



## Planning Commission

# Agenda

### Study Session

August 8, 2016

Noon

Lausmann Annex, Room 151–157  
200 South Ivy Street, Medford, Oregon

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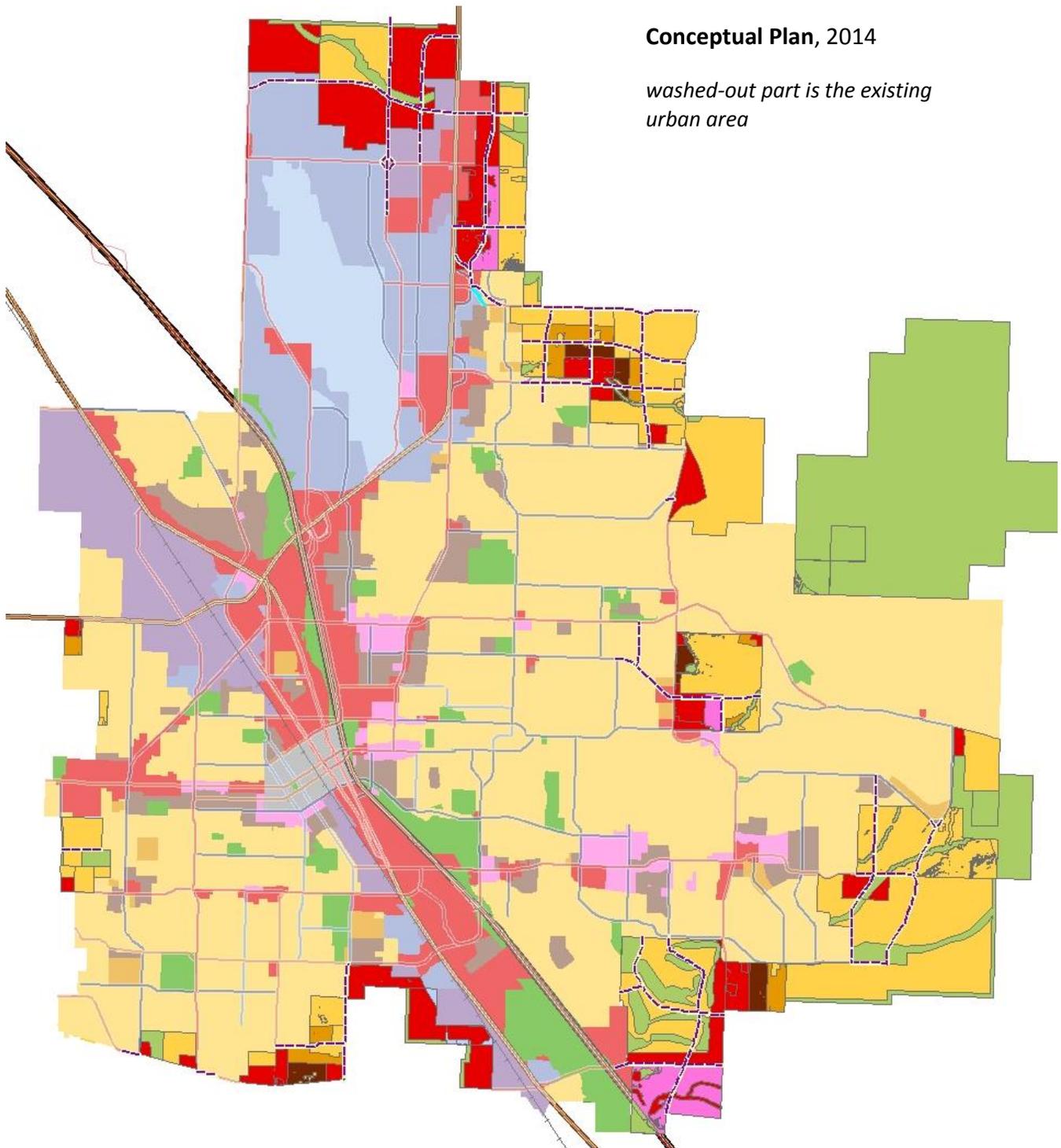
**10. Introductions**

**20. Discussion item**

20.1 CP-16-075 Urbanization Planning process; review of draft

**30. Adjournment**





**Conceptual Plan, 2014**

*washed-out part is the existing  
urban area*

# Urbanization Planning

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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 and a “conversion plan” as termed in the Urban Growth Management Agreement. As such, an urbanization plan specifies zoning and development patterns in greater detail than the General Land Use Plan (GLUP) map.

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 insure 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 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.

- 4.1 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.
- 4.2 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 the provisions of sections 5 and 6, below.
  - 4.2.2 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, and at least 50 percent of the assessed land value for the unit.
  - 4.2.3 The urbanization plans will be adopted as appendixes to the Neighborhood Element of the Comprehensive Plan.
- 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, will be considered under the same application when the urbanization plans are submitted.
- 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, and MD-6b.

## 5. PLAN CONTENTS

In order to adopt an urbanization plan, the City Council shall be satisfied that the submitted plan adequately demonstrates each of the following:

- 5.1 Compliance with the minimum gross density requirement by pre-zoning areas according to General Land Use Plan designation. 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.
- 5.2 A transportation circulation plan map showing:
  - 5.2.1 Locations of higher-order streets.
  - 5.2.2 A highly connected pattern of local streets and paths. Obstacles to connections will be shown and explained. A high density of intersections is desirable both for efficient utilization of land in the urban reserve and to serve the transportation needs of all modes. Off-street paths count as components of the transportation system, trails (i.e., designed only for recreation) do not.
  - 5.2.3 Locations of streets are intended to be accurate. If locations/connections have to be moved or eliminated during subsequent development, resulting connectivity must be demonstrably as good or better as determined by the approving authority for that development action.
- 5.3 Compliance with the open space allocation for an urban reserve area (see land use distribution table in RPE). The allocation shall be proportioned to the size of the cohesive “planning unit” with respect to the whole area<sup>1</sup>. 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

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<sup>1</sup> 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.

- 5.4 Compliance with the requirements of Regional Plan Element, section 4.1.6, for mixed-use/pedestrian-friendly development. Planning units containing only one type of classification are exempt from this requirement.
- 5.5 Coordination with public utility providers, including water, sewer, transportation, and irrigation districts.
- 5.6 Extensions of riparian corridors, wetland protections, and habitat protections.
- 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.

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

- 5.9 Deviations from Municipal Code provisions, including exceptions to Chapter 10.
- 5.10 Limitations on development due to facility capacity shortfalls.
- 5.11 Architectural details.
- 5.12 Specifics about building types and building placement.
- 5.13 Access and internal circulation on prospective lots or development sites.

## 6. URBANIZATION PLAN—ALLOWANCES

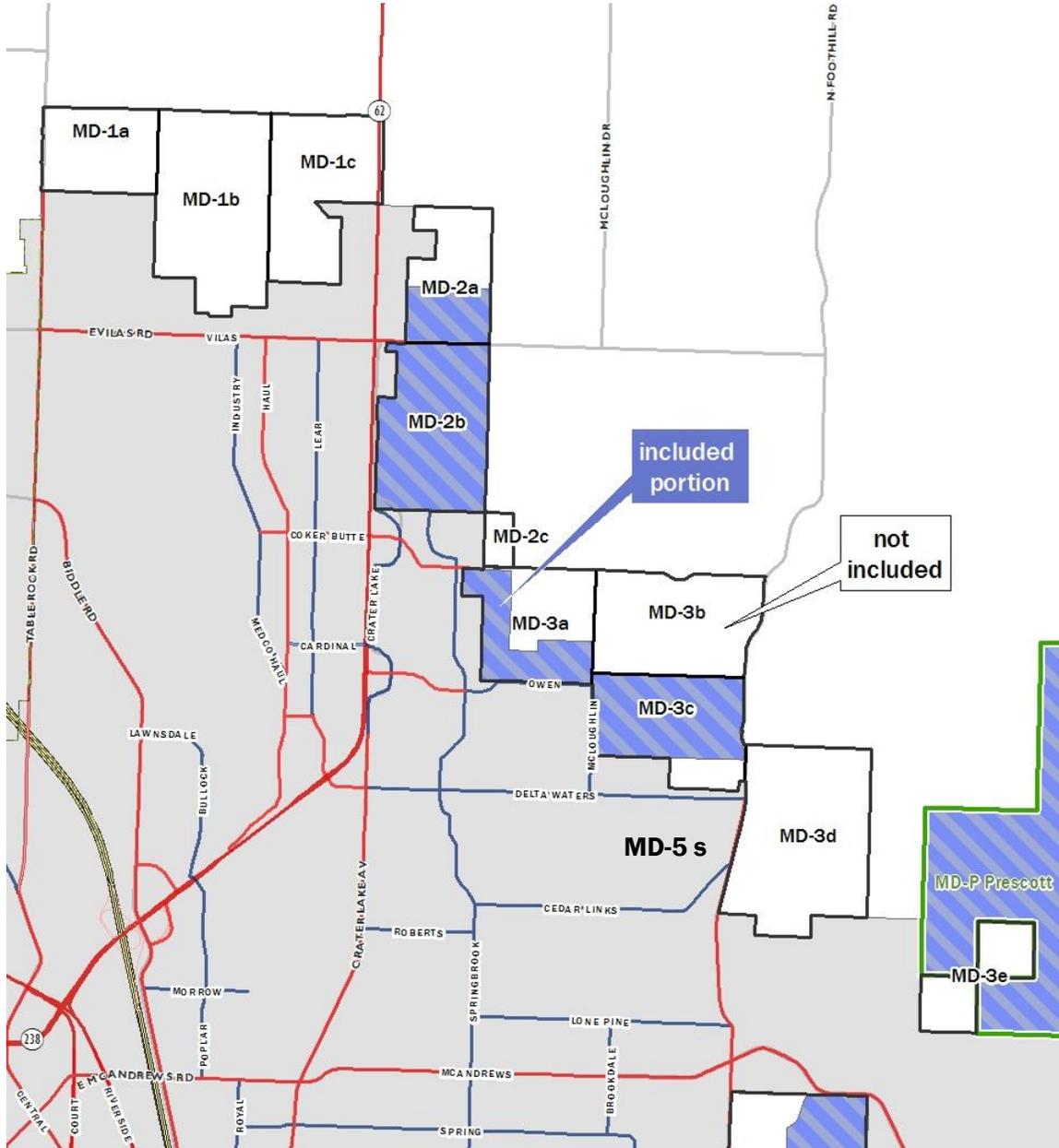
The Regional Plan Element allocates land use categories—residential, employment, open space—in specific proportions to each area of the urban reserve. Since those RPE allocations were independent of particular determinations of land needs, there has to be some leeway for the Council and landowners in reconciling current land needs with the prescribed allocations. The following deviations may be considered by the Council when adopting an urbanization plan:

- 6.1 Rearrangement of the GLUP designations within the unit.
- 6.2 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.

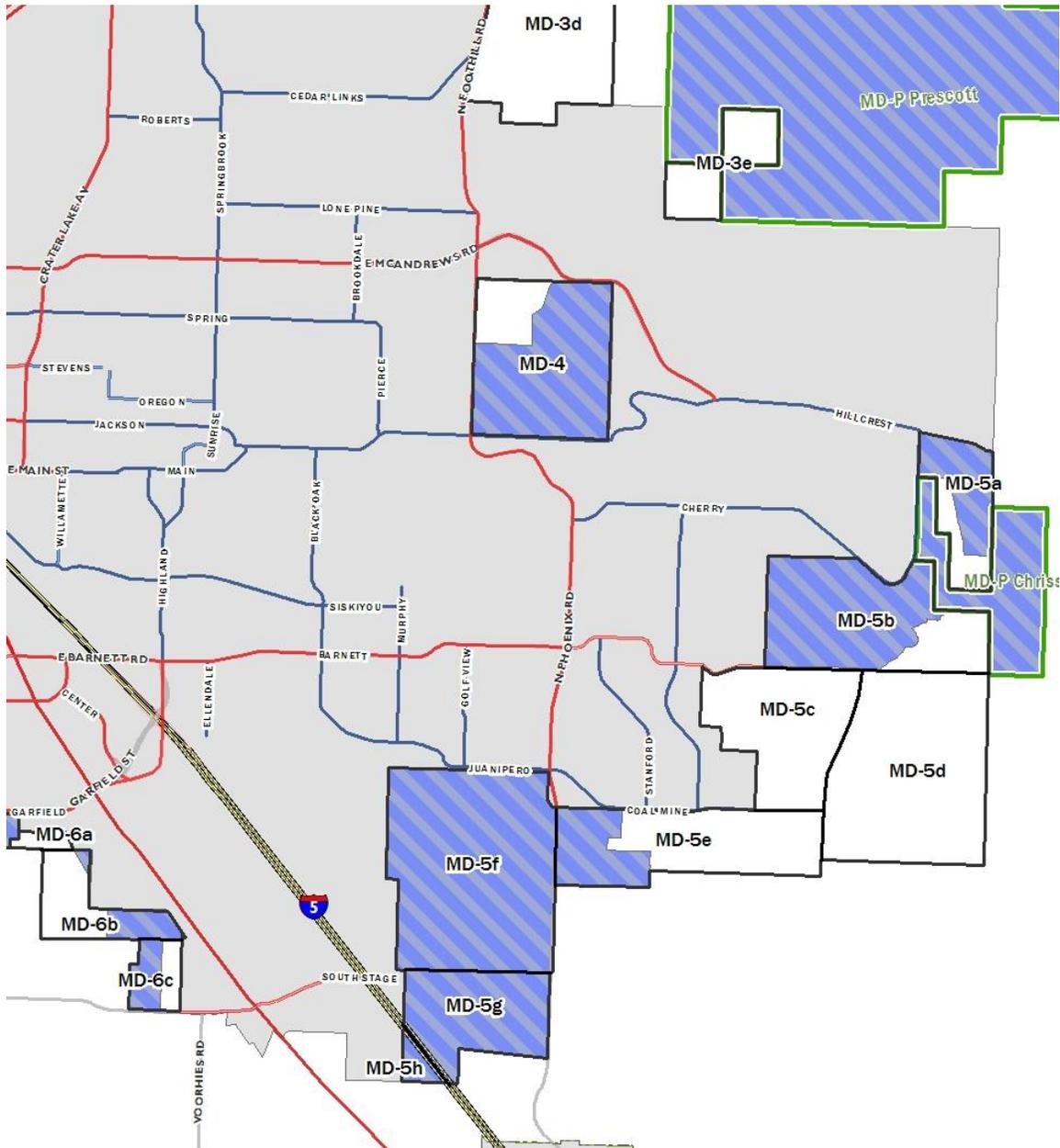
## 7. PLANNING UNIT MAPS

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

### 7.1 Areas MD-1 through MD-3 (north and northeast)



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





## 4. REGIONAL OBLIGATIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

al Transportation Plan; and

- e. As a condition of land division approval, a deed declaration shall be signed and recorded that recognizes public facilities and services will be limited as appropriate to a rural area and transitioned to urban providers in accordance with the adopted URMA.
- 4.1.15. **Rural Residential Rule.** Until the City of Ashland adopts an Urban Reserve Area, the minimum lot size for properties within 1 mile of the Urban Growth Boundary of Ashland shall continue to be 10 acres, as outlined in Oregon Administrative Rule 660-004-0040(8)(c).
- 4.1.16. **Population Allocation.** The County’s Population Element shall be updated per statute to be consistent with the gradual implementation of the adopted Plan. If changes occur during an update of the County’s Population Element that result in substantially different population allocations for the participating jurisdictions of this Regional Plan, then the Plan shall be amended according to Section 5 of this Chapter of the Plan.
- 4.1.17. **Parkland.** For the purposes of UGB amendments, the amount and type of park land included shall be consistent with the requirements of OAR 660-024-0040 or the park land need shown in the acknowledged plans
- 4.1.18. **Slopes.** Future urban growth boundary amendments will be required to utilize the definition of buildable land as those lands with a slope of less than 25 percent, or as consistent with OAR 660-008-0005(2) and other local and state requirements.
- 4.1.19. **Greater Coordination with the RVMPO.** The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Organization (RVMPO) to:
- a. Prepare the Conceptual Transportation Plans identified in Section 4.1.7;
  - b. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 4.1.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs;
  - c. Plan and coordinate the regionally significant transportation strategies critical to the success of the adopted Regional Plan including the development of mechanisms to preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation

Plans; and

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

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

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

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

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

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

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

**INCENTIVES**

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