Chapter 1

RPS Overview

1. REGIONAL CHALLENGES

The Greater Bear Creek Valley presents many demographic, physical, and socio-economic challenges to planning for the future. While Jackson County contains nearly 1.8 million acres, over 80 percent of the County is forest resource land and nearly half of that is owned by the federal government. What remains are 360,000 acres for other uses—agriculture, homes, industry, commerce, transportation, parks, and non-forest open spaces. Recent population growth, most of it compressed into the narrow ribbon of land that is the Bear Creek Valley, has been significant. For example, during the past fifty years, Jackson County's growth rates have rivaled those seen during the gold rush of the 1880s. The countywide population more than doubled from 94,533 residents in 1970 to 194,515 residents in 2005. Of the nearly 100,000 person increase to the county over that period, seventy-seven percent of the growth occurred within the municipal boundaries of the cities of Ashland, Central Point, Eagle Point, Medford, Phoenix, and Talent.[1] Over the period, Ashland increased its population by 1.69 times, Central Point by 3.9 times, Eagle Point by 6.11 times, Medford by 2.49 times, Phoenix by 3.62 times, and Talent by 4.5 times. The population of the unincorporated urban area of White City also increased by approximately 3,000 residents between 1980 and 2005[2].

In addition to the normal pressures from a population growth rate of this magnitude, historic settlement patterns have caused this growth to occur in the midst of the region's best agricultural lands, which although under increasing pressure, still manage to play a large role in the valley's economy. As a result of these settlement patterns most of the land adjacent and nearby the cities available for urban growth is agricultural land. Finally, the region has also seen an increased diversity in political and social attitudes due to the considerable in-migration from other states, which has caused cultural shifts.

To attempt to address the region's growth-related challenges, the State of Oregon and local jurisdictions have engaged in a decade-long collaborative effort to create a Greater Bear Creek Valley Regional Plan (Regional Plan). This Regional Plan will establish a practical planning base to better accommodate future growth and preserve the region's most positive attributes.

1.1 Regional Growth Factors

The Region's moderate climate, natural amenities, and cultural resources such as a vibrant performing arts community will continue to fuel the driving force in the region's population growth—in-migration. In the year 2000, 37 percent of Jackson County's residents had arrived from outside of the county within the previous 5 years. Between 2000 and 2004, in-migration accounted for over 90 percent of Jackson County's net population growth. In-migrants cite reasons for coming to Oregon such as: living near family or friends, quality of life, and employment. Among these in-migrants, the "Baby Boomer" generation is the predominant age group, although younger residents (aged 5-17) are also a significant age group for several cities in the region.

[1] Source: U.S. Census 1970, and Jackson County Comprehensive Plan Population Element (original source being the PSU Center for Population Research 2005 Jackson County Population Estimate).
[2] JCCP Population Element

The Greater Bear Creek Valley has long served as the population and employment center for Jackson County and functions as the principal market area for a seven county region in Southern Oregon and Northern California. Agriculture, forestry, mining, manufacturing, food production, and an overall diversity of industry also drives basic employment growth. These in turn drive secondary industry growth that supplies complementary services to basic industry and the resident population. The Greater Bear Creek Valley is also a regional government services center, and will continue to serve as the market and production center of this larger area.

1.2 Proximate Urban Locations

The Greater Bear Creek Valley region has the highest concentration of incorporated cities within a designated metropolitan area in the State, excepting Portland Metro. This regional distinction is reflected in LCDC's Rural Residential Rule in that three of the six cities statewide subject to urban fringe restrictions are located in the Greater Bear Creek Valley. Not just a spatial issue, each City has a different socioeconomic composition, disparate property tax rates and resident sensitivities, rural land interfaces, infrastructure conditions and requirements, and other important attributes that affect land use planning and growth management.

Accommodating growth while maintaining a distinct identity is a primary challenge identified by each of the cities in the region given the constraints of the geographic area and past settlement patterns. This juxtaposition of incorporated cities in close proximity has led to a sense or realization of crowding, loss of community identities, and competition for resources. The situation also presents opportunities for cities to share resources and achieve results through coordinated efforts. The region's interconnected water, sewer, and transportation systems have created a need for collaboration that over decades has had its successes and setbacks. As has been evidenced by their participation in the RPS process, though, jurisdictions have clearly come to recognize that it is in their best interest to cooperate and that the best long-term strategy to ensure individual jurisdictional identity and autonomy is to adopt a long-term regional plan through a collaborative effort.

1.3 Geophysical Conditions

The region's population between Ashland and Central Point is concentrated along the Bear Creek Valley corridor. The valley is situated between the Siskiyou and Cascade mountain ranges and is only five to ten miles wide—narrowest at the southern end and widening as the creek flows northward towards the Rogue River. For comparison, the width of the Willamette Valley where most of its cities are located is much broader—between twenty-five to forty miles.

Seasonal flooding is a significant natural hazard affecting the urban and rural areas. The foothill areas that surround the valley floor are also areas of significant wildfire hazard. Faulting exists along the Siskiyou range and west side of the valley. Clay soils with high shrink-swell potential affect the east valley slope and northward to the Agate Desert.

The Bear Creek Valley begins to broaden as it converges with the larger Rogue Valley basin. North of Bear Creek at Medford and Central Point, the Upton Slough and Whetstone Creek are significant drainages that mark the terrain. The flat terrain and heavy clays result in broad floodplains between the central cities in the region and the Rogue River. Further north, White City is located within the Agate Desert. The Agate Desert is comprised predominately of Agate-winlo soil complex. The complex results in a pattern of mounds and troughs where pools of water accumulate in the rainy ~~-v~~ernal" seasons. The resulting vernal pool habitat is suitable for federally protected fairy shrimp species and several protected species of flora. White City is in the center of the Agate Desert. Eagle Point, to the north of White City and the Antelope Creek drainage, is also located near significant vernal pool areas to the north of the City.

The region as a whole is also subject to airshed quality issues due to air stagnation. The narrow north-south valley traps air between the Cascade and Siskiyou Mountains and the mountains at the south end of the valley prevent through-flow. This stagnation is most acute in the winter when cool air

pools in the valley during periods of high pressure and east-west air flow at altitude is lifted over the valley by the surrounding mountains. This creates an inversion that can last for days and even weeks.

The region has amongst the hottest summers of any location in Oregon, and demand for water increases substantially in the summer months. The rainfall in the region is about 18 inches a year—about half that of the Willamette Valley. Water supply originates from alpine precipitation in the Cascade Mountains (Rogue River and the Medford Watershed/Big Butte Springs) for all cities in the region except for Ashland, where the water source is from alpine precipitation in the Siskiyou Mountains (Mt. Ashland Watershed). Although fresh water continues to be available for urban and rural uses, demands and competition for future needs may intensify over the next fifty years.

1.4 Agricultural Patterns and Productivity

Approximately 7% of the state's farms are located in Jackson County. Although the ratio of farms to population for the county is similar to that of the state, the average 124-acre size of the region's average farm is considerably less than the state average of 425 acres. Notwithstanding the relatively small average farm size, total gross agricultural sales in 2008 reached almost $78 million, the 18th highest total among Oregon counties. In the region, the two highest value-per-acre agricultural activities are pear farming and viticulture. Neither of these activities necessarily requires the deepest and highest quality loam soils for productivity, as local pear varieties have rooting systems which are well suited to heavy Class IV ~~b~~lack sticky" clays common to the area, and vineyards require soils that are less fertile and shallower than those needed for annual crops. Soil productivity ratings near the valley floor may be better, but that must be balanced against the increased risk of frost where cold air pools. Frost events increase the risk of catastrophic seasonal losses and/or expensive inputs to prevent frost. Vines are less susceptible and more resilient to frost damage than pears. Both activities typically require irrigation water.

Oregon's land use system pays special attention to impacts from development that adversely affect the cost of agricultural production. This is an especially sensitive issue in the restrictive geography of the Greater Bear Creek Valley, as the costs of production for pears and wine grapes are substantially higher than for field crops. In order for those activities to be profitable, large initial investments are required for orchard and vineyard establishment and it takes many harvest years to recoup this investment. Moreover, pear orchards have a useful life of 30 to 40 years and thus require replanting decisions to be made from time to time. This requires a longer term agricultural investment decision making cycle than is typically required with livestock and/or seasonal crops, so long-term predictability is extremely important.

The area has other niche crops and activities that utilize more traditional farming practices, but the unique regional challenges are largely present in the growth and maturity of the pear and viticulture agricultural industries, and especially in the region's needs to protect the long-term investments made in these high value agricultural activities.

1.5 Historic Settlement Patterns and Infrastructure Development

Historically, settlement patterns created population centers in the midst of the Bear Creek Valley's best agricultural lands. These population concentrations became the valley's existing cities in the mid to late 1800's and during the next century and a half grew at different rates depending on a variety of economic, geographic, and cultural factors. Although, prior to statewide land use planning the majority of growth in the region did occur within the existing cities and within White City following World War II and the closure of Camp White, significant growth also took place outside of established cities.

Residential development in the rural areas tended to develop as small to medium sized pockets on one to ten acre parcels In the case of active farmland, residential development occurred as single or family unit farm dwellings fairly widely dispersed. Two major challenges to the implementation of the state land use system were created by the resulting pattern of rural residential lands: either fairly large concentrations of rural residential parcels were established at varying distances from existing cities' urban growth boundaries (e.g., Gibbon Acres, Hollywood Subdivision, the Medford/Phoenix Urban

Unincorporated Area) or single or family unit farm dwellings were sprinkled throughout productive farmland, much of it close or adjacent to cities. Not only do both of these tend to pull urban growth out onto farmland (due to the priority of land hierarchy in ORS 197.298), but in most of these cases these areas have such long-established cultural identities that they tend to resist urbanization (the failure of Medford's attempt at identifying urban reserves in the early 1990s was directly attributable to the opposition of one rural residential area to being included). In some instances, these rural residential areas are adjacent to or in the midst of high value agricultural land, where intensified urban development may increase conflicts with commercial agriculture. Non-intensive livestock and other small farm uses also occur in rural residential areas and are commonly viewed as a major characteristic of neighborhood identity. The consequences of further urbanizing these areas and whether compatibility with surrounding agriculture will be achievable at urban intensities is a major initial consideration in planning for the future urban needs of the region's municipalities.

Finally, most of the major urban infrastructure is located in the Bear Creek corridor. The corridor is served by a regional sanitary sewer interceptor and water main inter-tie, and also by the valley's two major north-south roadways, Highway 99 and Interstate 5. The railroad parallels Highway 99. These infrastructure investments have further concentrated population and employment within this area.

2. WHAT IS REGIONAL PROBLEM SOLVING (RPS)?

Collaborative Regional Problem Solving (RPS) is a term identified in Oregon Revised Statute (ORS 197.652-658). The statute specifies that ~~"L~~ocal governments and those special districts that provide urban services may enter into a collaborative regional problem-solving process. A collaborative regional problem-solving process is a planning process directed toward resolution of land use problems in a region."

Various entities within Jackson County were identified as potential stakeholders within the regional planning process, and invitations were extended to every incorporated jurisdiction (Jackson County, Eagle Point, Medford, Jacksonville, Central Point, Phoenix, Talent, and Ashland), school district (Ashland School District #5, Central Point School District #6, Jackson County School District #9, Medford School District 549C, and Phoenix-Talent School District #4), and irrigation district (Eagle Point, Medford, Rogue River, and Talent Irrigation Districts) in the planning area (as defined in Section 4 of this plan) plus the Medford Water Commission, the Metropolitan Planning Organization, Rogue River Valley Sewer Services, Rogue Valley Transportation District, and the appropriate state agencies (DLCD, ODOT, ODA, ODHCS, OECDD, and DEQ).

The stakeholders mentioned above chose to exercise different levels of participation and responsibility within the planning process. The stakeholders who elected to participate in the RPS process by entering into the Greater Bear Creek Regional Problem Solving Agreement, which is addressed in Section 7.1 of this chapter of the Regional Plan, are considered ~~"p~~articipants" (as the term is employed in ORS 197.656).

3. WHY UNDERTAKE REGIONAL PROBLEM SOLVING (RPS)?

There were two fundamental motivations for the jurisdictions of the Greater Bear Creek Valley to enter into a collaborative planning process under Regional Problem Solving. The first was the opportunity it offered to establish a high level of structured cooperation on long-range planning between fellow jurisdictions and state agencies. While Jackson County and the individual cities in the Greater Bear Creek Valley have been able to meet the challenges of the last several decades and successfully accommodate growth within their own boundaries consistent with the state land use system, they also acknowledge that the cumulative regional impacts of that growth have created issues which are better dealt with through cooperation, collaboration, and a degree of shared process.

The second reason for undertaking RPS was the state-sanctioned ability to find coordinated and creative local solutions that facilitate local land use practices which best support the Statewide Land Use Planning Goals, but provide flexibility regarding certain Oregon Administrative Rules. By entering into the RPS process the region was seeking to support the existing land use system, especially the Planning Goals, by undertaking a more regionally appropriate approach than is typically possible. The object was not to avoid Oregon's land use system but was rather to recognize region-specific circumstances and therefore enhance the land use outcome in southern Oregon.

Additional benefits to RPS status were seen in the economies of scale a regional process would allow improved results through information sharing, awareness of one another's plans, expectations, and problems, and agreement to coordinate future planning to continue regional cooperation well into the future.

3.1 Regional Planning Precursors in the Greater Bear Creek Valley

The Regional Problem Solving process grew out of two earlier, related planning efforts. The first, OurRegion, was a community-based initiative that started in 1995. The second, the Multijurisdictional Committee on Urban Reserves, grew out of the City of Medford's early efforts to resolve some of the same issues addressed in this plan.

OurRegion

In 1995, the Rogue Valley Council of Governments (RVCOG) responded to a community-driven initiative to establish a regional planning project in Jackson County. The project continued for three years and was responsible for several major products, including a 50-year land use scenario that represented the likely growth outcome given the current land use regulatory framework; broad recommendations for protecting the region from sprawl while balancing public and private interests, retaining farmland, and protecting the environment; and, finally, a preferred scenario of future growth and resource and open space preservation for the vast majority of the communities in the Greater Bear Creek Valley. Notwithstanding the technical products produced during OurRegion, a discernable shift in attitudes in the region towards regional land use planning, especially among public sector decision-makers, could qualify as the most important outcome of the process. Without any doubt, OurRegion was the most important factor behind the creation of the Multijurisdictional Committee on Urban Reserve, which in turn became the critical bridge to the current Regional Problem Solving process.

Multijurisdictional Committee on Urban Reserves

In April 1998, the Medford City Council and the Jackson County Board of Commissioners appointed a committee to help resolve how and where the City of Medford would plan for its future growth. In addition to representatives from Medford and Jackson County, this committee expanded to include representatives from the adjacent and nearby jurisdictions of Phoenix, Jacksonville, Central Point, Eagle Point, and the unincorporated area of White City.

In the spring of 1999, the committee decided to move forward on two concurrent tracks. First, the committee would determine a 30-year urban reserve for Medford. Second, the committee would work to establish 30-year urban reserves for Phoenix, Central Point, Jacksonville and Eagle Point. While not required to establish urban reserves, these cities elected to participate so they could coordinate urbanization patterns regionally. In late 1999, on the strength of this demonstrated interest in coordinated regional planning, the Department of Land Conservation and Development invited the region to apply for a Regional Problem Solving grant, which, in April 2000, was awarded.

The Beginning of Regional Problem Solving

The major success of the short-lived Multijurisdictional Committee on Urban Reserves was the development of a core group of elected officials and high level staff who became accustomed to working together on issues of collaborative land use planning. This was what attracted the attention of

the Department of Land Conservation and Development, leading to the invitation to participate in Regional Problem Solving (RPS).

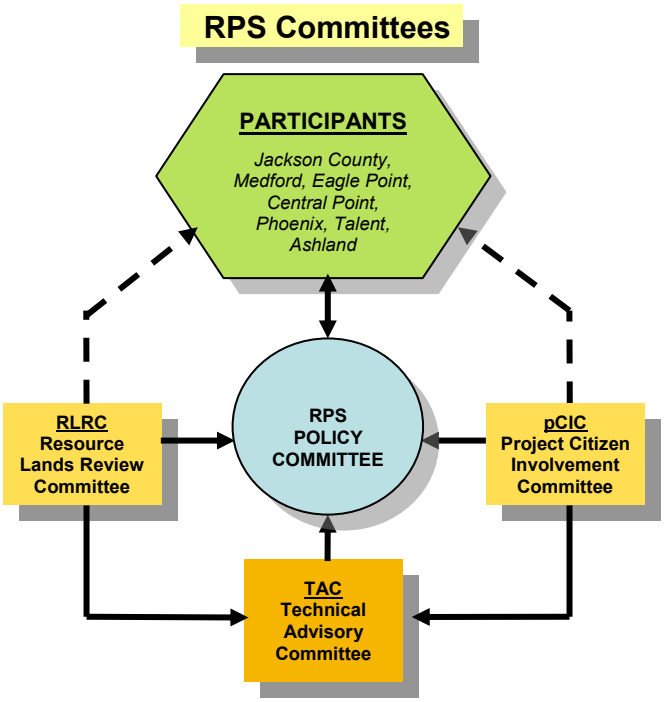
An almost immediate expansion of the core Multijurisdictional Committee group to include the cities of Talent and Ashland allowed the study area to expand to coincide with the boundaries of the Air Quality Maintenance Area (AQMA). The AQMA was a logical study boundary for a number of reasons. Not only has the area been studied extensively for transportation and air quality planning purposes, but it encompasses the cities and rural areas most likely to continue to experience the greatest growth pressures in the foreseeable future.

Finally, in 2009, preceding the initiation of the final, major stage of this Regional Problem Solving process, the City of Jacksonville elected not to propose the comprehensive plan and land use regulation amendment required to effectuate the Regional Plan. While Jacksonville's involvement in the process was desirable, the region determined that their involvement was not necessary or critical to the remaining seven jurisdictions being able to address the regional problems identified in the Greater Bear Creek Valley Regional Problem Solving Process. Thus, the region decided to move forward with seven of the original eight jurisdictions (Jackson County, Eagle Point, Central Point, Medford, Phoenix, Talent, and Ashland) by focusing the project's original problems and their solutions on the jurisdictions bisected by the Greater Bear Creek Valley's two major transportation corridors, I-5/Hwy 99 and Hwy 62. These corridors, and the cities they impact so significantly, represent the major fault lines of the issues influencing the regional effort (future population growth, agricultural activity, and likely urban expansion) and therefore share the highest need for regional collaboration and long-term regional planning.

4. PROJECT STRUCTURE

The RPS process was initiated in 2000 with the recruitment of key committees. Committees were organized to provide direction for the plan, with the Policy Committee having the central role. The flow chart below depicts the relationships of the committees who worked to develop the draft plan.

Figure 1.1
Committee Relationship Flow Chart



4.1 RPS Policy Committee

Throughout this process, the Policy Committee's role was to establish policies and processes and to advocate for the project. Its role included ongoing management of the process, review of other committee work and recommendations, and general oversight of public involvement. Membership on the committee was split between voting and non-voting members. Voting members were predominantly elected officials from each of the participating local jurisdictions. Senior staff fulfilled this role at times. Non-voting members included partner state and local agencies, which have had an important oversight role in the success of this plan.

The Policy Committee met once or twice each month or as planning activities necessitated with all meetings open to the public.

4.2 Technical Advisory Committee (TAC)

The TAC served as the technical staff to the process, making recommendations to the Policy Committee based upon its work assignments. The Committee consisted of staff from collaborating Greater Bear Creek Valley jurisdictions, state agencies, the Medford Water Commission, Rogue Valley Sewer Services, and private individuals with a cross-section of expertise and interests.

The Technical Committee met twice each month as planning activities necessitated, with all meetings open to the public.

4.3 Resource Lands Review Committee (RLRC)

The membership of this committee included farm and forest resource experts from both the public and private sectors. The RLRC provided expert recommendations concerning the quality and viability of agricultural lands considered in urban reserve proposals, and also provided recommendations including the development of the project's agricultural buffering policies.

The RLRC met once a month as needed, with all meetings open to the public.

4.4 Project Citizen Involvement Committee (pCIC)

The project Citizen Involvement Committee (pCIC) was charged with foundational tasks early in the process, chief among them providing guidance to the TAC, Policy Committee, and jurisdictions on issues of open space, especially with regard to the location and size of proposed community buffer areas. The pCIC was also used to provide feedback on early iterations of proposed urban reserves and other elements of a draft Regional Plan that led to a participation agreement.

The pCIC commonly met once a month, with all meetings open to the public.

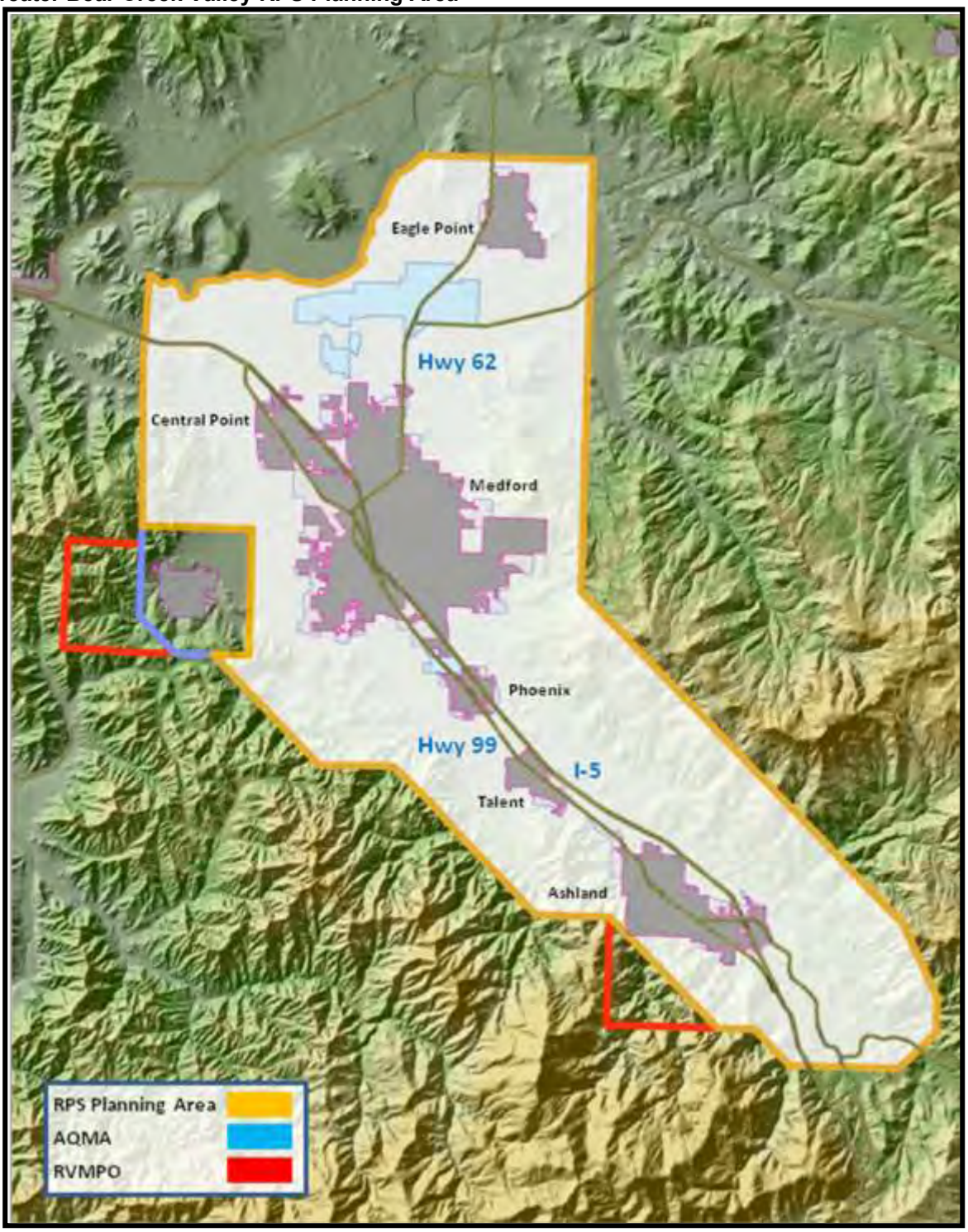
5. REGIONAL PLAN CORE ELEMENTS

The core elements of the Greater Bear Creek Valley Regional Plan include the region's planning area, planning horizon, problem statements, and the plan goals.

5.1 Planning Area

The Greater Bear Creek Valley RPS Planning Area, depicted in Figure 1.2, is the Air Quality Maintenance Area (AQMA) less that portion within the Area of Mutual Planning Concern identified in the City of Jacksonville/Jackson County Urban Growth Management Agreement, Exhibit C: Area of Mutual Planning Concern Map. All of the participating cities are arrayed along the Region's two major transportation corridors, I-5/Hwy 99 and Hwy 62. These corridors and the cities they impact represent the major fault lines of the issues influencing the regional effort including future population growth, agricultural activity, and likely urban expansion, and therefore share the highest need for regional collaboration and long-term planning.

Figure 1.2
Greater Bear Creek Valley RPS Planning Area



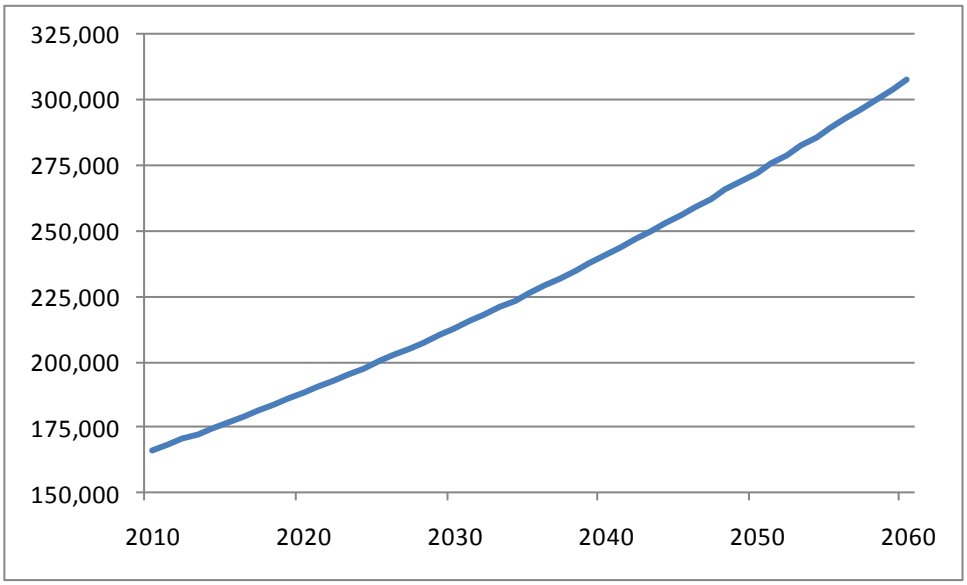
5.2 Planning Horizon

The objective of the collaborative planning process was to plan for a doubling of the Region's urban population—conceptualized as ~~"~~NOW X 2". The base urban population for the planning area is estimated at 141,481 (2010 population). Therefore, a doubled urban population for the planning area would be 282,962 people. A planning horizon which focused on ensuring that the region was prepared to accommodate a doubling of the population, whenever that would occur, presented the region with the following benefits:

- A doubling of the population is intuitive – double the number of people, double (or more) the number of cars, double the houses, etc.
- Data updates during the collaborative process were less likely to cause large swings in the total amount of urban reserve land being planned because the target population was constant. This added continuity to the process and facilitated agreement to participate in final plan development, completion, and ongoing coordinated land use planning.

Notwithstanding the region's decision to choose to plan for an eventual doubling of the population, the target population of 282,962 has also been determined (by extrapolation from the 2040 population forecast in the adopted Jackson County Comprehensive Plan) to be equivalent to a planning period of approximately 50 years (between 2010, which is the date of the anticipated plan adoption, and 2060). If the unincorporated County population is included, the population for the planning area is increased to 166,285 and the total projected population for the planning area is increased to 307,766. Figure 1.3 below illustrates the projected population for the planning area, including the unincorporated portion of the County, which is discussed in detail in Chapter 2 of this plan.

Figure 1.3
Projected Population for the RPS Planning Area



5.3 Development of Problem Statements and Goals

The RPS statute requires the adoption of problem statements. These statements have been articulated in the Participants' Agreement and are set forth as part of the plan herein. Application of the problem statements shall be consistent with their intent in the Participant's Agreement. The plan goals were developed as direct responses to the adopted problem statements, also as mandated by

the RPS Statute. Finally, a set of guiding policies were developed under each plan goal. Although these guiding policies were not required by the RPS Statute, they were developed at the beginning of the process to encourage as wide a consideration of possible implementation strategies as possible. Ultimately, some of these guiding policies proved more useful than others in the evolution of solutions to the stated regional problems.

5.3.1 Formal Problem Statements

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

***Problem Statement No. 1* – Lack of a Mechanism for Coordinated Regional Growth Planning.** This statement was the product of unanimous agreement among the collaborators that, although southern Oregon did not want a Metro-type system of regional governance, the greater Bear Creek Valley had grown to the point that it required a venue in which individual jurisdictions could consider their needs and challenges within the regional context.

***Problem Statement No. 2* – Loss of Valuable Farm and Forest Land Caused by Urban Expansion.** This statement was recognition of the fact that an eventual doubling of the present population will require additional land for urbanization. Significant conflicts already exist as a result of inadequate buffering and abrupt transition between urban development and adjoining resource land. Accommodating population growth will require that some of the surrounding resource land base be available for future urban uses. A cooperative and comprehensive effort to identify the commercial agricultural and forest land base subject to urbanization pressures would be undertaken, and criteria and standards would be established to mitigate the impacts to the agricultural economy in the selection of urban reserves. Regional agreements emphasizing efficiencies in urban development and improving buffers at transitions along the rural/urban interface would also serve to reduce conflicts and increase the viability of long term resource land management.

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

5.3.2 Goals and Plan Policies

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

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

Guiding Policies:

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

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

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

Guiding Policies:

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

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

Guiding Policies:

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

6. PLAN DEVELOPMENT

The process of creating a Regional Plan for the Greater Bear Creek Valley was designed to be an iterative process as well as a balancing act between the need to conserve the region's agricultural capability, open space, and individual community identity, and the need to identify lands to meet the future demands for growth. To accomplish this, the region considered a variety of inputs in its process of defining the Regional Plan, especially in refining the choices of potential areas to accommodate the projected future growth. The areas proposed to accommodate the projected future growth are referred

to as Urban Reserve Areas (URA) and are addressed in detail in Chapters 3 and 4 of this plan. The major inputs considered in defining the Regional Plan are described below.

6.1 Community Buffering Recommendations

Responding to Goals 2 and 3 was the primary responsibility of the pCIC, This resulted in a recommendation of Community Buffers. The Community Buffers were defined as areas between communities that would best serve to preserve the individuality of neighboring communities by perpetuating their actual or perceived separations.

Although the idea of encouraging individual community identity within a process of regionalization can have counterintuitive aspects, the existence and long-term perpetuation of the differences between the communities in the region is central to the strategy of the Greater Bear Creek Valley as a *regional community*, with its different cities providing the variety of distinct neighborhoods that give any community (in this case the region) its collective identity.

While a physical separation between communities is not the only or most important indicator of a community's sense of identity, unambiguous borders can be useful in providing a healthy substrate upon which community identity can thrive. For individuals traveling from one city to another, it provides a transition between communities that calls attention to the special characteristics each has. For residents of a city, it provides an easily identifiable, discreet universe that is wholly and totally separate from others nearby.

At the outset of the process of delineating these areas of separation between communities (see Appendix IV for an excerpt from the RPS Phase 1 Status Report), the members of the pCIC considered whether to only look at rural lands as community buffers; how large the areas needed to be; whether they were appropriate in all cases, and whether they required special protection beyond their existing county zoning.

The pCIC predominantly recommended Community Buffers on rural lands that encompassed all or almost all of the existing rural zoning between cities and were applied in each case of jurisdictional proximity. The pCIC also made several recommendations for urban buffers, to be located along major transportation routes where city boundaries were contiguous. The Community Buffers recommended by the pCIC are illustrated in Volume II, Appendix V of the Plan.

The primary purpose of the Community Buffers was to assist the cities in locating their proposed Urban Reserve Areas. The Community Buffer areas were areas that were largely avoided by cities during the Urban Reserve Area selection process. A notable exception is found in the area between the City of Medford and Phoenix on the East side of Highway 99, as described in more detail in Chapter 4 of this Plan.

Prior to the start of the Jackson County public hearing process, the region decided that no additional zoning overlays or restrictions would be applied to these areas. The fact that the Community Buffers were used to guide the Urban Reserve selection process and that no urban reserves were located within these areas was considered sufficient protection at this time.

6.2 Regional Land Preservation Strategies

Although it was agreed that no additional zoning overlays or restrictions would be applied to the Community Buffer Areas, it is important to note that the members of the pCIC were not in full agreement on the issue of providing more permanent protection from long-term development pressures for those areas. Some members thought it was critical to provide a guarantee that these areas of separation would have permanence, while others considered it sufficient to preserve them for the near future and allow future generations to determine whether it was still in their best interest to preserve them. It was only later in the process, once the pCIC disbanded, that the Technical Advisory Committee (TAC) revisited the issue. Through the work of a subcommittee, the TAC recommended long-term mechanisms of preservation to the Policy Committee.

For the Community Buffers located on rural land, the preservation mechanism proposed was similar to what is commonly referred to as a Transfer of Development Rights (TDR) program. The concept was that owners of land within the rural Community Buffers could voluntarily sell conservation easements and owners of future urban lands would provide the funding for those purchases. The details of this proposal are found in Volume II, Appendix V of the Plan.

For the Community Buffers located on urban land, the preservation mechanism proposed was to implement design standards that reinforce the perception of transition between one community and another when the physical separation between them no longer existed. The details of this proposal are also found in Volume II, Appendix V of the Plan.

The strategies recommended by the TAC were approved by the Policy Committee; however, it was decided that these mechanisms should be voluntary, not mandatory.

6.3 Regional Agricultural Buffering Standards

The regional agricultural buffering standards are a research-based, regionally consistent set of standards designed to mitigate negative impacts arising from the interface between rural and urban uses. These standards were developed in 2006 by the RLRC to provide adequate consideration of potential conflict between existing rural agriculturally zoned lands and proposed urban levels of development. These standards will be required to be adopted by each participating city and the County as discussed in Section 3 of this Chapter. The proposed Buffering Standards are as follows:

1. Adequate consideration of potential conflict between existing rural agriculturally zoned lands and proposed urban levels of development is necessary during development assessment. Significant conflict is assumed to be likely in all cases where urbanization is proposed within 500 feet of Class I - IV rural agricultural land. In addition, some lesser level of conflict is assumed possible within the next 500 feet from the urban/rural boundary. Agricultural buffers that are appropriate to the realities of the region will not be successful in completely negating these potential conflicts, but can lessen their severity, frequency, and negative impact on both agriculture and urban quality of life.

2. Those individuals seeking to buy, rent, or lease urban properties within 1,000 feet of rural agricultural land should be informed in writing of the consequences of being located within a –ural agricultural impact zone."

3. Local or regional long-range planning should avoid, as far as is practicable, locating urban sensitive receptors, primarily residential development, in proximity to rural agricultural land. Where urban sensitive receptors must be located near rural agricultural land, buffering mechanisms should be used to minimize potential conflicts.

4. The central concept in buffering is adequate separation between conflicting uses. There are a number of strategies for achieving this separation through planning decisions and the use of planning controls:

    - A well-designed vegetative buffering element will reduce the amount of land required for an effective buffer.
    - Man-made or natural features should be incorporated in buffers whenever possible, such as infrastructure rights-of-way, roads, non-residential structures, watercourses, wetlands, ridge lines, rock outcrops, forested areas, and steep slopes.
    - A buffer area can provide public open space or purpose-designed buffer areas (public recreational/natural areas) if the location is appropriate for satisfying a portion of the community's open space needs, the use of the buffer area as public open space is compatible with adjoining uses, the buffer area is not the community's principle provider of recreational opportunities, and the impacts from the adjoining rural agricultural use do not overly restrict the planned recreational use of the open space.
    - Existing areas of rural residential zoning can provide the required buffering if and

when the rural residential lots provide a minimum of 200 ft. of separation between the urbanizing and rural agricultural land.

- Existing small-acreage farms (5 acres or less) can provide the required buffering if and when the small acreage farms provide at least 200 ft. of separation between the nearest farmable land (including animal enclosures) on the small-acreage farm land and the nearest planned urban sensitive receptor. The owners of these small-acreage farms must agree to the use of their property as a buffering mechanism.
- There is a publicly owned right of way that could be incorporated as part of the buffer.

5. It is unreasonable for new urban uses to require a modification of rural agricultural activities practiced according to recognized industry standards, especially if those modifications would hamper efficient rural agricultural operations. The existing use has precedence.

6. Buffering mechanisms should be provided/funded by the proponent of the urban development. The buffering mechanisms will be physically located entirely on the urbanized property, unless:

   - there is a publicly owned right of way that could be incorporated as part of the buffer; or
   - there is a naturally occurring area on the rural agricultural land that is permanently incapable of being farmed (rock formation, riparian area, etc.), is of sufficient depth, and is contiguous with the border of the urbanizing land or a publicly owned right of way; or
   - the proponent of development purchases from the willing farm owner an easement on agricultural land of the appropriate length and depth, and pays for the establishment and maintenance of whatever vegetative buffer, fencing, or irrigation system that would have been required on the urbanizing land or as agreed upon. This mechanism is allowed outright as a mid-term buffer and may be allowed as a long-term buffer subject to a recommendation by the Agricultural Buffers Committee; or
   - title to the area providing the physical portion of the buffer is transferred willingly to the farm being buffered. If a vegetative buffer or other mitigation is required, it shall be is installed and maintained by the developer or as agreed upon.

7. The buffering mechanisms must be included in the development application and must be approved by the city **before or concurrent with** final approval for the development project.

8. The city is responsible for enforcing compliance with all matters pertaining to the implementation of planned and approved buffering plans. The city shall permit developers flexibility in scheduling the establishment of the approved buffering mechanisms due to factors such as water availability, weather, and general logistics, although the buffer plan shall establish a sequencing of buffer mechanism implementation that demonstrates completion prior to either final plat sign off or—for larger lot buffers and in the event no land division occurs—final building inspection.

9. Although flexibility in the nature and design of buffering mechanisms can be provided for in the event of significant localized circumstances, customized (flexed) buffer designs must be at least as effective as the buffering options established herein. Proposed flexed buffer designs must be clearly justified, with the burden of proof being on the proponent of urban development to show that the flexed buffer design will not reduce the intended level of protection.

10. Class I – IV rural agricultural land is presumed to be of ~~h~~high potential impact" due to the fact that it can be and often is used for a wide variety of different rural agricultural uses, and because new and as yet unforeseen uses and practices are likely to surface in the

future. Therefore, these rural agricultural lands are assumed to require buffering mechanisms that mitigate the most likely high impact rural agricultural land use, regardless of present use. The only exception to this would be those Class I – IV rural agricultural lands that have a long and essentially unbroken history of rural agricultural inactivity. These, as well as all Class VI rural agricultural lands, would be considered of ~~l~~ow potential impact".

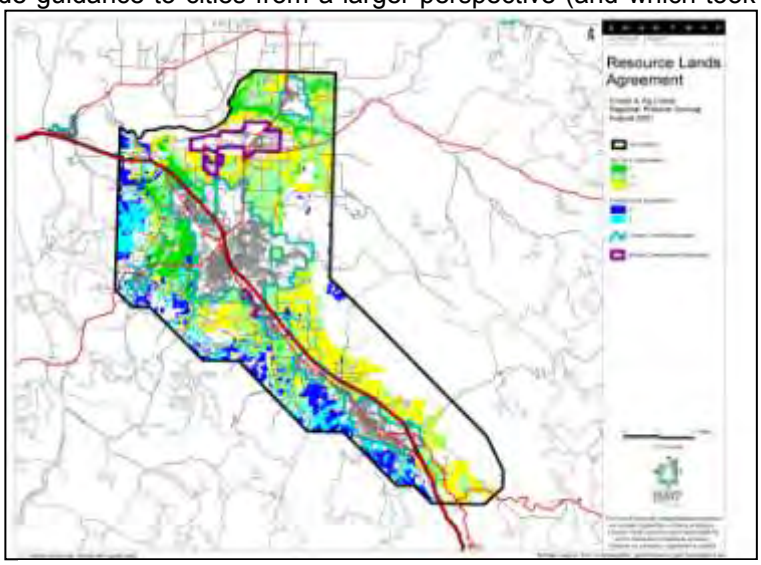
11. To mitigate a reduction of overall residential densities resulting from urban land dedicated to buffering mechanisms, a city shall permit the proponent of urban development to maintain planned densities through lot size averaging, clustering, planned development criteria, or similar techniques. The objective is to maintain minimum density across the development.

12. Where conflicts already exist between rural agricultural and urban land uses, mechanisms including mediation, source controls, and public outreach are encouraged.

The complete document containing the standards is located in Volume II, Appendix III of this Plan—*Agricultural Buffering Standards – Establishing Effective Buffers Between Rural Agricultural and Urban Uses (June 6, 2006).*

6.4 Commercial Agricultural Land Base Recommendations

Consistent with the RPS statute, the major focus of the RLRC was to provide expert advice on proposed conversions of resource land to urban uses. This process was divided into two phases: an initial phase, which was used to provide guidance to cities from a larger perspective (and which took its direction from the goals of the process, rather than the RPS statute); and a second phase, which complied with statutory requirements by providing an in-depth analysis of every proposed urban reserve that included agricultural land.



The initial guidance provided to the cities was a compromise between the logistical impracticality of providing a parcel-by-parcel analysis of the more than 100,000 acres of resource lands in the study area, and the need to provide cities with some level of technical information on the relative value of resource land before lines began being drawn on maps. The solution was to construct a comprehensive set of evaluative factors (shown below) as input for a spatial analysis tool provided by Jackson County (ModelBuilder), which produced a GIS-based output that was then refined by the committee and provided to the cities. The end product was not meant as a final parcel-level determination by the RLRC of which resource lands were the most important and which were not, but rather a reasonably fact-based ~~f~~irst take" on which concentrations of resource lands were probably best avoided by future urbanization.

Commercial Agricultural Base
- Evaluative Criteria -

Factors of Negative Suitability

A. One or more of the following factors of negative suitability shall be determinant in removing lands with Class 1 and 2 soils from the base:
   1. Extreme microclimatic conditions.
   2. Significant lack of contiguity with other resource lands combined with a parcel's relatively small size.
   3. A history of severe urban-rural conflict impacting the farming operation.
   4. Seriously contaminated soils.

B. One or more of the following factors of negative suitability shall be determinant in removing lands with Class 3 and 4 soils from the base:
   1. Severe microclimatic conditions.
   2. Lack of contiguity with other resource lands combined with a parcel's relatively small size.
   3. A history of severe urban-rural conflict impacting the farming operation.
   4. Seriously contaminated soils.

Partial text of the final adopted "Commercial Agricultural Land Base Criteria", dated December 2003

The second phase of the RLRC's input on the relative values of the agricultural land in proximity to participating cities involved a parcel-by-parcel review of all EFU-zoned land proposed as an urban reserve. This was the only RLRC responsibility actually required by the RPS statute. The first step in this phase, prior to looking at any specific urban reserve proposals, was to develop and adopt a specialized set of criteria for determining what was and was not part of the commercial agricultural land base. This set of standardized criteria was subsequently adopted by the Policy Committee to provide maximum consistency in the decision-making process.

The actual process of analyzing proposed urban reserves began with an initial screening by staff of each area for the presence of resource zoning. If any resource zoning was present, the RLRC would move to an analysis of the appropriate parcels including but not limited to: information on soils, microclimatic conditions, productive history, present ownership, issues arising with proximity to cities, and members' personal knowledge. The RLRC also provided an opportunity for input from property owners and/or their representatives.

It is important to note that the RLRC was restricted from considering any information relative to specific development proposals for the land or its presumptive value to a city as part of its urbanization strategy. The consideration of the degree of urban need for a particular proposed urban reserve and whether that urban need was more compelling than the agricultural one was a decision left initially to the participating cities (which did remove a number of proposed urban reserves based on the RLRC recommendations) and then to the members of the Policy Committee and the participating state agencies. Final Policy Committee and state agency decisions on which RLRC-recommended lands should be included in final urban reserve proposals were made in early 2007 during formal deliberations. Although questions about several specific proposed urban reserves remained until early summer 2008, consensus was eventually reached on a final set of urban reserve proposals for the region. This final set of proposed urban reserves is described in detail in Chapters 3 and 4.

6.5 Community Self-Definition

The participating cities in this process responded to the prospect of allowing future growth to define them by refining or redefining their place in the region and their vision of what they would like to become as communities into the coming decades. Critical elements of the results of each city's process of self-determination are contained within the chart below.

The latitude for cities to be ~~"d~~different" from each other, as long as there is a regional balance permitting the Rogue Valley to function as well or better than traditional planning would allow, was a powerful draw for cities when initially considering their participation in regional problem solving. It has led to the concept of participating cities as ~~"r~~egional neighborhoods" making up the larger ~~"r~~egional community". Just as neighborhoods in actual cities provide different mixes of uses and services, and lend their

individuality to a collective identity of the larger community in which they are contained, so do the region's unique municipalities offer that to the regional community. The concept of the Greater Bear Creek Valley regional community not only permits cities to be different from one another, but actively promotes it. Participants believe this will provide the region itself with a comparative advantage in Oregon as it builds a working model of regional unity and cooperation powered by a practical implementation of its differences.

In addition to recognizing the validity of each city's strategic individuality (as presented below in Figure 1.3) the plan proposes a number of specific mechanisms in the plan to achieve the appropriate regional balance among these very different regional neighborhoods. The major examples are:

- the establishment of two new centers of regional job creation in the valley—Tolo and the South Valley Employment Center;
- the maintenance of a gamut of different average densities between the cities in the region;
- the wide variety of planned population growth, from Ashland's 44% to Eagle Point's 196%; and
- the agreement to prepare conceptual plans for all acknowledged urban reserves, which will facilitate the long-term transportation planning that will be necessary to cost effectively and efficiently support the variety of development across the valley.

Figure 1.9
Key Elements of Community Identity

Community	KEY ELEMENTS OF COMMUNITY IDENTITY
Ashland	Ashland is a unique community in Oregon, well known for its downtown parks, Oregon Shakespeare Festival, and the Southern Oregon University. Ashland functions as a regional specialty area for shopping and entertainment, with many fine restaurants and boutiques. The community has garnered accolades as one of the top communities in the nation for the arts, outdoor recreation, and as a place to retire. It also serves as a center for higher education. The geographical realities of the City's location limit the ultimate growth of the community, as Ashland has chosen not to jump over the interstate freeway to accommodate additional growth on the foothills of the Cascades, nor keep lengthening an already linear community. The community has taken strong steps to preserve its livable character, from adopting an Open Space Program funded by a local meals tax, to restricting "big box" retail development, to enacting strong design standards for all developments. Ashland also has taken the direction of strong controlled growth, carefully annexing new properties into the community based on need and public good, and encouraging affordable housing whenever possible in new residential developments.
Central Point	In the early 1990's, Central Point responded to rapid growth and resulting citizen concern by developing the Central Point Strategic Plan, which was adopted in 1998. The plan establishes a community vision and identifies strategies for 1) preserving what people most value about Central Point and 2) initiating changes to enhance community life consistent with the plan. In addition, the City created a Downtown Revitalization Plan, adopted Transit Oriented Development (TOD) policies and zoning, and promoted proactive land use and transportation master planning. The resulting improvement in the City's quality of life has been embraced by local citizenry and has also been recognized at the state and national level. It is Central Point's intention to create more of these master planned communities in order to sustain its "small town feel" and its sense of place in the Rogue Valley. Part and parcel with each new master plan is the integration of parks, open space and civic areas for schools and churches. It is therefore desirable to consider larger tax lots and also those that have resource and environmental value, which can be turned into "living assets" as part of new Central Point neighborhoods.

Community	KEY ELEMENTS OF COMMUNITY IDENTITY
Eagle Point	Eagle Point's livability requires that: ▪ its historic and small town character is preserved; ▪ Little Butte Creek, its watershed and adjacent flood plain, be protected; ▪ a balanced, open space, urban/agriculture interface buffer and neighborhood pattern be used as a guide in determining future urbanization strategies and zoning, which may create lower residential densities in some areas of the community than are found elsewhere in the more metropolitan areas of the Rogue Valley; ▪ urban reserve lands will be master planned to create individual neighborhood environments within the city with a full array of mixed uses and amenities; ▪ internal connectivity will be such that impacts on Hwy 62 will be minimized and residents will be able to move freely and conveniently throughout the City; ▪ existing public open spaces continue to be maintained and improved and future development include significant areas of public open space; ▪ an open space buffer be created and maintained between the City and the more urban and industrialized areas to the south; ▪ future growth provide opportunity for diversification of the City's economy, including light industrial business uses in appropriate zones; ▪ its downtown commercial core and other commercial areas (particularly along the Highway 62 corridor) be viable, attractive destinations; ▪ a diverse and effective, multi-modal, transportation system is created, including connectivity to other Rogue Valley transportation corridors; ▪ future growth is directed towards areas which can be served by City services; and ▪ future growth and community issues be addressed through appropriate planning and community involvement.
Talent	Talent emphasizes its role as a small, people-oriented village offering creative opportunities for quality living, work and leisure. The City will be focused around a vital, vibrant, downtown core and neighborhoods, which reflect the City's architectural history and values. Further, the City will offer opportunity to its young people through well-planned growth, with a clean agricultural, industrial and business base, reflecting and promoting local self-reliance and the talents and interests of all residents. The community as a whole will be a safe, clean place that offers quality living and leisure for residents of all ages, cultures and backgrounds served by a multi-modal transportation system which meets all their needs. People frequently apply the term —bedroom community" to Talent. In many minds, the community is just the place people go to at the end of the day, not a place to work, shop and play. The City does not want that to be its defining characteristic. At the same time, the City will not make the mistake of overzoning commercial on the assumption that mere provision of commercially zoned land will draw commercial development.
Medford	Medford is the regional center of the Rogue Valley and serves much of southern Oregon and northern California. As the regional center, Medford hosts major retail and medical facilities and significant transportation facilities and terminals. Because Medford is the regional center, there is significant travel to and from the city for goods, services, and jobs. While making additional land available for development is important, Medford also realizes that balancing the supply of land appropriately helps keep the existing inventory of buildings occupied, development densities higher, and open space available outside of the city for important agricultural activities and livability. These attributes will keep Medford a healthy and vibrant place to live.
Phoenix	Phoenix has adopted the community goals of promoting clear and stable growth, implementing an economic development strategy, and funding park acquisition and maintenance. One of the ways that the City plans to foster economic growth is through the implementation of the City Center Plan. This plan for the downtown area includes mixed-use commercial, cottage industrial and residential land uses.

Community	KEY ELEMENTS OF COMMUNITY IDENTITY
	The focus is to create a pedestrian friendly environment that will provide people the opportunity of living, working and shopping all within the downtown area. Implementation of the plan will be funded in part through the formation of an urban renewal district. The City of Phoenix has always encouraged cottage industry. Home occupations are allowed with the intent to support small businesses with the hope that as they grow, they will become more and more of an economic asset to the community. The City is centrally located within the valley. Citizens have easy access to major shopping and employment centers. Although prices are rising, housing in Phoenix is relatively affordable and therefore should remain attractive for future homebuyers. The role of Phoenix within the region is not expected to change much in the future, with the exception being that there will be more emphasis placed upon economic growth so that the City can keep pace with providing quality services for its citizens and to provide more employment opportunities within the City.

6.6 Public Input

Although no two cities provided exactly the same opportunities for public involvement at exactly the same time and in exactly the same way, the public's role was extensive and influential in every jurisdiction. Participants were in agreement from the beginning of the process that public involvement was critical to its long-term success. In the first years of the process, formal public input was provided by the two citizen committees, the pCIC and the RLRC. Once the foundational contributions of these two committees were made—the locations of proposed community buffer areas from the pCIC and the locations of the better agricultural lands from the RLRC—jurisdictions began work on fashioning proposals for urban reserve areas. At that point, each jurisdiction began independently involving citizens in planning activities. Individuals and groups were permitted to directly propose areas of land for consideration in growth proposals, and to provide input regarding the Regional Plan as a whole. The Policy Committee recommended early in the process that each city would have the freedom to design and implement its own program of public involvement. Although this resulted in some variation, for the most part cities designed similar processes. All of the local jurisdictions developed local citizen involvement activities to ensure significant opportunities to provide feedback and contribute to the decision making process. Jurisdictions used a series of public meetings, surveys, presentations, and mailers. The public meetings were interspersed with formal planning commission or city council meetings to consider the input. Outreach activities were also developed to actively solicit citizen input and include it for consideration.

As the process of determining where and how much growth might be appropriate for each city, and as regional issues and interests began to be defined and discussed, new citizen involvement opportunities became available, including regional public meetings and the use of region-wide surveys distributed in the ~~N~~OW x 2" *Mail Tribune* insert and on the RPS website. In a direct response to requests for additional public outreach later in the process, the Policy Committee assisted in planning and implementing a number of the more significant regional efforts.

6.6.1 City Outreach Activities

Figure 1.5 illustrates the local and regional public involvement that has occurred for the RPS process up to March of 2009.

Central Point

Central Point introduced RPS to its Citizen's Advisory Committee (CAC) in December 2001 during which time a public work session was held. Other public meetings followed in early 2003 after a year of staff research, mapping and plan development. The City conducted a series of local public hearings in the fall of 2004, the winter of 2005 and again in late 2005 with the City Council and the Planning Commission. Central Point's early public input was key in its decision to balance future growth areas east and west of Interstate 5 and to adopt a 'centric' growth pattern with the Central

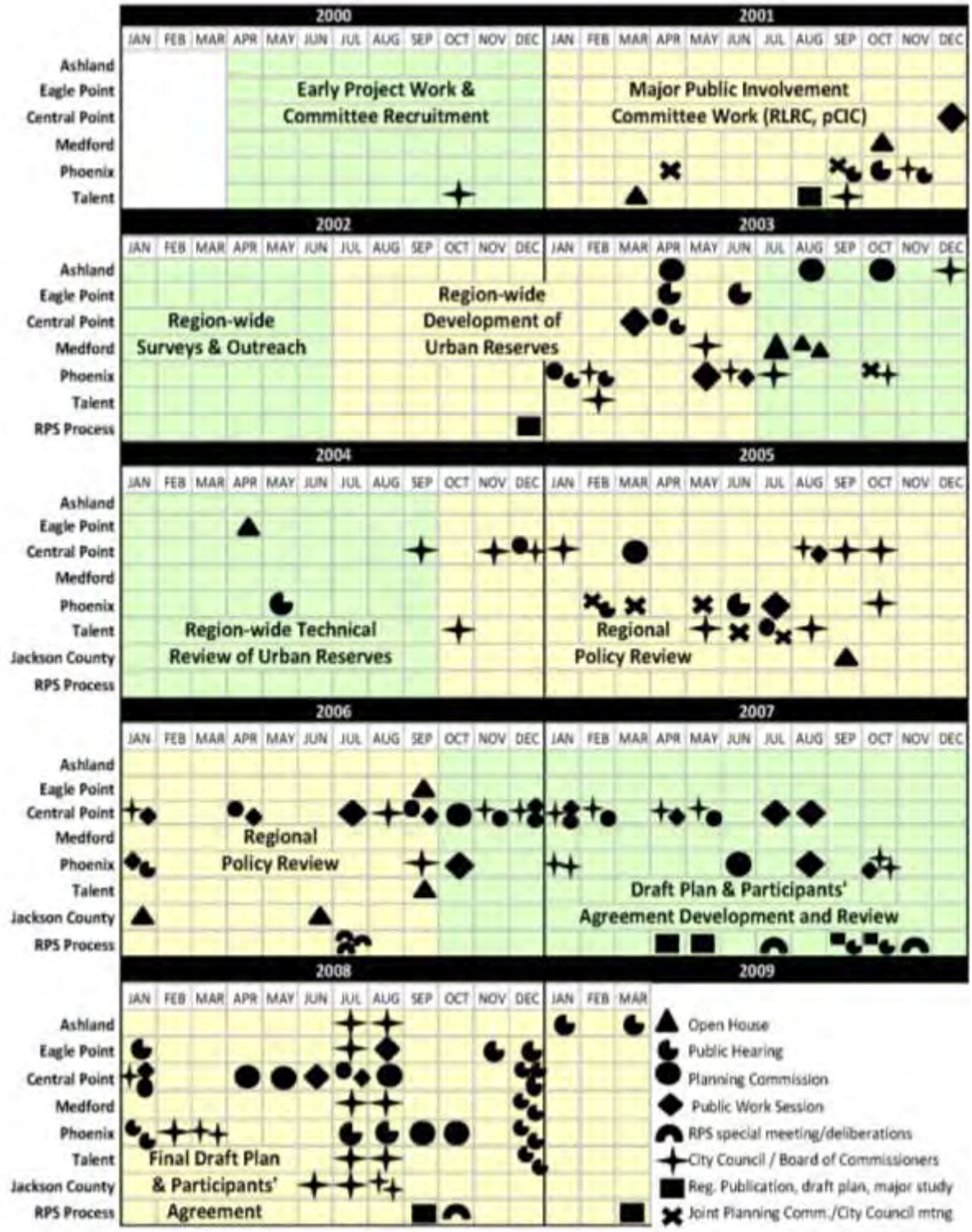
Business District at the City's core. Meetings were held almost every month in 2006 and residents from prospective urban reserve areas were invited to attend these events. The City mailed notices to property owners in each proposed Urban Reserve Area and informed them about the RPS process. The CAC was convened to provide additional public information and to listen to concerns of county residents in the vicinity of Central Point. Those residents were also made aware of regional meetings that were scheduled by the RPS Policy Committee and in some cases, County residents attended both.

Throughout the urban reserve screening process, the Citizen Advisory Committee, Planning Commission and the City Council held meetings, separately and jointly. The City contacted property owners as each new or modified proposed urban reserve area was developed. The City also invited the public to comment on the impacts and choices being made within each proposed urban reserve area. In addition, the City held over twenty public meetings to review and prepare the final urban reserve proposal for regional review.

Eagle Point

Eagle Point initiated its citizen involvement activities in October 2001 with a series of public meetings and City Council workshops. After circulating initial growth area information in spring 2002, the City Council held workshops in late May. Citizen input from these workshops developed into several options that directed the urban reserve discussion throughout the remainder of 2002.

Figure 1.10
Local and Regional Public Involvement



In spring 2003, Eagle Point circulated a community survey. This survey included details on the RPS process and criteria, and the current options being considered. The survey generated 217 responses, which guided the City's final selection of urban reserve areas. The City also conducted outreach meetings with local service and business groups and neighborhood organizations.

Using the outreach information, early community sessions and survey results, the City Council refined its urban reserve options to respond to both citizen and state comments. On April 15, 2003, the Planning Commission conducted a public hearing on the refined growth area options. On June 10, 2003, the Eagle Point City Council also held a public hearing on the growth area options. Throughout the summer of 2003, City staff compiled final comments. The City presented findings and recommendations to the City Council and the public in October 2003.

On October 28, 2003, the City Council adopted Resolution 2003-55, defining the urban reserve areas for the City of Eagle Point. In September 2006, a public forum and open house were conducted to allow public comment on the total Regional Plan for the Bear Creek Valley.

On January 22, 2008, the City Council held a hearing to accept public testimony prior to unanimously voting to remove 91 acres of RLRC disputed land in EP-2 to demonstrate its commitment to serving the best interests of the overall region and the RPS process.

Finally, the Council held a public workshop on August 12, 2008, to review and approve various portions of the RPS Plan relevant to Eagle Point's statistical data and future growth assumptions.

Medford

Medford's community outreach started with a public open house on October 17, 2001. Residents throughout the Medford area were invited by written notices and letters. The RPS process was explained including how it would benefit Medford's long term planning efforts. Property owners identified parcels on maps to show their interest in being in the Medford urban reserves. In 2002, the City developed initial urban reserve area maps for public review. These maps were based on public input from the open house, using preliminary criteria (such as avoiding active orchards), and Planning Commission and City Council direction.

Over the next year, into the summer of 2003, the City received written comments, and the Planning Commission and City Council met to discuss the comments. Public workshops were held in 2003 on July 30, August 13, and August 27 for all interested citizens. Property owners were given this additional opportunity to submit information regarding the proposed urban reserves. In the fall of 2003, the Planning Commission and City Council held numerous study sessions on this information and finalized the City's selection rationale. The City coordinated these efforts with neighboring cities and Jackson County. The Medford City Council endorsed the candidate future growth areas by Resolutions 2002-53, 2004-39, and 2005-180. It endorsed the Regional Plan goals and policies by Resolution 2003-253.

Phoenix

The City of Phoenix initiated its public involvement process at the end of 2001, with public hearings to share the criteria and proposed growth areas emerging from the initial City Council public work sessions. The process continued with joint Planning Commission and City Council meetings that deliberated on the potential growth options. The Planning Commission and City Council worked through the scenarios by investigating the impacts of all decisions and shared this with the public through hearings and workshops. As the candidate areas were explored, the Council and Commission held hearings.

Through this process, the Planning Commission and City Council independently and collaboratively hosted public events to include citizen input as the scenarios were tested and considered. The process culminated in the adoption of a series of ordinances that advanced the candidate growth areas to the RPS project for consideration.

Talent

The City of Talent's public outreach was conducted through open houses and joint City Council/Planning Commission meetings. The City invited the public to participate through mass mailings and through the city's newsletter. Citizens were invited to express their views about RPS or any growth issue at any City Council and Planning Commission meeting. Additionally, in early 2002 the City distributed a questionnaire asking the citizens where they thought the City should grow in the next 50 years, and received 164 responses. This survey was used in developing the first regional survey, which was distributed with the 40,000 copies of the ~~"~~NOW x 2" *Mail Tribune* insert of December 2002.

The responses to the City's survey were used to prepare for a community open house on March 11, 2002. The survey and initial open house provided guiding criteria for the City Council and Planning Commission. The community was engaged at all stages as the criteria were applied to the available lands and the candidate growth areas were identified. The candidate areas were then used to structure presentations and public events to solicit input on the decisions.

Talent's public involvement process for selecting its urban reserve areas was revived in 2005 when the City was instructed to submit final candidate urban reserve areas for Policy Committee review. Staff presented fresh options for future expansion and invited affected property owners to attend a series of public hearings. Through the combination of public input and native judgment, the planning commission and city council made a few small changes to Talent's urban reserve proposal and closed the door on future additions. The input from this meeting was included in the documentation submitted to the Policy Committee for its final deliberations in early 2007.

Ashland

The City of Ashland's decision in 2003 not to request any urban reserve areas was the culmination of a process of studies by the City Council and Planning Commission, and with the cooperation and involvement of interested parties and the general public. The City Planning Commission held a series of open public meetings to explore options for growth areas and to develop a vision of the City's future identity. These events drew in partner districts and agencies to share their needs and the needs of their constituencies for such things as housing, economic opportunities, recreation, and other quality of life issues. Extensive public input on potential growth areas was gathered at Planning Commission meetings on April 22, August 26, and October 28, 2003. This input culminated in a series of City Council meetings in late 2003, with final adoption on December 2, 2003 of the decision to request no urban reserve areas for the City as part of the RPS process.

6.6.2 Other Public Outreach

In a major milestone, in December, 2002 the project produced a 12-page insert (titled ~~"~~NOW x 2") for the *Mail Tribune* (see Appendix I) that summarized the project and detailed accomplishments to date. A total of 40,000 copies of the ~~"~~NOW x 2" insert were printed, with upwards of 28,000 households and businesses receiving it directly. Without any doubt, the insert was the single most effective strategy to increase the profile of RPS among the general public and to establish the basic structure and philosophy of the process. In fact, as time progressed, citizens would refer to the insert in their questions or statements about RPS. Unfortunately, the survey included in this insert, and a later version that was hosted on-line by RVCOG, were not as successful in their intent, which was to provide the RPS Policy Committee with both regional and local-level input to assist with decision-making. Although responses were in the hundreds for both, the fact that the surveys were not done randomly, and had no statistical significance, made them somewhat less effective than they could have been.

The RPS process also engaged special districts, local agencies, and interest groups such as the Medford Water Commission, Rogue Valley Sewer, and 1,000 Friends of Oregon. These local partners participated directly throughout the process as members of the Policy Committee and/or through participation at the Technical Advisory Committee meetings. As scenarios were developed and advanced to the RPS group, these partners were able to provide immediate

feedback on how the decisions would impact levels of service or quality of life issues for their particular concerns.

In addition to the efforts conducted by the cities individually, the RPS Policy Committee and Technical Advisory Committee members held a series of public meetings to provide a detailed update on the process and encourage additional citizen involvement. Perhaps the most notable of these was a series of three widely advertised special open houses. Held in various venues throughout the Valley in the summer of 2006, the open houses were designed to help the public understand the project, its current status, and its preliminary set of proposed urban reserve areas. The intent was not just to inform the public, but also to expose the members of the Policy Committee to a cross section of current public input. This was important to prepare them for the upcoming deliberative process, during which they were expected to weigh individual city proposals against the larger regional needs and issues.

Finally, in response to direct requests, the RVCOG project manager, state agency representatives, and staff from participating jurisdictions made themselves available for dozens of presentations to and discussions with citizen, service, and trade groups (such as the Jackson County Citizens League, League of Women Voters, various Rotary Clubs, Jackson County Realtors Association, etc.).

6.6.3 2007 Fall Public Comment Meetings

On September 24 and October 10, 2007, the Policy Committee held two meetings to receive public comment and testimony on the draft plan to date—one in White City and another in Talent. Public comment was considered by the Policy Committee for refinement of the draft plan and preparation of the Participants' Agreement.

6.7 State Agency Input

State agency input, primarily on the Policy and Technical Committees, was a constant from the beginning of the project. Although not voting members of the Policy Committee, regional representatives of the departments of Land Conservation and Development, Transportation, Environmental Quality, Agriculture, Economic and Community Development, and Housing and Community Service were all active in the process, albeit to varying degrees. The extent and frequency of agency involvement in the process was decided by the individual agency; no restrictions were imposed by local participants.

Agency representatives were consistently successful during the project in influencing the selection of urban reserves. State agency influence was either direct—as in Eagle Point's removal of almost all proposed urban reserves west of Highway 62 due to ODOT's concerns over transportation impacts—or indirect, as in the state's support for including regional housing and economic opportunities analyses in the process, the results of which influenced a variety of project outcomes.

6.8 Regional Growth Planning Analysis

Allocation of the planning area's population, the housing and employment needs of that population, and regional transportation are all critical aspects of regional growth planning. Chapter 2 provides details of how a planning population was determined, and how that future population was allocated across the participating jurisdictions; information on the existing economic situation in the region and the region's projected economic needs; a regional housing analysis used to determine the residential land need during the planning horizon; and a regional transportation analysis.

7. FINAL STEPS IN THE DEVELOPMENT OF THE REGIONAL PLAN

7.1 RPS Participants' Agreement and Draft Plan

Stakeholders who elected to participate in the RPS process by entering into the Greater Bear Creek Regional Problem Solving Agreement are considered ~~p~~participants". A Participants' agreement was drafted in 2008 and finalized in 2009, which confirmed that the signatories were in support of the problem statements and goals as well as the proposed system of Incentives and Disincentives and Oversight and Plan Amendment policies. A Draft Plan was also developed as a basis for the agreement. With this agreement in place, the plan moved to its final stage of consistency review and Final Plan development.

7.2 Consistency Review

To check the proposed urban reserve areas as one of the key techniques for achieving the goals and objectives of the Regional Plan, a Consistency Review was completed in 2009 to determine to what degree the proposed urban reserve areas comply with or deviate from any LCDC rules that implement the statewide planning goals. The focus of the Consistency Review was to relate the approach and outcome of the Greater Bear Creek Valley Regional Problem Solving Process with the process and requirements established in OAR Chapter 660 Division 21—LCDC's Urban Reserve Rule as it implements Goal 14 (Urbanization). The analysis included extensive and thorough mapping and quantitative analysis of the region and city specific study areas. The quantitative analysis and other technical data relied upon is supplied in Volume 2 of this plan. The collective maps were assembled into an Atlas and are found in Volume 3 of this plan. The results, findings, and conclusions of the analysis were incorporated into a revised Draft Plan for consideration through formal land use proceedings by the participating cities and Jackson County.

7.3 Final Plan Development

[RESERVED]

Chapter 2

Regional Growth Planning

This chapter outlines one of the major inputs considered in defining the Regional Plan— Regional Growth Planning. In this context, Regional Growth Planning consists of the region's coordinated effort to allocate the projected population growth described in Chapter 1, the regional projected employment growth, and the associated lands needs for housing and economic development. Additionally, this Chapter defines the regional transportation analysis that occurred during this process.

1. REGIONAL POPULATION ALLOCATION

The Population Element of the Jackson County Comprehensive Plan currently establishes allocation of future population growth for each jurisdiction through the year 2040. That coordinated allocation was an early product of the Greater Bear Creek Valley RPS project. On February 21, 2007, Jackson County adopted Ordinance No. 2007-3 to amend the Population Element of its Comprehensive Plan. The amendment was acknowledged by DLCD in a letter dated March 6, 2007. The element established a population forecast for the entire area within the county pursuant to the authority granted under ORS 195.025 and ORS 195.036, and in cooperation with the other jurisdictions in the county. Table 6 of the element includes allocated and projected growth rates for incorporated cities, White City, and unincorporated areas of Jackson County from 2005 to 2040.

The process of allocating the region's projected population required extensive knowledge of local and regional issues and realities to consider the economic, social, energy, and environmental consequences of growth in one part of the Greater Bear Creek Valley over another. The process was coordinated by staff and policy makers from the regional jurisdictions and affected agencies, and local citizens, who were intimately familiar with regional and local issues and constraints. The allocation process considered a number of factors in weighing the relative constraints and opportunities for growth in different portions of the region. These opportunities and constraints are summarized below in Figure 2.1:

Figure 2.1

CITY POPULATION GROWTH		
Community	**Opportunities**	**Constraints**
Ashland	Growth opportunities include a relatively robust small town economy, high degree of urban amenities, and relatively high quality and well maintained urban infrastructure.	Growth constraints include an independent water supply that is somewhat more constrained than the other cities' source in the high Cascades, some sanitary sewer constraint issues, very steep topography to the west and south, I-5 to the east and limited political support for significant urban growth.
Central Point	Growth opportunities include policy and staff leadership with a demonstrated ability to deliver efficient	Growth constraints include two common boundaries with the City of Medford and quality farmland on much

CITY POPULATION GROWTH		
Community	**Opportunities**	**Constraints**
	urban land use projects and well managed and maintained public infrastructure.	of the boundaries that are not common with Medford.
Eagle Point	Growth opportunities include relatively lower land use conflicts with high value farmland and intensive farm uses immediately around the City, proximity to industrial employment concentration in White City, physical separation from other cities making expansion possible without growing into another city. Most of the City's existing public infrastructure has been built during the past decade, and its leadership remains prepared to accept ongoing growth challenges over the RPS planning horizon	Growth constraints include vernal pool wetlands to the north of the city, flood hazard area associated with Little Butte Creek and Antelope Creek, the "expressway" designation of Highway 62 limiting crossing movements and growth to the west of the highway, and steep slopes on the east side of the city.
Medford	Growth opportunities include its ability to handle additional growth due to its relative size, high quality and well maintained urban infrastructure, and demonstrated leadership at the policy and staff level to continue to function as the region's largest municipality.	Constraints include its proximity to the City of Phoenix and the City of Central Point to the south and northwest respectively, quality farmland to the west and south, and steep topography to the east.
Phoenix	Growth opportunities include its relative position near the center of the planning area, new transportation infrastructure being planned, and political support for well conceived growth planning.	Growth constraints include some urban infrastructure and services challenges, proximity to Medford, and quality farmland to the east, west, and south.
Talent	Growth opportunities include some additional urban infrastructure capacity in relatively sound condition, improving local employment opportunities, an ambitious and successful urban renewal program with an improving complement of urban amenities, and political support for well conceived growth planning.	Constraints include I-5 to the east, a relatively narrow strip of quality farmland to the north separating Phoenix and Talent, steep topography to the southwest, and quality farmland to the west.

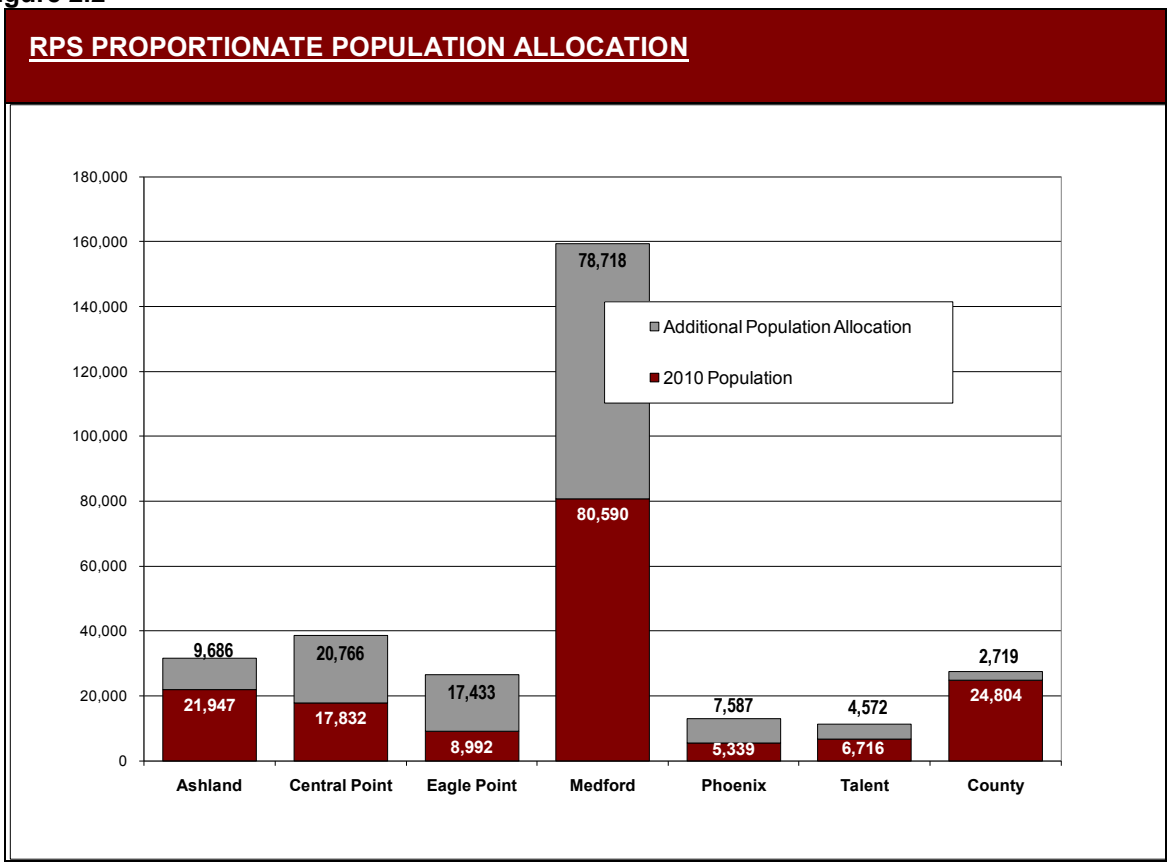
When the above factors and similar factors were weighed, the population allocation process was completed to the satisfaction of the collaborators. This population allocation process became the first major success of the RPS coordination process and obtained final land use approval from the State. On February 21, 2007, Jackson County updated its Comprehensive Plan Population Element through 2040 in a manner generally consistent with the population allocations developed through RPS at that time.

However, during the public hearing process for Regional Problem Solving, the City of Ashland requested that the population allocated to them in the Population Element be amended to be more consistent with the actual population growth experienced by the City. Thus, as part of the Greater Bear Creek Regional Solving Process, the County opted to narrowly open and amend the Population Element to provide the City of Ashland with additional population by removing population solely from

the Rural Unincorporated portion of Jackson County; thereby not affecting the other cities' population allocations established in the adopted Population Element.

The Regional Plan extends the allocations provided in the adopted Population Element, including the aforementioned amendment, in roughly proportional allocations through the end of the RPS planning horizon (2060). Figure 2.2 shows the participating cities' 2010 populations and their proposed allocation of the region's doubled urban population.

Figure 2.2



Source: Population allocation from April 2004 RPS workshop (updated 2011).

Figure 2.3 below shows how the RPS plan has resulted in important policy changes with respect to the relative shares of regional population allocations and the associated land use planning implications. Medford is expected to continue functioning as the region's population center and is projected to increase its relative share of the Region's population somewhat. For instance, the relative share of population is being reduced in Ashland and increased for Medford and Eagle Point and to lesser extent Central Point. Additionally, Phoenix and Talent are planned to basically retain their relative share of the Region's population. With the transfer of the population in the Urban Reserves to the cities and low overall growth anticipated in the rural unincorporated areas of the County, the County's share of population is forecast to decrease.

Figure 2.3

CHANGE IN ALLOCATION OF TOTAL POPULATION 2010 - 2060							
	Ashland	Central Point	Eagle Point	Medford	Phoenix	Talent	Unincorporated
2010 Population	21,947	17,832	8,992	80,590	5,404	6,716	24,804
2060 Projected Population	31,633	38,598	26,425	159,308	12,991	11,288	27,523
DIFFERENCE	9,686	20,766	17,433	78,718	7,587	4,572	2,719
2010 Percent of Total Population	13.20%	10.72%	5.41%	48.46%	3.25%	4.04%	14.92%
2060 Percent of Total Population	10.28%	12.54%	8.59%	51.76%	4.22%	3.67%	8.94%
DIFFERENCE	-2.92%	1.82%	3.18%	3.30%	0.97%	-0.37%	-5.97%

This proportional distribution of population was approved by the Policy Committee for use during the remainder of the process and is consistent with the proportional growth allocations adopted through 2040 in the current Jackson County Comprehensive Plan including the aforementioned amendment. These population forecasts serve as the foundation for allocation of housing and associated land needs based upon each community's respective comparative advantages to meet the housing and employment needs of the Region's planned population.

Because the Regional Plan extends the population allocations in the Jackson County Comprehensive Plan to the Planning Horizon of 2060, it is appropriate to reconcile the growth rates under the plan in relation to the existing Jackson County Comprehensive Plan Economic Element. The table included at Figure 2.4 below reconciles the various population projections made for the region.

Figure 2.4

RECONCILED JACKSON COUNTY POPULATION NUMBERS								
					Average Annual Growth Rate			
STUDY	2005 JCCP[1]	2010 RPS[2]	2040 JCCP[3]	2060 RPS[4]	2005-2040	2005-2060	2010-2060	2040-2060
CITY								
Ashland	20,880	21,947	28,670	31,633	0.91%	0.76%	0.73%	0.49%
Central Point	15,640	17,832	31,237	38,598	2.00%	1.66%	1.56%	1.06%
Eagle Point	7,585	8,992	21,449	26,425	3.01%	2.30%	2.18%	1.05%
Medford	70,855	80,590	133,397	159,308	1.82%	1.48%	1.37%	0.89%
Phoenix	4,660	5,404	8,032	12,991	1.57%	1.88%	1.77%	2.43%
Talent	6,255	6,716	9,817	11,288	1.30%	1.08%	1.04%	0.70%
UNINC[5]		24,804		27,523			0.21%	
Total[6]		166,285		307,766			1.24%	

[1] *2005 population estimates from Portland State University Center for Population Research;*
[2] *Subregional population estimates derived by ECONorthwest- used for RPS base estimate (refined 12/09)*
[3] *Jackson County Comprehensive Plan, Adopted Feb.2007 and revised through RPS process*
[4] *RPS allocation – Now X 2 Doubling of 2007 population (revised 12/09)*
[5] *Unincorporated Jackson County within the Planning Area but outside UGBs and proposed URAs*
[6] *Total RPS Planning Area population including rural and incorporated areas*

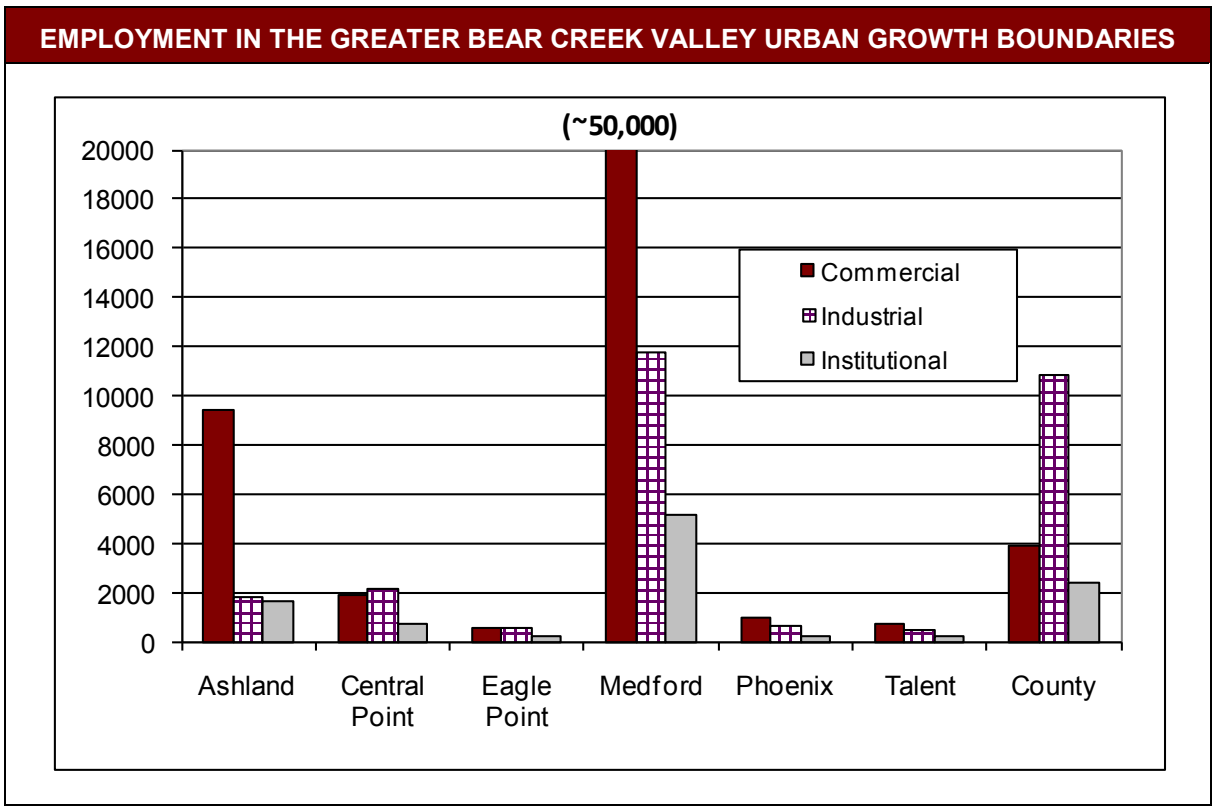
2. ALLOCATING REGIONAL EMPLOYMENT GROWTH TO COMPARATIVE ADVANTAGES

This section presents the Regional Plan's land use planning solutions for regional employment growth. The RPS plan estimates employment growth over the planning horizon and identifies the communities where employment growth is proposed. Oregon Statewide Planning Goal 9, and its implementing administrative rule OAR 660 Division 009, require cities to perform extensive comprehensive planning to identify economic opportunities. However, because of the long-term and regional nature of this Plan, the economic growth projections developed are more generalized than is required for individual cities under the Division 009 rule as part of a 20-year Goal 9 update. The Regional Plan's economic growth allocations are intended to provide broad guidance to the individual cities' Goal 9 planning work for the duration of the Regional Plan. These projections and allocations will provide assurance that the broad categories of employment growth have been adequately planned, consistent with Goal 9 from the perspective of a long-range regional growth plan.

2.1 Regional Employment Projections

Currently, the Valley has about 107,000 workers who are employed either in one of its 6,400 firms or independently. Most workers live within the Valley, while some workers commute from the outer parts of Jackson County and eastern Josephine County. Jackson County's economic focal point has long been the City of Medford. Medford currently supports about 75 percent of the county's retail and services employment, over 40 percent of its industrial employment, and almost half of its government employment. Overall, Medford supports more than half of Jackson County's workers. Ashland currently contains the next largest portion, with about 12 percent of the county's total employment. Figure 2.5 shows the existing distribution of major employment categories for the Valley's urban areas.

Figure 2.5



Data Source: EcoNorthwest, The Greater Bear Creek Valley Economic Opportunities Analysis, Table 4-2.
This table includes the urban containment boundaries of Medford-Phoenix and White City.

Jackson County's residents earn less on average than residents statewide. One reason is that wages for similar jobs are lower than in other parts of the state. People in Jackson County are also more likely to be employed in lower paying sectors such as retail and services, for which Jackson County's aging population is likely to continue to create a demand for these sectors. Jackson County also has relatively more residents who rely on transfer payments such as Social Security, rent, and dividends.

Manufacturing and resource-based sectors, like agriculture, forestry and mining, have also continued to be important to this region. Between 1980 and 2000, manufacturing grew slowly but steadily. It saw a decline after 2001. This generally aligns with the nationwide recession and slower growth rates of the current decade. Agriculture and forestry by contrast, have continued to grow but at a slower pace than in past decades. While Oregon and the Nation are trending away from a resource-based economy, these sectors will continue to be important, both statewide and locally.

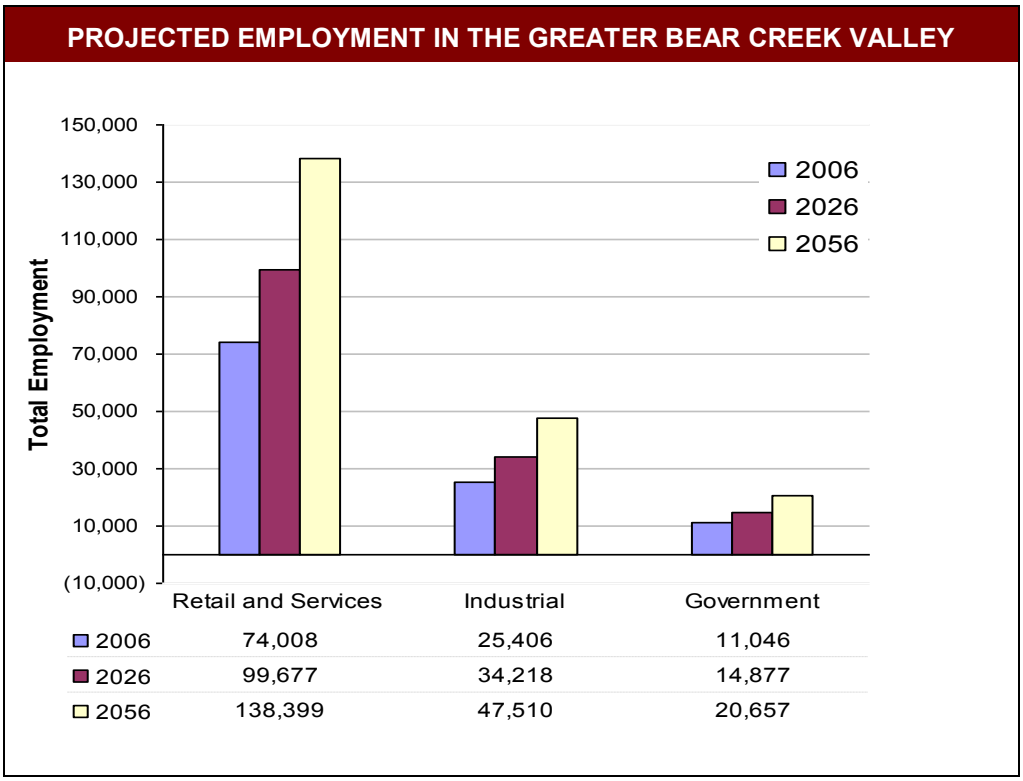
Most of the Valley's workers are employed in retail, health care, government, food services, and manufacturing[1]. Health care and government provide the highest average pay of these industries. Retail jobs pay about $6,000 less and food service jobs about $17,000 less than the Valley's average annual pay. Between 1980 and 2000, retail and services was the fastest growing sector in Jackson County, adding over 22,000 jobs.

While Medford has the bulk of the region's industrial jobs, industrial jobs are also clustered in the region's smaller communities. Central Point, Eagle Point, Phoenix, and Talent all have a larger share of their employment in industrial jobs than the region as a whole. Central Point has about 7 percent of the region's industrial employment. Almost two-thirds of White City's employment base is industrial, which is a higher concentration than any other community in the Valley.

The Valley's employment is expected to grow by about 34 percent over the next 20 years and by almost 90 percent over the planning horizon. The retail and services industry may gain up to 25,000 additional jobs in the next 20 years and over 60,000 over the 50-year period. Industrial jobs are projected to increase by about 9,000 over the next two decades, and by about 13,000 more over the following three decades. Government jobs are also projected to grow, though at a slower rate. Figure 2.6 shows the region's projected employment growth for the three major industry sectors.

[1] May 2007. EcoNorthwest, Bear Creek Valley Economic Opportunities Analysis.

Figure 2.6



Source: EcoNorthwest May 2007 Economic Opportunities Analysis. Table 4-4.

2.2 Allocating Projected Regional Employment

This regional planning process has determined appropriate allocations for the projected regional employment. The Statewide planning framework does not require allocation of all future-year projected employment to individual jurisdictions or a coordinated employment forecast such as is required for population growth. The State's system requires individual cities to perform Goal 9 analysis consistent with OAR 660 Division 009 and through that process identify appropriate sites to accommodate employment opportunities within Urban Growth Boundaries. However, the State's system also provides for the ability to establish Urban Reserves. Urban Reserves may include lands expected to be needed for broad categories of employment. The challenge is that the selection of individual Urban Reserves for specific communities requires an appropriate amount of land to be established *a priori*. This cannot be reasonably done without some estimate of future employment for the various participants. To accomplish these regional growth planning objectives, the Regional Plan allocated employment by community based upon regional employment density assumptions and the corresponding share of the total regional growth projected in the ECO Northwest analysis.

As proposed, this Plan does not attempt to allocate all of the projected employment growth to the participating cities as part of the RPS process. This regional approach to allocating employment has several potential benefits, including but not limited to the following:

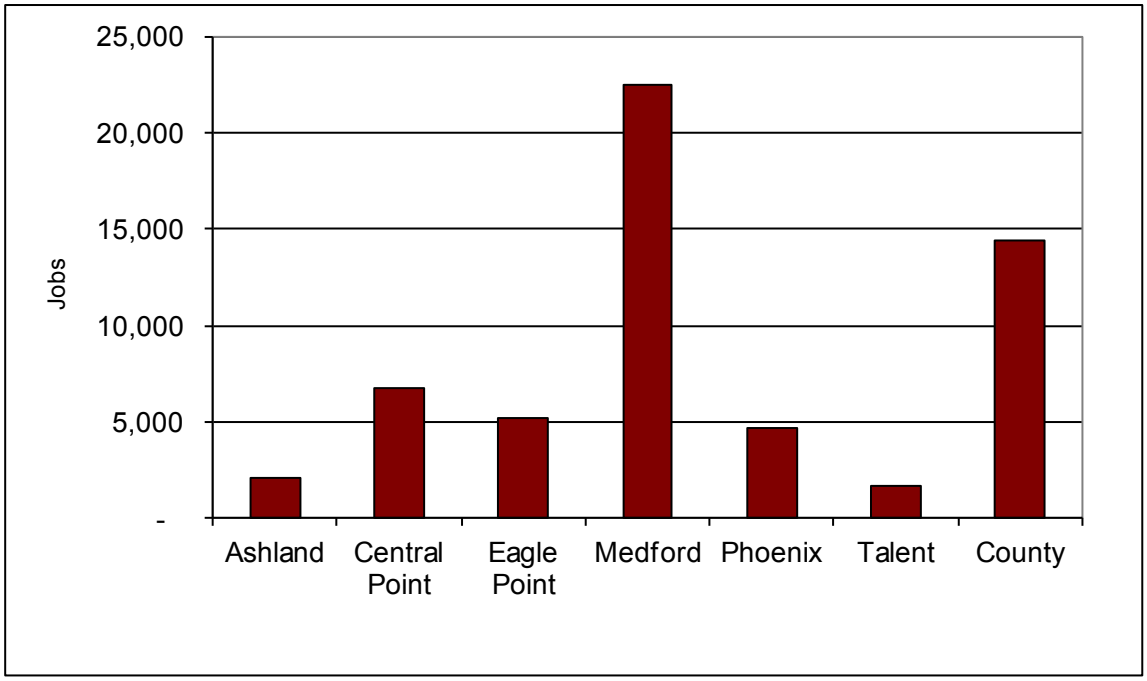
- The City of Medford has an adopted and acknowledged Goal 9 plan element consistent with the most current rule. As other cities develop Goal 9 compliant plans over time, any unallocated employment growth can be evaluated through this Plan's monitoring and implementation processes (and as provided in the Participant's Agreement) or as part of a plan update and/or coordinated periodic review.
- Economic conditions and opportunities are dynamic phenomena. Changes to economic conditions and opportunities affect employment land needs and site requirements over time. By

providing opportunities to allocate additional employment growth over time on a regional basis, the plan will remain relevant and flexible to the land demands of future employers and employment opportunities.

- The Goal 9 planning process recognizes that some economic opportunities and site requirements are very unique. Because this Plan does not attempt to allocate all of the projected employment growth, local jurisdictions' individual Goal 9 planning efforts may identify and plan for specific employment opportunities that were not contemplated in this broad planning effort without creating conflicts between local plans and this Regional Plan.

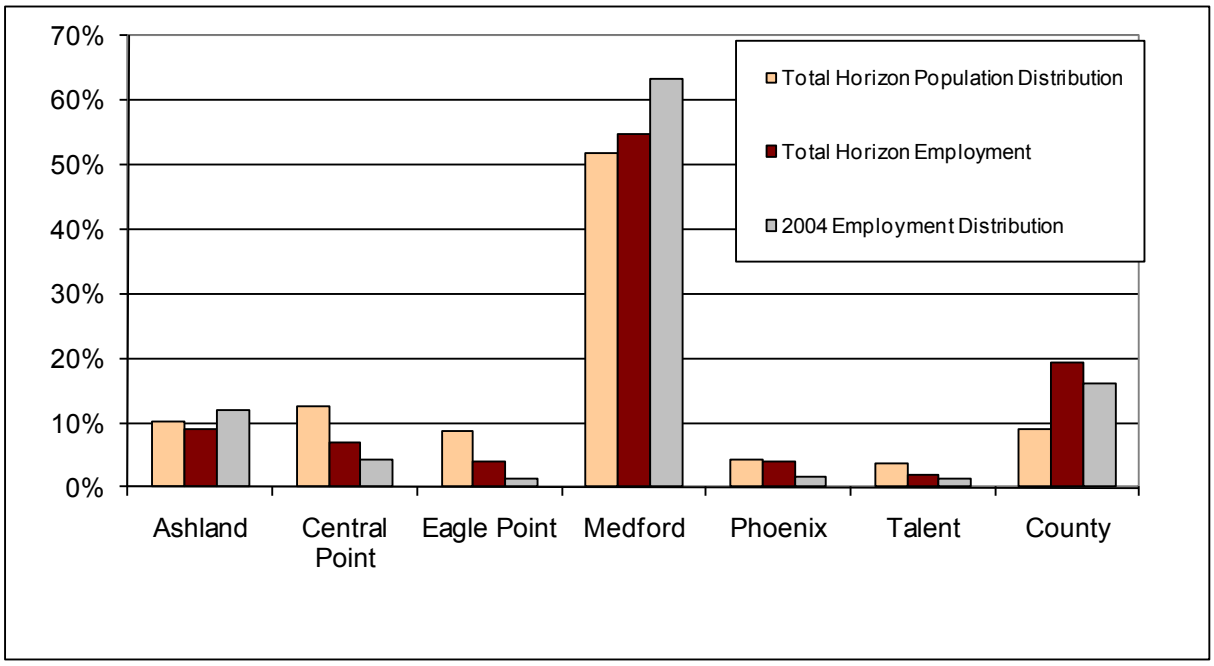
The Regional Plan used two assumptions regarding how much new employment growth will require no new land because existing buildings and infrastructure can absorb that level of employment growth (12 percent or 11,533 jobs and 18 percent or 17,229 jobs). Thus, this job growth is not allocated further in the Regional Plan. Additionally based upon future employment densities as described later in this Chapter, as proposed the Regional Plan allocates approximately between 57,236-74,648 jobs to the participating cities over the planning horizon and leaves between 4,159-21,571 jobs unallocated. The Regional Plan does not allocate jobs by industry classification and development pattern for the individual participants. This demand by industry and development pattern is expected to be estimated as part of local Goal 9 planning efforts. The Regional Plan approach yields the following planning horizon employment allocations by participant:

Figure 2.7



While all projected regional employment growth is not required to be allocated, the amount that is allocated by jurisdiction must be reasonable and appropriate. Therefore, the reasonableness of the Regional Plan's proposed employment allocation was evaluated from the perspective of it's relationship to the regional population growth allocations and from the broad economic comparative advantages between the participants. When compared to planned proportions of regional population allocation, the following figure (Figure 2.8) depicts the proposed planned growth percentages:

Figure 2.8



As illustrated, the proposed population employment allocations are in reasonable accord on a percentage basis. In the case of all city participants, the proposed allocation results in an improved share of regional employment relative to the proposed share of regional population as compared with the percentage share that was estimated by ECO Northwest for 2004. Thus, as proposed, there will be a better balance between employment and population in each participating city.

The degree of employment in the County is chiefly attributable to the industrial area within the urban unincorporated community of White City. Other relatively minor differences are based upon allocations related to the communities particular comparative advantages described below.

Figure 2.9

Community	ECONOMIC ADVANTAGE FACTORS
Ashland	Ashland's proximity to I-5, high quality of life, the presence of Southern Oregon University, and abundance of cultural amenities and events make it attractive to businesses that need access to educated workers and want a high quality of life. These types of businesses could include software design, engineering, research, and other professional services that are attracted to high-quality settings. Ashland's cultural amenities and events are likely to attract high-end retailers, lodging, and food service firms. The high cost of housing and a limited land supply in Ashland may be a constraining factor for future employment growth which is why less of the future employment has been proposed to be allocated to Ashland.
Central Point	Central Point is located along I-5 and has easy access to the airport. The City has one of the region's three state defined —project ready" industrial sites. Central Point's public policies also focus on attracting and developing small businesses such as retail and specialty manufacturing. Central Point is encouraging innovative small business development through the following programs: a vertical development zone in downtown, a small loan program to improve building facades in key areas, and low-interest loans for small business expansion. Central Point has been allocated a future share of employment that is similar to its planned regional population share.
Eagle Point	Eagle Point is located approximately ten miles from Medford and I-5. This distance makes it likely that Eagle Point will continue to attract additional retail and services to accommodate the existing population.. An expanded variety of local/regional services (financial, medical, retail,

Community	ECONOMIC ADVANTAGE FACTORS
	entertainment), some of which are currently unavailable, are expected to be attracted to Eagle Point as the population continues to grow. Additionally, Eagle Point's small town atmosphere and quality of life may attract specialty manufacturing or businesses of an entrepreneurial nature. Eagle Point plans to attract more tourism by promoting the outdoor recreational activities available throughout the Upper Rogue Region. Examples of such opportunities include fishing, hunting, golfing, river rafting, hiking, camping and sightseeing. Eagle Point has been allocated a future share of employment that is similar to its planned regional population share.
Talent	Talent's location on I-5 between Ashland and Medford may attract regional retailers, such as big box retailers, discount retail, or factory outlets. Talent may attract businesses to serve local needs, such as local contractors, small scale retailers, banking, real estate, and other services. A greater share of employment is proposed to be allocated to Talent than what currently exists.
Medford	Medford has a diverse economy, with a similar mixture of industries as Oregon. The City is located along I-5 and has one of the region's three "project ready" sites. Medford is likely to have a mixture of types of employment growth--large format retail, light industrial employers, health services, high-tech firms, manufacturing, home businesses, and agricultural related firms. The City would like to attract or develop more small businesses as opposed to larger, heavy industries. This relates to the City's concerns about air quality issues. Detailed analysis and economic development policies can be found in Medford's Economic Element update completed in 2008. Medford's proposed share of employment is somewhat less than its proposed share of future population. This is a result of some of the regional employment demand, which would otherwise be allocated to Medford, being allocated to the City of Phoenix since Phoenix has similar access to labor and customers than many portions of Medford itself.
Phoenix	Phoenix is located on I-5 between Ashland and Medford near the geographic center of the Regional Planning area. Thus, Phoenix is well located from the perspective of service areas and labor market access. This high degree of access to labor and customers is essential to large employers and regional retailers (such as large format retailers, discount retail, or factory outlets). ODOT is investing in a new interchange in the City of Phoenix which will address an acute infrastructure deficiency that has limited Phoenix's economic development potential. As proposed, Phoenix's share of employment is greater than its share of future population. This is attributed to the decrease of percentage proposed to be allocated to the City of Medford. The Regional Plan contemplates some of the regional employment demand, otherwise allocated to Medford, be allocated to the City of Phoenix. Phoenix has similar access to labor and customers as many portions of south Medford as well as excellent access to Ashland, Phoenix and Talent. Phoenix may also attract firms that want a small-town atmosphere near I-5. These types of businesses could include services, such as local contractors and builders, and specialty manufacturing.

Based upon the broad community advantage factors described above and the population growth allocations, the Regional Plan has proposed an allocation of regional employment growth to the participant jurisdictions in a manner that is reasonable and appropriate for the long-range land use planning project undertaken by this process.

3. ALLOCATING REGIONAL LAND DEMAND TO COMPARATIVE ADVANTAGES

By allocating projected population and employment as described above, the Regional Plan establishes the foundation to project future land demand for land use planning purposes. Land demand is a function of growth projections for employment and population that is converted to development patterns. This section of the Regional Plan presents the land demand estimates based on studies by ECONorthwest.

3.1 Residential Land Allocation

The RPS project engaged ECONorthwest to prepare a Housing Needs Analysis for the region that was completed in May 2007. That analysis evaluated aggregate housing needs and associated residential land demands for the RPS collaborators. This analysis provided a relatively detailed assessment of regional housing needs and residential land demands. The May 2007 analysis estimated that the doubling of the population would need approximately 12,100 to 14,300 gross acres. The Regional Plan treats the estimated range of residential land need in the May 2007 study as a reasonable ceiling for the total regional residential land needs of the participant jurisdictions over the planning horizon.

With the broad regional land demands estimated, the planning process shifted focus to allocating the residential land needs of the participant cities. Coordinating housing needs among six cities and Jackson County is relatively challenging due to the extensive interaction and close proximity of these cities. For this reason, the Regional Plan utilized a straightforward technical approach to translate regional population allocations into land demand. This straightforward approach allowed policy makers to understand the relationship between density and land demand by relying on the fundamental assumptions that affect residential land demand— people per household and average dwelling units per gross acre. The analysis utilized the assumptions shown in Figure 2.10.

Figure 2.10

RESIDENTIAL LAND DEMAND ASSUMPTIONS							
		Ashland	**Central Point**	**Eagle Point**	**Medford**	**Phoenix**	**Talent**
Existing UGBs	People Per Household	2.15	2.69	2.82	2.47	2.30	2.25
	Committed Density (DU/Gross Acre)	6.6	6.9	6.5	6.6	6.6	6.6
Proposed URAs	People Per Household	n/a	2.50	2.82	2.41	2.30	2.30
	Committed Density (DU/Gross Acre) 2010-2035	n/a	6.9	6.5	6.6	6.6	6.6
	Committed Density (DU/Gross Acre) 2036-2060	n/a	7.9	7.5	7.6	7.6	7.6

The people per household figures are largely derived from 2000 census data for the individual communities. The people per household assumptions do not vary considerably for existing UGBs and what is anticipated in the proposed Urban Reserve Areas. The density figures for expected demand inside the existing UGB were originally provided by participant jurisdictions based upon their local Goal 10 plans and observed densities; however during the Jackson County public hearing process, the cities agreed to increase the expected demand for their UGBs to be consistent with the density committed to in the URAs.

The "Committed Densities" for the proposed Urban Reserve Areas, which are depicted in Figure 2.10, were developed through the Regional Planning process and were modified during the Jackson County public hearing process. The densities shown in Figure 2.10 represent the density of residential development each city has committed to achieve within existing UGBs and proposed URAs. The "Committed Densities" were derived using the density safe harbor provisions found in Oregon Administrative Rule 660 Division 24 in relation to the cities' base densities which were calculated using local Goal 10 plans and observed densities. The cities' base densities were established as follows (in

dwelling units per gross acre): Central Point- 5.50, Eagle Point- 5.20, Medford- 5.20, Phoenix- 6.00, and Talent- 5.65.

The –Committed Densities" for the cities of Central Point, Eagle Point, and Medford for the timeframe of 2010-2035 represents a 25% increase from their base density, consistent with OAR 660-240-0040(8)(h). The –Committed Densities" for the cities of Phoenix and Talent are consistent with OAR 660-240-0040(8)(f)— 8 dwelling units per net acre (converted to dwelling units per gross acre by using a 0.825 conversion factor). One adjustment was made for the City of Medford. This adjustment increased the committed density for the City by 0.10 dwelling units per gross acre to be consistent with their adopted Housing Element. The –Committed Densities" for all of the cities for the timeframe of 2036-2060 represents a 15% increase above what the cities committed to for the timeframe of 2010-2035. Applying a 15% increase above what the cities committed to for the timeframe of 2010-2035 resulted in each city achieving at least an average density of 7.0 dwelling units per gross acre- the density necessary to provide an intermediate level of mass transit service to the region.

Therefore, the Regional Plan participants have committed to an average weighted residential density increase from current densities of approximately 23%. On a regional basis this would increase residential densities from a current gross density of 5.48 to 7.1 Based upon the residential density commitments made by the cities, the amount of acreage needed to accommodate residential land needs over the Regional Plan horizon is shown in Figures 2.11 and 2.12.

Figure 2.11

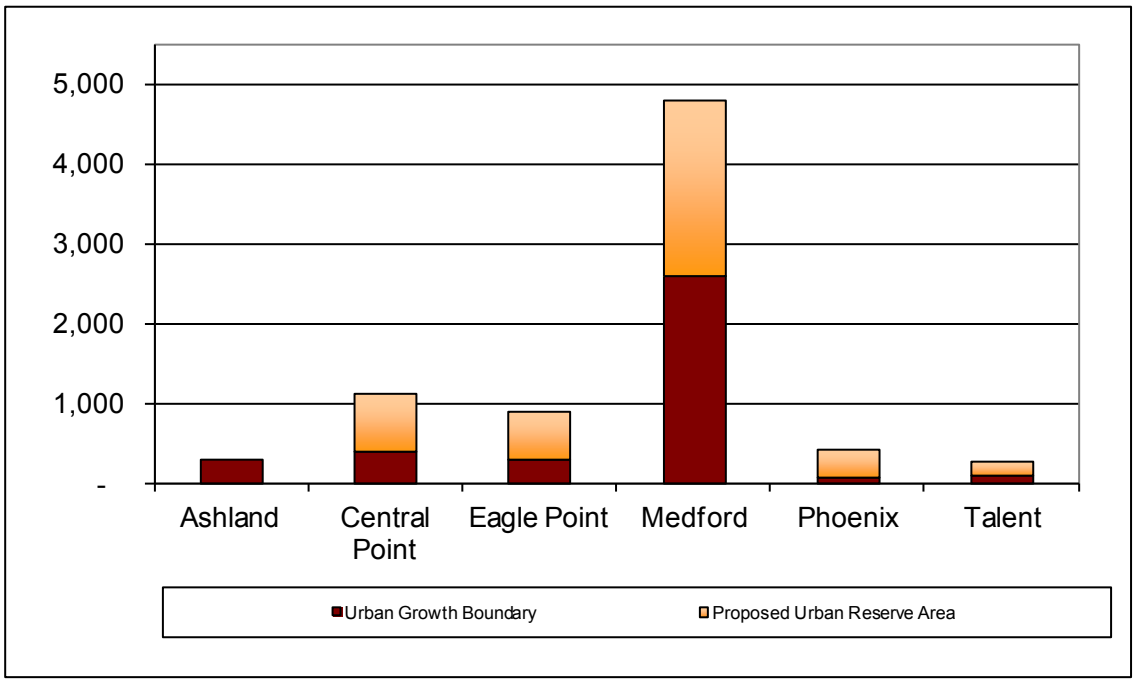


Figure 2.12

SUMMARY OF RESIDENTIAL LAND DEMAND	
Jurisdiction	**Acres**
Ashland	n/a
Central Point	715
Eagle Point	596
Medford	2,131
Phoenix	341
Talent	163
TOTAL	3,946

The residential land demand allocations above are general estimates for the planning horizon. The Plan's estimates are adequate for allocation of regional residential land needs and are reasonable for regional growth planning. Nevertheless, the Regional Plan recognizes that these estimates may be affected by a number of factors over the planning horizon, such as:

- Goal 10 Planning- The Regional Plan anticipates that individual City's Goal 10 planning efforts are likely to identify unique and specific housing needs and issues not captured at the Regional Plan scale. The Regional Plan requires that the overall target densities expressed in the Regional Plan be reflected when Goal 10 plan updates determine the Participant's more detailed and precise local housing needs. The Regional Plan also recognizes that there are many ways to accomplish the overall target density objectives of the Regional Plan when applied through the local Goal 10 planning process. For example, Goal 10 planning efforts can be coordinated with urban renewal and other investment strategies with the potential to increase demand for housing in urban core areas to achieve Regional Plan target densities.
- Changes to Household Demographics- More than any other factor, this factor has the potential to affect the demand for residential land. The Unites State has been in a prolonged period of declining people per household. National-scale changes such as immigration policy and alternative mortgage instruments could reverse these trends in ways that would affect the amount of land demanded for the population allocated under the Regional Plan.
- Actual population reported at each decennial census.
- Institutional Housing- There is always the potential of some new and unexpected institutional project locating in the region and these often have large housing components. Institutional investments of this type can come from large agencies like the Department of Defense. Depending on the length of advance knowledge of the investment, these types of demand shocks can be significant and can change the amount of land needed for urban uses significantly over a relatively short period of time.

Because the Regional Plan contains amendment provisions, the Plan has a mechanism for revisions over time as more detailed plans are completed and plan fundamentals evolve over time.

3.2 Employment Land Allocation

Unlike residential land needs, relatively small employment land demand assumption changes result in wide variances of total employment land demand. The variables that underlay land demand for employment uses are much more complex than for residential demand.

To illustrate the degree of potential variance, ECONorthwest prepared an estimate of regional land needs in May 2007 that included high, medium and low employment density assumptions. Essentially, the High Density assumptions were near the high end of assumptions within accepted ranges utilized in Goal 9 land use planning throughout the State of Oregon. The low density assumptions used in the

estimates were on the low end of those accepted ranges. The differences in assumptions were on the order of 40% to 50% for each assumption. These different assumptions translate into an almost 100% difference in the total amount of regional employment land demand in the ECONorthwest projections.

Employment land demand is further complicated by the fact that land consumption occurs on a site by site basis and variance in site size requirements can be large. These large variances may or may not correlate well with employment density assumptions. For example, a medium sized, 14,000 square foot, freight brokerage (office building) may require approximately an acre of land while a medium-sized freight transshipment hub (industrial warehouse with large outdoor storage and docking areas) may have 500,000 square feet and require 30 acres. These industries are within the same general category of NAICS industry classification. Each site could easily have the exact same number of employees. However, the transshipment use requires 30 times more land for the same amount of employment.

Site specific planning issues are further complicated by the fact that whole sites are usually required. For example, if the minimum site required for a medium sized employer is 5 acres, then this size is the minimum discrete unit of demand and the demand cannot be further apportioned to smaller units of land demand.

The land need estimates for employment are based upon employment density assumptions per net acre for the three principal categories of employment: retail, industrial, and public. The employment density per net acre is converted to gross acres assuming 83 percent of the gross acreage is available for employment uses and 17 percent is demanded for new infrastructure for the low density scenario. For the high density scenario, it is assumed that 87 percent of the gross acreage is available for employment and 13 percent is demanded for new infrastructure.

Figure 3.12 illustrates the high and low density range listed in the DLCD handbook for employment. Additionally, the figure shows the density assumptions that the Policy Committee chose to use for this RPS process.

Figure 2.13

EMPLOYMENT DENSITIES				
(jobs/ net acre)	High DLCD Handbook Range	RPS Allocation Assumptions		Low DLCD Handbook Range
		High	Low	
Retail	20	18	16	14
Industry	12	11	9	8
Public	10	9	7	6

Based upon the assumptions chosen by the Policy Committee, approximately 68-95 percent of the employment growth projected over the planning horizon will be allocated to the individual participating cities based upon the amount of employment land currently proposed as Urban Reserve Areas. Figure 2.14 below depicts the amount of land currently proposed as employment land within the proposed Urban Reserve Areas (described in more detail in the City specific subchapters of Chapter 4).

By leaving between 5-32 percent of the projected regional employment growth unallocated by using employment density assumptions that are within accepted ranges of DLCD, the Regional Plan allocates employment land needs in manner that is expected to be sufficient from an aggregate land demand standpoint, while still providing flexibility in order to satisfy important and/or unanticipated employment needs and opportunities in the near future. This is a measured approach to regional allocation of employment land demand.

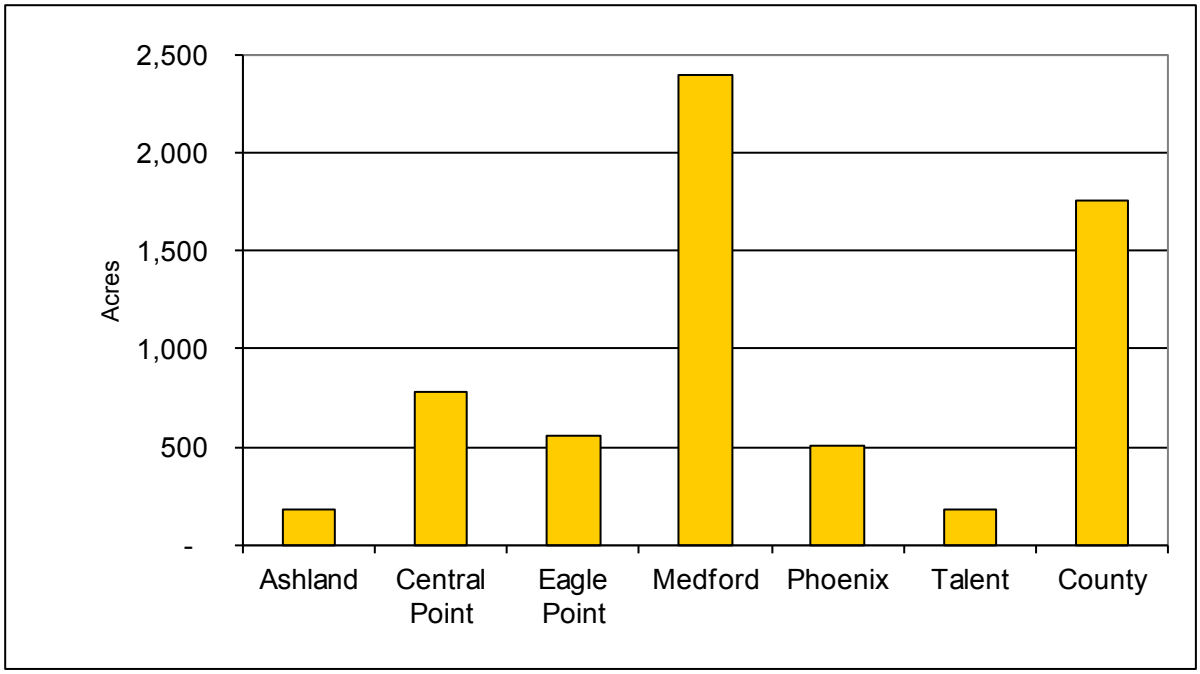
Figure 2.14

SUMMARY OF URA LAND PROPOSED FOR EMPLOYMENT	
Jurisdiction	**Employment**
Central Point	521
Eagle Point	522
Medford	1,356
Phoenix	376
Talent	82
Ashland	----
TOTALS	2,857

The unallocated employment provides opportunities for flexibility through local Goal 9 reviews, as discussed previously. The employment density assumptions utilized in the RPS Allocation Assumptions are balanced and as not to result in unreasonably high land need projections create unreasonable expectations of employment density for future industries, which cannot be known with confidence this far in advance. Employment density expectations that turn out to be unrealistically high could result in lost employment opportunities that are otherwise desirable.

While the above assumptions utilize densities by industry, the Regional Plan allocates employment generally across all industries for each participant community. This generalization avoids long-range planning specificity that is unrealistic at this scale. Furthermore, this approach allows flexibility in local planning processes to address more specific industry composition issues through local Goal 9 planning efforts over the Regional Plan's horizon. The Regional Plan's proposed allocation of employment land need for the participating cities is shown in Figure 2.15.

Figure 2.15



As illustrated, Medford and Jackson County have been allocated the most employment lands. These allocations reflect Medford's continued role as the region's retail, government, healthcare and professional services center. Jackson County's allocation captures potential for reinvestment and industry expansion in the White City industrial area. The other cities' employment land demands are roughly proportionate to the planned population growth with the exception of Phoenix since it is well situated to serve regional south valley labor and consumer markets including southern Medford, Phoenix, Talent and Ashland.

The Oregon land use planning system requires a certain degree of *bottom up consistency* between long-range regional plans and local plans. This is especially true for more specific and recently adopted plans. Regarding employment land needs, most of the demand is concentrated in Medford, thus a comparison between Medford's recently adopted and acknowledged Goal 9 document is appropriate. Medford's Economic Element estimates the 20-year demand for employment land in the Medford UGB at 1,445 acres under a low growth scenario and 2,056 acres under the Council adopted high growth scenario. This translates to an equivalent employment land demand for Medford over the planning horizon of 2,562 acres under a low growth scenario and 3,645 acres under a high growth scenario. The Regional Plan allocation of 2,757 acres is between and therefore generally consistent with the land demand range contemplated in the more detailed and technical OAR 660 Division 009 compliant Medford Economic Element.

4. REGIONAL GROWTH SOLUTIONS

The previous sections of this chapter presented the Regional Growth Planning methods and planning decisions for population allocation and employment growth allocation and the related land need allocations. The chapter explained how the regional growth planning approach taken and decisions made in the Regional Plan were adequate and reasonable. While this explanation of adequacy and reasonableness is necessary, reasonableness and adequacy alone does not render the approach taken and decisions made sufficient. To be sufficient, the regional growth planning should explain how the problems articulated in the Regional Plan are solved to some significant extent. The sufficiency of this regional growth planning process is the subject of this section.

Problem Statement No. 1- Lack of a Mechanism for Coordinated Regional Growth

The Regional Plan's growth planning is the product the Regional Problem Solving process and that process established a mechanism for coordinated regional growth. As described in Chapter 1, the RPS process was an extensive coordinated planning effort over many years. The measure of sufficiency for a coordinated regional growth plan is the extent to which the plan is reasonable, adequate, and there is consensus among the coordinating jurisdictions and agencies.

The first major success of the Regional Problem Solving Process was the update of Jackson County's Population Element. This amendment occurred without significant contention and there was general consensus on the population allocations out to 2040. This is an adopted and acknowledged demonstration of coordinated regional growth planning resulting from the Regional Problem Solving Process.

The second major success was the agreement to participate. The coordinated planning effort resulted in all of the originally collaborating agencies and seven of the eight originally collaborating local jurisdictions agreeing to participate in Regional Problem Solving.

Ultimately, the greatest testament to the ability of RPS to function as a mechanism for coordinated regional growth would be the adoption of the plan itself. Considering the breadth and scope of the planning effort, this would be a remarkable accomplishment and one that could never have arisen without continued and consistent communication among the collaborators in the development of the plan and formal agreement to move forward with the challenging process of participating in Regional Problem Solving.

Problem Statement No. 2- Loss of Valuable Farm and Forest Land Caused by Urban Expansion

A proper evaluation of the relative benefit of the Regional Plan's growth planning efforts to solve this problem is a comparison with the loss of valuable farmland that would otherwise reasonably have been expected without the Regional Plan.

Generally, the standard Oregon process is for the county to produce a 20-year population forecast (or perhaps a few years longer) and allocate the projected growth to its subject cities. Typically, these population allocations just extend the proportionate share of population that each city currently maintains. In some instances, coordination between the cities and the county occurs to alter the historical shares, but there is no explicit legal requirement to consider regional impacts to farmland in any formal way through the population allocation process. In addition, there is no requirement to consider the allocation of regional employment growth, much less, an explicit legal requirement that the impacts on farmland be evaluated in any formal way in that process. For the land need allocations associated with the population and employment allocations, the standard process has the county's regional coordination process end at the allocation step, all other coordination relates to supply issues such as UGB amendments and Urban Reserve establishment. The standard process has no regional requirements or processes to set target densities for residential development or balance to regional employment land allocations on a regional basis.

In the case of the RPS process, because the population and employment allocations were being developed congruently with land supply issues associated with Urban Reserve planning, where farm and forestland impacts are a central issue, the regional impacts to valuable farmland were iteratively integrated with the regional population allocations. These considerations were further extended to regional employment allocations.

Thus, appropriate assessment of the benefits of the Regional Plan's growth planning must first examine the degree to which these planning efforts diverge from the outcomes that would reasonably be expected under the standard Oregon schema. This divergence can then be evaluated for its benefits. The following divergences are identified and their benefits assessed:

- Population Allocation- The biggest divergence is the shift in population share from the Bear Creek corridor municipalities to Eagle Point. Most the other cities essentially retain their share of regional population. The City of Medford share will increase due to a shift from rural Jackson County. Such a shift from the rural county to the largest City in the region is an expected outcome under Oregon's land use planning system which directs growth from unincorporated areas to the largest incorporated areas.

  Directing a higher share of population growth to the City of Eagle Point will alleviate some of the growth pressure from the cities along the Bear Creek corridor which are much more constrained by the location of high-value farms that constitute the region's commercial agricultural land base. This will serve to minimize losses of the region's most valuable farmland.

- Employment Allocation- Most of the proposed employment allocations are reasonably consistent with expectations for standard application of the Oregon planning system. The one notable exception is the planned employment growth for the City of Phoenix. This employment allocation and regional growth planning would just not have occurred without the Regional Plan. This allocation is really a demand response to an identified supply opportunity. The Regional Plan recognized that the land southeast of Medford and northeast of Phoenix was relatively free of high value agricultural activities and is very well situated to meet long-term employment needs. The coordinated allocation process provided an opportunity for this demand to be shared between the City of Phoenix and the City of Medford. Without this allocation, the most likely outcome would have been growth allocation all to the City of Medford. Under this scenario, the City of Phoenix would have limited opportunities to meet any future employment needs it might be able to justify without impacts to high value farmland and high value agriculture that generally surrounds the City of Phoenix in all other directions.

- Residential Land Allocation- By setting regional target densities, the Regional Plan makes each city more aware of its particular role in the effort to utilize urban lands more efficiently over time. The allocation of lands establishes these target densities, and aside from the land allocation impacts associated with the population share shift from Ashland to Eagle Point, this is the primary additional mechanism under which the growth planning in the regional plan has a benefit in reducing the loss of valuable farmland.
- Employment Land Allocation- The benefits from the regional plan to prevent the loss of valuable farmland are largely a function of the regional share allocated to Phoenix (discussed above) as this was largely a demand response to supply opportunity. Goal 9 continues to require cities to supply adequate lands for employment opportunities and the land allocations reflect that requirement and provide for additional analysis as may be required by Goal 9.

Problem Statement No. 3- Loss of Community Identity

Similar to Problem Statement #2, a proper evaluation of the relative benefits of the Regional Plan's growth planning efforts to solve this problem comes from a comparison with the potential for the loss of community identity that would otherwise reasonably have been expected without the Regional Plan.

Generally, the standard Oregon process is for the county to produce a 20-year population forecast (or perhaps a few years longer) and allocate the projected growth to its subject cities. Typically, these population allocations just extend the proportionate share of population that each city currently maintains. For the land need allocations associated with the population and employment allocations, the county's regional coordination process would typically be limited to the allocation step and urban growth boundary amendment reviews from time to time. The focus of the latter has typically been limited single-city considerations of land need and localized resource land impacts. The standard process has no regional requirements or processes to set target densities for residential development or balance to regional employment land allocations on a regional basis. Community identity issues typically arise during one of the land supply processes, such as UGB amendment or Urban Reserve establishment.

Assessing the benefit of regional growth planning to prevent the loss of community identity is not categorically demonstrable because ~~-c~~ommunity identity" is a very qualitative attribute. Qualitative attributes tend to be dismissed as subjective matters prone to differences of opinion that vary from person to person However, a thoughtfully considered and coordinated land use plan establishes consensus, policies, and strategies that serve to promotes and maintain community identity The most apparent benefits can be illustrated by considering some of most prevalent regional challenges that presented threats to community identity and energized the effort for Regional Growth Planning in the first place, as follows:

- Proximate Urban Locations- The Regional Plan allocates population, employment and associated land demand in a way that respects issues of community identity associated with proximate urban locations. Population allocation and employment growth are generally concentrated in the Regional Plan in Medford, Central Point and Phoenix which are already adjacent or in very close proximity to one another and retention of community identity through separation are not physically practical. The other growth area is in Eagle Point where there is adequate room to maintain community identity through community separation and avoids cities growing up against one another. The allocation of population, employment and associated land demand for Ashland and Talent will easily allow those communities to retain their identity through physical separation. Generally, the benefit to community identity is that the Regional Plan has not attempted to accept existing conditions of physical separation, but is planning for the future so those cities that can retain physical separation may continue to do so.
- Infrastructure- Community identity is often associated with its infrastructure. Highways and streets, water systems and sewer service are the fundamental building blocks of municipal incorporation; for example, the KOBI news utilizes the I-5 shield as its logo for local new

broadcasts. The benefits to community identity from an infrastructure standpoint is considered according to service types:

- Water and Sewer- the first community benefit associated with water and sewer services relate to Ashland versus the rest of the Regional Plan participants. All the other smaller regional plan participants utilize the regional systems of water delivery and sewer transport and distribution. Part of Ashland's identity is derived from its public infrastructure autonomy. Because the regional plan does not continue Ashland's share of the regional population, Ashland will be able to preserve this important aspect of its community identity without the need for extensive and undetermined facilities upgrades or connection to the regional systems.
- The second community identity benefits associated with water and sewer relates to Medford and it relationship with the smaller participants in RPS. Especially with respect to water delivery, the City of Medford could potentially have utilized Goal 11 issues to make regional allocation of growth to the other cities very challenging, leaving Medford to absorb the growth not served. By explicitly allocating significant employment and population growth through the Regional Plan, the process provided the opportunity to work with the smaller cities on their growth objectives. This is expected to provide benefits going forward as these cities have more certainty with respect to future water demands. This will allow these cities to better prepare and acquire the necessary water rights and contractual arrangements with the Medford Water Commission for ultimate water service delivery.
- Streets and Highways- From an infrastructure standpoint, the most significant benefits from the regional growth planning are expected to be realized in Eagle Point. A significant component of Eagle Point's identity is its role as a service center for the Upper Rogue region. The Highway 62 infrastructure is already in place to connect Eagle Point with the Upper Rogue. By allocating additional growth to Eagle Point together with other transportation infrastructure improvements developed through the MPO, the regional growth planning is expected to create an environment where this role may be strengthened.

- Municipal Finance- The single biggest threat to a loss of community identity is the financial health of the individual municipalities. By allocating employment growth to the City of Phoenix, the Regional Plan contemplates that potential benefits will accrue to the City of Phoenix through enhanced revenues that tend to demand lower levels of service than population growth.
- Comparative Advantages- Communities compete for targeted industries and populations. A distinct community identity favorable to the targeted sectors can significantly enhance the potential for success. Distinct and favorable community identities also promotes positive social consequences as residents take pride in being part of the community rather than feeling disenfranchised or anonymous.

5. REGIONAL GROWTH PLANNING SUMMARY

The growth planning contained in the Regional Plan accomplishes the following:

- Allocates population and employment and their associated land needs in a reasonable and appropriate manner for the planning horizon and planning area.
- The allocations are consistent with recently adopted and acknowledged local plans.
- The regional growth planning advances the region's objectives to address the regional problems in meaningful ways and is expected to result in relative benefits when compared to the ad hoc growth planning that would otherwise occur absent the Regional Plan.

6. REGIONAL TRANSPORTATION ANALYSIS

The region's decision to incorporate transportation somewhat later in the planning process was a strategic one designed to allow an early consideration of possible directions of future growth without being constrained by potential transportation issues beyond the most obvious, such as the constraints posed by Interstate 5 and Highways 99 and 62. Transportation planning however was always expected to play a major role in the regional plan. Indeed, the region's Metropolitan Planning Organization (RVMPO) was involved in the conceptual planning process in the urban reserves and will be given a major role in implementing the regional plan once adopted. This includes promoting transit-friendly development patterns to overseeing the preservation of transportation corridors within and between urban reserves. The region is well aware of the symbiotic relationship between transportation, housing, and employment, and has ensured that the regional plan reflects the need for a greater practical link between transportation and land use planning.

6.1 Transportation Modeling Results

ODOT's Transportation Planning Analysis Unit (TPAU) conducted three major stages of modeling with the newly constructed LUSDR model (see Appendix VI). The first state of modeling showed that the Regional Transportation Plan (RTP) network will not have enough road capacity to avoid high levels of traffic congestion when the region's population doubles. The second stage of modeling revealed that congestion on some portions of the transportation system (notably freeway ramps) are especially sensitive to land use patterns.

Upon review of the second stage modeling results, the Policy Committee requested that further modeling be done to explore the joint effects of three different land use scenarios and five transportation scenarios.

The different scenarios of land use were the requisite **"No Policy Change"** scenario, which assumes development occurs based on current goals and policies; the **"Regional Attractor"** scenario, in which employment and population growth in the region is concentrated in defined regional centers (examples would include commercial centers, business parks, and high density residential) and the **"Nodal Development"** scenario, which places transit-friendly mixed-use centers of development in the urban reserve areas (mixed use development assumes that a roughly equal amount of employment and population occur in the development).

The five transportation scenarios represent different levels of expansion of the roadway and public transit networks. They are the **"RTP Network"** scenario, which represents the road and transit networks in the adopted regional transportation plan; the **"Enhanced Network"** scenario, which expands the capacity of existing roads by adding lanes and filling in identified gaps in the road system (but without the addition of major new roads); the **"High Capacity Network"** scenario, which builds upon the Enhanced Network scenario by adding, on the conceptual level, several new major arterials; the **"Enhanced Network with High Capacity Public Transit"** scenario; and the **"High Capacity Network with High Capacity Public Transit"** scenario.

A total of 15 combinations of land use and transportation scenarios were modeled in the third stage of modeling. The results are organized and summarized below under each of the three land use scenarios. Note that the high capacity public transit additions, although not represented below as such in the results, do show significant impact on congestion measures. For example, the high transit scenarios produce 7-8% lower travel delay, produce 2-3% lower travel times, and decrease trip lengths overall when compared to the corresponding low transit scenarios.

No Policy Change Land Use Scenario

The No Policy Change scenario almost uniformly performs better across all congestion measures than the Regional Attractor mode. In other words, no change in present land use policies, although producing unacceptable levels of congestion, performs better than the broad institution of the Regional Attractor scenario. As capacity is expanded from the RTP Network

to the Enhanced Network to the High Capacity Network, congestion measures are affected differently—both mean travel time and annual peak hour congestion delay decrease, while vehicle miles traveled and average peak hour trip length increase.

Regional Attractor Land Use Scenario
The Regional Attractor has been shown to produce the most delay in travel at peak hour time. As commercial centers, business parks and high density residential land uses are placed at the urban fringes in the urban reserves, drivers are drawn toward those areas from across the region creating congestion. As with the No Policy Change scenario, congestion measures are affected differently as capacity is expanded from the RTP Network to the Enhanced Network to the High Capacity Network—both mean travel time and annual peak hour congestion delay decrease, while vehicle miles traveled and average peak hour trip length increase.

Nodal Development Land Use Scenario
When goals and policies are formed to encourage mixed-use development, with equal amounts of employment and population, congestion levels are considerably better by any measure under any of the transportation scenarios. For example, trip lengths for the nodal development scenario are about 5-7% shorter than for the other two scenarios; it also reduces delays by 8-11%, and reduces travel times by 4-7% more than the No Policy Change scenario and 6-11% more than the Regional Attractor scenario.

Implications of Modeling Results
The original and fundamental purpose of transportation modeling in the RPS process was to indicate whether future urbanization of any of the proposed urban reserves presented a potential fatal flaw in the operation of the transportation system. As anticipated, the modeling did indeed demonstrate that future buildout of the urban reserves would not cause issues for the region's transportation system that could not be cost effectively mitigated.

The TPAU modeling results also show that land use will play a large role in determining the level of congestion on roadways. The Nodal Development Scenario is clearly the most effective development pattern to mitigate transportation impacts from growth. In fact, the model shows that future widespread use of nodal development, even when paired with just the base transportation network currently in the Regional Transportation Plan (which does not factor in the future development of the urban reserves) is more effective at reducing transportation impacts than the other two land use scenarios, even when they are paired with the Enhanced and High Capacity transportation networks.

Recognizing the benefits of having future development occur in a nodal form, during the Jackson County public hearing process, the participants agreed to develop the Urban Reserves utilizing mixed-use/pedestrian friendly (nodal) form, consistent with the Alternative Measures committed to by the region through the Metropolitan Planning Organization. (See Section 2, Chapter 5).

Because of the LUSDR model, the region will now be able to more effectively address the questions of how much and in which ways the distribution of certain land uses affects critical transportation congestion and delay measures, and, at the same time, the ways in which different degrees of system improvements, including a higher capacity transit system, impact the effectiveness of different land use scenarios.

Although the third stage modeling results were compelling in demonstrating the mitigating effect of nodal development on a doubling of the current population, it also showed considerable improvements could be obtained by a significant investment in infrastructure capacity as well as a much more robust transit system. The challenge to the region in the future will be to determine by further planning and modeling around the acknowledged urban reserves where nodal development should become a preferred land use pattern, how much and where capacity improvement will be necessary, and at what point a significantly improved transit system becomes a full partner in the region's transportation network.

6.2 Transportation Funding Strategies

Revenue Generation – Managing costs associated with the region's future transportation network will become an even greater priority and concern in the future. Not only is it likely that costs will continue to rise at a greater rate than existing local mechanisms are able to meet, but it is also anticipated that outside funding sources—state and federal—will provide a declining share of funding in future years, especially as the planning horizon of RPS comes into range. In anticipation of this probable future reality, the RVMPO has examined more than a dozen possible locally generated revenue sources, and selected a number of the most likely potential funding sources around three important attributes: finding a demonstrated relationship between the funding measure and transportation; avoiding impacts on existing revenue sources for jurisdictions; and avoiding programs that would require creation of new collection systems. It should be noted that, while the RVMPO spent considerable time looking at alternative funding mechanisms, the RVMPO itself does not have the ability to implement any of these strategies, but rather must rely on its member jurisdictions to do so. Further work on these revenue generation strategies will be undertaken by the RVMPO as part of the next update of the RTP, which is scheduled for 2012.

Cost Containment Through Corridor Preservation Strategies – The RVMPO also examined corridor preservation strategies to mitigate future right-of-way costs. For cost containment to be effective, effective corridors for regionally significant transportation infrastructure would have to be identified as early as possible through the preparation of what the RPS process is recommending as conceptual plans for the urban reserve areas. Once these corridors are identified and sized appropriately to the need of the area based on full buildout, they would then be protected. Further work on corridor preservation strategies will follow the same timeline as those for revenue generation

7. GREATER COORDINATION WITH THE MPO

The Regional Plan creates the framework for long-range transportation planning in Jackson County. Oregon's land use system presents many benefits, but also many challenges, to long-range transportation planning. The benefits derive from connections between land use planning and transportation planning that requires a certain degree of balance between transportation infrastructure and land use intensity. The challenges derive from the limitations on infrastructure planning and investment outside acknowledged urban growth boundaries and/or to serve populations greater than the 20-year population allocated to a particular UGB. These challenges are most acute in a relatively small geographic area where there are many separate UGBs to serve a relatively small geographic area; nowhere in the State is this situation more prevalent than in Jackson County.

In response to these challenges, the Regional Plan contemplates that the Rogue Valley Metropolitan Planning Organization will be the lead agency for transportation planning to address Regional Plan transportation needs.

7.1 Regional Transportation Network Strategy

As discussed above, the RVMPO, in coordination with the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU), undertook a joint study to identify the major transportation planning projects to be developed within the Regional Plan framework. That study assisted in identifying several important planning projects that will be undertaken following Regional Plan adoption and acknowledgement, as follows:

1. The region will need an improved regional transportation network to avoid State facilities serving a more disproportionate local arterial connectivity function. The analysis estimated costs associated with right of way acquisition and estimated construction costs for select ~~c~~onnector" roads outside of the proposed urban areas that would serve as transportation alternatives to State facilities. While not exhaustive, among the candidate ~~c~~onnector roadways" identified were the following:
    - Hanley Rd., Central Point to Jacksonville
    - South Stage Rd., Medford – Jacksonville

- Foothills/North Phoenix Rd. – Phoenix to Eagle Point
- McLaughlin Dr. – Medford to White City

The MPO will extend this study and develop a prioritized list of long-term regional arterial improvements to serve the Regional Plan's needs.

2. Some of the potential regional connections pointed at the need to evaluate specific goal exceptions for portions of network transportation facilities prioritized through the analysis described above.

3. The analysis identified that right-of-way acquisition costs are typically a substantial component of any network roadway cost. Right of way is typically acquired once the roadway is planned within UGB's, which inflates the acquisition costs. The MPO will develop financial plans for least cost right-of-way acquisition as part of prioritized project development, and will rely on the conceptual planning the cities will undertake following the establishment of the urban reserves to identify, appropriately size, and preserve future major transportation corridors.

Transportation planning that is integrated with land use planning through nodal development patterns has the potential to be very effective, from a transportation efficiency standpoint, to meet the future transportation needs of the Regional Plan. The MPO should be active in the local land use plans to implement the Regional Plan to balance housing, jobs and transportation infrastructure and transportation demand management.

Chapter 3

Urban Reserve Selection Process

1. URBAN RESERVE RULE (OAR 660, DIVISION 21)

LCDC's Urban Reserve Rule authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion in an urban growth boundary and to be protected from patterns of development that would impede urbanization. OAR 660-021-0000.

Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan area urban growth boundary, may designate urban reserves under the requirements of Division 21, in coordination with special districts listed in OAR 660-021-0050(2) and other affected local governments, including neighboring cities within two miles of the urban growth boundary. OAR 660-021-0020(1).

Urban reserves must include an amount of land estimated to be at least a 10-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary. Local governments designating urban reserves must adopt findings specifying the particular number of years over which designated urban reserves are intended to provide a supply of land. OAR 660-021-0030(1).

The Urban Reserve selection process begins with:

1) Establishing a planning period, and
2) Forecasting population within the planning period for the planning area

The Greater Bear Creek Valley Regional Plan includes the coordinated establishment of Urban Reserves as one of the optional implementation strategies for meeting the plan's goals. The Plan establishes a 50 year planning period for the projected doubling of the 2010 urban population. This concept has been termed ~~"~~NOW X 2". The end year for this planning horizon is 2060. Therefore, the urban reserve areas designated in the Plan are to provide a 30-year supply of land beyond each city's respective 20-year boundary and consistent with an allocation that will accommodate a doubling of the regional urban population.

2. OAR DIVISION 21 URBAN RESERVE PROCESS OVERVIEW

The Urban Reserve Rule provides a format for the methodology to use to determine which lands to designate as Urban Reserves. To identify suitable lands for urban reserves, the areas surrounding each participant city were analyzed through this multi-step process as summarized below.

2.1 *Land Need Determination*

As discussed in Chapter 2, the population growth forecasted for the region has been proposed to be allocated by Jackson County to the various participating jurisdictions in order to accommodate a doubling of the Region's urban population (50-year planning horizon). An estimate of the amount of land needed to accommodate generalized housing, employment, and other urban uses for the projected population was derived from analyses of regional housing and employment demand forecasts in relation to the build-out capacity of the existing urban areas (Volume II of the Plan, Appendices VII and VIII). These regional land needs were then allocated to the participant urban areas. This process set the stage for the analysis of selecting individual city urban reserve lands.

2.2 *Preliminary Lands Analysis/ Coarse Filter*

Next, the land area within the Region was inventoried to identify constraints and opportunities to accommodate future urban needs.[1] Comprehensive mapping of the regional land base assessed natural constraints including slope, flood hazard, wetlands, soil, and other County overlays. Maps of the study area identify existing development patterns, location of public facilities, transportation systems, comprehensive plan designations, and aerial photography. The Phase 1 RLRC composite mapping of agricultural land area and other agricultural land pattern maps were also consulted. The mapping and resulting database allowed for an evaluation of constraints and opportunities based upon the locational factors in Goal 14 (Urbanization). These factors are further described in the context of the individual city Urban Reserve selection processes in Chapter 4 of this Plan.

Coarse Study Areas were selected from the regional land base for each participating city. The Coarse Study Areas are illustrated in Volume III, page 14 of this Plan. These study areas were sized to consider all lands nearby and adjacent to existing respective urban growth boundaries and additional areas where urban reserves may be appropriately extended beyond one-quarter mile of a mile if needed to accommodate identified land needs over the planning horizon. Coarse study areas generally included lands within one-mile of existing growth boundaries, except where otherwise explained in the city-specific studies (e.g., where severe development or natural constraints were obvious). Lands that clearly were not supported by Goal 14 factors were then eliminated from further consideration. Subareas that were likely to comport with Goal 14 location factors in a manner responsive to the requirements of the Urban Reserve Rule were then passed through for further study.

2.3 *Suitable Lands Analysis/ Fine Filter*

[1] Statewide Planning Goal 14 (Urbanization) includes the following Guidelines for Planning:

—1Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account (1) the growth policy of the area; (2) the needs of the forecast population; (3) the carrying capacity of the planning area; and (4) open space and recreational needs.

2. The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.

3. Plans providing for the transition from rural to urban land use should take into consideration as to a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

4. Comprehensive plans and implementing measures for land inside urban growth boundaries should encourage the efficient use of land and the development of livable communities."

The Subareas passed through the Coarse Filter for further study were then further evaluated in relation to the Goal 14 location factors for the purpose of creating an inventory of suitable lands to be prioritized for urban reserve inclusion. This process is illustrated in Volume III, page 15 of this Plan. These were the ~~c~~andidate lands" to be considered for possible inclusion as ~~F~~uture Growth Areas" (a precursor to their being identified as potential Urban Reserves). The RPS process generated recommendations and decisions from the Resource Lands Review Committee (RLRC), the project Citizens Involvement Committee (pCIC), the Technical Advisory Committee (TAC), the Policy Committee, and participating jurisdictions and agencies relating to Goal 14 which directed the selection of lands for the suitable lands inventory.

2.4 *Prioritization of Suitable Lands*

The lands which passed through the fine filter of the suitable lands analysis were prioritized for inclusion as urban reserves pursuant to OAR 660-0021-0030(3). The process is explained in detail in Section 3.3 of this chapter and the resulting lands are shown in Volume III, page 16 of this Plan. Lands were then selected for inclusion in an urban reserve in order of priority until sufficient lands were found to meet the calculated land needs by city.

3. GOAL 14 FACTORS

The Urban Reserve Rule requires that determinations of which lands are to be included in an urban reserve be based on the locational factors of Statewide Planning Goal 14- Urbanization. The section reads as follows:

> ***660-021-0030 Determination of Urban Reserve***
>
> *(2) Inclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan Area Urban Growth Boundary, shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserves, as measured by the factors and criteria set forth in this section. Local governments shall then designate, for inclusion within urban reserves, that suitable land which satisfies the priorities in section (3) of this rule.*

Goal 14 (Urbanization) establishes four locational factors that are the basis for establishment and change of urban growth boundaries and are referred to by the Urban Reserve Rule section above for also establishing suitability of lands for urban reserves. These factors are:

(1) Efficient accommodation of identified land needs;

(2) Orderly and economic provision of public facilities and services;

(3) Comparative environmental, energy, economic and social consequences; and

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

In applying these factors to the Greater Bear Creek Valley, the RPS process further examined and defined how they would relate to the region. For factors (1) and (2), the participants developed a set of questions which guided them in evaluating these factors in the areas under consideration. For the factors listed in subsection (3) above, the participants looked at comparative advantages. In applying factor (4) they relied on feedback from two citizen committees to guide land selection.

(1)&(2) Efficient Accommodation of Identified Land Need / Orderly and economic provision of public facilities and services

A primary purpose for designating urban reserves is to protect land that has been identified as suitable to accommodate future urban needs from patterns of development that would impede urbanization. Considerations under Factors (1) and (2) included:

- Would inclusion of the area contribute to a functional urban form?
- To what degree would the urban reserve area be better suited than other alternatives to provide land for the city's identified housing or employment needs?
- Would inclusion of the area reduce dependence on state highways for intra-city travel?
- Would inclusion of the area fit within future regional transportation connectivity?
- Could infrastructure be reasonably extended to serve the area if included?

***(3)* Comparative Economic/Social/Energy/Environmental Consequences (ESEE)**

The comparative ESEE consequences for each study area were considered as follows:

- General **economic** factors considered during this process include comparative economic consequences (benefits or hindrance) resulting from urbanization to provide future additional residential, employment, or institutional land. A Regional Economic Opportunities Analysis (Volume III, Appendix VII) supplemented participating jurisdictions' locally adopted Economic Elements and strategic plans. Chapter 2 of this Plan examined the available economic data from the Regional EOA and adopted local plans. Considerations of economic consequences and compelling urban needs were required by the RPS process where the RLRC identified commercial agricultural land base within an area proposed for urban reserve inclusion for the area to remain as a proposed Urban Reserve Area. Chapter 4 provides specific details on the city specific proposed Urban Reserves.
- **Social** consequences may arise from a wide range of variables. For example, long established neighborhoods may have developed a strong cultural or historic identity that may affect the actual suitability of an area for future inclusion into an urban area. Some areas may significantly contribute to the sense of larger community identity and function most appropriately as a transition area between urban level development and a commercial agriculture resource base. This is not to say that a general aversion to urbanization would constitute a legitimate reason to consider an area unsuitable, but that these are considerations that must be balanced on the whole within the Goal 14 factors.

  An important social question considered during this process, was to what degree would the proposed urban reserve area maintain or enhance the city's individual identity? The pCIC, as part of its role, was charged early in the process with identifying areas that should be left as rural buffers or otherwise retained for cultural, historic, or other social considerations. See, the pCIC Phase 1 Report (Volume 2, Appendix IV). Additionally, City specific considerations are included in the related subsections of this chapter.
- **Energy** considerations relate to comparing alternative boundary locations for efficiency of access and proximity to urban centers. Also, for dense urban development of employment sites, efficiencies are realized through the ease in which existing infrastructure can support new development and/or new infrastructure can be extended. Expected intensity of use can also be an important factor. More dense and intensive uses tend to reduce long-term energy consumption by clustering uses

together, which makes shopping and employment trips more efficient. In some cases, separation of incompatible uses, such as freight-oriented industry from regional retail attractors, would actually improve mobility and reduce fuel consumption. The energy consequences are to be balanced with the other ESEE consequences which in turn are to be balanced with the remaining Goal 14 location factors.

- **Environmental** considerations identified during this process include potential impacts on streams, slopes, wetlands, airshed, and soil. A site that contains a stream, wetlands or steep slopes, has a higher likelihood of negative environmental impact than a candidate site that does not contain these features. Some cities may choose to include areas with these environmental features with built-in protections of such features, while others prefer to avoid them altogether. The following environmental factors were considered in the regional inventory and developable lands evaluation:

  a) Floodplain and Floodway: FEMA 2009 Floodplain and Floodway data are mapped and included within the Atlas. Areas generally dominated by floodplain were excluded from suitability due to the potential impacts on the future development within the floodplain corridor and potential impacts on the floodplain itself. From a development potential standpoint, only lands mapped as floodway (and not floodplain) were removed from development potential calculations.

  b) Vernal Pools: Oregon Division of State Lands (DSL) and Jackson County rely upon Nature Conservancy mapping of Vernal Pools as a guideline for identifying lands impacted by vernal pools which provide habitat to an ESA listed species (commonly known as vernal pool fairy shrimp). For the purposes of determining suitability of land for inclusion as Urban Reserve and for calculating potential buildable area, the Vernal Pool Categories established by the Nature Conservancy mapping were selected, illustrated, calculated and evaluated for each study area.

  c) Rivers, Streams & Wetlands: County digital GIS layers derived from DSL National Wetlands Inventory mapping was used to identify wetlands. Areas completely encumbered by wetlands were identified as unsuitable. For development considerations, the entire polygon areas for wetlands were removed from development calculations. A 10-foot buffer was created around each linear wetland. That buffer area was subtracted from all buildable areas.

  d) Slopes: A region-wide slopes map is provided in the Atlas. A threshold of 23 percent slope was used to distinguish between unsuitable and suitable lands. Lands completely comprised of slopes with 23%[2] or greater were removed as too steep and unsuitable. As with calculations for other environmental factors, where parcels or study areas are only partially encumbered by steep slopes, the actual acres of steep slopes within those areas was considered to be a natural constraint on potential yield. Overlaps were unioned for purposes of determining developable area yields to prevent any double-counting.

  e) Mass Wasting potential (Landslides and Debris Flow Potential): Department of Geology and Mineral Industries (DOGAMI) mapping entitled *Identified Landslides and Oregon Department of Forestry (ODF) Debris Flow Potential* was used to identify areas potentially subject to mass wasting. A few areas have had landslides or have a medium to high potential for debris flow- see Map 8, *„Natural Constraints, Steep Slopes, Landslides and Debris Flow Potential"* in Atlas.

  f) Acknowledged Scenic Resources: County adopted scenic resources are identified

[2] This contour information constituted the best readily available data set for the purposes of a region-wide GIS analysis.

in the Atlas and the same are part of Jackson County's acknowledged comprehensive plan.

g) pCIC Scenic/Open Space Report: Lands identified by Project Citizen Involvement Committee as regionally significant open space are were evaluated in balance with all Goal 14 boundary location factors.

(4) **Compatibility with nearby agricultural and forest activities[3].**

The RLRC and pCIC examined the study area for agricultural land base impacts using a two tiered method. Under the first tier, the RLRC examined the inventory of farmlands within the region and used a model to identify critical farmlands. The model used a variety of factors including soil depth and capability, microclimate, existing practices, and proximity to external impacts. The result of the model is a map, titled "*Preferred Resource Lands Map*". The second tier measurement of impacts was to evaluate areas proposed for consideration in Urban Reserves at an area by area level.

Similar to the *Preferred Resource Lands Map*, an Agricultural Lands Composite Analysis Map was developed to show the locations of the valley's best farm land from a soils perspective in relation to existing development patterns which were established long before the Statewide Planning Goals were enacted or before Jackson County had adopted countywide planning and zoning controls. One key situation identified through examination of the composite map and the Preferred Resource Lands Map revolved around the existence of substantially developed exception areas that already exist in and around some of the valley's highest capability farmland. In general, the farm land west of Central Point, Medford, Phoenix, and Talent is located within the region's highest capability soils. These tracts of agricultural land are positioned between the cities along the Bear Creek corridor and the exception land areas that flank the West Valley slope. There are also some "islands" of residential exception areas interspersed throughout the farm areas which were developed prior to statewide planning. Based on recommendations by the pCIC and RLRC, each of the participating jurisdictions agreed that further urbanizing the interspersed exception lands in those areas or expanding municipal growth to the West Valley foothills (along the geographic path of exception areas) would have severe negative consequences for farmland in the interior valley.

4. APPLYING THE DIVISION 21 PROCESS TO THE REGIONAL PLAN

To develop the regional plan, the Division 21 process was applied to the Greater Bear Creek Valley planning area. This process is summarized below. The results of the Division 21 process were then compared with the results of the process followed by the Greater Bear Creek Valley RPS participants to identify lands suitable to be designated as Urban Reserves and to confirm that although the RPS process differed from Urban Reserve Rule process, the outcome of the process is consistent, on the whole, with the purposes of the statewide planning goals. The differences in approach are summarized in Section 5 of this chapter.

4.1 Land Need Determination

Identifying the planning horizon and population growth forecast established the foundation for the Division 21 process. The projected population was then allocated to each city to determine housing land needs. Two estimates were generated for each city using a lower

[3] The analysis of agricultural compatibility included Goal 14 analysis of impacts on nearby lands as well as consumption and effect on resource lands and all analysis in the individual cities regarding impacts to resource land shall be construed to address both impacts on lands not designated as Urban Reserve and the degree to which alternatives would use or more or have more effect on resource land.

density (number of units per acre) number which resulted in a higher land need and using a higher density number which resulted in a lower land need. Estimates were also developed to determine the number of jobs (employment) that would be needed to support the increased population and projections made as to the amount of employment land required to accommodate the employment needs. This estimate was then allocated to each city. Estimates of each city's suitable land needs by type, as established in Chapter 2, are tabulated and reported in Figure 3.1 below[4]:

Figure 3.1

SUMMARY OF URA LAND DEMAND by JURISDICTION AND LAND USE TYPE *Need by Land Type (acres)*				
CITY	**Residential**	**Parks**	**Employment**	**TOTAL**
Ashland	n/a	n/a	n/a	n/a
Central Point	715	164	521	1,400
Eagle Point	596	151	522	1,270
Medford	2,131	638	1,356	4,125
Phoenix	341	49	376	766
Talent	163	3	82	247
TOTALS	**3,946**	**1,006**	**2,857**	**7,809**

4.2 Preliminary Land Analysis / Coarse Filter

4.2.1 Study Area Selection

Identification of suitable lands for urban reserves begins with the selection of an appropriate study area. The study area must be adequately sized to be responsive to the amount and types of land found to be needed while remaining consistent with Goal 14 and individual City Growth Plans. Study areas for each City were selected consistent with and under the provisions of OAR 660-021-0030(2) and Goal 14 based on four primary components: (1) Land Type and Amount Needed; (2) Goal 14 Location Factors; (3) Area Growth Plans; and (4) Acknowledged Comprehensive Plan Designations. The extent of the study area was established in consideration of OAR 660-21-0030(3), which states in pertinent part:

> *"(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:*
>
> *(a) First priority goes to land* ***adjacent to, or nearby,*** *an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land."* (emphasis added)

OAR 660-21-0010 defines the following terms for the purposes of the rule:

> ~~(6)~~ *"Adjacent Land": Abutting land.*
>
> *(7) "Nearby Land": Land that lies wholly or partially within a quarter mile of an urban growth boundary. "*

A thorough and adequate land inventory is both a prerequisite and response to each of the steps set forth in the Urban Reserve Rule. In order to sufficiently and accurately

[4] The City of Ashland is not included as it elected not to include additional lands over the planning period.

conduct the Urban Reserve selection process as a whole, an inventory of lands for each study area was created and evaluated. The inventory maps are included in the Regional Plan Atlas (Volume III of this Plan).

The rule requires inventory of lands that are adjacent to (abut) or nearby (partially or wholly within a ¼ mile) an urban growth boundary. The rule provides no strict outer constraint to the study area. Thus, in situations where the supply of suitable land within one-quarter mile of an urban growth boundary is insufficient to accommodate the identified urban need, it may be necessary that urban reserves extend further than one-quarter mile so as not to conflict with the requirement in OAR 660-021-0030(1). OAR 660-021-0030(1) requires that urban reserves contain an amount of land sufficient to meet the urban land need over a defined planning period.

To assure that an adequately sized inventory of suitable lands would be available from which to designate urban reserves in a manner responsive in quantity and in composition to the requirements of the rule, an initial study area was created for each city that generally considered the urban suitability potential of lands within one mile of an urban growth boundary**.** The table in Figure 3.2 shows the total acreage studied for potential urban reserve areas under the Coarse Study in relation to the identified need stated in Figure 3.1.

Figure 3.2

COARSE STUDY AREAS BY JURISDICTION				
Jurisdiction	**Estimated Need**	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Need**
Central Point	*1,400*	1,037	4,800	343%
Eagle Point	*1,270*	609	6,900	543%
Medford	*4,125*	2,103	18,000	436%
Phoenix	*766*	777	3,720	486%
Talent	*247*	419	3,300	1334%
Totals	*7,809*	4,945	36,720	470%

4.2.2 Coarse Filter/ Goal 14 Location Factors

To begin differentiating between suitable and non-suitable lands for urban reserves, the study lands were first evaluated using a broad application of the Goal 14 locational factors as described in Section 3 of this Chapter.

These Goal 14 locational factors combined with the growth policies of the related city were used to examine the coarse study areas for basic suitability of the lands for inclusion as urban reserve. Lands that clearly did not meet these factors were eliminated from the suitable lands inventory that proceeded to the Fine Filter phase. The Coarse Filter provided the basis for eliminating areas that clearly did not support the locational factors and for retaining any areas that are beyond ¼ mile from the UGB for further study.

With few exceptions set forth for each City, lands within one-quarter mile were automatically passed through to the Fine Filter as they were presumed more likely to provide an efficient transition from rural to urban use. Lands further away from existing

urban growth boundaries were seen as more likely to encroach upon contiguous blocks of agricultural land and be more disruptive to the overall pattern of agricultural uses and practices. Where consideration of Goal 14 factors indicated an area was obviously unsuitable, the area was dropped from further consideration. Areas beyond the quarter-mile that could be suitable in consideration of the Goal 14 factors and that could provide a reasonable alternative to minimize the use or effect on resource lands were passed through to the Fine Filter.

Figure 3.3

SUMMARY of COARSE STUDY AREA ANALYSIS			
Jurisdiction	**Gross Acres Studied**	**Eliminated through Coarse Filter**	**Study Acres Remaining**
Central Point	4,800	2,135	2,665
Eagle Point	6,900	4,741	2,159
Medford	18,000	10,983	7,017
Phoenix	3,720	1,796	1,924
Talent	3,300	1,570	1,730
Totals	36,720	21,224	15,496
** Note: Medford numbers exclude Prescott Park and Chrissy Park*			

The initial coarse study area resulted in 36,720 acres of raw land from which a potential pool of suitable lots were derived (illustrated in Figure 3.3). 21,224 acres were eliminated through the Coarse Filter, leaving a fine study area with 15,496 raw acres. This amount was still approximately 7,687 acres greater than the identified demand specified in Figure 3.1.

4.3 Suitable Lands / Fine Filter

The lands remaining after the Coarse Filter was applied were then further evaluated to determine the number of acres yielded to meet the identified needs and then put through a ~~"F~~ine Filter" process in relation to Goal 14's location factors and alternatives to resource land impacts.

4.3.1 Suitable Lands

The Urban Reserve Rule recognizes that not all suitable land examined for inclusion is completely unencumbered by existing development and other physical and/or natural constraints. First, the study area lands were reviewed for the ability to support additional development. The rule contemplates the potential inclusion of exception lands that may currently be completely built-out, with little opportunity for redevelopment. Under this premise, higher priority lands may be substantially developed, but provide limited potential for redevelopment. Therefore, a block of suitable exception land may total 20 acres but has development potential for 10 acres. As such, the entire 20 acres may be included as Urban Reserve, but yield the equivalent of only 10 acres toward developable land supply. Consequently, the amount of raw land needed may exceed the amount of estimated developable suitable land need. Oregon Administrative Rule OAR 660-21-0030(10) defines developable land as:

(5) "Developable Land": Land that is not severely constrained by natural hazards, nor designated or zoned to protect natural resources, and that is either entirely vacant or has a portion of its area unoccupied by structures or roads.

This definition assumes all ‗portions' of lots not occupied by structures or roads, or natural hazards can potentially accommodate urban development. Figure 3.4 quantifies the constraints on the land remaining from the Coarse Filter. Additionally, an estimate of the proportion of raw land that may be reasonably developed[5] based on GIS analysis of physical or natural constraints, is also included in the table. By city, the study also provides potential areas from which to assemble an adequate amount of raw and reasonably developable land into a suitable lands inventory. Lands within the study areas were next reviewed in more detail for development potential.

4.3.2 Fine Filter/ Goal 14 Location Factors

The remaining suitable lands were then reviewed through a Fine Filter to determine which lands should be included as suitable lands for urban reserve consideration. All lands which were identified as suitable and reasonably developable are the lands that constitute the lands proposed as Urban Reserve Areas. These lands total approximately 7,539 acres as shown in Figure 3.4. These lands were then sorted by priority.

Figure 3.4

OVERVIEW SUMMARY of FINE STUDY AREA										
			Constraints		Land Type			Suitability		
Jurisdiction	Developable Acres Needed	Gross Acres Studied	Constrained	Generally Unconstrained	Exception Land	Aggregate	Resource	Unsuitable	Suitable	Suitable & Reasonably Developable
Central Point	1,400	2,665	400	2,264	1,080	54	1,529	942	1,722	1,431
Eagle Point	1,270	2,159	287	1,873	320	131	1,708	896	1,263	1,154
Medford	4,125	7,017	587	6,431	1,086	0	5,926	2,566	4,451	4,164
Phoenix	766	1,924	364	1,555	453	0	1,419	1,095	829	552
Talent	247	1,730	433	1,297	179	0	1,657	1,508	222	200
Totals	7,809	15,496	2,071	13,419	3,119	185	12,239	7,008	8,488	7,500
** Note: Medford numbers exclude Prescott Park and Chrissy Park*										

4.4 Prioritization of Suitable Lands

Inclusion of the land in an urban reserve must be justified either according to the established priorities at OAR 660-021-0030(3) or it must be demonstrated that the land is appropriate for inclusion under the ―internal exception" found at OAR 660-021-0030(4). Therefore, lands inventoried as suitable for urban needs were then prioritized in accordance with OAR 660-021-0030(3) of the Urban Reserve Rule, which provides:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in

[5] The term ―reasonably developable" as used in this step is not a determination of suitability for urban reserves. Lands selected for further study are evaluated in more detail to determine suitability for urban reserves.

Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

4.4.1 Priority (a)- Exception and Non-Resource Land

First priority was given to suitable Exception and Non-Resource lands consistent with OAR 660-21-0030(3)(a). The Jackson County Comprehensive Plan identifies exception and non-resource lands, which include all those lands designated for Commercial, Industrial, Limited Use, Rural Residential, Urban Residential, and Aggregate Removal (OAR 660-004-005(3).[6] Aggregate Removal lands are included in suitable lands inventories where sites are scheduled to be depleted and reclaimed within the 50 year Regional Plan horizon. These sites are anticipated to be reclaimed for industrial land use. Cities will be required to apply Goal 5 at the time of urban growth boundary expansion pursuant to OAR 660-024-0020(1)(c). No resource lands were found to qualify as first priority under subsection 3(a). Accordingly, first priority lands in the inventory include only exception and non-resource lands.

For the purposes of this study, all Exception and Non-Resource lands within the suitable lands inventory are assigned Priority (a), but are distinguished as follows:

Priority	Description
(a)1	Exception or Non-Resource land that is adjacent to or nearby an Urban Growth Boundary or is otherwise contiguous with other Exception or Non-Resource land that is adjacent to or nearby an Urban Growth Boundary.
(a)2	Exception or Non-Resource land within the Study Area that is neither adjacent to or nearby an Urban Growth Boundary nor contiguous with other Exception land or Non-Resource that is adjacent to or nearby an Urban Growth Boundary.

[6] OAR Chapter 660, Division 4, is the LCDC "Interpretation of Goal 2 Exceptions Process" rule. Section 0005 of the rule defines the terms "Exception" and "Nonresource Land", which are relevant to the requirements of the urban reserve rule inquiry. "Nonresource Land" is land not subject to the statewide Goals listed in OAR 660-004-0010(1)(a) through (g) except subsections (c) and (d). Aggregate Removal Land is not subject to OAR 660-004-0010(1). Rather, the designation falls under OAR 660-004-0010(2)(a) – Goal 5 Natural Resources.

4.4.2 Priority (b) - Marginal Land

OAR 660-21-0030(3)(b) states that if the amount of first priority lands are inadequate to accommodate the amount of land needed, second priority goes to Marginal Lands – Priority (b), pursuant to former ORS 197.247 (Oregon Revised Statues, 1991 edition). Jackson County is not a Marginal Lands county pursuant to ORS 197.247, nor has it ever designated ~~"M~~Marginal Lands" within the county in accordance with that statute. Therefore Second Priority Lands are not available in Jackson County to accommodate land needs.

4.4.3 Priority (c) - Resource Land

OAR 660-21-0030(3)c) states that if first and second priority lands are inadequate to accommodate the amount of land need, then third priority goes to agricultural or forestry (resource) lands- Priority (c). Jackson County's acknowledged Comprehensive Plan identifies Agricultural Land and Forest/Open Space Land, hereafter referred to collectively as "Resource Land". Except for a few small inclusions of Forestry / Open Space Land dispersed throughout the study area, all of the resource lands reviewed are designated Agricultural Lands. Resource lands are further ranked by resource capability within the Priority 3 category, based on soil capability classification. Consistent with OAR 660-21-0030(3c), the NRCS agricultural capability classification system is used.[7]

Priority	Description
(c)1	Lands predominantly Class VI and worse receive a classification indicating the highest resource priority for consideration as urban reserve.
(c)2	Lands predominantly Class III and IV soils receive a classification indicating the middle resource priority for consideration as reserve.
(c)3	Lands predominantly Class I and II soils receive a classification indicating the lowest priority for consideration (highest soil agricultural capability).

4.4.4 Elevation of Lower Priority Lands

Designation of urban reserves is to occur by order of priority until the estimated land need is satisfied. However situations exist where lower priority lands are more appropriate for inclusion than higher priority lands. To accommodate these occasions, the rule provides:

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve area requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

This is sometimes referenced as an "~~in~~internal exceptions process" because it is built into the rule itself and provides a method to flex the rule without need to take an exception pursuant to Goal 2. In addition, flexibility is also permitted to accept or reject designations

[7] Pursuant to OAR 66-21-0030(3a), "~~...~~*First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture.*"

based upon additional regional criteria. While neither option have been exercised within the Regional Plan at this time, there may be situations that develop where use of these options would be appropriate. Urban Reserves established in this Plan are part of a broader Regional Problem Solving process. The RPS statute may provide flexibility to any step in the process as an alternative means and justification for study area alterations and/or justification of particular lands. Where this is the basis for particular justifications or as an alternative justification, the plan and/or the compendium legal findings attached to the Regional Plan adoption will provide the requisite analysis pursuant to that statute and the RPS process.

4.5 Summary of Suitable Lands

Figure 3.5 below summarizes the gross acreage of suitable and reasonably developable land categorized by jurisdiction and priorities outlined and described above.

Figure 3.5

SUITABLE LANDS BY PRIORITY AND JURISDICTION

Jurisdiction	Priority	Gross Acres	Reasonably Developable	Percent of Total[1]
Central Point	(a)1	536	381	31%
	(a)2	382	309	22%
	(c)1	23	19	1%
	(c)2	481	433	28%
	(c)3	300	290	17%
Subtotal		1,722	1,431	100%
Eagle Point	(a)1	257	248	20%
	(c)2	1,006	905	80%
Subtotal		1,263	1,154	100%
Medford	(a)1	612	532	14%
	(a)2	34	24	1%
	(c)1	50	49	1%
	(c)2	3,596	3,406	81%
	(c)3	158	153	4%
	Subtotal	4,451	4,164	100%
	Park	1,877	1,877	30%
Subtotal		6,328	6,041	100%
Phoenix	(a)1	342	89	41%
	(c)2	408	393	49%
	(c)3	79	70	10%
Subtotal		829	552	100%
Talent	(a)1	73	58	33%
	(c)1	19	18	9%
	(c)2	59	48	27%
	(c)3	71	76	32%
Subtotal		222	200	100%
Totals	(a)1	1,821	1,308	21%
	(a)2	417	333	5%
	(c)1	92	86	1%
	(c)2	5,551	5,185	65%
	(c)3	609	588	7%
TOTALS		**8,488**	**7,500**	**100%**

As shown, the total amount of land proposed as urbanizable Urban Reserve Areas totals 8,488 acres. If the 1,877 acres of the proposed parkland for Medford is included, the total equates to approximately 10,365 acres.

For comparison, the area currently contained in existing City Limits of the participating cities is approximately 26,550 acres and the area within existing Urban Growth Boundaries is approximately 3,300 acres. Therefore, as proposed, a doubling of the urban population anticipated by the Regional Plan will take place in approximately 11,788 acres (existing UGB area + proposed urbanizable URA area). This means that the doubling of the urban population would occur much more efficiently than it has to date— in an area approximately 44% smaller than what is in the existing City Limits.

Additionally, of the approximately 8,488 total urbanizable acres proposed in the Urban Reserve Areas, approximately 7,500 is considered reasonably developable as shown in Figure 3.5. Thus, as compared to the total demand illustrates in Figure 3.1, the amount of reasonably developable land being proposed as Urban Reserve Areas is 309 acres shy of completely meeting estimated demand (7,809 minus 7,500). If the urbanized area of proposed Urban Reserve PH-3 (250 acres) is subtracted, the amount of reasonably developable land being proposed as Urban Reserve Areas is only 59 acres shy of completely meeting estimated demand. Individual City demand/supply comparisons are discussed in the individual City subchapters of Chapter 4 of this Plan.

5. COMPARISON OF GREATER BEAR CREEK VALLEY RPS PROCESS WITH DIVISION 21 PROCESS

Designation of urban reserves for the Greater Bear Creek Valley Regional Plan was a principal outcome of this regional problem solving process as discussed in Chapter 1 of this Plan. This process reached an outcome consistent, on the whole, with the purposes of the statewide planning goals, even though the approach taken through the collaborative effort varied as to the sequencing of steps. Coordination of urban reserves among the many jurisdictions, agencies, and stakeholders to complete this effort as part of an even larger Regional Plan was structured to enable flexibility in revisiting issues over and over as needed to arrive at a consensus on long term urbanization needs.

5.1 Greater Bear Creek Valley RPS Urban Reserve Selection Process

The Greater Bear Creek Valley RPS Urban Reserve selection process contained three phases, summarized as follows:

Phase 1: Suitability Analysis

The majority of Phase 1 was designed to center on the city-led process of identifying candidate lands for future growth. While it was the responsibility of each individual city to identify lands for growth, the process was guided in large part by regional input including: important farmland (a work product of the RLRC), recommended community buffers (a work product of the pCIC`), and on potentially important constraints related to specific candidate growth areas (state agencies, Technical Committee). The second major focus of Phase 1 was the Policy Committee's analysis of all proposed growth areas with the aid of criteria (~~I~~initial Criteria" or ~~C~~oarse Filter") designed to identify fatal flaws in individual growth areas. Growth areas that did not have fatal flaws associated with them were deemed eligible for consideration during Phase 2. To assist the decision-makers in the deliberative process, recommendations by state agencies, project committees, Jackson

County, and stakeholders were made available based on each city's final list of selected candidate lands. The most important major product of Phase 1 was the final pool of candidate lands, from which a subset of urban reserve areas would be selected in Phase 2.

Phase 2: Needs-Based Analysis

The focus of Phase 2 was the Policy Committee's second stage of the deliberative process, which employed a set of criteria (~~R~~efinement Criteria" or ~~F~~ine Filter") designed to assist decision-makers in selecting urban reserve areas (~~T~~ier 1") from the pool of candidate lands identified in Phase 1. Candidate areas not identified for urban reserve status (~~T~~ier 2") were removed from consideration and future status as an urban reserve. Because the final selection process was to be needs-based, the most crucial inputs needed to assist the Policy Committee's deliberations were those issues impacting overall calculations of acreage, especially issues of density and the desired mix of land uses; the potential sub-regional allocations of future population based on the geographic availability of potential growth areas and each community's individual definition of livability; and the regional and sub-regional distribution of land uses. Although cities had the opportunity to adjust their lists of candidate lands almost at any time during the course of the project, specific opportunity to do so was built in to Phase 3 at a point at which it was possible to judge the relative strengths and weaknesses of individual candidate growth areas, especially how they compared to other growth areas and how well they might meet local and regional needs. The process of deciding between Tier 1 and 2 status was to be assisted by a new integrated economic, transportation and land use model (Oregon2)[8], which was used to analyze a variety of impacts of different urban reserve scenarios and potential regional distributions of certain land uses. Final community buffer areas were decided during Phase 2.

Phase 3: Approval Process

Phase 3 was comprised of the deliberations and approval process. This took place on multiple levels — in individual jurisdictions locally, within the structure of the project regionally, and among state agencies on the state level. Some of the Phase 1 and 2 products and actions were revisited to reach consensus. A draft plan was developed and the Participant's Agreement was signed. The final approved Regional Plan and the comprehensive plan changes that will make it operational, are to be Phase 3's major products, along with a long-term regional oversight process/structure for the plan.

5.2 Comparison of RPS Process with Division 21 Process— Overview

Overall, the process that occurred through Regional Problem Solving differed from the Division 21 process in the following ways:

Process	Activities
A. LAND NEEDS DETERMINATION	
OAR Division 21	Using a planning horizon and a projected population, determine urban growth land needs over the planning horizon. Estimates for the amount of land needed to accommodate generalized housing, employment, and other urban

[8] ODOT's Transportation Planning Analysis Unit (TPAU) developed the model but named it Land Use Scenario DevelopeR (LUSDR). The results of the modeling are included at Appendix VI: Land Use and Transportation Modeling for Regional Problem Solving.

Process	Activities
Process	uses for the projected population growth were derived from RPS analyses of regional housing and employment demand forecasts and build-out capacity of the existing urban areas.
RPS Process	Determine planning horizon and projected population. Developed as part of NOWx2. Land needs were determined in Phase 2.
B. PRELIMINARY LAND ANALYSIS/ COARSE FILTER	
OAR Division 21 Process	Second, after estimating the amount of suitable land that will be needed over the planning period, Division 21 requires cities and counties to develop a study area of lands adjacent to, or nearby, the urban growth boundaries and review them for suitability for inclusion within urban reserves. Inclusion of land within an urban reserve shall be based upon the location factors of Goal 14. Areas that do not meet the basic Goal 14 locational factors are then excluded from further consideration by this Coarse Filter. Lands meeting those factors are passed through.
RPS Process	Phase 1 of the RPS process began identifying which issues were of regional concern on long term growth through the pCIC, RLRC, TAC and stakeholders. Each participating jurisdiction, along with the RLRC, pCIC, and other agencies, inventoried and studied all lands surrounding each respective jurisdiction. The Regional Problem solving objectives included having the pCIC provide a Phase 1 report with recommendations for community buffer areas and identification of important open space, and also having the RLRC provide a Phase 1 report identifying the regional commercial agricultural land base. From that data, an initial set of "growth/non-growth" lands were identified. Non-growth areas were to be removed from further consideration as unsuitable for urbanization, and the "candidate" growth areas were passed through a "Coarse Filter" of initial criteria from which a subset of urban reserve areas would be selected in Phase 2. The primary distinction in the RPS approach was that the Goal 14 location factors were derived through a community wide process before tackling the questions of how many people and over what time period, and how much land to designate.
C. SUITABLE LANDS ANALYSIS / FINE FILTER	
Division 21 Process	The third step in Division 21 is to determine which of the lands passed through from the Coarse Filter are "suitable" for inclusion in an urban reserve. The Fine Filter, a second, more detailed review of how each identified area meets the Goal 14 locational factors is used to identify "suitable" lands. Areas determined to "suitable" are then passed through for prioritization.
RPS Process	Phase 2 of the RPS process was to agree upon the allocation of the projected regional population projection and to obtain analyses to determine the resulting regional urban land needs. Iterations of deliberations occurred regarding issues of density, desired land uses, sub-regional allocations, and comparative advantages between candidate areas. An integrated economic, transportation and land use model was used to analyze a variety of impacts of different urban reserve scenarios. Phase 2 also employed a set of "refinement

Process	Activities
	criteria" (Fine Filter) from which the final pool of candidate lands and final community buffers were determined.
D. PRIORITIZATION OF SUITABLE LANDS	
OAR Division 21 Process	The fourth step in Division 21, following the study to inventory surrounding ~~s~~uitable" lands, is to prioritize land within the suitable lands inventory according to the hierarchy of OAR 660-021-0030(3). The ordering by priority is the main objective in this step. Then a determination as to whether to elevate any lower priority lands in accordance with the two limited situations described at OAR 660-021-0030(4) is made. Once this step is complete the final selections are made for inclusion as Urban Reserves and they move forward as part of the Regional Plan into the approval process.
RPS Process	Phase 3 of RPS comprises the approvals process. This occurs on multiple levels – in individual City jurisdictions locally, for the entire project regionally, and among the state agencies on the state level.

Despite the varying approaches to selecting the lands, both approaches were based on the same Goal 14 factors which were appropriate for identifying reserve land for the participating cities in the Greater Bear Creek Valley.

6. SELECTED URBAN RESERVE AREAS

The Greater Bear Creek Valley Regional Plan provides for the establishment of long range urban reserves sufficient to serve a doubling of the Region's 2010 urban population. The end year for the planning horizon is 2060. The proposed urban reserves have been coordinated to include an area adequate to accommodate 30 years of growth for each city beyond the 20 years of growth accommodated by the existing urban growth boundaries.

Urban reserves are proposed for the cities of Central Point, Eagle Point, Medford, Phoenix, and Talent by the respective cities and Jackson County as identified in and consistent with this Greater Bear Creek Valley Regional Plan and the accompanying Participant's Agreement. The City of Ashland is also a signatory participant of the Agreement and may designate up to 50 acres of urban reserve area in the future as a minor amendment to the agreement, as discussed in greater detail in Chapter 5 of this Plan.

The urban reserve selection process was coordinated with other cities within two miles of each participating city's Urban Growth Boundary, as well as special districts and other affected local governments pursuant to the Urban Reserve Rule requirements.

Chapter 4 contains individual subchapters describing the Urban Reserve Selection process for each of the participating cities in the region.

7. ESTABLISHMENT OF URBAN RESERVE AREAS

Establishment of Urban Reserve Areas pursuant to Division 21 of the Oregon Administrative Rules will result in: certain restrictions being placed upon lands within the Urban Reserve Areas, the creation of Urban Reserve Management Agreements between the County and participating cities, implications on future Urban Growth Boundary expansions, and the replacement of Urban Fringe requirements as follows:

660-021-0040 Urban Reserve Area Planning and Zoning

(1) Until included in the urban growth boundary, lands in urban reserves shall continue to be planned and zoned for rural uses in accordance with the requirements of this section, but in a manner that ensures a range of opportunities for the orderly, economic and efficient provision of urban services when these lands are included in the urban growth boundary.

(2) Urban reserve land use regulations shall ensure that development and land divisions in exception areas and nonresource lands will not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. These measures shall be adopted by the time the urban reserves are designated, or in the case of those local governments with planning and zoning responsibility for lands in the vicinity of the Portland Metropolitan Area Urban Growth Boundary, by the time such local governments amend their comprehensive plan and zoning maps to implement urban reserve designations made by the Portland Metropolitan Service District. The measures may include:

(a) Prohibition on the creation of new parcels less than ten acres;

(b) Requirements for clustering as a condition of approval of new parcels;

(c) Requirements for preplatting of future lots or parcels;

(d) Requirements for written waivers of remonstrance against annexation to a provider of sewer, water or streets;

(e) Regulation of the siting of new development on existing lots for the purpose of ensuring the potential for future urban development and public facilities.

(3) For exception areas and nonresource land in urban reserves, land use regulations shall prohibit zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning in effect as of the date of establishment of the urban reserves. Such regulations shall remain in effect until such time as the land is included in the urban growth boundary.

(4) Resource land that is included in urban reserves shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals.

(5) Urban reserve agreements consistent with applicable comprehensive plans and meeting the requirements of OAR 660-021-0050 shall be adopted for urban reserves.

(6) Cities and counties are authorized to plan for the eventual provision of urban public facilities and services to urban reserves. However, this division is not intended to authorize urban levels of development or services in urban reserves prior to their inclusion in the urban growth boundary. This division is not intended to prevent any planning for, installation of, or connection to public facilities or services in urban reserves consistent with the statewide planning goals and with acknowledged comprehensive plans and land use regulations in effect on the applicable date of this division.

(7) A local government shall not prohibit the siting of a single family dwelling on a legal parcel pursuant to urban reserve planning requirements if the single family dwelling

would otherwise have been allowed under law existing prior to the designation of the parcel as part of an urban reserve.

As indicated above, certain restrictions are imposed upon lands that are included within established Urban Reserve Areas. These restrictions will be imposed by the implementing Land Development Ordinance as well as within the required Urban Reserve Management Agreements, as discussed below.

660-021-0050 Urban Reserve Agreements

Urban reserve planning shall include the adoption and maintenance of urban reserve agreements among cities, counties and special districts serving or projected to serve the designated urban reserves. These agreements shall be adopted by each applicable jurisdiction and shall contain:

(1) Designation of the local government responsible for building code administration and land use regulation in the urban reserves, both at the time of reserve designation and upon inclusion of these reserves within the urban growth boundary.

(2) Designation of the local government or special district responsible for the following services: sewer, water, fire protection, parks, transportation and storm water. The agreement shall include maps indicating areas and levels of current rural service responsibility and areas projected for future urban service responsibility when included in the urban growth boundary.

(3) Terms and conditions under which service responsibility will be transferred or expanded for areas where the provider of the service is expected to change over time.

(4) Procedures for notification and review of land use actions to ensure involvement by all affected local governments and special districts.

Urban Reserve Management Agreements (URMAs) will be formed between Jackson County and each of the participating cities to comply with the aforementioned Urban Reserve Rule. This is similar to the Urban Growth Boundary Management Agreements currently in place between Jackson County and all of the cities within its borders. At a minimum, each URMA will contain all of the information required by the Rule. The URMAs will be completed prior to adoption of this Regional Plan.

660-021-0060 Urban Growth Boundary Expansion

All lands within urban reserves established pursuant to this division shall be included within an urban growth boundary before inclusion of other lands, except where an identified need for a particular type of land cannot be met by lands within an established urban reserve.

Once established, Urban Reserve Areas will be the first priority land for future Urban Growth Boundary expansions. Essentially, this means that unless there a demonstrated specific need for a particular land outside of the established Urban Reserve Areas, then Urban Growth Boundaries can be expanded only to include land contained in the Urban Reserve Areas.

660-004-0040 Application of Goal 14 to Rural Residential Areas

(8)(a) Notwithstanding the provisions of section (7) of this rule, divisions of rural residential land within one mile of an urban growth boundary for any city or urban area listed in paragraphs (A) through (E) of this subsection shall be subject to the provisions of subsections (8)(b) and (8)(c).

(A) Ashland; (B) Central Point; (C) Medford; (D) Newberg; (E) Sandy.

(b) If a city or urban area listed in subsection (8)(a):

(A) has an urban reserve area that contains at least a twenty-year reserve of land and that has been acknowledged to comply with OAR chapter 660, division 21; or

(B) is part of a regional growth plan that contains at least a twenty-year regional urban reserve of land beyond the land contained within the collective urban growth boundaries of the participating cities, and that has been acknowledged through the process prescribed for Regional Problem Solving in ORS 197.652 through 197.658; then any division of rural residential land in that reserve area shall be done in accordance with the acknowledged urban reserve ordinances or acknowledged regional growth plan.

(c) Notwithstanding the provisions of section (7) of this rule, if any part of a lot or parcel to be divided is less than one mile from an urban growth boundary for a city or urban area listed in subsection (8)(a), and if that city or urban area does not have an urban reserve area acknowledged to comply with OAR chapter 660, division 21, or is not part of an acknowledged regional growth plan as described in subsection (b), paragraph (B), of this section, the minimum area of any new lot or parcel there shall be ten acres.

Currently the cities of Ashland, Medford, and Central Point are regulated by OAR 660-004-0040. As such, land within 1 mile of the Urban Growth Boundary of each of those cities currently has a 10 acre minimum lot size restriction placed upon it. This is often referred as an Urban Fringe.

Consistent with the Rule, the Urban Fringe for Ashland, Medford, and Central Point would generally be replaced by the provisions in the RPS Plan and the associated Urban Reserve Management Agreements. However, during the Jackson County public hearing process, the City of Ashland requested that the Urban Fringe regulation pertaining to the city stay in effect. Accordingly, Section 2, Chapter 5 of the Regional Plan, states that the Urban Fringe regulation for the City of Ashland shall be maintained.

Chapter 4

Proposed URAs

1. INTRODUCTION

As described earlier in this Plan, Urban Reserve Areas (URAs) are areas proposed through this regional planning effort to accommodate the amount of growth projected over the next 50 years. Chapter 3 of this Plan outlined the general methodology and process behind the selection of the proposed URAs. This Chapter provides details on the specific areas proposed as URAs for each of the participating cities in this process that have proposed URAs. Those cities are: Central Point, Eagle Point, Medford, Phoenix, and Talent.

The subsections of this Chapter are organized by City as follows:

- Central Point — Chapter 4.CP
- Eagle Point — Chapter 4.EP
- Medford — Chapter 4.MD
- Phoenix — Chapter 4.PH
- Talent — Chapter 4.TA

Chapter 4.CP

Proposed URAs Central Point

1. CITY DESCRIPTION

Central Point is one of the fastest growing small cities in the state, and is projected to become the second largest municipality in Jackson County by the year 2026. The Jackson County Comprehensive Plan Population Element projects that population for Central Point's urban area will be 23,875 residents in the year 2026 and 31,237 residents by the year 2040. To accommodate its proportional share of a doubling of the region's urban population, Central Point will plan for an increase of 20,766[1] residents for a total of 38,598 residents within its urban area by the year 2060. Chapter 3 of the Regional Plan includes the methodology and discussion to estimate the projected land needs for urban reserve planning for residential and employment lands. Demand for urban park land for Central Point is estimated as an approximation of ten acres per 1,000 additional residents. The estimated land demand needs are summarized in Figure CP.1 below.

Figure CP.1

CENTRAL POINT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		Employment		Urban Parks		Total Demand
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	(acres)
Allocated Regional Share	20,766	1,121	6,716	779			1,900
Planned Inside UGB	7,536	406	2,224	258			664
Urban Reserve Land Demand	**13,230**	**715**	**4,493**	**521**	**164**	**-**	**1,400**

Rapid growth in the early 1990s led to the creation of the Central Point Strategic Plan, adopted in 1998. The plan establishes a vision to preserve the City's small town character and community values, and to enhance community life.

Effective growth management practices have led to a follow-on strategic planning process, *Central Point Forward*. Through this process, the City has updated its 1998 Strategic Plan, including the overall community vision, goals and actions aimed at implementing its desired future. Central Point has also created a plan to revitalize its downtown, along with adopted Transit Oriented Development (TOD) policies and implementing land use regulations, and has promoted consolidated land use and transportation master planning. The same have resulted in significant TOD development within the city, including one large project that is now substantially built out.

[1] Greater Bear Creek Valley Regional Plan, Chapter 3, Figure 3.2: RPS Proportionate Population Allocation. Increase is relative to estimated base 2007 population.

Central Point is committed to planning and facilitating the building of master planned communities that contain a diversity of uses including mixed housing types and residential densities, parks, open spaces, civic areas and commercial uses that contribute in a positive way to the city's character. City plans and land use regulations require natural features to be incorporated as living assets within new neighborhoods. The City actively promotes new and more efficient planning practices that include mixed use and higher density nodal development. In addition to facilitating livable neighborhoods, the City's practices are also aimed at controlling and minimizing land consumption in order to preserve important farm land. Central Point has also sought to establish its own identity, independent and apart from nearby Medford and other Rogue Valley cities. Consequently, the City's goals have served to attract new residents. With its growing population, the City has moved away from its former identity as a bedroom community.

In 2002, the City adopted Transit Oriented Development (TOD) land use classifications and zoning standards. This provides for higher residential densities, mixed-use zoning, and more integrated civic and open space development. The City is also working with multiple property owners to design a new neighborhood north of Beebe Road in one of the few-remaining residentially zoned areas already within the UGB. Plans call for zone changes that increase residential densities, integrate more parks and open space land and introduce limited commercial uses. This will likely become the city's second TOD. The City's west side growth results in a preferable compact form than growth to the east of the freeway, which is more distant from the City center and is impacted by airport noise and hazard overlay. In an effort to improve access to downtown from east of the interstate, Central Point has set improved the Upton Road overpass. and is setting aside funds to improve the Pine Street Interchange. Heavier employment land uses are more compatible on the east side of the freeway where proximity to freeway and the airport provide logistical advantages to industry.

The City will increase its employment and industrial land base, both to balance jobs and housing, and to provide more immediate services to a growing population. Consistent with benchmarks in Central Point's comprehensive plan, the current level of 9 to 10 acres of employment land per 1,000 residents will be increased to 15 acres per 1,000 residents.

Location and access to Interstate 5 make Central Point attractive for regional and interstate transportation, warehousing, and distribution firms. Recent development includes the USF Reddaway truck terminal, expansion of the Knife River[2] regional offices, and the partial development of the Airport Orchard industrial site. Professional, scientific, and technical service firms have also been attracted to the City.

Central Point is committed as a community to accept a considerable share of the region's future population growth; however Urban Reserve Planning in the City of Central Point is faced with the following challenges:

- To the north, agricultural land and severe natural hazards and regionally important natural resources constrain future urbanization. These include the Upton Slough drainage basin with broad floodplain and associated wetlands, a high concentration of intact vernal pool wetland habitat, and a generally intact oak savannah habitat. *See,* Atlas Maps 13 (Vernal Pools by Nature Conservancy Conservation Codes), 19 (Physical Features – Hydrology Map, Central Point), and Appendix IV – ~~"~~Greater Bear Creek Valley Regional Problem Solving Phase One Status Report."

[2] Knife River is a large aggregate and heavy construction company.

- The City of Central Point shares its eastern and southern boundaries with the City of Medford, precluding growth in those directions. *See*, Atlas Map 2 (Jackson County Comprehensive Plan Map).
- There are exception lands to the west, and the largest concentration is located in the southwest adjacent to the Urban Growth Boundary and extending to the foothills of the West Valley slope and in the vicinity includes some of the region's best agricultural soils and active farmlands. *See*, Atlas Map 20 (Agricultural Lands by Soil Capability Class – Central Point), Map 14 (Soils by Irrigated Agricultural Class – Region), and Map 15 (Agricultural Lands Composite Analysis Map).

2. CITY GROWTH GUIDELINES AND POLICIES

The stated goal of the City's current urbanization element is *"To provide for an orderly and efficient transition from rural to urban land use."*

An urban growth boundary and urbanization policies were first established in 1978 by joint action of the City of Central Point and Jackson County. The location of the growth areas planned through year 2000 and the juxtaposition of planned land uses within the urban growth boundary were intended to maximize the potential of the City's existing and secondary arterial streets as well as the considerable potential of the Seven Oaks Interchange Area which was then and continues to be designated jointly by the City and County as an Area of Mutual Planning Concern. Much of the area within the urban growth boundary and to the west of the Southern Pacific railway (now, California & Oregon Pacific – CORP) at that time was planned for industrial development. The area east of the freeway was designated for low, medium, and high density residential development. However, in 1998, the City and Jackson County modified the Urban Growth Boundary and Policy Agreement with Jackson County to allow a redistribution of land uses within the City, and the City revised its comprehensive plan to reflect this redistribution. The land west of the railway was redesignated for residential development, and lands east of the freeway were redesignated for General Commercial, Neighborhood Commercial, General Industrial, and Light Industrial development.

The redistribution of land uses in the original urbanization policies was necessary to improve the efficiency of freight transportation and to attract more local jobs by providing employment land in the vicinity of the airport and close to freeway access in exchange for heavy industrial land along the railroad for which oblique angle street intersections with Highway 99 were not conducive to freight truck turning movements. Re-designation of area west of the railway to residential use also served to separate industrial development from the City's core residential and downtown business districts. This allowed the City to respond to growing residential demand pressure with a ~~n~~eighborhood concept". The concept dates back to the City's original Urbanization Agreement to avoid inefficiently designed or located developments at the fringe of the urbanizable area and to ensure the maximum efficiency of the circulation and public facility systems.

The City's agricultural zoning policies contained within the Urban Growth Boundary Agreement apply only to areas within the urban growth boundary or Seven Oaks Area of Mutual Planning Concern. Pursuant to the Agreement, lands within the urbanizable area which supported farm uses would be encouraged, through zoning and appropriate tax incentives, to remain in farm use for as long as economically feasible (as determined by the property owner). This policy reflects statewide policy regarding the retention of agricultural tax deferments for lands within urban growth boundaries.

3. STUDY AREA SELECTION / COARSE FILTER

Inclusion of land within an urban reserve must be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. The study areas for initial (coarse) filtering are identified on Map 21a of the Atlas. They are CP-A, CP-B, CP-C, CP-D and CP-FG. The study areas include lands to the north, west, and southwest of the city; lands south and east of Central point are either already within the City of Medford or consists of high value farmland that was ruled out by the RLRC. The initial study areas have been sized to consider all nearby and adjacent lands and areas where urban reserves may be appropriately extended beyond one-quarter mile if needed to accommodate identified urban land needs over the planning horizon. The estimated urban land need for the planning horizon is related to the initial study area in the table at Figure CP.2 below. The study area is reasonably sized to yield an inventory of suitable lands responsive to the future urban needs of Central Point. Of the 4,800 gross acres within the coarse study areas, 2,664 acres were passed through for further study.

Figure CP.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	**Estimated Need *(acres)***	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Residential Need**
Central Point	1,400	1,037	4,800	343%

Area CP-A

CP-A is generally described as the land area north of the urban growth boundary, east of Interstate-5, and west of Table Rock Road. The northern extent corresponds roughly with the West Gregory Road alignment — about one mile north of the existing urban growth boundary.

Bear Creek and the Upton Slough — two regionally significant drainages — traverse Area CP-A from southeast to northwest. There is a regional greenway and trail system associated with Bear Creek (the Bear Creek Greenway) which is located adjacent to Interstate 5. The area between Bear Creek and Upton Slough is comprised of good agricultural soils (Atlas Map 20). The Upton Slough parallels to the northeast. Heavy clay soils and flat terrain underlay a broad drainage and flood area along this course. (Atlas Map 19). Vernal pool and other wetlands in addition to the flood hazard associated with this drainage constitute severe natural development constraints. The area provides primary storm drainage capacity downgrade from Medford, the largest municipality in the Region. The drainage alignment also coincides with the primary flight path for the regional airport.

A mostly intact oak savannah habitat was identified by pCIC during the RPS planning process as a regionally significant natural feature north of Wilson Road between Upton and Table Rock Roads. The RLRC identified the agricultural lands west of the Upton Slough as part of the Region‘s commercial agricultural land base.

The northeastern extent of the CP-A study area intersects with a portion of the Gibbons/Forest Acres Urban Containment Boundary as designated in the Urban Lands Element of the Jackson Comprehensive Plan (JCCP). It is described therein as follows:

> *“The Gibbons/Forest Acres area is situated two miles north of Medford, and astride Table Rock Road. Central Point is two miles to the west, and White City is located two miles to the east of Gibbons/Forest Acres. The Unincorporated Containment Boundary includes*

the least number of parcels possible, while still encompassing the extent of small-lot development. A definite differentiation exists along the unincorporated containment boundary between smaller parcels inside the unincorporated containment boundary versus larger parcels outside the unincorporated containment boundary and reflects County policy for urban-centered growth. Fill-in development is encouraged, but outward expansion is restricted. Adjacent rural lands are preserved for agriculture, open space and rural residential needs and consider noise and accident potential related to the Medford airport."

The Urban Lands Element also includes the following relevant provisions at Policy 11:

"The Gibbons/Forest Acres area lies near and adjacent to the Medford [sic], and potentially, the Central Point Urban Growth Boundary. It may be desirable to include this area within an urban growth boundary, sometime in the future.

POLICY: THE GIBBONS/FOREST ACRES UNINCORPORATED CONTAINMENT BOUNDARY SHOULD ULTIMATELY BE INCLUDED WITHIN AN URBAN GROWTH BOUNDARY OF AN ADJACENT CITY.

IMPLEMENTATION STRATEGY: Consider the possibility of inclusion of this area in an adjacent urban growth boundary major update of the Comprehensive Plan and city urban growth boundaries."

The City of Central Point is located opposite a severely constrained land area of the Upton Slough drainage basin from Gibbons/Forest Acres. The County policy, while meriting consideration with regard to urban reserve planning, is directly applicable by its terms only to the potential situation of a city's growth boundary being adjacent to the Gibbons/Forest Acres Urban Containment Boundary. The area is neither adjacent to nor near the existing urban growth boundary pursuant to the terms of the Urban Reserve Rule. Future inclusion of the area as part of Central Point is not reasonable given severe intervening natural constraints and the City's objectives for accommodating most of its residential growth in a compact urban form west of the freeway and near its own urban core.

The area south of Wilson Road within CP-A is bordered to the west and east by the existing municipal and urban growth boundaries of Central Point. This entire area is within one-quarter mile. The western half of this area is designated as agricultural land; the eastern half is designated as rural residential land.

Coarse Filter Outcome for CP-A: Except for the portion of CP-A that is part of the Bear Creek Greenway, which merits further consideration specific to park and trail needs, lands further than one-quarter mile north of the existing urban growth boundary are unsuitable to meet the identified land needs for the City of Central Point. Nearby and adjacent lands, along with the lands in the Bear Creek Greenway, are passed through the coarse filter for further review.

Area CP-B

CP-B is the area adjacent and immediately southeast of the City's urban growth boundary. It is also adjacent and west of Medford's urban growth boundary. This study area extends approximately one-half mile south of Beall Lane along the westerly boundary of Medford's urban growth boundary and tapers in depth to approximately one-quarter mile at its western boundary at Old Stage Road.

Within CP-B, adjacent to and west of Medford's corporate limits, is an agricultural area that is part of a larger contiguous block of Class I irrigated soils. This area is universally recognized by the region's agricultural community as having some of the deepest and highest quality soils

in southern Oregon. *See*, Atlas Map 20 (Agricultural Lands by Soil Capability Class – Central Point), Map 14 (Soils by Irrigated Agricultural Class – Region), and Map 15 (Agricultural Lands Composite Analysis Map). As such, it was never seriously considered for future urbanization. It also is one of the few remaining areas to provide a distinct separation between the two cities. Central Point and Medford already share several miles of contiguous growth boundaries.

The remainder of the CP-B land is predominately comprised of rural residential exception land with limited agricultural land inclusions, and no obvious constraints that would otherwise preclude future urbanization.

> ***Coarse Filter Outcome for CP-B:*** Land in CP-B along Hanley Road and extending west to Old Stage Road are passed through for further detailed consideration. The remainder of the CP-B that is within one-quarter mile of the urban growth boundary is high value agricultural land but passed through for further consideration given proximity to the urban growth boundary.

Area CP-C

CP-C is a study area extending approximately one-mile west of the existing urban growth boundary and north of Beall Lane to just north of Scenic Avenue. The northern boundary is approximately level and extends no further north than the City's existing urban growth boundary. Existing collector order east-west roadways through the area, from Central Point to Old Stage Road, are Taylor Road Scenic Avenue.

An exception area comprised of a block of County designated urban and rural residential land is located adjacent and north of Beall Lane, between the existing urban growth boundary and Green Acres Drive (on the west side of the El Reina Subdivision). The western boundary of this subdivision/exception area was selected as the western-most extent of lands within CP-C to be passed through for further consideration for urban reserve suitability. The resulting area for further study includes all parcels wholly or partially within one-quarter mile of the existing urban growth boundary from Beall Lane on the south to lands abutting the north side of Scenic Avenue and west of the California Oregon Pacific Railroad. The remainder of CP-C, although well situated to provide for urban needs in terms of topography and proximity to the urban core, was excluded from further review due to the greater resource value and agricultural productivity of those lands.

> ***Coarse Filter Outcome for CP-C:*** Although the City's location choices are severely limited in every other direction, and although the City must accommodate the region's second largest urban population over the planning period, the importance of the agricultural land in this area compelled that the further study area be restricted to those lands located ~~a~~djacent and nearby" as slightly modified to align with the western boundary of the existing exception area (El Reina Subdivision).

Area CP-D

CP-D includes the land northwest of the existing urban growth boundary that is oriented along Interstate-5 and the Highway 99/California and Pacific Railroad rights-of-way. This study area extends north from the urban growth boundary to include the Tolo exception area north of the Seven Oaks interchange.

Area CP-D includes the Area of Mutual Planning Concern designated in the Central Point/Jackson County Urban Growth Boundary and Policy Agreement as the Seven Oaks Interchange Area. That area extends north from the urban growth boundary at Scenic

Avenue to the Seven Oaks interchange, but does not extend beyond the interchange into the Tolo area. In pertinent part, the agreement established Policy 7 as follows:

"Lands in the vicinity of the Seven Oaks Interchange, as delineated on Map 1 attached, are considered unique because of the transportation facilities present. Although located outside the year 2000 Urban Growth Boundary, this area is designated an Area of Mutual Planning Concern and shall be protected from premature development. Additionally:

A) The County shall ensure that the area remains in a rural character so that a priority is placed on urban development within the UGB, as planned.

B) *The Seven Oaks Interchange Area of Mutual Planning Concern shall retain its present Comprehensive Plan and Zoning Map designation, or similar "rural designation, until such time as the area can be shown to be needed for the City's urbanization, in accordance with the seven urbanization factors of Statewide Goal 14 and the provision of this agreement that pertain to City-initiated comprehensive plan amendments."*

The policy is, in essence, equivalent to the restrictions to be placed on urban reserve lands pursuant to OAR 660-021-0040. Despite the long standing policy to reserve this land for future industrial needs of the City, the presence of high-value agricultural soils and active farming (especially the Seven Oaks Farm) compelled the RLRC to recommend that it be designated as part of the Region's commercial agriculture land base.

The City concurs with the Region that the farm area would not be suitable for urbanization if its identified need for industrial land can reasonably be met instead at the Tolo area. The identified urban needs of the City also requires sufficient area near the intersection of Scenic Avenue and Highway 99 to re-align and improve the railroad crossing and thereby adequately serve the TOD area to the south and west. A nearby rural residential exception area exists at Lark Lane approximately one-quarter mile north of the existing urban growth boundary. The agricultural land area beyond the Tolo area and this exception area will therefore be excluded from further urban suitability review.

The Tolo area within CP-D was identified through the RPS process as regionally significant employment land that would be suitable to meet Central Point's identified urban needs over the planning period. The area is sited along the same transportation facilities that warranted designation of the Seven Oaks Area of Mutual Planning Concern, and is mostly comprised of non-resource or exception lands.[3] It is also comprised primarily of non-resource lands, including large tracts of currently designated commercial, industrial, and rural residential exception lands.

Coarse Filter Outcome for CP-D: Agricultural land between the Lark Lane and Tolo exception areas and west of Grant Road within CP-D is excluded from further review for urban reserve suitability. Although the area may be suitable for urbanization, exclusion would minimize impacts to the Region's commercial agricultural land base and a reasonable alternative exists at the Tolo area.

[3] Throughout most of the course of the RPS Planning process, a large tract of County designated Industrial Land was assumed to be resource land due to OSR zoning. However, the two parcels are Industrial exception lands for which OSR operates as a holding zone. Additionaly, an 8.4 acre parcel identified as part of the commercial agricultural base east of Blackwell Road is designated Aggregate Resource rather than Agricultural land.

Area CP FG

This study area is the Jackson County Fairgrounds & Exposition Center. The property situated northeast of and along Interstate 5 and west of Gebhard Road is located along the northeast side of Interstate 5 between the existing urban growth boundary and study area CP-A. The fairgrounds include county-owned facilities important to the entire region which are heavily utilized to support agricultural and recreational events in addition to other activities which can be noisy and generally incompatible with urban residential areas. The property is subject to a County-adopted master plan incorporated as part of a conditional use permit. The County exercises jurisdictional authority over this area. Portions of the site not occupied by buildings and other physical improvements is devoted to outdoor fair and exposition activities or is otherwise severely constrained by the Bear Creek floodway and riparian areas. Several sizable ponds, the product of aggregate mining, are also located on the property. As a fully developed or otherwise constrained site, it will not accommodate future municipal urban needs. The site was therefore deemed to be unsuitable for urban reserve designation.

Coarse Filter Outcome for CP-FG: No lands are passed through for further consideration.

4. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial study areas selected for further study were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. Subareas are designated for the detail study on Atlas Map 22 and the area attributes are summarized in the table at Figure CP.3.

Figure CP.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
CP-1B	104	103	544	82	21	441
CP-1C	25	26	70	2	9	60
CP-2B	72	82	325	25	18	282
CP-3	9	7	36	8	1	27
CP-4D	7	1	83	30	1	52
CP-5	9	11	31	10	2	19
CP-6A	165	163	444	2	56	386
CP-6B	95	93	188	4	22	162
CP-A.a	28	30	86	9	9	69
CP-A.b	1	1	177	8	0	169
CP-A.x	1	1	1	0	1	0
CP-B.x	6	4	297	11	1	286
CP-D.a	7	4	87	0	1	86
CP-D.b	3	0	46	0	0	46
CP-FG.x	4	4	247	67	1	179
Totals	536	530	2,665	258	142	2,264

4.1 Fine Filter Study Areas - Unsuitable

Each of the areas identified in the accompanying Atlas (Map 22 – Study Lots by Suitability) as CP-A.a, CP-A.b, CP-A.x, CP-B.x, CP-D.a, CP-D.b and CP-F.x were evaluated for suitability considering the growth policies for Central Point and in balance with the Goal 14 boundary location factors. Each of the areas were found to be unsuitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below.

Area CP-A.a:

This area includes approximately 86 gross acres of land situated immediately north of Wilson Road and west of Table Rock Road. Of this, 54 acres are designated as Agricultural land and the remainder is Urban Residential Land (UR). The largest parcel within the subarea, consists of approximately 50 acres designated Agricultural land. The Upton Slough flows over most of this property which is also severely constrained by wetlands including Vernal Pools. The Upton Slough floodplain is 45.7 acres in area of CP-A.a. The floodway of the slough has not been mapped by FEMA – therefore, the size of the floodway area is not available nor reflected in the table at Figure CP.3, above. Atlas Maps 19 (Physical Features – Hydrology Map) and 26 (Aerial Map) indicate that the majority of CP-A.a is severely constrained by natural hydrology features.

The exception lands on the north side of Wilson Road have been extensively parcelized into approximately one-acre lots that are all developed with one or more dwellings (Atlas Map 18). Seventy-eight acres within the subarea are thereby severely constrained by hydrology, wetlands, or are otherwise built.

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

1. *Efficient Accommodation of Identified Land Needs.* This land is too severely constrained or otherwise developed in the ways explained above, to reasonably or efficiently accommodate any identified land need.
2. *Orderly and Economic Provision of Public Facilities and Services*. Public facilities and services are available and located adjacent to the area. An interior street system cannot reasonably be provided given the existing development pattern. The homes are arrayed toward the front of the existing narrow lots along Wilson Road – dwelling placements the likely result of avoiding lower areas that are subject to inundation as a consequence of periodic stream flooding. The alternative of additional direct driveway access (by way of flag lot development) would unacceptably affect the function and safety of Wilson Road.
3. *ESEE Consequences*- The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
    a. Economic- Promoting development of flood hazard areas would adversely affect the community's flood insurance rates. Given the unlikelihood of significant infill potential, any increase to the tax base and system development fees would be unlikely to cover costs to the community.
    b. Social- Established residents in largely built-out environments similar to the urban residential portion of this subarea would tend to consider infill attempts negatively (overcrowding). Development of the larger agricultural land parcel in the location of the Upton Slough would also have adverse social consequences produced by a loss of open space.
    c. Environmental- Upton Slough is the repository of a drainage basin that serves to cleanse waters and provide for natural open space and habitat for fish and wildlife.

The Bear Creek Greenway area is comparatively better situated to accommodate the City's urban park needs because it is more centrally located, already in public ownership, and near areas planned for or already devoted to urban housing.

d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. Moreover, the inclusion of this area will produce an undesirable urban form which deviates from the simple urban form sought with the inclusion of lands that have been designed for Urban Reserve in consideration of the existing form of Central Point.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* Other than an Oak Savannah stand that has been identified in this area there are no nearby forest lands or forest activities. Nearby agricultural land that would remain outside the urban growth boundary is similar to the agricultural land within the subarea – severely constrained by hydrology and wetlands. If the subarea itself was not so severely constrained, there are no nearby resource land activities now or likely to occur that would be incompatible.

This subarea is not suitable to meet future urban needs due to the existing housing density, lot configuration and the location of existing homes which precludes: 1) any reasonable or cost-effective means of constructing a local order street system to serve new dwellings, and 2) the creation of new residential lots which would have sufficient depth to meet the Region's agreed to agricultural buffering standards. Further urbanization of these lands, given the aforementioned constraints, would have an adverse impact on the sensitive environmental resources located on adjacent land to the north. Consequently, CP-A.a is excluded as unsuitable for urban reserve.

Area CP-A.b:

The western 177 acres of CP-A.b are planted as an active fruit orchard owned and managed by Bear Creek Corporation, a regionally important employer and national supplier of food. The City determined that inclusion of this orchard would not only remove some of the most intensively used farmland from production, but the future urbanization of this orchard would produce additional and unnecessary conflicts with farm activities occurring further to the north. Central Point has declined to assert any compelling urban need to further consider inclusion of this orchard. Consequently, full review of the Goal 14 factors is not merited as other alternatives have been identified that will have a lesser impact to agriculture.

Area CP-B.x:

This subarea of approximately 297 acres is comprised of six parcels that are wholly or partially within one-quarter mile of the existing urban growth boundary. Of this, 286 acres are generally unconstrained. There exist four dwelling in the area. However, it is part of the agricultural area within Coarse Area CP-B, adjacent to and west of Medford's corporate limits, that is part of a larger contiguous block of Class I irrigated soils. This area is universally recognized by the region's agricultural community as having some of the deepest and highest quality soils in southern Oregon. *See*, Atlas Map 20 (Agricultural Lands by Soil Capability Class – Central Point), Map 14 (Soils by Irrigated Agricultural Class – Region), and Map 15 (Agricultural Lands Composite Analysis Map). As such, it was never seriously considered for future urbanization. It also is one of the few remaining areas to provide a distinct separation between the two cities. Central Point and Medford already share several miles of contiguous growth boundaries.

Area CP-D.a:

Sub-area CP-D.a includes seven lots totaling 87 acres that are dominated by the Seven Oaks farm, an intensively operated and regionally important farm operation identified by the RLRC as part of the Commercial Agricultural land base. The bulk of Seven Oaks farm was considered unsuitable under the coarse filter above. These lands warranted a refined analysis because of their close proximity to the City. Nonetheless, the conclusions are the same. Excepting tax lot 1000 which abuts Highway 99, all of the lots are actively farmed as part of the Seven Oaks operation and are needed as part of those operations. Industrial development of this land has long been anticipated by the City and Jackson County. However, it has been agreed through the collaborative regional problem solving process that this land is part of the commercial agricultural land base and should be given no further consideration as Urban Reserve. The alternative and similarly situated Tolo exception/non-resource area (which is currently designated for industrial use) is located nearby and generally east of the freeway. As such, and because Central Point has adopted policies favoring a redistribution of industrial uses generally to the east of Interstate 5, the comparative environmental, energy, economic, and social consequences favor preservation of CP-D.a for agriculture and the Tolo area as a more appropriate future industrial land base.

Area CP-D.b:

Sub-area CP-D.b includes three lots totaling 46 acres that are each are part of Otto Bohnert Farms located north of Scenic Avenue, east of Seven Oaks Road, and west of the railroad. The properties are high-quality agricultural lands that are and have for many years been intensively farmed and the area was identified by the RLRC as part of the commercial agricultural land base. Although this area is also part of the Seven Oaks Interchange Area of Mutual Planning Concern, the comparative environmental, energy, economic, and social consequences favor preservation of CP-D.b for agriculture rather than industrial uses given that the Tolo area can provide an adequate substitute industrial land base.

Area CP-FG.x:

Because the Jackson County Fairgrounds & Exposition Park is within one-quarter mile of the urban growth boundary, this land was assigned for detail review. However, the reasons for exclusion explained in the coarse filter section stand. The site is unsuitable to meet the identified urban needs of the City of Central Point.

4.2 Fine Filter Study Areas - Suitable

Areas identified in the accompanying Atlas as numbered Urban Reserves were evaluated for suitability considering the growth policies for Central Point and balance of Goal 14 boundary location factors. All of the sub-areas are found to be generally suitable for inclusion/ protection as Urban Reserve for the detailed reasons explained herein below.

Area CP-1B (Tolo):

This area is approximately 544 acres. The majority of the area is located north of Interstate 5 and west of its junction with Highway 99. The area is currently planned for a variety of uses, including Industrial, Aggregate, Rural Residential, and Agricultural. The primary and dominating use of the land is Industrial – 224 acres. A small portion of this area extends south of Interstate 5 to Willow Springs Road to include property owned and occupied by the Erickson Air Crane. The property is the site of a major valley industrial employer with facilities already connected to the City‘s municipal water supply and the RVSS sewer system. The Tolo

area also contains approximately 148 acres of land designated Agricultural Land, 48 acres of which were concluded by the RLRC to be part of the Commercial Agricultural Base.[4]

The 1984 Urban Growth Boundary and Policy Agreement (updated in 1998) between the City and Jackson County designated lands in the vicinity of the Seven Oaks Interchange as unique because of the transportation facilities present. The area was designated as an Area of Mutual Planning Concern to protect it from premature development, but available for urbanization when it could be shown to warrant such development. However, much of the land within the Area of Mutual Planning Concern is intensively farmed and has been identified as part of the region's commercial agricultural land base. The Tolo area includes only the northern portion of the original Seven Oaks Interchange Area of Mutual Planning Concern. It also includes existing county exception and non-resource areas that are largely devoted to industrial uses already. The city's comprehensive plan addresses proximity to the interchange as an opportunity to develop transportation-dependent uses (such as trucking terminals and freight forwarding facilities) in the area.

Central Point currently lacks attractive and suitable sites for new industrial development. The Tolo area's industrially-zoned sites could accommodate new industries and the expansion of existing industrial uses. The properties in this area are currently planned and zoned for industrial use by Jackson County and may be developed, pursuant to ORS 197.713, with industrial uses including buildings of any size and type that may be served by on-site sewer facilities notwithstanding land use planning goals related to urbanization (Goal 14) or public services and facilities (Goal 11).[5] A county approved truck-train freight transfer site already exists near the interchange for the Cross Creek Trucking Company. The Hilton Fuel and Supply Company and North Valley Industrial Park are also, with Erickson Air Crane, significant existing employment lands within the CP-1B area.

To ensure that the interchange is able to function and continue to operate within the State's mobility standard over time, designation of CP-1B as an Urban Reserve is to be subject to the following condition adopted by the RPS Policy Committee:

> Prior to the expansion of the Central Point Urban Growth Boundary into the CP-1B area, ODOT, Jackson County and Central Point shall adopt an Interchange Area Management Plan (IAMP) for the Seven Oaks Interchange Area.

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[4] In 2008, Jackson County re-designated an 8.4 acre EFU zoned parcel within the RLRC area to Aggregate Removal. Consequently, that land is no longer designated as Agricultual Land an no longer meets the Regionally adopted criteria for commercial agricultural land base (Appendix VII – Commercial Agricultural Land Base Criteria).

[5] ORS 197.713 provides: –Industrial development on industrial lands outside urban growth boundaries; exceptions. (1) Notwithstanding statewide land use planning goals relating to urbanization or to public facilities and services, a county or its designee may authorize: (a) Industrial development, including accessory uses subordinate to the industrial development, in buildings of any size and type, subject to the permit approval process described in ORS 215.402 to 215.438 and to applicable building codes, in an area planned and zoned for industrial use on January 1, 2004, subject to the territorial limits described in subsections (2) and (3) of this section. (b) On-site sewer facilities to serve the industrial development authorized under this section, including accessory uses subordinate to the industrial development.(2) Subject to subsection (3) of this section, a county or its designee may consider the following land for industrial development under this section: (a) Land more than three miles outside the urban growth boundary of every city with a population of 20,000 individuals or more; and (b) Land outside the urban growth boundary of every city with a population of fewer than 20,000 individuals. (3) A county or its designee may not authorize industrial development under this section on land within the Willamette Valley as defined in ORS 215.010. (4) A county or its designee may not authorize under this section retail, commercial or residential development in the area zoned for industrial use. [2003 c.688 §1; 2005 c.666 §1]"

Consequently, and subject to the above IAMP condition, CP-1B was found to be suitable for Urban Reserve designation as it will efficiently accommodate identified urban land needs, has reasonable access to public facilities and services including sewer and water (Atlas, Map 5 – Water and Sewer), and is and will continue to be predominately devoted to industrial uses in a manner compatible with nearby agricultural and forest activities. Regional buffering standards will improve the current situation. Also, designation of the Tolo Area CP-1B will provide a substitute land base for the previously adopted Seven Oaks Interchange Area of Mutual Planning Concern which will be retained as Agricultural land rather than preserved for future Industrial use.

Figure CP.4

CP-1B Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 544	**Reasonably Developable: 441**	**Residential**	**Aggregate**	**Resource**	**Open Space / Parks**	**Employment Land**
Existing Plan		**29%**	**4%**	**26%**	**0**	**42%**
Proposed Uses						**100%**

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

1. *Efficient Accommodation of Identified Land Needs*- Although urbanization of lands proximate to existing population concentrations is generally considered more efficient, it is recognized that the Tolo area already contains significant acreage devoted to industrial use and development, and therefore merits careful consideration. Restrictions typically applicable to rural areas which relate to Goal 14 (Urbanization) and Goal 11 (Public Facilities and Services) are not applicable to land already designated and zoned for industrial use where ORS 197.713 applies - as it does in this location. Future urbanization of areas already partially urbanized, where the area has additional capacity and is suitably situated to provide for the identified land needs, is also appropriately characterized as efficient urbanization.
2. *Orderly and Economic Provision of Public Facilities and Services* - The Tolo area, like the Seven Oaks Interchange, is situated adjacent to the same strategic transportation hub where three major facilities converge. The facilities are the Central Oregon & Pacific Railroad (CORP), Highway 99, and Interstate 5. The rail service line for White City (commonly known as the White City Railroad) joins the mainline railway along the north boundary of CP-1B adjacent to the Blackwell Road rail crossing. Just east to that point, Kirtland Road extends from its junction with Blackwell Road to provide a local arterial road connection to White City. The local arterial network of Kirtland, Blackwell, and Tolo Roads in combination with the junction of the White City and CORP railways, Interstate 5, and Highway 99 constitutes one of the most important convergences of transportation facilities in the region. These factors produce a comparative economic advantage for this area (and for Central Point) that should not be ignored. Rogue Valley Sewer Service lines already have been extended to the area (Atlas Map 5). A water service line limited to serve only Erickson Air Crane was extended from Central Point. Inclusion of the Tolo area as part of an incorporated city would allow for expanded water service consistent with the Medford Water Commission's policy (as source provider) to restrict extensions to municipal areas.

3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
   a. *Economic*- The comparative economic consequence of selecting these lands is positive. An existing employment land base with strong comparative advantages for transportation related firms, in a region that has strong comparative advantages generally with regard to this sector, will be better served with municipal services and a strategic development plan coordinated between participant agencies. The result will be a more efficient use of existing employment land base to provide more jobs for the region. Transportation and warehousing is also a sector that complements other basic sector industries such as agriculture and manufacturing. The comparative economic consequences were identified in the City's earliest urbanization policies and are validated by the Regional Economic Opportunities Analysis (Appendix VII). Creation of jobs in basic sector industries will have obvious positive social consequences. While there may be adverse impacts to existing residents in the area, it is recognized that the area is already highly impacted by proximity to existing major transportation facilities, industrial uses, and aggregate removal operations.
   b. *Social*- The comparative social consequences are expected to be positively correlated with anticipated economic consequences.
   c. *Environmental*- The comparative environmental consequences are expected to be positive. Inclusion of CP-1B as an urban reserve will also provide a means by which transportation/freight oriented uses may locate in an area largely free of congestion that would otherwise result where transportation/freight oriented uses must mix with a high concentration urban residential and commercial uses. Congestion at freight hubs contributes to the region's air quality problems. Consequently, provision of a freight oriented employment area that will operate without undue congestion will provide an opportunity for the region to mitigate existing air quality problems. Moreover, future industrial intensification of this area is largely unhampered by existing or planned residential development which would otherwise produce land use incompatibility and environmental conflicts.
   d. *Energy*- The comparative energy consequences are expected to be positive as freight movement will not be hampered by congestion at existing urban interchanges heavily used for residential and commercial traffic. Relief from congestion will reduce fuel consumption by reason that idling vehicles consume more energy that vehicles moving freely on the transportation system.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- CP-1B is intended to provide primarily for industrial uses in the transportation/freight and warehousing sectors, sectors of vital import to the Region's agricultural economic base. Industrial activities are not considered sensitive receptors with regard to buffering or setback needs, and the area is generally insulated from other uses by the freeway, other arterial roadways, and natural features (including Bear Creek and the natural topography of the area). The foothills to the north and west are not nor are they expected in the future to be intensively farmed and do not contain harvestable timber. The portion of CP-1B southwest of the Seven Oaks interchange is already developed and used by Erickson Air Crane. Land to the south is in agricultural use for the cultivation of field crops and has been so for many years. To the extent that future industrial development within CP-1B would produce impacts to existing residential areas, such intensification will be subject to adopted buffering standards in a manner appropriate to and which will assure compatibility.

Area CP-1C:

This study area consists of about 70 acres located near the northwestern corner of Central Point's corporate city limits and UGB. It extends from Jackson Creek to Griffin Creek, with Scenic Avenue defining its southern edge.

In this subarea (and unlike other areas in Central Point) a right-angled railway crossing is possible to Highway 99 and the same is necessary to correct the existing oblique angle railroad crossing which now exists at the intersection at Scenic Avenue and Highway 99. Correcting the angle of intersection is important to serve Central Point's objective of providing for a higher density master planned Transit Oriented Development neighborhood on land west of the railway. The needed road connection would extend north from Scenic Avenue on the east side of the highway before crossing Highway 99 in a perpendicular alignment; the triangular parcel at the northwest corner of the projected intersection is necessary to ensure that its geometry is safe and efficient. The new railroad crossing includes a four way traffic signal as a component of the overall improvement.

Currently, a 12-inch water line extends the length of Highway 99 from the city boundary to the Erickson Air Crane facility, at the edge of CP-1B. Other water and sewer lines are near CP-1C inside the city limits. As such, new infrastructure to serve the CP-1C area will not require extensive public or private infrastructure investment and urban uses can be more cost-effectively delivered. The northern portion of the area is developed with approximately 15 residences.

Within the subarea are three parcels totaling 50 acres which have been found by the RLRC to be a part of the Commercial Agricultural Base. The parcel immediately east of Highway 99 is bordered by exception land to the north, south and east. The parcel further to the east is bordered by the City on the east, by exception land to the south, and partially bordered by exception land to the west. The last parcel, west of the highway, is bordered by Jackson Creek to the west and by Scenic Avenue to the south. The area in total contains over 20 residences. Given the proximity to the existing urban growth boundary, the juxtaposition of the agricultural land between highly parcelized rural residential exception areas and the municipal boundary on two sides, it was concluded that the area may be reasonably developed with urban uses. Moreover, urbanization of this area in a manner compatible with the remaining nearby farmland to the north, given its limited contiguity with that area and the City's agreement to implement the Region's agricultural buffering standards and conceptual urban reserve planning requirements, helped lead to the conclusion of suitability.

The City intends to promote a master planning effort for this area to ensure more efficient urban development that incorporates nearby natural features including Griffin Creek into the neighborhood design, creates appropriate agricultural buffers, and establishes an internal street network that minimizes access onto Highway 99. The comparative environmental, energy, economic, and social consequences are, in the balance, concluded to support the suitability of CP-1C for Urban Reserve inclusion.

Figure CP.5

CP-1C Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 70	Reasonably Developable: 60	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		32%		68%		
Proposed Uses		100%				

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

1. *Efficient Accommodation of Identified Land Needs*- Inclusion of this area will better accommodate identified land needs already within the urban growth boundary because it will provide a needed and properly aligned northern rail crossing which will facilitate (and make safer) the buildout of the existing TOD neighborhood. Proximity to the existing urban growth boundary and municipal public facilities and services also renders the area suitable to accommodate the City's identified urban needs. Additionally, this land is in close proximity to existing urban facilities and services which now exists in adjacent neighborhoods.
2. *Orderly and Economic Provision of Public Facilities and Services* – Inclusion will provide for a more orderly provision of services to the existing municipal area by solving a significant transportation facility bottleneck.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*- The comparative economic consequence of including these lands is positive as it will supply the established demand for future housing in an efficient manner that will enhance housing affordability.
    b. *Social*- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes the City's vision for well situated neighborhoods near the downtown core.
    c. *Environmental*- The comparative environmental consequences are expected to be positive. Inclusion of CP-1B as an urban reserve will provide an urbanizable area that does not conflict with any identified natural resource and which will be located in close proximity to core urban uses so as to reduce reliance on motorized vehicles.
    d. *Energy*- The comparative energy consequences are expected to be positive as inclusion of this area as an Urban Reserve will provide a solution to an existing transportation facility constraint that congests traffic flow to and from a large mixed use urban neighborhood. The urban reserve designation will also provide for the future urbanization of a walkable neighborhood on land in close proximity to the City's downtown core.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The cultivation of field crops occurs and is expected to continue on lands located north and west of area should the urban growth boundary be expanded in the future. The area is configured and sized adequately to permit implementation of the Region's adopted agricultural setback and buffering standards.

Area CP-2B:

This area, approximately 325 acres, is defined on the north by Wilson Road and on the south by the Jackson County Fairgrounds Exposition Park and portions of the Central Point city limits. The existing municipal boundary also defines this area's eastern and western boundaries. Area CP-2B includes a mixture of designated agricultural and rural residential uses. Of this, the RLRC found that 197 acres of the total was a part of the Commercial Agricultural Base. About 20 percent of the area contains oak savanna, and some areas have ponded sources of irrigation water.

Interstate 5 currently divides the City, and Central Point believes it is important to maintain a proper urban form by closing the loop along the city's northern boundary to permit, among

other things, the installation of looped municipal water mains to ensure proper pressure for fire flows; non-looped water mains produce significantly less pressure and flow. The County Roads Department, in cooperation with ODOT, reconstructed the Upton Road bridges in 2008. This strengthened the connection between northeast and northwest Central Point. The City also determined the area to be suitable to provide a needed connection of the east-west leg of Upton Road westward to Gebhard Road.

Public infrastructure, in the form of sewer lines and gas lines, already extend into CP-2B. Water lines exist in city subdivisions east of Gebhard Road and north along Table Rock Road. These water lines can be extended into CP-2B. This area also is critical for extending storm drainage from the exception area south of Wilson Road and from other areas closer to Bear Creek.

While Central Point recognizes the conflict between urban and rural uses, it has few places to grow without encroaching into farmland and/or open space. The City plans to protect CP-2B's natural resources by incorporating them into a master plan, and will also require agricultural buffers to protect nearby agricultural lands that remain in production.

City planning staff has and is collaborating with the Jackson County Fair Board in its master planning efforts. The Jackson County Expo property is slated to become a recreational/parks regional centerpiece in the future, similar to Stewart Park in Roseburg. Consequently, the comparative environmental, energy, economic, and social consequences are deemed, in the balance, to be positive for urban land suitability.

Figure CP.6

CP-2B Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 325	Reasonably Developable: 282	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		38%		62%		
Proposed Uses		81%			6%	13%

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

1. *Efficient Accommodation of Identified Land Needs*- Inclusion of this area will provide for better connectivity between lands already with the urban growth boundary the east and west. Proximity to the existing urban growth boundary and municipal services renders the area suitable to accommodate the City's identified urban needs. Although the City would prefer to accommodate the majority of future residential growth on land west of the freeway, its choices are limited in that direction due to the existence of important high-value agricultural land. Existing parcel sizes and the location of development will accommodate reasonably efficient infill development to help accommodate the City's identified land needs.
2. *Orderly and Economic Provision of Public Facilities and Services* – Inclusion will provide for a more orderly provision of services to the existing municipal area by solving a significant transportation facility bottleneck, to improve city stormwater drainage systems, and accommodate a fully looped water system. Other municipal facilities and services are readily available to serve the area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. Economic- The comparative economic consequence of including these lands is positive as it will supply the demand for future urban housing in an efficient and affordable manner. Affordability for this area goes to the proximity and availability of

public facilities and services and the generally level terrain. A portion of the area will also provide for employment land needs.

b. Social- The comparative social consequences are expected to be positive by bolstering a sense of community identity for this area and through the provision of municipal park and open space improvements in coordination with the Jackson County Fair Board.

c. Environmental- The comparative environmental consequences are expected to be positive if urban needs can be accommodated by careful integration with natural areas that include Bear Creek and some oak savannah inclusions. Improvement of storm water systems will also improve water quality in the region. Proximity to the existing urban growth boundary for future urban areas will also minimize vehicle miles traveled over the planning period.

d. Energy- The comparative energy consequences are expected to be positive as this land will provide a solution to an existing transportation facility constraint that congests traffic flow to and from existing municipal areas to the east and west. The Urban Reserve designation will also provide for future urbanization of a walkable neighborhood on land not too distant from the downtown core.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* A 177 acre active orchard exists and is expected to continue operations along the northwest boundary of CP-2B. Conflicts have already occurred between the orchard and the urban residential neighborhood (Boes Subdivision) now within the City and further to the west. Development of this area will require future lots, streets, and activity areas to be designed to accommodate the Region's agricultural buffering standards, portions of which require the avoidance of locating sensitive receptors in proximity to the orchard. This area is sufficiently sized and the parcels and existing development are adequate to effectively achieve compatibility.

Area CP-3:

This 36-acre study area abuts and is located north of East Pine Street. It is bound on the south and east sides by the existing municipal boundary and to the west and north by the Jackson County Fairgrounds. Bear Creek and its associated floodplain cross this area's eastern edge. Peninger Road traverses the area's southwest corner. The majority of this area is currently designated Aggregate Resource.

Water and sewer infrastructure either exists or is planned to serve the area. The East Pine Street Transportation Plan includes recommendations for improvements to the I-5 interchange and reconfiguration of fairground access; this may dictate the type and the amount of new commercial uses along North Penniger Road.

The 100-year floodplain of Bear Creek within this area does not entirely constrain the site but may limit uses to regional parks, open space or tourist commercial uses. Consequently, the area is concluded to be, in the balance, suitable under Goal 14 for an Urban Reserve designation.

Figure CP.7

CP-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 36	Reasonably Developable: 27	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		7%	93%			
Proposed Uses					58%	42%

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

1. *Efficient Accommodation of Identified Land Needs*- The area is situated adjacent to the northbound Interstate 5 ramps and along existing local higher order roads, including East Pine Street. Central Point believes that reclamation of an aggregate mining site for urban uses near the heart of the community is an efficient means to accommodate identified urban land needs.
2. *Orderly and Economic Provision of Public Facilities and Services*- All municipal services and facilities are adjacent or readily available to serve this area. Proximity to the freeway interchange will require careful consideration and coordination with ODOT to ensure that future development minimizes transportation impacts upon this important facility. While Central Point acknowledges that limitations on the types or intensities of land uses may be appropriate, it believes the site can feasibly accommodate some urban needs even with such limitations.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*- The comparative economic consequences for this area are positive in providing for reclamation of the site as a beneficial urban use located in an area of high commercial land values.
    b. *Social*- The comparative social consequences are expected to be positive as by providing enhanced access to the natural area of Bear Creek while eliminating land use conflicts that existed while the land was used for aggregate mining.
    c. *Environmental*- The comparative environmental consequences are expected to be positive by reason of the mining area being reclaimed to beneficial urban use, portions of which will include restoration of natural amenities.
    d. *Energy*- The comparative energy consequences are expected to be positive due to proximity to the urban core and Interstate 5 interchange; proximity to the interchange for travel-related commercial uses will enable travelers to access goods and services without need to travel far from the freeway.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary- There are no agricultural or forest lands nearby this area.*

Area CP-4D:

This Urban Reserve area exists as a triangular-shaped tract that runs along the northeastern side of Interstate 5. The area has approximately 83 acres, approximately two-thirds of which is currently designated Agricultural and is owned by Jackson County. The southerly third of the area is designated as Rural Residential land and is owned by the City of Central Point. Both tracts are part of the Bear Creek Greenway. None of the land is or has in recent history been in agricultural production and the soils are of low agricultural suitability (Class IV-VII, where not built as roadway or within the Bear Creek floodway). This area also has environmental constraints. The eastern third of this 83-acre area is within the 100-year floodplain of Bear Creek and is also impacted by wetlands. The City expects to use this area for passive recreation, dedicated open space, or parks adjacent to and in connection with the Bear Creek Greenway.

At the northeast corner of CP-4D there is a one-acre parcel of exception land zoned Urban Residential (UR-1). This property has an existing residence, and abuts the City limits and residentially zoned lands to the east. The property also abuts agricultural lands to the north.

As an exception area, it was deemed appropriate to include the property within this Urban Reserve as first priority land. However, it is recognized that the property abuts agricultural land and as such, future development of the property will be subject to compliance with the agricultural buffering standards to be implemented as part of this Plan. Because of the existing residential character of the property, and it's proximity to other developed residential lands, it was deemed appropriate to include this parcel within CP-4D.

Figure CP.8

CP-4D Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 83	Reasonably Developable: 52	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		32%		68%		
Proposed Uses		1%			99%	

With the exception of the single residential exception property, this area was found to be suitable specifically for park and trail use due to the following Goal 14 boundary location factors and resource land use impacts:

1. *Efficient Accommodation of Identified Land Needs*- CP-4D will accommodate the City's identified park land needs and non-motorized transportation facility needs. The Bear Creek Greenway Master Plan guides the city and county development which links active recreation nodes with a bicycle/pedestrian trail system along the natural corridor of Bear Creek. The plan includes a land and easement acquisition strategy which seeks to eventually extend the greenway trail to the Rogue River. Although public ownership of the greenway is preferred, easements have also been employed as a viable alternative. Through the years aggregate has been mined from Bear Creek; sometimes leaving deep pits which have filled with water and provide habitat for fish and wildlife. Reclamation plans for aggregate sites which exist to the north provide extension of the greenway trail system. Construction of this trail linkage and including same within or linking to the larger Central Point urban area, will provide an alternative transportation mode for workers in the Tolo employment area in addition to providing recreational access along the greenway for all. The inclusion of the one acre residential property recognizes the exceptions status of the property and avoids potential isolation and long-term limitation of public service extensions.
2. *Orderly and Economic Provision of Public Facilities and Services*- The area extends northerly from existing city limits over land assembled by public agencies for the purpose of providing the Bear Creek Greenway in accordance with its adopted master plan. Access to urban facilities and services, to the limited extent needed for the greenway use and the exception parcel, may be extended directly from the Old Upton Road on the south and the Boes subdivision to the east. Greenway improvements, policing, and management would be coordinated between the City and Jackson County.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*- The provision of park and non-motorized transportation linkage will supply an attractive community amenity and have a positive affect on property values and tourism. It will also afford workers a more economical way to access employment opportunities. The area has already been acquired by the public and inclusion into Central Point will help finance completion of this segment of the Bear

Creek Greenway. The use of lands within the greenway area for economically viable agriculture is severely limited as discussed above. Land acquisition will be required in other areas to provide for park and trail land needs. Inclusion of the one acre exception parcel will allow for the extension of public utilities as may be needed to serve the property. The economic conclusion is neutral.

b. *Social*- Residents and visitors will have the opportunity to view preserved natural habitat in close proximity to urban populations and inclusion of this area will facilitate the development of facilities for the handicapped. This will positively affect the community's sense of identity and quality of life, and will promote opportunities for healthful exercise. Park land will need to be provided in some proportion for any future growth area. However, the greenway is a unique resource in this fixed location. Inclusion of the exception parcel will have a positive social consequence as a result of the property being able to obtain public services and utilities similar to the abutting residential subdivision to the east.

c. *Environmental*- The area will serve as a natural area providing open space and habitats for fish and wildlife. Inclusion as urban reserve will assure, through an urban reserve management agreement and the RPS agreement, further protection for the area to preserve the enumerated natural values. The environmental consequence of including the exception parcel within CP-4D is neutral. The property is currently zoned and developed for residential use. Any future development of the property will be subject to compliance with the agricultural buffering standards required by this Plan.

d. *Energy*- Inclusion of the area will facilitate completion of a continuous trail along the length of the Bear Creek corridor and, specific to this segment, a non-motorized corridor between the Tolo employment area and residential population areas of Central Point. The delivery of non-motorized transportation facilities linking employment and residential areas can and is expected to result in significant energy savings. The inclusion of the exception parcel, because of its existing development and proximity to available public facilities, will not have an adverse impact on the use of energy.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no nearby forest lands or forest activities. Nearby agricultural uses on land that would remain outside the urban area (assuming inclusion of the greenway area) include an active fruit orchard having approximately 177 acres and located to the east of the corridor. Hay and livestock pasturing further to the north exists along the east bank, and the cultivation of field crops also exists north of the subject area to the west of the creek corridor. The proposed urban use of the area will be for park and trail use. The Bear Creek Greenway routinely traverses farm land throughout its reach. Fencing is used to control and prevent trespass. The predominant wind direction during the summer months is from the north. Consequently, care in the routing of the trail and separation of recreational areas from farm activities should and will be taken in the planning of these park and trail facilities and the same will occur under the jurisdiction of Jackson County or the City of Central Point. The area has sufficient size to accommodate setbacks and screening of sensitive receptors from the nearby and sometimes adjacent agricultural land activities. The riparian corridor along the creek is heavily vegetated and provides natural screening through a significant portion of the area. While the potential exists for noise from farm activities, the same are not anticipated to be a significant problem and can be mitigated. In addition, ambient noise from Interstate 5 will serve to dampen noise from farm uses. The one acre residential exception parcel that abuts agricultural

lands to the north is occupied by one single-family detached residential dwelling. The inclusion of this parcel within the urban reserve area will facilitate the availability of public utilities to serve the existing residence. Because the parcel abuts agricultural lands, any future development of the property will be subject to compliance with the agricultural buffering standards implemented as part of this Plan.

Area CP-5:

Area CP-5 has approximately 31 acres located immediately west of city limits, east of Grant Road, and south of Scenic Avenue. Most parcels within the area are designated as Rural Residential exception land. A 10-acre parcel is designated as Agricultural land at the area's southern end. The parcel contains a walnut grove, Christmas trees, and a dwelling with accessory uses located southwest of the creek. A small pasture and two barns are on the creek's opposite side. Because the creek runs through the property and portions are in residential use, the property's effective farmable portion is significantly less than ten acres; no adjacent parcels are available for farm use in conjunction with this property. Jackson Creek and its associated 100-year floodplain follow Grant Road except where they cut through the EFU parcel. The riparian areas create a significant physical barrier from the larger tract of farmland to the west and reduce the need for fencing. Consequently, the area can and will provide for urban needs in a manner that is compatible with nearby agricultural lands. There are no nearby forest lands or uses.

Figure CP.9

CP-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 31	Reasonably Developable: 19	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		66%		34%		
Proposed Uses		91%			9%	

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

1. *Efficient Accommodation of Identified Land Needs*- The properties in this area are adjacent to the city limits, and could easily be served by the extension of public facilities and services from the Twin Creeks TOD. This area could be used for either urban residential development or dedicated open space for Twin Creeks TOD.
2. *Orderly and Economic Provision of Public Facilities and Services*- The area is adjacent to all public facilities and services which are necessary and appropriate for future urban residential or open space land needs.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
   a. *Economic*-The comparative economic consequence of selecting this area will be positive in that identified residential demand would be satisfied by a supply of land located in near proximity to the existing urban growth boundary, urban core, and supporting commercial uses within the Twin Creeks TOD. Maintaining an appropriate equilibrium of supply to meet demand is fundamental for housing affordability. Proximity to the urban facilities and services will also minimize the cost of services, thereby enabling lower overall cost to make this land available for urban uses — a positive economic consequence. This is somewhat offset by loss of a limited amount of farm area. Inclusion of this area would not likely produce negative economic consequences on farming or farm uses beyond the area's boundaries as both Grant Road and the creek provide a good separation between future urban

uses and farm activities. Moreover, access to the area does not require travel through farm areas designated Agricultural.

b. *Social*- Comparative social consequences are expected to be positive with future urban development anticipated to be similar to the outcome of the highly successful Twin Creeks TOD, which is based on the principals of New Urbanism and Transit Oriented Development. The resulting neighborhood will have a cohesive identity, be pedestrian-friendly and reflect positively on the City as a whole.

c. *Environmental*- Comparative environmental consequences are expected to be approximately neutral. Properly designed development in this area and constructed with best management practices will minimize impacts the riparian creek habitat. Accommodating urban needs in a compact form proximate to the urban core will serve to minimize land consumption over the planning period and thereby minimize future development pressure on other more sensitive natural areas.

d. *Energy*- The comparative energy consequences are expected to be positive, given proximity to the urban core. This is expected to result in a reduction of per capita vehicle miles traveled over the planning period.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The location of Jackson Creek and Grant Road reinforces this area's stronger relationship to urban development than to farm land which exists across the creek and to the west. A road and creek will serve as a superior dividing line and demarcation between urban and rural uses than would a property line having no discernable difference and separated only by a fence.

Area CP-6A:

This area consists of 444 acres. The CP-6A area is adjacent to city limits, and could easily be served by services from the Twin Creeks TOD or from existing collector roads, such as Beall Lane, Taylor Road, and Scenic Avenue. The circulation plan for this area is a natural extension of the Twin Creeks TOD, and of historic east-west roads such as Taylor and Beale.

Public water, sanitary sewer and natural gas maps indicate that this infrastructure can be readily, efficiently, and economically extended to CP-6A from the east and the south. Storm drainage can be developed, treated, and effectively discharged into existing systems. The Twin Creeks TOD uses passive water treatment. Central Point intends to require passive water treatment for new development in this area.

Approximately two-thirds of the land in this urban reserve is currently designated for agriculture, and was recommended by the RLRC as part of the Commercial Agricultural Base. The remaining one-third consists of exception lands planned Rural Residential. Soils in this area are Class 3 with limited amounts of Class 2. Agricultural use has been limited to livestock grazing or has otherwise remained fallow.

The area is generally free of any severe environmental constraints that occur elsewhere around the City, and proximity to the downtown core is conducive to urban centric growth objectives that minimize vehicle trip lengths and durations and the same represents a positive consequence under all of the ESEE factors. Central Point's experience with TOD design on the west side of the City has been extremely positive and has fostered positive social relationships in the community. In the balance, it is concluded that the comparative ESEE consequences for urbanization are positive. In combination with the other Goal 14 location factors, CP-6A is determined to be suitable and appropriate as an urban reserve. The City

believes that there are more natural linkages from the areas west of Grant Road to the Downtown core and many other Central Point neighborhoods.

Figure CP.10

CP-6A Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 444	Reasonably Developable: 386	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		32%		68%		
Proposed Uses		76%			20%	4%

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

1. *Efficient Accommodation of Identified Land Needs*- Inclusion of the area will promote the City's goal of developing in an approximate centric pattern near the urban core as the best means to afford all neighborhoods — existing and future — the most direct and convenient access to the Downtown core. Managed growth to the west will promote efficient local resident access to the Downtown core. This area will provide for a master planned TOD community that will achieve higher residential densities, perpetual open space and the establishment of agricultural buffers consistent with the Regional standards.
2. *Orderly and Economic Provision of Public Facilities and Services*- Water, sanitary sewer, urban streets and natural gas maps show that this infrastructure can be readily, efficiently, and economically extended to CP-6A from the east and the south. Storm drainage can be developed, treated, and effectively discharged into existing drainage systems. The Twin Creeks TOD uses passive water treatment, and Central Point intends to require the same of new development in this area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*-The comparative economic consequence of selecting these lands is positive in that identified residential demand would be satisfied by a supply of land located in proximity to the existing urban growth boundary and urban core. Maintaining an appropriate equilibrium of supply to meet demand is fundamental for housing affordability. Proximity to the urban facilities and services will also minimize the cost of services, thereby enabling lower overall cost to make this land available for urban uses — a positive economic consequence. While including this area as Urban Reserve, the same is somewhat offset by the relative limited loss of farm land in comparison to the expectation of higher density, pedestrian-friendly living opportunities that are locationally near the urban core. Inclusion of this area is not likely to negatively impact nor produce negative economic consequences on farming upon farm lands beyond; as the planning area is of adequate size and well configured, development can easily accommodate large setbacks and vegetative buffering. Moreover, access to the area through the remaining farm land will be unnecessary.
    b. *Social*- The comparative social consequences are expected to be positive in the manner similar to the outcome of the Twin Creeks TOD neighborhood development, a project which incorporates the best principals of New Urbanism and exists as a successful developing neighborhood that exemplifies transit oriented development. Central Point anticipates that this area will follow a similar design. In anticipation, the City believes this area will produce another neighborhood that has a cohesive identity and which reflects well upon the City as a whole.

c. *Environmental*- The comparative environmental consequences are expected to be approximately neutral. This area will accommodate the City's urban growth needs in proximity to the urban core, using TOD principals to reduce automobile reliance. In so doing, the anticipated development will be expected to comparatively reduce per capita vehicle trip lengths and durations, resulting in decreased emissions. The negative consequences that necessarily result from urban development and construction can be mitigated through proper design and use of best management practices.

d. *Energy*- The comparative energy consequences are expected to be positive and result from producing a compact urban form located near the urban core. Additionally, as explained under *Environmental* (immediately above) the anticipated/required development form will also reduce per capita vehicle trip lengths and durations, resulting in reduced energy consumption as well as decreased air contaminant discharges.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Urbanization of the area would require careful planning and extensive buffering to maintain compatibility with nearby and adjacent farm lands and farm uses to the west. However, this area is adequately sized and configured to enable comprehensive master planning and utilization of Regional agricultural buffering standards similar to those employed in the Twin Creeks TOD neighborhood.

Area CP-6B:

This 188-acre area is located immediately south of CP-6A which, along with Beall Lane, defines its northern boundary. The southern boundary is defined by Sylvia Road, its west boundary is Old Stage Road, and the east boundary is defined by the 100-year floodplain of Jackson Creek which runs along Hanley Road. Current plan designations are primarily Rural Residential, with two developed areas that are designated Agricultural.

The area generally is comprised of rural residential parcels ranging from small to fairly large acreages (up to 13 acres). There is an existing network of local order streets in a block pattern that lends itself to further and more intensive urbanization. Redevelopment potential is feasible for the area given existing large lot parcelization and the existence of a well defined gridded transportation network. This area has long suffered serious water problems that would be resolved by extension of municipal water. The City has received reports of failing septic systems within this area. Extension of urban services will serve to mitigate or prevent potential negative affects that failing septic systems may have on aquifers in this area (upon which others depend for drinking water).

Central Point Little League operates a baseball field facility on a 14.5 acre parcel within one of the two Agricultural land inclusions in CP-6B. The baseball property constitutes the majority of the acreage within this Agricultural land inclusion. Two EFU zoned parcels having approximately five aggregate acres, exists between the baseball fields and the Rural Residential land to the north. These two parcels are used by the Central Point Council, Boy Scouts of America for its facilities and activities. The Boy Scout property is not nor likely will be used for farming in the future (other than incidental not-for-profit farming by Boy Scouts). In Figure CP.11 (below) both the Central Point Little League property and the Boy Scout property are classified under the Employment land use type and will be restricted to the sub-classification land use type ~~I~~institutional" per Section 2 of Chapter 5. The second inclusion of Agricultural land is located near the geographic center of CP-6B and is completely surrounded

by Rural Residential exception lands. Together, these inclusions have approximately 19 acres.

Figure CP.11

CP-6B Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 188	Reasonably Developable: 162	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		77%		23%		
Proposed Uses		90%				10%

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

1. *Efficient Accommodation of Identified Land Needs*- Inclusion of the area will promote the City's goal of developing, as near as practicable, in a centric pattern centering on the Downtown urban core. This area can provide for a master planned community that will achieve higher density residential development with open space preserved and agricultural buffers created. Managed growth to the west will promote efficient local resident access to the Downtown core.
2. *Orderly and Economic Provision of Public Facilities and Services*- Public water, sanitary sewer and natural gas maps indicate that municipal public facilities and services can be readily, efficiently, and economically extended to CP-6A from the east and the south. Storm drainage can be developed, treated, and effectively discharged into existing systems. The Twin Creeks TOD Development uses passive water treatment, which the City intends to require of new development in this area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*-The comparative economic consequence of selecting these lands is positive in that identified residential demand would be satisfied by a supply of land located in proximity to the existing urban growth boundary and urban core. Maintaining an appropriate equilibrium of supply to meet demand is fundamental for housing affordability. Proximity to the urban core will also minimize the cost to extend public facilities and services. This will produce positive economic consequences by making facility extensions more affordable to existing development. Extending public facilities and services, while solving septic and shortages of groundwater for wells, will also facilitate in-fill development and help underwrite the cost of extending facilities to larger blocks of developable land. Although inclusion of this area will result in the loss of some farmland, the loss is somewhat offset by the limited amount in consideration of the existing problems that will be solved through infrastructure extensions. Inclusion of this area is unlikely to produce negative economic consequences on nearby farming operations because the planning area is adequately sized and its parcels are suitably configured to accommodate setbacks and vegetative buffering pursuant to Regional standards. Additionally, access to the area will not necessitate travel through other farmland.
    b. *Social*- Comparative social consequences are expected to be positive in the manner similar to the outcome of the Twin Creeks TOD as explained above for other areas similarly anticipated as TOD candidates. Development based upon the principals of New Urbanism and Transit Oriented Development result in a greater neighborhood cohesiveness and identity and reflect positively on the City as a whole.

c. *Environmental*- The comparative environmental consequences are expected to be approximately neutral. The accommodation of urban growth needs in proximity to the urban core using TOD principals is reasonably expected to reduce per capita vehicle trip lengths and durations, resulting in decreased emissions. The ordinary and expected negative consequences that results from development and construction can be mitigated through proper design and the use of best management practices. Existing septic and groundwater problems, which are both environmental and social in nature, can be efficiently solved.

d. *Energy*- The comparative energy consequences are expected to be positive and result a reduction of vehicle trip lengths and durations owing a compact urban form and the incorporation of TOD principals. These methods will result in energy savings along will fewer air contaminant discharges.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Compatibility concerns with nearby agricultural land uses outside the UGB exist to the northwest, south, and east of CP-6B. However, the impacts can and will be mitigated to acceptable levels through proper implementation of the Regional agricultural buffering standards and thoughtful master planning consistent with Central Point's demonstrated success TOD and cluster neighborhood design concepts. The area is adequately sized and configured to permit the undertaking of a master planning similar to the Twin Creeks TOD.

5. PRIORITIZATION OF SUITABLE LANDS

Once suitable lands were identified through the above Goal 14 analysis, these remaining lands were sorted according to the priorities found in the Division 21 Urban Reserve Rule. The priorities are set by OAR 660-0021-0003, as described under Chapter 5 Urban Reserves Overview. An excerpt of the priority scheme is as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Central Point. The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<**Suitable & Developable**> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the running total‘ of land deficiency within each priority level.

Atlas Map 23 (Suitable Lots by Priority – Central Point) identifies the location of suitable lots by priority. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the running total‘ of land deficiency within each priority level.

5.1 Priority (a) – Exception and Nonresource Lands

The County‘s Comprehensive Plan map was used to identify exception and non-resource lands, which include all those lands designated for Commercial, Industrial, Limited Use, Aggregate Removal, Rural Residential, and Urban Residential. Exception or non-resource lands adjacent (abutting) or near (wholly or partly within one-quarter mile of the existing growth boundary are designated for this review as ~~(~~a)1” sites. Exception and Non-Resource lands found to be suitable but not part of a contiguous block with other exception or non-resource lands that abut or are nearby the existing urban growth boundary are designated as ~~(~~a)2” sites.

Figure CP.12

Priority (a)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Calculated Need	Remaining Deficiency
(a)1	322	536	97	59	381	1,400	(1,020)

Figure CP.13

Priority (a)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(a)2	85	382	17	56	309	1,020	(711)

Priority (a) Lands within the Suitable Lands Inventory would not accommodate all of the identified land need for the planning period. A deficiency of between 711 acres of developable land would exist after all Priority (a) lands are designated as urban reserve.

5.2 Priority (b)– Marginal Lands

Jackson County is not a marginal lands county pursuant to former ORS 197.247 (1991 edition), nor were marginal lands ever designated by Jackson County pursuant to that statute. Because there is an inadequate supply of Priority (a) and there are no Priority (b) lands available, the analysis must proceed to evaluate Priority (c) Resource lands.

5.3 Priority (c) – Resource Lands

The County's Comprehensive Plan map was used to identify Priority (c) Resource Lands, which include designated Agricultural Land and Forestry/Open Space Land. These Resource Lands are ranked by hierarchy within the Priority (c) category based on soil capability classification. Because no forest uses exist within the study area, the NRCS Agricultural Capability Classification System was utilized to identify the level of priority under Priority (c). Lands comprised of lowest capability soils are included as the highest priority resource lands for inclusion- Priority (c)1. Lands comprised of the highest capability soils are classified as the lowest priority resource lands for inclusion- Priority (c)3. Only when land supply of the higher priority is inadequate may the lower priority lands be included in urban reserves consistent with OAR 660-21-0030(3)(c).

Figure CP.14

Priority (c)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	1	23	0	4	19	711	(692)

There are no Priority (c)1 lands within the study area surrounding Central Point. Thus, the Priority Lands Rule requires the study to extend to Priority (c)2 Resource Lands for examination of potential supply.

Figure CP.15

Priority (c)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	49	481	9	39	433	692	(260)

Because there is an inadequate supply of suitable Priority (c)2 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority (c)3 Resource Lands for examination of potential supply.

Figure CP.16

Priority (c)3 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	28	300	6	5	290	260	30

As shown above, after inclusion of the Priority (c)3 lands, there still exists a supply deficiency of 30 acres for Central Point as compared to the estimated amount of land needed to accommodate growth over the 50 year planning horizon of this Plan.

Figure CP.17

CENTRAL POINT SUITABLE LANDS BY PRIORITY			
Priority	**Gross Acres**	**Reasonably Developable**	**Percent of Total**
(a)1	536	381	31%
(a)2	382	309	22%
(c)1	23	19	1%
(c)2	481	433	28%
(c)3	300	290	17%
Total	1,722	1,431	100%

6. CENTRAL POINT URBAN RESERVE CONCLUSIONS

The table in Figure CP.18 reiterates the projected needs by land-use type for City of Central Point over the designated planning period.

Figure CP.18

CENTRAL POINT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		Employment		Urban Parks		Total Demand (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	20,766	1,121	6,716	779			1,900
Planned Inside UGB	7,536	406	2,224	258			664
Urban Reserve Land Demand	**13,230**	**715**	**4,493**	**521**	**164**	**-**	**1,400**

The following table summarizes the supply of land within each urban reserve designated for the City of Central Point.

Figure CP.19

SUMMARY OF SUITABLE LANDS						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
CP-1B	104	103	544	82	21	441
CP-1C	25	26	70	1	9	61
CP-2B	72	82	325	25	18	282
CP-3	9	7	36	8	1	27
CP-4D	7	1	83	30	1	52
CP-5	9	11	31	10	2	19
CP-6A	165	163	444	2	56	386
CP-6B	95	93	188	4	22	162
Totals	486	486	1,723	162	130	1,430

The overall Central Point results yield a deficit in suitable urban reserve land supply of approximately 30 acres. The base populations and needs determinations are based upon several factors and layers of assumptions including: a county-adopted 2005 Population Element; City of Central Point buildable lands analysis, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based on best available information and are extrapolated using sound methodologies.

Chapter 4.EP

Proposed URAs Eagle Point

1. CITY DESCRIPTION

Eagle Point has been one of the fastest growing communities in the state over the past decade. The City"s population has nearly doubled in the past five years. The Population Element of the Jackson County Comprehensive Plan projects that population for Eagle Point"s urban area will be 16,964 residents in the year 2026 and 21,449 residents by the year 2040. To accommodate its proportional share of a doubling of the region"s urban population, Eagle Point will plan for an increase of 17,433 residents for a total of 26,425 residents within its urban area by the year 2060. Chapter 3 of the Regional Plan includes the methodology and discussion to estimate the projected land needs for urban reserve planning for residential and urban lands. The City of Eagle Point estimates that 151 acres of urban park land will be needed to accommodate future demand – or approximately eight acres per 1,000 additional residents. The estimated land demand needs are summarized in Figure EP.1 below.

Figure EP.1

EAGLE POINT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		**Employment**		**Urban Parks**		**Total Demand**
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	(acres)
Allocated Regional Share	17,433	905	5,233	559			1,465
Planned Inside UGB	5,664	309	346	37			346
Urban Reserve Land Demand	**11,769**	**596**	**4,887**	**522**	**151**	**-**	**1,270**

Eagle Point is currently a bedroom community that is planning to take on a more regionally significant role in accommodation of population and employment land needs in order to relieve growth pressures from cities located in the heart of the Region"s commercial agricultural land base. In order to succeed in this role while maintaining the community values and identity, Eagle Point must have an adequate land base and a land use plan to efficiently accommodate balanced population and employment growth.

Recently, the City has seen a significant increase in residential infill activity. It has quickly evolved from the timber and agricultural base that once defined it to a community better known for its world class Robert Trent Jones Golf Course.

In all respects, economic development has lagged behind residential growth. Today, upwards of 85 percent of the workforce is employed outside of Eagle Point. A Comprehensive Plan goal outlines the City"s desire to improve the balance of different uses, and provide greater variety of local amenities for its residents and eventually become the socio-economic center for the Upper Rogue Region.

One of Eagle Point"s goals is the revitalization of its downtown to include high quality, mixed use development designed to attract additional tourism, professional office and retail businesses, and encouraging high density residential living opportunities in the town"s central core. The City has recently adopted a "Town Center Plan" outlining strategies to physically improve the downtown area and market Eagle Point as an attractive location for new business and employers. Older homes are now beginning to be converted to higher densities in the City center and abutting neighborhoods. In general, new commercial developments in other areas of the community have absorbed 90% of the available commercial land in Eagle Point.

Additional recreational and tourist related improvements are planned for the semi-resort atmosphere of the Eagle Point Golf Course. Expansion of light industrial uses on soon-to-be depleted aggregate mining sites west of Highway 62 will encourage family wage jobs. Local employment opportunities will also reduce traffic volumes on Highway 62 and other county connector routes between Eagle Point and the White City and Medford employment centers.

The recent opening of a large, regional retail store, combined with development of other retail/professional centers and individual businesses along Highway, have contributed to a significant increase in the City"s economic base. The approval of a resort lodging complex with a residential townhouse component adjacent to the Golf Course, and several new businesses in the downtown core have signaled a significant shift in Eagle Point"s place in the Southern Oregon economic environment. Eagle Point"s emerging status as a focal point for both local and regional economic development opportunities rapidly consumed the existing supply of available commercial land within the existing Urban Growth Boundary.

Through multiple planning efforts, the City and its residents have expressed the importance of retaining open spaces and the community"s rural quality and historic heritage, while providing for balanced economic growth and expanded day-to-day services for Eagle Point and the Upper Rogue Region. These efforts continue to follow the outline of the City"s Comprehensive Plan, fully recognizing ongoing efforts to increase residential densities in new subdivision and infill projects.

The City estimates that all available land within the Urban Growth Boundary will be built out by 2017. Eagle Point is surrounded almost completely by resource land, but this acreage is of lower agricultural value than the land that exists adjacent to the other cities in the Region located along the Bear Creek corridor.

Urban Reserve Planning for the City of Eagle Point is faced with the following challenges:

- Any residential growth on the west side of the Highway 62 would not be supported by ODOT in order to properly maintain the function of the highway as an "expressway". Future reclamation of an aggregate mining to the west of Highway 62 for industrial development has received ODOT support through the RPS process as traffic patterns associated with industrial use would be compatible with the highway function subject to controlled access.
- Growth opportunity to the south is limited by Antelope and Little Butte Creek basins and associated flood plains, and to preserve a community buffer between Eagle Point and White City as described in Chapter 1.
- Growth to the north is severely constrained by environmentally sensitive vernal pools and wetlands. Physical and Natural Constraints are depicted on Map 33 of Volume III of this Plan.

2. CITY GROWTH GUIDELINES & POLICIES

Through official resolution 2003-72, adopted in 2003, the City of Eagle Point established three goals designed to shape the growth of the City over the next fifty years. Those three goals are as follows:

- Goal 1: Manage future regional growth for the greater public good.
- Goal 2: Conserve resource and open space lands for their important economic, cultural, and livability benefits.
- Goal 3: Recognize and emphasize the individual identity, unique features, and relative competitive advantages and disadvantages of each community within the Region.

Through official resolution 2005-14, the City of Eagle Point adopted the *'Eagle Point Livability Statement and RPS Rationale, Assumption and Constraints: A Narrative'* as a technical guide for implementing the Goals outlined above.

Consistent with, and in response to, the above goals and Livability Statement, the City of Eagle Point carefully considered and applied a set of factors when evaluating all lands on its periphery. These factors included, but were not limited to, transportation in general, and specifically the issues posed by Highway 62; topography; flood plain and drainage constraints; wetlands; resource lands; proximity to downtown and other employment lands; urban form; and the need for enhanced employment.

Through the application of their goals and implementation requirements, coupled with technical analysis of surrounding lands, the City determined the following with regard to generalized suitability requirements:

- With exception of future conversion of some depleted aggregate pits to Industrial use, all lands west of Highway 62 were not recognized as suitable future growth area because of transportation impediments caused by the separation of said lands from the City core, by State Highway 62.
- Intact and heavily protected Vernal Pools and other wetlands prevent the City from extending any further north than approximately one-quarter mile. Existing development patterns provide a logical and consistent extent to a future northern boundary.
- The land immediately south of the City, along Highway 62 is recognized as a necessary open space buffer for a multitude of reasons including, heavy floodplain constraints, high capability farm soils, and preservation of rural to urban interface at the City"s primary entrance.
- Lands within mapped 100-year floodplain areas are to be excluded to fully preserve flood carrying capacity and to minimize impacts to protected fish habitat. The City"s development patterns have resulted in fewer negative impacts to flood carrying and storm water drainage capacity. Implementation of Flood Zone construction standards exceeding FEMA minimums and engineered Storm Water Drainage and Detention Systems have had a positive effect on flood impacts.

3. STUDY AREA SELECTION & COURSE FILTER

Inclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. The Course Study Area is depicted on Map 35a of Volume III of this Plan. Lands generally within one mile of the existing urban growth boundary are grouped into five large study areas designated EP-A, EP-B, EP-C, EP-D, and EP-E. The study areas are sized to consider all nearby and adjacent lands and areas where urban reserves may be appropriately

extended beyond one-quarter mile if needed to accommodate identified urban land needs over the planning horizon. The estimated urban land need for the planning horizon is related to the initial study area in the table at Figure EP.2 below. The study area is reasonably sized to yield an inventory of suitable lands responsive to the future urban needs of Eagle Point. Of the 6,900 gross acres within the coarse study areas, 2,159 acres are passed through for further study.

Figure EP.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	**Estimated Need *(acres)***	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Residential Need**
Eagle Point	1,270	609	6,900	543%

Area EP-A

EP-A is the area north and northeast of Eagle Point, east of Highway 62, and generally west of Ball Road. The study area extends out approximately one mile from the City"s UGB, comprising approximately 1,000 acres. The existing lot configurations within approximately one-quarter of one mile north of the urban growth boundary provide a distinct and uniform east-west line which makes for a logical northern boundary. Beyond these parcels, the physical hydrology is dominated by vernal pools, as indicated on Atlas Map 33 (Physical Features – Natural Constraints) and Map 39 (Aerial Photo Map for EP-2 subarea of EP-A).

Most of the lands between the above-described northern line and the City are large-lot exception lands that warrant further suitability analysis and were passed through for further detailed review to consider constraints in balance with the benefits of proximity and other urban land needs. The lands northeast of the City are Agricultural land, but also warrant further detailed review to consider the balance of goal 14 location factors and growth policies.

> ***Coarse Filter Outcome for EP-A:*** Because of the predominance of severe physical constraints and protected habitat within the vernal pool area, all lands north of the above noted one-quarter mile boundary were excluded from further consideration. The remainder of EP-A is passed through the coarse filter for further review.

Area EP-B

Area EP-B includes the lands immediately east of Eagle Point, along Brownsboro Highway. EP-B contains approximately 340 acres and is split north-south by both Brownsboro Highway and Little Butte Creek. The northern portion of EP-B, situated north of Brownsboro Hwy, is an area of agricultural land with a few (four) smaller (0.2, 0.6, 1.1 and 1.4 acres) Rural Residential designated properties. The portion of area EP-B that lies south of Brownsboro Highway is within the Little Butte Creek Canyon, a stretch of Little Butte Creek with a narrow corridor of flat flood plain leading to severe slopes (well beyond the maximum buildable limit for the city) to the south rising to a flat area that is identified in the City"s Comprehensive Plan as a protected viewshed.

> ***Coarse Filter Outcome for EP-B:*** Because of the severe physical constraints affecting the lands south of the Highway, the south half of EP-B was dismissed as unsuitable for urban reserve. There are several factors relevant to the lands north of the Highway that require an in-depth analysis and as such, these lands are passed through the coarse filter for further review.

Area EP-C

Land east and southeast of the City approximately 1.3 miles beyond the existing UGB, is identified as EP-C. This relatively large study area includes approximately 2,350 acres, and covers three distinct areas with physically dissimilar land types.

The northern extent is situated north of Little Butte Creek and includes approximately 650 acres. This area includes irrigated farmlands along both Brownsboro Highway and Brophy Road. The

farthest northern extent is dominated by intact vernal pools. This area is separated from the UGB by at least one half mile. This area is excluded from further suitability review because of the potential impacts on farmland, separation from the City, and environmental constraints.

The southern one-third (730 acres) of EP-C is comprised of large tracts of irrigated farmland. These farm-lands are part of a larger agricultural area that extends a few miles south across Highway 140, east for several miles to the rolling oak foot-hills and north to Little Butte Creek. To urbanize these lands would not only take substantial amounts of farm-land directly out of production, could produce negative impacts on the remaining nearby farm lands. For this reason, the subarea is excluded from further reviewed for suitability.

The middle 1,000 acres, and bulk of EP-C, predominantly consists of rolling oak hills separating the western portion of the City from the irrigated farm-lands to the east. Most of the area is sparsely developed, and the majority of the development that does exist is situated over one-half mile from the existing UGB, along Ayres Road. Unlike the irrigated farm-lands to the east, this agricultural designated area does not benefit from Eagle Point Irrigation District"s East Canal, and has, for the most part, remained without intensive agricultural practices. Soils are comparably less productive as well. Stevens Road ties this area to the City east-west. Riley Road generally provides north-south access along the City"s existing border. ,

> ***Coarse Filter Outcome for EP-C:*** All lands along Stevens Road, outward approximately one-half mile from the City are passed through to the coarse filter for further review. Lands along Riley Road outward approximately one-quarter mile are also passed through the coarse filter for further review. All other lands within EP-C are excluded from further review, primarily due to distance from the existing UGB. Most of the residual lands are beyond one-half mile from the City"s current UGB, and could not be efficiently served with public facilities and services in the projected time-frame.

Area EP-D

EP-D is a 1,760 acre area south of the City and north of White City"s Unincorporated Community Boundary. The dominate physical feature in this area is Antelope Creek, and its associated floodplain, which cross this area from east to west, generally parallel to the City"s southern border. Most of the bottom-land along Antelope Creek is comprised of intensively farmed, irrigated lands. The lands within this area, along Highway 62, effectively separate Eagle Point from White City, and were recommended by the pCIC as one of the Region"s most attractive community buffer areas in the Region. The northeast corner of EP-D is mostly elevated above the Antelope Creek floodplain, and relatively obscured from view along Highway 62.

> ***Coarse Filter Outcome for EP-D:*** All lands within this area along Highway 62, along the Antelope Creek floodplain, and beyond one-quarter mile from the City"s UGB were excluded from further analysis due to natural constraints and impacts on farm-land. The lands within the northeast corner of EP-D, immediately southeast of the City, are passed through for further review. The lands along Highway 62, between Antelope Creek and the City are also passed through for further review.

Area EP- E

EP-E includes all lands west of the City and Highway 62, outward approximately one mile. EP-E, in total, includes approximately 1452 acres. The northern third (540 acres) is primarily made-up of exception lands with five to ten acre sized rural residential lots developed with single family dwellings. This area is gently sloped, with good redevelopment potential, but lacks infrastructure (i.e. - water, sewer, and storm drain) necessary for urban-level development. Immediately west of the City, south of West Linn Road and north of Nick Young Road, is an area dominated by existing aggregate operations, estimated to be depleted within the projected time-frame. Immediately north of Nick Young Road is a steep hill not suitable for any development. Most of the area south of Nick Young Road is either part of the pCIC recommended community buffer or affected by the Little Butte Creek floodplain.

Most importantly, the entire EP-E area is separated from the City by Highway 62. Both ODOT and Jackson County have expressed concerns about protecting the functional quality of Highway 62. Allowing urban-level residential development west of Highway 62 will introduce significant impacts to the functional quality of the highway.

Coarse Filter Outcome for EP-D: All lands west of the highway, and further than one-quarter mile from the City"s UGB, are excluded from further suitability review for future residential development. The portion of EP-E currently dominated by the Aggregate Removal designation is passed-through the coarse filter to be further reviewed for potential conversion or transfer of employment land, especially related to industrial uses. Other EP-E lands within one-quarter mile are passed through for further review.

4. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial coarse filter study areas selected for further study were then examined in more detail to determine which should be inventoried as suitable lands for Urban Reserve consideration. In general, the rationale and reasoning for Urban Reserve designation in these areas evaluated at the coarse filter level is applicable to the more detailed specific areas. All Goal 14 and Resource Land Impacts and Use analysis in the coarse filter analysis above is applicable to the fine filter suitability analysis unless specifically stated as it applies to the particular fine filter area analyzed. The structure of the fine filter analysis evaluates suitability under Goal 14 and the Resource Land and Use impacts, first for those lands found to be unsuitable, and then for those lands found to be suitable. Figure EP.3 is a summary table of the lands in each category for the more specific Fine Study areas:

Figure EP.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
EP-1A	7	3	152	3	3	146
EP-2	35	29	397	52	6	339
EP-3	40	23	430	21	11	399
EP-4	11	13	284	13	1	270
EP-B.a	11	13	90	2	10	78
EP-B.x	8	9	188	64	2	122
EP-C.x	3	0	23	0	0	23
EP-D.a	20	16	203	7	4	193
EP-D.x	2	1	12	0	0	12
EP-E.a	18	26	163	5	4	153
EP-E.b	14	8	218	77	3	139
Totals	169	141	2,159	244	43	1,873

4.1 Fine Filter Study Areas – Unsuitable

Each of the areas identified in the accompanying Atlas Map 35b as EP-B.a, EP-D.a, EP-E.a, and EP-E.b were evaluated for suitability, considering the growth policies for Jackson County and Eagle Point and balance of Goal 14 boundary location factors. None of the following areas were found to be suitable for inclusion / protection as Urban Reserves for the detailed reasons explained herein below.

Area EP-B.a:

EP-B.a includes some of the more heavily evaluated lands under the RPS study. The sub-area was identified by RLRC as part of the Region"s commercial agricultural land base; however, it is also an area immediately adjacent to the existing UGB that would be conducive to meeting the City"s future urban land needs. The sub-area is bordered by Brownsboro Highway on the south/southeast, Reese Creek Road and the City limits to the west, and the Eagle Point Irrigation District ditch on the north. The underlying parcel extends well beyond the ditch, approximately one-quarter mile further to the north.

The area below and south of the ditch is flat and irrigated. Existing residential development is arrayed along Reese Creek Road and Brownsboro Highway as depicted on Map 32 (Existing Development Patterns – Eagle Point), of Volume III of this Plan. The area immediately west and within the City is developed as an urban residential neighborhood (Butte Crest Subdivision) containing over 600 residential units (.08 to 0.12 acre lots or 8 to 10 dwelling units per acre). A Middle School, constructed in 2001, is sited on the north side of that residential neighborhood. Urban infrastructure is readily available to provide an efficient extension of services.

Eleven tax lots make-up EP-B.a. The western 50 acres are comprised of ten separate EFU parcels recommended as part of the commercial agricultural base; all but two are less than 10 acres in size. Four of the eleven parcels are designated Rural Residential (exception lands) and are 0.4, 0.6, 1.2, and 1.4 acres in size, with each containing a residence. The remaining seven parcels are designated agricultural land. All but two of these are less than 10 acres in size. All have residences, and some are served with City water.

The largest of the eleven lots (35-1W-35-500) is split by the Eagle Point Irrigation ditch, the north border of EP-B.a. A dairy operation was formerly sited on the "split" portion of Tax Lot 500. It ceased operation as minimum herd sizes could no longer be supported on the available acreage. Another contributory factor is a historic general incompatibility between dairy operations and urban residential use that now exist as a result of historic City growth into the area. The land is currently used to graze cattle seasonally. An Order 1 soils study for this parcel was provided documents that the parcel as a whole is predominately comprised of non-agricultural soils (Class V-VIII). EP-B.a would also be wrapped by the City to the west and EP-2 to the north and east, subject to EP-2 designation as Urban Reserve, as an enclave bound by Brownsboro Highway on the south.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-B.a is comparatively well suited to efficiently accommodate identified urban land needs in close proximity to existing neighborhoods and schools. The level topography and existing pattern of development would accommodate a full street grid with minimal constraints.
2. *Orderly and Economic Provision of Public Facilities and Services*- All necessary urban public facilities and services are available west of Reese Creek Road, and adjacent to the area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. Economic- The subarea has significant infill potential and could be developed to supply a primary demand for residential and institutional uses. Farm value is in hay and pasturing. A dairy, once located on the largest parcel, closed years ago as the urban residential land developed nearby. Dairies are not compatible in any proximity to urban neighborhoods given significant odor impacts. The primary parcel in the subarea is comprised predominately of non-agricultural soils, and would be split by any resulting urban boundary. EP-B.a will be surrounded by urban area to

the west, north, and east and exception land to the south/southeast. Consequently, economic value for continued farm use would be very limited.

b. Social- Urban use of the area would provide for neighborhoods within walking distance of the existing schools, and in proximity to the urban core. Loss of open space may have negative consequences. However, the area is sufficiently sized, and configured in a manner that would be conducive to the provision of park space through a master plan concept.

c. Environmental- No significant environmental constraints affect this subarea. Comparatively, this subarea is located closer than any other to the downtown core, in addition to its proximity to the u. Environmental consequences from vehicle emissions and related externalities would be comparatively favorable for this area.

d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest lands or uses within the vicinity. There would be no farm or forest lands remaining adjacent to EP-B.a were it to be urbanized. The City limits are located to the west, and a Rural Residential exception area flanks Brownsboro Highway and Little Butte Creek to the south. The EP-2 Urban Reserve, if approved, would abut the north and east sides. EP-2 to the north is, in any case, comprised of non-irrigated and predominately non-agricultural soils that are not in, nor likely to be in, active agricultural use to any significant degree.

Although the City maintained that it would not be practical to carve out the 40-acre minor share of a parcel that contains primarily non-agricultural soils, and combine it with ten smaller agricultural parcels for protection as commercial farmland, RLRC identified the subarea as part of the Region"s commercial agricultural base. The City of Eagle Point asserts that the area is highly conducive to meet its identified urban needs. Urban services and facilities would be easily provided to this 91-acre area. The area is already surrounded by a cluster of moderately-high residential development (3,600 square foot lot minimums) along its western side, and the Brownsboro Highway to the south. The area"s larger parcel sizes would allow the City to plan for mixed use housing, with commercial nodes serving as local neighborhood centers, as well as providing conservation buffers to protect adjoining lands from the effects of development.

However, State agencies participating in the RPS process were not persuaded by the City"s findings of compelling urban need, and, therefore, did not support removal of the RLRC designation or inclusion of the area as Urban Reserve . Under the Division 21 Urban Reserve Rule, the subarea would normally be identified as suitable for urbanization, but assigned low priority as resource designated land. It would then be included as Urban Reserve only if the quantity of higher priority land was insufficient to meet the amount needed for future urban use. Under RPS, to maintain full support by all participants through a consensus process, the City chose not to pursue inclusion. Consequently, EP-B.a is excluded from the suitable lands inventory.

Area EP-B.x:

EP-Bx included 188 gross acres, totaling eight parcels. The area is known as Little Butte Creek Canyon, a stretch of Little Butte Creek with a narrow corridor of flat flood plain leading to severe slopes on the south side that are well beyond the maximum buildable limit for the City. *See,* Atlas Map 33: Physical Features – Natural Constraints. The canyon slope and upland area is identified in the City"s Comprehensive Plan as a protected view shed. There are two parcels designated as Agricultural Land and six parcels designated Rural Residential.

The Rural Residential parcels are arrayed along the north bank of the creek, south of Brownsboro Highway. These are all developed with single family residences, and lie completely within the 100-year flood plain. The northern-most agricultural parcel (TL 2800) has approximately 51.50 acres adjacent and south of the creek. Irrigated pasture use of the parcel extends east to a 104 acre farm parcel in common (tract) ownership, but outside the study area where the home and farm buildings are located. The second agricultural land parcel in the subarea is located south and upslope from the first, and is also in common ownership. This parcel (TL 100) has approximately 120 acres of steep hillside with northerly aspect.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-B.x is severely constrained by the Little Butte Creek flood corridor and the Little Butte Creek Canyon wall. Only the south bench of the creek north of the steep hillside would provide any potential buildable area. However, access to that area would be limited by the creek and existing development to the north, and the steep hillside to the south.
2. *Orderly and Economic Provision of Public Facilities and Services*- The creek would need to be bridged and slope public facilities extended from north of Brownsboro Road and or over the steep hillside to the south. This area would therefore not provide for an orderly or economic provision of Public Facilities and Services.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. Economic- Urban development could increase the tax base but would incur significantly higher infrastructure costs due to the need for stream crossings and slope, and would increase risk of flood hazard – thereby impacting the community"s insurance rating. Economic benefits of urbanization would also be somewhat offset by loss of farm use area.
    b. Social- Visual impacts to the hillside would adversely affect an adopted view shed important to the community"s identity. Loss of open space may have negative consequences. The area is not configured in a manner that would be conducive to urbanization that would minimize these impacts.
    c. Environmental- Severe environmental constraints affect this subarea. The canyon is a visual resource, and Little Butte Creek is an important riparian habitat for fisheries. Although proximity to the urban growth boundary would ordinarily be expected to have positive consequences relating to vehicle emissions and associated externalities, the topography isolates the area in a manner that would not be likely to promote alternative modes to automobile use. Environmental consequences would be comparatively unfavorable for this area.
    d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. However, the steep hillside would require relatively higher energy expenditures for pumping stations and vehicular fuel consumption. The northern aspect of the hillside is not conducive to solar access. Energy consequences would be comparatively negative.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest lands or uses within the vicinity. Urbanization of this subarea would very likely impact continued farm use of the adjacent farm tract along the bottom land to the east.

Because the sub-are is primarily comprised of agricultural land and land that is severely constrained by natural features, Area EP-B.x is unsuitable to provide for the City of Eagle Point"s identified future urban land needs.

Area EP-C.x:

EP-C.x is comprised of two whole parcels and a portion of a third parcel that together have a total area of 23 acres of designated Agricultural Land located southeast of the existing urban growth boundary. The parcels within this subarea within one-quarter mile of the existing urban growth boundary but separated from the City by Quarter Creek and its associated floodplain. The East Canal bounds the south of the subarea and joins Quarter Creek to the west. *See,* Atlas Map 33: Physical Features – Natural Constraints.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-C.x is severely constrained by the Quarter Creek flood corridor and the East Canal. The area south of Quarter Creek not encumbered by floodplain is of limited area and would create and isolated island from the remainder of the urbanizable area were it to be included. The City has adopted a strict policy of excluding flood plain areas from inclusion. Riley Road to the west is the only nearby public road, but does not cross the creek until a point further south of this area and away from the City.

2. *Orderly and Economic Provision of Public Facilities and Services*- The creek would need to be bridged public facilities extended from the north to serve this area. Public facilities necessary for urbanization do not currently existing in proximity to this subarea, but would ultimately be extended to serve EP-3 subject to its inclusion and ultimate urbanization. However, the creek would still need to be bridged for access and utilities. Storm drainage could be directed to the creek, but available area for proper preliminary treatment would further reduce the limited area available for development outside the floodplain. Consequently, the subarea is not found to be conducive to this Goal 14 factor.

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

    a. Economic- Urban development could increase the tax base but would incur significantly higher infrastructure costs due to the need for stream crossings, and would increase risk of flood hazard – thereby impacting the community"s insurance rating. Economic benefits of urbanization would also be somewhat offset by loss of farm use area.

    b. Social- Urbanization of this area would create an isolated neighborhood that would not be well connected to the community.

    c. Environmental- Urbanization of this subarea would have negative environmental consequences to the riparian corridor along Quarter Creek. Although proximity to the urban growth boundary would ordinarily be expected to have positive consequences relating to vehicle emissions and associated externalities, the topography isolates the area in a manner that would not be likely to promote alternative modes to automobile use. Environmental consequences would be comparatively unfavorable for this area.

    d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. Intervening hills between the subarea and the downtown core could require relatively higher energy expenditures for pumping stations and vehicular fuel consumption. Energy consequences are neutral in the balance for this subarea.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest lands or uses within the vicinity. Urbanization of this subarea could impact access

to irrigation from Quarter Creek and the East Canal by farmland to the south and southeast. Drainage of irrigated farmland to the stream corridors may also conflict with urban development given the juxtaposition of this subarea between the natural drainage area and nearby agricultural land uses. Given the limited size of the area, compatibility would be difficult to achieve.

Based on the findings enumerated herein above, Area EP-C.x is unsuitable to provide for the City of Eagle Point"s identified future urban land needs and is excluded from the suitable lands inventory.

Area EP-D.a:

EP-D.a is comprised of designated Agricultural Land with the dominant physical feature being Antelope Creek and its associated floodplain. Most of the bottom-land along Antelope Creek is comprised of irrigated farm lands. The lands within this area and along Highway 62 were also recommended by the pCIC as one of the region"s most attractive community buffer areas to separate Eagle Point from White City.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-D.a is somewhat well suited to efficiently accommodate identified urban land needs in close proximity to existing neighborhoods and services. However, the floodplain severely affects much of the area.
2. *Orderly and Economic Provision of Public Facilities and Services*- Urban public facilities and services are available from the Alta Vista Road area to the north.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    a. Economic- The infill potential of the subarea is limited by the floodplain and hydrology. The remaining area available to be developed would supply demand primarily for residential and institutional uses. Economic value from agriculture is in hay and pasturing.
    b. Social- The subarea was identified as one of the Region"s most attractive community buffers, important to the City"s preservation of community identity. The area is highly visible from the Highway 62 corridor.
    c. Environmental- The Antelope Creek basin through the subarea is a significant environmental feature that affects this subarea. Urban encroachment would likely have negative consequences on its value as habitat and clean water. Impacts to scenic values would also be negative.
    d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest lands or uses within the vicinity. The subarea is contiguous with and part of a larger agricultural land-base that extends several miles along Antelope Creek. Restricting development in proximity to the shared boundaries would mitigate immediate interface issues. However, inclusion would result in fragmentation of a large tract of contiguous farmland.

South Shasta Avenue and Alta Vista, both arterials, are nearby to the north. The area is relatively flat and close (0.2 miles) to the Trent Jones Jr. Golf Course, a significant regional attractor for the city. The street and infrastructure layouts of recent residential developments to the north, between EP-D.a and Alta Vista road, would provide for an efficient extension into EP-D.a. However, much the area is physically constrained by floodplain and is contiguous

with and part of a larger agricultural land-base that extends several miles along Antelope Creek. EP-D.a is also designated as community buffer maintaining separation from nearby White City Unincorporated community. Consequently, EP-D.a is excluded from the suitable lands inventory.

Area EP-E.a:

EP-E.a includes 162 acres of residential and agricultural designated land situated immediately west of Highway 62 and north of West Linn Road, and is within one-quarter mile of the City"s urban growth boundary. The bulk of EP-E was considered unsuitable for urban-level residential development because of potential adverse impacts on Highway 62. However, because of the close proximity to the city, subarea EP-E.a is examined in greater detail.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-E.a is unsuited to efficiently accommodate identified urban land needs due to separation by Highway 62 – a designated state expressway – from most of the City. One or more grade separated crossings to the area that would be required could not reasonably be provided.
2. *Orderly and Economic Provision of Public Facilities and Services*- Public sewer and systems are not readily available to the serve the area. Access to serve the area would require significant and unreasonable expense in a manner unsupported by ODOT, Eagle Point, and Jackson County.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    a. Economic- The subarea would require a degree of public infrastructure investment that, if funded by development in the subarea, would place such development at a severe comparative disadvantage throughout the region. The Region has allocated a significant share of future growth to Eagle Point. Success will require that Eagle Point reserve lands that can be developed at reasonable cost.
    b. Social- The subarea has no relationship with any established neighborhood, and would be physically separated by a major regional transportation corridor from most City services and attractors. Eagle Point has so far avoided this situation which has negatively impacted other cities in the region. The comparative social consequences are found to be negative.
    c. Environmental- The subarea contains some minor creeks and tributaries, and moderate slopes. No other significant environmental constraints affect this subarea.
    d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. The entire subarea is within one-quarter mile of the urban growth boundary. The location opposite Highway 62 from most of the city would, however, be likely to promote more automobile use than the alternative areas to the east of the highway. Extension of sewer and water mains to the subarea would also require pumping stations and energy. The energy consequences are found to be negative.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- No adjacent or nearby agricultural or forest land uses were noted or found likely to occur adjacent to this subarea.

EP-E.a primarily contains large-lot (10 acres), low density residential development abutting Highway 62. However, as discussed above under EP-E, inclusion of the area would increase the residential trips and connections to Highway 62 in a manner that would significantly

impact the functionality of the Highway. In order to mitigate the potential impacts of increased traffic generated from EP-E.a if it were urbanized, connections to the highway could not be in the form of a new, signalized intersection. An east-west arterial connecting this area to the City core by way of a separated grade crossing (i.e., bridge or tunnel) would be necessary, but impracticable, given the very large cost. Consequently, although EP-E.a is in close proximity to the City, all of EP-E.a is excluded as unsuitable for urban reserve.

Area EP-E.b:

EP-E.b includes the lands situated immediately west of Highway 62, and immediately north and south of Nick Young Road. The lands south of Nick Young Road are designated Agriculture and the lands north area a mixture of Forestry/Open Space and Aggregate Removal, with a few acres of Agricultural lands. Similar to EP-E., the bulk of EP-E.b was considered unsuitable for designation as Urban Reserve for reasons primarily related to the functionality of Highway 62. However, because of close proximity to the City, the lands within one-quarter mile were analyzed in greater depth.

The largest lot within EP-E.b 36-1W-04D-200, is situated north of Nick Young Road. It is a 76 acre property designated Forestry/Open Space, and is primarily open space. This property and others in the area are very steep, and, according to the Department of Forestry, contain high potential for debris flow. The only part of EP-E.b, north of Nick Young Road not encumbered by steep slopes and high debris flow potential is a narrow strip of land immediately adjacent to the road. This area is, however, partially affected by the floodplain of Little Butte Creek, leaving very little land available for urbanization. And, because the area is situated along a curved section of an arterial, safety concerns related to access would likely result.

The portion of EP-E.b south of Nick Young Road is situated between the confluence of Little Butte Creek and Big Butte Creek. Most of the area is affected by floodplain. The southern half is part of the pCIC recommended community buffer, necessary to protect the separation between White City and Eagle Point and preserve the City"s entrance. There is, however, a 56 acre parcel (36-1W-09A-100) within EP-E.b that is mostly unaffected by floodplain and is not part of the pCIC recommended buffer. The only access to this area is directly from Highway 62. The logical alternative would be to create a bridge crossing over Little Butte Creek to Nick Young Road. This would be very expensive, and would be in conflict with Oregon Department of Fish and Wildlife plans to re-establish the natural meander of Little Butte Creek and Antelope Creek between Highway 62 and their combined confluence with the Rogue River approximately three miles to the west.

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

1. *Efficient Accommodation of Identified Land Needs*- EP-E.b is unsuited to efficiently accommodate identified urban land needs due to separation by Highway 62 – a designated State expressway – from most of the City. One or more grade separated crossings to the area that would be required could not reasonably be provided. Natural slope and flood hazard areas also severely constrain the subarea.
2. *Orderly and Economic Provision of Public Facilities and Services*- Public sewer and systems are not readily available to the serve the area. Access to serve the area would require significant and unreasonable expense in a manner unsupported by ODOT, Eagle Point, and Jackson County. Additional road crossings would be required to access areas separated by Little Butte Creek corridor.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:

    a. Economic- The subarea would require a degree of public infrastructure investment that, if funded by development in the subarea, would place such development at a

severe comparative disadvantage throughout the region. The Region has allocated a significant share of future growth to Eagle Point. Success will require that Eagle Point reserve lands that can be developed at reasonable cost.

b. Social- The subarea has no relationship with any established neighborhood, and would be physically separated by a major regional transportation corridor from most City services and attractors. Eagle Point has so far avoided this situation which has negatively impacted other cities in the Region. The comparative social consequences are found to be negative.

c. Environmental- The subarea contains the significant Little Butte Creek corridor and important habitat area. Steep slope disturbance would increase siltation and present a natural hazard situation for development. Environmental consequences are found to be negative.

d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as UGB, although portions extend out to one-half mile. The location opposite Highway 62, physically separated from most of the City would, however, be likely to promote more automobile use than the alternative areas to the east of the highway. Extension of sewer and water mains to the subarea would also require pumping stations and energy. The energy consequences are found to be negative.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The subarea is contiguous with and part of a larger agricultural land-base that extends several miles along Antelope Creek. Restricting development in proximity to the shared boundaries would mitigate immediate interface issues. However, inclusion would result in fragmentation of a large tract of contiguous farmland.

Because of severe natural physical constraints and access issues, all of EP-E.b is considered unsuitable for urban reserve.

4.2 Fine Filter Study Areas – Suitable

Each of the areas identified in the accompanying Atlas as numbered Urban Reserves were evaluated for suitability considering the growth policies for Eagle Point and balance of Goal 14 boundary location factors. All of the numbered areas were found to be suitable for inclusion/ protection as Urban Reserve for the detailed reasons explained herein below.

Area EP-1A:

Urban Reserve EP-1A, totaling 152 acres, is largely occupied by aggregate removal uses with an estimated aggregate supply of ten years. The area abuts the western City limits and UGB, and is accessed by the surrounding street system, including Nick Young, Linn and Hannon Roads.

Eagle Point lacks a large area of level, developable land that a light industrial center requires. The existing industrial area on Hannon Road is compromised by steep terrain, particularly where the road was relocated to accommodate the Wal-Mart Supercenter. Growth trends during the past decade have provided opportunities for the City to become a more visible commercial entity in northeastern Jackson County, and put Eagle Point on a path toward achieving its 1978 Comprehensive Plan goal of becoming a service center for the Upper Rogue region.

Providing area residents with light industrial employment opportunities will offset some of the additional traffic that Eagle Point's projected population increase will generate.

While White City has large industrial areas, ODOT has emphasized the need to preserve Highway 62 as an expressway rather than a commuter route. The agency has also expressed its acceptance of the future growth area, if conditioned exclusively for Light Industrial development.

Linn Road and Nick Young Road continue west to Agate Road, which serves as an alternate north/south connection between White City and Highway 234. The improved extension of Linn Road, as an east-west connection through Eagle Point, will expand its importance as an integral component of the routes between Medford and White City, to Eagle Point and the Upper Rogue region. Highway 62 is readily accessible, and parallel routes to White City (south) and Highway 234 (north) are available on Agate Road.

Aggregate reserves on both sides of Linn Road are decreasing, with most active mining now confined to the area north of the road. Residential use in the area is not practical because of the ongoing aggregate activities, and the lack of soil in the depleted areas. Logical redevelopment to Light Industrial as the existing aggregate supplies are depleted is both practical and compatible with existing activities.

As noted for the proposed Phoenix South County Employment Center, the eventual location of many of the region"s new industrial uses away from the two high concentration PM10 areas, Medford and White City, would significantly benefit the region"s air quality. An employment center in Eagle Point would contribute to this benefit.

Prior lack of industrial development has been overshadowed by significant population growth during past decade, causing development focus to be placed predominantly on residential and commercial projects in Eagle Point. The depletion of aggregate mining reserves within this area, and the provision of previously unavailable public facilities (streets, water and storm drains) accompanying the construction of the Walmart Supercenter, have sparked renewed interest in opportunities to compete for light industrial growth on a local level.

Most important, however, is the adverse transportation effect of residential uses west of Highway 62. Light industrial uses generate lower traffic volumes, and are more compatible with industrial land uses in the vicinity. At the same time, the proximity of the area to Highway 62 and other transportation routes to the west accessing Agate Road, permit efficient movement of goods through non-residential areas.

Figure EP.4

EP-1A Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 152	**Reasonably Developable: 146**	**Residential**	**Aggregate**	**Resource**	**Open Space / Parks**	**Employment Land**
Existing Plan			**79%**	**21%**		
Proposed Uses						**100%**

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

1. *Efficient Accommodation of Identified Land Needs*- The area currently contains significant acreage devoted to aggregate removal use, and is located adjacent to existing industrial and business development. The aggregate removal site would be subject to a State reclamation plan in order to provide for future industrial uses. The use of this existing extraction site to serve future urban development, adjacent to an existing urban industrial area, is an efficient accommodation for the identified employment land need.

2. *Orderly and Economic Provision of Public Facilities and Services*- By the time the land is brought into the City, all public infrastructure will be located within a short distance of the properties. Public services and facilities are currently available in the adjacent industrial and business district within the City limits. Concerns related to turning

movements affecting the expressway function of Highway 62 would be mitigated by limiting use of the area as industrial land

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

   a. Economic- The comparative economic consequence of selecting these lands is positive. Only ten acres of industrial land is now available within the UGB. The EP-1A area will provide economic and employment opportunities, enhance the jobs-to-house housing ratio, and provide tax revenues for the City. Creation of jobs in basic sector industries will have obvious positive social consequences.

   b. Social- The comparative social consequences are expected to be positively correlated with accompanying economic consequences. An employment center in Eagle Point will promote the community"s sense of identity and provide opportunities for residents to work near home – a positive consequence for families.

   c. Environmental- The comparative environmental consequences are expected to be positive. An aggregate mining site will be reclaimed for beneficial use by the community. Light industrial uses will produce less noise and dust than mining, but will still provide for basic sector jobs.

   d. Energy- The comparative energy consequences are expected to be positive given the proximity to the existing UGB and use of land that currently supports significant freight traffic (aggregate material).

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- EP-1A is intended to provide for industrial uses within a reclaimed aggregate mining site. The site is a granite pit that will provide a well insulated environment from surrounding land uses. Industrial uses are generally compatible with most resource land activities. Traffic from the site would not require travel through intervening resource lands, nor are any resource land activities found to occur near the site. Consequently, it is concluded that future urban uses will be compatible with nearby agriculture and forest activities.

Area EP-2:

Urban Reserve EP-2 has approximately 397 gross acres which lay north and east of Eagle Point"s current UGB. EP-2 originally included 91 additional acres, since excluded as commercial agricultural land (subarea EP-B.a), pursuant to recommendation by the RLRC.

The EP-2 area represents the northernmost limit of Eagle Point"s planned growth. Environmentally sensitive vernal pools, directly to the north, prevent the City from expanding further in that direction. Barton Road defines a portion of its southern boundary, as does the agricultural land and irrigation ditch north of Reese Creek. The area"s western edge is defined by Highway 62, limiting growth to the west. ODOT has expressed concern about development patterns that would increase the amount of circulation back and forth across the highway. Limiting residential development west of Highway 62 will alleviate this potential conflict.

Including this area would also help the City address a number of internal circulation issues. Reese Creek Road, which bisects the area, is becoming an extremely important, highly trafficked north/south collector route. It currently serves Eagle Point Middle School and Eagle Rock Elementary School, as well as much of the Butte Crest Subdivision, containing over 600 residential units. It provides direct connectivity to Ball Road and Butte Falls Highway, both of which intersect Highway 62, north of town. This road, currently under County jurisdiction, is developed to a rural farm to market road standard. It has open bar ditches and no sidewalks or bike paths. This makes it a very marginal facility for its current traffic levels, particularly school busses and pedestrian/bike traffic.

Crystal Drive and Barton Road are also both important east/west collectors, as there are no alternative routes providing safe and practical connectivity between the incorporated area and the areas to the east. The City plans to extend these two roadways eastward, and has classified both routes as major collectors in their Transportation System Plan.

Finally, Rolling Hills Drive, within the northern portion of EP-2, is one of the most important links between Highway 62 and areas to the east. It currently has a semi-improved, unsignalized, four-way intersection at Highway 62. The extension of Rolling Hills Drive will complete the Major Collector extensions from the west to east, and will facilitate additional north-south connections in the future.

EP-2 can easily be served with new infrastructure. All properties in this area can access utilities, and the City"s sewer system is designed to handle its growth over the planning horizon. The City is also upgrading its water system, with $5.5 million of improvements to accommodate both the existing City, and the allocated future growth. With large parcels of flat ground, lands east of Reese Creek Road will be easily served by the new system. A small portion of this Urban Reserve already has City water service, which residents acquired in the 1940s when the Medford Water Commission extended the main transmission line through Eagle Point. Other City services are also located on adjacent properties to the south and southwest.

The Jackson County School District #9 has identified a need for two additional schools. The City has identified the area east of Reese Creek Road as a good candidate for the schools, as large tracts of land are difficult to assemble in developed areas. The area"s larger parcel sizes will also allow the City to plan for mixed use housing, with commercial nodes serving as local neighborhood centers, as well as conservation buffers to protect adjoining lands from the effects of development.

Figure EP.5

EP-2 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 397	Reasonably Developable: 339	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		35%		65%		
Proposed Uses		44%			21%	35%

The Goal 14 location factors relate, in balance, to EP-2 as follows:

1. *Efficient Accommodation of Identified Land Needs*- EP-2 is comparatively well suited to efficiently accommodate identified urban land needs in close proximity to existing neighborhoods and schools. The level topography and existing pattern of development would accommodate a full street grid and all public utilities with minimal constraints. As discussed herein above, future urban improvements to this area would also improve the efficiency of the current urban area.

2. *Orderly and Economic Provision of Public Facilities and Services*- All necessary urban public facilities and services are available west of Reese Creek Road and adjacent to the area.

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

    a. Economic- The subarea has significant infill potential and could be developed to supply demand primarily for residential and institutional uses. Its value as resource land is severely limited as it is comprised of rural residential land and non-irrigated agricultural land with soils generally unsuitable for agriculture.

    b. Social- Urban use of the area would provide for neighborhoods within walking distance to existing schools, and in proximity to the urban core. Loss of open space may have negative consequences. However, the area is sufficiently sized

and configured in a manner that would be conducive to the provision of park/open space through a master plan concept.

c. Environmental- Vernal pools and other wetlands are located within EP-2, primarily along the north boundary. Impacts to these resources would be negative, but could be mitigated through master planning that preserves natural and open space values.

d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest lands or uses within the vicinity. Agricultural land uses to the north are very limited due to severe vernal pool and wetland constraints. Farmland to the east is in pasture use. The land immediately south of EP-2 is the split out portion of Tax Lot 500 located south of the irrigation canal in EP-B.a. Subarea EP-B.a is 91 acres in total, including ten whole parcels and part of an eleventh parcel. Agricultural use is pasturing, non-intensive livestock levels and some hay production. Setbacks and vegetative buffering would be used to mitigate conflicts at the interface. Urban levels of residential traffic already exist and will increase over time, especially along Reese Creek Road.

Area EP-3:

EP-3, approximately 430 acres, is suitable for development, with much of the topography sloped hillsides. A portion of the area provides opportunities for the construction of new water reservoirs, if needed. Its location further enhances the City's urban form, and keeps development east of Highway 62.

This area is designated Agricultural Land, but RLRC did not recommend it as commercial agricultural land.

About 40 acres of this area is developed as the National Cemetery, owned by the US government. It is further expected that the cemetery will expand by at least another 40 acres during the RPS planning period.

The area has good transportation connectivity to north/south routes other than Highway 62, including Riley, Alta Vista, Bigham Brown and Meridian Roads.

Figure EP.6

EP-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 430	Reasonably Developable: 399	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		37%			14%	49%

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

1. *Efficient Accommodation of Identified Land Needs*- The site will provide area to accommodate future residential and institutional land needs, including a planned expansion of the National Cemetery and future city water reservoirs. Use of this area will provide a means to keep residential development east of Highway 62 and in proximity to the urban core.

2. *Orderly and Economic Provision of Public Facilities and Services*- The area will provide for future city water reservoirs. Hillside topography is moderate but developable in this

area. The area has good transportation connectivity to north/south routes other than Highway 62, including Riley, Alta Vista, Bigham Brown and Meridian Roads. All connect to Highway 140, on the eastern side of White City.

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

    a. Economic- The comparative economic consequence of selecting these lands is positive. It will provide sites for future water reservoirs vital to the function – and economy – of the City. Expansion area for the National Cemetery will also have positive economic consequences.

    b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences.

    c. Environmental- The comparative environmental consequences are neutral. There are no significant environmental features, but the area is moderately sloped for the most part and steeply sloped in small part. Erosion would need to be considered as a consequence of development. Location in proximity to the urban core would likely have positive consequences.

    d. Energy- Location in proximity to the urban core will have positive energy consequences. Southwesterly aspects would be conducive to solar access.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest resource land activities found to occur or likely to occur near the site. The Jackson County Soils Survey shows the area to be less productive agricultural soils relative to other surrounding Agricultural land, and the larger parcels on the eastern boundary provide excellent buffer opportunities. Consequently, it is concluded that future urban uses will be compatible with nearby agriculture and forest activities.

Area EP-4:

EP-4 is about 284 acres, and is located on the southern edge of Eagle Point, adjacent to Alta Vista, Bigham Brown and Riley Roads. City services are available from adjoining development on Alta Vista Road. It is mostly flat to gently sloped, and is a prime candidate for a master planning, possibly as a mixed development. The area encompassing a small hill has been discussed by the City as possible site for needed parkland/open space. This area is designated Agricultural, but the RLRC has not recommended this area as commercial agricultural land. EP-4 is, to some extent bordered, on the south by the Antelope Creek floodplain. The creek corridor would provide a good buffer from nearby agricultural practices to the south.

This area has good transportation connectivity to north/south connections as alternatives to Highway 62. It also responds to ODOT concerns by keeping development east of Highway 62. Urbanizing this area will also allow adjoining Jackson County street systems to become part of the City"s transportation system under future annexation.

The City envisions Bigham Brown, Riley and, ultimately, Meridian Roads becoming the primary north/south transportation facilities from Eagle Point to the south. In particular, the improved connection of Bigham Brown Road to Kershaw and Foothills Roads will create a direct link to Medford, and a viable, alternative route to the use of Highway 62.

Figure EP.7

EP-4 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 284	Reasonably Developable: 270	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		68%			9%	23%

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

1. *Efficient Accommodation of Identified Land Needs*- The area is flat to gently sloped and is well suited to provide for master-planned, mixed-use development.
2. *Orderly and Economic Provision of Public Facilities and Services*- City services are available from adjoining development on Alta Vista Road.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
   a. Economic- The comparative economic consequence of selecting these lands is positive. The EP-4 area will provide residential and employment opportunities, enhance the jobs-to-house housing ratio, and provide tax revenues for the City.
   b. Social- The comparative social consequences are expected to be positively correlated with accompanying economic consequences. An attractive park is also planned as part of this area.
   c. Environmental- Impacts to Antelope Creek could have negative consequences. However, the creek interface with the EP-4 area is limited to the southernmost area and impacts can feasibly be mitigated to neutralize negative consequences.
   d. Energy- The comparative energy consequences are expected to be neutral.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no forest land activities occurring or likely to occur nearby. Nearby agricultural lands would be generally south of EP-4 and across Antelope Creek. The configuration and size of EP-4 is adequate to accommodate deep setbacks and the creek provides a natural vegetative screen.

5. PRIORITIZATION OF SUITABLE LANDS

The inventory of identified suitable lands was next sorted according to the priorities of OAR 660-021-0030(3), as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged

comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Eagle Point. The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<Suitable & Developable> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need.

Atlas Map 37 (Suitable Lots by Priority – Eagle Point) identifies the location of suitable lots by priority. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the „running total" of land deficiency within each priority level.

5.1 Priority (a) – Exception and Nonresource Lands

The County's Comprehensive Plan map was used to identify exception and non-resource lands, which include all those lands designated for Commercial, Industrial, Limited Use, Aggregate Removal, Rural Residential, and Urban Residential. Exception or non-resource lands adjacent (abutting) or near (wholly or partly within one-quarter mile of the existing growth boundary are designated for this review as "(a)1" sites.

Figure EP.8

Priority (a)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Calculated Need	Remaining Deficiency
(a)1	26	257	4	4	248	1,270	(1,021)

Priority (a) Lands within the Suitable Lands Inventory would not accommodate all of the identified land need for the planning period. No (a)2 lands were identified in Eagle Point. A deficiency of 1,021 acres of developable land would still exist after all Priority (a) lands are designated as Urban Reserve.

5.2 Priority (b) – Marginal Lands Results

Jackson County is not a marginal lands county pursuant to former ORS 197.247 (1991 edition), nor were marginal lands ever designated by Jackson County pursuant to that statute. Because there is an inadequate supply of Priority (a) and there are no Priority (b) lands available, the analysis must proceed to evaluate Priority (c) Resource lands.

5.3 Priority (c) – Resource Lands Results

The County"s Comprehensive Plan map was used to identify Priority (c) Resource Lands, which include designated Agricultural Land and Forestry/Open Space Land. These Resource Lands are ranked by hierarchy within the Priority (c) category based on soil capability classification. Because no forest uses exist within the study area, the NRCS Agricultural Capability Classification System was utilized to identify the level of priority under Priority (c). Lands comprised of lowest capability soils are included as the highest priority resource lands for inclusion- Priority (c)1. Lands comprised of middle capability soils are included as second priority resource lands for inclusion- Priority (c)2. Lands comprised of the highest capability soils are classified as the lowest priority resource lands for inclusion- Priority (c)3. Only when land supply of the higher priority is inadequate may the lower priority lands be included in urban reserves consistent with OAR 660-21-0030(3)(c).

Figure EP.9

Priority (c)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	0	0	0	0	0	1,021	(1,021)

There are no priority (c)1 lands within the suitable pool of study lots surrounding Eagle Point. Thus, the Priority Lands Rule requires the study to extend to Priority (c)2 Resource Lands.

Figure EP.10

Priority (c)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	67	1,006	17	85	905	1,021	(116)

A deficiency of 116 acres of developable land would still exist after all Priority (c)2 lands are designated as Urban Reserve. Due to a demonstrably inadequate supply of suitable Priority (c)2 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority (c)3 Resource Lands for examination of potential supply.

Figure EP.11

Priority (c)3 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	0	0	0	0	0	116	(116)

There are no priority (c)3 lands within the suitable pool of study lots surrounding Eagle Point. Consequently, there remains a supply deficiency of 116 acres after all lands within the compiled Suitable Lands Inventory are exhausted, as compared to the estimated land needed to accommodate growth over the 50 year planning horizon of this plan.

Figure EP.12

EAGLE POINT SUITABLE LANDS BY PRIORITY			
Priority	**Gross Acres**	**Reasonably Developable**	**Percent of Total**
(a)1	257	248	20%
(c)2	1,006	905	80%
Total	1,263	1,154	100%

6. EAGLE POINT URBAN RESERVE CONCLUSIONS

The table at Figure EP.13 reiterates the projected needs by land-use type for City of Eagle Point over the designated planning period.

Figure EP.13

EAGLE POINT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		**Employment**		**Urban Parks**		**Total Demand** (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	17,433	905	5,233	559			1,465
Planned Inside UGB	5,664	309	346	37			346
Urban Reserve Land Demand	**11,769**	**596**	**4,887**	**522**	**151**	**-**	**1,270**

The table at Figure EP.14 summarizes the supply of land within each Urban Reserve designated for the City of Eagle Point.

Figure EP.14

SUMMARY OF SUITABLE LANDS						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
EP-1A	7	3	152	3	3	146
EP-2	35	29	397	52	6	339
EP-3	40	23	430	21	11	399
EP-4	11	13	284	13	1	270
Totals	93	68	1,263	89	21	1,154

The analysis pursuant to the Division 21 rule indicates that there are still 116 acres of remaining land need after all the Urban Reserve areas designated for the City of Eagle Point have been brought into the City over the planning period. The base populations and needs determinations are based upon several factors and layers of assumptions including: a County-adopted 2007 Population Element; City of Eagle Point Buildable Lands Inventory, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based upon best available information, and are extrapolated using sound methodologies.

Chapter 4.MD

Proposed URAs Medford

1. CITY DESCRIPTION

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

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

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

Figure MD.1

MEDFORD URBAN RESERVE LAND DEMAND SUMMARY								
	Residential		Employment		Urban Parks		Total	Total Demand minus Open Space
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	Demand (acres)	(acres)
Allocated Regional Share	78,718	4,723	22,461	2,410			7,133	7,133
Planned Inside UGB	42,255	2,592	9,378	1,054			3,646	3,646
Urban Reserve Land Demand	**36,463**	**2,131**	**13,083**	**1,356**	**638**	**1,877**	**6,002**	**4,125**

Medford's growth management activities include planning for four Transit Oriented Districts (TODs) in the current UGB:

- The Downtown TOD which continues to undergo revitalization.
- The adopted Southeast Area Village Center, which exists as a portion of Medford's comprehensively planned Southeast Area. The Southeast Village Center consists of 175

acres of planned high-density residential development surrounding a commercial and mixed-use core.

- The West Main TOD, a large primarily developed area for which the TOD plan is currently being drafted. The TOD plan for this area will incorporate high-density residential development into an existing underdeveloped strip commercial area.
- The Delta Waters Road area TOD, has not yet been completed.

Medford also seeks to have master planned neighborhoods in future growth areas that contain higher density residential development along with employment and activity centers such as parks, schools and other institutional uses. According to land need estimates developed for the Regional Plan, Medford's estimated additional residential land need when the region's population doubles is 2,131 acres.

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

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

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

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

2. CITY GROWTH GUIDELINES & POLICIES

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

- Growth Distribution: An important guiding principle for the City throughout the process was Medford's interest in distributing its new growth around the City's existing footprint as equitably as possible. While the high quality of the agricultural lands to the west of the City was a complicating factor in that distribution, as was the complexity of the land uses to the southwest, the City successfully pursued that balance to the north, east, and southeast.
- Agricultural Lands: The City's process of identifying potential urban reserves gave considerable weight to recommendations from the pCIC and the RLRC on the region's best agricultural and open space lands. To a very large extent, initial land identification avoided the inclusion of these lands, especially the highest value agricultural lands. Subsequent revisions to the urban reserve proposals continued this trend of avoiding, when possible, notable agricultural and open space lands. As a result, just 600 acres of what the RLRC had originally recommended as commercial agricultural lands are included in the City's 4,123[1] acres of proposed urban reserves.
- Park Lands: Bringing the City's major wildland parks, Prescott Park and Crissy Park, into the City has been a goal within the Comprehensive Plan for many years for the City and was a factor in the selection of two of the Urban Reserve areas.

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

> **Environmental Element Goal 2**: To provide and maintain open space within the Medford planning area for recreation and visual relief, and to protect natural and scenic resources.
>
> **Environmental Element Policy 2-A**: The City of Medford shall acknowledge Prescott Park (Roxy Ann Peak) as the city's premier open space and viewshed, and recognize its value as Medford's most significant scenic view, currently and historically.
>
> **Implementation 2-A(1)**: Investigate inclusion of Prescott Park in Medford's Urban Growth Boundary and city limits in order to enhance public safety and the feeling of ownership by city residents, protect its natural resources, preserve and enhance convenient public access, protect the public from fire hazards, and help in establishing a network of open space corridors with recreational trails.
>
> **Environmental Element Goal 9**: To assure that future urban growth in Medford occurs in a compact manner that minimizes the consumption of land, including class I through IV agricultural land.
>
> **Environmental Element Policy 9-A**: The City of Medford shall target public investments to reinforce a compact urban form.
>
> **Environmental Element Policy 9-B**: The City of Medford shall strive to protect significant resource lands, including agricultural land, from urban expansion.
>
> **Population Element Goal 1:** To accept the role and responsibilities of being the major urban center in a large and diverse region that includes portions of southwest Oregon and northern California.
>
> **Population Element Goal 2:** To assure that land uses and public facilities and services are planned, located, and conducted in a manner that recognizes the size and the diverse characteristics and needs of Medford's existing and future residents.

[1] Number excludes Prescott & Crissy Park

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

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

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

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

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

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

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

b. Acquisition by public agencies;

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

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

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

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

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

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

Housing Element Policy 5-C: To provide greater flexibility and economy of land use, the City of Medford Land Development Code shall provide opportunities for alternative housing types and patterns, planned developments, mixed uses, and other innovations that reduce development costs and increase density.

Housing Element Goal 6: To ensure opportunity for the provision of Medford's fair share of the region's needed housing types, densities, and prices, with sufficient buildable land in the City to accommodate the need. Policy 6-A: The City of Medford shall assure that adequate buildable land for all housing types and price ranges is available in the City in the amount and timing necessary to meet the identified need for the planning period. Multiple-family, affordable, or assisted housing shall not be concentrated in any particular areas, but dispersed throughout the City.

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

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

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

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

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

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

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

3. STUDY AREA SELECTION / COARSE FILTER

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

Figure MD.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	**Estimated Need *(acres)***	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Residential Need**
Medford	4,125	2,103	18,000	436%

Area MD- A

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

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

Not only does the area between Medford and Jacksonville contain some of the flattest, deepest, and best drained agricultural soils in the valley, but it was also an area of focus for the pCIC, which recommended the entire area be left as a community buffer between Jacksonville and Medford. All of MD-A beyond one-quarter mile from the City was determined to be unsuitable for growth by the City. All other lands, within one-quarter mile of the City, were passed through for a more in-depth evaluation of Goal 14 factors and City growth policies under Section 5 below.

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

Area MD-B

MD-B includes the land west of Crater Lake Highway 62, east of Table Rock Road, and north of the City of Medford out to East Gregory Road. In total, MD-B includes approximately 1,000 acres. The eastern edge of MD-B, along Highway 62 is currently designated and currently used for Industrial purposes. The north half is primarily designated agriculture with a few pockets of rural residential. The southern half, closest to the city, is mostly low-density residential with some

agriculture. The lands immediately south, within the city of Medford are primarily used for industrial and commercial purposes. The Medford – Rogue Valley International Airport is also situated nearby to the south and east, within the city.

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

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

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

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

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

Area MD-C

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

Because of the arrangement of agricultural land adjacent to the UGB with significant exception beyond a quarter mile from the UGB, this is an area where suitability at the coarse filter level is

appropriately evaluated according to a more in depth review of each Goal 14 boundary location factors and the agricultural land use and impacts associated with designation of Urban Reserves, as follows:

1. *Efficient Accommodation of Identified Land Needs*- This area is generally flat and there are no known constraints to reasonably efficient urbanization.

2. *Orderly and Economic Provision of Public Facilities and Services* – Extension of the potential suitability pool beyond a quarter mile presents challenges to meet public facility demands for urban streets. Highway 62 is already over capacity. While there is a funded project for improvements to Highway 62 under development contemporaneous to the RPS plan, this project is not expected to address all the future transportation needs in the corridor. Sources of future transportation demands include:

   a. The Regional Plan allocates significant growth to the City of Eagle Point which, if well planned, has the potential to reduce the marginal rate of transportation demand for growth in the corridor. However, total demands will still increase by virtue of growth in Eagle Point.

   b. The City of Medford already has significant undeveloped lands within its existing UGB along the Highway 62 corridor. The residential area in White City is not fully developed and additional development potential in the industrial area of White City already exists.

   c. Other alternative Urban Reserve lands for the City of Medford in the Highway 62 corridor are also well suited to urbanization and have similar agricultural zoning and land capability characteristics. These lands are further south and are closer to the City‘s urban core.

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

3. *ESEE Consequences:* The comparative ESEE consequences of potentially suitable lands beyond a quarter mile is negative, based upon the following:

   a. Economic: The comparative economic consequence of extended urbanization northeast of Medford is neutral as there are no significant benefits or costs identified.

   b. Social: The comparative social consequences are expected to be significantly negative for two reasons. First, this is an area where the pCIC identified the need for a community buffers to retain community identity and separation between the City of Medford and White City. The second social consequence relates to impacts from the Jackson County Sports Park. Jackson County land use regulations contain specific restrictions and generally discourage additional noise sensitive development within an area mapped just beyond a quarter mile from the existing UGB. Additional growth in this area will encroach on the noise overlay and add uses that would be expected to find the drag racing, stock car racing and shooting activities at the Jackson County Sports Park objectionable.

   c. Environmental: The comparative environmental consequence of extended urbanization northeast of Medford is expected to be somewhat negative because the intensification and urbanization of the exception lands north of the Agricultural land

in this area would be challenging given the existing level of parcelization and development.

d. Energy: The comparative energy consequence of extended urbanization northeast of Medford is expected neutral with no significant identified positive or negative consequences.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-* Inclusion of lands beyond a quarter mile for detailed consideration as potential Urban Reserve land and extension thereto has the potential to for adverse impacts on high value agriculture. Extended urbanization of the exception lands to the north would have the effect of growing the City of Medford northward and then eastward around the 400-acre Bear Creek Orchard along Foothills Road. This is a relatively new orchard investment and one that should be protected from additional urbanization pressures.

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

Area MD-D

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

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

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

Area MD-E

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

The northern extent of MD-E, along North Foothill Road, Dry Creek Road, and North Roxy Drive comprises large lot (5 to 30 acre) residential development situated on residential and agricultural lands. For the same reasons most of MD-D was deemed unsuitable for urban reserve – in order prevent urban pressures on the recent Bear Creek Corporations orchard investments along North Foothill, the northern 500 acres of MD-E is also unsuitable for Urban Reserve. Because of

the steeper slopes in this area, distance to infrastructure, and the unsuitability of intervening land, this area would be costly to redevelop and the yields would be very low, further supporting reasons to consider this land unsuitable for future urbanization.

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

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

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

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

The pocket of MD-E situated east of Foothill Road, immediately north of the City UGB, and in the lower slopes of the east hills, present development options non-existent in the areas described above. The lands are somewhat less steep, are not completely encumbered by existing development and most importantly, there is potentially more than one way to access and serve this area with roads and infrastructure. It is possible that city roads and services could extend into this area from the south, thereby reducing the costs and increasing safety. For these reasons, this area of approximately 300 acres is to be further reviewed in detail under the more rigorous goal 14 examination in Section 5 below.

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

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

Area MD-F

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

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

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

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

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

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

Area MD-G

MD-G extends from the flat land including the Centennial Golf Course, adjacent to and east of the Rogue Valley Manor to the rolling hills at the base of Mount Baldy, along and immediately

east of Terri Drive. MD-G extends along and south of Coal Mine Road at its northern edge and south to approximately Campbell Road. MD-G includes approximately 1,700 acres of study area.

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

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

Area MD-H

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

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

Area MD-I

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

The east half of MD-I is completely made-up of irrigated and intensively operated farmlands mostly under orchard production. The east half is also part of a larger intensively farmed area extending south to the Talent Canal, along Coleman Creek Road, and west of the City of Phoenix. This agricultural area is one of the Region's largest contiguous blocks of farm lands situated on Class I through III soils and intensively cultivated in the valley. The area contains twelve small exception parcels in its eastern edge along the railroad tracks and the Eden Valley' exception area parcel. These small parcels are within a quarter mile of the UGB and are the only lands in the eastern half of MD-I that are within a quarter mile. Based upon potential adverse impacts on farmlands within and near MD-I, the eastern 800 acres of Agricultural Land within MD-I are not suitable for urbanization.

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

The hill that is west of Dark Hollow Road is ~1,800 feet south of South Stage Road. The intervening lands are gently sloping and contain intensively developed land designated Rural Residential and Urban Residential mixed with Agricultural land with Class II rated agricultural

soils. The ridgeline of this hill runs east-west and parallels South Stage Road. The northern aspect of this hill that faces Medford is very steep.

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

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

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

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

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

4. SUITABLE LANDS ANALYSIS / FINE FILTER

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

Figure MD.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
MD-1	118	124	568	49	28	491
MD-2	23	14	358	37	5	316
MD-3	56	44	961	34	12	915
MD-4	5	11	276	4	1	271
MD-5	107	66	1,748	49	43	1,656
MD-6	33	35	143	5	8	131
MD-7mid	10	7	143	2	2	140
MD-7n	3	0	37	1	0	36
MD-7s	2	0	29	0	0	29
MD-8	8	8	56	1	2	53
MD-9	32	28	111	1	6	104
MD-A.a	25	19	577	6	4	568
MD-A.b	52	44	339	4	9	326
MD-A.c	28	27	124	7	6	111
MD-C.a	3	3	118	8	1	108
MD-D.a	4	3	60	16	2	42
MD-E.a	3	3	19	0	1	18
MD-E.b	1	0	80	32	0	48
MD-F.x	30	19	540	96	5	439
MD-H.a	9	6	251	5	2	244
MD-I.a	140	133	312	53	29	229
MD-I.b	29	29	167	2	10	156
Totals	721	623	7,017	412	174	6,431

4.1 Study Areas – Unsuitable

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

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

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

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

1. *Efficient Accommodation of Identified Land Needs:* Reasons to determine this area is unsuitable for urbanization do not include the land's inability to efficiently accommodate identified lands needs.

2. *Orderly and Economic Provision of Public Facilities and Services:* Reasons to determine this area is unsuitable for urbanization do not include the land's general inability to accommodate needed public facilities and services. Nevertheless, this area has historically suffered from storm drainage difficulties. The area has a high water table which tends to make the supply of adequate storm drainage more challenging when compared to other potential areas.

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

    a. Economic: The comparative economic consequence of including these lands is neutral. The land could be efficiently urbanized and urbanization could capitalize on relatively unconstrained transportation infrastructure. However, other alternative locations can offer similar levels of benefit, without the degree of negative offset associated with the loss of some of the region's best farm soils with many of which are actively cultivated.

    b. Social: The comparative social consequences are expected to be negative. This is an agricultural area that is already impacted to some degree by the existing exception areas further to the west. Urbanization of these areas would effectively eliminate the resource land separation between the communities of Medford, Central Point and Jacksonville. The community separation in this area was an important social consideration through the development of the RPS draft plan and the loss of this community separation is identified as a negative consequence, *see pCIC recommendations on this area*.

    c. Environmental- The comparative environmental consequences of designating Urban Reserves in this area would be expected to be positive as the area is relatively free of environmental constraints.

    d. Energy: The comparative energy consequences are expected to be neutral as the area would be comparable to other potential areas for efficient urbanization and transportation usage offset by the loss of agricultural production potential with high quality soils requiring relatively little energy inputs for production.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary:* As described

under MD-A above and under CP-B in Chapter 4.CP, the lands west of Medford and immediately south of Central Point out to Jacksonville are some of the most fertile, deep soils in the valley. These lands are part of a larger agricultural area, generally situated between the three cities and foothills to the west.

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

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

Area MD-A.c

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

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

1. *Efficient Accommodation of Identified Land Needs*- The Judy Way exception lands are very small parcels which would make redevelopment unlikely and this would come at the expense of attempting to extend urban boundaries right up the existing orchard operations and would therefore result in little or no yield to meet identified urban land needs over time, especially if adequate buffers were to be placed from the high value agricultural activities.
2. *Orderly and Economic Provision of Public Facilities and Services* – This area could likely be served with urban facilities and services over time.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    a. Economic- The comparative economic consequence of including these lands is expected to be negative where urbanization benefits would be expected to be no more

than minimal and would be counteracted by impacts from potential disinvestment in high value agricultural activities in the area.

b. Social- The comparative social consequences are expected to be negative. Urban Reserve designation may be—or be preceived as—a disruption to the balance of rural and intensive agricultural uses in the area.

c. Environmental- The comparative environmental consequences are expected to be negative as urbanization of the Judy Way exception area would add pressures to the the Griffin Creek riparian corridor and floodplain in an area where it is already impacted by existing development patterns.

d. Energy- The comparative energy consequences are expected to be neutral as there are no significant identified adverse impacts or benefits associated with urbanization of this area.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The primary basis for concluding this area is not appropriate for Urban Reserves is the presence of the high value agriculture to the west and southwest of this area. These orchards are located in a narrow strip of land leading up to Griffin Creek valley and they area already impacted to a degree by non-resource development patterns. Intensifying the level of development and increasing these impacts has the potential to eliminate these high value agricultural uses. Under such circumstances, Medford would be extending its westernmost boundary and doing so on Class I and II agricultural soil that is currently in high value production. This is an unacceptable level of impacts where other alternatives are available that are not such highly rated soils.

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

Area MD-C.a

MD-C.a is a small area at the extreme north-northeast corner of the existing UGB. The area consists predominantly of Class IV agricultural soils. For the same Goal 14 and agricultural land and use impacts described above under the coarse filter the above for MD-C the circumstances and reasons are the same with regard to Urban Reserve designation of the agricultural parcel immediately north of the existing UGB[2]. On that basis, MD-C.a is not suitable for inclusion in an Urban Reserve.

Area MD-D.a

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

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

1. *Efficient Accommodation of Identified Land Needs*- Efficient accommodation of urban land needs in this area is constrained by topography. Coker Butte is relatively steep and this aspect of Coker Butte does not face other areas proposed for Urban Reserves making for urbanization somewhat inefficient.

[2] The agricultural parcel contains a small commercial area immediately adjacent to Highway 62.

2. *Orderly and Economic Provision of Public Facilities and Services* – Orderly and economic provision of public facilities is somewhat constrained by the topography and the lack of ability to connect with other urbanizing areas on this aspect of Coker Butte.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    a. Economic- The economic consequences designating this area Urban Reserve is neutral as it is not expected to create significantly positive or negative economic consequences.
    b. Social- The comparative social consequences are expected to be slightly negative resulting from urban aesthetic impacts to the east and north in an area that is rural and not proposed for urbanization.
    c. Environmental- The comparative environmental consequences are expected to be slightly negative. The source of negative consequences would be urban development challenges associated with urbanization of an isolated butte aspect with slopes in excess of 22 percent on much of the area.
    d. Energy- The comparative energy consequences are expected to be slightly negative as the urbanization of a sloped aspect hill with steep slopes will require somewhat greater energy inputs than would comparatively less constrained alternatives.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The area itself does not contain significant agricultural use or potential. However, this aspect of Coker Butte faces a larger agricultural area to the northeast of Medford and urbanization of this portion of the butte will reduce its function as a natural physical divide and buffer between the urban areas along Highway 62 and expansion of Medford northward from the farmlands and uses to the northeast

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

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

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

Area MD-F.x

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

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

1. *Efficient Accommodation of Identified Land Needs*- The resource designated land is very steep and would be difficult to accommodate any urbanization efficiently, especially because adjacent land within the existing UGB has been slow to develop and may never develop because of its steep topography; the resource lands are not well situated to meet identified urban land needs. The exception lands are not as steep and could more

easily accommodate some level of urbanization. However, the challenge associated with these lands is the extent to which these lands will accommodate identified land needs in an efficient manner when compared to alternatives that are more proximate to the urban core. Overall, Medford has relatively significant amounts of steep and challenging redevelopment within its existing UGB. This type of land is only suitable for residential development and usually only single family development (and some types of parks). Even when used for residential development, this type of land tends to be the most expensive type of residential development. For example, the Medford Water Commission raises concerns regarding the cost of water service to these types of lands and observes that pump stations and/or reservoirs are required for every 150 feet of elevation; water tanks and pump stations are expensive infrastructure. Therefore, an oversupply of this type of land will result in supply deficiencies for other types of land to meet the range of housing prices and options required by Goal 10 for the City of Medford. This particular location is not efficient for this type of land because it is on the far eastern boundary of the City and would extend the easternmost boundary of the City where other more central locations are otherwise possible to satisfy identified needs for the particular type of residential development these land forms can reasonably be expected to serve.

2. *Orderly and Economic Provision of Public Facilities and Services* – The resource zoned lands in the north half of MD-F.x would be difficult to serve with public facilities at all and would be uneconomic considering the underlying geology and potential for mass movement. The exception areas have similar challenges but are not as steep and while costly may be feasible.

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

    a. Economic- The comparative economic consequence of including these lands is negative when one compares the costs of extension in this areawith the supply of additional lands that can reasonably serve only a small subset of Medford‘s urban land needs. For example, the topography and environmental challenges of this area are similar to the Bella Vista project off McAndrews Road; this project is now bankrupt after installing all the required urban infrastructure and failing to sell a single lot because the infrastructure cost per lot exceeded what the market (even at its peak) would support. This area also has smaller parcels which generally limit design flexibility and is likely to further increase costs.

    b. Social- The comparative social consequences are expected to be negative mainly due to impacts of urbanization on the existing and established rural neighborhood. This is an established neighborhood that developed at a rural intensity that reflected the intrinsic land constraints in this area. Intensified urban development is likely to cause significant conflict within the neighborhood when redevelopment challenges of exception areas, generally, are combined with the acute issues caused by topography in this area. .

    c. Environmental- The environmental consequences of urbanization of the resource lands in the northern portion of MD-F.x is severely negative because of the potential geologic hazards of mass movement and debris flow. The geologic risk associated with the exception lands is negative, but not severely so. Some of the same conditions exist. Intensified urbanization of this area has the potential to further destabilizing lands at the bottom of the hazard area which could increase the level of hazard overall.

d. Energy- The comparative energy consequences are expected to be negative due to the high expected energy inputs. Initially, high energy inputs would be required urbanization due to the above described constraints of topography combined with existing parcelization. Over time, urban energy consumption is principally derived from transportation. The greater the distance and elevation change from the urban core the higher the energy consumption per dwelling unit that would be expected. If this area were urbanized it would be the furthest from Medford's urban core and would be the highest elevation development in the City.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Urbanization of this area would not be expected to consume valuable resource land or to result in significantly adverse resource land use conflicts.

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

Area MD-H.a

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

- First, the Urban Reserves have been developed as part of a larger regional planning process. That process includes elements intended to significantly improve agricultural buffering. Thus, the expectation is that, as MD-6 and MD-7 are urbanized, the urban-agriculture interface will reduce impacts significantly when compared to current urbanization and development practices. By reducing urban impacts' adverse effects on agricultural practices, the MD-H.a area is expected to be better suited for agriculture than the MD-6 & MD-7 areas and therefore the balance of agricultural impacts and use of agricultural lands weighs toward determining MD-H.a is unsuitable.

- Second, MD-6 & MD-7 are necessary to provide needed transportation connections in the area—the extensions of Holly Street, Kings Highway, Marsh Street, and Anton Drive—with minimal encroachment on the farmland in this bight north of South Stage Road. These Goal 14 factors also weigh toward finding the MD-6 & MD-7 areas suitable where MD-H.a does not have a situation or characteristics that present as acute an urban need(s).

Area MD-I.a

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

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

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

   The lands east of Dark Hollow in that small bowl present an interesting challenge from a urban efficiency standpoint. While the area does contain exception lands with sufficient land area to be redevelopable, the area is still fairly steep. The topography combined with the standard challenges of exception area redevelopment render this area difficult to efficiently meet identified land needs. Also, inclusion of this area would result in the City of Medford violating its general philosophy to avoid extension of the City south of South Stage Road[3].

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

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

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

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

   a. Economic- The comparative economic consequence of including all lands west of Dark Hollow is negative as the potential losses from agricultural productivity are not expected to be offset by the potential benefits of urbanization of these areas. The area east of

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

Dark Hollow is expected to be slightly positive where some economic benefit may be derived from the redevelopment of sloped exception areas.

b. Social- The comparative social consequences are expected to be negative. Urban Reserve designation alone, let alone actual urbanization, has the potential to upset the delicate balance of rural and agricultural uses in the area west of Dark Hollow Road. All of MD-I.a represents a significant social consequence of extending urbanization south of South Stage Road. The residents of this area have regularly stated their desire to remain outside the City and the City of Medford has little or no desire to change is philosophy that South Stage Road is a logical southern boundary for the City in this area.

c. Environmental- The comparative environmental consequences are expected to be neutral as this area has relatively few environmental constraints that are significantly greater than other potential growth areas. Some adverse environmental consequences may arise through the challenges of hillside redevelopment east of Dark Hollow Road.

d. Energy- The comparative energy consequences are expected to be neutral as there are no significant identified adverse impacts or benefits associated with urbanization of this area.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The primary basis for concluding this area is not appropriate for Urban Reserves is the presence of the high capability (Class II) soils on ~100 acres of Agricultural Land that would be lost as a result of urbanization of this area. These lands do not contain high value agriculture at this time, but they benefit from a location that rises off the valley floor with lower potential for frost and are similar in aspect and soil classification to new vineyard investments just to the west off Bellenger Hill. The surrounding exception lands are too small to accommodate additional urbanization and improved buffering and so the best strategy to keep the land available for potential intensive agricultural use is to determine the area is unsuitable for urbanization.

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

Area MD-I.b

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

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

1. *Efficient Accommodation of Identified Land Needs*- Efficient accommodation of identified land needs in this area would be challenging because of the configuration of the area. Because of the railroad, the only access to the area is from Voorhies Road. The parcels are relatively small and are haphazardly arranged. Inclusion of only the exception areas is impractical because they are separated into two areas and would create an illogical boundary that would be gerrymandered to avoid inclusion of the Class I and Class II agricultural parcels in the area in a manner that cannot be reasonably considered efficient urbanization.

2. *Orderly and Economic Provision of Public Facilities and Services* – This area would be somewhat difficult to serve efficiently with public facilities and services. The presence of the railroad would effectively prohibit the economic provision of the grid street network with any meaningful external connections. The area would be an isolated urban extension south of Southstage Road along the railroad tracks without any logical connections or relationship to other urban facilities and services elsewhere in the City.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:
    a. Economic- The comparative economic consequence of including these lands is negative because the cost of services is significant relative to its potential for redevelopment. Also, there are significant potential impacts to agriculture associated with urbanization of this area as some parcels in the area have active orchards and viticulture activities and negative impacts from the loss of these activities would not be expected to offset the potential economic benefit from urbanization where this location would be ill-suited to outcompete better situated alternatives for urban economic development opportunities.
    b. Social- The comparative social consequences are expected to be negative primarily due to impacts of urbanization on the historical resource at Eden Valley Winery. Jackson County adopted a limited use goal exception to support the commercialization and renovation of this historic property and its development as a regional wine-making facility. The goal exception adopted for this property requires its unique situation as a facility with reasonable accessibility from the regional transportation system but with farm uses and activities in a historically rural setting. Urbanization of this area would change this rural setting and threaten this unique and site specific plan that provides a unique social benefits to the entire region.
    c. Environmental- The comparative environmental consequences are expected to be neutral. There is a minor stream that traverses the area (Gore Creek) but urbanization could reasonably avoid adverse impacts to this waterway and therefore there are no significantly identified consequences from urbanization.
    d. Energy- The comparative energy consequences are expected to be slightly negative as energy inputs for delivery of infrastructure would be relatively high due to its isolation between the high value agriculture to the west and the railroad to the east.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This is the principal basis upon which Medford concludes this land is unsuitable. Urbanization in this area poses significant threat to the large block of high value agricultural lands that exist to the west and southwest of this area. The area is a mix of rural exception lands and agricultural lands and therefore serves as a transition area from urban to rural to intensive agriculture land uses in an effective manner. The agricultural uses that are located in this area are located on excellent irrigated Class I and Class II soils and the loss of even this small amount of agricultural land in an area so ill suited. Inclusion of this area into an Urban Reserve would have the effect of eliminating this transition over time and placing one of the region‘s most valuable agricultural areas at additional risks for comparatively minimal urban land asset benefits.

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

4.2 Suitable Lands Analysis— Fine Filter

Lands within the initial study areas selected for further study were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. Each of the areas identified in the accompanying Atlas as numbered Urban Reserves were evaluated for suitability considering the growth policies for Medford and balance of Goal 14 boundary location factors. All of these areas were found to be suitable for inclusion/ protection as Urban Reserve for the detailed reasons explained herein below.

MD-1:

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

The area includes mostly exception lands with low-density residential properties, some very low value agricultural lands, and some commercial lands along existing arterials. With the area's dispersed development pattern with large areas of undeveloped land and proximity to urban services, some redevelopment development potential exists. Its close proximity to the Rogue Valley International - Medford Airport complex and other industrial lands make it a suitable location for some employment land needs. It may also provide for some residential development in a mixed use configuration. The area may also include a portion of the corridor for a new route for the Highway 140 to I-5 connector.

Figure MD.4 *Area MD-1 by Existing and Potential Land-Use Type*

MD-1 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 568	Reasonably Developable: 491	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		61%		30%		9%
Proposed Uses		25%			6%	69%

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

1. *Efficient Accommodation of Identified Land Needs*- This is an exception area that will require redevelopment. Constraints include environmental constraints, access and circulation issues that will arise as a result of the Highway 62 project currently under development[4], and the existing development patterns and land uses. Nevertheless, the area is reasonably flat making redevelopment feasible to deliver reasonably efficient urban land uses.
2. *Orderly and Economic Provision of Public Facilities and Services* – Water and sewer are generally available to the area. This area drains north to Whetstone Creek and through the Denman Wildlife Refuge, so stormwater quality and quantity issues must be addressed, but they are not infeasible. Transportation will likely be an issue. Access and circulation will be affected by the Highway 62 project that is under development for this area. The bypass will be a significant barrier to east-west streets, funneling traffic to a few crossings just as Interstate 5 has long divided east and west Medford. Growth in this area is expected to add

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

traffic to the Highway 62 corridor, but it may benefit from marginally less traffic growth than other alternatives. Nevertheless, the transportation and storm water issues can feasibly be addressed through public facilities planning and engineering.

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

   a. Economic- The comparative economic consequence of including these lands is positive based upon the potential for the area to support land uses that accommodate economic development and employment opportunities with few off-setting adverse economic impacts.

   b. Social- The comparative social consequences are expected to be neutral. The social consequences for existing neighborhoods that are transitioned to employment areas may experience some negative consequences, but these are expected to be offset by social benefits positively correlated by the job opportunities created through economic development supported by the area. The consequences will be no worse, likely, than those felt in the transitions that occur continuously in the existing urban growth boundary.

   c. Environmental- The comparative environmental consequences are expected to be slightly negative as the redevelopment of this area will intensify urban uses in an area with some sensitive environmental features including vernal pools and wetlands.

   d. Energy- The comparative energy consequences are expected to be positive as it will provide an opportunity for employment in an area that is fairly accessible to much of the existing labor market, as well as the planned labor market growth, on multiple arterial roadways. This creates an opportunity for energy efficient employment opportunities.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This is an area or exception lands and low-quality agricultural and forestry/open space designated lands. Urbanization of this area is expected to cause few, if any, significant resource land impacts and will consume minimal resource land.

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

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

Figure MD.5 *Area MD-2 by Existing and Potential Land-Use Type*

MD-2 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 358	Reasonably Developable: 316	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		0%		99%		0%
Proposed Uses		50%			11%	39%

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

1. *Efficient Accommodation of Identified Land Needs*- Suitability of this area is determined in large measure on the area's ability to efficiently accommodate identified land needs. This area has excellent visibility from the Highway 62 corridor making it capable of supporting a mixture of employment and residential land uses. This mixture can support the existing employment lands in the corridor with additional labor markets. Some of the land can serve to satisfy some of Medford's identified employment land needs. Also, the area is far enough away from major agricultural uses, major industrial uses, and the airport flight path to work for residential development. New housing in this area will offer the possibility for shorter commutes between home and work for some residents. Urban facilities are generally available and future urbanization will provide an opportunity for a local street network that can provide alternative north-south circulation to the Highway 62 corridor.
2. *Orderly and Economic Provision of Public Facilities and Services* – Urban facilities and services are adjacent to the area and can feasibly be extended. The northern portion of the area drains to Whetstone Creek and the southern portion drains to Upton Slough. Both of these areas may experience downstream drainage challenges. The area would benefit from a storm water master plan prior to significant urbanization and this can feasibly be incorporated into a master plan for the area. This area also benefits from its proximity and exposure to the Highway 62 corridor from an urban intensification standpoint. However, intensified lands uses will add demands on the corridor as well. A well planned local street network may be capable of reducing the marginal impacts on the corridor. Nonetheless, aggregate travel demand impacts may be unavoidable and these will need to be incorporated into the long-range transportation planning in the Highway 62 corridor.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area are positive, based upon the following:

    a. Economic- The comparative economic consequence of including these lands is positive based upon its potential to integrate many urban land uses in a manner that supports household investments and economic development.

    b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it has the potential to result in a well connected and well thought-out combination of housing and job opportunities.

    c. Environmental- The comparative environmental consequences are expected to be neutral. The site does contain some wetlands and urbanization around these wetlands has the potential for slightly negative consequences. However, this area is well situated to integrate a mix of land uses that supports efficient urbanization that reduces marginal impacts on the region's airshed.

    d. Energy- The comparative energy consequences are expected to be positive as it has the potential for a well balanced mix of employment and residential uses in an accessible location for efficient use of the regional transportation assets and efficient energy usage.

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

MD-3:

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

Figure MD.6 *Area MD-3 by Existing and Potential Land-Use Type*

MD-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 961	Reasonably Developable: 915	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		5%		95%		
Proposed Uses		65%			16%	19%

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

1. *Efficient Accommodation of Identified Land Needs*- Urban Reserve designation and ultimate urbanization has the potential to efficiently accommodate identified land needs in this area. Except for the easternmost portion of MD-3 and the far northeastern extreme on Coker Butte, the area is generally flat and readily developable. The area between the existing UGB and Coker Butte Road is well situated to accommodate compact urban growth. The existing UGB contains a school off of McLoughlin Road and North Medford High School is just south of Delta Waters Road and easily accessible from this neighborhood. The area is far enough northeast of the flight-path to avoid excessive noise impacts on urban development. Existing development patterns in this area are sufficiently large to support master planning for a major mixed-use area including a neighborhood center with commercial development, employment, and a range of housing types and densities. All these elements combine to make this area well situated to efficiently accommodate identified land needs.
2. *Orderly and Economic Provision of Public Facilities and Services* – The orderly and economic provision of public facilities and services is one of the most important reasons this area has been identified as suitable for Urban Reserves. Growth induced demands on public facilities and services tend to be concentrated in closest proximity the geographic area of growth. For Medford, this means balancing, to some degree, future growth into several areas of the City. This strategy increases the ability of service providers to develop plans for incremental service delivery, and this in turn, provides opportunities to maximize the utility of existing facilities and services investments throughout the City. This approach yielded the selection of MD-3 as a suitable block of land to accommodate the service and facility

demands of major urbanization in the north half of the City; lands to the west are even better farmland (see discussion of MD-A), lands to the northwest are already urbanized in the City of Central Point, some lands to the north are already included to the north in MD-1 and MD-2 but expansion of these areas extends growth away from the public facilities and services investments at the urban core. This left MD-3 as the most logical and suitable alternative.

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

MD-3 can be served with water, sewer and storm drainage. All facilities on the far eastern extent of MD-3 may be challenging due to geologic instability issues, but the balance of the area is readily serviceable. MD-3 also represents a unique opportunity to address regional storm drainage issues and efficient urbanization within existing urban areas of Central Point and Medford. MD-3 is at the upper reaches of the Upton Slough drainage area and may present an engineering opportunity for a regional stormwater detention system that provides opportunities for downstream facilities clear out prior to upstream impacts.

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

a. Economic- The comparative economic consequence of including these lands is positive based upon their potential to efficiently support a mix of urban uses in a location that can be served with facilities economically and can make maximum utilization of existing investments in facilities and services in northeast Medford.

b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes a range of appropriate and intensive urban uses in an area where balanced growth can support neighborhoods and employment opportunities..

c. Environmental- The comparative environmental consequences are expected to be negative. Environmental consequences west of Foothills Road are expected to be neutral with no environmental constraints identified that are significantly greater than other alternative locations. Environmental challenges east of foothills road are anticipated at the extreme eastern edge of MD-3 due to potential geologic instability issues.

d. Energy- The comparative energy consequences are expected to be positive as it can be urbanized in an efficient manner that makes maximum utilization of existing infrastructure investments. MD-3 is located to provide alternative transportation options and located to allow for energy efficient transportation connections throughout the region.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Impacts to nearby agricultural and forest land that are not identified as suitable for Urban Reserve are not expected to be great. MD-3 east of Foothills Road is located on a topographic bench with rises to the east, north and south. Lands to the south are within the City UGB, lands to the

north are exception lands that were not deemed suitable for Urban Reserves due to geologic constraints and lands to the east are forestry/open space with no meaningful forest capability.

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

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

MD-4:

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

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

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

Figure MD.7 *Area MD-4 by Existing and Potential Land-Use Type*

MD-4 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 276	Reasonably Developable: 271	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		63%			15%	22%

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

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

Identifying this area as suitable for Urban Reserve consumes agricultural land that is in active high value production. MD-4 consists of irrigated Class III and Class IV agricultural soils according to NRCS. Medford is including exception and non-resource lands, which it reasonably determines are suitable (or has otherwise justified not including on the basis of the RPS statute). Given this, there are no other suitable lands that would result in the use of less resource land.

As to the effects on resource land, that is more difficult to gauge for Hillcrest Orchard. Other alternative agriculture lands that are not in active production might have less effect over the short term based upon current land uses. However, over the longer RPS planning horizon, it is difficult to project whether the pressures of urbanization will result in Hillcrest Orchard succumbing to

those pressures anyway. In such particular circumstance, lands that may otherwise have been converted to productivity during that period will not do so as a result of that alternative land being designated Urban Reserve. To leave Hillcrest Orchard out of Urban Reserve is to disadvantage the property in the long term based on a belief that it will disrupt the orchard's investments in viticulture. The area may or may not be included in the next urban growth boundary amendment, but not including it in the urban reserve effectively shuts it out of UGB inclusion for a long time.

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

MD-5:

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

The Centennial Golf Course, situated between the UGB to the west and North Phoenix Road to the east, comprises approximately 425 acres of MD-5. The approximate 153 acres situated south of the golf course, west of Fern Valley Road, and east of I-5, is flat to gently sloped, is near the Fern Valley-Interstate-5 interchange, is immediately adjacent to the future South Stage east-west connector, and is situated central to the Bear Creek Valley.

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

Figure MD.8 *Area MD-5 by Existing and Potential Land-Use Type*

MD-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 1748	Reasonably Developable: 1656	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		5%		95%		
Proposed Uses		56%			19%	25%

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

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

   The area west of North Phoenix Road presents two unique urban opportunities to support regional economic development. The area south of the future South Stage Road is contemplated to be planned as a regional employment campus to meet the unique site requirements of larger regional employers. This area has excellent access to regional labor markets and with extension of South Stage Road and completion of the Fern Valley Interchange reconstruction will have good access to regional transportation facilities. The area north of South Stage Road contains Centennial Golf Course and Pacific Retirement Services has already forwarded a UGB proposal that contemplates this area as an –Active Adult Retirement Community." While this use would be residential by definition, the nature of use will function as basic sector economic development because it has the effect of transferring wealth and investment from outside the region and concentrating it within the region. Pacific Retirement Services has a proven track record of marketing and attracting upper income retirees to relocate to the Rogue Valley and this has spawned a major economic development cluster within the region and one that will be supported by demographic changes over at least the first half of the RPS planning horizon.

2. *Orderly and Economic Provision of Public Facilities and Services* – From a transportation standpoint, this area, when urbanized, will actuate a connection of South Stage Road across Interstate 5 to North Phoenix Road—a necessity in a largely urbanized area where east-west circulation is obstructed by Interstate 5 for many miles.. The South Stage Road project has significant potential to address long-range regional transportation issues.[5] All other public facilities and services are generally available to the area or can be made available. For many areas in MD-5, designation as Urban Reserve is essential to long-term public facility planning both inside and outside the existing UGB. Much of the services in MD-5 would be provided through extension of facilities as part of development within the existing UGB. If Urban Reserve areas are not known with specificity as the Southeast Plan builds out, then the potential for undersized downstream facilities (especially concerning sewer and storm drainage) is an issue that will reduce the potential of the area to economically provide public facilities. This same rationale applies generally to urban reserves: their existence is a surety not otherwise available to long-range land use and infrastructure planning, regulation, and investment.

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

   a. Economic- The comparative economic consequence of including these lands is positive based upon the potential for significant economic development opportunities west of North Phoenix Road and the support of those opportunities through expanded labor markets in southeast Medford which is near the geographic center of the RPS planning area..

[5] See Appendix - Fern Valley Interchange Area Management Plan

b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes neighborhood extension and job opportunities. Social benefits would also accrue from the creation of an additional I-5 crossing in an area where no crossing currently exists for almost three miles near the geographic center of the planning area and the corresponding additional alternative transportation connection to the Bear Creek Greenway. Social benefits from direct urban connections to Crissy Park are also an important and valuable social consequence.

c. Environmental- The comparative environmental consequences are expected to be neutral. The area itself is generally free of any known significant environmental constraints, with the exception of localized riparian corridors. But Medford has already demonstrated a commitment to protecting these and maximizing their utility as urban amenities in the Southeast Plan. MD-5 should also have air quality benefits as it will intensify urban development in an area with excellent regional access and located near the geographic center of the planning area which can be expected to support efficient transportation system utilization. However, MD-5 is integrally related to the South Stage Road project and that project will require crossing of Bear Creek which will necessarily have some adverse environmental consequences.

d. Energy- The comparative energy consequences are expected to be positive as the energy consequences will be positively correlated with the efficient utilization of the regional transportation system and the area's central location within the planning area to support compact, energy-efficient urbanization.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- To the south the City of Phoenix is proposing Urban Reserves up to/near all of MD-5. To the west and north is existing UGB land. Bear Creek Corporation had orchards in this area but these are now relocated because of rising conflicts with the increased urbanization in nearby southeast Medford and resulting additional traffic along Fern Valley Road. As a result, there are no significant intensive agricultural uses in the area that would conflict with the eventual urbanization as Urban Reserves.

   MD-5 comprises Class III and IV agricultural soils and much of it is or could be irrigated. The area is predominantly designated agricultural. However, there are no alternatives that will use less or have less effect upon resource lands because west of North Phoenix Road the proposed mix of uses are unique regional opportunities that cannot be reasonably located elsewhere[6] and the lands east of North Phoenix Road will extend one of the areas that is planned for the most dense and efficient urbanization in the region and this area is also needed to urbanize some exception lands and a rural subdivision off Coal Mine Road that essentially functions as an exception area in the center of MD-5.

MD-6:

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

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

[6] In the case of "Active Adult Retirement Community" uses, the proximity to existing facilities (i.e., the Rogue Valley Manor) would be efficient from a location perspective.

- Prior to incorporation into the Urban Growth Boundary, a property line adjustment or land division shall be completed for Tax Lots 381W05-2600 and 381W06-100 so that the tax lot lines coincide with the proposed Urban Growth Boundary.

Figure MD.9 *Area MD-6 by Existing and Potential Land-Use Type*

MD-6 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 143	Reasonably Developable: 131	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		23%		57%		21%
Proposed Uses						100%

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

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

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

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

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

   a. Economic- The comparative economic consequence of including these lands is positive because urban development economic benefits are expected to far outweigh the benefits from potential agricultural production especially where the land owners have stated their intentions to remove this area as part of the long-term agricultural production plans. If inclusion of this land supports the continued long-term success and expansion of Bear Creek Corporation, then the economic consequences could be extremely beneficial where agricultural production here could be replaced with high value agricultural production elsewhere in the region and Bear Creek Corporation would create additional employment and basic sector industry through expansion.

   b. Social- The comparative social consequences correlates with positive economic consequences as it facilitates job opportunities and will extend existing business areas and neighborhoods in a logical fashion.

c. Environmental- The comparative environmental consequences are expected to be slightly positive as there are no major identified environmental impacts from urbanization in this area and some air quality benefits may be derived from intensified urban uses in an area where there are already intensive urban uses that can support alternative transportation and reduced VMT.

d. Energy- The comparative energy consequences are expected to be slightly positive and correlated with the transportation efficiency benefits from concentrated employment and residential growth in a central location that is already well served by regional transportation facilities.

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

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

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

MD-7n:

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

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

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

Figure MD.10 *Area MD-7n by Existing and Potential Land-Use Type*

MD-7n Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 37	**Reasonably Developable: 36**	**Residential**	**Aggregate**	**Resource**	**Open Space / Parks**	**Employment Land**
Existing Plan				**100%**		
Proposed Uses						**100%**

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

1. *Efficient Accommodation of Identified Land Needs*- This area is deemed suitable because it is necessary to meet identified employment land needs. The City of Medford sees this area as a future business park. When developed, this area will provide employment opportunities close to residential areas to reduce commuter travel. This area is located on Garfield Street just west of Highway 99, a short distance to the newly reconstructed South Medford Interchange. This is an ideal location for a business park development pattern because of its access to regional employment markets. This area meets all the site requirements for business park development that are detailed in the City's adopted and acknowledged Economic Opportunities Analysis. The best evidence of the ability of this area to meet identified site requirements is the existing strong employment base with Bear Creek Corporation, the KOGAP Enterprises development, and South Gateway (Wal-Mart/Fred Meyer) shopping area. Additional employment uses, along with higher-density housing to the north and west, will provide a better integration of uses, and make efficient use of existing infrastructure, including transportation routes, water, sewer, schools, and parks. Medford will encourage transit-oriented urban design features for this area.

2. *Orderly and Economic Provision of Public Facilities and Services* – This area is adjacent to the existing UGB, is gently sloping, and readily serviceable with urban facilities. Employment growth in this area has a number of transportation benefits. South Stage Road, which defines the area's southern boundary, is a Minor Arterial, Garfield Avenue, to the north, is a Major Arterial, and Holly Street, which will connect the area with South Stage Road is a Minor Collector. These routes provide intercity connections, and ease traffic loads on Highway 99 and I-5. Both the City's Transportation System Plan and the Regional Transportation Plan propose to enhance these local collectors and arterials. Thus, there is an urban benefit from improved regional connectivity between the existing east-west arterials of South Stage Road and Garfield Avenue/Highland Avenue. Currently, there is no north-south connection west of Highway 99 before Kings Highway. Additional circulation choices will temper traffic congestion to and from Jacksonville, southwest Jackson County and the City of Medford.

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

a. Economic- The comparative economic consequence of including these lands is positive as the area will support employment opportunities in a location that is well situated to accommodate employment growth and can be found to meet the site requirements of many different employment uses and types. The benefits of urbanization of a site that is so well situated for employment land development can reasonably be expected to far outweigh the long-term economic value of agricultural production in this area.

b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes employment in an area that is easily accessible and continues to support employment growth in west Medford which will continue to support a balance of employment growth opportunities throughout the City.

c. Environmental- The comparative environmental consequences are expected to be positive as this location is free of significant environmental constraints and is well situated to efficiently accommodate urban employment opportunities in a manner that is efficient from a transportation perspective and is thus expected to have correlated air quality benefits.

d. Energy- The comparative energy consequences are expected to be positive as it will provide employment opportunities in an area with excellent access to the regional labor markets and is thus an energy-efficient location for urban employment.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- MD-7n will consume agricultural land and will do so adjacent to an area that is actively farmed now, but for which Bear Creek Corporation and KOGAP have expressed long-term intentions to remove such areas from production due to lime-induced chlorosis. Employment uses tend to create less acute conflicts with agricultural operations than do residential uses. With appropriate buffering it is expected that employment uses can be accommodated with land use conflicts that will not cause a change in use or significantly increase the cost of accepted agricultural practices further to the south.

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

MD-7 mid:

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

Figure MD.11 *Area MD-7mid by Existing and Potential Land-Use Type*

MD-7mid Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 143	Reasonably Developable: 140	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		49%			22%	29%

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

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

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

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

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

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

   a. Economic- The comparative economic consequence of including these lands is positive based upon the long-term economic value of urbanization which outweighs the long-term economic benefits of retaining the land for potential agricultural production.
   b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes compact urbanization and logical extension of existing established neighborhoods in southwest Medford.

c. Environmental- The comparative environmental consequences are expected to be positive as the area appears free of any identified environmental constraints and should support compact urbanization in an manner that has some air quality benefits.

d. Energy- The comparative energy consequences are expected to be positive and derived from benefits associated with compact urbanization in a central location.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Compatibility of this area is the inverse of reasoning provided in MD-H.a which contemplates that future agricultural buffering will be more effective and will allow the MD-H.a area to remain a viable agricultural area even when located adjacent to future urbanization of MD-7mid.

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

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

MD-7s:

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

Figure MD.12 *Area MD-7s by Existing and Potential Land-Use Type*

MD-7s Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 29	Reasonably Developable: 29	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		31%			13%	56%

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

1. *Efficient Accommodation of Identified Land Needs*- This is bordered by the existing UGB on two sides. The land is flat to gently sloped and capable of accommodating efficient urban development.
2. *Orderly and Economic Provision of Public Facilities and Services* – This area is flat and readily serviceable.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. Economic- The comparative economic consequence of including these lands is positive as urban uses are expected to create a greater long-term economic return than retaining the land even in high-value agricultural production.
    b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes opportunities for urban uses as a logical extension of existing neighborhoods.
    c. Environmental- The comparative environmental consequences are expected to be neutral as there are no significant identified benefits or adverse impacts associated with Urban Reserves, and ultimate urbanization, in this area.
    d. Energy- The comparative energy consequences are expected to be neutral as there are no identified significant costs or benefits associated with this area's suitability for Urban Reserves and ultimate urbanization.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The compatibility with nearby agricultural activities is effected by the inclusion of MD-7mid. If MD-7mid is planned for urbanization then this area will have minimal adverse impacts on nearby farmland as it would be surrounded by urban lands on three sides and exception lands to the south across South Stage Road. Even if MD-7mid were not planned for urbanization, MD-7s would be separated by King's Highway and with appropriate buffering impacts upon lands to the south would not be expected to be so severe as to be inappropriate for urbanization.

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

MD-8:

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

Figure MD.13 *Area MD-8 by Existing and Potential Land-Use Type*

MD-8 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 56	Reasonably Developable: 53	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		56%		44%		
Proposed Uses		49%			29%	22%

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

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

2. *Orderly and Economic Provision of Public Facilities and Services* – All facilities are currently, or can be made, available through typical urbanization extension of facilities. A neighborhood service center in this area would be the only one in a very large residential area that is largely devoid of neighborhood service uses and this should have transportation benefits as some service commercial trips can be accomplished within the neighborhood and many of them could be alternative mode trips where they now almost universally require auto trips.

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

    a. Economic- The comparative economic consequence of including these lands is positive as it will provide for efficient in-fill urbanization.

    b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes efficient in-fill development and provides opportunities for a neighborhood service center in an large residential area that is far from any significant urban service centers.

    c. Environmental- The comparative environmental consequences are expected to be positive as there are no identified environmental constraints. Moreover, a small service commercial node may reduce reliance on the automobile and have small but incremental air quality benefits.

    d. Energy- The comparative energy consequences are expected to be positive as energy benefits will be positively correlated with a neighborhood service center that can reduce reliance on the automobile.

    4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- South Stage Road will function as the buffer for agricultural lands to the west and some design elements may be incorporated through Medford's site plan and architectural review (and or residential buffering standards) to protect agricultural lands south of South Stage Road. Overall the area is predominantly an exception area and will consume only one small resource parcel that is already heavily impacted by urbanization on two sides and exception lands to the east. Inclusion of the exception lands will render the resource

land impacted to an even greater extent and for this reason is appropriately considered suitable for Urban Reserve.

MD-9:

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

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

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

The approximately 22 acre area located off of Rossanley Drive has been identified as a suitable growth area because its former agricultural uses have been discontinued as a result of urbanization pressures and lack of available irrigation. Approximately 19 of the 22 acres is agricultural land while the remaining acreage is exception land that contains a single-family residence.

Figure MD.14 *Area MD-9 by Existing and Potential Land-Use Type*

MD-9 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 133	Reasonably Developable: 124	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		16%		84%		
Proposed Uses		73%			18%	9%

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

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

and are expected to support opportunities for additional development options for lands already within the UGB.

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

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

2. *Orderly and Economic Provision of Public Facilities and Services* – These areas are adjacent to the existing UGB on three sides and relatively small and therefore are expected to be serviceable with a full complement of urban facilities and services.

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

   a. Economic- The comparative economic consequence of including these lands is expected to be neutral as there are no significant benefits or impacts associated with their inclusion.

   b. Social- The comparative social consequences are expected to be slightly positive as a more logical boundary and improved opportunities for completion of a grid street network is expected to enhance the social fabric of the west Medford neighborhood.

   c. Environmental- The comparative environmental consequences are expected to be positive because as the area has no identified environmental constraints and air quality benefits may accrue from growth in an area with relatively uncongested transportation facilities.

   d. Energy- The comparative energy consequences are expected to be positive. Urbanization of this area is well located in relation to the downtown core and has access from streets with more capacity than is available elsewhere leading to efficient use of energy consumed through transportation.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- MD-9 is the exception to the more general findings under the Coarse Filter for MD-A, and the specific findings for MD-A.a and MD-A.b at the fine filter level, because it will not exceed the City's westernmost extents and will not extend the City further into the farmlands to the west. The larger MD-9 area has exception lands to the west and these will continue to function as the established rural buffer they have historically served for farm uses further to the west. The smaller MD-9 area north of West Main has some compatibility issues. Orchards are located immediately to the west. This orchard already has urban development right up to its boundaries in other locations. The buffering standards contemplated in the Regional Plan are expected to assure that conflicts in this location from urbanization will be less than that

orchard already experiences from urbanization not developed consistent with the buffering standards in the Regional Plan.

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

MD-P:

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

Figure MD.15 *Area MD-P by Existing and Potential Land-Use Type*

MD-P Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 1877	Reasonably Developable: 0	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				22%	78%	
Proposed Uses					100%	

The vast majority of MD-P's acreage (78%) is currently designated Forestry/Open Space Land, with the remainder Agricultural Land. The larger of the two pieces of MD-P is Prescott Park, while the smaller is Chrissy Park. Prescott Park is located adjacent to the Medford Urban Growth Boundary; it includes the well-known Roxy Ann Peak. The peak, with an elevation of 3,571 ft, is a readily identifiable geographic feature that stands over 2,000 feet above the valley floor. Prescott Park totals 1,700 acres and consists of 200 acres donated to the City by the Lions Club in 1930 and 1,500 acres purchased by the City via the Federal Lands for Parks Act in 1931. The park was first established in 1933 and early development was completed primarily by the Civilian Conservation Corps (CCC) between 1933 and 1942 while stationed at ~~C~~amp Prescott" at the base of the park. Work included the initial roadbed, culverts for drainage, picnic shelters, trails, barbecues, bench overlooks and cisterns. The North Overlook structure is an example of their work. At Roxy Ann Peak there are also four structures which house radio towers owned by the City and various agencies including emergency services.

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

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

1. *Efficient Accommodation of Identified Land Needs*- MD-P is part of a unique land need that is capable of providing somewhat more intensive recreational uses than would typically be allowed outside a UGB, but placing them in an oak savannah and volcanic butte remnant setting that provides access to significant open space for Medford Residents. MD-P is adjacent to the UGB and is well situated to accommodate the unique type of land needs for which these areas will be devoted. Due to significant slope throughout and in some cases severe geologic hazards, these areas are not suitable for significant intensive urban development such as for residential or commercial uses. Because of how the land was acquired, it cannot be used for other than park purposes.

2. *Orderly and Economic Provision of Public Facilities and Services* – MD-P is the provision of an important public facility and service. The State's land use system functions to concentrate urban uses in small areas in comparison to states with no such systems. This concentration is intended reduce the amount of resource land that is converted to urban uses and other nonresource uses. However, this concentration of urban uses does not reduce urban residents' needs for open space and recreation. MD-P presents a unique opportunity to meet these needs without consuming any resource lands with significant resource value. Most of it is already developed as a public facility and it abuts the urban growth boundary, so further development will unquestionably be orderly and economical.

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

    a. Economic- The comparative economic consequence of including these lands is positive as effective management and delivery of the amenity potential of MD-P will contribute in a significant way to the region's relative amenities. Areas with high relative amenities demonstrably positive economic benefits; amenity variables are now standard in many types of economic models, such as hedonic price models, that describe economic benefits from diverse economic phenomena.

    b. Social- The comparative social consequences are expected to be positively correlated with positive economic consequences and these areas already viewed and used as important social amenities, especially in east Medford. Designation as Urban Reserve will assure the managing agency (the City of Medford) has land use control over the future of these essential assets and can plan them to assure they reach their maximum potential as a social asset to the community.

    c. Environmental- The comparative environmental consequences are expected to be positive because the owners of the land will also be the administrators of land use policy for the area. This will assure that all the unique environmental assets will be managed by a single entity (the City of Medford) for the benefit of the citizens of Medford.

    d. Energy- The comparative energy consequences are expected to be positive as effective use of the MD-P as contemplated will support enhancement of a major regional recreation amenity that is very proximate to existing population centers which has the potential to reduce energy consumption that would otherwise be consumed to utilize other such similar amenities in Ashland or Jacksonville.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Because of the

nature of the MD-P use, no significant resource land use conflicts are expected to occur on nearby lands and the uses that exist on nearby lands are not generally high value or intensive uses. MD-P itself consists of land that are Class IV or worse soils and are outside the principal forestland environments of Jackson County and so will not result in the consumption of any meaningfully important resource land.

5. PRIORITIZATION OF SUITABLE LANDS

Once suitable lands were identified through the above Goal 14 analysis, these remaining lands were sorted according to the priorities found in the Division 21 Urban Reserve Rule. The priorities are set by OAR 660-0021-0030, as described under Chapter 4, Urban Reserves Overview. An excerpt of the priority scheme is as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Medford. The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<**Suitable & Developable**> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the ‗running total' of land deficiency within each priority level.

Atlas Map 48 (Suitable Lots by Priority – Medford) identifies the location of suitable lots by priority. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the ‗running total' of land deficiency within each priority level.

5.1. Priority (a) – Exception and Nonresource Lands

The County's Comprehensive Plan map was used to identify exception and non-resource lands, which include all those lands designated for Commercial, Industrial, Limited Use, Aggregate Removal, Rural Residential, and Urban Residential. Exception or non-resource lands adjacent (abutting) or near (wholly or partly within one-quarter mile of) the existing growth boundary are designated as ~~(a)~~$_1$" sites[7]. Exception and Non-Resource lands found to be suitable but not part of a contiguous block with other exception or non-resource lands that abut or are nearby the existing urban growth boundary are designated as ~~(a)~~$_2$" sites.

Figure MD.16

Priority (a)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Calculated Need	Remaining Deficiency
(a)1	204	612	69	12	532	4,125	(3,594)

Figure MD.17

Priority (a)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(a)2	11	34	10	1	24	3,594	(3,570)

There are insufficient Priority (a) Lands within the Suitable Lands Inventory to accommodate all of the identified land need for the planning period. A deficiency of between 3,570 acres of developable land will still exist after all Priority (a) lands are designated as urban reserve.

5.2. Priority (b) – Marginal Lands Results

[7] The designations derive from the final element in the OAR reference ~~6~~60-021-0030(3)(a)–(3)(c). The subscript characters are finer divisions used for purposes of this analysis.

Jackson County is not a marginal lands county pursuant to former ORS 197.247 (1991 edition), nor were marginal lands ever designated by Jackson County pursuant to that statute. Because there is an inadequate supply of Priority (a) and there are no Priority (b) lands available, the analysis must proceed to evaluate Priority (c) Resource lands.

5.3. Priority (c) – Resource Lands Results

The County's Comprehensive Plan map was used to identify Priority (c) Resource Lands, which include designated Agricultural Land and Forestry/Open Space Land. These Resource Lands are ranked by hierarchy within the Priority (c) category based on soil capability classification. Because no forest uses exist within the study area, the NRCS Agricultural Capability Classification System was utilized to identify the level of priority. Under paragraph (c), Lands containing the lowest capability soils are classified as the highest priority resource lands for inclusion—Priority $(c)_1$. Lands containing the highest capability soils are classified as the lowest priority resource lands for inclusion—Priority $(c)_3$. Only when land supply of the higher priority is inadequate may the lower priority lands be included in urban reserves consistent with OAR 660-021-0030(3)(c).

Figure MD.18

Priority (c)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	3	50	0	1	49	3,570	(3,521)

Because there is an inadequate supply of suitable Priority $(c)_1$ Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority $(c)_2$ Resource Lands for examination of potential supply.

Figure MD.19

Priority (c)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	160	3,596	22	169	3,406	3,521	(115)

Because there is an inadequate supply of suitable Priority $(c)_2$ Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority $(c)_3$ Resource Lands for examination of potential supply.

Figure MD.20

Priority (c)3 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	22	158	2	2	154	115	39

After inclusion of the Priority $(c)_3$ lands, there still exists a supply surplus of 39 acres as compared to the estimated land needed to accommodate growth over the 50 year planning horizon of this Plan.

Figure MD.21

MEDFORD SUITABLE LANDS BY PRIORITY			
Priority	**Gross Acres**	**Reasonably Developable**	**Percent of Total**
(a)1	612	532	14%
(a)2	34	24	1%
(c)1	50	49	1%
(c)2	3,596	3,406	81%
(c)3	158	153	4%
Subtotal	4,451	4,164	100%
Park	1,877	1,877	30%
Total	6,328	6,041	100%

6. MEDFORD URBAN RESERVE CONCLUSIONS

The table at Figure MD.22 reiterates the projected needs by land-use type for the City of Medford over the designated planning period.

Figure MD.22

MEDFORD URBAN RESERVE LAND DEMAND SUMMARY								
	Residential		Employment		Urban Parks		Total	Total Demand minus Open Space
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	Demand (acres)	(acres)
Allocated Regional Share	78,718	4,723	22,461	2,410			7,133	7,133
Planned Inside UGB	42,255	2,592	9,378	1,054			3,646	3,646
Urban Reserve Land Demand	**36,463**	**2,131**	**13,083**	**1,356**	**638**	**1,877**	**6,002**	**4,125**

The table at Figure MD.23 summarizes the supply of land within each urban reserve designated for the City of Medford.

Figure MD.23

SUMMARY OF SUITABLE LANDS						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
MD-1	118	124	568	49	28	491
MD-2	23	14	358	37	5	316
MD-3	56	44	961	34	12	915
MD-4	5	11	276	4	1	271
MD-5	107	66	1,748	49	43	1,656
MD-6	33	35	143	5	8	131
MD-7mid	10	7	143	2	2	140
MD-7n	3	0	37	1	0	36
MD-7s	2	0	29	0	0	29
MD-8	8	8	56	1	2	53
MD-9	36	29	133	1	7	124
Totals	401	338	4,452	183	107	4,162

The overall Medford results yield a surplus in suitable urban reserve land supply of 39 acres. The base populations and needs determinations are based on several factors and layers of assumptions including: a county-adopted 2005 Population Element; City of Medford buildable lands analysis, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based on best available information and are extrapolated using sound methodologies.

Chapter 4.PH

Proposed URAs Phoenix

1. CITY DESCRIPTION

Phoenix is one of the oldest communities in Bear Creek Valley, though it is one of the smallest. It has grown at a slower pace than other cities in the region.

The Regional Plan allocates population growth over the planning horizon to Phoenix in rough proportion to the regional share of the population it presently comprises. This translates into approximately 500 acres of total gross residential land demand. Of this, the City estimates 84 acres can be accommodated within the existing UGB. Therefore the Urban Reserve residential supply should provide 416 acres of gross residential land.

Employment land demand for Phoenix over the planning horizon is projected to be 513 acres. Of 506 acres, Phoenix estimates that 137 acres can be accommodated within the existing UGB. Urban Reserve buildable employment land supplies could be up to 376 acres to satisfy the allocated employment.

Based upon the regional growth planning discussed in Chapter 2, the regional growth demand is to be supplied in Urban Reserves in the City of Phoenix is as follows:

Figure PH.1

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		**Employment**		**Urban Parks**		**Total**
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	**Demand** (acres)
Allocated Regional Share	7,587	424	4,583	513			937
Planned Inside UGB	1,268	84	1,629	137			221
Urban Reserve Land Demand	**6,320**	**341**	**2,954**	**376**	**49**	**-**	**766**
Net New Urban Demand (Demand less Urbanized PH-3)							**516**

The City of Phoenix has also identified needs for park land of approximately 49 acres. The park acreage demand is reasonably proportional with employment growth and population projections for the City of Phoenix. This is especially true when accounting for the transfer of employment and population in the Phoenix-Medford Urban Containment boundary which is essentially built-out and contains minimal urban amenities such as park land for a fairly sizable built-out employment and population area.

Many challenges to Urban Reserve planning face the City of Phoenix, including:

- Much of the land west of the City is devoted to high value agricultural activities such as pear farming.

- The City has significant current transportation constraints at the I-5 Interchange and at Fern Valley Road and Highway 99. These constraints are being alleviated to significant extend with the planned Fern Valley Interchange reconstruction project. The City of Phoenix is in the process of formulating and adopting (jointly with ODOT) an Interchange Area Management Plan (IAMP) for the interchange. However, even with the new interchange configuration, this interchange will still be the only east-west connection for regional through traffic for a six-mile segment from the South Medford Interchange to Suncrest Road in the City of Talent.
- Some City's existing residential inventory in the southeast portion of the UGB has some relatively severe topographic constraints. These topographic constraints have also resulted in related access constraints.

The above challenges have been considered and evaluated throughout the Urban Reserve Planning process for the City of Phoenix and the implications of these challenges are related to the Urban Reserves proposed for the City of Phoenix.

2. CITY GROWTH GUIDELINES AND POLICIES

Two city and county growth policies have influenced the selection of urban reserve lands for the City of Phoenix.

First, Goal 4 of the City of Phoenix Comprehensive Plan Economic Element recognizes the opportunities for the traveling public and region to obtain goods and services near the Phoenix I-5 interchange. Through Regional Plan development, Phoenix has extended this policy to its long-range growth plans to accommodate a greater future share of regional employment growth. Recently, the City made a series of formal resolutions to pursue economic growth so it can improve the quality of services available and provide more employment options. To increase its share of the region's industrial and commercial activity, the City seeks to capitalize on its central location for employment growth and economic development. As discussed in the Chapter 3 (Regional Planning), the Regional Plan has recognized this potential and has allocated significant employment growth to the City of Phoenix beyond its current regional share.

Second, Policy 13 of the Jackson County Comprehensive Plan Urban Lands Element guides major urban growth boundary amendment policy choices regarding the South Pacific Highway 99 Urban Containment Boundary. Policy 13 encourages future inclusion of this exception area into the City of Medford and/or the City of Phoenix Urban Growth Boundary. The City of Medford already included a significant portion of this area in its most recent UGB amendment in 1993 consistent with this policy direction. During the RPS process, Phoenix expressed a desire to include remaining portions of the South Pacific Highway 99 Urban Containment Boundary area within its urban reserves and, ultimately, its urban growth boundary. Establishment of an Urban Reserve that does not include the remaining area would have the effect of lowering the priority for UGB inclusion of this area under the priority lands statute. Consistent with the County's longstanding policy for this area and the effect an urban reserve designation would have on this policy, the land in this area is included in the Regional Plan as part of the City of Phoenix Urban Reserves. However, because the area is essentially fully developed at urban densities, it meets the City's population allocation associated with a transfer of population in this area, but this population increase is not associated with any significant growth or development.

3. STUDY AREA SELECTION / COARSE FILTER

The study areas for initial (coarse) filtering are identified on Map 63 of the Atlas. They are PH-A, PH-B and PH-C. Phoenix, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves.

Inclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. The study areas for initial (coarse) filtering are identified on Map 63 of the Atlas. They are PH-A, PH-B and PH-C. The City of Phoenix, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. The study areas are sized to consider all nearby and adjacent lands and areas where urban reserves may be appropriately extended beyond one-quarter mile if needed to accommodate identified urban land needs over the planning horizon. The estimated urban land need for the planning horizon is related to the initial study area in the table at Figure PH.2 below. The study area is reasonably sized to yield an inventory of suitable lands responsive to the future urban needs of Phoenix. Of the 3,720 gross acres within the coarse study areas, 1.872 acres are passed through for further study.

Figure PH.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	**Estimated Need *(acres)***	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Residential Need**
Phoenix	766	777	3,720	486%

Area PH-A

Area PH-A is generally described as those lands lying north, northeast, and east of the City, traversed north-south by Fern Valley Road. The northern half of PH-A is situated north of the city, east of Interstate 5 and north of Fern Valley Road with Payne Road delineating the approximate eastern-most extent.

The southeast corner of this study area includes lands along Payne Road that are part of a larger agricultural area that extends generally from Fern Valley Road east of Phoenix to North Valley View Road northwest of Ashland. This area has experienced considerable reinvestment in high-value pear orchards over the last ten years. There is very little residential development in and around this area, which is one of the factors that has made it appealing for companies to invest in agriculture within this area. The Fern Valley to Suncrest Corridor experiences fairly low volume traffic, further minimizing conflicts between urban or rural residents and commercial agriculture. The City has elected not to extend further east into PH-A because of the potential significant impacts additional traffic would likely pose on agriculture in the area, especially to the Royal Crest orchard reinvestment area and other impacts from increased urbanization pressure.

This northern part of PH-A contains approximately 1220 acres. Of which Arrowhead Ranch — a working cattle ranch and equestrian center — comprises ~362 acres. The southern extent of PH-A is situated south of Fern Valley Road and east of the City‘s existing Urban Growth Boundary, with Payne Road being the approximate east border of said study area. The southern half of PH-A is approximately 575 acres.

Coarse Suitability of PH-A North of Fern Valley Road: Much of this area is potentially suitable for future urbanization by either the City of Medford or the City of Phoenix. The coordinated resolution to this regional issue was to place the lands within a ¼ mile of the Phoenix UGB on the west side of North Phoenix Road into Phoenix's pool of suitable lands; lands east of North Phoenix Road and just north of Campbell Road were also included in the pool of potentially suitable lands. All lands within a ¼ mile of the existing UGB as well as lands along North Phoenix Road were selected for detailed study as potentially suitable lands for Urban Reserves based upon the following Goal 14 boundary location factors and resource land and use impacts:

1. *Efficient Accommodation of Identified Land Needs*- Following the reconstruction of the Fern Valley Interchange, most all of this study area could be urbanized with relative efficiency. The western half of PH-A north of Fern Valley Road is relatively flat. This area is well served by, and visible from, major regional transportation facilities, specifically Interstate-5 and the North Phoenix Road. North Phoenix Road is is expected to take on a greater regional transportation facility role over the life of the Regional Plan. The City of Phoenix urban land need is weighted toward employment lands, consistent with regional allocations to the City of Phoenix. Lands in the eastern half of PH-A north of Fern Valley Road are too steep to suit the needs of most regional employers. To assure an adequate pool of potentially suitable lands to meet the identified regional employment land needs with an efficient arrangement along regional transportation corridors, all lands within a ½ of North Phoenix Road to just north of Campbell Road were selected for detailed study as potentially suitable Urban Reserve Lands.
2. *Orderly and Economic Provision of Public Facilities and Services*- Preliminary evaluation indicates public facilities and services can be planned and eventually provided to the PH-A area; transportation planning for the area contemplates the need for an east-west connection from South Stage Road to North Phoenix Road across Interstate 5. This connection is expected to support adequate transportation facilities to serve this area.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:

    a. Economic- The comparative economic consequences of selecting all lands within a quarter mile plus lands within a ½ mile on North Phoenix Road to just North of Campbell Road for Phoenix Urban Reserves is be expected to be positive as this land is well situated to serve regional economic development needs and to support future regional employment. Such economic development would also have beneficial impacts on general fund revenues that would accrue to the City of Phoenix.

    b. Social- The comparative social consequences of selecting all lands within a ¼ mile plus lands within ½ mile on North Phoenix Road to just north of Campbell Road for Phoenix Urban Reserves, are expected to be positive by reason of expanded employment opportunities. Positive consequences will also result from employment land generating needed general fund revenues.

    c. Environmental- The comparative environmental consequences of Urban Reserves in this area are not expected to be appreciably different than other potential areas.

    d. Energy- The comparative energy consequences are significant when compared to other areas. The increasing share of regional employment that has been allocated to Phoenix translates to energy costs in the form of transportation energy expenditures by the regional labor force. The area within ¼ mile of the UGB plus lands within a ½ mile on North Phoenix Road to just North of Campbell Road for Phoenix Urban

Reserves are well situated to serve the regional labor market and can be expected to have comparative energy benefits over other potential urban reserve areas.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The portion of PH-A lying north of Fern Valley Road and west of the irrigation canal has some farm uses. Most of the soils are Class IV with some classes I, II, IV and VI. The predominant agricultural use is a cattle and equestrian ranch — Arrowhead Ranch. The other acreage consists of hay production and other low-intensity agriculture. There are two very small pear orchards that were removed in the last five years and are now are devoted to hay and field crop production. The area above the irrigation canal is oak savannah and pasture land. Soils in this area are Class II and Class IV. Urban growth in this area is not expected to adversely effect the long-term viability of other resource lands in the area, provided the Region's agricultural buffering standards are implemented in conjunction with future urban development.

Coarse Filter Outcome for PH-A: The areas from within Coarse Study Area PH-A, that are being passed through to the fine filter analysis are identified on Atlas Map 63b as PH-5, PH-10, PH-A.a, and PH-A.b.

Area PH-B

Coarse study area PH-B includes those lands generally situated south and southeast of the City of Phoenix. In total, PH-B includes approximately 650 acres. The area is bounded on the west by Colver Road and on the east by Payne Road. The area extends approximately ¾ mile to the south — roughly half the distance between the cities of Phoenix and Talent.

The eastern-most 280 acres includes gentle to steeply sloped terrain populated by oak trees and traversed by a narrow strip of irrigated pasture situated along Kenutchen Creek and between Interstate 5 and Payne Road. This is the only area between Ashland and Medford in which Bear Creek runs along the east side of the freeway.

The western-most portions of PH-B are dominated by flat, irrigated farmlands which are actively and intensively under commercial agricultural production. This area was designated as a community buffer area by the pCIC through the RPS plan development. Highway 99 extends through this area, creating an island of land between the state highway and Interstate 5. Parallel to Highway 99 and further west is the railroad right-of-way which exists as the primary physical feature traversing the relatively large blocks of farm-land between Highway 99 and Colver Road to the west. The only road access into this area is Hartley Road a privately maintained Local Access Road.

Approximately 36 acres of land within PH-B, along Highway 99 and immediately adjacent to the city are designated Rural Residential on the Jackson County Comprehensive Plan (JCCP). Uses within this area are relatively diverse, ranging from single family homes, to farm-stands and churches.

Coarse Filter Outcome for PH-B: Because of potential farmland impacts west of I-5 and the remoteness of lands in PH-B east of I-5, only those lands partially or wholly within ¼ mile of the Phoenix UGB were passed through to the fine filter analysis below, including those lands identified on Atlas Map 64 as PH-B.a, PH-B.b, and PH-B.c. All other lands are excluded from further consideration based upon the Goal 14 Factors and Resource Land Use impacts analyzed above.

Area PH-C

PH-C, an area of more than 1,000 acres, encompasses all land northwest, west, and southwest of Phoenix. From a coarse filter urban reserve standpoint, this is a fairly complex area; the area is complex because it contains a patchwork of Rural Residential designated exception areas intermingled with some of the Valley's best agricultural land. Rural Residential exception areas are primarily concentrated within a narrow ribbon of valley bottomland between the southwest corner of the City and the west hills that form the foothills of the 7000-foot peaks of the Siskiyou Mountains to the southwest. The west hills contain additional exception lands. Like other exception lands in the region, these were developed prior to state or county planning/zoning regulations. This narrow ribbon of land creates a rural land connection between two of the largest and most intensively cultivated high value crop areas in the Rogue Valley located west and northwest of Talent and west and northwest of Phoenix.

For this reason, a fundamental urban reserve suitability decision with respect to establishment of Urban Reserves for the City of Phoenix is whether lands greater than ¼ mile from the Phoenix UGB in PH-C should be passed through for detailed study. The area west of Phoenix is an instance where more specific suitability analysis of Goal 14 and Resource Land and Use impacts are appropriate and necessary to determine whether additional lands beyond ¼ mile should be evaluated in the detailed suitability analysis. These are further discussed below, as follows:

Coarse Suitability of PH-C: The suitability of Urban Reserves more than ¼ mile west of the existing Phoenix UGB is evaluated according to the following Goal 14 boundary location factors and resource land and use impacts:

1. *Efficient Accommodation of Identified Land Needs*- There is some degree of parcelization and the presence of small exception lots that can impede efficient urbanization to some degree by preventing the annexation and ultimate urban development; the region's experience has been that property owners within rural exception areas are typically satisfied with their neighborhoods (absent public facilities — sewer and water — limitations) and resist efforts of other nearby owners to further develop to higher densities or land use intensities. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when redeveloping exception areas throughout the Jackson County and the State of Oregon. The same is not true beyond PH-C in the foothills to the southwest where steep topography combined with existing parcelization and development make efficient urbanization difficult to achieve. However, the railroad also presents challenges for orderly provision of public facilities and services to the existing industrial lands inside Phoenix's existing Urban Growth Boundary; this land has no access and may not be able to obtain access via an existing railroad crossing inside the Urban Growth Boundary or within an acknowledged exception area. One possible solution would be the extension of infrastructure parallel to the railroad to utilize an existing public crossing at South Stage Road.
2. *Orderly and Economic Provision of Public Facilities and Services*- There is some degree of parcelization and the presence of small parcels that can impede the orderly provision of public facilities. For purposes of street connectivity, the lack of railroad crossings combined with existing parcelization is likely to make the orderly and economic provision of public facilities challenging anywhere west of the City of Phoenix; the larger the area to be served, the greater the degree of orderly public facility challenges are likely to occur.

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

   a. Economic- The comparative economic consequence of Urban Reserves west of the City of Phoenix is expected to be generally negative. Agricultural lands west of Phoenix have adapted to the level and location of rural residential uses and intensive cultivation has continued, albeit with some conflicts. Increased urbanization pressures are expected to place future agricultural investments at risk and this would reduce basic sector economic production in Jackson County. The notable exception to this general consequence is the positive benefit and the potential for infrastructure extension to utilize the public railroad crossing at South Stage Road to derive full economic benefit from existing industrial lands within the Phoenix Urban Growth Boundary.

   b. Social- The comparative social consequences of selecting these lands would be negative for the inverse reasons of the economic consequences. Locating urban uses closer to significant intensive agricultural uses has the potential to create adverse social consequences from land use conflicts with accepted farm and forest practices. Given the areas topography, some exception areas cannot be adequately buffered through use of the Region's agricultural buffering standards. The notable exception to this general consequence is the positive benefit and the potential for infrastructure extension to utilize the public railroad crossing at South Stage Road for the benefit of undeveloped industrial land within the existing UGB. This crossing would direct industrial traffic outside Phoenix's urban core and away from potentially conflicting uses such as schools and residential neighborhoods while still having relatively direct connections with regional transportation facilities.

   c. Environmental- The comparative environmental consequence of Urban Reserves that are more than a ¼ from the existing UGB is not be expected to be significantly greater than would result in other alternative areas.

   d. Energy- The comparative energy consequences are expected to be negative because this area is not as well connected to the regional transportation network than alternative areas. Lands along the railroad to the northwest of the City may be suitable from an energy perspective as these have somewhat more direct connection to the regional transportation network via South Stage Road.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- As discussed in the ESEE consequences, urban growth more than ¼ mile from the existing UGB in the City of Phoenix has the potential to cause land use conflicts with agricultural uses. In particular, the designation of urban reserves and eventual extension of the City of Phoenix to the southwest will create an urban divide between two of the most significant large blocks of agricultural use in Jackson County (west and northwest of Talent and west and northwest of Phoenix). Urbanization of this narrow strip of land (~3,100') will change the character of the area from rural to urban and definitively split the two large blocks of farmland and intensive farm uses west and northwest of the City of Talent from the large block of farmland west and northwest of the City of Phoenix. Conflicts between farm uses and urban land uses are most acute for the urban *residential* land uses; this narrow strip of land is generally only suitable for residential development as it is ill-located for most employment uses. Intensified urban residential land uses in this narrow strip will create even more conflicts between the urban traffic patterns and significant

fresh fruit and fruit waste hauling that occurs on the rural market roads between these two large blocks of contiguous agricultural land. Moreover, due to topography, Regional agricultural buffering standards will be less effective in mitigating land use impacts between agricultural and residential use.

Coarse Filter Outcome for PH-C: Because of potential farmland and farm use impacts, only those lands partially or wholly within ¼ mile of the Phoenix UGB and near the railroad tracks to the northwest in a location with the potential to provide access via South Stage Road to the existing vacant industrial land within the UGB are being passed through to the fine filter for further analysis below, including those lands identified on Atlas Map 64 as PH-C.a and PH-C.b. All other lands were excluded from further suitability analysis based upon the above Goal 14 analysis and the anticipated resource land use impacts.

Area Highway 99 Urban Containment Boundary [PH-3]

Coarse Suitability of PH-3: In addition to the study areas analyzed above, Jackson County has a longstanding policy to place lands within the Highway 99 Urban Containment Boundary within an UGB. Most of this land was placed in Medford's UGB in 1993 and now the coordinated urban reserve process has identified the balance of this area as appropriate for the City of Phoenix Urban Reserves. A detailed Goal 14 review is not provided or required where the land is already urbanized, there are no comparable alternatives, and the area does not meet identified land needs because it has no appreciable potential to accommodate additional development in the context of an urban reserve plan.

Coarse Filter Outcome for PH-3: Land within PH-3 is therefore passed through to the fine filter.

4. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial coarse filter study areas which were selected for further study, were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. In general, the rationale and reasoning for Urban Reserve designation in areas evaluated at the coarse filter level, is applicable to the more detailed specific areas. All Goal 14 and Resource Land Impacts and use analysis in the coarse filter analysis above, also applies to the fine filter suitability analysis unless specifically stated as it applies to the particular fine filter area analyzed. The structure of the fine filter analysis evaluates suitability under Goal 14 and the Resource Land and Use impacts first for those lands found to be unsuitable and then for those lands found to be suitable. Figure PH.3 summary table of the lands in each category for the more specific Fine Study areas:

Figure PH.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
PH-1	5	2	58	3	1	55
PH-1a	22	20	52	2	3	47
PH-3	206	26	250	*13*	250	0
PH-5	13	3	453	14	1	438
PH-10	3	3	43	4	1	39
PH-A.a	12	6	191	4	2	185
PH-A.b	5	4	184	23	1	160
PH-B.a	6	0	51	15	0	36
PH-B.b	21	17	96	7	4	85
PH-B.c	32	28	155	4	8	143
PH-C.a	52	59	212	0	15	197
PH-C.b	19	11	179	4	4	171
Totals	396	179	1,924	93	289	1,555

4.1 Study Areas - Unsuitable

Each of the areas identified in the accompanying Atlas (Map 63b) as PH-A.a, PH-A.b, PH-B.a, PH-B.b, PH-B.c, PH-C.a and PH-C.b were evaluated for suitability considering the growth policies for Phoenix and the balance of Goal 14 boundary location factors. Each of these areas was found to be unsuitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below:

Areas PH-A.a and PH-A.b

Areas PH-A.a and PH-A.b includes lands from coarse area PH-A primarily within a ¼ mile of the existing eastern border of the Phoenix UGB.

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

1. *Efficient Accommodation of Identified Land Needs*- The PH-A.b is not well situated for efficient accommodation of urban land needs due to significant amounts of steep topography, some of which exceeds 22 percent slope. PH-A.a is somewhat better situated due to less topographic relief, but it is also split by Payne Creek. Additionally, Phoenix urban land need is weighted toward employment lands, consistent with the regional allocations to the City of Phoenix. Employment lands (especially large employers) are much more sensitive to topographic constraints than residential uses. This is largely an issue with respect to construction cost for buildings but also the inefficiency (and greater cost) associated with constructing substantial fields of off-street parking on steep terrain. Issues with grading, drainage and wasted land generally make steep lands impractical for employment uses and associated development. Designating steep lands for Employment would serve to place them at a competitive disadvantage with other lands not constrained by topography. Employment land uses, particularly retail, are also highly sensitive to visibility and access from regional transportation

facilities which have high vehicle counts. Neither PH-A.a nor PH-A.b are sufficiently visible or have immediate access to high-traffic volume arterial streets to accommodate employment uses in general, nor retail uses in particular. Moreover, any attempt to accommodate employment uses within these areas would require the removal of a large hill and associated bedrock.

2. *Orderly and Economic Provision of Public Facilities and Services*- All of this study area south of Fern Valley Road has significant public facilities constraints in the form of streets and some in the form of water service. There is a large and steep hill in the southeast corner of the existing UGB that constrains access to this area. While development may eventually provide some local street network connections, higher order street connections would be challenging from engineering and fiscal standpoints. This area is further constrained by the proposed interchange redesign at Fern Valley Interchange. Any growth in this area would only have two regional transportation options. One, a connection to Suncrest Road via Payne Road which would add traffic to a completely un-urbanized high value agricultural area. This connection is not well situated as it does not directly connect with regional destinations. All other increased traffic from this area must utilize Fern Valley Road at its intersection with North Phoenix Road. This would add significant turning movement demand to an intersection which is projected to be at or over capacity in 20 years. As opposed to through movements, turning movements at at-grade intersections consume a significantly higher percentage of intersection capacity. Significant growth in the southern portion of PH-A necessitate the planning for a viable transportation solution which, in this area, would be difficult or impossible to achieve.

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

    a. Economic- The relative economic consequences of selecting this area for Phoenix Urban Reserves is expected to be severe as much of the Phoenix growth is employment land and this area would be unsuitable for most employment uses due to steep topography, poor visibility from and access to regional transportation facilities, and the lack of arterial streets with high vehicle counts which provide the needed basis for retail development. This consequence of including this land for employment purposes, is to risk regional economic development and associated employment opportunities and loose them to other areas better physically suited to accommodate the needs of employment.

    b. Social- The comparative social consequences of Urban Reserves in this area are derived from the potential lost employment opportunities as well as consequences to City residents caused by the employment land inventory sitting vacant and failing to generate needed general fund revenues.

    c. Environmental- The comparative environmental consequences of Urban Reserves in this area are not expected to be appreciably different than other potential areas.

    d. Energy- The comparative energy consequences are largely a function of the adverse consequences associated with increased travel demand in a location that is not well situated from a transportation facilities standpoint, making connections to the regional labor pool less energy efficient than other potential urban reserve areas.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-A.a and

PH-A.b are, based strictly on a soils capability comparison, comprised of lower capability farm soils than some of the other detailed study areas. However, the area contains active agriculture under a variety of ownerships. There are active orchards, vineyards, and small livestock pastures throughout the area. Most of the existing and sparse residential development is located along the existing roadways. The poorly rated agricultural soils in this area are located where significant topographic features separate existing agricultural land and farm uses from the urban uses to the west. Urban expansion into this area will impact agricultural practices by necessary removal of the natural topographic buffer created and from increased traffic on the Payne Road/Fern Valley Road farm market transportation system which carries high volumes of agricultural traffic during the pear harvest season.

This area was found to be unsuitable, on balance, in accordance with the review of the Goal 14 boundary location factors analyzed above. The substantial natural physical constraints and potential adverse impacts of urbanization on the active agricultural lands within and adjacent to these areas weighed analysis to conclude tha lands are unsuitable.

Area PH-B.a

Area PH-B.a is a 51 acre, relatively inaccessible strip that runs between the east side of Interstate 5 and the steep terrain that comprises the western portion of PH-A.b. It includes gentle terrain populated by oak and the Bear Creek floodplain which runs along the east side of the freeway in this area.

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

1. *Efficient Accommodation of Identified Land Needs*- This area is quite remote from the Phoenix urban area and has significant physical barriers to efficient urbanization, bounded by the Interstate 5 corridor and very steep topography. The area is also impacted by the floodplain and floodway of Bear Creek.
2. *Orderly and Economic Provision of Public Facilities and Services*- Extension of public facilities into most of this area is largely impractical unless the area in PH-A south of Fern Valley Road was also included as Urban Reserve (which it is not, see above).
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:

    a. Economic- The comparative economic consequences of selecting these lands are found to be negative with high costs to serve the lands relative to their potential developability, especially for regional employment uses.

    b. Social- The comparative social consequences of selecting these lands are found to be negative due to the challenges and burdens that would need to be placed upon a small community in order to make these lands financially viable for urbanization. Additionally, such expenses would be in addition to the lost opportunities for employment while the expense of urbanizing these lands was absorbed.

    c. Environmental- The comparative environmental consequences of Urban Reserves in this area is expected to be negative when compared to other areas due to the need to develop roads into the relatively narrow floodplain/floodway area between Interstate 5 and the hillside. The grading needed to accommodate employment buildings and parking would produce greater than typical environmental impacts.

d. Energy- The comparative energy consequences would be negative when compared to other areas when the very high costs of infrastructure extension are accounted for and the area's relative remoteness which will produce greater vehicle trip lengths and durations for employees and customers, the consequence of which is greater energy consumption. These consequences are significant in comparison to other areas.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Resource land impacts in the western portion of the area are expected to be minimal because little agriculture now exists in the area. Urbanization of the eastern portion of this area however does have the potential to generate urban land pressures on the recent and significant orchard investments off of Payne Road as well as other smaller agricultural activities in this area. These could be significantly adverse.

This area was found to be unsuitable due to its inaccessibility and the above Goal 14 boundary location factor analysis.

Area PH-B.b and PH-B.c

PH-B.b and PH-B.c are dominated by flat, irrigated farmlands which are actively and intensively under commercial agricultural production. This area was designated as a community buffer area by the pCIC through the RPS plan development. PH-B.b is an island of land that is created between the state Highway 99 and Interstate. Parallel to Highway 99 and further west is the railroad right-of-way which exists as the primary physical feature traversing the relatively large blocks of farm-land between Highway 99 and Colver Road to the west which comprises PH-B.c. The only road access into this area is Hartley Road a privately maintained Local Access Road.

Approximately 36 acres of land, along Highway 99 and immediately adjacent to the city are designated Rural Residential on the Jackson County Comprehensive Plan (JCCP). Uses within this area are relatively diverse, ranging from single family homes, to farm-stands and churches.

The Goal 14 location factors relate, in balance, to PH-B.b and PH-B.c as follows:

1. *Efficient Accommodation of Identified Land Needs*- There are several constraints to efficient urbanization in this area. Efficient urbanization under statewide Planning Goal 12 and its implementing rule (OAR Chapter 660 Division 12) requires a well connected street system that is also integrated with other transportation modes (see public facilities discussion regarding streets, below). The parcelization in this area is fairly significant even in the resource zoned areas and unlike most undersized-parcel resource zoned areas, this area has a number of active and intensive farm activities on very good agricultural soils. As such, the resulting urban form from the patchwork of exception areas alone would be inefficient.

2. *Orderly and Economic Provision of Public Facilities and Services*- Planning a well connected street system in this area that could actually be constructed and does not conflict with other transportation modes cannot reasonably be expected. The area is traversed by Oregon Highway 99 and the railroad, both running on a northwest/southeast axis. At-grade accesses across railroads are notoriously difficult to obtain and the area is too small to lay off the cost of one or more grade separated crossings; this leaves only the Hartley Road crossing which would need to be upgraded to higher order crossing from a local access road which may be difficult (if not impossible) to obtain. Connectivity is further complicated by the presence of Anderson

Creek and the need for any east-west connections west of Highway 99 to bridge this creek. The area east of Highway 99 exists on a narrow bench (~400 feet) at the highway and then drops down to floodplain along Bear Creek. Water, sewer and storm drainage do not appear to be as great a challenge as providing a well-connected future street system.

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

   a. Economic- The comparative economic consequences of selecting these lands are approximately neutral as there would likely be an offsetting benefit from the development that was feasible to accomplish set against the high costs and challenges of providing needed infrastructure to the area and the loss of productive farmland.

   b. Social- The comparative social consequences of selecting these lands are negative due to aesthetic and community identity impacts. A central objective of the Regional Plan is the preservation and support of community identity. Urbanization in this area will reduce the separation between the cities of Talent and Phoenix which was identified by the pCIC as an important community buffer area to retain community identity between the two cities..

   c. Environmental- The comparative environmental consequences of Urban Reserves in this area are expected to be slightly negative when compared to other areas due to the area's proximity to the confluence of Anderson Creek and Bear Creek. This will create engineering challenges for public facilities and development that will have some degree of environmental consequence.

   d. Energy- The comparative energy consequences would be expected to be negative because of the expected compromises and challenges associated with development of a well connected street system that supports all modes of transportation for an energy efficient system.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Some portions of this PH-B.b and PH-B.c contain exception lands and other portions are resource lands. Most resources lands are undersized and are not held in large contiguous blocks, but they do contain a mix of high intensity agricultural uses. Soil capability is good to excellent (Class II and I). The existing exception areas are largely located within a quarter mile of the existing UGB and function as a relatively narrow buffer and transition from urban uses to the neighboring intensive agriculture to the south.

These detail study areas, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, were found to be unsuitable for consideration for inclusion as Urban Reserve.

Area PH-C.a

This area contains approximately 212 acres and is located southwest of the existing Phoenix UGB from Houston Road to Colver Road and extending out approximately a quarter mile. The area contains a mix lands that are designated exception lands and land that are Class II agricultural land.

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

1. *Efficient Accommodation of Identified Land Needs*- There is some degree of parcelization and the presence of small exception lots that can impede efficient urbanization to some degree. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when redeveloping exception areas throughout the Jackson County and the State of Oregon.
2. *Orderly and Economic Provision of Public Facilities and Services*- There is some degree of parcelization and the presence of small parcels that can impede the orderly provision of public facilities to some degree. However, the area does not contain additional confounding variables, such as environmental constraints, that render it significantly more difficult than is commonly overcome when urbanizing small lot areas throughout Jackson County and the State of Oregon.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is negative, based upon the following:

    a. Economic- The comparative economic consequence of selecting lands south of Camp Baker Road has the potential to be severely negative. The existing UGB is only ~1,340 feet from the privately owned and operated regional reclamation facility for treatment and agronomic application of waste from the fruit processing industry[1]. The potential for land use conflicts regarding this facility is established; the original permitting was challenged at the Land Use Board of Appeals. Most of the tree fruit industry in Jackson County is either directly or indirectly reliant upon this facility. Even the temporary loss of this facility during a relocation period would be expected to have significant adverse effects on this basic sector industry in Jackson County.

    Lands between Camp Baker Road and Houston Road would not be expected to have as acute an effect on this agri-business facility. However, urban expansion this direction would move Phoenix urban land use pressures further to the west and increase urban land use pressures and urban traffic patterns on the large block of contiguous agricultural land to the west.

    b. Social- The comparative social consequences of selecting lands south of Camp Baker Road would be negative for the inverse reasons of the economic consequences. Moving urban uses closer to a significant agri-business reclamation use can reasonably be expected have adverse social consequences.

    Urban Reserves between Houston Road and Camp Baker Road would largely cause adverse social consequences from the land use change itself. This area contains a mix of agricultural and rural residential uses that have developed a long-standing and relative harmony of uses. Urban growth in this area can reasonably be expected to disrupt this harmony.

    c. Environmental- The comparative environmental consequence of Urban Reserves south of Camp Baker road is similarly high for the same reasons described above. The reclamation facility provides an environmental asset by pre-treating and reusing

[1] See Jackson County Planning File #00-40-LUC-RM which permitted the facility as well as established the State case law and ultimate legislation for treatment and application of farm use wastes in EFU zones.

agricultural waste. Adverse environmental consequences would result from this facility being at risk.

Urban Reserves between Houston Road and Camp Baker Road would not be expected to cause significantly greater comparative environmental consequences than would otherwise be expected in other potential locations.

d. Energy- The comparative energy consequences would be expected to be negative for Urban Reserves south of Camp Baker Road for similar reasons to the economic, social and environmental because the utilization of this agri-business reclamation facility is very efficient and risk to this facility has the potential for significant increased energy inputs to address fruit processing waste.

Urban Reserves between Houston Road and Camp Baker Road would not be expected to cause significantly greater comparative energy consequences than would otherwise be expected in other potential locations.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- As discussed in the ESEE consequences, urban growth south of Camp Baker Road in PH-C.a has the potential to cause land use conflicts and pose a risk to a facility that is integral to the tree fruit processing industry in Jackson County. There are other intensive agricultural uses in this area such as a pear orchard and the area is connected via county market roads to the larger block of pear and vineyard land uses to the northwest via a narrow strip of farmland between the City of Phoenix and the west hills. Urbanization of this narrow strip of land (~3,100‘) will change the character of the area from rural to urban and definitively split the two large blocks of farmland and intensive farm uses west and northwest of the City of Talent from the large block of farmland west and northwest of the City of Phoenix. Conflicts between farm uses and urban land uses are most acute for the urban *residential* land uses; this narrow strip of land is generally only suitable for residential development as it is ill-located for most any employment use. Intensified urban residential land uses in this narrow strip of rural land will create even more conflicts between the urban traffic patterns and significant fresh fruit and fruit waste hauling that occurs on these rural market roads between these two large blocks of contiguous agricultural land.

The principal basis for concluding that land in PH-C.a between Camp Baker and Houston Road are not suitable of Urban Reserves is based upon the impacts to nearby agricultural uses and the consumption of high quality farmland by urban uses over time. This area includes some of the region‘s best and most intensively developed agricultural lands.

There are a few exception areas north of Camp Baker Road, but again this is an area where the west hills (with exception areas) extend eastward to form a narrow strip of agricultural land along Camp Baker Rd with a block of exception lands about 1,500 feet east of the west hills that is about 2,300 feet wide (along Calhoun Rd) then an island of agricultural land 1200 feet wide then the City‘s UGB. Through this narrow strip of inter-mixed agricultural and rural exception lands. Fully urbanizing these lands will result in a complete urban separation of the large block of high value agricultural lands west and northwest of Talent from the large block of high value agricultural lands west and northwest of the Phoenix.

The valley at Houston Road and further north almost doubles in width in relation to the distance from the west hills and the Phoenix UGB. This area contains a large contiguous block of agricultural land that contains some of the most intensively cultivated areas in the Bear Creek Valley. Significant expansion in this area will consume high value agricultural land and has the potential to increase conflicts with nearby agricultural land.

This area, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, was found to be unsuitable for consideration for inclusion as Urban Reserve.

Area PH-C.b

The PH-C.b area is approximately 138 acres from Houston Road north to the rural industrial exception area (PH-1) to the north and out approximately a quarter mile. The area contains four rural residential exception lots along Houston Road and the balance is land designated Agricultural with Class II soils.

1. *Efficient Accommodation of Identified Land Needs*- There is one significant impediment to efficient urbanization, the railroad. There are no public railroad crossings from Houston Road (4th Street) all the way to South Stage Rd. (~9,000'). Only one private crossing exists over that distance. New at-grade crossings are effectively impossible to obtain and grade separated crossings can only be made feasible with development potential that warrants the investment. This situation is compounded by the fact that the area between the railroad and Highway 99 is already developed at urban intensity so higher order crossings will confront significant right-of-way constraints as well. The other urbanization efficiency issue in this area is the existing tract of UGB land with rail frontage and which is zoned for industrial use has no practical vehicular access and must obtain access from either Houston Road or Carpenter Hill Road. Without access, this rare south valley industrial land with rail frontage is essentially unusable. The PH-C.b land are the alternatives to connections north through PH-1a to permit efficient urbanization of the industrial land inside the existing UGB.

2. *Orderly and Economic Provision of Public Facilities and Services*- There is one significant impediment to the provision of public facilities, the railroad. There are no public railroad crossings from Houston Road (4th Street) all the way to South Stage Rd. (~9,000'). Only one private crossing exists over that distance. New at-grade crossings are effectively impossible to obtain and grade separated crossings can only be made feasible with development potential that warrants the investment. This situation is compounded by the fact that the area between the railroad and Highway 99 is already developed at urban intensity so higher order crossings will confront significant right-of-way constraints as well.

   With respect to the orderly and economic provision of public facilities, this land requires further Goal 14 analysis in relation to its effect on the provision of orderly and economic public facilities to the industrial land already inside the UGB. The existing industrial UGB land with rail frontage and zoned for industrial use has no practical vehicular access and must obtain access from either Houston Road or Carpenter Hill Road; access through portions of the City of Phoenix already developed (with residential uses) is infeasible due to lack of a rail crossing. Without vehicular access, this rare south valley industrial parcel with rail frontage is essentially unusable. The PH-C.b land and PH-2 lands exist as the only alternative for orderly and economic delivery of public

facilities to the urban industrial land within the existing UGB. Ultimately, the Phoenix City Council concluded that the PH-1a alternative was suitable and that infrastructure extension from the north was viable. From a public facility standpoint, PH-C.b is not suitable because its connection with Carpenter Hill Road would have eliminated the through movement which now exists on Carpenter Hill Road at its 90-degree corner; an other alternative access location would produce a safety hazard or require land beyond a quarter mile to also be included in order to deliver a safe connection to the city-owned industrial property.

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

    a. Economic- The comparative economic consequence of selecting these lands is negative because the same economically beneficial outcomes can be realized at a lower expected facility cost. The economic consequences of eventual urbanization of either is therefore, significantly different; as the selection of PH-C.b will result in lost opportunity costs owing to the greater time to deliver public facilities and the multiple ownerships through which a future roadway would need to pass (which the City believes would result in greater right-of-way acquisition costs). Additionally, the same economically beneficial outcomes from PH-1a can be achieved through extension of services through lands already predominantly planned for industrial use (PH-1).

    b. Social- The comparative social consequences of selecting these lands would be neutral as positive benefits associated with enhanced employment opportunities would be offset by industrial traffic impacts on existing uses.

    c. Environmental- The comparative environmental consequence of selecting these lands is neutral or positive when compared to other lands as there does not appear to be any significant adverse environmental consequences to growth in this area.

    d. Energy- The comparative energy consequences are similar and related to those described above for the economic consequences above.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The amount of impact for this area is largely due to the amount of the total identified land need that might be satisfied in this area. If growth expands beyond the exception areas to the northwest then all the lands included are high value farmland under intensive cultivation. The exception lands in this area are not enough to satisfy all the regional land need that has been allocated to the City of Phoenix and therefore satisfaction of all land need in this area would result in high impacts. Satisfaction of some land need on the existing exception areas is not expected to result in significant new impacts that are not already present. With respect to providing access to the City owned industrial lands inside the UGB, impacts through PH-C.b are likely to be appreciably greater than an alternative location in PH-1a where most of the infrastructure extension would traverse exception land.

Therefore, the area PH-C.b, due to the above negative results in the review of the balance of the Goal 14 boundary location factors and resource land use impacts, was found to be unsuitable for consideration for inclusion as Urban Reserve.

4.2 Fine Filter Study Areas – Suitable

Each of the areas identified in the accompanying Atlas and numbered as Urban Reserves were evaluated for suitability considering the growth policies for the City of Phoenix and balance of Goal 14 boundary location factors. All of the numbered areas were found to be suitable for inclusion/protection as Urban Reserve for the detailed reasons explained herein below.

PH-1:

This 58-acre area, located immediately west of the railroad right-of-way, consists of four parcels once occupied by a lumber mill. This land has very limited road access; access to Highway 99 will require substantial investment. Moreover, this land also has little or no ability to secure a rail crossing that will accommodate industrial traffic. Therefore, the principal means of access to PH-1 will be from the north. As further explanation, the railroad right-of-way extends along the entire eastern one-half mile long border of PH-1. The nearest road to the west is Voorhies Road and the nearest road to the south is Carpenter Hill Road. PH-1 properties are separated from both roads by road-less agricultural lands. The lumber mill formerly had access via a private road (West Glenwood Road) which intersects with Highway 99. West Glenwood Road and the one-lane, unimproved, un-signaled railroad crossing north of the mill property are still used for access to a handful of homes north of the mill property and west of the railroad tracks which have no other access. Discussions the City has had with railroad representatives indicates that to accommodate industrial traffic, the crossing would need to be upgraded and additional right-of-way acquired at costs of over $1 million. The industrial land cannot absorb such costs without putting this land at a significant economic disadvantage with other industrial lands in the region which are not similarly constrained.

Figure PH.4

PH-1 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 58	**Reasonably Developable: 55**	**Residential**	**Aggregate**	**Resource**	**Open Space / Parks**	**Employment Land**
Existing Plan						**100%**
Proposed Uses						**100%**

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

1. *Efficient Accommodation of Identified Land Needs*- This land serves as a mechanism in concert with PH-1a to provide a means to obtain access to these County industrial lands as well as the lands further to the south inside the existing UGB without the need for an additional rail crossing.

2. *Orderly and Economic Provision of Public Facilities and Services*- This land serves as a mechanism in concert with PH-1a to provide a means to obtain access to these County industrial lands as well as the lands further to the south inside the existing UGB without the need for an additional rail crossing. Special facility planning and infrastructure finance planning may be required.

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

    a. Economic- The comparative economic consequence of selecting these lands is slightly positive because the site is relatively small and its ability to accommodate employment has relatively little impact on the amount of regional employment

allocated to the City of Phoenix. This area in combination with industrial lands further to the south within the Phoenix UGB may be capable of accommodating some economic development over time as infrastructure plans become realized.

b. Social- The comparative social consequences are expected to be positive over time as its inclusion in an Urban Reserve may eventually lead to annexation which would serve the site with public facilities and make available job opportunities over time.

c. Environmental- The comparative environmental consequences are expected to be neutral or positive. In the even the site redevelops, it environmental issues from the properties' past life as a mill may be identified and redevelopment may support remediation of any environmental issues.

d. Energy- The comparative energy consequences are expected to be neutral or positive. The energy inputs to obtain adequate access will be substantial, but the site is well located to serve some niche regional industrial land needs and proximity to rail provides access to high efficiency freight transportation. This site can accommodate employment in near proximity to Phoenix residential areas which will result in energy savings by permitting employees living nearby to walk or otherwise commute to work using not vehicular travel modes.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-1 is deemed suitable because it is already designated industrial so it will consume no resource land and the adjacent farmlands have become accustomed to some level of industrial use occurring on the property over time.

PH-1.a:

This approximately 52-acre area is located northwest of PH-1 and along the railroad tracks. The northernmost portion of this area is adjacent to South Stage Road and would make possible the opportunity to access both the abandoned mill site at PH-1 and existing green-field industrial lands to the south that are already within the existing UGB, but lack access. The area is predominantly comprised of rural residential exception lands with one small Agricultural parcel that contains some field farming uses.

Figure PH.5

PH-1a Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 52	Reasonably Developable: 47	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		67%		33%		
Proposed Uses						100%

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

1. *Efficient Accommodation of Identified Land Needs*- Because these lands are mostly exception lands in relatively small parcels, efficient accommodation would be challenging without external infrastructure planning and financing. However, it is expected that this area represents a lower cost option to a grade separated rail crossing to serve the industrial lands of PH-1 and the existing UGB. Infrastructure planning and financing will be directed at the employment potential of these sites over time and these

investments may be of significant scale and scope that incremental services to the PH-1.a lands would represent a negligible impact, but by having these lands within the UGB would allow such infrastructure planning and investment to occur. With this infrastructure in place and driven by these industrial investments, the other urban uses in the area can be accommodated efficiently and present opportunities for low-cost workforce housing in close proximity to future industrial demand.

2. *Orderly and Economic Provision of Public Facilities and Services*- The infrastructure planning of this area will be wholly dependent on the needs and planning for the industrial lands to the south. However, these lands are determined to be suitable because their inclusion into the UGB would provide a regulatory path for planning and extending such facilities to serve industrial lands to the south.

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

    a. Economic- The comparative economic consequence of selecting these lands is positive because this area represents a land use regulatory bridge to a public at-grade rail crossing that could be utilized to serve the industrial lands further to the south. At such time as industrial development on those lands is realized, significant economic benefit would be expected to accrue and this benefit is especially rare for any rail dependent industries interested in a south valley location.

    b. Social- The comparative social consequences are expected to be balanced as it will be positive for the city and will likely be negative for existing county residents. When industrial traffic materializes on the industrial lands to the south then this location will have positive social benefits to the City as this regulatory access bridge will not result in increased industrial traffic within the City core. However, this traffic would then be located within the existing exception areas within PH-1.a; some social benefits may accrue to these lands owners over time through rising urban land values.

    c. Environmental- The comparative environmental consequences are expected to be slightly positive as including this land may support redevelopment of PH-1 and tangentially support the environmental benefits derived from that area described above.

    d. Energy- The comparative energy consequences are expected to be slightly positive if inclusion of these lands supports eventual industrial development to the south that utilizes the existing rail access because rail is a very energy efficient means of freight mobility.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-1.a is deemed suitable because it is unlike most other areas west of Phoenix. Most areas west of Phoenix are located in a small ribbon of rural residential and agricultural between the foothills and the City. However, the valley expands considerably as far north as PH-1.a. and urbanization of a small strip of land to the west in this location will not encroach significantly on this much broader area of agricultural land. Moreover, this area already contains many exception areas and no large commercial farming operations in immediate proximity, so small scale urbanization between Voorhies Road and the existing urban uses that abut the railroad tracks are not expected to significantly affect nearby agricultural and forest activities in the area.

PH-3:

This 250-acre area — the northern gateway to Phoenix — lies immediately north of Phoenix city limits and it's UGB and south of the City of Medford's corporate limits and UGB. It is directly east of and immediately across the railroad right-of-way from PH-1. Most of PH-3 is developed with residential uses (some of which is at urban densities) though much of the area also contains significant commercial and industrial uses. The area is part of the Jackson County Urban Containment Boundary. The area is fully contained between the barriers of the railroad right-of-way on the west, Bear Creek and Interstate 5 on the east, the City of Medford on the north, and Phoenix on the south. Except for a private, un-signaled, and unimproved railroad crossing at West Glenwood Drive, a private dead-end road, the only way in to or out of PH-3 is State Highway 99.

As mentioned, the area is fully developed with a mix of urban residential, commercial, and industrial uses. The residential uses are primarily higher-density mobile home and trailer parks, and one apartment complex. The commercial uses are mostly low-intensity, highway-dependent retail and service uses, ranging from auto dealerships to mini-storages to flea markets. Jackson County has zoned the area for a variety of urban-density classifications which mostly reflect current uses and housing densities. There are no agricultural uses in the area.

The transportation artery serving the area is Highway 99, consisting of four travel lanes and a center turn lane, with no shoulders, no sidewalks for the most part, and no traffic signals. Side roads are mostly private and all dead end, either at the railroad right-of-way (on the west side of Highway 99) or at Bear Creek (on the east side). PH-3 obtains water service from the Charlotte Anne Water District (there are some private wells. The Charlotte Ann Water District is a special district established many years ago which obtains water from the Medford Water Commission. The area has public sanitary sewer service from Rogue Valley Sewer Services.

Figure PH.7

PH-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 250	Reasonably Developable: 0	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		69%				31%
Proposed Uses		69%				31%

Because of the existing degree of urbanization in PH-3 detailed Goal 14 boundary analysis in support of its inclusion as an Urban Reserve is not merited. However, some important Goal 14 implications of this area are observed in the plan, such as:

- Urbanization in the area is not necessarily optimally efficient. This area was largely developed before any planning or zoning at the county level. Urban efficiency is challenged by the condition and standards of the existing pattern of urbanization.
- Urban public facilities, while present, do not meet current standards. Improvement of Highway 99 is the responsibility of the Oregon Department of Transportation. ODOT faces many challenges bringing this section of Highway up to modern standards, including the many and diverse property ownerships. Improvements to the public water system in the area will involve absorption of the Charlotte Anne Water District into the City of Phoenix. The Charlotte Anne Water District still serves some properties in the Phoenix City limits that in time will also likely be absorbed by Phoenix.

- Funding to improve the efficient urban utilization of the PH-3 area is expected to be a major challenge for the City of Phoenix even over a fifty-year planning period.

PH-5:

PH-5 consists of 427 acres and lies north of Phoenix city limits and its UGB, and immediately east of the Interstate 5 freeway. Medford is to the north, and agricultural land exists to the east. Much of the land immediately south and within Phoenix has been developed; there is a new Home Depot superstore, a La-Z-Boy furniture gallery, and a Peterbilt truck center adjacent to the freeway, at the regionally important Fern Valley Interchange.

All of PH-5 is currently planned for Agriculture and zoned EFU by Jackson County. The Resource Lands Review Committee (RLRC) recommended that PH-5 not be recognized as part of the commercial agricultural land base, despite the existence of an operating cattle ranch and equestrian center — Arrowhead Ranch. Compared to all the other surrounding Agricultural lands, PH-5 is comprised of the least capable agricultural soils.

Figure PH.8

PH-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 427	Reasonably Developable: 412	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses		22%			12%	66%

1. *Efficient Accommodation of Identified Land Needs*- PH-5 is represents Phoenix's best block of land to supply efficient future urbanization. Much of the land is found to meet the more stringent siting standards of many potential employers for which the City of Phoenix has been allocated regional growth beyond its historical share. PH-5 has one relatively manageable slope break on its south boundary. This slope break is one that would not be expected to present inordinate obstacles to efficient urbanization and will support efficient urbanization within the existing UGB by providing opportunities for a well-gridded street connection to the north that will not require use of regional transportation facilities. Within PH-5 itself, the land is most typically flat to gently rolling and provides opportunities for efficient urbanization patterns that are capable of integrating employment, parks and residential development (at various densities) and which can accommodate growth in a cohesive development pattern. PH-5 is also well situated from a regional perspective to integrate with planned development in southeast Medford in a manner that concentrates regional residential, commercial, and industrial growth for efficient urbanization and utilization of public facilities and services.

2. *Orderly and Economic Provision of Public Facilities and Services*- Water and sewer service is available to PH-5 because of the development of the Home Depot store located immediately to the south. The sewer trunk line serving Home Depot crosses PH-5, and has the capacity to serve additional development. A 12-inch water line was bored under Interstate 5 to serve Home Depot, and has additional capacity. The extent to which storm drainage facilities need to be developed depends on the specifics of development that ends up being proposed for PH-5.

   Improved transportation facilities are the primary prerequisite for development of PH-5. The main transportation artery through PH-5 is North Phoenix Road, a county road already experiencing heavy traffic because of commercial and residential development

in southeast Medford. That traffic, plus traffic from as far distant as northern California accessing the regional medical facilities in south Medford, often use North Phoenix Road and the Fern Valley interchange. Improvement of the Fern Valley interchange, Fern Valley Road, and North Phoenix Road to handle current and projected traffic loads, and construction of an overpass or interchange[2] at South Stage Road (midway between the Fern Valley and South Medford Interstate 5 interchanges) to handle some of the south Medford traffic, will be critical to the usability of PH-5 and development of the South Valley Employment Center. Both interchanges and their feeders are the responsibility of ODOT. The South Medford Interchange is in the final stages of reconstruction and the Fern Valley Interchange is fully funded and scheduled for reconstruction within the planning horizon in a few short years. Local street network planning is feasible for this area, but will need to be well coordinated with the City of Medford to assure local street grid traffic and alternative transportation modes are well accommodated within an efficient urban configuration to maximize the utility of the regional and State transportation systems.

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

   a. Economic- The comparative economic consequence of selecting this area is positive because the area is well situated to accommodate regional employment growth opportunities, some of which the Region has allocated to the City of Phoenix (see Chapter 3). The ultimate urbanization of PH-5 will support substantial regional economic opportunities wherein such opportunities are shared with a smaller City in the region to support the continued economic vitality of that City and thereby support the broader Regional Plan objectives to retain and support community identity over the life of the plan. The economic consequences from the loss of farm production will occur but is not expected to be significant in comparison to other alternative Urban Reserve areas.

      PH-5 will ultimately be developed with a street system which includes an urban transportation corridor which, through PH-10, will ultimately connect Fern Valley Road to North Phoenix Road as an alternative connection to southeast Phoenix from Medford that is separate and distinct from North Phoenix Road. The same will serve traffic moving between east Phoenix and Medford without need to travel near (and which will divert existing and future traffic away from) the interchange area. By diverting traffic away from the Fern Valley Interchange, its capacity will be preserved and intercity travel between Phoenix and Medford on Interstate 5 will be discouraged. A key objective of ODOT near urban areas is to reduce local traffic on its freeways, thereby preserving capacity for the intended purpose of the interstate system — to accommodate interstate travel.

   b. Social- The comparative social consequences are expected to be positive over time as efficient arrangements of urban land residential and employment opportunities support community vitality over time. Moreover, this area has a great opportunity to integrate proximal residential and employment opportunities which will enable people to walk and bicycle from home to work. There is some potential for negative

[2] It has yet to be determined whether freeway improvements (in the vicinity of where the easterly projection of South Stage Road crosses Interstate 5 to intersect with North Phoenix Road at Campbell Road) would be an overpass, interchange, or overpass capable of later upgrading to an interchange.

social consequences due to loss of community identity caused by a growing together of Phoenix and Medford in this area; this consequence can and should be addressed to some degree with design elements at the detail level to address this social consequence.

c. Environmental- The comparative environmental consequences are expected to be positive, primarily from an air quality perspective. The location is well situated for an efficient combination of urban land uses and to support employment from the regional labor market in an efficient manner. This can reasonably be expected to support efficient transportation systems and alternative transportation modes for long term air quality benefits.

d. Energy- The comparative energy consequences are expected to be positive because the site is well situated to support efficient and alternative transportation systems and efficient urbanization patterns. This can translate into positive energy consequences through job-housing balance and alternative transportation opportunities over time.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-5 is planned and zoned for agricultural use and is predominantly composed of a working cattle ranch (Arrowhead Ranch) which is comprised of soils that are predominantly Class III and IV. There are few high value agricultural activities adjacent or nearby PH-5 and none currently exist within the area.

PH-10:

This area contains three parcels totaling 43 acres. It is located on the north side of Fern Valley Road north of the Meadow View Subdivision. PH-10 shares a common property line with PH-5 (Arrowhead Ranch) on the north and is contiguous to Phoenix's urban growth boundary along its west and south boundaries. This growth area can accommodate a mix of residential types and densities, as well as commercial uses. Development near the Fern Valley Interchange will be governed (on matters important to traffic) by an Interchange Management Agreement for the soon-to-be-reconstructed Fern Valley Interchange. The Agreement will be entered into by the City of Phoenix and ODOT and will exist in addition to the City of Phoenix Comprehensive Plan and Land Development Ordinance.

Figure PH.9

PH-10 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 43	**Reasonably Developable: 39**	**Residential**	**Aggregate**	**Resource**	**Open Space / Parks**	**Employment Land**
Existing Plan				**100%**		
Proposed Uses		**85%**				**15%**

1. *Efficient Accommodation of Identified Land Needs*- This area is surrounded on three sides by existing urban development, planned urban development within the existing urban growth boundary, and the PH-5 Urban Reserve to the north. Given this area's close proximity to the city, it represents a logical choice for urban reserve. PH-10's relationship with PH-5 is its primary reason for consideration. As above noted, PH-10 will help accommodate an additional north/south urban transportation corridor that will: 1) provide for travel between east Phoenix and Medford in the vicinity of the Fern Valley

Interchange, 2) divert from and therefore reduce impacts upon the Fern Valley Interchange, and 3) reduce reliance on Interstate 5 for intercity travel, thereby preserving capacity of the interstate system.

2. *Orderly and Economic Provision of Public Facilities and Services*- Water and sewer service is available to PH-5, a result from development of the Home Depot store located immediately south within incorporated Phoenix. Significant residential and freeway-oriented commercial development near the interchange further affords PH-10 efficient access to existing public facilities. In addition to existing development in east Phoenix, substantial development is contemplated for large blocks of land already within the Phoenix UGB.

   Urbanization of this area, like any considered subarea in PH-A, will produce traffic impacts at the Fern Valley Interchange. However, the proximity of this growth area to the freeway would mean the impact on local arterials would be minor compared to proposed growth areas elsewhere in the region which are located longer distances from major highways. A future South Stage Road interchange or overpass would carry some of the current and future traffic, and alleviate much of the impact on the Fern Valley Interchange with the creation of local street network connections through PH-5. The City will actively pursue the necessary planning and cooperative arrangements with the Oregon Transportation Commission, ODOT, the MPO, and City of Medford to facilitate construction of the I-5/South Stage interchange/overpass. Phoenix is committed to completion a site-specific master plan for this area consistent with the Regional Transportation Plan and PH-5.

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

   a. Economic- The comparative economic consequence of selecting these lands is positive because this area is well situated to function and support urbanization of PH-5 and provide needed infrastructure connections. Ultimate and efficient urbanization of PH-5 will benefit from an urban corridor and which will provide an alternative connection to southeast Phoenix that is separate and distinct from North Phoenix Road. The same will serve traffic traveling between east Phoenix and Medford without need to travel through the interchange area. In this way, substantial traffic will be diverted away from the Fern Valley Interchange and discourage intercity travel between Phoenix and Medford on Interstate 5. A key objective of ODOT near urban areas is to reduce local traffic on its freeways, thereby preserving capacity for the intended purpose of the interstate system — to accommodate interstate travel. The preservation of capacity at the Fern Valley Interchange and Interstate 5 corridor represents substantial positive economic consequences.

   b. Social- The comparative social consequences are expected to be positive over time. Residents of southeast Phoenix have voiced considerable concern and issues associated with their single transportation connection that requires use of North Phoenix Road adjacent to the Fern Valley Interchange (during the public planning process undertaken in connection with the interchange reconstruction project). PH-10, in conjunction with ultimate urbanization of and street connections through PH-5, will support important alternative local street connections to the regional transportation system

c. Environmental- The comparative environmental consequences are expected to be slightly negative. Air quality benefits will accrue from the improved local street connectivity over time. However, PH-10 does include some steeper topography on its north boundary and a stream on its south boundary. Neither of these present insurmountable environmental challenges, but development of PH-10 is likely to require substantial grading and potential stream impacts, both of which can be mitigated. Phoenix can and will ensure proper mitigation through its development standards and approval processes.

d. Energy- The comparative energy consequences are expected to be positive because the site is well situated to facilitate and support efficiency enhancing transportation system improvements, and efficient urbanization patterns over time and in conjunction with the ultimate urbanization of PH-5. This will translate to positive energy consequences through job-housing balance, provision of an additional transportation corridor that operates to reduce interchange and freeway congestion, and by providing alternative transportation opportunities over time.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- PH-10 is composed of high-value agricultural soils. It is not devoted to high value agricultural use. There are active commercial farms situated to the east and southeast of PH-10. PH-10 has adequate land area to institute an agricultural buffer consistent with Regional standards along its eastern edge. Because of the close proximity to I-5 and the Fern Valley Interchange, traffic resulting from future urbanization of this area would not likely extend eastward into the nearby farm land. Therefore, potential impacts upon nearby farmland can be sufficiently minimized. PH-10 contains three undersized agricultural parcels each with a separate residence; it is unlikely these would ever be consolidated into a single agricultural unit. As such, they each represent a small contribution to the regional supply of high value agricultural land and are well located from an impacts standpoint to other lands when compared to the growth impacts and pressures that would be expected on alternative lands on the west side of Phoenix where much larger blocks of high value soils and intensive cultivation are present.

5. PRIORITIZATION OF SUITABLE LANDS

Once suitable lands have been identified through the Goal 14 analysis, these remaining lands are sorted by according to the priorities found in the Division 21 the Urban Reserve Rule. These priorities are as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Atlas Map 37 (Suitable Lots by Priority – Phoenix) identifies the location of suitable lots by priority. The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Phoenix. The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<Suitable & Developable> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need.

The tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the running total' of land deficiency within each priority level.

5.1 Priority (a) – Exception and Nonresource Lands

First priority is given to suitable exception and non-resource lands. There are no Nonresource lands within the study area. The County's Comprehensive Plan map was used to determine exception lands, which include all those lands designated for Commercial, Industrial, Limited Use, Rural Residential, and Urban Residential. The City of Phoenix suitable land inventory was analyzed for potential Urban Reserve inclusion utilizing the inventory and development potential factors noted in Chapter 4. Exception lands adjacent (abutting) or near (wholly or partly within one-quarter mile of) the existing growth boundary are designated as "(a)1" sites.

Figure PH.10

Priority (a)1 Lands Results								
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Built-out Transfer Land	Calculated Need	Remaining Deficiency
(a)1	212	342	251	3	89	250	766	(427)

Because there is an inadequate supply of suitable Priority (a) Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Marginal Lands for examination of potential supply. Therefore, the analysis must proceed to evaluate second priority lands

5.2 Priority (b) – Marginal Lands Results

Jackson County is not a marginal lands county pursuant to former ORS 197.247 (1991 edition), nor were marginal lands ever designated by Jackson County pursuant to that statute. Because there is an inadequate supply of Priority (a) and there are no Priority (b) lands available, the analysis must proceed to evaluate Priority (c) Resource lands.

5.3 Priority (c) – Resource Lands Results

As found in the Priority (a) Exception Lands Results Table, and since Jackson County does not have ~~-~~marginal lands" pursuant to ORS197.247, Phoenix is deficient 510 acres after all Priority (a) and (b) lands have been considered. Therefore Priority (a) and (b) lands are concluded to be inadequate to meetthe documented need and the analysis continues with an evaluation of Priority (c), Resource Lands. The County's Comprehensive Plan map was used to identify Priority (c) Resource Lands, which include designated Agricultural Land and Forestry/Open Space Land. These Resource Lands are ranked by hierarchy within the Priority (c) category based on soil capability classification. Because no forest uses exist within the study area, the NRCS Agricultural Capability Classification System was utilized to identify the level of priority under Priority (c). Lands comprised of lowest capability soils are included as the highest priority resource lands for inclusion- Priority (c)1. Lands comprised of the highest capability soils are classified as the lowest priority resource lands for inclusion- Priority (c)3. Only when land supply of the higher priority is inadequate may the lower priority lands be included in urban reserves consistent with OAR 660-21-0030(3)(c).

Figure PH.11

Priority (c)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	0	0	0	0	0	427	(427)

Because there is no supply of suitable Priority (c)1 Lands, the Priority Lands Rule requires the study to extend to Priority (c)2 Resource Lands for examination of potential supply.

Figure PH.12

Priority (c)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	10	408	1	14	393	427	(34)

Because there is an inadequate supply of suitable Priority (c)2 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority (c)3 Resource Lands for examination of potential supply.

Figure PH.13

Priority (c)3 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	6	79	3	5	70	34	36

After inclusion of the Priority (c)3 lands, there exists a supply surplus of 36 acres as compared to the estimated land needed to accommodate growth over the 50 year planning horizon of this Plan.

Figure PH.14

PHOENIX SUITABLE LANDS BY PRIORITY			
Priority	**Gross Acres**	**Reasonably Developable**	**Percent of Total**
(a)1	342	89	41%
(c)2	408	393	49%
(c)3	79	70	10%
Subtotal	829	552	100%

6. PHOENIX URBAN RESERVE CONCLUSIONS

The table at Figure PH.15 reiterates the projected needs by land-use type for City of Phoenix over the designated planning period.

Figure PH.15

PHOENIX URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		Employment		Urban Parks		Total
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	Demand (acres)
Allocated Regional Share	7,587	424	4,583	513			937
Planned Inside UGB	1,268	84	1,629	137			221
Urban Reserve Land Demand	**6,320**	**341**	**2,954**	**376**	**49**	**-**	**766**
Net New Urban Demand (Demand less Urbanized PH-3)							**516**

The following table summarizes the supply of land within each urban reserve designated for the City of Phoenix.

Figure PH.16

SUMMARY OF SUITABLE LANDS						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
PH-1	5	2	58	3	1	55
PH-1a	22	20	52	2	3	47
PH-3	206	26	250	*13*	250	0
PH-5	12	2	427	14	1	412
PH-10	3	3	43	4	1	39
Totals	248	53	829	36	254	552

The overall Phoenix results yield a surplus in suitable urban reserve land supply of approximately 36 acres. The base populations and needs determinations are based on several factors and layers of assumptions including: a county-adopted 2005 Population Element; City of Phoenix buildable lands analysis, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based on best available information and are extrapolated using sound methodologies.

Chapter 4.TA

Proposed URAs Talent

1. CITY DESCRIPTION

The City of Talent is located in the southern portion of the Bear Creek Valley and generally southwest of Interstate 5 between the cities of Medford and Ashland. The Jackson County Comprehensive Plan Population Element projects that population for Talent's urban area will be 8,472 residents in the year 2026 and 9,817 residents by the year 2040. To accommodate its proportional share of a doubling of the region's urban population, the City of Talent will plan for an increase of 4,572[1] residents for a total of 11,288 residents within its urban area by the year 2060. Chapter 3 of the Regional Plan includes the methodology and discussion to estimate the projected land needs for urban reserve planning for residential and employment lands. The estimated land demand needs are summarized in Figure TA.1 below.

Figure TA.1

TALENT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		**Employment**		**Urban Parks**		**Total Demand** (acres)
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	
Allocated Regional Share	4,572	267	1,652	173			440
Planned Inside UGB	1,548	104	1,080	91			196
Urban Reserve Land Demand	**3,024**	**163**	**572**	**82**	**3**	**-**	**247**

Talent is primarily a residential community, but also plans for will nurture a favorable environment to attract and maintain new business to expand its local employment base. The development of the Talent Industrial Park is a demonstrated outcome of this policy. An implementation strategy is to reinvigorate the City's downtown core (W. Valley View Master Plan, 2006). In addition, future residential growth will help the City attract new business and diversify its economy. Talent sees the RPS process as an opportunity to inject new life into economic development activities. In addition, future residential growth will help the city attract new business and diversify its economy. New recreational opportunities are also critical to the city and are included in Talent's proposed growth areas.

Talent faces a choice: remain a residential community with regional commuters, or become a more integrated urban center with jobs, homes, and services to meet its residents' needs. In designating new growth areas, Talent has opted to serve both commercial and residential development. Talent will still need more housing to support a local retail and commercial

[1] Greater Bear Creek Valley Regional Plan, Chapter 3, Figure 3.2: RPS Proportionate Population Allocation. Increase is relative to estimated base 2007 population.

service base. This will create a more vibrant and efficient community that is a home, work and play site for more residents of the region.

Talent followed a set of guiding principles in developing its proposed urban reserves that changed little during RPS, although the City"s interest in expanding its supply of employment lands did come later in the process. One of those major guiding principles was Talent"s decision to avoid expanding into productive farmland, if at all possible, as a means of preserving what the City considered a major competitive advantage – the feel of a bustling small town in the middle of an actively farmed landscape.

Another was the City"s definitive position on not expanding across I-5 for reasons of cost, community identity and impacts to farmland. Yet another was a limit on the amount of the pCIC"s recommended community buffers on each end of the City that could be included in an urban reserve proposal.

Overall, Talent"s proposed growth areas strive to meet demands on smaller areas along the edges of the current urban growth boundary. They take advantage of relatively convenient existing infrastructure and services. These represent intelligent and orderly extensions to the current urban form, and will provide for efficient future growth, while minimizing impacts on surrounding and nearby farm and forest lands.

2. CITY GROWTH GUIDELINES AND POLICIES

In 1978, the City and County mutually adopted an urban growth boundary and area of mutual planning concern, as well as an agreement on urbanization policies and revision procedures. To reconcile differences in City and County comprehensive plan policies, the urbanization agreement was revised in 1982 but established boundaries were retained.

The adopted Area of Mutual Planning Concern, depicted at Map 6 of the adopted urbanization agreement, is a geographical area lying beyond the adopted urban growth boundary in which the City and County have an interest in terms of its open space, scenic, and agricultural characteristics, and as a buffer between adjacent cities. City and County land use activities are to be fully coordinated within this area.

The "*Talent Direction of Urban Growth Area*" is also depicted at Map 6 in the adopted urbanization agreement. This area is the hillside land to the South by Southeast of Talent. Most of Talent"s urbanizable residential land within its original (and current) urban growth boundary is located on these hillsides. The City selected lands toward the hills in the area South by Southeast of Talent for residential purposes and as the direction of long-range city growth. This direction of growth is away from the good agricultural lands in other directions around Talent. The area is referenced in the Talent Comprehensive Plan, Element G (Housing), at Implementation Strategy 1.2.3:

"Retain most of the „Area of Future Residential Growth" established in the 1981 Comprehensive Plan as the functional equivalent of an Urban Reserve, which shall comprise those lands north of the northernmost Talent Irrigation District ditch located south of Rapp Road, and the exception area (residential) lands along Rapp Lane and Theo Drive no further south than the second irrigation lateral south of Rapp Road."

The area would, upon inclusion as urbanizable area, be subject to Objective 10.1 of the Public Facilities and Services Element (Element F):

"New Residential Development West of the Railroad and South of Rapp Road: A Master Planned residential development that will allow an integrated system of streets and utilities that also provides safe access, as well as an efficient provision of services at minimal cost."

The objective is implemented as follows:

"10.1.1 Do not allow planning approval for any new residential development west of the Railroad Tracks and south of Rapp Road until an Area Master Plan is completed that illustrates how parks, street connections, transportation facilities, storm drainage system, and other utility mains will be routed, connected to existing facilities, and phased."

"10.1.2 Do not allow construction permits for new residential development in the subject area until all necessary services are designed and engineered, and funding is secured."

The Economic Element (Chapter E) establishes objectives, policies, and strategies that also are relevant for consideration for urban reserve planning.

Policy 4 (Infrastructure Support), Objective 2*: "Complete development of the Talent Industrial Park."*

Implementation Strategy 2: *"Consider an Urban Growth Boundary Amendment to expand the Industrial area west of the Railroad to create a more viable industrial development area by adding available lane [sic] w/rail access."*

Policy 8 (Land Availability), Objective 1: *"Provide for an adequate supply of commercial and industrial land to accommodate the types and amount of economic development and growth anticipated in the future, as long as that growth does not conflict with the City"s policies on livability or environmental stewardship."*

Implementation Strategy 2: *"Expand the Urban Growth Boundary to include additional land for Light Industry development west of the railroad tracks."*

Implementation Strategy 3: *"Protect lands deemed important by the citizens of Talent. These lands include, but are not limited to EFU zoned lands, view sheds, riparian and wetland areas, and lands designated as probable open space areas."*

The Talent Comprehensive Plan establishes at Section 5.1.2 of its Public Facilities and Services Element that the City will work with the district to ensure adequate available land for its facility needs, including supporting an urban growth boundary amendment to include the district"s "soccer field" property, south of Colver Road and west of the railroad, in the City"s growth area when it is needed.

3. STUDY AREA SELECTION /COARSE FILTER

Consistent with the methodologies outlined in Chapter 4 Section 2.2 - Study Area Selection, a study area reasonably capable of supplying the unmet and projected needs for the City of Talent was established. The study areas for initial (coarse) filtering are identified on Map 75a of the Atlas. They are TA-A, TA-B, TA-C, TA-D, and TA-E. Talent, in coordination with the Regional Problem Solving Process, ultimately identified the suitable lands from these broad areas for final consideration as urban reserves. Cross-hatching identifies surrounding areas out to approximately one-mile which were investigated. From this area, specific areas were identified for further study and other areas excluded pursuant to the discussion below.

Figure TA.2

COARSE STUDY AREA COMPARED TO ESTIMATED NEED				
Jurisdiction	**Estimated Need *(acres)***	**Coarse Study Areas**		
		Lots	**Acres**	**Percent of Residential Need**
Talent	247	419	3,300	1334%

Area TA-A

Area TA-A includes lands north of the City of Talent and within approximately two-thirds of a mile from the existing urban growth boundary. The northern extent corresponds with the outer boundary of an adjacent exception area abutting the east side of Highway 99. To the west, the study area extends approximately three-quarters of a mile from the existing urban growth boundary in the area north of Colver Road. The eastern portion of the area extends approximately one-half mile from the existing urban growth boundary and across Interstate 5 to the intersection of Suncrest Road and Payne Road. Most of TA-A to the west of the freeway is designated Agricultural land with inclusions of Rural Residential exception land adjacent to roadways. The area east of Interstate 5 is predominately designated Forestry/Open Space, with an inclusion Rural Residential exception land adjacent to the interchange.

The exception area north of the City and east of Highway 99, includes a cold storage warehouse (Associated Fruit) on the parcel adjacent to the city limits and, on the next parcel north, the headquarters and fire station for Jackson County Rural Fire Protection District 5. East of the Phoenix Canal and west of Bear Creek are two commercial fruit orchards. The Bear Creek Greenway extends through this area between the orchards and Bear Creek. An ODOT rest area is located further east between Bear Creek and Interstate 5.

Lands between the City, Hartley Road to the north, Highway 99 to the east, and the railroad to the west are primarily open space where orchards have been removed. Lands to the west of the railroad and northeast of Colver Road are predominantly still under orchard production. Almost all this part of TA-A is comprised of Class I and II irrigated soils. Soils between Highway 99 and Interstate 5 are Class II through IV irrigated.

In addition to minimizing impacts on nearby farmland, the City has consistently expressed its commitment to preserving an area of separation of rural lands between it and the neighboring City of Phoenix to the north and as such the pCIC has identified much of this area to be a community buffer.

> ***Coarse Filter Outcome for TA-A:*** Based on proximity to the City and the existence of exception land with commercial and institutional uses, all lands within TA-A that are at least partially within one-quarter mile of the UGB are being passed through to the detailed suitability analysis under the fine-filter process below.
>
> With only a few sparsely developed residences in this area, the predominance of open space and high value Agricultural land, the portions of TA-A not at least partially within one-quarter mile of the City are deemed unsuitable for future growth.

Area TA-B

TA-B includes approximately 1,000 acres of land east of Interstate 5, generally between Suncrest Road on the north and North Valley View Road nearby to the southeast.

TA-B is part of an area heavily dominated by commercial agriculture. Bear Creek Corporation has invested millions in new orchards in this area. The area is desirable for agricultural investment because, in part, the low numbers of residential development presenting few conflicts with farm-management practices. The long-term viability of agriculture in this area is substantial for a multitude of reasons that are extrinsic to water availability and soil quality yet equally important, including the terrain, proximity to market, and low competition with conflicting uses.

The foothills of the Cascades, situated one and one-half mile to the east of Interstate 5, are relatively steep with limited access and low potential for residential development. Interstate 5 provides a major buffer between the agricultural lands within TA-B and both Phoenix and Talent to the west. The relatively sparsely developed residential lands intermixed with agriculture to the southeast supports long term agricultural investment because of separation from nearby urbanized areas. The commercial agricultural lands extend north along Payne Road to Fern Valley Road where agricultural practices still dominate the landscape but are less intensive.

The portion of TA-B situated between Bear Creek and west of Interstate 5 to the southeast of the City is 98-acres of Agricultural land that including Bear Creek Orchard Inc. orchards. Two of the lots within this area, situated along Highway 99 are owned by the State of Oregon and one small lot is owned by Jackson County. The area has been identified as open space in Talent"s comprehensive plan and is generally unsuitable for development because of the flooding potential and separation from the City by Bear Creek and the riparian corridor. This area is also too poorly accessed from Highway 99 from the southwest for any intensive urban uses.

> ***Coarse Filter Outcome for TA-B:*** Future expansion across Bear Creek and east of I-5 would be inefficient and financially problematic for urban use, and would have negative effects on Talent"s urban form and community identity. Expansion into TA-B would also introduce urban conflicts into an high value agricultural area where significant recent investment in commercial agriculture is ongoing and sustainable.
>
> For the reasons discussed above, all of TA-B not at least partially within one-quarter mile of the urban growth boundary, that are east of Interstate 5 and east of Bear Creek are found to be unsuitable for Urban Reserve designation. However, all lands within one-quarter mile of the urban growth boundary are passed through to the fine filter analysis below.

Area TA-C

Area TA-C has approximately 650 acres generally located on the steep north-facing wooded lands south and southeast of the City, above (south of) the Talent Irrigation District West Canal (West Canal). This is one of only a handful of areas within the entire study area that has fairly large acreages of Forestry / Open Space designated land (zoned Woodland Resource) under the County Comprehensive Plan. Roughly half (300+ acres) of TA-C is designated Forestry/Open Space. Approximately 250 acres of TA-C, situated immediately adjacent to the City UGB is designated Agricultural Land. Approximately 48 acres of land within TA-C, located between Talent Avenue and Highway 99 is designated Rural Residential and Commercial. Approximately 80 acres of Rural Residential designated land immediately east of Rapp Lane is located at the western edge of TA-C. Area TA-C also includes lands designated within the adopted urban growth management agreement as the Talent Direction of Urban Growth Area.

Based on Natural Resource Conservation Service (NRCS) data, all the soils within the Forestry / Open Space designated lands have a forestry rating that is equal to or exceeds 85.8

cubic feet per acre. The vegetation is dominated by hardwood with a mixture of some fir and pine. These lands are steep, access is poor, and much of the area is recognized as having moderate potential for debris flow hazard. Similarly, most of the Agricultural designated lands immediately south of the City are also very steep, have poor access and significant portions are identified as having moderate potential for debris flow hazard.

Approximately 165 acres of TA-C, however, is comprised of land southeast of the City, below (north of) the irrigation canal and south of Highway 99. This portion of TA-C below the West Canal is split by Talent Avenue and the railroad. The lands within this area and between Highway 99 and Talent Avenue are completely comprised of Residential and Commercial exception land under the County"s Comprehensive Plan. The commercial lands are situated within a narrow strip immediately south of and adjacent to Highway 99. The part of TA-C above (south of) Talent Avenue and below the West Canal includes six distinct properties – two of which area split by the canal. The western half of this area includes three homes and a single large pasture. The eastern half of this area is generally comprised of oak-woodlands with a single home. A distinct ridgeline forms the eastern extent of TA-C.

The southern-most extent of the Talent Urban Growth Boundary and the northern-most extent of the Ashland Urban Growth Boundary, both situated along Highway 99 are just under one-mile apart. The intervening ridge is the southeastern boundary of TA-C and also would provide a logical separator between Ashland and Talent. This ridge extends northward to Highway 99 at a point where Bear Creek approaches Highway 99 from the northeast. These two physical features provide a logical physical barrier and separation between the two cities.

> ***Coarse Filter Outcome for TA-C:*** Based on general lack of access and severe physical constraints (steep slopes, moderate debris flow potential, and high fire danger), the lands southeast of the City and above TID"s West Canal are unsuitable for future urbanization. Extension of public infrastructure including but not limited to streets, sewer, power and water would prove to be uneconomical. The yields would be very low and fire dangers would be high. Only parcels wholly or partially within one-quarter mile of the existing urban growth boundary and all of the exception area between Highway 99 and the railroad are forwarded for further study.

Area TA-D

TA–D is a 589- acre coarse study area of lands southwest of the City of Talent, situated within the Wagner Creek Valley, south of Beeson Lane, west of Rapp Lane, and below (north of) the West Canal. With exception of a few small pockets of rural residential and some isolated homes, nearly all the bottom-land between the City and the steep hill-lands to the south and southwest are being actively farmed as orchards and vineyards. Together with TA-E described below, these lands comprise a large cohesive and regionally important block of productive farm-land.

Nearby and out to approximately one-quarter of one mile south of the City of Talent are a few pockets of Exception Land, generally aligned with Theo Drive and Rapp Lane. Between these exception lands and the City are some of the few Agricultural Designated lands not currently employed for commercial agriculture. These isolated properties are separated from the otherwise cohesive blocks of farmland that make up the Wagner Creek Valley by the exception lands situated along Theo Drive and Rapp Lane.

> ***Coarse Filter Outcome for TA-C:*** In order to minimize impacts on the highly productive and intensively managed agricultural lands south and southwest of Talent, all of TA-D not at least partially within one-quarter mile of the UGB is excluded from further suitability

analysis. Lands at least partially within one-quarter mile of the City UGB are passed through for further study given proximity to the urban growth boundary.

Area TA-E

Similar to TA-D described above, TA-E is comprised predominantly of large relatively contiguous blocks of prime orchard and vineyard lands. Area TA-E is the coarse 540-acre study area situated directly west of the City of Talent, extending approximately one mile to the west out to a north-south extension of Walden Lane. The northern extent of TA-E aligns with Colver Road. The southern extension of TA-E is defined by Beeson Lane.

A single Rural Residential designated exception area of approximately 29 acres with fifteen tax lots and ten homes is located at and near the intersection of Foss Road and Tara Lane. With the exception of one dwelling built in 1998, all other dwellings in this area were constructed prior to 1950. As evidenced by the continued existence and use of surrounding lands for intensive orchard and vineyard purposes, the neighborhood appears to have found a balance between residential and intensive agricultural practices. To develop this exception area at urban levels will introduce substantially more potential for conflicts with surrounding commercial agricultural practices than what the existing relatively low-density rural residences present.

Wagner Creek road is the primary arterial providing access to the lands south of the City of Talent. Not only does Wagner Creek Road provide access to the bottom and low-elevation lands immediately to the south of Talent, including pockets of Rural Residential and large blocks of Agricultural Land, it is also provides one of the only access points to the thousands of acres of County-designated Principal Forest Lands to the south. There are two ways to achieve access to Wagner Creek Road from Highway 99. The first is to utilize West Main Street, through mostly residential neighborhoods and school zones. The other is to follow an indirect route using East Rapp Road through commercial and industrial areas to West Rapp Road, through residential neighborhoods, around the perimeter of the City to Rapp Road and ultimately to Wagner Creek Road. The existing transportation network presents severe mobility challenges caused in large part by regional traffic to the south using local low-order street networks.

South of Colver Road, immediately west and adjacent to the existing urban growth boundary, is a 43 acre property owned by the Phoenix-Talent School District. This single property is designated Agricultural Land but has been used as a sports field for School-related functions for several years. The Talent Comprehensive Plan establishes at Section 5.1.2 of its Public Facilities and Services Element that the City will work with the district to ensure adequate available land for its facility needs, including supporting an urban growth boundary amendment to include the district"s "soccer field" property, south of Colver Road and west of the railroad, in the City"s growth area when it is needed.

Coarse Filter Outcome for TA-E: Recognizing the value of preserving large blocks of commercial agriculture that exists south and west of the City, all lands beyond one-quarter mile of the City UGB are excluded from further consideration. Lands within one-quarter mile of the City UGB are passed-through for further analysis of Urban Reserve given proximity to the existing urban growth boundary.

4. SUITABLE LANDS ANALYSIS / FINE FILTER

Lands within the initial study areas selected for further study were then examined in more detail to determine which should be inventoried as suitable lands for urban reserve consideration. Subareas are designated for the detail study on Atlas Map 22 and the area attributes are summarized in the table at Figure TA.3.

Figure TA.3

OVERVIEW SUMMARY OF FINE STUDY AREA						
Fine Study Area	**Lots**	**Existing Dwellings**	**Gross Acres**	**Physically Constrained**	**Built**	**Generally Unconstrained**
TA-1	1	1	43	0	0	43
TA-2	1	0	6	0	1	6
TA-3	36	29	124	10	10	104
TA-4	6	1	22	0	1	21
TA-5	8	6	28	0	1	26
TA-A.a	18	9	89	10	4	75
TA-A.b	6	6	89	0	1	87
TA-A.x	8	6	38	0	2	36
TA-B.a	9	0	98	11	0	87
TA-B.x	25	21	414	19	4	391
TA-C.a	15	8	375	331	2	42
TA-D.a	38	35	233	12	8	213
TA-E.a	20	19	170	2	4	164
Totals	191	141	1,730	396	38	1,297

4.1. Fine Filter Study Areas – Unsuitable

Each of the areas identified in the accompanying Atlas (Map 75b – Talent Study Areas; Map 76 – Study Lots By Suitability Talent) as TA-A.a, TA-A.b, TA-A.x, TA-B.a, TA-B.x, TA-C.a, TA-D.a, and TA-E.a were evaluated for suitability considering the growth policies for Talent and in balance with the Goal 14 boundary location factors. Each of the areas was found to be unsuitable for inclusion/ protection as Urban Reserve for the detailed reasons explained below.

Area TA-A.a

Area TA-A.a includes approximately 89 acres of land situated at least partially within one-quarter mile of the Talent UGB. The area is east of Highway 99 and west of Interstate 5. Roughly 73 acres are designated Agriculture Land. Most of that is owned by Jackson County and is under commercial production as an orchard managed by Bear Creek Corporation. The State of Oregon owns the remaining Agricultural designated lands situated between Bear Creek and Interstate 5. The state owned lands are used for an interstate rest area. Two small portions of TA-A.a are Rural Residential exception land. One area consists of four lots narrowly located between Highway 99 and the Phoenix Canal and Bear Creek Orchards. The other includes eight Rural Residential parcels located immediately north of Suncrest Road and west of Interstate 5. Most of this area is isolated from the City by Bear Creek.

The majority of Area TA-A.a is encumbered by Bear Creek floodplain and floodway. *See*, Map 73 – Physical Features. The Bear Creek Greenway also extends through this area.

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

1. *Efficient Accommodation of Identified Land Needs.* The portion of TA-A.a, situated along Highway 99 and west of the Phoenix Canal are somewhat well suited to efficiently accommodate identified urban land needs in close proximity to existing services and other development. The area is flat, has highway access, and services are nearby. Existing structural development (Map 72) is oriented along the highway leaving the bulk of re-developable area to the rear of these properties, closer to the canal and orchard-lands. Local street access as an alternative to highway use would need to be extended through the fire district property from the city. The remaining parcels in the area, comprising the majority of area TA-A.a, are east of the canal and/or northeast of Bear Creek on land constrained by Floodplain and otherwise too physically separated from the City to reasonably or efficiently accommodate any identified land need.
2. *Orderly and Economic Provision of Public Facilities and Services*. Public facilities and services are available and located close to the area. An interior street system could not reasonably be achieved given the existing development patterns, location of the canal, and location of Bear Creek.
3. *ESEE Consequences-* The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
    a. Economic- Promoting development of flood hazard areas would adversely affect the community"s flood insurance rates, thereby creating a negative economic impact. Given the unlikelihood of significant infill potential, any increase to the tax base and system development fees would be unlikely to cover costs to the community. Most of the area is dedicated to intensive Agricultural operations. The direct loss of productive Agricultural lands will have negative economic impact for one of the regions leading Agricultural industry employers and would negatively impact the small town feel and beauty of the surrounding rural environment that attracts newcomers and investment to the city. Increased urban development will require canal crossings which present additional on-going costs for the managing Irrigation Districts and substantial up-front development costs. Lands north and east of Bear Creek are already committed to existing public uses (Greenway and freeway rest stop) and therefore would not provide for any city identified urban needs or economic development.
    b. Social- This area is part of the pCiC buffer established to provide separation between Phoenix and Talent, designed to preserve the individual character of each City. Encroachment into pCiC buffer areas will have negative consequences to community identity and open space values. Development of the larger agricultural land parcels in the middle of this area would also have adverse social consequences produced by a loss of open space, especially noticeable to users of the Bear Creek Greenway. Unique to this study area is the ODOT rest area. In order to avoid or minimize negative social consequences on nearby urban or residential development, and for other reasons, ODOT attempts to locate Interstate rest areas away from urban neighborhoods where possible. Encroaching urban development would place pressures on the rest area that do not currently exist and the rest area has the potential to have negative consequences on urban neighborhoods located in such close proximity.
    c. Environmental- Bear Creek is the primary stream draining the Bear Creek Valley from the Cascades east of Ashland to its confluence with the Rogue River north of Central Point. The drainage basin serves to cleanse waters and provide for natural

open space and habitat for fish and wildlife. The Bear Creek Greenway extending through is well situated to accommodate some of the City"s urban park needs as well as serve to tie the community to other cities within the Greater Bear Creek Valley. Development within this area, predominantly comprised of Floodplain, will have significant negative environmental consequences by reducing to the ability of the stream corridor to filter natural and man-made contaminants that enter the corridor from nearby urban concentrations.

d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no nearby forest lands or forest activities. Nearby agricultural land (to the north) that would remain outside the urban growth boundary is similar to the agricultural land within the subarea – comprised of intensively managed orchard lands situated between the Phoenix Canal to the west and Interstate 5 to the east, along the fertile Bear Creek alluvial deposits. To urbanize this area would introduce new conflicts with high value farmland that do not currently exist and would likely have substantial negative affects. The configuration of the area and natural constraints would make it impracticable to properly mitigate conflicts through screening, setbacks, or other means.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given that it is comprised of orchard land and publicly owned parcels already committed to permanent use as greenway or for the interstate rest stop facility. Flood hazard and access constraints further render this are unsuitable to meet identified future urban needs for the City of Talent.

Area TA-A.b

Area TA-A.b includes approximately 89 acres of land situated at least partially within one-quarter mile of the Talent UGB but noncontiguous with the City. The area is west of Highway 99, north of Colver Road, and is bisected by the railroad. ~~One small and narrow 1.94 acre~~ Three lots located along Colver Road ~~is~~ are designated Rural Residential. The remaining 87 acres are designated Agriculture land. The study area is within the pCIC identified rural community buffer area between Talent and Phoenix – an area containing high value agricultural soils and intensively operated agricultural lands separating Phoenix and Talent. Area TA-A.b is comprised predominately of Class I and II agricultural soils according to NRCS data and as illustrated on Atlas Map 74. Structural development of the area is sparse - only a few dwellings exist that are situated along Colver Road and Highway 99. With exception of a small area of wetland located in the extreme northwest corner of the area, the entire study area is void of identified natural constraints.

This area was forwarded for further consideration due to proximity to the urban growth boundary of relatively flat and unencumbered land. However, the City has long recognized that urban growth should be limited in this area due to predominance of Class I and II agricultural soil, the importance of the area for maintenance of community buffer and its rural character, and the availability of alternative areas that would have less impact on surrounding agricultural land and activities. The City"s original decision establishing the existing urban growth boundary was to protect this area for agriculture and as an important community buffer. Furthermore, it was determined that the railroad, north of Colver Road acts as a natural buffer between urban and agricultural land. No specific future urban needs or any change in circumstances have been identified that would merit inclusion of the area as an urban reserve. Reasonable alternatives exist and were selected that will have less

effect on resource land. Consequently, Area TA-A.b is not included in the suitable lands inventory.

Area TA-A.x

Area TA-A.x includes approximately 38 acres of land situated at least partially within one-quarter mile of the Talent UGB, but noncontiguous with the City. This area is located east of Interstate 5 and north of Suncrest Road from the City. Topography is dominated by a hillock with surrounding moderate to gentle slopes. Approximately 24 acres is designated Forestry/Open Space; 8.8 acres of TA-A.x is designated Agriculture; and approximately five acres are designated Rural Residential. According to NRCS data, some of the soils are Class IV, but the significant majority of soils within TA-A.x are rated Class VI nonagricultural. The area is made-up of eight tax lots developed with six residences.

The Goal 14 location factors relate, in balance, to TA-A.x ***as follows:***

1. *Efficient Accommodation of Identified Land Needs.* As noted above, the area is moderately to gently sloped, but is separated from the City and nearby facilities and services by Interstate 5. This area would create a completely detached island of the City should it be urbanized. Freeway interchange access in not available to support any employment land. Poor access to services and infrastructure and physical separation from the City preclude efficient accommodation of any identified land need.
2. *Orderly and Economic Provision of Public Facilities and Services*. For the same reasons discussed under number 1 above, this area cannot be provided public services in an orderly or economic fashion.
3. *ESEE Consequences*- The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
   a. Economic- Because the area is separated from the City by Interstate 5, has moderate slopes, presents less than desirable local street connection obstacles, and cannot provide substantial development yield potential, this area would not be economical to develop.

      Also, significant agricultural investments have been made throughout the lands east of Interstate 5 between Talent and Phoenix. This is an area with generally low residential development, but significant high value crop areas. Introducing urban development east of Interstate 5 into this high value crop area could have significant impacts on the regional agricultural economy. Despite Forestry/Open Space plan designations, this area is not a suitable forest-land environment.
   b. Social- Urbanization of this area for residential needs would create an isolated neighborhood that would not foster a sense of cohesive community. The area has comparatively negative social consequences..
   c. Environmental- There are no significant environmental constraints that affect this subarea. Aside from loss of open space there are no identified measurable negative or positive impacts associated with urbanization of this area.
   d. Energy- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. However, due to the physical constraints posed by the Interstate and sloped topography, extending services and street networks would create inefficiencies. Moreover, the inclusion of this area will produce a somewhat less than desirable urban form which deviates from the simple urban form sought with the inclusion of lands that have been designed for Urban Reserve in consideration of the existing form of Talent.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This subject area is part of a hillock that extends northward, west and along Payne Road. Most of this area and some of the lands to the north are designated Forestry/Open Space. However, there are no woods or forested areas nearby nor any forest related practices in this lowland area adjacent to the freeway.

   Nearby and adjacent agricultural land to the east are intensively managed under orchard production. This is an important of commercial agriculture in the Bear Creek Valley in which orchard owners have recently invested millions of dollars to establish new orchards and to expand existing orchards. For the reasons called out under Coarse Study Area TA-B above, based primarily on potential impacts from residential development and associated traffic, extending the City of Talent east of Interstate 5 could have strong negative economic impacts on nearby farm-lands and industrial agricultural enterprises, important to the region.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given separation of the area from the City by the freeway and the potential for impacts to an important agricultural investment area to the north.

Area TA-B.a

This subarea of approximately 98 acres is comprised of 9 parcels that are wholly are partially within one-quarter mile of the existing urban growth boundary. This area is an island of land isolated between the freeway and Bear Creek. Nearly all of the area is comprised of orchard. The remainder is under public ownership by the State and County. An explanation of unsuitability discussed in TA-B above remains applicable to this subarea. As such, this subarea TA-B.a is wholly comprised of lands that are unsuitable for urbanization because of potential environmental impacts, strong inefficiencies in urbanization and impacts on commercial agriculture.

Area TA-B.x

This subarea of approximately 414 acres is comprised of 25 parcels that are wholly or partially within one-quarter mile of the existing urban growth boundary. However, it is part of the large agricultural area within Coarse Area TA-B, east of Interstate 5. The lands are recognized by the region as being one of the valley"s most important agricultural areas. An explanation of unsuitability discussed in TA-B above remains applicable to this subarea. As such, this subarea TA-B.x is wholly comprised of lands that are unsuitable for urbanization because of potential impacts on Agricultural.

Area TA-C.a

Area TA-Ca is comprised of 15 parcels located wholly or partially within one-quarter mile of the existing urban growth boundary to the south/southwest and upgrade of Talent. This study area was forwarded for further consideration as an urban reserve because it is in close proximity to the existing urban growth boundary and it is located within the adopted Talent Direction of Urban Growth Area. The area has approximately 375 acres in total, of which 331 acres are severely constrained by steep slope and debris flow hazard potential. *See*, Map 73 – Physical Features Map. Eight dwellings exist in the area. All but one parcel in the study area is designated either as Agricultural Land or for Forestry/Open Space. The only non-resource parcel is approximately ten acres in size, designated Rural Residential, and located at the far southwest corner of the study area along the Frederick irrigation lateral south of the West Canal. Soils in the area are Class IV-VIII for agriculture but rated at greater than 85 cubic feet

per acre per year for timber. The adjoining area within the existing urban growth boundary and above the railroad, although urbanizable, remains unincorporated and lacks access to urban infrastructure.

Access to TA-C.a would similarly be limited because of the railroad and lack of road infrastructure within the adjacent urban growth boundary area. The railroad provides a significant barrier between urban street networks to the north and generally undeveloped and re-developable lands to the south.

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

1. *Efficient Accommodation of Identified Land Needs.* Steep slope, risk of debris flow hazard (landslides), high wildfire hazard potential, and infrastructure constraints would prevent an efficient accommodation of identified land needs in a manner prudent for Urban Reserve planning.
2. *Orderly and Economic Provision of Public Facilities and Services*. As discussed above, this area is situated beyond a portion of Talents UGB that has severe obstacles to achieving urban level public facilities and services. Because the intervening UGB properties have significant obstacles, this subarea is presented with the same hurdles but to a higher degree.
3. *ESEE Consequences*- The overall comparative ESEE consequences of designating these lands Urban Reserve is negative, based upon the following:
    a. Economic- Debris flow hazard, steep slopes, and wildfire hazard – in addition to access and public facility constraints - would inhibit use of the land for anything other than very low density view properties. Increased risk of slope failure could result in damage to the West Canal and the agricultural uses served as well as life and property in and immediately below the area. Any economic benefits would be further offset by costs of extending infrastructure, provision of urban services, and loss of productive timber soils. Comparative economic consequences would be negative.
    b. Social- This area serves is a woodlot foreground to the undeveloped hills to the south of the City. The semi-rural development pattern provides for a beneficial transition from urban to rural between the City and the forested lands beyond.
    c. Environmental- Urban development within steep areas prone to rapid debris flow hazard increases the risk of slope failure, soil erosion, and wildfire in the urban interface that would place the upland forest environment at risk Upland drainage from the Siskiyou mountains to the south would be impacted by urban development of what is now a rural woodland environment. Drainage would need to be accommodated in a manner that does not further impact the waters conveyed by the TID canals which are subject to federal regulation under the Clean Water Act.
    d. Energy- Energy inputs are increased when developing lands that are both steep and higher in elevation than the rest of the City. Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. However, due to the physical constraints posed by the sloped topography, extending services and street networks would create inefficiencies.
4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This subject area is not near or adjacent to any agricultural operations outside the Urban Growth Boundary. Wooded upland areas are completely comprised of soils with a forest capability value equal to or greater than 85.8 cbf suitable for commercial timber

production. The greatest potential threat that urbanization of the study area would have on surrounding resources is wildfire. Because the nearby woodlands are heavily vegetated and steep, the potential for wildfire spreading through this area and beyond to commercial forest lands to the south is significant.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization. The area subject to severe geologic and wildfire hazard and is topographically unsuitable for urban levels of development and an orderly provision of public facilities and services.

Area TA-D.a

TA-D.a subarea is situated southwest of and at least partially within one-quarter mile of the Talent Urban Growth Boundary. This subarea totals 233 acres in size, which includes approximately 44.7 acres of Rural Residential land and 188.5 acres of Agricultural land. This area is crossed by Wagner Creek, Wagner Creek Road, Rapp Lane, and the Talent Canal. The western portion of the subarea along Wagner Creek is comprised of lands with Class II agricultural soils and commercial fruit orchards. The Beeson-Foss Farm and its historic orchard located adjacent to the urban growth boundary along Wagner Creek Road is designated as an historic resource by Jackson County.

The exception lands are located within the eastern extent of the study area and south of the Talent Canal. The exception land west of Rapp Lane is bound by Theo Drive on the South and the Talent Canal to the south. Theo Drive is a cul-de-sac approximately one-quarter mile in length that serves the Pomona Heights Subdivision. The subdivision includes eight lots of 1 to 1.77 acres each in area. The lots are developed with single family homes arrayed in row along the Theo Drive frontage. The area to the rear of the lots could provide a developable area of 200 to 300 feet in depth to the canal if access were extended west from Rapp Lane. The proximity of the canal immediately down-grade raises concern given the limited area available for development and the highly parcelized land configuration.

The exception land extends south along the east side of Rapp Lane comprised of lots and flag lots generally 1 to 1.5 acres in size. The lots further south and upslope are somewhat larger – 1.92 to 2.5 acres. The last two parcels at the southern extent of the study area and furthest uphill where the West Canal switches back are 5.95 and 4.4 acres in size. Although these parcels are located within one-quarter mile of the existing urban growth boundary to the east as the crow flies, they are approximately three-quarters of a mile from the urban growth boundary to the north by way of Rapp Lane.

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

1. *Efficient Accommodation of Identified Land Needs.* The western portion of the study area accessed by Wagner Creek Road could efficiently accommodate identified land needs given generally level terrain and proximity to existing urban facilities. It is, however, comprised entirely of high value farm land. The eastern portion of the TA-D.a would require access by way of Rapp Lane and extension of public services above the Talent Canal. The existing small and/or narrow lot configuration and development pattern coupled with the relative isolation of the area would not promote an efficient accommodation of land needs.
2. *Orderly and Economic Provision of Public Facilities and Services*. The extensive parcelization and fragmented ownership of the exception land area along Rapp Lane coupled with its relative isolation above the Talent Canal would not promote an orderly and economic provision of public facilities and services. Existing homeowners on properties with little redevelopment potential would not willingly support the financing of public facilities necessary to support the few parcels that could be redeveloped. The area to the

west accessed by Wagner Creek Road would be conducive to the orderly and economic provision of public facilities and services, but is comprised of high value agricultural land.

3. *ESEE Consequences-*

   a. *Economic – The majority of the land area co*mprising TA-D.a is actively and intensively farmed as orchards and vineyards. Many of these orchards and vineyards are recent investments. Moreover, the agricultural land in this area is part of a larger contiguous tract of orchard and vineyard lands southwest and west of Talent. Urbanization of TA-D.a will have a negative economic impact from the direct loss of commercial orchard and vineyard lands and potential negative economic impact on surrounding or nearby agricultural lands based by encroachment of urban uses.

   b. *Social* - The portion of TA.D.a situated east of Wagner Creek Road constitutes a neighborhood intermixed with rura*l residents, hobby fa*rms and commercial agriculture. The existing residential development patterns in this area are limited and long standing, and generally exist in balance with the surrounding farm uses. Except for where the owner of the residence is also the owner of the land which contains the intensive farm use, most of the agriculture area is relatively buffered from the homes. Not only would converting this area to urban land directly remove agricultural land from production – which would have the affect of removing open space, it would obliterate the character of a neighborhood that has adapted over time to be compatible with surrounding agricultural uses and lands.

   c. *Environmental* – Wagner Creek and its floodplain extend through this subarea. A few relatively small identified wetlands are located in the southern part of this area. There are small inclusions in the southeast portion of this subarea that contain steep slopes. Aside from these relatively minor environmental concerns, the subarea is generally free of environmental constraints. Redevelopment of the Pomona Heights Subdivision area adjacent and upgrade (south) of the Talent Canal could impact waters of the state carried by the canal as a result of soil erosion and sedimentation given the limited depth of the redevelopment area.

   d. *Energy* – Comparative energy consequences from urbanization of this area would likely be somewhat positive – similar to any other area within one-quarter mile of the existing urban growth boundary.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- The designated Forest/Open Space land to the southeast consists primarily of low elevation mixture of hardwood and brush with some pine and fir. Urbanization of this subarea would increase the potential for wildfire for the nearby wooded lands. Urban wildfire interface standards would be needed to mitigate this conflict. The subarea is also adjacent to nearby Agricultural activities occurring on nearby farm lands outside the urban growth boundary. This subarea is a transition area or interface between urban to rural. Urbanization of TA-D.a would encroach on the regionally important orchard and vineyard land adjacent and nearby to the southwest and west. Areas that would have less impact on resource lands are reasonably available as an alternative to provide for Talent"s identified land needs.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given the importance of the west/southwest portion to be preserved for commercial agriculture and to avoid strongly negative socio-economic consequences to the community"s identity. The exception lands in the eastern extent of the area are topographically unsuited and poorly configured to provide for the efficient accommodation of identified land needs or an orderly and

economic provision of public facilities and services. The existing parcelization and development pattern will continue to best function to as an urban to rural interface area.

Area TA-E.a

This study area has approximately 170 acres located immediately west of the City of Talent. The area includes lands that are at least partially within one-quarter mile of the City UGB. A north-south extension of Tarry Lane forms the western border. Beeson Lane forms the southern border. Foss Road crosses the area east-west. The southern boundary of the school-owned "soccer field" property located off Colver Road forms the northern boundary.

As described under the TA-E Coarse Filter section above, except for approximately 15 acres of Rural Residential properties situated near the intersection of Foss Road and Tarry Lane, the majority (156+ acres) of TA-E.a is comprised of Agricultural Land that is almost exclusively dedicated to commercial orchard production.

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

1. *Efficient Accommodation of Identified Land Needs.* This area is immediately adjacent to the UGB. Services including municipal water, sewer, and power are relatively close-by within the adjacent urban neighborhoods to the east. The entire area is flat and there are almost no natural constraints. The land could efficiently accommodate identified land needs. It is, however, comprised entirely of high value farm land in commercial production.

2. *Orderly and Economic Provision of Public Facilities and Services*. This area is adjacent to the urban growth boundary and existing public facilities and services. The area can be provided public facilities and services in an orderly and economic fashion.

3. *ESEE Consequences-*

   a. *Economic* – The bulk of the land area comprising TA-E.a is actively and intensively farmed as orchards and vineyards. Many of these orchards and vineyards are recent investments. This is part of an area of large contiguous blocks of orchard and vineyard lands extending a few miles southwest and west of Talent – an area recognized as very important to the regions Agricultural economy. Urbanization of TA-D.a will have an adverse negative economic impact from the direct loss of commercial orchard and vineyard lands and potential negative economic impact on surrounding or nearby agricultural lands based on indirect impacts resulting from introduced urban conflicts.

   b. *Social* - Converting this area to urban land would directly remove agricultural land from production – which would have the affect of removing open space important to the character of the City and the Wagner Creek valley as a whole.

   c. *Environmental* – Only one fairly small pocket of wetland is identified as being within this subarea. Thus, urbanization of TA-E.a would have few negative environmental consequences.

   d. *Energy* – For the same reasons discussed under items 1 and 2 above, urbanization of this area would not have strong negative energy impacts.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are no nearby Forest Activities. The 170+ acres comprising TA-E.a is part of an area of large contiguous blocks of orchard and vineyard lands that extends a few miles southwest and west of Talent – an area recognized as very important to the regions Agricultural economy. Urbanization of TA-D.a will not be compatible with these Agricultural activities occurring

adjacent and nearby Agricultural Lands. Except for a limited need to provide a north-south street connection adjacent to the existing urban growth boundary to connect school facilities, which will be discussed as part of Area TA-1, identified urban land needs could be reasonably accommodated in other areas that would have less effect on regionally important agricultural land.

This area, on the balance of the Goal 14 factors, is unsuitable for urbanization given that the area is devoted primarily to high-value agricultural use. The loss of the high value agricultural land base would have strongly negative economic consequences directly to the agriculture sector and indirectly to the community"s strong identity with historic agriculture settlement in this area.

4.2. Study Areas – Suitable

Each of the areas identified in the accompanying Atlas as numbered Urban Reserves were evaluated for suitability considering the growth policies for Talent and balance of Goal 14 boundary location factors. All of the numbered areas were found to be suitable for inclusion/ protection as Urban Reserve for the detailed reasons explained herein below.

TA-1:
This area is located northwest of Talent"s City limits. Colver Road defines its northern edge. The area is just under 43 acres within a single parcel. Although designated as Agricultural land, it owned by the Phoenix-Talent School District and is developed with a bus barn and service area for school vehicles in addition to several recreational fields for sports. Consequently, the parcel was not identified by the RLRC as an area with commercial agricultural lands.

The purpose of this growth area is to preserve land for future public use. The City has agreed to a permanent restriction on the use of the property to either school or park/open space/recreational use. At present, the local school district has tentative plans to develop a new school here. If the site does not develop as a school, the City of Talent would ensure that it remains in park, open space, or recreational use. These proposed uses would also buffer the City from adjacent agricultural activities.

Connectivity of this site from the Talent Elementary School and the Talent Middle School to the south is impeded by an intervening residential neighborhood developed without a through north-south connection. The local streets that are within the neighborhood terminate in cul-de-sacs. Significant out-of-direct travel is required to reach the site from the existing schools and residents from the south. The TA-1 area includes a proposed direct connection between the existing school facility and Foss Road – a route that would be approximately 1,750 feet from the middle school campus to the sports fields as opposed to nearly one mile by way of Wagner Creek Road to Main Street to Front Street to Colver Road. The existing route requires one to cross the railroad two times to travel between the schools and the recreation fields and the bus barn. The proposed route would be adjacent to and west of the urban growth boundary where urban residential yards already abut an active orchard operation. The road would provide separation between the orchard activity and the homes, and would need to be designed with screening and buffering to minimize conflicts with public road use adjacent to the orchard. The resulting connection from Foss and Wagner Creek Roads to Colver Road would solve many of the inefficiency and safety concerns that now exist.

Figure TA.4

TA-1 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 43	Reasonably Developable: 43	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses						100%

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

1. *Efficient Accommodation of Identified Land Needs*- The area is adjacent to the City, is flat, close to services, and has good access via Colver Road. Access and circulation would be greatly improved to the existing elementary and middle school sites, as well as to existing residential areas in the southwest portions of the City, if the connection to Foss Road is provided. As the area is already committed to school facility uses, it would efficiently accommodate the City"s identified land needs for public and institutional land needs.

2. *Orderly and Economic Provision of Public Facilities and Services* – The adjacent urban growth boundary area has been incorporated into the city and fully developed as residential subdivisions (Anderson Butte and Christian Acres). Municipal services could be extended to the study area in an orderly and economic manner. The streets serving the adjacent subdivisions to the east, however, were developed in a cul-de-sac pattern that cannot readily be extended into a grid with future development without removal of existing homes. This pattern inhibits north-south connectivity within the existing urban growth boundary and municipal area that is needed to connect school facilities to the north and south of these neighborhoods. Inclusion of TA-1 would accommodate an orderly and economic provision of public facilities and services that would enhance existing street connectivity as well as the public school facilities.

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

    a. *Economic*- Inclusion of this area as an urban reserve would enhance existing school facilities and reduce long run operation costs for bussing and other vehicles, thereby having a positive economic impact on the community. This is somewhat offset by the loss of farm land for agricultural production. However, the parcel owned by the school is committed to non-agricultural use and the proposed road right-of-way area is already impacted by encroachment of adjacent houses within the city along the entire course of the route. Overall, the economic consequences are found to be positive.

    b. *Social*- Inclusion of the area would serve to enhance public school facilities and neighborhood connectivity with minimal impact to the agricultural surroundings of the City. Schools serve not only to educate our society, but can also provide places of instruction and/or event gathering potentially important to many social and cultural aspects of the City. Improved access to park and recreation areas will promote exercise beneficial to public health. Existing homeowners with back yards adjacent to the proposed street connection may consider public access along the rear property lines as a negative. This would be offset in part by more separation and better buffering from active orchard operations, and could be

further mitigated by appropriate landscape design along the common right-of-way boundary. The overall social consequences are positive.

c. *Environmental*- There are no significant environmental features that would be affected by inclusion of the land as an urban reserve. Benefits would result from improved connectivity between the existing schools to the south and the recreation field and bus facilities through reduction in vehicle miles travelled. The environmental consequences are found to be positive.

d. *Energy*- Should the property remain as open space, required energy inputs will be zero to minimal. Should the property be converted to other recreational facilities, energy inputs would remain minimal, for the open space components generally require few to no additional services. If public facilities are necessary for serving the site and potential uses as a school or otherwise – the balance of energy inputs would remain positive for all the necessary services are within close proximity.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- This subarea is located along Colver Road, an area collector heavily used by Agricultural-related transport. Immediately to the south and southwest are intensively managed orchard lands. Lands directly across Colver Road to the north are also under orchard production. The single property immediately to the west is developed with a residence and multiple outbuildings. It is not dedicated to agricultural activities. Redevelopment will require compliance with the buffering standards and will therefore have less impact on activities associated with surrounding Agricultural Land than impacts caused by uses that are currently and have been occurring for several years. For these reasons, subarea TA-1 is found to be generally compatible with activities occurring on nearby Farm Land.

TA-2:
TA-2 is a 6-acre area adjacent to the existing urban growth boundary and located between Rapp Road on the north side and the Talent Canal on the south. The area is designated as Agriculural land but is abutted to the north and east by the existing urbanizable area of the City and to the south by the Pamona Heights Subdivision (residential exception area on the opposite side of the canal). It is within the Area of Future Residential Growth identified in the City"s comprehensive plan as "the functional equivalent of an Urban Reserve." (Element G, Policy 1, Section 1.2.3). Inclusion of the subarea, which is located at the junction of the southwest urban growth boundary area and the railroad, is critical to accommodate the safe and efficient development of public facilities and services and to complete an Area Master Plan west of the railroad. That area contains the majority of the City"s current inventory of developable residential land within the urban growth boundary. Besides being adjacent to the urban growth boundary and at a location important to extension of public facilities to the existing urban growth boundary area west of the railroad, TA-2 is also located in close proximity to the downtown core in comparison to any other potential growth area.

Figure TA.5

TA-2 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 6	Reasonably Developable: 6	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		6%		94%		
Proposed Uses		89%			11%	

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

1. *Efficient Accommodation of Identified Land Needs*- The entire north and east sides of this subarea TA-2 are contiguous with the Talent UGB. All of the land is flat to gently sloped, and the parcel configuration and development pattern would not preclude development at urban intensities . Access is provided by way of West Rapp Road and Rapp Lane. From which local street networks and public facilities can be provided in a logical and organized manner. Wagner Creek, forming the northwest border of the area, and the Talent Canal provide a logical physical limit the western boundary of an urbanizable area. Overall, the entire area can efficiently accommodate identified land needs.

2. *Orderly and Economic Provision of Public Facilities and Services* – The adjacent urban growth boundary area to the north is developed with multi-family and single family residential housing, and the adjacent urban growth boundary area to the northeast is developed as industrial land. The adjacent urban growth boundary area due east is designated for industrial development, but is undeveloped. Inclusion of the TA-2 area will promote completion of an Area Master Plan to assure that all necessary public facilities can be extended to the existing urban growth boundary area west of the railroad and to TA-2 itself.

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

    a. *Economic*- The comparative economic consequence of including these lands is positive as it will supply the demand for future housing in an efficient manner to keep affordability in line with growth and would facilitate the development of a significant portion of the City"s current developable land inventory located adjacent and east of the TA-2. Although the study area has been identified by the RLRC as part of the Region"s commercial agricultural land base, the parcels within the area are not in commercial agricultural production which does occur west and across Wagner Creek fro the the study area. The study is sufficiently sized and configured to accommodate future urban needs with spatial setbacks and vegetative screening adequate. Consequently, the comparative economic consequences are found to be positive.

    b. *Social*- The comparative social consequences are expected to be positively correlated with positive economic consequences as it promotes affordable housing to meet the future City demands. The City"s ability to accommodate future growth in any significant part to the west of the railroad, in accordance with its adopted comprehensive plan, requires that some agricultural land be taken in this area in order to avoid the need to take more valuable agricultural land that would be otherwise easier to develop to the west and north of the City. Preservation of those prime agricultural areas has been established by the City as important for preservation of its community identity. Consequently, the social consequences of including TA-2 as an urban reserve are found to be positive as being in accord with the existing adopted comprehensive plan.

    c. *Environmental*- Wagner Creek located crosses the northwest corner of this subarea and the Talent Canal, although not a natural feature, is located upgrade to the south and carries waters of the state. However, there is ample room to maintain adequate setbacks and buffers from these features, and to properly

accommodate drainage needs. Conversion from a low density rural residential pattern to one of urban form will remove a relatively small area of open space immediately southwest of the City. However, nearby farm and forest lands are much larger in area and thus provide for substantially more open space. Accommodating demand for housing in an efficient urban pattern will have the affect of reducing pressures and related impacts on nearby surrounding resource lands - which will preserve the larger and more significant areas of open space around the City. Environmental impacts overall are determined to be positive.

d. *Energy* - Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. Inclusion of this area will also promote connectivity between existing urban growth boundary areas adjacent to the north and east which are all southwest of the railroad from the remainder of the City.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are designated Forest / Open Space lands to the southeast with minimal forest activities occurring. The nearby forest lands are primarily hardwoods mixed with brush and some pine and fir. Urbanization of this area will have little to no affect on said forest lands. With exception of the orchard located immediately south of Rapp Road and immediately west of this subarea, north of Theo Drive and along Wagner Creek, there are no adjacent lands under agricultural production. The bulk of nearby orchards and vineyard lands are to the south and west over one-quarter mile away. Redevelopment of this area will require compliance with the buffering standards, thereby minimizing impacts to the orchard immediately to the west. There are very few areas surrounding the city that are not directly under intensive Agricultural production. The lands to the southwest, west, northwest, southeast, and east all contain intensively managed Agricultural Lands. The lands directly to the south are generally too steep for development. Comparatively, this subarea in combination with the other identified suitable areas comprise the few suitable areas around the city that will have less impact on or require less resource land. The existing rural residential properties located immediately south and west along Theo Drive and Rapp Lane are situated in a manner that adequately buffer nearby agricultural activities from urban development that this area will provide.

TA-3:

The area is approximately 124 acres, and is near the southeastern edge of Talent. It extends along Talent Avenue and Highway 99. The site is designated Agricultural Land and Forestry/Open Space Land to the southwest of Talent Avenue and mainly rural residential to the east. A narrow strip of land immediately south of and adjacent to Highway 99 is designated Commercial by Jackson County. The entire area is designated within the City/County mutually adopted urban growth boundary agreement as part of the Talent Direction of Urban Growth Area. No part of the area has been recommended by the RLRC as commercial agricultural land. Soils are entirely Class IV, and there are no identified commercial agricultural practices occurring in the area. The southern extent of TA-3 is bordered by the West Canal. The eastern boundary is defined by a distinct north-south ridgeline. TA-3 includes some irregularly sized parcels that will be able to accommodate a buffer between future activities and the West Canal to the south.

Figure TA.6

TA-3 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 124	Reasonably Developable: 104	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		29%		64%		7%
Proposed Uses		95%				5%

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

1. *Efficient Accommodation of Identified Land Needs*- The western border of TA-3 is shared with the southeast Talent UGB boundary. Roads and infrastructure can efficiently be extended into TA-3 once nearby and adjacent lands within the City UGB are fully developed. The predominantly moderate topography and existing pattern of development south of Talent Avenue would accommodate a full street grid and all public utilities with minimal constraints. A steep escarpment confines the narrow strip of Commercial land situated along Highway 99. These lands are partially built-out, with few additional utility and service needs. In-fill with future employment uses can be accommodated within the remaining vacant portions of these lands. A portion of the residential lands north of Talent Avenue have some development constraints. The existing development is situated on a narrow bench between the above-described escarpment and Talent Canal to the north and Talent Avenue to the south. These lands offer little in the way of in-fill redevelopment. The 12 – 15 acre portion situated immediately adjacent to the City and north of Talent Avenue, however, is of adequate topography and is minimally constrained, thereby having the ability to efficiently accommodate identified future needs. Despite having some constraints, TA-3 can generally accommodate identified urban land needs.
2. *Orderly and Economic Provision of Public Facilities and Services* – The western border of TA-3 is shared with the southeast Talent UGB boundary. Urban-level infrastructure can be extended into TA-3 in an orderly and economic fashion, once nearby and adjacent lands within the City UGB are fully developed. The predominantly moderate topography and existing pattern of development south of Talent Avenue would accommodate a full street grid and all public utilities with minimal constraints. A Rogue Valley Services sewer line is already situated along Highway 99, at the lowest elevations of TA-3.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:
    a. *Economic*- The comparative economic consequence of including these lands is positive as it will supply the demand for future housing in an efficient manner to keep affordability in line with growth. Part of this subarea can also be used to accommodate some of Talent"s need for Employment land, contributing to the economic growth of the community.
    b. *Social*- The geography of TA-3 is such that it already is perceived to be part of Talent. The existing development along the highway is located at the cities" entrance from the south. By enabling the City to have jurisdictional authority over this area, the look and feel of development will be better able to reflect the social atmosphere of the City. The north-south ridge-line immediately southeast of this area and the steep hills immediately to the south are dominant physical

feature in the landscape that forms a natural convergence with Bear Creek at the southern extent of the area. Extending the City to the foothills to the southeast is consistent with the cities" small town atmosphere of being nestled between orchards and hills in the middle of the Bear Creek Valley.

The comparative social consequences are also expected to be positively correlated with positive economic consequences as it promotes affordable housing and employment land (jobs) to meet the future City demands

c. *Environmental*- Two minor intermittent streams, a single small wetland feature, and only a few acres of steep slopes affect all of TA-3. There is ample room to buffer and protect from impacting these features. Conversion from a low density rural residential pattern to one of urban form will remove an area of open space immediately southeast of the City. However, nearby farm and forest lands are much larger in area and thus provide for substantially more open space. Accommodating demand for housing in an efficient urban pattern will have the affect of reducing pressures and related impacts on nearby surrounding resource lands - which will have the affect of helping preserve the larger and more significant areas of open space around the City. Urban wildfire interface standards should be implemented to mitigate against potential wildfire impacts to the upland forest environment. Adequate area is available to provide for fuelbreaks to address this issue. Environmental impacts overall are determined to be positive.

d. *Energy*- Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences. TA-3 shares its west boundary with the City UGB and lands within this area are at equal elevations with lands within the UGB. Sewer lines already extend through part of the area. Energy impacts are determined to be positive.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- There are only two nearby designated Agricultural lands. The closest is situated to the southwest, along the steep north-facing woodlands, directly southwest of the City. There are no identified farm uses occurring within this area. The other nearby agricultural area is situated to the north/northeast, across Highway 99 and Bear Creek. TA-3 is well buffered from the Agricultural lands to the north by both the highway and the riparian corridor of Bear Creek. The designated Forestry/Open Space lands situated south and southeast are not intensively managed as commercial forest land. They are predominantly low elevation hardwoods with brush and some pockets of pine and fir. Risk of wildfire hazard is the primary compatibility concern with the upland forest area. However, the risk could be minimized to a compatible extend as previously discussed. Urbanization of TA-3 is expected to have no adverse impacts on any nearby Agricultural or Forestry practices.

TA-4:

This study area has 22 acres comprised of eight parcels with three existing dwellings. The area is located at the edge of one of the regions significant Agricultural areas. Agricultural uses on the nearby large blocks of Agricultural Land to the southwest, west and northwest include orchards, vineyards, nurseries, and fruit waste treatment. The Agricultural Lands immediately adjacent to the west and north are not currently employed for Agricultural purposes.

The area is situated along Highway 99, at the City"s north entrance and just south of the southern extent of the pCiC community buffer between Phoenix and Talent. The entire site is flat and is situated in a "cradle" of transportation routes – a railway, a state highway, and a regional collector and the parcels are designated as Agricultural Land. The area is proposed to accommodate identified employment land needs for industrial uses that requiring rail and highway access.

Figure TA.7

TA-4 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 22	Reasonably Developable: 21	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan				100%		
Proposed Uses						100%

1. *Efficient Accommodation of Identified Land Needs*- The southern border of TA-4 is shared with the north boundary of Talent"s UGB, west of Highway 99. Public facilities necessary to develop the site for employment purposes are nearby. The area is flat and physically able to accommodate identified land needs in an efficient manner. As noted above, TA-4 is located at a transportation hub with many of the factors that make it good employment land. There are very few sites throughout the region, let alone around Talent that have the advantage of these factors. As such, projected employment land uses can be accommodated within TA-4 in an efficient manner.
2. *Orderly and Economic Provision of Public Facilities and Services* – Public facilities are located both adjacent to the south within the City and along the eastern border of this subarea, along Highway 99. The area is flat and easily accessed. Inclusion of this area creates a logical northerly extension of the City, consistent with a uniform urban configuration. Thus, all necessary public facilities and services can be provided in an orderly and economic fashion.
3. *ESEE Consequences*- The overall comparative ESEE consequences of an Urban Reserve boundary in this area is positive, based upon the following:

    a. *Economic*- The comparative economic consequence of including these lands is positive as it will supply the demand for future employment land in an efficient manner. Twenty-six acres of employment land is a significant amount of area capable of generating substantial positive economic impacts for the City of Talent. Having adequate acreage combined with necessary amenities is advantageous to attracting significant employers. Attracting and accommodating even one significant employer in Talent can have a large positive impact on the City"s economy.

    b. *Social*- Creation of jobs in basic sector industries will have obvious positive social consequences. A suitability determination of this area is based on a balance of social factors. This area is at the southern extension of the Phoenix – Talent pCiC recommended community buffer area. As a means of compensating for the lost community buffer area included within TA-4 and TA-5, the City will work with landowners to incorporate design elements along Highway 99 in the future development of this urban reserve and TA-5 that accentuate one of the primary functions of the community buffer, which is to highlight transitions between urban centers and rural lands. Inclusion of this site still provides for over one mile of buffer between the two cities. Because of the strong Agricultural

presence east, southeast, west, and southwest of the City, there are very few areas able to supply the need for employment land. This is one area capable of meeting some of that demand in an efficient and logical manner. In the balance this area can be used to create jobs while maintaining an adequate community buffer.

c. *Environmental*- The comparative environmental consequences are expected to be positive. The site itself is flat with no identified physical constraints.

e. *Energy*- This areas position relative to the railway and the highway creates an advantage for potential future industrial operations. Having the ability to utilize these transportation networks to move large quantities of resources and products with relatively low energy inputs provides for a substantial energy benefit and resulting economic benefit. Accommodating urban growth in close proximity to existing boundaries is generally considered as having positive energy consequences.

4. *Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary*- Highway 99 borders the area to the east and the City lies to the south. Because this area is situated on the edge of a large and regionally significant Agricultural area dominated by orchard-lands, the impacts on said lands have been carefully considered. The immediately adjacent lands to the north and west are not being used for commercial agricultural production. However, lands beyond to the southwest, west and northwest are and have been used for intensive agricultural practices including but not limited to orchards, vineyards, nurseries and fruit waste treatment. The primary collector providing access to these nearby Agricultural lands is Colver Road, which runs along the site's southern boundary.

   Not only will this area have minimal impacts on the fore-mentioned agricultural lands and associated activities, it has strong potential to support them. Industrial employment lands are typically compatible with industrial level agricultural practices. Both categories of uses generally have intensive activities that result in strong smells, high levels of noise, and heavy freight traffic that may otherwise be obtrusive to residential areas. Because of the areas proximity to Agricultural lands and transportation routes, including the rail – the site will be able to cater to the Agricultural industry and support them with related value adding employment uses such as storage and processing facilities.

TA-5: This 27.5-acre site is nestled between Highway 99, the current City boundary, and the Phoenix Canal. The area is flat and is completely comprised of designated Rural Residential property. Situated at the front of this area, with direct access from Highway 99, are two commercial / institutional uses being a fire station and a warehouse owned by Associated Fruit. There are also three homes and related accessory structures situated to the rear (northeast portion) of the area. Access to these homes is off Suncrest Road, lying adjacent to the southeast.

Figure TA.8

TA-5 Urban Reserve By Existing and Potential Land-Use Type						
Gross Acres: 28	Reasonably Developable: 26	Residential	Aggregate	Resource	Open Space / Parks	Employment Land
Existing Plan		100%				
Proposed Uses		43%			8%	49%

1. *Efficient Accommodation of Identified Land Needs*- The southern border of TA-5 is shared with the north boundary of Talent"s UGB, east of Highway 99. Public facilities necessary to develop the site for employment purposes are nearby. The area is flat and physically very able to accommodate identified land needs in an efficient manner.

2. *Orderly and Economic Provision of Public Facilities and Services* – Public facilities are located both adjacent to the south within the City and along the western border of this subarea, along Highway 99. The area is flat and easily accessed. Inclusion of this area creates a logical northerly extension of the City, consistent with a uniform urban configuration. Thus, all necessary public facilities and services can be provided in an orderly and economic fashion.

   TA-5 is situated in a manner that can efficiently accommodate a by-pass or re-routing of Suncrest Road to eliminate the need for freight traffic to travel through residential areas. Whether part of TA-5 is used as a by-pass to increase efficiencies of freight movement or whether it is completely developed at urban levels, it is capable of doing so in an orderly and efficient manner.

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

   a. *Economic*- The comparative economic consequence of including these lands is positive as it will supply the demand for future employment and residential needs land in an efficient manner. It also has the potential to assist with Agricultural-related freight traffic, benefiting the region"s agricultural economy.

   b. *Social*- Creation of jobs in basic sector industries will have obvious positive social consequences. A suitability determination of this area is based on a balance of social factors. This area is at the southern extension of the Phoenix – Talent pCiC recommended community buffer area. Inclusion of this site still provides for over one mile of buffer between the two cities. Because of the strong Agricultural presence east, southeast, west, and southwest of the City, there are very few areas able to supply the need for employment land. This is one area capable of meeting some of that demand in an efficient and logical manner. In the balance this area can be used to create jobs while maintaining an adequate community buffer.

   c. *Environmental*- The comparative environmental consequences are expected to be positive. The site itself is flat with very few identified physical constraints. The riparian corridor of nearby Bear Creek will be unaffected by inclusion of this area. The Phoenix canal and existing vegetation, situated on lands immediately beyond TA-5 adequately buffer the site from the creek corridor

   d. *Energy*- This areas position relative to the highway and immediate access to the Agricultural lands both east of Interstate 5 and to the west of the City creates an advantage for potential future industrial operations. Having the ability to utilize these transportation networks to move large quantities of resources and products with relatively low energy inputs provides for a substantial energy benefit and resulting economic benefit. Accommodating urban growth in close proximity to existing boundaries is also considered to have positive energy consequences.

   4. Compatibility of the Proposed Urban Uses with Nearby Agriculture and Forest Activities Occurring on Farm and Forest Land Outside the Urban Growth Boundary-

There area no nearby Forest Lands or Forest activities. The only Agricultural activities occurring nearby are on Bear Creek Orchard lands situated northeast of this area. Bear Creek Orchards currently owns and manages land across the Phoenix canal as an orchard. The canal itself provides for a significant buffer between TA-5 and these nearby lands. Further, there is an existing strip of vegetation separating the two areas. TA-5 also has adequate area to incorporate additional buffers between future urban uses and these nearby lands, should they be needed.

5. PRIORITIZATION OF SUITABLE LANDS

Once suitable lands were identified through the above Goal 14 analysis, these remaining lands were sorted according to the priorities found in the Division 21 Urban Reserve Rule. The priorities are set by OAR 660-0021-0003, as described under Chapter 5 Urban Reserves Overview. An excerpt of the priority scheme is as follows:

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or nonresource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

The following tables summarize the results of the Priority analysis of the suitable lands inventory for the City of Talent The tables identify the amount of suitable lands by priority type able to accommodate future urban supply. The column headings are explained here:

<**Lots**> includes the number of tax lots within the given category.

<**Acres**> provides the gross acres of the lots, minus existing right-of-way.

<**Dwellings**> identifies the number of dwellings already occupying the given set of properties.

<**Natural Constraints**> calculates the net acres severely constrained by steep slopes over 22 percent, intact and weak vernal pools, floodway, wetlands, and stream corridors.

<**Built**> is the total acreage dedicated to existing dwellings or other substantial improvement.

<**Suitable & Developable**> refers to the amount of reasonably developable land within the inventory once built areas and naturally constrained acres have been subtracted from the gross acres.

<**Remaining Deficiency**> indicates whether suitable lands within the given priority sufficiently meet the projected need. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the „running total" of land deficiency within each priority level.

Atlas Map 77 (Suitable Lands by Priority –Talent) identifies the location of suitable lots by priority. The following tables are placed in the order which they were analyzed consistent with the Urban Reserve Rule, and are intended to illustrate the „running total" of land deficiency within each priority level

5.1. Priority (a) – Exception and Non-Resource Lands

The County"s Comprehensive Plan map was used to identify exception and non-resource lands, which include all those lands designated for Commercial, Industrial, Limited Use, Aggregate Removal, Rural Residential, and Urban Residential. Exception or non-resource lands adjacent (abutting) or near (wholly or partly within one-quarter mile of the existing growth boundary are designated for this review as "(a)1" sites. Exception and Non-Resource lands found to be suitable but not part of a contiguous block with other exception or non-resource lands that abut or are nearby the existing urban growth boundary are designated as "(a)2" sites

Figure TA.9

Priority (a)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Calculated Need	Remaining Deficiency
(a)1	41	73	12	5	58	247	(189)

Figure TA.10

Priority (a)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(a)2	0	0	0	0	0	189	(189)

Because there is an inadequate supply of suitable Priority (a) Lands, as shown in the above table, the Priority Lands Rule requires the study to extend to Marginal Lands for examination of potential supply. Therefore, the analysis must proceed to evaluate second priority lands

5.2. Priority (b) – Marginal Lands Results

OAR 660-21-0030(3)(b) states that if Priority (a) Lands are inadequate to accommodate the amount of land needed, second priority goes to Priority (b) Marginal Lands pursuant to former ORS 197.247(1991 edition). Jackson County is not a Marginal Lands county pursuant to ORS 197.247. Therefore Second Priority Lands – Marginal Lands are not applicable. Priority (c), Resource Lands, must be examined for ability to provide for 268 acres.

5.3. Priority (c) - Resource Lands

As found in the Priority (a) Exception Lands Results Table, and since Jackson County does not contain marginal lands pursuant to ORS 197.247, Talent is deficient 268 acres after all Priority (a) and (b) lands have been considered. Therefore Priority (a) lands are concluded to be inadequate for meeting the documented need and the analysis continues with an evaluation of Priority (c), Resource Lands.

Figure TA.11 Talent Suitable Lands Inventory of Priority (c)1 Resource Lands:

Priority (c)1 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)1	1	19	0	1	18	189	(171)

Because there is an inadequate supply of suitable Priority (c)1 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority 3b Resource Lands for examination of potential supply.

Figure TA.12

Priority (c)2 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)2	8	59	1	10	48	171	(123)

Because there is an inadequate supply of suitable Priority (c)2 Lands, as demonstrated in the above table, the Priority Lands Rule requires the study to extend to Priority 3c Resource Lands for examination of potential supply.

Figure TA.13

Priority (c)3 Lands Results							
Priority	No. of Lots	Gross Acres	Built	Natural Constraints	Suitable & Reasonably Developable	Remaining Need	Remaining Deficiency
(c)3	13	71	2	3	76	123	(47)

After inclusion of the Priority (c)3 lands, there still exists a supply deficiency of 47 acres as compared to the estimated land needed to accommodate growth over the 50 year planning horizon of this Plan.

Figure TA.14

TALENT SUITABLE LANDS BY PRIORITY			
Priority	**Gross Acres**	**Reasonably Developable**	**Percent of Total**
(a)1	73	58	33%
(c)1	19	18	9%
(c)2	59	48	27%
(c)3	71	76	32%
Subtotal	222	200	100%

6. TALENT URBAN RESERVE CONCLUSIONS

The table in Figure TA.15 reiterates the projected needs by land-use type for City of Talent over the designated planning period.

Figure TA.15

TALENT URBAN RESERVE LAND DEMAND SUMMARY							
	Residential		**Employment**		**Urban Parks**		**Total Demand**
	Population	Land (acres)	Jobs	Land (acres)	Developed (acres)	Open Space (acres)	(acres)
Allocated Regional Share	4,572	267	1,652	173			440
Planned Inside UGB	1,548	104	1,080	91			196
Urban Reserve Land Demand	**3,024**	**163**	**572**	**82**	**3**	**-**	**247**

The following table summarizes the supply of land within each urban reserve designated for the City of Talent.

Figure TA.16

SUMMARY OF SUITABLE LANDS						
Fine Study Area	Lots	Existing Dwellings	Gross Acres	Physically Constrained	Built	Generally Unconstrained
TA-1	1	1	43	0	0	43
TA-2	1	0	6	0	1	6
TA-3	36	29	124	10	10	104
TA-4	6	1	22	0	1	21
TA-5	8	6	28	0	1	26
Totals	52	37	223	10	13	200

The overall Talent results yield a deficit in suitable urban reserve land supply of approximately 47 acres. The base populations and needs determinations are based upon several factors and layers of assumptions including: a county-adopted 2005 Population Element; City of Talent buildable lands analysis, projected densities, a forecasted growth rate, and target future time period. All these factors are reasonable, based on best available information and are extrapolated using sound methodologies.

Chapter 5

Monitoring and Implementation

Chapter 1 of this plan outlined the Problem Statements, Goals, and Policies developed through this process as required by the Regional Problem Solving (RPS) Statute. These Problem Statements, Goals, and Policies were used to provide guidance for decision-making throughout the development of this regional plan. Chapter 2 addressed one of the major inputs considered in defining the Regional Plan, Regional Growth Planning. Chapter 3 identified the methodology and process for establishing the proposed Urban Reserve Areas as well as the implications of Urban Reserve establishment. Chapter 4 then provided specifics regarding the individual cities choices for proposed Urban Reserve Areas.

This Chapter contains the remaining items required for consistency with the RPS statute, specifically ORS 197.656. These items are consistent with those contained in the Participants Agreement, as required by the RPS statute, and will be implemented through amendments to the County's and each participating cities' comprehensive plans, land use ordinances, and associated Urban Growth Management Agreements.

Oregon Revised Statute 197.656 provides that the commission may acknowledge amendments to comprehensive plans and land use regulations, or new land use regulations, that do not fully comply with the rules of the commission, that implement the statewide planning goals without taking an exception, upon a determination that the regional problem solving process has included agreement among the participants on:

> *(A) Regional goals for resolution of each regional problem that is the subject of the process;*
>
> *(B) Optional techniques to achieve the goals for each regional problem that is the subject of the process;*
>
> *(C) Measurable indicators of performance toward achievement of the goals for each regional problem that is the subject of the process;*
>
> *(D) A system of incentives and disincentives to encourage successful implementation of the techniques chosen by the participants to achieve the goals;*
>
> *(E) A system for monitoring progress toward achievement of the goals; and*
>
> *(F) A process for correction of the techniques if monitoring indicates that the techniques are not achieving the goals.*

1. RPS IMPLEMENTATION TECHNIQUES— ORS 197.656(2)(b)(A) & (B)

1.1 Optional Implementation Techniques

ORS 197.656(2)(b)(A) & (B) require that an RPS process must contain regional goals to resolve identified problems as well as optional techniques to achieve the stated goals. This section reiterates the problems and goals, discussed in detail in Chapter 1 of the Regional Plan, and specifies the optional techniques used to achieve the stated goals.

1.1.1 Problem No. 1. Lack of a Mechanism for Coordinated Regional Growth Planning

Goal No. 1. Manage Future Regional Growth for the Greater Public Good

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

This technique is found in Section 4 of this Chapter and is given effect upon adoption of the Regional Plan. If this technique is executed it will occur as a future action following Regional Plan adoption.

1.1.1.2 ***Regional Plan Progress Report.*** *On a regular basis, every 5 years starting in 2017, all participating jurisdictions shall participate in a regular Regional Plan review process. Jackson County shall initiate the Regional Plan review process by providing notice of the Regional Plan review to each participant and requiring that each participant submit a self-evaluation monitoring report addressing compliance with the performance indicators set out in Section 3 of this Chapter of the Plan, to the County within 60 days after the date of the notice.*

This technique is found in Section 4 of this Chapter and is given effect upon adoption of the Regional Plan. Execution of the technique will occur as a future action following plan adoption.

1.1.1.3 ***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 the 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.*

The technique is found in Section 2 of this Chapter. The Regional Plan executes this strategy by extending the existing population allocations in the Jackson County Comprehensive Plan Population Element that end in 2040 out to the RPS Planning Horizon for participating jurisdictions. This is discussed further in Chapter 2 of this Plan.

1.1.1.4 ***Greater Coordination with the RVMPO.*** *The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Planning Organization (RVMPO) to: Prepare the Conceptual Transportation Plans identified in Section 2.7; Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 2.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of*

way costs; 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; Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

The technique is found in Section 2 of this Chapter and is given effect upon adoption of the Regional Plan.

1.1.1.5 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.*

The technique is found in Section 2 of this Chapter and is given effect upon adoption of the Regional Plan.

1.1.2 Problem No. 2. Loss of Valuable Farm and Forest Land Caused by Urban Expansion

Goal No. 2. Conserve resource and open space lands for their important economic, cultural, and livability benefits

1.1.2.1 ***Long-Range Urban Reserves.*** *The establishment of Urban Reserves sufficient to serve the doubling of the Region's urban population will allow long-term production decisions to be made on agricultural land not included in urban reserves.*

The Regional Plan executes this technique directly by establishing Urban Reserves for the participating jurisdictions. These reserves are discussed in Chapters 3 and 4 of this Plan.

1.1.2.2 ***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.*

This technique is found in Section 2 of this Chapter and is executed after adoption of the Regional Plan through local land development ordinance amendments consistent with the program in Volume 2, Appendix III of the Regional Plan.

1.1.2.3 ***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 strategies to preserve land as they develop.*

This problem solving technique is supported but not independently established by the Regional Plan. The Regional Plan establishes a framework that participants may undertake for land preservation as part of future preservation efforts. The strategies are outlined in Volume 2, Appendix V of

this Plan.

1.1.3 Problem No. 3. Loss of Community Identity

Goal No. 3. Recognize and emphasize the individual identity, unique features, and relative competitive advantages and disadvantages of each community within the Region.

1.1.3.1 ***Community Buffers.*** *The establishment of Urban Reserves outside of the areas of critical open space provides for a basic level of preservation for the Region's important areas of community separation.*

The Regional Plan executes this technique directly by establishing Urban Reserves for the participating jurisdictions which do not include areas identified in Volume 2, Appendix V of the Regional Plan as a Community Buffer.

1.1.3.2 ***Allocating to Competitive Advantages****. The Region agrees to a distribution of the calculated need of residential and employment lands among the Implementing Signatories necessary to support a regional doubling of the population. This distribution, which depends on a number of factors that relate to the comparative strengths and weaknesses of Implementing Signatories, allows each community to develop its own balance of viability and individuality within the larger regional matrix.*

This technique is implemented directly by the Regional Plan. This technique refines the regional growth planning into growth planning for population and employment for the individual participants according to the particular characteristics of the individual cities. The technique then extends this growth planning to land need for these individual growth planning activities.

1.1.3.3 ***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 strategies to preserve land as they develop.*

This problem solving technique is supported but not independently established by the Regional Plan. The Regional Plan establishes a framework that participants may undertake for land preservation as part of future preservation efforts. The strategies are outlined in Volume 2, Appendix V of this Plan.

2. 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.

2.1 Jackson County shall adopt the Regional Plan in its entirety into the County Comprehensive Plan and implementing ordinance.

2.2 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.

2.3 **Urban Reserve Management Agreement**. Participating jurisdictions designating an Urban Reserve Area (URA) 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 URAs.

2.4 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.

2.5 **Committed Residential Density**. Land within a URA 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	Dwelling Units Per Gross Acre 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

2.5.1 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.

2.6 **Mixed-Use/Pedestrian-Friendly Areas**. For land within a URA 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 #5) and employment (Alternative Measure #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.

2.7 **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 URAs can be protected as cost-effectively as possible by available strategies and funding. A Conceptual Transportation Plan for a URA or appropriate portion of a URA shall be prepared by the City in collaboration 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 URA.

2.7.1 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).

2.8 **Conceptual Land Use Plans**. A proposal for a UGB Amendment into a designated URA 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:

2.8.1 Target Residential Density. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the residential densities of Section 2.5 above will be met at full build-out of the area added through the UGB amendment.

2.8.2 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 a URA, which applies to the following URAs: CP-1B, CP-1C, CP-4D, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, PH-2, TA-2, TA-4.

2.8.3 Transportation Infrastructure. The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 2.7 above.

2.8.4 Mixed Use/Pedestrian Friendly Areas. The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the commitments of Section 2.6 above will be met at full build-out of the area added through the UGB amendment.

2.9 The following conditions apply to specific Urban Reserve Areas:

2.9.1 CP-1B. Prior to the expansion of the Central Point Urban Growth Boundary into the CP-1B area, ODOT, Jackson County and Central Point shall adopt an Interchange Area Management Plan (IAMP) for the Seven Oaks Interchange Area.

2.9.2 CP-4D. Use of CP-4D is predominantly restricted to open space and park land with the exception of an existing one acre homesite.

2.9.3 No roadways are to extend North, East, or West from CP-4D.

2.9.4 CP-6B. Development of the portion of CP-6B designated as employment land is restricted to Institutional uses.

2.9.5 CP-1B, CP-1C, CP-2B, CP-3, CP-4D, CP-6A, CP-6B. Prior to the expansion of the Central Point Urban Growth Boundary into any Urban Reserve Area, the City and Jackson County shall adopt an agreement (Area of Mutual Planning Concern) for the management of Gibbons/Forest Acres Unincorporated Containment Boundary.

2.9.6 EP-1A. Development of EP-1A is restricted to Light Industrial uses.

2.9.7 PH-2. Truck traffic onto Houston Road is prohibited.

2.9.8 PH-5. Development of the portion of PH-5 designated as employment land is restricted to industrial zoning. Prior to the expansion of the Phoenix Urban Growth Boundary into PH-5, the City shall adopt standards to create visual distinction between the City of Phoenix and the City of Medford.

2.9.9 PH-1, PH-1a, PH-3, PH-5, PH-10. Prior to the expansion of the city of Phoenix Urban Growth Boundary into any Urban Reserve Area to accommodate employment land need, the region shall agree on a mechanism (such as a Regional Economic Opportunities Analysis) to assist the city of Phoenix in justifying the regional need for urban reserve PH-5.

2.9.10 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.

2.9.11 TA-1. Development of TA-1 is restricted to use as a school or a park/open space/recreational area.

2.9.12 TA-4. Development on the portion of TA-4 east of the railroad shall be restricted to industrial uses.

2.9.13 TA-ROW. Development of TA-ROW is restricted to transportation uses and shall be a maximum of 120' in width.

2.10 **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.

2.11 **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.

2.12 **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.

2.13 **Urban Growth Boundary Amendment**. Pursuant to ORS 197.298 and Oregon Administrative Rule 660-021-0060, URAs designated in the Regional Plan are the first priority lands used for a UGB amendment by participating cities.

2.13.1 Land outside of a city's URA shall not be added to a UGB unless the general use intended for that land cannot be accommodated on any of the city's URA land or UGB land.

2.14 Land Division Restrictions. In addition to the provisions of Oregon Administrative Rule 660-021-0040, **t**he following apply to lots or parcels which are located within a URA until they are annexed into a city:

2.14.1 The minimum lot size shall be ten acres;

2.14.2 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;

2.14.3 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;

2.14.4 Land divisions within a URA shall not be in conflict with the transportation infrastructure identified in an adopted Conceptual Transportation Plan; and

2.14.5 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.

2.15 **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).

2.16 **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 ~~the~~ 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.

2.17 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.

2.18 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.

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

2.19.1 Prepare the Conceptual Transportation Plans identified in Section 2.7.

2.19.2 Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 2.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs.

2.19.3 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

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

2.20 **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.

2.21 **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.

2.22 **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.

3. 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:

3.1 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 presently.

3.2 Adherence to the adopted Regional Plan may provide the region with a competitive

advantage, increase the attractiveness of the region to long-term investment, and improve southern Oregon's profile in the state.

3.3 Adherence to the adopted Regional Plan may produce significant reductions in transportation infrastructure costs by minimizing future right-of-way acquisition costs, encouraging mixed-use/pedestrian friendly development, and improving the overall long-range coordination of transportation and land use planning.

3.4 Adherence to the adopted Regional Plan will provide participating jurisdictions with population allocations that are predictable, transparent, and based on the relative strengths of the different participating jurisdictions.

3.5 The adopted Regional Plan offers compelling regional justifications and state agency support for Tolo and the South Valley Employment Center that may not have been available to an individual city proposal.

3.6 Adherence to the adopted Regional Plan will permit jurisdictions to implement the flexibility provided by the concept of the "Regional Community", in which cities, in the role of "regional neighborhoods", enjoy wide latitude in their particular mix, concentration, and intensity of land uses, as long as the sum of the regional parts contributes to a viable balance of land uses that is functional and attractive to residents and employers and in compliance with statewide goals.

DISINCENTIVES:

3.7 The region's failure to adhere to the adopted Regional Plan may damage its competitive advantage, the attractiveness of the region to long-term investment, and southern Oregon's profile in the state.

3.8 Adherence to the Regional plan may be a rating factor for MPO Transportation Funding. Transportation projects of jurisdictions not adhering to the adopted Regional Plan may be assigned a lower priority by the MPO when considered for funding.

3.9 Jackson County may reconsider the population allocations of jurisdictions signatory to the Agreement not adhering to the adopted Regional Plan.

3.10 Participating jurisdictions not adhering to the adopted Regional Plan will need to provide corrective measures in order to have a UGB amendment approved by the County.

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

4. MONITORING— ORS197.656(2)(b)(E)

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

4.1.1 Regional Plan Progress Report. On a regular basis, beginning in 2017 and every 5 years thereafter, all participating jurisdictions shall participate in a regular Regional Plan review process. Jackson County shall initiate the Regional Plan review process

by providing notice of the Regional Plan review to each participant and requiring that each participant submit a self-evaluation monitoring report addressing compliance with the performance indicators, set out in Section 2 of this Chapter of the Regional Plan, to the County within 60 days after the date of the notice.

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

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

5. CORRECTIVE MEASURES AND PLAN ADJUSTMENTS— ORS197.656(2)(b)(F)

5.1 Corrective Measures.

5.1.1 If a Regional Plan Progress Report indicates that a particular city is not meeting the performance measures, the city shall propose corrective measures as an addendum to the Regional Plan Progress Report. The corrective measures shall be approved by the Policy Committee.

5.1.2 Cities that choose to expand their UGBs into land not designated as a URA will be required to go through the Regional Plan minor or major amendment process prior to or concurrent with any other process.

5.1.3 If land outside of a URA is included in a UGB while URA land remains available to that city, an equivalent amount of land shall be removed from the remaining URA land. Land removed shall be of equal or higher priority in relation to the land included. Additionally, if land determined part of the region's commercial agricultural base by the RLRC is included, the land removed shall also be land with that designation (if available).

5.1.4 A proposal for an UGB amendment will be required to demonstrate how the Regional Plan performance indicators have been met. A UGB amendment will not be approved by the County unless the Regional Plan performance indicators have been met or corrective measures are proposed which demonstrate how the performance indicators will be met.

5.1.5 Approval of a UGB amendment shall be subject to the condition that it be zoned and developed in a manner consistent with the Conceptual Land Use Plan submitted in the UGB amendment proposal. After the UGB Amendment has been approved, all subsequent Comprehensive Plan Amendments by a city to amend land uses which will result in an inconsistency with the Conceptual Land Use Plan shall be reviewed, modified as appropriate, and approved by the county prior to development. The amendment shall be processed as a Type 4 permit.

5.1.6 A UGB amendment to add land not designated as a URA shall only be considered through a quasi-judicial application when the land to be added is industrial.

5.2 Regional Plan Amendments.

5.2.1 **Regional Plan Amendment Responsibility**. Processing amendments to the adopted Regional Plan shall be the responsibility of Jackson County, and shall only be proposed by the governing authority of a participating jurisdiction. In acknowledgement of the collaborative process by which the adopted Regional Plan was created, Jackson County shall have available the assistance of the participating jurisdictions through a Technical Advisory Committee and Policy Committee. Both committees serve on an as-needed basis, and both serve in an advisory capacity to Jackson County as follows:

5.2.1.1 Technical Advisory Committee. The TAC shall be comprised of planners and senior-level staff from signatory jurisdictions and agencies, and each signatory shall have one vote, irrespective of the number of participating representatives. Recommendations to the Policy Committee or directly to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of signatory jurisdictions and agencies.

5.2.1.2 Policy Committee. The Policy Committee shall be comprised of elected officials or executive staff from signatory jurisdictions and agencies. Each signatory jurisdiction shall designate a voting and alternate voting member, and each signatory jurisdiction will have one vote. Recommendations to Jackson County shall be made by at least a supermajority vote (simple majority plus one) of a quorum of jurisdictions. State agencies, the MPO, and Rogue Valley Sewer Services, while Signatories, shall not be voting members of the Policy Committee.

5.2.2 **Regional Plan Amendment Type**. When an amendment to the adopted Regional Plan is proposed, Jackson County shall make a preliminary determination regarding whether the proposed amendment is a Minor Amendment or Major Amendment, as defined below, shall notify signatory jurisdictions and affected agencies of the County's preliminary determination, and shall solicit input. Based on its preliminary determination and input received, Jackson County shall review the proposed amendment according to the procedures for Minor Amendments or Major Amendments set out below. Proposed amendments to the adopted Regional Plan shall adhere to the following provisions:

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

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

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

Any participant jurisdiction may initiate a minor amendment to the adopted

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

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

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

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

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

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

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

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

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

Jackson County's process, and the proposing jurisdiction's process, for a minor or major amendment to the Regional Plan shall be equivalent to the state and local required process for a comprehensive plan amendment, in addition to the Regional Plan-specific provisions. Signatories and affected agencies shall be provided with notice of the final decision on each major or minor amendment within five working days of the adoption of the final decision. Jurisdictions or agencies shall be noticed according to Figure 5.1.

Figure 5.1

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