

City of Medford

**REGIONAL PLAN  
ELEMENT**

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**1. INTRODUCTION**

The *Greater Bear Creek Valley Regional Plan* is the product of a comprehensive regional land-use planning effort undertaken by the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, Talent, and Jackson County to address long-term urbanization needs of the region, including the establishment of goals and policies.

The most significant product of the *Regional Plan* is the establishment of requirements which affect the form and function of future urban-level development and the creation of an *Urban Reserve (UR)* for each of the cities, the purpose of which is to set aside a 50-year supply of land for future urban-level development. The method of establishing an urban reserve is defined in state law (see ORS 195.137–145).

Adoption milestones:

- On 20 November 2008, by Ordinance No. 08-235, the City of Medford signed the *Greater Bear Creek Regional Problem Solving Participants’ Agreement*, acknowledging and supporting the continued efforts in completing and adopting a long-term regional plan for the continued urbanization in the Greater Bear Creek Valley.

- On 23 November 2011 the Jackson County Board of Commissioners adopted Ordinance No. 2011-14 approving the *Greater Bear Creek Valley Regional Plan (Regional Plan)*, as amended by the County.
- The Plan was considered by the Oregon Land Conservation and Development Commission (LCDC) on 15 March 2012, at which it advised changes it would like to see before acknowledging the Plan.
- On 25 July 2012 the Jackson County Board of Commissioners adopted the revised version of the *Regional Plan* (Ordinance No. 2012-06).
- On 16 August 2012 the Medford City Council adopted the revised version of the *Regional Plan* (Ordinance No. 2012-127).

The purpose of this comprehensive plan element is to acknowledge by reference the entire *Greater Bear Creek Valley Regional Plan (Regional Plan)*<sup>1</sup>, and to incorporate those sections of the *Regional Plan* that are applicable to the City of Medford, and in so doing commence implementation of the *Regional Plan*.

**Regarding Amendments to this Element:** Sections 2–4 and the Appendices are excerpted directly from the Regional Plan and cannot be amended by the City without coordinating with Jackson County and, in some cases, the other RPS participants.

## 2. REGIONAL PLAN CONCLUSIONS, GOALS, AND POLICIES

*Excerpted from Regional Plan, Chapter 1, Section 5.3*

### 2.1. FORMAL PROBLEM STATEMENTS (CONCLUSIONS)

The RPS Policy Committee recommended and the participants agreed to the following problem statements:

- 2.1.1. Problem Statement No. 1—**Lack of a Mechanism for Coordinated Regional Growth Planning.** This statement was the product of unanimous agreement among the collaborators that, although southern Oregon did not want a Metro-type system of regional governance, the greater Bear Creek Valley had grown to the point that it required a venue in which individual jurisdictions could consider their needs and challenges within the regional context.
- 2.1.2. Problem Statement No. 2—**Loss of Valuable Farm and Forest Land Caused by Urban Expansion.** This statement was recognition of the fact that an eventual doubling of the present population will require additional land for urbanization. Significant conflicts already exist as a result of inade-

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<sup>1</sup> The entirety of the Regional Plan can be found in the Jackson County Comprehensive Plan.

quate buffering and abrupt transition between urban development and adjoining resource land. Accommodating population growth will require that some of the surrounding resource land base be available for future urban uses. A cooperative and comprehensive effort to identify the commercial agricultural and forest land base subject to urbanization pressures would be undertaken, and criteria and standards would be established to mitigate the impacts to the agricultural economy in the selection of urban reserves. Regional agreements emphasizing efficiencies in urban development and improving buffers at transitions along the rural/urban interface would also serve to reduce conflicts and increase the viability of long term resource land management.

- 2.1.3. Problem Statement No. 3—**Loss of Community Identity**. This statement was an outgrowth of OurRegion’s focus on preserving the region’s open space, and the cities’ realization during the Multijurisdictional Committee on Urban Reserves process that future expansions of the region’s cities beyond existing urban growth boundaries could jeopardize the separations between communities.

## 2.2. GOALS AND PLAN POLICIES

Following the identification of the regional problems, the Policy Committee recommended and the participants agreed to three corresponding goals. In addition, as discussed above, the region drafted a set of guiding policies for each goal, which assisted in the process of defining the implementation strategies that would be necessary to solve the regional problems.

- 2.2.1. **Goal 1:** Manage future regional growth for the greater public good.

### **Guiding Policies:**

- a. The expansion of urban areas shall be consistent with the Regional Plan, as amended.
- b. The Regional Plan will be implemented by intergovernmental agreements and amendments to the comprehensive plans and implementing ordinances of the participating jurisdictions.
- c. The Region’s overall urban housing density shall be increased to provide for more efficient land utilization.
- d. The Region will adhere to a uniform policy to regulate the extension of sanitary sewer and public water facilities beyond established ur-

ban growth boundaries.

- e. The Region will identify major infrastructure corridors needed in the future and develop strategies to achieve their long-term preservation.
- f. The Region's jurisdictions will ensure a well-connected network of public streets as a means to reduce dependence on state highways for intra-city travel.
- g. The Region will facilitate development of a healthy balance of jobs and housing within each of the communities, and will do the same on a regional basis to accommodate needs that cannot be met within individual communities.

2.2.2. **Goal 2:** Conserve resource and open space lands for their important economic, cultural, and livability benefits.

**Guiding Policies:**

- a. The Region will establish intergovernmental agreements and administer policies and laws that implement the shared vision of maintaining a commercially viable land base for agriculture, forestry and aggregate resources.
- b. The Region's jurisdictions will establish and implement uniform standards to buffer resource lands from planned future urbanization.
- c. The Region will explore strategies to increase the viability and profitability of resource lands.
- d. The Region will explore incentives and other measures to achieve the long-term preservation of regionally significant open space, including lands located within the designated community buffer areas.

2.2.3. **Goal 3:** Recognize and emphasize the individual identity, unique features, and relative competitive advantages and disadvantages of each community within the Region.

**Guiding Policies:**

- a. The Region will facilitate and enhance the individual identity of each community:

1. by maintaining buffer areas of rural land between the various cities
  2. where communities are planned to be contiguous, by establishing distinct design features along transportation corridors that demark the municipal boundaries, or
  3. by other appropriate means.
- b. The Region will facilitate individual community flexibility in the extent of future boundary expansions in order to enhance the implementation of the Regional Goals and Policies.
  - c. The Region will develop a strategy permitting an unequal distribution of certain land uses among its jurisdictions.
  - d. In order to facilitate urban growth planning and Goal 14 decisions, the Region will encourage and coordinate the development of individualized definitions of “livability” for each community based upon its unique identity and vision of its future urban form and characteristics.

### **3. URBAN RESERVE**

The following describes the context in which the City selected its urban reserve. Sections 3.1 and 3.2 are extracted verbatim from the *Regional Plan*. Maps of each of the urban reserve subareas discussed in this section can be found in Appendix A of this Element. For a detailed description of the selection process, refer to Appendix B.

#### **3.1. CITY DESCRIPTION**

Medford has long been the economic hub of the region, supporting the economy with farming, mining, timber operations, government services and employment of all types. Over the past several decades, Medford has continued to grow, and has transitioned into the regional center for Southern Oregon and Northern California. Today, Medford contains the Valley’s largest concentration of office space, major retail, medical facilities, government services, and transportation facilities. Medford also contains a substantial concentration of the Region’s manufacturing base.

Medford’s current industries generate significant travel into and out of the City for goods, services and employment. As Medford continues to attract the bulk of the region’s commercial and industrial activity, it will need a sufficient supply of land supported by a sustainable infrastructure system for all land use categories.

Medford also is the home of the Valley’s largest concentration of population. However, additional housing, along with parks and open spaces, is needed to improve the City’s jobs-housing balance. Medford completed a land inventory which found that approximately 60% of developed land is residential, 30% is commercial and industrial, and 10% is schools, parks and the regional airport. The proportion of vacant land within the UGB is similar – 63% of vacant land is designated residential and 37% is designated commercial and industrial. The City contains a mixture of higher-density areas located near its downtown and along major corridors and lower-density neighborhoods. In the interest of using land more efficiently, the City’s Comprehensive Plan and Land Development Code support and often require minimum density requirements, compact urban development, infill, and redevelopment through standards.

**Figure 3.1-1** Urban Reserve Land Demand Summary

|  | Residential   |              | Employment    |              | Parks/Open Space  |                    | Total Demand (acres) |
|--|---------------|--------------|---------------|--------------|-------------------|--------------------|----------------------|
|  | Population    | Land (acres) | Jobs          | Land (acres) | Developed (acres) | Open Space (acres) |                      |
| Allocated Regional Share                             | 78,718        | 4,791        | 22,461        | 2,410        | –                 | –                  | 7,202                |
| Planned Inside UGB                                   | 41,615        | 2,592        | 9,378         | 1,054        | –                 | –                  | 3,646                |
| <b>DIFFERENCE:<br/>Urban Reserve<br/>Land Demand</b> | <b>37,103</b> | <b>2,199</b> | <b>13,083</b> | <b>1,356</b> | <b>638</b>        | <b>1,877</b>       | <b>4,194</b>         |

Medford’s growth management activities include planning for four transit-oriented districts (TODs) in the current UGB:

- The Downtown TOD which continues to undergo revitalization.
- The adopted Southeast Area Village Center, which exists as a portion of Medford’s comprehensively planned Southeast Area. The Southeast Village Center consists of 175 acres of planned high-density residential development surrounding a commercial and mixed-use core.
- The West Main TOD, a large primarily developed area for which the TOD plan is currently being drafted. The TOD plan for this area will incorporate high-density residential development into an existing underdeveloped strip commercial area.
- The Delta Waters Road area TOD has not yet been completed.

Medford also seeks to have master planned neighborhoods in future growth areas that contain higher density residential development along with employment and activity centers such as parks, schools and other institutional uses. According to land need estimates developed for the Regional Plan, Medford’s estimated additional residential land need when the region’s population doubles is 2,199 acres.

Medford is presently developing specific criteria for use in amending its Urban Growth Boundary that will address in more specific terms, issues such as infrastructure needs and limitations. Master planning is also intended to become a requirement prior to annexation. The requirements and criteria will become part of a revised Urban Growth Management Agreement (UGMA) and a new Urban Reserve Management Agreement (URMA) with Jackson County and is intended to be adopted into Medford's Comprehensive Plan to guide future Urban Growth Boundary amendment and annexation decisions.

Medford has favored urban reserve sites that would have the least effect on active orchards and vineyards or lands within the RLRC-recommended commercial agricultural resource base. With Central Point to the northwest, and high-quality agricultural lands to the west, Medford has directed most of its future growth to the north, east and southeast. Medford's planned direction of growth for more than forty years has been primarily to the east and southeast, and the same has been incorporated into every comprehensive plan the City has adopted.

Medford owns two large wildland parks that presently lie outside its Urban Growth Boundary: Prescott Park (1,740 acres) and Chrissy Park (85 acres). The City intends ultimately to incorporate these into its corporate limits to enable the Medford to exercise jurisdictional authority over the parklands and to enable the extension of supporting basic infrastructure. Both parks are included as a special category of urban reserve that will remain as open space parkland consistent with adopted and acknowledged City growth policies. In point of fact, neither park is subject to conversion to other than park use. Prescott Park was obtained through a federal grant with federal restrictions on its use. Chrissy Park was obtained through a private donation from the estate of a Medford citizen that restricted use of the land for park purposes as a condition of the dedication. Medford and Jackson County believe that parks are best managed by their own jurisdictions. This Regional Plan will place both city-owned parks under the municipal jurisdiction.

Medford has also considered its transportation needs as part of this future growth plan. Like most of Oregon's larger cities, Medford has transportation challenges. Significant among them is a shortage of north-south higher order streets and challenges that result from the City being traversed nearly through its center by Interstate 5 and the railroad right-of-way. Medford has proposed a ring road network that will provide connections from Sage Road to Columbus Avenue to South Stage Road, then east over Interstate 5 to North Phoenix Road, and finally north to North Foothills Road, where it would extend to White City and Eagle Point. The City will continue to promote nodal development where local arterial street networks and transit are or can provide connections to other urban nodal centers in the region.

### 3.2. CITY GROWTH GUIDELINES AND POLICIES

The task of alternative sites analysis played a major role in the City of Medford's approach to the RPS planning program. Goal 14 factors identified during this process specific to Medford include:

- **Growth Distribution:** An important guiding principle for the City throughout the process was Medford's interest in distributing its new growth around the City's existing footprint as equitably as possible. While the high quality of the agricultural lands to the west of the City was a complicating factor in that distribution, as was the complexity of the land uses to the southwest, the City successfully pursued that balance to the north, east, and southeast.
- **Agricultural Lands:** The City's process of identifying potential urban reserves gave considerable weight to recommendations from the pCIC and the RLRC on the region's best agricultural and open space lands. To a very large extent, initial land identification avoided the inclusion of these lands, especially the highest value agricultural lands. Subsequent revisions to the urban reserve proposals continued this trend of avoiding, when possible, notable agricultural and open space lands. As a result, just 600 acres of what the RLRC had originally recommended as commercial agricultural lands are included in the City's 4,123<sup>2</sup> acres of proposed urban reserves.
- **Park Lands:** Bringing the City's major wildland parks, Prescott Park and Chrissy Park, into the City has been a goal within the Comprehensive Plan for many years for the City and was a factor in the selection of two of the Urban Reserve areas.

These Goal 14 factors reflect many of Medford's Comprehensive Plan policies. The following constitutes Medford's growth policies as set forth in the various elements of its Comprehensive Plan:

**Environmental Element Goal 2:** To provide and maintain open space within the Medford planning area for recreation and visual relief, and to protect natural and scenic resources.

**Environmental Element Policy 2-A:** The City of Medford shall acknowledge Prescott Park (Roxy Ann Peak) as the city's premier open space and viewshed, and recognize its value as Medford's most significant scenic view, currently and historically.

**Implementation 2-A(1):** Investigate inclusion of Prescott Park in Medford's Urban Growth Boundary and city limits in order to enhance public safety and the feeling of ownership by city residents, protect its natural resources, preserve and enhance convenient public access, protect the public from fire hazards, and help in establishing a network of open space corridors with recreational trails.

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<sup>2</sup> Number excludes Prescott & Chrissy Park

**Environmental Element Goal 9:** To assure that future urban growth in Medford occurs in a compact manner that minimizes the consumption of land, including class I through IV agricultural land.

**Environmental Element Policy 9-A:** The City of Medford shall target public investments to reinforce a compact urban form.

**Environmental Element Policy 9-B:** The City of Medford shall strive to protect significant resource lands, including agricultural land, from urban expansion.

**Population Element Goal 1:** To accept the role and responsibilities of being the major urban center in a large and diverse region that includes portions of southwest Oregon and northern California.

**Population Element Goal 2:** To assure that land uses and public facilities and services are planned, located, and conducted in a manner that recognizes the size and the diverse characteristics and needs of Medford's existing and future residents.

**Economic Element Policy 1-1:** The City of Medford shall strengthen its role as the financial, medical, tourist, governmental and business hub of Southern Oregon and shall build on its comparative advantages in the local and regional marketplace.

**Economic Element Policy 1-5:** The City of Medford shall assure that adequate commercial and industrial lands are available to accommodate the types and amount of economic development needed to support the anticipated growth in employment in the City of Medford and the region.

**Economic Element Policy 1-7:** The City of Medford will rely upon its High Employment Growth Scenario in the City's Economic Element twenty-year Employment Projections, Land Demand Projections, and Site Demand Projections when planning its employment land base.

**Economic Element Implementation 1-8(a):** Designate land for regional commercial uses near Interstate 5 and other State Highways and designate land for community commercial uses near local arterial and collector streets.

**Urbanization Element Policy 11:** Proposed land use changes immediately inside the UGB shall be considered in light of their impact on, and compatibility with, existing agricultural and other rural uses outside the UGB. To the extent that it is consistent with state land use law, proposed land use changes outside the UGB shall be considered in light of their impact on, and compatibility with, existing urban uses within the UGB.

**Urbanization Element Policy 12:** The City and County acknowledge the importance of permanently protecting agricultural land outside the UGB zoned EFU, and acknowledge that both jurisdictions maintain, and will continue to maintain, policies regarding the buffering of said lands. Urban development will be allowed to

occur on land adjacent to land zoned EFU when the controlling jurisdiction determines that such development will be compatible with the adjacent farm use. Buffering shall occur on the urbanizable land adjacent to the UGB. The amount and type of buffering required will be considered in light of the urban growth and development policies of the City, and circumstances particular to the agricultural land. The controlling jurisdiction will request and give standing to the noncontrolling jurisdiction for recommendations concerning buffering of urban development proposals adjacent to lands zoned EFU. Buffering options may include:

- a. Physical separation through special setbacks for new urban structures adjacent to the UGB;
- b. Acquisition by public agencies;
- c. Lower densities at the periphery of the UGB than those allowed elsewhere in the City;
- d. Strategic location of roads, golf courses, or other visible public or semi-public open spaces;

**Urbanization Element Policy 14:** An "Area of Mutual Planning Concern" may be delineated on the County Comprehensive Plan and Zoning maps along with the UGB. This is an area within which Medford and Jackson County have mutual concern over the land use planning decisions that may occur. The area may be significant in terms of its agricultural, scenic, or open space characteristics, or may be designated as an urban reserve to facilitate long range, inter-jurisdictional planning for future urbanization. The area may also provide an important buffer between Medford and other urban areas. The Area of Mutual Planning Concern is not subject to annexation, and is an area in which the County will coordinate all land use planning and activity with Medford.

**Housing Element Goal 2:** To ensure that residential development in the City of Medford is designed to minimize the consumption or degradation of natural resources, promote energy conservation, and reduce the potential effects of natural hazards.

**Housing Element Policy 2-A:** The City of Medford shall strive to prevent sprawl and provide a compact urban form that preserves livability and adjacent resource lands.

**Housing Element Goal 5:** To ensure opportunity for the provision of adequate housing units in a quality living environment, at types and densities that are commensurate with the financial capabilities of all present and future residents of the City of Medford.

**Housing Element Policy 5-C:** To provide greater flexibility and economy of land use, the City of Medford Land Development Code shall provide opportunities for al-

ternative housing types and patterns, planned developments, mixed uses, and other innovations that reduce development costs and increase density.

**Housing Element Goal 6:** To ensure opportunity for the provision of Medford's fair share of the region's needed housing types, densities, and prices, with sufficient buildable land in the City to accommodate the need.

**Policy 6-A:** The City of Medford shall assure that adequate buildable land for all housing types and price ranges is available in the City in the amount and timing necessary to meet the identified need for the planning period. Multiple-family, affordable, or assisted housing shall not be concentrated in any particular areas, but dispersed throughout the City.

**General Public Facilities Goal 1:** To assure that development is guided and supported by appropriate types and levels of urban facilities and services, provided in a timely, orderly, and efficient arrangement.

**General Public Facilities Goal 2:** To assure that General Land Use Plan (GLUP) designations and the development approval process remain consistent with the City of Medford's ability to provide adequate levels of essential public facilities and services.

**General Public Facilities Policy 2-B:** The City of Medford shall strive to ensure that new development does not create public facility demands that diminish the quality of services to current residences and businesses below established minimum levels.

**Public Facilities-Storm Drainage Policy 1-B:** The City of Medford shall strive to reduce new development in flood plains in order to minimize potential flood damage through their use as open space, or for agricultural, recreational, or similar uses.

**Public Facilities-Parks, Recreation, and Leisure Services Goal 1:** To provide for a full range of recreational activities and opportunities to meet the needs of all residents of Medford.

**Public Facilities-Parks, Recreation, and Leisure Services Goal 2:** To preserve natural resources in the Medford Urban Growth Boundary that provide open space or have unique recreational potential, and to encourage appropriate development if such areas meet locational requirements for parks and recreation facilities.

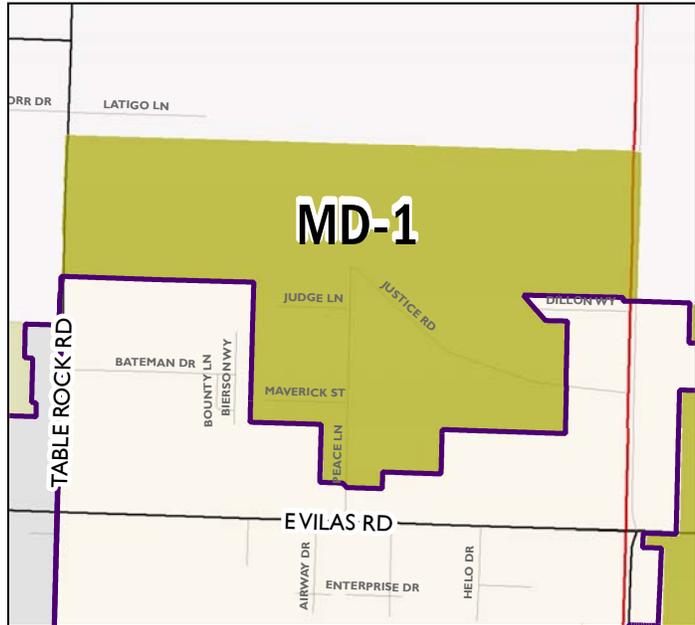
**Public Facilities-Parks, Recreation, and Leisure Services Policy 2-C:** The City of Medford shall give special consideration to Prescott Park in order to protect this dynamic natural and recreational resource and most significant scenic view for the enjoyment of present and future generations.

### 3.3. URBAN RESERVE SUBAREAS AND LAND USES

#### MD-1

This 568-acre area is situated north of the Medford Airport, east of Table Rock Road and west of Crater Lake Highway 62. To the south are Vilas Road and the north extent of the airport industrial district. The properties within MD-1 are partially located in the Agate Desert. Directly north is the Denman Wildlife Reserve.

The area includes mostly exception lands with low-density residential properties, some very low-value agricultural lands, and some commercial lands along existing arterials. With the area's dispersed development pattern, with large areas of undeveloped land and proximity to urban services, some redevelopment development potential exists.



Its close proximity to the Rogue Valley International–Medford Airport complex and other industrial lands make it a suitable location for some employment land needs. It may also provide for some residential development in a mixed use configuration. The area may also include a portion of the corridor for a new route for the Highway 140 to I-5 connector.

**Figure 3.3-1.** Area MD-1: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | 61      | 25       | gross acres       |
| Aggregate        | –       | –        | 568               |
| Resource         | 30      | –        | reasonably        |
| Open Space/Parks | –       | 6        | developable acres |
| Employment       | 9       | 69       | 491               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* This is an exception area that will require redevelopment. Constraints include environmental constraints, access and circulation issues that will arise as a result of the Highway 62 project currently under development<sup>3</sup>, and the existing development patterns and land uses. Nevertheless, the area is reasonably flat making redevelopment feasible to deliver reasonably efficient urban land uses.
2. *Orderly and Economic Provision of Public Facilities and Services.* Water and sewer are generally available to the area. This area drains north to Whetstone Creek and through the Denman Wildlife Refuge, so stormwater quality and quantity issues must be addressed, but they are not infeasible. Transportation will likely be an issue. Access and circulation will be affected by the Highway 62 project that is under development for this area. The bypass will be a significant barrier to east-west streets, funneling traffic to a few crossings just as Interstate 5 has long divided east and west Medford. Growth in this area is expected to add traffic to the Highway 62 corridor, but it may benefit from marginally less traffic growth than other alternatives. Nevertheless, the transportation and storm water issues can feasibly be addressed through public facilities planning and engineering.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive based upon the potential for the area to support land uses that accommodate economic development and employment opportunities with few off-setting adverse economic impacts.
  - b. **Social.** The comparative social consequences are expected to be neutral. The social consequences for existing neighborhoods that are transitioned to employment areas may experience some negative consequences, but these are expected to be offset by social benefits positively correlated by the job opportunities created through economic development supported by the area. The consequences will be no worse, likely, than those felt in the transitions that occur continuously in the existing urban growth boundary.
  - c. **Environmental.** The comparative environmental consequences are expected to be slightly negative as the redevelopment of this area will intensify urban uses in an area with some sensitive environmental features including vernal pools and wetlands.

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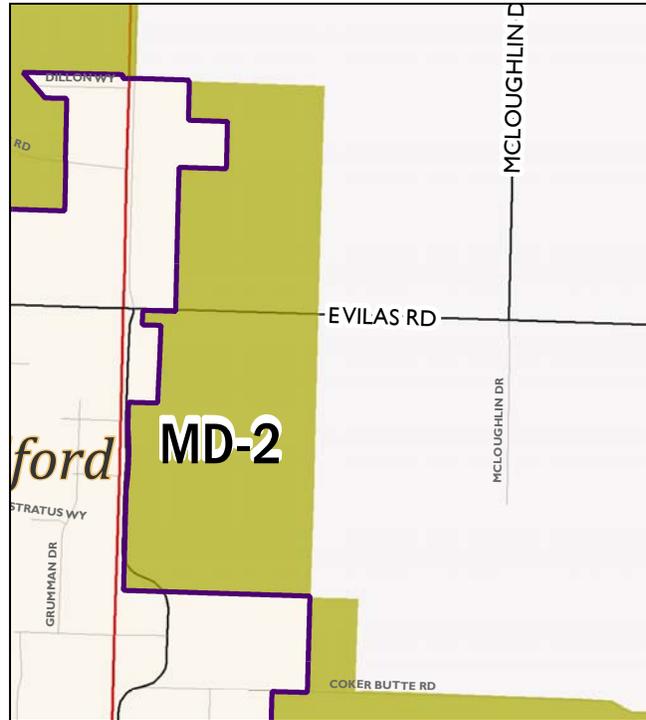
<sup>3</sup> The bypass will be a limited-access roadway. One point of access is possible at Vilas Road, just south of MD-1. It will also pass over Justice Road (inside MD-1) without an interchange.

- d. Energy. The comparative energy consequences are expected to be positive as it will provide an opportunity for employment in an area that is fairly accessible to much of the existing labor market, as well as the planned labor market growth, on multiple arterial roadways. This creates an opportunity for energy efficient employment opportunities.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* This is an area or exception lands and low-quality agricultural and forest-ry/open space designated lands. Urbanization of this area is expected to cause few, if any, significant resource land impacts and will consume minimal resource land.

**MD-2**

This 358-acre area is located along and east of Crater Lake Highway between Medford and White City. A linear band of existing development is situated between MD-2 and Crater Lake Highway to the west. The existing City of Medford Urban Growth Boundary defines the southern boundary, a short distance north of Coker Butte Road, a Major Arterial. MD-2 is approximately 0.5 miles wide (east-west) by 1.3 miles long (north-south). The eastern boundary of MD-2 runs parallel to Highway 62.

Medford recognizes MD-2 could be appropriately dedicated for mixed use development, and will likely adopt a master plan before the area is incorporated into the city limits. With exception lands in the southeastern corner on Coker Butte, the area contains lands that are generally flat and can accommodate the higher densities that Medford has planned for its new growth areas.



**Figure 3.3-2.** Area MD-2: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | >1      | 50       | gross acres       |
| Aggregate        | –       | –        | 568               |
| Resource         | 99      | –        | reasonably        |
| Open Space/Parks | –       | 11       | developable acres |
| Employment       | >1      | 39       | 491               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* Suitability of this area is determined in large measure on the area’s ability to efficiently accommodate identified land needs. This area has excellent visibility from the Highway 62 corridor making it capable of supporting a mixture of employment and residential land

uses. This mixture can support the existing employment lands in the corridor with additional labor markets. Some of the land can serve to satisfy some of Medford's identified employment land needs. Also, the area is far enough away from major agricultural uses, major industrial uses, and the airport flight path to work for residential development. New housing in this area will offer the possibility for shorter commutes between home and work for some residents. Urban facilities are generally available and future urbanization will provide an opportunity for a local street network that can provide alternative north-south circulation to the Highway 62 corridor.

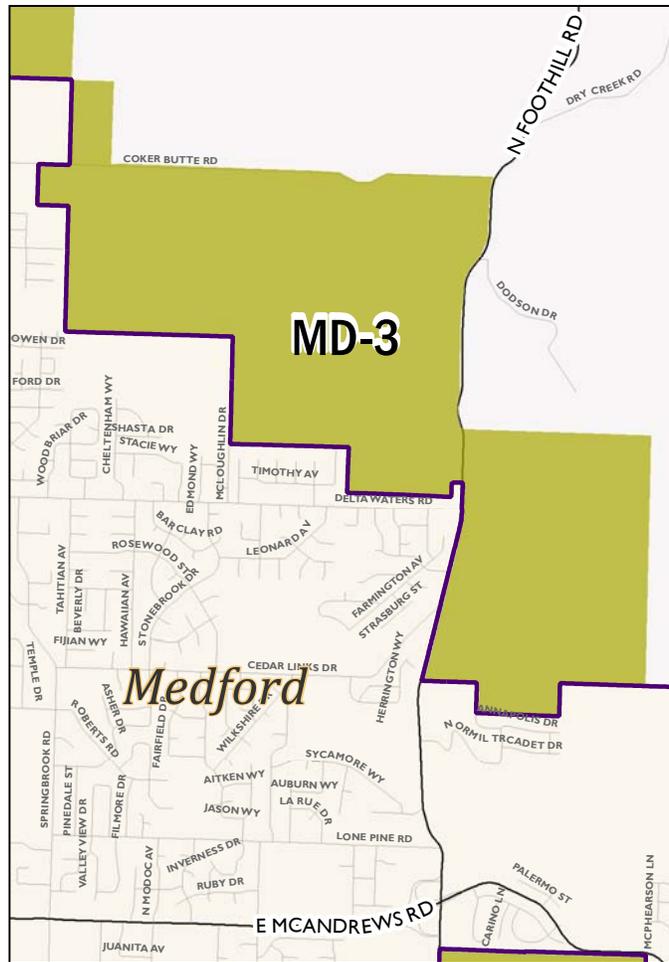
2. *Orderly and Economic Provision of Public Facilities and Services.* Urban facilities and services are adjacent to the area and can feasibly be extended. The northern portion of the area drains to Whetstone Creek and the southern portion drains to Upton Slough. Both of these areas may experience downstream drainage challenges. The area would benefit from a storm water master plan prior to significant urbanization and this can feasibly be incorporated into a master plan for the area. This area also benefits from its proximity and exposure to the Highway 62 corridor from an urban intensification standpoint. However, intensified lands uses will add demands on the corridor as well. A well planned local street network may be capable of reducing the marginal impacts on the corridor. Nonetheless, aggregate travel demand impacts may be unavoidable and these will need to be incorporated into the long-range transportation planning in the Highway 62 corridor.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area are positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive based upon its potential to integrate many urban land uses in a manner that supports household investments and economic development.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it has the potential to result in a well connected and well thought-out combination of housing and job opportunities.
  - c. **Environmental.** The comparative environmental consequences are expected to be neutral. The site does contain some wetlands and urbanization around these wetlands has the potential for slightly negative consequences. However, this area is well situated to integrate a mix of land uses that supports efficient urbanization that reduces marginal impacts on the region's airshed.

- d. Energy. The comparative energy consequences are expected to be positive as it has the potential for a well balanced mix of employment and residential uses in an accessible location for efficient use of the regional transportation assets and efficient energy usage.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* As noted under MD-D above, Bear Creek Orchards has invested millions of dollars into developing orchards along Foothill Road, to the east. The eastern extent of MD-2 was purposely confined to parcels that are partially or wholly within a quarter mile of the existing UGB, in order to maintain adequate separation between future urban uses and these important nearby agricultural lands to the east. MD-2 lands are not actively utilized for any high value agricultural activity nor are they immediately adjacent to any such lands. MD-2 does consist of Class III and IV NRCS rated agricultural soils and ultimate urbanization of these lands will consume some lands designated agricultural.

**MD-3**

This 961-acre area lies along Medford’s northeastern edge. It contains rolling hills and lower quality agricultural soils, with sparse chaparral woodlands to the southeast. The area also includes orchards that will become adjacent to urban development on two sides within the current Urban Growth Boundary.

Two privately owned 40-acre lots enclosed by Prescott Park to the east are also part of MD-3 (see map of MD-P on page 47).



**Figure 3.3-3.** Area MD-3: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | 5       | 65       | gross acres       |
| Aggregate        | –       | –        | 961               |
| Resource         | 95      | –        | reasonably        |
| Open Space/Parks | –       | 16       | developable acres |
| Employment       | –       | 19       | 915               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* Urban Reserve designation and ultimate urbanization has the potential to efficiently accommodate identified land needs in this area. Except for the easternmost portion of MD-3 and the far northeastern extreme on Coker Butte, the area is generally flat and readily

developable. The area between the existing UGB and Coker Butte Road is well situated to accommodate compact urban growth. The existing UGB contains a school off of McLoughlin Road and North Medford High School is just south of Delta Waters Road and easily accessible from this neighborhood. The area is far enough northeast of the flight-path to avoid excessive noise impacts on urban development. Existing development patterns in this area are sufficiently large to support master planning for a major mixed-use area including a neighborhood center with commercial development, employment, and a range of housing types and densities. All these elements combine to make this area well situated to efficiently accommodate identified land needs.

2. *Orderly and Economic Provision of Public Facilities and Services.* The orderly and economic provision of public facilities and services is one of the most important reasons this area has been identified as suitable for Urban Reserves. Growth induced demands on public facilities and services tend to be concentrated in closest proximity the geographic area of growth. For Medford, this means balancing, to some degree, future growth into several areas of the City. This strategy increases the ability of service providers to develop plans for incremental service delivery, and this in turn, provides opportunities to maximize the utility of existing facilities and services investments throughout the City. This approach yielded the selection of MD-3 as a suitable block of land to accommodate the service and facility demands of major urbanization in the north half of the City; lands to the west are even better farmland (see discussion of MD-A), lands to the northwest are already urbanized in the City of Central Point, some lands to the north are already included to the north in MD-1 and MD-2 but expansion of these areas extends growth away from the public facilities and services investments at the urban core. This left MD-3 as the most logical and suitable alternative.

MD-3 has potential public facilities benefits. Transportation system development would accrue through improvement and/or extension of the existing transportation network, especially in the area of North Foothills Road, Coker Butte, and Owen Drive. These street improvements represent an opportunity to significantly improve the local arterial and collector network connectivity near the southern terminus of the Highway 62 corridor. These improvements can be expected to reduce the marginal impacts on the Highway 62 corridor and with appropriate integration of transportation and land uses may result in only modest aggregate travel demand increases in the corridor.

MD-3 can be served with water, sewer and storm drainage. All facilities on the far eastern extent of MD-3 may be challenging due to geologic instability issues, but the balance of the area is readily serviceable. MD-3 also represents a unique opportunity to address regional storm drainage issues and efficient urbanization

within existing urban areas of Central Point and Medford. MD-3 is at the upper reaches of the Upton Slough drainage area and may present an engineering opportunity for a regional stormwater detention system that provides opportunities for downstream facilities clear out prior to upstream impacts.

3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive based upon their potential to efficiently support a mix of urban uses in a location that can be served with facilities economically and can make maximum utilization of existing investments in facilities and services in northeast Medford.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes a range of appropriate and intensive urban uses in an area where balanced growth can support neighborhoods and employment opportunities.
  - c. **Environmental.** The comparative environmental consequences are expected to be negative. Environmental consequences west of Foothills Road are expected to be neutral with no environmental constraints identified that are significantly greater than other alternative locations. Environmental challenges east of foothills road are anticipated at the extreme eastern edge of MD-3 due to potential geologic instability issues.
  - d. **Energy.** The comparative energy consequences are expected to be positive as it can be urbanized in an efficient manner that makes maximum utilization of existing infrastructure investments. MD-3 is located to provide alternative transportation options and located to allow for energy efficient transportation connections throughout the region.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary.* Impacts to nearby agricultural and forest land that are not identified as suitable for Urban Reserve are not expected to be great. MD-3 east of Foothills Road is located on a topographic bench with rises to the east, north and south. Lands to the south are within the City UGB, lands to the north are exception lands that were not deemed suitable for Urban Reserves due to geologic constraints and lands to the east are forestry/open space with no meaningful forest capability.

For MD-3 west of Foothills Road, lands to the east are those same exception lands, lands to the south and west are lands located in the existing Medford UGB. Thus, the only real area of potential impact is on lands to the north of Coker Butte Road. Coker Butte Road is a major arterial and functions as a separation feature itself, but with urbanization it will also gain more urban traffic. The area benefits from topographic conditions with a ridge line from Roxy Ann extending west just north of Coker Butte Road and Coker Butte itself that provide topographic separation from lands further to the north that contain more intensive agriculture, such as a 400-acre orchard planting recently developed by Bear Creek Corporation. There are no significant intensive agricultural uses immediately to the north and most of the parcels are undersized; some parcels could reasonably have been inventoried as exception lands in the County's original land use plan. This leaves only a few agricultural parcels that could be impacted. If the Coker Butte Road corridor is master planned to support future urbanization and design elements are incorporated to buffer those agricultural lands to the north, then impacts to the north can be made acceptable and suitable for urbanization.

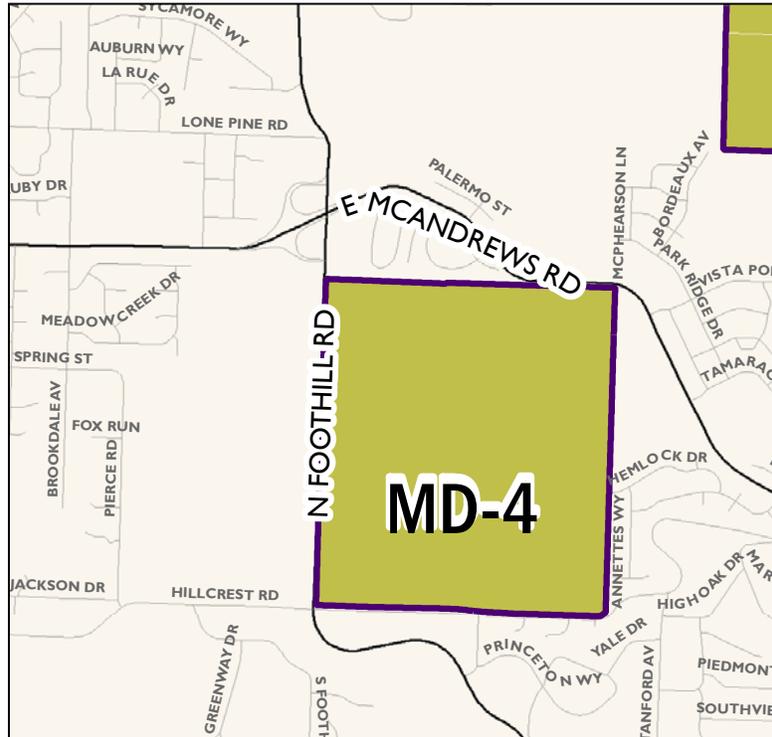
Consumption of agricultural land is the prevailing suitability criterion for this area. This area is composed of Class III and IV rated agricultural soils and most of the area is irrigated. The area is generally planned and zoned for agriculture. There is a four-lot exception area in the middle of MD-3 east west along Coker Butte Road. The agricultural patterns in this area have historically included a mix of some orchards and hay and pasture. In order for the City of Medford to have reasonably balanced growth in the north and south halves of the City, MD-3 is essentially the logical trade-off with significant growth on the west side and south of Central Point. Both these areas have some intensive orchard uses, but the area west of Medford has much better soils and is better capable of producing field and row crops than could the area in MD-3. For this reason, MD-3 was identified as the most suitable and readily developable area to accommodate significant growth in the north half of Medford.

**MD-4**

MD-4 is the site of the 271-acre Hillcrest Orchard property. The area is an Urban Growth Boundary enclave. Not only is the property completely surrounded by the city, it is bordered on three sides by regionally important arterials. North Phoenix Road, a major arterial borders the entire property to the west. East McAndrews a major arterial extends generally along its northeast corner. Hillcrest Road, also an arterial, extends along the entire southern border of the property. The lands directly to the east are master planned for mixed use development.

At present, Hillcrest Orchard is an active agricultural enterprise, with orchards and vineyards. Medford envisions MD-4 as a master planned, mixed-use area with residential and commercial uses, including a town center to support higher densities.

The 271 acres of MD-4 were recommended as part of the commercial agricultural resource base by the RLRC. However, the decision made at the first state agency review in March, 2007 was that the case for eventual urbanization of MD-4 was more compelling than the one for maintaining it in agricultural use.



**Figure 3.3-4.** Area MD-4: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | —       | 63       | gross acres       |
| Aggregate        | —       | —        | 276               |
| Resource         | 100     | —        | reasonably        |
| Open Space/Parks | —       | 15       | developable acres |
| Employment       | —       | 22       | 271               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* MD-4 is surrounded by the City and contains flat to moderate slopes capable of accommodating a range of land uses in an efficient manner..
2. *Orderly and Economic Provision of Public Facilities and Services.* MD-4 is well situated from a facilities standpoint because it has public facilities and services already available on all four sides and services can be provided from those locations.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is slightly positive. Positive benefits will arise from cost-effective urbanization in an encompassed area. Negative consequences would be the loss of active intensive agricultural activity that includes value-added dimensions through direct sales to wine consumers.
  - b. **Social.** The comparative social consequences are expected to be negative. Hillcrest Orchard is a historic property that symbolizes agricultural productivity and prosperity in the Rogue Valley. The facilities have distinctive architecture by a noted architect and this portion of the property is inventoried as a historic property in Jackson County's Goal 5 program.
  - c. **Environmental.** The comparative environmental consequences are expected to be positive as intensive urbanization in a central location will support efficient transportation patterns that can be expected to result in reduced mobile source emissions.
  - d. **Energy.** The comparative energy consequences are expected to be positive as it will provide energy-efficient urbanization in a central location that can support efficient transportation.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary:* This area is surrounded by the UGB so impacts to nearby agricultural lands is not an issue.

Identifying this area as suitable for Urban Reserve consumes agricultural land that is in active high value production. MD-4 consists of irrigated Class III and Class IV agricultural soils according to NRCS. Medford is including exception and

non-resource lands, which it reasonably determines are suitable (or has otherwise justified not including on the basis of the RPS statute). Given this, there are no other suitable lands that would result in the use of less resource land.

As to the effects on resource land, that is more difficult to gauge for Hillcrest Orchard. Other alternative agriculture lands that are not in active production might have less effect over the short term based upon current land uses. However, over the longer RPS planning horizon, it is difficult to project whether the pressures of urbanization will result in Hillcrest Orchard succumbing to those pressures anyway. In such particular circumstance, lands that may otherwise have been converted to productivity during that period will not do so as a result of that alternative land being designated Urban Reserve. To leave Hillcrest Orchard out of Urban Reserve is to disadvantage the property in the long term based on a belief that it will disrupt the orchard's investments in viticulture. The area may or may not be included in the next urban growth boundary amendment, but not including it in the urban reserve effectively shuts it out of UGB inclusion for a long time.

Where long-term urbanization decisions are gerrymandered based upon shorter-term investments they will cause other lands to avoid investments altogether. This type of land use policy has a chain reaction effect: it encourages disinvestment in agricultural productivity (in an attempt to appear to be nonproductive farmland) to avoid being disadvantaged in long-range urbanization decisions. Such disadvantage is likely to have the greatest adverse effect on agriculture in the region over the life of the plan through a continued pattern of disinvestment.

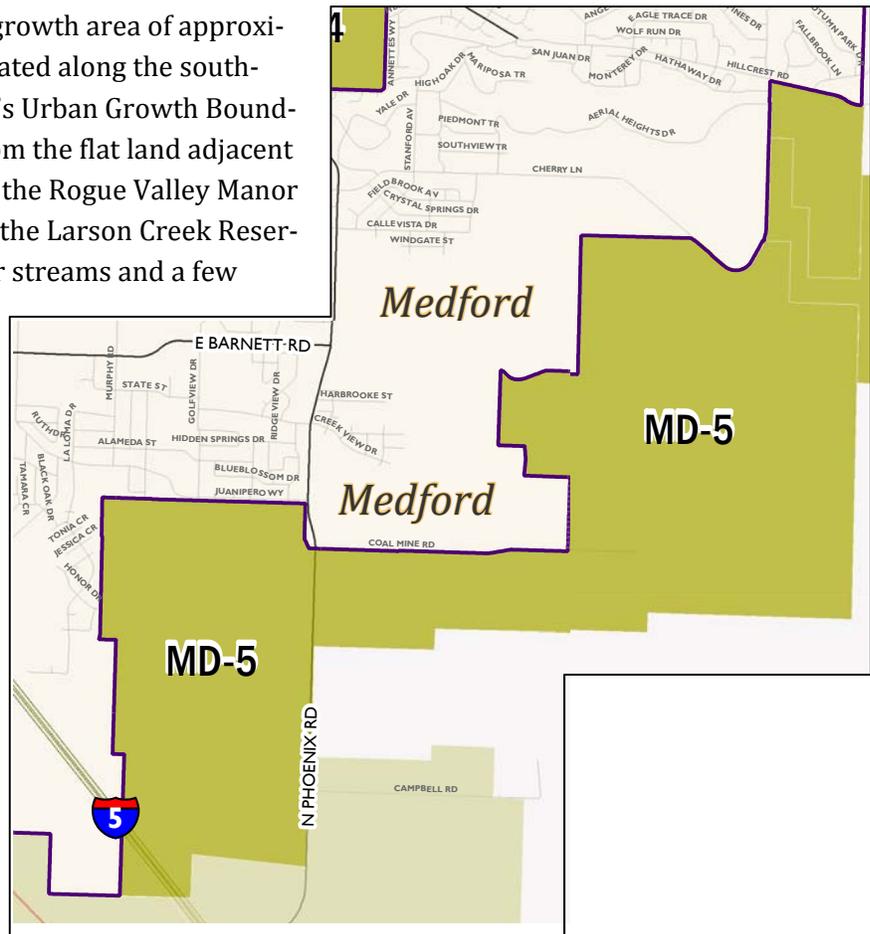
### MD-5

This irregularly shaped growth area of approximately 1,748 acres is located along the south-eastern edge of Medford’s Urban Growth Boundary. The area extends from the flat land adjacent to the golf course east of the Rogue Valley Manor to the rolling hills above the Larson Creek Reservoir. Despite a few minor streams and a few small pockets of wetlands scattered throughout and a few acres of steep slopes in the northeast corner, the vast majority of MD-5 is void of physical constraints.

The Centennial Golf Course, situated between the UGB to the west and North Phoenix Road to the east, comprises approximately 425 acres of

MD-5. The approximate 153 acres situated south of the golf course, west of Fern Valley Road, and east of I-5, is flat to gently sloped, is near the Fern Valley–Interstate-5 interchange, is immediately adjacent to the future South Stage east-west connector, and is situated central to the Bear Creek Valley.

Two minor inclusions of low-density exception lands are situated in the center of MD-5, south of Coal Mine Road along Hidden Village Place and Oakmont Way and east of Coal Mine Road along Santa Barbara Place and Mitchellen Place. Most of MD-5 is designated Agricultural land and, similar to all other agricultural-designated lands east of Interstate 5 and near the city, they are of lower soil capability class than the soils west of the city.



**Figure 3.3-5.** Area MD-5: Existing and Proposed Land Use Type  
*by percent of area*

|                  | Current | Proposed |                                 |
|------------------|---------|----------|---------------------------------|
| Residential      | 5       | 56       | gross acres<br>1,748            |
| Aggregate        | –       | –        |                                 |
| Resource         | 95      | –        | reasonably<br>developable acres |
| Open Space/Parks | –       | 19       | 1,656                           |
| Employment       | –       | 25       |                                 |

MD-5 spans two coarse filter areas, MD-F and MD-G. The lands east of North Phoenix Road (Mostly MD-F) are distinct in some regards from the lands west of North Phoenix Road (MD-G). For this reason, the fine filter suitability analysis considers these areas according to their distinct attributes where it is logical to do so. This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* MD-5 is flat to gently sloped and facilities are generally already available or will be made available as facilities are extended through development in the existing UGB. The area east of North Phoenix Road represents a logical extension of the Southeast Plan area and additional growth will support more intensive uses within the commercial core area of the Southeast Plan. MD-5 will provide a direct urban connection with Chrissy Park as an open-space/park use specific urban reserve. The area east of North Phoenix Road may also provide some job opportunities in east Medford, part of this area could be developed for commercial uses, including a business park, close to existing and planned neighborhoods

The area west of North Phoenix Road presents two unique urban opportunities to support regional economic development. The area south of the future South Stage Road is contemplated to be planned as a regional employment campus to meet the unique site requirements of larger regional employers. This area has excellent access to regional labor markets and with extension of South Stage Road and completion of the Fern Valley Interchange reconstruction will have good access to regional transportation facilities. The area north of South Stage Road contains Centennial Golf Course and Pacific Retirement Services has already forwarded a UGB proposal that contemplates this area as an “Active Adult Retirement Community.” While this use would be residential by definition, the nature of use will function as basic sector economic development because it has the effect of transferring wealth and investment from outside the region and concentrating it within the region. Pacific Retirement Services has a proven

track record of marketing and attracting upper income retirees to relocate to the Rogue Valley and this has spawned a major economic development cluster within the region and one that will be supported by demographic changes over at least the first half of the RPS planning horizon.

2. *Orderly and Economic Provision of Public Facilities and Services* – From a transportation standpoint, this area, when urbanized, will actuate a connection of South Stage Road across Interstate 5 to North Phoenix Road—a necessity in a largely urbanized area where east-west circulation is obstructed by Interstate 5 for many miles.. The South Stage Road project has significant potential to address long-range regional transportation issues.<sup>4</sup> All other public facilities and services are generally available to the area or can be made available. For many areas in MD-5, designation as Urban Reserve is essential to long-term public facility planning both inside and outside the existing UGB. Much of the services in MD-5 would be provided through extension of facilities as part of development within the existing UGB. If Urban Reserve areas are not known with specificity as the Southeast Plan builds out, then the potential for undersized downstream facilities (especially concerning sewer and storm drainage) is an issue that will reduce the potential of the area to economically provide public facilities. This same rationale applies generally to urban reserves: their existence is a surety not otherwise available to long-range land use and infrastructure planning, regulation, and investment.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive based upon the potential for significant economic development opportunities west of North Phoenix Road and the support of those opportunities through expanded labor markets in southeast Medford which is near the geographic center of the RPS planning area..
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes neighborhood extension and job opportunities. Social benefits would also accrue from the creation of an additional I-5 crossing in an area where no crossing currently exists for almost three miles near the geographic center of the planning area and the corresponding additional alternative transportation connection to the Bear Creek Greenway. Social benefits from direct urban connections to Crissy Park are also an important and valuable social consequence.

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<sup>4</sup> See Appendix - Fern Valley Interchange Area Management Plan

- c. Environmental. The comparative environmental consequences are expected to be neutral. The area itself is generally free of any known significant environmental constraints, with the exception of localized riparian corridors. But Medford has already demonstrated a commitment to protecting these and maximizing their utility as urban amenities in the Southeast Plan. MD-5 should also have air quality benefits as it will intensify urban development in an area with excellent regional access and located near the geographic center of the planning area which can be expected to support efficient transportation system utilization. However, MD-5 is integrally related to the South Stage Road project and that project will require crossing of Bear Creek which will necessarily have some adverse environmental consequences.
  - d. Energy. The comparative energy consequences are expected to be positive as the energy consequences will be positively correlated with the efficient utilization of the regional transportation system and the area's central location within the planning area to support compact, energy-efficient urbanization.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* To the south the City of Phoenix is proposing Urban Reserves up to/near all of MD-5. To the west and north is existing UGB land. Bear Creek Corporation had orchards in this area but these are now relocated because of rising conflicts with the increased urbanization in nearby southeast Medford and resulting additional traffic along Fern Valley Road. As a result, there are no significant intensive agricultural uses in the area that would conflict with the eventual urbanization as Urban Reserves.

MD-5 comprises Class III and IV agricultural soils and much of it is or could be irrigated. The area is predominantly designated agricultural. However, there are no alternatives that will use less or have less effect upon resource lands because west of North Phoenix Road the proposed mix of uses are unique regional opportunities that cannot be reasonably located elsewhere<sup>5</sup> and the lands east of North Phoenix Road will extend one of the areas that is planned for the most dense and efficient urbanization in the region and this area is also needed to urbanize some exception lands and a rural subdivision off Coal Mine Road that essentially functions as an exception area in the center of MD-5.

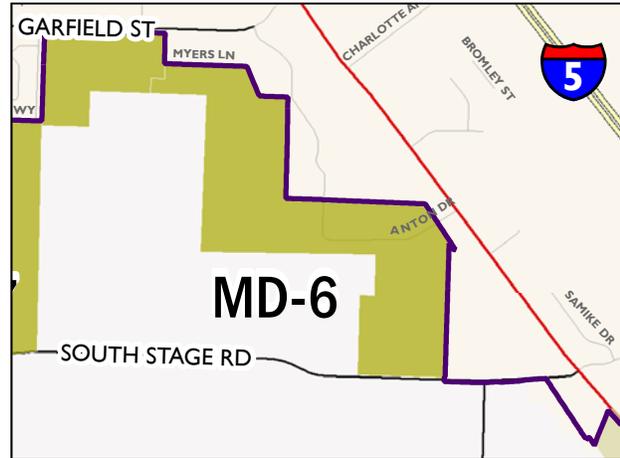
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<sup>5</sup> In the case of "Active Adult Retirement Community" uses, the proximity to existing facilities (i.e., the Rogue Valley Manor) would be efficient from a location perspective.

**MD-6**

This area of 143 acres abuts the west side of the Bear Creek Corporation’s facility, south of the city limits. The area is south of Garfield Avenue, west of Highway 99 and north of South Stage Road. It is bordered on two sides by the current City limits.

Approval of MD-6 as an urban reserve by the RPS Policy Committee was made contingent on the following Condition of Approval:



Prior to incorporation into the Urban Growth Boundary, a property line adjustment or land division shall be completed for Tax Lots 38-1W-05/2600 and 38-1W-06/100 so that the tax lot lines coincide with the proposed Urban Growth Boundary.

**Figure 3.3-6.** Area MD-6: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | 23      | –        | gross acres       |
| Aggregate        | –       | –        | 143               |
| Resource         | 57      | –        | reasonably        |
| Open Space/Parks | –       | –        | developable acres |
| Employment       | 21      | 100      | 131               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* Proximity to the existing urban growth boundary and municipal services renders the area suitable to accommodate the City’s identified urban needs. Medford anticipates that this area will develop with new and expanded industrial uses along its eastern side, and residential uses along the western side. This area is critical because a significant portion of the area is intended to provide sufficient space for expansion for the Bear Creek Corporation facility. This is the only land that can accommodate this need. The area’s size allows it to be master planned for efficient accommodation of a variety of urban uses.

2. *Orderly and Economic Provision of Public Facilities and Services.* This area is readily serviceable with water, sewer and storm drainage facilities.

South Stage Road is currently a minor arterial and is planned to become a major arterial of critical east-west connection, not only for the City of Medford but for regional traffic as well. South Stage Road, a Minor Arterial, defines this area's southern boundary. Garfield Avenue, a Major Arterial, defines its northern boundary. Holly Street, a Minor Collector, is planned to extend to South Stage Road. Garfield Avenue has directly connects to South Pacific Highway and to Interstate 5. South Stage Road has directly connects to South Pacific Highway. These existing and planned streets are part of the Medford Transportation System Plan and the Regional Transportation Plan. This area is critical to the long-term transportation plans for a well connected grid street network in this area.

3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
- a. **Economic.** The comparative economic consequence of including these lands is positive because urban development economic benefits are expected to far outweigh the benefits from potential agricultural production especially where the land owners have stated their intentions to remove this area as part of the long-term agricultural production plans. If inclusion of this land supports the continued long-term success and expansion of Bear Creek Corporation, then the economic consequences could be extremely beneficial where agricultural production here could be replaced with high value agricultural production elsewhere in the region and Bear Creek Corporation would create additional employment and basic sector industry through expansion.
  - b. **Social.** The comparative social consequences correlates with positive economic consequences as it facilitates job opportunities and will extend existing business areas and neighborhoods in a logical fashion.
  - c. **Environmental.** The comparative environmental consequences are expected to be slightly positive as there are no major identified environmental impacts from urbanization in this area and some air quality benefits may be derived from intensified urban uses in an area where there are already intensive urban uses that can support alternative transportation and reduced VMT.
  - d. **Energy.** The comparative energy consequences are expected to be slightly positive and correlated with the transportation efficiency benefits

from concentrated employment and residential growth in a central location that is already well served by regional transportation facilities.

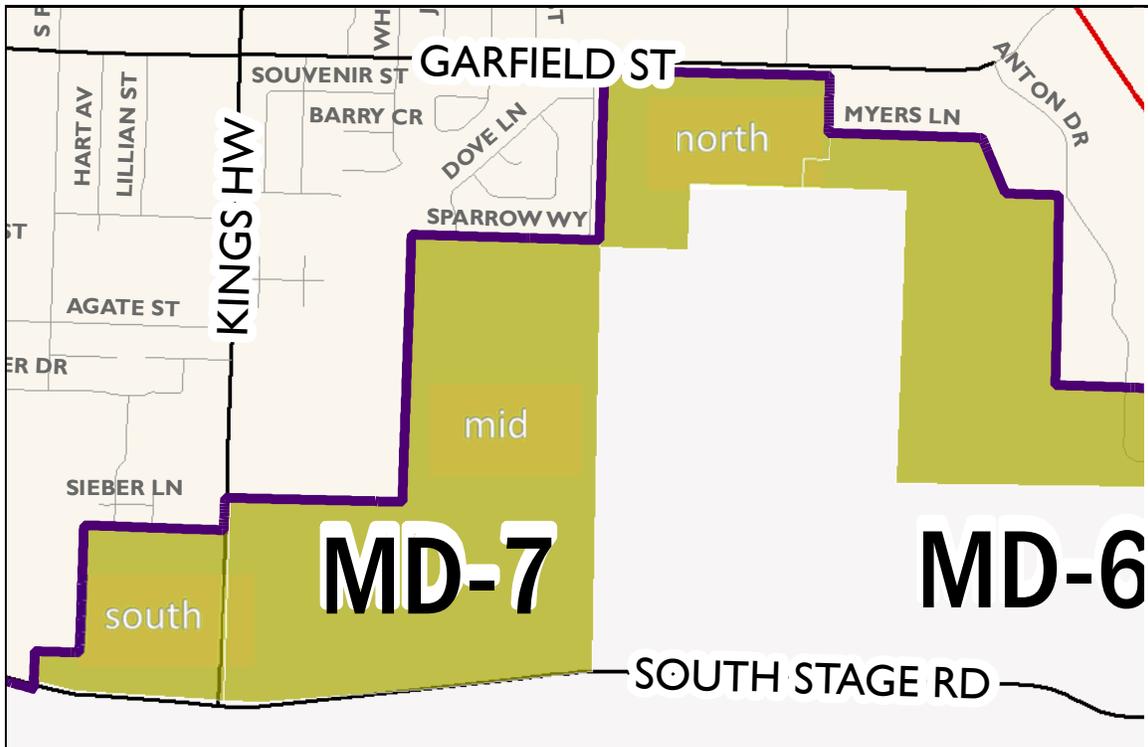
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* MD-6 includes 23 acres that were recommended by the RLRC as part of the commercial agricultural resource base. However, the area also contains both rural and industrial exception lands. While the MD-6 boundary does include agricultural land, it results in a logical boundary to plan Urban Reserves for the exception lands while leaving significant acreage in MD-H.a that are not identified as suitable for Urban Reserve. Impacts on nearby agricultural uses would mainly be expected to the west where MD-H.a is not identified as Urban Reserve. Buffering techniques in this area are critical to assure the MD-H.a area can remain a viable agricultural area. South Stage Road adequately buffers this area from the nearby orchards to the south thereby minimizing conflicts between urban and agricultural uses.

MD-6 is currently leased for cattle grazing and growing hay, and is at a convergence of Class I through IV agricultural soils. However, the majority of the soils throughout MD-6 are Class IV. Bear Creek Corporation has removed the historic orchard areas from their long-term agricultural plans due to impacts from surrounding urbanization. Existing and planned long-term transportation connections necessary for the city have already impacted existing agricultural operations which are expected to increase as the City continues to urbanize the nearby and surrounding lands. There are no reasonable alternatives to MD-6 that would use less or have less effect on resource land. This is because the boundary is logical for including the exception areas as required under the Urban Reserve rule and for creating a logical and efficient urban area that allows for north-south street connection(s). This especially true when considering that some of the agricultural lands are included to provide for future expansion of Bear Creek Corporation; the health and on-going vitality of Bear Creek Corporation has more effect on resource land than does urbanization of a small area of Agricultural land near the Bear Creek Corporation campus.

Commercial Agricultural Resource Base Status: 23 acres of MD-6 were recommended as part of the commercial agricultural base by the RLRC. However, the balanced Goal 14 decision made at the second state agency review in December, 2007 was that the case for eventual urbanization of MD-6, summarized above, was more compelling than the one for maintaining it in agricultural use.

**MD-7n**

This 37-acre area is bounded by urban land on three sides. The RLRC recommended that all of MD-7n be considered commercial agricultural land. It contains class 3 and 4 soils. The property owners reported that the soil has lime induced chlorosis which has made production problematic and often unprofitable. Bear Creek Corporation and KOGAP Enterprises have also submitted letters stating that their adjoining orchards are not in their long term plans for agricultural production.



With the completion of the new South Medford Interchange, areas along Highway 99, Stewart Avenue, and Garfield Avenue are expected to experience continued commercial and industrial job growth. The KOGAP “Stewart Village” development, Walmart, and Harry and David are examples of this expansion.

Commercial Agricultural Resource Base Status: The 36 acres in MD-7n were recommended as part of the commercial agricultural base by the RLRC. However, the balanced Goal 14 decision made at the second state agency review in December, 2007 was that the case for eventual urbanization of MD-7n was more compelling than the one for maintaining it in agricultural use.

**Figure 3.3-7n.** Area MD-7n: Existing and Proposed Land Use Type  
*by percent of area*

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | –       | –        | gross acres       |
| Aggregate        | –       | –        | 37                |
| Resource         | 100     | –        | reasonably        |
| Open Space/Parks | –       | –        | developable acres |
| Employment       | –       | 100      | 36                |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* This area is deemed suitable because it is necessary to meet identified employment land needs. The City of Medford sees this area as a future business park. When developed, this area will provide employment opportunities close to residential areas to reduce commuter travel. This area is located on Garfield Street just west of Highway 99, a short distance to the newly reconstructed South Medford Interchange. This is an ideal location for a business park development pattern because of its access to regional employment markets. This area meets all the site requirements for business park development that are detailed in the City’s adopted and acknowledged Economic Opportunities Analysis. The best evidence of the ability of this area to meet identified site requirements is the existing strong employment base with Bear Creek Corporation, the KOGAP Enterprises development, and South Gateway (Wal-Mart/Fred Meyer) shopping area. Additional employment uses, along with higher-density housing to the north and west, will provide a better integration of uses, and make efficient use of existing infrastructure, including transportation routes, water, sewer, schools, and parks. Medford will encourage transit-oriented urban design features for this area.
2. *Orderly and Economic Provision of Public Facilities and Services.* This area is adjacent to the existing UGB, is gently sloping, and readily serviceable with urban facilities. Employment growth in this area has a number of transportation benefits. South Stage Road, which defines the area’s southern boundary, is a Minor Arterial, Garfield Avenue, to the north, is a Major Arterial, and Holly Street, which will connect the area with South Stage Road is a Minor Collector. These routes provide intercity connections, and ease traffic loads on Highway 99 and I-5. Both the City’s Transportation System Plan and the Regional Transportation Plan propose to enhance these local collectors and arterials. Thus, there is an urban benefit from improved regional connectivity between the existing east-

west arterials of South Stage Road and Garfield Avenue/Highland Avenue. Currently, there is no north-south connection west of Highway 99 before Kings Highway. Additional circulation choices will temper traffic congestion to and from Jacksonville, southwest Jackson County and the City of Medford.

3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive as the area will support employment opportunities in a location that is well situated to accommodate employment growth and can be found to meet the site requirements of many different employment uses and types. The benefits of urbanization of a site that is so well situated for employment land development can reasonably be expected to far outweigh the long-term economic value of agricultural production in this area.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes employment in an area that is easily accessible and continues to support employment growth in west Medford which will continue to support a balance of employment growth opportunities throughout the City.
  - c. **Environmental.** The comparative environmental consequences are expected to be positive as this location is free of significant environmental constraints and is well situated to efficiently accommodate urban employment opportunities in a manner that is efficient from a transportation perspective and is thus expected to have correlated air quality benefits.
  - d. **Energy.** The comparative energy consequences are expected to be positive as it will provide employment opportunities in an area with excellent access to the regional labor markets and is thus an energy-efficient location for urban employment.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* MD-7n will consume agricultural land and will do so adjacent to an area that is actively farmed now, but for which Bear Creek Corporation and KOGAP have expressed long-term intentions to remove such areas from production due to lime-induced chlorosis. Employment uses tend to create less acute conflicts with agricultural operations than do residential uses. With appropriate buffering it is expected that employment uses can be accommodated with land use conflicts that

will not cause a change in use or significantly increase the cost of accepted agricultural practices further to the south.

As to the consumption of Agricultural land, there are not alternative locations that would meet the needs of regional employers’ site requirements, especially in southwest Medford. This area is found to be suitable for Urban Reserve to meet the identified land needs, which are to significant degree already established in the City’s acknowledged Goal 9 Economic Element.

**MD-7 mid**

This 143 acre area is located north of South Stage Road, east of Kings Highway, and south of Garfield Avenue. The City of Medford borders this area on two sides. Medford plans for this area to become mostly residential, with complementary commercial uses. The City’s Planning Commission and City Council deliberations identified these lands as part of its long-term growth strategy.

**Figure 3.3-7mid.** Area MD-7mid: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | –       | 49       | gross acres       |
| Aggregate        | –       | –        | 143               |
| Resource         | 100     | –        | reasonably        |
| Open Space/Parks | –       | 22       | developable acres |
| Employment       | –       | 29       | 140               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* MD-7mid is close to key employment centers, including the South Gateway Shopping Center and an approved Wal-Mart. New residential uses will provide options for reduced commuter travel, and increased transit use. The land is flat to gently sloping and can accommodate compact urban development with few identified impediments to urbanization. With completion of the new South Medford Interchange, areas along Highway 99, Stewart Avenue, and Garfield Avenue are expected to continue to experience commercial and industrial job growth. The KOGAP “Stewart Village” development, Wal-Mart and Harry and David are examples of this expansion.

2. *Orderly and Economic Provision of Public Facilities and Services.* MD-7mid is flat to gently sloping and is adjacent to the urban growth boundary to the north and northwest. Thus, there are no identified constraints to the extension of facilities and services to MD-7mid.

For transportation planning purposes, MD-7mid is planned to contribute to an enhanced circulation pattern that improves the connection between, and functionality of, the major transportation infrastructure in the area (Garfield Avenue, South Stage Road, and Kings Highway). South Stage Road, which defines the area's southern boundary, is a Minor Arterial, Garfield Avenue, to the north, is a Major Arterial, and Holly Street, which will connect the area with South Stage Road is a Minor Collector. Thus, there is an urban need for more regional connectivity between the existing east-west arterials, South Stage Road and Garfield Road/Highland Avenue. Currently, there is no connection west of Highway 99 before Kings Highway. These routes provide intercity connections, and will ease traffic loads on Highway 99 and I-5. Both the City's Transportation System Plan and the Regional Transportation Plan propose to enhance these local collectors and arterials.

Additional circulation routes will avoid traffic congestion to and from Jacksonville, in southwest Jackson County and in the City of Medford. In particular, the proposed extension of Holly Street from Stewart Avenue to Garfield Avenue will need further extension to South Stage Road. As the urban need grows for employment and workforce housing, Marsh Lane will need to extend from Garfield Avenue to South Stage Road as well. The City of Medford is committed to working with ODOT to identify and resolve long term transportation solutions through the RPS process, the Regional Transportation Plan Update, and through the timely modification of the City's Transportation System Plan.

3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive based upon the long-term economic value of urbanization which outweighs the long-term economic benefits of retaining the land for potential agricultural production.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes compact urbanization and logical extension of existing established neighborhoods in southwest Medford.

- c. Environmental. The comparative environmental consequences are expected to be positive as the area appears free of any identified environmental constraints and should support compact urbanization in a manner that has some air quality benefits.
  - d. Energy. The comparative energy consequences are expected to be positive and derived from benefits associated with compact urbanization in a central location.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* Compatibility of this area is the inverse of reasoning provided in MD-H.a which contemplates that future agricultural buffering will be more effective and will allow the MD-H.a area to remain a viable agricultural area even when located adjacent to future urbanization of MD-7mid.

The RLRC recommended that MD-7mid be considered as part of the commercial agricultural resource base. The soils are a combination of Class III and IV. As with MD-7n, the owners in this area have reported that the soils have lime-induced chlorosis. These lands are experiencing diminishing investment in high value agriculture and that is a trend that is expected to continue. As such, this area is suitably designated Urban Reserve because the Class III and Class IV soils are similar to other alternative areas around Medford (which are almost universally composed of Class III and IV soils) that would consume more resource land. With adequate buffering, MD-7mid will have no greater effect on resource land than any other potentially suitable alternative.

Commercial Agricultural Resource Base Status: The final balanced Goal 14 decision by the state agencies, made after a final review in summer 2008, was that the case for eventual urbanization of MD-7mid was more compelling than the one for maintaining it in agricultural use.

### **MD-7s**

This 29 acre area is north of South Stage Road and west of Kings Highway. Medford plans for this area to become commercial, with complimentary residential uses. The City's Planning Commission and City Council RPS planning deliberations identified these lands as part of its long-term growth strategy. Additionally, South Stage Road is a long-term boundary for the City. MD-7s is close to key employment centers, including South Gateway Center and an approved Wal-Mart. New residential uses will provide options for reduced commuter travel, and increased transit use. None of this area has been recommended as commercial agricultural land by the RLRC.

**Figure 3.3-7s.** Area MD-7s: Existing and Proposed Land Use Type  
*by percent of area*

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | –       | 31       | gross acres       |
| Aggregate        | –       | –        | 29                |
| Resource         | 100     | –        | reasonably        |
| Open Space/Parks | –       | 13       | developable acres |
| Employment       | –       | 56       | 29                |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

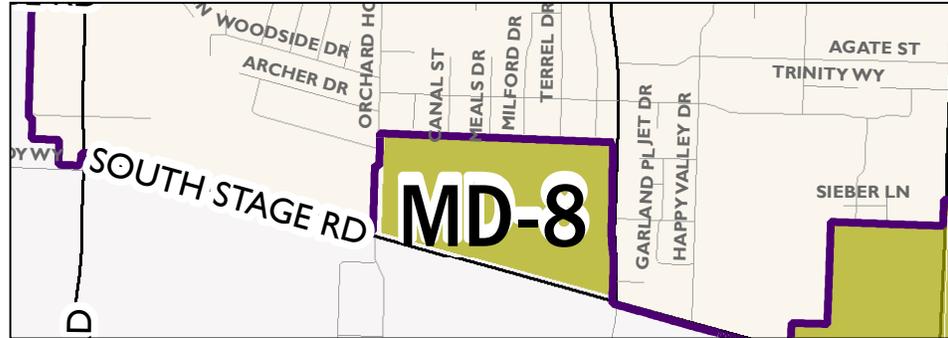
1. *Efficient Accommodation of Identified Land Needs.* This is bordered by the existing UGB on two sides. The land is flat to gently sloped and capable of accommodating efficient urban development.
2. *Orderly and Economic Provision of Public Facilities and Services.* This area is flat and readily serviceable.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive as urban uses are expected to create a greater long-term economic return than retaining the land even in high-value agricultural production.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes opportunities for urban uses as a logical extension of existing neighborhoods.
  - c. **Environmental.** The comparative environmental consequences are expected to be neutral as there are no significant identified benefits or adverse impacts associated with Urban Reserves, and ultimate urbanization, in this area.
  - d. **Energy.** The comparative energy consequences are expected to be neutral as there are no identified significant costs or benefits associated with this area’s suitability for Urban Reserves and ultimate urbanization.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* The compatibility with nearby agricultural activities is effected by the inclusion of MD-7mid. If MD-7mid is planned for urbanization then this area will have minimal adverse impacts on nearby farmland as it would be surrounded by urban lands on three sides and exception lands to the south across South Stage Road. Even if MD-7mid were not planned for urbanization, MD-7s would be separated by King's Highway and with appropriate buffering impacts upon lands to the south would not be expected to be so severe as to be inappropriate for urbanization.

MD-7s is composed of Class III and Class IV agricultural soils. It has similar NRCS ratings to most alternative lands that Medford could otherwise consider. It is an area that has historically contained orchards, but there are no intensive agricultural uses in MD-7s at this time. Because of the impacts of urbanization on two sides and arterial roadways on the other two sides (with soil ratings comparable to other potential alternative lands that are less impacted by existing urbanization), it was determined that MD-7s is suitable and have a greater effect upon resource land.

**MD-8**

This 56-acre area is north of South Stage Road and west of Columbus Avenue. Medford plans for this area to become residential, with complimentary commercial uses. The City’s Planning Commission and City Council deliberations identified these lands as part of its long-term growth strategy. Additionally, South Stage Road is a long-term boundary for the City. MD-7s is close to key employment centers, including the South Gateway Shopping Center and an approved Wal-Mart. New residential uses will provide options for reduced commuter travel, and increased transit use. None of this area was recommended as commercial agricultural land by the RLRC.



**Figure 3.3-8.** Area MD-8: Existing and Proposed Land Use Type by percent of area

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | 56      | 49       | gross acres       |
| Aggregate        | –       | –        | 56                |
| Resource         | 44      | –        | reasonably        |
| Open Space/Parks | –       | 29       | developable acres |
| Employment       | –       | 22       | 53                |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* This area is adjacent to the UGB on three sides and contains one significantly undersized Agricultural Land parcel and the balance are exception lands of adequate size to accommodate re-development with relative ease. This area is flat and can accommodate urban development in an efficient manner and because it has frontage on one collector and two arterials and two arterial intersections, the area may provide support service commercial uses that are largely absent from the relatively large south-west Medford residential area. Inclusion of this area will also create a uniform southern boundary for the City along South Stage Road.

2. *Orderly and Economic Provision of Public Facilities and Services.* All facilities are currently, or can be made, available through typical urbanization extension of facilities. A neighborhood service center in this area would be the only one in a very large residential area that is largely devoid of neighborhood service uses and this should have transportation benefits as some service commercial trips can be accomplished within the neighborhood and many of them could be alternative mode trips where they now almost universally require auto trips.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. **Economic.** The comparative economic consequence of including these lands is positive as it will provide for efficient in-fill urbanization.
  - b. **Social.** The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes efficient in-fill development and provides opportunities for a neighborhood service center in an large residential area that is far from any significant urban service centers.
  - c. **Environmental.** The comparative environmental consequences are expected to be positive as there are no identified environmental constraints. Moreover, a small service commercial node may reduce reliance on the automobile and have small but incremental air quality benefits.
  - d. **Energy.** The comparative energy consequences are expected to be positive as energy benefits will be positively correlated with a neighborhood service center that can reduce reliance on the automobile.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* South Stage Road will function as the buffer for agricultural lands to the west and some design elements may be incorporated through Medford's site plan and architectural review (and or residential buffering standards) to protect agricultural lands south of South Stage Road. Overall the area is predominantly an exception area and will consume only one small resource parcel that is already heavily impacted by urbanization on two sides and exception lands to the east. Inclusion of the exception lands will render the resource land impacted to an even greater extent and for this reason is appropriately considered suitable for Urban Reserve.

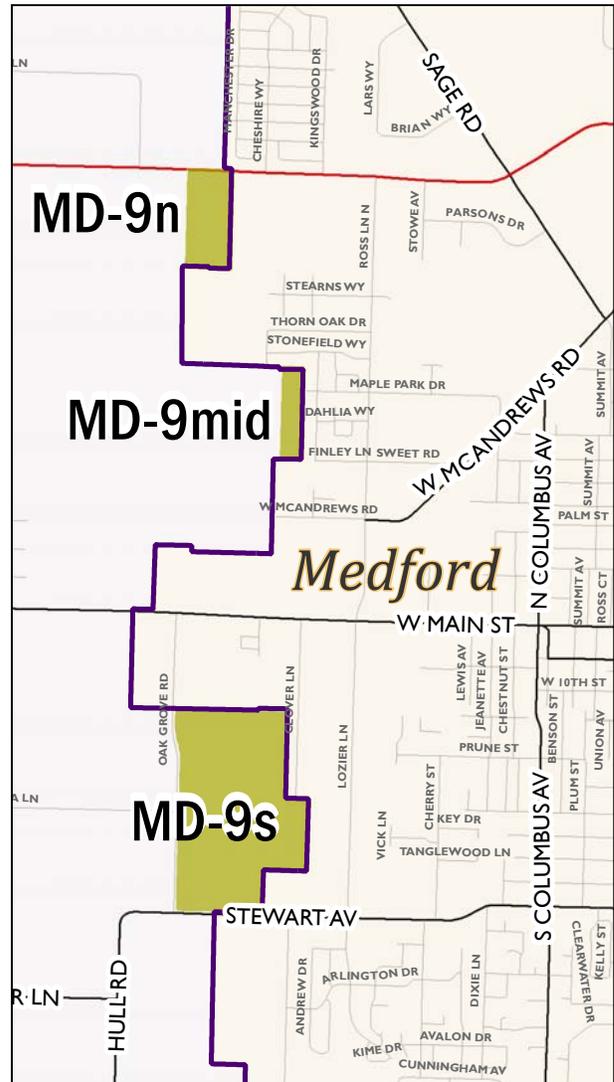
**MD-9**

MD-9 comprises three sites in west Medford that are the only exceptions to general conclusions regarding growth to the west analyzed in the coarse filter for MD-A and specific determinations of unsuitability at MD-A.a and MD-A.b. The larger site, at 103 acres, is roughly bound by Stewart Avenue and City UGB to the south, Oak Grove Road to the west, Prune Street and City UGB to the north, and Clover Lane and City UGB to the east. This property has been identified as a suitable growth area by the City because its former agricultural uses have been discontinued as a result of urbanization pressures from urban development and increases in resulting traffic. MD-9 already contains residential development, some urban services, and parcels that are under-sized for significant agricultural operations.

Unlike other lands along Medford’s west border, this land is impacted on three sides by the existing Urban Growth Boundary, in addition to significant development along Oak Grove Road to the west. Oak Grove Road is the City’s western-most north-south connection, tying West Main Street to South Stage Road, via connection with Stewart Avenue and Hull Road. As the city in-fills around MD-9, growth pressures are expected to continue to increase impacts on MD-9, making continued agricultural practices difficult, despite agricultural soils.

The smaller 10-acre northerly portion of MD-9 is a narrow strip of land north of Finley Lane. This area has been identified as a growth area as a logical revision to the City’s boundary. Similar to the portion of MD-9 described above, it is impacted on three sides by Medford’s Urban Growth Boundary, and by urban development.

The approximately 22 acre area located off of Rossanley Drive has been identified as a suitable growth area because its former agricultural uses have been discontinued as a result of urbanization pressures and lack of available irrigation. Approximately 19 of the



22 acres is agricultural land while the remaining acreage is exception land that contains a single-family residence.

**Figure 3.3-9.** Area MD-9: Existing and Proposed Land Use Type  
*by percent of area*

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | 16      | 73       | gross acres       |
| Aggregate        | –       | –        | 133               |
| Resource         | 84      | –        | reasonably        |
| Open Space/Parks | –       | 18       | developable acres |
| Employment       | –       | 9        | 124               |

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* MD-9 will result in an eventual western UGB boundary that is significantly straighter. West Medford already suffers from urban efficiency issues as a result of most of that area being a large exception area brought into the UGB in 1993. This area consisted of parcels so small that logical and efficient redevelopment has been challenging. A more logical and uniform western boundary will provide opportunities for improved grid street system and more efficient urbanization of many of these areas that have not yet redeveloped because utilities and access can only be obtained from a single direction. The MD-9 lands are more redevelopable in most instances and are expected to support opportunities for additional development options for lands already within the UGB.

The MD-9 location also creates limited opportunities to balance the City’s growth geographically. This provides for efficient urbanization because many of the City’s transportation facilities with reserve capacity are in the western portions of the City. Also this boundary is the closest to the downtown core. As such, designation of appropriate lands that do not extend the City beyond its westernmost extents is an opportunity to capitalize on efficient urbanization.

A review of the map of the proposed Urban Reserve reveals that the overall thrust of Medford’s direction-of-growth strategy is to avoid the best agricultural land, but with necessary concessions made, as in the cases of MDs -2, -6, and -7. While it is true those areas are largely farmland, their locations are driven by balancing the city’s long-term need with avoidance of richer resource areas.

2. *Orderly and Economic Provision of Public Facilities and Services.* These areas are adjacent to the existing UGB on three sides and relatively small and therefore are expected to be serviceable with a full complement of urban facilities and services.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. Economic. The comparative economic consequence of including these lands is expected to be neutral as there are no significant benefits or impacts associated with their inclusion.
  - b. Social. The comparative social consequences are expected to be slightly positive as a more logical boundary and improved opportunities for completion of a grid street network is expected to enhance the social fabric of the west Medford neighborhood.
  - c. Environmental. The comparative environmental consequences are expected to be positive because as the area has no identified environmental constraints and air quality benefits may accrue from growth in an area with relatively uncongested transportation facilities.
  - d. Energy. The comparative energy consequences are expected to be positive. Urbanization of this area is well located in relation to the downtown core and has access from streets with more capacity than is available elsewhere leading to efficient use of energy consumed through transportation.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* MD-9 is the exception to the more general findings under the Coarse Filter for MD-A, and the specific findings for MD-A.a and MD-A.b at the fine filter level, because it will not exceed the City's westernmost extents and will not extend the City further into the farmlands to the west. The larger MD-9 area has exception lands to the west and these will continue to function as the established rural buffer they have historically served for farm uses further to the west. The smaller MD-9 area north of West Main has some compatibility issues. Orchards are located immediately to the west. This orchard already has urban development right up to its boundaries in other locations. The buffering standards contemplated in the Regional Plan are expected to assure that conflicts in this location from urbanization will be less than that orchard already experiences from urbanization not developed consistent with the buffering standards in the Regional Plan.

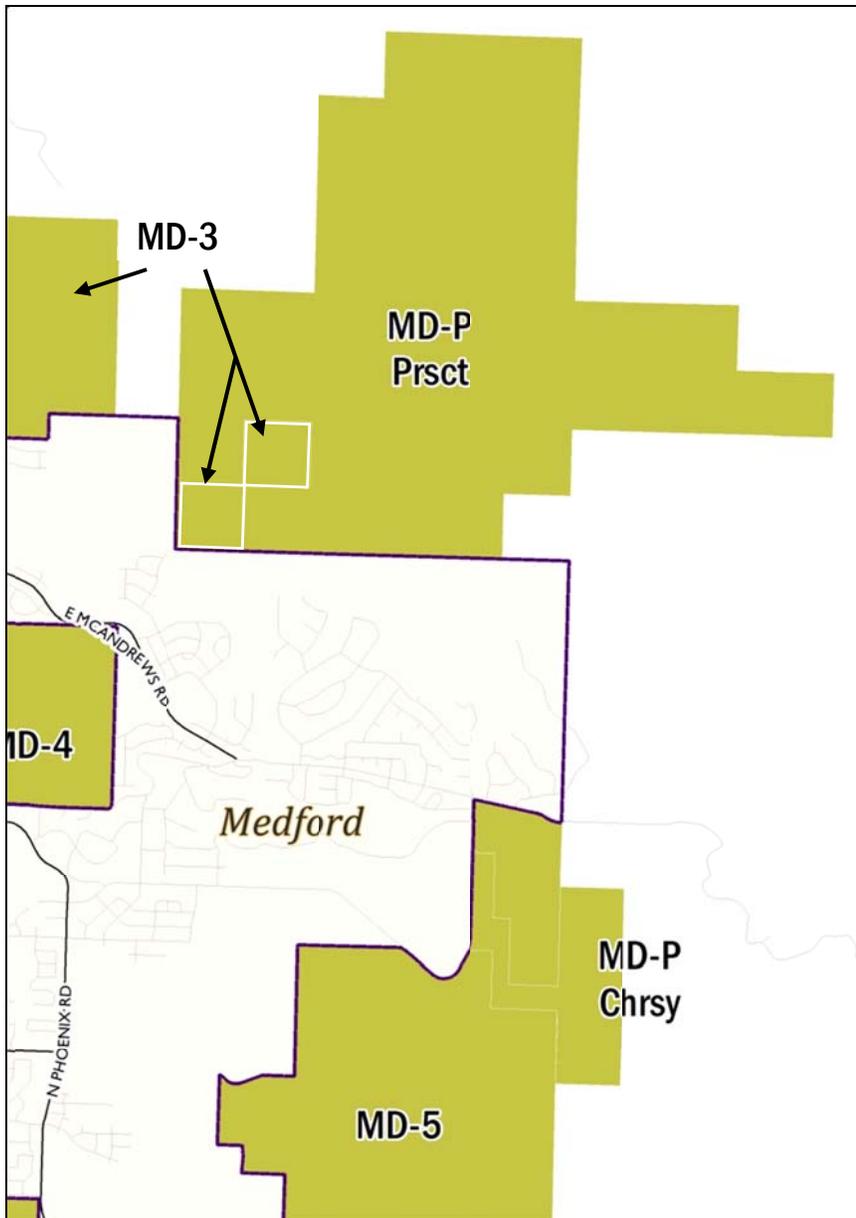
As to consumption of resource land and effects on resource land, this is an area where the effect on resource land is offset by the consumption of resource land to accommodate some growth west of Medford. Other alternatives for growth west of Medford will extend the City’s westernmost extents, this growth west is not consistent with the suitability findings for MD-A because movement of the City’s boundaries further to the west will have a greater effect on land than other alternatives. As such, no reasonable alternatives that would consume less resource land would result in less impact on resource land.

**MD-P**

These areas of City-owned wildland parks comprise two major sites totaling 1,877 acres. Inclusion as Urban Reserve areas is a mechanism to eventually incorporate this City property into City boundaries. MD-P is not considered an area for future urban growth because of its classification as parkland. There is no residential, commercial, or industrial development planned for the MD-P acres. They present a tremendous recreational and open space asset to the City and the region, in addition to creating a buffer between the city and rural lands to the north and east. However, due to their location along the eastern periphery of the city and very steep topography, these lands satisfy little of the localized open space needs throughout the city and do not meet the land needs for traditional urban parkland.

**Figure 3.3-10.** Area MD-P: Existing and Proposed Land Use Type  
*by percent of area*

|                  | Current | Proposed |                   |
|------------------|---------|----------|-------------------|
| Residential      | –       | –        | gross acres       |
| Aggregate        | –       | –        | 1,877             |
| Resource         | 22      | –        | reasonably        |
| Open Space/Parks | 78      | 100      | developable acres |
| Employment       | –       | –        | 0                 |



The vast majority of MD-P’s acreage (78%) is currently designated Forestry/Open Space Land, with the remainder Agricultural Land. The larger of the two pieces of MD-P is Prescott Park, while the smaller is Chrissy Park. Prescott Park is located adjacent to the Medford Urban Growth Boundary; it includes the well-known Roxy Ann Peak. The peak, with an elevation of 3,571 ft, is a readily identifiable geographic feature that stands over 2,000 feet above the valley floor. Prescott Park totals 1,700 acres and consists of 200 acres donated to the City by the Lions Club in 1930 and 1,500 acres purchased by the City via the Federal Lands for Parks Act in 1931. The park was first established in 1933 and early development was completed primarily by the Civilian Conservation Corps (CCC) between 1933 and

1942 while stationed at “Camp Prescott” at the base of the park. Work included the initial roadbed, culverts for drainage, picnic shelters, trails, barbecues, bench overlooks and cisterns. The North Overlook structure is an example of their work. At Roxy Ann Peak there are also four structures which house radio towers owned by the City and various agencies including emergency services.

Chrissy Park, still undeveloped, is 166 acres in size. There is a small gently sloping area on the Park’s western edge that is proposed to be developed as a neighborhood park; the balance of the park will be devoted to special uses, such as equestrian and similar non-traditional urban park uses. It is proposed to include a paved, multi-use pathway that serves as a link to other proposed pathways along drainage corridors toward Prescott Park and the middle and north forks of Larson Creek.

This area was found to be suitable due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs.* MD-P is part of a unique land need that is capable of providing somewhat more intensive recreational uses than would typically be allowed outside a UGB, but placing them in an oak savannah and volcanic butte remnant setting that provides access to significant open space for Medford Residents. MD-P is adjacent to the UGB and is well situated to accommodate the unique type of land needs for which these areas will be devoted. Due to significant slope throughout and in some cases severe geologic hazards, these areas are not suitable for significant intensive urban development such as for residential or commercial uses. Because of how the land was acquired, it cannot be used for other than park purposes.
2. *Orderly and Economic Provision of Public Facilities and Services.* MD-P is the provision of an important public facility and service. The State's land use system functions to concentrate urban uses in small areas in comparison to states with no such systems. This concentration is intended reduce the amount of resource land that is converted to urban uses and other nonresource uses. However, this concentration of urban uses does not reduce urban residents' needs for open space and recreation. MD-P presents a unique opportunity to meet these needs without consuming any resource lands with significant resource value. Most of it is already developed as a public facility and it abuts the urban growth boundary, so further development will unquestionably be orderly and economical.
3. *ESEE Consequences.* The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
  - a. *Economic.* The comparative economic consequence of including these lands is positive as effective management and delivery of the amenity potential of MD-P will contribute in a significant way to the region's relative amenities. Areas with high relative amenities demonstrably positive economic benefits; amenity variables are now standard in many types of economic models, such as hedonic price models, that describe economic benefits from diverse economic phenomena.
  - b. *Social.* The comparative social consequences are expected to be positively correlated with positive economic consequences and these areas already viewed and used as important social amenities, especially in east Medford. Designation as Urban Reserve will assure the managing agency (the City of Medford) has land use control over the future of these essential assets and can plan them to assure they reach their maximum potential as a social asset to the community.

- c. Environmental. The comparative environmental consequences are expected to be positive because the owners of the land will also be the administrators of land use policy for the area. This will assure that all the unique environmental assets will be managed by a single entity (the City of Medford) for the benefit of the citizens of Medford.
  - d. Energy. The comparative energy consequences are expected to be positive as effective use of the MD-P as contemplated will support enhancement of a major regional recreation amenity that is very proximate to existing population centers which has the potential to reduce energy consumption that would otherwise be consumed to utilize other such similar amenities in Ashland or Jacksonville.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*  
Because of the nature of the MD-P use, no significant resource land use conflicts are expected to occur on nearby lands and the uses that exist on nearby lands are not generally high value or intensive uses. MD-P itself consists of land that are Class IV or worse soils and are outside the principal forestland environments of Jackson County and so will not result in the consumption of any meaningfully important resource land.

**Table of Land Uses** *by acreage and percentage*

| Urban Reserve subarea    | Residential |         | Open Space |         | Employment |         |
|--------------------------|-------------|---------|------------|---------|------------|---------|
|                          | Acres       | Percent | Acres      | Percent | Acres      | Percent |
| MD-1                     | 142         | 25%     | 34         | 6%      | 392        | 69%     |
| MD-2                     | 179         | 50%     | 39         | 11%     | 140        | 39%     |
| MD-3                     | 625         | 65%     | 154        | 16%     | 183        | 19%     |
| MD-4                     | 174         | 63%     | 41         | 15%     | 61         | 22%     |
| MD-5                     | 967         | 56%     | 328        | 19%     | 432        | 25%     |
| MD-6                     | 0           | –       | 0          | –       | 143        | 100%    |
| MD-7n                    | 0           | –       | 0          | –       | 37         | 100%    |
| MD-7mid                  | 63          | 49%     | 28         | 22%     | 37         | 29%     |
| MD-7s                    | 14          | 31%     | 6          | 13%     | 25         | 56%     |
| MD-8                     | 27          | 49%     | 16         | 29%     | 12         | 22%     |
| MD-9                     | 81          | 73%     | 20         | 18%     | 10         | 9%      |
| acreage sums and percent | 2,272       | 52%     | 667        | 15%     | 1,471      | 33%     |

**total area 4,410**

Park area land uses

|             |   |   |       |      |   |   |
|-------------|---|---|-------|------|---|---|
| MD-Prescott | 0 | – | 1,711 | 100% | 0 | – |
| MD-Chrissy  | 0 | – | 166   | 100% | 0 | – |

**total area with parks 6,287**

## 4. REGIONAL OBLIGATIONS

The City agrees to comply with all applicable requirements of the *Regional Plan, Chapter 5*, which follow below. The City may not unilaterally amend these requirements.

### 4.1. PERFORMANCE INDICATORS ORS 197.656(2)(B)(C)

To effectuate the Regional Plan, Jackson County shall adopt the Regional Plan in its entirety into the County Comprehensive Plan. The Participating cities then shall incorporate the portions of the Regional Plan that are applicable to each individual city into that city's comprehensive plan and implementing ordinances, and shall reference the Plan as an adopted element of Jackson County's Comprehensive Plan. After the County and all participating cities have completed the adoptions, the amendments must be submitted to the State of Oregon Department of Land Conservation and Development for acknowledgement by the Land Conservation and Development Commission. Only after acknowledgement does the Regional Plan become effective.

Progress following the acknowledgement of the Greater Bear Creek Valley Regional Plan by the State of Oregon will be measured against a number of performance indicators to determine the level of compliance by participating jurisdictions with the Plan or the need to refine or amend it. The measurable performance indicators listed below are those identified as necessary for the acknowledgement of the Plan and as appropriate for monitoring compliance with the Plan.

- 4.1.1. **County Adoption.** Jackson County shall adopt the Regional Plan in its entirety into the County Comprehensive Plan and implementing ordinance.
- 4.1.2. **City Adoption.** All participating jurisdictions shall incorporate the portions of the Regional Plan that are applicable to each individual city into that city's comprehensive plan and implementing ordinances, and will reference the Plan as an adopted element of Jackson County's Comprehensive Plan.
- 4.1.3. **Urban Reserve Management Agreement.** Participating jurisdictions designating an Urban Reserve Area (UR) shall adopt an Urban Reserve Management Agreement (URMA) between the individual city and Jackson County per Oregon Administrative Rule 660-021-0050. Adoption shall occur prior to or simultaneously with adoption of the URs.
- 4.1.4. **Urban Growth Boundary Management Agreement.** If there is an inconsistency between this Plan and an adopted Urban Growth Boundary Management Agreement (UGBMA), the city and Jackson County shall adopt a revised UGBMA. When an inconsistency arises, provisions in this Plan and associated URMA shall override the provisions in the UGBMA, until the UGBMA is updated.

4.1.5. **Committed Residential Density.** Land within an urban reserve and land currently within an Urban Growth Boundary (UGB) but outside of the existing City Limit shall be built, at a minimum, to the following residential densities. This requirement can be offset by increasing the residential density in the City Limit.

| City          | Dwelling units per gross acre |           |
|---------------|-------------------------------|-----------|
|               | 2010–2035                     | 2036–2060 |
| Central Point | 6.9                           | 7.9       |
| Eagle Point   | 6.5                           | 7.5       |
| Medford       | 6.6                           | 7.6       |
| Phoenix       | 6.6                           | 7.6       |
| Talent        | 6.6                           | 7.6       |

a. Prior to annexation, each city shall establish (or, if they exist already, shall adjust) minimum densities in each of its residential zones such that if all areas build out to the minimum allowed the committed densities shall be met. This shall be made a condition of approval of a UGB amendment.

4.1.6. **Mixed-Use/Pedestrian-Friendly Areas.** For land within an urban reserve and for land currently within a UGB but outside of the existing City Limit, each city shall achieve the 2020 benchmark targets for the number of dwelling units (Alternative Measure no. 5) and employment (Alternative Measure no. 6) in mixed-use/pedestrian-friendly areas as established in the 2009 Regional Transportation Plan (RTP) or most recently adopted RTP. Beyond the year 2020, cities shall continue to achieve the 2020 benchmark targets, or if additional benchmark years are established, cities shall achieve the targets corresponding with the applicable benchmarks. Measurement and definition of qualified development shall be in accordance with adopted RTP methodology. The requirement is considered met if the city or the region overall is achieving the targets or minimum qualifications, whichever is greater. This requirement can be offset by increasing the percentage of dwelling units and/or employment in the City Limit. This requirement is applicable to all participating cities.

4.1.7. **Conceptual Transportation Plans.** Conceptual Transportation Plans shall be prepared early enough in the planning and development cycle that the identified regionally significant transportation corridors within each of the URs can be protected as cost-effectively as possible by available strategies and funding. A Conceptual Transportation Plan for an urban reserve or appropriate portion of an urban reserve shall be prepared by the City in col-

laboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies, and shall be adopted by Jackson County and the respective city prior to or in conjunction with a UGB amendment within that UR.

- a. **Transportation Infrastructure.** The Conceptual Transportation Plan shall identify a general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region (including intracity and intercity, if applicable).

4.1.8. **Conceptual Land Use Plans.** A proposal for a UGB Amendment into a designated UR shall include a Conceptual Land Use Plan prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies for the area proposed to be added to the UGB as follows:

- a. **Target Residential Density.** The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the residential densities of Section 4.1.5 above will be met at full build-out of the area added through the UGB amendment.
- b. **Land Use Distribution.** The Conceptual Land Use Plan shall indicate how the proposal is consistent with the general distribution of land uses in the Regional Plan, especially where a specific set of land uses were part of the rationale for designating land which was determined by the Resource Lands Review Committee to be commercial agricultural land as part of an urban reserve, which applies to the following URs: CP-1B, CP-1C, CP-4D, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, PH-2, TA-2, TA-4.
- c. **Transportation Infrastructure.** The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 4.1.7 above.
- d. **Mixed Use/Pedestrian Friendly Areas.** The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the commitments of Section 4.1.6 above will be met at full build-out of the area added through the UGB amendment.

4.1.9. **Conditions.** The following conditions apply to specific Urban Reserve areas:

- a. MD-6. Prior to incorporation into the Urban Growth Boundary, a

property line adjustment or land division shall be completed for Tax Lots 38-1W-05-2600 and 381W06-100 so that the tax lot lines coincide with the proposed Urban Growth Boundary.

- 4.1.10. **Agricultural Buffering.** Participating jurisdictions designating Urban Reserve Areas shall adopt the Regional Agricultural Buffering program in Volume 2, Appendix III into their Comprehensive Plans as part of the adoption of the Regional Plan. The agricultural buffering standards in Volume 2, Appendix III shall be adopted into their land development codes prior to a UGB amendment.
- 4.1.11. **Regional Land Preservation Strategies.** Participating jurisdictions have the option of implementing the Community Buffer preservation strategies listed in Volume 2, Appendix V of the Regional Plan or other land preservation strategies as they develop.
- 4.1.12. **Housing Strategies.** Participating jurisdictions shall create regional housing strategies that strongly encourage a range of housing types throughout the region within 5 years of acknowledgement of the RPS Plan.
- 4.1.13. **Urban Growth Boundary Amendment.** Pursuant to ORS 197.298 and Oregon Administrative Rule 660-021-0060, URs designated in the Regional Plan are the first priority lands used for a UGB amendment by participating cities.
  - a. Land outside of a city's UR shall not be added to a UGB unless the general use intended for that land cannot be accommodated on any of the city's UR land or UGB land.
- 4.1.14. **Land Division Restrictions.** In addition to the provisions of Oregon Administrative Rule 660-021-0040, the following apply to lots or parcels which are located within an urban reserve until they are annexed into a city:
  - a. The minimum lot size shall be ten acres;
  - b. Development on newly created residentially zoned lots or parcels shall be clustered to ensure efficient future urban development and public facilities, and this shall be a condition of any land division;
  - c. Land divisions shall be required to include the pre-platting of future lots or parcels based on recommendations made by the city government to which the urban reserve belongs;
  - d. Land divisions within an urban reserve shall not be in conflict with the transportation infrastructure identified in an adopted Conceptu-

al Transportation Plan; and

- e. As a condition of land division approval, a deed declaration shall be signed and recorded that recognizes public facilities and services will be limited as appropriate to a rural area and transitioned to urban providers in accordance with the adopted URMA.

4.1.15. **Rural Residential Rule.** Until the City of Ashland adopts an Urban Reserve Area, the minimum lot size for properties within 1 mile of the Urban Growth Boundary of Ashland shall continue to be 10 acres, as outlined in Oregon Administrative Rule 660-004-0040(8)(c).

4.1.16. **Population Allocation.** The County's Population Element shall be updated per statute to be consistent with the gradual implementation of the adopted Plan. If changes occur during an update of the County's Population Element that result in substantially different population allocations for the participating jurisdictions of this Regional Plan, then the Plan shall be amended according to Section 5 of this Chapter of the Plan.

4.1.17. **Parkland.** For the purposes of UGB amendments, the amount and type of park land included shall be consistent with the requirements of OAR 660-024-0040 or the park land need shown in the acknowledged plans

4.1.18. **Slopes.** Future urban growth boundary amendments will be required to utilize the definition of buildable land as those lands with a slope of less than 25 percent, or as consistent with OAR 660-008-0005(2) and other local and state requirements.

4.1.19. **Greater Coordination with the RVMPO.** The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Organization (RVMPO) to:

- a. Prepare the Conceptual Transportation Plans identified in Section 4.1.7;
- b. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 4.1.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs;
- c. Plan and coordinate the regionally significant transportation strategies critical to the success of the adopted Regional Plan including the development of mechanisms to preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation

Plans; and

- d. Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

4.1.20. **Future Coordination with the RVCOG.** The participating jurisdictions shall collaborate with the Rogue Valley Council of Governments on future regional planning that assists the participating jurisdictions in complying with the Regional Plan performance indicators. This includes cooperation in a region-wide conceptual planning process if funding is secured.

4.1.21. **Expo.** During the first Coordinated Periodic Review process for the Regional Plan, Jackson County shall consider including the land occupied by the Jackson County Expo to the City of Central Point’s Urban Reserve Area.

4.1.22. **Agricultural Task Force.** Within six months of acknowledgement of the Greater Bear Creek Valley Regional Plan, Jackson County shall appoint an Agricultural Task Force made up of persons with expertise in appropriate fields, including but not limited to farmers, ranchers, foresters and soils scientists, representatives of the State Department of Agriculture, the State Forestry Department, the State Department of Land Conservation and Development, Jackson County, and a RPS participating city.

The Agricultural Task Force shall develop a program to assess the impacts on the agricultural economy of Jackson County arising from the loss of agricultural land and/or the ability to irrigate agricultural land, which may result from Urban Growth Boundary Amendments. The Agricultural Task Force shall also identify, develop, and recommend potential mitigation measures, including financial strategies, to offset those impacts. Appropriate mitigation measures shall be applied to Urban Growth Boundary Amendment proposals.

4.2. **INCENTIVES AND DISINCENTIVES** ORS 197.656(2)(B)(D)

The state requires that participants in an RPS process delineate the factors, mechanisms, or outcomes that constitute the most compelling reasons for participants to comply with the Regional Plan over the identified planning horizon. Accordingly, the Participants have agreed to the following:

**INCENTIVES**

4.2.1. Continued regional cooperation through the 5-year review process and 10-year coordinated periodic review may improve the region’s ability to respond to challenges and opportunities more effectively than it does present-

ly.

- 4.2.2. Adherence to the adopted Regional Plan may provide the region with a competitive advantage, increase the attractiveness of the region to long-term investment, and improve southern Oregon’s profile in the state.
- 4.2.3. Adherence to the adopted Regional Plan may produce significant reductions in transportation infrastructure costs by minimizing future right-of-way acquisition costs, encouraging mixed-use/pedestrian-friendly development, and improving the overall long-range coordination of transportation and land use planning.
- 4.2.4. Adherence to the adopted Regional Plan will provide participating jurisdictions with population allocations that are predictable, transparent, and based on the relative strengths of the different participating jurisdictions.
- 4.2.5. The adopted Regional Plan offers compelling regional justifications and state agency support for Tolo and the South Valley Employment Center that may not have been available to an individual city proposal.
- 4.2.6. Adherence to the adopted Regional Plan will permit jurisdictions to implement the flexibility provided by the concept of the “Regional Community”, in which cities, in the role of “regional neighborhoods”, enjoy wide latitude in their particular mix, concentration, and intensity of land uses, as long as the sum of the regional parts contributes to a viable balance of land uses that is functional and attractive to residents and employers and in compliance with statewide goals.

**DISINCENTIVES**

- 4.2.7. The region’s failure to adhere to the adopted Regional Plan may damage its competitive advantage, the attractiveness of the region to long-term investment, and southern Oregon’s profile in the state.
- 4.2.8. Adherence to the Regional plan may be a rating factor for MPO Transportation Funding. Transportation projects of jurisdictions not adhering to the adopted Regional Plan may be assigned a lower priority by the MPO when considered for funding.
- 4.2.9. Jackson County may reconsider the population allocations of jurisdictions signatory to the Agreement not adhering to the adopted Regional Plan.
- 4.2.10. Participating jurisdictions not adhering to the adopted Regional Plan will need to provide corrective measures in order to have a UGB amendment ap-

proved by the County.

- 4.2.11. The failure of a participating jurisdiction to adhere to the adopted Regional Plan will compromise its ability to implement the concept of the “Regional Community”, and will not provide the participating cities with as wide a latitude in their desired individual mix, concentration, and intensity of land uses.

4.3. **MONITORING** ORS 197.656(2)(B)(E)

- 4.3.1. **Monitoring.** Participating jurisdictions shall maintain a monitoring system to ensure compliance with the Regional Plan and future amendments. Specific indicators against which performance will be judged are listed in Section 2 of this Chapter. Monitoring to ensure compliance with the adopted Regional Plan will be a shared responsibility.

- a. **Regional Plan Progress Report.** On a regular basis, beginning in 2017 and every 5 years thereafter, all participating jurisdictions shall participate in a regular Regional Plan review process. Jackson County shall initiate the Regional Plan review process by providing notice of the Regional Plan review to each participant and requiring that each participant submit a self-evaluation monitoring report addressing compliance with the performance indicators, set out in Section 2 of this Chapter of the Regional Plan, to the County within 60 days after the date of the notice.

A standardized format for the review and report shall be developed by Jackson County and agreed upon by the jurisdictions. The reports shall include descriptions of their jurisdiction’s activities pertinent to the Regional Plan for the preceding five-year period, analysis as to whether and how well those activities meet each of the performance indicators, and a projection of activities for the next five-year period. Jackson County will distribute these monitoring reports to all participants and make them available to the public.

- 4.3.2. **Coordinated Periodic Review.** On a regular basis, beginning in 2022 and every 10 years thereafter the participating jurisdictions in the Regional Plan may, at their discretion, participate in a process of coordinated Periodic Review. This process may be initiated by any of the participating jurisdictions but requires agreement between all participants to proceed.

4.4. **CORRECTIVE MEASURES AND PLAN ADJUSTMENTS** ORS 197.656(2)(B)(F)

4.4.1. Corrective Measures.

- a. If a Regional Plan Progress Report (see 4.3.2.) indicates that a particular city is not meeting the performance measures, the city shall propose corrective measures as an addendum to the Regional Plan Progress Report. The corrective measures shall be approved by the Policy Committee.
- b. Cities that choose to expand their UGBs into land not designated as an urban reserve will be required to go through the Regional Plan minor or major amendment process prior to or concurrent with any other process.
- c. If land outside of an urban reserve is included in a UGB while UR land remains available to that city, an equivalent amount of land shall be removed from the remaining UR land. Land removed shall be of equal or higher priority in relation to the land included. Additionally, if land determined part of the region's commercial agricultural base by the RLRC is included, the land removed shall also be land with that designation (if available).
- d. A proposal for an UGB amendment will be required to demonstrate how the Regional Plan performance indicators have been met. A UGB amendment will not be approved by the County unless the Regional Plan performance indicators have been met or corrective measures are proposed which demonstrate how the performance indicators will be met.
- e. Approval of a UGB amendment shall be subject to the condition that it be zoned and developed in a manner consistent with the Conceptual Land Use Plan submitted in the UGB amendment proposal. After the UGB Amendment has been approved, all subsequent Comprehensive Plan Amendments by a city to amend land uses which will result in an inconsistency with the Conceptual Land Use Plan shall be reviewed, modified as appropriate, and approved by the county prior to development. The amendment shall be processed as a Type 4 permit.
- f. A UGB amendment to add land not designated as an urban reserve shall only be considered through a quasi-judicial application when the land to be added is industrial.

4.4.2. Regional Plan Amendments.

- a. **Regional Plan Amendment Responsibility.** Processing amendments to the adopted Regional Plan shall be the responsibility of Jackson County, and shall only be proposed by the governing authority of a participating jurisdiction. In acknowledgement of the collaborative process by which the adopted Regional Plan was created, Jackson County shall have available the assistance of the participating jurisdictions through a Technical Advisory Committee and Policy Committee. Both committees serve on an as-needed basis, and both serve in an advisory capacity to Jackson County as follows:
  1. **Technical Advisory Committee.** The TAC shall be comprised of planners and senior-level staff from signatory jurisdictions and agencies, and each signatory shall have one vote, irrespective of the number of participating representatives. Recommendations to the Policy Committee or directly to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of signatory jurisdictions and agencies.
  2. **Policy Committee.** The Policy Committee shall be comprised of elected officials or executive staff from signatory jurisdictions and agencies. Each signatory jurisdiction shall designate a voting and alternate voting member, and each signatory jurisdiction will have one vote. Recommendations to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of jurisdictions. State agencies, the MPO, and Rogue Valley Sewer Services, while Signatories, shall not be voting members of the Policy Committee.
- b. **Regional Plan Amendment Type.** When an amendment to the adopted Regional Plan is proposed, Jackson County shall make a preliminary determination regarding whether the proposed amendment is a Minor Amendment or Major Amendment, as defined below, shall notify signatory jurisdictions and affected agencies of the County's preliminary determination, and shall solicit input. Based on its preliminary determination and input received, Jackson County shall review the proposed amendment according to the procedures for Minor Amendments or Major Amendments set out below. Proposed amendments to the adopted Regional Plan shall adhere to the following provisions:

1. **Minor Amendment.** A minor amendment is defined as any request for an amendment to the adopted Regional Plan that does not conflict with the performance indicators and does not propose an addition of more than 50 acres to a city's UR established in the adopted Regional Plan or more than a 50-acre expansion of the UGB into non-UR land.

In the case of Ashland, which did not establish an urban reserve during the development of the Regional Plan process, a proposal to establish an urban reserve or expand its UGB of not more than 50 acres shall be considered a minor amendment.

Should a city exceed its limit of 50 acres for adding to its URs during the Planning Horizon for the Regional Plan, it may not use the minor amendment process for further additions to its UR. Should a city exceed its limit of 50 acres for expanding its UGB into non-UR land during the planning horizon, it may not use the minor amendment process for further expansions of its UGB into non-UR land.

Any participant jurisdiction may initiate a minor amendment to the adopted Regional Plan. The proposing jurisdiction must clearly identify the nature of the minor amendment, and specify whether the minor amendment would require any other signatory jurisdiction to amend its comprehensive plan. Should any signatory jurisdiction other than the proposing jurisdiction and Jackson County be required to amend their comprehensive plans as a result of the proposed minor amendment, the affected signatory jurisdiction shall be a party to the minor amendment proceeding.

Jackson County's process and the proposing jurisdiction's process for a minor amendment to the Regional Plan shall be equivalent to the state and local processes required for a comprehensive plan amendment.

Signatories and agencies shall be provided with notice of the County's and proposing jurisdiction's final decision on each minor amendment within five working days of the adoption of the final decision.

2. **Major Amendment.** A major amendment is defined as any requested amendment to the adopted Regional Plan that does not meet the definition of a Minor Amendment.

If multiple signatory jurisdictions are involved in a single request for a major amendment, a lead jurisdiction shall be selected by the affected jurisdictions.

Notice containing a detailed description of the proposed change shall be forwarded by Jackson County to all signatories and affected agencies.

Staff from signatory jurisdictions and agencies shall meet as a Technical Advisory Committee and generate a recommendation to the Policy Committee by vote of at least a supermajority of a quorum (simple majority plus one).

Decision-makers from signatory jurisdictions and agencies shall meet as a Policy Committee and consider the proposal and the Technical Advisory Committee recommendation. The Policy Committee shall generate a recommendation to Jackson County by vote of at least a supermajority of a quorum (simple majority plus one).

Should an existing city or a newly incorporated city desire to become a participating jurisdiction, increased population shall be added to the regional projected population adequate to accommodate the projected population growth of the newly incorporated city for the remainder of the Planning Horizon for the Regional Plan. The addition of a newly incorporated city to the Regional Plan, the establishment of Urban Reserves and other such actions shall be accomplished through the major amendment process.

- 4.4.3. Jackson County's process, and the proposing jurisdiction's process, for a minor or major amendment to the Regional Plan shall be equivalent to the state and local required process for a comprehensive plan amendment, in addition to the Regional Plan-specific provisions. Signatories and affected agencies shall be provided with notice of the final decision on each major or minor amendment within five working days of the adoption of the final decision. Jurisdictions or agencies shall be noticed according to Table 4.4.3-1.

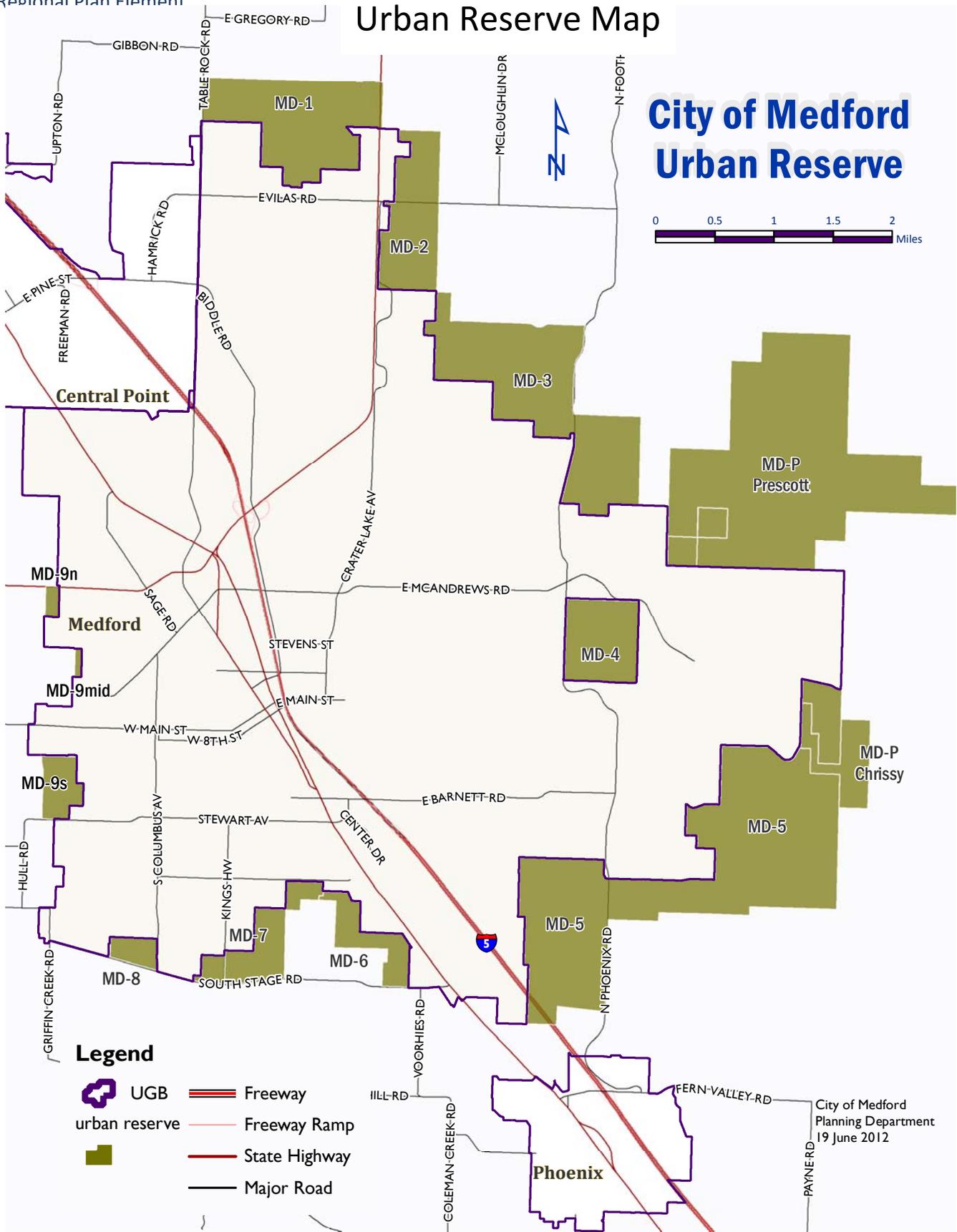
**Table 4.4.3-1** Jurisdictions and Agencies to Receive Notification of Proposed Amendments to the Adopted Regional Plan

| Jurisdiction or Agency                                 | Routine | As Needed |
|--|---------|-----------|
| City of Eagle Point                                    | X       |           |
| City of Central Point                                  | X       |           |
| City of Medford  | X       |           |
| City of Phoenix  | X       |           |
| City of Talent   | X       |           |
| City of Ashland  | X       |           |
| Oregon Department of Transportation                    | X       |           |
| Oregon Department of Land Conservation and Development | X       |           |
| Oregon Department of Environmental Quality             | X       |           |
| Oregon Economic and Community Development Department   | X       |           |
| Oregon Department of Agriculture                       | X       |           |
| Oregon Housing and Community Development Department    | X       |           |
| Rogue Valley Metropolitan Planning Organization        | X       |           |
| Rogue Valley Sewer Services                            | X       |           |
| Medford Water Commission                               | X       |           |
| Rogue Valley Council of Governments                    | X       |           |
| Rogue Valley Transit District                          | X       |           |
| Oregon Department of Fish and Wildlife                 |         | X         |
| Division of State Lands                                |         | X         |
| Ashland School District #5                             |         | X         |
| Central Point School District #6                       |         | X         |
| Jackson County School District #9                      |         | X         |
| Medford School District 549C                           |         | X         |
| Phoenix-Talent School District #4                      |         | X         |
| Eagle Point Irrigation District                        |         | X         |
| Medford Irrigation District                            |         | X         |
| Rogue Valley Irrigation District                       |         | X         |
| Talent Irrigation District                             |         | X         |
| Jackson Soil and Water Conservation District           |         | X         |

## 5. URBAN RESERVE MANAGEMENT

The creation of urban reserves required the adoption of an Urban Reserve Management Agreement (URMA) between the City and Jackson County. All development within the City’s Urban Reserves will be regulated in accordance with the URMA. The approved URMA for Medford’s Urban Reserve is presented in [Appendix C](#) of this element.

Urban Reserve Map



## APPENDIX B

### Urban Reserve selection process

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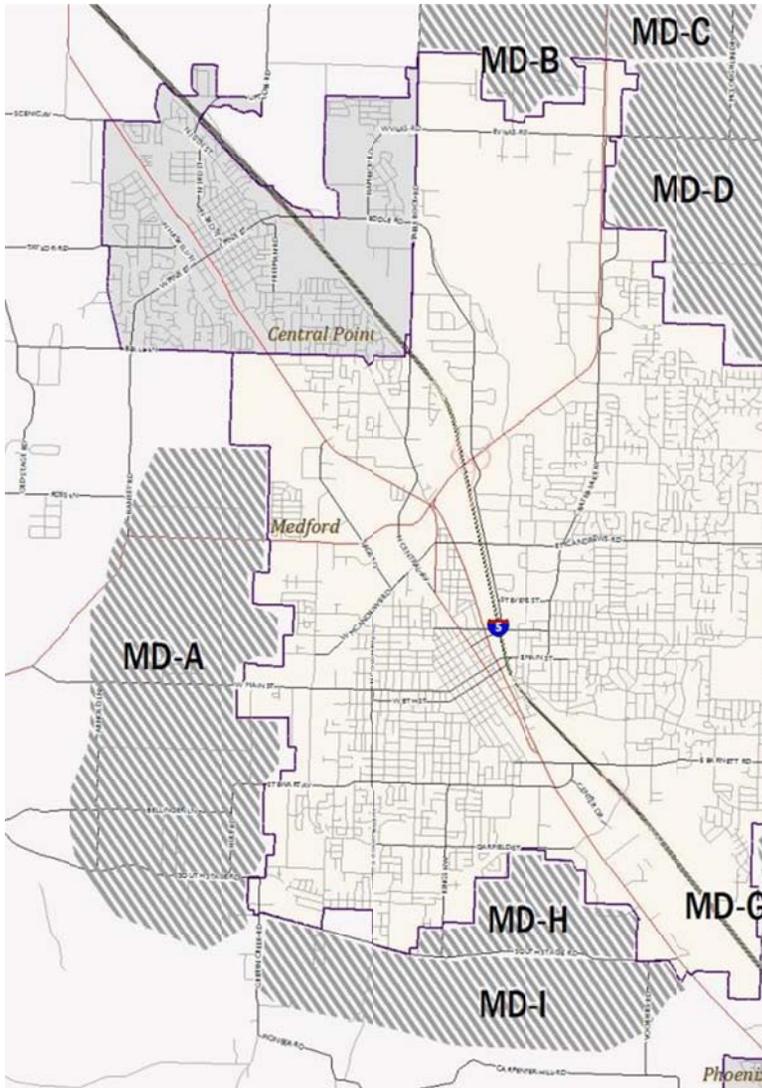
Excerpt from Chapter 4, Medford subchapter, of the Regional Plan

#### **STUDY AREA SELECTION / COARSE FILTER**

Consistent with the methodologies outlined in Chapter 4 [of the Regional Plan], Section 2.2 —Study Area Selection, a study area reasonably capable of supplying the unmet and projected needs for the City of Medford was established. The study areas for initial (coarse) filtering are identified on Map 46a of the Atlas [volume III of the Regional Plan]. They are MD-A through MD-I. Medford, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. Cross-hatching identifies surrounding areas out to approximately one mile which were investigated. From this area, specific areas were identified for further study and other areas excluded pursuant to the discussion below.

*Figure MD.2* Coarse Study Area Compared to Estimated Need

| Estimated Need |              | Coarse Study Areas |        |                 |              |
|----------------|--------------|--------------------|--------|-----------------|--------------|
| Low Density    | High Density | Lots               | Acres  | Percent of Need |              |
|                |              |                    |        | Low Density     | High Density |
| 4,633          | 4,172        | 2,103              | 18,000 | 388%            | 431%         |



### Area MD-A

Area MD-A includes all the lands immediately west of the City, out to roughly Arnold Lane, approximately one mile from the city UGB. This area immediately west of the city of Medford contains high value farmlands interspersed with preexisting exception land. Both Atlas Map 43, "Existing Development Patterns" and Map 45, "Soils By Irrigated Agricultural Class" illustrate the contradiction between preexisting settlement patterns and productive farm land. Much of the land to the west of Medford, especially the southern half of Area MD-A, is comprised of exception lands, but this area also contains some of the best farm soils in the region. Despite the potential for conflicts between area non-agricultural activities and agricultural practices, the area has continued to support commercial agriculture.

Unlike exception lands that are contiguous with city boundaries, the bulk of existing development and exception lands west of Medford are separated by over a quarter mile from the city UGB and many of the intervening lands not only contain high value soils, but are and have been under commercial agricultural production. Potential agricultural impacts of urbanizing exception lands contiguous with a city can often be offset by implementing appropriate buffering standards. Because, as noted above, most of the MD-A exception lands are not contiguous to the city, buffering standards would do little to minimize impacts and surrounding farmlands. To urbanize the nearby exception lands west of Medford would severely impact the agricultural practices occurring in and around the area and in the intervening area.

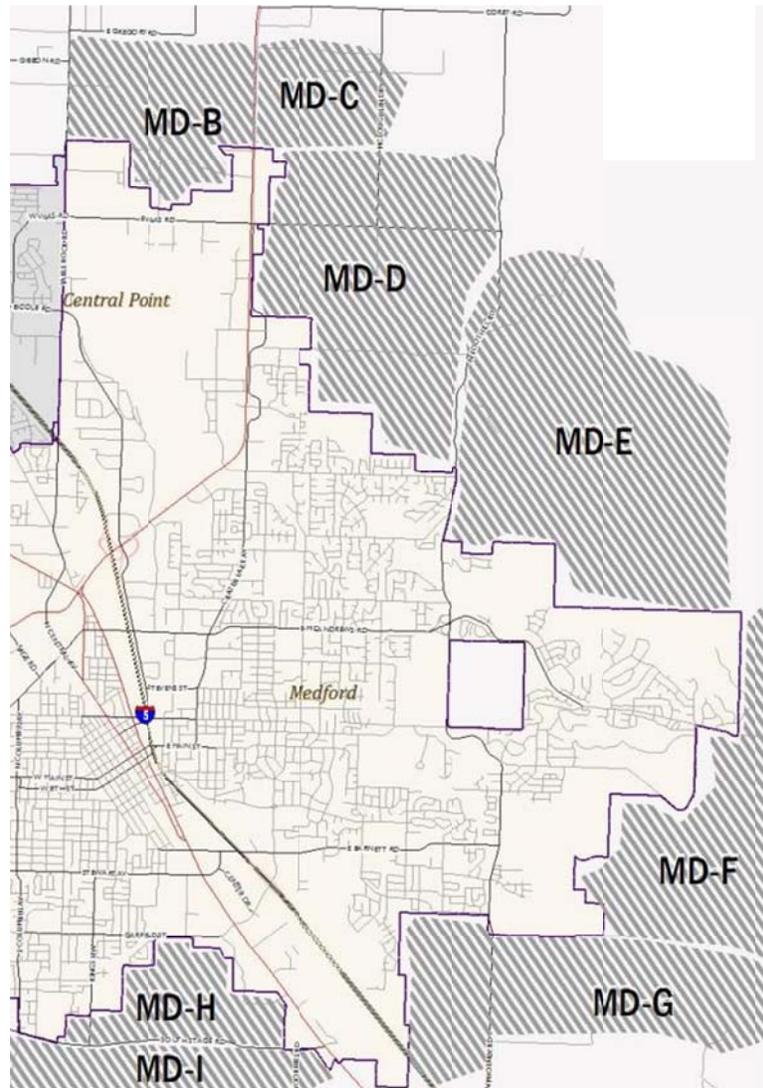
Not only does the area between Medford and Jacksonville contain some of the flattest, deepest, and best-drained agricultural soils in the valley, but it was also an area of focus for the pCIC, which recommended the entire area be left as a community buffer between Jacksonville and Medford. All of MD-A beyond one quarter mile from the City was determined to be unsuitable for growth by the City. All other lands within one quarter mile of the City were

passed through for a more in-depth evaluation of Goal 14 factors and City growth policies under Section 5 below.

Coarse Filter Outcome for MD-A: All of MD-A beyond one quarter mile from the City was determined to be unsuitable for growth by the City for reasons of potential agricultural impacts and the social consequences of westward extension of the City of Medford toward Jacksonville. All other lands, within one quarter mile of the City, were passed through for a more in-depth evaluation of Goal 14 factors and City growth policies under Section 5 below.

**Area MD-B**

MD-B includes the land west of Crater Lake Highway 62, east of Table Rock Road, and north of the City of Medford out to East Gregory Road. In total, MD-B includes approximately 1,000 acres. The eastern edge of MD-B, along Highway 62 is currently designated and currently used for Industrial purposes. The north half is primarily designated agriculture with a few pockets of rural residential. The southern half, closest to the city, is mostly low-density residential with some agriculture. The lands immediately south, within the city of Medford are primarily used for industrial and commercial purposes. The Medford–Rogue Valley International Airport is also situated nearby to the south and east, within the city.



MD-B is accessible from Crater Lake Highway, Table Rock Road, and Vilas Road; all three are arterials. However, there are few interior streets and only two connections to exterior streets. The entire area is relatively flat and—with exception of the Whetstone Creek floodplain corridor bisecting the area and some vernal pools near Table Rock Road—the area is generally unconstrained. Existing low-density development would not prevent the area from being redeveloped with relatively few obstructions. Sewer already extends through and water lines are immediately adjacent. Because of the proximity to other industrial lands, and redevelopment potential, the area is potentially appropriate to meet employment lands needs for the City of Medford.

The lower half of MD-B, including approximately 600 acres, is passed through this coarse filter to the detailed Goal 14 evaluation under Section 5 below because based on a general examination, the area is easily accessible, primarily comprises of low-density residential land, and would make for a logical northerly extension of employment land for the city.

The lands beyond approximately 0.4 miles north of the city were removed from the suitability pool. A distance of 0.4 miles was selected because of a uniform east-west line that is derived at that distance. This east-west line extends evenly along tax lot lines, between Table Rock Road and Crater Lake Highway 62, separating the bulk of exception lands from agricultural lands to the north. Lands north of this line were not passed through to the fine filter for several reasons, including the following:

- Employment land needs sometimes generate significant volumes of traffic and north Medford already has a major concentration of these types of used. The more growth planned for this area has the potential to make transportation issues solutions challenging over time.
- The social consequences redevelopment of this area are likely to result in are (1) relatively slow absorption and redevelopment for the area over the life of the plan and (2) the further growth is extended to the north the more dependent future land needs are on intervening development and extension of needed services.
- Lands further to the north do contain agricultural land, and while not high value, it was determined that additional land this direction was not likely to be needed to satisfy the type of employment land needs this area is reasonably well situated to accommodate.

Coarse Filter Outcome for MD-B: Lands up to 0.4 mile north of the UGB were passed through to the fine filter. Lands further north were not considered suitable.

### **Area MD-C**

MD-C includes approximately 500 acres of land northeast of the city and east of Highway 62. The area extends east to McLoughlin Drive and north to Lotus Lane. The lands along the highway are a split planned parcel that is predominantly Agricultural land with a small area of commercial. The area also includes a 60 acre pocket of 2 to 4 acre residential lots near McLoughlin and the northern extent of MD-C comprises rural residential land that is part of a separate larger residential area, situated to the north along Corey Road.

Because of the arrangement of agricultural land adjacent to the UGB with significant exception beyond a quarter mile from the UGB, this is an area where suitability at the coarse filter level is appropriately evaluated according to a more in depth review of each Goal 14 boundary location factors and the agricultural land use and impacts associated with designation of Urban Reserves, as follows:

1. Efficient Accommodation of Identified Land Needs—This area is generally flat and there are no known constraints to reasonably efficient urbanization.
2. Orderly and Economic Provision of Public Facilities and Services—Extension of the potential suitability pool beyond a quarter mile presents challenges to meet public

facility demands for urban streets. Highway 62 is already over capacity. While there is a funded project for improvements to Highway 62 under development contemporaneous to the RPS plan, this project is not expected to address all the future transportation needs in the corridor. Sources of future transportation demands include:

- a. The Regional Plan allocates significant growth to the City of Eagle Point which, if well planned, has the potential to reduce the marginal rate of transportation demand for growth in the corridor. However, total demands will still increase by virtue of growth in Eagle Point.
- b. The City of Medford already has significant undeveloped lands within its existing UGB along the Highway 62 corridor. The residential area in White City is not fully developed and additional development potential in the industrial area of White City already exists.
- c. Other alternative Urban Reserve lands for the City of Medford in the Highway 62 corridor are also well suited to urbanization and have similar agricultural zoning and land capability characteristics. These lands are further south and are closer to the City's urban core.

Over-reliance in the Regional Plan generally, and the City of Medford specifically, on the ability to supply adequate transportation facilities to support growth in the Highway 62 corridor creates risk that urban land needs may not be met if the long-range transportation solutions for additional planned growth in this corridor could not be economically provided.

3. ESEE Consequences: The comparative ESEE consequences of potentially suitable lands beyond a quarter mile is negative, based upon the following:
  - a. Economic: The comparative economic consequence of extended urbanization northeast of Medford is neutral as there are no significant benefits or costs identified.
  - b. Social: The comparative social consequences are expected to be significantly negative for two reasons. First, this is an area where the pCIC identified the need for a community buffers to retain community identity and separation between the City of Medford and White City. The second social consequence relates to impacts from the Jackson County Sports Park. Jackson County land use regulations contain specific restrictions and generally discourage additional noise sensitive development within an area mapped just beyond a quarter mile from the existing UGB. Additional growth in this area will encroach on the noise overlay and add uses that would be expected to find the drag racing, stock car racing and shooting activities at the Jackson County Sports Park objectionable.
  - c. Environmental: The comparative environmental consequence of extended urbanization northeast of Medford is expected to be somewhat negative because the intensification and urbanization of the exception lands north of the Agricultural land in this area would be challenging given the existing level of parcelization and development.

- d. Energy: The comparative energy consequence of extended urbanization northeast of Medford is expected neutral with no significant identified positive or negative consequences.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary— Inclusion of lands beyond a quarter mile for detailed consideration as potential Urban Reserve land and extension thereto has the potential to for adverse impacts on high value agriculture. Extended urbanization of the exception lands to the north would have the effect of growing the City of Medford northward and then eastward around the 400-acre Bear Creek Orchard along Foothills Road. This is a relatively new orchard investment and one that should be protected from additional urbanization pressures.

Coarse Filter Outcome for MD-C: Lands within a quarter mile are passed through for detailed study, but lands beyond a quarter mile were determined to be unsuitable for the above reasons and were not passed through to the fine filter.

#### **Area MD-D**

MD-D includes all lands northeast of the City of Medford, east of Highway 62, east to Foothill Road and north to an imaginary line even with the northern-most extent of the current city UGB. Only 62 acres of the 2800 acre area are designated rural residential. The remaining approximate 2700 acres comprises Agricultural land.

To support the Bear Creek Corporation's recent multi-million dollar investment in their 400+ acre orchard planting, along Foothills Road, in the northeast corner of MD-D, the bulk of MD-D is determined to be unsuitable for urban reserve. In order to avoid potential significant impacts from encroaching urbanization, only the lower 970 acres and west 360 acres of MD-D were passed through to the in-depth goal 14 evaluation under section 5 below. This area is generally all within a quarter mile of the existing UGB. Lands beyond a quarter mile were passed through to the fine filter up to Coker Butte Road for reasons of delivery of public facilities and efficient urbanization. Detailed study of lands between Coker Butte and the existing UGB is appropriate for urbanization efficiency and public facilities benefits that may potentially be derived from improved north-south connectivity in this area supported by urbanization and its adequate distance separation from the orchard investments further to the north.

Coarse Filter Outcome for MD-D: Lands within a quarter mile are passed through to the fine filter and all lands south of Coker Butte are passed through to the fine filter for detailed analysis.

#### **Area MD-E**

MD-E includes approximately 3,000 acres of hill-side lands, east of the City of Medford situated east of North Foothill Road. The area includes Roxy Ann Peak, which is part of City-owned Prescott Park. Prescott Park comprises roughly 1700 acres of MD-E. Most of MD-E is steep to very steep and thus unsuitable for urbanization.

The northern extent of MD-E, along North Foothill Road, Dry Creek Road, and North Roxy Drive comprises large lot (5 to 30 acre) residential development situated on residential and agricultural lands. For the same reasons most of MD-D was deemed unsuitable for urban reserve—in order prevent urban pressures on the recent Bear Creek Corporations orchard investments along North Foothill—the northern 500 acres of MD-E is also unsuitable for Urban Reserve. Because of the steeper slopes in this area, distance to infrastructure, and the unsuitability of intervening land, this area would be costly to redevelop and the yields would be very low, further supporting reasons to consider this land unsuitable for future urbanization.

The lower elevations of MD-E, along Devils Garden Road, Dodson Road, and Roxy Ann Heights Drive are also made up of relatively steep slopes intermixed with residential development. Infrastructure and redevelopment costs would be high and yield potential would be relatively low.

Even at the coarse filter level, it is appropriate to consider aggregate land supplies versus aggregate demands. Overall, Medford has relatively significant amounts of steep and challenging redevelopment within its existing UGB. This type of land is only suitable for residential development and usually only single family development (and some types of parks). Even when used for residential development, this type of land tends to be the most expensive type of residential development. For example, the Medford Water Commission raises concerns regarding the cost of water service to lands in this area and observes that pump stations and/or reservoirs are required for every 150 feet of elevation gain and these are expensive infrastructure. Therefore, an oversupply of this type of land will result in supply deficiencies for other types of land to meet the range of housing prices and options required by Goal 10 for the City of Medford.

A related matter to urbanization costs and the challenge of providing economic public facilities to this area is the environmental and social consequences of urbanization. The west half of MD-E comprises the geologic unit identified as Landslide and Debris Flow. As the unit name indicates, this is not a stable geologic unit. The environmental consequences of intensified lands uses on this type of landform have the potential to be severely negative and result in cracked and destroyed foundations, constantly breaking urban infrastructure, and potential catastrophic events. The social consequences are severely negative where personal wealth is invested in a neighborhood and the environmental consequences described above translate into financial distress for households and a disruption of the social fabric of a neighborhood.

This is an area where Medford determined expansion of the study area beyond a quarter mile to include lands further to the north will not meet urban needs. These lands would only result in more of a type of land for which Medford has a significant supply within its existing UGB and for which more proximate alternatives with lesser environmental constraints are otherwise available. For this reason, this approximately 400 acre portion of MD-E is unsuitable for urbanization.

The pocket of MD-E situated east of Foothill Road, immediately north of the City UGB, and in the lower slopes of the east hills, present development options non-existent in the areas described above. The lands are somewhat less steep, are not completely encumbered by existing development and most importantly, there is potentially more than one way to access and serve this area with roads and infrastructure. It is possible that city roads and services

could extend into this area from the south, thereby reducing the costs and increasing safety. For these reasons, this area of approximately 300 acres is to be further reviewed in detail under the more rigorous goal 14 examination in Section 5 below.

The roughly 1,700 acres of Prescott Park is a city-owned facility currently under county land-use authority. This land has deed restrictions from the Federal Government that prevent its use as anything other than a park and in any event is much too steep. In order to establish appropriate jurisdictional control over these lands, they need to be brought into the City of Medford and as such are included as part of this project.

Coarse Filter Outcome for MD-E: Only lands within a quarter mile of the UGB and the lands comprising Prescott Park are passed through to the fine filter.

## **Area MD-F**

MD-F includes the land directly east of the City to the eastern-most extent of the project boundary—consistent with the Air Quality Maintenance Area boundary. This area of approximately 3,300 acres extends north to Prescott Park and south to approximately Coal Mine Road.

The lands immediately adjacent to and within approximately one half mile of Hillcrest Road are designated residential and include the Gardner Subdivision, a large lot rural subdivision created in a fashion that maximized the use of relatively steep slopes to accommodate large homes and rural infrastructure. Redevelopment of this area would be challenging due to steepness of slopes and the manner in which the local roads were designed. Much of the hillsides beyond a quarter-mile from the UGB are identified as natural hazards with moderate debris flow potential. Lands to the west are also identified on the County's Goal 5 inventory as very sensitive big game wildlife habitat. For these reasons, lands beyond a quarter mile in this area were not passed through to the fine filter.

Agricultural and Forestry/Open Space designated lands between Gardner Subdivision and Prescott Park to the north are situated along a ridge-line that forms the eastern city horizon. The slopes between these two areas are very steep. Access to these lands is accomplished by traveling east up Hillcrest, outside the planning area to a private road that extends along the above-described ridge line. Only lands within a quarter mile in this area were passed on to the fine filter.

Lands east of Cherry Lane and south of Hillcrest road include relatively large tracts of open-space and Agricultural land. Within this area is Chrissy Park, a significant tract of land dedicated to the city a number of years ago specifically to be used, in part, for equestrian trail purposes. Chrissy Park and all lands within a quarter mile of the UGB in this area were passed through to the fine filter.

The southern extent of MD-F includes a preexisting rural subdivision. The area with this subdivision is somewhat unusual. It comprises several lots that are significantly undersized by agricultural land standards (5-30 acres). In many areas of Jackson County, this type of land use pattern is planned as exception land. In this area, most of this land is planned as agricultural land. The entire area contains Class IV agricultural soils as rated by NRCS, generally Carney Clay and Coker Clay. This area is readily developable from an urbanization and public facilities standpoint and it adjacent to a developing portion of Medford, known as the Southeast Plan area. Because of the degree of parcelization and residential character of the subdivision area as well as the Class IV soil rating over the area, the City of Medford elected to pass all lands in this area through to the fine filter for a line that extends from the eastern boundary of Chrissy Park south along the eastern boundary of the preexisting rural subdivision to the southern boundary of MD-F

Coarse Filter Outcome for MD-F: Lands within a quarter mile are passed through to the fine filter. Exception lands east of a quarter mile near Hillcrest Road are not passed through for reasons of geologic stability constraints and big game habitat Goal 5 impacts. Chrissy Park is passed through to the fine filter. The pre-existing subdivision and agricultural land immediately north and south of it are also passed through to the fine filter due to good developability, lower agricultural capability and existing parcelization.

### **Area MD-G**

MD-G extends from the flat land including the Centennial Golf Course, adjacent to and east of the Rogue Valley Manor to the rolling hills at the base of Mount Baldy, along and immediately east of Terri Drive. MD-G extends along and south of Coal Mine Road at its northern edge and south to approximately Campbell Road. MD-G includes approximately 1,700 acres of study area.

Despite a few minor streams and a few small pockets of wetlands scattered throughout and some areas of steep slopes in the northeast corner, the vast majority of MD-5 is void of physical constraints and is readily developable. There is one significant exception area that is included in this area that is within a quarter mile of the existing UGB.

Coarse Filter Outcome for MD-G: The lands between North Phoenix Road and the City are passed to the in-depth analysis under Section 5 below. The lands immediately adjacent and south of Coal Mine Road are also passed through to the more rigorous Goal 14 analysis below. The irrigated farm-land separated from Coal Mine Road and east of North Phoenix along with the steep hills in the eastern extents of MD-G were excluded from further suitability review based on potential impacts to farm-land.

### **Area MD-H**

The 650 acre MD-H study area includes the lands situated between the City's southern border and South Stage Road. According to Natural Resource Conservation Service (NRCS) soils data, this area includes a mixture of Class I, II, III and IV soils. The area has historically been intensively farmed as orchards by some of the regions largest orchard-based corporations, including Naumes, Associated Fruit, and Bear Creek Corporation. Due, in part, to conflicts with increased urbanization in south Medford most of the orchards in this area have been removed in recent years. The entire area, except for a few smaller parcels right along South-stage Road, consists of parcels that are all within a quarter mile of the existing UGB. On this basis, it is appropriate to pass through the entire area MD-H to the fine filter.

Coarse Filter Outcome for MD-H: All of the area comprising MD-H is passed through to the more in-depth analysis in the fine filter below.

### **Area MD-I**

MD-I includes all the lands south of South Stage Road, the entire length of the City, between Highway 99 to the east and Griffin Creek Road to the west and south approximately three quarters of a mile south of South Stage Road. This study area comprises different development patterns and physical conditions in its east and west extents they are analyzed accordingly.

The east half of MD-I is completely made-up of irrigated and intensively operated farmlands mostly under orchard production. The east half is also part of a larger intensively farmed area extending south to the Talent Canal, along Coleman Creek Road, and west of the City of Phoenix. This agricultural area is one of the Region's largest contiguous blocks of farm lands situated on Class I through III soils and intensively cultivated in the valley. The area contains twelve small exception parcels in its eastern edge along the railroad tracks and the 'Eden Valley' exception area parcel. These small parcels are within a quarter mile of the UGB

and are the only lands in the eastern half of MD-I that are within a quarter mile. Based upon potential adverse impacts on farmlands within and near MD-I, the eastern 800 acres of Agricultural Land within MD-I are not suitable for urbanization.

The western half of MD-I between South Stage Road is a complex area. There are two large hills that dominate this study area, one west of Dark Hollow Road and the other east.

The hill that is west of Dark Hollow Road is ~1,800 feet south of South Stage Road. The intervening lands are gently sloping and contain intensively developed land designated Rural Residential and Urban Residential mixed with Agricultural land with Class II rated agricultural soils. The ridgeline of this hill runs east-west and parallels South Stage Road. The northern aspect of this hill that faces Medford is very steep.

The hill that is east of Dark Hollow Road extends all the way down to South Stage Road. This hill has four tops that are interconnected by saddled ridgelines. The hill's eastern and southeastern aspects are intensively developed as part of the large block of orchards south of South Stage Road. The northern aspect contains exception lands in a small bowl area and is also developed with two municipal water storage facilities.

There are two narrow valleys that run north-south through these hills. The Dark Hollow valley runs between the two hills. It is the narrower of the two and is only ~700 feet wide. The western valley runs north-south hill and is north of the western hill. This valley is the Griffin Creek valley and is little wider at approximately ~1,800 feet. Both valleys contain streams (Griffin Creek is a fairly significant drainage from the Siskiyou Foothills), higher order County roads, and land uses include rural residential that is intermixed with some high value agricultural areas. Both valleys widen approximately a mile south of South Stage Road. Despite the narrow configuration of these valleys they have unique micro climates that are supporting investments in high value agriculture, especially vineyards.

At the coarse filter level, the essential question is whether lands beyond a quarter mile are potentially suitable for urbanization and should be passed through to the fine filter. There are several reasons why land beyond a quarter mile of the existing UGB is not considered suitable, including the following:

- Topographic constraints caused by the two existing hills would significantly limit any potential urban development yields to meet any identified land needs.
- Additional pressures from urbanization would place the existing high value agricultural uses in this area, which are already affected to a degree by nonresource development patterns, at unacceptable additional significant risk.
- Urbanization would need to extend almost a mile down narrow and severely constrained valleys before it reached areas that could reasonably be expected to accommodate urban land needs in an efficient manner. This would be difficult, if not impossible, to extend urban facilities and services to these areas economically where they would first require extension for a mile through the narrow and constrained valleys.

Coarse Filter Outcome for MD-I: Only lands within a quarter-mile of the UGB appropriately considered further at the fine filter level and all such lands passed through to the fine filter.

**SUITABLE LANDS ANALYSIS / FINE FILTER**

Once an appropriate study area was selected and inventoried for the City of Medford, a thorough and detailed examination of each surrounding and nearby area was performed consistent with the Goal 14 factors described under Chapter 5.0. Then, lands deemed suitable were assessed through the Priority hierarchy under Section 5 herein below. Map 46b depicts the lands within the quarter-mile and the urban reserve areas ultimately selected by the City in relation to the initial study area.

*Figure MD.3 Overview Summary of Fine Study Area*

| <b>Fine Study Area</b> | <b>Lots</b> | <b>Existing Dwellings</b> | <b>Gross Acres</b> | <b>Physically Constrained</b> | <b>Built</b> | <b>Generally Unconstrained</b> |
|------------------------|-------------|---------------------------|--------------------|-------------------------------|--------------|--------------------------------|
| MD-1                   | 118         | 124                       | 568                | 49                            | 28           | 491                            |
| MD-2                   | 23          | 14                        | 358                | 37                            | 5            | 316                            |
| MD-3                   | 56          | 44                        | 961                | 34                            | 12           | 915                            |
| MD-4                   | 5           | 11                        | 276                | 4                             | 1            | 271                            |
| MD-5                   | 106         | 66                        | 1728               | 49                            | 42           | 1636                           |
| MD-6                   | 33          | 35                        | 143                | 5                             | 8            | 131                            |
| MD-7n                  | 9           | 7                         | 128                | 2                             | 2            | 125                            |
| MD-7mid                | 3           | 0                         | 37                 | 1                             | 0            | 36                             |
| MD-7s                  | 2           | 0                         | 45                 | 0                             | 0            | 45                             |
| MD-8                   | 8           | 8                         | 56                 | 1                             | 2            | 53                             |
| MD-9                   | 32          | 28                        | 111                | 1                             | 6            | 104                            |
| MD-A.a                 | 25          | 19                        | 577                | 6                             | 4            | 568                            |
| MD-A.b                 | 52          | 44                        | 339                | 4                             | 9            | 326                            |
| MD-A.c                 | 28          | 27                        | 124                | 7                             | 6            | 111                            |
| MD-C.a                 | 3           | 3                         | 118                | 8                             | 1            | 108                            |
| MD-D.a                 | 4           | 3                         | 60                 | 16                            | 2            | 42                             |
| MD-E.a                 | 3           | 3                         | 19                 | 0                             | 1            | 18                             |
| MD-E.b                 | 1           | 0                         | 80                 | 32                            | 0            | 48                             |
| MD-F.x                 | 30          | 19                        | 540                | 96                            | 5            | 439                            |
| MD-H.a                 | 9           | 6                         | 251                | 5                             | 2            | 244                            |
| MD-I.a                 | 140         | 133                       | 312                | 53                            | 29           | 229                            |
| MD-I.b                 | 29          | 29                        | 167                | 2                             | 10           | 156                            |
| <b>Totals</b>          | <b>719</b>  | <b>623</b>                | <b>6997</b>        | <b>412</b>                    | <b>173</b>   | <b>6411</b>                    |

## **Study Areas—Unsuitable**

### **Area MD-A.a and MD-A.b**

MD-A.a includes all of the properties at least partially within one quarter mile of the City of Medford UGB western boundary, north of West Main Street to an imaginary line even with the east-west jog in the UGB, in-line with Ehrman Way. With exception of five small lots situated near the intersection of Ross Lane and Rossanley Drive, totaling 12 acres, all of the 577 acres of MD-A.a is designated Agricultural in the County Plan.

Area MD-A.b. includes all of the properties at least partially within one quarter mile of the City of Medford UGB western boundary, south of West Main Street to the north side of South Stage Road.

The Goal 14 location factors relate, in balance, to MD-A.a and MD-A.b as follows:

1. **Efficient Accommodation of Identified Land Needs:**—Reasons to determine this area is unsuitable for urbanization do not include the land’s inability to efficiently accommodate identified lands needs.
2. **Orderly and Economic Provision of Public Facilities and Services:** Reasons to determine this area is unsuitable for urbanization do not include the land’s general inability to accommodate needed public facilities and services. Nevertheless, this area has historically suffered from Greater Bear Creek Valley storm drainage difficulties. The area has a high water table which tends to make the supply of adequate storm drainage more challenging when compared to other potential areas.
3. **ESEE Consequences:** The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
  - a. **Economic:** The comparative economic consequence of including these lands is neutral. The land could be efficiently urbanized and urbanization could capitalize on relatively unconstrained transportation infrastructure. However, other alternative locations can offer similar levels of benefit, without the degree of negative offset associated with the loss of some of the region’s best farm soils with many of which are actively cultivated.
  - b. **Social:** The comparative social consequences are expected to be negative. This is an agricultural area that is already impacted to some degree by the existing exception areas further to the west. Urbanization of these areas would effectively eliminate the resource land separation between the communities of Medford, Central Point and Jacksonville. The community separation in this area was an important social consideration through the development of the RPS draft plan and the loss of this community separation is identified as a negative consequence, see pCIC recommendations on this area.
  - c. **Environmental—**The comparative environmental consequences of designating Urban Reserves in this area would be expected to be positive as the area is relatively free of environmental constraints.

- d. Energy: The comparative energy consequences are expected to be neutral as the area would be comparable to other potential areas for efficient urbanization and transportation usage offset by the loss of agricultural production potential with high quality soils requiring relatively little energy inputs for production.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary: As described under MD-A above and under CP-B in Chapter 4.CP, the lands west of Medford and immediately south of Central Point out to Jacksonville are some of the most fertile, deep soils in the valley. These lands are part of a larger agricultural area, generally situated between the three cities and foothills to the west.

Generally, the RPS plan and its boundary location decisions emphasize farmland and farm use impact alternatives on high value and high investment agricultural activities such as pear farming and viticulture. It is these high value agricultural patterns that served as a principal impetus for undertaking RPS in the first place, because the State's system of land use planning tends to emphasize soil capability. Soil capability alone can fail to recognize that the highest and most valuable agricultural activities in the Bear Creek Valley of pear farming and viticulture may or may not coincide specifically with soil quality ratings. However, the RPS focus on pear farming and viticulture also escalates risk because the agricultural economy lacks diversity and renders the agricultural economy, and associated land use, highly dependent on the performance of only a few crop types.

In the context of a long range land use plan, therefore, it is appropriate to maintain a balanced approach to farmland and farm use impacts. The reality is that the Bear Creek Valley does not contain vast amounts of highly rated Class I and II agricultural soils that could economically be expected to produce other valuable crops. The area immediately west of the City of Medford is one of the few areas that could potentially strengthen and diversify the agricultural economy and associated agricultural lands uses. To some extent, agricultural patterns in this area already reflect this diversity with production of crops such as strawberries, pumpkins and similar fruits and vegetables. Conversion of this area to urban uses over time would remove some of the best farmland in the valley from production. Urbanization of this area would also increase impacts on nearby and adjacent farmlands to the west by urbanization pressures. The potential to lose the opportunity to diversify and strengthen the agricultural economy, and associated agricultural land uses, serves as the primary basis to conclude MD-A.a and MD-A.b are both unsuitable for urbanization.

#### **Area MD-A.c**

Area MD-A.c includes the area within ¼ mile of the Urban Growth Boundary that is west of Griffin Creek Road/Fairlane Drive and south of South Stage Road which is contiguous with the current urban growth boundary follows. This area is an active agricultural area with Class I soils and with the exception of an existing sub-station and a small exception area along Judy Way, comprises primarily two large parcels in active orchard production.

The Goal 14 location factors relate, in balance, to MD-A.c as follows:

1. Efficient Accommodation of Identified Land Needs—The Judy Way exception lands are very small parcels which would make redevelopment unlikely and this would

- come at the expense of attempting to extend urban boundaries right up the existing orchard operations and would therefore result in little or no yield to meet identified urban land needs over time, especially if adequate buffers were to be placed from the high value agricultural activities.
2. **Orderly and Economic Provision of Public Facilities and Services**—This area could likely be served with urban facilities and services over time.
  3. **ESEE Consequences**—The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    - a. **Economic**—The comparative economic consequence of including these lands is expected to be negative where urbanization benefits would be expected to be no more than minimal and would be counteracted by impacts from potential disinvestment in high value agricultural activities in the area.
    - b. **Social**—The comparative social consequences are expected to be negative. Urban Reserve designation may be—or be perceived as—a disruption to the balance of rural and intensive agricultural uses in the area.
    - c. **Environmental**—The comparative environmental consequences are expected to be negative as urbanization of the Judy Way exception area would add pressures to the the Griffin Creek riparian corridor and floodplain in an area where it is already impacted by existing development patterns.
    - d. **Energy**—The comparative energy consequences are expected to be neutral as there are no significant identified adverse impacts or benefits associated with urbanization of this area.
  4. **Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary**—The primary basis for concluding this area is not appropriate for Urban Reserves is the presence of the high value agriculture to the west and southwest of this area. These orchards are located in a narrow strip of land leading up to Griffin Creek valley and they area already impacted to a degree by non-resource development patterns. Intensifying the level of development and increasing these impacts has the potential to eliminate these high value agricultural uses. Under such circumstances, Medford would be extending its westernmost boundary and doing so on Class I and II agricultural soil that is currently in high value production. This is an unacceptable level of impacts where other alternatives are available that are not such highly rated soils.

This area, on balance of the Goal 14 factors, is found to be generally unsuitable because it would extend Medford’s boundary westward and toward high-value agriculture with few urbanization benefits.

#### **Area MD-C.a**

MD-C.a is a small area at the extreme north-northeast corner of the existing UGB. The area consists predominantly of Class IV agricultural soils. For the same Goal 14 and agricultural land and use impacts described above under the coarse filter the above for MD-C the cir-

cumstances and reasons are the same with regard to Urban Reserve designation of the agricultural parcel immediately north of the existing UGB6. On that basis, MD-C.a is not suitable for inclusion in an Urban Reserve.

### **Area MD-D.a**

This area contains two half acre built exception lots [approaches zero net developable acres] and an approximately 60-acre agricultural parcel on the northeast aspect of Coker Butte.

The Goal 14 location factors relate, in balance, to MD-D.a as follows:

1. **Efficient Accommodation of Identified Land Needs**—Efficient accommodation of urban land needs in this area is constrained by topography. Coker Butte is relatively steep and this aspect of Coker Butte does not face other areas proposed for Urban Reserves making for urbanization somewhat inefficient.
2. **Orderly and Economic Provision of Public Facilities and Services**—Orderly and economic provision of public facilities is somewhat constrained by the topography and the lack of ability to connect with other urbanizing areas on this aspect of Coker Butte.
3. **ESEE Consequences**—The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
  - a. **Economic**—The economic consequences designating this area Urban Reserve is neutral as it is not expected to create significantly positive or negative economic consequences.
  - b. **Social**—The comparative social consequences are expected to be slightly negative resulting from urban aesthetic impacts to the east and north in an area that is rural and not proposed for urbanization.
  - c. **Environmental**—The comparative environmental consequences are expected to be slightly negative. The source of negative consequences would be urban development challenges associated with urbanization of an isolated butte aspect with slopes in excess of 22 percent on much of the area.
  - d. **Energy**—The comparative energy consequences are expected to be slightly negative as the urbanization of a sloped aspect hill with steep slopes will require somewhat greater energy inputs than would comparatively less constrained alternatives.
4. **Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary**—The area itself does not contain significant agricultural use or potential. However, this aspect of Coker Butte faces a larger agricultural area to the northeast of Medford and urbanization of this portion of the butte will reduce its function as a natural

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<sup>6</sup> The agricultural parcel contains a small commercial area immediately adjacent to Highway 62.

physical divide and buffer between the urban areas along Highway 62 and expansion of Medford northward from the farmlands and uses to the northeast

This area, on balance of the Goal 14 factors, is found to be generally unsuitable because the topography and loss of this area as a buffer from more intensive agricultural areas to the northeast are not offset by the value of the area to efficiently accommodate identified land needs.

### **Area MD-E.a and MD-E.b**

MD-E.a and MD-E.b are smaller areas that are closer to the existing UGB, but that have essentially all the same issues and circumstances applicable to broader MD-E area. Most specifically, these areas are subject to geologic hazards that render them unsuitable for urbanization.

### **Area MD-F.x**

This area consists of exception lands along the western edge of Area MD-F and the lands designated Agricultural Land and Forestry/Open Space in the northern half.

The Goal 14 location factors relate, in balance, to MD-F.x as follows:

1. **Efficient Accommodation of Identified Land Needs**—The resource designated land is very steep and would be difficult to accommodate any urbanization efficiently, especially because adjacent land within the existing UGB has been slow to develop and may never develop because of its steep topography; the resource lands are not well situated to meet identified urban land needs. The exception lands are not as steep and could more easily accommodate some level of urbanization. However, the challenge associated with these lands is the extent to which these lands will accommodate identified land needs in an efficient manner when compared to alternatives that are more proximate to the urban core. Overall, Medford has relatively significant amounts of steep and challenging redevelopment within its existing UGB. This type of land is only suitable for residential development and usually only single family development (and some types of parks). Even when used for residential development, this type of land tends to be the most expensive type of residential development. For example, the Medford Water Commission raises concerns regarding the cost of water service to these types of lands and observes that pump stations and/or reservoirs are required for every 150 feet of elevation; water tanks and pump stations are expensive infrastructure. Therefore, an oversupply of this type of land will result in supply deficiencies for other types of land to meet the range of housing prices and options required by Goal 10 for the City of Medford. This particular location is not efficient for this type of land because it is on the far eastern boundary of the City and would extend the easternmost boundary of the City where other more central locations are otherwise possible to satisfy identified needs for the particular type of residential development these land forms can reasonably be expected to serve.
2. **Orderly and Economic Provision of Public Facilities and Services**—The resource zoned lands in the north half of MD-F.x would be difficult to serve with public facilities at all and would be uneconomic considering the underlying geology and poten-

tial for mass movement. The exception areas have similar challenges but are not as steep and while costly may be feasible.

3. ESEE Consequences—The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
  - a. Economic—The comparative economic consequence of including these lands is negative when one compares the costs of extension in this area with the supply of additional lands that can reasonably serve only a small subset of Medford’s urban land needs. For example, the topography and environmental challenges of this area are similar to the Bella Vista project off McAndrews Road; this project is now bankrupt after installing all the required urban infrastructure and failing to sell a single lot because the infrastructure cost per lot exceeded what the market (even at its peak) would support. This area also has smaller parcels which generally limit design flexibility and is likely to further increase costs.
  - b. Social—The comparative social consequences are expected to be negative mainly due to impacts of urbanization on the existing and established rural neighborhood. This is an established neighborhood that developed at a rural intensity that reflected the intrinsic land constraints in this area. Intensified urban development is likely to cause significant conflict within the neighborhood when redevelopment challenges of exception areas, generally, are combined with the acute issues caused by topography in this area. .
  - c. Environmental—The environmental consequences of urbanization of the resource lands in the northern portion of MD-F.x is severely negative because of the potential geologic hazards of mass movement and debris flow. The geologic risk associated with the exception lands is negative, but not severely so. Some of the same conditions exist. Intensified urbanization of this area has the potential to further destabilizing lands at the bottom of the hazard area which could increase the level of hazard overall.
  - d. Energy—The comparative energy consequences are expected to be negative due to the high expected energy inputs. Initially, high energy inputs would be required urbanization due to the above described constraints of topography combined with existing parcelization. Over time, urban energy consumption is principally derived from transportation. The greater the distance and elevation change from the urban core the higher the energy consumption per dwelling unit that would be expected. If this area were urbanized it would be the furthest from Medford’s urban core and would be the highest elevation development in the City.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary—Urbanization of this area would not be expected to consume valuable resource land or to result in significantly adverse resource land use conflicts.

This area, on balance of the Goal 14 factors, is found to be generally unsuitable because the topographic issues and location that would extend the eastern extents of the City of Medford for little urbanization benefit.

### **Area MD-H.a**

MD-H.a is located between the southern Medford UGB and South Stage Road. MD-H.a has been identified as an area that is unsuitable for Urban Reserves despite a location and conditions that make it similar from a Goal 14 boundary factor perspective to MD-6 and the MD-7 areas; those areas are all deemed suitable in the plan. There are two essential differences between MD-H.a and the MD-6 & MD-7 areas that are deemed suitable, as follows:

- First, the Urban Reserves have been developed as part of a larger regional planning process. That process includes elements intended to significantly improve agricultural buffering. Thus, the expectation is that, as MD-6 and MD-7 are urbanized, the urban-agriculture interface will reduce impacts significantly when compared to current urbanization and development practices. By reducing urban impacts' adverse effects on agricultural practices, the MD-H.a area is expected to be better suited for agriculture than the MD-6 & MD-7 areas and therefore the balance of agricultural impacts and use of agricultural lands weighs toward determining MD-H.a is unsuitable.
- Second, MD-6 & MD-7 are necessary to provide needed transportation connections in the area—the extensions of Holly Street, Kings Highway, Marsh Street, and Anton Drive—with minimal encroachment on the farmland in this tight north of South Stage Road. These Goal 14 factors also weigh toward finding the MD-6 & MD-7 areas suitable where MD-H.a does not have a situation or characteristics that present as acute an urban need(s).

### **Area MD-I.a**

Area MD-I.a includes the area within ¼ mile of the Urban Growth Boundary that is South of South Stage Road between Griffin Creek Road and a southerly extension of King's Highway. This area has two distinct topographic conditions and historical development patterns. West of Dark Hollow Road the area is flat and gently sloping with ~100 acres of Class II agricultural soils and designated Agricultural. East of Dark Hollow Road is hillside with a small bowl on the northwest aspect containing rural residential development along Dark Hollow Road with steep topography above the bowl to the southeast. Because of the different characteristics of these areas, suitability is evaluated separately where it is logical and appropriate to do so.

The Goal 14 location factors relate, in balance, to MD-I.a as follow:

1. **Efficient Accommodation of Identified Land Needs**—The lands west of Dark Hollow are flat and the agricultural lands could accommodate urban lands use efficiently. The exception lands in this area contain very small lots and would have limited or no ability to meet any identified land needs, especially if adequate buffering of the adjoining lands containing Class II agricultural soils were addressed.

The lands east of Dark Hollow in that small bowl present an interesting challenge from a urban efficiency standpoint. While the area does contain exception lands with sufficient land area to be redevelopable, the area is still fairly steep. The topography combined with the standard challenges of exception area redevelopment render this area difficult to efficiently meet identified land needs. Also, inclusion of this area would result in the City of Medford violating its general philosophy to avoid extension of the City south of South Stage Road<sup>7</sup>.

2. **Orderly and Economic Provision of Public Facilities and Services**—If the entire area west of Dark Hollow Road were urbanized the area would be large enough and have enough development potential to be economically served with urban facilities and services over time. If only the exception lands were deemed suitable, then the existing densities and development patterns would result in limited, or no, redevelopment potential over time. Without redevelopment, there is no reason to believe that the area would pay for such service extensions and is not therefore economically serviceable.

The area east of Dark Hollow Road would face challenges of serving topographically constrained areas that are also constrained by existing development patterns and parcelization. The area may be serviceable economically, but it would be challenging at best.

Urbanization of MD-I.a will also create a public facilities constraint on South Stage Road that may be uneconomical. South Stage Road is a major county arterial with one travel lane in each direction and stop controlled intersections at Dark Hollow/Columbus, Griffin Creek, and Kings Highway. Dark Hollow carries approximately 2,100 average daily trips (ADT) south of South Stage Road and Griffin Creek carries approximately 3,200 ADT south of South Stage Road. However, the through movements on South Stage Road are in the 5,000 to 7,500 ADT in this corridor. As southwest Medford continues to infill this will generate additional volumes in the turning movements on the south bound approaches. Additional volumes to serve development south of South Stage Road would further erode the east-west capacity of South Stage Road. These additional cross-street volumes have the potential to require significant improvements such as signalization of those intersections and intersection widening to add additional turn lanes. These are significant and relatively expensive improvements to a major arterial in comparison to the net urban development that would be yielded from urbanization south of South Stage Road.

3. **ESEE Consequences**—The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:

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<sup>7</sup> In the first instance, the City of Medford and Jackson County find that the exclusion of lands south of South Stage Road from the pool of suitable lands is appropriately justified under the Urban Reserve Rule as described in the Regional Plan herein, but find in the alternative that South Stage Road is otherwise a logical southern boundary for the City of Medford that LCDC may otherwise acknowledge, under the flexibility afforded by the RPS statute. In the event LCDC cannot concur with the City's and County's apriori finding of consistency with the Urban Reserve Rule, LCDC is respectfully requested to conclude the exclusion of MD-I.a is appropriately excluded from the pool of suitable land under the Statewide Planning Goals even though LCDC did not ultimately conclude it fully complies with the Urban Reserve Rule as LCDC has such authority under the RPS statute for a Regional Problem Solving Plan.

- a. Economic—The comparative economic consequence of including all lands west of Dark Hollow is negative as the potential losses from agricultural productivity are not expected to be offset by the potential benefits of urbanization of these areas. The area east of Dark Hollow is expected to be slightly positive where some economic benefit may be derived from the redevelopment of sloped exception areas.
  - b. Social—The comparative social consequences are expected to be negative. Urban Reserve designation alone, let alone actual urbanization, has the potential to upset the delicate balance of rural and agricultural uses in the area west of Dark Hollow Road. All of MD-I.a represents a significant social consequence of extending urbanization south of South Stage Road. The residents of this area have regularly stated their desire to remain outside the City and the City of Medford has little or no desire to change is philosophy that South Stage Road is a logical southern boundary for the City in this area.
  - c. Environmental—The comparative environmental consequences are expected to be neutral as this area has relatively few environmental constraints that are significantly greater than other potential growth areas. Some adverse environmental consequences may arise through the challenges of hillside redevelopment east of Dark Hollow Road.
  - d. Energy—The comparative energy consequences are expected to be neutral as there are no significant identified adverse impacts or benefits associated with urbanization of this area.
4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary—The primary basis for concluding this area is not appropriate for Urban Reserves is the presence of the high capability (Class II) soils on ~100 acres of Agricultural Land that would be lost as a result of urbanization of this area. These lands do not contain high value agriculture at this time, but they benefit from a location that rises off the valley floor with lower potential for frost and are similar in aspect and soil classification to new vineyard investments just to the west off Bellenger Hill. The surrounding exception lands are too small to accommodate additional urbanization and improved buffering and so the best strategy to keep the land available for potential intensive agricultural use is to determine the area is unsuitable for urbanization.

This area, on balance of the Goal 14 factors, is found to be generally unsuitable because it would extend Medford's boundary southward across South Stage Road in an area were Class II agricultural lands west of Dark Hollow Road would be impacted leaving only a small bowl of exception lands east of Dark Hollow which would extend the City's southern boundary across its historical southern boundary of South Stage Road for no meaningful urbanization yield.

#### **Area MD-I.b**

MD-I.b contains a mix of exception lands and agricultural land that is south of South Stage Road and west of the railroad. The area is sandwiched between the large high value agricultural area to the west across Voorhies Road and the railroad.

The Goal 14 location factors relate, in balance, to MD-1.b as follows:

1. **Efficient Accommodation of Identified Land Needs**—Efficient accommodation of identified land needs in this area would be challenging because of the configuration of the area. Because of the railroad, the only access to the area is from Voorhies Road. The parcels are relatively small and are haphazardly arranged. Inclusion of only the exception areas is impractical because they are separated into two areas and would create an illogical boundary that would be gerrymandered to avoid inclusion of the Class I and Class II agricultural parcels in the area in a manner that cannot be reasonably considered efficient urbanization.
2. **Orderly and Economic Provision of Public Facilities and Services**—This area would be somewhat difficult to serve efficiently with public facilities and services. The presence of the railroad would effectively prohibit the economic provision of the grid street network with any meaningful external connections. The area would be an isolated urban extension south of Southstage Road along the railroad tracks without any logical connections or relationship to other urban facilities and services elsewhere in the City.
3. **ESEE Consequences**—The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
  - a. **Economic**—The comparative economic consequence of including these lands is negative because the cost of services is significant relative to its potential for redevelopment. Also, there are significant potential impacts to agriculture associated with urbanization of this area as some parcels in the area have active orchards and viticulture activities and negative impacts from the loss of these activities would not be expected to offset the potential economic benefit from urbanization where this location would be ill-suited to outcompete better situated alternatives for urban economic development opportunities.
  - b. **Social**—The comparative social consequences are expected to be negative primarily due to impacts of urbanization on the historical resource at Eden Valley Winery. Jackson County adopted a limited use goal exception to support the commercialization and renovation of this historic property and its development as a regional wine-making facility. The goal exception adopted for this property requires its unique situation as a facility with reasonable accessibility from the regional transportation system but with farm uses and activities in a historically rural setting. Urbanization of this area would change this rural setting and threaten this unique and site specific plan that provides a unique social benefits to the entire region.
  - c. **Environmental**—The comparative environmental consequences are expected to be neutral. There is a minor stream that traverses the area (Gore Creek) but urbanization could reasonably avoid adverse impacts to this waterway and therefore there are no significantly identified consequences from urbanization.

- d. **Energy**—The comparative energy consequences are expected to be slightly negative as energy inputs for delivery of infrastructure would be relatively high due to its isolation between the high value agriculture to the west and the railroad to the east.
4. **Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary**—This is the principal basis upon which Medford concludes this land is unsuitable. Urbanization in this area poses significant threat to the large block of high value agricultural lands that exist to the west and southwest of this area. The area is a mix of rural exception lands and agricultural lands and therefore serves as a transition area from urban to rural to intensive agriculture land uses in an effective manner. The agricultural uses that are located in this area are located on excellent irrigated Class I and Class II soils and the loss of even this small amount of agricultural land in an area so ill suited. Inclusion of this area into an Urban Reserve would have the effect of eliminating this transition over time and placing one of the region’s most valuable agricultural areas at additional risks for comparatively minimal urban land asset benefits.

This area, on balance of the Goal 14 factors, is found to be generally unsuitable because it would extend Medford’s boundary into an area where there are many high value agricultural activities for minimal urbanization yield in an area that cut off from the rest of Medford by the railroad.

## APPENDIX C

# Urban Reserve Management Agreement

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**INTERGOVERNMENTAL AGREEMENT BETWEEN  
THE CITY OF MEDFORD (CITY), OREGON  
AND JACKSON COUNTY (COUNTY), OREGON  
FOR THE JOINT MANAGEMENT OF THE MEDFORD URBAN RESERVE**

**WHEREAS** under ORS 190.003 to 190.030, and 197.175, et seq., City and County are authorized to enter into intergovernmental agreements and are required to prepare and adopt Comprehensive Plans consistent with Statewide Planning Goals; and

**WHEREAS** City and County have previously entered into an intergovernmental agreement setting forth their rights and responsibilities within the Urban Growth Boundary (UGB) and outside the incorporated City boundaries and this Agreement remains in full force and effect; and

**WHEREAS** under OAR 660-021-0020, City and County are authorized to establish Urban Reserves and City and County have adopted an Urban Reserve as well as plan policies and land use regulations to guide the management of this area pursuant to OAR 660-021-0020; and

**WHEREAS** City and County recognize the importance of providing an orderly transition of urban services from County to City jurisdiction and administration as the Urban Reserve transitions from a rural to an urban character; and

**WHEREAS** ORS 190-003, et seq. requires that an intergovernmental agreement relating to the performance of functions or activities by one unit of local government for another shall be adopted and shall specify the responsibilities between the parties;

**NOW, THEREFORE, City and County agree as follows:**

**1. Definitions**

**BOC:** Jackson County Board of Commissioners.

**Comprehensive Plan:** State-acknowledged comprehensive plan adopted by City or County.

**Council:** City of Medford City Council.

**LDO:** Jackson County's Land Development Ordinance.

**Nonresource Land:** Land that *is not* subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

**Planning Services:** Legislative activities, such as adoption and amendment of comprehensive plan text and maps, adoption and amendment of land use regulations, and quasi-judicial processing of land use actions.

**Resource Land:** Land that *is* subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d).

**Urban Growth Boundary (UGB):** The boundary separating urban and urbanizable lands in and adjacent to City from rural lands under County jurisdiction.

**Urban Growth Boundary Management Agreement (UGBMA):** The current agreement between County and City concerning the management of the lands within City's urban growth boundary. Such agreements may be alternatively referred to as "Urban Growth Management Agreements" (UGMAs), "Urban Growth Boundary Agreements" (UGBAs), "Urban Area Management Agreements" (UAMAs) and "Urban Growth Boundary and Policy Agreements" (UGBPAs).

**Urban Reserve (UR):** Lands outside of a UGB identified as highest priority (per ORS 197.298) for inclusion in the UGB when additional urbanizable land is needed in accordance with the requirements of Statewide Planning Goal 14.

**Urban Facilities and Services:** Basic facilities that support urban development in accordance with a Comprehensive Plan and that are primarily planned for by cities but also may be provided by counties or districts. Urban facilities and services include, but are not limited to: fire protection, sanitary facilities, potable water delivery, storm drainage facilities, streets and roads (including bike lanes and sidewalks), planning, zoning and subdivision control, health services, parks and recreation facilities and services, transportation and community governmental services.

## 2. Intent and Purpose of Agreement

The intent and purpose of this Agreement is for City and County to:

- A. Enhance long-range planning in the Urban Reserve.
- B. Maintain and improve coordination and communication between City and County.
- C. Develop consistent policies and procedures for managing urban growth and development within the Urban Reserve.
- D. Minimize impacts to property owners, local governments and service providers related to the transition of property from within the Urban Reserve to within the Urban Growth Boundary.

**3. Urban Reserve Planning and Zoning**

- A. OAR 660-021-0040(2) requires that development and land divisions in exception areas and on nonresource lands must not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. In accordance with this and other requirements in State law, the Jackson County Comprehensive Plan and Land Development Ordinance will specify an appropriate minimum parcel size for new land divisions in the UR and the following provision will apply:

*Prior to approval of any new development, property owners must sign a deed declaration acknowledging that existing or proposed development on their property may be impacted by future urbanization, including the installation of public utilities and streets.*

- B. Per OAR 660-021-0040(3), for exception areas and nonresource land in the UR, zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning at the time of execution of this Agreement shall not be permitted. This regulation shall remain in effect until such time as the land is annexed into the City.
- C. Per OAR 660-021-0040(4), resource land that is included in the UR shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals.

**4. Process for Exercising Responsibilities in the Urban Reserve**

- A. Per OAR 660-021-0050(1), unless otherwise agreed to, designation of the local government responsible for building code administration, enforcement of land use ordinances, and land use regulation in the Urban Reserve shall be:
- |  |                                     |
|--|-------------------------------------|
| (i) Prior to inclusion within the UGB: | County                              |
| (ii) After inclusion within the UGB:   | Per current agreement (e.g., UGBMA) |
| (iii) After annexation into the City:  | City                                |
- B. Per OAR 660-021-0050(2), designation of responsibility for the current and future provision of sewer, water, fire protection, parks and recreation, road maintenance and improvements, and stormwater facilities within the UR are described below and shown on the map attached hereto and incorporated herein as "Exhibit 1."
- C. Per OAR 660-021-0050(3), the terms and conditions under which responsibility for the provision of urban facilities and services will be transferred or expanded in the UR are described in Section 5, below.

- D. Per OAR 660-021-0050(4), and to ensure involvement by affected local governments and special districts, procedures for notification and review of land use actions in the UR to ensure involvement by affected local governments and special districts are as follows:
- (i) All land use actions shall be processed by County. After receiving an application or developing a proposal, County will request comments from City and other affected local governments and special districts concerning the requested land use action. County will provide these parties with 45 days notice before the first hearing of any proposed County Comprehensive Plan, Comprehensive Plan map, zoning map or zoning regulation amendment in the Urban Reserve.
  - (ii) Upon request for comments on a land use action in the UR, City and any other affected local governments and special districts will have an opportunity to recommend approval, recommend approval with conditions, or recommend denial of the land use action. In consideration of City's comments, County will recognize that City has a unique interest in ensuring the efficient transition of the UR area from rural to urban land uses.
  - (iii) County staff will incorporate any comments received into the staff report and present them to the initial and final hearings body. Additional comments by City or other affected local governments, or special districts, concerning the land use action will be heard and considered as part of County's land use hearing process.

## **5. Transition Policies Relating to Service Responsibility in the Urban Reserve**

- A. *Sanitary Sewer Service.* There will be no provision of these services in the UR until City and/or Rogue Valley Sewer (RVS) services are available consistent with the provisions of Statewide Planning Goal 11, its implementing regulations, and the regulations of the respective sanitary sewer service provider. Subsequent to annexation, City may require hook-up, per City standards, to sanitary sewer services. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within which sanitary sewer service is the responsibility of City and/or RVS. County has no sanitary sewer service responsibilities.
- B. *Potable Water Service.* There will be no public provision of these services in the UR until urban services are available consistent with the provisions of Statewide Planning Goal 11 and the regulations of the respective public water provider. City shall be the sole and only public provider of water, except for existing water districts. Nothing in this provision shall limit the ability of individuals to provide individual services, under provisions of applicable State and local law(s), on their own private property within the Urban Reserve. The attached map (Exhibit 1) depicts City's UGB and city limits, within

which potable water service is the responsibility of City. County has no potable water service responsibilities.

- C. *Fire Protection.* Jackson County Fire Protection Districts #2 and #3 have primary responsibility for fire protection services within the UR and the UGB. City has primary responsibility for fire protection services within the city limits. The attached map (Exhibit 1) depicts the boundaries described above.
- D. *Parks and Recreation.* County provides parks and recreation services outside of City's limits (including the UR and UGB), while City provides these services within City's limits. The exception to the above are the URs identified as "MD-P Prsct" (Prescott Park) and "MD-P Chrsy" (Chrissy Park) on the attached map (Exhibit 1), which are both owned and maintained by City.
- E. *Road Maintenance and Improvements.*
  - (i) *County Roads.* County maintains county roads within the UR. County will retain jurisdiction and be responsible for the continued maintenance of these road(s) until annexation by City. When City's UGB is expanded into the UR, County will require (e.g., through a condition of approval of UGB amendment) that City assume jurisdiction over the county roads within the proposed UGB at the time of annexation into City regardless of the design standard used to construct the road(s) and regardless of when and how the road(s) became county roads. The transfer shall occur without compensation and City shall not impose other conditions that might otherwise be allowed under ORS 373.270(6). County shall ensure the pavement condition of the road(s) is in good or better condition at the time of the transfer as determined by county's *Pavement Management Grading System*.

When new County roads are constructed within City's UGB or UR, County shall adhere to City's structural road section specifications. When existing County roads within City's UGB or UR are widened, County shall adhere to City's structural road section specifications for the widened portion of the County road. The structural section of the existing road width shall be as specified by the County Engineer.

When a proposed UGB amendment will result in a significant impact to a county road(s) already within City's limits, or existing UGB, such that the proposed amendment depends on said county road(s) for proper traffic circulation, then a nexus is found to exist between the proposed UGB expansion and said county road(s). Where such a nexus exists, the county may require, as a condition of approval, the transfer of all, or portions of, said county road(s) within the existing UGB or City's limits at the time of annexation, regardless of the design standards to which the road is constructed. This transfer shall occur without compensation and shall not be subject to other conditions that might otherwise be allowed under ORS 373.270(6). Coun-

ty shall ensure the pavement condition of said road(s) is in good or better condition at the time of the transfer as determined by county's *Pavement Management Grading System*. The parties deem the following roads within City's UGB or City's limits to have such a nexus:

- Coker Butte Road, 175' West of Arrowhead Dr. to 1380' East of Arrowhead Dr.
- East Vilas Road, Table Rock Road to 570' east of Crater Lake Highway
- Foothill Road, Hillcrest Road to McAndrews Road
- Foothill Road, 465' South of Cedar Links Dr. to 405' North of Delta Waters Rd.
- Justice Road, Crater Lake Highway to 780' West.
- Peace Lane, East Vilas Road to 450' North

For county roads within City's limits or UGB not listed above, City shall not be required to assume jurisdiction as part of this Agreement.

- (ii) *State Highways*. The Oregon Department of Transportation (ODOT) maintains state highways within the UR. ODOT retains jurisdiction and maintenance responsibilities on all state highways in the UR after inclusion within City's UGB and after annexation by City except where jurisdiction is transferred to City or County by separate agreement.

The attached map (Exhibit 1) depicts roads within the UR where, if the road is publicly maintained, either County or ODOT has responsibility for road maintenance and improvements. Upon annexation, City will assume jurisdiction along with road maintenance and improvement responsibilities over the entire right-of-way of said road(s) currently maintained by County within the annexation area.

- F. *Stormwater Management*. County provides limited, if any, public stormwater management services within the UR. City provides stormwater management services within the City's limits. Transition of public stormwater management responsibilities from County to City will occur upon annexation by City. The attached map (Exhibit 1) depicts the UR wherein County has responsibility for public stormwater management services until annexation by City.
- G. *Special Districts*. City must agree to the formation of any special district within the UR prior to the approval of the formation of the district by County. This provision shall not apply to County-wide service districts formed under ORS Chapter 451.
- H. *Service Expansion Plans*. As the future provider of water, sewer, parks and recreation, road maintenance and improvement, and stormwater management services in the UR, City shall prepare and update service expansion plans and these plans shall be consistent with the UGBMA between City and

County. These plans shall provide a basis for the extension of services within the UGB and shall be referred to County for comment.

**6. Review, Amendment and Termination of this Agreement**

- A. This Agreement may be reviewed and amended at any time by mutual consent of both parties, after public hearings by the Council and the Board of Commissioners.
- B. Any modifications to this Agreement will be consistent with City and County comprehensive plans and state law.
- C. Staff from City and County will attempt to informally resolve any disputes regarding the terms, conditions, or meaning of this Agreement. For any disputes not resolved through this informal process, the Council and the BOC will meet jointly in an attempt to resolve those disputes. Either party may request the services of a mediator to resolve any dispute.
- D. This Agreement may be terminated by either party subsequent to dissolution of the Urban Reserve. Such termination shall proceed through a properly noticed public hearing process.

**JACKSON COUNTY  
BOARD OF COMMISSIONERS**

**CITY OF MEDFORD**

\_\_\_\_\_  
By: Don Skundrick, Chair

\_\_\_\_\_  
By: Gary Wheeler, Mayor

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
By: Dennis C.W. Smith, Commissioner

\_\_\_\_\_  
Attest: City Recorder

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
By: John Rachor, Commissioner

\_\_\_\_\_  
Date

*APPROVED AS TO LEGAL SUFFICIENCY:*

\_\_\_\_\_  
By: County Counsel

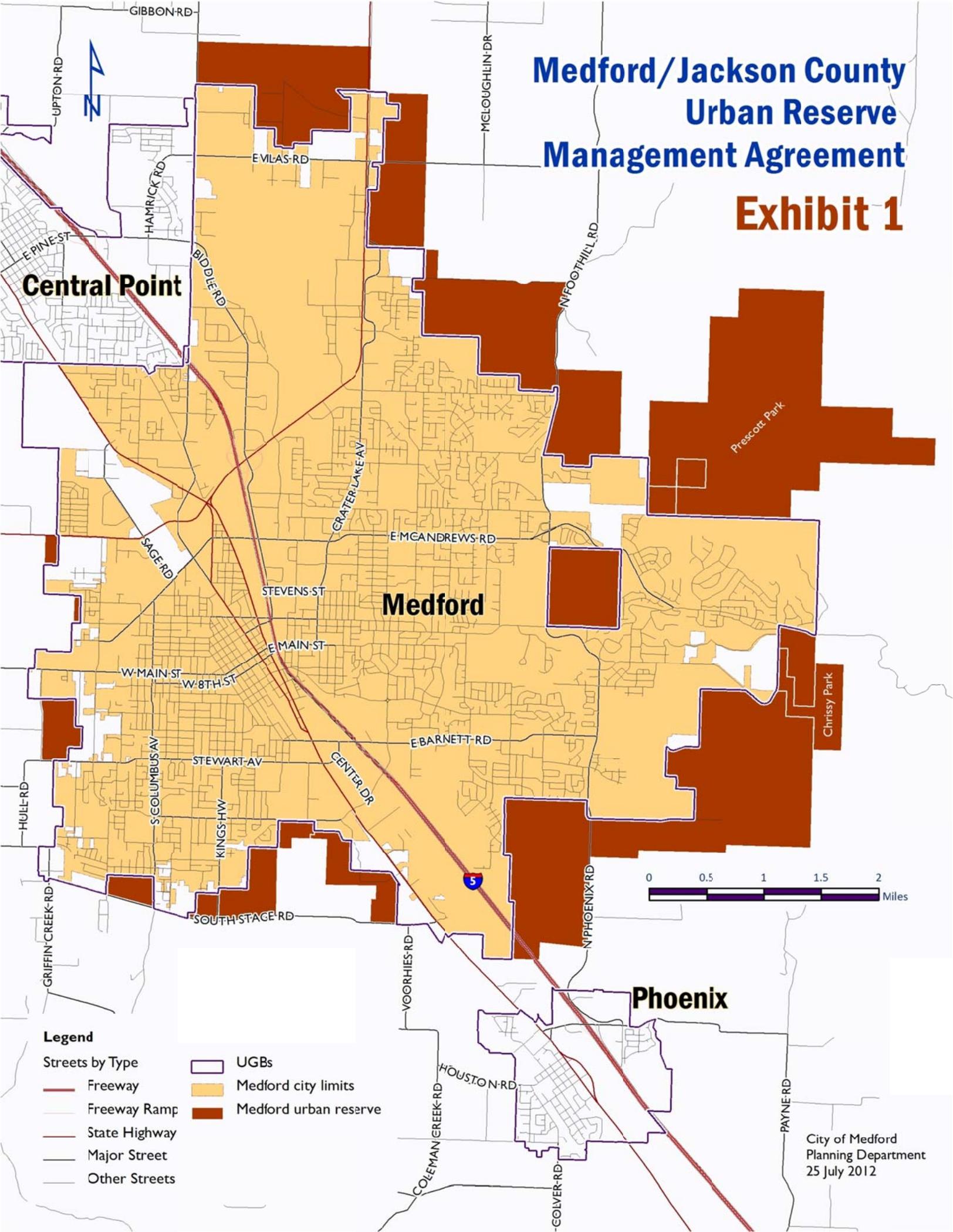
\_\_\_\_\_  
By: City Attorney

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

# Medford/Jackson County Urban Reserve Management Agreement

## Exhibit 1



**Central Point**

**Medford**

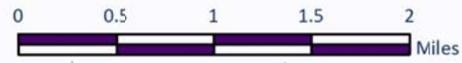
**Phoenix**

**Legend**

Streets by Type

- Freeway
- Freeway Ramp
- State Highway
- Major Street
- Other Streets

- UGBs
- Medford city limits
- Medford urban reserve



City of Medford  
Planning Department  
25 July 2012