

**Josephine County
Oregon
« 1979 »
Goals & Policies
of the
Comprehensive Plan**

1979 Goals & Policies

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Background

The following is the **Land Use Goals and Policies** that the Planning Commission formally recommended to the Board of County Commissioners in the fall of 1979. This recommendation came as the result of over two years of training, meetings and workshops held with 18 Citizen Advisory Committees (CAC's) throughout Josephine County. It represents the wide range of difficult and considered trade-offs between employment, and quality of life; of private property rights and community concerns; of the husbanding of unique resources and growth.

The format of this recommendation reflects the process that was followed by the Planning Commission: an **"Issue"** was identified (the order presented reflected a priority of concerns as expressed by the citizens); the extensive data base was utilized to establish the current status (the numbers at the end of the **Findings** referred to the pertinent chapter); a summary statement was made, the **Conclusion**; a **Goal** statement was made; and a series of **Policies** were presented. The expectation was, by implementing the Policies (through a range of ordinances, master plans, maps, etc.) the Goal would be accomplished. It was understood that the Comprehensive Plan was a process and not a product. The expectation was that the neighborhood CAC's would be retained, that the data base would be updated, and policies would be systematically monitored, reviewed, and adjusted as the realities changed

LAND ALLOCATION DEFINITIONS

URBAN AREA

Those lands located within adopted or proposed urban growth boundaries. These areas shall be provided with urban services such as sanitary sewers, public water supplies and urban roads and streets

Zoning allocations within the urban areas will allow the broadest range of land uses. Zoning allocations will include industrial, commercial, residential and public service.

RURAL SERVICE CENTER

Limited areas used to provide supportive services and facilities to enhance rural areas. These areas may receive limited public facilities such as a water system or a sewer system.

Zoning allocations in rural service centers may include commercial, industrial and high density residential. However the allocations will be limited to provide only those needed to support the immediate rural area.

RURAL RESIDENTIAL

Lands located outside of urban areas that are or will be required to provide adequate housing for county residents. This land will insure opportunities for varied lifestyles and housing.

Zoning allocations will provide compatible lot sizes from 1 to 5 acres based on existing conditions and physical of the land. Convenience commercial, recreation and resource extraction may be permitted in limited appropriate locations.

FARM RESIDENTIAL

Lands with agricultural soil capabilities which have been historically partitioned into relatively small landownership that cannot be managed as commercial farm units.

Zoning allocations in farm residential will provide preservation of the area with large lot requirements and permitted agricultural uses. Rural residences will be permitted, consistent with natural land use limitations including water and septic suitability.

EXCLUSIVE FARM

Areas with agricultural soil capabilities which have been identified as existing or potential farm land.

Zoning allocations in Exclusive Farm will protect and preserve farm land by requiring large minimum lot sizes and review of requests for uses other than farm activities.

WOODLOT

Tracts of land with limited forest soil capabilities and marginal timber production which are predominantly in private ownership. This land shall be considered as a resource area and thus be protected from unnecessary intrusions by other uses.

Zoning allocations will provide Incentives for increased forest production through variable lot sizes and density bonuses. Residences located in this allocations shall be permitted as a secondary use.

SERPENTINE

These lands underlain by serpentinite or preidotite geologic units. These lands are principally in federal ownership and have been used for commercial forest land, agricultural land and rural residential land. However, this land is not particularly suited for any of these uses.

Zoning allocations will provide for use and preservation of resources located in this area based on physical capabilities.

FOREST RESOURCE

Areas with forest soil capabilities and areas that have been identified as existing or potential forest land.

Zoning allocations will provide for commercial forest lands in private ownerships and for public lands administered by forest management agencies. The resources will be preserved through large lot requirements and planning commission review of requests for non forest uses.

INDUSTRIAL

Lands suitable and needed for Industrial uses that will enhance the livability of the area and promote diversified economic growth.

Zoning allocations will provide for different intensities of industrial use to insure efficient development of land and to prevent development of incompatible land uses.

COMMERCIAL

Land suitable and needed to provide for a full range of services and outlets for goods. Zoning allocations will provide for various levels of commercial activities in appropriate locations.

WILDERNESS

Areas formally classified by act of Congress or proposed by the President. Such lands are identified on the Comprehensive Plan as required by the Statewide Planning Goals. The act of Congress reserving such lands will govern authorized uses.

AIRPORT HAZARD

Lands in the vicinity of an airport that may be impacted by activities associated with an airport.

Zoning would restrict development to mitigate hazards which could cause aviation accidents and to prevent uses that may impair air operations:

FLOOD HAZARD

Identified areas that may be subject to flood water inundation.

Zoning restrictions will be consistent with the requirements of the National Flood Disaster Protection Act to reduce flood hazards and to ensure the availability of flood insurance for private property owners.

SCENIC WATERWAY

Land located within 1/4 mile of portions of the Rogue and Illinois Rivers included within the State Scenic Waterway Act. Projects within this corridor will be coordinated with the State Scenic Rivers Program.

VISUAL AREA

Lands forming the landscape background for the Rogue River component of the National Wild & Scenic Rivers Act and the State Scenic Waterway Act.

Zoning standards will facilitate all normal property rights while allowing review of major developments that might otherwise result in incompatible impacts.

GOALS AND POLICIES

NO. 1: CHARACTER OF THE COUNTY

Findings:

1. The climate in Josephine County is perceived as being desirable because of the presence of seasonal varieties without harsh extremes. (See Section 5c)
2. The potential for air pollution could become a serious matter, impacting forest growth, tourism, the general health and livability of the area, and potential economic development. (5c)

3. Josephine County contains the smallest amount of agricultural land in relation to total county area of all the counties in Oregon, with less than 3% of the total land area in Josephine County devoted to farm use. (6a)
4. In 1974 there were 12 farms larger than 500 acres in size. (6a)
5. Agricultural production declined by 13.8% between 1961 and 1975. (6a)
6. Dairy products constitute the largest agricultural enterprise in the County, with dairy income totaling over \$5,000,000 in 1978. (6a)
7. Specialty crops are the second largest commercial agricultural activity, occupying in excess of 1,000 acres of agricultural land and producing over \$1,000,000 annually. (6a)
8. The Rogue River Valley and the Illinois River Valley represent the hottest and driest valleys in western Oregon. (5c)
9. Irrigation is essential to most agricultural efforts in Josephine County. (6a)
10. There are two types of agricultural categories (commercial and small family farms) in Josephine County. (6a)
11. The State Goal on Agriculture requires agricultural lands to be zoned Exclusive Farm or excepted from the Goal. (6a)
12. Approximately 90% of Josephine County is forest land based on soil characteristics. (6b)
13. The average site index in the County for Douglas fir is 100, which correlates to a low cubic foot Class 4 capability. (6b)
14. Large portions of deer winter range are essentially the same as those areas of the County developed for human occupancy. (7)
15. A number of areas in the county have been identified as botanical and research areas. (8a)
16. Josephine County has one wilderness area, with a second area proposed for creation. (8b)

17. Based on statistics accumulated by the Department of Fish and Wildlife, the recommended maximum level of development on deer winter ranges throughout Oregon is one dwelling per 40 acres of land. Even this could potentially result in a 50% decrease in the deer population. Specific statistics for Josephine County have not been developed. (7)
18. Riparian areas adjacent to streams are highly critical wildlife and fishery habitat. (7)
19. In 1979 it was estimated that there are 56,000 persons in the County, of which approximately 16,000 reside within incorporated cities. (9)
20. Since 1970 there has been a 56.7% increase in population in Josephine County. (9)
21. In 1979 the estimated average family size was 2.8 persons. This is anticipated to decrease to 2.5 persons per household by the year 2000. (9)
22. Between 1970 and 1977 net migration has accounted for an estimated 92% of the population increase in Josephine County. (9)
23. The majority of schools in the County are not located in close proximity to areas of concentrated residential development. (12h)
24. Because of its dispersed rural residential environment, Josephine County has a higher consumption of gasoline per capita than counties with concentrated populations. (15)
25. In 1978 Josephine County was shown to be the second-fastest growing county in Oregon with development occurring mostly outside of incorporated areas, both in the Grants Pass urbanizing area and in sparsely settled large-lot rural areas.
26. The rural character of Josephine County is a combination of private land uses and extensive areas of public open lands and scenic natural beauty.

Conclusion:

The rate of population increase in Josephine County is such that careful consideration needs to be given to County policies that affect the resource base, economy, and rate and density of development; failure to do so will result in a

steady decrease in living quality and economic viability. There is a wide diversity of opinion and desires in the County about population growth, and an effort should be made to accommodate these needs to the extent possible, but despite these varied opinions, it is generally agreed that the rural character of Josephine County must be preserved.

GOAL 1: PRESERVE THE RURAL CHARACTER OF JOSEPHINE COUNTY

Policies:

1. The County shall maintain this character by permitting rural uses of private lands that are consistent with the resource capabilities of the lands on which they are located by:
 - a. the maintenance, in cooperation with State and Federal agencies, of an extensive park and open space system;
 - b. the design of scenic roads and trails that serve both an economic purpose and an aesthetic value;
 - c. the coordination of land uses on the fringe of the urban areas.

Zoning categories shall be created which limit the number of houses per square mile of land to the capability of each region to accommodate residential growth, based on the suitability of soils for subsurface sewage disposal (or the use of alternate systems approved by the State), the availability of groundwater for domestic purposes, and the capability of roads, schools and other public facilities to accommodate additional demands.

2. In addition to commercial farm areas which are appropriately zoned Exclusive Farm, a zoning classification will be created which is suited for the preservation and continuation of general agricultural activities. This type of agricultural zoning should be an alternative to rural residential zoning and should be designed to provide opportunities for small farms mixed with rural residences.
3. Zoning classification shall be created that recognized the need for intensive management of lower elevation, lower site class forest land. This classification will be based on the

presentation and development of the forest resource by encouraging accepted forest management techniques by property owners while allowing limited residential development.

4. In order to provide for the needs of rural residences, small rural service centers shall be identified to provide a focus for rural lands. Uses that may be allowed in rural service centers may include some uses that would normally be found in urban areas; however, only those urban uses that are required to serve the needs of residents of the immediate area or those which by the nature of the use cannot be located elsewhere shall be permitted within rural service centers.

5. Land use allocations will, to the greatest extent possible, accommodate the identified need and public desire for rural residential home sites, while preserving the rural character of the area. Appropriate minimum lot sizes for rural residential areas shall be determined by a variety of criteria, including the following:
 - a. Proximity to urban areas, availability of services, and reduction of energy consumption and travel distances.
 - b. Ability to provide adequate sewage disposal.
 - c. Availability of water supplies for domestic purposes.
 - d. Availability of basic fire and police protection services.
 - e. Suitability of the area for development, including proximity of public roads, and the lack of development hazards, such as floodwater inundation, steep slopes, erosive soils, or extreme wildfire hazard.
 - f. The character of the area and the desire of residents.
 - g. Consideration of air quality and its carrying capacity.

6. The growth pattern of the County should be encouraged to concentrate within and in proximity to the urbanizing areas of the County. Through the use of coordinated planning activities, only those levels of development density that are consistent with plan goals and policies and the planned intent to provide adequate public facilities shall be allowed.

Development shall be coordinated with the physical capability of each area, and growth shall be encouraged to occur in those areas where capacity already exists or can be developed to accommodate such growth.

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NO. 2: VARIETY OF OPPORTUNITIES

Findings:

1. Three-fourths of the housing units in Josephine County are single-family dwellings. Less than 9% of the total housing stock is multi-family. (See Section 11)
2. Nearly one-half of the single-family dwellings in Josephine County are located on rural lots five acres or more in size. (11)
3. Between 1970 and 1978, there was an increase of 445% in the number of mobile homes in Josephine County.(11)
4. There are fewer jobs in the community than there are people seeking jobs, and, in proportion to the population, there are fewer people seeking jobs in Josephine County than there are statewide. (10)
5. Self-employment in Josephine County has been increasing. A large percentage of the total jobs, however, are seasonal in nature, which results in periodic high levels of unemployment and unstable incomes. (10)
6. Significant economic growth in the County has occurred in the service, trade and government sectors. (10)
7. Since 1972, Josephine County has received an allocation for construction of bicycle paths. With this, two bicycle paths have been constructed.
8. Josephine County has one primary hiking trail, the Rogue River Trail, located principally on federal lands. It also has many non-consolidated hiking trails on public lands. (13)

9. Library service in Josephine County is provided by one main library and four branch libraries (12g)
10. Recreation facilities are provided by City, County, State and Federal governments and, to a small extent, the school districts. (13)

Conclusion:

Many residents of Josephine County have selected southern Oregon as their home because of the quality and diversity of life available in this area. Those seeking privacy and semi-isolation can enjoy rural lifestyles and, yet, be close to outstanding cultural attractions such as the Shakespearean Festival in Ashland, and the Britt Festival in Jacksonville. Those who prefer urban lifestyles can reside in small cities, and yet, be close to extensive wilderness and outdoor recreation areas. For these benefits, though, income levels and job security are sacrificed by many.

GOAL 2: *MAXIMIZE PERSONAL OPPORTUNITIES BY ENCOURAGING A VARIETY OF HOUSING, EMPLOYMENT AND LEISURE OPPORTUNITIES.*

Policies:

1. Zoning standards for urbanizing areas shall be consistent with the development standards of adjoining cities within the County and shall be designed to protect the public health, safety, welfare and convenience, as well as to conserve property values. Land allocations shall encourage a mix of varied housing types to provide diverse and affordable opportunities for housing.

Zoning standards for rural areas shall be designed to permit flexibility in mixing residential, agricultural, forest, and rural land uses, and to provide opportunities for privacy and non-urban lifestyles.

2. In the provision and development of recreational areas, the Board of County Commissioners shall encourage all agencies to coordinate programs so as to provide a full range of opportunities for the public. This development should also include the use of public lands for open space activities.

3. The Board of County Commissioners shall support the coordination of the programs on the Rogue River, administered by the various agencies, to protect the public interest in a resource of both state and national significance, as well as the interest and rights of private land owners.

The Board of County Commissioners shall assume primary jurisdiction in the following areas authorized by law:

- a. the partitioning or subdividing of land;
- b. the creation of new roads or streets for development purposes;
- c. the creation of structures within areas subject to flood hazards;
- d. the minimum parcel size and minimum setback of structures from property lines.

The authorization of land uses shall be coordinated with the regulations of the Oregon Department of Transportation and the scenic easements acquired by the Bureau of Land Management. Zoning categories shall be created which provide landowners within the scenic area comparable rights to those enjoyed by owners of similar commercial or rural residential lands.

4. The Josephine County Parks System shall be maintained and expanded as necessary to provide high quality regional recreation areas, opportunities for visitor camping, and recreation programs appropriate for rural and urbanizing areas.

NO. 3: FOREST AND TIMBER

Findings:

1. The soils in Josephine County are derived from a variety of materials and climatic influences. There are 87,260 acres in Josephine County with a forest capability of Class 3; 171,344 acres have a forest capability of class 3 - class 4; 222,171 acres have a forest

capability of Class 4; 182,124 acres have a forest capability of Class 4 - Class 5; and 37,496 acres have a forest capability of Class 5. (See Section 6b)

2. The average site index in the County for douglas-fir is 100, which correlates to a Class 4 capability. (6b)
3. There are 731,000 acres in Josephine County which are considered commercial forest land. (6b)
4. Sixty-six percent of the total commercial forest land in the County is publicly owned. (6b)
5. Low elevation forest lands which may be capable of commercial timber production may exhibit severe problems for regeneration because of summer drought, competition with brush species, and soil temperatures. (6b)
6. Josephine County, during the past 10 years, has diversified its economic base, but is still almost three-fourths dependent upon the wood products industry. (10)
7. Wildlife populations are greatly dependent upon protection of habitat. Logging and development may substantially alter habitat conditions, resulting in improved habitat for certain species and reduced habitat for others. (7)
8. The geology of Josephine County is extremely complex and has resulted in the extensive mineralization, much of which occurs in forest areas. (5a)
9. Historical mining has produced at least \$15,000,000 worth of metals, mainly gold, and production may have been two or three times as much, (10)
10. Continued mineral exploration has resulted in the discovery of additional ore bodies, including significant deposit of strategic metals, and the geology has resulted in the creation of unusual formations such as serpentines and the Oregon Caves. In addition Josephine County has one of the largest occurrences of ultramafic rocks, such as serpentines, on the North American Continent. (5)
11. Approximately 75% of the total annual precipitation of 30 inches occurs between November and March, with the highest temperatures occurring in July and August. (5c)

12. Major wind storms occur on infrequent cycles. These storms, such as the Columbus Day wind storm of 1963 may cause considerable damage to forest stands. (5c)
13. Air quality in the Kalmiopsis Wilderness must be of pristine quality according to Federal law. Air quality in the County will deteriorate from that level due to man-caused and natural pollutants, and several major timber species are sensitive to air quality degradation. (8b)
14. Income generated by tourism in Josephine County is more than double the income generated by all agricultural activities. Major tourist attractions are the parks and recreation areas located on forest lands. (14)
15. Forest and range wildfire protection, but not structural fire protection, is provided by the United States Forest service and the Oregon State Department, of Forestry.

Conclusion:

Josephine County is a region of vast forest resources, with the majority of those resources administered by public agencies. The wood products industry is the major base industry, upon which much of the County's economy depends. In addition, the forests enrich the lives of County residents by providing sources of water supplies, wildlife habitat, scenic beauty, and recreation opportunities. The Statewide Planning Goal on Forest Lands requires the conservation of lands capable of forest production, and it is of critical importance to the residents of Josephine County that the majority of land in Josephine County be allocated for forest purposes. The capability of forest land, however, to yield comparable returns on investment for forest management depends upon location, ownership patterns, and site capabilities. Thus, a variety of solutions may be needed to ensure continued production on industrial and non-industrial lands.

GOAL 3: CONSERVE THE FORESTS OF JOSEPHINE COUNTY TO (1) INCREASE AND STABILIZE THE TIMBER SUPPLY OVER TIME; (2) MAINTAIN THE VARIETY AND HIGH QUALITY OF NATURAL RESOURCES; AND (3) ENSURE BENEFICIAL USES TO THE LANDOWNER.

Policies:

1. Because of the economic importance of timber supplies to Josephine County, commercial forest lands shall be conserved and allocated for timber management purposes. To accomplish this, it shall be the policy of the Board of County Commissioners of Josephine County to:
 - b. Provide zoning categories suitable for the classification of forest uses. Commercial forest lands located at higher elevations should be distinguished from lower elevation forests, consisting of predominantly small woodlot ownerships.
 - c. Support use of the Oregon Forest Practices Act as the best management practice for forest lands in Josephine County, and to encourage strict adherence to the provisions of the Act.
 - d. Encourage the retention of industrial forest lands in industrial forest land ownerships and encourage land transfers between private and governmental interests to facilitate more manageable forest units.
 - e. Oppose any substantial additional withdrawals of medium site commercial forest land from the timber base.
 - f. Manage County-owned forest lands for the purpose of the development of commercial and small woodlot management techniques as well as providing a supply of commercial timber.
 - g. Cooperate with Federal and State management agencies to encourage more intensive management practices, which will increase the timber supply from Federal lands over time.

2. Recognizing that the Statewide Planning Goal on Forest Lands requires the conservation of forest lands, the County shall adopt ordinances governing the siting and location of residential developments on these lands. These ordinances shall be designed to minimize the conflicts between residential occupancies and commercial forest management, and shall be designed to ensure that the least productive lands are committed to development purposes in preference to lands with greater resource capabilities. Ordinances shall include

performance standards, designed to protect the resource capabilities of the forest environment, and development of higher site lands shall be substantially restricted.

3. The County shall provide a zoning classification encompassing Class 5 or lower cubic site forest lands. The minimum lot sizes established in this zoning classification shall be large enough to discourage mere residential development, but shall be small enough to permit management of the woodlots with resident casual labor. This policy is designed to encourage the economic forest management by individual landowners as a beneficial use on lands which are not needed or suitable for simple rural residential purposes, and which under industrial management would yield negative investment returns.
4. The County road system shall be coordinated with the National Forest road system and with timber access roads constructed by the Bureau of Land Management to ensure a safe and efficient system for removal of timber products.
5. The Board of County Commissioners shall coordinate the activities of Josephine County agencies with federal and State management agencies to ensure the development of a system of recreational facilities. The capabilities of different agencies to meet recreational demands shall be employed to ensure that duplicative development does not occur. In addition, coordination shall be provided to minimize conflicts between commercial timber management activities and recreational activity.
6. The Board of County Commissioners shall encourage research efforts directed at analyzing the various forest types in Josephine County and improving management practices in these areas. The Board of Commissioners shall support reservation of representative areas of the forests of Josephine County as natural areas to serve as research controls for studies of management practices.
7. Because of the unusual characteristics associated with serpentine forest areas, the County shall create a special zoning category encompassing a majority of lands underlain by serpentine materials, The zoning category will be designed to ensure that land development activities on serpentine lands are consistent with its capabilities.
8. Because of the sensitivity of certain major timber species in Josephine County to air contaminants, air pollution control strategies shall consider methods of mitigating impacts and damage to forest lands.

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NO. 4: HOUSING

Findings:

1. In 1979 it was estimated that there are 56,000 people in the County, of which approximately 16,000 reside within incorporated cities. (See section 9)
2. The current estimated average family size is 2.8 persons. This is anticipated to decrease to an average of 2.5 persons by the year 2000. (9)
3. Sixty-two percent of the County's population lives within 5 miles of the city limits. (11)
4. In 1978 the median family income was \$13,015. This ranked 34th of the 36 counties in the State of Oregon. (9)
5. The median household effective buying income in Josephine County is \$9,098, as compared to \$12,834 for the average Oregon household.(10)
6. Three-fourths of the housing units in Josephine County are single-family dwellings. Less than 9% of the total housing stock is multi-family. (11)
7. Over one-fifth of the housing stock in Josephine County consists of mobile homes which are largely located outside incorporated areas. (11)
8. More than one-half of the mobile homes in the County are located on rented property. (11)
9. Between 1970 and 1978, there was an increase of 445% in the number of mobile homes in Josephine County. more in size. (11)
10. Nearly one-half of the single-family dwellings in Josephine County are locate on rural lots five acres or more in size. (11)

11. The vast majority of new single-family construction is occurring outside of incorporated areas. (11)
12. Currently over 25% of the single-family dwellings are 40 years old or more. (11)
13. In 1978, 14.2% of all existing single-family residences were substandard. (11)
14. The majority of County residents depend on groundwater from individual wells for their domestic supplies. (12a)
15. The combined water rights of the City of Grants Pass are sufficient to supply the projected water demand for the urban area until the year 2000. (12a)
16. The treatment plant and storage system of the City of Grants Pass is near capacity at the present time and conditions of the water system may necessitate construction of additional treatment facilities and storage facilities. (12a)
17. The County, as a subdivision of the State of Oregon, possesses no rights to the use of surface water for domestic services. (12a)
18. Urban level development will necessitate the development of water systems capable of supplying urban demands. (12a)
19. Statistics indicate a 75-80 percent approval rate for the installation of subsurface sewage disposal systems. (12b)
20. Public sewer systems are available within the City of Grants Pass, the Fruitdale and Harbeck areas, the Redwood area, and the City of Cave Junction. (12b)
21. The design capacity of the Grants Pass/Harbeck/Fruitdale service area is 26,000 people. The design capacity of the Redwood Sanitary Sewer Service District is 9,900 people. These capacities correspond to the approximate target population for the Grants Pass urban area. (12b)

22. Adequate water supplies for fire-fighting purposes are located only within the City of Grants Pass, At the present time the City of Cave Junction does not have fire flow water available. (12b)
23. The average structural fire loss for the City of Grants Pass for 10 years was \$2,052. The average loss per structural fire for the Grants Pass Rural Fire Department, for insured houses only, for 7 years was \$13,596. (12f)

Conclusion:

The rate and amount of development in Josephine County has several implications for housing and individual use of the land. Costs are rising to an extent that is making it increasingly difficult for all but higher-income people to find, and maintain the housing they need. This is especially true for the elderly living on fixed incomes and for the young marrieds seeking to buy a first home. Inflation of home prices, which averaged over \$1,000 a month between January 1977 and January 1978, has resulted in one of the most expensive housing markets in the State of Oregon, with owner-occupied stock being a/most exclusively limited to sing/e- family dwellings. Housing objectives for many residents of Josephine County also include considerations other than just a desirable neighborhood or adequate floor area. Many residents choose to live in Josephine County because of the opportunity to live in a natural environment with privacy and open space.

GOAL 4: *ENCOURAGE A WIDE VARIETY OF SAFE AND AFFORDABLE HOUSING BY DISCOURAGING CIRCUMSTANCES WHICH RESTRICT THE AVAILABILITY OF LIVING UNITS*

Policies:

1. Land allocations must be made to provide a wide variety of housing choices. Sufficient land must be designated to accommodate target urban populations of 41,000 persons within two urban centers, and a rural population of approximately 45,000 persons. Somewhat more land than will actually be needed for development should be designated in both urban areas and rural areas to ensure a freedom of market choice and to avoid unnecessarily increasing housing costs. Land selected for rural residential purposes should be carefully evaluated so

that lands with the least productive resource capabilities are selected in preference to land that can be managed for agricultural or forestry purposes.

2. The Board of County Commissioners shall encourage a greater variety of housing types to be developed in housing densities. Additionally the Board of Commissioners shall designate areas for special consideration of low-income and senior housing.
3. The clustering of housing units should be encouraged to reduce development costs and help to preserve scenic, agriculture, forest or other lands with intrinsic value as open space. Ordinances providing for the development of residential housing should provide density incentives in urban planned developments which result in more efficient land utilizations.
4. Land allocations shall provide for the use of mobile homes as single-family residences where appropriate. Zoning categories shall be developed for the provision of mobile home parks within urban areas and rural service centers. The development of new mobile home parks in appropriate high density residential areas shall be strongly encouraged.
5. The development of new public facilities shall consider cost impacts on residential property owners, and, wherever possible, the least burdensome means of financing shall be selected. Capital facility programming shall be accomplished with the objective of minimizing non-essential residential property taxes.
6. The full range of housing types, to include mobile home parks, shall be encouraged within the urban areas, and shall be permitted in rural areas where part of rural service centers. Mobile homes located outside urban boundaries or rural service centers shall conform to the density requirements of the surrounding zone. Within rural service centers mobile home parks shall be of limited size so as not to degrade the rural quality of the surrounding residential area, and shall not be permitted to have a cumulative negative impact on groundwater resources or sewage disposal capabilities of surrounding lands.
7. Zoning ordinance standards shall be developed governing density, bulk of structures, height of structures, and setback of structures on property, off-street parking, access, in the case of multi-family residential developments, standards for landscaping, lot coverage, and recreational facilities. Single-family residential districts, both urban and rural, shall be designed not to overburden the immediate street system, school residential districts for occasional two- family dwelling structures, or in the case of medical hardships for

immediate members of the family, the temporary placement of two housing units on a single lot.

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NO. 5: NATURAL AND MAN-MADE HAZARDS

Findings:

1. The principal geologic hazards in Josephine County are floodwater inundation and land slides. (Section 5b)
2. Land slide hazards are most pronounced in mountainous areas where steep slopes occur and are correlated to unconsolidated overburden. (5a)
3. The worst flood, in terms of damage, occurred in 1964; the worst flood, in terms of magnitude, occurred in 1861. (5b)
4. Floods having a 2% or more chance of occurring in any given year have been reduced by the construction of Lost Creek Dam, but base floods are not prevented. (5b)
5. The County, in order to make insurance available to property owners in flood hazard areas, must participate in the National Floodplain Insurance Program, which results in strict controls and restrictions on development activities in flood hazard areas. (5b)
6. Many rural residential developments occur in areas of extreme fuel concentrations, contributing to the potential for catastrophic fire. (6c)
7. Fuel management can be accomplished through the reduction of fuel Loads and the planting of fire-resistant vegetation. (6c)
8. It takes approximately one hour for the average house to burn to the ground. By comparison, it takes approximately 20 minutes for a mobile home to be destroyed. (6c)
9. One municipal fire district and four special district fire services are located in Josephine County. In addition, there are two private subscription-based fire companies. The City of

Grants Pass has a protection class 5. The City of Cave Junction has a protection class 7, with the majority of the remaining area covered by the Illinois Valley Rural Fire District, being class 8. The Williams Rural Fire District also has a protection class 8 rating. Both Sunny Valley and Wolf Creek Fire Districts are class 10. The protection class for the Grants Pass Rural Fire Department is class 9 within 10 miles of a station (for those properties subscribing to the Company's services.) All other areas have a class 10 rating. Valley Fire Service has a class 8 rating for subscribing properties within five miles of the station and a class 9 rating for properties within 10 miles. The Grants Pass Urban Growth Boundary is covered by the City Fire Department and the class 8 rating of the Valley Fire Service.

10. Adequate water supplies for fire-fighting purposes are located only within the City of Grants Pass and the City of Cave Junction.
11. The average structural fire loss for the City of Grants Pass for 10 years was \$2,052. The average loss per structural fire for the Grants Pass Rural Fire Department, for insured houses only, for 7 years was \$13,596. (12f)
12. Forest and range wildfire protection, but not structural protection, is provided by the United States Forest Service and the Oregon State Department of Forestry. (6c)
13. Fire protection services cost from a minimum of \$1.78 per thousand dollars of assessed valuation to \$2.70 per thousands dollars of assessed valuation. (12f)

Conclusion:

The past occurrence of catastrophic floods, fires, and earth slides indicates a continuing threat to residents of Josephine County. Mitigation of these natural and man-made threats is a function of public awareness of hazardous areas, controls and restriction of development in these areas, provision of viable fire and other disaster service, and efforts to reduce hazards.

GOAL 5: *PREVENT LOSS OF LIFE AND PROPERTY DUE TO NATURAL AND MAN-MADE HAZARDS*

Policies:

1. Josephine County shall participate in the National Floodplain Insurance Program to provide insurance to owners of properties within areas subject to floodwater inundation. Consistent with the National Floodplain Insurance Program, the Josephine County Board of Commissioners shall adopt an ordinance regulating the use of land within areas subject to floodwater hazards. As information becomes available to distinguish flood-prone areas from the stream floodway, the ordinance shall be amended to prevent adverse development that would endanger life or property.

2. The Board of County Commissioners will encourage the extension of Class 8 or better fire protection to all residential zones within the community. All discretionary permits for residential, commercial, or industrial construction shall be supposed by findings that Class 8 or better protection will be available to support the development unless the hearings body finds that such protection cannot be reasonably provided within a timely period. No subdivision or partition which divides buildable parcels into sizes less than 1 acre shall be approved in any area lacking Class 8 or better protection. Commencing January 1, 1982, no subdivision, major partition or minor partition for parcels less than 5 acres shall be approved unless a Class 8 fire protection rating is available.

3. Ordinances shall be adopted which encourage reduction of fuel concentrations, constructing fire breaks, constructing water sources, constructing roads suitable for use by emergency equipment, and designing loop road systems that allow for emergency evacuation of an area in rural residential developments. The utilization of fire resistant vegetation shall be encouraged.

4. The Board of County Commissioners shall provide for the compilation of a geologic hazards inventory system based on soil data, identification of known hazards, and geologic reconnaissance. The system shall be monitored and maintained to reflect current hazard status, and ordinances shall be designed to prevent development that would aggravate such hazards.

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NO. 6: PRESERVATION OF RESOURCES

Findings:

1. It is estimated by the State Historic Preservation Officer that only 3% of the archaeological sites in the County have been identified. Josephine County has the potential for the richest archaeological sites in western Oregon, but excavation and classification efforts have been minimal. (4)
2. Few historical structures remain in Josephine County and those that do remain, need to be identified and protected. (4)
3. Continued mineral exploration has resulted in the discovery of additional ore bodies including significant deposits of strategic metals. (5a)
4. The geology has resulted in the creation of unusual formations such as the Oregon Caves, which are formed in limestone deposits, and extensive occurrences of unusual serpentine outcrops. (5a)
5. Surface water in Josephine County is considered to be comparatively pure, but is highly appropriated. (5b)
6. Groundwater resources in Josephine County are limited and variable. (5b)
7. Water temperatures and water levels vary dramatically, which adversely affects wildlife and fishery resources. (5b)
8. Certain stream reaches are identified as vital for fish spawning grounds.
9. Two basic factors that determine wildlife populations are: (1) rate at which population increases; and (2) forces which either cause death or reduce population. Populations are greatly dependent upon protection of habitat and are affected by residential development.
10. Large portions of deer winter range are essentially the same as those areas of the County developed for human occupancy. (7)
11. The number of wildlife, such as deer, will be governed not by the amount of publicly-owned land, but the amount of sensitive habitat, whether publicly or privately owned. (7)

12. Areas of particular concern are identified sensitive habitat areas. In Josephine County these are defined as deer and elk winter ranges, pond- and stream-side vegetation, drainage ways, wet and dry meadows, bogs, and swamps. (7)
13. Riparian areas adjacent to streams are highly critical wildlife habitat, requiring efforts at protection. (7)
14. A number of areas in the County have been identified as botanical and research areas. (8a)
15. Josephine County has one wilderness area, with a second area proposed for creation. (8b)
16. Aggregate resources consisting of sand, gravel and crushed rock are the most highly consumed extractive resources currently produced in Josephine County.
17. The majority of aggregate volume is currently produced from alluvial deposits adjacent to the Applegate River.

Conclusion:

Inventories of the resources of Josephine County indicate that special features, such as archaeologic or historic sites, and limited resources, such as mineral deposits and sensitive wildlife habitat, may be endangered unless protected from the encroachment of incompatible land uses. Because of the importance of these various special resources to the economic, cultural and aesthetic well-being of County residents, comprehensive planning necessitates careful consideration of the trade-offs between land use alternatives.

GOAL 6: VALUABLE LIMITED RESOURCES, UNIQUE NATURAL AREAS AND HISTORIC FEATURES SHALL BE PRESERVED

Policies:

1. The Board of County Commissioners shall support and encourage the identification and preservation of archaeological sites prior to development in Josephine County. If identified sites occur on County-owned land, such sites shall be protected until archaeological excavations can be completed. The planning of new timber sale activities or new road

construction on County-owned land shall include an assessment of the potential of the archaeological evidence. The county shall encourage the preservation of such sites by private owners and other public agencies until studies can be completed.

2. The Board of County Commissioners shall support the identification of historic sites in Josephine County and shall assist in the preservation of historic artifacts through the agency of the County museum in Kerby.
3. Development ordinances shall be designed to ensure that incompatible uses are not established adjacent to the Wolf Creek Tavern.
4. Management of fishery resources in Josephine County shall be coordinated with land use management activities. Because of the direct affect on the quality of fishery habitat by land practices, ordinances shall be established which regulate at construction sites adverse erosion, the retention of riparian vegetation, and the diversion of surface water channels. Because thermal pollution is a major limiting factor to the quality of fishery habitat in the streams of Josephine County, standards shall be established in the zoning ordinance providing for setbacks from live streams and retention of riparian vegetation.

The County shall enforce State regulations governing the disposal of sewage and hazardous wastes to prevent the contamination of streams. The County shall adopt and enforce a solid waste ordinance to prevent the dumping and pollution of waterways with solid waste. In addition, The Board of County Commissioners shall support the use of the State Forest Practices Act and management revisions of the Federal 208 Water Quality Program as the best management practices for fishery habitats on timber management areas.

5. The preservation of critical deer and elk winter arrange should be considered in land allocations and coordinated efforts should be made to mitigate losses of critical range whenever possible. Zoning densities in forest areas should be designed to conserve habitat areas with larger lot standards applying to the more valuable range.
6. Adequate areas of sand and gravel deposits should be reserved for extractive mining purposes within economic haul distances from the population centers of Josephine County. In addition, extractive industry sites should be located and protected from encroachment by

incompatible residential uses to the greatest extent feasible. Areas of extractive uses shall continue to be zoned to permit such uses.

7. The Board of County Commissioners shall coordinate the planning efforts of Josephine County to reduce encroachment upon designated research natural areas, designated botanical or geologic areas, or other areas identified as containing outstanding characteristics for scientific study. The County shall encourage the classification of such areas on public lands and shall assist in the designation of private lands upon request of the landowner for tax adjustment purposes.
8. Since the County has a wide number of mineral resources, steps will be taken to refine existing inventories, prevent encroachment by incompatible residential uses, and identify potential processing sites. Ordinances will be developed that ensure extracting, transporting and processing activities that have restricted effects on land, air and water resources. Information on geologic resources shall be made accessible to the public.
9. The effects of development on groundwater quantity and quality shall be considered as part of all land use decisions.

NO. 7: POLLUTION

Findings:

1. Surface water in Josephine County is considered to be comparatively pure. Surface water problems are primary by erosion and increased water temperatures. (5b)
2. Riparian areas adjacent to streams are highly critical wildlife habitat. (7)
3. The status of air pollution in Josephine County is unknown at the present time; however, particulate matter in the form of road dust and point sources may contribute to atmospheric pollution which exceeds air quality standards. (5c)
4. High potentials for hydro-carbon/photo-chemical oxidants/carbon monoxide pollution may exist in well traveled areas of the valley. (5)
5. Based on the characteristics of the valley (geography, inversions and winds), it is assumed that this area either is or has the potential for being an area subject to severe air pollution hazards. (5c)
6. The potential for air pollution could become a more serious matter due to impacts on forest growth, tourism, general health and livability of the area, and potential economic development. (5c)
7. Introduced vegetation may greatly affect the livability of urban areas due to modifications of erosion, noise pollution, air pollution, wind, privacy and aesthetics. (6d)
8. According to the Soil Conservation Service, the majority of soils have limitations for subsurface sewage disposal. Statistics indicate a 75-80% approval rate, however, for installation of subsurface sewage disposal systems. (12b)
9. Public sewer systems are available within the City of Grants Pass, Fruitdale-Harbeck, the Redwood area, and the City of Cave Junction. These systems provide secondary treatment of effluent which removes at least 85% of the suspended solids and biological oxygen demand. (12b)

10. In addition to the municipal sewer systems, there are sewage collection systems at four public schools, one mobile home park, and one Interstate Freeway rest area. (12b)
11. The design capacity of the Grants Pass Harbeck/Fruitdale service area is 26,000 people. The design capacity of the Redwood Sanitary Sewer District is 9,900 people. These capacities correspond to the approximate target population for the Grants Pass urban area. (12b)
12. The only water course which can receive treated effluent on a year-round basis is the Rogue River. Discharge into the Illinois River by the City of Cave Junction can be accomplished only between November 1 and May 31. (12b)
13. There are two private commercial sanitary service companies operating in Josephine County, under franchise with the City of Grants Pass and Cave Junction. (12b)
14. Two solid waste disposal sites are located in Josephine County in addition to the commercial sludge lagoon. (12b)
15. Based on the 1975 Solid Waste Management Plan for Josephine County, the disposal sites in the County are projected to be adequate until the mid-1980's to mid-1990's. (12b)

Conclusion:

The resources of Josephine County are sensitive to degradation resulting from the pollution of air, water, and land resources. Maintenance of the resource quality is of extreme importance to residents of the County because of its effect on the quality of life and the economic viability of the region. Pollution control strategies must be designed to reduce the cumulative effects, not of people, but of what people do. Land use allocations must be examined to ensure that development will not exceed the community standards for a clean environment.

GOAL 7: POLLUTION SHALL BE CONTROLLED

Policies:

1. Land allocations shall be designed to provide greater opportunities for the development of concentrated urban residential development, thereby reducing trip distances between housing and places of employment. In addition, allocations of rural residential lands shall allow greater densities in closer proximity to rural centers to further encourage reduced trip distances for increasing populations.
2. Because of the potential for air contamination caused by particulate matter, the County Board of Commissioners shall adopt ordinances and management programs which emphasize a strategy of reducing road-associated dust.
3. Chemical and thermal pollution and unnecessary sedimentation of surface waters shall be controlled by adopting ordinances governing activities at construction sites and by prohibiting the dumping of contaminating wastes. Ordinances adopted under this policy shall be coordinated with objectives for the management of fishery habitat.
4. All possible efforts shall be made to prevent contamination of existing, and future, groundwater supplies.
5. The Board of County Commissioners shall assume responsibility for the investigation, identification and establishment or implementing policy for methods of mass transportation.
6. The use of individual home solar systems and utilization of available tax relief programs shall be encouraged. Zoning standards shall be established which allow access to solar radiation for residential dwellings by providing standards for solar orientation and limiting construction of obstructions.
7. The Board of County Commissioners shall monitor maintenance of air and water quality standards and visual and noise pollution. In the development of the revised zoning ordinance, consideration will be given to mitigating visual and noise pollution.
8. Off-street parking lots shall be strategically placed in conjunction with commercial centers to encourage the reduction of private automobile usage and to augment the development of a public transportation system, if such a system becomes feasible in the future.
9. Efforts shall be made to devise transportation systems which reduce the amount of air pollution caused by daily travel. The Board of County Commissioners shall seek the

development of alternative routes around commercial districts within the Grants Pass urbanizing area to reduce congestion, such as a tie between the proposed third bridge and Interstate 5.

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NO. 8: FACILITIES AND SERVICES

Findings:

1. In 1979 it was estimated that there are approximately 56,000 persons in the County, of which approximately 16,000 reside within incorporated cities. (9)
2. In the 25-44 age bracket, the population is apparently decreasing more rapidly than the State average. As a result, comparatively speaking, senior citizen population is increasing. (9)
3. The majority of County residents depend on groundwater from individual wells for their domestic supplies. (12a)
4. There is one municipal water system in Josephine County which serves the City of Grants Pass. (12a)
5. There are two public utility water systems, including the City of Cave Junction and the Fruitdale Water Utility District, both of which have limitations for serving user demands. (12a)
6. There are six community water supply systems in Josephine County. (12a)
7. The County, as a subdivision of the State of Oregon, possesses no rights to the use of surface water for domestic purposes. (12a)
8. There are 46 public water supply systems serving primarily mobile home parks and motels in Josephine County. (12a)
9. The combined water rights of the City of Grants Pass are sufficient to supply the projected water demands of the Grants Pass urban area through the year 2000. (12a)
10. The treatment plant and storage system of the City of Grants Pass is near capacity at the present time and conditions of the water system may necessitate construction of additional treatment facilities and storage facilities. (12a)

11. Urban level development will necessitate the development of water systems capable of supplying urban systems. (12b)
12. According to the Soil Conservation Service, the majority of soils have limitations for subsurface sewage disposal. Statistics indicates a 75-80% approval rate, however, for installation of subsurface sewage disposal systems. (12b)
13. Public sewer systems are available within the City of Grants Pass, the Fruitdale/Harbeck area, the Redwood area, and the City of Cave Junction. These systems provide secondary treatment of effluent which removes of the Redwood Sanitary Sewer Service District is 9,900 people. These capacities correspond to the approximate target population for the Grants Pass urban area.(12b)
14. The design capacity of the Grants Pass/Harbeck/Fruitdale service area is 26,000 people. The design capacity of the Redwood Sanitary Sewer Service District is 9,900 people. These capacities correspond to the approximate target population for the Grants Pass urban area. (12b)
15. In addition to the municipal sewer systems, there are sewage collection systems at four public schools, one mobile home park, and one Interstate Freeway rest area. (12b)
16. There are two private commercial sanitary service companies operating in Josephine County, under franchise with the City of Grants Pass and Cave Junction. (12b)
17. Two solid waste sites are located in Josephine County, in addition to the commercial sludge lagoon. Based on the 1975 Solid Waste Management Plan for Josephine County, the disposal sites in Josephine County are projected to be adequate until the mid-1980's to mid-1990's. (12b)
18. The State Highway Division maintains the Interstate Freeway, Redwood Highway, Williams Highway, Rogue River Highway, Caves Highway, and River Loop Road. All other public roads outside incorporated areas are under the jurisdiction of the County. (12c)
19. Josephine County maintains 500 + miles of road, the majority of which is surfaced and maintained. (12c)

20. The principal means of personal transportation is by individual automobile. (12c)
21. The majority of new roads are created by subdivisions of land. (12c)
22. Major road systems are also developed on National Forest lands and on land administered by the Bureau of Land Management. (12c)
23. A major traffic problem is the lack of additional river crossings. (12c)
24. Public transit systems are not now cost effective in rural areas.
25. Rail service for commodities In the Grants Pass area is provided by a branch of the Southern Pacific Railroad. It is a defense secondary route with car limitations due to curves and tunnel widths. Currently, rail transportation for people Is not cost-effective. (12c)
26. The County has two airports, one of which is available for public use, and the other is limited to fire suppression activities. (12c)
27. Since 1972, the County has received an allocation for construction of bicycle paths. Bike paths have been incorporated into the reconstruction of the Redwood Highway and the Williams Highway, (13c)
28. The majority of crimes are committed by local residents. (12d)
29. There are two hospitals in Josephine County accredited by the State. (12c)
30. Currently, the only emergency medical service in the County is located in Wolf Creek (other than the Sheriffs Search and Rescue). (12e)
31. It takes approximately one hour for the average house to burn to the ground. It takes approximately 20 minutes for a mobile home to be destroyed. (12f)
32. One municipal fire district and four special district fire services are located in Josephine County. In addition, there are two private subscription-based fire companies. The City of Grants Pass has a protection class 5. The City of Cave Junction has a protection class 7, with the majority of the remaining area covered by the Illinois Valley Rural Fire District,

being class 8. The Williams Rural Fire District also has a protection class 8 rating. Both Sunny Valley and Wolf Creek Fire Districts are class 10. The protection class for the Grants Pass Rural Fire Department is class 9 within 10 miles of a station (for those properties subscribing to the Company's services). All other areas have a class 10 rating. Valley Fire Service has a class 8 rating for subscribing properties within five miles of the station and a class 9 rating for properties within 10 miles. The Grants Pass Urban Growth Boundary is covered by the City Fire Department and the class 8 rating of the Valley Fire Service.

33. Adequate water supplies for fire-fighting purposes are located only within the City of Grants Pass and the City of Cave Junction. (12a)
34. The average structural fire loss per structural fire for the City of Grants Pass for 10 years was \$2,052. The average loss per structural fire of the Grants Pass Rural Fire Department, for insured houses only, for 7 years was \$13,569. (12f)
35. Forest and range wildfire protection, but not structural protection, is provided by the United States Forest Service and the Oregon State Department of Forestry. (6c)
36. Library service in Josephine County is provided by one main library and four branches. (12g)
37. Josephine County has the highest percentage of its school budgets allocated for transportation of all counties in the state. (12h)
38. Josephine County school population has increased 31% since 1970. (12h)
39. The majority of schools in the County are not located in close proximity to areas of concentrated residential development. (12h)
40. Continued population increases in Josephine County will necessitate either additional school plant expansion, changes in current district boundaries, or acceptance of students through tuition exchange between the two districts. (12h)

Conclusion:

One of the functions of local and municipal governments is the provision of public facilities and services. Service levels will vary from rural areas to urban areas, with greater concentrations of development necessitating more supporting services. It must be recognized, however, that many residents of Josephine County cannot afford additional taxes for facility development. Implementation of community goals will necessitate innovative long-term planning to lessen the costs of providing for the basic needs of the community.

GOAL 8: PLAN AND DEVELOP FACILITIES AND SERVICES THAT ARE NEEDED, AND CAN BE AFFORDED, BY THE RESIDENTS OF THE COUNTY

Policies:

1. The Board of County Commissioners shall encourage the development of adequate public facilities and services to support the development of private land where needed. The Board of County Commissioners shall also seek to coordinate the development of services and facilities which will assist other governmental bodies as appropriate in achieving this policy.
2. The Board of County Commissioners will encourage the extension of Class 8 or better fire protection to all residential zones within the community. All discretionary permits for residential, commercial, or industrial construction shall be supported by findings that Class 8 or better protection will be available to support the development unless the hearings body finds that such protection cannot be reasonable provided within a timely period. No subdivision or partition which divides buildable parcels into sizes less than 1 acre shall be approved in any area lacking Class 8 or better protection. Commencing January 1, 1982, no subdivision, major partition or minor partition for parcels less than 5 acres shall be approved unless a Class 8 fire protection rating is available.
3. Public water supply systems shall be considered for areas of the County where existing groundwater supplies have been contaminated or intruded. An inventory shall be made of areas of known water quality problems. Development in such areas shall be restricted until potable water supplies can be obtained.
4. The County road system shall be coordinated with the State Highway and with forest road systems. The County road system shall be designed to move commodities and people in

the most efficient and economical manner that can be obtained with the least disruption of adjoining land uses. The county road system shall be designed so that individual residential areas are served by lower standard residential streets. These streets should provide convenient connection with collector standard roads, which are capable of moving traffic efficiently and safely to the arterials or collectors. Care should be taken not to route heavy commercial or industrial traffic through residential areas, or along routes which will involve extensive school bus traffic.

5. In order to reduce the need for trips to commercial centers, thereby saving fuel and travel time, rural service commercial centers shall be designated in appropriate locations in the county. Rural Service centers shall be extremely limited in size, number and type of uses, and shall have a generally specified Service area. Rural service centers shall be designed to serve only the daily convenience needs of the adjoining rural lands, and shall not be allowed to function as a precedent for additional commercial expansion in an area.
6. It shall be the policy of the Board of County Commissioners of Josephine County to encourage and facilitate the development of additional bridge crossings across the Rogue River, and the modification of the existing arterial street pattern through the City of Grants Pass.
7. The County shall continue to maintain, expand and improve the Josephine County Airport at Merlin, and zoning standards shall be established to prevent the development of incompatible uses or hazardous structures within the flight approach zones. In addition, land development will be coordinated with the landing strip at Rough and Ready Flat to provide zoning standards to prevent the erection of hazardous structures within the approach zones of that field.
8. The Board of County Commissioners shall coordinate the allocation of land uses in Josephine County with the provision of school Services by the two school districts. School districts should coordinate transportation policies with the county in order to effect over time a reduction in transportation costs currently experienced.
9. The levels of urban services provided within urban growth boundaries shall be determined by policies mutually adopted by the Board of County Commissioners and the affected City Council.

10. The Board of County Commissioners shall make provision for adequate levels of social and health services.
11. The Board of County Commissioners shall encourage the use of alternative forms of water supply and sewage disposal.
12. A study will be made on future needs for solid waste utilization and disposal.

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NO. 9: ECONOMY

Findings:

1. The geology of Josephine County is extremely complex and has resulted in extensive mineralization. (5a)
2. Continued mineral exploration has resulted in the discovery of additional ore bodies including significant deposits. (10)
3. Specific minerals and metals may be mandated by the State for reserve. (i.e. lateritic soils primarily in the Southern half of the County using new technology as these may become cost-efficient) (5a)
4. Agricultural production declined by 13.8% between 1961 and 1975. (6a)
5. Dairy products constitute the largest agricultural enterprise in the County, with Dairy income for 1978 estimated to have been \$5,000,000. (6a)
6. Specialty crops are the second largest commercial agricultural activity, occupying in excess of 1,000 acres of agricultural land and producing over \$1,000,000 annually. (6a)
7. Since 1970 there has been a 56.7% increase in population in Josephine County, with net migration accounting for an estimated 92% of the population increase. (9)
8. The median age of Josephine County residents was 35.3 years of age in 1970. (9)

9. In 1970, 16% of the population was at or below poverty level. (9)
10. In 1950, senior citizens accounted for 9.4% of the population; in 1960, 12.3%; in 1970, 15.5%; and in early 1977, 16.8% of the population was over the age of 65 years. (9)
11. The overall trend has been a trend of increasing the senior citizen population and decreasing the working population. During the last few years, however, this trend has leveled. (9)
12. Josephine County has a lower percentage of work force to total population than the state average. (10)
13. There are fewer jobs in the community than there are people seeking jobs. (10)
14. A large percentage of jobs in Josephine County are seasonal in nature, which results in periodic high levels of unemployment and unstable incomes. (10)
15. The younger worker in Josephine County is more susceptible to unemployment and has less training and experience. (10)
16. The trend for self-employment in Josephine County has been increasing. (10)
17. 60% of all wages and salaries are derived from sources other than base industries. (10)
18. Josephine County, during the past 10 years, has diversified its economic base, but is still almost three-fourths dependent upon the wood products industry. (10)
19. Significant economic growth in the County has occurred in the service, trade and government sectors. (10)
20. The commercial base of Josephine County cannot meet the consumer demand generated by the County, and retail trade is taken elsewhere. (10)
21. Personal income in the county has risen dramatically since 1970 to a ranking of 16th out of 36 counties. It is, however, only 83% of the State average as a whole. (10)

22. In 1978, the median family income was \$13,015. This ranked 34th of the 36 counties in the State of Oregon. The median household effective buying income in Josephine County is \$9,098, as compared to \$12,834 for the average Oregon household. (10)
23. In 1977 it was estimated that 5% of all Oregon visitors spent time in Josephine County. (14)
24. Income generated by tourism is more than double the income generated by all agricultural activities combined. (14)
25. For every tourist dollar spent, an additional \$.42 is generated. (14)
26. 6.6% of the employment force is involved with the tourist trade. (14)
27. 731,000 acres of Josephine County are considered commercial forest land. (6b)
28. 119,000 acres of forest land are owned by 1,411 non-industrial land owners. 31.6% of the total forest land in Josephine County is owned by non-industrial owners. (6b)
29. 66% of the total commercial forest land in the county is publicly owned. (6b)

Conclusion:

The economy of Josephine County is largely dependent on tourism, government, the wood products industry, and commercial services. Substantial income is represented by transfer payments, including retirement payments, social security and welfare programs. Population trends indicate a predominance of retired persons within the population, and because of the percentage of the population represented by seniors, the County is considered a senior retirement center. The economic base is not growing at the same rate as the population. Unemployment is high and many young people must leave the area to seek employment. The economy is not necessarily weak as a result of this pattern, but is sensitive to national economic trends.

**GOAL 9: *LIMIT EXTERNAL DISRUPTIONS OF THE ECONOMY BY
DIVERSIFYING, EXPANDING, AND STABILIZING ECONOMIC
OPPORTUNITIES FOR THE BETTERMENT OF THE COUNTY***

Policies:

1. Sufficient land should be allocated to provide for the development of diversified commercial and industrial bases. Land allocation for industrial and commercial purposes shall occur as centers and no action shall be taken which would permit establishment or expansion of strip commercial areas. Commercial and industrial areas shall be provided and designed in such a manner that access can be controlled through the use of limited access streets, traffic control at intersections, frontage roads, and concentration of similar use types. Existing strip commercial uses located on a traffic corridor, having numerous curb-cuts and restricted access, shall be improved through the provision of adequate off-street parking, landscaping, and access control to ensure greater safety and efficiency on the arterial highways.

2. Although substantial areas in Josephine County are currently zoned for industrial use, these lands are not competitive with other industrial areas in southern Oregon because of the lack of available public facilities and services. Josephine County in cooperation with the City of Grants Pass or the City of Cave Junction, as appropriate, shall seek methods of assuring long-term capital improvement financing, which will allow the extension of services to designated commercial and industrial areas so that such lands can be effectively used to stabilize the economic base of the County. Major emphasis should be given to the extension of facilities and services in advance of development to designated industrial lands located on the east side of Grants Pass.

3. Lands located in the vicinity of the Josephine County Airport at Merlin and the Interstate 5 freeway shall be pressed for future industrial use. The county shall continue to consolidate ownership in this area to facilitate future development for industrial park ownership. Immediate development of these sites, however, through the creation of special service districts and the construction of public services and facilities in the area is not contemplated by this Plan.

4. In order to reduce the need for trips to commercial centers, thereby saving fuel and travel time, rural service commercial centers shall be designated in appropriate locations in the County. Rural service centers shall be extremely limited in size, number and type of uses,

and shall have generally specified service area. Rural service centers shall be designed to serve only the daily convenience needs of the adjoining rural lands, and shall not be allowed to function as a precedent for additional commercial expansion in an area.

5. Home occupations are recognized as a positive means of providing for small local businesses. Standards shall be established in the zoning ordinance which allow the use of rural residential lands for home occupations. Such standards shall be straight forward and performance-oriented, keeping visual, noise and traffic impacts to the lowest possible levels, Home occupations in rural areas shall be permitted in residential structures or accessory residential structures, and shall include a greater variety of uses than would be appropriate within an urban area. Within urbanized areas, provisions should also be made for home occupations; however, standards will be more rigid to prevent nuisance conditions with adjoining residential properties.
6. Zoning standards shall be established which strictly regulate the type and nature of commercial and industrial uses allowable within a designated district. Zoning standards shall be performance-oriented and shall segregate uses on the basis of impacts to the community. A greater number of commercial and industrial classifications shall be created to ensure the capability of the community to encourage desirable uses without jeopardizing the viability of a commercial or industrial district. Zoning standards shall include performance rules relating to noise, traffic impact, landscaping, site development, and other impacts and amenity issues to ensure compatibility.
7. The County, in cooperation with municipalities, the Chamber of Commerce, and the State Department of economic Development, shall identify commercial good and services that are lacking.
8. Land allocations will consider sites for the processing of resource materials.
9. Working with State and County forestry offices, extension service, and private enterprise, investigation shall be made into additional uses for the full range of wood products available in the County.
10. To better utilize the existing agricultural land in the County, the County will work with appropriate agencies, groups and individuals to identify crops and processing facilities that

would be economically viable in the County. Once identified, consideration will be given to methods of development.

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NO. 10: ENERGY

Findings:

1. 119,000 acres of forest land are owned by 1,411 non-industrial land owners. 31.6% of the total forest land in Josephine County is owned by non-industrial owners. (6b)
2. Josephine County supports some of the largest concentrations of high-heat fuel wood in the State of Oregon. (6c)
3. Currently over 25% of the single-family dwellings in Josephine County are 40 years old or more. (11)
4. The vast majority of new single-family construction is occurring outside of incorporated areas. (11)
5. More than one-half of the multi-family units in Josephine County are located outside the City Limits of Grants Pass. (11)
6. Over one-fifth of the housing stock in Josephine County consists of mobile homes, which are largely located in unincorporated areas. (11)
7. The principal means of transportation is by individual automobile. (12c)
8. Public transit systems are not cost-effective in rural areas. (12c)
9. Rail service in the Grants Pass area is provided by a branch of the Southern Pacific Railroad, and is a defense secondary routes with car limitations due to curves and tunnel widths. (12c)
10. Currently rail transport for people is not cost-effective. (12c)
11. The County has two airports, one of which is available for public use, and the other is limited to fire suppression activities. (12c)
12. Since 1972, the County has received an allocation for construction of bicycle paths. (12c)

13. Josephine County has constructed two bike paths, one near South Middle School in Grants Pass and the other near River Street in Cave Junction. (12c)
14. Two alternatives for individual home heating methods are solar and wood. (15)
15. Another potential viable alternate energy source for Josephine County may be low-head hydro-electric power. (15)
16. Because of its dispersed rural residential environment, Josephine County has a higher consumption of gasoline per capita than counties with concentrated populations. (15)

Conclusion:

The use of energy is increasingly becoming a major determinant of both urban and rural life. Increased automobile maintenance and fuel costs may restrict or reduce the capability of many Josephine County residents to afford rural lifestyles which involve extensive commuting distances. Increased costs for electricity and natural gas, for the lighting and heating of homes, reflects increased demands on limited resources over broad regional areas. Better energy utilization may be possible through the encouragement of additional modes of transportation and the utilization of more efficient home construction techniques, careful siting of construction sites, and utilization of alternative energy sources and proper use of winterization and insulation techniques.

GOAL 10: PREVENT WASTE OF ENERGY

Policies:

1. The Board of County Commissioners of Josephine County shall encourage careful consideration of energy conservation in the design and location of residential subdivisions. Site Plan review shall encourage the optimum utilization of site characteristics for solar heating and power generation.
2. The planting and maintenance of shade trees and other vegetation and the minimum use of pavement shall be encouraged in order to reduce cooling energy demands.

3. The Board of County Commissioners shall support efforts at developing markets for the use of high-energy fuel woods, such as oaks and Pacific Madrone. Zoning classifications shall be developed which encourage the establishment of small woodlot forestry operations to provide a supply of marketable fuel wood.
4. The Board of County Commissioners, as funds are available, shall seek to encourage the placement and construction of bike paths in conjunction with the reconstruction or development of new roads or streets. Special emphasis shall be given to the construction of bike paths between major employment-shopping centers, recreational and educational facilities.
5. The allocation of residential land uses, of greater densities shall be permitted in closer proximity to urban areas and rural service centers to reduce the extent of energy that must be expended for commuting between residence and place of employment and shopping.
6. Local utilities and industries shall be encouraged to further explore the viability of utilizing wood waste for co-generation of electric power within the County, and the study of low-head hydro-electric generating techniques shall be encouraged.
7. The Board of County Commissioners will encourage the use of all tax programs for winterization and home insulation.

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NO. 11 UPDATING THE PLAN

Findings:

1. The Board of County Commissioners has been delegated by the Legislature of the State of Oregon the responsibility for the development of a comprehensive plan.
2. The Statewide Planning Goals require comprehensive plans to be maintained and updated to reflect changing conditions in the County.

3. The Oregon Revised Statutes require compliance with the adopted comprehensive plan of all county departments, special districts and state agencies.
4. Since 1970, there has been a 56.7% increase in the population of Josephine County. (9)
5. Between 1970 and 1977, net migration has accounted for an estimated 92% of the population increase in Josephine county.
6. Josephine County has been the second fastest-growing County in Oregon, with development occurring mostly outside of incorporated areas.
7. In 1950, senior citizens accounted for 9.4% of the population; in 1960, 12.3%; in 1970, 15.5%; and in early 1977, 16.8% of the population was over the age of 65 years.
8. Sixty percent of all wages and salaries are derived from sources other than base industries.
9. Personal income in the County has risen dramatically since 1970 to a ranking of 16th out of 36 counties. It is, however, only 83% of the State average as a whole. (10)

Conclusion:

The comprehensive plan for Josephine County reflects the official goals and policies of the Board of County Commissioners. These goals and policies have been developed after years of intensive work by the citizens of Josephine County. Maintenance and strict adherence to this plan is critical not only to ensure compliance with law, but also to guarantee fulfillment of the objectives.

GOAL 11: THE COMPREHENSIVE PLAN SHALL BE ADHERED TO BY ALL AFFECTED GOVERNMENTAL AGENCIES AND SHALL BE UPDATED AND MAINTAINED TO ACCOMMODATE THE CHANGING CONDITIONS IN JOSEPHINE COUNTY

Policies:

1. The implementation section of this plan shall identify the responsibilities of various County commissions and departments, special districts and State agencies to accomplish the stated

goals and policies of this plan. The implementation section should be periodically reviewed and amended after appropriate hearings by the Board of County Commissioners to ensure that assigned responsibilities are being satisfied.

2. The Board of County Commissioners shall provide a process for reviewing and updating the comprehensive plan on a bi-annual basis.
3. The Board of County Commissioners shall provide for a long-ranged capital improvement programming system to integrate comprehensive planning with the annual budgetary process.