



Medford City Council Meeting

Agenda

November 15, 2018

6:00 P.M.

Medford City Hall, Council Chambers
411 West 8th Street, Medford, Oregon

10. Roll Call

20. Recognitions, Community Group Reports

- 20.1 Employee Recognition
- 20.2 Rogue Disposal update by Gary Penning
- 20.3 Quarterly Economic Development update by Colleen Padilla

30. Oral Requests and Communications from the Audience

Comments will be limited to 4 minutes per individual, group or organization. PLEASE SIGN IN.

40. Public Hearings

Comments are limited to a total of 30 minutes for applicants and/or their representatives. You may request a 5-minute rebuttal time. Appellants and/or their representatives are limited to a total of 30 minutes and if the applicant is not the appellant they will also be allowed a total of 30 minutes. All others will be limited to 4 minutes. PLEASE SIGN IN.

- 40.1 COUNCIL BILL 2018-130 An ordinance amending sections 10.012, 10.106, 10.108, 10.110, 10.124, 10.156, 10.214, and 10.220 of the Medford Municipal Code to include a procedure for preparing and adopting urbanization plans. (CP-16-075 and DCA-18-120) Land Use, Legislative
- 40.2 COUNCIL BILL 2018-131 An ordinance approving a legislative amendment to the Neighborhood Element and the Review and Amendment section of the Medford Comprehensive Plan to incorporate procedural requirements for preparing and adopting urbanization plans for areas within the expanded Urban Growth Boundary. (CP-16-075 and DCA-18-120) Land Use, Legislative

50. Approval or Correction of the Minutes of the November 1, 2018 Regular Meeting

60. Consent Calendar

70. Items Removed from Consent Calendar

80. Ordinances and Resolutions

- 80.1 COUNCIL BILL 2018-126 An ordinance adopting a revised Transportation System Plan (2018-2038) and approving a legislative amendment to the Transportation Element, Public Facilities Element, and the Conclusions, Goals, Policies, and Implementation Strategies of the Medford Comprehensive Plan. (CPA-16-036)

90. Council Business

90.1 Proclamations issued:
Small Business Saturday, November 24, 2018

90.2 Committee Reports and Communications

100. City Manager and Staff Reports

100.1 League of Oregon Cities Elected Essentials Workshops

100.2 Further reports from City Manager

110. Adjournment



CITY OF MEDFORD AGENDA ITEM COMMENTARY

Item No: 40.1 & 40.2

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DEPARTMENT: Planning
PHONE: (541) 774-2380
STAFF CONTACT: Matt Brinkley, AICP CFM, Director

AGENDA SECTION: Public Hearings
MEETING DATE: November 15, 2018

COUNCIL BILL 2018-130

An ordinance amending sections 10.012, 10.106, 10.108, 10.110, 10.124, 10.156, 10.214, and 10.220 of the Medford Municipal Code to include a procedure for preparing and adopting urbanization plans. (DCA-18-120) Land Use, Legislative

COUNCIL BILL 2018-131

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SUMMARY AND BACKGROUND

The City Council is requested to consider a legislative amendment that will modify the Neighborhood Element of the Comprehensive Plan and Chapter 10 of the Municipal Code. The proposed language outlines a procedure for preparing and adopting urbanization plans for areas within the (2018) expanded Urban Growth Boundary.

Urbanization plans are high-level concept plans. The plans are intended to show compliance with Regional Plan performance measures through the demonstration of the type and mix of land uses, residential densities, and transportation networks proposed within the expansion areas. The concept of urbanization plans has been discussed since the City was evaluating the expansion of its Urban Growth Boundary in 2016. (CP-16-075 and DCA-18-120)

PREVIOUS COUNCIL ACTIONS

On September 13, 2018, the amendments were presented and discussed with the City Council during a study session.

On September 24, 2018, the amendments were presented and discussed at a joint study session with the Planning Commission and City Council. Staff was directed to proceed with the hearing process.

ANALYSIS

In 2012, the Regional Plan Element was adopted into the City's Comprehensive Plan. This meant the Regional Problem Solving (RPS) process with Jackson County and the other participating cities, including Medford, was completed. The RPS process and the Regional Plan provided the City of Medford with designated Urban Reserve Areas (URA). The URAs would provide the City with a 50 year land supply for future growth. In 2016, Council approved expansion of its Urban Growth Boundary (UGB) into a portion of these URAs, and the State acknowledged the same in 2018. As part of the UGB process and based on the Regional Plan, the URAs included conceptual land use plans identifying General Land Use Plan (GLUP) designations and the location of higher order streets.

Urbanization plans will expand upon these initial concept plans and provide details about meeting the residential density requirements, planning for mixed-use and pedestrian-friendly areas, identifying open space and agricultural buffers, and laying out a more detailed transportation system. The street system shall be in conformance with the higher order streets as designated in the 2038 Transportation System Plan (TSP). Any proposed changes to the streets identified in the TSP shall be noted and will need to be approved concurrently with the Urbanization Plans. Each of the expansion areas are separated into



CITY OF MEDFORD AGENDA ITEM COMMENTARY

Item No: 40.1 & 40.2

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individual planning units. Property owners within each planning unit will be required to submit and adopt an urbanization plan prior to or concurrently with requests for annexation.

Urbanization Plans are a Type IV legislative amendment. The Planning Commission will make a recommendation and the City Council will make the final decision. Projects may be appealed to the Land Use Board of Appeals.

The Planning Commission voted 8-0 in favor of the proposed language at the October 25th public hearing.

FINANCIAL AND/OR RESOURCE CONSIDERATIONS

None.

TIMING ISSUES

The adoption of an Urbanization Planning process is one of the necessary steps required before lands within the newly expanded Urban Growth Boundary can be annexed and developed.

COUNCIL OPTIONS

- Approve the ordinances as presented.
- Modify the ordinances as presented.
- Decline to approve the ordinances as presented and direct staff regarding further action.

STAFF RECOMMENDATION

Staff recommends approval of the ordinances.

SUGGESTED MOTION

I move to adopt the ordinance authorizing the Development Code Amendment as described in the Council Report dated November 8, 2018, and as recommended by the Planning Commission.

I move to adopt the ordinance authorizing the Major Comprehensive Plan Amendment as described in the Council Report dated November 8, 2018, and as recommended by the Planning Commission.

EXHIBITS

Ordinances (Exhibit for 2018-131: City Council Report dated November 8, 2018)

ORDINANCE NO. 2018-130

AN ORDINANCE amending sections 10.012, 10.106, 10.108, 10.110, 10.124, 10.156, 10.214, and 10.220 of the Medford Municipal Code to include a procedure for preparing and adopting urbanization plans.

THE CITY OF MEDFORD ORDAINS AS FOLLOWS:

SECTION 1. Section 10.012 of the Medford Municipal Code is amended to read as follows:

10.012 Definitions, Specific.

Urban Reserve. Lands outside the urban growth boundary that will provide for future expansion over a long period. See General Land Use Plan map and the Regional Plan Element of the Comprehensive Plan.

Urbanization Plan. An adopted land use and circulation plan showing compliance with the Regional Plan Element for each established planning unit identified in the Comprehensive Plan. An urbanization plan is a “Special Area Plan” as defined in the General Land Use Plan Element, a “conversion plan” as termed in the Urban Growth Management Agreement, and a neighborhood circulation plan as used in this chapter. Urbanization plans are required prior to or in conjunction with annexation requests for all areas adopted as part of the 2016 Urban Growth Boundary expansion or future Urban Growth Boundary expansions.

SECTION 2. Section 10.106 of the Medford Municipal Code is amended to read as follows:

10.106 Procedural Types.

(4) Requested action may be initiated by City Council and Planning Commission (except annexations). ~~or for minor~~ **Minor amendments, or Urbanization Plans may be initiated** by an applicant(s).

(5) Appeals of Type IV decisions are made to the Land Use Board of Appeals (LUBA) per Section 10.140(I).

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SECTION 3. Section 10.108 of the Medford Municipal Code is amended to read as follows:

10.108 Land Use Review Procedures Types.

| Table 10.108-1. Land Use Review Procedures | | | | |
|--|-----------------|----------------------|---------------------|--|
| Land Use Review Type | Procedural Type | Applicable Standards | Approving Authority | Subject to 120 Day Rule (ORS 227.178)? |
| *** | | | | |
| Urban Growth Boundary Amendment, Minor | IV | Urbanization, 10.222 | City Council | No |
| Urbanization Plan | IV | 10.200(B)(4) | City Council | No |
| *** | | | | |

SECTION 4. Section 10.110 of the Medford Municipal Code is amended to read as follows:

10.110 Designation and Duties of Approving Authorities.

(C) City Council Authority. The City Council is hereby designated as the approving authority for all the following land use reviews:

Land Use Review

Annexation

Appeals (See Section 10.140)

Comprehensive Plan Amendment (Major or Minor)

General Land Use Plan Map Amendment (Major or Minor)

Land Development Code Amendment

Transportation Facility Development

Urban Growth Boundary Amendment (Major or Minor)

Urbanization Plan

Vacation of Public Right-of-Way

Zoning Map Amendment (Major)

SECTION 5. Section 10.124 of the Medford Municipal Code is amended to read as follows:

10.124 Due Process Element 2: Notification

(D) Publication. Unless otherwise indicated, public hearing notices for all proposed land use actions shall be published in a newspaper of general circulation prior to the scheduled public hearing date before the approving authority. The schedule of publication for each procedure type shall be as specified in Table 10.124-1.

| Table 10.124-1: Notice of Public Hearing Schedule by Procedure Type | | | |
|---|---|------|---|
| *** | | | |
| Type IV: Land Development Code Amendment, Major Comprehensive Plan Amendment, Major Zone Change, Urbanization Plan | Notice shall be published no later than 10 days prior to the public hearing date before the Planning Commission (the advisory body), AND No later than 10 days prior to the public hearing date before the City Council (the approving authority). | None | Generally not applicable to a legislative action unless it meets ORS 227.186 criteria (<i>i.e.</i> , the change effectively rezones property). For Urbanization Plans, the public hearing date notice will be sent to all property owners within the project boundaries plus all property owners within 200 feet of the project boundaries. |

SECTION 6. Section 10.156 of the Medford Municipal Code is amended to read as follows:

10.156 Pre-application Conference.

Prior to submitting a land use permit application, the applicant may apply for a pre-application conference with the Planning Department. Upon receipt of an application the pre-application conference shall be scheduled. At the conference there shall be an exchange of information regarding procedural requirements, required land use applications, consistency with the Comprehensive Plan and this Chapter, scheduling and such other technical and design assistance as will aid the applicant in preparing a complete application. Upon conclusion of the conference the Planning Department shall provide the applicant with a written summary of the conference.

Prior to submitting an Urbanization Plan, the applicant shall apply for a pre-application conference with the Planning Department. All property owners within the proposed Urbanization Plan shall be notified of the pre-application conference date, time, and location.

SECTION 7. Section 10.214 of the Medford Municipal Code is amended to read as follows:

10.214 Type IV Land Use Actions.

(A) Type IV Actions.

Type IV actions comprise the following land use reviews:

Type IV Land Use Application

Annexation, except as provided in Section 10.216

Land Development Code Amendment

Major Comprehensive Plan Amendment

Major General Land Use Plan Map Amendment

Major Urban Growth Boundary Amendment
 Major Zoning Map Amendment
 Minor Comprehensive Plan Amendment
 Minor General Land Use Plan Map Amendment
 Minor Urban Growth Boundary Amendment
 Transportation Facility Development
Urbanization Plan
 Vacation of Public Right-of-Way

(B) Major Type IV land use reviews including amendments to the Land Development Code are legislative actions and may only be initiated by the Planning Commission or City Council. **An Urbanization Plan is a Major Comprehensive Plan Amendment that may be initiated by the property owners representing the subject area.** See Review & Amendments chapter of the Comprehensive Plan for definitions of “major” and “minor.”

SECTION 8. Section 10.220 of the Medford Municipal Code is amended to read as follows:

10.220 Major Type IV Amendments.

(A) Major Type IV Amendments are those land use changes that have widespread and significant impact beyond the immediate area, such as changes capable of producing large volumes of traffic, changes to the character of the land use itself, or changes that affect large areas or involve many different ownerships. Major Type IV Amendments include:

- (1) Major Comprehensive Plan, including separate plans adopted by reference;
- (2) Major General Land Use Plan Map;
- (3) Major Urban Growth Boundary;
- (4) Major Zoning Map Amendment;
- (5) Urban Reserves;
- (6) Urban Growth Management Agreement; ~~or~~
- (7) Urban Reserve Management Agreement;;
- (8) Urbanization Plan.**

(B) Major Type IV Amendment Approval Criteria.

Refer to the Review and Amendment section of the Comprehensive Plan, except in the case of the following ~~three~~ **four** actions:

- (1) Major Zoning Map Amendment. Refer to the approval criteria for Land Development Code Amendments in Section 10.218.
- (2) Urban Growth Boundary Amendment. Refer to Urbanization Element of the Comprehensive Plan.
- (3) Urban Reserve Adoption/Amendment. Refer to ORS 195.137–145 and OAR 660-021.
- (4) Urbanization Plan. Refer to Sections 5 and 6 in the Urbanization Planning Chapter in the Neighborhood Element**

(C) Urbanization Plan Application Form.

An application for an Urbanization Plan shall contain the following items:

- (1) Written consent of owner(s) within the planning unit per the Urbanization Planning requirements in the Comprehensive Plan.**

- (2) Urbanization Plan map(s) drawn to scale that includes the Plan Contents found in Section 5 in the Urbanization Planning Chapter in the Neighborhood Element (20 copies).
- (3) One reduced copy of each size plan (8.5" x 11" and 11"x 17").
- (4) Electronic files in dwg format or shapefiles.
- (5) Vicinity map including other adjacent planning units and their General Land Use Plan designations.
- (6) Property lines for the subject planning unit and adjacent properties, particularly where new streets are proposed.
- (7) Existing easements of record, irrigation canals, and structures.
- (8) Areas designated as unbuildable per the Urban Growth Boundary City Council Report dated August 18, 2016 (Map A-1), and the status of those areas, including agricultural buffers.
- (9) Written or graphical representation of compliance with the Plan Contents found in Section 5 in the Urbanization Planning Chapter in the Neighborhood Element.
- (10) Written findings showing compliance with the Regional Plan requirements
- (11) Contour lines and topography
- (12) Property owners' names, addresses, and map and tax lot numbers within 200 feet of the project boundaries, typed on mailing labels.
- (13) Documentation that a neighborhood meeting was conducted in accordance with Section 10.194.

PASSED by the Council and signed by me in authentication of its passage this ____ day of _____, 2018.

ATTEST: _____
City Recorder

Mayor

APPROVED _____, 2018.

Mayor

NOTE: Matter in bold is new. Matter ~~struck-out~~ is existing law to be omitted. Three asterisks (***) indicate existing law which remains unchanged by this ordinance but was omitted for the sake of brevity.

ORDINANCE NO. 2018-131

AN ORDINANCE approving a legislative amendment to the Neighborhood Element and the Review and Amendment section of the *Medford Comprehensive Plan* to incorporate procedural requirements for preparing and adopting urbanization plans for areas within the expanded Urban Growth Boundary.

THE CITY OF MEDFORD ORDAINS AS FOLLOWS:

Section 1. That a legislative amendment to the Neighborhood Element and the Review and Amendment section of the *Medford Comprehensive Plan* is hereby approved.

Section 2. The approval is based upon the Findings and Conclusions included in the Council Report dated November 8, 2018, attached as Exhibit A and incorporated herein.

PASSED by the Council and signed by me in authentication of its passage this _____ day of _____, 2018.

ATTEST: _____
City Recorder

Mayor

APPROVED _____, 2018.

Mayor



COUNCIL REPORT

for a Type IV legislative decision: Major Comprehensive Plan Amendment & Development Code Amendment

Project Urbanization Planning
Applicant City of Medford
File no. CP-16-075 & DCA-18-120
To Mayor and City Council *for 11/15/2018 hearing*
From Planning Commission via Carla Angeli Paladino, Principal Planner, Long-Range Planning
Reviewer Matt Brinkley, Planning Director
Date November 8, 2018

BACKGROUND

Proposal

A legislative amendment to add a procedure for preparing and adopting urbanization plans for areas recently brought into the Urban Growth Boundary. The proposed language will amend the Neighborhood Element of the Comprehensive Plan and will outline the process land owners will follow to adopt plans that demonstrate compliance with Regional Plan performance measures such as land uses, densities, and transportation networks (*see Exhibit A*). Also, the proposal includes minor changes to the Review and Amendment section of the Comprehensive Plan (*see Exhibit B*). (CP-16-075)

This project is filed in conjunction with a Development Code Amendment to revise Chapter 10 of the Municipal Code to incorporate procedural requirements associated with urbanization plans into Articles I and II (*see Exhibit C*). (DCA-18-120)

Authority

The amendments will be reviewed as a Type IV Legislative Major Comprehensive Plan Amendment and Development Code Amendment. The Planning Commission is authorized to recommend, and the City Council to approve, amendments to the Comprehensive Plan and Municipal Code under Medford Municipal Code §§10.214, 10.218, and 10.220.

History and Analysis

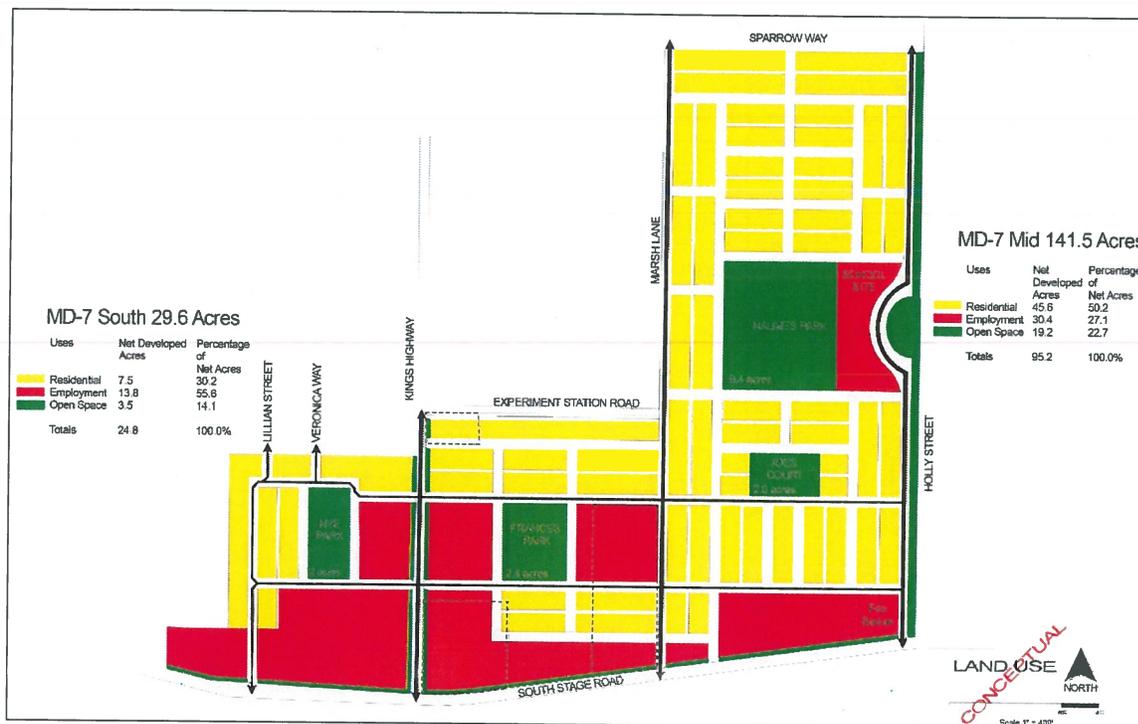
On June 8, 2018, the City’s proposal to expand its Urban Growth Boundary (UGB) by 4,046 acres was acknowledged by the Department of Land Conservation and Development on the behalf of the Land Conservation and Development Commission. The UGB was expanded into lands designated as “Urban Reserve Areas” through the Regional Problem Solving (RPS) process. This culminated in the City’s adoption of the Regional Plan Element (RPE) into its Comprehensive Plan in 2012. The Regional Plan Element, which was also adopted by Jackson County and the other cities that participated in RPS, established specific requirements for the annexation of these lands into Medford’s political boundary.

The amended Neighborhood Element, as currently proposed, would establish a process for demonstrating compliance with RPE requirements. This would be accomplished through the adoption of Urbanization Plans for each Urban Reserve planning area and inclusion of these plans into the Neighborhood Element (this element currently includes “neighborhood” or “sub-area” plans such as the Southeast Plan and the Bear Creek Master Plan.)

Neighborhood or “sub-area” plans will be substantially consistent with “Conceptual Land Use” and “Conceptual Transportation Plans” that were created for each of the Urban Reserve Areas during the UGB Amendment process and in partial fulfillment of the City’s obligations found in Volume I, Sections 2.7 and 2.8 of the RPE. The conceptual plans were included in the City’s official record for the UGB Amendment which was submitted to and approved by Jackson County and subsequently acknowledged by the Department of Land Conservation and Development (DLCDC). In fact, the General Land Use Map designations (comprehensive plan future land use designations) that were adopted by City Council through the UGB amendment process were derived from these conceptual plans.

Conceptual plans, like the one below, were included in the City’s UGB amendment project. Urbanization Plans would be further refined versions of these preliminary plans. Below is the example of MD-7.





Urbanization Plans for each of the UGB planning areas would be submitted prior to or concurrently with requests for annexation. Although they would convey more detailed information than was previously included with conceptual plans, they are not expected to provide the level of detail found in applications for land divisions, Planned Unit Developments, etc. Urbanization Plans would take concept plans a step further than conceptual plans to identify how these new neighborhoods will meet the additional requirements of the RPE. Such requirements include meeting the minimum density requirement of 6.6 dwelling units per acre; planning for mixed-use, pedestrian-friendly areas; identifying open space and agricultural buffers; and laying out transportation systems in more detail than what was approved through the UGB amendment process.

Review and adoption of Urbanization Plans would be handled as major comprehensive plan amendments – a Type IV land use action – with each plan being incorporated into the Neighborhood Element as its own “neighborhood plan” or “special-area plan.” The proposed ordinance outlines the submittal requirements, the applicable criteria for Planning Commission and Council review, and includes a map that separates each of the expansion areas into planning units (see Exhibit A). Each planning unit will require an Urbanization Plan unless it is noted as exempt. A unit is exempt if it is entirely within an industrial or open space designation.

The initial draft of this amendment was created in 2016 and presented to the Planning Commission. The proposal has since been revised based on comments received from staff, other referral agencies, property owners, and land use consultants who represent property owners in expansion areas. Earlier this year, staff conducted a test run of the proposed regulations with one of the property owners, who had been preparing for annexation and subsequent development for several years. The test run provided an opportunity for property owners, their representatives,

and staff to put the language into action and make modifications as necessary to ensure that proposed regulations are clearly written and able to achieve developer and City goals as expressed in the Regional Plan Element and elsewhere in long range planning documents.

In addition, Chapter 10 of the municipal code has been amended to incorporate this new land use procedure, as well as minor changes to the Review and Amendment section of the comprehensive plan.

Related Planning Commission & City Council Review & Actions

The Planning Commission reviewed the proposed language at several recent study sessions on the following dates:

- Monday, September 10, 2018
- Monday September 24, 2018, combined City Council/Planning Commission study session

City Council conducted its own study session on September 13, 2018, in addition to the combined Planning Commission/City Council study session on September 24th.

The most significant issues raised at the combined meeting are summarized in the following:

- Balancing the need for fairness among individual property owners with the need for a process that enables property owners to pursue development according to their own goals and schedule. This issue lies at the center of the discussion regarding the level of consent required among property owners in order to initiate the urbanization planning process with the City. The current proposal requires that 50% of property owners representing at least 50% of the land area to be planned must consent to participate in the Urbanization Plan. The consensus opinion among Councilors and Commissioners at the September 24th combined study session was that this approach would be relatively balanced. It was further acknowledged that this particular standard, like any other in the ordinance, could be adjusted if, based on actual experience, deficiencies were identified during the annexation and urbanization planning process.
- Concern about additional, unnecessary processes and review. Urbanization Plans are not required of land annexed from unincorporated portions of Medford's Urban Growth Boundary that are not located in Urban Reserve Areas that were established through the Regional Problem Solving process. However, land annexed into the City from portions of the newly expanded UGB that are located within Urban Reserve Areas as established by the Regional Plan Element must meet certain "Performance Indicators" contained within Chapter 5 of that document. Parties interested in annexing property into the City would be required to make findings related to these performance indicators, whether or not they were required to prepare an Urbanization Plan in order to demonstrate compliance with those performance indicators.

Beginning early in the UGB amendment process, Urbanization Plans were conceived as the most efficient and direct means of demonstrating compliance with these performance indicators. Many of the property owners who are likely to pursue annexation as soon as it is available to them were heavily involved in Regional Problem Solving and the Urban Growth Boundary Amendment process. In many cases, they have already produced conceptual plans that were submitted into the official UGB Amendment record. Urbanization Plans represent

an incremental step forward in the development process from concept planning toward site plan review and/or land division, not a separate, additional or unrelated task. In fact, staff worked with one (1) property owner/developer to test the proposed ordinance with an Urbanization Plan that had been prepared using the draft language.

- Concern that Conceptual Plans and Urbanization Plans will reduce flexibility needed to accommodate innovative site design. Pursuant to RPE Performance Indicators 2.5, 2.6, 2.7, and 2.8, Conceptual Plans for each Urban Reserve Area were included in the Urban Growth Boundary Amendment proposal adopted by the City of Medford, Jackson County, and acknowledged by the State of Oregon. These conceptual plans were not reviewed and adopted through separate land use actions (for example as Planned Unit Developments, Subdivisions, or other land division process provided by the Medford Land Development Code). They were, nevertheless, relied upon by members of the public as well as both local legislative bodies in reviewing and subsequently adopting an expanded Urban Growth Boundary. It is staff's opinion, based on discussions with stakeholders including representatives from DLCDC and other RPS signatory jurisdictions, that the application of Conceptual Plans to Urban Reserve planning areas should allow flexibility while ensuring substantial, as opposed to strict, adherence to the performance indicators and overall goals of the RPE. Conceptual Plans will require adjustment as property owners and developers acquire a more detailed understanding of development constraints and opportunities posed by the unique characteristics of individual properties, market conditions, and other factors that will influence their decisions.

Planning Commission Hearing 10/11/2018

The Planning Commission held a hearing on October 11, 2018, to discuss the proposal. Three new exhibits were received after the publication of the staff report dated October 4th. The exhibits include:

Exhibit L – A letter received from John McDonald at the Oregon Department of Transportation. The ODOT letter indicates they support the project and include some additional comments for the City to consider.

Exhibit M – This is a three part exhibit. An e-mail from Mike Savage of CSA Planning Ltd. and an attachment that includes proposed language changes to the Urbanization Planning document. The submittal also includes a copy of a memorandum from Chris Olivier, the City's GIS Coordinator dated June 20, 2017, regarding committed residential density.

Exhibit N – This exhibit was submitted by Jay Harland of CSA Planning Ltd. and is proposed language related to Section 5.3 in the Urbanization Planning document related to open space.

Planning staff reviewed the new exhibits and modified the draft language to include a majority of the suggested changes. The table below identifies the sections that were modified. The Planning Commission reviewed the two versions during their October 25th hearing and recommended the revised language which is provided in Exhibit A.

| Section number(s) | Original Language | Revised Language |
|-------------------------|--|---|
| Section 4 Procedure | Prior to or concurrently with annexation, urbanization plans must be submitted for each cohesive planning unit added to the UGB from the urban reserve. An urbanization plan shall be submitted for, and include all of the properties in, the added portions only of the planning units within the expansion area. Contiguous units may plan in conjunction and submit their plans together for consideration. | Prior to or concurrently with annexation, urbanization plans must be submitted for each planning unit added to the UGB from the urban reserve. An urbanization plan shall be submitted for the identified planning units. The individual identified planning units are the smallest geography the City will evaluate for urbanization planning. The City may review multiple planning units concurrently. |
| Section 4.2.2 Procedure | An urbanization plan application must contain the written consent of at least 50 percent of the property owners representing at least 50 percent of the total property area for each planning unit. | A property owner initiated urbanization plan application must contain the written consent of at least 50 percent of the property owners representing at least 50 percent of the total property area for each planning unit. Urbanization plans that demonstrate coordination and consensus with all the property owners within a planning unit may be prioritized for review. |
| Section 4.3 | The plans will contain sufficient detail to demonstrate compliance with the applicable portions of the Regional Plan. The adopted plans will also be limited to maps, plan policies, and standards needed to demonstrate compliance with applicable portions of the Regional Plan Element. Changes to the General Land Use Plan map, as allowed by the Annexation Policies of the Urbanization Element, and changes to the Functional Classification Map in | Land Supply Categories: There are alternative approaches to land supply for urbanization planning described generally below. Urbanization plans should identify which approach to land supply is being pursued: No Spatial Changes: No significant GLUP map changes are proposed from those established for the planning unit at the time the planning unit was included in the UGB. |

| | | |
|----------------------------------|---|---|
| | <p>the Transportation System Plan shall be considered under the same application when the urbanization plans are submitted.</p> | <p>Minor Spatial Adjustments: GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed.</p> <p>Moderate Spatial Adjustments: Some GLUP map amendments are proposed but the total acreage for each GLUP Map designation within the applicable MD area and inside the UGB has not changed. Spatial exchanges of land use designations proposed under 4.3.3 shall be coordinated with other planning units in the MD; it is recommended that urbanization plans proposed under 4.3.3 be reviewed in a coordinated manner.</p> <p>Complex Spatial Adjustments: More complex land supply changes are proposed in the urbanization plan such as spatial exchanges of GLUP designations outside the applicable MD elsewhere within the UGB or concept plan refinements for lands not yet included in the UGB within a specific MD. Urbanization plans of this type would typically require extensive city-wide and/or regional plan land supply analyses.</p> |
| <p>Section 5.1 Plan Contents</p> | <p>Compliance with the minimum gross density requirement by identifying proposed zoning districts that correspond to the General Land Use Plan designations. For example, if an area contains only low density</p> | <p>RPS Density Requirements: Compliance with the Regional Element minimum gross density performance measures. The urbanization plan shall include specific zoning designations or text that assures development</p> |

| | | |
|--------------------------------|---|---|
| | <p>urban residential (UR), the zoning districts must be allocated in such a way that if each area built out to the minimum allowed gross density of each district the requirement will be met. For the purposes of calculation, gross density comprises only the land for buildable lots and for public rights-of-way.</p> | <p>under the minimum densities will meet or exceed the density expected to be achieved for the planning unit(s) in the UGB Amendment residential land supply analysis¹. Plan techniques that can be employed to achieve this standard include but are not limited to the following:</p> <p>Specify residential zoning districts for certain areas. Commit to specific quantities of residential development in commercial areas. The findings supporting the urbanization plan submittal shall include density calculations that explain how the plan complies.</p> |
| <p>Section 5.2.1 and 5.2.2</p> | <p>5.2.1 Locations of higher-order streets. Locations and alignments of higher-order streets should be represented as accurately as possible. If alignments and/or connections have to be moved or eliminated prior to construction, resulting connectivity must be demonstrably as good or better as determined by the approving authority for that development action.</p> <p>5.2.2 A highly connected pattern of residential or private streets, alleyways, and paths depicted with enough detail to ascertain level of connectivity. A greater concentration of intersections within a development area is generally desirable both for efficient utilization of land in the urban re-serve and to serve the transportation needs of all modes.</p> | <p>Locations of higher-order streets. Locations and alignments of higher-order streets should be planned in appropriate locations.</p> <p>The plan will depict how local streets, alleys and paths could be arranged to comply with the City's applicable street connectivity requirements. Typically, a well-connected street grid is desirable both for efficient utilization of urban land and to serve the transportation needs of all modes.</p> <p>The urbanization plan may seek approval for local street arrangements with less connectivity (fewer intersections, longer block lengths, more dead-ends, greater potential out-of-direction travel) that is otherwise allowed by the code. Such arrangements may be justified on</p> |

| | | |
|--------------------|--|---|
| | <p>At minimum, connections from non-classified roads to higher-order streets (collector and above) shall be depicted. Configurations with less connectivity (fewer intersections, longer block lengths, more dead-ends, greater potential out-of-direction travel) may be</p> | <p>the basis of topographical and other environmental or development constraints, access management requirements, and/or the particular needs of adjacent land uses and those of the surrounding vicinity.</p> |
| | <p>justified on the basis of topographical and other environmental or development constraints, and/or the particular needs of adjacent land uses and those of the surrounding vicinity. Proposed networks with lower vehicular connectivity may also include mitigation measures including enhanced pedestrian and other active transportation facilities. Off-road multi-use paths shall be considered as components of the transportation system; trails (i.e., designed only for recreation) shall not. Different types of streets shall be differentiated graphically.</p> | <p>Proposed networks with lower vehicular connectivity may also include mitigation measures including enhanced pedestrian and other active transportation facilities. An example of an active transportation facility may include off-road multi-use paths.</p> <p>Maps depicting street functional classifications shall utilize a system that is the same as or readily convertible to the City's adopted Transportation System Plan.</p> |
| <p>Section 5.3</p> | <p>Compliance with the open space allocation for an urban reserve area (see land use distribution table in RPE or Table 9-1 below). The allocation shall be proportioned to the size of the cohesive "planning unit" with respect to the whole area¹. Units that contain only Industrial GLUP designations are exempt from this requirement. The following classifications count as open space for purposes of fulfilling the RPE requirements: 5.3.1 Parks, both public and private 5.3.2 Agricultural buffers 5.3.3 Riparian corridors</p> | <p>Compliance with the open space allocation for an urban reserve area (see land use distribution table in RPE or Table 9-1 below). Units that contain only Industrial GLUP designations are exempt from this requirement. The following classifications count as open space for purposes of fulfilling the RPE requirements: 5.3.1 Parks, both public and private shall be counted as open space. Schools may be counted as open space. Where land acquisition is not complete or where specific open space dedications were not offered and</p> |

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| | <p>5.3.4 Areas under an “open space” tax assessment 5.3.5 Locally significant wetlands 5.3.6 Slopes greater than 25 percent</p> | <p>accepted as part of the UGB process, park and school sites may be identified as opportunity areas on maps and the acreage planned may be described in text form that explains how the planning unit can satisfy the open space requirement. Areas where specific open space dedications were offered and accepted as part of the UGB review process shall be depicted and the acreage counted toward open space percentages.</p> <p>5.3.2 Agricultural buffers. Proposed agricultural buffers within the UGB shall be counted as open space. Interim agricultural buffers shall not be counted toward open space percentages unless an additional legal or planning mechanism is imposed to render such areas as open space even after a future UGB amendment in the applicable MD area.</p> <p>5.3.3 Riparian corridors shall be counted.</p> <p>5.3.4 Areas under an “open space” tax assessment shall be counted.</p> <p>5.3.5 Locally significant wetlands and any associated regulatory buffer shall be counted.</p> <p>5.3.6 Slopes greater than 25 percent shall be counted. The property owner shall provide a recorded legal document that specifies the use of the land for</p> |
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| | | open space purposes and restricts other development from occurring. |
| <p>Section 6 Allowances/GLUP Amendments</p> | <p>The Regional Plan Element (RPE) allocates land use categories— residential, employment, open space—in specific proportions to each area of the urban reserve. RPE land use allocations were based on a variety of factors including technical studies that broadly assessed the City’s need for residential and employment land over a 50-year period. Allocations for each land use category are expressed as a proportion of the total land mass of each individual Urban Reserve Area. Given the limitations of these technical studies and the changing nature of demand for urban lands, landowners and developers should be provided with a means of reconciling current land needs with these prescribed allocations. The following deviations may be considered by the Council when adopting an urbanization plan:</p> <p>6.1 Rearrangement of the GLUP designations within the unit in order to more effectively implement the goals of the RPE as expressed by the Performance Indicators contained within Chapter 5 and other applicable sections of the RPE and the City’s other duly adopted long range plans. This could be demonstrated through market studies and other similar documents prepared by subject area experts.</p> | <p>6.1.1 Minor Spatial Adjustments: If GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed, the urbanization plan can be the basis for GLUP amendments without the need for complex land supply analysis.</p> <p>6.1.2 Moderate Spatial Adjustments: If land supply GLUP map amendments are proposed that change the spatial arrangement of GLUP designations beyond the boundary of a particular planning unit but maintain the total acreage for each GLUP Map designation within the applicable MD area that is now inside the UGB, then the urbanization plan shall be accompanied by a mapping analysis that explains how the total land use allocations are maintained by GLUP. Spatial exchanges of land use designations such as this shall be coordinated with other planning units in the MD and an analysis urban land use value equity shall be provided.</p> <p>6.1.3 Complex Spatial Adjustments: More complex GLUP Map amendments that have the potential to alter the land supplies in more fundamental ways will typically require extensive city-wide and/or regional plan land supply analyses. This</p> |

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| | <p>6.2 Changes within a class of GLUP designations, but only from less intense to more in-tense. For example, a change from low-density residential to medium-density residential is permitted, but not the reverse.</p> | <p>analysis shall demonstrate that both the urban land needs described in the City's Housing Element and Economy Element will be served and that the resulting amendment will continue to comply with all applicable provisions of the Regional Plan for the area specifically and the City as a whole.</p> |
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The Planning Commission voted 8-0 to forward the amendment as revised to the City Council. They also voted to change text in Section 9 related to open space from +/- .25 acres to 1%.

Planning staff suggested some additional text changes to the Planning Commission related to Sections 5.3.6 and 5.5. These changes are a result of comments received from CSA Planning Ltd. prior to the October 25th hearing. The Planning Commission's motion did not include these proposed changes. The suggested language is outlined below. (Removed language in ~~strike through~~ and new language in *italics*)

5.3.6 Slopes greater than 25 percent ~~shall~~ *may* be counted, *unless the land was deemed unbuildable as part of the UGB findings, then it shall be counted.* The property owner shall provide a recorded legal document that specifies the use of the land for open space purposes and restricts other development from occurring.

5.5.1 Coordination may include identifying any existing infrastructure on or adjacent to the site and determining whether it can be maintained or needs to be removed, ~~and determining its ability or limitations to serve the site.~~

FINDINGS AND CONCLUSIONS

Applicable criteria

For the applicable criteria for a Comprehensive Plan Amendment the Medford Municipal Code §10.218 redirects to the criteria in the "Review and Amendments" chapter of the Comprehensive Plan. The applicable criteria in this action are those for conclusions, goals and policies, and implementation strategies.

The applicable criteria that apply to code amendments are in Medford Municipal Code §10.218. The criteria are set in *italics* below; findings and conclusions are in roman type.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Conclusions] shall be based on the following:

1. *A change or addition to the text, data, inventories, or graphics which substantially affects the nature of one or more conclusions.*

Findings

Annexation policies are identified in the Urbanization Element of the Comprehensive Plan. As part of the City's adopted findings for the Urban Growth Boundary amendment in 2016 and 2017, the language in the Urbanization Element was amended to reflect new annexation policies. The amended annexation policies reflect new conditions of approval that must be satisfied in order for the Council to approve an annexation of land added to the urban area from the Urban Reserve. Among the conditions, is a requirement for the submittal and adoption of an Urbanization Plan that demonstrates compliance with the Regional Plan (RPE). This process was contemplated as part of the Urban Growth Boundary expansion process and was incorporated into the text.

The proposed Comprehensive Plan amendment outlines the requirements and adoption process for these Urbanization Plans in greater detail. The text within the Neighborhood Element will be amended to include this new procedure and provide a framework for why these plans are being adopted, what the plans must show, and how the plans can be amended in the future.

No conclusions are being revised either in the Urbanization Element or Neighborhood Element of the Comprehensive Plan to reflect these new changes.

Conclusions

Although the text of the Comprehensive Plan is being amended to include the procedural requirements for Urbanization Plans, the Conclusions section of the plan is not being changed. This criterion is found to be not applicable.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Goals and Policies] shall be based on the following [criteria 1–6]:

1. *A significant change in one or more Conclusion.*

Findings

Please see explanation under the *Amendments to Conclusions* criterion above.

Conclusions

Based on the discussion under the *Amendments to Conclusions* criterion cited above this criterion is found to be not applicable to the proposed amendment.

2. *Information reflecting new or previously undisclosed public need.*

Findings

The requirement to review and adopt Urbanization Plans is related to the performance measures found in the Regional Plan and is a requirement prior to annexation and development of land within the expanded Urban Growth Boundary.

The City explained its need to expand its boundary during the Urban Growth Boundary amendment process which took into consideration items such as increased population, housing needs, and economic growth. No new information is being presented that was not previously disclosed as part of the UGB process.

Conclusions

There is no new information or undisclosed public need that relates to this proposal. This criterion is found to be not applicable.

3. *A significant change in community attitudes or priorities.*

Findings

The City worked on expanding its Urban Growth Boundary (UGB) for nearly two decades starting with the Regional Problem Solving process. As of 2018, the State acknowledged the City's proposal to expand its UGB which will provide new and additional opportunities for the construction of housing, retail, and employment areas. The Urbanization Planning process will help coordinate the development of these new areas and ensure the City is meeting its obligations under the Regional Plan requirements.

Conclusions

The approval to expand the City's Urban Growth Boundary provides a shift in community priorities which requires the relevant elements of the Comprehensive Plan be updated and new procedures be established prior to development of these new areas. The adoption of the Urbanization Planning process is one of the necessary steps the City must take in order to ensure future development of these areas is consistent with the City's Comprehensive Plan. This criterion is found to be satisfied.

4. *Demonstrable inconsistency with another Plan provision.*

Findings

The proposal to create a procedure for the submittal and adoption of Urbanization Plans directly relates to information already contained within the Comprehensive Plan including the Regional Plan Element, the Urbanization Element, and other applicable elements that helped form the basis for expanding the Urban Growth Boundary.

There are no inconsistencies found among the applicable elements of the Comprehensive Plan.

Conclusions

This criterion is found to be not applicable as no inconsistencies have been identified among the elements in the Comprehensive Plan.

5. *Statutory changes affecting the Plan.*

Findings

The amendment directly relates to compliance with the Regional Plan and compliance with annexation policy for lands recently included in the City's Urban Growth Boundary. There are no statutory changes that affect the plan or this proposed process.

Conclusions

This criterion is found to be not applicable as no statutory changes affect the plan.

6. *All applicable Statewide Planning Goals.*

Goal 1—Citizen Involvement

Findings

The City has an adopted Citizen Involvement Element in compliance with Statewide Planning Goal 1. Notice of the amendment was provided to the Department of Land Conservation and Development for review and comment.

The amendment has been discussed with property owners and property owners' representatives. Proposed changes and feedback on the amendment have been provided, and a test run of the process with a willing property owner was completed to evaluate how understandable and comprehensive the draft language is for submittal and implementation purposes.

The Urbanization Planning process was identified and discussed at the hearings for the Urban Growth Boundary expansion amendment. Furthermore, the review bodies (Planning Commission and City Council) will consider and vote on the proposed amendment during televised public hearings, providing an additional forum to discuss the proposal.

Conclusions

Based on feedback received from affected property owners, it is found that Goal 1 is satisfied.

Goal 2—Land-use Planning

Findings

The proposed amendment has been coordinated with applicable agencies and affected property owners. The changes ensure that future development within the expanded UGB will be consistent with the relevant documents and requirements outlined in the City's Comprehensive Plan.

Conclusions

The proposal is found to comply with Goal 2.

Goal 3—Agricultural Lands does not apply in this case.

Goal 4—Forest Lands does not apply in this case.

Goal 5—Natural Resources, Scenic & Historic Areas, and Open Spaces

Findings

The proposed ordinance addresses paths, trails, and greenways as well as Open Space allocations required by the Region Plan Element.

Conclusions

The proposed ordinance addresses the specific components related to natural resources and open space and the importance of maintaining and protecting existing and new segments into the future. Goal 5 is found to be satisfied.

Goal 6—Air, Water, and Land Resources Quality is not applicable in this case.

Goal 7—Areas Subject to Natural Hazards is not applicable in this case.

Goal 8—Recreation Needs

Findings

The Regional Plan requirements consider the need for open space within each of the identified planning units. The Urbanization Planning process includes coordination of these plans with the Parks and Recreation Department to assess opportunities for future park land and trail construction and extensions.

Conclusions

The recreational needs of future residents within the expansion areas is contemplated in the Regional Plan and carried forward into the implementation process for adoption of Urbanization Plans. Goal 8 is found to be satisfied.

Goal 9—Economic Development

Findings

The Urban Growth Boundary amendment detailed the need for additional economic opportunities and employment land to serve Medford and the region. The adopted General Land Use Plan (GLUP) designations particularly for commercial and employment needs are distributed throughout the expansion areas. The Urbanization Plans help ensure these allocations are provided for as development occurs.

Conclusions

The Urbanization Plans will ensure the proposed mix of commercial and employment lands throughout the UGB are identified and consistent with adopted plans. Goal 9 is found to be satisfied.

Goal 10—Housing

Findings

Similarly, the Urban Growth Boundary amendment detailed the need for additional housing to serve Medford. The distribution of General Land Use Plan (GLUP) designations related to housing needs is dispersed throughout the new UGB areas. The Urbanization Plans will help ensure the Regional Plan requirements related to residential densities are identified and ultimately developed.

Conclusions

The Urbanization Plans review the committed residential densities within the planning units to ensure compliance with the City's commitment to 6.6 dwelling units per acre within the entire unincorporated portion of the Urban Growth Boundary. Goal 10 is found to be satisfied.

Goal 11—Public Facilities and Services

Findings

The Urbanization Planning procedure begins the process of coordination and discussion between property owners and utility providers. Although the requirement to extend and provide utilities to these new UGB areas is premature at this stage of planning, it is important for the City to understand the availability, conflicts, or service limitations that exist as these new lands prepare to develop.

Conclusions

The new expansion areas will need to be served by utilities as they develop. The Urbanization Plans afford owners and utility providers an opportunity to discuss issues, possibilities, and utility constraints that may exist prior to developing these lands. Goal 11 is found to be satisfied.

Goal 12—Transportation

Findings

Transportation and connectivity of roadways to these new expansion areas is critical to adequately serve future growth. These new areas will need to be consistent with the City's proposed Transportation System Plan (TSP) update which includes identifying and ultimately constructing higher order and local streets within these expansion areas. The General Land Use Plan designations and the transportation network have been modeled to show future impacts to the system. Projects have been proposed in the TSP update to help maintain the identified Level-of-Service (LOS) standards and account for added growth.

Conclusions

The Urbanization Planning process takes into consideration the transportation network needed to accommodate new growth in these areas. Goal 12 is found to be satisfied.

Goal 13—Energy Conservation is not applicable in this case.

Goal 14—Urbanization

Findings

The City has an adopted Urban Growth Management Agreement with the County that outlines the orderly development and transition of rural lands to urban lands. The City has identified the mix of land uses and higher order street network needed within each of these new expansion areas. The Regional Plan also outlines performance measures that must be adhered to in order to utilize these lands in the most efficient and effective manner possible. The proposed Urbanization Planning process will help ensure these lands are developed accordingly.

Conclusions

The City was approved by the State to expand its Urban Growth Boundary in June 2018. It is the City's responsibility to ensure the efficient and orderly development of these new areas is consistent with the City's Comprehensive Plan and Regional Plan and that there is a smooth transition from rural land uses to urban land uses. Goal 14 is found to be satisfied.

Goals 15–19 are not applicable to this part of the State.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Implementation Strategies] shall be based on the following [criteria 1–6]:

1. *A significant change in one or more Goal or Policy.*

Findings

The proposed ordinance does not “significantly change” any Goals or Policies; rather, it provides a process for ensuring compliance with existing Goals and Policies, particularly those found in the Annexation, Economic, Housing, General Land Use, Transportation System Plan, Urbanization, and Regional Plan Elements.

Conclusions

The proposed ordinance is found to be consistent with the goals and policies of the Comprehensive Plan. This criterion is found to be satisfied.

2. *Availability of new and better strategies such as may result from technological or economic changes.*

Findings

The criterion is not applicable.

Conclusions

This criterion is found to be not applicable to the proposal.

3. *Demonstrable ineffectiveness of present strategy(s).*

Findings

The Regional Plan Element (RPE) has introduced new requirements for the inclusion (annexation) of lands into the City's political jurisdiction that are located in Urban Reserve Areas (URA) and that are now contained within Medford's recently expanded Urban Growth Boundary. No specific mechanism or review process currently exists within the City's Comprehensive Plan or its Land Development Code that is designed for the purpose of enabling review and determining compliance with RPE standards. Whether Urbanization Plans are utilized to demonstrate compliance or not, parties interested in annexation and development of such lands would need to provide additional findings. Given the spatial nature of these findings, Urbanization Plans would effectively convey the information needed for a reviewer to reach an informed decision.

A review of the UGB amendment record indicates that the desire for thoughtful, orderly, "master planned" neighborhoods for URA lands has been consistent throughout the UGB amendment process. Urbanization Planning was endorsed as a way to ensure livable neighborhoods that meet the needs of residents, businesses, and visitors alike while facilitating judicious investment in the public infrastructure required to develop new parts of the City. Current "strategies" are not necessarily demonstrably "ineffective" insofar as they have not been used to process requests to annex URA lands into the City. The Urbanization Planning process, however, has been deliberately designed to address this issue and can reasonably be anticipated to perform better than current processes. Staff therefore concludes that the present "strategy" can be found to be demonstrably ineffective relative to the alternative proposed by here.

Conclusions

This criterion is found to be satisfied.

4. *Statutory changes affecting the Plan.*

Conclusions

There are no statutory changes affecting the Plan; criterion is not applicable.

5. *Demonstrable budgetary constraints in association with at least one of the above criteria.*

Conclusions

This criterion is not applicable.

6. *All applicable Statewide Planning Goals.*

Findings

The relevant Statewide Planning Goals have been addressed in detail under the same Criterion 6 above on Council Report page 15. The plan is found to be in compliance with the applicable goals.

Conclusions

The Statewide Planning Goals have been addressed above. This criterion is found to be satisfied.

Land Development Code Amendment. The Planning Commission shall base its recommendation and the City Council its decision on the following criteria:

§10.218. Explanation of the public benefit of the amendment.

Findings

The City was recently approved by the State to expand its Urban Growth Boundary (UGB) by over 4,000 acres. These new expansion areas will enable growth for the City over the next 20 years. As such, the future annexation and development of these lands are subject to performance measures outlined in the adopted Regional Plan Element of the Comprehensive Plan. The Regional Plan was adopted in 2012 and is applicable to several jurisdictions in the region including Medford. Certain details related to the plan are specific to Medford. For example, the City has agreed to regulate a minimum residential density requirement of 6.6 dwelling units per acre in these new areas (between the years 2010-2035) when development occurs. The dwelling units per acre increases between the years 2036-2060.

As part of the UGB process, the City adopted General Land Use Plan (GLUP) designations within each of the expansion areas. These identified land use types (residential, employment, and open space) were deemed appropriate to provide an adequate supply of these uses to serve future growth in Medford.

The proposed Urbanization Plans takes these original GLUP concept plans and provides more detail into how these lands will build out and how property owners will show compliance with the Regional Plan requirements. It is important to the City to be able to report and track the performance of these areas. The process will streamline the requirements for property owners and make the regulations uniform across all the expansion areas.

The proposed Development Code changes help identify the land use process for this new procedure, outline submittal requirements so staff and property owners are clear about needed items, and modifies how such changes to the Comprehensive Plan can be initiated.

Conclusions

Medford participated with Jackson County and surrounding jurisdictions to adopt a Regional Plan that provided each of the jurisdictions with identified Urban Reserve areas. In June 2018, the City was approved by the state to expand into these Urban Reserve areas by 4,000 acres. The Urbanization Planning process is being established to ensure these new lands are developed in accordance with the regulations agreed upon and outlined in the Regional Plan

Element. The Development Code amendments proposed in conjunction with the Comprehensive Plan amendments will provide an adopted process to track development requirements over time and establish a procedure that property owners can follow. This criterion is found to be satisfied.

10.218. *The justification for the amendment with respect to the following factors:*

1. *Conformity with goals and policies of the Comprehensive Plan considered relevant to the decision.*

Findings

The amendment relates to the goals and policies found in the Regional Plan Element specifically Goal 1 which is to: *Manage future growth for the greater public good.*

Some of the guiding policies noted are:

- The expansion of urban areas shall be consistent with the Regional Plan, as amended
- The Regional Plan will be implemented by intergovernmental agreements and amendments to the comprehensive plans and implementing ordinances of the participating jurisdictions.

The Urbanization Planning process will provide a procedure to review the development plans or urbanization plans of these new expansion areas within the Urban Growth Boundary. These plans are specific to showing compliance with the Regional Plan prior to annexation and will assist in tracking requirements as more specific land use actions such as land divisions or site plans are proposed.

Conclusions

The amendment is relevant to the Regional Plan goals and policies. This criterion is found to be satisfied.

2. *Comments from applicable referral agencies regarding applicable statutes or regulations.*

Findings

The proposed development code amendment was distributed to internal and external agencies for review and comments in September 2018. Both the Fire and Building Departments provided official “no comments” for the record (see *Exhibits D and E*). A routing slip from Public Works Operations Department was also received noting no comments. The Engineering Department helped provide text changes to the draft as well.

Comments specific to the Comprehensive Plan amendment were provided to agencies both in July 2016 and September 2018. The following agencies provided information for consideration:

- Department of Land Conservation and Development (*Exhibit F*)
- Oregon Department of Transportation e-mails (ODOT) (*Exhibits G & H*)
- Medford Water Commission (*Exhibit I*)

- Parks and Recreation Department (*Exhibit J*)
- Oregon Department of Transportation (ODOT) letter (*Exhibit L*)

Conclusions

The City has reviewed and revised the draft language based on comments received from applicable referral agencies. This criterion is found to be satisfied.

3. *Public comments.*

Findings

The draft language was distributed by e-mail to property owners and land use representatives for review and comments. Modifications to the document have been made based on comments received by interested parties. An e-mail was received from Raul Woerner related to the Comprehensive Plan amendment language (see *Exhibit K*).

The Planning Commission and City Council both held study sessions related to this topic providing another avenue for the public to find out more about this topic and provide feedback. In addition, staff conducted a test run of the language in May with a willing property owner to examine how the proposed language functions and if any modifications could be made to improve upon the process. The current text is reflective of this test case and the language was modified to make it clearer.

Property owners within the entire Urban Reserve were notified of this amendment in order to provide an opportunity for additional public comments. The public hearings scheduled in October and November will provide additional public input into this process.

Prior to and at the October 11th public hearing, additional exhibits were received from Mike Savage and Jay Harland from CSA Planning Ltd., *Exhibits M and N* respectfully. These exhibits have been added to the record and used to modify the draft language found in Exhibit A.

Conclusions

The proposal has been distributed directly to property owners and land use representatives to solicit input and feedback on the proposed process. The language was reviewed through a mock application in order to identify any flaws or needed changes. Property owners have been notified of the public hearing(s) and are afforded an opportunity to comment. This criterion is found to be satisfied.

4. *Applicable governmental agreements.*

Findings

The City and Jackson County have an adopted Urban Growth Management Agreement to ensure the efficient and orderly development of rural land uses to urban land uses within the Urban Growth Boundary. Participating jurisdictions under the Regional Plan are required to maintain a monitoring system to evaluate compliance with the plan. As a participating member, the City is obligated to report on compliance with the Regional Plan requirements every five years starting in 2017 upon initiation by Jackson County. The establishment of the

Urbanization Planning process helps provide a mechanism to track the regional requirements as development occurs.

Conclusions

The City has an adopted Urban Growth Management Agreement with Jackson County that was recently updated as part of the Urban Growth Boundary amendment. In addition, the City is obligated to comply with Regional Plan requirements outlined in the adopted Regional Plan Element. The new Urbanization Planning process helps the City show compliance with these agreements and Comprehensive Plan elements. This criterion is found to be satisfied.

RECOMMENDED ACTION

The Planning Commission recommends adopting the proposed amendments based on the analyses, findings, and conclusions in the Council Report dated November 8, 2018, including Exhibits A through P.

EXHIBITS

- A Proposed Urbanization Planning process
- B Review and Amendment changes in Comprehensive Plan
- C Proposed Development Code Amendments
- D Fire Department comments
- E Building Department comments
- F Department of Land Conservation and Development
- G Oregon Department of Transportation
- H Oregon Department of Transportation
- I Medford Water Commission
- J Parks and Recreation Department
- K E-mail from Raul Woerner dated September 13, 2018
- L Oregon Department of Transportation letter dated October 8, 2018
- M E-mail, draft language and memorandum submitted from Mike Savage
- N Draft language submitted from Jay Harland
- O Planning Commission hearing minutes from October 11, 2018 (excerpt)
- P Planning Commission hearing minutes from October 25, 2018 (excerpt)

CITY COUNCIL AGENDA: NOVEMBER 15, 2018

Urbanization Planning

Exhibit A

Revised language 10/25/2018

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1. OBJECTIVE

To adopt land use and circulation maps that assure that the Regional Plan Element (RPE) requirements under section 4.1.8 are being met for all areas added to the urban area from the urban reserve before the land can be annexed. Urbanization plans must show compliance with the minimum residential density standard of RPE 4.1.5, the requirement for mixed-use, pedestrian-friendly development of RPE 4.1.6, and compliance with the land use distribution requirements of RPE 4.1.8 (b).

Urbanization plans will encompass cohesive “planning units” within the expansion area. In this context “planning unit” means an area that is bounded by streets, natural features, and/or existing property lines in such a way that it is logical to plan as a unit. The cohesive units are mapped at the end of this division.

2. LEGAL EFFECT

An urbanization plan is a “Special Area Plan” as defined in the General Land Use Plan Element, a “conversion plan” as termed in the Urban Growth Management Agreement, and a neighborhood circulation plan as used in Chapter 10 of the Municipal Code. As such, an urbanization plan may specify zoning district options and future development patterns in greater detail than the General Land Use Plan (GLUP) and Transportation System Plan maps.

Adopted urbanization plans become appendixes to this division.

3. HISTORY

The City of Medford adopted its portion of the Greater Bear Creek Valley Regional Plan as the Regional Plan Element of the Comprehensive Plan in 2012. Through this adoption the City established an urban reserve, from which land will be selected for inclusion into the UGB. The Regional Plan Element established a set of “performance indicators” (standards) that must be met as land is brought into the UGB from the urban reserve. These performance indicators played a role in determining where the UGB would be expanded to meet the City’s land need at the time of UGB expansion. However, further detail is needed in order to ensure that these areas will meet all applicable performance indicators as they are developed. The urbanization plans adopted into this division of the Neighborhood Element demonstrate that all applicable performance indicators from the Regional Plan Element will be addressed as areas develop.

4. PROCEDURE

Prior to or concurrently with annexation, urbanization plans must be submitted for each planning unit added to the UGB from the urban reserve. An urbanization plan shall be submitted for the identified planning units. The individual identified planning units are the smallest geography the City will evaluate for urbanization planning. The City may review multiple planning units concurrently.

- 4.1 Pre-Applications: A pre-application meeting is required. The purpose of the meeting is for staff of various departments and agencies to convey objectives and warn of obstacles or concerns before applicant has begun significant work on plans. All property owners within the planning unit shall be notified of the pre-application conference date, time, and location.
- 4.2 Urbanization Plan Administration: Submittal of an urbanization plan is a Major Comprehensive Plan amendment application.
 - 4.2.1 An urbanization plan is a special area plan that refines the existing GLUP map, therefore it is not subject to the General Land Use Plan map amendment criteria in the Review & Amendments chapter. The applicable criteria are established within sections 5 and 6, below.
 - 4.2.2 A property owner initiated urbanization plan application must contain the written consent of at least 50 percent of the property owners representing at least 50 percent of the total property area for each planning unit. Urbanization plans that demonstrate coordination and consensus with all the property owners within a planning unit may be prioritized for review.

- 4.2.3 The urbanization plans will be adopted as appendixes to the Neighborhood Element of the Comprehensive Plan.
 - 4.2.4 The submittal requirements are outlined in Chapter 10 Section 10.220(C) of the Municipal Code.
 - 4.2.5 Applicants must conduct a neighborhood meeting in accordance with Section 10.194 of the Municipal Code.
- 4.3 Land Supply Categories: There are alternative approaches to land supply for urbanization planning described generally below. Urbanization plans should identify which approach to land supply is being pursued:
- 4.3.1 No Spatial Changes: No significant GLUP map changes are proposed from those established for the planning unit at the time the planning unit was included in the UGB.
 - 4.3.2 Minor Spatial Adjustments: GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed.
 - 4.3.3 Moderate Spatial Adjustments: Some GLUP map amendments are proposed but the total acreage for each GLUP Map designation within the applicable MD area and inside the UGB has not changed. Spatial exchanges of land use designations proposed under 4.3.3 shall be coordinated with other planning units in the MD; it is recommended that urbanization plans proposed under 4.3.3 be reviewed in a coordinated manner.
 - 4.3.4 Complex Spatial Adjustments: More complex land supply changes are proposed in the urbanization plan such as spatial exchanges of GLUP designations outside the applicable MD elsewhere within the UGB or concept plan refinements for lands not yet included in the UGB within a specific MD. Urbanization plans of this type would typically require extensive city-wide and/or regional plan land supply analyses.
- 4.4 Exemptions. Areas that have only industrial or open space designations are not required to develop urbanization plans. In the 2016 expansion those areas are MD-2a, MD-5h, Md-6b, and Prescott and Chrissy parks.

5. PLAN CONTENT

In order to adopt an urbanization plan, the City Council shall be satisfied that the plan substantially conforms to the performance measures outlined in the Regional Plan Element and the submitted plan adequately demonstrates each of the following:

- 5.1 RPS Density Requirements: Compliance with the Regional Element minimum gross density performance measures. The urbanization plan shall include specific zoning designations or text that assures development under the minimum densities will

meet or exceed the density expected to be achieved for the planning unit(s) in the UGB Amendment residential land supply analysis. Plan techniques that can be employed to achieve this standard include but are not limited to the following:

- 5.1.1 Specify residential zoning districts for certain areas.
- 5.1.2 Commit to specific quantities of residential development in commercial areas.

The findings supporting the urbanization plan submittal shall include density calculations that explain how the plan complies.

5.2 Transportation Planning: A neighborhood circulation plan map showing:

- 5.2.1 Locations of higher-order streets. Locations and alignments of higher-order streets should be planned in appropriate locations.

The plan will depict how local streets, alleys and paths could be arranged to comply with the City's applicable street connectivity requirements. Typically, a well-connected street grid is desirable both for efficient utilization of urban land and to serve the transportation needs of all modes.

The urbanization plan may seek approval for local street arrangements with less connectivity (fewer intersections, longer block lengths, more dead-ends, greater potential out-of-direction travel) that is otherwise allowed by the code. Such arrangements may be justified on the basis of topographical and other environmental or development constraints, access management requirements, and/or the particular needs of adjacent land uses and those of the surrounding vicinity.

Proposed networks with lower vehicular connectivity may also include mitigation measures including enhanced pedestrian and other active transportation facilities. An example of an active transportation facility may include off-road multi-use paths.

Maps depicting street functional classifications shall utilize a system that is the same as or readily convertible to the City's adopted Transportation System Plan.

- 5.3 Compliance with the open space allocation for an urban reserve area (see land use distribution table in RPE or Table 9-1 below). Units that contain only Industrial GLUP designations are exempt from this requirement. The following classifications count as open space for purposes of fulfilling the RPE requirements:
- 5.3.1 Parks, both public and private shall be counted as open space. Schools may be counted as open space. Where land acquisition is not complete or where specific open space dedications were not offered and accepted as part of the UGB process, park and school sites may be identified as opportunity areas on maps and the acreage planned may be described in text form that explains how the planning unit can satisfy the open space requirement. Areas where specific open space dedications were offered and accepted as part of the UGB review process shall be depicted and the acreage counted toward open space percentages.
 - 5.3.2 Agricultural buffers. Proposed agricultural buffers within the UGB shall be counted as open space. Interim agricultural buffers shall not be counted toward open space percentages unless an additional legal or planning mechanism is imposed to render such areas as open space even after a future UGB amendment in the applicable MD area.
 - 5.3.3 Riparian corridors shall be counted.
 - 5.3.4 Areas under an “open space” tax assessment shall be counted.
 - 5.3.5 Locally significant wetlands and any associated regulatory buffer shall be counted.
 - 5.3.6 Slopes greater than 25 percent shall *may* be counted, *unless the land was deemed unbuildable as part of the UGB findings, then it shall be counted.* The property owner shall provide a recorded legal document that specifies the use of the land for open space purposes and restricts other development from occurring.
- 5.4 Compliance with the requirements of Regional Plan Element, section 4.1.6, for mixed-use/pedestrian-friendly development and any specific land use performance obligation. Planning units containing only an Industrial GLUP Map designation are exempt from the mixed-use pedestrian friendly development evaluation.
- 5.5 Preliminary coordination and discussions with public utility providers, including water, sewer, transportation, and irrigation districts.
- 5.5.1 Coordination may include identifying any existing infrastructure on or adjacent to the site and determining whether it can be maintained or needs to be moved. ~~and determining its ability or limitations to serve the site.~~
- 5.6 Location or extensions of riparian corridors, wetlands, historic buildings or resources, and habitat protections and the proposed status of these elements.

- 5.7 Compliance with applicable provisions of the Urban Growth Management Agreement.
- 5.8 Compliance with the terms of special agreements between the landowners and other public entities that were part of the basis for including an area in the urban growth boundary, as detailed in the Urban Growth Management Agreement.
- 5.9 Coordination with the Parks and Recreation Department for adherence to the Leisure Service Plan related to open space acquisition and proposed trail and path locations.
- 5.10 Vicinity map including adjacent planning units and their General Land Use Plan designations.
- 5.11 Property lines for the subject planning unit and adjacent properties, particularly where new streets are proposed.
- 5.12 Existing easements of record, irrigation canals, and structures.
- 5.13 Areas designated as unbuildable per the Urban Growth Boundary City Council Report dated August 18, 2016 (Map A-1), and the status of those areas, including agricultural buffers.
- 5.14 Contour lines and topography.
- 5.15 In the interest of maintaining clarity and flexibility for both the City of Medford and for landowners, **no urbanization plan may be submitted with or contain the following items**, which are only appropriate at the time of development:
 - 5.15.1 Deviations from Municipal Code provisions, including exceptions to Chapter 10. This prohibition does not function to limit specific neighborhood circulation plan requirements hereinabove.
 - 5.15.2 Limitations on development due to facility capacity shortfalls.
 - 5.15.3 Architectural details.
 - 5.15.4 Specifics about building types and building placement.
 - 5.15.5 Access and internal circulation on prospective lots or development sites.

6. GLUP AMENDMENTS

- 6.1.1 **Minor Spatial Adjustments:** If GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed, the urbanization plan can be the basis for GLUP amendments without the need for complex land supply analysis.
- 6.1.2 **Moderate Spatial Adjustments:** If land supply GLUP map amendments are proposed that change the spatial arrangement of GLUP designations beyond the boundary of a particular planning unit but maintain the total acreage for each GLUP Map designation within the applicable MD area that is now inside the UGB, then the urbanization plan shall be accompanied by a mapping analysis that explains how the total land use allocations are maintained by GLUP. Spatial exchanges of land use designations such as this shall be coordinated with other planning units in the MD and an analysis urban land use value equity shall be provided.
- 6.1.3 **Complex Spatial Adjustments:** More complex GLUP Map amendments that have the potential to alter the land supplies in more fundamental ways will typically require extensive city-wide and/or regional plan land supply analyses. This analysis shall demonstrate that both the urban land needs described in the City's Housing Element and Economy Element will be served and that the resulting amendment will continue to comply with all applicable provisions of the Regional Plan for the area specifically and the City as a whole.

7. URBANIZATION PLAN AMENDMENTS

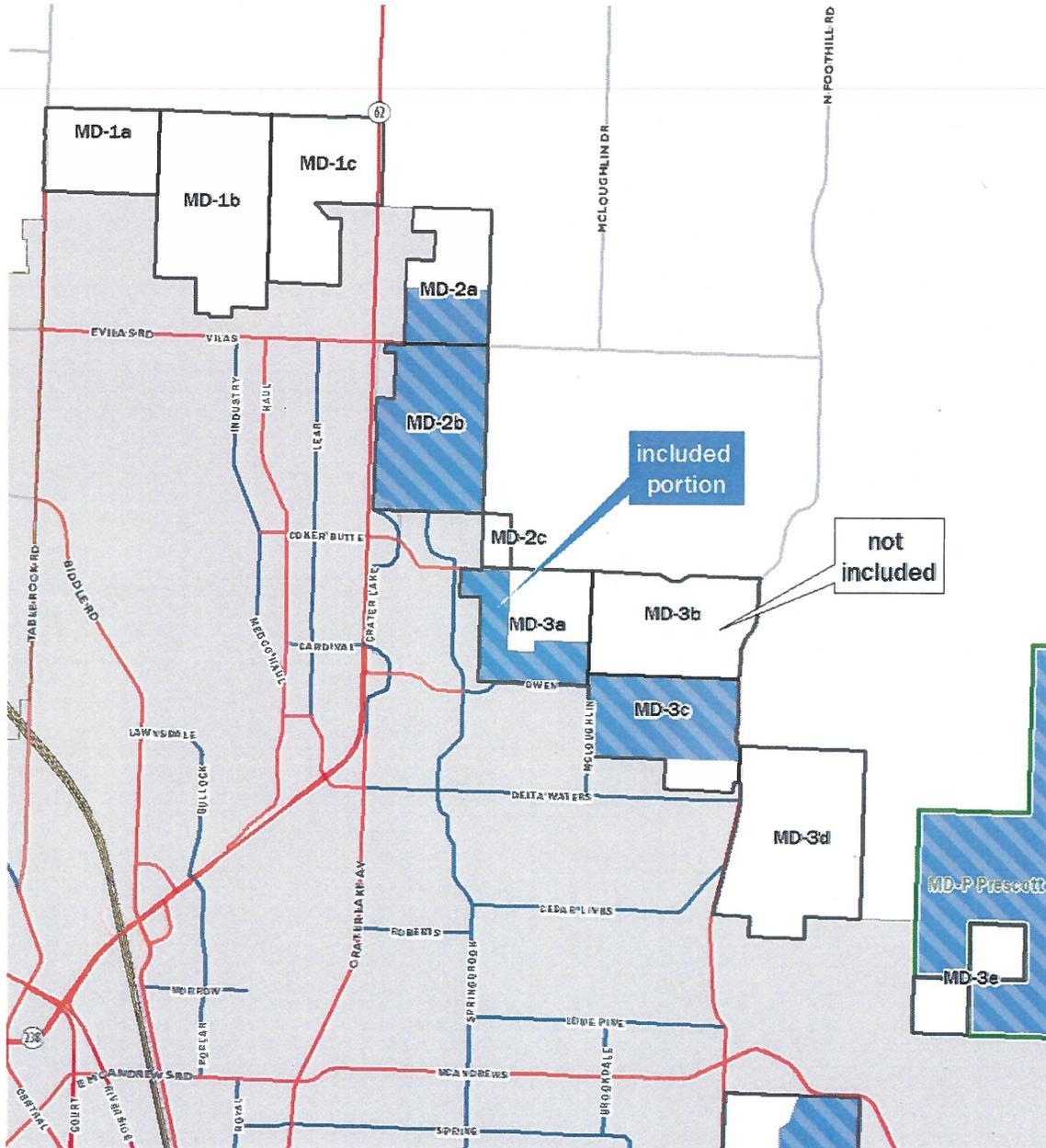
This section prescribes the process for amendments when part of a planning unit has developed, but there is a desire to change the urbanization plan for the undeveloped remainder of the planning unit.

- 7.1 Follow the procedures in Sections 4–6, except that the ownership calculation for eligible applicants (see 4.2.2.) includes only the areas of the original extent that have not been developed.
- 7.2 The amended plan will replace the previously adopted plan in this chapter.

8. PLANNING UNIT MAPS

The following maps identify the cohesive planning units for the purposes of administering this chapter. The dark striped areas show the latest UGB expansion.

8.1 Areas MD-1 through MD-3 (north and northeast)



9. OPEN SPACE REQUIREMENTS BY PLANNING UNIT

The open space requirements for each of the designated MD areas is identified in the Regional Plan. The percentages have also been identified for each of the planning units below. It is understood that development constraints will prevent strict adherence to the exact number of acres required based on the percentages in Table 9-1. Therefore, the Open Space proposed by an Urbanization Plan may not vary more than 1 percent from the required percentage.

Table 9-1

| Planning Unit Number | Regional Plan Open Space Percentage | Planning Unit Number | Regional Plan Open Space Percentage |
|---|-------------------------------------|-----------------------------------|-------------------------------------|
| MD-1a, MD-1b, MD-1c | 6% | MD-5h, MD-6a, MD-6b, MD-6c, MD-7a | 0% |
| | | MD-7b | 22% |
| | | MD-7c | 13% |
| MD-2a | 0% | MD-8 | 29% |
| MD-2b | 11% | MD-9a, MD-9b, MD-9c | 18% |
| MD-3a, MD-3b, MD-3c, MD-3d | 16% | | |
| MD-4 | 15% | | |
| MD-5a, MD-5b, MD-5c, MD-5d, MD-5e, MD-5f, MD-5g | 19% | | |

REVIEW AND AMENDMENTS

Amended July 1, 2010, Ordinance No. 2010-159; Amended June 21, 2018, Ordinance No. 2018-77

INTRODUCTION

Planning is a process; it is naïve to assume that a single document can answer all the questions or resolve all the problems for all times. Conditions change, resources are shifted, and community goals are revised.

For these reasons it is essential that means exist to keep the Plan dynamic. Oregon’s statewide planning program addresses this need in two ways. First, a *post-acknowledgement plan amendment* review process exists to assure that local amendments to a state-acknowledged Plan or its implementing codes and ordinances are consistent with the statewide planning goals and with the plans of other affected agencies. The second statewide approach to assuring the maintenance of local comprehensive plans is by means of a more thorough *periodic review* program which will occur cyclically beginning at least five years after Plan acknowledgment. The *periodic review* program emphasizes internal plan consistency as well as overall compliance with new and revised state rules and statutes.

In addition to these state-administered programs, a well-defined local process to review and revise the *Comprehensive Plan* is essential. The local Plan amendment process should reflect a balance between the desire for maintaining a dynamic and locally responsive plan and the need to provide a reasonable degree of certainty and stability in the rules and processes governing land use. Such a plan amendment process is presented below.

TYPES OF AMENDMENTS

Because of the diverse structural nature of the *Comprehensive Plan*, it is necessary to categorize plan amendments in several different ways (bearing in mind that all plan amendments are land use actions as defined by state statutes). This Plan contains a variety of components: Data; Conclusions; Goals and Policies; Implementation Strategies; a General Land Use Plan Map; a City-County adopted Urban Growth Boundary and Urbanization Policies; and several other components. Specific procedural requirements for all land use actions are codified in Article II of the *Land Development Code*. Two different procedural classifications will apply to *Comprehensive Plan* amendments as follows:

Procedural Classifications for *Comprehensive Plan* Amendments

Type IV

| | |
|-----------------------------------|------------------------------------|
| Conclusions | Urban Reserve |
| Goals and Policies | Urban Growth Management Agreement |
| Implementation Strategies | Urban Reserve Management Agreement |
| General Land Use Plan Map (minor) | Review and Amendment Procedures |
| General Land Use Plan Map (major) | Citizen Involvement Program |
| Urban Growth Boundary (minor) | <u>Urbanization Plan</u> |
| Urban Growth Boundary (major) | |

The distinction between major and minor plan amendments is based on the following definitions which were derived from the Guidelines associated with Statewide Goal 2:

Major Amendments are those land use changes that have widespread and significant impact beyond the immediate area, such as quantitative changes producing large volumes of traffic; a qualitative change in the character of the land use itself, such as conversion of residential to industrial use; or a spatial change that affects large areas or many different ownerships.

Minor Amendments are those land use changes that do not have significant effect beyond the immediate area of the change and should be based on special studies or other information which will serve as the factual basis to support the change. The public need and justification for the particular change should be established.

Disputes. When there is a question or dispute over the type of amendment, the director of the Planning Department shall issue a written decision.

CRITERIA FOR PLAN AMENDMENTS

Because of the important functional differences among the various Plan components, no common set of criteria can be used to assess all proposed Plan amendments. Below are listed the criteria which must be considered when evaluating proposed amendments to each of the specified Plan components. While all of the criteria may not apply to each proposed amendment, all must be considered when developing substantive findings supporting final action on the amendment, and those criteria which are applicable must be identified and distinguished from those which are not.

Conclusions. Amendments shall be based on the following:

1. A change or addition to the text, data, inventories, or graphics which substantially affects the nature of one or more conclusions.

Goals and Policies. Amendments shall be based on the following:

1. A significant change in one or more Conclusion.
2. Information reflecting new or previously undisclosed public needs.
3. A significant change in community attitude or priorities.
4. Demonstrable inconsistency with another Plan provision.
5. Statutory changes affecting the Plan.
6. All applicable Statewide Planning Goals.

Implementation Strategies. Amendments shall be based on the following:

1. A significant change in one or more Goal or Policy.
2. Availability of new and better strategies such as may result from technological or economic changes.
3. Demonstrable ineffectiveness of present strategy(s).
4. Statutory changes affecting the Plan.
5. Demonstrable budgetary constraints in association with at least one of the above criteria.
6. All applicable Statewide Planning Goals.

Street Re-classifications, including the re-classification of a lower order street to either a collector or arterial street, or when re-classifying a collector street to an arterial street, and when the re-classification is not a part of a major (Type IV) legislative amendment. Amendments shall be based on the following:

1. A demonstrated change in need for capacity which is consistent with other plan provisions.
2. Consideration of alternatives to the proposed revision which includes alternative vehicle routes and alternative travel modes that would better preserve the livability of affected residential neighborhoods.
3. A significant change in one or more Goal or Policy.
4. Statutory changes affecting the Plan.
5. Demonstrable budgetary constraints in carrying out the existing plan.

6. All applicable Statewide Planning Goals.

Map Designations. Amendments shall be based on the following:

1. A significant change in one or more Goal, Policy, or Implementation strategy.
2. Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities.
3. The orderly and economic provision of key public facilities.
4. Maximum efficiency of land uses within the current urbanizable area.
5. Environmental, energy, economic and social consequences.
6. Compatibility of the proposed change with other elements of the City *Comprehensive Plan*.
7. All applicable Statewide Planning Goals.

Urban Growth Boundary. See *Urbanization Element*.

Urban Reserve. See *Urbanization Element*.

Urban Growth Management Agreement. See *Urbanization Element*.

Urban Reserve Management Agreement. See *Urbanization Element*.

Citizen Involvement Program. Amendments shall be based on recommendations from the Committee for Citizen Involvement (CCI) and on Statewide Goal 1 and any other applicable Statewide Goals.

Review and Amendment Procedure. Amendments shall be based on Statewide Goal 2 and any other applicable Statewide Goals.

Urbanization Plan. See [Urbanization Planning Chapter in the Neighborhood Element \(Sections 5 and 6\)](#)

REVISIONS OF DATA, INVENTORIES AND GRAPHICS

Revisions of those portions of the Plan document which do not affect a Plan Conclusion, Goal, Policy, Implementation Strategy, General Land Use Plan Map designation, Urban Growth Boundary, Citizen Involvement Program or Review and Amendment Procedures may be made when needed by order of the Planning Director. Such revision shall be transmitted to the Planning Commission, City Council, and all other recorded holders of the *Comprehensive Plan*.

ARTICLE I - GENERAL PROVISIONS

10.012 Definitions, Specific.

When used in this chapter, the following terms shall have the meanings as herein ascribed:

Urbanization Plan. An adopted land use and circulation plan showing compliance with the Regional Plan Element for each established planning unit identified in the Comprehensive Plan. An urbanization plan is a “Special Area Plan” as defined in the General Land Use Plan Element, a “conversion plan” as termed in the Urban Growth Management Agreement, and a neighborhood circulation plan as used in this chapter. Urbanization plans are required prior to or in conjunction with annexation requests for all areas adopted as part of the 2016 Urban Growth Boundary expansion or future Urban Growth Boundary expansions.

ARTICLE II - PROCEDURAL REQUIREMENTS

10.106 Procedural Types.

(D) Type IV Legislative Procedures.

(1) Legislative decisions that involve the greatest degree of discretion as they establish by law the general policies and regulations for future land use decisions and have either widespread and significant impact beyond the immediate area or change the character of the land use, or affect large areas or many different ownerships.

(2) The Planning Commission shall review Type IV land use permit applications and forward a recommendation to City Council to approve, approve with modifications, approve with conditions, deny, or to adopt an alternative. City Council shall consider and address the recommendation, but shall not be bound by it. The City Council is the approving authority and, if it so determines that a Type IV land use permit application has satisfied the standards and criteria for approval, shall approve Type IV land use applications by ordinance.

(3) Public notice(s), public comment period(s) and public hearing(s) are required according to Section 10.124 of this Chapter

(4) Requested action may be initiated by City Council and Planning Commission (except annexations) ~~or for m~~Minor amendments or Urbanization Plans may be initiated; by an applicant(s).

(5) Appeals of Type IV decisions are made to the Land Use Board of Appeals (LUBA) per Section 10.140(I).

[Added Sec. 12, Ord. No. 2018-64, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018.)]

10.108 Land Use Review Procedure Types.

Table 10.108-1 identifies the procedural type, applicable standards, and approving authority for each type of land use review as well as whether the 120-day rule in Section 10.104(D) is applicable. Each procedural type is subject to specific due process and administrative requirements of this chapter.

| Table 10.108-1. Land Use Review Procedures | | | | |
|---|-----------------|----------------------------|---------------------|--|
| Land Use Review Type | Procedural Type | Applicable Standards | Approving Authority | Subject to 120 Day Rule (ORS 227.178)? |
| Minor Modification to a Site Plan & Architectural Review Approval | I | 10.200(H)(2) | Planning Director | No |
| Major Modification to an Approved Conditional Use Permit | III | 10.184(D)(1) | Planning Commission | Yes |
| Minor Modification to an Approved Conditional Use Permit | I | 10.814(D)(2) | Planning Director | No |
| Nonconformities | I | 10.032 – 10.036 | Planning Director | No |
| Portable Storage Container | II | 10.840(D)(6) | Planning Director | Yes |
| Park Development Review | III | 10.185 | Planning Commission | Yes |
| Pre-Application | I | 10.156 | Not Applicable | No |
| Preliminary PUD Plan | III | 10.190 – 10.198 | Planning Commission | Yes |
| Property Line Adjustment | I | 10.158 | Planning Director | No |
| PUD Plan Revision(s) | III | 10.198 | Planning Commission | Yes |
| PUD Plan Termination | III | 10.198 | Planning Commission | Yes |
| Riparian Corridors, Reduction or Deviation | I | 10.927 | Planning Director | No |
| Sign Permit | I | 10.1000 – 10.1810 | Planning Director | No |
| Site Plan and Architectural Review | III | 10.200 | SPAC | Yes |
| Tentative Plat, Partition | II | 10.170 | Planning Director | Yes |
| Tentative Plat, Subdivision | III | 10.202 | Planning Commission | Yes |
| Transportation Facility Development | IV | 10.226 | City Council | No |
| Urban Growth Boundary Amendment, Major | IV | Urbanization, 10.220 | City Council | No |
| Urban Growth Boundary Amendment, Minor | IV | Urbanization, 10.222 | City Council | No |
| <u>Urbanization Plan</u> | <u>IV</u> | <u>10.200(B)(4)</u> | <u>City Council</u> | <u>No</u> |
| Vacation of Public Right-of-Way | IV | 10.226 | City Council | No |
| Zone Change, Major | IV | Review & Amendment, 10.220 | City Council | No |
| Zone Change, Minor | III | 10.204 | Planning Commission | Yes |

[Added Sec. 13, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018); Amd. Sec. 1, Ord. No. 2018-86, July 19, 2018.]

10.110 Designation and Duties of Approving Authorities.

(C) City Council Authority. The City Council is hereby designated as the approving authority for all the following land use reviews:

- Land Use Review
- Annexation
- Appeals (See Section 10.140)
- Comprehensive Plan Amendment (Major or Minor)
- General Land Use Plan Map Amendment (Major or Minor)
- Land Development Code Amendment
- Transportation Facility Development
- Urban Growth Boundary Amendment (Major or Minor)
- Urbanization Plan
- Vacation of Public Right-of-Way
- Zoning Map Amendment (Major)

10.124 Due Process Element 2: Notification

(D) Publication. Unless otherwise indicated, public hearing notices for all proposed land use actions shall be published in a newspaper of general circulation prior to the scheduled public hearing date before the approving authority. The schedule of publication for each procedure type shall be as specified in Table 10.124-1.

| Procedure Type | Newspaper Publication | On-Site Public Hearing Sign | Affected Property Owners Notice |
|----------------|---|-----------------------------|---------------------------------|
| Type I | None | None | None |
| Type II | None | None | |
| Type IV: Land | Notice shall be published no later than 10 days | | |

| Table 10.124-1: Notice of Public Hearing Schedule by Procedure Type | | | |
|---|--|-----------------------------|---|
| Procedure Type | Newspaper Publication | On-Site Public Hearing Sign | Affected Property Owners Notice |
| Development Code Amendment, Major Comprehensive Plan Amendment, Major Zone Change, <u>Urbanization Plan</u> | prior to the public hearing date before the Planning Commission (the advisory body), AND No later than 10 days prior to the public hearing date before the City Council (the approving authority). | None | Generally not applicable to a legislative action unless it meets ORS 227.186 criteria (<i>i.e.</i> , the change effectively rezones property). <u>For Urbanization Plans, the public hearing date notice will be sent to all property owners within the project boundaries plus all property owners within 200 feet of the project boundaries.</u> |

[Replaced Sec. 22, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018); Amd. Sec. 4, Ord. No. 2018-86, July 19, 2018.]

10.156 Pre-application Conference.

Prior to submitting a land use permit application, the applicant may apply for a preapplication conference with the Planning Department. Upon receipt of an application the pre-application conference shall be scheduled. At the conference there shall an exchange of information regarding procedural requirements, required land use applications, consistency with the Comprehensive Plan and this Chapter, scheduling and such other technical and design assistance as will aid the applicant in preparing a complete application. Upon conclusion of the conference the Planning Department shall provide the applicant with a written summary of the conference.

Prior to submitting an Urbanization Plan, the applicant shall apply for a pre-application conference with the Planning Department. All property owners within the proposed Urbanization Plan shall be notified of the pre-application conference date, time, and location.

[Amd. Sec. 1, Ord. No. 5986, Oct. 1, 1987; Amd. Sec. 9, Ord. No. 7659, June 2, 1994; Amd. Sec. 4, Ord. No. 2015-90, Sept. 3, 2015; Replaced Sec. 43, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018).]

10.214 Type IV Land Use Actions.

(A) Type IV Actions.

Type IV actions comprise the following land use reviews:

Urbanization Plan Draft #1 – August 2018

Type IV Land Use Application

Annexation, except as provided in Section 10.216

Land Development Code Amendment

Major Comprehensive Plan Amendment

Major General Land Use Plan Map Amendment

Major Urban Growth Boundary Amendment

Major Zoning Map Amendment

Minor Comprehensive Plan Amendment

Minor General Land Use Plan Map Amendment

Minor Urban Growth Boundary Amendment

Transportation Facility Development

Urbanization Plan

Vacation of Public Right-of-Way

(B) Major Type IV land use reviews including amendments to the Land Development Code are legislative actions and may only be initiated by the Planning Commission or City Council. An Urbanization Plan is a Major Comprehensive Plan Amendment that may be initiated by the property owners representing the subject area. See Review & Amendments chapter of the Comprehensive Plan for definitions of “major” and “minor.”

(C) Minor Type IV land use reviews including Annexations, Transportation Facility Developments and Vacations are quasi-judicial actions and may be initiated by the Planning Commission, City Council, or property owners representing the subject area. An exception to the preceding rule is that the Planning Commission does not initiate annexations.

(D) Type IV Approving Authorities. For Type IV actions the City Council is the approving authority and the Planning Commission acts as an advisory body to City Council. At a public hearing the Planning Commission will consider the request and make a recommendation to City Council to approve or deny the request. For annexations, the City Council makes a decision without a recommendation from the Planning Commission. Following completion of a recommendation by the Planning Commission, it shall be scheduled for a public hearing before the City Council. The decision of the City Council shall be based upon the application, the evidence, comments from referral agencies, comments from affected property owners (if any), the Planning Commission’s recommendation (if applicable), compliance with the Statewide Planning Goals and Guidelines, this code and the Comprehensive Plan.

[Add Sec. 86, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018).]

10.220 Major Type IV Amendments.

(A) Major Type IV Amendments are those land use changes that have widespread and significant impact beyond the immediate area, such as changes capable of producing large volumes of traffic, changes to the character of the land use itself, or changes that affect large areas or involve many different ownerships. Major Type IV Amendments include:

- (1) Major Comprehensive Plan, including separate plans adopted by reference;
- (2) Major General Land Use Plan Map;
- (3) Major Urban Growth Boundary;
- (4) Major Zoning Map Amendment;

- (5) Urban Reserves;
- (6) Urban Growth Management Agreement; ~~or~~
- (7) Urban Reserve Management Agreement; ~~;~~ or
- (8) Urbanization Plan.

(B) Major Type IV Amendment Approval Criteria.

Refer to the Review and Amendment section of the Comprehensive Plan, except in the case of the following ~~three~~ four actions:

- (1) Major Zoning Map Amendment. Refer to the approval criteria for Land Development Code Amendments in Section 10.218.
- (2) Urban Growth Boundary Amendment. Refer to Urbanization Element of the Comprehensive Plan.
- (3) Urban Reserve Adoption/Amendment. Refer to ORS 195.137–145 and OAR 660-021.
- (4) Urbanization Plan. Refer to Sections 5 and 6 in the Urbanization Planning Chapter in the Neighborhood Element

(C) Urbanization Plan Application Form.

An application for an Urbanization Plan shall contain the following items:

- (1) Written consent of owner(s) within the planning unit per the Urbanization Planning requirements in the Comprehensive Plan.
- (2) Urbanization Plan map(s) drawn to scale that includes the Plan Contents found in Section 5 in the Urbanization Planning Chapter in the Neighborhood Element (20 copies).
- (3) One reduced copy of each size plan (8.5” x 11” and 11”x 17”).
- (4) Electronic files in dwg format or shapefiles.
- (5) Vicinity map including other adjacent planning units and their General Land Use Plan designations.
- (6) Property lines for the subject planning unit and adjacent properties, particularly where new streets are proposed.
- (7) Existing easements of record, irrigation canals, and structures.
- (8) Areas designated as unbuildable per the Urban Growth Boundary City Council Report dated August 18, 2016 (Map A-1), and the status of those areas, including agricultural buffers.
- (9) Written or graphical representation of compliance with the Plan Contents found in Section 5 in the Urbanization Planning Chapter in the Neighborhood Element.
- (10) Written findings showing compliance with the Regional Plan requirements
- (11) Contour lines and topography
- (12) Property owner's names, addresses, and map and tax lot numbers within 200 feet of the project boundaries, typed on mailing labels.
- (13) Documentation that a neighborhood meeting was conducted in accordance with Section 10.194.

[Amd. Sec. 29, Ord. No. 7659, June 2, 1994; Amd. Sec. 11, Ord. No. 2007-100, May 17, 2007; Replaced Sec. 89, Ord. No. 2018-64, June 21, 2018 (effective July 23, 2018).]



Medford Fire-Rescue Land Development Report

Review/Project Information

Reviewed By: Kleinberg, Greg

Review Date: 9/13/2018
Meeting Date: 9/19/2018

LD #: CP16075 Associated File DCA18120
#1:

Planner: Carla Paladino

Applicant: City of Medford

Project Location: Within the Urban Growth Boundary

ProjectDescription: The purpose of this project is to develop a mechanism for preparing urbanization plans for areas newly brought into the urban growth boundary; this project is related to the UGB Amendment project (file no. CP-14-114). The proposed amendment to the Neighborhood Element of the Comprehensive Plan will provide guidance to land owners to develop urbanization plans that show land uses, densities, and transportation networks in the newly included areas. The resulting plans will be adopted into the Neighborhood Element. This project is filed in conjunction with DCA-18-120, a development code amendment to revise Chapter 10 of the Municipal Code to incorporate procedural requirements associated with urbanization plans

Specific Development Requirements for Access & Water Supply

Conditions

| Reference | Description |
|-----------|--|
| Approved | Approved as submitted with no additional conditions or requirements. |

Construction General Information/Requirements

Development shall comply with access and water supply requirements in accordance with the Oregon Fire Code in affect at the time of development submittal. Fire apparatus access roads are required to be installed prior to the time of construction. The approved water supply for fire protection (fire hydrants) is required to be installed prior to construction when combustible material arrives at the site.

Specific fire protection systems may be required in accordance with the Oregon Fire Code.

This plan review shall not prevent the correction of errors or violations that are found to exist during construction. This plan review is based on information provided only.

Design and installation shall meet the Oregon requirements of the International Fire, Building, Mechanical Codes and applicable NFPA Standards.

Medford Fire-Rescue, 200 S Ivy St. Rm 180, Medford OR 97501 541-774-2300

www.medfordfirerescue.org

Memo



Exhibit E

To: Carla Angeli Paladino, Planning Department
From: Chad Wiltrout, Building Department (541) 774-2363
CC: City of Medford, Urbanization Planning
Date: September 19, 2018
Re: September 19, 2018 LDC Meeting: Item #3 – CP-16-075 and DCA-18-120

Please Note:

This is not a plan review. Unless noted specifically as Conditions of Approval, general comments are provided below based on the general information provided; these comments are based on the 2014 Oregon Structural Specialty Code (OSSC) unless noted otherwise. Plans need to be submitted and will be reviewed by a commercial plans examiner, and there may be additional comments.

Fees are based on valuation. Please contact Building Department front counter for estimated fees at (541) 774-2350 or building@cityofmedford.org.

For questions related to the Conditions or Comments, please contact me, Chad Wiltrout, directly at (541) 774-2363 or chad.wiltrout@cityofmedford.org.

General Comments:

1. For list of applicable Building Codes, please visit the City of Medford website: www.ci.medford.or.us Click on "City Departments" at top of screen; click on "Building"; click on "Design Criteria" on left side of screen and select the appropriate design criteria.
2. All plans are to be submitted electronically. Information on the website: www.ci.medford.or.us Click on "City Departments" at top of screen; click on "Building"; click on "Electronic Plan Review (ePlans)" for information.
3. A site excavation and grading permit will be required if more than 50 cubic yards is disturbed.
4. A separate demolition permit will be required for demolition of any structures not shown on the plot plan.

Comments:

5. Building Department has no comments at this time.

John K. Adam

From: LeBombard, Josh <josh.lebombard@state.or.us>
Sent: Monday, 18 July 2016 8:51 AM
To: John K. Adam
Subject: DLCD File No. 008-16; Local File No. CP-16-075

RECEIVED
JUL 18 2016
PLANNING DEPT

John,

Thank you for sending notice to us on the amendment to the Neighborhood Element of the Comprehensive Plan regarding urbanization planning. We have reviewed the proposal and have the following comment:

1. Assuming that urbanization plans will be required for all areas added to the UGB for all future UGB amendments, listing specific portions of UGB areas proposed during the current UGB amendment does not seem necessary or appropriate (Section 4, first paragraph).

Cheers,
Josh

Josh LeBombard | Southern Oregon Regional Representative
Community Services Division
Oregon Dept. of Land Conservation and Development
Southern Oregon Regional Solution Center
c/o Jobs Council, Southern Oregon University
100 E Main Street, Suite A | Medford, OR 97501
Cell: (541) 414-7932
josh.lebombard@state.or.us | www.oregon.gov/LCD

From: [MCDONALD John](#)
To: [Carla G. Paladino](#)
Subject: Urbanization Planning Comments
Date: Wednesday, September 26, 2018 2:45:51 PM

Carla,

Thank you for the opportunity to comment on the Urbanization Planning document, File nos. CP-16-075 and DCA 18-120.

Assuming the plan is adopted into the "neighborhood element" of the comprehensive plan, would this qualify as a zone change or comp plan amendment?

If not, we have no comments.

Sincerely,

John McDonald

Development Review Planner

ODOT Southwestern Region

541-957-3688

From: [MCDONALD John](#)
To: [Carla G. Paladino](#)
Subject: Urbanization Planning Comments
Date: Wednesday, September 26, 2018 3:01:53 PM

Carla,

Thank you for the opportunity to review the Urbanization Planning document, File Nos. CP-16-075 and DCA-18-120.

Our only comment is that if the Urbanization Plan constitutes an amendment to the comprehensive plan, then compliance with the Transportation Planning Rule (Oregon Administrative Rule 660-012) will need to be demonstrated. If that is the case, then section 5.5 may need to be modified as the Rule can require a significant level of analysis.

Please call or email if you'd like to discuss the comment.

Sincerely,

John McDonald

Development Review Planner

ODOT Southwestern Region

541-957-3688



BOARD OF WATER COMMISSIONERS
Staff Memo

TO: Planning Department, City of Medford

FROM: Rodney Grehn P.E., Water Commission Staff Engineer

SUBJECT: CP-16-075 & DCA-18-120

PROJECT: The purpose of this project is to develop a mechanism for preparing urbanization plans for areas newly brought into the urban growth boundary; this project is related to the UGB Amendment project (file no. CP-14-114). The proposed amendment to the Neighborhood Element of the Comprehensive Plan will provide guidance to land owners to develop urbanization plans that show land uses, densities, and transportation networks in the newly included areas. The resulting plans will be adopted into the Neighborhood Element. This project is filed in conjunction with DCA-18-120, a development code amendment to revise Chapter 10 of the Municipal Code to incorporate procedural requirements associated with urbanization plans.

DATE: September 19, 2018

I have reviewed the above plan authorization application as requested. Conditions for approval and comments are as follows:

CONDITIONS:

1. The Applicant shall schedule a meeting with MWC Engineering staff to review proposed development project within the Urban Growth Expansion area. MWC Will provide "Conditions of Development" for required Water Facility Infrastructure requirements to support proposed development.

MEDFORD PARKS & RECREATION

Exhibit J

HEALTHY LIVES. HAPPY PEOPLE. STRONG COMMUNITY.

MEMORANDUM

TO: John Adams, Principal Planner

FROM: Brian Sjothun, Parks & Recreation Director *Brian Sjothun*

SUBJECT: Comments for Urbanization Planning – CP-16-075

DATE: July 26, 2016

RECEIVED
JUL 28 2016
PLANNING DEPT

The Medford Parks and Recreation Department has had an opportunity to review the information related to the UGB Amendment project (file no. CP-14-114). The basis of our comments stem from the soon to be completed update to the Leisure Services Plan (LSP) and other correspondence that has been reviewed as part of the UGB public hearings.

Identified Parkland Acquisition Areas

The department, through the update to the LSP, has identified areas of Medford where there are currently no access to neighborhood or community parks. The UGB expansion was considered in developing the attached Map 12: Proposed Parkland Acquisition Target Areas. The department would be interested in developing a mechanism where at least 3-5 acres of land for neighborhood parks and 15-20 acres for community parks is considered in the development stage of bringing parcels into the City.

The department understands that it would be difficult to make the donation of land a requirement for development, however there is an advantage to a developer to partnering with the City in providing the needed outdoor recreational space.

During the UGB public testimony, several property owner/agents indicated through their proposals a willingness to provide public parks/open space. Council was supportive in allowing these properties to be considered for inclusion into the UGB and that such plans must follow what was proposed at the public hearings.

The Parks and Recreation Department supports these potential future public parks as long as they meet the following criteria:

- Neighborhood Parks should be between 3-8 acres
- Community Parks should be between 15-20 acres
- Park sites must be in an area identified as a need within the LSP

Trails & Paths

The LSP also identifies future routes for trails and paths through Map 13: Proposed Trails and Paths. The addition of trails, paths and links to existing parks received a very high score from the community survey that was conducted in 2015. The department is in need of having support for consideration on how to provide these highly demanded facilities to the community as part of any portion of this process.

Providing these types of facilities will assist in developing pedestrian-friendly developments. Section 5.2.2 indicates the need to provide a transportation circulation plan map showing paths.

However, the department does not agree with the statement that trails designed only for recreation does not count as part of the transportation plan. The Bear Creek Greenway is an excellent example of how a path/trail is utilized as a transportation facility. Again, the results of the community survey showed that residents would like safer routes to connect to their neighborhood parks.

5.3 – Compliance with Open Space

The LSP identifies the limitations upon the Parks and Recreation Department to maintain buffers, riparian corridors, open space, significant wetlands and other properties that are not useable for public park space. The department will not accept these areas in lieu of providing park space in the areas identified within the LSP.

Section 5 – Other

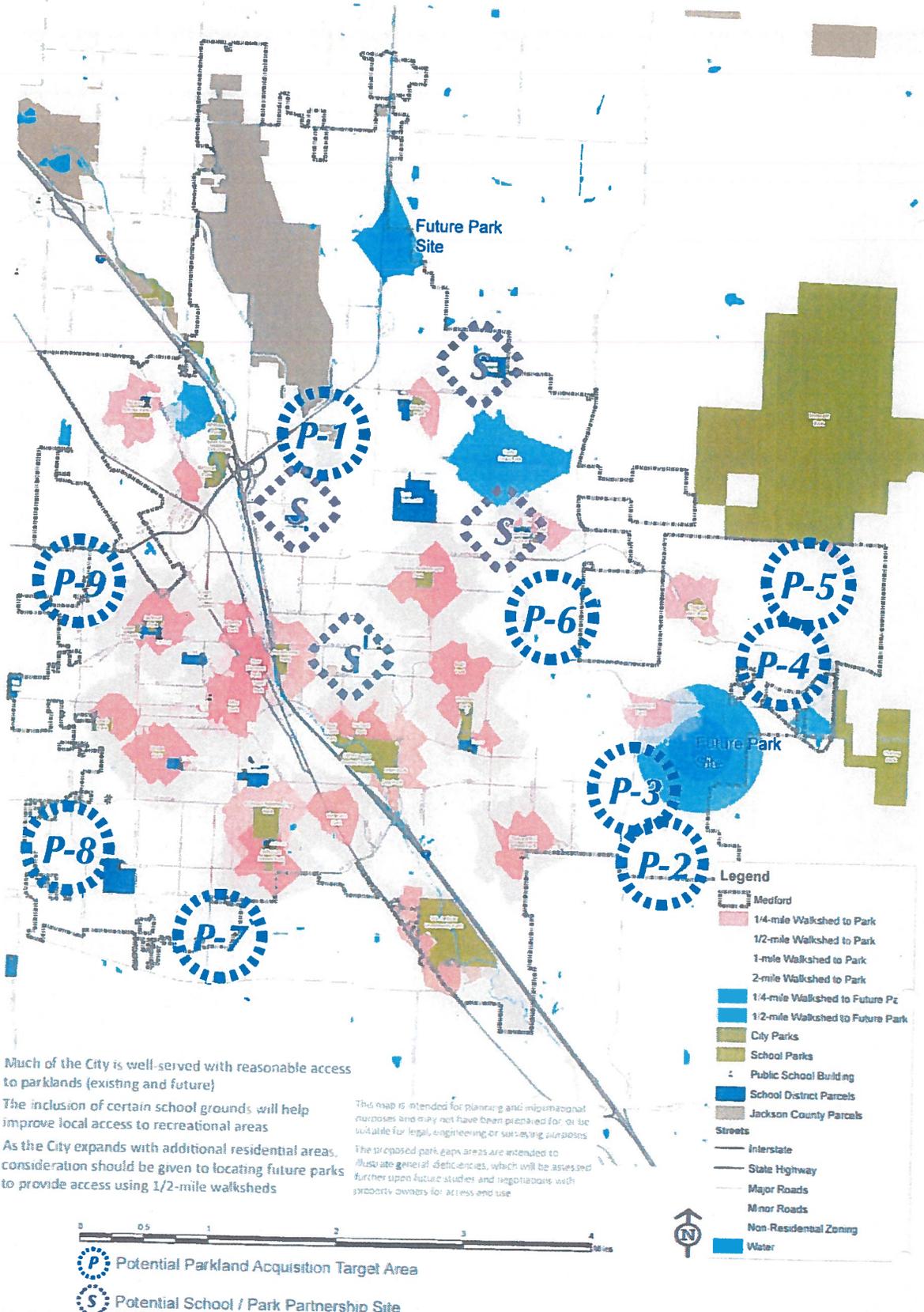
Section 5.4 to 5.8 outlined coordination and compliance with various agencies and terms of special agreements. The Parks and Recreation Department requests consideration of adding a section that requires coordination in potentially providing parks and trails that meet the needs outlined in the LSP.

Conclusion

The basic request by this department is to recognize the need in the areas proposed for inclusion into the UGB for parks and trails. Consideration should be given to develop a mechanism where these items can be provided or partnered with the department for the residents of the area they would serve. Also, the commitments made by various property owners to provide such facilities should be honored.

Attachments:

- Map 12: Proposed Parkland Acquisition Target Areas
- Map 13: Proposed Trails and Paths
- Memorandum – Urban Growth Boundary Impacts on Leisure Services Plan



- Much of the City is well-served with reasonable access to parklands (existing and future)
- The inclusion of certain school grounds will help improve local access to recreational areas
- As the City expands with additional residential areas, consideration should be given to locating future parks to provide access using 1/2-mile walksheds

This map is intended for planning and informational purposes and may not have been prepared for, or be suitable for, legal, engineering, or surveying purposes.

The proposed park gaps areas are intended to illustrate general deficiencies, which will be assessed further upon future studies and negotiations with property owners for access and use.

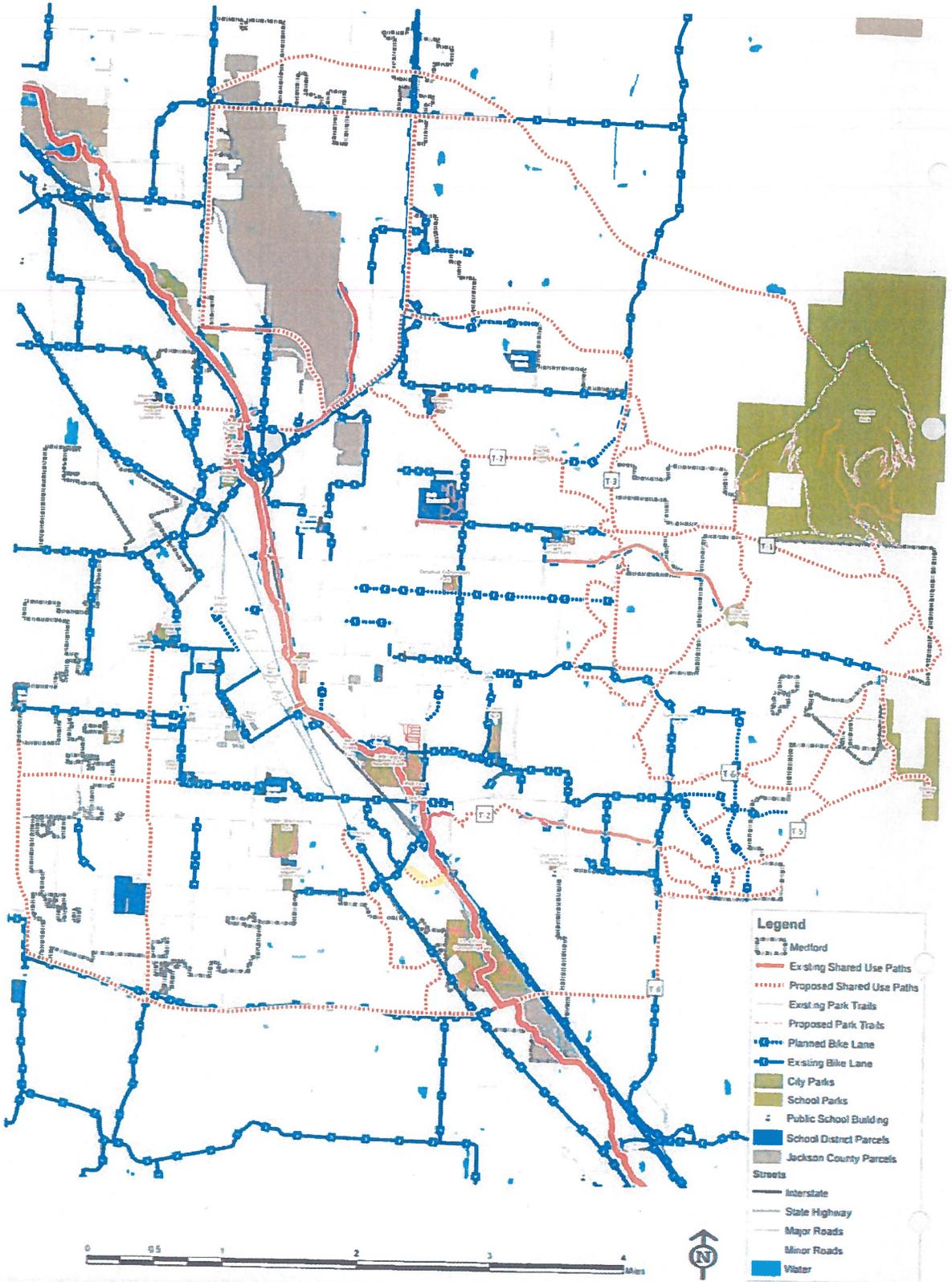
Legend

- Medford
- 1/4-mile Walkshed to Park
- 1/2-mile Walkshed to Park
- 1-mile Walkshed to Park
- 2-mile Walkshed to Park
- 1/4-mile Walkshed to Future Park
- 1/2-mile Walkshed to Future Park
- City Parks
- School Parks
- Public School Building
- School District Parcels
- Jackson County Parcels
- Streets
- Interstate
- State Highway
- Major Roads
- Minor Roads
- Non-Residential Zoning
- Water



- Potential Parkland Acquisition Target Area
- Potential School / Park Partnership Site

Map 12: Proposed Parkland Acquisition Target Areas



Map 13: Proposed Trails & Paths

MEDFORD PARKS & RECREATION

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MEMORANDUM

TO: Mayor and Council, via Bill Hoke – City Manager Pro Tem

FROM: Brian Sjothun, Parks & Recreation Director

RE: Urban Growth Boundary Impacts on Leisure Services Plan

DATE: July 6, 2015

The Medford Parks and Recreation Department and Commission have been actively participating and providing comments to the Planning Commission and staff regarding the proposed Urban Growth Boundary (UGB) expansion. This communication provides Council with information regarding how the current proposal could impact the Leisure Services Plan.

Prescott Park and Chrissy Park

The inclusion of both parks within the City of Medford UGB is contained within different planning documents. The 1,877 combined acreage for these parks is currently recommended for inclusion by the Planning Commission. This inclusion into the UGB would allow the Department to implement the approved master plans for the specified sites through the City of Medford process instead of Jackson County. Additionally, the inclusion would also assist in streamlining the process for development and enhance continuity with other facilities being developed inside the UGB. The ability to follow already established City standards would be another benefit to the Department and park users.

The recommendation for inclusion is referenced in the following documents:

City of Medford – Comprehensive Plan – Regional Element (page 8)

- 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 Medford to exercise jurisdictional authority over the parklands and to enable extension of supporting basic infrastructure. Medford and Jackson County each believe parks are best managed by their own jurisdictions. This Regional Plan places both city-owned parks under municipal jurisdiction.



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City of Medford – 2015-20 Strategic Plan – (page 21)

- Goal 8: Provide recreational activities and opportunities to improve the lives of Medford residents.
 - Objective 8.1: Ensure that long-term plans are adopted that identify where land is needed for parks and pedestrian/bicycle trail systems throughout the City.
 - Action 8.1b: Pursue the inclusion of Prescott and Chrissy Parks into the City's Urban Growth Boundary.

MD-5 – Inclusion of 180 Acres

On June 11, the Planning Commission approved a recommendation to Council that would add 180 acres (includes buildable and non-buildable land) between Cherry Lane and Barnett Road and east of the existing UGB. This recommendation has a favorable impact to the Leisure Services Plan and in particular the Trails Plan component.

The City obtained 7.24 acres in 2013 to serve as a future trailhead and connection for the Larson Creek Greenway Trail. This trail would extend from just north of the proposed commercial core area of the SE Area Plan to Chrissy Park and eventually to Prescott Park. The proposed inclusion of the 180 acres would aid greatly in developing this trail/transportation system that is highlighted in the following documents:

Greater Bear Creek Valley Regional Problem Solving Agreement (page 14)

- Transportation
 - Identify a general network of locally owned regionally significant north-south and east-west arterials and associated projects to provide mobility throughout the Region.
 - Designate and protect corridors for locally owned regionally significant arterials and associated projects within the RVMPO to ensure adequate transportation connectivity, multimodal use, and minimize right-of-way costs.

City of Medford – Transportation System Plan – Introduction and Executive Summary (pages 1-20)

- Strategies
 - Complete Bear Creek Greenway path, the Larson Creek Greenway path ... and identify other opportunities for multi-use paths.

City of Medford – Comprehensive Plan – Regional Element (page 27 & 28)

- Efficient Accommodation of Identified Land Needs
 - MD-5 will provide a direct urban connection with Chrissy Park as an open-space/park use specific urban reserve.
- ESEE Consequences
 - ... Social benefits from direct urban connections to Chrissy Park are also important and valuable social consequence.



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City of Medford – Leisure Services Plan – Planning Policies and Guidelines (pages 51-54)

- Policy 1-D: The City of Medford shall provide park land and facilities conveniently located and economically accessible to all members of the Community:
 - Implementation 1-D (4): Implement the Southeast Medford Area Plan Map with regards to greenway trails, parks, and recreation facilities.
- Policy 3-B: The City of Medford shall seek to acquire natural and other corridors to link parks and open space throughout the community.
 - Implementation 3-B (2): Acquire missing links in corridors and parcels that are contiguous to other public open spaces to provide maximum benefits for recreation wildlife.
- ESEE Consequences
 - ... Social benefits from direct urban connections to Chrissy Park are also important and valuable social consequence.

MD-2

This area of Medford has been identified by the Parks and Recreation Commission as a high priority for public parks and open space. The current Leisure Services Plan also identifies the area as a site for a potential community or neighborhood park. In June 2014, the Commission reviewed several sites in this area and requested that staff work to acquire identified vacant land. Staff engaged the Trust for Public Lands (TPL) to negotiate and acquire the sites on behalf of the City. The TPL was unsuccessful in attempts to purchase land because the asking price per acre was greater than what the land would appraise.

Coker Butte Development LLC, (CBD) owns 210 acres within the proposed MD-2 area for inclusion. CBD and the Medford Parks and Recreation Foundation entered into a Gift Pledge Agreement on February 18, 2015. This agreement would provide the Foundation a donation of 23.5 acres of open space within the development at no cost. This donation is contingent upon the property being included within the proposed UGB expansion. If included, this property would come to the City of Medford at no cost and would fulfill the goal of acquiring future park land within this service area.

The goals identifying the need for a park site within MD-2 include the following:

City of Medford – 2015-20 Strategic Plan (page 21)

- Goal 8: Provide recreational activities and opportunities to improve the lives of Medford residents.
 - Objective 8.1: Ensure that long-term plans are adopted that identify where land is needed for parks and pedestrian/bicycle trail systems throughout the City.
 - Action 8.1a: Fulfill identified land needs when properties are proposed for development.
 - Action 8.1c: Locate parks and facilities in underserved areas.
 - Action 8.1d: Review all high need areas as outlined in the Leisure Services Plan for future park sites and potential acquisition.



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City of Medford – Leisure Services Plan – Planning Policies and Guidelines (page 52)

- Policy 1-D: The City of Medford shall provide park land and facilities conveniently located and economically accessible to all members of the Community:
 - Implementation 1-D (1): Locate parks and facilities in underserved areas.

MD-7 & 8

As with the case with MD-2, this area has also been identified by the Parks and Recreation Commission as a high priority for public parks and open space and was reviewed as part of June 2014 review.

On June 2, the Commission reviewed a presentation from a land-use consultant who represents the property owners in this area. The presentation outlined the potential for several new park sites that would be donated to the City as part of the open space requirements. The Commission wished to express their support to the Council for consideration of inclusion for these properties. The goals and plans that support such consideration for this area are the same as stated previously for MD-2.

Conclusion

Staff has reviewed several of the proposals which have been previously submitted by property owners for consideration to the Planning Department and Planning Commission. We have not reviewed all of the areas in order to determine potential impacts on the Leisure Services Plan. However, from what we have reviewed it appears that the recommendation of the Planning Commission to the Council on the UGB amendment would serve to implement various policies, strategies, goals and objectives of the City-adopted documents identified above.

This memorandum is to serve as information for Council regarding the potential impacts to the Leisure Services Plan and how they relate to this and other planning and goal-setting documents that have been previously approved by Council.

Thank you,
Brian Sjothun, CPRP



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From: raul@csaplanning.net
To: [Carla G. Paladino](#)
Cc: [Matt H. Brinkley](#)
Subject: RE: Urbanization Planning & Wetlands
Date: Thursday, September 13, 2018 2:58:12 PM

Carla:

I couldn't get the pdf copy with my comments to go through due to file size, so I will just summarize my comments here for the Urbanization Plan (Draft 11) section.

Section 5.2.2:

Do not require excessive detail (i.e., alleys, private streets, etc...) for the circulation plan. As mentioned in the staff report (page 5), these are meant to be high level concept documents. These areas will be built out over the twenty planning horizon and there needs to be some flexibility in design available. Geotech reports and traffic safety analyses will be needed to precisely located to this level of detail.

The City already has adopted block length and perimeter standards to assure a connected street pattern and which include provisions for such issues as slopes, natural features, etc.... Urbanization plans should just show the needed higher order connections and identify essential local order street connections (such as at appropriate creek crossings) and paths.

Consider also that every street adds impervious surface and reduces the net developable area for other urban uses. Good connectivity is desirable but not in excess or to exclusion of other important community needs. Perhaps replace "A high density of intersections" with "Good connectivity". A high density of intersections may not be appropriate in some areas due to terrain or along regional arterials and highways.

Section 5.2.3

"Location of streets are intended to be accurate" should be qualified. At this level of planning, the intent should be to depict the general location of planned connections. Again, don't over-plan the local street connections – concentrate on the higher order and specific local connections deemed to be important enough to show on the neighborhood plan. Let the code's block size and connectivity standards otherwise be used to assure good neighborhood connectivity as the areas develop.

Section 5.3

Is the list of open space classifications exclusive of anything else, or will other categories be considered if proposed (e.g., a school yard, plazas, etc...)?

Section 6 "Allowances"

The Regional Plan allocations are to the entire urban reserve areas, not just those recently included in the UGBA. The City should allow consideration of plans that show how the remainder area outside the UGB will fit in with the recent UGBA concept plans to satisfy the Regional Plan. MD-4, for example, has a remainder area that is completely owned by the majority owner (Cogswell dba Hillcrest Corp.) of the portion inside the UGB.

Also, consider noting under this section that the allocations were used for long range projections over a fifty year planning period and should not assigned an unreasonable level of precision. The City should be able to adopt plans that substantively comport with the allocations rather than exactly. A percentage point or two shouldn't prevent adoption of a plan the City otherwise favors.

Section 7.2

Note that amendments will need to comply with any changes to applicable land use regulations as may have been enacted in the interim. Also, include owners of all land within the original plan area

for public notice of the proposed changes (rather than limiting notice to lots within 200 feet). Keep in mind that adoption of overly detailed concept plans will greatly increase the likelihood that amendments will be requested. Minimum requirements for these concept plans should be related to meeting Regional Plan commitments.

Section 9

The Open Space Requirements table shows what was allocated in the Regional Plan for entire urban reserves, not just the portions recently added to the UGB. As previously noted, the allocations were for projecting very generalized land needed over a fifty time period, and should not be construed to be to this level of precision (table indicates to one-hundredth of an acre). Consider some rounding provision or other factor (e.g., "in substantive conformance with the allocations...") rather than exact amounts.

Other:

A Minimum Density Overlay (MDO) District could be codified in the Medford Land Development Code as Section 10.346 or 10.347 (code currently goes from 10.345 directly to 10.348). The following draft code language is offered:

"10.347 Minimum Density Overlay District, MDO

- A. Purpose: To implement the Committed Residential Density strategy adopted in accordance with Section 4.1.5 of the Regional Plan Element. This overlay functions to increase the minimum required residential density over any base zoning district other than SFR-00, which is a holding zone.
- B. Applicability: Upon annexation, this overlay shall be applied to land designated for residential use and subject to an adopted Conceptual Land Use Plan requirement that the Minimum Density Overlay be applied to all or a portion of the planning area in order to achieve a specified residential density target. When SFR-00 zoning is initially adopted as a holding zone, the overlay will still be adopted in accordance with the adopted Conceptual Land Use Plan but will not apply until the land is re-zoned to another residential zone. This overlay may also be applied to other land within the City in combination with planning of mixed-use neighborhoods, town centers, and activity centers.
- C. Minimum Density Overlay Designation: An adopted Minimum Density Overlay shall be designated on the Zoning Map with the letters "MDO" followed by a numeral integer that specifies the minimum residential density per acre that is to be required for residential development within the overlay area. For example, "MDO-8" applied over an SFR-10 zoning district requires that a minimum density of eight units per acre for residential development rather than the standard minimum density of six units per acre for that zoning district.
- D. Base Zoning District: The Minimum Density Overlay specified for a particular area by an adopted Urban Reserve Conceptual Land Use Plan shall be paired with a base zoning district that both accommodates the MDO specified density and is consistent with the GLUP Map Designation for the area. For example, an MDO-10 overlay for UR designated land on the GLUP Map would be paired with SFR-10 zoning rather than MFR-15 zoning.
- E. Removal/Amendment: The overlay may be removed or amended to comply with changes to the Regional Plan Element or to implement an alternative strategy demonstrating that the committed residential density requirements of the Regional Plan will be met. For example, an MDO-10 overlay of lesser area could be substituted for an MDO-8 overlay to achieve the same overall target density for the planning area."

Please consider the above recommendations as the City further proceeds in review and adoption of its Urbanization Plan provisions.

Very truly yours,
CSA Planning, Ltd.
Raul Woerner
(541) 779-0569

From: Carla G. Paladino [mailto:Carla.Paladino@cityofmedford.org]

Sent: Friday, September 7, 2018 5:10 PM

To: Mark S. Bartholomew (msb@roguelaw.com); Greg Hathaway (greg@hathawaylarson.com); Chris Hearn (chearn@davishearn.com); randy@maharhomes.com; ask@opusnet.com; 'sking@perkinscoie.com'; 'Megan LaNier'; Mike Montero; 'Pfeiffer, Steven L. (Perkins Coie)'; 'Mike Savage'; 'emostue@charter.net'; KAllan@fosterdenman.com; 'Daralene Hansen'; 'skinner@att.com'; Dick Stark (ras@starkhammack.com); raul@csaplanning.net; Jay Harland (jay@csaplanning.net); knox@mind.net; laz@kda-homes.com; 'michael@bondllc.net'; 'timc@pacificlivingcenters.com'; Robert Boggess (RBoggess@naumes.com); Mike Naumes (MNaumes@naumes.com); slynch@retirement.org; Clark (cstevens@mind.net); Brian McLemore (Brian@retirement.org); Greg Holmes

Cc: Matt H. Brinkley

Subject: Urbanization Planning & Wetlands

Hello All,

Planning staff will provide City Council with an update next Thursday, September 13th regarding two projects (Urbanization and Wetlands) related to future development of the UGB expansion areas. The memo with the draft language for both projects is available on the City's website at the link below.

<http://www.ci.medford.or.us/files/CC%20SS%2009-13-18%20Packet.pdf>

If you have any changes for staff to consider, please let me know. Staff will be working with a stakeholder group regarding the wetland regulations. The Urbanization Planning language is a bit more straight forward, but is something completely new, and so more eyes looking at it and providing feedback is helpful.

If you know of others who may be interested in this information, please forward this message.

Thank you,

Carla

Carla G. Angeli Paladino

Principal Planner - Long Range Division

City of Medford Planning Department

Lausmann Annex

200 South Ivy Street, Medford, Oregon 97501

541-774-2395 (direct)

Office Line: 541-774-2380

Fax: 541-618-1708

www.ci.medford.or.us



Oregon

Kate Brown, Governor

Department of Transportation
Region 3 Planning and Programming Unit
3500 NW Stewart Parkway
Roseburg, OR 97470
Phone: (541) 580-6178

FILE CODE: CP-16-075 and DCA-18-120

October 8, 2018

Carla Paladino, Principal Planner
City of Medford Planning Department
Lausmann Annex
200 South Ivy Street
Medford, OR 97501

RE: Medford Urbanization Planning

Dear Ms. Paladino,

Thank you for the opportunity to review and comment on the Urbanization Planning Project, CP-16-075 and DCA-18-120.

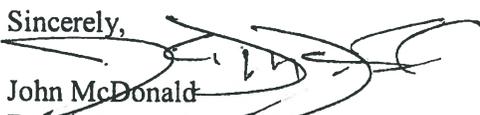
We fully support the intent of the Urbanization Planning Project. We have the following comments:

- Urbanization plans proposing a concurrent comprehensive plan amendment and zone change will be required to demonstrate compliance with Oregon Administrative Rule 660-012,
- Urbanization plans likely to affect the federal functional classification of a roadway may require a high-level, tailored analysis, and
- Urbanization plans that propose land use changes likely to generate significant levels of traffic affecting a state transportation facility may require a high-level, tailored analysis.

We understand these are not text edits to the draft Urbanization Planning Project. They are expressions of our concern about potential unintended consequences arising from specific urbanizations plans developed in the future under the proposal. We look forward to working with City staff to address any issues that may arise from future urbanization plans.

Please do not hesitate to contact me if you have any questions.

Sincerely,


John McDonald
Development Review Planner

Hi Carla,

On behalf of several landowners with properties affected by the proposed Urbanization Plan requirements, we provide the attached with some suggested changes.

Your review of the attached and inclusion into the record would be appreciated.

The requirements for open space are a bit more complicated and we have not yet finalized our thoughts on that section, so please know that we will be providing some additional suggestions related to open space commitments in the coming days. Due to the up-coming hearing, we wanted to provide you with what we have thus far.

I also attached the Chris Olivier memo from June 20th 2017 regarding Density.

[file:///T:/Current%20Projects/City%20of%20Medford%20UGBA/Urbanization Planning Neighborhood Element Plans/chris olivier DensityMemo 06 20 2017.pdf](file:///T:/Current%20Projects/City%20of%20Medford%20UGBA/Urbanization%20Planning%20Neighborhood%20Element%20Plans/chris%20olivier%20DensityMemo%2006%2020%202017.pdf)

Thank you very much,

Mike Savage
CSA Planning, Ltd.
541 779-0569
mike@csaplanning.net

Urbanization Planning

CSA Planning Proposal

- 1. Objective 1
- 2. Legal Effect 1
- 3. History 2
- 4. Procedure 2
- 5. Plan Contents 3
- 6. Urbanization Plan—Allowances 6
- 7. Amendments 7
- 8. Planning Unit Maps 8
- 9. Open Space requirements by Planning Unit 9

1. OBJECTIVE

To adopt land use and circulation maps that assure that the Regional Plan Element (RPE) requirements under section 4.1.8 are being met for all areas added to the urban area from the urban reserve before the land can be annexed. Urbanization plans must show compliance with the minimum residential density standard of RPE 4.1.5, the requirement for mixed-use, pedestrian-friendly development of RPE 4.1.6, and compliance with the land use distribution requirements of RPE 4.1.8 (b).

Urbanization plans will encompass cohesive “planning units” within the expansion area. In this context “planning unit” means an area that is bounded by streets, natural features, and/or existing property lines in such a way that it is logical to plan as a unit. The cohesive units are mapped at the end of this division.

2. LEGAL EFFECT

An urbanization plan is a “Special Area Plan” as defined in the General Land Use Plan and a neighborhood circulation plan as used in Chapter 10 of the Municipal Code. As such, an urbanization plan ~~may specify zoning district options and future~~ development patterns in greater detail than the General Land Use Plan (GLUP) and Transportation System Plan maps.

Adopted urbanization plans become appendixes to this division.

Deleted: Element, a “conversion plan” as termed in the Urban Growth Management Agreement,

Deleted: specifies

Deleted: ¶

3. HISTORY

The City of Medford adopted its portion of the Greater Bear Creek Valley Regional Plan as the Regional Plan Element of the Comprehensive Plan in 2012. Through this adoption the City established an urban reserve, from which land will be selected for inclusion into the UGB. The Regional Plan Element established a set of “performance indicators” (standards) that must be met as land is brought into the UGB from the urban reserve. These performance indicators played a role in determining where the UGB would be expanded to meet the City’s land need at the time of UGB expansion. However, further detail is needed in order to ensure that these areas will meet all applicable performance indicators as they are developed. The urbanization plans adopted into this division of the Neighborhood Element demonstrate that all applicable performance indicators from the Regional Plan Element will be addressed as areas develop.

4. PROCEDURE

Prior to or concurrently with annexation, urbanization plans must be submitted for each planning unit added to the UGB from the urban reserve. An urbanization plan shall be submitted for the identified planning units. The individual identified planning units are the smallest geography the City will evaluate for urbanization planning. The City may review multiple planning units concurrently.

4.1 Pre-Applications: A pre-application meeting is required. The purpose of the meeting is for staff of various departments and agencies to convey objectives and warn of obstacles or concerns before applicant has begun significant work on plans. All property owners within the planning unit shall be notified of the pre-application conference date, time, and location.

4.2 Urbanization Plan Administration: Submittal of an urbanization plan is a Major Comprehensive Plan amendment application.

4.2.1 An urbanization plan is a special area plan that refines the existing GLUP map, therefore it is not subject to the General Land Use Plan map amendment criteria in the Review & Amendments chapter. The applicable criteria are established within sections 5 and 6, below.

4.2.2 A property owner initiated urbanization plan application must contain the written consent of at least 50 percent of the property owners representing at least 50 percent of the total property area for each planning unit. Urbanization plans that demonstrate coordination and consensus with all the property owners within a planning unit may be prioritized for review.

4.2.3 The urbanization plans will be adopted as appendixes to the Neighborhood Element of the Comprehensive Plan.

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Deleted: Contiguous units may plan in conjunction and submit their plans together for consideration

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Commented [LU2]: Update the Preapp section of the MDLC and point to it here.

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- 4.2.4 The submittal requirements are outlined in Chapter 10 Section 10.220(C) of the Municipal Code.
- 4.2.5 Applicants must conduct a neighborhood meeting in accordance with Section 10.194 of the Municipal Code.

4.3 Land Supply Categories: There are alternative approaches to land supply for urbanization planning described generally below. Urbanization plans should identify which approach to land supply is being pursued:

- 4.3.1 No Spatial Changes: No significant GLUP map changes are proposed from those established for the planning unit at the time the planning unit was included in the UGB.
- 4.3.2 Minor Spatial Adjustments: GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed.
- 4.3.3 Moderate Spatial Adjustments: Supply GLUP map amendments are proposed but the total acreage for each GLUP Map designation within the applicable MD area and inside the UGB has not changed. Spatial exchanges of land use designations proposed under 4.3.3 shall be coordinated with other planning units in the MD; it is recommended that urbanization plans proposed under 4.3.3 be reviewed in a coordinated manner.
- 4.3.4 Complex Spatial Adjustments: More complex land supply changes are proposed in the urbanization plan such as spatial exchanges of GLUP designations outside the applicable MD elsewhere within the UGB or concept plan refinements for lands not yet included in the UGB within a specific MD. Urbanization plans of this type would typically require extensive city-wide and/or regional plan land supply analyses.

4.4 Exemptions. Areas that have only industrial or open space designations are not required to develop urbanization plans. In the 2016 expansion those areas are MD-2a, MD-5h, Md-6b, and Prescott and Chrissy parks.

5. PLAN CONTENT

In order to adopt an urbanization plan, the City Council shall be satisfied that the plan substantially conforms to the performance measures outlined in the Regional Plan Element and the submitted plan adequately demonstrates each of the following:

5.1 RPS Density Requirements: Compliance with the Regional Element minimum gross density performance measures. The urbanization plan shall include specific zoning designations or text that assures development under the minimum densities will meet or exceed the density expected to be achieved for the planning unit(s) in the

Deleted: <#>The plans will contain sufficient detail to demonstrate compliance with the applicable portions of the Regional Plan. The adopted plans will also be limited to maps, plan policies, and standards needed to demonstrate compliance with applicable portions of the Regional Plan Element. Changes to the General Land Use Plan map, as allowed by the Annexation Policies of the Urbanization Element, and changes to the Functional Classification Map in the Transportation System Plan will shall be considered under the same application when the urbanization plans are submitted.

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UGB Amendment residential land supply analysis¹. Plan techniques that can be employed to achieve this standard include but are not limited to the following:

- 5.1.1 Specify residential zoning districts for certain areas.
- 5.1.2 Commit to specific quantities of residential development in commercial areas.
- 5.1.3 Establish specific overlays, such as minimum density overlays, to require density increases beyond the base density that would otherwise apply to one or more areas.

The findings supporting the urbanization plan submittal shall include density calculations that explain how the plan complies.

5.2 Transportation Planning: A neighborhood circulation plan map showing:

Locations of higher-order streets. Locations and alignments of higher-order streets should be planned in appropriate locations.

- 5.2.1 The plan will depict how local streets, alleys and paths could be arranged to comply with the City's applicable street connectivity requirements. Typically, a well connected street grid is desirable both for efficient utilization of urban land and to serve the transportation needs of all modes.

The urbanization plan may seek approval for local street arrangements with less connectivity (fewer intersections, longer block lengths, more dead-ends, greater potential out-of-direction travel) that is otherwise allowed by the code. Such arrangements may be justified, on the basis of topographical and other environmental or development constraints, access management requirements, and/or the particular needs of adjacent land uses and those of the surrounding vicinity.

Proposed networks with lower vehicular connectivity may also include mitigation measures including enhanced pedestrian and other active transportation facilities. Off-road multi-use paths shall be considered as components of the transportation system; trails (i.e., designed only for recreation) shall not.

Maps depicting street functional classifications shall utilize a system that is the same as or readily convertible to the City's adopted Transportation System Plan.

Deleted: <#>by identifying proposed zoning districts pre-zoning areas that correspond to the according to General Land Use Plan designations. For example, if an area contains only low-density urban residential (UR), the zoning districts must be allocated in such a way that if each area built out to the minimum allowed gross density of each district the requirement will be met. For the purposes of calculation, gross density comprises only the land for buildable lots and for public rights-of-way. ¶

Commented [LU4]: This is a development standard and does not belong in the Comp Plan. The City already has development standard for this purpose, see MLDC 10.426(2) (B)(1).

Deleted: be represented as accurately as possible

Deleted: If alignments and/or connections have to be moved or eliminated prior to construction, resulting connectivity must be demonstrably as good or better as determined by the approving authority for that development action.

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Deleted: A highly connected pattern of local residential or private streets, alleyways, and paths depicted with enough detail to ascertain level of connectivity.

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Deleted: greater concentration of intersections within a development area

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Deleted: At minimum, connections from non-classified roads to higher-order streets (collector and above) shall be depicted. Obstacles to connections will be shown and explained

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Commented [LU5]: We do not understand what this is trying to accomplish.

Deleted: Different types of streets shall be differentiated graphically

¹ See Committed Residential Density Memo from Chris Olivier in the UGB record, dated June 20, 2017.

5.3 Compliance with the open space allocation for an urban reserve area (see land use distribution table in RPE or Table 9-1 below). The allocation shall be proportioned to the size of the cohesive "planning unit" with respect to the whole area². Units that contain only Industrial GLUP designations are exempt from this requirement. The following classifications count as open space for purposes of fulfilling the RPE requirements:

- 5.3.1 Parks, both public and private
- 5.3.2 Agricultural buffers
- 5.3.3 Riparian corridors
- 5.3.4 Areas under an "open space" tax assessment
- 5.3.5 Locally significant wetlands
- 5.3.6 Slopes greater than 25 percent

5.4 Compliance with the requirements of Regional Plan Element, section 4.1.6, for mixed-use/pedestrian-friendly development and any specific land use performance obligation. Planning units containing only one GLUP Map designation, are exempt from the mixed-use pedestrian friendly development evaluation,

Deleted: type of classification

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5.5 Preliminary coordination and discussions with public utility providers, including water, sewer, transportation, and irrigation districts.

5.5.1 Coordination may include identifying any existing infrastructure on or adjacent to the site and determining whether it can be maintained or needs to be moved, and determining its ability or limitations to serve the site.

5.6 Location or extensions of riparian corridors, wetlands, historic buildings or resources, and habitat protections and the proposed status of these elements.

5.7 Compliance with applicable provisions of the Urban Growth Management Agreement.

5.8 Compliance with the terms of special agreements between the landowners and other public entities that were part of the basis for including an area in the urban growth boundary, as detailed in the Urban Growth Management Agreement.

5.9 Coordination with the Parks and Recreation Department for adherence to the Leisure Service Plan related to open space acquisition and proposed trail and path locations.

5.10 Vicinity map including adjacent planning units and their General Land Use Plan designations.

² For example, if the planning unit "MD-1a" is 40 percent of area "MD-1," then it has to contain no less than 40 percent of the open space allocation for the "MD-1" area.

5.11 Property lines for the subject planning unit and adjacent properties, particularly where new streets are proposed.

5.12 Existing easements of record, irrigation canals, and structures.

5.13 Areas designated as unbuildable per the Urban Growth Boundary City Council Report dated August 18, 2016 (Map A-1), and the status of those areas, including agricultural buffers.

5.14 Contour lines and topography.

5.15 In the interest of maintaining clarity and flexibility for both the City of Medford and for landowners, **no urbanization plan may be submitted with or contain the following items**, which are only appropriate at the time of development:

5.15.1 Deviations from Municipal Code provisions, including exceptions to Chapter 10. This prohibition does not function to limit specific neighborhood circulation plan requirements hereinabove.

5.15.2 Limitations on development due to facility capacity shortfalls.

5.15.3 Architectural details.

5.15.4 Specifics about building types and building placement.

5.15.5 Access and internal circulation on prospective lots or development sites.

6. GLUP AMENDMENTS

6.1.1 Minor Spatial Adjustments: If GLUP map amendments are proposed within the planning unit but the total acreage for each GLUP Map designation is not significantly changed, the urbanization plan can be the basis for GLUP amendments without the need for complex land supply analysis.

6.1.2 Moderate Spatial Adjustments: If land supply GLUP map amendments are proposed that change the spatial arrangement of GLUP designations beyond the boundary of a particular planning unit but maintain the total acreage for each GLUP Map designation within the applicable MD area that is now inside the UGB, then the urbanization plan shall be accompanied by a mapping analysis that explains how the total land use allocations are maintained by GLUP. Spatial exchanges of land use designations such as this shall be coordinated with other planning units in the MD and an analysis urban land use value equity shall be provided.

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6.1.3 Complex Spatial Adjustments: More complex GLUP Map amendments that have the potential to alter the land supplies in more fundamental ways will typically require extensive city-wide and/or regional plan land supply analyses. This analysis shall demonstrate that both the urban land needs described in the City’s Housing Element and Economy Element will be served and that the resulting amendment will continue to comply with all applicable provisions of the Regional Plan for the area specifically and the City as a whole.

7. URBANIZATION PLAN AMENDMENTS

This section prescribes the process for amendments when part of a planning unit has developed, but there is a desire to change the urbanization plan for the undeveloped remainder of the planning unit.

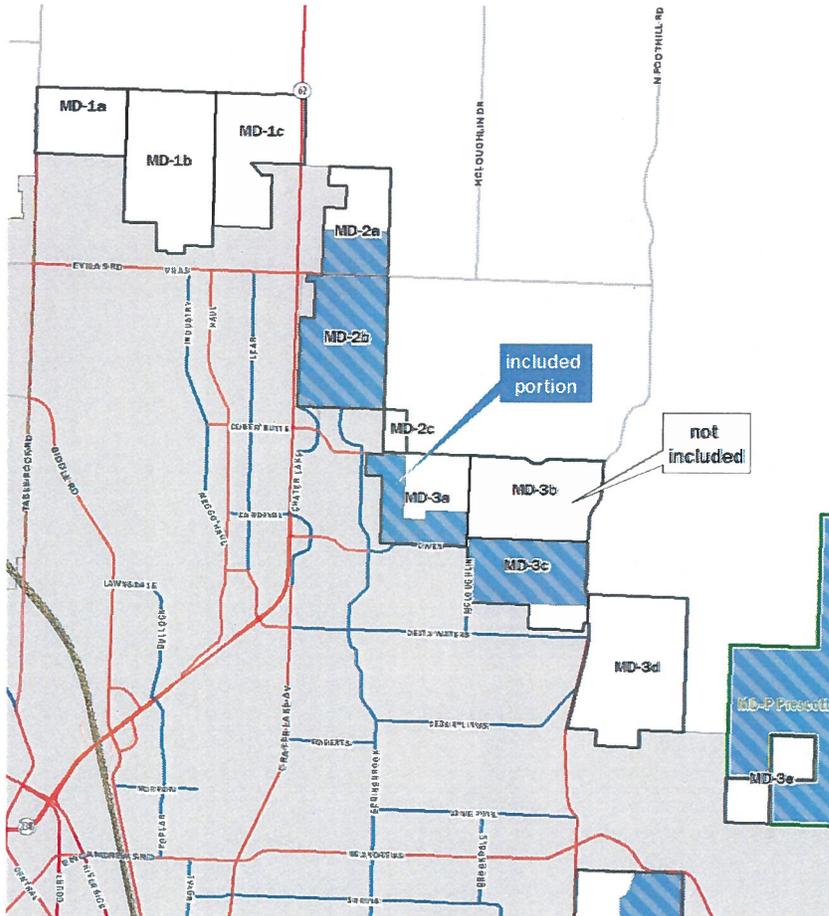
- 7.1 Follow the procedures in Sections 4–6, except that the ownership calculation for eligible applicants (see 4.2.2.) includes only the areas of the original extent that have not been developed.
- 7.2 The amended plan will replace the previously adopted plan in this chapter.

Deleted: The Regional Plan Element (RPE) allocates land use categories—residential, employment, open space—in specific proportions to each area of the urban reserve. Since those RPE allocations were independent of particular determinations of land needs, there has to be some leeway for the Council RPE land use allocations were based on a variety of factors including technical studies that broadly assessed the City’s need for residential and employment land over a 50-year period. Allocations for each land use category are expressed as a proportions of the total land mass of each individual Urban Reserve Area. Given the limitations of these technical studies and the changing nature of demand for urban lands, and landowners and developers in reconciling should be provided with a means of reconciling current land needs with these prescribed allocations. The following deviations may be considered by the Council when adopting an urbanization plan: ¶
<#>Rearrangement of the GLUP designations within the unit in order to more effectively implement the goals of the RPE as expressed by the Performance Indicators contained within Chapter 5 and other applicable sections of the RPE and the City’s other duly adopted long range plans. This could be demonstrated through market studies and other similar documents prepared by subject area experts. . ¶
<#>Changes within a class of GLUP designations, but only from less intense to more intense. For example, a change from low-density residential to medium-density residential is permitted, but not the reverse. ¶

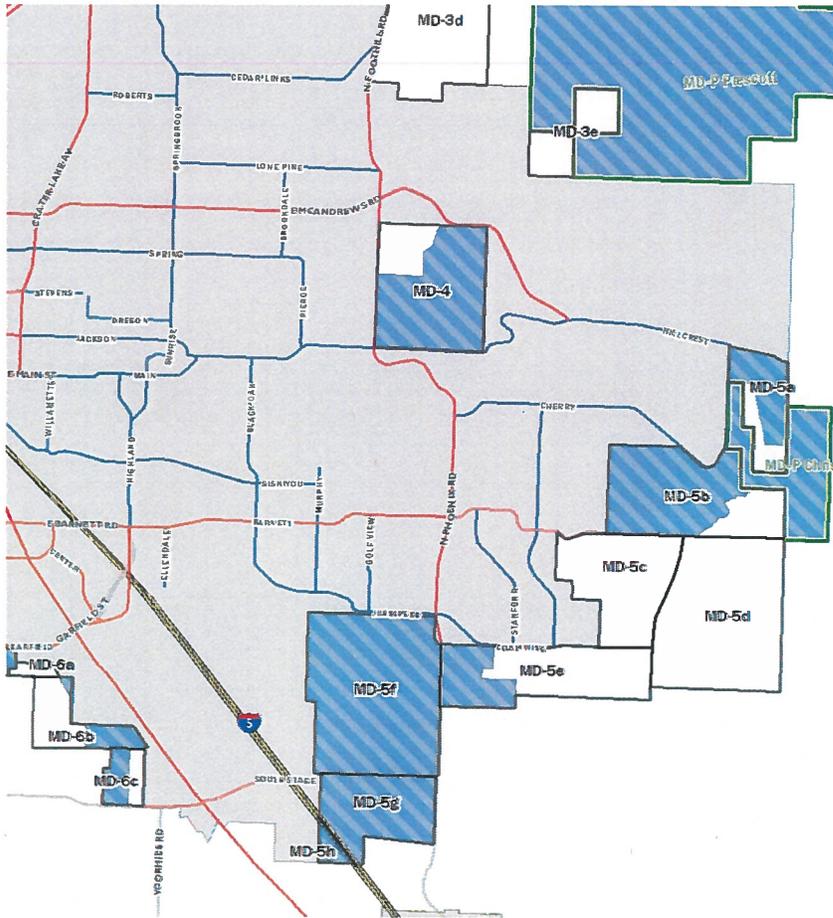
8. PLANNING UNIT MAPS

The following maps identify the cohesive planning units for the purposes of administering this chapter. The dark striped areas show the latest UGB expansion.

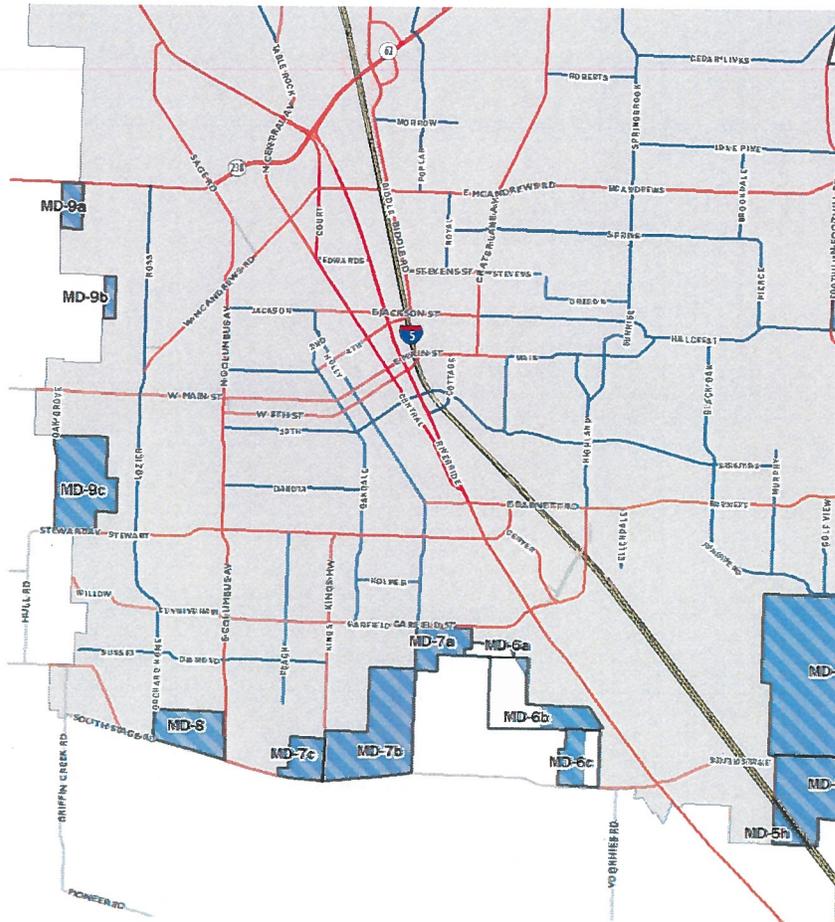
8.1 Areas MD-1 through MD-3 (north and northeast)



8.2 Areas MD-4 through MD-5 (southeast)



8.3 Areas MD-6 through MD-9 (south and southwest)



9. OPEN SPACE REQUIREMENTS BY PLANNING UNIT

The open space requirements for each of the designated MD areas is identified in the Regional Plan. The percentages have also been identified for each of the planning units below. It is understood that development constraints will prevent strict adherence to the exact number of acres required based on the percentages in Table 9-1. Therefore, the number of Open Space acres proposed by an Urbanization Plan may vary from the requirement by no more than +/- 0.25 acres.

Table 9-1

| Planning Unit Number | Regional Plan Open Space Percentage |
|----------------------|-------------------------------------|
| MD-1 a | 6% |
| MD-1 b | |
| MD-1 c | |
| MD-2 a | 0% |
| MD-2 b | 11% |
| MD-3 a | 16% |
| MD-3 b | |
| MD-3 c | |
| MD-3 d | |
| MD-4 | 15% |
| MD-5 a | |

| | |
|--------|-----|
| MD-5 b | 19% |
| MD-5 c | |
| MD-5 d | |
| MD-5 e | |
| MD-5 f | |
| MD-5 g | |
| MD-5 h | 0% |
| MD-6 a | |
| MD-6 b | |
| MD-6 c | |
| MD-7 a | |
| MD-7 b | 22% |
| MD-7 c | 13% |
| MD-8 | 29% |
| MD-9 a | 18% |
| MD-9 b | |

| | |
|--------|--|
| MD-9 c | |
|--------|--|



MEMORANDUM

Subject Committed Residential Density
File no. CP-14-114
To Matt Brinkley, Planning Director
From Chris Olivier, Planning GIS Coordinator
Date June 20, 2017

ANALYSIS OF MEETING COMMITTED RESIDENTIAL DENSITY

This analysis was produced in order to determine average gross density within the Urban Growth Boundary (UGB) as proposed by CP-14-114 which includes land within the current UGB that was revised as part of the Internal Study Areas (ISA) process, the land in the current UGB outside the City Limits and the proposed expansion area in the designed Urban Reserve area. This is different from the April 21 memo that calculated the housing density within the future and current UGB.

Background

During the City of Medford’s Urban Growth Boundary Amendment process, the City has adopted the Regional Plan as part of the City’s Comprehensive Plan. The Regional Plan has certain measurable performance indicators that have been identified and then adopted by Jackson County and the participating cities, including Medford. The State of Oregon’s Department of Land Conservation and Development (DLCD) will review these measures to help determine the participating jurisdictions’ level of compliance with the Plan. One of the performance indicators is the Committed Residential Density.

Analysis

According to the Regional Plan, the City needs to meet 6.6 dwelling units per gross acre (du/gross ac) during the first phase of the Regional Plan (2010-2035). This density commitment applies to land within the Inclusion Lands (land outside UGB), the unincorporated lands within the Urban Growth Boundary (UGB) and efficiencies done on lands inside the City. Density factors that were used for the three different calculation projects were as follows: Urban Residential (UR) = 4.8 du/gross ac, Urban Medium Density Residential (UM) = 12.8 du/gross ac, and Urban High Density Residential (UH) = 18.1 du/gross acre.

The Inclusion Lands units per acre (density) of 6.34 was generated by subtracting the Public/Semi-public (PSP) acres from the available Residential Acres (unbuildable removed) in the three different General Land Use Plan (GLUP) categories (UR, UM and UH). The gross density factor was then multiplied by the applicable GLUP Residential acres dedicated to the residential use number. The total GLUP residential unit number of 5910.4 units was divided by 932 residential acres (minus PSP) to achieve the number of 6.34 units/gross acre density. The following table depicts the analysis for Inclusion Lands (Outside UGB) calculation:

| Density of proposed Inclusion Lands By GLUP (Outside UGB) | | | | |
|---|--------|------|--------|------------------------------|
| GLUP | UR | UM | UH | Total |
| Residential Acres (unbuildable removed) | 891 | 27 | 121 | 1040 |
| PSP Acres | 76 | 7 | 25 | 108 |
| Residential acres dedicated to Res. Use | 816 | 20 | 96 | 932 |
| Density factor | 4.8 | 12.8 | 18.1 | |
| Units | 3916.8 | 256 | 1737.6 | 5910.4 |
| | | | | 6.34 density (units/acre) |

The unincorporated lands within the UGB followed a similar calculation of Residential Acres by GLUP minus PSP acres. The difference was then multiplied by the applicable density factors. The density for this category was calculated to be at 5.56 du/gross acre. The following table depicts the analysis for the unincorporated lands within the UGB:

| Unincorporated lands within UGB | | | | |
|---|--------|-------|------|------------------------------|
| GLUP | UR | UM | UH | Total |
| Residential Acres (unbuildable removed) | 240.6 | 28.9 | 6.7 | 276.2 |
| PSP Acres | 29 | 15 | 2 | 46 |
| Residential acres dedicated to Res. Use | 211.6 | 13.9 | 4.7 | 230.2 |
| Density factor | 4.8 | 12.8 | 18.1 | |
| Units | 1015.7 | 177.9 | 85.1 | 1278.7 |
| | | | | 5.56 density (units/acre) |

The City Limit Efficiencies/Selected Amendment Locations (SAL) Change Area analysis was a bit more complicated. The Residential lands which had their GLUP changed to a higher density were identified with the goal of determining how many additional units would be available to add to the density calculation. The analysis shows that after the revised numbers are factored into the equation, the result is an addition of 727.9 units from the City Limit Efficiencies procedure. The following table depicts the analysis for the City Limit Efficiencies/Selected Amendment Locations (SAL) Change Area analysis:

| City Limit Efficiencies/SAL Change Area | | | |
|---|----------|----------|------------------------|
| GLUP Change | UR to UM | UR to UH | |
| Acres | 55.6 | 51.6 | |
| % of PSP acres UR | 2.3% | 2.2% | |
| UR PSP acres | 5.1 | 5 | |
| Prior acres available for units | 50.5 | 46.6 | |
| Prior density factor | 4.8 | 4.8 | |
| Prior unit potential | 242.4 | 223.7 | 466.1 |
| | | | |
| % of PSP acres changed GLUP | 46% | 24% | |
| PSP acres | 10.1 | 17.8 | |
| Revised acres available for units | 45.5 | 33.8 | |
| Revised density factor | 12.8 | 18.1 | |
| Revised unit potential | 582.4 | 611.78 | 1194.18 |
| Unit increase | | | 727.9 additional units |

The final step was to divide the sum of the three categories' Units by the sum of the acres: 7917 units / 1162.2 acres = 6.81 du/gross acre density. The highlighted yellow numbers on the above tables are applied to the final table:

| Total Density Calculation | | | |
|---|--------|--------|---------------------|
| Geographic location | Units | Acres | Density |
| Inclusion Lands (Outside UGB) | 5910.4 | 932 | 6.34 |
| Unincorporated lands within UGB | 1278.7 | 230.2 | 5.55 |
| City Limit Efficiency Increase (Additional units) | 727.9 | | |
| | 7917 | 1162.2 | 6.81 Units per acre |

Conclusion

In the Regional Plan, the City of Medford committed to a density of 6.6 dwelling units per gross acre in the first planning period from 2010-2035. The analysis reveals Medford is projected to achieve a 6.8 du/gross acre. This projected density will meet the Committed Residential Density. This measurement shows that the City is complying with the density performance indicator.

- 5.3 Compliance with the open space allocation for an urban reserve area (see Regional Plan Element for applicable percentages). Units that contain only Industrial GLUP designations are exempt from this requirement.**
- 5.3.1 The following classifications count as open space for purposes of fulfilling the RPE requirements include the following:**
- **Parks and schools, both public and private.** Where land acquisition is not complete or where specific open space dedications were not offered and accepted as part of the UGB review process, park and school sites may be identified as opportunity areas on maps and the acreage planned may be described in text form that explains how the planning unit can satisfy the planned supply of 11.6 acres of land per 1,000 persons for Public and Semi-Public land uses. Areas where specific open space dedications were offered and accepted as part of the UGB review process shall be depicted and the acreage counted toward open space percentages.
 - **Agricultural buffers:** Proposed agricultural buffers within the UGB shall be counted as open space. Interim agricultural buffers shall not be counted toward open space percentages unless an additional legal or planning mechanism is imposed to render such areas as open space even after a future UGB amendment in the applicable MD area.
 - **Riparian areas:** Applicable acreage shall be counted.
 - **Acreage under an “open space” tax assessment shall be counted.**
 - **Locally significant wetland acreage and any associated regulatory buffer shall be counted.**
 - **Slopes greater than 25 percent shall be counted.**
 - **Other land use identified spatially in the Urbanization Plan that the City determines are appropriately considered**
- 5.3.2 No Spatial GLUP Changes or only Minor Spatial GLUP Adjustments:** Urbanization plans that do not propose significant GLUP map changes or propose only minor spatial adjustments from those established for the planning unit at the time the planning unit was included in the UGB may demonstrate open space percentage compliance with simple analytic approach. These urbanization plans shall include analysis and findings demonstrating that that amount of open space assumed to be supplied in the planning unit at the time the UGB was adopted will be roughly consistent with the amount of open space identified in the above planned open space categories.
- 5.3.3 Moderate Spatial GLUP Adjustments:** Urbanization plans that propose GLUP map amendments that alter land supply within the planning unit but hold the total acreage for each GLUP Map designation constant within the applicable MD area and limited to lands within the UGB may

demonstrate open space percentage compliance with MD-extent spatial analytic approach. These urbanization plans shall include analysis and findings demonstrating that the above categories of open space are reasonably likely to be supplied within the portion of the applicable MD area included in the current UGB and will not place unduly disproportionate supply of the Regional Plan Open Space percentages on lands within the applicable MD including other lands in the MD area that are both inside and outside the current UGB.

- 5.3.4 **Complex Spatial Adjustments:** Urbanization plans that propose GLUP map amendments with more complex land supply changes than described in 5.3.2 or 5.3.3 above, such as spatial exchanges of GLUP designations outside the applicable MD elsewhere within the UGB or concept plan refinements for lands not yet included in the UGB within a specific MD may only be approved based upon thorough analysis and findings demonstrating the proposed Urbanization Plan(s) for all affected Regional Plan MD areas can reasonably be expected to continue to supply planned open space percentages. The analysis and findings required by this section shall evaluate the entire MD area(s) open space percentages for all affected MD areas, but the geographic resolution of the analysis for lands outside the UGB may be more generalized.
- 5.4 **Compliance with the requirements of Regional Plan Element, section 4.1.6, for mixed-use/pedestrian-friendly development and any specific land use performance obligation. Planning units containing only one GLUP Map designation are exempt from the mixed-use pedestrian friendly development evaluation..**
- 5.5 **Preliminary coordination and discussions with public utility providers, including water, sewer, transportation, and irrigation districts.**
 - 5.5.1 **Coordination may include identifying any existing infrastructure on or adjacent to the site and determining whether it can be maintained or needs to be moved, and determining its ability or limitations to serve the site.**
- 5.6 **Location or extensions of riparian corridors, wetlands , historic buildings or resources, and habitat protections and the proposed status of these elements.**
- 5.7 **Compliance with applicable provisions of the Urban Growth Management Agreement.**
- 5.8 **Compliance with the terms of special agreements between the landowners and other public entities that were part of the basis for including an area in the urban growth boundary, as detailed in the Urban Growth Management Agreement.**



Planning Commission Minutes

Exhibit O

From Public Hearing on **October 11, 2018 (excerpt)**

The regular meeting of the Planning Commission was called to order at 5:30 PM in the City Hall Council Chambers on the above date with the following members and staff in attendance:

Commissioners Present

Patrick Miranda, Chair
David McFadden, Vice Chair
David Culbertson
Joe Foley
Bill Mansfield
Mark McKechnie (left at 7:00 p.m.)
E.J. McManus (arrived at 5:33 p.m.)
Alex Poythress (left at 6:29 p.m.)
Jared Pulver

Staff Present

Matt Brinkley, Planning Director
Kelly Evans, Assistant Planning Director
Eric Mitton, Deputy City Attorney
Alex Georgevitch, City Engineer
Greg Kleinberg, Fire Marshal
Carla Paladino, Principal Planner
Terri Richards, Recording Secretary
Dustin Severs, Planner III
Steffen Roennfeldt, Planner III

50.3 CP-16-075 / DCA-18-120 The proposal is a legislative amendment to develop a procedure for preparing and adopting urbanization plans for areas recently brought into the urban growth boundary. The proposed language will amend the Neighborhood Element of the Comprehensive Plan and will outline the process land owners must follow to adopt plans that show land uses, densities, and transportation networks in the new expansion areas. This project is filed in conjunction with DCA-18-120, a development code amendment to revise Chapter 10 of the Municipal Code to incorporate procedural requirements associated with urbanization plans. Applicant: City of Medford; Planner: Carla Paladino, Principal Planner.

Carla Paladino stated that the Major Type IV Amendment approval criteria can be found in the Medford Land Development Code Section 10.220. The Land Development Code Amendment approval criteria can be found in the Medford Land Development Code Section 10.218. The applicable criteria were addressed in the staff report, property owner notices and hard copies are available at the entrance of Council Chambers for those in attendance. Ms. Paladino gave a staff report. Staff received several new exhibits this week. One was a letter from the Oregon Department of Transportation in support of Urbanization Plans with comments. It will be entered into the record as Exhibit L. Staff also received an email from Mike Savage, CSA Planning Ltd., proposing Urbanization language changes. Staff has briefly reviewed those and would like to have time to review them before forwarding to the City Council. They also submitted a memo that was incorporated into the Urban Growth Boundary record originally from Chris Olivier, GIS Coordinator regarding density. This will be entered into the record as Exhibit M. These exhibits were emailed to the Planning Commission earlier in the week.



Planning Commission

Minutes

Commissioner Foley did not understand the changes proposed from Mike Savage, CSA Planning Ltd. It was not redlined when emailed to the Planning Commission. Ms. Paladino apologized for not sending the track changes to the Planning Commission.

The public hearing was opened.

a. Mike Montero, 4497 Brownridge Terrace, Medford, Oregon 97504. Mr. Montero is in support of the Urbanization Plan. He offered one suggested modification that has to do with Section #9, Open Space. In the open space calculation the intent was not only to come up with some number as a percentage of the entire urban reserve area but was also to make certain that the open space would not be counterproductive to the goal which is to provide the ultimate number of urbanized dwelling units. It appears in the Urbanization Plan that areas that were excluded from the urban growth boundary would not be considered in that calculation. That would have unintended adverse consequences. Their recommendation is when calculating open space percentages to apply it not only to areas that were brought into the urban growth boundary but to the entire urban reserve area as a whole.

b. Jay Harland, 4497 Brownridge Terrace, Medford, Oregon 97504. Mr. Harland stated that a lot of their recommended changes were adding headings. There are a lot of complicated issues in the Urbanization Plan. Some of the mathematical implications of a few of the requirements were not making sense to them. Mr. Harland submitted information on the open space.

c. Mike Burton, 1783 East Vilas Road, Central Point, Oregon 97502. Mr. Burton's concern is that Crater Lake Avenue goes through the middle of his house. He has a problem with that. He was hoping someone could explain the road going through the middle of his home. A traffic signal will be put in front of his house. He has questions. Can anything be moved? Ms. Paladino reported that she believes Mr. Burton's property is a part of MD-2. That portion of MD-2 is not going to require this process. It would just be an annexation process. Ms. Paladino would be happy to meet separately with Mr. Burton for further discussion.

Vice Chair McFadden stated that nothing is happening quickly on this. There is plenty of time for Mr. Burton to review and see how it will affect him. Plans are flexible at this time. The City will have other opportunities for comments through the entire process.

d. Mike Savage, 4497 Brownridge Terrace, Medford, Oregon, 97504. Mr. Savage volunteered to answer any questions the Commission may have.

Commissioner Foley asked, are there any big changes that the Planning Commission should be aware of that Mr. Savage would like to address? Mr. Savage reported that they provided two copies, one with track changes accepted and another that was full track changes. If they did not get that in color they would not understand the changes.



Planning Commission

Minutes

The primary focus regarding density was to fully understand what the Regional Problem Solving Plan commitment was. It related to specific special areas and a specific process. It stated that the lands coming in with consideration of the efficiency measures taken have to overall achieve 6.6 units per acre. Not each individual area specifically has to achieve 6.6 units per acre. Chris Olivier's memo summarizes that in fairly succinct terms.

Commissioner Poythress left the meeting at 6:29 p.m.

e. Clark Stevens, Richard Stevens and Associates, Inc., P. O. Box 4368, Medford, Oregon 97501. Mr. Stevens echoed their concerns also with the open space calculations. It should be throughout the entire urban growth boundary expansion area. These numbers should be allocated accordingly. Not everything is going to fit in each subsection or planning area to meet everybody's goals. Also, the 6.6 units per acre in its entirety for the urban growth lands not each planning section. He is in agreement and would like it to move forward.

Ms. Paladino reported that there is new information that staff would like to review. If the Planning Commission decides to make a recommendation this evening with the understanding that staff review the information and provide those options to the City Council, or if it is something the Planning Commission wants to see modified and brought back. She needs clarification.

Commissioner Foley recommended to bring it back to the Planning Commission.

Ms. Paladino stated that it could be brought back to the Planning Commission on Thursday, October 25, 2018. It is not scheduled to go to the City Council until Thursday, November 15, 2018.

Commissioner Mansfield asked, would staff like the Planning Commission to postpone this matter until the next Planning Commission meeting?

Matt Brinkley, Planning Director deferred the question back to the Planning Commission if they desired. However, he believes the language that staff has drafted is sufficiently broad and flexible to allow Urbanization Plans to come in and address the issues that have been brought before the Planning Commission this evening. This is not the last time they will talk about Urbanization Plans. Staff recognizes the need to have mechanisms that provide the flexibility that the individuals that have testified this evening have raised. The Regional Plan is not perfect and definitive. There are a lot of questions of how it will be implemented. Implementation is something staff is working on as long as they work on Urbanization Plans. They are open to review the language that was provided this week and one ten minutes ago. Staff would like the opportunity to review that and come to some sort of conclusion. Staff does feel there is some



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urgency to move it forward. Staff can bring it back to the Planning Commission on Thursday, October 25, 2018, if that is the Planning Commission's preference.

Commissioner Foley how will staff make this happen the right way? Mr. Brinkley stated that what staff has now is broad and general direction on how that would happen through Urbanization Plans as they are brought in. Individual Urbanization Plans would have to make findings about moving different allocations of different kinds of land uses around within the portion of the urban reserve area that is in the urban growth boundary. It can be done on a case by case basis as an Urbanization Plan comes before the Planning Commission for recommendation then City Council for approval.

Vice Chair McFadden stated that he is hearing something that goes far beyond just looking at one area and making plans which he thinks is where the plan is now. What mechanism is there to make it fair that one person's plan does not "tomp" on another person? Mr. Brinkley reported that also applies to open space. The problem Vice Chair McFadden just described is one of equity and fairness. Transferring residential density is another story. Within part of the urban reserve area that is in the urban growth boundary it can probably be move around in a case by case basis as Urbanization Plans are brought in. They can describe how it is going to be a little dense in an area because of environmental constraints, hillsides, riparian, etc. and move it somewhere else.

The public hearing was closed.

Ms. Paladino requested since the item is going to be continued that the Chair please reopen the public hearing.

The public hearing was reopened.

Motion: The Planning Commission continued CP-16-075 and DCA-18-120 to the Thursday, October 25, 2018 Planning Commission meeting.

Moved by: Vice Chair McFadden

Seconded by: Commissioner McKechnie

Roll Call Vote: Motion passed: 7-1, with Chair Miranda voting no.



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Exhibit P

From Public Hearing on October 25, 2018 (DRAFT minutes excerpt)

The regular meeting of the Planning Commission was called to order at 5:30 PM in the City Hall Council Chambers on the above date with the following members and staff in attendance:

Commissioners Present

Patrick Miranda, Chair
David McFadden, Vice Chair
Joe Foley
Bill Mansfield
Mark McKechnie
E.J. McManus
Alex Poythress
Jared Pulver

Staff Present

Matt Brinkley, Planning Director
Kelly Evans, Assistant Planning Director
Eric Mitton, Deputy City Attorney
Doug Burroughs, Development Services Manager
Carla Paladino, Principal Planner
Terri Richards, Recording Secretary
Sarah Sousa, Planner IV
Dustin Severs, Planner III

50.1 CP-16-075 / DCA-18-120 The proposal is a legislative amendment to develop a procedure for preparing and adopting urbanization plans for areas recently brought into the urban growth boundary. The proposed language will amend the Neighborhood Element of the Comprehensive Plan and will outline the process land owners must follow to adopt plans that show land uses, densities, and transportation networks in the new expansion areas. This project is filed in conjunction with DCA-18-120, a development code amendment to revise Chapter 10 of the Municipal Code to incorporate procedural requirements associated with urbanization plans. Applicant: City of Medford; Planner: Carla Paladino, Principal Planner.

Carla Paladino, Principal Planner stated that the Major Type IV Amendment approval criteria can be found in the Medford Land Development Code Section 10.220(B). The Land Development Code Amendment approval criteria can be found in the Medford Land Development Code Section 10.218. The applicable criteria were addressed in the staff report, included in property owner notices and hard copies are available at the entrance of Council Chambers for those in attendance. Ms. Paladino gave a staff report.

Vice Chair McFadden stated that staff has mild concerns with the proposed language from CSA Planning Ltd. stating: Urbanization plans that demonstrate coordination and consensus with all the property owners within a planning unit may be prioritized for review. It provides no direction for staff on how to enforce that provision. Does staff plan to develop that before submitting it to the City Council? Ms. Paladino replied that staff included it in the proposal and it is fine. She wants the Planning Commission to know that the language does not add anything if there is not a mechanism to enforce the provision.



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Mr. Mitton commented that he reads it as it is currently drafted is that staff would not be in a position to have first come first serve. It would not be enforceable by the applicant.

Ms. Paladino continued the staff report.

Commissioner Foley has a concern with the revised language of slopes greater than 25 percent may be counted, unless the land was deemed unbuildable as part of the UGB findings, then it shall be counted. If counted there is nothing that means it is going to stay that way. Ms. Paladino reported that the language of the property owner shall provide a recorded legal document that specifies the use of the land for open space purposes and restricts other development from occurring will remain.

Commissioner Pulver wondered if the Transportation Planning Sections 5.2.1 and 5.2.2 approval is going beyond what is intended for the Urbanization Plans. It is fine if staff and public works are comfortable making those decisions at this point. Ms. Paladino stated that staff could look at changing the basic approval part. If an applicant proposes something that is a little off of the conventional pattern the Planning Commission and the City Council have a right to review and recognize the change.

Matt Brinkley, Planning Director reported that there is a list that staff does not want to accept with the Urbanization Plans. Staff does not want the level of specificity. There may be some Urbanization Plans that will violate the block length ordinance. This gives flexibility to deal with that.

Vice Chair McFadden stated there are items listed as criteria. Are those the only ones? If there are more this is like requiring a Conditional Use Permit. Mr. Brinkley reported that staff does not want to see details but they need to see street connections off higher order streets.

The record remained opened from the Planning Commission meeting of Thursday, October 11, 2018.

a. Raul Woerner, 4497 Brownridge Terrace, Medford, Oregon 97504. Mr. Woerner was the person that raised the issue of the slopes. The concern he had was if it is mandatory and listed as open space then the proportions are off because there is so much slope land on a property that now the open space allocation is not the same as what the Regional Plan adopted. In recognition that slopes over 25% can be built on under the Code, even though they are not required to be accounted for as buildable land in an Urban Growth Boundary amendment, the DLCDD rule does not prohibit development on slopes over 25%. There needs to be flexibility in the Urbanization Plans that are received to meet the proportions that are in the Regional Plan. They may have enough open space in other categories. That is why he suggested it be optional.



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The proportions versus acres on 0.25 acres is that the margin of error is greater than a quarter acre on the lines on the map. It is not a survey level of review. It should be substantially the same as the RPS allocation. If there is a slight deviation the City should have the flexibility of 1%. That would be reasonable.

Commissioner McKechnie asked, is the 0.25% a workable number? Mr. Woerner reported that it is so small. He suggested 1% above or below would be acceptable.

Ms. Paladino reported that staff did the 1% on open space as a guide. It seemed like it was giving people a 2 and 3 acre margin. Staff thinks that is too much. That is why they went with the 0.25%.

There is enough flexibility in the document that if there are slopes on the land one can determine if it is open space or not. Those that were deemed unbuildable as part of the UGB there needs to be findings about what that is, how they are staying and something else has slopes is open space or not.

Commissioner Pulver asked on the open space whether 0.25% or 1% if it is a requirement of 20% one could have 19.75% open space and that would be okay as opposed to 0.25% of the 20%. Those are differences. Ms. Paladino stated that one can deviate 0.25% which would potentially give one an acre or more of deviation, not the actual 20% of open space and one gets 19.75%.

Commissioner McKechnie asked, isn't that 1 acre in 400? That is the deviation at 0.25%. Personally, he thinks 1% would be more workable.

Doug Burroughs, Development Services Manager stated Public Works does not have additional comments on this item unless the Planning Commission has specific questions.

The public hearing was closed.

Main Motion: The Planning Commission based on the findings and conclusions that all of the applicable criteria are either satisfied or not applicable, forwarded a favorable recommendation for approval of CP-16-075 and DCA-18-120 to the City Council per the staff report dated October 18, 2018, including Exhibits A through N.

Moved by: Vice Chair McFadden

Seconded by: Commissioner Foley

Commissioner McKechnie commended staff for an excellent job on Urbanization Plans. 0.25% is an unworkable number. 1% will give more flexibility especially at the scale that is being discussed.



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Friendly amendment: Change the 0.25% to 1%.

Moved by: Commissioner McKechnie

Seconded by: Commissioner Foley

Commissioner Pulver asked, if the planning unit is 200 acres with the 10% requirement of open space, there would have to be 20 acres of open space? Commissioner McKechnie replied yes. Commissioner Pulver stated that Ms. Paladino reported that the 0.25% variation from that would mean taking the 20 acres and times it by 0.25% to see what the variation would be. He thinks that would have a result of five hundredths of an acre. Even the 1% is not much. He thought if the requirement was 10% that the variation with 0.25% that would go down to 9.75% as opposed to 10%. Which would have a resulting impact of half acre.

Mr. Mitton asked, what page was the open space requirement by planning unit on? Mr. Brinkley stated that it was on page 79 of the agenda packet. Commissioner Pulver's first characterization of what staff is talking about is correct. It would not be a 1% deviation off of the 20%. It would be 1% off the 20% leaving 19%. That is as low as one could go. Mr. Mitton concurred. When varying from the requirement by x% instead of varying from the calculated open space by x%, 20% deviation of 1% would get to 19% or 21% not 20.2% or 19.8%

Friendly Amendment Roll Call Vote: Motion passed, 8-0.

Main Motion Roll Call Vote: Motion passed, 8-0.



CITY OF MEDFORD AGENDA ITEM COMMENTARY

Item No: 80.1

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DEPARTMENT: Planning
PHONE: (541) 774-2380
STAFF CONTACT: Matt Brinkley, AICP CFM, Director

AGENDA SECTION: Ordinances and Resolutions
MEETING DATE: November 15, 2018

COUNCIL BILL 2018-126

An ordinance adopting a revised Transportation System Plan (2018-2038) and approving a legislative amendment to the Transportation Element, Public Facilities Element, and the Conclusions, Goals, Policies, and Implementation Strategies of the Medford Comprehensive Plan.

SUMMARY AND BACKGROUND

The Council is requested to approve the Ordinance adopting the revised Transportation System Plan.

The City Council held a public hearing on November 1, 2018, to consider a legislative amendment to adopt the revised Transportation System Plan (TSP) 2018-2038 and amend applicable portions of the Comprehensive Plan including the Transportation Element (the new TSP replaces this element), the Public Facilities Element, and the Goals, Policies, and Implementation Element. After the close of public testimony and Council deliberation and discussion, the Council voted in favor of the amendments with the following modifications:

| Proposed Changes | TSP Figure, Table, & Page Number Reference |
|--|---|
| <p>1) Under the Vision, Goals, Objectives, and Action Items section modify Action Item 4-a regarding concurrency.</p> | <p>Updated pages 11, 15, and 136</p> <p><u>Modified Action Item 4-a to read (page 11):</u> Balance transportation facility capacity with planned land uses by amending the City's concurrency and transportation facility adequacy requirements by adopting local procedures that apply the Oregon Transportation Planning Rule as the determinant of facility adequacy.</p> <p><u>Added Action Item 16-d (page 15):</u> The first priority for code amendments for TSP implementation are the amendments to implement Action Item 4-a.</p> <p><u>Amended Section 6 (page 136):</u> Evaluate whether to move concurrency to the land use application (site plan) process rather than at the time of zone change. Amend the City's concurrency and transportation facility adequacy requirements by adopting local procedures that apply the Oregon Transportation Planning Rule as the determinant of facility adequacy.</p> |
| <p>2) Add a clear qualifying statement to the Vision, Goals, Objectives, and Action Items section regarding the relevance of these provisions.</p> | <p>Updated page 9</p> <p><u>Inserted the following language:</u> The TSP is an internally-directed document that provides a coordinated guide for changes to the City's transportation infrastructure and operations over</p> |



CITY OF MEDFORD AGENDA ITEM COMMENTARY

Item No: 80.1

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the next 20 years. The TSP is not an externally-applicable document, meaning no part of the TSP serves as a “requirement” to which land use (or other) applicants must demonstrate compliance. The City will not use the action items of the TSP in determining whether to approve or deny individual land use applications.

- | | |
|--|---|
| 3) Remove Project 479 (Manzanita Street extension from Riverside Avenue to Spring Street and crossing Interstate 5) from the project list and maps | Updated pages 82 and 83 (Table 7) Removed project from all maps Revised page 57 (Table 3) |
| 4) Revise the residential lane cross section right-of-way width from 55 feet to 34-36 feet | Updated page 74 (Exhibit 16) |
| 5) Modify the Functional Classification map by re-designating Owen Drive from a Major Collector to a Minor Arterial (Projects 709 and 482) | Updated page 60 (Figure 18) Updated pages 82 and 83 (Table 7) |
| 6) Remove Project Numbers L11 (Hilton Road extension to Whittle Avenue) and L12 (Patrick Street extension to Corona Avenue) from the local street connections table and figure | Updated page 131 (Table 23) Updated page 132 (Figure 23) |
| 7) Modify the Functional Classification map by re-designating East Barnett Road (Project 704) from a Minor Collector to a Major Collector and modify the description of the project to remove the curbed/landscaped center median to allow the street to function as an evacuation route | Updated page 60 (Figure 18) Updated page 83 (Table 7) Updated page 96 (Figure 20) |
| 8) Funding Scenario #5 shall be used in the TSP as recommended by the Planning Commission, providing approximately \$88.4 million in revenue over the planning period | |
| 9) Revised cost calculations for the Intersection projects | Updated page 87 (Table 8) |
| 10) Revised the project description for Cherry Lane (Project 445) noting the center turn lane without curbed/landscaped median | Updated page 79 (Table 5) |

The Transportation System Plan has been updated to reflect these changes. (File No. CPA-16-036)



PREVIOUS COUNCIL ACTIONS

On July 6, 2017, Council Bill 2017-71 was approved establishing the composition of the Technical Advisory Committee (TAC) as one of the City Council's advisory groups for the Transportation System Plan (TSP) project.

On August 17, 2017, Council Bill 2017-95 was approved expanding the composition of the Joint Transportation Subcommittee (JTS) serving as the Citizen Advisory Committee (CAC) to include broader representation of community members and organizations.

Study sessions regarding the Transportation System Plan were held on the following dates:

| | |
|--------------------|---|
| July 6, 2017 | January 25, 2018 |
| July 20, 2017 | February 22, 2018 |
| August 10, 2017 | March 22, 2018 |
| August 17, 2017 | March 29, 2018 with Planning Commission |
| September 14, 2017 | May 24, 2018 |
| October 12, 2017 | June 28, 2018 |
| November 30, 2017 | August 23, 2018 |

On November 1, 2018, the Council voted 5-3 in favor of Council Bill 2018-126, an ordinance adopting a revised Transportation System Plan (2018-2038) and approving amendments to the Transportation Element, Public Facilities Element, and the Conclusions, Goals, Policies, and Implementation Strategies of the Medford Comprehensive Plan.

ANALYSIS

The proposed Transportation System Plan 2018–2038 will replace the 2003 plan and is intended to be more flexible and user-friendly than the current version in order to address changes in community needs, priorities, and funding sources over time. The need for a revised plan is in response to several different factors including adoption of the Regional Plan in 2012, the approved expansion of the Urban Growth Boundary by the City in 2016 and subsequent acknowledgement by the State in 2018, and updated modeling that anticipates future population growth.

Volume I of the document is organized into six sections and applicable attachments. The sections provide information about the following topics:

- Introduction
- Visions, Goals, Objectives, and Action items
- Existing Conditions and Future Needs Assessment
- Transportation Funding and Implementation
- Transportation Plans for Auto, Freight, Rail, Transit, Pedestrian, Bicycle, Air and other modes
- Key Code and Policy Amendments

The supporting background data, technical memoranda, and analysis of the plan are found in Volume II of the document.

Some of the highlights of the plan include:

- Amended goals and objectives that will help guide future actions and projects related to the transportation system,
- Maintaining a Level-of-Service standard D for nearly all of the City's intersections with the exception of two that will maintain a Level-of-Service standard E,
- A Pedestrian and Bicycle Level of Traffic Stress analysis that evaluates the comfort level of sidewalks and bicycle facilities within the community,



CITY OF MEDFORD AGENDA ITEM COMMENTARY

Item No: 80.1

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- Modifications to the cross sections for major and minor arterials which includes a preferred option that separates the bicycle facilities to an off-road location,
- A revised Functional Classification map,
- Lists of new projects separated into Tier 1 (funded) and Tier 2 (unfunded) projects
- Addressing other transportation modes such as transit, freight, and air travel, and
- Establishing a process referred to as legacy streets to evaluate how existing streets are retrofit over time and ensuring the various modes of transportation are constructed to serve all users.

The Planning Commission held a hearing on the Transportation System Plan on October 11, 2018. Public testimony was provided by nine citizens and new exhibits were entered into the record. Concerns were raised by many of the speakers noting that the City's bicycle facilities need to be improved and provided to serve a broader segment of the population. Other citizens spoke in favor of the project. The Planning Commission forwarded a favorable recommendation of the project to the City Council in a vote of 6-1.

FINANCIAL AND/OR RESOURCE CONSIDERATIONS

The plan estimates \$88.4 million dollars (Scenario 5) is available in capital revenue for the 20 year planning period. The City Council approved this funding scenario at their November 1st hearing.

TIMING ISSUES

A new Transportation System Plan is one of the necessary steps required before lands within the newly expanded Urban Growth Boundary can be annexed and developed.

COUNCIL OPTIONS

- Approve the ordinance as modified
- Modify the ordinance as presented
- Deny the ordinance as presented and direct staff regarding further action

STAFF RECOMMENDATION

Staff recommends approval of the ordinance as modified.

SUGGESTED MOTION

I move to approve the ordinance adopting a revised Transportation System Plan 2018–2038 and amending the applicable portions of the Comprehensive Plan including the Transportation Element, the Public Facilities Element, and the Goals, Policies, and Implementation Element.

EXHIBITS

Ordinance; Exhibit A Council Report dated October 25, 2018

Track Change version of select pages (noted above) from TSP document

ORDINANCE NO. 2018-126

AN ORDINANCE adopting a revised Transportation System Plan (2018-2038) and approving a legislative amendment to the Transportation Element, Public Facilities Element, and the Conclusions, Goals, Policies, and Implementation Strategies of the *Medford Comprehensive Plan*.

WHEREAS, the City Council has determined that the proposed Transportation System Plan satisfied the applicable criteria as demonstrated by the Findings and Conclusions included in the Council Report dated October 25, 2018 attached as Exhibit A and incorporated herein by reference and which are adopted as the findings and conclusions of the City Council; now, therefore,

THE CITY OF MEDFORD ORDAINS AS FOLLOWS:

Section 1. That the Transportation System Plan (2018-2038) is hereby adopted.

Section 2. That the Transportation System Plan (2018-2038), replaces the Transportation Element in its entirety and is hereby adopted as part of the *Medford Comprehensive Plan*.

PASSED by the Council and signed by me in authentication of its passage this _____ day of _____, 2018.

ATTEST: _____
City Recorder

Mayor

APPROVED _____, 2018.

Mayor



COUNCIL REPORT

for a Type IV legislative decision: Major Comprehensive Plan Amendment

Project Transportation System Plan
File no. CPA-16-036
To Mayor and City Council *for 11/01/2018 hearing*
From Planning Commission via Carla Angeli Paladino CFM, Principal Planner
Reviewer Matt Brinkley CFM AICP, Planning Director
Date October 25, 2018

BACKGROUND

Proposal

A legislative amendment to adopt a revised Transportation System Plan (TSP) for the planning period 2018–2038 and amend applicable portions of the Comprehensive Plan including the Transportation element, Public Facilities element, and the Goals, Policies, and Implementation element (Exhibits A, B, and C). The updated TSP will replace the existing Transportation Element in its entirety.

The Transportation System Plan documents (Volumes I and II), attachments, and appendices can be found at the link below:
<http://www.ci.medford.or.us/Page.asp?NavID=4168>.

History 2010-2018

Work began to update the Transportation System Plan in 2010. The State awarded the City a grant to begin evaluating transportation needs related to the City's proposed Urban Growth Boundary expansion. That same year, Kittelson and Associates (KAI) was hired to work on the project and both a Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) were established to review information. Transportation modeling was started, but issues began to arise in 2011 causing a nearly two year delay in the project and requiring the grant funding to be renegotiated. The original TAC and CAC were disbanded and a new Joint Transportation Subcommittee (JTS) was created to serve in the role of the CAC.

By 2015, Kittelson provided an analysis for evaluation of the proposed expansion areas in the Urban Growth Boundary. In 2017, the City hired KAI to write the transportation document. Council re-established a Technical Advisory Committee and expanded the membership of the JTS, known as the Super CAC. Staff outlined and implemented a public outreach campaign for the project and transportation topics of interest were discussed through a series of study sessions and meetings with the City Council, Planning Commission, and advisory committees starting in 2017 through 2018.

The existing transportation plan was adopted in 2003 and is nearing its 20-year planning horizon. Due to anticipated growth within the City limits and in the expanded Urban Growth Boundary, the City requires an updated transportation plan that incorporates new data from the regional model, reflects the City's transportation goals, and identifies priority projects to be constructed over the next planning period.

The Planning Commission and City Council have worked with staff to draft the plan over the past several years and recognize its relevance to aid in the future growth of the community.

Authority

This proposed legislative land use action is a Type IV Major Comprehensive Plan Amendment. The Planning Commission is authorized to recommend, and the City Council to approve, amendments to the Comprehensive Plan under Medford Municipal Code §§10.214 and 10.220.

ANALYSIS

Medford is the largest city in the region and meets the housing, employment, and recreational needs of residents and visitors alike. As such, the City must ensure a transportation system that meets the needs of a variety of users and a growing community. The 2018-2038 Transportation System Plan is needed to address future growth and provide direction on the improvement of the transportation system over the next 20 years.

PLANNING COMMISSION HEARING

The Planning Commission held a hearing on the project on October 11, 2018. Nine citizens spoke regarding the project with many expressing concerns with the City's existing bicycle infrastructure and requesting a more robust system to accommodate users of all ages and abilities. Some of the speakers spoke in favor of the project. Several new exhibits have been added into the record. The Commission recommended the City Council adopt the plan in a 6-1 vote.

The Siskiyou Velo Bicycle Club provided testimony indicating the City's Transportation System Plan does not meet the Transportation Planning Rule requirements related to bicycle facilities (Exhibit G). The Planning Department staff has responded to Siskiyou Velo's concerns in a separate memorandum (Exhibit P).

Prior to the Planning Commission hearing, staff discussed the project description of the South Stage overcrossing with ODOT staff. Project 537 for the South Stage Road overcrossing has been divided into two projects in the project list. The first is Project 537a, which discusses the environmental process and right-of-way acquisition portion of the project and identifies this work to occur in the short term (next five years). The second is Project 537b, which is the proposed road construction portion of the project and places this project in the long-term category (over the 20 year planning period). Other related road or intersection projects associated with the South Stage project have been adjusted as well. These include projects 609, 610, I-45, and I-73 being placed in the midterm category (5-10 years) and projects 611, 721, I-13, and I-24 being placed in the long-term category.

In addition, ODOT provided comments via e-mail for the plan to be enhanced related to the alternative measures provisions identified in OAR 660-012-0035(7). The TSP provides an overview of these provisions that the City participates in regionally through the Rogue Valley Metropolitan Planning Organization (pages 29 and 30 of the plan). Staff has enhanced the language tying the goals and objectives and project list to the City's efforts in trying to accomplish the identified regional benchmarks.

A new exhibit is included in the record that was received after the Planning Commission hearing. CSA Planning submitted e-mail correspondence regarding the local street connections considered in Figure 23 and Table 23 (Projects L11 and L12). These two local street connections are proposed across Jackson County Airport property. The site contains a large wetland that will make it difficult to make these future connections. It is requested that these street projects either be removed from the plan or consolidated into one project and re-routed around the wetland location. The plan can be modified to reflect these changes. Council will be asked to consider these modifications during the hearing (Exhibit O).

The Legal Department has provided a memorandum regarding legal review of the TSP goals and objectives (Exhibit N).

FINDINGS AND CONCLUSIONS

Applicable criteria

For the applicable criteria the Medford Municipal Code §10.218 redirects to the criteria in the “Review and Amendments” chapter of the Comprehensive Plan. The applicable criteria in this action are those for conclusions, goals and policies, and implementation strategies. The criteria are set in *italics* below; findings and conclusions are in roman type.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Conclusions] shall be based on the following:

1. *A change or addition to the text, data, inventories, or graphics which substantially affects the nature of one or more conclusions.*

Findings

The updated Transportation System Plan for the plan years 2018-2038 is proposed to replace the existing plan adopted in 2003. The development of the plan over the years is reflective of several different factors including adoption of the Regional Plan in 2012, the approved expansion of the City’s Urban Growth Boundary by the City in 2016 (County in 2017) and by the Department of Land Conservation and Development in 2018, and updated modeling that anticipates future population growth. The plan summarizes the projects needed to ensure a transportation system that accommodates all modes such as walking, biking, and driving as well as considerations for freight, air, and transit that also contribute to the overall system.

The document is intended to be more flexible and user-friendly than the current version in order to respond when community needs, priorities, and funding sources change over time. Some of the new or revised elements of the plan include: updates to the Level-of-Service (LOS) standard; new roadway cross-sections; amended goals, objectives, and actions items; and a revised Functional Classification map.

The document is divided into two volumes. Volume I is the main document which is organized into six sections and attachments. Within Volume I reside the goals and objectives; existing conditions analysis; project list; funding sources; and the City’s plans for auto, freight, bike, pedestrian, transit, and other modes of transportation. Volume II is the appendix to the main document and provides the background data, technical memoranda, and analysis for the plan.

The new plan will replace the old document in its entirety. The applicable sections of the Comprehensive Plan including the Transportation element, Public Facilities element, and Goals, Policies, and Implementation Strategies sections of the plan will also be updated.

Conclusions

Criterion 1: Satisfied. A new Transportation System Plan is needed to reflect changing conditions and future growth within the City limits and Urban Growth Boundary. The plan outlines the City's vision for a transportation system to serve the future needs of the community. It also estimates the funding sources that will help pay for the priority projects identified for the various modes. The new plan will supersede the existing plan and serve the City over the 2018–2038 planning period.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Goals and Policies] shall be based on the following [criteria 1–6]:

1. *A significant change in one or more Conclusion.*

Findings

The various elements (e.g. Public Facilities, Economic, and Housing) of the Comprehensive Plan include summary conclusions related to each particular topic. The existing Conclusions section identified in the Transportation Element contains three conclusions related to Transit Oriented Districts (TOD), and the language is taken directly from the 2003 Transportation System Plan. The updated plan does not include this specific TOD language and is proposed to be replaced with new conclusions based on the revised plan.

Twelve new conclusion statements are proposed that reference various topics covered in the Transportation System Plan. The conclusions include items such as the need for coordination among the City, County, and State in order to meet the transportation needs of the public, modified cross sections (for higher order streets), an updated Functional Classification plan that identifies the existing and proposed higher order street network. The conclusions also discuss the City's Level of Service (LOS) standards, activity centers to meet the goals of the Regional Transportation Plan (RTP) related to alternative measures, and the importance of improving safety and mobility through intersection improvements, installing sidewalk and bicycle facilities, and by complying with the Americans with Disability Act (ADA) requirements. The conclusions also include statements recognizing the importance of transit, as well as air, rail, and pipeline, and Transportation Demand Management, in reducing demand on the system and the use of Transportation System Management in getting the most out of the built environment. The conclusions also mention the priority project list to help accommodate a growing City and ways to address retrofitting existing streets to incorporate missing modes. All the

conclusions provide an overview of the Transportation System Plan and how the plan will meet the needs of the community.

Conclusions

Criterion 1: Satisfied. The Conclusions section has been revised to reflect the major components of the updated 2018-2038 Transportation System Plan.

2. *Information reflecting new or previously undisclosed public need.*

Findings

The City recently received State approval to expand its Urban Growth Boundary. This expansion of approximately 4,000 acres will accommodate additional growth for the next two decades and will require new and upgraded transportation facilities.

The updated plan considers existing conditions throughout the City and future needs within expansion areas. The plan provides a summary table of the estimated revenues, fixed expenditures, and funds available to construct priority (“Tier 1” funded) projects over the planning period.

The original 20-year revenue projections allocated for capital projects totaled \$72,440,343 (referred to as the “baseline scenario” or Scenario 1). Staff was asked to provide additional funding scenarios that would offset the need to increase street utility fees that fund road maintenance by using the new State Transportation Revenue House Bill 2017. The Engineering Department drafted five additional revenue scenarios and project lists that alternate the use of HB 2017 funds towards maintenance or projects. In addition, staff varied the annual grant funding assumption of \$700,000 in the baseline scenario to \$1,500,000 and \$3,000,000, respectively, based on a historical average over a 14 year period. The memorandum dated August 2, 2018, provides the complete overview of this topic along with corresponding project lists (Exhibit D). The scenario summary is provided below.

| Scenario # | HB2017 | Annual Grant Funding | 20-year Revenue Available for Capital Projects | Difference from Scenario 1 | Exhibits* |
|------------|-------------|----------------------|--|----------------------------|------------|
| 1 | Projects | \$700,000 | \$72,440,343 | \$0 | 1a, 1b |
| 2 | Maintenance | \$700,000 | \$35,859,063 | (\$36,581,280) | 2a, 2b, 2c |
| 3 | Projects | \$3,000,000 | \$118,440,343 | \$46,000,000 | 3a, 3b, 3c |
| 4 | Maintenance | \$3,000,000 | \$81,859,063 | \$9,418,720 | 4a, 4b, 4c |
| 5 | Projects | \$1,500,000 | \$88,440,343 | \$16,000,000 | 5a, 5b, 5c |
| 6 | Maintenance | \$1,500,000 | \$51,859,063 | (\$20,581,280) | 6a, 6b, 6c |

*Exhibits are attached to Exhibit D

The City Council reviewed and discussed the scenarios at a study session on August 23, 2018. Based on feedback from several members of the Council, Scenario 5 was selected as the preferred alternative to incorporate into the TSP over the baseline Scenario 1. However, recognizing the value in each of the proposed scenarios, Council directed staff to provide the different scenarios to the Planning Commission, Technical Advisory Committee, and Joint Transportation Committee/Citizen Advisory Committee for review and comments and to incorporate the different scenarios into the report for Council consideration during the hearing process.

On September 10, 2018, the Planning Commission was presented the above information and several of the members voiced support for Scenarios 3 or 4, understanding their role to provide a more formal recommendation during the hearing.

On September 26, 2018, the Joint Transportation Committee/Citizen Advisory Committee reviewed the information and there was strong support and a lot of discussion to continue funding street maintenance at the City's current level. Regarding the funding scenarios, six members recommended support of Scenario 5 and four members supported Scenario 4 for consideration.

On September 27, 2018, the Technical Advisory Committee reviewed the information and again there was a strong emphasis placed on allocating funds to ensure maintenance is prioritized. Of the members in attendance, three were supportive of Scenario 6 and one member was supportive of Scenario 5.

On October 11, 2018, the Planning Commission recommended in favor of Scenario 5 during their deliberations.

A major component of the Transportation System Plan is the projected revenues and selection of priority projects to be constructed. The priority projects ensure the City's overall Level-of-Service (LOS) standard "D" is maintained (with the exception of two intersections located at South Pacific Highway/Stewart Avenue and Highland Drive/Barnett Road which could be downgraded to LOS "E") throughout the community and key streets are upgraded and improved to meet the needs of a growing City and regional center.

Conclusions

Criterion 2: Satisfied. The City is projected to grow and develop especially in the new Urban Growth Boundary (UGB) expansion areas. The need to plan for future growth requires the City to select key projects that will strategically aid in maintaining a functioning transportation system that will accommodate all users across the entire community.

A significant change in community attitudes or priorities.

Findings

For nearly two decades, the City worked toward the goal of expanding its Urban Growth Boundary. Several key factors, including adoption of the Regional Plan in 2012, helped to move that goal one step closer to reality. In 2016, the City Council adopted a proposal to expand its UGB and by 2018 the State acknowledged it. Updating the Transportation System Plan and evaluating how the transportation system will be affected by future growth in the expansion areas and throughout the City is a community priority.

Over the past year, the City completed a robust public outreach plan to gain feedback and input on the updated transportation plan. Public input was received through a multi-pronged approach that included open houses, public events, and online surveys that began with feedback about the goals and objectives, included input into project prioritization, and review of the draft document. In addition, staff met regularly with the Joint Transportation Subcommittee/Citizen Advisory Committee (JTS-CAC) and Technical Advisory Committee (TAC); these two committees were heavily invested in providing comments and recommendations into the document.

Furthermore, the City Council took a leadership role in reviewing and modifying the new goals, objectives, and action items that helped set the tone for the plan and the type of transportation system the City is striving to achieve.

Information received as part of the on-line survey indicates that residents of Medford use all available modes of transportation with the top three modes being vehicles, bicycles, and walking. The plan provides for the installation of new and enhanced facilities to serve all three of these modes and others.

Conclusions

Criterion 3: Satisfied. The City successfully completed the expansion of the Urban Growth Boundary amendment in 2018. In order to ensure orderly development and to meet the needs of future growth, a revised transportation plan must be adopted. The document outlines these new factors and provides guidance into how the system will be improved and expanded upon over the next twenty years.

- 3. Demonstrable inconsistency with another Plan provision.*

Findings

Transportation is a Category "A" facility in the Comprehensive Plan. Category "A" facilities are key physical facilities necessary for urban development. The topic is

identified in several of the Comprehensive Plan elements including the Environment, Housing, Public Facilities, and Transportation elements. Generally, transportation is linked in some way to these other elements. For example, in the Environment element transportation issues relate to ways to reduce greenhouse gas emissions or noise factors.

Minor changes are being sought within the Public Facilities element to update the text. The updated Transportation System Plan will replace the existing text in the Transportation element in its entirety. Provisions found within the existing Transportation element that are still applicable, such as adopted circulation maps or reference to the Rogue Valley International Airport's adopted master plan, have been carried forward into the updated plan. Any conflicts found within the various elements have been amended or completely replaced to resolve any inconsistencies within the Comprehensive Plan.

Conclusions

Criterion 4: Satisfied. The topic of transportation is identified throughout the various elements of the Comprehensive Plan. Changes to text or replacement of an entire element are proposed in order to maintain consistency within the Comprehensive Plan document.

4. *Statutory changes affecting the Plan.*

Findings

Transportation planning is one of the 19 Statewide Planning Goals and is specifically addressed in the Oregon Administrative Rules found in 660-012-0000 through 660-012-0070 (also known as the Transportation Planning Rule "TPR") and within applicable Oregon Revised Statutes. These provisions outline how local jurisdictions and Metropolitan Planning Organizations (MPOs) coordinate land use and transportation systems to increase transportation options. The City of Medford is located within the Rogue Valley Metropolitan Planning Organization (RVMPO) and can be affected by changes in state rules.

The State created an advisory committee to evaluate amendments to the Transportation Planning Rule governing metropolitan areas. Engineering staff has been a participant on the State's Rulemaking Advisory Committee which started in 2016. The original work looked at updating greenhouse gas reduction targets adopted in 2017 and then moved onto clarifying procedures in the TPR. On September 11th, a letter from the Department of Land Conservation and Development was provided to the committee members stating the rulemaking would be placed on hold until after the 2019 legislative session, due to confusion on the substance of the rule changes.

The existing administrative rules that govern transportation planning are still in effect and will be evaluated against the City's updated Transportation System Plan to show compliance. Prior to the City Council hearing, City's Legal staff will provide a memorandum indicating their review of the updated TSP against the TPR regulations.

Conclusions

Criterion 5: Satisfied. The City's plan must adhere to applicable federal and state regulations related to transportation planning. There are no administrative rule changes related to the Transportation Planning Rule that affect the City's updated Transportation System Plan. The City's plan will show compliance with the existing applicable rules.

5. *All applicable Statewide Planning Goals.*

The City is proposing to update the Comprehensive Plan and adopt a new Transportation System Plan (TSP). This action will effectively amend the City's state-acknowledged Comprehensive Plan. The findings below explain that the updated TSP is found to be consistent with the relevant Statewide Land Use Planning Goals.

Goal 1—Citizen Involvement

Goal 1 requires the development of a citizen involvement program that is widespread, allows two-way communication, provides for citizen involvement through all planning phases, and is understandable, responsive, and funded.

Findings

The review of the TSP update was guided by the appointment of the Joint Transportation Subcommittee as the Citizen Advisory Committee in 2011. This nine-member committee was later expanded in 2017 to a 25-member committee referred to as the Joint Transportation Subcommittee-Citizen Advisory Committee (JTS-CAC) or Super Citizen Advisory Committee. Representatives from surrounding jurisdictions, the County, State, school district and other agencies made up the 11-member Technical Advisory Committee who helped guide the technical aspects of the plan. Both the JTS-CAC and TAC were responsible for reviewing and providing feedback on all major topics related to the plan such as prioritization of projects. The original JTS group was responsible for drafting the original set of goals, objectives, and action items, and had been meeting for several years. The expanded JTS-CAC met eight times over the course of the project starting in 2017. The TAC met seven times between 2017 and 2018.

All meetings were open to the public and provided an opportunity for citizens to offer comments and share ideas including a presentation from the Siskiyou Velo organization related to the National Association of City Transportation Officials

(NACTO) guidebook released in 2017 related to Designing for All Ages and Abilities bicycle facilities.

As noted in Criterion 3 above, the City also sought feedback from its citizens through a diverse outreach campaign that included six open houses. Staff attended four public events, and conducted two on-line forums, including a community survey that produced over 1,000 responses.

In addition, the Planning Commission and City Council met during regular study sessions to discuss the progress of the plan and provide direction. Altogether, 20 study sessions were held between these review bodies.

A minimum of two public hearings will be held to discuss this proposal providing additional opportunity for input by residents and agencies. The Planning Commission will provide a recommendation for the City Council's consideration.

A social media campaign has provided a means for those in support of the "all ages and abilities" bicycle facilities guidebook produced by NACTO to provide comments. The City has received over 100 e-mails from residents within Medford and throughout the region voicing their support for an enhanced bicycle network (See Exhibit F for names and comments from citizens). A memorandum dated May 14, 2018, from the Bicycle and Pedestrian Advisory Committee also indicates support for the Goals and Objectives to show a review of the NACTO document when the City considers the installation of bicycle facilities (See Exhibit E). The action item that reflects this language is found in 12-d of the TSP Goals and Objectives.

Conclusions

Goal 1: Satisfied. The development of the plan has included a strong citizen involvement component that included input from the JTS-CAC, TAC, Bicycle and Pedestrian Advisory Committee (BPAC), Planning Commission, City Council and citizens. The hearing process also provides additional opportunities for citizen involvement.

Goal 2—Land-use Planning

Goal 2 requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, state and federal agency and special districts plans and actions related to land use must be consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.

Findings

The transportation network in Medford is a diverse system that is owned, managed, and/or operated by a number of jurisdictions, entities, and agencies. The relevant

state, regional, county, and local plans, projects, and studies were reviewed and evaluated to guide the development of the TSP (Volume II, Appendix A for Summary of Documents Reviewed). The City coordinated development of this plan with a number of stakeholders including the Mayor and City Council, the Project Management Team, and the Technical Advisory Committee (TAC). The membership of the TAC included broad representation from the agencies listed below.

- Oregon Department of Transportation (ODOT)
- Jackson County Roads & Greenway; Planning
- City of Central Point
- City of Phoenix
- Department of Land Conservation and Development
- Rogue Valley Metropolitan Planning Organization
- Rogue Valley Transit District
- Freight
- Medford School District 549c

Conclusions

Goal 2: Satisfied. The City has effectively coordinated the development of the TSP document with the applicable state, regional, and local partners who were represented on the Technical Advisory Committee.

Goal 3—Agricultural Lands does not apply in this case.

Goal 4—Forest Lands does not apply in this case.

Goal 5 – Natural Resources, Scenic & Historic Areas, and Open Spaces does not apply in this case.

Goal 6 – Air, Water, and Land Resources Quality does not apply in this case.

Goal 7—Areas Subject to Natural Hazards

Goal 7 requires local governments to adopt comprehensive plans to reduce risk to people and property from natural hazards.

Findings

The community relies on a safe and functioning transportation system. In the event a natural hazard causes disruption to the system it is important for the City to plan for how it will handle and rebound from such impacts. Under the Economic Development goal in the document is an objective and action item that aims to evaluate vulnerabilities to the transportation system in relationship to natural disaster such as an earthquake. It calls for the City to develop a mitigation strategy using the City's recently adopted Natural Hazards Mitigation Plan to study impacts to major corridors.

Conclusions

Goal 7: Satisfied. The City has an updated Natural Hazards Mitigation Plan (NHMP) that identifies the significant hazards that could disrupt the community. The TSP recognizes the importance of the transportation system and identifies an action item in the Goals and Objectives section (Objective 6, Action Item: 6-a) to assess the resiliency of the system in the event of a natural disaster, specifically a Cascadia event.

Goal 8—Recreation Needs

Goal 8 seeks to satisfy the recreational needs of the citizens of the state and visitors, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Findings

The TSP incorporates the shared-use path network identified in the City's Leisure Services Plan. The development and connection of such paths provide for additional recreational opportunities as well as the possibility of transportation connections throughout the community.

Conclusions

Goal 8: Satisfied. The desire to create additional recreational opportunities for the residents and visitors of Medford is re-iterated in the transportation plan through the identification of shared-use paths within the network.

Goal 9—Economic Development

Goal 9 requires local comprehensive plans and policies contribute to a stable and healthy economy in all regions of the state.

Findings

Within the identified Goals and Objectives found in Section 2 of the TSP document, Economic Development is identified as Goal 2. This goal seeks to enhance economic development and vitality within the City and throughout the Region. The noted objectives include: supporting existing and planned land uses, efficiently moving freight, increasing resiliency related to a natural disaster, and supporting tourism and neighborhoods.

The Tier I project list includes a number of key projects distributed throughout the community to support new development, particularly near new Urban Growth Boundary expansion areas and other areas for redevelopment. The Foothill/North Phoenix/South Stage Road corridor is an important City project identified within the plan that supports the City's economic goals but also has regional significance for the City of Phoenix, Jackson County, and ODOT. Four Urban Upgrade projects and a

new roadway project showing the extension of South Stage over Interstate-5 are identified in Tables 5 and 7 of the document. Improvements to intersections particularly in the north and east side of Medford have been identified in Table 8. In many cases, new traffic signals (or roundabouts) are needed at these identified intersections to help maintain the City's Level-of-Service standard and ensure development impacts are mitigated and development is able to proceed supported by needed infrastructure. The TSP also identifies five ODOT intersections that are not projected to meet ODOT's mobility target which will require further study as part of the Interchange Area Management Plan (IAMP) or alternative mobility target study. Improvements and/or alternative mobility targets at these intersections will be critical to allow Medford's economy to continue to develop.

ODOT is currently working on an (IAMP) at the East Vilas Road and Oregon 62 Bypass location. A Technical Advisory Committee for the project reviewed the initial 19 scenarios in July 2018 and recommended the top four performing alternatives be further analyzed. The committee is awaiting adoption of the City's TSP to ensure proposed projects are consistent with Medford's Tier 2 project list. The full list of Oregon 62 Bypass projects under ODOT's jurisdictions are identified in Table 9 of the document. The completion of the Highway 62 Bypass and the transfer of the current Highway 62 to the City will provide additional economic development opportunities for redevelopment along this corridor.

Conclusions

Goal 9: Satisfied. The transportation system plan is aligned with the City's goals for economic development.

Goal 10—Housing

Goal 10 requires local jurisdictions to provide for the housing needs of its citizens and provide for the appropriate type, location and phasing of public facilities and services sufficient to support housing development in areas developed or undergoing development or redevelopment.

Findings

In June, the State acknowledged the City's proposal to expand its Urban Growth Boundary to accommodate future growth. The amount and mix of land planned to be developed and the type of land uses have a direct impact on the how the transportation system will be used in the future. The travel demand model provides base year 2006 and forecast year 2038 traffic volume projections that reflect anticipated land use changes and planned transportation improvements within the study area. It also assumes regional growth and build-out of the City's expansion areas (Volume II, Appendix L – Operations Analysis Memorandum).

As noted in Goal 9 above, the identified Tier I projects will provide system improvements to support new housing development within the City and expansion areas. All of the proposed Urban Upgrade projects include new sidewalk and bicycle facilities that also support development in residential locations.

Conclusions

Goal 10: Satisfied. The development of the TSP was based on modeling future growth to accommodate all land uses including housing. The projects outlined support residential development within the City and Urban Growth Boundary.

Goal 11—Public Facilities and Services

Goal 11 requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Findings

Transportation facilities are identified as Category 'A' facilities in the Comprehensive Plan. Medford's transportation system includes roadways, bicycle facilities, and sidewalks needed to accommodate urban development.

Section 2 of the TSP (Exhibit A) describes existing conditions and future needs within the system; Section 5 identifies projects. The projects are categorized into different project types and have been identified to improve the system and help meet future needs. The City has identified priority projects (Tier 1) to pursue over the planning period that will help facilitate growth. It is recognized however that priorities over time may change and other projects may need to be pursued.

The City is responsible for planning for adequate public facilities to serve the City and the new expansion areas. The adoption of a new transportation system based on this projected growth is necessary to meet the City's obligations to provide and plan for urban infrastructure.

Conclusions

Goal 11: Satisfied. The updated transportation plan outlines the types of infrastructure projects and improvements needed to provide for a growing City.

Goal 12—Transportation

Goal 12 requires cities, counties, metropolitan planning organizations, and ODOT to provide and encourage a "safe, convenient and economic transportation system. Goal 12 is implemented through OAR 660, Division 12, also known as the Transportation Planning Rule ("TPR"). The TPR contains numerous requirements governing transportation planning and project development.

Findings

The proposed Transportation System Plan (TSP) for the City is comprised of two Volumes. Volume 1 is separated into 6 different sections. The *Introduction and Goals and Objectives* help provide the framework for the document and outline what the City is trying to accomplish with the plan over the next planning period. The *Goals and Objectives* address topics such as Safety and Public Health, Economic Development, Livability, Connectivity, Financing, and Environment. Section 3 provides the *Existing Conditions and Future Needs Assessment* of the transportation system. Current facilities for all transportation modes were evaluated to identify any deficiencies, and an analysis was conducted to estimate the conditions in the future year 2038 based on future growth and land uses. Applicable transportation and land use projects were incorporated into the analysis to estimate future conditions, identify future issues and potential mitigations. Discussions with the Citizen Advisory Committee, Technical Advisory Committee, Planning Commission, City Council, and the public were held throughout the planning process to assess these conditions and identify priority projects. The technical analysis is provided in Volume II of the document. Key findings for each transportation mode are outlined in the TSP.

The purpose of Goal 12 is to promote coordination of land use and transportation planning. The updated TSP will replace the 2003 plan and will be adopted as the new Transportation Element of the City's Comprehensive Plan. The adoption of these changes is a legislative amendment recommended by the Planning Commission and adopted by the City Council through ordinance. The City will follow up with any relevant Development Code Amendments to ensure consistency between the TSP and development requirements. Section 6 of the TSP outlines key code and policy amendments to be drafted and evaluated.

Oregon Transportation Plan (OTP)

The Oregon Transportation Plan (OTP) is the state's long-range, multimodal transportation plan. The OTP is the overarching policy document for a series of modal and topic plans that together form the state transportation system plan. A local TSP must be consistent with applicable OTP goals and policies. The following demonstrates how the Draft TSP complies with State transportation policy:

Policy 1.1 Development of an Integrated Multimodal System

It is the policy of the State of Oregon to plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

Response

As the region's major urban center, Medford provides a diverse range of modal choices to serve its residents. Section 5 of the TSP addresses the various modes including vehicles, air, freight, transit, bicycles, and pedestrians. The updated plan includes a new cross section for arterial streets that separates the bicycle facilities from the roadway. The creation of new arterial streets and urban upgrades will include this enhancement to help provide safer facilities for those traveling by bicycle while improving roadway conditions for motorists by reducing potential conflicts between motor vehicles, cyclists, and pedestrians.

The plan recognizes the City's responsibility to coordinate with the Metropolitan Planning Organization, other jurisdictions, and agencies to help improve the transportation system within the City and as the system connects throughout the region. Projects are proposed throughout the City to enhance all modes.

Policy 1.2 Equity, Efficiency and Travel Choices

It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.

Response

Section 5 of the plan identifies the range of cross sections starting with the higher order arterial and collectors and ending with the residential streets. The Functional Classification plan has been updated to identify new higher order streets within the expansion areas and included a review of all existing higher order streets to determine any needed modifications. The City recognizes its built environment has limitations but has set established goals and policies to help aid in providing transportation choices for all its users. For existing higher order streets that may contain missing facilities along existing development, a policy has been created to evaluate how improvements are made to the roadway. For example, streets missing sidewalks will be required to install sidewalk but the planter strip may be reduced in order to work within existing right-of-way constraints. Similarly, for streets missing bicycle facilities, the City will seek alternate routes via other parallel and lower order streets, evaluate a possible lane reconfiguration to add the facilities, or identify specific streets that will require a widened sidewalk to serve as a multi-use path.

All new roadways and urban upgrades will provide facilities for all modes of travel. The City has set aside funding annually for both the installation of sidewalks near neighborhood schools and the infill of bicycle gaps throughout the system. In Section 5, Tables 14 through 19 identify projects for sidewalks, shared-use paths, and bicycle facilities representing over a 100 different projects. Two of the identified actions items within the Goals and Objectives that are supported by the CAC, TAC, Bicycle and Pedestrian Advisory Committee (BPAC), and the public include review of the All Ages and Abilities Bicycle Facilities guidebook produced by NACTO when new bicycle facilities are being considered on the City's roadways. In addition, the City plans to look more closely at bicycle and pedestrian facilities through the development of a separate plan that focuses on these modes.

The City partners with Rogue Valley Transit District (RVTD) who is the provider of transit service throughout the City and region. Figure 22 identifies the major transit routes and stops located within the City. The City's goal to improve connectivity of the system recognizes the importance of coordinating with RVTD to enhance services including links to the airports, downtown, and neighborhoods. RVTD is also in the process of updating its master plan and the City will coordinate any necessary changes to its TSP in the future.

Policy 2.1 - Capacity and Operational Efficiency

It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.

Policy 2.2 – Management of Assets

It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Response

The City's updated TSP (Section 3) addresses the existing conditions and future needs of the transportation infrastructure that is critical to the long term benefit of people and the movement of goods. The City has identified needed projects in Section 5 to support the transportation system through the year 2038. These projects include upgrades to signalized intersections to help ensure the City's Level-of-Service standards are met. Such projects are important as development occurs to ensure compliance with the standards and participate in the needed upgrade of these facilities over time.

Polices and regulations that help implement the plan are designed to preserve and maintain the transportation system. This is accomplished by the routine scheduling and overlay of major roadways to ensure their use and function over time. In addition, the City has strategies to improve local access and mobility through access management as discussed in Section 5. The City strives to continue to enforce

spacing standards in accordance with the roadway's jurisdiction and functional classification, require consolidation of driveways over time and as development opportunities present themselves, and provide other transportation improvements such as turn lanes when deemed appropriate. The City relies on the Oregon Highway Plan when roadways are under the jurisdiction of ODOT.

Policy 3.1 – An Integrated and Efficient Freight System

It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.

Policy 3.3 – Downtowns and Economic Development

It is the policy of the State of Oregon to provide transportation improvements to support downtowns and to coordinate transportation and economic development strategies.

Response

Goal 2 of the TSP is Economic Development. It identifies the City's goals to coordinate efforts to improve the effectiveness and safety of the movement of freight. It also supports the efforts of the Rogue Valley International Airport and its master plan. The strengthening of the City's downtown and surrounding neighborhoods are also an important objective of the plan and the coordination of the transportation system and adjacent land uses.

The freight routes in the City are shown in Figure 3, Section 3 along with Jackson County, ODOT's, and the National Highway System's freight routes and connections. The City's roadway design standards help ensure the roadways are built to support freight traffic. Table 20 of the plan identifies the freight improvement needs and street projects identified in the Rogue Valley Metropolitan Planning Organization Freight Study.

Policy 4.1 - Environmentally Responsible Transportation System

It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Response

The ability to provide residents and visitors with transportation options (the ability to easily and safely walk, bike or use transit) helps provide the greatest benefits for reducing the use of vehicles and helping to reduce environmental impacts by reducing energy consumption and improving air quality.

The transportation plan identifies projects to improve and expand the sidewalk network and installation of bicycle facilities or shared-use paths throughout the community. One major project identified is the completion of the Larson Creek Greenway corridor in southeast Medford. This part of the City is anticipated to grow and this greenway corridor will provide new opportunities for residents to choose alternative modes of transportation.

RVTD provides nine transit routes to serve all four wards of the community. After RVTD's master plan is updated, the City will support implementation of this plan as much as possible.

The City will continue to coordinate land use and transportation planning by evaluating neighborhood plans (Liberty Park, downtown) or transit oriented districts (TOD). These plans help integrate residential and employment land uses and provide opportunities to shorten and reduce the number of trips by supporting the use of other transportation options.

Policy 5.1 – Safety

It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Response

Safety is addressed in Section 5 of the transportation plan with technical data provided in Volume II, Appendix B (Safety & Technical Memorandum). Table 13 identifies the top 20 safety locations, the overlap with other indicators as shown in ODOT's Statewide Priority Index System (SPIS) and All Roads Transportation Safety (ARTS) lists, and their correspondence to identified projects in the plan.

The safety memorandum explains the safety analysis conducted for the City and groups the topic into two sections: crash trends overview and network screening. The crash trends overview section provides a summary of the data used for the analysis and general trends seen throughout the City. The network screening process evaluated all the roads and intersections within the City. Crash data was obtained from ODOT for the years between 2011 and 2015.

The TSP also provides an analysis of the transportation facilities using the Bicycle and Pedestrian Levels of Stress methodologies. Figure 13 identifies the types of improvements needed to create low stress bicycle connections. Figure 14 shows existing pedestrian facilities, Figure 15 shows the existing levels of pedestrian stress experienced on pedestrian facilities. Annual funding is identified in the project list to provide for sidewalk and bicycle improvements throughout the City. Other projects

identified such as urban upgrades will accommodate all modes of travel and help improve safety along the City's streets and these improvements are considered in Section 5 under the Legacy Streets topic.

Policy 7.1 – A Coordinated Transportation System

It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

Response

The City has coordinated this plan with adjacent jurisdictions including the City of Phoenix and City of Central Point, Jackson County, the Rogue Valley Metropolitan Planning Organization, and ODOT. These agencies were represented on the Technical Advisory Committee as outlined under Goal 2 above.

Policy 7.3 – Public Involvement and Consultation

It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

Policy 7.4 – Environmental Justice

It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

Response

The plan included a robust public involvement process that is summarized in the introduction of the document in Section 1 and as detailed under the Goal 1 Statewide Planning Goals findings noted above. The City provided information via its webpage (MedfordTSP.com) and conducted two on-line forums that included a community survey. Additional public feedback will be provided during the public hearing process.

Oregon Highway Plan

The 1999 Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local

road, bicycle, pedestrian, transit, rail, and air systems. Medford's updated TSP meets the State policies as follows:

Policy 1A: State Highway Classification System

It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

Policy 1C: State Highway Freight System

This policy balances the need for movement of goods with other uses of the highway system, and to recognize the important of maintaining efficient through movement on major truck freight routes.

Response

The City has a number of state facilities within its boundaries including Interstate 5 (I-5), Crater Lake Highway (Statewide Highway), Highway 99 and Rossanley Drive (District Highways), and the new OR 62 Bypass categorized as a Principal Arterial Other. The Functional Classification of these roadways establishes their primary function and their access management regulations. The City's driveway and traffic spacing standards vary from those of ODOT. Discussion regarding access management is found in Section 5 of the plan. The City coordinates with ODOT on access spacing standards based on OAR 734-051-3050 and the Oregon Highway Plan.

Policy 1B: Land Use and Transportation

This policy recognizes the role of both State and local governments related to the state highway system.

Response

As outlined in Goals 1 and 2 of this report, and OTP Policy 7.1 above, the development of the TSP has been a collaboration between the City, ODOT, and other stakeholders. The plan recognizes the relationship between integrating land use and transportation facilities especially near designated activity centers and TODs. The City is a participant in the Rogue Valley Metropolitan Planning Organization and is helping to achieve the alternative measures outlined in the Regional Transportation Plan (RTP). The concentration of land use and transportation improvements near activity centers will help in achieving the RTP requirements.

Policy 1F: Highway Mobility Policy

This policy seeks to maintain acceptable and reliable levels of mobility on the state highway system, consistent with the expectations for each facility type, location and functional objectives.

Response

The plan summarizes the existing and projected (2038) traffic conditions analysis for streets and intersections in Section 3 and in detail in Volume II, Operations Analysis memorandum. Figure 4 shows the existing intersection Level-of-Service (LOS) and Figure 5 shows the future baseline intersection Level-of-Service. Intersections not projected to meet the City's or ODOT's mobility targets were evaluated to identify potential improvements such as modifications to signal timing or signal phasing, adding turn lanes or through lanes, or installing a signal. There are five identified ODOT intersections that need further evaluation as part of the Interchange Area Management Plans (IAMPs) or alternative mobility targets. The City is participating in the IAMP process and will cooperate with ODOT to implement plans that are consistent with highway mobility standards.

Policy 1G: Major Improvements and Policy 2B: Off-System Improvements

This policy seeks to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. ODOT works in partnership with local governments to address highway performance and safety needs.

It is the State policy to provide state financial assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system such as through local jurisdictions adopting land use, access management and other policies to assure the continued benefit of the off-system improvement to the state highway system.

Response

The TSP outlines needed projects to accommodate future growth in the following categories: additional vehicle capacity, new roadway connections, pedestrian and bicycle travel, and safety. The projects are identified in Section 5 of the plan and includes a commitment to improve the Foothill/North Phoenix/South Stage corridor. In the same section, access management standards are addressed for access, spacing, driveway access, and access consolidation. These identified strategies in the plan are intending to help preserve the transportation system investments while promoting safety and limiting congestion.

Policy 1H: Bypasses and Policy 2C: Interjurisdictional Transfers

It is State policy to build bypasses to provide safe, efficient passage for through travelers and commerce, and to effectively serve state and regional traffic trips.

It is State policy to consider, in cooperation with local jurisdictions, interjurisdictional transfers to lead to increased efficiencies in the operation and maintenance of a particular roadway segment or corridor.

Response

The construction of Phase 1 of the OR 62 Bypass project is underway in Medford. The project will result in a new four-lane access controlled expressway from Interstate 5 to OR 62 north of White City. The current phase starts at OR 62 east of Bullock Road and Poplar Drive and extends north on the west side of OR 62 to Corey Road. An IAMP is also under review for the Vilas Road and OR 62 Bypass.

The Bypass is expected to reduce traffic volumes on the old Highway 62 providing opportunities to review access management, streetscape enhancements, pedestrian crossing treatments, multi-modal improvements, and transit needs. The City of Medford will eventually take jurisdiction of segments of the old Highway 62.

Policy 2F: Traffic Safety

It is State policy to continually improve safety for all users of the highway system.

Response

See response under OTP Policy 5.1.

Policy 3A: Classification and Spacing Standards

It is State policy to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure safe and efficient operation of state highways.

Response

Access management is covered in Section 5 of the plan and outlines the City's and ODOT's spacing standards for accesses, driveways, and traffic signals. These standards are coordinated through regulations found in Chapter 10 of the Medford Municipal Code.

Policy 4A: Efficiency of Freight Movement

It is State policy to maintain and improve the efficiency of freight movement on the state highway system and access to intermodal connections. The State shall seek to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban areas and rural communities.

Response

The freight routes shown in Figure 3 identify those for the City, County, ODOT, and the National Highway System. Several of the City's Tier 1 projects (Figure 19) that also include intersection projects are proposed on designated freight routes including the Foothill/North Phoenix corridor, Table Rock Road, and W. McAndrews Road.

Policy 4B: Alternative Passenger Modes

It is State policy to advance and support alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

Response

Section 5 of the updated TSP includes a Pedestrian plan that outlines sidewalk, bicycle, and shared-use path projects to help address gaps in the system and ensure a better connected network to serve all users. A new cross section that is the preferred alternative when new roads are built provides for the separation of bicycle facilities off of the roadway. Separated facilities better serve the needs of all ages and abilities. Sidewalk infill has been prioritized near neighborhood schools with annual funding proposed at \$250,000.

Rogue Valley Transit District provides nine fixed-routes throughout the City that provides options for the traveling public. The City will support RVTD and the implementation of their updated master plan as much as possible.

The plan outlines different strategies through Transportation System Management and Transportation Demand Management to maximize the existing system by trying to incentivize different forms of travel through carpooling or encouraging mixed-use developments.

Other Modal Plans

The State has a number of modal and topic plans that together form the State TSP. In addition to the OHP, which is the modal plan for the State's roadways, the following govern aspects of statewide planning for the transportation system: Oregon Transportation Safety Action Plan; Oregon Bicycle and Pedestrian Plan/ Bicycle and Pedestrian Design Guide; Oregon Public Transportation Plan; Oregon Freight Plan; Oregon State Rail Plan; and Oregon Aviation Plan.

Response

Section 5 of the Transportation System Plan outlines the modal plans that are including in the document. These plans include: Street Plan, Safety Plan, Transit Plan, Freight/Rail/Intermodal Plan, and Water, Air, and Pipeline Plans. All of these plans were developed to be consistent with State modal plans and ensure the City's plan meets relevant State policies and requirements.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the Transportation Planning Rule (TPR) is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the TPR is to promote more careful coordination of land use and transportation planning, to ensure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The TPR contain policies for preparing and implementing a transportation system plan.

Response

| 660-012 Administrative Rule Section Number(s) | Administrative Rule Provision | City’s Response based on updated TSP |
|--|--|---|
| -0015 | Preparation and Coordination of Transportation System Plans | The City has coordinated the TSP update with affected State, local governments, the school district, the RVMPO, and other affected agencies through the Technical Advisory Committee and Citizen Advisory Committee |
| -0016 | Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas | The City has coordinated with the RVMPO regarding the plan and will provide needed updates to the Regional Transportation Plan once adopted. The City recognizes its commitment to participate in striving to achieve the alternative measures identified in the Regional Transportation Plan. |
| -0020 | Elements of Transportation System Plans | The plan has studied existing and future conditions to meet the transportation needs of Medford in 2038. The Functional Classification Plan has been updated to show new higher order streets within the Urban Growth Boundary expansion areas and make updates as necessary to existing streets. The plan includes the extension of streets to make better connections. The plan addresses all modes of travel including roads, pedestrians, bicycles, shared-use paths, air, freight, rail, transit and pipeline. |

| | | |
|-------|---|--|
| -0025 | Complying with the Goals in Preparing Transportation System Plans; Refinement Plans | The adoption of a new TSP is a legislative decision. The information within this report addresses the applicable criteria associated with a Major Comprehensive Plan amendment and compliance with the Statewide Planning Goals, the Oregon Transportation Plan, Oregon Highway Plan, other Modal Plans, and the applicable administrative rules. |
| -0030 | Determination of Transportation Needs | The plan is based on adopted population and employment forecasts for Medford. The planning period for the TSP is from 2018-2038. The plan includes improvements to enhance the multi-modal system and provide transportation options for all users. The City will assist in reducing reliance on the automobile by coordinating future land use and transportation facilities and by participating in the alternative measures outlined in the Regional Transportation Plan. |
| -0035 | Evaluation and Selection of Transportation System Alternatives | See -0030 above; The plan includes projects to assist in expanding the system and providing transportation alternatives for its residents. |
| -0040 | Transportation Financing Program | The plan includes an estimate of anticipated revenues over the planning period. Projects are prioritized into Tier 1 (funded) and Tier 2 (unfunded) projects. The Tier 1 projects are categorized in two, five-year timeframes and a ten-year timeframe. An estimated cost is provided for each of the identified City projects. |
| -0045 | Implementation of the Transportation System Plan | Code amendments related to implementation of the TSP are found in Section 6 of the document and will follow adoption of the plan. |
| -0050 | Transportation Project Development | The plan includes ODOT projects. The Regional Transportation Plan will be updated after adoption of the plan. |

Conclusions

Goal 12: Satisfied. As outlined above, the City's TSP is found to be in compliance with the Oregon Transportation Plan, Oregon Highway Plan, Other Modal Plans, and the applicable administrative rules that govern Goal 12. Code amendments that assist with implementing the TSP are outlined in Section 6 of the document and will follow upon adoption of the plan.

Goal 13—Energy Conservation

Goal 13 seeks to conserve energy

Findings

As noted in other goals above, there is a strong connection between existing and future land uses and transportation facilities. Creating land use patterns and connected transportation systems provides more efficient use of land and helps to reduce energy consumption by providing for shorter commutes, more direct routes or the use of alternative modes of travel.

Development within the expansion areas must show compliance with the performance measures of the Regional Plan. These measures require minimum residential densities, transportation connections, and integrated development patterns to serve the residents. Provisions such as these help achieve greater energy efficiency throughout the community.

Section 5 of the document also discusses Transportation Demand Management and Transportation System Management strategies that address ways to try and shift travel habits and find ways to improve the system without increasing travel lanes or building new roads. These identified strategies also lead to more energy conservation.

Conclusions

Goal 13: Satisfied. The transportation plan identifies areas such as activity centers that provide opportunities for more mixed-use, concentrated development patterns that help create more efficiencies. The new expansion areas and increased transportation connections will also conserve energy.

Goal 14—Urbanization

Goal 14 requires the orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Findings

The update to the Transportation System Plan is directly related to the City's expansion of its Urban Growth Boundary and to provide for the transition from rural lands to urban lands. Provisions outlined in the Regional Plan help to ensure these new lands are served by adequate public facilities and developed in a manner that makes efficient use of land. An evaluation of the transportation impacts and needs to serve these new areas is necessary and appropriate in order to ensure a smooth transition of these lands. The City spent several years modeling transportation impacts taking into consideration the future development of rural lands to urban lands.

Conclusions

Goal 14: Satisfied. Provisions are in place to ensure coordination between transportation facilities and the transition of lands from rural to urban uses.

Goals 15–19 do not apply to this part of the State.

Comprehensive Plan, Review and Amendments chapter: Amendments [to Implementation Strategies] shall be based on the following [criteria 1–6]:

1. *A significant change in one or more Goal or Policy.*

Findings

The updated plan includes a new set of goals, objectives, and action items to provide guidance on how to implement the transportation plan for a growing community. The plan begins with a vision statement to maintain and improve the transportation system to serve all people. The plan identifies six overall goals, 21 objectives, and 82 action items to help guide staff and the community to continue building and improving the City's transportation system. The main themes of the goals, objectives, and action items cover the following topics: Safety and Public Health, Economic Development, Livability, Connectivity, Financing, and Environment.

The new Transportation System Plan will guide changes to the City's infrastructure and operations over the 20-year planning period. The goals, objectives, and action items identify and summarize the vision of the plan and provide ways to implement it. Staff will be responsible for updating the Planning Commission and City Council regularly on the progress towards the goals and objectives.

Conclusions

Criterion 1: Satisfied. The plan outlines the City's new goals, objectives, and action items needed to implement the transportation plan. This element of the plan was developed based on input from the Joint Transportation Subcommittee/Citizen

Advisory Committee, the Planning Commission, public input, and then refined by the members of the City Council. The provisions assist in meeting the City's vision related to transportation.

2. *Availability of new and better strategies such as may result from technological or economic changes.*

Findings

The development of the City's transportation system is highly dynamic. The maintenance, improvement, and construction of transportation infrastructure is a collaborative effort among City, County, State, and Federal agencies as well as private and public entities. The plan anticipates new population growth over the planning period. Serving current and future residents and visitors will require new and enhanced transportation facilities. The City has identified its financial ability to construct priority projects over the next two decades and recognizes other forms of funding and assistance will be needed through grants, financial support from other jurisdictions and agencies, and public-private partnerships to help build out the system over time.

Advancements in transportation are occurring rapidly through the use of more fuel efficient vehicles, traffic signal technology, and the research and testing of autonomous vehicles. The city is the major urban center in the region and will grow and change over time as new development occurs. The plan takes into consideration these factors and will serve the community as conditions change in the transportation landscape.

Conclusions

Criterion 2: Satisfied. The plan is a blue print to help ensure the transportation system for the City is maintained and improved over time. There is an overabundance of projects that the City cannot fully fund, but through prioritization and seeking out other sources of funding and opportunities, the transportation system will be enhanced to effectively serve its residents.

3. *Demonstrable ineffectiveness of present strategy(s).*

Findings

The Transportation System Plan was adopted in 2003. The City has grown and changed over the past 15 years and is preparing to serve approximately 20,000 more people in the next two decades. In order to plan for this growth, the transportation needs of the community need to be evaluated and planned for. There is no finding that the present strategy is ineffective, but growing demands of existing facilities

require routine evaluation and, where necessary, improvement, expansion, or augmentation.

Conclusions

Criterion 3: Satisfied. The existing transportation plan was effectively used over the last 15 years to serve the community. Future growth necessitates an update to the plan to enhance the transportation system and prioritize needed projects.

4. *Statutory changes affecting the Plan.*

Findings

This same criterion has been addressed in Criterion 5 above. No statutory changes are found to effect the new transportation plan.

Conclusions

Criterion 4: Satisfied. Detailed responses are provided in Criterion 5 above. The proposal complies with existing administrative rules that govern such plans.

5. *Demonstrable budgetary constraints in association with at least one of the above criteria.*

Findings

The City has estimated its projected revenues and expenditures for the next 20 years. The plan shows there is approximately \$88.4 million dollars available for capital projects. See Criterion 2 above (*Information reflecting new or previously undisclosed public need*) for more details on the proposed funding.

Based on estimated revenues, the City has prioritized projects into Tier 1 and Tier 2 lists. Tier 1 projects are those with funding allocated to them, while Tier 2 projects are unfunded. The needed projects are categorized into different project types including:

- Urban Upgrades
- Roadway Widening
- New Roadways
- Intersection Improvements
- Sidewalk
- Shared Use Paths, and
- Neighborhood Bikeways and Bicycle Facilities

The estimated capital revenues have been allocated to projects in all the categories above. The projects selected will help maintain the City's Level-of-Service standard "D" (with two intersections at Level-of-Service "E") at specified intersections and set

aside funds towards the Foothill/North Phoenix/South Stage corridor. The selected projects provide a diverse mix of opportunities to upgrade existing streets, complete trail segments along Larson Creek, and extend new roadways.

The selected projects will be reviewed through the biennial budget process and assigned through a five-year capital improvement plan. Depending on priorities, community needs, and grant funding, projects can be shifted to different timeframes for completion.

Conclusions

Criterion 5: Satisfied. The City has more projects than can reasonably be funded over the planning period. Therefore, all applicable projects have been prioritized into Tier 1 and Tier 2 lists with funding allocated to Tier 1 projects. The transportation needs of the community may change over time, but identified projects have been selected to maintain city standards and improve transportation facilities to serve the residents of the City.

6. *All applicable Statewide Planning Goals.*

Findings

The Statewide Planning Goals identified as relevant to the Transportation System Plan have been addressed in detail in Criterion 6 above.

Conclusions

Criterion 6: Satisfied. The updated Transportation System Plan is compliant with the applicable Statewide Planning Goals.

RECOMMENDED ACTION

The Planning Commission recommends adopting the proposed amendments based on the analyses, findings, and conclusions in the Council Report dated October 25, 2018, including Exhibits A through P.

EXHIBITS

- A Transportation System Plan (replaces the existing Transportation Element)
- B Public Facilities Element
- C Conclusions, Goals, and Policies Element
- D City Council Memorandum dated August 2, 2018 with attachments
- E Memorandum dated May 14, 2018 from the Bicycle and Pedestrian Advisory Committee (BPAC)
- F Citizen e-mails supporting All Ages and Abilities Bicycle Facilities (consolidated)

- G E-mail from Gary Shaff received 10/9/2018 that includes written testimony from Siskiyou Velo bike club and a copy of Designing for All Ages and Abilities Guidance for bicycle facilities
- H E-mail from Dan Thorndike received October 10, 2018
- I E-mail from Gary Shaff including testimony labeled 233 Days Until 2019 Fire Season, a report titled A Global High Shift Cycling Scenario, and Transport Reviews
- J Testimony submitted by Evan MacKenzie
- K Pamphlet titled Make Medford Safe for Biking by All Ages and Abilities
- L Planning Commission hearing minutes of October 11, 2018 (excerpt)
- M Planning staff power point presentation to Planning Commission
- N Memorandum from the Legal Department
- O E-mail and attachments from Raul Woerner regarding local street connectivity
- P Memorandum from the Planning Department responding to Siskiyou Velo's written testimony in Exhibit G

CITY COUNCIL AGENDA: NOVEMBER 1, 2018

**Comprehensive Plan
Transportation System Plan Element**

The Transportation System Plan Element is being replaced by the updated 2018–2038 Transportation System Plan.

The 2018–2038 Transportation System Plan contains the following documents:

Volume I (Main Document)

- Attachment A: Bicycle and Pedestrian Toolkit**
- Attachment B: North Medford Circulation Plan**
- Attachment C: SW Medford Circulation Plan**
- Attachment D: SE Medford Circulation Plan**

Volume II (Appendix)

- Appendix A – Plans and Policies Review**
- Appendix B – Medford Safety Memorandum with attachments**
- Appendix C – Base Year Volumes**
- Appendix D – Base Year Conditions Synchro Outputs**
- Appendix E – RVMPO Travel Demand Model Outputs_final**
- Appendix F – Future Volume Post-Post Processing Worksheet**
- Appendix G – 2038 Future Baseline Conditions Figures and Synchro Outputs**
- Appendix H – 2038 Future Mitigated Conditions Figures and Synchro Outputs**
- Appendix J – TPR Checklist**
- Appendix K – Functional Class _2018-01-17**
- Appendix L – Operations Analysis**

The above documents can be found under Important Documents on the webpage at the following link:

<http://www.ci.medford.or.us/Page.asp?NavID=4168>

Goals and Objectives

The following provides the City's vision for transportation and the identified goals, objectives, and action items that will help the City achieve this vision.

VISION

In 2038, the City of Medford will continue to be the regional and economic center of the Rogue Valley and will be served by a transportation system that is safe, efficient, and pleasant to use. The City's many different neighborhoods, districts, and destinations will be well connected. The City of Medford's transportation system will also be well connected to the regional and state system. People will be able to drive, walk, bike, or use public transportation to reach stores, restaurants, parks, schools, work and other common destinations. Gateways and activity centers will have attractive streetscapes that are inviting.

In application of the goals and objectives of the TSP, it is recognized this is a fiscally constrained document and the majority of the city is already constructed, which makes universal application impractical. Some parts of the community are highly convenient offering a variety of modes, including walking, bicycling, and transit. Other areas will be more auto-centric and include more modest measures to accommodate access and circulation by different modes. Recognizing this fact will lead to better decision making on utilizing the City's resources while still providing a safe, convenient, and economical transportation system that serves everyone.

The *TSP* is a policy element within the *Comprehensive Plan* that provides the City with a coordinated guide for changes to its transportation infrastructure and operations over a 20 year period of time. A basic assumption in the development of this policy element is that transportation systems do more than meet travel demand; they have a significant effect on the physical, social, and economic characteristics of the areas they serve. Transportation planning must be viewed in terms of regional and community goals and values such

as protection of the environment, impact on the regional economy, and maintaining the quality of life that area residents enjoy and expect.

The TSP is an internally-directed document that provides a coordinated guide for changes to the City's transportation infrastructure and operations over the next 20 years. The TSP is not an externally-applicable document, meaning no part of the TSP serves as a "requirement" to which land use (or other) applicants must demonstrate compliance. The City will not use the action items of the TSP in determining whether to approve or deny individual land use applications.

In order for the outcomes of this document to be periodically assessed, the Planning and Public Works Departments will provide the Planning Commission and City Council a report that provides a thorough assessment of TSP implementation progress a minimum of every two years.

Action Items:

2-a: Continue to ensure all new transportation facilities, and improvements comply with the Americans with Disabilities Act (ADA) of 1990, and implement necessary policies and procedures from the ADA project action plan.

2-b: Coordinate with local hospitals, schools, social service providers and similar organizations to identify the transportation needs of the groups they serve and identify opportunities to improve mobility for the providers' constituents.

2-c: Take regular action to ensure the safety of heavily used pedestrian crossings.

2-d: Identify key locations that represent opportunities for low-stress routes for bicycle travel throughout the City.

Objective 3: Promote active transportation as a means of improving public health.

Action Items:

3-a : Participate in, collaborate with, and promote active transportation programs and outreach like RVTD's Go by Bike Week, the Drive Less Challenge, Safe Routes to Schools Program(s), Rogue Valley Bike Share, or similar programs .

3-b: Coordinate and implement a bicycle diversion program. (Such programs allow a person issued a bicycle citation to attend a bicycle safety class instead of appearing in court or paying a fine).

3-c: Develop an action plan for development and implementation of the Citywide Path and Trail Network outlined in the City's Leisure Services Plan.

GOAL 2 – ECONOMIC DEVELOPMENT

The transportation system shall enhance economic development and vitality within the City and throughout the Region.

Objective 4: Provide transportation facilities that support existing and planned land uses, consistent with the City's Comprehensive Plan.

Action Items:

4-a: ~~Evaluate and modify, as deemed appropriate the City's policy on transportation facility concurrency. Balance transportation facility capacity with planned land uses by amending the City's concurrency and transportation facility adequacy requirements by adopting local procedures that apply the Oregon Transportation Planning Rule as the determinant of facility adequacy.~~

4-b: Ensure development throughout the City and within the Urban Growth Boundary expansion areas are consistent with the Functional Classification plan and other planned transportation improvements.

4-c: Implement adopted neighborhood plans including the Bear Creek Master Plan.

Objective 5: Maintain and improve the efficiency of the movement of freight and goods by ground, rail, air, pipeline, and transmission infrastructure.

Action Items:

5-a: Assess land use conflicts affecting freight service providers and develop best practices that prioritize safe, efficient, and reliable freight connections while reducing neighborhood impacts.

5-b: Review and consider revisions to the existing truck route designations within the City of Medford and implement street design standards that meet the weight and dimensional needs of trucks for streets that serve industrial and commercial areas and those designated as "truck routes."

5-c: Strive to balance the needs of moving freight with community livability.

5-d: Advocate for and support designation of State and Federal priority freight routes within the City of Medford.

Objective 6: Increase resilience of the local freight and logistics network to natural disaster.

Action Items:

6-a: Using the City's Natural Hazards Mitigation Plan and other resources, assess the local freight routes for

Objective 16: Amendments to the land development code and municipal code to implement the TSP shall be targeted for completion within 24 months of TSP acknowledgement.

Action Items:

16-a: Modify land use review procedures to allow street cross-section standards to be applied in a flexible manner based on identified criteria or standards. Examples of flexibility may include: adopting multiple street cross-section alternatives for a single functional classification; establishing ranges of improvement widths for specific elements; allowing the elimination or reduction of aesthetic elements where constraints make it appropriate.

16-b: Review landscape requirements within the Land Development Code to allow flexibility with the amount and type of landscaping and ground cover installed while still ensuring beautification and storm water benefits along the roadways.

16-c: Incorporate the legacy street standards into the Land Development Code in order to address future development requirements along these roadways and outline who has the authority to approve deviations.

16-d: The first priority for code amendments for the TSP implementation are the amendments to implement Action Item 4-a.

Objective 17: Partner with local jurisdictions, state and federal agencies, and private sector partners to maximize the City's return on transportation investments whenever possible.

Action Items:

17-a: Continue to work with ODOT, Jackson County, RVT, and neighboring cities to fund roads, pedestrian, and bicycle facility improvements along State and regional highways/roadways and major transit routes.

17-b: Partner with schools to identify impediments to walking to school and implement Safe Routes to School solutions.

17-c: Continue active membership in the Rogue Valley Metropolitan Planning Organization (RVMP) and associated planning efforts, and routinely participate in updating the MPO Transportation Improvement Program (TIP) to ensure that the City transportation projects are leveraged with the region's discretionary and special funding opportunities.

17-d: Collaborate with private developers through public-private-partnerships to fund public transportation infrastructure that supports proposed development.

17-e: Recognize the importance of shifting project priorities to capture transportation funding opportunities such as Statewide Transportation Improvement Program (STIP) funding and other such sources.

Objective 18: Support the development of stable and flexible transportation financing that provides adequate funding sources for Medford's transportation system while supporting the TSP's economic development goal.

Action Items:

18-a: Collect transportation system development charges (SDC's), as defined by Oregon Revised Statutes and local ordinances, to mitigate impacts of new development on Medford's Transportation System.

18-b: Assess the effectiveness of current funding sources and identify new funding sources during preparation of biennial budgets including the use of tax increment financing and interjurisdictional agreements. Update policies and regulations to accommodate changes as needed.

GOAL 6 – ENVIRONMENT

Reduce environmental impacts from transportation

Objective 19: Reduce environmental impacts of the transportation infrastructure.

UNMET NEED

The total needs for capital projects described in Section 5 are estimated to cost approximately

\$721 million. Table 3 shows that there is a difference between projected revenues available for capital projects and the total need resulting in an unfunded need of approximately \$649 million.

Table 3 City of Medford 20-Year Revenue for Capital Projects vs. Need

| 20-Year Capital Funding vs. Need | | | | |
|---|---------------------------|-------------------------|--------------------------|----------------------------------|
| | 2018-2022 (Short-term) | 2023-2027 (Mid-Term) | 2028-2038 (Long-Term) | Total |
| 20-Year Revenue for Capital Projects | \$40,746,320 | \$15,000,661 | \$32,693,362 | \$88,440,343 |
| Total Need | | | | \$721,450,000 <u>638,212,000</u> |
| Unfunded Need | | | | \$633,009,667 <u>549,771,657</u> |

POTENTIAL FUNDING SOURCES

The City has historically revised System Development Charges (SDCs) to fund projects required in the Transportation System Plan (TSP) after the TSP is adopted.

The City has also raised additional funds in the past by adding a surcharge to either SDCs or the street utility fee, typically for substantial project expenses not included in the TSP. Surcharges are added to SDC when the projects are adding capacity for new development. Surcharges have been added to utility fees when they serve developed areas.

Other funding options to consider are Local Improvement Districts (LIDs), a local gas tax, or use of other Funds such as the General Fund. According to the Oregon Department of Transportation, nine (9) other Oregon cities have local gas taxes, ranging from \$0.01/gallon to \$0.03/gallon. Twenty-three (23) Oregon cities

have local gas tax on diesel fuel. Two (2) Oregon counties have gas taxes.

Considering the regional benefit of the Foothill / N Phoenix Corridor and the South Stage Overcrossing, the City of Medford is anticipating that regional partners will contribute to both projects. Regional partners are anticipated to contribute approximately \$10M to \$15M toward these projects.

Figure 18 Roadway Functional Classification

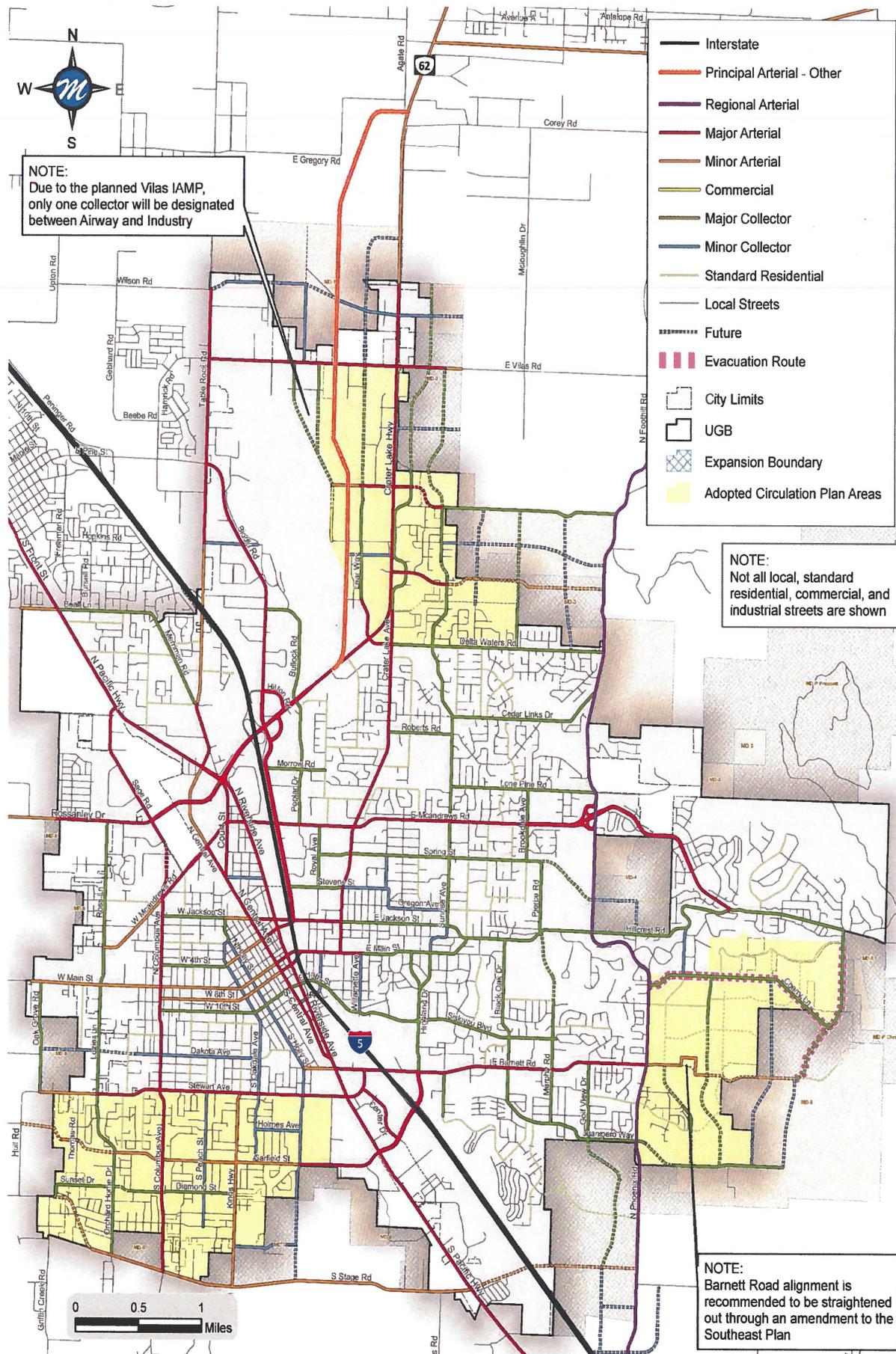
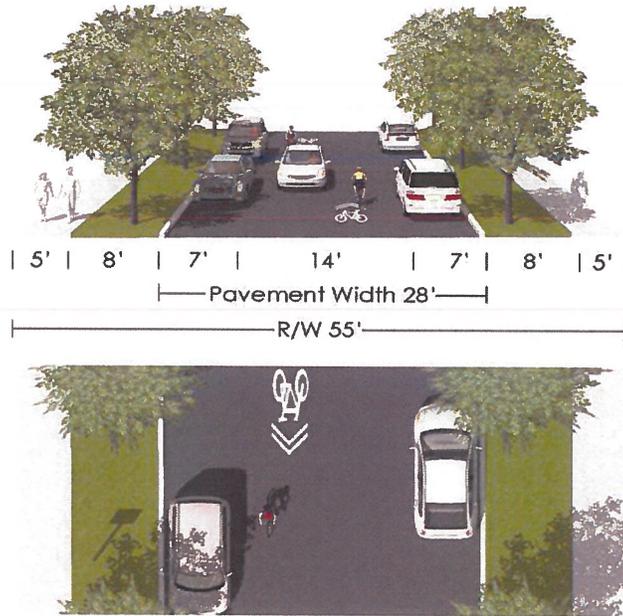


Exhibit 15 Minor Residential Street – Neighborhood Bikeway



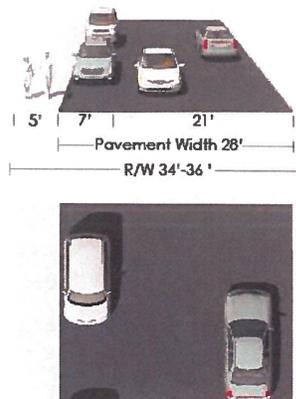
Residential Lane

Residential Lanes are the lowest-order of the local residential facilities. These roads can serve a maximum of 8 residences and extend no more than 450 feet. The terminus of residential lanes is an approved cul-de-sac adequate for turn-around maneuvers (minimum 37-foot paved radius). Six inches of right-of-way is to be provided behind the sidewalks or curb if no sidewalk is present. The right-of-way width provides for future sidewalks and landscape strips on both sides of the roadway.

Additional Notes:

- Additional 2 feet of right-of-way required for drainage behind the curb with no sidewalk when the road is on the outside border of a development. Not required when street is internal to the development and there is a Public Utility Easement (PUE) behind the curb.

Exhibit 16 Residential Lane



Roadway Urban Upgrade Projects

| Project # | Location | Project Type | Description | Tier | Cost (\$1,000) |
|-----------|---|---------------|---|------|----------------|
| 472 | Cedar Links Drive, Callaway Drive to Foothill Road | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$2,035 |
| 612 | Barneburg Road, Highland Drive to Sunrise Avenue connection | Urban Upgrade | Upgrade to major collector standard from Highland Drive to E. Main Street including one lane in each direction, center-turn lane, bike facilities, and sidewalks and upgrade to minor collector standard from E. Main Street to Sunrise Avenue including one lane in each direction, bike facilities, and sidewalks | 2 | \$3,975 |
| 613 | Highland Drive, Keene Drive to Main Street | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$2,810 |
| 445 | Cherry Lane, Old Cherry Lane to Hillcrest Road | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center-turn lane without curbed/landscaped median , bike facilities, and sidewalks | 2 | \$11,500 |
| 456 | Sunset Drive, South Stage Road to Orchard Home Drive | Urban Upgrade | Major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$4,010 |
| 457 | Pierce Road, Hillcrest Road to Spring Street | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$2,800 |
| 458 | Diamond Street, Columbus Avenue to Kings Highway | Urban Upgrade | Upgrade to major collector standard from McKenzie Drive to Kings Highway, including one lane in each direction, center turn-lane, bike facilities, and sidewalk. Stripe to major collector standard from Columbus Avenue to McKenzie Drive, including one lane in each direction, center turn-lane and bike facilities. | 2 | \$ 2,150 |
| 462 | Edwards Street, Court Street/Central Avenue to Riverside Avenue | Urban Upgrade | Upgrade to minor collector standard including one lane in each direction, bike facilities, and sidewalks | 2 | \$1,665 |
| 465 | Columbus Avenue, South Stage Road to Stewart Avenue | Urban Upgrade | Upgrade to major arterial standard including two lanes in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$10,510 |
| 478 | Coker Butte Road, eastern UGB to Springbrook Road | Urban Upgrade | Realign and upgrade to major collector standard including two lanes in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$1,545 |
| 481 | Coal Mine Road (realigned), North Phoenix Road to Santa Barbara Drive | Urban Upgrade | Realign and upgrade to major collector standard including two lanes in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$5,975 |
| 492 | Cunningham Avenue, Orchard Home Drive to Warren Way | Urban Upgrade | Upgrade to minor arterial standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$850 |
| 495 | Coker Butte Road, International Way to Lear Way | Urban Upgrade | Upgrade to minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$1,985 |
| 497 | Highland Road, Siskyou Boulevard to Keene Way Drive | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$1,135 |
| 600 | Oak Grove Road, West Main Street to Stewart Avenue | Urban Upgrade | Upgrade to major collector standard including one lane in each direction, center turn-lane, bike facilities, and sidewalks | 2 | \$4,335 |
| 603 | West Stewart Avenue, Oak Grove Road to Lozier Lane | Urban Upgrade | Upgrade to minor arterial standard including one lane in each direction, center-turn lane, bike facilities, and sidewalks | 2 | \$2,715 |

Table 7 New Roadways and Roadway Extensions

| New Roadways and Roadway Extensions Projects | | | | | |
|--|--|--------------|--|--------------------------|-----------------------|
| Project # | Location | Project Type | Description | Tier | Cost (\$1,000) |
| 413 | Columbus Avenue, West McAndrews Road to Sage Road | New Roadway | Realign, extend Columbus Avenue to Sage Rd, and widen to major arterial standard including center-turn lane, bike facilities, and sidewalks | 1 (Short-term) | \$4,425 |
| 475 | Coker Butte Road, Crater Lake Avenue to Springbrook Road | New Roadway | Realign and upgrade to major arterial standard including two lanes in each direction, center-turn lane, bike facilities, and sidewalks. | 1 (Mid-term) | \$3,400 |
| 537a | South Stage Road, South Pacific Highway to North Phoenix Road | New Roadway | Complete the environmental process and purchase right-of-way for a new minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) and overcrossing of I-5 (part of the N. Phoenix / Foothill and S Stage Corridor) | 1 (Short-term) | \$3,000 ¹ |
| 537b | South Stage Road, South Pacific Highway to North Phoenix Road | New Roadway | Construct new minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) and overcrossing of I-5 (part of the N. Phoenix / Foothill and S Stage Corridor) | 1 (Long-term) | \$47,000 ¹ |
| 621 | Owen Drive, Springbrook Road to Torrent Street | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 1 (Short-term) | \$525 |
| 708 | South Stage Road, City Limits to Orchard Home Drive | New Roadway | Realign S Stage Rd and construct new minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 1 (Short-term) | \$4,345 |
| 467 | Lear Way, Coker Butte Road to Vilas Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$6,465 |
| 535 | Barnett Road, North Phoenix Road to Lone Oak Drive | New Roadway | Realign and construct new minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$4,455 |
| 471 | Spring Street, Pierce Road to Foothill Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$3,955 |
| 479 | Manzanita Street, extension from Riverside Avenue to Spring Street and crossing Interstate 5 | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) and new crossing of I-5 at Manzanita | 2 | \$100,000 |
| 482 | Owen Drive, McLoughlin Drive to Foothill Road | New Roadway | Construct new major collector minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$5,100 |
| 484 | Stanford Avenue, Barnett Road to Coal Mine Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$6,000 |
| 485 | Bellinger-Cunningham Avenue Connector, Hull Road to Orchard Home Drive | New Roadway | Construct new minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$6,835 |
| 486 | Springbrook Road, Owen Drive to Coker Butte Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$4,210 |
| 489 | Diamond Street, Orchard Home Drive to Sandstone Drive | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$640 |
| 539 | N/S Collector Street in SE Medford TOD | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$5,410 |

New Roadways and Roadway Extensions Projects

| Project # | Location | Project Type | Description | Tier | Cost (\$1,000) |
|-----------|---|--------------|--|------|----------------|
| 601 | Dakota Avenue, Collinwood Court to Oak Grove Road/Madrona Lane | New Roadway | Construct new minor collector roadway (includes one lane each direction, bike facilities, and sidewalks) | 2 | \$3,510 |
| 604 | Holly Street, Garfield Street to South Stage Road | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$6,475 |
| 607 | Stevens Street connection to Oregon Avenue | New Roadway | Construct new minor collector roadway (includes one lane each direction, bike facilities, and sidewalks) | 2 | \$310 |
| 624 | Wilson Road, Table Rock Road to City Limits | New Roadway | Construct new minor collector roadway (includes one lane each direction, bike facilities, and sidewalks) | 2 | \$3,885 |
| 627 | Crater Lake Avenue, Coker Butte Road to northern UGB | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$8,580 |
| 628 | Lear Way, Vilas Road to northern city limits | New Roadway | Construct new minor collector roadway (includes one lane each direction, bike facilities, and sidewalks) | 2 | \$1,900 |
| 629 | Airway Dr /Industry Dr, Vilas Road to Coker Butte Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$9,345 |
| 630 | Springbrook Road, Coker Butte Road to Vilas Road | New Roadway | Construct new major collector roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$8,055 |
| 631 | East-West collector between Coker Butte Road and Vilas Road, Crater Lake Highway to eastern UGB | New Roadway | Construct new minor collector roadway (includes one lane each direction, bike facilities, and sidewalks) | 2 | \$3,950 |
| 677 | Golf View Drive, Juanipero Way to southern expansion boundary | New Roadway | Construct new major collector (minor collector south of South Stage Road extension) roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$10,760 |
| 678 | East-West collector along southern UGB, Golf View Drive to North Phoenix Road | New Roadway | Upgrade to minor collector standard including one lane in each direction, bike facilities, and sidewalks | 2 | \$2,140 |
| 681 | Experiment Station Road, Kings Highway to Holly Street | New Roadway | Construct new minor collector standard (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$3,830 |
| 703 | Dakota Avenue extension to Lozier Lane | New Roadway | Construct new minor collector standard (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$2,290 |
| 704 | N/S Collector Street in SE Medford TOD | New Roadway | Construct new minor-major collector standard (includes one lane in each direction, bike facilities, and sidewalks <u>and no curbed/landscaped center median</u>) | 2 | \$3,310 |
| 705 | Lone Oak Drive Extension | New Roadway | Construct new major collector standard (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$8,160 |
| 709 | Owen Drive, Torrent Street to McLoughlin Drive | New Roadway | Construct new major-collector-minor arterial roadway (includes center turn-lane, bike facilities, and sidewalks) | 2 | \$3,845 |
| 710 | McLoughlin Drive, Ford Drive to Northern Expansion Boundary | New Roadway | Construct new major collector roadway (includes one lane in each direction, center-turn lane, bike facilities, and sidewalks) | 2 | \$1,935 |

| New Roadways and Roadway Extensions Projects | | | | | |
|--|--|--------------|---|--------|---------------------------------|
| Project # | Location | Project Type | Description | Tier | Cost (\$1,000) |
| 711 | Spring Street, Foothill Road to Urano Lane | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$2,645 |
| 712 | Urano Lane, Hillcrest Road to Spring Street | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$1,835 |
| 713 | Fairfax Street, Delta Waters Road to northern expansion boundary | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$4,180 |
| 714 | Cheltenham Way, Ford Drive to northern expansion boundary | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$2,370 |
| 716 | Hondeleau Lane, City Limits to eastern expansion boundary | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$1,045 |
| 722 | Murphy Road extension to Pierce Road | New Roadway | Construct new minor collector roadway (includes one lane in each direction, bike facilities, and sidewalks) | 2 | \$3,830 |
| | | | | Tier 1 | \$27,695 |
| | | | | Tier 2 | <u>\$276,255</u> <u>176,255</u> |
| | | | | TOTAL | <u>\$303,950</u> <u>203,950</u> |

¹A total of \$15,000,000 has been assigned to the N. Phoenix / Foothill Corridor and the S Stage Extension and Overcrossing of I-5 combined in the short term. Total Project costs, and projected time frames, for individual segments are shown but not included in the total funding allocation. Sources for the balance of the funding will be identified through future partnerships and policy decisions.

City Intersection Projects

| Project # | Location | Description | Tier | Timeframe | Cost (\$1,000) |
|-----------|---------------------------------------|--|------|----------------|-------------------------------|
| I-48 | Garfield Street & South Holy Street | Install traffic signal or roundabout when warranted | 2 | When warranted | \$400 |
| I-49 | Garfield Street & South Peach Street | Install traffic signal or roundabout when warranted | 2 | When warranted | \$400 |
| I-50 | Hillcrest Road & Barneburg Road & | Geometric improvements such as re-alignment or roundabouts | 2 | When warranted | \$4,400 |
| I-52 | Hillcrest Road & Sunrise Avenue | Geometric improvements such as re-alignment or roundabouts | 2 | When warranted | \$2,200 |
| I-54 | Juanipero Way and North Phoenix Road | Install traffic signal or roundabout when warranted | 2 | When warranted | \$400 |
| I-56 | Kings Highway & South Stage Road | Install traffic signal or roundabout when warranted | 2 | When warranted | \$400 |
| I-57 | Lozier Lane & Cunningham Avenue | Install traffic signal or roundabout when warranted | 2 | When warranted | \$400 |
| I-59 | Main Street & Hamilton Street | Monitor warrants for enhanced pedestrian crossing or traffic signal. | 2 | When warranted | \$400 |
| I-63 | McAndrews Road & Riverside Avenue | Intersection improvements such as re-striping westbound approach to one through, a shared through/right, and a right-turn lane, signal modifications, and second westbound right-turn lane when needed | 2 | When warranted | \$245 |
| I-65 | Oak Grove Road & Stewart Avenue | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| I-66 | Orchard Home Drive & South Stage Road | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| I-67 | Orchard Home Drive & Sunset Drive | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| I-68 | Owen Drive & Springbrook Road | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| I-70 | West Jackson Street & West McAndrews | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| I-71 | Willamette Avenue & Main Street | Install traffic signal or roundabout when warranted | 2 | When warranted | \$2,200 |
| | | | | Tier 1 | <u>\$14,619</u> <u>15,129</u> |
| | | | | Tier 2 | <u>\$33,546</u> <u>34,272</u> |
| | | | | TOTAL | <u>\$48,165</u> <u>49,401</u> |

¹ Intersection projects I-12, I-14, I-22, I-26, and I-27 have no cost because their costs are already budgeted in the FY18-FY19 biennial budget.

Note: For projects designated "When Warranted", traffic studies and associated signal warrants will determine when a signal or roundabout should be installed. The city will implement roundabouts rather than traffic signals wherever feasible.

Figure 20 Roadway and Intersection, Bicycle, and Pedestrian Tier 2 Projects

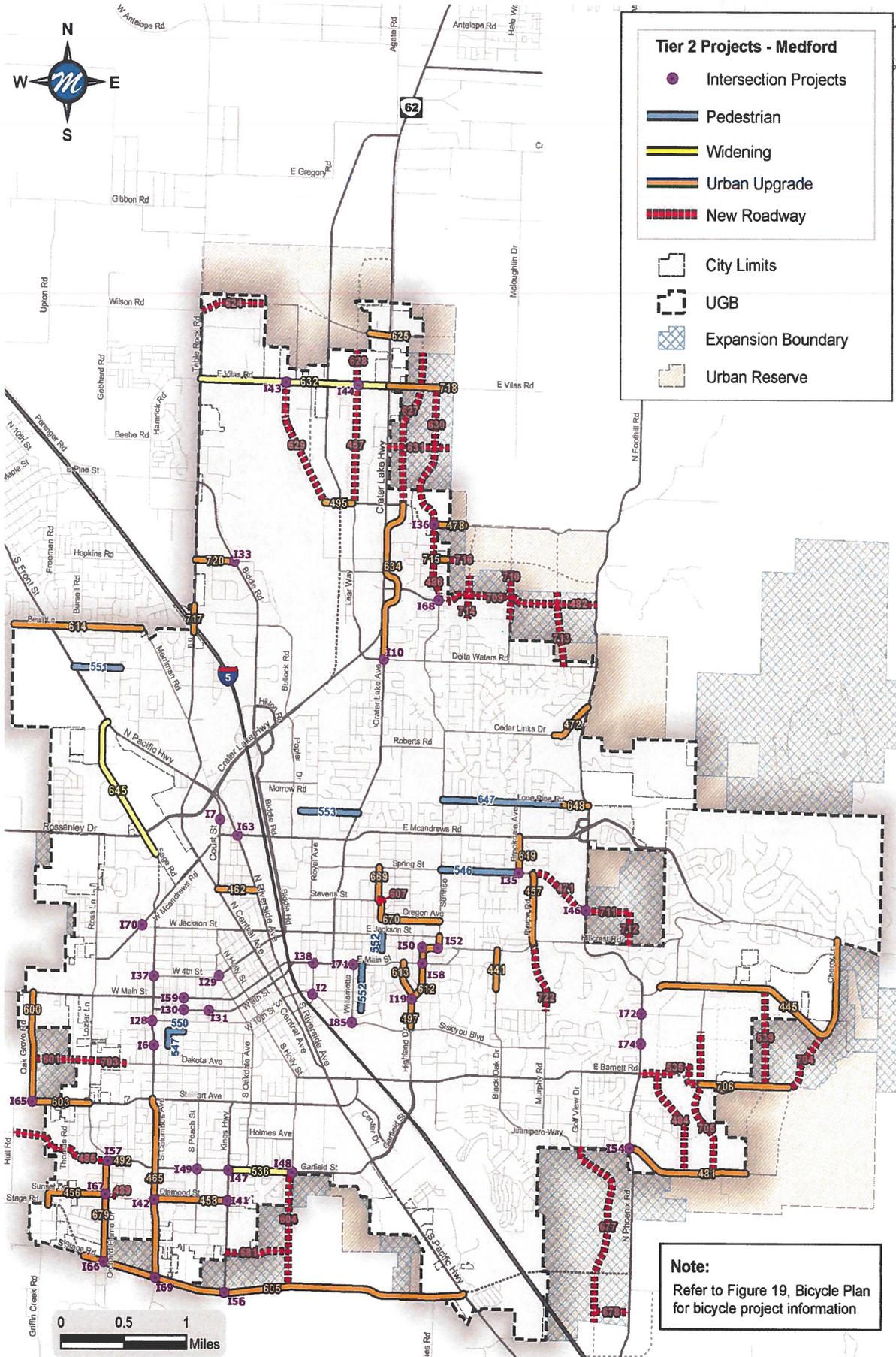
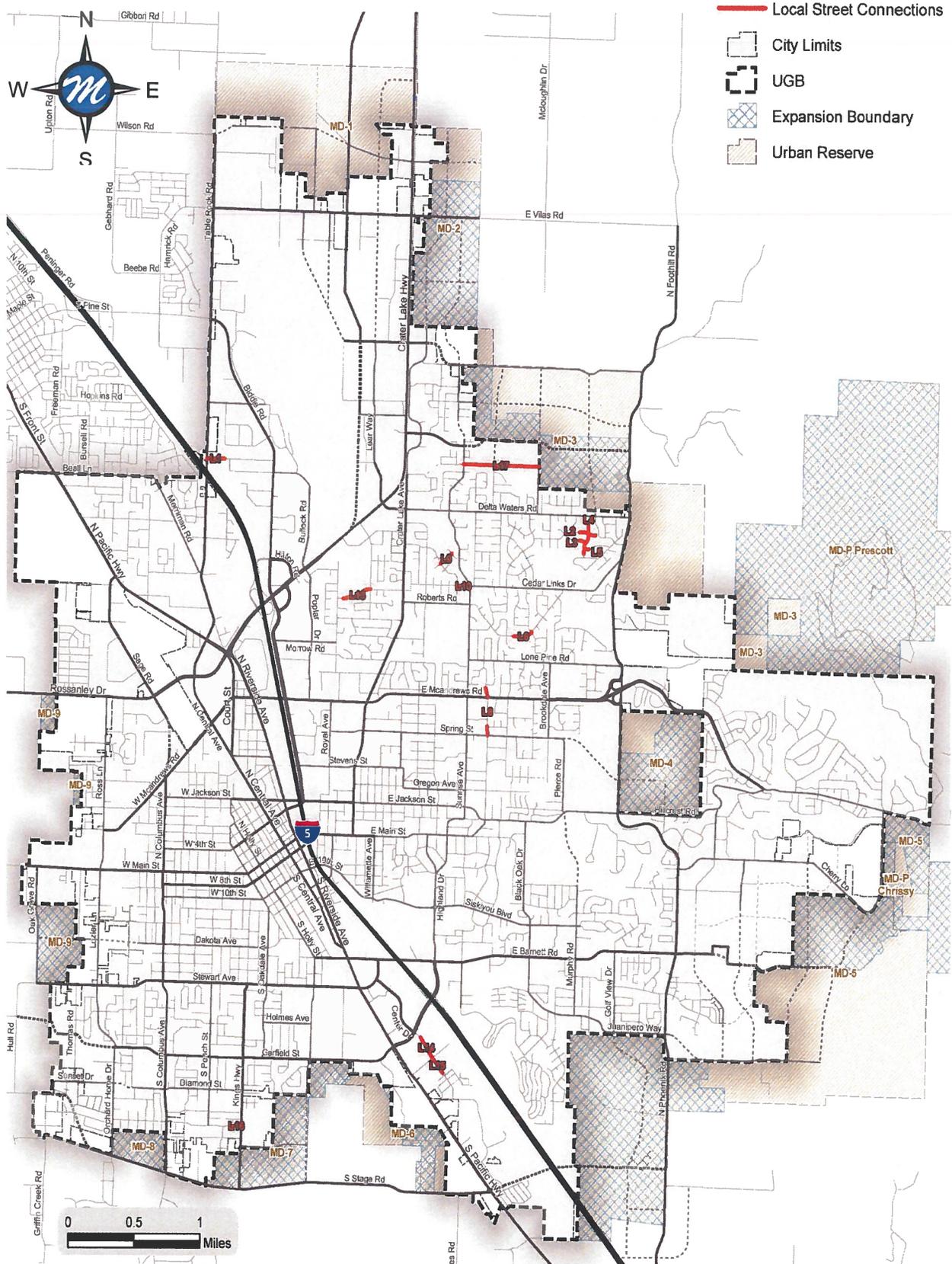


Table 23 Street Connections

| Project Number | Name | Type |
|----------------|---|-------------------------|
| L1 | Gilman Road Extension to Table Rock | Local Street |
| L2 | Viewpoint Dr Extension to Tiffany Street Extension | Local Street |
| L3 | Bryson Way Extension to Tiffany Street Extension | Local Street |
| L4 | Tiffany Street Extension to Augustine Drive | Local Street |
| L5 | Wheatridge Extension to Tiffany Street Extension | Local Street |
| L6 | Wilkshire Rd to Roberts Dr Connection | Local Street |
| L7 | Murphy Rd extension from Country Club Drive to Hillcrest Rd. | Local Street |
| L8 | Valley View Drive extensions to McAndrews Road and to Spring Street | Local Street |
| L9 | Bell Court connection to Temple Drive at Montelimar Drive | Local Street |
| L10 | Cedar Links Dr extension to Perri Pl through residential | Local Street |
| L11 | Hilton Road extension to Whittle Avenue | Local Street |
| L12 | Patrick Street extension to Corona Avenue | Local Street |
| L13 | Grandview Avenue extension to Steelhead Run | Local Street |
| L14 | Center Drive extension to Charlotte Ann Road | Local Street |
| L15 | Highgate Street extension to Charlotte Ann Road | Local Street |
| L16 | Archer Drive extension to Kings Highway | Local Street |
| L17 | Ford Drive, Springbrook Road to eastern UGB | Local Street |

Figure 23 Street Connectivity



Key Code and Policy Amendments

Chapter 6: Key code and policy amendments changes required to implement the *TSP*.

- Update the LOS standards
- Establish a roundabout analysis policy in the Public Works Department
- Modify the Municipal Code related to pro-rata share requirements for traffic signals and roundabouts
- Provide an exemption from trip generation calculations for residences built over commercial
- Modify the submittal requirements for Traffic Impact Analyses (TIA) to include a specific safety analysis and mitigation requirement for vehicles as well as pedestrian, bicycle, and transit modes
- Provide an allowance for alternative mitigation measures; circumstances under which they can be used will be defined during implementation
- ~~Evaluate whether to move concurrency to the land use application (site plan) process rather than at time of zone change~~ Amend the City's concurrency and transportation facility adequacy requirements by adopting local procedures that apply the Oregon Transportation Planning Rule as the determinant of facility adequacy.
- Modify the code to address building orientation and transit planning requirements for new development, including defining major transit stops into code language
- Implement changes related to the TDM action plan under Parking Strategies section
- Evaluate the number of permitted driveways, driveway consolidation standards, and cross access easement requirements
- Update the cross access requirements for private development in the land development code and insert the Potential Driveway Consolidation diagram into the Land Development Code
- Create requirements for existing buildings to install bicycle racks and remove unutilized driveway approaches as part of tenant improvements
- Codify changes related to legacy street standards as outlined in the Legacy Streets section
- Provide the Planning Commission with the flexibility to modify the planter strip and right-of-way widths based on surrounding context and improvements
- Codify the evaluation criteria related to streets with missing bicycle lanes
- Work with ODOT to create alternate mobility targets for State facilities within City limits
- Research and then create standards that require conduit along arterial and selected collector roadways during roadway improvement projects where overhead electrical transmission is not available.



CITY OF MEDFORD
AGENDA ITEM COMMENTARY

Item No: 100.1

www.ci.medford.or.us

DEPARTMENT: City Manager's Office
PHONE: (541) 774-2000
STAFF CONTACT: Brian Sjothun, City Manager

AGENDA SECTION: City Manager Reports
MEETING DATE: November 15, 2018



ELECTED ESSENTIALS WORKSHOPS

New to city government? Need a refresher on government fundamentals?

Plan now to attend one of 13 FREE trainings around the state.

Topics covered include:

- Public records and public meetings
- Ethics
- Roles and responsibilities of councilors, mayors, city managers and staff
- Achieving a high-functioning governing body
- Regional topics customized to each location

Dates and locations:

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 November 29 – Tigard
 November 30 – Hood River
 December 5 – Manzanita
 December 6 – Waldport
 December 12 – Monroe
 December 12-13 – Hermiston
 (two evening sessions)

December 13 – Bandon
 December 13 – Klamath Falls
 December 14 – Grants Pass
 January 10 – Sisters
 January 18 – Baker City
 January 23 – Salem

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Tentative Agenda for All-Day Elected Essentials Program

| | |
|-------------------------|--|
| 7:30 a.m. – 8:15 a.m. | Registration & Continental Breakfast. |
| 8:15 a.m. – 8:30 a.m. | Welcome and Introductions. |
| 8:30 a.m. – 9:15 a.m. | Council Responsibilities. |
| 9:15 a.m. – 10:30 a.m. | Ethics. |
| 10:30 a.m. – 10:45 a.m. | Morning Break. |
| 10:45 a.m. – 11:45 a.m. | Public Meetings. |
| 11:45 a.m. – 12:30 p.m. | Public Records. |
| 12:30 p.m. – 1:15 p.m. | Lunch. |
| 1:15 p.m. – 2:45 p.m. | Workshop on Achieving & Maintaining High-Functioning Governing Bodies. |
| 2:45 p.m. – 3:00 p.m. | Afternoon Break. |
| 3:00 p.m. – 3:45 p.m. | Region-Chosen Session #1. |
| 3:45 p.m. – 4:30 p.m. | Region-Chosen Session #2. |