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TRACKED-CHANGES VERSION

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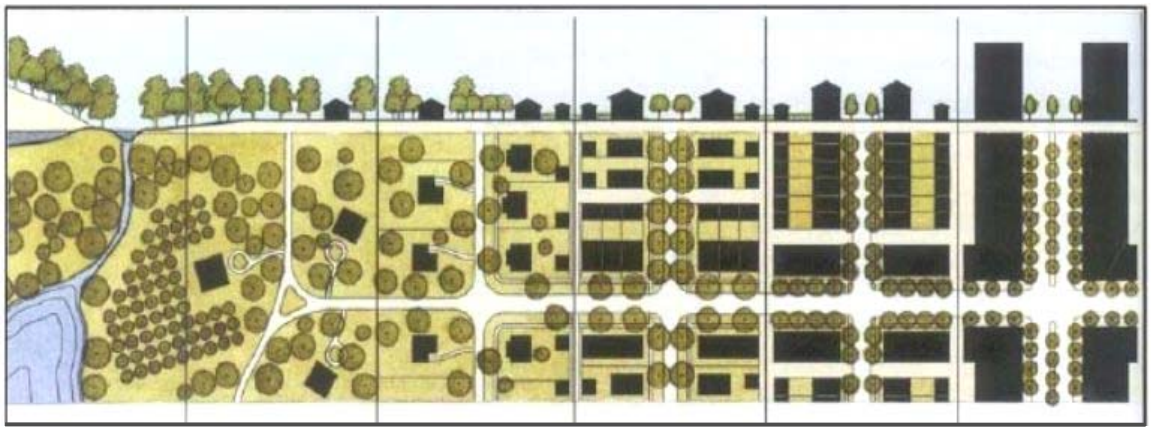
City of Medford

Urbanization Element *of the Comprehensive Plan*



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STATEWIDE PLANNING GOAL 14: URBANIZATION

~~STATEWIDE PLANNING GOAL 14: URBANIZATION~~

The purpose of the Urbanization Element of the Comprehensive Plan is to identify the policies and procedures that the City of Medford, in cooperation with Jackson County, has adopted to comply with ~~Statewide Planning~~ Goal 14: Urbanization~~.~~, the purpose of which is:

> ~~***STATEWIDE PLANNING GOAL 14: URBANIZATION: TO PROVIDE FOR AN ORDERLY AND EFFICIENT TRANSITION FROM RURAL TO URBAN LAND USE***~~
>
> *To provide for an 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.*

To accomplish this ~~goal~~Goal, the City of Medford and Jackson County have adopted: ~~1)~~

- An **Urban Growth Boundary**; ~~2) Policies~~
- A set of policies concerning the regulation of ~~the~~ land within the Urban Growth Boundary, collectively referred to as the ~~Urbanization Policies; 3)~~ **Urban Growth Management Agreement**; and
- **Annexation Policies** concerning ~~annexation of unincorporated~~ the incorporation of urbanizable land to the City of Medford~~, collectively referred to as the Annexation Policies; and, 4) An intergovernmental agreement allowing unincorporated urbanizable land to be developed with urban-level development prior to annexation, referred to as the Intergovernmental Agreement on Contract Annexation.~~.

  ~~URBAN GROWTH BOUNDARY~~

Urbanization Element—Context

It is useful to understand the intersections of jurisdictional authority as they relate to land categories in the State statutory system. Because long-range planning responsibilities overlap, there is a demonstrable need for management agreements. The following table shows the various categorizations of land and the types of authority counties and cities typically exercise.

Table 1. Classifications and Jurisdictional Authorities applied to Land

Government Services	Land Classification		Planning Authority
County (Rural) [*Some overlap exists*]	Rural	non-urbanizable	County
	Urban Reserve		Mixed *County & City*
	UGB	urbanizable	
City (Urban)	Urban *city limits*		City

1. URBAN GROWTH BOUNDARY

The Medford Urban Growth Boundary (UGB) includes land within the city~~,~~ and selected land surrounding the city that is committed to ~~and/or~~ /planned for future city growth, the development of which is likely to require the extension of urban services.~~-~~ Land ~~surrounding~~around the city ~~and~~ within the UGB is called the unincorporated urbanizable area in this element. ~~In Chapter 253 of the Jackson County *Land Development Ordinance*, it is called the Medford Urban Overlay (MUO) District.~~ The Medford UGB was last amended in 1990 through a cooperative process between the City of Medford and Jackson County.~~-~~ It is officially delineated on the Jackson County and City of Medford Comprehensive Plan and ~~Zoning~~zoning maps.

The Medford UGB was established to comply with the ~~state law requiring~~ statutory requirement for Urban Growth Boundaries around urbanized areas to identify and separate urbanizable land from rural land.

~~Establishment and amendment of UGBs are based upon the following Goal 14 factors:~~

~~1. A demonstrated need to accommodate long-range urban population growth requirements consistent with Land Conservation and Development Commission (LCDC) goals;~~
~~2. A need for housing, employment opportunities, and livability;~~
~~3. The orderly and economic provision of public facilities and services;~~
~~4. The maximum efficiency of land uses within, and on the fringe of the existing urban area;~~
~~5. The environmental, energy, economic, and social consequences;~~
~~6. The retention of agricultural land as defined, with Class I having the highest priority for retention, and Class VI having the lowest priority; and,~~
~~7. The compatibility of proposed urban uses with nearby agricultural activities.~~

~~**URBANIZATION POLICIES**~~

~~THE FOLLOWING~~2.1 URBAN GROWTH AREA MANAGEMENT

Appendix 2 contains the Urban Growth Management Agreement (UGMA) between the City of Medford and Jackson County. The UGMA policies guide the administration of ~~the Medford Urban Growth Boundary:~~

~~1. An Urban Growth Boundary adopted herein, or hereinafter amended, for the Medford area will establish the limits of urban growth to the year 2010.~~
   ~~a. Annexation to the City of Medford shall occur only within the officially adopted UGB.~~
   ~~b. Specific annexation decisions shall be governed by the official annexation policies of the City of Medford. The city shall provide an opportunity for Jackson County to respond to pending requests for annexation.~~

~~2. The City of Medford General Land Use Plan (GLUP) Map and zoning designations for unincorporated urbanizable land, and all other city development and building safety standards, shall apply only after annexation to the city; or through a contract of annexation between the city, Jackson County, and other involved parties; or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2).~~

~~a. Urban development shall be encouraged to occur on undeveloped and underdeveloped land within city limits prior to the annexation and conversion of other land within the UGB.~~

~~3. Except in cases where a contract for annexation has been executed, or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2), Jackson County shall retain jurisdiction over land use decisions within the unincorporated~~Medford's urbanizable area~~, and such decisions shall conform to these adopted policies:~~.

~~a. Prior to annexation, no land divisions shall be approved by the county which create lots of less than forty (40) acres in size.~~

~~b. Recognizing that unincorporated areas within the UGB could ultimately become part of Medford, the city's recommendations will be given due consideration. It is the intent of the county to administer mutually adopted city/county policies in the unincorporated urbanizable area until the area is annexed to the city.~~

~~c.~~ 2.2 BOUNDARY AMENDMENT PROCEDURES

The ~~city will be requested to respond to pending applications~~procedures for ~~all land use actions in the unincorporated urbanizable area. If no response is received within 14 days, the county may assume that the city has no objections to the request.~~

~~d. The county will be requested to respond to pending applications for all land use actions within the incorporated area that may affect land under county jurisdiction. If no response is received within 14 days, the city may assume that the county has no objections to the request.~~

~~e. If the city and county have mutually approved, and the city has adopted, conversion plan regulations for the orderly conversion of property from county to city jurisdiction, the county will require that applications for subdivisions, partitions, or other land divisions within the UGB be consistent with the city's *Comprehensive Plan*. Once developed, the mutually agreed upon conversion plan shall be the paramount document, until incorporation occurs.~~

~~4. Any land use actions within the unincorporated urbanizable area shall conform to urban standards and public improvement requirements as contained in the city and county Land Development Codes, except that in the case of a conflict between the two, the more restrictive shall apply.~~

5. ~~Within the unincorporated urbanizable area, execution and recording of an Irrevocable Consent to Annex to the City, pursuant to ORS 222.115, shall be required for:~~
   a. ~~Single-family residential permits~~
   b. ~~Sanitary sewer and water hook-up permits *~~
   c. ~~All land use actions subject to county Site Plan Review~~

   ~~* This policy, with reference to sewer hook-ups provided by Bear Creek Valley Sanitary Authority (BCVSA), has been disallowed by the Oregon Court of Appeals.~~
6. ~~The city, county and affected agencies shall coordinate the expansion and development of all urban facilities and services within the urbanizable area.~~
   a. ~~Urban facilities and services shall be planned in a manner which limits duplication to provide greater efficiency and economy of operation.~~
   b. ~~A proposed single urban facility or service extension within the unincorporated urbanizable area must be coordinated with the planned future development of all other urban facilities and services appropriate to that area prior to approval, and shall be provided at levels necessary for expected uses as designated on the Medford *Comprehensive Plan*.~~
   c. ~~The city shall be responsible for adopting and maintaining a public facilities plan for the city and unincorporated urbanizable area pursuant to OAR 660-11.~~
   d. ~~When development occurs within an unincorporated urbanizable area subject to a contract for annexation, or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2), any or all city services may be extended to these areas. All associated fees and charges which are applicable within the city shall be applicable to these areas, and shall be paid to the city pursuant to city regulations.~~
7. ~~Provision of sewer and water services may only occur beyond the UGB after approval by the provider agency and Jackson County, and when a danger to public health as defined by ORS 431.705 (5) exists. The services thus authorized shall serve only the area in which the danger exists, and shall provide a level of service consistent with the Jackson County *Comprehensive Plan* designation.~~
8. ~~All county road construction and reconstruction resulting from new development, redevelopment, or land divisions in the urbanizable area shall be built to urban standards, except that the term reconstruction does not include normal road maintenance by the county.~~
9. ~~Long range transportation and air quality planning for the urbanizable area shall be a~~ joint city/county ~~process coordinated with all affected agencies.~~
10. ~~Land within the urbanizable area which currently supports a farm use, as defined by ORS 215.203, shall be encouraged, through zoning and appropriate tax incentives, to remain in that use for as long as is economically feasible for the property owner.~~

a. ~~Economically feasible, as used in this policy, is interpreted to mean feasible from the standpoint of the property owner. Implementation of this policy will be done on a voluntary basis. Exclusive Farm Use (EFU) zoning may be applied to qualifying land by the county, with the understanding that such land is considered available over a period of time for urban uses.~~

b. ~~This policy applies only to areas in the UGB identified by the city or county Comprehensive Plans as agricultural land, and shall not be used as a standard to~~ review ~~other land use applications within the urbanizable area.~~

c. ~~This policy is not intended to preclude the use of EFU land for essential public facilities and services to serve the urban and urbanizable areas.~~

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

12. ~~The city and county acknowledge the importance of permanently protecting agricultural land outside the UGB zoned EFU, and acknowledge that both jurisdictions maintain, and will continue to maintain, policies regarding the buffering of said lands. Urban development will be allowed to occur on land adjacent to land zoned EFU when the controlling jurisdiction determines that such development will be compatible with the adjacent farm use. Buffering shall occur on the urbanizable land adjacent to the UGB. The amount and type of buffering required will be considered in light of the urban growth and development policies of the city, and circumstances particular to the agricultural land. The controlling jurisdiction will request and give standing to the non-controlling jurisdiction for recommendations concerning buffering of urban development proposals adjacent to lands zoned EFU. Buffering options may include:~~

a. ~~Physical separation through special setbacks for new urban structures adjacent to the UGB;~~

b. ~~Acquisition by public agencies;~~

c. ~~Lower densities at the periphery of the UGB than those allowed elsewhere in the city;~~

d. ~~Strategic location of roads, golf courses, or other visible public or semi-public open spaces;~~

e. ~~Use of vegetative screens, earthen berms, and fences of sufficient height and substance to help reduce the trespass of people, animals, and vehicles;~~

f. ~~Orientation of structures and fencing relative to usable exterior space, such as patios, rear yards, and courts, so that the potential impacts from spray drift, dust, odors, and noise intrusion are minimized;~~

~~g. Design and construction of all habitable buildings, including window and door locations, so that the potential impacts of spray drift, dust, odors, and noise intrusion are minimized;~~

~~In addition, a deed declaration recognizing common, customary, and accepted farming practices shall be required for all development occurring within 300 feet of EFU zoned land.~~

~~13. All UGB amendments shall include adjacent street and other transportation rights-of-way.~~

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

~~AMENDMENT PROCEDURES~~

~~The procedures for joint city/county review~~ and amendment of the ~~Urban Growth Boundary and Urbanization Policies~~urban growth boundary are as follows:

1.2.1. ~~1.~~ Major ~~Revisions~~Amendments

Major revisions in the UGB or ~~Urbanization Policies will be considered~~ any change to the UGMA are amendments to both the ~~city~~City and ~~county~~County Comprehensive Plans~~, and, as~~. As such, ~~are~~ each is subject to a legislative review process.

A major ~~revision shall include~~amendment includes any UGB change that would ~~necessitate~~:

a. Necessitate revisions to the intent of ~~city~~City or ~~county~~County Comprehensive Plan goals, policies, or text~~,~~; or ~~that has~~

b. Have widespread and significant impact beyond the immediate area, such as quantitative changes allowing for substantial changes in population~~,~~; or

c. Result in significant increases in resource impacts~~,~~; or

d. Result in qualitative changes in the uses of land ~~use~~ itself~~, —~~such as conversion of residential land to industrial use~~,~~; or

e. Have spatial changes that affect large areas, or many different ownerships. ~~Any change in the Urbanization Policies is considered a major revision.~~

1.2.2 Limitation on Frequency

Major ~~revisions~~ amendments will be considered by the city and county at five-year intervals from the date of adoption or amendment of the UGB and ~~Urbanization Policies.~~ UGMA. If the city and county governing bodies find that circumstances that have a significant effect on the public health, safety, or general welfare of the community prevail, a major revision can be considered at intervals of less than five years. A request for a major revision can be initiated by an individual or group, citizen advisory committees, affected agencies, and governing bodies. The party who seeks the revision shall be responsible for filing adequate written documentation with the ~~city and county~~ City and County governing bodies~~. The final legislative action on major revision requests shall be based on the following factors:~~ and paying appropriate fees.

~~a. The demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities;~~
~~b. The orderly and economic provision of key urban public facilities and services;~~
~~c. The maximum efficiency of land uses within the current urbanizable area;~~
~~d. Environmental, energy, economic, and social consequences;~~
~~e. The compatibility of the proposed change with other elements of the city and county Comprehensive Plans;~~
~~f. The other Statewide Planning Goals.~~

Major ~~revision~~amendment proposals shall be subject to a mutual city and county review and agreement process involving affected agencies, citizen advisory committees, and the general public. If the city and county cannot agree on a major revision, or until an acceptable revision is mutually agreed upon and adopted, both jurisdictions will continue to administer the existing UGB, Areas of Mutual Planning Concern boundaries, and ~~Urbanization Policies~~Urban Growth Management Agreement.

1.2.3. ~~2.~~ Minor Urban Growth Boundary Adjustments

~~Minor adjustments to the UGB may be considered subject to similar procedures used by the city and county in hearing zoning requests.~~ A minor revision is defined as ~~one focusing on specific individual properties, and not having significant impact beyond the immediate area of the change.~~ an amendment involving 50 acres or fewer. An application for a minor UGB adjustment can be made only by property owners, their authorized agents, or by a city or county governing body. ~~Written application for an adjustment may be filed with the~~

~~Jackson County Department of Planning and Development on forms prescribed by the county.~~ The standards for processing an application are as follows:

a. Final action on minor UGB adjustments shall be based on the same ~~six factors~~criteria required for major revision requests ~~as listed in the preceding section, Major Revisions~~.

b. Applications shall be reviewed by the affected city and county Citizens Planning Advisory Committees annually.

c. Applications shall be reviewed at joint city/county Planning Commissions meetings held annually for the express purpose of considering minor UGB adjustments.

d. The Planning Commissions shall forward a recommendation and findings on each application to the city and county governing bodies for final consideration.

e. Adjustments cannot be made to the UGB unless mutually agreed upon by a majority from each governing body. The county governing body shall be responsible for the preparation of the actual legal instrument that officially amends the UGB.

1.2.4. ~~3.~~ Determination of Major and Minor Amendments

The Planning Directors for the ~~county~~ County and ~~city~~ City are responsible for determining whether an amendment is to be considered through a major or a minor amendment process. In the event that the Planning Directors cannot agree, the proposal will be forwarded to the ~~city~~ City and ~~county~~ County Planning Commissions, and, if necessary, to the governing bodies or other appropriate body, until mutual agreement is reached.

1.2.5. ~~4.~~ Approval Criteria

The City will base its final legislative action for both major and minor amendments on:

a. The amendment factors in Goal 14[1] and compliance with the applicable State Statutes and Rules pertinent to the Goal.

[1] In summary, the Goal 14 factors (as of 2010) are:

Land Need

Establishment and change of urban growth boundaries shall be based on the following:

1. Demonstrated need to accommodate long-range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and
2. Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2).

b. Compliance with Jackson County's development ordinance standards for urban growth boundary amendment. Many of the findings made to satisfy subparagraph (a), preceding, will also satisfy this criterion.

c. Consistency with any pertinent terms and requirements of the current Urban Growth Management Agreement between the City and Jackson County.

1.2.6. Correction of Errors

a. An error is generally considered to be a cartographic mistake, or a misprint, omission, or duplication in the text. It is technical in nature, and not the result of new information or changing attitudes or policies.

b. If the City Council and County Board of Commissioners become aware of an error in the map(s) or text of ~~this mutually adopted urbanization program~~the urban growth management agreement, both bodies may cause an immediate amendment to correct the error, after mutual agreement is reached.

c. Corrections shall be made by ordinance, following a public hearing conducted by both governing bodies. Public hearings before the Planning Commissions shall not be required when an amendment ~~is intended~~ specifically ~~to correct~~and solely corrects an error.

1.2.7. ~~5.~~ Definitions

Urban Growth Boundary~~:~~ A site-specific line imposed on the Official Comprehensive Plan and Zoning Map of Jackson County and the General Land Use Plan Map and Zoning Map of the City of Medford which identifies and encompasses urban and urbanizable lands within Jackson County according to the following definitions:

Urban Land~~:~~ Residential areas generally ~~comprised of~~comprising parcels less than one acre in size, or highly developed commercial and industrial ar-

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In determining need, a local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.

Prior to expanding an urban growth boundary, local governments shall demonstrate that land needs cannot reasonably be accommodated on land already inside the urban growth boundary.

Boundary Location

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities and services;
3. Comparative environmental, social, economic, and energy (ESEE) consequences; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

eas which are contained within incorporated cities, or which contain concentrations of persons who generally reside or work in the area, including lands adjacent to, and outside of, incorporated cities, and which have supporting urban facilities and services.

Urbanizable Land: Areas within an officially adopted Urban Growth Boundary which are needed for expansion of an urban area, and which have been determined to be necessary and suitable for development as future urban land, and which can be served with supporting urban facilities and services.

Urban Facilities and Services: Basic facilities that are primarily planned by local government, but which also may be provided by private enterprise, and are essential to the support of development in accordance with the city Comprehensive Plan. Urban facilities and services include: police protection; fire protection; sanitary facilities; public water facilities; storm drainage facilities; planning, zoning and subdivision controls; health services; recreation facilities and services; energy and communication services; and community governmental services (including schools and transportation).

Urban Reserve Areas delineated on Jackson County's Comprehensive Plan Map and the City of Medford's General Land Use Plan (GLUP) map. Urban Reserves are the first-priority expansion areas when the City amends its Urban Growth Boundary. Until such areas are brought into the UGB, they are not defined as "urbanizable land."

2. ANNEXATION

The transfer of urbanizable land under county jurisdiction to city jurisdiction is called annexation. Chapter 222 of the Oregon Revised Statutes governs annexation in Oregon. According to state law, land may be annexed to a city only if it is within the Urban Growth Boundary, and is contiguous to the city limits. A majority of the registered voters and/or property owners within the area to be annexed must agree to the annexation, except in cases where the area is surrounded by land already under city jurisdiction.

~~State law also requires~~Statewide Goal 14 also recommends that the City consider the following when converting urbanizable land to urban uses:

1. The orderly, economic provision of public facilities and services;

2. The availability of sufficient land for the various uses to ensure choices in the market place;

3. The Land Conservation Development Commission (LCDC) Statewide Planning Goals or the acknowledged Comprehensive Plan; and,

4. The encouragement of development within urban areas before conversion of urbanizable areas.

~~**ANNEXATION POLICIES**~~

2.1 ANNEXATION POLICIES

The following ~~shall be~~ are the policies of the City of Medford with ~~regards~~respect to ~~future annexations~~annexation:

2.1.1. ~~**1.**~~ **General Policy**

The City of Medford has planned to provide areas within the Urban Growth Boundary ~~as defined in the *Comprehensive Plan,*~~ with public sewer and water ~~supply facilities~~service, zoning and development services, police and fire protection, and with all other municipal services required to support urban ~~levels of development.~~ places. Therefore, the ~~city~~ City does hereby encourage such areas to annex and receive the benefits offered by the ~~city~~City, and shall facilitate the process whereby such areas may become a part of the ~~city~~City.

2.1.2. ~~**2.**~~ **City Services Outside City Limits**

The City of Medford has acquired and holds its various service facilities for the benefit of residents and taxpayers within the city, and owes them a basic and primary duty to preserve the capacity of the facilities for their benefit, and to refrain from any excess use which would unnecessarily impose upon the residents and taxpay-

ers~~,~~ the financial burden of increases in such capacity.~~-~~ Therefore, the ~~city~~ City shall not extend or furnish municipal services to areas beyond the city limits, except in the performance of contracts with other incorporated cities.~~-~~ The ~~city~~City will honor presently existing contracts with special districts, but only to the extent of their present boundaries. However, because fire and emergency medical services are a critical need for all citizens, when, in the opinion of the Fire Chief, other satisfactory means are not available to non-city taxpayers for this service, the City shall continue to allow the Medford Rural Fire District ~~#~~No. 2 to annex beyond their present boundaries.

2.1.3. ~~**3. City's**~~**City's Participation in the Annexation Proposal**

The City of Medford shall continue to require that residents of the area initiate, and assume the task of promoting, any annexation proposal, except that in areas that have been surrounded by the ~~City~~city limits, the City may initiate and promote the ~~annexation~~annexation.

2.1.4. ~~**4.**~~ **Annexations shall comply with the requirements of the Oregon Revised Statutes ~~and Statewide Planning Goal 14, Urbanization.~~**

The City Council must find that the following State requirements are met in order to approve an annexation:

a. ~~a.~~ The land is within the City's Urban Growth Boundary~~,~~;

b. ~~b.~~ The land is contiguous ~~to~~ with the current City limits~~, and~~;

c. ~~c.~~ The land is accessible via a public street right-of-way; and

d. Unless the land being considered for annexation is ~~enclaved by the City~~an enclave of the city limits or the City chooses to hold an election, a majority of the land-owners and/or electors have consented in writing to the annexation per ORS 222.125 or ORS 222.170.

2.1.5. ~~**5.**~~ **Zoning District Change Required**

Upon annexation, the City will assign a city zoning district designation to the annexed area according to the following rules:

a. There is a city district that is comparable to the area's former county designation and corresponds to the General Land Use Plan map designation; or

b. If there is no comparable designation, to the SFR-00 district, which will act as a holding zone until the area develops; or

c. The landowner has requested a designation that has the approval of the City. This typically occurs when the owner has made an application for a zone change concurrently with the annexation application.

Formerly, the City of Medford permitted lands to retain County zoning until they developed. This meant that the City had to administer two sets of development codes: Medford zoning for most lots and Jackson County zoning for annexed lots that had not developed or redeveloped. Because such work is an inefficient use of staff time—and thereby public funds—the City amended its code to require rezoning contemporaneously with annexation (2003) and undertook a broad zone change for most all County-zoned lands in the city limits (2009).

2.1.6. Withdrawal from Special Districts

For any areas hereafter annexed to the City of Medford and withdrawn from the Rogue Valley Sewer ~~Service~~Services[2] (RVS), ~~previously called the Bear Creek Valley Sanitary Authority,~~ or from any sanitary, rural fire protection, domestic water, or other special service district with existing general obligation indebtedness, the city shall, pursuant to ORS 222.520, assume and agree to pay the bonded indebtedness attributable to such area in the manner provided by ORS 222.520, and will thereby relieve the real property in such areas from further district taxation for such bonded indebtedness.

Prepared by the City of Medford Planning Department

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[2] Formerly called the Bear Creek Valley Sanitary Authority

APPENDIX 1—**URBAN GROWTH MANAGEMENT AGREEMENT**

This agreement was mutually adopted in 198– by Jackson County (Ord. no. xxxx-xxx) and the City Medford (Ord. no. xxxx-xxx).

2.1. An Urban Growth Boundary adopted herein, or hereinafter amended, for the Medford area will establish the limits of urban growth to the year 2030.

a. Annexation to the City of Medford shall occur only within the officially adopted UGB.

a. Specific annexation decisions shall be governed by the official annexation policies of the City of Medford. The city shall provide an opportunity for Jackson County to respond to pending requests for annexation.

2.2. The City of Medford General Land Use Plan (GLUP) Map and zoning designations for unincorporated urbanizable land, and all other city development and building safety standards, shall apply only after annexation to the city; or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2).

a. Urban development shall be encouraged to occur on undeveloped and underdeveloped land within city limits prior to the annexation and conversion of other land within the UGB.

2.3. Except in cases where a proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2), Jackson County shall retain jurisdiction over land use decisions within the unincorporated urbanizable area, and such decisions shall conform to these adopted policies:

a. Prior to annexation, no land divisions shall be approved by the county which create lots of less than forty (40) acres in size.

b. Recognizing that unincorporated areas within the UGB could ultimately become part of Medford, the city's recommendations will be given due consideration. It is the intent of the county to administer mutually adopted city/county policies in the unincorporated urbanizable area until the area is annexed to the city.

c. The city will be requested to respond to pending applications for all land use actions in the unincorporated urbanizable area. If no response is received within 14 days, the county may assume that the city has no objections to the request.

d. The county will be requested to respond to pending applications for all land use actions within the incorporated area that may affect land under county jurisdiction. If no response is received within 14 days, the city may assume that the county has no objections to the request.

e. If the city and county have mutually approved, and the city has adopted, conversion plan regulations for the orderly conversion of property from

county to city jurisdiction, the county will require that applications for subdivisions, partitions, or other land divisions within the UGB be consistent with the city's Comprehensive Plan. Once developed, the mutually agreed-upon conversion plan shall be the paramount document, until incorporation occurs.

2.4. Any land use actions within the unincorporated urbanizable area shall conform to urban standards and public improvement requirements as contained in the city and county Land Development Codes, except that in the case of a conflict between the two, the more restrictive shall apply.

2.5. Within the unincorporated urbanizable area, execution and recording of an Irrevocable Consent to Annex to the City, pursuant to ORS 222.115, shall be required for:

a. Water hook-up permits in accord with Medford Water Commission policy (MWC Resolution No. 1058, or successor document).

b. All land use actions subject to County site plan review.

2.6. The city, county and affected agencies shall coordinate the expansion and development of all urban facilities and services within the urbanizable area.

a. Urban facilities and services shall be planned in a manner which limits duplication to provide greater efficiency and economy of operation.

b. A proposed single urban facility or service extension within the unincorporated urbanizable area must be coordinated with the planned future development of all other urban facilities and services appropriate to that area prior to approval, and shall be provided at levels necessary for expected uses as designated on the Medford Comprehensive Plan.

c. The city shall be responsible for adopting and maintaining a public facilities plan for the city and unincorporated urbanizable area pursuant to OAR 660-011.

d. When development occurs within an unincorporated urbanizable area subject to a contract for annexation, or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180 (2), any or all city services may be extended to these areas. All associated fees and charges which are applicable within the city shall be applicable to these areas, and shall be paid to the city pursuant to city regulations.

2.7. Long-range transportation and air quality planning for the urbanizable area shall be a joint city/county process coordinated with all affected agencies.

2.8. All county road construction and reconstruction resulting from new development, redevelopment, or land divisions in the urbanizable area shall be built to urban standards, except that the term "reconstruction" does not include normal road maintenance by the County.

2.9. Land within the urbanizable area which currently supports a farm use, as defined by ORS 215.203, shall be encouraged—through zoning and appropriate tax incentives—to remain in that use for as long as is economically feasible for the property owner.

> **Note for UGMA revision**: The County has an "Urbanizable Area" comp plan designation (see *Map Designations* chapter) with specific instructions regarding ugmas and management of these areas.

a. Economically feasible, as used in this policy, is interpreted to mean feasible from the standpoint of the property owner. Implementation of this policy will be done on a voluntary basis. Exclusive Farm Use (EFU) zoning may be applied to qualifying land by the county, with the understanding that such land is urbanizable.

b. This policy applies only to areas in the UGB identified by the city or county Comprehensive Plans as agricultural land, and shall not be used as a standard to review other land use applications within the urbanizable area.

c. This policy is not intended to preclude the use of EFU land for essential public facilities and services to serve the urban and urbanizable areas.

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

2.11. The city and county acknowledge the importance of permanently protecting agricultural land outside the UGB zoned EFU, and acknowledge that both jurisdictions maintain, and will continue to maintain, policies regarding the buffering of said lands. Urban development will be allowed to occur on land adjacent to land zoned EFU when the controlling jurisdiction determines that such development will be compatible with the adjacent farm use. Buffering shall occur on the urbanizable land adjacent to the urban growth boundary.

There are two sets of buffering standards the City of Medford uses. The original set applies to areas within the urban growth boundary as it existed through 2010. It is found in the Medford Land Development Code (MLDC), Sections 10.801–805. The other set applies to areas identified in the Regional Problem Solving Plan that the City intends to adopt as urban reserves. Those standards are found in Appendix VIII of the Regional Problem Solving Plan and are incorporated herein by this reference [Enactment in the MLDC pending].

2.13. All UGB amendments shall include adjacent street and other transportation rights-of-way.

2.14. An Area of Mutual Planning Concern may be delineated on the county Comprehensive Plan and Zoning maps along with the urban growth boundary. This is an area within which Medford and Jackson County have mutual concern over the land-use-planning decisions that may occur. The area may be significant in terms of its agricultural, scenic, or open space characteristics, or may be designated as an urban re-

serve to facilitate long-range, inter-jurisdictional planning for future urbanization. The area may also provide an important buffer between Medford and other urban areas. The Area of Mutual Planning Concern is not subject to annexation, and is an area in which the county will coordinate all land use planning and activity with Medford.

APPENDIX 2—**LAND SUPPLY and LAND NEED—2010 SUMMARY**

The following summarizes the factors in the Population, Housing, and Economic Elements and the Buildable Lands Inventory[3] of the Medford Comprehensive Plan that, when taken together, characterize the City's future land needs.

POPULATION

The City participated in the development of a coordinated population forecast to the year 2040 with Jackson County (pursuant to ORS 195.036). The City adopted the forecast in its own Population Element on 1 November 2007 (Ordinance No. 2007–237). Some of the conclusions follow:

a. The forecasted average annual growth rate (AAGR) between 2007 and 2027 will be 2.2 percent. It is similar to the AARG from 1980 to 2005.

b. The City's proportional share of the County population is 36 percent (2005). That share is expected to increase to 42 percent by 2027 and to 44 percent by 2040.

c. Forecasted population figures and percent change, by decade, through 2040:

Year	2010	2020	2030	2040
Pop.	82,941	100,981	117,516	133,397
% Δ	—	+21.75%	+16.37%	+13.51%

HOUSING

The City updated the Housing Element in 2010. It contains the following conclusions:

a. Housing stock increased by 14,300 dwelling units from 1996 to 2006.

b. Single-family types accounted for 68% and multiple-family types accounted for 32% of housing development in the same period.

c. Residential land developed at a
from 1996 to 2006—higher tha ted
in the 1995 Housing Element.

INFORMATION
NOT VALID YET

d. The current Housing Element p n-
tial density to 6.5 dwelling units per net acre[4] for new development.

e. The current Element also proposes to continue the 68/32 proportional mix of single-family and multiple-family dwelling types for new development.

[3] Ord. Nos. 2007–237; 2010–____; 2008–245; and 2008–03, respectively.
[4] Equal to 5.4 units per gross acre.

f. The City has capacity for nearly ten thousand dwelling units in the urban growth boundary.

g. Over the years the City has enacted several measures to maximize the efficient use of land, including minimum density and maximum lot size requirements, density bonuses in larger planned unit developments, and allowing minimum-access streets when through streets are impossible.

EMPLOYMENT

The current Economic Element was adopted in 2008. Among its conclusions, goals, and implementation strategies were the following:

a. Only half of Medford's employed residents work in the City itself. Accordingly, the City has chosen to plan for a high-employment-growth scenario to bring more jobs into the City.

b. Medford is well positioned to target such industry opportunities as instrument manufacture, transit, transportation services, communications, retail trade, and banking.

c. Under the high-job-growth scenario, the City will add more than 35 thousand jobs in the next two decades.

d. To decrease depletion of industrial sites, the City will consider restrictions on the amounts of commercial development on sites planned for industrial uses.

INVENTORY OF BUILDABLE LANDS

Adopted in February 2008, the BLI is a representation of the City's land inventory as it existed in 2007. It divides the total land in the urban growth boundary into four categories: developed land, redevelopable land, vacant land, and unbuildable land.

a. There are some 18 thousand acres in the urban growth boundary. About 10 thousand acres are developed parcels, 2,700 acres are in right-of-way or other infrastructure, and there are almost 500 unbuildable acres.

b. Developed lands are those either fully developed or those committed to public uses, even if they have not yet been improved.

c. Redevelopable lands are lands with redevelopment potential. The category also includes commercial and industrial lots that are both vacant and less than half of an acre and those lots that are partially developed and less than five acres.

d. Vacant land is land without significant structures, although a use—such as agriculture—may occupy it. This category also includes the manually calcu-

lated vacant portions of commercial and industrial lots that are partially developed and more than five acres.

e. Most land categorized as unbuildable has physical environmental constraints, such as riparian corridors or wetlands.

LAND NEED, 2010–2030

The following table reconciles the projected land needs with the buildable land inventory. Figures are rounded to nearest whole number. HOUSING FIGURES NOT VALID YET.

Table 4-1 **. Land Need: Surpluses and Deficits by Land Use Type (2009)**

All figures in gross acres

Land Use Type	Supply	20-year Need	Surplus *or* (Deficit)
Residential	2,727	4,210	(1,483)
Employment			
Office & Retail	458	1,467	(1,009)
Industrial	669	589	80
Subtotals	3,854	6,266	(2,412)
Land Need	(20-yr. Need less Supply)		**2,412**

Sources: *Housing Element* (2009 draft), p. 43, Table 31; *Housing Element* (2009 draft), p. 56, Table 42; *Economic Element*, p. 27, Figure 17; *Economic Element*, p. 41, Figure 25)

a. Supply and Need figures come from the Buildable Land Inventory and the Housing and Economic Elements, which were all calculated in prior, recent years. For example, 2007 was the base year for the Buildable Land Inventory; the amount of vacant, uncommitted land has decreased since then. The Economic Element and the Housing Element update the figures somewhat.