Continue to actively promote tourism in Shady Cove and highlight community activities, events, and City services and amenities.
- POLICY #10:** Improve and maintain Aunt Caroline's Park consistent with Conveyance Deed.

Section F. PUBLIC FACILITIES AND SERVICES

Wastewater Facilities

Shady Cove has operated a wastewater treatment plant since 1981 on a site approximately 1.5 miles downstream from the City limits. The plant consists of two extended aeration package plants, with processes that include preliminary treatment, an activated sludge system, gravity sand filters, disinfection, aerobic digestion, sludge thickening, and sludge drying beds.

Collection System

Carollo Engineers completed a Wastewater Collection and Treatment System Facility Update Plan in June 1998, recommending improvements to the system that will accommodate increased flows and meet new regulatory requirements pertaining to water quality. These requirements include Department of Environmental Quality (DEQ) and Department of Fish and Wildlife standards for the temperature of water entering the Rogue River from the treatment plant.

The 1998 Plan identified existing deficiencies, noting that although the gravity collector system was installed in 1981, its condition was typical of systems that are at least 50 years old. One of the lift stations (LS#2) had insufficient capacity during extremely wet weather. This resulted in release of untreated sewage into the Rogue River, a violation of the City's discharge permit. The violation was corrected by replacing the lift station and installing a new force main under the Rogue River. Both improvements became operational on December 1, 2000.

The collection system conveys wastewater from individual residences and businesses. This system ranges in size from 6-inch to 12-inch diameter PVC pipes, and has more than 15 miles of pipe. A 3-mile long main interceptor conveys all wastewater generated in the city. It includes both a 15-inch and 18-inch diameter pipe.

The 1998 Plan notes that during wet weather months, "infiltration and inflow generate a significant portion of the total flow entering the wastewater plant." Most inflow comes from stormwater and most infiltration comes from groundwater. DEQ guidelines indicate that infiltration and inflow may be excessive if:

- During periods of high groundwater, the flow based on the highest weekly (7 day) average exceeds 120 gallons per capita per day (gpcpd); or
- The total daily flow during a 24-hour period exceeds 275 gpcpd and causes chronic operational problems such as backups, bypasses and overflows.

The 1998 Plan found that both guidelines were exceeded. No evaluation was made regarding how much of the inflow and infiltration could be removed through system rehabilitation.

The 1998 Plan recommended several improvements to the system. The following has been accomplished to implement those recommendations:

- The City applied for and received funding to complete the design and construction of the wastewater treatment plant upgrade, and that construction process was implemented in August 2004.
- The City applied for and received funding to complete design and construction for recommended repair of Lift Stations 3 and 4.
- Lift station 2 and its pressure line have been replaced.
- An inventory of manholes needing repair or replacement has been completed. The City applied for and received partial funding for this project.
- Evaluation of a photographic study of the sewer lines was completed and serves as the basis for the manhole rehabilitation project.

Treatment Plant

The treatment plant was sized for a capacity of 0.45 million gallons per day, and was found by the engineers to be in relatively good physical condition. The plant was designed to serve a population of 4,500, assuming an average wastewater flow of 100 gallons per capita per day. The 1998 Plan anticipates a 2020 population of 4,875, and projects an increase in average wastewater flow to 120 gallons per capita per day. Several plant improvement projects were identified in the study:

1. Replace influent lift station (LS#1)
2. Install a screen to remove plastics, rags, and other debris from wastewater
3. Add a larger secondary clarifier
4. Add two sludge pumps
5. Install a chlorine mixer
6. Upgrade existing chlorination building to comply with the Uniform Fire Code.
7. Install a dechlorination system
8. Expand sludge drying beds
9. Install a recycle flow pump station

Alternatives for System Improvements

The cost of system improvements caused the City to consider the option of connecting to Bear Creek Valley Sanitary Authority (BCVSA) for wastewater collection. A 1998 comparison of costs, however, demonstrated that the 20-year "present worth" of capital and operation and maintenance costs for connecting to BCVSA would be approximately \$13,337,000. Costs for the same period to upgrade and continue use of the City's system are approximately \$5,300,000. The evaluation concluded that improving the City's wastewater treatment system was significantly more cost effective than abandoning the plant and constructing the lifting and pipeline facilities for conveying the City's wastewater to the BCVSA system.

Water System

Shady Cove is among the largest cities in Oregon without a municipal water system. Approximately 1000 private wells and 20 privately owned independent water companies provide water to homes and businesses in the City.

HGE Engineering was commissioned in 1999 to prepare a municipal water system planning study for Shady Cove. The study anticipated approximately twice the 2000 population in 2020 (4,875). It notes that as the community grows, the threat of well contamination increases and well yields decrease. Testing of individual wells has shown the presence of coliform bacteria and a high mineral content. Some residents have seen their wells go dry or significantly reduce in volume during periods of below average rainfall.

The 1999 study updated work completed in 1991 in preparation for a bond measure, which failed. Findings of the updated study were used to support a bond measure in September 1999, which also failed. As a result, the City is evaluating other water system options.

In January of 2003, Lee Engineering Inc., completed the Shady Cove Water Master Plan Update, which included a review of the 1991 and 1998 studies as well as analysis of population trends, demand capacity, source, and feasibility of development of a communitywide water treatment facility and distribution system. This update was funded in part with a grant from the Oregon State Lottery through Regional Investment Fund program administered by the State of Oregon, Economic and Community Development Department. Concurrent with the study, the Shady Cove Water District, an independent voter-approved utility, was formed in 2002. The voters approved the formation of the District and its boundaries. The approximate cost of \$15 million to implement a communitywide water treatment, storage, and distribution system has been a challenge for the community of Shady Cove.

Water system construction is a critical step in moving Shady Cove from a rural to an urban community capable of serving the needs of its citizens. Nearly all decisions regarding future land use and adequate public facilities and services are dependent upon a reliable water source.

Emergency Services

There are several emergency services providers in Shady Cove. The City has its own police force. County and state police are also available. In addition to fire suppression, Jackson County Fire District #4 provides emergency medical response. A Providence Medical Center clinic on Erickson Avenue will evaluate the need for emergency care, but only during their normal working hours. The clinic is not an urgent care facility. Emergency medical transport is provided by Mercy Flights. The key aspect of emergency services, in terms of land use planning and zoning, is the need for access by emergency vehicles.

SCHOOLS

There is one school in Shady Cove, operated by Jackson County School District #9. The district also includes Eagle Point, Trail, and White City. Shady Cove Elementary School serves students in grades Pre K-6. One room at the school is reserved for seventh and eighth grade students who prefer to remain at Shady Cove instead of being bussed to Eagle Point. Students in grades 9 to 12 attend Eagle Point High School.

A bond measure approved in 1999 permitted the portable classrooms to be replaced by three permanent classrooms that house middle school students. A new middle school will also be constructed in Eagle Point. If the new Eagle Point school attracts more middle school students from Shady Cove, the permanent classrooms can be used by the elementary school.

Solid Waste Disposal

Solid waste disposal service in Shady Cove is operated by Southern Oregon Sanitation of Grants Pass. Service has been enhanced by the construction of a substation north of Eagle Point. There is weekly collection of garbage which is disposed of at the Dry Creek Landfill near White City.

Other Public Facilities and Utilities

Several public buildings are located north of the Shady Cove Elementary School. These include:

- City Hall, which houses administrative services, Police and Public Safety Services, Building and Planning, Finance, and Municipal Court services
- The Shady Cove branch of the Jackson County Library System
- Upper Rogue Community Center

Utility services in Shady Cove include electricity, telephone, and cable television.

PUBLIC FACILITIES AND SERVICES POLICIES

- POLICY #1:** The City of Shady Cove will continue improving its wastewater disposal system, consistent with recommendations in the June 1998 Wastewater Collection and Treatment System Facility Update Plan prepared by Carollo Engineers.
- POLICY #2:** The City of Shady Cove will support any plans or projects that provide viable, reliable, and enduring remedies to the need for communitywide water for domestic and fire suppression purposes.
- POLICY #3:** The availability and quality of public services, especially streets, sewers, and water, will be considered in approval or denial of comprehensive plan amendments, zoning map changes, and land partitioning.
- POLICY #4:** The City of Shady Cove will require adequate utility easements through its development ordinances. These easements include water, sewer, and storm drains as well as electric and communication utilities.
- POLICY #5:** Jackson County Fire District #4 provides fire service within the City of Shady Cove and the Urban Growth Boundary.
- POLICY #6:** The City of Shady Cove will rely on the Jackson County Planning and Development Department and the Oregon DEQ to ensure that solid waste planning and implementation is coordinated.

Section G. HOUSING

Introduction

The Residential Buildable Lands Inventory is an assessment of the existing supply of land for residential use within the Shady Cove Urban Growth Boundary (UGB). This section summarizes the methodology, assumptions, and results of the Shady Cove Buildable Lands Inventory. Later sections will compare the supply of buildable land with the anticipated demand to determine if an adequate supply of buildable lands exists.

Shady Cove was required to complete a Buildable Lands Inventory because it experienced a growth rate that exceeded the average rate of growth for the state in at least three of the five years prior to 1997. The information derived from the study will also be useful in guiding decisions about other phases of the periodic review of the Comprehensive Plan. The inventory is particularly useful in determining whether adequate land exists in the UGB to accommodate anticipated population growth.

Methodology and Results of Inventory

The City followed guidelines of the document titled "Planning for Residential Growth – A Workbook for Oregon's Urban Areas" which outline several steps for estimating the amount of buildable land in the UGB:

1. Update land use and zoning in the computer mapping system (Geographic Information System [GIS])
2. Determine gross vacant areas, including whole or partial tax lots
3. Determine constrained and unbuildable land
4. Determine percentage of acres needed for public facilities
5. Determine residential redevelopment potential

Step 1: Update Land Use and Zoning in the GIS

Rogue Valley Council of Governments (RVCOG) maintains information supplied by Jackson County. Shady Cove periodically informs the County of changes of zone and partitions/divisions, which are then added to the County's data base. RVCOG produced a map showing the most recent available information, and

submitted the map to the City. The Buildable Lands Inventory map, dated November 16, 1999, may be reviewed at City Hall. Discrepancies between the Assessor's information and actual land use were noted. It was determined that the area around the Rogue Air Airstrip which is in an Airpark Development Overlay comprehensive plan designation should be evaluated as low density residential, consistent with its present R-1-20 zoning designation. The airport itself is zoned Airpark Commercial and its acreage is not included in this inventory.

Step 2: Determine Gross Vacant Acreage

Gross vacant acres include all fully vacant lands, plus those that contain a residence but have additional land that can be developed. Vacant lots containing a minimum of .10 acre were counted. Smaller parcels were not inventoried because they were found to be unbuildable. Partially vacant parcels over .75 acre were considered to have potential for additional dwellings and this potential is shown on the inventory map. In determining acreage available for development, .25 acre was subtracted from each parcel already containing a dwelling. As an exception to the practice of including parcels larger than .75 acre, many of the parcels located along the Rogue River are larger than .75 acre, but are long and narrow lots with a portion in the floodway/floodplain. The homes are generally located in such a way that additional dwellings are unlikely, and encouragement of crowding additional housing into the floodplain was found to be inconsistent with the goal of reducing development in hazardous areas. To reflect these development constraints, the parcels were removed from the vacant lands inventory, after field visits by both staff and Citizen Advisory Committee members were conducted to confirm location of structures.

Table G-1 Gross Vacant Acres and Partially Vacant Acres by Plan Designation

Plan Designation	Acres	Percent of Total Vacant
Low Density Residential	676.82	92.7%
Medium Density Residential	23.59	3.2%
High Density Residential	30.07	4.1%
Total	730.48	100%

Shady Cove contains approximately 1622 acres. Approximately 45 percent of the area within the UGB is available for additional residential development, including both vacant and partially vacant lands..

Step 3: Determine Unbuildable and Constrained Lands

Some lands cannot be developed because of steep slopes, location in a floodway, or designation as wetlands on the National Wetland Inventory. Only one non-river related wetland feature is located in Shady Cove at the site of a former aggregate operation at the southern edge of the city. A local wetland inventory is anticipated to be completed in the 1999-2001 biennium and may expand the number of identified sites. The wetland features are along the Rogue River, Indian Creek, Long Branch Creek, and two unnamed Rogue River tributaries on either side of Sawyer Road; however, the 50-foot setback required from these streams will not significantly affect the ability to develop adjoining parcels. Other lands are constrained because they are in public ownership. While portions of the community are lacking in public services such as sewer or water, it is assumed that all sites will have access to these services within the 20-year planning cycle. Shady Cove is one of the larger communities in Oregon that does not have a municipal water system. A water system study was completed by HGE Engineering, evaluating present conditions and recommending a new water system for the city. A bond levy to fund the system was defeated by voters in November 1999. The City is evaluating other design and financing options for developing a water system, and it is expected that a municipal water system will be constructed within 20 years. Nearly 174 acres that are considered to be undevelopable were removed from the inventory. Information from the City's topographic maps was used to determine slopes greater than 25 percent, which are identified as "steep slopes" on several of the following tables.

Step 4: Determine Percentage of Acres Needed for Public Facilities

As a community develops, land is needed for roads, parks, schools, places of worship, and other public and semi-public uses. The "Planning for Residential Growth" workbook suggests a range of 23 to 31 percent as appropriate, with smaller communities generally requiring a lower percentage. Shady Cove is similar in size to other communities that have used a 25 percent reduction. Approximately 134 acres have been subtracted to account for future public facilities.

Step 5: Determine Redevelopment Potential

Redevelopable potential is found on land where development has already occurred but which is likely to be replaced by new construction within the planning period. Using the workbook rule-of-thumb, properties in Shady Cove were evaluated to determine which parcels contained buildings whose value was 30 percent or less of the total property value (building plus land). Because Shady Cove is a relatively young community, its housing is generally in good condition. Using the 30-percent formula, a total of 12.28 acres were found to be redevelopable.

Summary of Results

The following three tables reflect research using the Geographic Information System. Land use information from the Jackson County Assessor's Office was used to identify vacant, partially vacant, and developed residential lands. The information was verified and revised as necessary by staff and the Citizen Advisory Committee. In each table, acreage is broken into three categories: Low Density, Medium Density, and High Density. Low density refers to the R-1 zones, Medium Density lands are zoned R-2, and High Density lands are zoned R-3.

Table G-2 Fully Vacant Lands

Fully Vacant Lands - All vacant residential parcels larger than 0.10 acre, minus land for public uses and constrained land (floodway and steep slope).						
Comp Plan	# of Parcels	Acres	Minus Flood and Slope	Subtotal	Minus 25% for public uses	Net Total
Low Density	174	210.6	83.77	126.85	31.71	95.14
Medium Density	16	18.44	1.53	16.91	4.23	12.68
High Density	16	25.46	9.48	15.98	3.99	11.99

Table G-3 Partially Vacant Lands

Partially Vacant Lands - All residential parcels larger than 0.75 acre, whose improvement value is greater than \$0, minus .25 acre for developed area, minus land for public uses and constrained land (flood way and steep slope).							
Comp Plan	Parcels	Acres	Minus .25 acre for existing development	Minus Constrained Land	Net Subtotal	Minus 25% for public uses	Net Total
Low Density	142	466.20	35.50	77.60	353.10	88.28	264.82
Medium Density	4	5.15	1.00	.38	3.77	.94	2.82
High Density	4	4.61	1.00	.10	3.51	.88	2.63

Table G-4 Redevelopable Lands

Redevelopable Lands - All parcels where improvement value is greater than \$0, and is 30 percent or less of the combined land and improvement value, minus public land and constrained land (flood way and steep slope).						
Comp Plan	Number of Parcels	Acres	Minus Constrained Lands	Net Subtotal	Minus 25% for Public Uses	Net Total
Low Density	30	14.88	.84	14.04	3.51	10.53
Medium Density	6	1.94	.15	1.79	.45	1.34
High Density	3	0.67	.13	.54	.13	.41

Table 5 summarizes the information from Tables 2, 3, and 4. The "Acres" column reflects the .25 acre reduction for partially vacant lands.

Table G-5 Summary

Comp Plan	Number of Parcels	Acres	Minus Constrained Land	Net Subtotal	Minus 25% for Public Uses	Net Total
Low Density	346	656.20	162.21	493.99	123.50	370.49
Medium Density (R-2)	26	24.53	2.06	22.47	5.62	16.84
High Density (R3)	23	29.74	9.71	20.03	5.00	15.03
Total	395	710.47	173.98	536.49	134.12	402.36

Actual Density and Mix of Housing

The 1990 Census of Population and Housing listed 621 housing units in Shady Cove. Nearly 54 percent of the units were single-family detached dwellings, and about 40 percent were mobile homes. Another 2 percent were single units attached to other uses, such as apartments connected with a commercial structure, leaving about 4 percent of the housing for multi-family units. Because the Census describes the housing mix through 1989, this report includes information from 1990 through 1998.

Between 1990 and 1998, Shady Cove added approximately 357 dwelling units and increased from 1,351 to 2,315 residents. Approximately 133 constructed single-family dwellings were added to the Assessor's roles during this period, representing more than 37 percent of new housing. Approximately 200 manufactured dwellings were added, both on individual parcels and in manufactured dwelling parks. Shady Cove remains a community with a preponderance of single-family dwellings, but approximately 68 apartment units were constructed since 1990, including a 24-unit senior apartment complex, increasing the percentage of multiple-family units to more than 10 percent, not including manufactured dwellings in parks. For the period since 1990, multiple-family housing has accounted for 19 percent of the new housing. The density of all dwellings in the R-3 zone is approximately 3 units per acre; however, most of the 4-plexes representing newer apartment development were built on parcels no larger than .28 acres, for a density of approximately 14 units per acre. Quail Run Senior Apartments, the 24-unit complex, is located on a .84 acre parcel, for a density of more than 28 units per acre.

This task separates housing into three categories:

Single-family and manufactured housing, detached - approximately 660
 Manufactured housing units in parks - 221 (Total spaces 243)
 Multiple or single-family units, attached - 97

Table G-6 Developed Parcels by Zone Within City limits

Zone	Acres	Single-Family DUs	MHs in Parks	Multi-Family DUs	Total Number of units	Average Acres Per Dwelling	Median Acres Per Dwelling
R1-6	34.42	90			90	.35	.25
R1-10	54.49	111			111	.49	.34
R1-20	419.52	276			276	1.51	.64
R1-40	110.49	80			80	1.22	1.20
R2	55.22	71	132	12	215	.25	N.A
R3	31.21	19	51	71	141	.29	N.A
GC	93.68	10	40	14	64	2.22*	
Total	799.03	657	223	97	977		
Average						.81	

* Not statistically relevant because many of the GC (General Commercial) parcels are dominated by commercial uses and dwellings are accessory or secondary uses.

Table G-7 Developed Parcels by Zone Within City Limits Since 1990

Zone	Acres (Single Family Only)	Single-Family DUs	MHs in Parks	Multi-Family DUs	Total Number of units	Average Acres Per Dwelling	Median Acres Per Dwelling
R1-6	190	8			8	.24	.20
R1-10	16.16	47			47	.34	.31
R1-20	48.08	65			65	.74	.52
R1-40	38.40	30			30	1.28	1.08
R2	.70	5	77		82	.14	.14
R3			10	64	74		
GC							
Total	293.34	155	87	64	306		

Housing Needs Analysis

Projected Needed Housing Units

On June 24, 1999, the Board of County Commissioners adopted coordinated population projections for all jurisdictions within Jackson County. While the initial figures were for 2015, the Office of Economic Analysis had provided a county-wide projection for the year 2020, which the jurisdictions used during a joint meeting in advance of the Board decision. The coordinated projections established a population of 4,400 in Shady Cove for the year 2020, an increase of 2,085 from the 1998 estimate of 2,315. Using the present household size of 2.33, approximately 894 additional housing units will be required.

Demographic, Economic and Housing Trends

This section presents information on trends that will affect Shady Cove's housing demands. It identifies issues to be considered during the housing needs analysis.

1. Demographic Trends

Household characteristics, including household size, age of head of household and household income, are determining factors in the demand for housing. It is assumed that a general decline in the size of households leads to a downward shift in the size of housing itself. Another underlying assumption is that as the age of the head of household increases, there is a gradual shift towards smaller-sized housing units. Lastly, there is a strong relationship between household income and the ability to purchase or rent housing.

Age of Head of Household

Given the way the Census Data is structured, it is not possible to discern a trend in the age of the head of household between 1980 and 1990. Regarding the 144 one person households identified in the 1990 Census, 73 or 50.7% were aged 65 year or more. The number increased to 124 or 53.4 percent in 2000. This suggests a strong relationship between one person households and senior citizens, although it does not address the question of the size of housing they occupy.

Median Age

There has been an upward shift in age in the overall population of Shady Cove, as reflected in the 9.4 year increase in the median age between 1980 and 2000.

	Median Age	
	Shady Cove	Jackson County
1980	35.7	31.3
1990	41.8	36.7
2000	45.1	39.2

Age Groups in Shady Cove

It is possible to see an aging trend in the overall Shady Cove population by comparing Census Data community age structure. The only age groupings that increased during the 1980 -2000 period were those in the upper brackets, namely, the categories of 45 - 64 years and 65+ years.

	Shady Cove			
	1980	1990	2000	% Change since 1980
Under age 5	7.5%	6.3%	5.9%	-1.6
5 - 19 years	20.6%	18.7%	17.7%	-2.9
20 - 44 years	31.7%	29.3%	26.2%	-5.5
45 - 64 years	21.6%	25.5%	27.7%	+6.1
65+ years	18.6%	20.3%	22.3%	+3.7

In like manner, Jackson County also presents a shift towards the upper age brackets from 1980 to 2000

Jackson County				
	1980	1990	2000	% Change 1980-2000
0-4	7.2%	6.66%	6.0%	-1.2
5-44	60.8%	56.85%	52.6%	-6.8
45-64	19.4%	20.29%	25.3%	+3.9
65+	12.6%	16.20%	16.0%	+3.9

Population Growth

We can assume that a general growth in population will increase the numbers of households and the need for housing in Shady Cove. Looking at the growth in the population, as well as the growth in numbers of households between 1980 and 1990, it is interesting to note that a 23.2% increase in population resulted in a 22.3% increase in households. This suggests that most of the population growth resulted from the in-migration of new households to the area.

Shady Cove		
	Population	Households
1980 Census	1,097	448
1990 Census	1,351	548
2000 Census	2,307	989
(Population forecast)		
2015	3,898	1,651
2020	4,400	1,888

Shady Cove has experienced a much greater change in population than the county as a whole. From 1990 -1998, Shady Cove's population increased 70.1%, while Jackson County's population increased 23.8% over that same period.

Average Household Size

A comparison of 1980 through 2000 Census data shows a decrease in household size for Shady Cove. This decrease reflects a similar downward trend in household size in the state, a trend projected to continue into the future. It is assumed that Shady Cove's household size will also continue to decline, due to the aging of its population.

	Shady Cove	Jackson Co.	State
1980 Census: Persons per household	2.48	2.60	
1990 Census: Persons per household	2.38	2.50	2.52
2000 Census: Persons per household	2.33	2.48	2.51

In 2000, there was a notable difference in the size of households living in owner-occupied, as compared to renter-occupied housing units. In 2000, the number of persons per owner-occupied housing unit was 2.27, while the number per renter-occupied unit was 2.50.

Household Types

As a percent of all households, there were fewer married couple households in Shady Cove in 2000 than in 1980. All other types of households increased; non-family households showed the largest percentage increase, followed by single parent households.

	1980 Number	% of Total	2000 Number	% of Total	% change
Household Type					
Married couple	293	65.40	558	56.4	-9.00
Single parent	38	8.48	82	8.3	-0.18
Non-family	117	26.11	300	30.3	+4.19
Single person	109	24.33	232	23.5	-0.83
Total	448		989		

A new type of housing situation appeared in the 1990 Census, namely, group quarters. Residents of group quarters are designated in the 1990 Detailed Housing Characteristics, published by the Census Bureau, as all persons not

living in households. Group homes occupants are divided into two categories: institutionalized and noninstitutionalized. Residential care facilities are considered group homes. In 1980, no group quarters were identified in the Census, but according to the 1990 Census, 48 persons lived in such quarters. The CAC is not aware of the location of these quarters.

2. Economic Trends

Household Income

Household income is an indicator of the ability to purchase or rent housing. Household income may be expressed as a median and as a mean. The median establishes the mid-way point in incomes in a population. Fifty percent of all household incomes are above that point and fifty percent are below. The mean is the average of all incomes. Between 1980 and 1990, there were increases in both the median and mean household income levels of Shady Cove residents.

Median Household Income

The median household income increased 65.1% in the decade 1980 to 1990. The median household income in Shady Cove falls notably below that for Jackson County as a whole.

	Shady Cove	Jackson County
1979	\$11,406	\$15,468
1989	\$18,831	\$25,069

Mean Household Income

This figure provides less information than the median, since we have less information on the range and distribution of incomes. The 1980 Census documented the difference between mean household income in renter occupied housing and in owner-occupied housing.

1980 Mean Household Income

Owner occupied housing	Renter-occupied housing
\$14,623	\$10,647

Real Earnings

Increases in the median and mean household incomes are difficult to interpret without knowledge of the impact of inflation. According to SORSI county data on Household Characteristics, during the period 1979 - 1989, the change in the median household income in Jackson County, inflation adjusted, was a negative 5.1% (-5.1%).

This negative income trend has apparently continued through 1996 in Jackson County. The 1998 Regional Economic Profile, Region 8 (Oregon Employment Department, 12/97, page 45) describes the situation this way:

“In real terms (adjusted for inflation), the average earnings of workers in Jackson and Josephine counties have been shrinking. In contrast, real earnings statewide have been on the increase.real earnings for Jackson County fell by 5.9 percent during that ten year period [1986 - 1996]...Real earnings in both counties fell sharply from the late 1980s to 1991 due to reductions in employment in the wood products industry.”

Poverty

In 1979, the income of 16.9% of the population was below the poverty level. This percentage decreased slightly by 1989, when it was found that 15.7% were below the poverty level. Certain types of households, namely, female householder families with related children under 18 years are most likely to live below poverty. In 1990, there were 34 female householder families in Shady Cove and 13 lived below poverty level, bringing the percent living below poverty to 38% in that category.

According to the 1998 Oregon Economic Development Department Shady Cove Community Profile, the percentage of Low/Moderate income residents

in Shady Cove was 56.00%. This is the second highest percentage in Jackson County, trailing only Butte Falls.

Unemployment

In 1990, the percent unemployed in Shady Cove was much higher than that of the county as a whole. More recent information is not available for individual communities, but the countywide total percentage has dropped to 6.80 percent.

	% Unemployed	
	Shady Cove	Jackson County
1990	11.30	7.40
1998		6.80

3. Housing Trends

Housing Units

Since 1970, the number of housing units in Shady Cove has more than tripled.

1970	293
1980	489
1990	621
2000	1,107

Housing Occupancy

The percentage of owner-occupied housing, as compared to renter-occupied housing, has remained stable between 1980 and 2000. (Only occupied housing units are included in this table.)

	1980	%	1990	%	2000	% Occupancy
Owner-occupied units	320	72.20	393	71.7	715	72.3
Renter-occupied	123	27.76	155	28.3	274	27.7
Total occupied units	443		548		989	

Housing Values and Costs

It is important to delineate the trends in housing values and costs in order to determine if household income has kept pace with prices or rents. Between 1980 and 1990, the median value of owner-occupied housing in Shady Cove increased by 50.30 percent

Median Value

	1980	1990	% Change
Shady Cove	\$50,500	\$75,900	+50.30
Jackson County	\$59,600	\$74,800	+25.50

In 1990, Shady Cove's median housing value was the third highest among cities in Jackson County, following Ashland and Jacksonville.

The percent increase in median gross rent paid during that same period is even greater than the increase in owner-occupied housing. As shown in the table below, there was a 64.5% increase in that indicator, representing a 6.45% increase per year.

Median Gross Rent

	1980	1990	% Change
Shady Cove	\$211	\$347	+64.50
Jackson County	\$253	\$413	+63.24

Housing Values

Between 1980 and 1990, the number of housing units valued at \$100,000 or more rose significantly. In 1980, there were only 20 housing units in this range. By 1998, there were 108 homes in this range, an increase of 540%.

Owner-Occupied Units

Value	1980	1990	1998
\$100,000 - \$149,999	12	29	68
150,000 - 199,999	4	21	23
200,000 or more	4	12	17
Total	20	62	108

According to the Oregon Economic Development Department Shady Cove Community Profile, the average 1996 housing value was \$141,881. As with median values in 1990, the average value trails only Ashland and Jacksonville. Residential property value increased 17.73 percent during 1996 and there was a 19.11 percent increase in average taxes paid in that same year.

Units in Structure

Because of changes in categories of dwelling units in structures, information from the 1980 and 1990 Census cannot be compared. As a result, only the 1990 Census information and the percentage each type represents are provided. A housing unit is defined in the 1990 Census of Housing as a house, an apartment, a mobile home or trailer, or a single room occupied as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall.

The increase in mobile homes from 1980 to 1990, however, is important to note. In 1980, there were 98 mobile home/trailer units in Shady Cove; by 1990, the number had increased to 247.

1990 Units in Structure

1-unit, detached *	335
1-unit, attached * *	13
2 - 4 units	15
5 -9 units	1
10 or more units	10
Mobile home, trailer	<u>247</u>
 Total Units	 621

- * Detached means there is open space on all sides, or the house is joined only to a shed or garage. Mobile homes with permanent room additions are included in this category.
- ** Attached means that the house is joined to a building by at least one wall that goes from ground to roof. Living quarters attached to commercial structures are included. (Definitions from 1990 U.S. Census of Housing - Detailed Housing Characteristics.)

Since 1990, approximately 68 multi-family units have been constructed as clusters of three-plexes and four-plexes. In addition, a 24-unit senior housing complex has also been constructed.

Conclusions

On the basis of the statistics presented, certain conclusions may be reached regarding demographics, economics and housing in Shady Cove.

1) Several factors combine to suggest the need for smaller sized housing units.

Average household size is decreasing and will likely continue to decrease. The slight reduction of household size in the 1990s from 2.38 to 2.33 reflects this trend. The older age groups in the community have increased, while the number of children has decreased. Non-family households have increased and a very high percentage of these are single person households.

2) Income factors suggest that less expensive housing alternatives are needed.

In 1990, 11.30 percent of the labor force was unemployed. Real earnings in Jackson County decreased by 5.9 percent between 1986 and 1996, while housing values dramatically increased. In 1989, 15.7 percent of the population were living below poverty. The percentage of low/moderate income residents in Shady Cove is 56 percent, the second highest in the county.

3) Housing costs have far outstripped income levels.

With a median household income of \$18,831 in 1989, at least half of all households were unable to purchase a home. The average 1996 housing value in Shady Cove rose to \$141,881. The median value of a home in Shady Cove increased by 47.5 percent between 1980 and 1990, while real earnings in the county show a negative trend.

Affordable Housing Types

The preceding information confirms that a wide gap exists between personal income and housing cost trends. Whereas Shady Cove has among the highest percentage of low to moderate income residents, it has among the highest housing costs in Jackson County. Much of this disparity can be attributed to the presence of a large population of retired persons on fixed incomes living in high-quality housing. Because the Rogue River runs for nearly three miles through Shady Cove, the city has a disproportionately large number of up-scale riverfront homes.

Manufactured dwelling parks have provided significant housing opportunities for residents having low to moderate incomes. In 1998, Shady Cove manufactured home parks contained approximately 221 mobile homes and manufactured dwellings; an additional 20 spaces were vacant. More recent investigation has shown the number of vacant spaces is now fewer than ten. The percentage of housing represented by mobile homes (39.7) is among the highest of incorporated cities in Jackson County, exceeded only by Talent (42.3 percent).

Nearly 70 apartment units have been constructed since 1990, providing additional lower cost housing. These units account for nearly 20 percent of the housing added since 1990. Given the significant increase in apartments and manufactured dwelling park spaces, it would seem that the trend would continue.

One method for achieving affordable housing is to reduce land costs. The primary method for achieving this is to provide smaller building lots. A review of trends since 1990 has shown a general decrease in the size of parcels on which new stick-built housing has been placed (Table I-8).

Table G-8 Single Family Residential Development Trends

Year	Number of Units	Average Parcel Size	Median Parcel Size	Median Structure Value*
1990	13	1.04	.99	\$105,250
1991	11	.70	.60	\$108,040
1992	7	.93	.90	\$ 84,850
1993	10	.58	.46	\$113,855
1994	14	.70	.52	\$101,065
1995	20	.68	.48	\$ 89,750
1996	30	.82	.51	\$103,305
1997	21	.52	.36	\$100,358
1998	15	.90	.32	\$101,089

A similar trend exists for manufactured dwellings on separate parcels. Table G-9 reflects manufactured dwelling permits from 1995 through 1998. The City's building permit system prior to 1995 did not distinguish among housing types.

Table G-9 Manufactured Dwelling Development on Individual Parcel Trends

Year	Number of Units	Average Parcel Size	Median Parcel Size
1995	6	.61	.49
1996	10	.50	.39
1997	13	.52	.41
1998	7	.49	.50

Table G-10 reflects purchase price, including land and structures.

Table G-10 Average Sales Prices 1994-1999

(Number of Sales in Parentheses)

Year	Vacant Land	Mobile Homes	Other Residential
1994	\$33,750 (18)	\$47,611 (9)	\$120,232 (49)
1995	\$35,406 (17)	\$37,228 (4)	\$123,256 (58)
1996	\$52,254 (22)	\$29,890 (5)	\$124,652 (46)
1997	\$77,987 (15)	\$89,080 (5)	\$144,483 (19)
1998	\$61,744 (29)	\$82,903 (20)	\$132,432 (57)
1999 (partial)	\$63,688 (10)	\$87,867 (6)	\$106,340 (10)

Table G-11 estimates the needed housing units in 2018 by structure type based on an evaluation of existing overall densities and recent housing trends. In the 1990s, Shady Cove experienced an increase in multiple-family housing and dwellings in manufactured dwelling parks. Extension of the trend into the new century depends on market demand and availability of land. The 2000 census noted a 13 percent vacancy rate in rental units, of which multi-family housing is a part. The numbers in parentheses reflect numbers of units that could be expected if the percentages of housing in the 1990s were to continue.

Table G-11 Needed Housing

Plan Designation				
Housing Type	Needed Units All (1990s)	Low Density	Medium Density	High Density
Single Family Detached	470 (358)	470 (358)		
Manufactured housing in Parks	162 (196)		81 (98)	81 (98)
Apartments	48 (126)		24 (24)	24 (102)
Single-family attached (condos, etc.)	22 (22)			22 (22)
Total	702 (702)	470 (358)	105 (122)	127 (222)

Table G-12 Needed Land

Plan Designation			
Housing Type	Needed Units	Forecasted Net Density (Dwellings/Acre)	Land Needed in Net Acres
Single Family Detached	470 (358)	1.1 Historical Density	427 (325)
		1.4 Recent Development	336 (256)
		6.0 Category Max.	78 (60)
Manufactured housing in Parks	162 (196)	9.5 Historical Density	17.1 (20.6)
		9.5 Recent Development	17.1 (20.6)
		10.0 Category Max	16.2 (19.6)
Single-Family, Attached	22 (22)	10.0	2.2 (2.2)
Apartments, Medium Density	24 (77)	10	2.4 (7.7)
Apartments, High Density	24 (49)	15 Recent Development	1.6 (3.3)
		25 Category Max	1.0 (2.0)
Totals	702	N/A	Projecting Total Actual Housing Density 450.3 (359.3) (101.4) Projecting 1990's Actual Housing Density 359.7 (289.8) (92.8)

Needed Net Densities

The Board of County Commissioners has adopted a population projection of 4,400 for the year 2020, an increase of 2,093 from the 2000 Census of 2,307. Using the present household size of 2.33, approximately 898 dwelling units will be necessary.

Shady Cove has three residential plan designations: Low Density, Medium Density, and High Density.

Low Density Residential
Medium Density Residential
High Density Residential-

one to six units per acre
up to ten units per acre
up to twenty units per acre.

Table G-13 Actual Housing Mix with Needed Housing Mix

Housing Type	Actual Housing Mix	Needed Housing Mix	Difference Between Actual and Needed
	All		
Single-family detached	67 Percent	51 Percent	16 percent
Manufactured homes in parks	23 Percent	28 Percent	5 percent
Multi-family (plexes, condos, etc.)	10 Percent	21 Percent	11 Percent
Total:	100 Percent	100 Percent	

Table G-14 Average Actual Net Density with Average Needed Net Density

	Actual	Needed	Difference
Average Net Density	.8	1.4	.6

Table G-15 Actual Net Density For Specific Housing Types and Needed Net Density Ranges

Housing Type	Actual Net Density	Needed Net Density Range	Is Actual in Needed Range?
Single-family detached	1.1	2-7	No
Manufactured homes in parks	9.5	9 -10	Yes
Multi-family (plexes, condos, etc.)	15	15-25	Yes

Buildable Land at Actual Densities

The purpose of this chapter is to discern whether the UGB contains enough buildable land to accommodate the 20-year housing need at recently developed densities. As determined in previously, approximately 702 additional dwelling units will be needed to accommodate the projected population of 3,950 in the year 2020.

The needed acres shown in Table G-16 are derived from Table G-12. The numbers reflect development in the 1990s, not the total of all housing units in the city.

Table G-16 Difference Between Needed Land and Buildable Land

Plan Designation	Needed Acres	Buildable Acres	Difference	Additional Acres Needed
Low Density	256	370.50	+114.5	0
Medium Density	17	16.8	-0.2	0.2
High Density	17	15	-2	2
Total	290	402.3	+112.3	2.2

Table 16 shows that the city contains a surplus of single-family residential land, but that additional land is necessary for medium- and high-density housing. The need arises from a projection of 196 additional manufactured dwellings, which would require 20.6 acres of medium or high density zoning. Other types of multi-family housing could otherwise be accommodated under the present zoning. The opportunity remains to adjust zoning within the urban growth boundary to accommodate higher density uses, without exhausting the supply of Low Density land.

Potential Measures for More Effective Land Use Within UGB

While it appears that Shady Cove has adequate acreage to accommodate the projected 2020 population, there are measures that can be used to increase the efficiency of land use in the City.

Shady Cove is a city in transition from a community with a rural character to a more urban form. The preceding information indicates that adequate acreage exists to accommodate the projected 2020 population even when reflecting the recent trends of homes on half-acre lots. Because the Comprehensive Plan Low Density Residential designation accommodates all R1 zones, the City has the ability to initiate zone change from R1-20 and R1-40 to R1-10, which would increase potential residential density from the historical trend of two homes per acre to a more urban density of four homes per acre. This would further reduce the amount of land needed to accommodate projected populations.

The City may also want to consider incentives for increased densities, particularly in lands zoned for medium and high density. One method is to provide public improvements near an area where development is desired.

One of the difficulties facing the City is the shape of the existing urban growth boundary. Decisions made when the boundary was first established resulted in lands being included that are located more than a mile from the center of town (intersection of highway 62 and Rogue River Drive), while lands within 1/4 mile are excluded. Residents of some of the parcels at the fringe of the urban growth boundary have expressed interest in keeping their lands rural.

The City has identified an area ranging from 80 to 100 acres, zoned Open Space Reserve, that it would like to add to the boundary. The property is significantly closer to the center of town than many lands at the edge of the urban growth boundary, being less than 1/2 mile from the community core, while other lands inside the boundary are nearly two miles away. Several advantages of including this land were noted:

1. It promotes development near the city center.
2. It promotes economic provision of urban public facilities.
3. It increases pedestrian and bicycle use.
4. No forest or farmland is included; soils are equivalent to those within the boundary.
5. Part of area to be included is proposed for a planned unit development, promoting efficient use of land. Planned developments have potential for mixed uses.
6. Developable areas are consistent with adjacent land.
7. The north and south parts of town are better connected as the narrow part of the present "hourglass" shape is widened.

The previously listed advantages of including the proposed parcels do not apply to the residentially zoned lands outside the present urban growth boundary. The Oregon Revised Statutes mandate that non-resource zoned lands outside an urban growth boundary be given the highest priority when a boundary is expanded. Several pockets of Rural Residential land are adjacent to the urban growth boundary, but all are farther from the city center than the properties the City is seeking to include in the UGB. In most if not all cases, urban services would be more efficiently provided if the proposed parcels were included and residents would be much closer to the urban center than if the residential lands were added.

The City conducted a written survey of property owners outside the city limits but within the Urban Growth Boundary to determine whether owners would be willing to be removed from the boundary in exchange for lands being added to the boundary. While favorable responses were received from many property owners, there were no areas where all owners approved of being removed from the boundary. As a result, the Council concluded that an exchange was not viable and took no further action.

Housing Policies

POLICY # 1 The City of Shady Cove will encourage and provide for the availability of a diversity of housing as to type, location, density, and cost.

POLICY # 2 The City of Shady Cove will seek to minimize housing costs while maintaining the City's livability.

POLICY # 3 The City of Shady Cove will promote energy conservation.

POLICY # 4 The City of Shady Cove will seek to ensure the City accommodates its share of regional housing needs considering housing types, densities, and prices.

POLICY #5 Site plan review will be required for developments proposed in medium and high density residential areas, commercial zones and subdivisions. [revised 9/2/04]

Section H. LAND USE PLAN

This section of the Comprehensive Plan considers the existing and planned land uses within the City of Shady Cove and its urban growth boundary (UGB). The land use designations on the Shady Cove Comprehensive Plan Map and their relation to the Zoning Map are explained. Discussion of land use needs required by Statewide Planning Goals 9 (Economy), 10 (Housing), and 14 (Urbanization) is included in other sections of the Comprehensive Plan.

Summary of Land Use Designations and Zoning

Like other cities in Oregon, Shady Cove's land use program includes a Comprehensive Plan Map and a Zoning Map. The Comprehensive Plan lays the foundation for the Zoning Map. Courts have determined that zoning must be consistent with the Comprehensive Plan Map. In urban areas, land use designations generally increase in intensity from single family residential to multiple-family residential, to commercial, and finally to industrial. It is permissible for zoning on a property to be less intensive than the comprehensive plan designation, but it is not permissible for the zoning to be more intensive. For example, a property may be shown as commercial or industrial on the Comprehensive Plan Map, but be zoned R1. Until the zoning is changed to commercial or industrial, only R1 uses will be allowed. The primary intent of a different Comprehensive Plan designation is for a city to express its long-term interest in establishing more intensive uses in the future.

A third category is provided in addition to Comprehensive Plan designations and zoning. Overlays affect the uses otherwise permitted by a zoning district. While the R1 zone allows dwellings and accessory buildings, airport overlays restrict the presence or height of structures near a runway. Flood regulations also set additional standards for placement of structures.

The Shady Cove Comprehensive Plan has six land use designations for the area within the urban growth boundary. The land use designations are Public, Commercial, Industrial, High Density Residential, Medium Density Residential, and Low Density Residential. Compatible zoning districts for each plan designation are shown in Table H-1.

The land use plan designations and their relation to existing land uses and to existing zoning are explained in more detail in the following table and accompanying text.

TABLE H-1 Shady Cove Land Use Plan and Zoning District Consistency

<u>Land Use Designation</u>	<u>Zoning District(s)</u>	<u>Primary Purpose</u>
Low Density Residential	RR-5* R1-6, R1-10 R1-20, R1-40	Provide areas for single dwelling units on individual lots.**
Medium Density Residential	R-2	Provide areas for duplexes, triplexes, and mobile home parks.
High density Residential	R-3	Provide areas for apartments and mobile home parks.
Commercial	GC	Provide for a wide range of general and tourist commercial uses.
Industrial	L-1	Provide for light manufacturing and light industrial uses
Public	P	Provide for uses that serve the public on publicly-owned land.

* Jackson County zone applied in urbanizable area.

State law requires that the City's Zoning Map be consistent with the Comprehensive Plan Map. Zoning is an implementation tool to help make the community's long-range plan a reality. Therefore, if the Comprehensive Plan map shows a particular area as "commercial", the zoning at that location should also eventually be commercial.

Existing Residential Zoning

The existing Comprehensive Plan has three basic categories based on the potential density of dwelling units:

**Low Density Residential
 Medium Density Residential
 High Density Residential**

Particular types of residential uses are appropriate within each of these designations or categories. Low density areas are intended primarily for single-family homes. The zones applied under this designation recognize the range of existing conditions, such as current lot sizes and surrounding uses and future potential influenced by such factors as slope, floodplain and access. Therefore, the range of low density residential minimum lot sizes goes from 6,000 square feet to 40,000 square feet (almost an acre). The actual number of dwellings per acre in each low density residential zone may vary as follows:

<u>ZONE</u>	<u>DWELLINGS (potential average density)</u>
R1-6	Six per acre - 6,000 sq. ft. lots
R1-10	Four per acre - 10,000 sq. ft. lots
R1-20	Two per acre - 20,000 sq. ft. lots
R1-40	One per acre - 40,000 sq. ft. lots

The density selected for different areas is based on existing land use patterns, access to streets, slope, flood hazard areas, etc.

The Medium Density Residential category is implemented by an R-2 zone that allows single family houses (including manufactured houses), duplexes, and mobile home parks. Densities could be as much as nine or ten dwelling units per acre. The R-2 areas are relatively close to Highway 62, mostly at existing mobile home parks and the older residential area near the school. Increased density may help in the economical servicing of these areas with streets, water lines and other utilities.

The High Density Residential category is proposed for areas near Highway 62, commercial districts, and some existing mobile home parks. It is implemented by an R-3 zone, which is ultimately expected to consist primarily of renter-occupied apartments or owner-occupied condominiums. The density could be as much as 20 apartment units per acre.

Existing and Proposed Commercial Zoning

The Shady Cove Zoning Ordinance currently includes two commercial zoning districts. Nearly all General Commercial (GC) lands front on Highway 62. The

Shady Cove Airpark and a small parcel nearby are zoned Airpark Commercial (AC).

An area east of Highway 62 and north of the existing commercial zoning is currently zoned for residential use. Establishing a commercial comprehensive plan designation northward from the present commercial zoning to a line extending east from Schoolhouse Lane will establish the intent of the City to permit future commercial development in this area. Extending the area farther to the west would also permit development of a pedestrian-friendly mix of commercial and residential uses at the core of the city.

Industrial Designation

The Economy Element cites a need to provide for non-polluting employment opportunities. Policy 4 provides that the City will evaluate the potential for future light industrial, commercial, or other airport-related development in the vicinity of the private airstrip on the west side of Shady Cove. The Zoning Regulations include a Limited Industrial district, but no land is currently zoned L-1. An approximate 50-acre area west of Rogue Air Drive appears to be an appropriate area for light industrial development. An Industrial Comprehensive Plan designation would indicate the City's interest in eventual conversion of land as the need arises.

Public Designation

All of the land given the public designation is owned by public agencies and is used or is potentially useful for public purposes. A public use zoning district was developed in 1987 for this plan designation.

"Overlay" Designations and Zones

In addition to comprehensive plan and zoning designations, the official maps for Shady Cove also include overlays. An overlay designation affects the uses that would otherwise be allowed in the underlying zone. There is an overlay designation on the Comprehensive Plan Map for an Airpark Development area. This designation is applied to the area surrounding the private airstrip on the west side of Shady Cove. The overlay area includes the area of possible noise incompatibilities and approach and clear zones. Structure locations and heights are regulated differently than in other R1 zones. Based on landowner interest and the presentation of an Airport Master Plan the City rezoned the Rogue

Airpark and one parcel under the airpark overlay designation in order to better provide for aviation and related uses.

The historic preservation and floodplain sections also function as "overlay" zones, that is site-specific regulations in addition to the primary zoning district. The floodplain regulations apply to many properties in Shady Cove; however, the historic preservation section applies to only a few sites until more are described and officially designated.

LAND USE POLICIES

- POLICY # 1.** Land use plan map designations and zoning will be compatible.
- POLICY # 2.** Zoning districts will follow property lines and include entire rights-of-way as much as practicable. In the event that zoning differs on either side of the street, improvements will be based on the requirements of the zone that permits the greater intensity of uses.
- POLICY # 3.** Zoning regulations will include clear and objective standards for the review of conditional uses, site plans and variances.
- POLICY # 4.** Planned unit developments will be allowed in all zones, in order to encourage better use of large and unique sites through density transfer, clustering of utilities and retention of open space.
- POLICY # 5.** The zoning regulations will reference state and federal noise and pollution control standards and may require on-site buffers when needed to assure land use compatibility.
- POLICY # 6.** The availability and quality of public services, especially streets, sewers, storm drains, and water, will be considered in approval or denial of comprehensive plan and zoning map changes.
- POLICY # 7.** Site plan review will be required for development proposed in medium and high density residential areas, commercial zones and subdivisions. [rev 090204]
- POLICY # 8.** In areas designated commercial or public, new developments, substantial modifications, or changes of use will be subject to site plan review.
- POLICY # 9.** Zoning regulations will provide for residential zones at several densities and for a variety of housing types.
- POLICY # 10.** Residential uses in conjunction with commercial uses will be allowed conditionally within commercial areas.

- POLICY # 11.** The zoning regulations will contain specific requirements for off-street parking.
- POLICY # 12.** The City will designate land (exclusive of rights-of-way) owned or administered by government agencies as "public."
- POLICY # 13.** No partition or subdivision will be approved which landlocks neighboring or adjoining property or adversely affects traffic circulation. All partitions and subdivisions will have access by dedicated right-of-way to a public street or thoroughfare.
- POLICY # 14.** When practical, through streets will be required. [revised 9/2/04]

Section I. URBANIZATION

As required by Statewide Planning Goal 14, "Urbanization," the City of Shady Cove began the process of establishing an urban growth boundary (UGB) in March 1977. A preliminary boundary was proposed in June 1977. The UGB was revised in August and September of 1977. After Jackson County approval on December 21, 1977, an urbanization agreement and policies were added to the City of Shady Cove's Comprehensive Plan by Ordinance No. 41 on January 19, 1978.

1977-78 UGB Proposal

The UGB that was developed jointly and approved by the City and Jackson County was described in a report titled, "Revised Urban Growth Boundary Proposal for the City of Shady Cove". The report was prepared by the Jackson County Department of Planning and Development in August 1977 and amended in September and December 1977.

The UGB Proposal addressed the seven factors required by Goal 14 for the establishment of urban growth boundaries. Those factors involve population growth needs, public facilities and services, energy conservation, and the protection of agricultural land and other natural resources from urban development. The UGB Proposal also addressed the land requirements of the City, the location of the UGB, administration of the boundary, and urbanization policies. The acknowledged UGB is shown on the Comprehensive Plan base maps along with the 1987 City limits of Shady Cove.

Since the Land Conservation and Development Commission acknowledgment of the Comprehensive Plan in 1979, there have been eleven parcels annexed on six distinct dates in 1981, 1982, and 1997. These annexations were all prompted by the availability of sewer service, and added a total of 90.20 acres to the city.

During the first periodic review in 1987, the City of Shady Cove reviewed the UGB and the agreement in cooperation with Jackson County and found that neither required revision at that time. The City and County expressed an intention to update the agreement before the second periodic review of the Shady Cove Comprehensive Plan and implementing ordinances. This was expected to be accomplished in 2001. Subsequent discussion focused on transfer of road jurisdiction. Based upon the limited number and types of County roads within the City limits, it was determined that it was not feasible to effect any road

Jurisdiction transfers at this time. The City will continue to discuss revision to the Urban Growth Boundary Management Agreement with the County. Revisions to the agreement will be the result of a cooperative endeavor between the City and County.

URBANIZATION POLICIES:

Shady Cove's urbanization policies are contained in the adopted City/County Urbanization Agreement.

BEFORE THE CITY COUNCIL FOR THE CITY OF
SHADY COVE, STATE OF OREGON

ORDINANCE NO. 41

AN ORDINANCE TO AMEND THE COMPREHENSIVE PLAN FOR THE CITY OF SHADY COVE BY THE INCLUSION OF POLICIES RELATING TO URBANIZATION OF LANDS IN THE SHADY COVE AREA OF JACKSON COUNTY; ESTABLISHING AN URBAN GROWTH BOUNDARY LINE ON THE SHADY COVE COMPREHENSIVE PLAN MAP AND ON COPIES OF THE JACKSON COUNTY ZONING ORDINANCE MAPS; DESCRIBING PROCEDURES FOR REVISION OF THE POLICIES AND BOUNDARY LINE; ADOPTING BY REFERENCE A PLANNING STUDY DOCUMENT FOR THE SHADY COE GROWTH AREA; AND, NOTING AN EXCEPTION TO STATEWIDE PLANNING GOAL # 3 (AGRICULTURAL LANDS).

The City Council for Shady Cove, Oregon ordains as follows:

(All matter in this Ordinance is new; no portions of the existing Comprehensive Plan are to be deleted; no sections are amended in part.)

Section 1. The section of the Shady Cove Comprehensive Plan is enacted by the addition of the following:

THE SHADY COVE URBANIZABLE AREA

The Shady Cove Urbanizable area includes lands currently within the City and encompasses selected lands surrounding the City which are planned for future City growth, and which are likely to require the extension of City services. The area is delineated by an urban growth boundary imposed on the City comprehensive Plan Map and more specifically shown as an urban growth boundary line on a copy of the Jackson County Zoning Map. The County Zoning Map is considered a part of the City Comprehensive Plan for purposes of showing the location of the urban growth boundary line.

The policies, revision procedure, and other discussions noted in this section of the Plan were developed as part of a coordinated process involving the City and County governing bodies, affected agencies, and local citizens and planning advisory groups.

Policies: The following policies will guide the administration of the urban growth boundary for Shady Cove:

- 1) An urban growth boundary as now or hereafter located for the Shady Cove area will establish the limits of urban growth to the year 2000.
 - A) City annexation shall occur only within the officially adopted urban growth boundary.
 - B) Specific annexation decision shall be governed by the official annexation policy for the City of Shady Cove. The City will provide an opportunity for the County to respond to pending requests for annexation.
 - C) Establishment of an urban growth boundary does not imply that all land included within the boundary will be annexed to the City.
- 2) A change in the use of urbanizable land from land uses designated on the Jackson County Comprehensive Plan to uses shown on the City Comprehensive Plan shall only occur upon annexation to the City.
 - A) Development of land for uses designated on the City Comprehensive Plan will be encouraged to occur on underdeveloped lands contiguous to other lands within the boundary.
 - B) Urban facilities and services must be adequate in condition and capacity to accommodate the additional level of growth, as allowed by the City Comprehensive Plan, prior to or concurrent with the land use changes.
- 3) Jackson County shall retain jurisdiction over land use decisions within the unincorporated urbanizable area and such decisions shall conform to these adopted policies.
 - A) Recognizing that unincorporated areas within the urban growth boundary could ultimately become part of Shady Cove, the City's recommendations will be given due consideration. It is the intent of the County to administer a mutually adopted City/County policy in the urbanizable area until such time as the area is annexed.

- B) The City will be requested to respond to pending applications for land use changes in the unincorporated urbanizable areas. If no response is received, the County will assume the City has no objection to the request.
 - C) The City will request the County to respond to pending applications for land use changes within the incorporated area, which could affect lands under County jurisdiction. If no response is received, the City will assume the County has no objection to the request.
- 4) An area of mutual planning concern will be established along with the urban growth boundary. This area, lying immediately outside the urban growth boundary, is an area where the County will extend the opportunity to the City to respond to pending applications for land use changes. The establishment of the area of mutual planning concern also recognizes the possible need to include within the urban growth boundary up to an additional 100 acres now within the area of mutual planning concern for needed urban expansion as projected at this time.
- 5) The City, County and affected agencies shall coordinate the expansion and development of all urban facilities and services within the urbanizable area.
- A) Provisions for urban facilities and services shall be planned in a manner limiting duplication in an effort to provide greater efficiency and economy of operation.
 - B) A single urban facility and service extended to the urbanizable area must be coordinated with the planned future development of all other urban facilities and services appropriate to that area, and shall be provided at levels necessary for expected uses as designated on the City's Comprehensive Plan.
- 6) Long-range transportation planning for the urbanizable area shall be a joint City/County process coordinated with all affected transportation agencies.
- 7) All County road construction and reconstruction in the urbanizable area shall be built to urban standards.

Amendment Procedures for the Urban Growth Boundary and Urbanization Policies:

The procedure for joint City and County review and amendment of the boundary and policies is established as follows:

Major Revisions

Major revisions in boundary or policies will be considered amendments to both the City and County Comprehensive Plans, and as such, are subject to a legislative review process.

A major revision shall include any boundary change that has widespread and significant impact beyond the immediate area, such as quantitative changes allowing for substantial changes in population or significant increase in resource impacts; substantial changes in population or significant increase in resource impacts; qualitative changes in the land use itself, such as conversion of residential to industrial use; or spatial changes that affect large areas or many different ownerships. Any change in urbanization policies is considered a major revision.

Major revisions will be considered by the City and County at five-year intervals from the date of adoption of the urban growth boundary and urbanization policies. If the City and County governing bodies find that circumstances prevail which have a significant effect on the public health, safety or general welfare of the community, a major revision could be considered at intervals of less than five years.

A request for a major revision can be initiated by an individual or group, citizen advisory committees, affected agencies, and governing bodies. The party who seeks the revision shall be responsible for filing adequate written documentation with the City and County governing bodies. Final legislative action on major revision requests shall be based on the following factors:

- 1) Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities;
- 2) The orderly and economic provision of urban facilities and services;
- 3) Maximum efficiency of land uses within the current urbanizable area;
- 4) Environmental, energy, economic and social consequences;
- 5) Compatibility of the proposed change with other elements of the City and County Comprehensive Plans; and
- 6) The other Statewide Planning Goals.

Major revision proposals shall be subject to a mutual City and County review and an agreement process involving affected agencies, citizen advisory committees, and the general public.

Minor Boundary Line Adjustments

Minor adjustments to an urban growth boundary line may be considered subject to similar procedures used by the City and County in hearing zoning requests. A minor amendment is defined as focusing on specific individual properties and not having significant impact beyond the immediate area of change.

Application for a minor boundary line amendment can only be made by property owners, their authorized agents, or by a City or County governing body. Written applications for amendments may be filed in the office of the Jackson County Department of Planning and Development on forms prescribed by the County. The standards for processing an application are as follows:

- 1) Documentation must exist indicating the minor adjustment is based on all three of the following:
 - A) A demonstrated need for the change consistent with the urbanization policies of the City and County;
 - B) Maximum efficiency of land use and urban facilities and services; and,
 - C) The effect on the existing land use character in the immediate area of the request.
- 2) Applications will be reviewed by the affected City and County planning advisory committees annually.
- 3) The applications will be reviewed at a joint City and County Planning Commission meeting held annually for the express purpose of considering minor boundary line adjustments.
- 4) The Planning Commissions are required to forward a recommendation and findings on each application to the City and County governing bodies for final consideration.
- 5) Amendments cannot be made to the urban growth boundary line unless mutually agreed to by a majority from each governing body. The County governing body shall be responsible for the preparation of the actual legal instrument, which officially amends the boundary line.

Reference Documents: The document entitled "Revised Urban Growth Boundary Proposal for the City of Shady Cove" dated August 1977 as amended in September and December of 1977 was used as the basis for the preparation and coordination of this portion of the Comprehensive Plan and by this reference is considered a part of the Plan as pertains to the Shady Cove Urbanizable Area.

Exhibit "A"

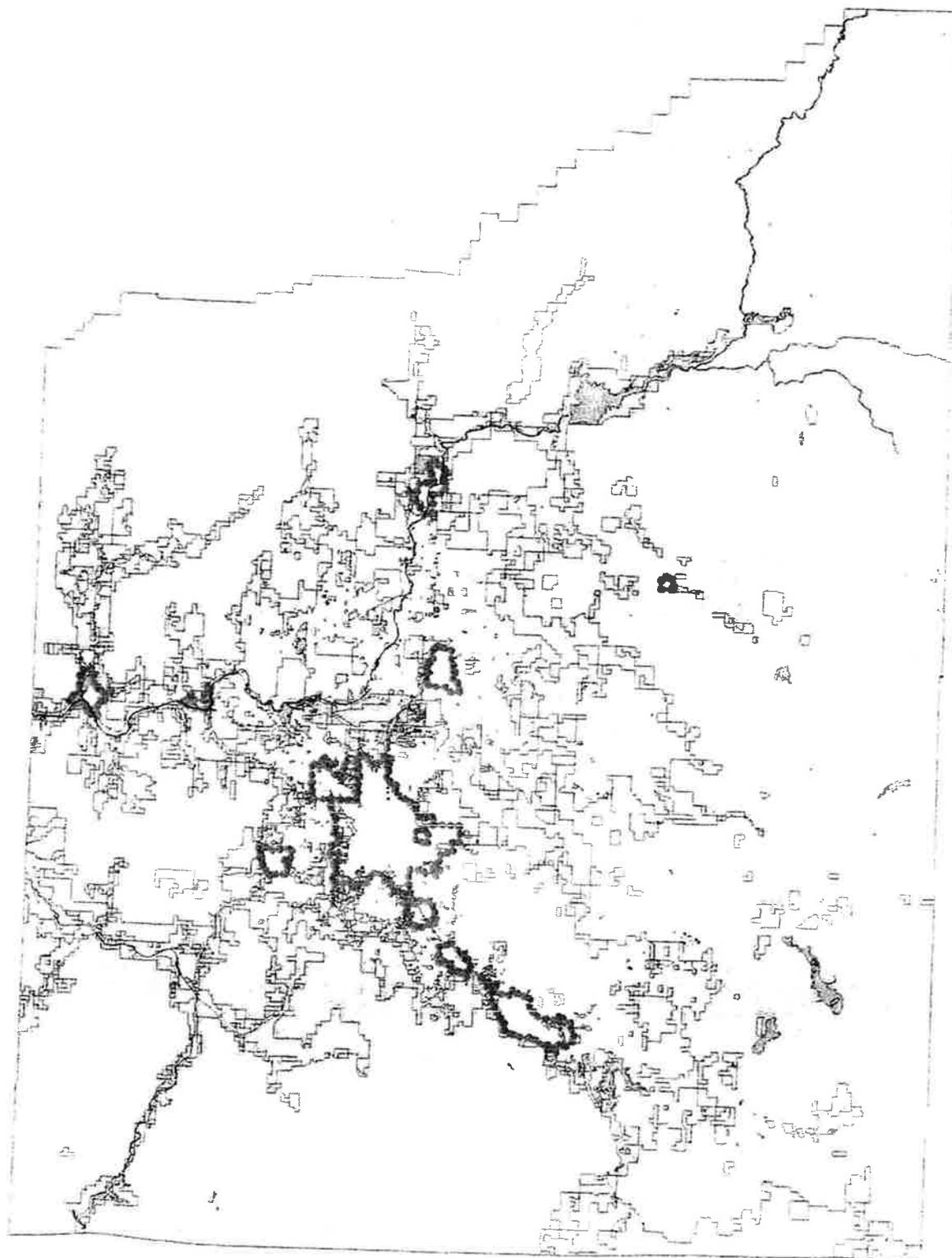
Attachment to Ordinance No. 41

Shady Cove Urban Growth Boundary Map

Exhibit "B"

Attachment to Ordinance No. 41

Jackson County Zoning Map



BEFORE THE CITY COUNCIL FOR THE CITY OF
SHADY COVE, STATE OF OREGON
ORDINANCE NO. 41

AN ORDINANCE TO AMEND THE COMPREHENSIVE PLAN FOR THE CITY OF SHADY COVE BY THE INCLUSION OF POLICIES RELATING TO URBANIZATION OF LANDS IN THE SHADY COVE AREA OF JACKSON COUNTY; ESTABLISHING AN URBAN GROWTH BOUNDARY LINE ON THE SHADY COVE COMPREHENSIVE PLAN MAP AND ON COPIES OF THE JACKSON COUNTY ZONING ORDINANCE MAPS; DESCRIBING PROCEDURES FOR REVISION OF THE POLICIES AND BOUNDARY LINE; ADOPTING BY REFERENCE A PLANNING STUDY DOCUMENT FOR THE SHADY COVE GROWTH AREA; AND, NOTING AN EXCEPTION TO STATEWIDE PLANNING GOAL #3 (AGRICULTURAL LANDS).

The City Council for Shady Cove, Oregon ordains as follows:

(All matter in this ordinance is new; no portions of the existing Comprehensive Plan are to be deleted; no sections are amended in part.)

Section 1. The section of the Shady Cove Comprehensive Plan is enacted by the addition of the following:

THE SHADY COVE URBANIZABLE AREA

The Shady Cove Urbanizable area includes lands currently within the City and encompasses selected lands surrounding the City which are planned for future City growth, and which are likely to require the extension of City services. The area is delineated by an urban growth boundary imposed on the City Comprehensive Plan Map and more specifically shown as an urban growth boundary line on a copy of the Jackson County Zoning Map. The County Zoning Map is considered a part of the City Comprehensive Plan for purposes of showing the location of the urban growth boundary line.

The policies, revision procedures, and other discussion noted in this section of the Plan were developed as part of a coordinated process involving the City and County governing bodies, affected agencies, and local citizens and planning advisory groups.

Policies: The following policies will guide the administration of the urban growth boundary for Shady Cove:

- 1) An urban growth boundary as now or hereafter located for the Shady Cove area will establish the limits of urban growth to the year 2000.
 - A) City annexation shall occur only within the officially adopted urban growth boundary.
 - B) Specific annexation decisions shall be governed by the official annexation policy for the City of Shady Cove. The City will provide an opportunity for the County to respond to pending requests for annexation.
 - C) Establishment of an urban growth boundary does not imply that all land included within the boundary will be annexed to the City.
- 2) A change in the use of urbanizable land from land uses designated on the Jackson County Comprehensive Plan to uses shown on the City Comprehensive Plan shall only occur upon annexation to the City.
 - A) Development of land for uses designated on the City Comprehensive Plan will be encouraged to occur on underdeveloped lands contiguous to or encompassed by the existing City limits prior to the conversion of other lands within the boundary.
 - B) Urban facilities and services must be adequate in condition and capacity to accommodate the additional level of growth, as allowed by the City Comprehensive Plan, prior to or concurrent with the land use changes.

3) Jackson County shall retain jurisdiction over land use decisions within the unincorporated urbanizable area and such decisions shall conform to these adopted policies.

A) Recognizing that unincorporated areas within the urban growth boundary could ultimately become part of Shady Cove, the City's recommendations will be given due consideration. It is the intent of the County to administer a mutually adopted City/County policy in the urbanizable area until such time as the area is annexed.

B) The City will be requested to respond to pending applications for land use changes in the unincorporated urbanizable area. If no response is received, the County will assume the City has no objection to the request.

C) The City will request the County to respond to pending applications for land use changes within the incorporated area which could affect lands under County jurisdiction. If no response is received, the City will assume the County has no objection to the request.

4) An area of mutual planning concern will be established along with the urban growth boundary. This area, lying immediately outside of the urban growth boundary, is an area where the County will extend the opportunity to the City to respond to pending applications for land use changes. The establishment of the area of mutual planning concern also recognizes the possible need to include within the urban growth boundary up to an additional 100 acres now within the area of mutual planning concern for needed urban expansion as projected at this time.

5) The City, County and affected agencies shall coordinate the expansion and development of all urban facilities and services within the urbanizable area.

A) Provisions for urban facilities and services shall be planned in a manner limiting duplication in an effort to provide greater efficiency and economy of operation.

B) A single urban facility and service extended to the urbanizable area must be coordinated with the planned future development of all other urban facilities and services appropriate to that area, and shall be provided at levels necessary for expected uses as designated on the City's Comprehensive Plan.

6) Long-range transportation planning for the urbanizable area shall be a joint City/County process coordinated with all affected transportation agencies.

7) All County road construction and reconstruction in the urbanizable area shall be built to urban standards.

Amendment Procedures for the Urban Growth Boundary and Urbanization Policies:

The procedure for joint City and County review and amendment of the boundary and policies is established as follows:

Major Revisions

Major revisions in boundary or policies will be considered amendments to both the City and County Comprehensive Plans, and as such, are subject to a legislative review process.

A major revision shall include any boundary change that has widespread and significant impact beyond the immediate area, such as quantitative changes allowing for substantial changes in population or significant increases in resource impacts; qualitative changes in the land use itself, such as conversion of residential to industrial use; or spatial changes that affect large areas or many different ownerships. Any change in urbanization policies is considered a major revision.

Major revisions will be considered by the City and County at five year intervals from the date of adoption of the urban growth boundary and urbanization policies. If the City and County governing bodies find that circumstances prevail which have a significant effect on the public health, safety or general welfare of the community, a major revision could be considered at intervals of less than five years.

A request for a major revision can be initiated by an individual or group, citizen advisory committees, affected agencies, and governing bodies. The party who seeks the revision shall be responsible for filing adequate written documentation with the City and County governing bodies. Final legislative action on major revision requests shall be based on the following factors:

- 1) Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities;
- 2) The orderly and economic provision of urban facilities and services;
- 3) Maximum efficiency of land uses within the current urbanizable area;
- 4) Environmental, energy, economic and social consequences;
- 5) Compatibility of the proposed change with other elements of the City and County Comprehensive Plans; and,
- 6) The other Statewide Planning Goals.

Major revision proposals shall be subject to a mutual City and County review and an agreement process involving affected agencies, citizen advisory committees, and the general public.

Minor Boundary Line Adjustments

Minor adjustments to an urban growth boundary line may be considered subject to similar procedures used by the City and County in hearing zoning requests. A minor amendment is defined as focusing on specific individual properties and not having significant impact beyond the immediate area of the change.

Application for a minor boundary line amendment can only be made by property owners, their authorized agents, or by a City or County governing body. Written applications for amendments may be filed in the office of the Jackson County Department of Planning and Development on forms prescribed by the County. The standards for processing an application are as follows:

- 1) Documentation must exist indicating the minor adjustment is based on all three of the following:
 - A) A demonstrated need for the change consistent with the urbanization policies of the City and County;
 - B) Maximum efficiency of land use and urban facilities and services; and,
 - C) The effect on the existing land use character in the immediate area of the request.
- 2) Applications will be reviewed by the affected City and County planning advisory committees annually.
- 3) The applications will be reviewed at a joint City and County Planning Commission meeting held annually for the express purpose of considering minor boundary line adjustments.
- 4) The Planning Commissions are required to forward a recommendation and findings on each application to the City and County governing bodies for final consideration.
- 5) Amendments cannot be made to the urban growth boundary line unless mutually agreed to by a majority from each governing body. The County governing body shall be responsible for the preparation of the actual legal instrument which officially amends the boundary line.

Reference Documents: The document entitled "Revised Urban Growth Boundary Proposal for the City of Shady Cove" dated August 1977 as amended in September and December of 1977 was used as the basis for the preparation and coordination of this portion of the Comprehensive Plan and by this reference is considered a part of the Plan as pertains to the Shady Cove Urbanizable Area.

Exception to the Statewide Planning Goals: As set forth in Statewide Planning Goal #2, Land Use Planning, Part II, any exception taken to the Statewide Goals must be noted in the Comprehensive Plan. For the Shady Cove Urbanizable Area, an exception to Goal #3, Agricultural Lands was taken, as Class I through IV soils lie within the urbanizable area. The compelling reasons and rationale for the exception appear in the reference document noted above.

Section 2. The Comprehensive Plan Map for Shady Cove is hereby amended by the addition of the Shady Cove Urban Growth Boundary in a manner conforming to Exhibit Map "A" attached hereto and by this reference considered a part hereof.

Section 3. An Urban Growth Boundary line conforming to the boundary imposed on the Comprehensive Plan Map as set forth in Section 2 of this Ordinance is hereby adopted and more particularly described on a copy of the Jackson County Zoning Map attached hereto as Exhibit Map "B" and by this reference considered a part hereof.

~~Section 4. An emergency is declared to exist with respect to the subject matter of this Ordinance and it shall take effect upon its adoption.~~

DELETED
BY MOTION
12/21/77

Approved by the City Council of the City of Shady Cove, Oregon this 19th day of January, 1978.

Enacted by the Mayor for the City of Shady Cove, Oregon this 19th day of January, 1978.

SHADY COVE CITY COUNCIL


Ray Briggs, Mayor

ATTEST:


City Recorder

City of Shady Cove

Ordinance No. 243

AN ORDINANCE OF THE CITY OF SHADY COVE, OREGON
AMENDING ORDINANCE NO. 222, THE 2004
COMPREHENSIVE FOR THE CITY OF SHADY COVE TO
ADD A TRANSPORTATION ELEMENT.

Whereas, in compliance with State law the City of Shady Cove adopted a Ordinance No. 222, adopting the 2004 Comprehensive Plan for the City of Shady Cove; and

Whereas, the City of Shady Cove Planning Commission held a Public Hearing on May 24, 2007 to consider the recommendations of the Shady Cove Citizens Local Street Network Plan Advisory Committees regarding the inclusion of the Local Street Network Plan as the Transportation Element of the Comprehensive Plan; and

Whereas, the City Council of the City of Shady Cove held a Public Hearing on June 7, 2007 to receive public comment and discuss the Planning Commission recommended amendment to the City of Shady Cove 2004 Comprehensive Plan; and

Whereas, the addition of a Transportation Element to the 2004 Comprehensive Plan conforms to the Statewide Land Use Goals promulgated by the State of Oregon Land Conservation and Development Commission.

**THE COUNCIL OF THE CITY OF SHADY COVE ORDAINS AS
FOLLOWS:**

SECTION 1: Ordinance No. 222 (the City of Shady Cove 2004 Comprehensive Plan) is amended to include Section J "Transportation Element", attached as Exhibit "A", and incorporated by reference herein and made a part of this Ordinance.

SECTION 2: This Ordinance supersedes any previous Comprehensive Plan Ordinances.

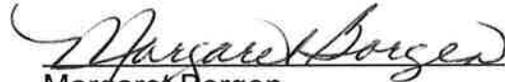
Ordinance No. 243
Page Two of Two Pages
First Reading June 7, 2007; Second Reading June 21, 2007
Amendment of 2004 Shady Cove Comprehensive Plan to add Transportation Element

PASSED AND APPROVED by the Common Council of the City of Shady Cove this 21st day of June, 2007.

Approved:

Attest:


Ruth A. Keith
Mayor


Margaret Borgen
Deputy City Recorder

Council Vote:

Councilor Curtis	Yes
Councilor Holland	Yes
Councilor Kyle	Absent
Councilor Hughes	Yes
Mayor Keith	Absent

Exhibit "A"

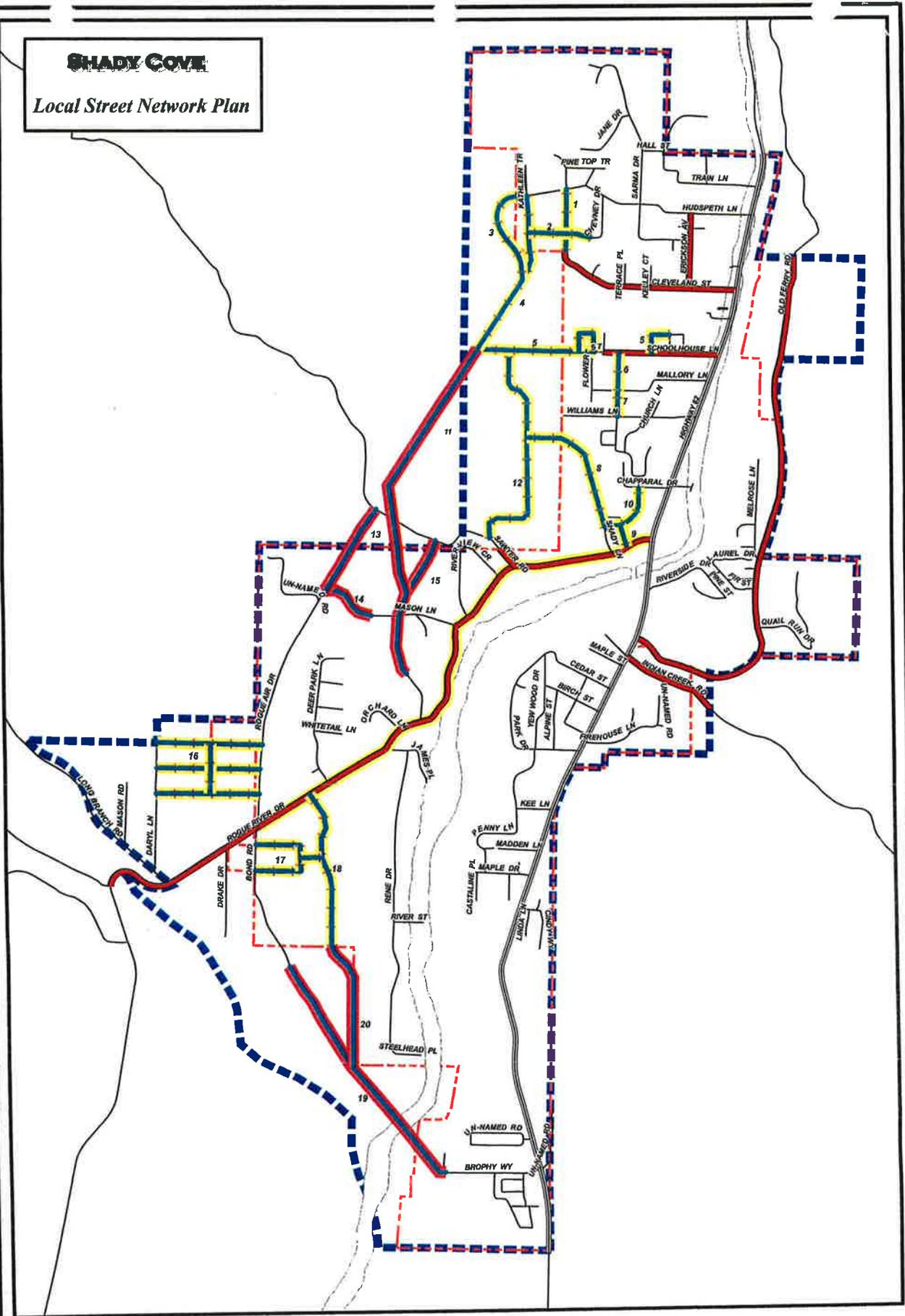
Attachment to Ordinance No. 243

Date: June 21, 2007

**Comprehensive Plan
Transportation Element**

SHADY COVE

Local Street Network Plan



DRAFT

	Collector		Short Range Proposal		City Limits
	Highway 2		Medium Range Proposal		UCS
	Disturbance		Long Range Proposal		
	Collector, Short Range				



6-7-07

City of Shady Cove
Ordinance No 254

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF SHADY COVE
AMENDING THE CITY COMPREHENSIVE PLAN

Whereas, the City of Shady Cove initiated a text amendment to the City Comprehensive Plan and a properly advertised Public Hearing was held before the Shady Cove Planning Commission on November 12, 2009, and the Planning Commission recommended approval of the amendment; and

Whereas, a properly advertised Public Hearing was held before the Shady Cove City Council on January 7, 2010;

THE COUNCIL OF THE CITY OF SHADY COVE ORDAINS AS FOLLOWS:
Section F, Policy #3 of the Shady Cove Comprehensive Plan, Public Facilities and Services Element, is amended to read as follows:

The availability and quality of public services, especially streets, sewers, and water will be considered in approval or denial of comprehensive plan amendments, zoning map changes, and land partitioning. ***Where public services have not yet been tested for adequacy to allow development to urban level densities and intensities, a holding zone (R1-00) shall be established for properties that are changing from County to City zoning.***

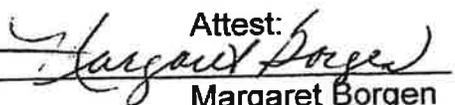
Section H, Land Use Table H-1 is amended, adding R1-00 to the zoning districts in the Low Density Residential land use designation.

The Existing Residential Zoning table in Section H is amended as follows:

<u>ZONE</u>	<u>DWELLINGS (potential average density)</u>
R-1-6	Six per acre – 6,000 sq. ft. lots
R-1-10	Four per acre – 10,000 sq. ft. lots
R-1-20	Two per acre – 20,000 sq. ft. lots
R-1-40	One per acre – 40,000 sq. ft. lots
R1-00	One per existing lot.

PASSED AND APPROVED by the Common Council of the City of Shady cove this 21st day of January, 2010.

Approved: 
Ronald Holthusen
Mayor

Attest: 
Margaret Borgen
Deputy City Recorder