Chapter 4
Transportation and Land Use

Overview

This chapter presents a discussion of the interrelationship between land use and transportation with particular emphasis on how Medford will manage land uses through its planning program to optimize performance of the transportation system and to identify future improvement needs. Included in the chapter is:

- A discussion of the current land use-based assumptions regarding generation of travel demand in the Medford area including anticipated growth in population and employment;

- A discussion of how land use policy will change in response to policy direction set by the 2001-2023 Rogue Valley Regional Transportation Plan;

- A discussion of activities that are currently underway to respond to regional and local policies, including the encouragement of mixed-use development and development of transit-oriented districts in the greater Medford area; and

- Future actions to be taken by the City of Medford to monitor progress carrying out regional and local policies.

Population/Employment Growth and Transportation Forecasts

Traffic patterns and the demand for transportation services within a community are closely interrelated with existing and anticipated future land use patterns. The location of housing, places of employment, shopping, education and other services, and the relationships between these land uses in terms of distance and transportation system connections, all influence the type and magnitude of travel demand that is experienced in a community. Locations where land use patterns are dispersed and built at lower densities will be difficult to serve by any other mode than the automobile. More compact, mixed use development where good multi-modal transportation system connections are provided will encourage the use of a variety of transportation modes making it possible for the traveler to choose whether to drive, walk, bicycle or take transit.

To estimate the future relationship of land uses and transportation system performance, land use development expectations must be more specifically defined to describe the type, amount and location of anticipated future housing and employment growth. Planning for the community’s land use and transportation system begins with a vision of where and how the community wants to grow, and follows with more technical analysis of population forecasts, allocations of future housing and employment to areas of the community and an analysis of how land use patterns affect the need for transportation facilities, and vice versa.

Medford Community Development Vision

As noted in the introduction to this plan, Medford’s Vision Strategic Plan identifies the long-term goals for community development. Components and specific actions provide a framework for integrating decisions about land use and transportation system investment in the community. Most importantly, the vision reflects a desire by the community to change past practices in order to create a balanced land use
and transportation system that provides greater travel opportunities to residents beyond reliance on the single occupancy vehicle.

**Historic Trends**

Population and employment in the Rogue Valley region have increased significantly over the past 40 years. Taken as a whole, Jackson County’s population has grown from 73,926 in 1960 to a 181,269 persons in 2000. This represents a growth of 145 percent over the 40-year period. During the years from 1995 to 2000, the County’s population grew by 16,869 persons or 10.3 percent. Of particular significance for the *Transportation System Plan* is the growth in persons of retirement age who may increase the demand for viable mobility alternatives to the automobile. Between 1970 and 1990, the population group over 65 more than doubled in Jackson County. In the MPO region, this age group makes up a relatively large portion of the population (17 percent in Medford, 14 percent in Central Point and 27 percent in Phoenix).

Within the City of Medford, the population has grown from 24,425 in 1960 to 63,154 in 2000, representing an increase of nearly 160 percent. During the years between 1995 and 2000, Medford’s population grew by 8,064 persons or 14.6 percent. This is less than the 29.9 percent growth experienced by Central Point during the same time period but higher than the countywide rate.

Employment activity in the Rogue Valley has seen a dramatic shift away from a resource-based economy to an economy that is more heavily dependent on trade and service employment. Between 1995 and 2005 the Oregon Department of Employment projects an increase of 16 percent in overall employment in the County, with employment in trade expected to grow by 23 percent and employment in the service industry expected to grow by 26 percent. Growth in tourism has had a significant impact on the local economy. In 1981, only 9 percent of visitors came to the region as a vacation destination (as opposed to a stop-over on the way to somewhere else). By 1990, this figure was up to 47 percent, and by 1995, 58 percent of visitors were coming to the region as a vacation destination.

The change in the local economy from largely manufacturing and resource-based employment to service and trade employment has impacted the region’s transportation system in a significant way. Typically, industrial employment generates about 2.5 trips per employee each day, while retail employment generates 15 trips per employee. For example, 100 industrial employees would generate about 250 daily trips while 100 retail employees would generate 1,500 daily trips (this includes trips made by the employee and all others coming to and from the employment site). Thus, the same level of overall employment, but a change in the type of employment and its location, significantly affects travel demand on the road system. Residents have clearly seen changes in the transportation system resulting from the changing economic makeup of the community. The downtown has declined significantly as a portion of the regional employment base leaving a large amount of available and unused public infrastructure. At the same time, large areas along major local streets and state highways have become commercial shopping districts, and in turn have reduced the function of the transportation system and created the demand for expensive new projects. Decisions about where and how the community chooses to grow, and how transportation investments are managed, greatly influence community livability and future performance of the transportation system.

**Future Projections**

Data analyzed for the 2001-2023 *Rogue Valley Regional Transportation Plan* suggests that population in the Rogue Valley MPO region is expected to increase by over 37 percent between 2000 and 2023, while employment is expected to increase by over 41 percent. Within the City of Medford, population is...
expected to increase by nearly 31 percent from 63,154 in 2000 to 82,879 in 2023. Employment is expected to increase by 39 percent from 38,858 to 53,944.

The 2001-2023 Rogue Valley Regional Transportation Plan made a number of technical assumptions and policy decisions about future community growth in order to develop a transportation plan that balances many competing objectives. A key assumption and decision made in the regional planning process is that a large proportion of future development will be directed to areas that can be well-served by transit – including the downtown, transit corridors, mixed-use areas, and transit-oriented districts or TODs. Table 4-1 presents more detailed information about anticipated growth in population, housing and employment in the City of Medford.

Between 2000 and 2023, the share of City population that is anticipated to reside in a TOD will grow by 86 percent. The largest share of new TOD population is forecast in the SE Medford TOD – the area with the greatest opportunity to absorb new development. Population in the Downtown TOD is expected to grow only slightly as this area is largely fully developed. Population growth in the Delta Waters and West Medford TODs is expected to be more closely aligned with citywide population growth. On an average, population in TODs in the City of Medford is expected to nearly double over today’s levels. These are only forecasts of anticipated growth patterns; achieving the forecasts and the attendant benefits to the transportation system will require conscious and specific changes to development policies and practices in Medford.

<table>
<thead>
<tr>
<th>Data Type</th>
<th>2000</th>
<th>2005</th>
<th>2010</th>
<th>2015</th>
<th>2023</th>
<th>% Increase 2000-2023</th>
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<tbody>
<tr>
<td>City Population</td>
<td>63,154</td>
<td>64,979</td>
<td>71,138</td>
<td>75,036</td>
<td>82,879</td>
<td>31.2%</td>
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<tr>
<td>City Dwelling Units</td>
<td>24,245</td>
<td>26,016</td>
<td>28,565</td>
<td>30,225</td>
<td>33,451</td>
<td>37.9%</td>
</tr>
<tr>
<td>City Employment</td>
<td>38,858</td>
<td>41,449</td>
<td>43,669</td>
<td>46,751</td>
<td>53,944</td>
<td>38.8%</td>
</tr>
<tr>
<td>- Industrial</td>
<td>4,750</td>
<td>5,067</td>
<td>5,074</td>
<td>5,432</td>
<td>6,267</td>
<td>31.9%</td>
</tr>
<tr>
<td>- Retail</td>
<td>10,252</td>
<td>10,936</td>
<td>12,096</td>
<td>12,949</td>
<td>14,942</td>
<td>45.7%</td>
</tr>
<tr>
<td>- Service</td>
<td>15,338</td>
<td>16,361</td>
<td>17,905</td>
<td>19,169</td>
<td>22,118</td>
<td>44.2%</td>
</tr>
<tr>
<td>- Other</td>
<td>8,518</td>
<td>9,085</td>
<td>8,594</td>
<td>9,201</td>
<td>10,617</td>
<td>24.6%</td>
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</tbody>
</table>

Employment growth in the City of Medford is expected to be higher in the retail and service sectors than in other employment categories. Between 2000 and 2023, current retail employment is expected to increase by over 45 percent, while current service employment is expected to increase by approximately 44 percent. Industrial employment is expected to increase at a lower rate, growing only 32 percent, while other employment sectors (including agriculture) is expected to grow by only 25 percent. Growth of employment in the Downtown TOD, as well as the other TODs will be an important part of the strategy to reduce vehicle miles of travel.

**Vehicle Travel Demand**
Forecasts of vehicle travel demand were prepared for the Medford Transportation System Plan using the regional travel demand model developed and maintained by the Rogue Valley MPO. The assumptions and structure of this model are documented in the 2001-2023 Rogue Valley Regional Transportation Plan.

In general and regardless of identified strategies to build mixed-use development and transit-oriented districts, significant growth in motor vehicle traffic is anticipated on Interstate 5, Highway 99, Crater
Lake Highway (Highway 62), Barnett Road, McAndrews Road, and Crater Lake Avenue among others. In addition, the area around the proposed new South Medford interchange is also expected to see significant vehicle traffic growth taking advantage of state and local investments in the interchange. According to the 2001-2023 Rogue Valley Regional Transportation Plan, areas with a high percentage increase in traffic volumes over current levels will also include the urban fringes where rural land is transitioning to urban uses. Areas of particular importance to Medford include the east side of Medford, unincorporated Jackson County west of Medford and to the north of Medford. The regional travel model does not forecast comparable increases in travel in and around the Medford downtown.

Land Use Policy in Relation to Transportation Demand

The Oregon Transportation Planning Rule (TPR) implements Statewide Planning Goal 12 related to transportation. The TPR promotes development of safe, convenient, and economic transportation systems that are designed to reduce reliance on the automobile so that air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided. The TPR aims to help local governments improve the livability of urban areas by promoting changes in land use patterns and the transportation system that make it more convenient to walk, bicycle, use transit, and drive less to meet daily needs.

State policy puts special emphasis on metropolitan planning areas and the opportunities that exist within these areas to coordinate transportation planning and investment decisions with overall community development objectives. Because metropolitan areas are by their nature more varied and complex, land use and transportation plans can result in more than a one-size-fits-all approach. Some areas such as downtowns, transit oriented districts, and other mixed-use centers will be very convenient for all means of travel, while other areas will remain automobile-oriented and include more modest measures to accommodate walking, bicycling, and transit users. It is left to regional and local plans to work out the details.

The integration of land use and transportation decision-making has been discussed at some length in the 2001-2023 Rogue Valley Regional Transportation Plan. The RTP calls on local jurisdictions to implement the following land use policies when preparing a TSP:

Policy 1: Local governments shall utilize transit-oriented design strategies to encourage the use of local public transportation and discourage reliance upon single-occupancy vehicles.

Policy 2: Local governments shall consider ordinances or amendments to their Comprehensive Plans to protect and preserve corridors for transportation purposes.

Policy 3: Local governments shall amend their Comprehensive Plans to promote mixed or higher density developments in areas that would lower the vehicular demand on the regional transportation system.

Policy 4: Local governments shall discourage cul-de-sac or dead-end street designs whenever an interconnection alternative exists. Development of a modified grid street pattern shall be encouraged for connecting new and existing neighborhoods during subdivisions and partitions.

Policy 5: Wherever possible, subdivisions and any approved cul-de-sacs shall be designed to provide pedestrian connectivity between neighborhoods.

Policy 6: Where appropriate, local governments shall consider the use of traffic calming techniques and reduced street widths to minimize negative impacts of traffic on neighborhoods.
A fundamental aspect of the TPR is the direction to local governments to plan for reduced reliance on the automobile. Typically, transportation planning tracks automobile reliance through monitoring a standardized statistic such as vehicle miles traveled (VMT) per capita. The TPR recognizes that measuring VMT per capita is just one means of assessing automobile reliance, and that it does not reflect varied conditions across local governments. Therefore, the TPR provides a mechanism for metropolitan areas to develop and implement measures specifically tailored to local needs. In the Rogue Valley region, the RVMPO developed seven alternative measures designed to reduce the region’s reliance on single-occupant automobiles and to encourage the use of alternative transportation modes. These measures include five actions to be implemented by the MPO, and two by the three cities in the MPO region (Medford, Phoenix and Central Point). As the largest city in the Rogue Valley region, Medford will have a significant responsibility for carrying out the mandated measures assigned to the three cities.

The seven alternative measures and accompanying benchmarks are summarized in Table 2-2. Measures specifically pertinent to land use planning and the integration of transportation and land use decision-making in Medford are illustrated in Table 4-2. These measures include:

- Increasing the percentage of dwelling units that are located within transit corridors that are defined as the area within ¼ mile (reasonable walking distance) of a transit route. The land use decisions made by Medford (as well as Central Point and Phoenix) will strongly influence the ability of RVTD to successfully meet the identified benchmarks. Development of land use patterns within the city and the UGB that support the efficient and cost-effective provision of transit service are critically important.

- Increasing the percentage of new dwelling units in mixed-use development within the City and within transit-oriented districts in relation to total housing development within the City. Mixed-use development and transit-oriented districts are distinguished by a pattern of residential units and employment generating uses in close proximity with an emphasis on the provision of a high level of bicycle, pedestrian and transit access and mobility.

- Increasing the percentage of new employment in mixed-use development and transit-oriented districts in comparison to total new employment in the City.

Table 4-2
Alternative RTP Performance Measures Related to Land Use Planning
For the Rogue Valley MPO

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<tbody>
<tr>
<td>Measure 2: % Dwelling Units (DU’s) w/in ¼ mile walk to 30-min. transit service</td>
<td>Determined through GIS mapping. Current estimates are that 12% of DU’s are within ¼ mile walking distance of RVTD transit routes.</td>
<td>12%</td>
<td>20%</td>
<td>30%</td>
<td>40%</td>
<td>50%</td>
</tr>
<tr>
<td>Measure 5: % Mixed-use DU’s in new development</td>
<td>Determined by tracking building permits – the ratio between new DU’s in TODs and total new DU’s in the region.</td>
<td>0%</td>
<td>9%</td>
<td>26%</td>
<td>41%</td>
<td>49%</td>
</tr>
<tr>
<td>Measure 6: % Mixed-use employment in new development</td>
<td>Estimated from annual employment files from State – represents the ratio of new employment in TODs over total regional employment.</td>
<td>0%</td>
<td>9%</td>
<td>23%</td>
<td>36%</td>
<td>44%</td>
</tr>
</tbody>
</table>

Medford Land Use Activities to Influence Changes in Transportation Demand

Medford is currently undertaking actions and proposes future actions to change land uses patterns to support reduced reliance on the automobile and to develop a balanced transportation system. The primary emphasis is on facilitating mixed-use development and focusing development in transit oriented districts (TODs). These actions are intended to help implement the 2001-2023 Rogue Valley Regional Transportation Plan’s strategy of increasing investment in alternative modes (including facilities for pedestrians, bicyclists, and transit users) and promoting land use patterns that will complement investment in alternative modes as the locally preferred approach to reducing reliance on the automobile.

The Transit Oriented Design and Transit Corridor Development strategies (or TOD Study) was conducted to ensure that the 1997 Rogue Valley Regional Transportation Plan (RTP) would adequately address state transportation planning (TPR) requirements for reducing reliance on the automobile. The objectives of the TOD Study were to:

- Identify and designate major transit service routes supportive of transit oriented development.
- Identify and assess principal activity centers throughout the RVTD boundary capable of supporting transit-oriented districts.
- Develop model ordinances, zoning and design guidelines that support the planning principles necessary to enhance transit-oriented districts and transit corridors.

Based on the results of the TOD Study, and policies adopted by the MPO, local governments in the Rogue Valley are preparing specific plans for implementing the TOD sites. In the City of Medford four TOD sites were identified: City Center (Downtown) Medford, SE Medford, the Delta Waters area along Highway 62, and West Medford. The general location of these TODs along with other significant activity centers in the City are presented in Figure 4-1.

This section describes on-going planning activities and outlines the current development trends within the four Medford TODs and provides ideas to help fulfill the strategy outlined in the Rogue Valley RTP. To date, the City has focused its planning and implementation activities on the Downtown TOD and the SE Medford TOD. The Medford Urban Renewal Agency (MURA) is currently preparing plans, ordinances and guidelines for adoption in the Downtown Medford TOD. The City of Medford is implementing the TOD site located near the intersection of Barnett Road and North Phoenix Road through the Southeast Area Plan implementation process.

City Center Medford TOD

Current Planning Activities
The boundaries of the Downtown Medford TOD are illustrated in Figure 4-1. MURA recently prepared the Downtown 2050 Plan that is intended to provide vision along with goals and policies for the Downtown. This plan is being followed by a series of design standards and guidelines for development within the Downtown Medford TOD. The purpose of the standards and guidelines is to ensure that the unique historic and pedestrian character of the downtown core is preserved and enhanced. The policy framework for the 2050 Plan includes seven topical visions:

- **Regional Position**: Downtown is the Rogue Valley’s largest integrated mixed-use urban center, a vibrant, enjoyable, and highly regarded regional hub for residential, business, retail, finance, government, arts and entertainment, and education; and it is the Rogue Valley’s largest transit oriented district with convenient multi-modal access to all areas of the region.
• **Growth:** Downtown’s position as a vibrant and attractive integrated 24-hour urban center is firmly established as part of the City’s urban centered growth management objective, with plans and programs to assure the sustained growth and development of downtown as the Rogue Valley’s largest urban service center. Downtown is not only the heart of Medford, but also the Rogue Valley, and is a unique irreplaceable component to the City’s identity and sense of community.

• **Urban Design:** Downtown is the region’s most recognizable and enjoyable urban center with its traditional historic character, a comprehensive network of sidewalks, bike and pedestrian ways, attractive streetscapes, ground-level retail, a network of parks and plazas, and convenient transportation linkages to surrounding neighborhoods.

• **Housing:** Downtown is a vibrant 24-hour urban center with a large residential community supported by convenient services within easy walking distance.

• **Transportation:** Downtown is a balanced multi-modal urban center with easy access to all areas of the Rogue Valley. Within downtown there is provided a full range of transportation opportunities with an emphasis on the quality of travel and preservation of a highly livable and pedestrian downtown environment.

• **Historic Preservation:** Throughout downtown it is visibly evident that Medford’s heritage is a major contributor to the community’s livability and identity. The historic architecture and traditional designs of downtown have been preserved through renovation, and enhanced and complemented by new development, making downtown a truly unique and enjoyable urban place for both residents and visitors, while providing a competitive advantage over, and setting it apart from, other commercial centers.

• **Partnerships:** The revitalization and redevelopment of downtown is a long-term program supported by a unique public-private partnership that recognizes past investments, and works to leverage public, institutional, commercial and private investments; and to share the benefits and risks of future downtown investments to achieve a common objective, and a healthy and vibrant downtown.

In the spring of 2003 the Medford City Council approved the *Downtown 2050 Plan* including a policy framework, design standards and guideline ordinances for downtown along with a *Comprehensive Plan* amendment to include a special plan designation for Downtown.

**Land Use Types**
The City Center TOD is encompasses the same area as the central business district and is generally bounded by Jackson Street, Oakdale, 10th Street and Bear Creek. The City Center TOD includes about 210 acres. The current land uses include downtown retail type uses and civic uses in older two and three story buildings. There are a number of vacant lots or underutilized lots within the City Center TOD and auto-oriented commercial on the edges of this TOD boundary. The City is preparing new zoning code language for the City Center TOD that would emphasize the role of the city center as a TOD. The purpose of the new regulations is to preserve the unique pedestrian character, implement a plan of improved pedestrian and vehicular circulation and parking management, and promote a variety of retail consumer and service businesses. The new changes prohibit auto-oriented uses in the City Center TOD such as new and used car dealers and auto repair.

Because much of the development in the City Center TOD occurred in the early 1900’s it represents the type of development that the TOD strategy is trying to replicate in other parts of the city. The new zoning
code changes reinforce the past design pattern and require new development to imitate the existing development. Future development, however, may be dependent on developer incentives or partnerships with the urban renewal agency. The RVCOG TOD study gave the City Center TOD low marks for development opportunity because of the high cost of converting historic structures, creating structured parking and including vertical mixed use within the project. However, the Central City TOD does have significant momentum with new redevelopment projects, including the Craterian Ginger Rogers Theater and the Rogue Community College building and represents a known market and a desirable place to live for many residents, if the right housing products were made available. The City should consider the potential for competition between the new Southeast TOD and the City Center TOD and make an effort to differentiate the types of development between these two TOD areas.

Implementation Ideas
The City appears to be on the right track with requiring new development to imitate the original development found in the City Center TOD. The City should consider focusing more on the design of the use than the type of use. The City Center TOD could include everything from light industrial to housing uses under this approach. It is important to recognize that there may be a substantial rent differential between older City Center TOD buildings and new buildings found in other TOD areas and the lower rents found in the City Center can be used to create momentum in this area. As with most TOD areas, housing is very important and the City should consider spending urban renewal resources on housing projects before other projects. Housing types should include mostly flats or lofts at higher densities than found in other parts of the city.

Southeast Medford TOD

Current Planning Activities
The Southeast TOD is centered on Barnett Road east of North Phoenix Road. The Southeast TOD has been the subject of much study and planning in recent years and the city is currently implementing the Southeast Medford Plan (includes the Southeast TOD) through new zoning standards and comprehensive plan designations. The City’s Southeast Plan is intended to create a livable community of approximately 10,000 residents that encourages walking and cycling to nearby destinations and shorter automobile trips. Adopted in 1998, the Southeast Plan provides a major street grid and land use plan for an area of approximately 1,000 acres on the east side of Medford. The Southeast TOD was recently brought into the city limits and development began in 2003. The City is currently preparing modifications to the Southeast Overlay Zone that will provide additional specificity to carry out the Southeast Plan and, in particular, will address development of the TOD.

Land Uses
The core of the Southeast TOD encompasses approximately 175 acres with a village center located along Barnett Road containing a retail commercial core with a surrounding mixed-use commercial area, with additional medium and high density residential (15 to 30 dwelling units per acre) and institutional uses. The commercial area is to be designed as a “town center” with on-street parking and ground-floor retail adjacent to the sidewalks. In addition, a detailed neighborhood circulation plan and specific requirements are being developed. When adopted, this plan will include design standards for streets, streetscapes and non-motorized transportation circulation.
The planning for this TOD is still underway, but this basic structure is likely to remain in place. Development of residential in this TOD is likely to occur through the city’s Planned Unit Development (PUD) process, which can result in an increase of density of up to twenty percent. Draft zoning changes for this area include increasing the higher densities listed above to support transit oriented development. New development will have to conform to the Southeast Plan Comprehensive Plan goals and the revised zoning requirements. Goal 1 seeks to create a transit friendly environment by assuring “that development in the SE Area occurs in a manner that reduces reliance on automobile travel within the area and promotes multi-modal travel, including pedestrian, bicycle and transit.” Given proper implementation of the Southeast TOD, the development found within this area should meet the requirements of the DLCD order requiring pedestrian and transit friendly development.

Implementation Ideas
Likely land use types within this TOD include community commercial shopping opportunities, such as grocery stores to compete with Albertsons across the street, chain stores such as Office Depot and smaller specialty shops that cater to the high density residential within the village center. Perhaps the key to making the Southeast TOD successful is creating a distinctive housing type that will attract empty-nesters and younger Medford residents to this area. Housing types could range from loft-style buildings to town homes. There should be a focus on design standards to insure that the new housing development is good quality.

West Medford TOD
The West Medford TOD is located on the western edge of the city limits, directly west from the City Center TOD and includes about 450 acres. The West Medford TOD is generally bounded by Western Avenue on the east, Maple Park Drive on the north, Meadows Lane on the South and the city limits on the west. The current land uses within this TOD include auto-oriented, low-density commercial, low density residential and some higher density residential. This area of the city contains some of the older, less expensive residential development in the city. There is no TOD overlay or other special zoning for the West Medford TOD yet in place. The zoning includes general commercial, low density residential (SR2.5) and a small amount of higher density residential (MFR20 and 30).

Creating a pedestrian-friendly TOD development out of the West Medford TOD represents a significant challenge. The primary transit route is along Main Street, which mainly consists of low density, auto-oriented commercial uses and limited pedestrian and bicycle amenities. The other portions of the TOD are generally low density residential, typically a land use type that is not easily changed. Perhaps the best strategy for spurring TOD development in this area is to focus on one node and try to build on the success of a few projects.

Implementation Ideas
Due to the large potential for redevelopment found in the West Medford TOD and the current prevalence of low density uses should focus on one key intersection in the TOD. This intersection should be along the current transit route or in an area where transit can be easily routed and should have the opportunity for redevelopment along one entire block. The project should be a one or two-story commercial building with retail on the first floor and if applicable, office space on the second floor. Design is important. The
uses should be local if possible, not chains and the rents should reflect the need to accommodate local merchants. To make this happen it may be necessary to extend the Central City urban renewal district to this area, or create a new urban renewal district. A partnership between the City and the development community will likely be required to jump start redevelopment in this TOD area.

**North Medford TOD**

The North Medford TOD is located on the east side of Crater Lake Highway and includes about 460 acres. This TOD is bounded by the city limits on the north, Crater Lake Highway on the west, Springbrook and McLaughlin on the east, and approximately Delta Waters on the south. The current land uses within the North Medford TOD include a combination of light industrial, highway commercial and medium density residential. Portions of this TOD also are outside the city limits, but within the UGB. The zoning for the area echoes the current land uses and includes general and light industrial, MFR20 and a range of single family zoning from SFR10 to SFR4. The significant feature of this TOD is the presence of Crater Lake Highway, which serves as both a barrier and a major transportation corridor. Much of the development directly fronting Crater Lake Highway relies on the good access this facility provides and there are a number of land intensive uses such as warehousing. Long-range plans for Crater Lake Highway include remaking the highway into a more pedestrian friendly roadway that better allows connections to the commercial developments on the west side of the highway.

The high concentration of light industrial uses directly along Crater Lake Highway make transforming this area into a TOD relatively difficult. Perhaps the best opportunity for new TOD development lies along Owen Drive. Owen Drive will become a major connector between the residential areas to the east and the Crater Lake Plaza shopping center and industrial employment centers to the west. By focusing this TOD on Owen Drive it is possible to create a walkable main street that also serves as a major connector. The connection across Crater Lake will be important to make this TOD successful. The land to the north of Owen could be zoned for employment uses that support the main street development on Owen Drive.

**Implementation Ideas**

Potential land uses for this TOD include the main street uses along Owen such as restaurants, coffee shops, and personal services, and employment uses north of Owen and potentially focused along Coker Butte. Differentiation from the uses on the west side of Crater Lake Highway will help this TOD area become successful.

**Conclusions**

- Each TOD area has unique opportunities and issues and designing a one-size fits all TOD overlay is not likely to be effective.
- The Southeast TOD could focus on housing to attract buyers interested in a different sort of housing market.
- The Central City TOD already contains the type of development that the other TOD areas are trying to achieve and the strategy for this TOD area should focus on the strength of the existing development while creating new housing opportunities to draw more people to the area.

**Development Tracking**

The value of measures to track progress meeting the policy objective of building a more balanced land use and transportation system is only as good as monitoring, assessment, and periodic update. The region has set ambitious targets for changing land use patterns and directing growth to specific areas potentially served by transit. However, many mixed-use and TOD development practices are not yet codified in Medford plans. Therefore, a mechanism must be developed for Medford and the rest of the MPO area to track and report on the success in developing mixed-use developments, including the TOD areas.
The overall intent of tracking is to promote development of mixed-use, pedestrian and transit-supportive centers. Until city plans and codes fully implement TOD development principles, the following general attributes will guide the city’s tracking of new mixed-use development –

- Mixed-use development will include medium to higher density residential development (e.g., 10 or 12 units per acre) and at least one of the following land uses: retail commercial, service commercial or light industrial. To be counted, residential and employment uses must be within ¼ mile of each other (via a reasonably direct pedestrian route) and within ¼ mile of a transit stop. Residential and other land uses may be located vertically in relation to each other. Other land uses such as parks or plazas, and/or civic, community and cultural uses are also appropriate in mixed use development areas.

- All development within the site is connected by internal sidewalks or other pedestrian pathways.

- The local street network includes a frequency of streets and street crossings that make it attractive and convenient to walk within the area and to the surrounding areas. Streetscape components should include human-scaled design features that encourage safety and convenience of pedestrians, bicyclists, and transit users. On-street parking is allowed. Transit stops are incorporated into the design and function of the area.

- Primary building entrances are located on the street and are not separated from the street by off-street parking or maneuvering areas.

- Low-intensity, land extensive uses, and automobile-oriented uses are prohibited from the area.

A further discussion of mixed-use development and a proposed tracking mechanism is included in Appendix I.

### Neighborhood Activity Centers and Major Transit Stops

While the emphasis on changes to Medford land use patterns lies with focusing development in mixed-use developments and TODs, other areas of the community play an important role in helping balance the transportation system. Neighborhood activity centers are places in and around residential neighborhoods that draw people for shopping, employment, or recreation. They should by their nature and location be accessible by walking and by bicycle. Proposed pedestrian and bicycle projects are oriented to improve connection and accessibility to and from neighborhood activity centers.

City land development standards will require all new land uses to assure safe and convenient, reasonably direct routes for pedestrians and bicyclists within, to, and from neighborhood activity centers. Land development standards will require facilities be provided along public streets, connections between adjacent developments, and internal design features that encourage short trips conducive to walking or bicycling.

The TSP also identifies major transit stops, that are existing or planned stops with higher than average frequency that serve existing or planned land uses that generate potential for higher ridership from medium or higher density residential or commercial uses within ¼ mile walking distance of the stop – medium or higher density residential or commercial uses. The expectation for planning at major transit stops is to take advantage of transit service as well as encourage better transit service by bringing riders in close proximity to routes.

Land development regulations will increase residential and commercial intensity near major transit stops, assure that buildings are oriented to transit to provide reasonably direct walking connections without out-
of-direction travel, and provide improvements such as shelter and lighting that make transit use safe and convenient.

**Arterial and Collector Street Frontages**

There has been discussion and some implementation undertaken toward improving the look of adjacent single-family residential development along arterial and collector streets when the lots back up to arterial and collector street frontages. The most favored standard has been to put a wall along the street frontage. Discussion is now underway about the possibility of having the adjacent houses face the street in order to create a much more inviting street environment.

Some of the issues associated with arterial and collector street design are neighborhood integration, pedestrian friendly spaces, maintenance of orphan landscape strips, integrated construction materials, noise and dust, preservation of vehicular traffic capacity, access management and safety.

In Medford there has been a consistent desire for residential development to include some large lots. By providing some larger or estate lots with front-facing houses along the main thoroughfares, a win-win situation for the community could be created. Larger lots with increased setbacks from the street could provide a diversity in lot size, eliminate wall maintenance issues, allow neighborhood integration, be more pedestrian friendly, give noise and dust protection and provide access management controls. It is recommended that there be more discussion regarding this issue.

**Strategies**

To address the need for integrated land use and transportation policy and decision-making, the following strategies have been identified:

- The City of Medford should complete and adopt a land use/transportation plan, design guidelines, street and streetscape standards and implementing ordinances for the SE Medford TOD, the West Medford TOD and the Delta Waters TOD, and mixed-use areas.

- The City should review its existing Code and prepare the necessary ordinances and/or Comprehensive Plan amendments to protect and preserve future corridors identified in the TSP for transportation purposes.

- The City should initiate discussion to address potential code revisions to address issues related to arterial and collector street frontages.