



CITY OF MEDFORD

## UGB Amendment Project

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# Phase 1: Internal Study Areas

File no. CP-13-032

Planning Commission hearing

23 January 2014

We're here to discuss the first phase of the UGB amendment project.

This phase considers what areas, if any, in the existing urban growth boundary are suitable for General Land Use Plan map changes, including intensification of density or type changes from industrial to commercial.

The second phase of the project will consider outside areas into which the city can expand its UGB.

# Hearing schedule—*tentative*

January 23	north ISAs
February 13	south ISAs
February 27	deliberation

[index](#)

The planning commission will be taking testimony tonight and on February 13 on this item. The idea is to close the hearing at the end of testimony on 2/13 and then begin deliberations at the 2/27 meeting. If necessary, the commission may extend the hearing to another meeting.

The task of the planning commission is to develop a recommendation to the City Council on which ISAs or which portions of the ISAs are suitable for a GLUP change.

Since the Council would like to consider both the intensification and the expansion proposal in one package, the PC's recommendation will lie dormant until the commission has considered an expansion proposal. It will likely not be until next fall or winter that a full recommendation on both the ISAs and expansion go to the Council.

## Periodic amendments of urban growth boundaries are required and guided by:

### Statewide Planning Goals

#### State statutes

ORS 197.295–303, etc.

#### State administrative rules

OAR 660-008, 660-009, 660-024, etc.

[index](#)

The reason this is being done is because the City is considering an urban growth boundary amendment. Cities in Oregon are required by state law to periodically assess and, if necessary, amend their UGB.

The overarching directive is to have a supply of land to meet an identified 20-year need.

## Steps taken in the last few years

Updates to the...

Population Element

Buildable Lands Inventory

Housing Element

Economic Element

[index](#)

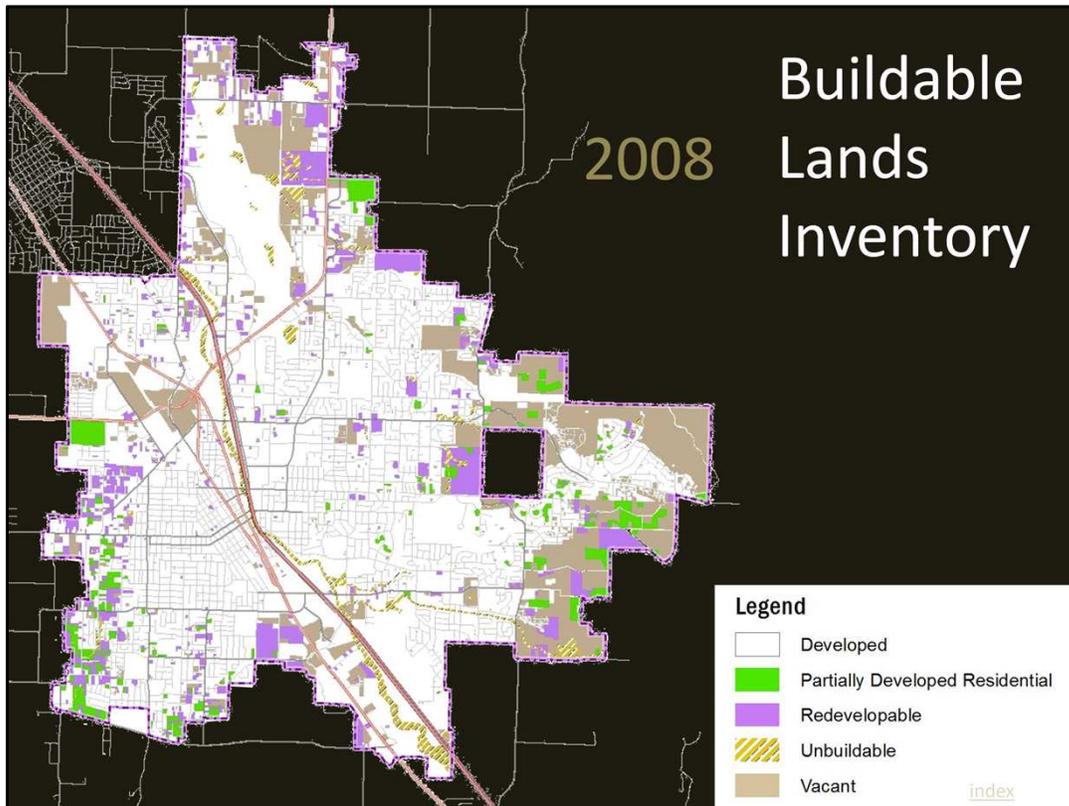
The city began a few years ago to amend various elements of the Medford comprehensive plan. These included the: [list on screen]



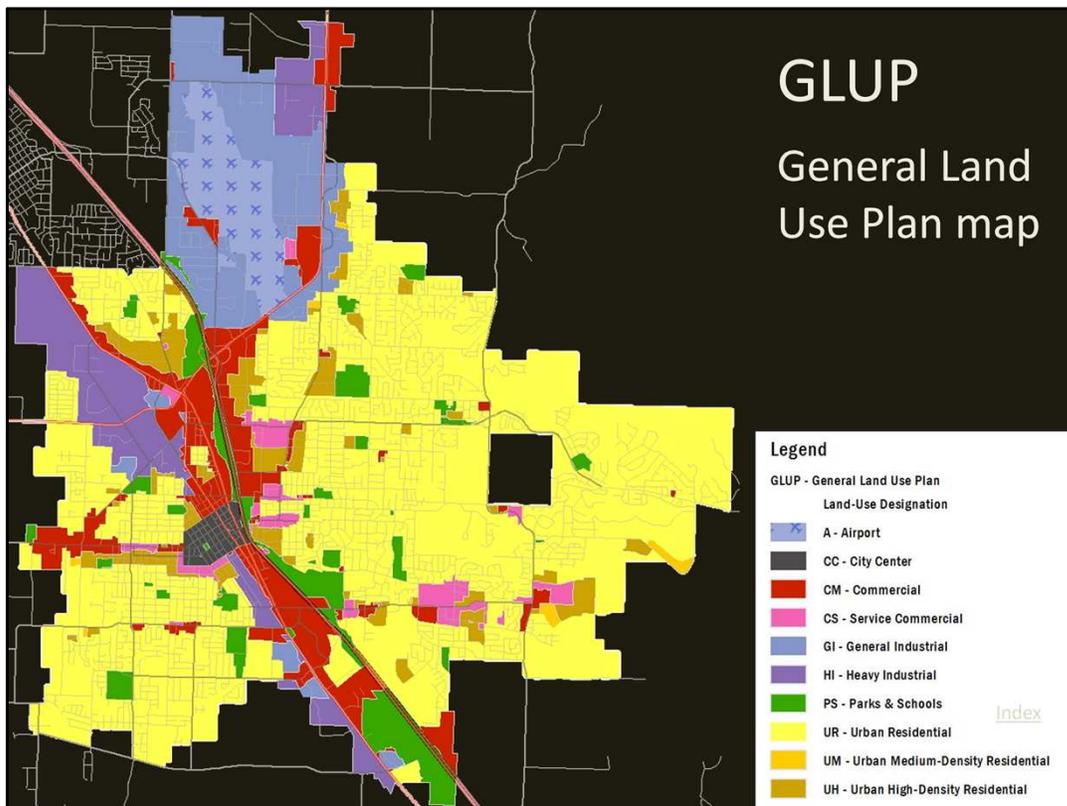
The city adopted a new population element in 2007 based on the allocation provided by Jackson County.

Although the forecast and the actual estimated population have been out of sync in the past few years, this is a straight-line forecast of a two-percent-per-annum population growth rate.

It's bound to be off in any given year—you could see a half-a-percent growth rate for a few years and then a four-percent rate in the next couple of years—but the long-term trend is an even-line prediction based on historic patterns.



The city then conducted a buildable lands inventory to determine what land is currently available to accommodate our projected need for housing and employment



Using the BLI, the city compared it to the existing land-use designations. This is the GLUP map; the acronym stands for “general land use plan.” The GLUP map is the basis for zoning in the city.

For example, the yellow areas are designated UR, low-density residential, and can be zoned anything from SFR-2 to SFR-10;

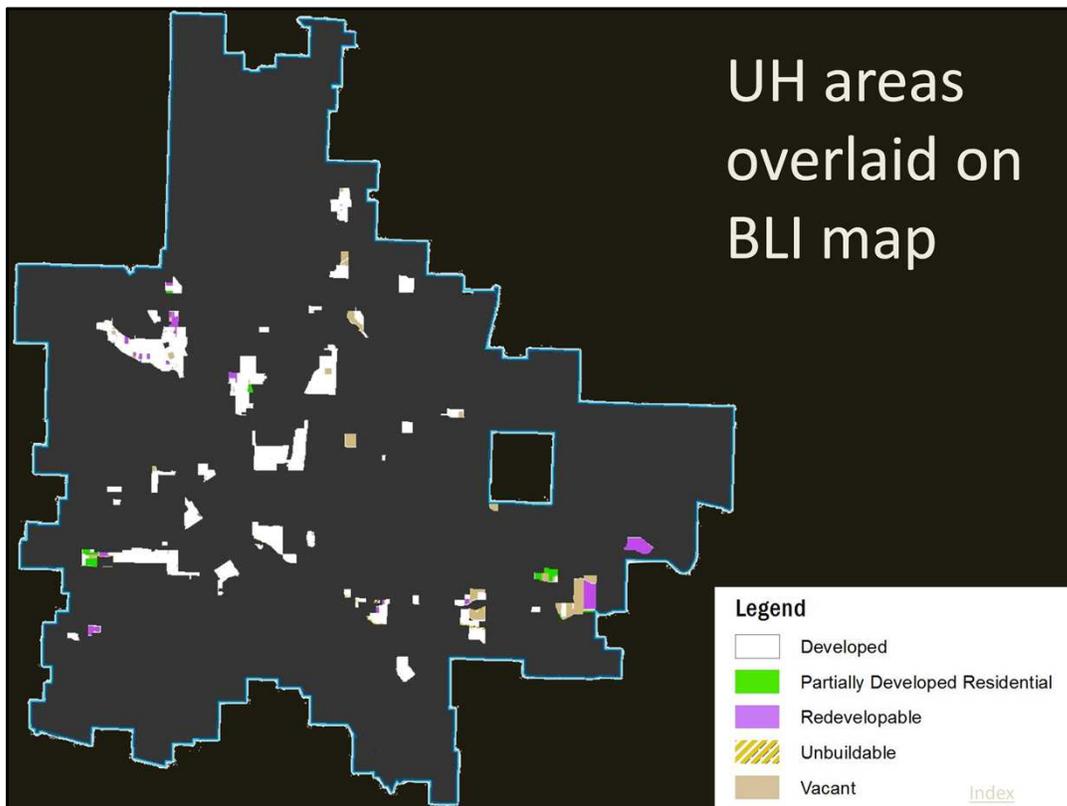
the red are CM, commercial, and can be zoned C-C, C-H, C-N, or C-R;

the pink are SC, Service Commercial, and can be zoned C-S/P;

and the blue and purple are industrial designations, corresponding to three different industrial zoning districts.

So it’s important to note that we are looking at GLUP amendments, not rezonings. For whatever land gets a new GLUP designation, it will be up to individual property owners to get their land rezoned. And zoning will only be allowed after a traffic impact analysis has been done and steps taken to mitigate potential impacts.

Again: using the buildable lands inventory, the city compared it to the existing land-use designations to determine how much was available in each category. Let’s take as an example the UH designation, which is high-density residential and appears as a medium brown on this map.



Now here we've isolated the UH areas and overlaid them on the BLI. Remember from the BLI that white means "already developed." As you can see, large portions of UH areas are developed out. The remaining tan, green, and purple areas you can see peeking through add up to about 145 acres of available land.

So this sort of comparison was made for all GLUP categories. I'm not going to go through them all; this was just done to illustrate one of the comparisons.

After subtracting the developable acres in each plan designation and comparing it to the projected need, the following figures were obtained...

## Land Need—Residential *in gross acres*

Type	Housing acres	Other acres	Total	%
UR	465	358	823	84%
UM	39	30	69	7%
UH	49	38	87	9%
Group	--	--	16	--
Total	553	426	996	--

“Other acres” are for public and semi-public uses typically found in residential areas

[Index](#)

The Housing Element calculated the need housing land need based on population, subtracted the land still available for development in the UGB, and derived these deficit amounts.

The land need for residential contains acres needed for housing and “other acres” needed for public and semi-public uses, such as parks and other municipal land, schools, churches, and fraternal organizations. Together, the deficit in land for housing and for related uses total nearly 1000 acres.

Note that these figures derive from a planned ratio of 65% low-density to 35% high-density housing. But considering the slightly greater density requirement in the Regional Plan, that ratio will probably be moved a little before the end of the UGB amendment process.

## Land Need—Employment *in gross acres*

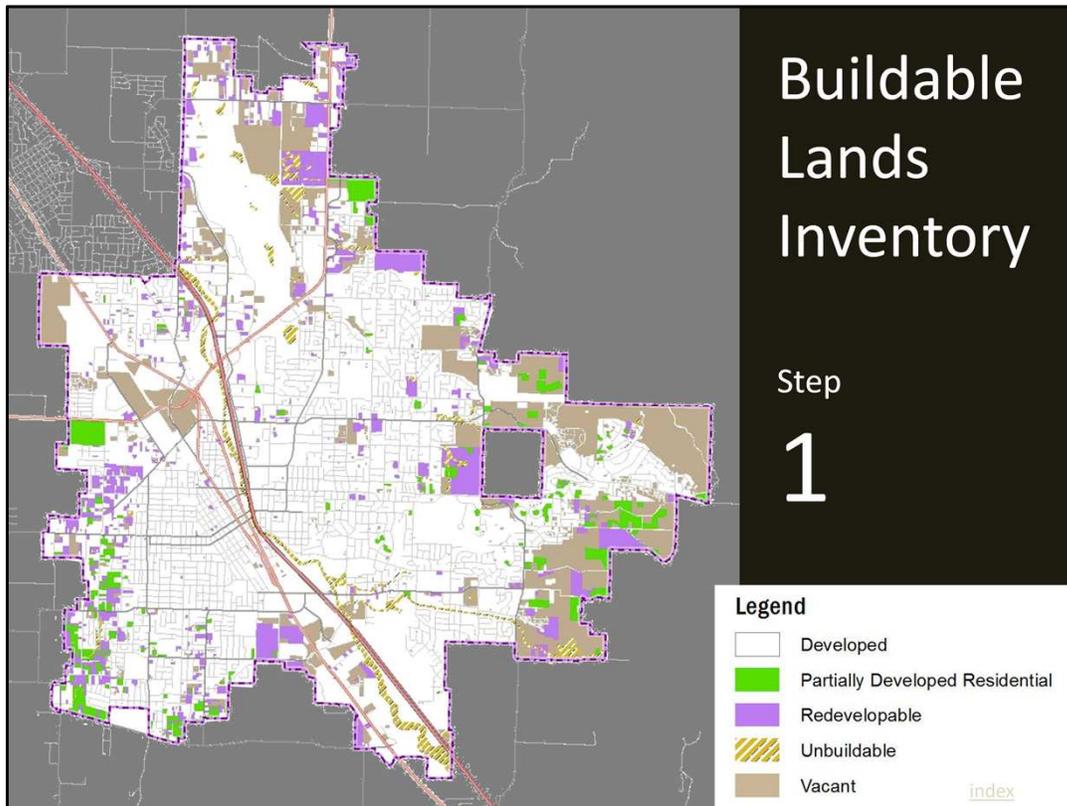
Type	Need
Industrial	<i>surplus (213)</i>
Commercial	278
Service Commercial	290
Other	354
Total	708

[Index](#)

The Economic Element determined the city's deficit in employment land in a similar fashion. The deficit is a little over 700 acres.

The category "other" includes overnight lodging and special uses, such as office park/campus-type development.

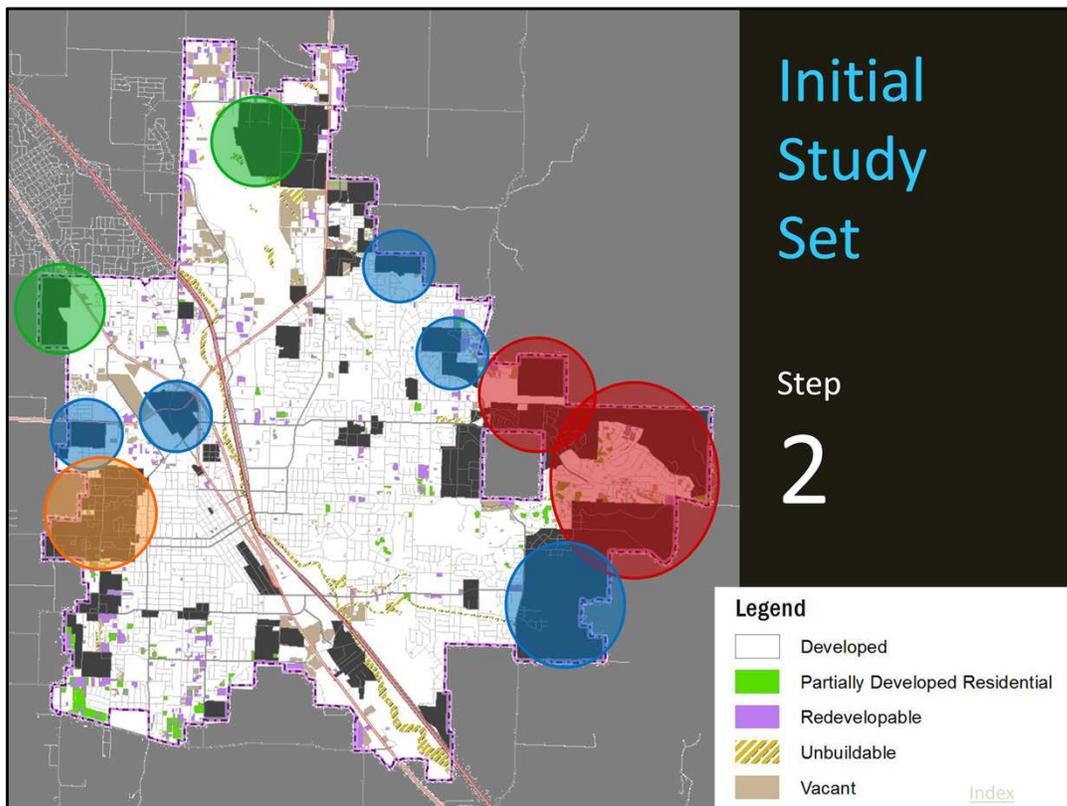
Note also that we have a surplus of industrial land, which is why we analyzed some industrial land to be changed to commercial



With all these facts in hand, the city embarked on a UGB amendment process. The city is considering ways to accommodate some of the growth inside the existing boundary because:

1. It's strongly recommended in state law,
2. The city wants to meet a density obligation under the Regional Problem Solving Plan,
3. It's fiscally responsible to utilize existing infrastructure whenever possible,
4. It's environmentally responsible to look at land that is already committed to development.
5. And it is especially important for higher-density housing to be closer in to benefits from reduced distances to transit, goods, and services.

Staff and the planning commission developed the ISAs more than three years ago. We began with the buildable lands inventory.



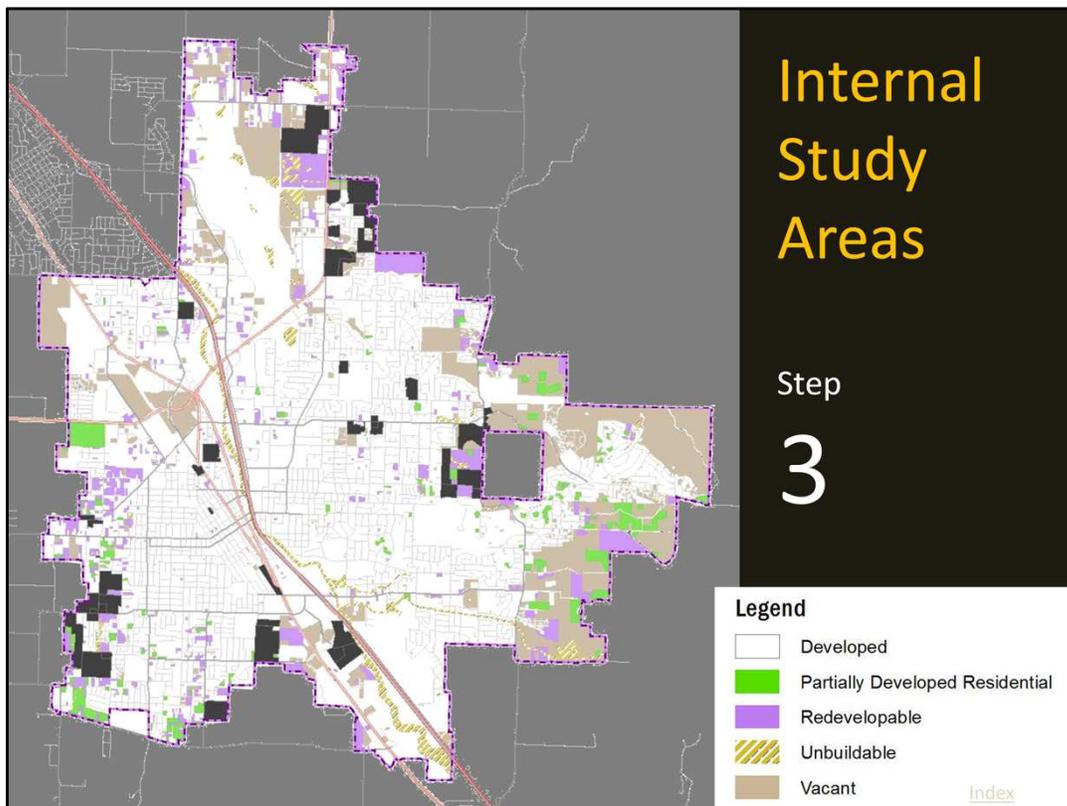
Using large blocks where most of the land was designated vacant, partially developed, and redevelopable, we drew lines around them to identify study areas. The first step was to eliminate a number of areas for various reasons:

Excessive slope

Areas for which there were already approved master plans or development approval

Areas of industrial designation that did not seem suitably located for other uses

And the West Main TOD, which was added only for technical analysis purposes, was later removed because the future of that plan is currently uncertain



That left over 800 acres that were then subjected to transportation and other facility analyses. Staff assumed that the results would clearly show which areas were poorly suited for change and we could remove them from further consideration.

Unfortunately, none of the ISAs proved to be ill suited from a technical point of view, although there were some that would require system upgrades, and there is the matter of the water pressure zone issue on Coker Butte in ISA 211, which is noted in the ISA Guidebook, along with a suggestion to remove area above the pressure zone line from consideration

## Summary of analyzed land types in ISAs

type	acres	percent	goal
CM	250	31%	708
UR	1	0%	
UM	381	47%	69
UH	179	22%	87

[index](#)

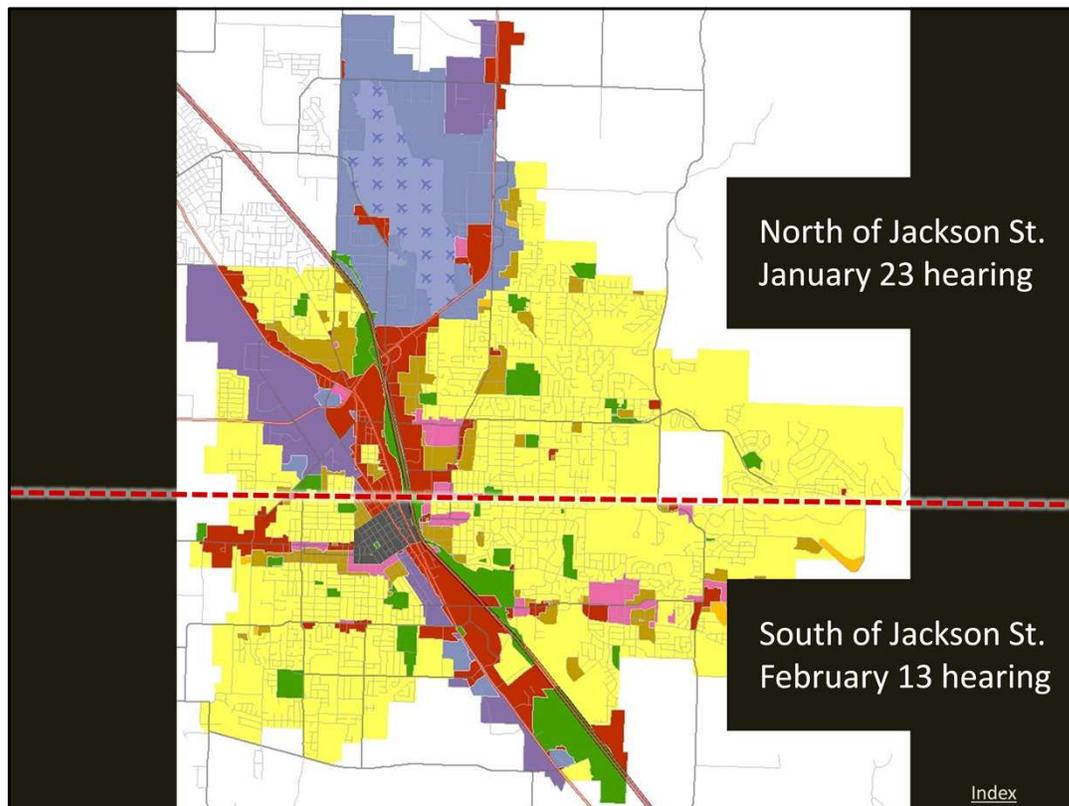
For the ISAs we analyzed more than 800 acres for facility adequacy and applied other qualitative measures to the residential ISAs.

Now remember our targets from the Economic and Housing Elements: we're looking for 700 acres altogether in employment land, so if all the CM areas are found to be acceptable, that will help satisfy a good portion of the need. In the UM designation the target is roughly a fifth of the amount analyzed; for UH designation the target is half of the amount analyzed.

We may not reach those figures, but that's what this process is supposed to determine.

Let me stress this point: the city is not advocating for all 800-plus acres to be changed, only to the amount that's needed and in the appropriate locations, which is what the hearing process will help determine.

At the conclusion of the hearings, staff will help the commission prepare a recommendation to the council, using the testimony, the facilities analyses, and the qualitative analysis as guides.

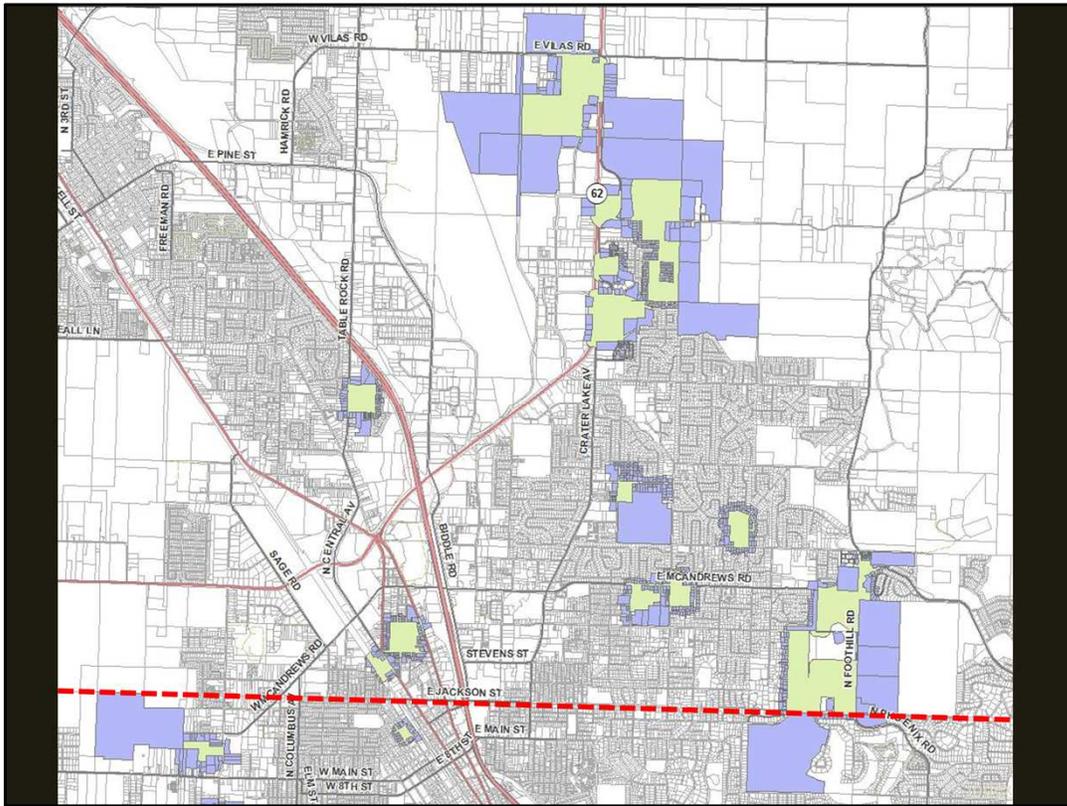


The purpose of tonight's meeting is to take testimony regarding the ISAs.

In the interest of trying to have a more cohesive focus during each night of testimony, the mailed notice encouraged people with an ISA interest north of Jackson Street to come to tonight's meeting, and for those south of Jackson Street to come to the February 13 meeting. Naturally, if someone wishes to speak tonight on south areas—or on the 13th about north areas—they will not be barred from speaking.

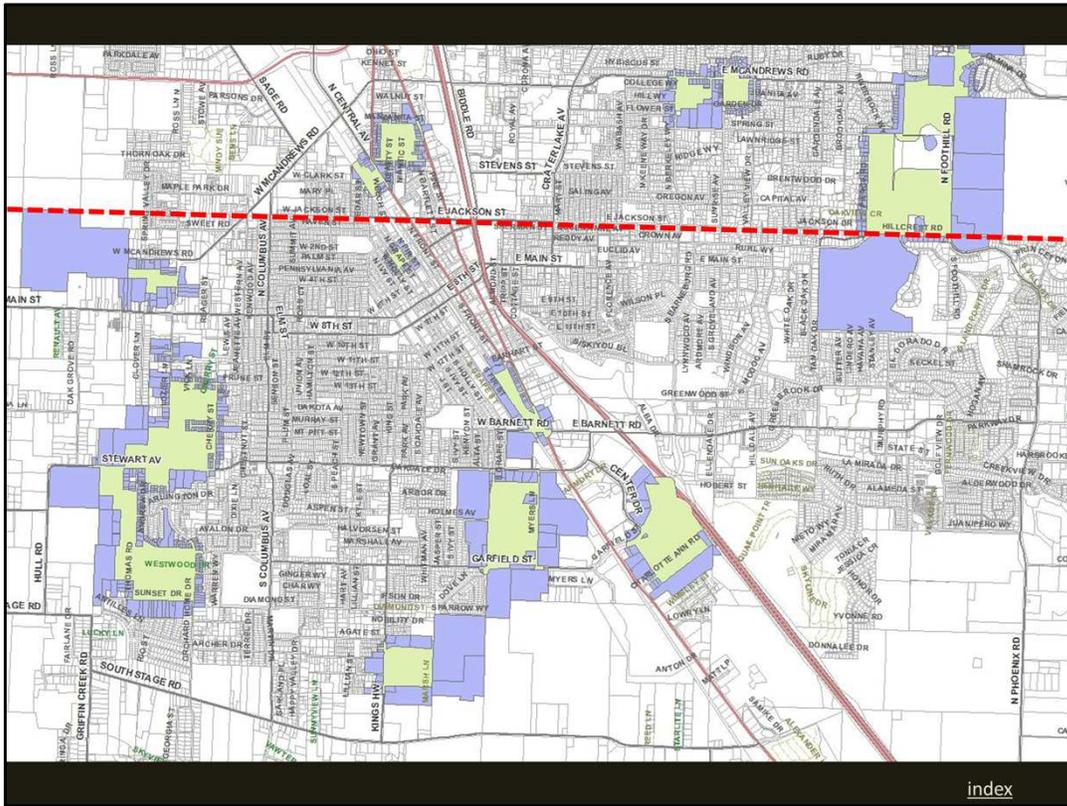
Following those two hearings, unless there's a need to continue to hold them, staff will prepare a summation of the findings, the testimony, and the qualitative analysis, and present a recommendation based on these to the commission at the third meeting, tentatively scheduled for February 27.

Staff's findings are in the staff report, which I can go over in my summation at the third meeting. But in a nutshell, staff found that the *concept* of intensifying and changing designations complies with several goals, policies, and implementation measures in the comprehensive plan; that the transportation system plan and facilities plans will have to be updated to address whatever combination of intensification and boundary expansion are ultimately approved; that there is a land need based on population forecasts, a BLI, and new housing and economic elements; that locating higher densities and mixtures of land-uses types in close proximity is both conducive to reducing car trips and more efficient use of currently urbanizable land; that the environmental, energy, economic, and social consequences are largely positive, but also dependent on where and to what extent these areas are reduced or reconfigured to fit the target needs; and that the proposal, as a concept, largely complies with the statewide planning goals.



I want to point out also that a comprehensive plan map amendment does not require notification of anyone but affected property owners. However, as we did with the open houses on this topic a couple of years ago, we sent notice to land owners within 200 feet of the ISAs.

These are the areas north of Jackson Street. The green shapes are the ISAs and the blue shapes are the lots that are within 200 feet of them.



And here's the notification map for the areas south of Jackson Street.

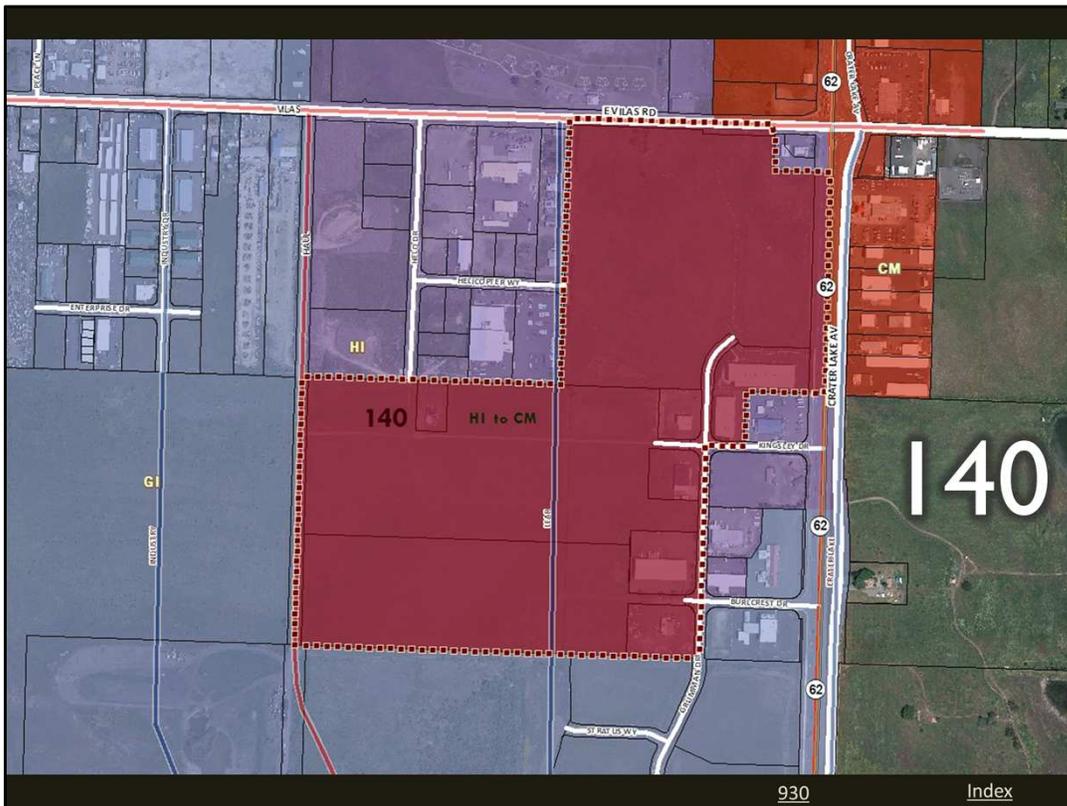




For each of the areas I have available aerial photos...

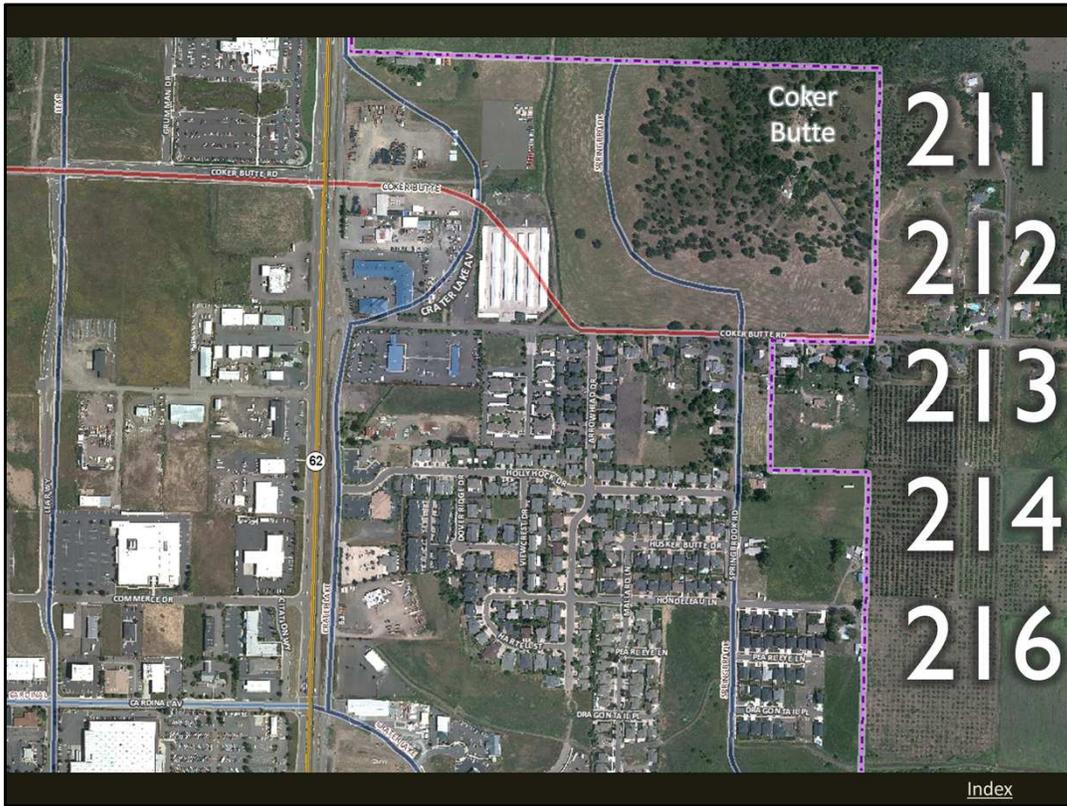


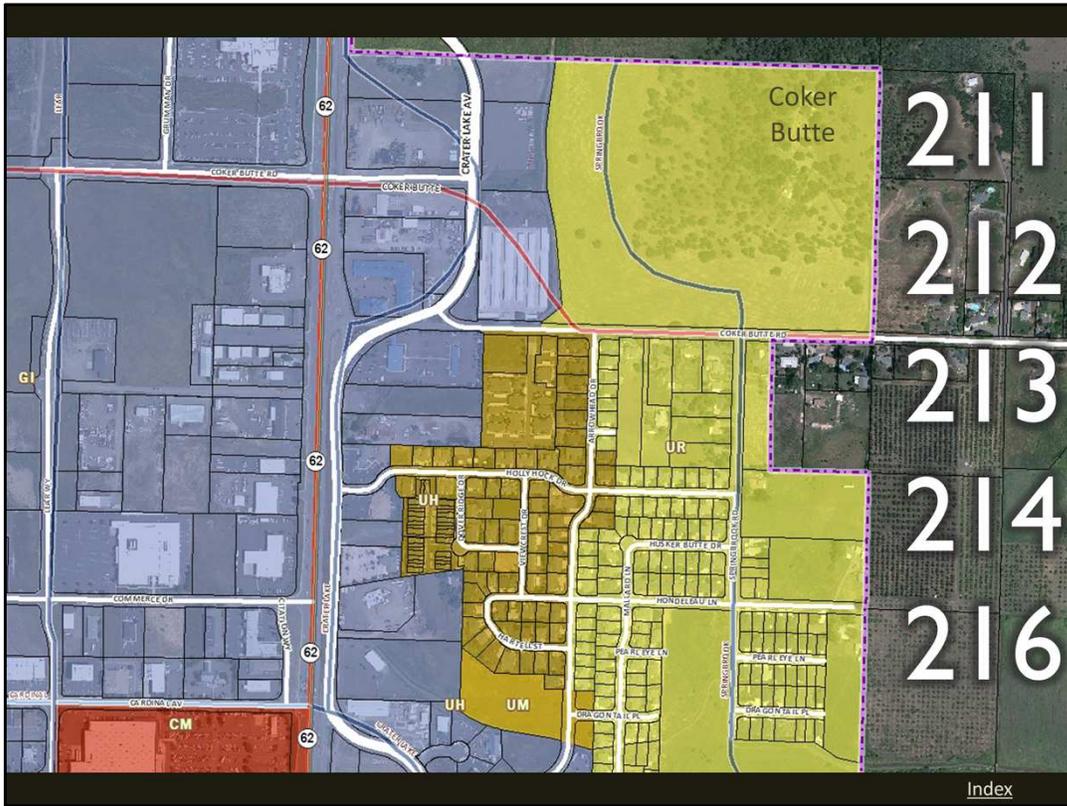
...the current GLUP in the area...

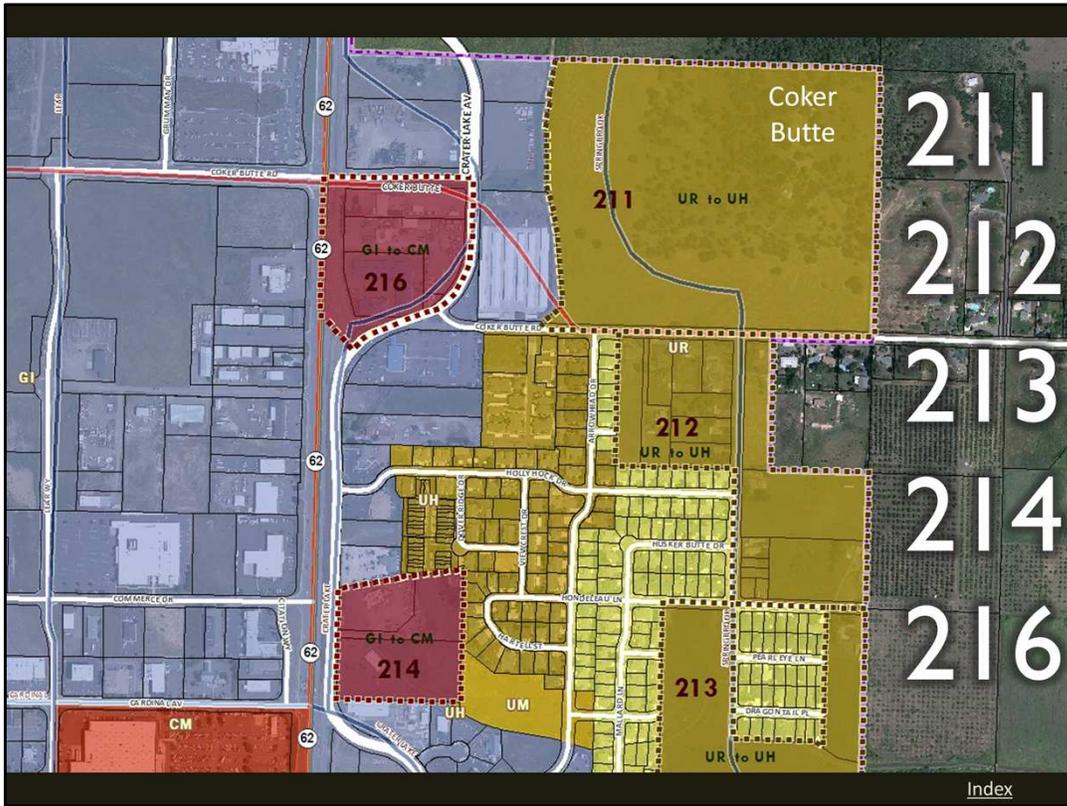


...and what was analyzed. I'll be available to navigate to any of these as people come up to testify.

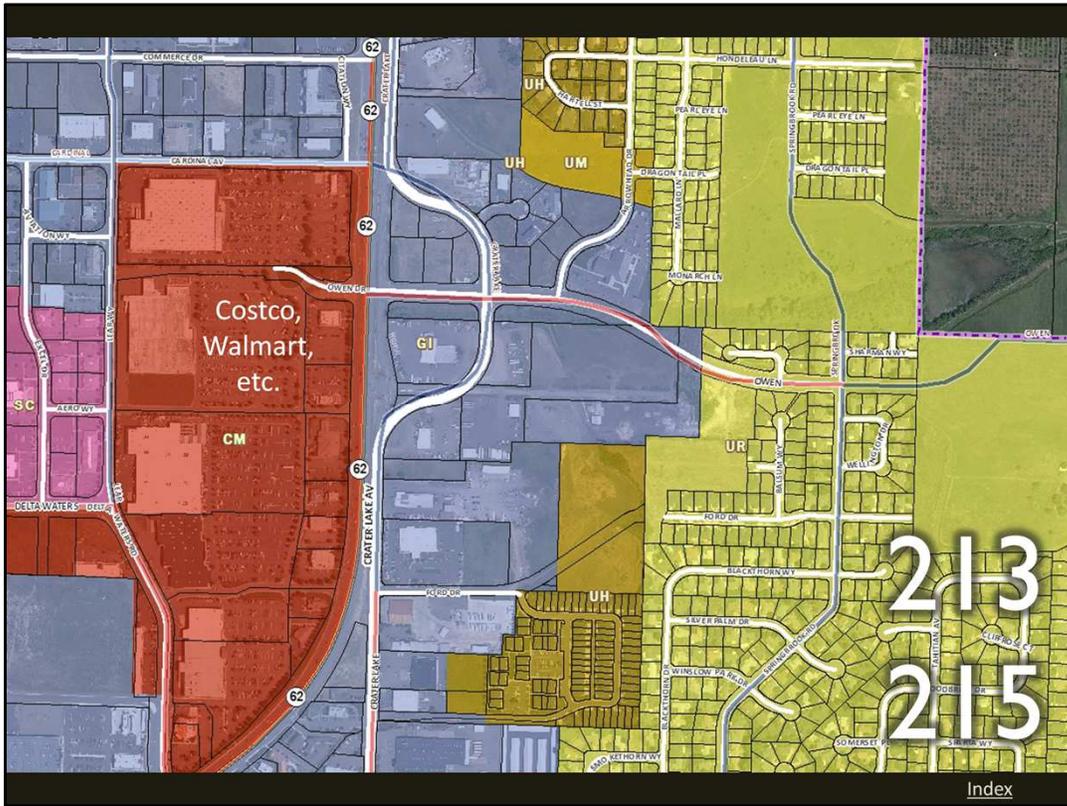
Let me also touch on ISA 930 before I finish [go to 930]



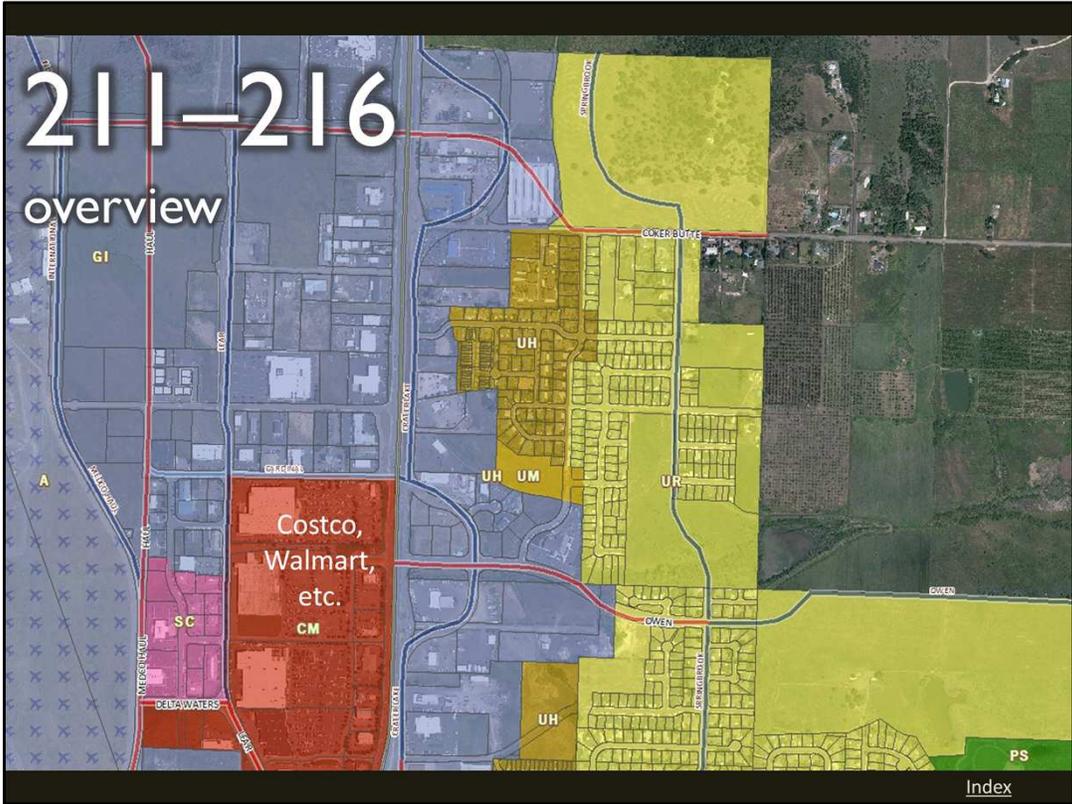








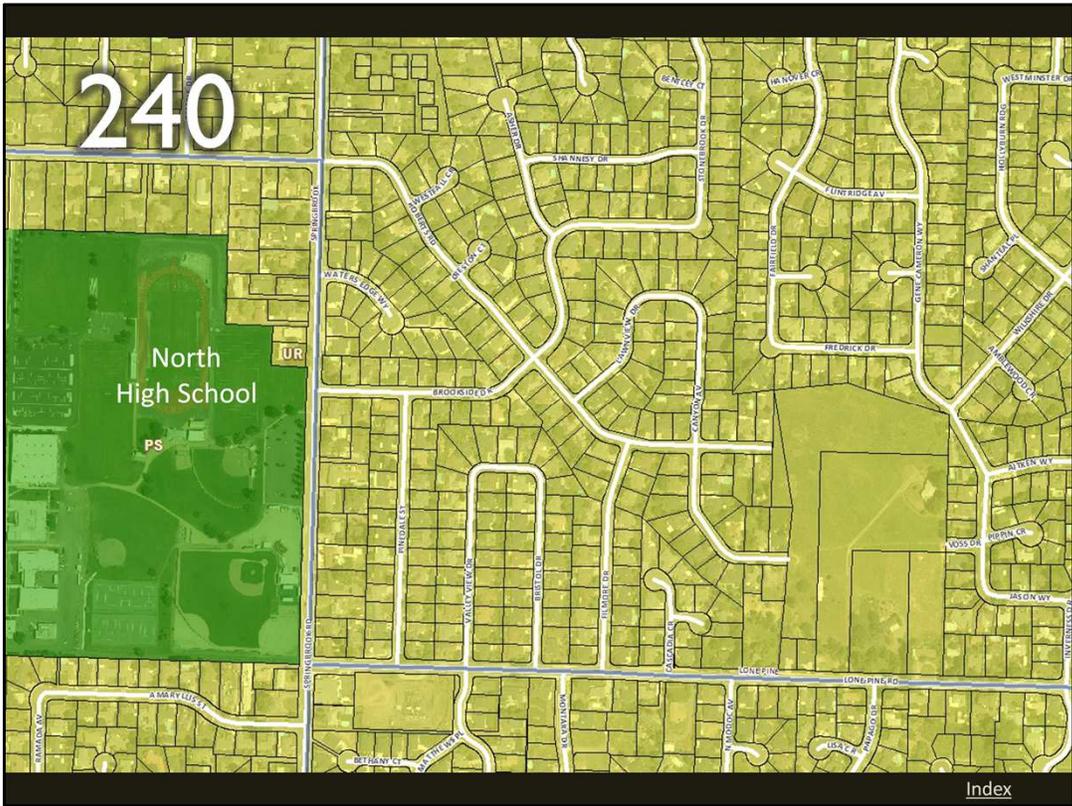






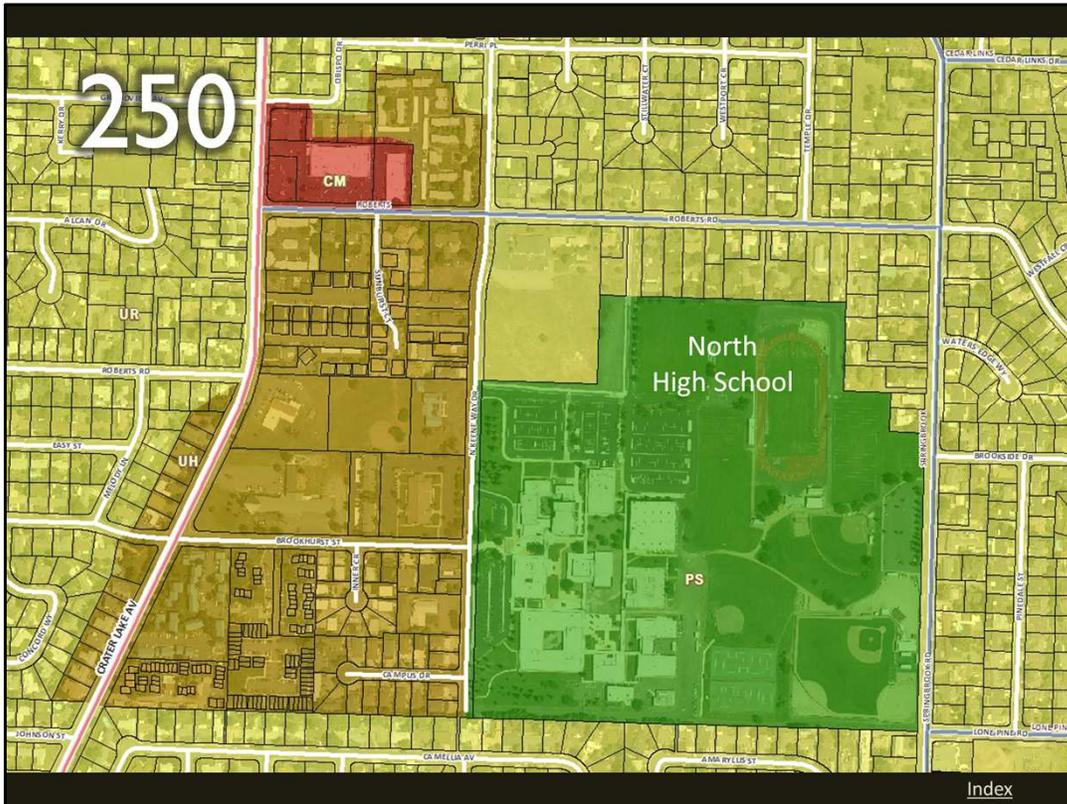


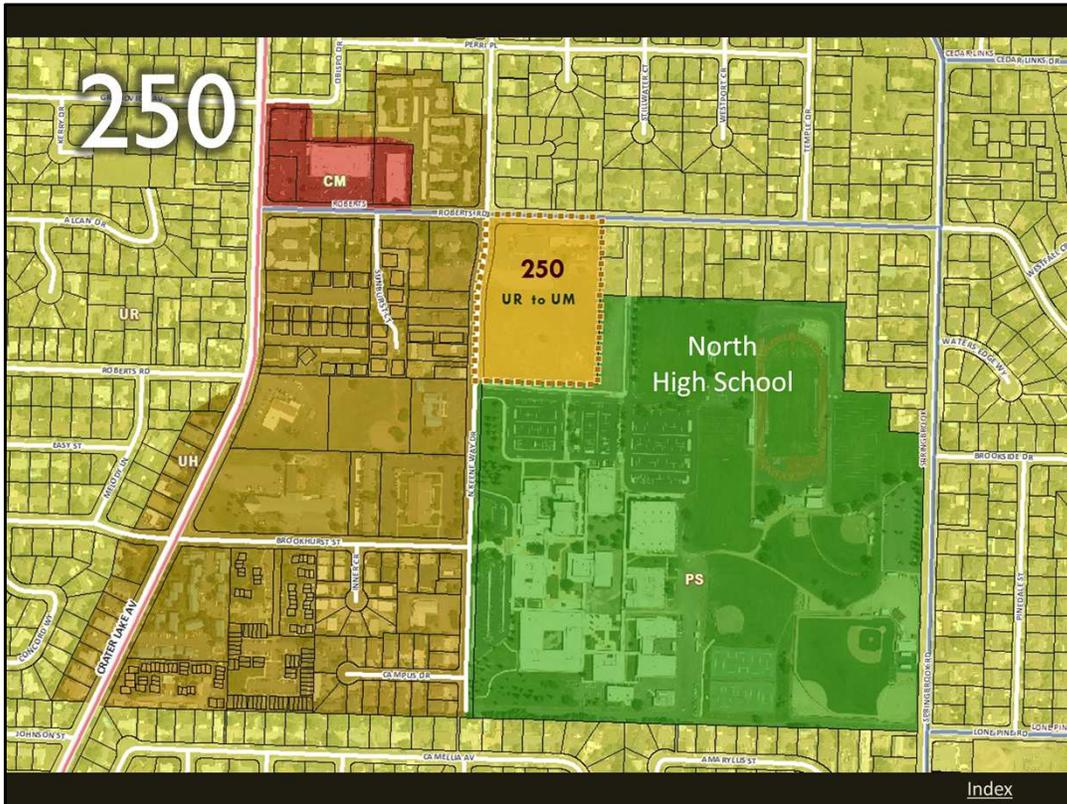
Index



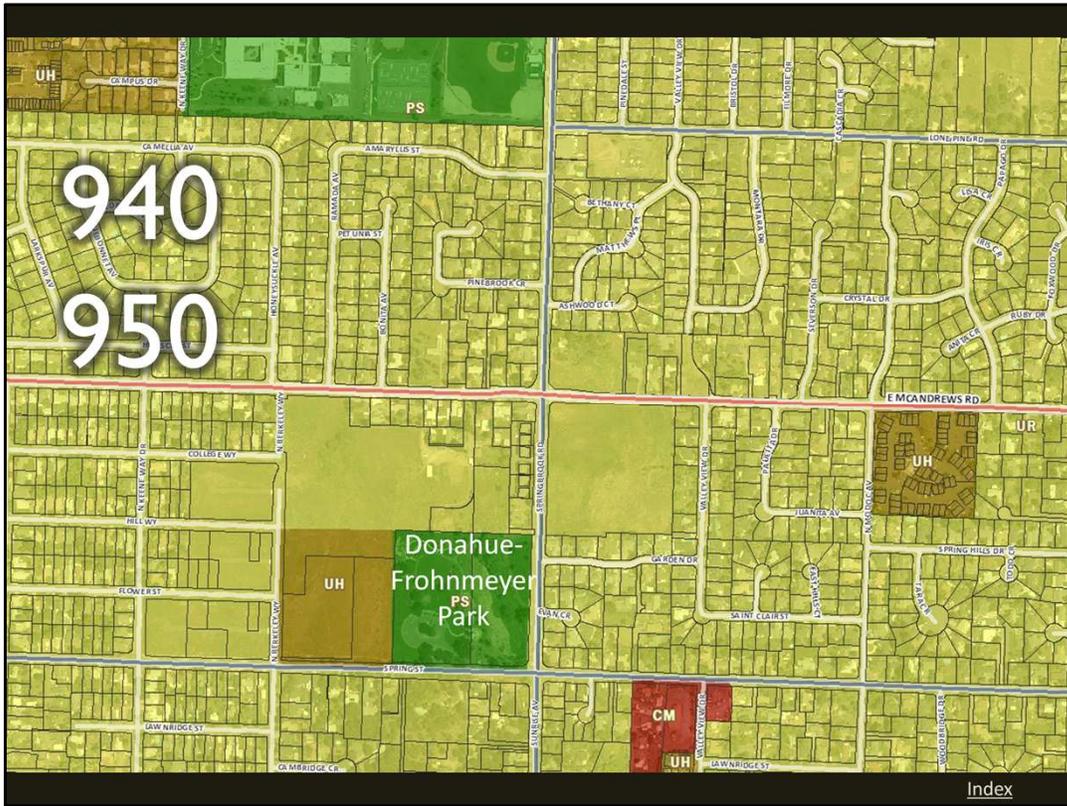


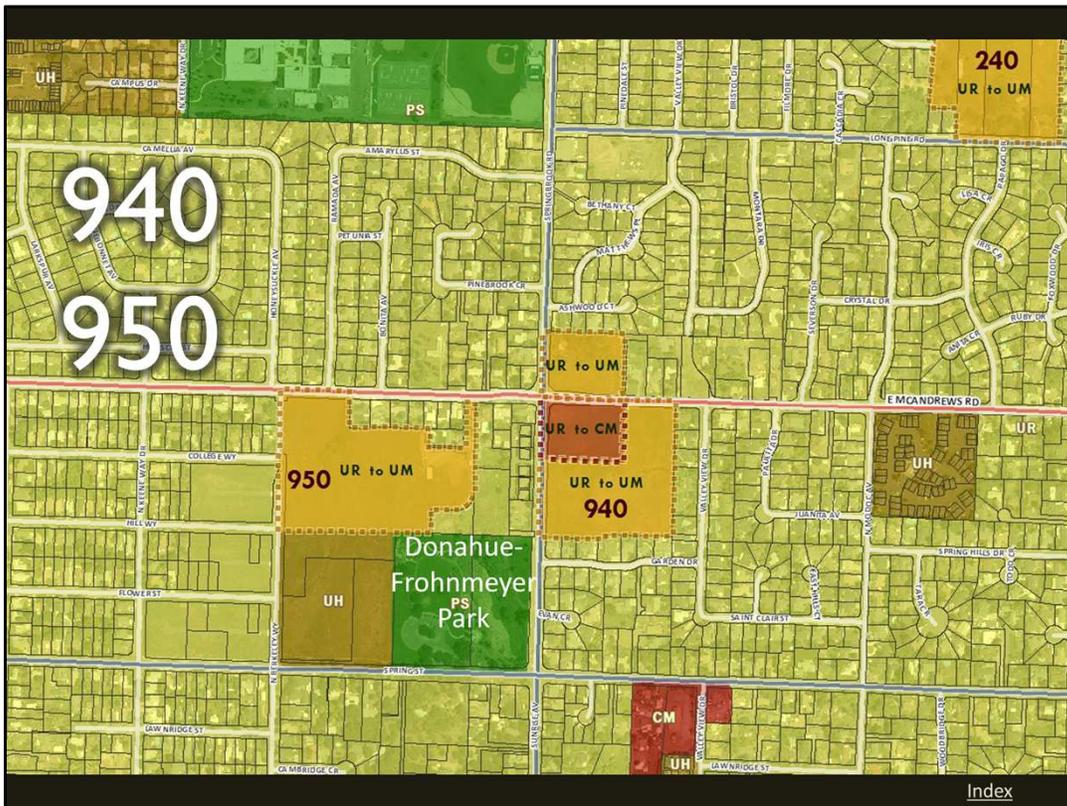


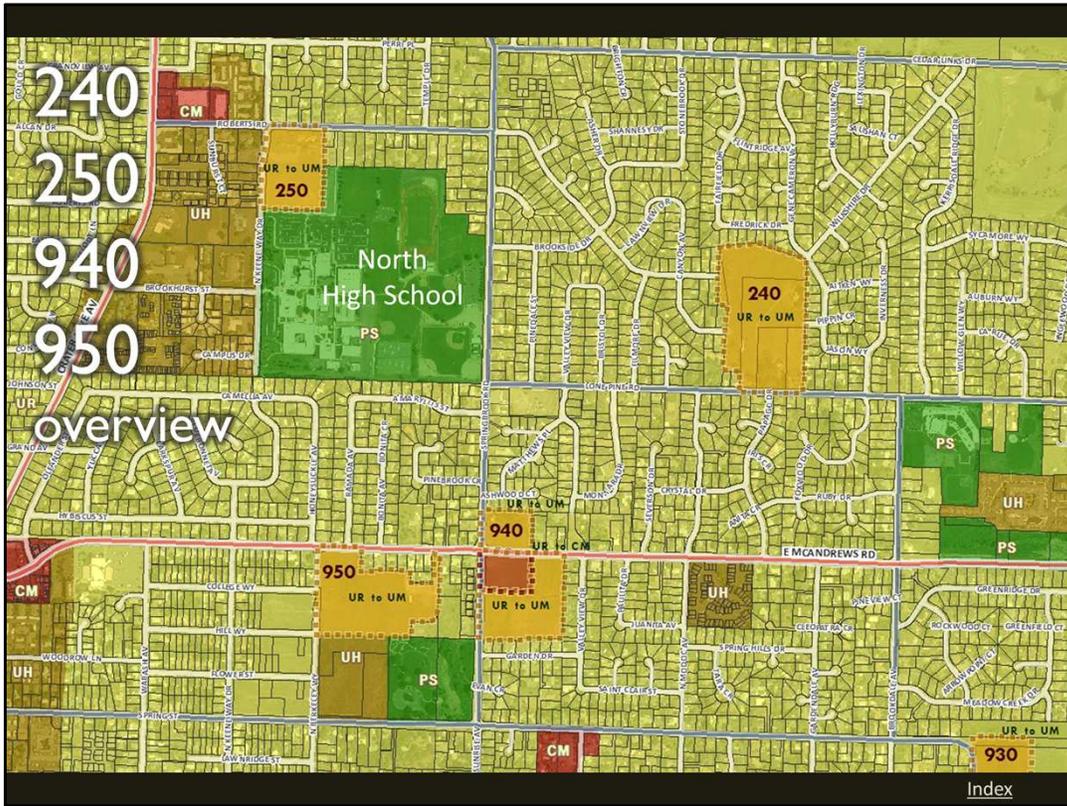








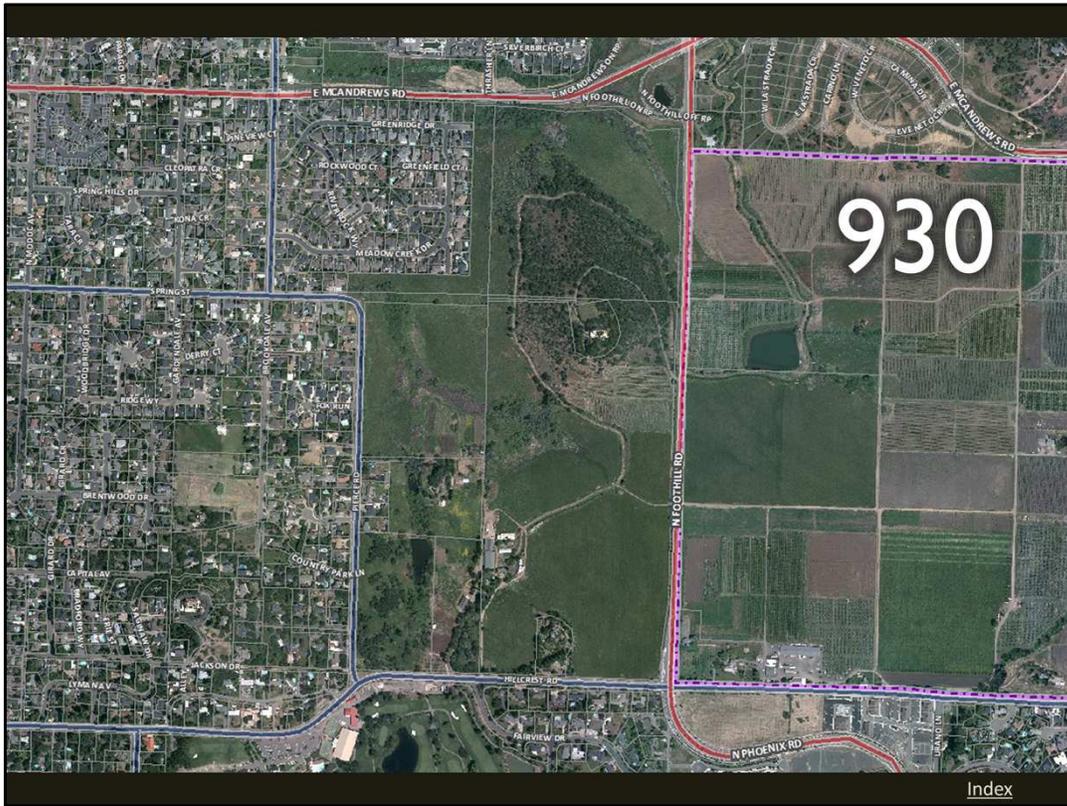








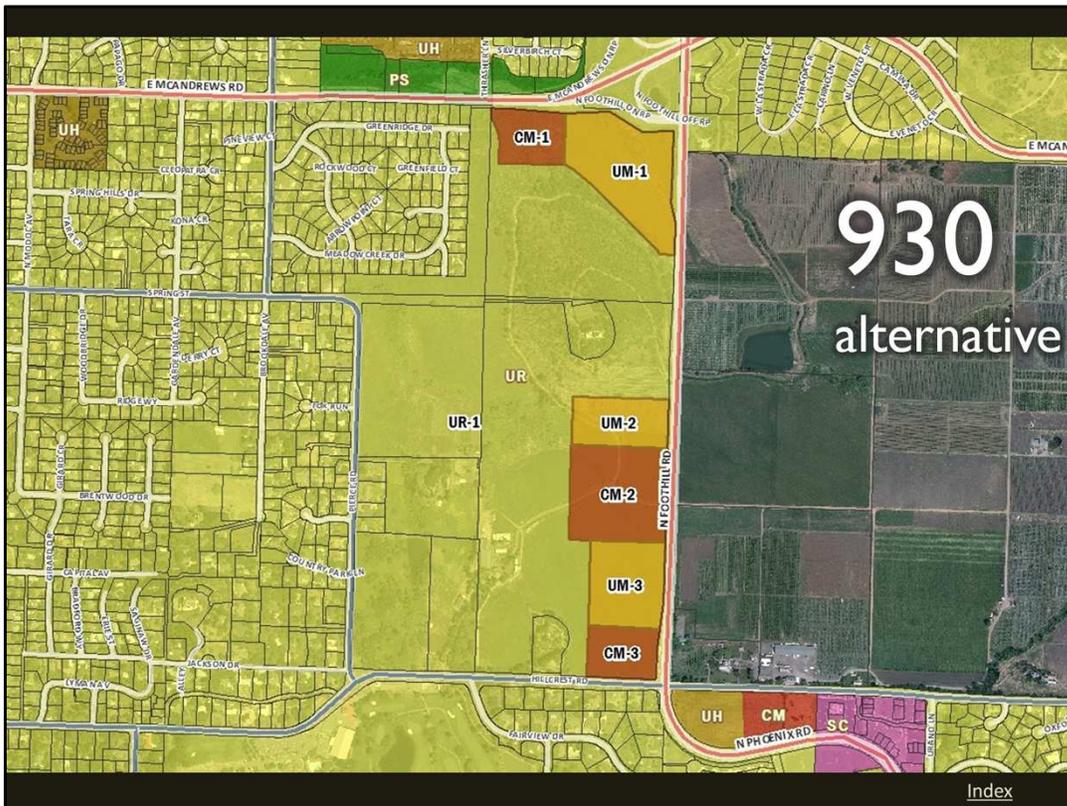




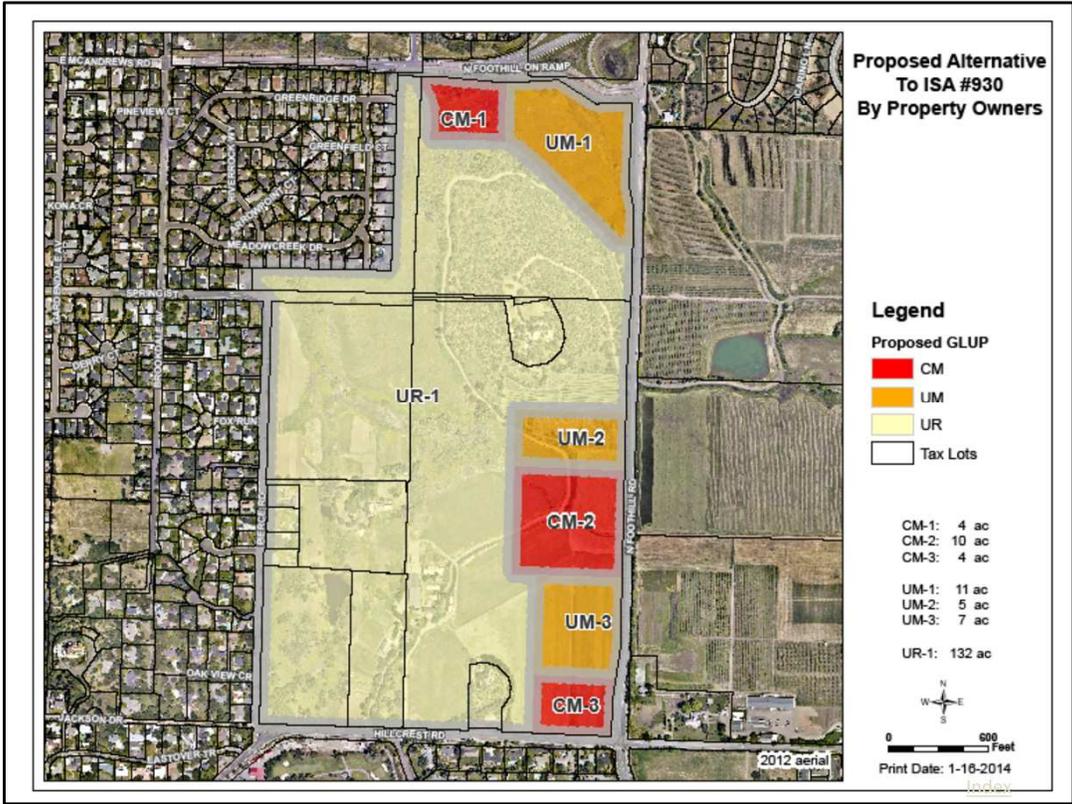


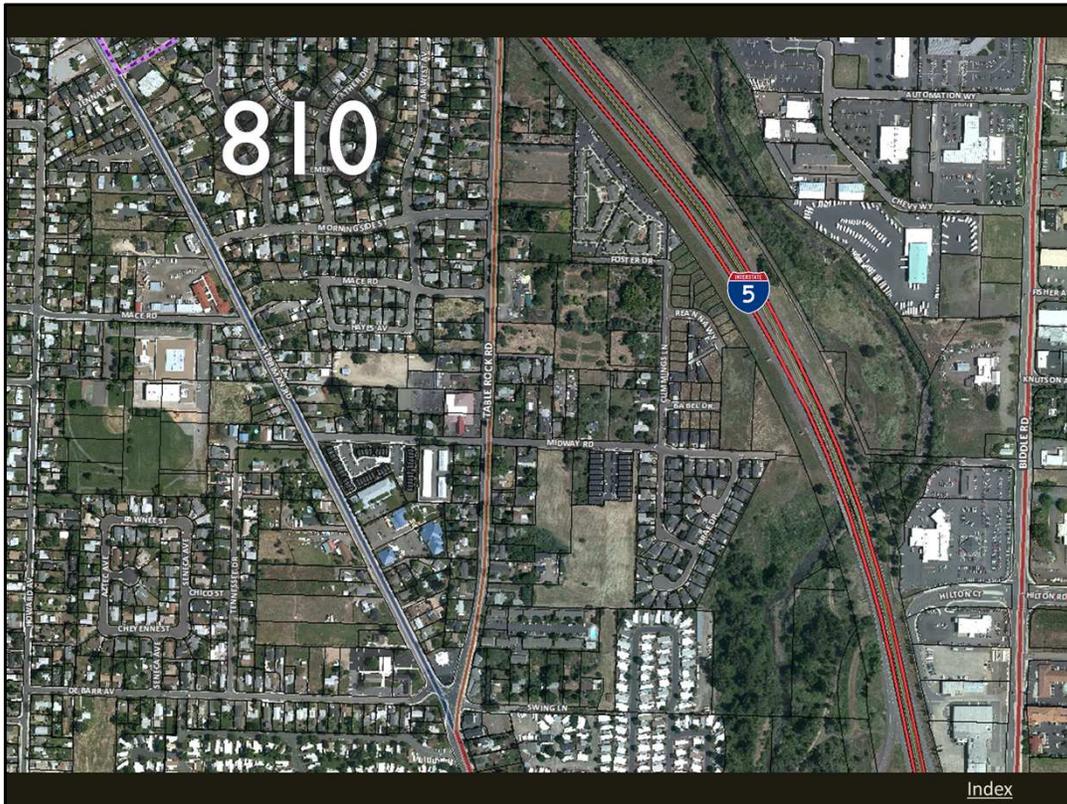


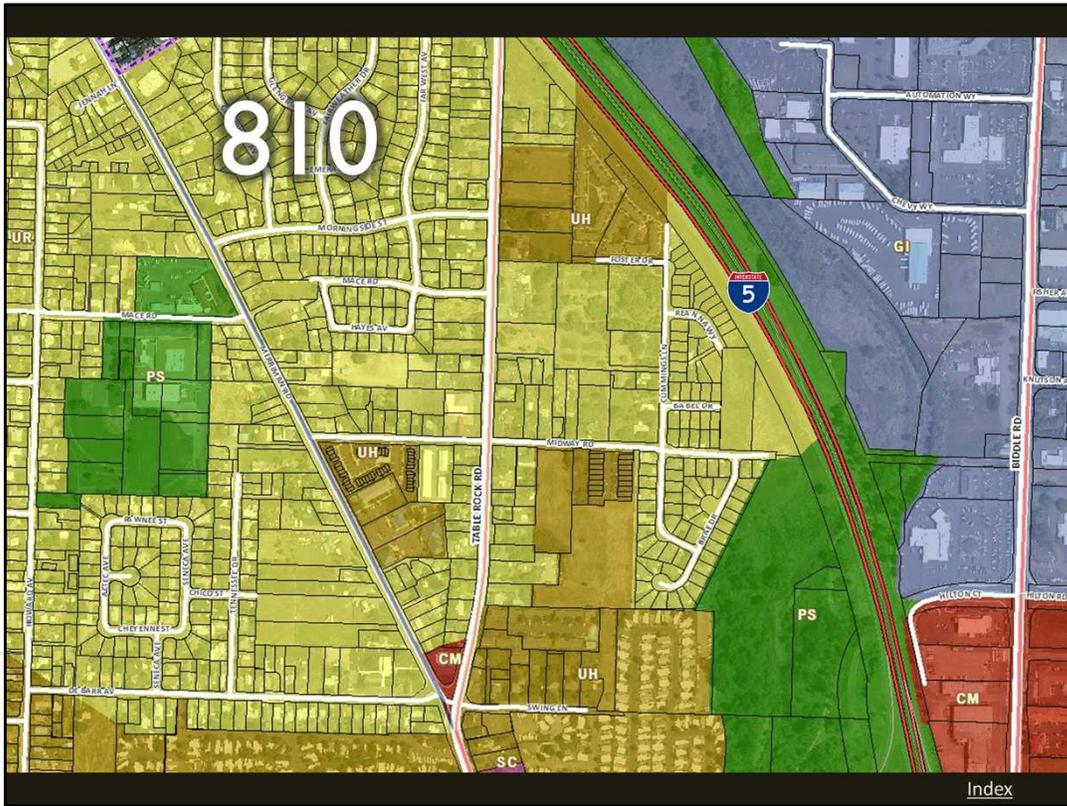
This is the Carpenter property, also known as Dunbar Farms.

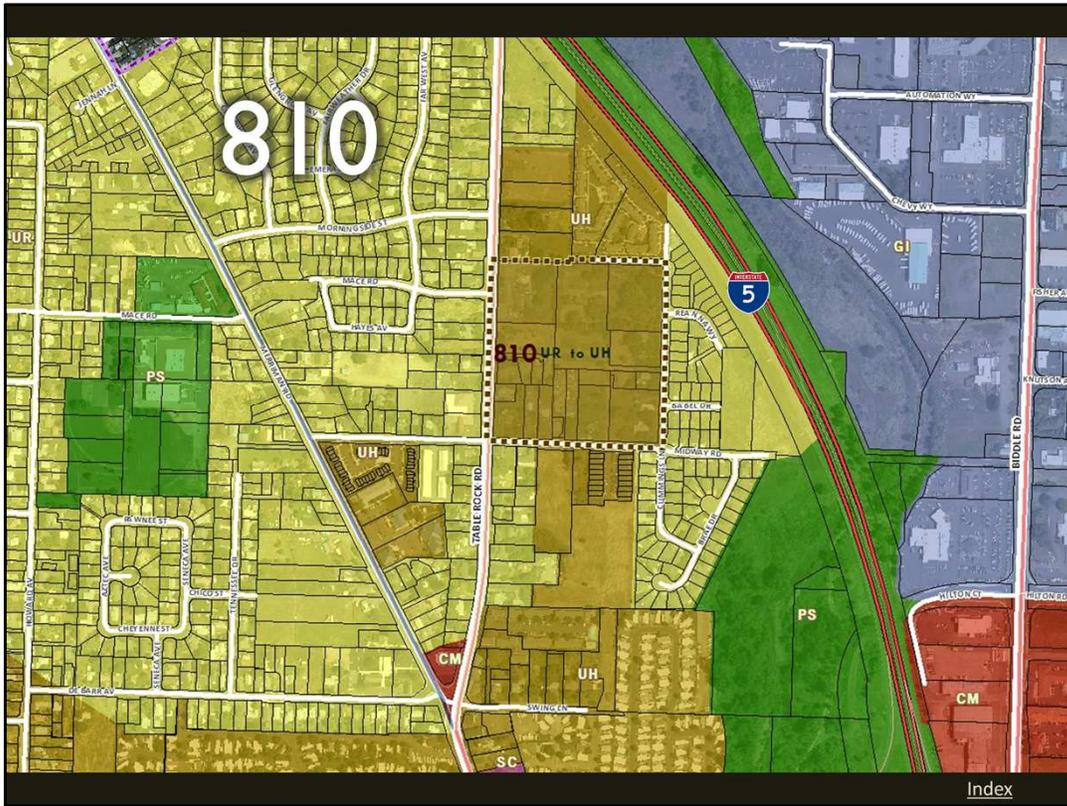


This is the reconfiguration and reduction proposed by the Carpenter family. Staff supports this proposal and appreciates the family's initiative in approaching the city with an alternative.









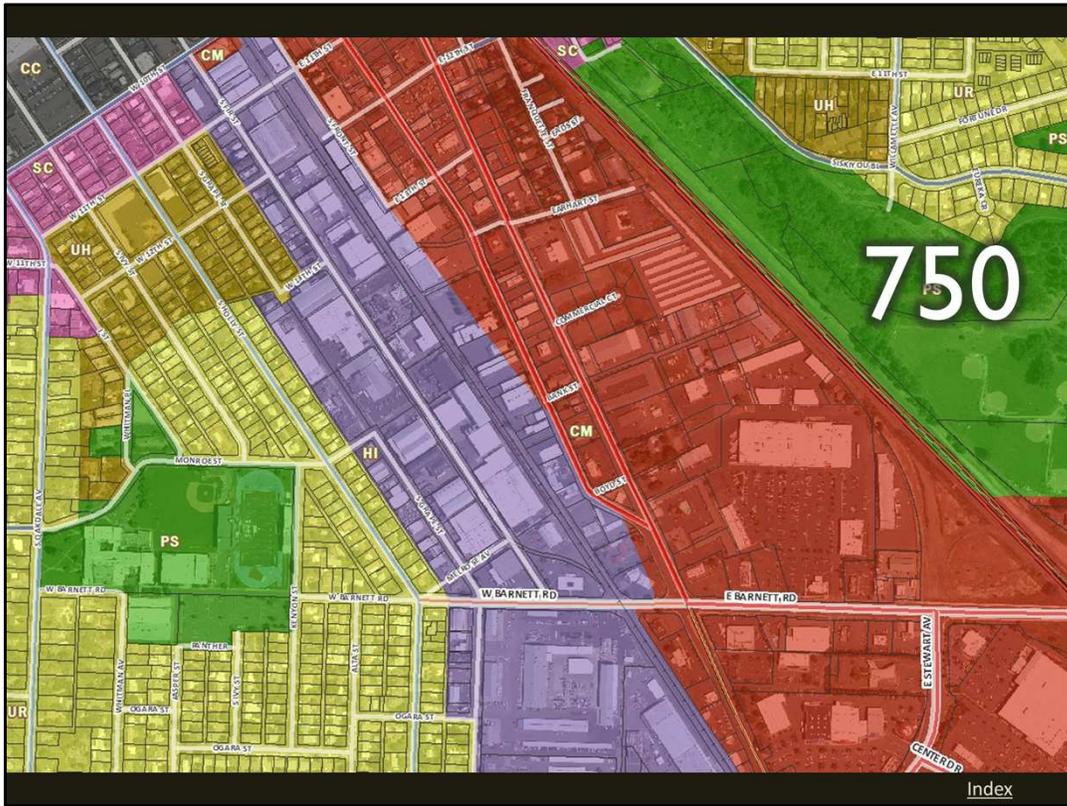
Index

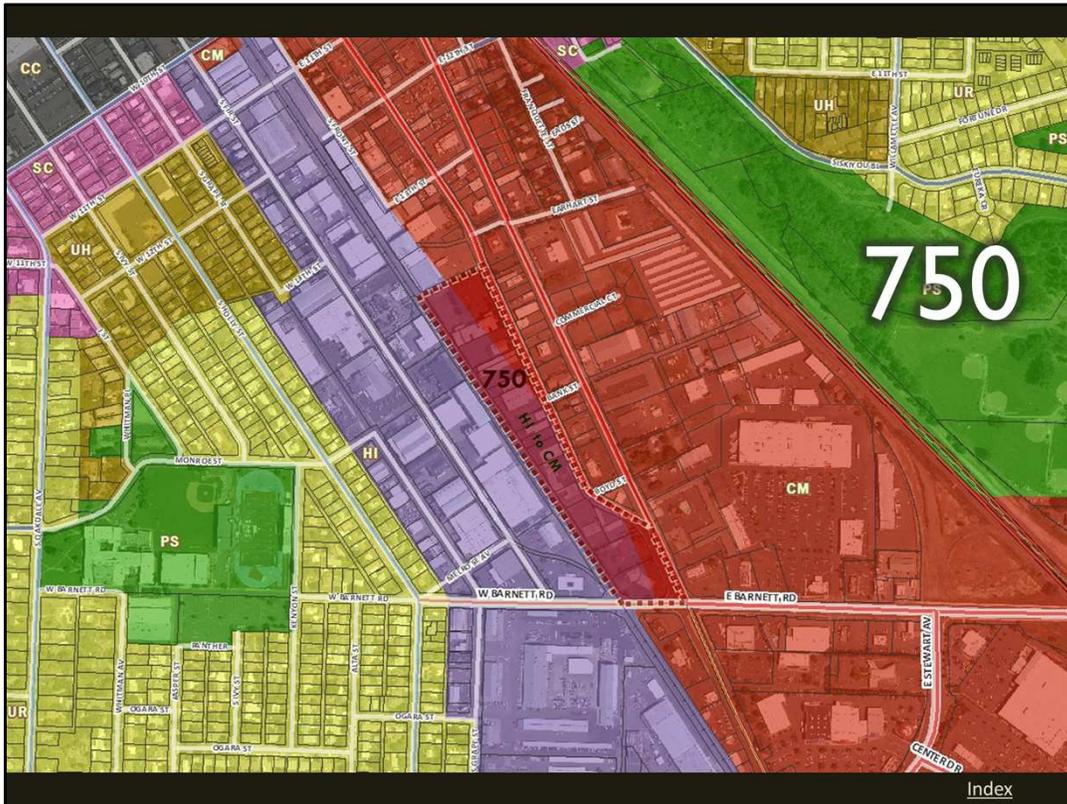




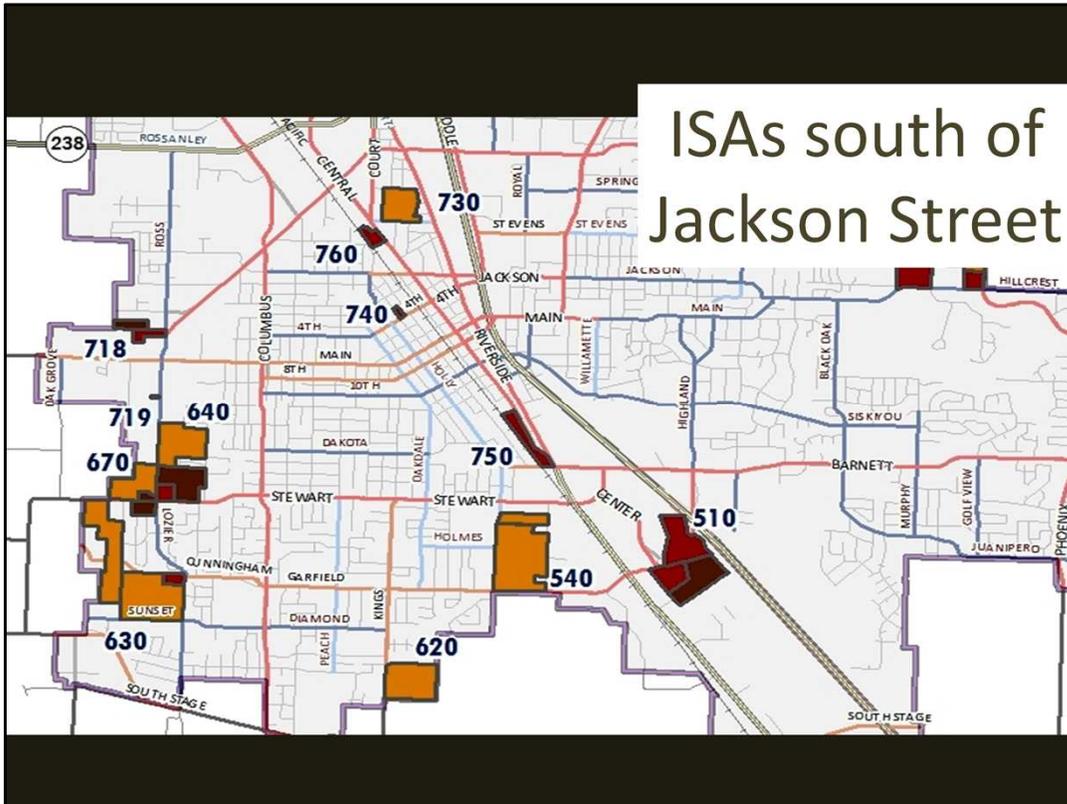


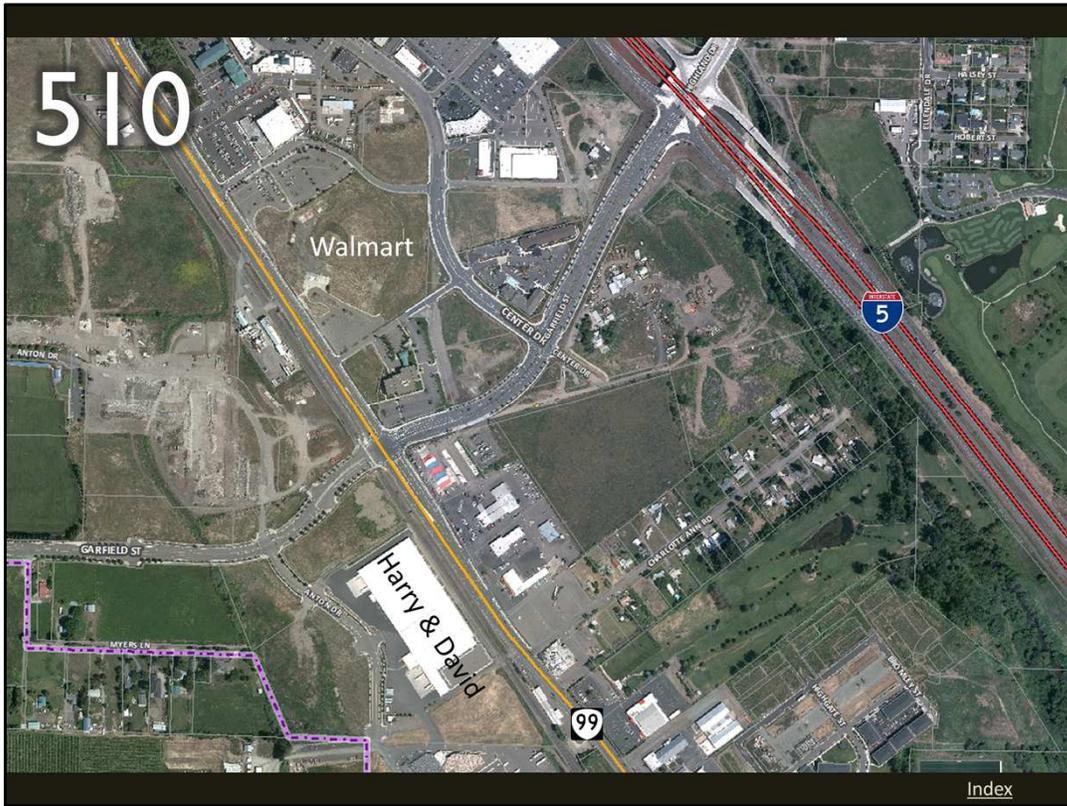






# ISAs south of Jackson Street











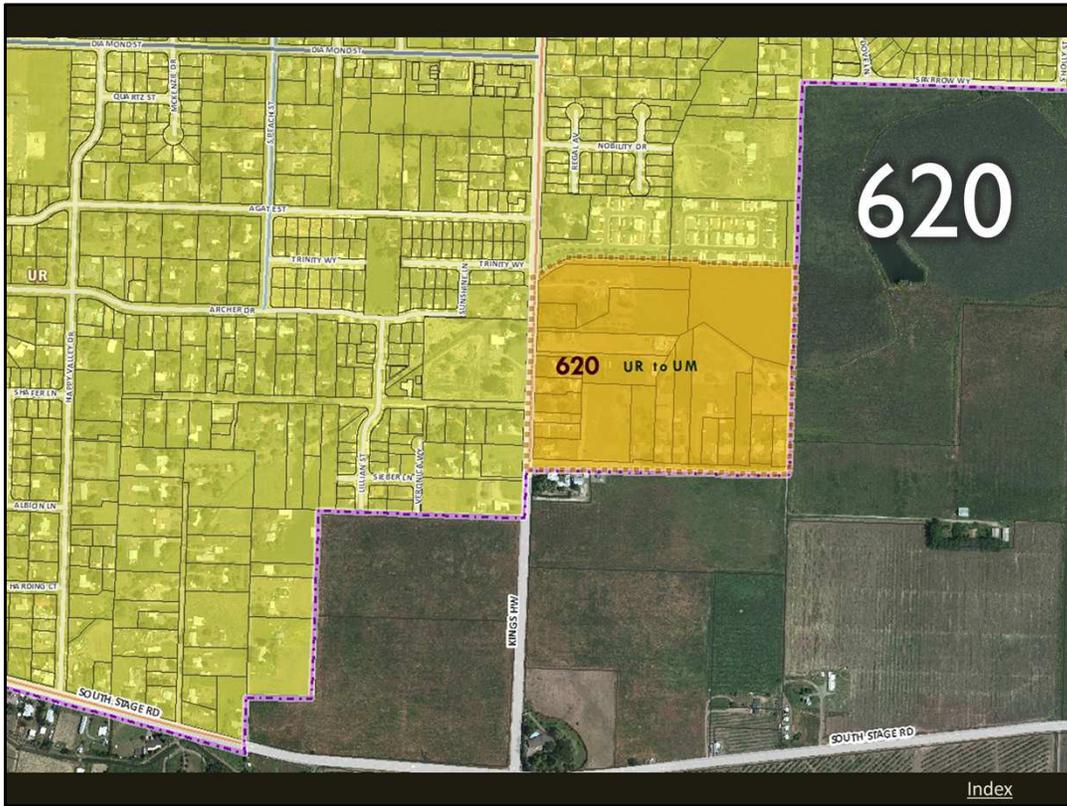
Index







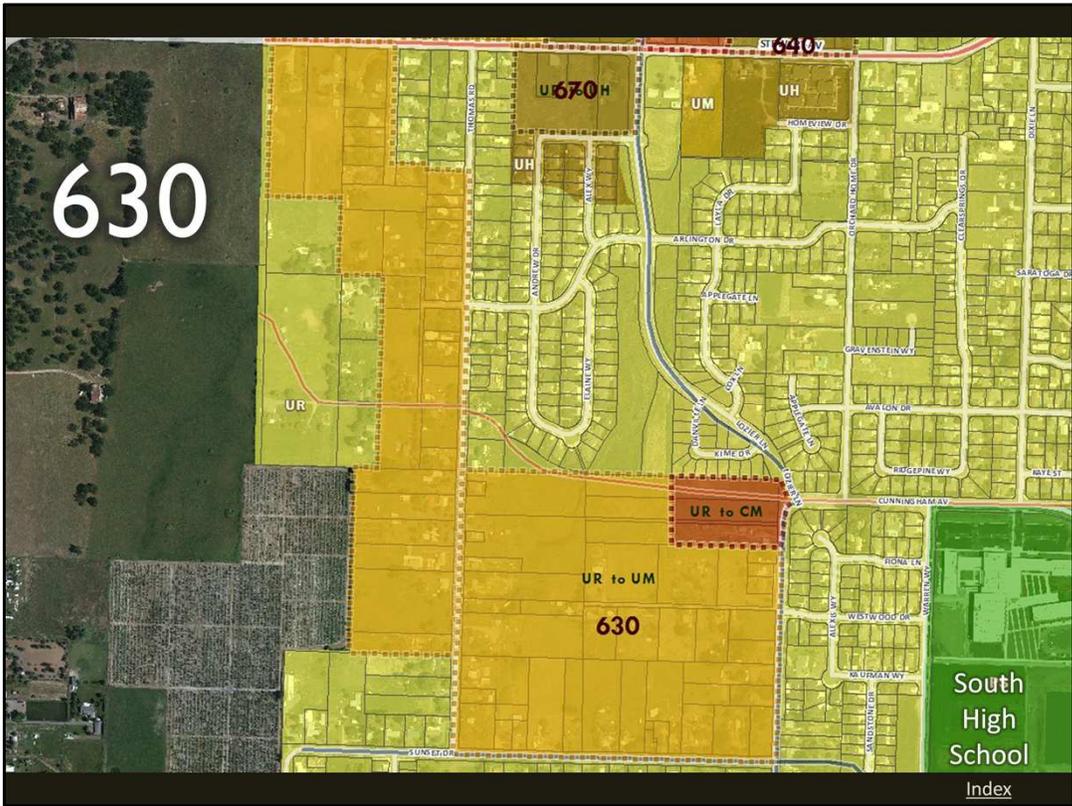




Index



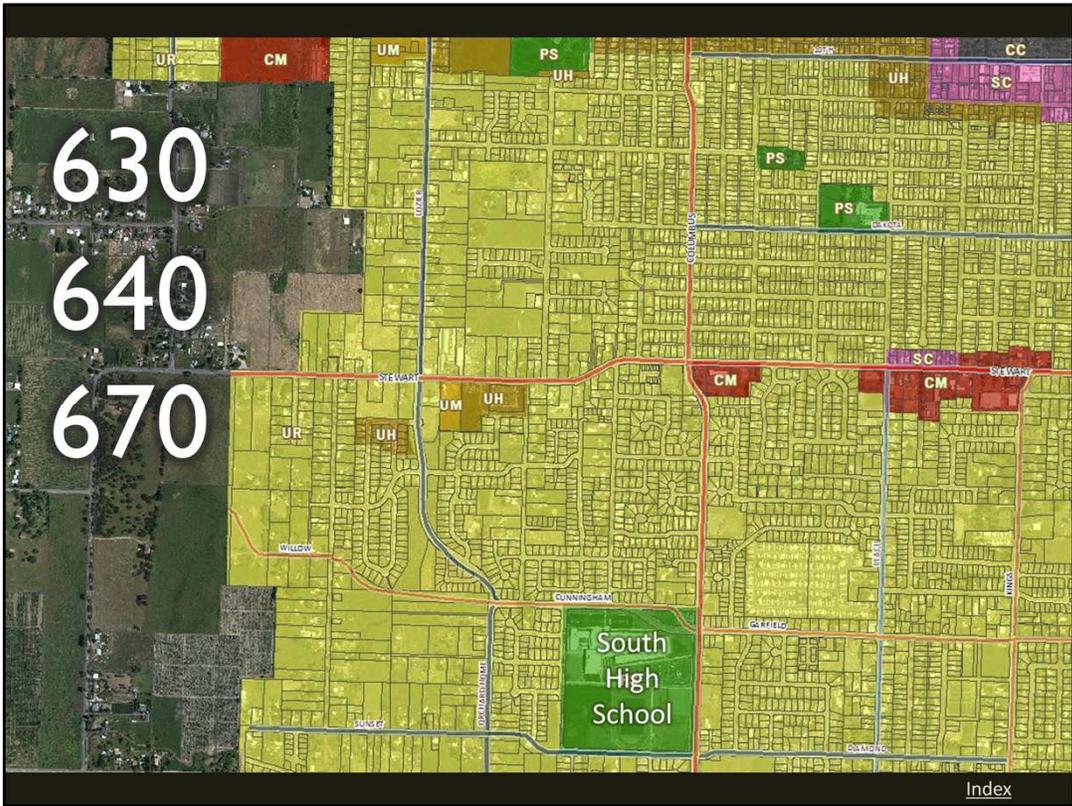




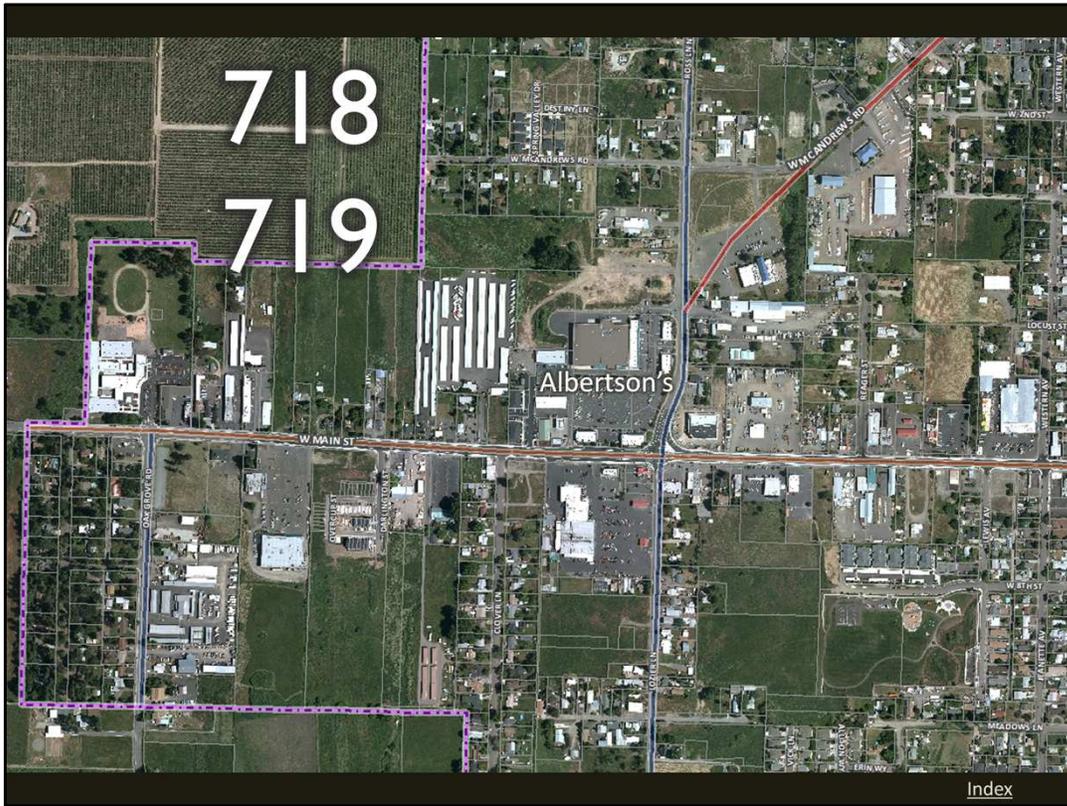
















Hearing schedule

Population

BLI: Buildable Land Inventory map

UH remainder map

Land Need—Residential

Land Need—Employment

ISA development maps

Notice area

140

620

810

211

630

930

215

640

940

240

670

950

250

718, 719

310

730, 740, 760

510

750

540