



# Oregon

Theodore R. Kulongoski, Governor

## Department of Land Conservation and Development

635 Capitol Street, Suite 150  
Salem, OR 97301-2540  
(503) 373-0050  
Fax (503) 378-5518  
[www.lcd.state.or.us](http://www.lcd.state.or.us)

### AMENDED NOTICE OF ADOPTED AMENDMENT

November 16, 2007



TO: Subscribers to Notice of Adopted Plan  
or Land Use Regulation Amendments

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: City of Medford Plan Amendment  
DLCD File Number 007-04 C - [CP-04-165]

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Appeal Procedures\*

### DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: November 27, 2007

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

**\*NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Gloria Gardiner, DLCD Urban Planning Specialist  
Steve Oulman, DLCD Transportation Planner  
John Renz, DLCD Regional Representative  
Robert Scott, City of Medford

<paa> y/email

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DLCD

# Notice of Adoption

THIS FORM MUST BE MAILED TO DLCD  
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION  
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18

☐ In person ☐ electronic ☐ mailed

DEPT OF

NOV 08 2007

LAND CONSERVATION  
AND DEVELOPMENT

For DLCD Use Only

Jurisdiction: City of Medford

Local file number: CP-04-165/DCA-04-196

Date of Adoption: 12/16/04

Date Mailed: 09/18/07

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date:

☒ Comprehensive Plan Text Amendment

☒ Comprehensive Plan Map Amendment

☒ Land Use Regulation Amendment

☐ Zoning Map Amendment

☒ New Land Use Regulation

☐ Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Further implementation of the Southeast Plan previously adopted in 1998 - a special area plan that provides a pedestrian-friendly, 1000-acre and implements a Transit Oriented District adopted in the TSP. Adjusts the Southeast Plan and Map to concur with a new Neighborhood Circulation Plan map and policy document; amends the S-E Overlay Zoning District and various sections of the Medford Land Development Code.

Does the Adoption differ from proposal? Please select one

Plan Map Changed from: Existing designations to: --

Zone Map Changed from: amended in size/shape to: N/A

Location: Southeast Medford Area, east of N. Phoenix Rd., Acres Involved: 1041  
north of Coal Mine Rd.

Specify Density: Previous: Average 4.2 to 8.2\*

New: Average 4.0 to 8.5\*

Applicable statewide planning goals:

\*dwelling units per gross acre

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

☒ Yes ☐ No

If no, do the statewide planning goals apply?

☐ Yes ☐ No

If no, did Emergency Circumstances require immediate adoption?

☐ Yes ☐ No

DLCD file No. 007-04 (13981)



Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Rogue Valley Transportation District (RVTD); ODFW: ODOT; Medford School District;  
Phoenix-Talent School District.

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Local Contact: Robert O. Scott

Phone: (541) 774-2380 Extension:

Address: 200 South Ivy Street

Fax Number: - -

City: Medford

Zip: 97501

E-mail Address: rob.scott@cityofmedford.org

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Enclosures: Revised Staff Report dated December 3, 2004; Ord. No. 2004-257 (CP-04-165)  
Staff Report dated December 3, 2004; Ord. No. 2004-259 (DCA-04-196)  
Revised Staff Report dated December 3, 2004; Ord. No. 2004-258 (DCA-04-166)

### **ADOPTION SUBMITTAL REQUIREMENTS**

This form **must be mailed** to DLCD **within 5 working days after the final decision**  
per ORS 197.610, OAR Chapter 660 - Division 18.

1. **Send this Form and TWO Complete Copies** (documents and maps) of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST  
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT  
635 CAPITOL STREET NE, SUITE 150  
SALEM, OREGON 97301-2540**

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: **webserver.lcd.state.or.us**. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing **mara.ulloa@state.or.us**.
3. **Please Note:** Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at **http://www.lcd.state.or.us/**. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to **mara.ulloa@state.or.us** - ATTENTION: PLAN AMENDMENT SPECIALIST.



**REVISED STAFF REPORT**

**File No:** CP-04-165 - Comprehensive Plan Amendment (Major Class 'A' Legislative)

**Applicant:** City of Medford

**Request:** Proposal to amend the *Medford Comprehensive Plan* to revise the Southeast Plan and the Southeast Plan Map, adopt a new Southeast Area Neighborhood Circulation Plan and map, place these in a new Neighborhood Plans Element, and make minor revisions to the General Land Use Plan Element, the General Land Use Plan Map, the Transportation System Plan Element, and the Street Functional Classification Map, for approximately 1,000 acres generally located east of North Phoenix Road and north of Coal Mine Road extending to the easterly Urban Growth Boundary.

**PROJECT DESCRIPTION:**

This Comprehensive Plan amendment will do the following:

**(1) Southeast Plan**

It will amend the Southeast Plan document to reflect the additional planning and implementation efforts that have taken place since its adoption in 1998. It will recognize the Southeast Village Center as the Transit Oriented District previously designated by the *Medford Transportation System Plan*. It will create a Commercial Center Core Area for the majority of the retail uses. It will amend the Southeast policies to allow for an alternatively-designed section of Barnett Road, a Minor Arterial Street, to provide a pedestrian-friendly design in the Commercial Center, and address transportation adequacy related to the design. It will remove the Southeast Plan from the General Land Use Plan Element and place it in a new Neighborhoods Element.

**(2) Southeast Plan Map**

It will amend the Southeast Plan Map to more closely align the land use categories with the proposed street circulation system, designate the Commercial Center Core Area, move the park and school sites out of the Village Center, and designate the Village Center boundaries as the Transit Oriented District (TOD) boundaries.

**(3) Neighborhood Circulation Plan (new)**

It will adopt a new Southeast Neighborhood Circulation Plan map and associated document containing transportation system design policies and guidelines into the new Neighborhoods Element. It will provide Greenway path designs for specific Greenway reaches.

**(4) Neighborhoods Element (new)**

It will create a new "Neighborhoods Element" of the *Comprehensive Plan* to contain the Southeast Plan and other special area plans as they are completed in the future.

**(5) General Land Use Plan Map**

It will adjust the General Land Use Plan (GLUP) Map designations to align with the proposed changes in the Southeast Plan Map, increasing the amount of commercially designated land from approximately 46 to 48 acres (including the Greenway), but placing a "Service Commercial" designation on approximately 33 of the 48 acres, leaving the "Commercial" designation on just



16 acres (Core Area). Within the TOD, it will increase the High Density Residential acreage by approximately 22 acres and the Medium Density Residential by about five acres.

**(6) General Land Use Plan Element**

It will amend the "Urban High Density Residential", "Service Commercial", and "Commercial" land use designations to reflect higher densities to be permitted in the Southeast Plan Area. The maximum permitted density will increase from 30 units per acre to 36 units per acre. It will also slightly amend the text of the "Greenway" designation to reflect proposed changes in the Southeast Plan.

**(7) Transportation System Plan Element\*\***

It will incorporate the new Southeast Neighborhood Circulation Plan map into the Transportation System Plan (TSP) Element text and the Street Functional Classification Map. It will make minor changes to some of the TSP maps to reflect changes to Southeast Greenway path locations and specific TOD boundaries.

*\*\*The minor TSP map adjustments will be made after CP-04-165 is adopted by the City Council.*

**BACKGROUND:**

The Southeast Plan, a special area plan for over 1,000 acres, was adopted in 1998 after several years of developing the more specific land use plan and the Southeast (S-E) Overlay Zoning District. It was known at the time that the work was incomplete. The Medford City Council appointed the Southeast Plan Implementation Advisory Committee in 2001 to assist in implementation of the Southeast Plan. The City subsequently hired consultants to aid in developing a neighborhood circulation plan based on the specific land uses for the Southeast Area and in expanding the scope of the S-E Overlay Zone.

The Regional Transportation Plan, and more recently, the Medford Transportation System Plan (TSP) designated the Southeast Village Center as one of the region's Transit Oriented Districts (TODs). The TSP noted that further work was needed for the Southeast Village Center to qualify as a TOD according to the Oregon Transportation Planning Rule (TPR). The Southeast Area planning efforts are a component of the City's ongoing program to reduce reliance on the automobile. Consistent with the TPR, the current proposal further increases permitted residential densities within one-quarter mile of a future transit stop and retail shopping area. It permits a major street design in the "town center" that will promote pedestrian travel. It prohibits auto-oriented uses such as drive-throughs in the Commercial Center, and allows for reduction of off-street parking spaces and applies a maximum parking space limit of 120% of the standard requirement. It requires pedestrian-friendly site and streetscape design in the Village Center TOD.

**APPROVAL CRITERIA FOR COMPREHENSIVE PLAN AMENDMENTS:**

For Class 'A' Major Legislative *Comprehensive Plan* Amendments, *Medford Land Development Code* Section 10.182, Application Form, requires findings that address the following:

- (1) Identification of all applicable Statewide Planning Goals.
- (2) Identification and explanation of the goals and policies of the *Comprehensive Plan* considered relevant to the decision.
- (3) Statement of the facts relied upon in rendering the decision, if any.
- (4) Explanation of the justification of the decision based on the criteria, standards, and facts.

The "Review and Amendment" section of the *Comprehensive Plan* requires the following:

*Conclusions* – Amendments shall be based on the following:

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

*Goals and Policies* – Amendments shall be based on the following:

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

*Implementation Strategies* – Amendments shall be based on the following:

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

*Map Designations* – Amendments shall be based on the following:

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

#### **FINDINGS:**

The proposed Findings of Fact and Conclusions of Law, dated December 3, 2004 (Exhibit 'A'), are, by this reference, incorporated as a part of this report. A discussion of the proposal relative to the approval criteria listed above is included in the Findings.

#### **MEDFORD COMPREHENSIVE PLAN:**

This amendment proposes changes to the Conclusions, Policies, and Implementation Strategies of the General Land Use Plan Element of the *Comprehensive Plan*. It adds a new Conclusion noting that special areas plans, such as the Southeast Plan, are a needed component of the Medford planning process and will reside in a new "Neighborhoods Element". It makes two changes to the policies related to the Southeast Plan. It amends Policy 3-A to indicate that zone changes shall be exempt from the transportation level of service (LOS) standard on Barnett Road within the Southeast Commercial Center due to its anticipated alternative design to encourage slow moving traffic in the "town center". It adds an Implementation Strategy to further assess the LOS *Land Development Code* provisions to assure that this policy is implemented. It also amends Policy 3-B to add that similar uses shall be encouraged on both sides of streets. It deletes two Implementation Strategies that have been completed and modifies Imp. 1-B (3) to require a master plan for the Commercial Center Core Area rather than the entire Commercial Center.



**CONCLUSION:**

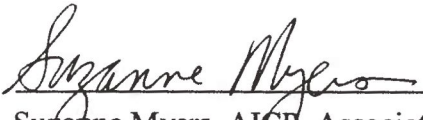
This proposed *Comprehensive Plan* amendment is based on new and expanded strategies for implementing a pedestrian-friendly special area plan that resulted in needed changes and additions to the text, data, inventories, and graphics of the *Comprehensive Plan*, and which affect one or more Conclusion, Policy, and Implementation Strategy. It is necessary to meet the Goals and Policies of the *Comprehensive Plan* by continuing efforts to reduce reliance on the automobile.


**RECOMMENDED ACTION:**

Staff, the Southeast Plan Implementation Advisory Committee, the Joint Transportation Subcommittee, the Citizens' Planning Advisory Committee, and the Planning Commission forward a favorable recommendation to the City Council for approval of CP-04-165 per the Revised Staff Report dated December 3, 2004, including:

**Attachments:**

- Exhibit 'A' – Findings of Fact and Conclusions of Law dated December 3, 2004
- Exhibit 'B' – Revised Southeast Plan document (in new Neighborhoods Element) including revised Southeast Plan Map (page 6)
- Exhibit 'C' – New Southeast Neighborhood Circulation Plan document (in new Neighborhoods Element) including new Neighborhood Circulation Plan Map (page 3)
- Exhibit 'D' – Revised General Land Use Plan Map
- Exhibit 'E' – Revised General Land Use Plan Element text
- Exhibit 'F' – Revised Transportation System Plan Element text
- Exhibit 'G' – Planning Commission minutes for the meeting of November 11, 2004
- Exhibit 'H' – Joint Transportation Subcommittee minutes for the meeting of July 28, 2004
- Exhibit 'I' – Citizens' Planning Advisory Committee minutes for the meeting of November 9, 2004
- Exhibit 'J' – Letter from Steven Niemela, Oregon Dept. of Fish and Wildlife, dated Nov. 28, 2004
- Exhibit 'K' – Letter from Chuck Fustish, Oregon Dept. of Fish and Wildlife, dated Nov. 30, 2004
- Exhibit 'L' – Letter from David Pyles, Oregon Dept. of Transportation, dated November 23, 2004
- Exhibit 'M-1' – Letter from Frank and Joyce Goddard, dated November 29, 2004
- Exhibit 'M-2' – Email from Charlie Hamilton dated November 29, 2004
- Exhibit 'M-3' – Email from Hank Snow dated November 29, 2004
- Exhibit 'M-4' – Email from Linda Harris dated November 1, 2004

  
Suzanne Myers, AICP, Associate Planner

  
Reviewed by: Mark Gallagher, AICP, Principal Planner

**PLANNING COMMISSION AGENDA:** November 11, 2004

## **PROPOSED FINDINGS**

BEFORE THE PLANNING COMMISSION  
AND CITY COUNCIL  
FOR THE CITY OF MEDFORD  
JACKSON COUNTY, OREGON

IN THE MATTER OF AMENDING	)	FINDINGS OF FACT
VARIOUS ELEMENTS OF THE	)	CONCLUSIONS OF LAW
MEDFORD COMPREHENSIVE PLAN TO	)	File Nos. CP-04-165 and
FURTHER IMPLEMENT THE	)	DCA-04-166
SOUTHEAST PLAN AND AMENDING THE	)	Exhibit 'A'
SOUTHEAST (S-E) OVERLAY ZONING	)	December 3, 2004
DISTRICT OF THE MEDFORD LAND	)	
DEVELOPMENT CODE	)	

City of Medford, Applicant

### **PROCEDURAL BACKGROUND**

Amendment of an element of the *Medford Comprehensive Plan* and amendment of the *Medford Land Development Code* are categorized as procedural Class 'A' legislative actions by the *Medford Land Development Code*. Sections 10.180 through 10.184 provide the process and standards for such amendments.

### **RELEVANT SUBSTANTIVE CRITERIA**

For Class 'A' Major Amendments, *Medford Land Development Code* Section 10.182, "Application Form", requires the following information to be prepared by the City:

- (1) Identification of all applicable Statewide Planning Goals.
- (2) Identification and explanation of the goals and policies of the *Comprehensive Plan* considered relevant to the decision.
- (3) Statement of the facts relied upon in rendering the decision, if any.
- (4) Explanation of the justification of the decision based on the criteria, standards, and facts.

The "Review and Amendments" section of the *Medford Comprehensive Plan* provides the following criteria for amendments of the *Comprehensive Plan*:

*Conclusions* – Amendments shall be based on the following:

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

*Goals and Policies* – Amendments shall be based on the following:

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

*Implementation Strategies* – Amendments shall be based on the following:

1. A significant change in one or more Goal or Policy.
2. Availability of new and better strategies such as may result from technological or economic changes.
3. Demonstrable ineffectiveness of present strategy(s).

**A**  
**CP-04-165**



4. Statutory changes affecting the Plan.
5. Demonstrable budgetary constraints in association with at least one of the above criteria.
6. All applicable Statewide Planning Goals.

*Map Designations* – Amendments shall be based on the following:

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

### COMPLIANCE WITH STATEWIDE PLANNING GOALS

#### Applicable Statewide Planning Goals:

- GOAL NO. 1: Citizen Involvement
- GOAL NO. 2: Land Use Planning
- GOAL NO. 5: Open Spaces, Scenic and Historic Areas, and Natural Resources
- GOAL NO. 7: Areas Subject to Natural Disasters and Hazards
- GOAL NO. 9: Economic Development
- GOAL NO. 10: Housing
- GOAL NO. 11: Public Facilities
- GOAL NO. 12: Transportation

Upon investigation, it has been determined that Statewide Planning Goals 3, 4, 6, 8, 13, and 14 are not applicable to this action. Goals 15, 16, 17, 18, and 19 are not applicable in Medford as these pertain to the Willamette River Greenway and ocean-related resources.

**GOAL 1: CITIZEN INVOLVEMENT - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

### FINDINGS OF FACT

Goal 1 requires the City to have a citizen involvement program that sets the procedures by which a cross-section of citizens will be involved in the land use planning process, including participation in identifying public goals, developing policy guidelines, and evaluating alternatives in the revision of the comprehensive plan, and in the inventorying, mapping, and analysis necessary to develop the plan content and implementation strategies. They must also be given the opportunity to participate in the development, adoption, and application of legislation to carry out a comprehensive plan. Goal 1 requires providing an opportunity to review proposed amendments prior to the public hearing, and any recommendations must be retained and receive a response from policy-makers. The rationale used to reach land use policy decisions must be available in the written record.

The City of Medford has an established citizen involvement program consistent with Goal 1 that includes review of proposed legislative *Comprehensive Plan* amendments by the Citizens Planning Advisory Committee, the Planning Commission, and the City Council in study

sessions, regular meetings, and public hearings. Affected agencies and interested persons are also invited to review and comment on such proposals, and meeting and hearing notices are published in the local newspaper. This process has been adhered to in the development of the proposed amendments.

The Medford City Council appointed a stakeholder committee (the Southeast Plan Implementation Advisory Committee) to help in the development of the components of this Southeast Plan Implementation Project. The Committee consisted of two City Council members, two Planning Commissioners, one citizen member, and five stakeholders. The Committee, along with City staff from various departments as advisors, met over a period of three years to reach consensus regarding consultant and City staff recommendations. The Medford Planning Commission and City Council met in numerous study session workshops throughout this time period to discuss the recommendations. Most of the Committee's recommendations were presented in a set of "Consensus Points" dated January 2003, with an addendum dated April 2004.

After draft maps and documents, sanctioned by the Committee, were completed, individual notices were mailed to affected property owners inviting them and the public to attend an open house meeting to review the proposals and discuss them one-on-one with City staff and to provide input. Approximately 70 persons attended the August 30, 2004 meeting. Written input from several property owners resulted in minor changes to the proposed local street circulation plan. The draft documents and maps were made available for review on the City of Medford website and at the Planning Department beginning in mid-August 2004. Since the proposal has been determined to result in some properties having "to be rezoned in order to comply with the amended or new comprehensive plan" and/or to "amend an ordinance in a manner that limits or prohibits land uses previously allowed in the affected zone", a "Measure 56 Notice" (per ORS 227.186) has been mailed to all affected property owners notifying them of the public hearing before the City Council.

#### CONCLUSIONS OF LAW

The process used by the City of Medford to facilitate and integrate citizen involvement in this proposal is consistent with the City's acknowledged *Comprehensive Plan* and Statewide Planning Goal 1.

**GOAL 2: LAND USE PLANNING - To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

#### FINDINGS OF FACT

Goal 2 requires City land use actions to be consistent with the adopted *Comprehensive Plan*, which must include identification of issues and problems, inventories, and other factual information for each applicable Statewide Planning Goal, and evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. Comprehensive plans must state how the Statewide Planning Goals are to



be achieved. The plan must contain specific implementation strategies that are consistent with and adequate to carry out the plan, and which are coordinated with the plans of other affected governmental units. Implementation strategies can be management strategies such as ordinances, regulations and project plans, and/or site or area-specific strategies such as construction permits, public facility construction, or provision of services. Comprehensive plans and implementation ordinances must be reviewed and revised on a periodic cycle to take into account changing public policies and circumstances. "Major" (legislative) revisions occur when changes are proposed that affect a large area or many different ownerships.

The proposal further implements a special area plan that includes a specific land use plan having a transit oriented district (TOD), a neighborhood circulation plan, and a Greenway plan. These were identified in previous revisions of the *Comprehensive Plan* as needed actions by the City.

#### CONCLUSIONS OF LAW

The City's efforts in this proposal to implement a special area plan that includes a specific land use plan having a transit oriented district (TOD), a neighborhood circulation plan, and a Greenway plan, consistent with the adopted policies of the acknowledged *Transportation System Plan*, *Medford Comprehensive Plan*, and the Statewide Planning Goals, and to develop strategies to carry out the plans, are consistent with and needed to comply with Statewide Planning Goal 2.

**GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES - To protect natural resources and conserve scenic and historic areas and open spaces.**

#### FINDINGS OF FACT

Goal 5 requires the City to adopt programs that conserve and protect natural resources for present and future generations to promote a healthy environment and natural landscape that contribute to livability. Plans have to consider the carrying capacity of the air, land, and water resources of the planning area, and land development actions provided for by the *Comprehensive Plan* must not exceed the carrying capacity of the resources. The physical limitations of the land and conservation of natural resources must be used in determining the quantity, quality, location, rate, and type of growth in the planning area. Significant natural areas that are ecologically or scientifically unique, outstanding, or important must be inventoried and evaluated, and comprehensive plans must provide for their preservation. As part of the *Comprehensive Plan*, local governments must determine significant resource sites and develop programs to achieve Goal 5.

In the Southeast Plan Area, Riparian Corridors, which are significant Goal 5 resources, have been established along the two southerly forks of Larson Creek. Riparian Corridor regulations protect these areas by providing setbacks 50-feet from the tops of the banks. This amendment aids in the City's program to protect these Riparian Corridors as required by Goal 5 by providing for future public acquisition of Greenways along these and other waterways in the Southeast Area that will also be open for public access and will provide bicycle and pedestrian transportation corridors. Greenway path designs have been included in the Circulation Plan

document that address the value of the riparian vegetation. A recommended plan for Greenway improvement funding has also been developed.

#### **CONCLUSIONS OF LAW**

The City's efforts in this proposal to further develop Greenways consistent with the adopted policies of the acknowledged *Comprehensive Plan*, the Statewide Planning Goals, and the *Land Development Code* provisions for Riparian Corridors, and to develop strategies to carry out the Plan, are consistent with and needed to comply with Statewide Planning Goal 5.

**GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS - To protect people and property from natural hazards.**

#### **FINDINGS OF FACT**

Goal 7 requires local governments to adopt comprehensive plan inventories, policies, and implementing strategies that reduce the risk to people and property from natural hazards, including floods. Development in hazard areas where the risk to people and property cannot be mitigated must be avoided. In adopting plan policies and implementing strategies to protect people and property from natural hazards, local governments must consider the benefits of maintaining natural hazard areas for open space, recreation, or similar uses, and identify mitigation strategies related to the management of natural resources. Local governments must manage stormwater runoff to address flood and landslide hazards. Waterways, especially those in a natural condition, provide hydrological control benefits, and are a necessary component of an adequate stormwater management program.

#### **CONCLUSIONS OF LAW**

The City's efforts in this proposal to assure that Greenways are provided in conformance with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are consistent with and aid in complying with Statewide Planning Goal 7.

**GOAL 9: ECONOMIC DEVELOPMENT - To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

#### **FINDINGS OF FACT**

Goal 9 requires comprehensive plan policies to contribute to a stable and healthy economy. Such policies must be based on an inventory of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses and must not exceed the carrying capacity of the air, land, and water resources of the planning area.

The Southeast Plan amendments provide for detailed planning of a transit oriented district (TOD) with a Commercial Center having a Commercial Center Core Area, with "Commercial" or "Service Commercial" land use designations for approximately 48 acres (previously 46 acres). This Commercial Center is to have a local community emphasis that precludes regional level



commercial attractions and includes a high number of residential units. Much of the area is to be re-designated "Service Commercial" rather than "Commercial" as previously planned, in order to concentrate a retail core area of about 16 acres (including the abutting Greenway), and to create a "town center" with buildings abutting the sidewalk and a streetscape with on-street parking and slow moving traffic.

#### CONCLUSIONS OF LAW

The City's efforts in this proposal to provide neighborhood-level commercial development in close proximity to residential development and to implement a TOD consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are consistent with and aid in complying with Statewide Planning Goal 9.

#### **GOAL 10: HOUSING - To provide for the housing needs of citizens of the state.**

#### FINDINGS OF FACT

Goal 10 requires that comprehensive plans assure the provision of buildable land that is suitable, available, and necessary for needed housing and that allows for flexibility in housing location, type, and density. Needed housing includes attached and detached single-family, multiple-family, and manufactured homes. Plan provisions to meet housing needs must not exceed the carrying capacity of the air, land, and water resources of the planning area. Goal 10 requires an increase in population densities in urban areas while taking into consideration the ESEE (environmental, social, economic, and energy) consequences of the proposed densities.

This amendment proposes to increase the maximum permitted density in the Urban High Density Residential and Commercial designations of the Southeast Plan Area from 30 units per acre to 36 units per acre, with the continued option to increase them by 20% more through a Planned Unit Development process. Medford's current regulations also permit a residential developer to increase density on the remainder of a site to compensate for unbuildable natural areas such as wetlands or waterways. This amendment also proposes to increase the amount of high density residential land in the TOD area by about 22 acres and medium density residential by about seven acres by moving the park and school site outside the TOD but abutting it to the east.

Concerns had been expressed about the proposed reduction in minimum density from six units per acre to five units per acre in SFR-10 zones in the Southeast Area for detached single-family homes utilizing alley access only. This reduction was proposed to make use of alleys more feasible while meeting minimum density requirements as well as minimum lot dimensions. Since the City calculates minimum density as "gross" density, utilizing the land area to the center of abutting streets and alleys, the effect of this reduction is less than if "net" density were utilized. The use of alleys for access to narrow single-family lots promotes a pedestrian-friendly streetscape by eliminating the need to use the front yards for driveways and garages.

**CONCLUSIONS OF LAW**

The City's efforts in this proposal to provide detailed planning for higher density housing consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are consistent with and aid in complying with Statewide Planning Goal 10.

**GOAL 11: PUBLIC FACILITIES AND SERVICES - To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

**FINDINGS OF FACT**

Goal 11 requires that urban development be guided and supported by urban public facilities and services appropriate for the needs of the areas to be served. Plan provisions for public facilities and services must not exceed the carrying capacity of the air, land, and water resources of the planning area. Stormwater management is an urban service required by Goal 11. The Citizen's Planning Advisory Committee (CPAC) expressed concern about the proposal to increase maximum permitted lot coverage by structures in the Southeast Area. CPAC's concern is associated with the increase in impervious surfaces as related to stormwater management.

The proposal provides a maximum coverage by structures ranging between 40% and 50% in the SFR zones (currently 35% to 40%). It also increases maximum lot coverage by 10% for lots that contain an accessory dwelling unit (ADU) and excludes pedestrian weather protection features abutting a street, such as front porches, canopies, and awnings, from coverage calculations. Outdoor swimming pools would be considered structures only if located beneath or within a structure. The coverage increase was proposed as an incentive for developing detached single family homes on small lots, as well as an incentive for utilizing accessory dwellings units and weather protection features at the fronts of homes.

The Southeast Plan Implementation Advisory Committee felt that the stormwater management issue would be addressed through pending requirements for detention and management of stormwater created by developments, and that high coverage by impervious surfaces is expected in urban areas. The City's on-going efforts to develop a stormwater management program include accommodating the amount of impervious surface expected by each type of land use through public facility improvements.

**CONCLUSIONS OF LAW**

The City's on-going efforts to develop a stormwater management program that addresses the impacts of urban-level quantities of impervious surface will mitigate this potential minor increase in impervious surfaces in conformance with adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and comply with Statewide Planning Goal 11.

**GOAL 12: TRANSPORTATION - To provide and encourage a safe, convenient and economic transportation system.**



**FINDINGS OF FACT**

Goal 12 requires that the City's transportation plan be based upon an inventory of local, regional and state transportation needs, and minimize adverse social, economic and environmental impacts and costs. Plans providing for the transportation system must not exceed the carrying capacity of the air, land, and water resources of the planning area, and must identify the positive and negative impacts on environmental quality.

This proposal creates a neighborhood circulation plan as called for by section 660-012-0020(2)(b) of the Oregon Transportation Planning Rule (TPR) and the Medford TSP, which call for providing a planned layout of local streets. The Southeast Village Center TOD qualifies as a "mixed-use, pedestrian-friendly center" for the purposes of the TPR because it is designated in the acknowledged Transportation System Plan as a transit oriented development and will include a concentration of a variety of land uses.

In conformance with the TPR, the Southeast Plan and the S-E Overlay Zoning District will allow, and, in most cases, require the following in the Village Center TOD: Medium to high density residential development (12 or more units per acre); offices or office buildings; retail stores and services; restaurants; public or private open space available for public use, such as a park or plaza; civic or cultural uses; a core commercial area where multi-story buildings are permitted; buildings and building entrances oriented to streets; street connections and safe crossings that make the center conveniently accessible from adjacent areas; a network of streets with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting, and on-street parking, and, where appropriate, accessways and walkways that make it highly convenient for people to walk between uses within the center or neighborhood; one or more transit stops; and limitations on low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services.

It has been determined that the proposal does not significantly affect a transportation facility according to the Transportation Planning Rule. It does not change the functional classification of transportation facilities identified in the TSP (major streets). It does not allow new land uses that would result in levels of travel that are inconsistent with the functional classification of a transportation facility; nor does it reduce the performance standards of a transportation facility below the minimum acceptable level identified in the TSP because it does not generate in excess of 250 new average daily motor vehicle trips over the currently adopted land use plan.

Consistent with the TPR, the City has assumed that the motor vehicle trip generation (daily and peak hour) for the Village Center TOD will be reduced by 10% for the uses located in mixed-use, pedestrian-friendly centers. The provisions in the revised S-E Overlay zone, in addition to existing Code requirements, will require the development of a mixed-use, pedestrian-friendly center and provide for pedestrian/bicycle connectivity and access to transit. The proposed plan amendments meet the TPR incentive for the designation and implementation of pedestrian-friendly, mixed-use centers by lowering the regulatory barriers to plan amendments that accomplish this type of development. The TPR concludes that an assumption that actual trip reduction benefits will vary from case to case, and may be somewhat higher or lower than

presumed 10%, is warranted given the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns.

The memo to the Medford City Council dated December 3, 2004 providing the traffic generation analysis data is hereby included as part of these findings.

### CONCLUSIONS OF LAW

The City's efforts in this proposal to develop and implement a neighborhood circulation plan and a transit oriented district consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are in compliance with, and needed to comply with Statewide Planning Goal 12.

### COMPLIANCE WITH THE CITY OF MEDFORD *COMPREHENSIVE PLAN*

#### **Applicable *Medford Comprehensive Plan* Goals and Policies:**

##### **Housing Element**

**Policy 1-A:** The City of Medford shall promote a community design that emphasizes aesthetics, alternative transportation modes, and pedestrian-scale development.

**Implementation 1-A (1):** Prepare *community design guidelines*, which will guide the development and architectural review process, for consideration by the City Council. Emphasize such elements as mixed uses, parkways with shade trees, pedestrian ways, bicycle lanes, alley access, rear yard garages, and varied setbacks.

**Implementation 1-A (2):** Require planned developments in undeveloped areas with unique physical settings to achieve development that is flexible and responsive to the site and surroundings.

**Policy 1-D:** The City of Medford shall encourage innovative design in multiple-family development so that projects are aesthetically appealing to both the tenants and the community.

**Policy 2-B:** The City of Medford shall assure that residential development or redevelopment includes energy conservation considerations, and is designed and located to reduce transportation energy demand.

**Implementation 2-B (1):** Require shade trees (versus ornamental) to be installed as part of residential development projects to provide shading of streets, and, in multiple-family housing projects, shading of parking areas as well.

**Policy 3-C:** The City of Medford shall designate areas that are or will be conveniently located close to pedestrian, bicycle, and transit or high capacity transportation routes, and community facilities and services, for higher density residential development.

**Implementation 3-C (1):** Identify areas where up-zoning would best support infrastructure improvements, including transit.

##### **Economic Element**

**GOAL 3:** To develop locational criteria and site development standards for commercial and industrial development that will encourage efficient use of public facilities, particularly the city's transportation systems.

**Policy 2:** The City of Medford shall encourage mixed commercial and residential use developments through the use of the Planned Development Overlay Zone, site design guidelines, and site development standards.

**Policy 3:** The City of Medford shall encourage cohesive, integrated commercial centers and industrial centers, rather than traditional, unrelated, linear development patterns, through site design guidelines.



**Transportation System Plan Element**

**GOAL 2:** To provide a comprehensive street system that serves the mobility and multi-modal transportation needs of the Medford planning area.

**Policy 2-A:** The City of Medford shall classify streets so as to provide an optimal balance between mobility and accessibility for all transportation modes consistent with street function.

**Implementation 2-A(3):** Provide a grid network of interconnected lower order (local) streets that disperses traffic and supplies connections to higher order streets, employment centers, and neighborhood activity centers, and provides appropriate emergency access.

**Implementation 2-A(4):** Develop and adopt conceptual Neighborhood Circulation Plans as stand-alone plans or as part of neighborhood or area plans to be implemented as development of these areas occurs. Such Plans shall indicate the function of proposed streets and design standards needed to minimize disruption of existing neighborhoods while assuring adequate access commensurate with the intensity of planned new development and redevelopment. Such plans shall also identify key neighborhood destinations and an interconnected system of bicycle and pedestrian facilities to serve these destinations, as well as to connect with areas outside of the neighborhood.

**Implementation 2-A(5):** Develop a system of collector and local residential streets that have adequate capacity to accommodate planned land uses, but preserve the quiet, privacy, and safety of neighborhood living by staying within their capacity.

**Policy 2-C:** The City of Medford shall design the street system to safely and efficiently accommodate multiple travel modes within public rights-of-way.

**Implementation 2-C(1):** Apply the street design standard that most safely and efficiently provides multi-modal capacity respective to the functional classification of the street, mitigating noise, energy consumption, neighborhood disruption, economic losses, and other social, environmental, or institutional disruptions. Use of adopted neighborhood plans should determine the specific look and character of each neighborhood and its street system.

**Implementation 2-C(3):** Require pedestrian/bicycle accessways when there is not a direct street connection, to pass through long blocks, to connect cul-de-sac streets with nearby streets, or to connect to nearby bicycle paths, etc. to create more direct non-motorized access where appropriate.

**Implementation 2-C(6):** Assure that the design and operation of the transportation system allows for the safe and rapid movement of fire, medical, and police vehicles.

**Implementation 2-C(7):** Require new development and redevelopment projects, as appropriate, to connect to and extend local streets to planned future streets, to neighborhood activity centers, such as parks, schools, and retail centers, to transit routes, and to access adjoining undeveloped or underdeveloped property.

**Implementation 2-C(8):** Require new development and redevelopment projects to include accessibility for all travel modes and coordinate with existing and planned developments.

**Implementation 2-C(9):** Limit cul-de-sac streets, minimum access streets, and other "dead-end" development to situations where access cannot otherwise be made by a connected street pattern due to topography or other constraints.

**Implementation 2-C(10):** Adopt maximum block length standards for local streets to assure good circulation.

**Policy 2-D:** The City of Medford shall balance the needed street function for all travel modes with adjacent land uses through the use of context-sensitive street and streetscape design techniques.

**Implementation 2-D(1):** Identify unique street design treatments, such as boulevards or "main" streets, through the development and use of special area plans, neighborhood plans, or Neighborhood Circulation Plans adopted in the *Medford Comprehensive Plan*.

**Implementation 2-D(2):** Utilize design techniques for local streets, such as reduced widths and lengths, curb extensions, and other traffic calming measures, to lower vehicular speeds, provide a human-scale environment, facilitate pedestrian crossing, and minimize adverse impacts on the character and livability of neighborhoods and business districts, while still allowing for emergency vehicle access.

**Implementation 2-D(3):** When designing new or reconstructed streets, make adjustments as necessary to avoid valuable topographical features, natural resources, historic properties, schools, cemeteries, significant cultural features, etc. that affect the livability of the community and the surrounding neighborhood.



**Policy 2-E:** The City of Medford shall design to enhance livability by assuring that aesthetics and landscaping are a part of Medford's transportation system.

**Implementation 2-E(1):** Incorporate aesthetic streetscape features into public rights-of-way, such as street trees, shrubs, and grasses; planter strips and raised medians; street furniture, planters, special lighting, public art, and paving materials which include architectural details.

**Policy 2-F:** The City of Medford shall bring arterial and collector streets up to full design standards where appropriate, and facilitate improving existing local streets to urban design standards where appropriate.

**Implementation 2-H(2):** Utilize access management, including access location and spacing, to increase the capacity and safety of the transportation system. Incorporate access management techniques, such as raised medians, access management plans, driveway consolidation, driveway relocation, and closure of driveway access, into arterial and collector street design and development applications.

**Policy 2-J:** The City of Medford shall prohibit on-street parking on arterial and major collector streets in order to maximize the capacity of the transportation system except in the Downtown Parking District, in the adopted Transit Oriented Districts (TODs), or where permitted through the development and use of special plans adopted in the *Medford Comprehensive Plan*.

**Implementation 2-J(1):** Remove existing on-street parking in preference to widening arterial and collector streets to gain additional travel lanes, bicycle lanes, and sidewalks, except where on-street parking has been determined to be essential through special plans adopted in the *Medford Comprehensive Plan*.

**Policy 2-K:** The City of Medford shall manage on-street parking in the Downtown and in other adopted Transit Oriented Districts (TODs) to assist in slowing traffic, facilitating pedestrian movement, and efficiently supporting local businesses and residences consistent with the land use and mobility goals for each street.

**Policy 2-L:** The City of Medford shall require an appropriate supply and design of off-street parking facilities to promote economic vitality, neighborhood livability, efficient use of urban space, reduced reliance on single-occupancy motor vehicles, and to make certain areas, such as Transit Oriented Districts (TODs), more pedestrian friendly.

**Implementation 2-L(1):** Require a minimum and maximum number of off-street parking spaces based on the typical daily needs of the specific land use type. (A parking space maximum standard assures that unnecessary consumption of land area is avoided.) Designate areas of the City where no off-street parking would be required.

**Policy 2-M:** The City of Medford shall undertake efforts to contribute to a reduction in the regional per capita parking supply to promote the use of alternatives to the single-occupancy motor vehicle.

**Implementation 2-M(3):** Assure that major facilities with a high parking demand meet the demand through a combination of shared, leased, and new off-street parking facilities, access by transit, and encourage designs that reduce parking need.

**Implementation 3-B(4):** Assure that land use planning activities promote transit service viability and accessibility, including locating mixed residential-commercial, multiple-family residential, and employment land uses on or near (within one-quarter mile walking distance) transit corridors.

**Implementation 3-B(5):** Provide transit-supportive street system, streetscape, land division, and site design and operation requirements that promote efficient bus operations and pedestrian connectivity, convenience, and safety.

**Policy 3-C:** The City of Medford shall undertake efforts to increase the percentage of dwelling units in the Medford planning area located within one-quarter mile walking distance of transit routes, consistent with the target benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Policy 4-A:** The City of Medford shall undertake efforts to increase the percentage of total daily trips taken by bicycling in Medford consistent with the target benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 4-A(1):** Develop a network of bicycle facilities linking Downtown, other Transit Oriented Districts (TODs), residential neighborhoods, commercial/ employment centers, schools, parks and greenways, community centers, civic and recreational facilities, and transit centers.



**Implementation 4-A(2):** Design streets and other public improvement projects to facilitate bicycling by providing bicycle-friendly paving, lane width, traffic control, storm drainage grates, striping, signage, lighting, etc.

**Implementation 4-A(5):** Provide interconnected off-street multi-use paths along stream and waterway corridors, such as Bear Creek and Larson Creek, and in other suitable locations where multiple street or driveway crossings are unlikely and where such facilities can be constructed without causing significant environmental degradation.

**Policy 4-C:** The City of Medford shall encourage bicycling as an alternative mode of transportation as well as a recreational activity.

**GOAL 5:** To facilitate the increased use of pedestrian transportation in the Medford planning area.

**Policy 5-A:** The City of Medford shall develop a connected, comprehensive system of pedestrian facilities that provides accessibility for pedestrians of all ages, focusing on activity centers such as Downtown, other Transit Oriented Districts (TODs), commercial centers, schools, parks/greenways, community centers, civic and recreational facilities, and transit centers.

**Implementation 5-A(2):** Design street intersections, particularly arterial and collector street intersections, with convenient, safe, and accessible pedestrian crossing facilities.

**Implementation 5-A(3):** Require development within activity centers, business districts, and Transit Oriented Districts (TODs) to focus on and encourage pedestrian travel, and require sidewalks, accessways, and walkways to complement access to transit stations/stops and multi-use paths.

**Implementation 5-A(4):** Utilize an interconnecting network of multi-use paths and trails to compliment and connect to the sidewalk system, using linear corridors such as creeks, canals, utility easements, railroad rights-of-way, etc.

**Policy 5-B:** The City of Medford's first priority for pedestrian system improvements shall be access to schools; the second priority shall be access to transit stops.

**Policy 5-C:** The City of Medford shall undertake efforts to increase the percentage of total daily trips taken by walking in Medford consistent with the targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 5-C(1):** Encourage walking for both travel and recreation, emphasizing the health, economic, and environmental benefits for the individual and community.

**Implementation 5-C(2):** Prepare for consideration by the City Council, ordinances that require pedestrian-friendly development design that encourages walking.

**Policy 5-D:** The City of Medford shall undertake efforts to increase the percentage of collector and arterial street miles in Medford's adopted Transit Oriented Districts (TODs) having sidewalks, consistent with the targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 5-E(1):** Develop crosswalk marking and traffic calming policies that address pedestrian safety in appropriate locations, including signalized intersections, controlled intersections near schools, activity centers, Transit Oriented Districts (TODs), and other locations with high pedestrian volumes.

**Implementation 5-E(6):** Work toward completion of street lighting systems on all arterial and collector streets, and facilitate the formation of neighborhood street lighting districts to provide appropriate street lighting on local streets.

**Policy 8-A:** The City of Medford shall facilitate development or redevelopment on sites located where best supported by the overall transportation system that reduces motor vehicle dependency by promoting walking, bicycling, and transit use. This includes altering land use patterns through changes to type, density, and design.

**Implementation 8-A(1):** Through revisions to the *Medford Comprehensive Plan* and *Land Development Code*, provide opportunities for increasing residential and employment density in locations that support increased use of alternative travel modes, such as along transit corridors.

**Implementation 8-A(2):** Maintain and continue enforcement of *Medford Land Development Code* provisions that require new development to accommodate multi-modal trips by providing bicycle racks, connecting sidewalks, building entrances near the street, and transit facilities.

**Policy 8-B:** The City of Medford shall undertake efforts to increase the percentage of dwelling units and employment located in adopted Transit Oriented Districts (TODs), consistent with the targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 8-B(1):** Through revisions to the *Medford Comprehensive Plan* and *Land Development Code*, pursue changes to planned land uses to concentrate employment, commercial, and high density residential land uses in Transit Oriented Districts (TODs).

**Implementation 8-B(2):** Complete and adopt a land use/transportation plan, design guidelines, street and streetscape standards, and implementing ordinances for the Southeast Medford Transit Oriented District (TOD), the West Medford TOD, and the Delta Waters TOD, and mixed-use areas.

#### **Public Facilities Element - Parks**

**Policy 2-A:** The City of Medford shall emphasize acquiring park land having trees, natural features, or other values that are inadequately protected and of significant interest to the public.

**Implementation 2-A (1):** Develop a long-range public open space plan that provides for an interconnected system of creek corridors, greenways, wetlands, and other significant natural areas.

**Implementation 2-A (2):** Investigate and implement methods for developing off-street multi-use paths along appropriate creek corridors, greenways, utility corridors, and other rights-of-way, particularly where such paths would provide links to schools and parks.

#### **Environmental Element**

**Policy 3-B:** The City of Medford shall continue to require a well-connected circulation system and promote other techniques that foster alternative modes of transportation, such as pedestrian-oriented mixed-use development and a linked bicycle transportation system.

**Goal 6:** To recognize Medford's waterways and wetlands as essential components of the urban landscape that improve water quality, sustain wildlife habitat, and provide open space.

**Policy 6-A:** The City of Medford shall regulate land use activities and public improvements that could adversely impact waterways in the interest of preserving and enhancing such natural features to improve water quality and fish and wildlife habitat.

**Policy 6-C:** The City of Medford shall encourage the incorporation of waterways, wetlands, and natural features into site design and operation of development projects.

**Policy 7-A:** The City of Medford shall encourage the conservation of plants and wildlife habitat, especially those that are sensitive, rare, declining, unique, or that represent valuable biological resources, through the appropriate management of parks and public and private open space.

**Policy 7-B:** The City of Medford shall strive to maintain, rehabilitate, and enhance Medford's waterways, using features such as gently sloped banks, natural riparian vegetation, and meandering alignment.

**Implementation 7-B (2):** Ensure that improvements, such as multi-use paths and storm drainage facilities sited in or near riparian corridors, waterways, wetlands, or other fish and wildlife habitat, include protective buffers, preserve natural vegetation, and comply with the requirements of Oregon Administrative Rules 660-23.

**Implementation 8-B (3):** In foothill developments, require streets and utilities to be located along existing topographic contours wherever possible, and require streets and parking facilities to be kept at the minimum size necessary, to minimize erosion resulting from development activities, and to prevent sediment from entering the storm drainage system.

#### **FINDINGS OF FACT**

The proposed *Comprehensive Plan* and *Land Development Code* amendments implement land use planning strategies that will result in pedestrian-friendly mixed-use development, a well-connected circulation system, and an increase in the use of alternative modes of transportation in the Southeast Plan Area. The amendment to the Southeast Overlay Zoning district provides site development standards that require an integrated Commercial Center that contains a retail core area, and that encourages mixed residential and commercial development. The amendment provides special standards for human-scale streetscapes, lots with alley access, and, in certain areas such as within the TOD, reduced front setbacks and build-to lines. Although permitted in the entire area, the requirement for Planned Unit Developments is to be limited to the



Commercial Center and areas that will contain residential densities over six units per acre. The high density residential acreage within the TOD has been increased by moving the park and school sites just outside the TOD so that a high number of residents will be within a five minute walk of the transit stop and commercial services.

The proposed circulation plan provides an interconnected system of lower order streets that connect to planned activity centers and enhance emergency service access. It promotes the accommodation of multiple travel modes within the public rights of way by providing maximum block length and traffic calming guidelines. and the use of access management. It specifically provides for an alternative context sensitive design for the Minor Arterial Street within the Commercial Center to provide a pedestrian-friendly "Main Street" design, including on-street parking. The proposed code standards continue the reduced parking space requirement in the Commercial Center for non-residential uses.

The proposal will have a positive effect on the natural environment and community character by promoting improvement and preservation of waterways in the Southeast Area. It recognizes these waterways as essential components of the urban landscape that improve water quality, sustain wildlife habitat, and provide open space, protect citizens from the potential damage caused by flooding. It will determine the appropriate management of public and private Greenways to protect sensitive plant and wildlife habitat. It will encourage the incorporation of Greenways into site design including restoration when necessary.

This amendment proposes changes to the Conclusions, Policies, and Implementation Strategies of the General Land Use Plan Element of the *Comprehensive Plan*. It adds a new Conclusion noting that special areas plans, such as the Southeast Plan, are a needed component of the Medford planning process and will reside in a new "Neighborhoods Element". It makes two changes to the policies related to the Southeast Plan. It amends Policy 3-A to indicate that zone changes shall be exempt from the transportation level of service (LOS) standard on Barnett Road within the Southeast Commercial Center due to its alternative design to encourage slow moving traffic in the "town center". It adds an Implementation Strategy to further assess the LOS *Land Development Code* provisions to assure that this policy is implemented. It also amends Policy 3-B to add that similar land uses shall be encouraged on both sides of streets. It deletes two Implementation Strategies that have been completed and modifies Imp. 1-B (3) to require a master plan for the Commercial Center Core Area rather than the entire Commercial Center.

#### CONCLUSIONS OF LAW

The City's efforts to conduct detailed planning for the Southeast Plan Area and implement such plans in conformance with the Statewide Planning Goals are consistent with and necessary to comply with the above-noted *Comprehensive Plan* Goals and Policies.

#### SUMMARY

This proposed *Comprehensive Plan* and *Land Development Code* amendment is necessary to do the following: Meet the Goals and Policies of the *Comprehensive Plan* by continuing the City's efforts to reduce motor vehicle miles traveled per capita, provide more adequate protections for

waterways, and which not only provide a more livable community, but also address needs in a more economical and efficient manner; and satisfy the requirements of Statewide Planning Goals and the associated OARs. The amended Conclusions, Policies, and Implementation Strategies are based on changes to the text, data, inventories, and graphics which affect one or more Conclusion; a new priority for the use of TODs, compliance with the Oregon Transportation Planning Rule of Statewide Planning Goal 12, the availability of a better waterway protection strategy, and the demonstrable ineffectiveness of current regulations to achieve the Goals and Policies.



*Note: The Southeast Plan is being moved from the General Land Use Plan  
Element to this new Neighborhoods Element.*

## **NEIGHBORHOODS ELEMENT**

**PREPARED BY  
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STEVE REHN, ASSISTANT PLANNER**

**ADOPTED BY  
MEDFORD CITY COUNCIL  
DATE \_\_\_\_\_  
ORDINANCE NO. \_\_\_\_\_**

CITY OF MEDFORD  
EXHIBIT # **B**  
File # **CP-04-165**

DRAFT OF 12/3/04

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***Note: The Southeast Plan Area Neighborhood Circulation Plan and  
Transportation Policies and Guidelines follows the Southeast Plan.***



## SOUTHEAST PLAN

### PREFACE

When looking east from the intersection of Barnett and North Phoenix Roads at the tranquil setting of oak-studded rolling hills and grazing cattle, imagining a future community of more than 10,000 people may be hard. The southeast area of Medford, 1,000 acres extending from the ridge above Cherry Lane south to Coal Mine Road, is poised for urban development, but not just ordinary urban development. In 1990, the site was identified as Medford's primary future growth area and included within the Urban Growth Boundary (UGB). Since then, extensive planning studies have created a plan for an out-of-the-ordinary community.

The primary purpose of the planning studies, partially funded by state transportation grants, was to find ways to reduce future auto traffic within the area. The resulting Southeast Plan has many features intended to help achieve that goal and create a more livable community. It represents the collaborative efforts of many, including property owners, city staff, consultants, interest groups, and appointed and elected officials. Recognizing that land uses directly affect traffic, the plan situates different land uses so that many auto trips will be unnecessary and necessary ones will be shorter.

The Southeast Plan provides for a centrally located commercial area near the intersection of Barnett and North Phoenix Roads surrounded by an area of denser housing and institutional uses, such as a park, church, community center, and fire station. This TOD (Transit Oriented District), the Southeast Village Center, will allow many residents - children, adults, seniors - to live within a five-minute walk of services for their daily needs. The Southeast Village Center places at least 40% of the Southeast Area's future housing units within one-quarter mile of the commercial area. Elsewhere in the Southeast Area, a variety of housing is planned, including large, standard, and small single-family lots, rowhouses, multiple-family dwellings, and retirement housing.

Other features that will help ease traffic congestion include having a gridded street and alley pattern so that walkers, bicyclists, and drivers have many options for reaching destinations. The plan proposes to preserve the area's abundant natural features and vegetation, and adds amenities, such as street trees, to promote a desirable walking and bicycling environment. Creekside greenways, while supplying natural storm drainage and protecting native habitat, will furnish locations for pedestrian and bicycle paths along the forks of Larson Creek and other waterways.

The Southeast Plan was originally approved by the Medford City Council on April 2, 1998 in the form of amendments to the City's *Comprehensive Plan* and *Land Development Code*. Changes to the Southeast Plan, including the *Comprehensive Plan* and *Land Development Code*, which were the result of even more detailed planning efforts, have been subsequently adopted.

## SOUTHEAST PLAN

### INTRODUCTION

This section of the "~~General Land Use Plan (GLUP)~~ Neighborhoods Element" of the Medford *Comprehensive Plan*, entitled *Southeast Plan*, is a special land use plan for the southeast area of the community (SE Area). Extensive planning studies for the SE Area, described below, have led to the adoption of this section and its implementing provisions in the Medford *Land Development Code*. The *Southeast Plan Map* included within this plan element is the implementing map governing land use in the SE Area.

This mostly undeveloped area of approximately 1,000 acres lies within the Urban Growth Boundary (UGB) east of North Phoenix Road, north of Coal Mine Road, and generally south of Hillcrest Road. The location and boundaries of the area are depicted on the Medford *General Land Use Plan (GLUP) Map*. The area has slopes that range from moderate to nearly level, with some steep slopes, although rolling terrain predominates. It is characterized by south and west facing slopes which produce magnificent vistas and a near-perfect orientation for solar energy utilization. The SE Area also contains Medford's primary undisturbed natural areas, including stream corridors, wetlands, hilltops, and oak woodlands.

Much of the SE Area was historically devoted to fruit and cattle production, and some portions are still used for those purposes, although previous agricultural uses have diminished. The irrigated soils in the area are not classified as excessively productive for agriculture.<sup>1</sup> Besides dwellings on large home sites, the area previously contained a tennis club and two fraternal lodges on North Phoenix Road, riding stables, and a radio tower.

In 1988, the City undertook studies to determine whether additional land was required in the Medford UGB to satisfy future urbanization needs for a 20-year planning period. The City's work resulted in a documented need for additional land, and the SE Area was among several areas proposed for inclusion in the UGB. The amended UGB was adopted in October 1990 by the Medford City Council and Jackson County Board of Commissioners, and was later acknowledged by the Oregon Land Conservation and Development Commission (LCDC). The acknowledgment was not appealed. The entire SE Area was then designated for Urban Residential (UR) use on the GLUP Map, permitting single-family residential uses at a density of two to ten dwelling units per acre.

### SPECIAL CIRCULATION AND LAND USE PLANNING STUDIES IN SOUTHEAST MEDFORD

Following inclusion of the SE Area in the UGB, there were serious concerns that development of the SE Area might overwhelm Medford's already stressed transportation system. In 1992, the City undertook the first special planning study (See the *Southeast Medford Land Use and Transportation*

<sup>1</sup> The USDA Soil Conservation Service classifies soils within the area as falling generally within the Class 4 category. Agricultural soils are ranked for agricultural productivity between Class 1 and Class 8, with 1 being the best, and 8 being the worst. Statewide Planning Goals 3 and 14 require the preservation of farm lands having a 1 through 4 agricultural capability.



*Study*, 1993) to compare the future traffic impacts produced by two different land use schemes in the SE Area. This study was funded through the State of Oregon's Transportation Growth Management (TGM) grant program.

The first scheme considered in the study was a "contemporary plan" that used single-use zoning and a circulation system that fed all traffic onto collector and arterial streets. This type of development pattern with segregated land uses usually results in almost complete dependence upon auto travel for daily activities, such as shopping, education, recreation, etc. The second scheme was a "neo-traditional" development pattern facilitated by mixed-use zoning and an interconnected street system - a street system that distributed peak period (7-9 a.m. and 4-6 p.m.) traffic to all streets, not just collectors and arterials.

The analysis indicated that, during peak periods, both land use schemes would generate similar traffic levels due to employment locations outside the area. However, the neo-traditional development pattern would reduce off-peak traffic within the area, and produce trips of shorter length. Additionally, it could increase pedestrian and bicycle trips within the area by as much as 60 percent.

Based upon the findings of this first phase of the special land use planning for the area, the City began the second phase in 1994, again funded through a state TGM grant. The phase 2 study used the conceptual assumptions developed in the neo-traditional development scheme to prepare a generalized circulation and land use plan for the area (See the *Southeast Medford Circulation & Development Plan Project Report*, August 1995). Neo-traditional development design includes features such as narrow streets with short blocks in a grid pattern, alleys, housing of different types in the same blocks, accessory dwelling units, narrow building setbacks from streets, prominent public buildings and places, and mixed land uses. It places higher density housing near compact commercial centers and transit, and gives neighborhoods well-defined centers and edges.

The phase 2 plan was ~~intended~~used to guide the preparation of amendments to the Medford *Comprehensive Plan* and *Land Development Code* for the SE Area. The City worked closely with all interested parties in the preparation of the plan, including public facility and utility providers, Medford and Jackson County Planning Department staff, property owners, school districts, developers, and members of the Medford Planning Commission. The study included a market analysis that verified the marketability and potential absorption rate of the recommended type of development.

To facilitate future implementation of the phase 2 plan, the City then undertook several land use actions. One was the adoption of a new GLUP designation of Urban Medium Density Residential (UMDR) and corresponding zoning district of MFR-15 (Multiple-Family Residential - 15 units per acre) which permit a density range of 10 to 15 dwelling units per acre. The UMDR designation was needed to allow more specific placement of a "rowhouse" land use type in the SE Area. The Commercial GLUP designation and commercial zoning districts were then amended to limit the size of businesses in the Community Commercial (C-C) zoning district to 50,000 square feet, and to create a new Regional Commercial (C-R) zoning district. This action was needed to allow the use of C-C zoning in the SE Area without permitting large regional retail uses. Finally, changes to the Medford Street Classification Map were adopted which set a circulation pattern for the arterial, collector, and standard residential streets in the SE Area.



This section of the "~~General Land Use Plan~~ Neighborhoods Element", the *Southeast Plan*, represents the ~~third-latest~~ phases of the special planning efforts in the SE Area. The intent of these extensive planning efforts ~~was~~ is to create an area that is much less reliant on automobile travel, and that preserves the natural environment, incorporating it into a desirable, livable community. The principal function of the *Southeast Plan* is to apply detailed land use planning and implementation techniques to a geographical area of the community that has important and unique physical qualities, including having a large tract of undeveloped land, rolling terrain, the general availability of public facilities and services, and few ownerships to divide the tract.

The primary purposes of the *Southeast Plan* include:

- A. To establish land use patterns and development design that emphasizes transportation connectivity and promotes viability for many modes of transportation;
- B. To require coordinated planning and encourage the development of neighborhoods with a cohesive design character;
- C. To provide a mix of compatible housing types at planned densities,  
~~To achieve minimum housing densities by limiting residential areas to specific zoning districts.~~
- ~~BD.~~ To establish a special central core - the Southeast Village Center - as a Transit Oriented District (TOD) with compact, pedestrian-oriented commercial, institutional, and residential uses.
- ~~CE.~~ To preserve natural waterways while providing routes for pedestrian and bicycle travel.
- ~~DE.~~ To require the approval of ~~most-much~~ of the development through the City's Planned Unit Development (PUD) ordinance in order to coordinate planning of designated areas, including the Southeast Village Center.
- ~~EG.~~ To establish special design and development standards for streetscapes, building orientation, setbacks, building height, access, lot coverage and density, and the use of pedestrian street lighting, greenways, alleys, and street trees.

#### **Commercial Center Planning**

The Commercial Center area, including the abutting Greenway, encompasses approximately 48 acres located east of North Phoenix Road and north of Barnett Road. A detailed planning effort for this site was undertaken in 2000 through an Oregon Transportation and Growth Management (TGM) Program "Quick Response Grant". (See the *SE Medford Village Center Plan - Medford, Oregon*, November 2000.) The plan, prepared by Lennertz Coyle and Associates, recommended realigning Barnett Road, a Minor Arterial street, east of its intersection with North Phoenix Road to create a pedestrian-friendly retail "main street" with commercial buildings on both sides. For the retail uses to be viable, a high level of slow moving traffic with on-street parking, similar to a traditional main street, was deemed necessary.

The plan included a market study by Robert Gibbs to determine the amount and types of commercial businesses that would serve the area and which would be economically feasible. The preferred alternative recommended approximately 100,000 square feet of retail commercial uses and up to 50,000 square feet for a grocery store, with the remainder of the commercial area utilized for civic, office, service, and high-density residential uses, including mixed uses. Based on the recommendations of this study, the retail core area, approximately 16 acres in size, located between North Phoenix Road and Stanford Avenue along both sides of Barnett Road has been designated as



the "Commercial Center Core Area".

The *Southeast Plan* and its implementing *Land Development Code* provisions also aid the City in meeting the requirements of Oregon's Transportation Planning Rule (TPR). The TPR requires cities to implement measures that reduce reliance on automobile travel. It requires the planned land use patterns and transportation system to promote an increase in the number of trips accomplished through walking, bicycling, and transit use. This can be achieved if safe and convenient opportunities are provided, and if land use types and density are appropriate. The *Southeast Plan* translates neo-traditional land uses developed in the phase 2 study into special categories to guide zone change and development approvals in the SE Area. As explained below, the special categories have been established to address the uses, needs, and issues specific to the SE Area.

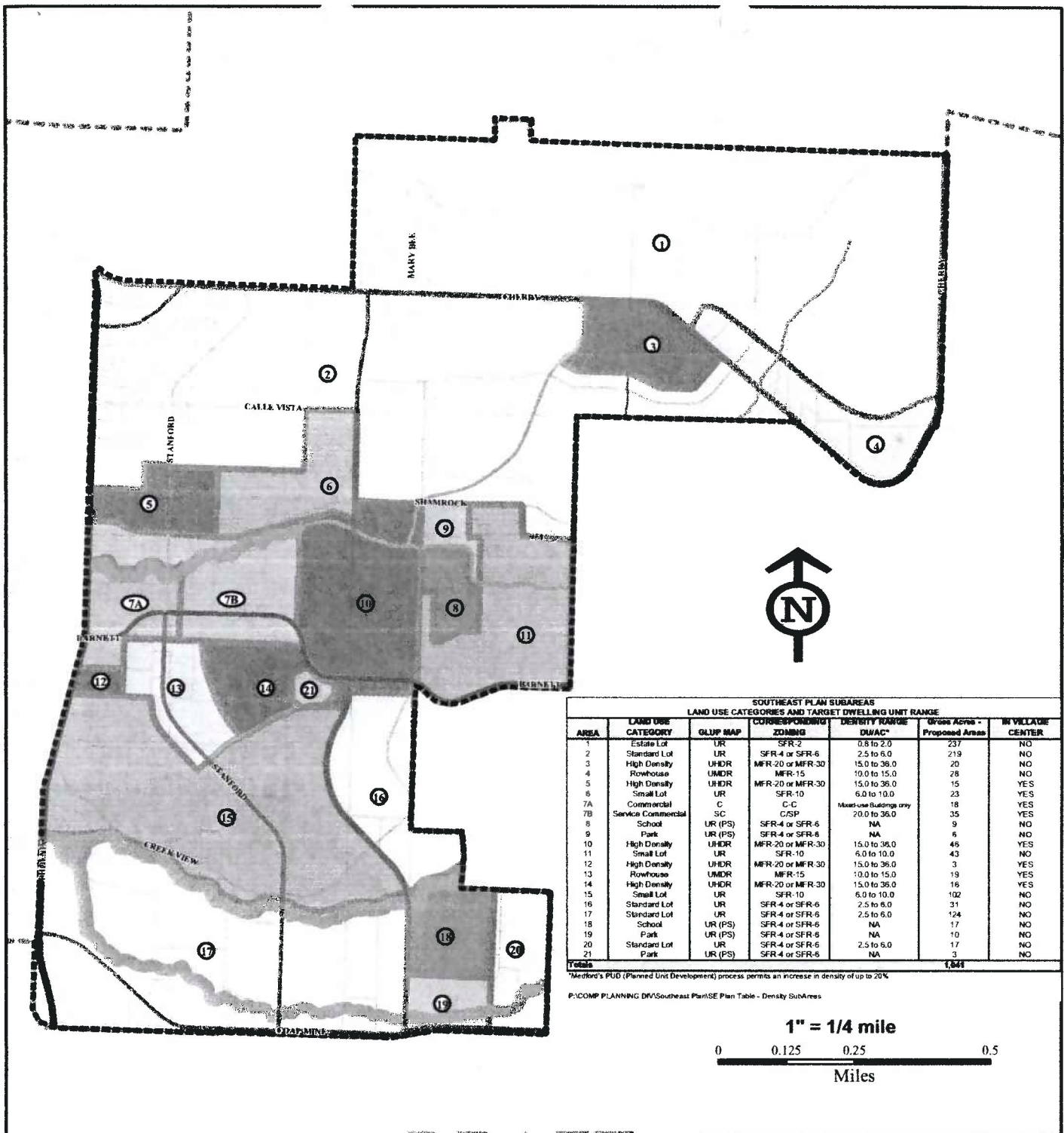
## SOUTHEAST OVERLAY ZONING DISTRICT

The *Southeast Plan* is being implemented through various planning and zoning controls that currently exist, or which are being added through a new overlay zoning district in the Medford *Land Development Code*. The Southeast (S-E) Overlay Zoning District is the primary tool to carry out the *Southeast Plan*, and establishes special standards and criteria for planning and development approvals. The Southeast Overlay Zoning District requires most much of the development in the SE Area to be approved through the Planned Unit Development process, and it lays out regulations for special-design features such as pedestrian-friendly site design, streetscapes, greenways, alleys and street trees. The implementing provisions in the Medford *Land Development Code*, including creation of the Southeast Overlay District, are being simultaneously adopted with this plan element amendment.

An Oregon Transportation and Growth Management (TGM) Program Code Assistance Grant was utilized to update the S-E Overlay Zoning District. In addition, the Medford City Council appointed the Southeast Plan Implementation Advisory Committee to oversee the update of the S-E Overlay District as well as the development of the Neighborhood Circulation Plan. The Committee consists of two City Council members, two Planning Commissioners, a community member, and five "stakeholders". Over a period of two years, the Committee developed recommendations, through unanimous consensus, regarding the detailed planning efforts.

## SOUTHEAST PLAN MAP

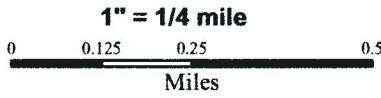
In 1990, when the SE Area was included in Medford's UGB, all of the land was placed under the "Urban Residential" GLUP Map designation. The phase 2 study proposed created other land use categories to produce an environment of mixed land uses, housing types, and densities. The different land uses, identified in the study as estate lot, standard lot, small lot, rowhouse, high density residential, town-commercial center, greenway, park and school, were applied to specific sub-areas.



SOUTHEAST PLAN SUBAREAS						
LAND USE CATEGORIES AND TARGET DWELLING UNIT RANGE						
AREA	LAND USE CATEGORY	GLUP MAP	CONSEQUENT ZONING	DENSITY RANGE DU/AC	Proposed Acres	IN VILLAGE CENTER
1	Estate Lot	UR	SFR-2	0.5 to 2.0	237	NO
2	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0	219	NO
3	High Density	UHDR	MFR-20 or MFR-30	15.0 to 36.0	20	NO
4	Rowhouse	UMDR	MFR-15	10.0 to 15.0	28	NO
5	High Density	UHDR	MFR-20 or MFR-30	15.0 to 36.0	15	YES
6	Small Lot	UR	SFR-10	6.0 to 10.0	23	YES
7A	Commercial	C	C-C	Mixed-use Buildings only	18	YES
7B	Service Commercial	SC	C/SP	20.0 to 36.0	35	YES
8	School	UR (PS)	SFR-4 or SFR-6	NA	9	NO
9	Park	UR (PS)	SFR-4 or SFR-6	NA	6	NO
10	High Density	UHDR	MFR-20 or MFR-30	15.0 to 36.0	45	YES
11	Small Lot	UR	SFR-10	6.0 to 10.0	43	NO
12	High Density	UHDR	MFR-20 or MFR-30	15.0 to 36.0	3	YES
13	Rowhouse	UMDR	MFR-15	10.0 to 15.0	19	YES
14	High Density	UHDR	MFR-20 or MFR-30	15.0 to 36.0	16	YES
15	Small Lot	UR	SFR-10	6.0 to 10.0	102	NO
16	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0	31	NO
17	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0	124	NO
18	School	UR (PS)	SFR-4 or SFR-6	NA	17	NO
19	Park	UR (PS)	SFR-4 or SFR-6	NA	10	NO
20	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0	17	NO
21	Park	UR (PS)	SFR-4 or SFR-6	NA	3	NO
<b>Totals</b>					<b>1,341</b>	

\*Medford's PUD (Planned Unit Development) process permits an increase in density of up to 20%.

P:\COMP PLANNING DIV\Southeast Plan\SE Plan Table - Density SubAreas



Map date: 12/09/04

**DRAFT**

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## SOUTHEAST PLAN MAP

<p>--- UGB</p> <p>----- SE Plan Boundary</p> <p> Greenway</p> <p> Existing Taxlots</p>	<p> Major Arterial</p> <p> Minor Arterial</p> <p> Major Collector</p> <p> Minor Collector</p> <p> Commercial Street</p> <p> Standard Residential</p>	<p> Estate Lot</p> <p> Standard Lot</p> <p> Small Lot</p> <p> Row House</p> <p> High Density</p> <p> Commercial</p> <p> Service Commercial</p> <p> Schools</p> <p> Parks</p>
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The existing GLUP Map designations that are most similar to each land use category have been applied to the SE Area on the GLUP Map, while the *Southeast Plan Map* (Figure 1) applies the special land use categories to each of 210 consecutively numbered sub-areas. Additionally, the boundaries of the phase 2 sub-areas have been slightly-adjusted to better accommodate existing parcel boundaries, ~~and existing and planned land uses, and planned street locations.~~ Regulations specific to the *Southeast Plan Map* land use categories are set forth in the Southeast Overlay Zoning District of the Medford *Land Development Code*. The approximate acreage and target dwelling unit range in each sub-area is set forth in Table 1.

TABLE 1

## SOUTHEAST PLAN MAP SUBAREAS

TARGETED LAND USE, ZONING, AND DENSITY AND  
ESTIMATED DWELLING UNIT RANGE

Sub Area	Land Use Category	GLUP Map	Corresponding Zoning	Density Range Du/Ac (PUD)**	Gross Acres*	Vacant Acres*	Dwelling Unit Range (PUD)**
1	Estate Lot	UR	SFR-2	0.8 to 2.0 (2.4)	217235	497	188-470 (564)
2	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0 (7.2)	202219	490	160-395 (475)
3	High Density	UHDR	MFR-20 or MFR-30	15.0 to 30.0 (36.0)	2120	21	548-1,314 (1,577) 475-1,440 (1,370)
4	Rowhouse	UMDR	MFR-15	10.0 to 15.0 (18.0)	3026	27	300-720 (864) 315-630 (755)
5	High Density	UHDR	MFR-20 or MFR-30	15.0 to 30.0 (36.0)	4915^	43	260-390 (468) 270-440 (485)
6	Small Lot	UR	SFR-10	6.0 to 10.0 (12.0)	2923^	29	225-540 (648) 195-390 (470)
7A	Commercial Center - Core	C	C-C	NA Mixed-use buildings only	4616^	37	138-230 (276) 170-290 (350)
7B	Commercial Center - Service/Office	SC	C-S/P	20.0 to 36.0 (43.2)	33^		NA
8	School	PS (UR)	SFR-4 to SFR-6	NA	429	12	NA
9	Park	PS (UR)	SFR-4 to SFR-6	NA	56	5	NA
10	High Density	UHDR	MFR-20 or MFR-30	15.0 to 30.0 (36.0)	2146^	24	690-1,656 (1,987) 315-630 (755)
11	Small Lot	UR	SFR-10	6.0 to 10.0 (12.0)	5843	55	258-430 (516) 330-550 (660)
12	High Density Commercial Center - Service/Office	UHDR SC	MFR-20 or MFR-30 C-S/P	15.0 to 30.0 (36.0) 20.0 to 36.0 (43.2)	8 3^	0	0 NA
13	Rowhouse	UMDR	MFR-15	10.0 to 15.0 (18.0)	4219^	40	190-285 (342) 100-150 (180)
14	High Density	UHDR	MFR-20 or MFR-30	15.0 to 30.0 (36.0)	4216^	44	240-576 (691) 165-330 (395)
15	Small Lot	UR	SFR-10	6.0 to 10.0 (12.0)	440102	402	612-1,020 (1,224) 640-1,015 (1,225)
16	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0 (7.2)	4631	43	78-186 (223) 110-260 (310)
17	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0 (7.2)	402121	99	303-726 (871) 250-595 (715)
18	School	PS (UR)	SFR-4 or SFR-6	NA	817	8	NA
19	Park	PS (UR)	SFR-4 or SFR-6	NA	510	5	NA
20	Standard Lot	UR	SFR-4 or SFR-6	2.5 to 6.0 (7.2)	3017	29	43-102 (122) 75-175 (210)
21	Park	PS (UHDR)	MFR-20 or MFR-30	NA	3^		NA
TOTALS				4.0 to 8.5 (10.2) 4.2 to 8.2 (9.8)	993 1,039	914	4,073-8,645 3,540-6,960



\* Estimated ^ Within the Village Center TOD (Transit Oriented District) (approx. 175 acres)

\*\* Medford's Planned Unit Development process permits an increase in density of up to 20%.

The implementing provisions in the Southeast Overlay Zoning District ensure that the target housing densities anticipated for each residential land use category will be met at the time development approvals are granted by the City. A key difference between the SE Area and other parts of the community is that the sub-areas are restricted to specific zoning districts to meet the phase-2 density standards targets, rather than having a wide range of zones.<sup>2</sup> The overlay zone establishes permissible density ranges and one or two zoning districts for each of the special land use categories. Additional restrictions, discussed below, regulate the permitted uses within the SE Area's central core Transit Oriented District (TOD), the Southeast Village Center, which encompasses several sub-areas. The amendment procedures for the *Southeast Plan Map* are the same as for a minor or major GLUP Map amendment.

## SOUTHEAST VILLAGE CENTER

Several *Southeast Plan Map* sub-areas in the central part of the SE Area have been combined to form the Southeast Village Center, which is one of the City's four adopted Transit Oriented Districts (TODs). (See the Transportation System Plan for more detailed information about Medford's TODs.) The land uses proposed for the Village Center include commercial, institutional, medium and high density residential, and a greenway/park, and a school. The Southeast Village Center TOD consists of three concentric areas nestled within one another. The Village Center of approximately 175 acres contains sub-areas 5, 6, 7A, 7B, 10, 12, 13, and 14. Sub-areas 7A and 7B make up the 48-acre Commercial Center. The Commercial Center Core Area (sub-area 7A) of approximately 16 acres is the primary retail center located on both sides of Barnett Road extending from North Phoenix Road to a point east of Stanford Avenue. The Core Area will contain 150,000 square feet of retail and commercial businesses with residential uses above ground floor level and a portion of the Greenway. These areas are depicted in Figure 2.

The Village Center's Commercial Center area is surrounded by medium and high density residential uses to assure that many residents are within a five-minute walking distance. The Village Center is intended to be the main neighborhood activity center for the SE Area, and may also include a church, school, park, community center, and fire station (already constructed), besides locally-oriented shopping and services. Providing higher residential densities within one-quarter mile of shopping and employment areas, along with safe and convenient pedestrian and bicycle circulation, will also foster future transit viability. Specific Village Center regulations have been developed in the Southeast Overlay Zoning District.

The purpose of having a Village Center with special regulations is:

- A. To foster a clear sense of place by establishing a geographical focal point, central area, and gathering place for the social, cultural, political, and recreational interaction of people living and working in the SE Area.

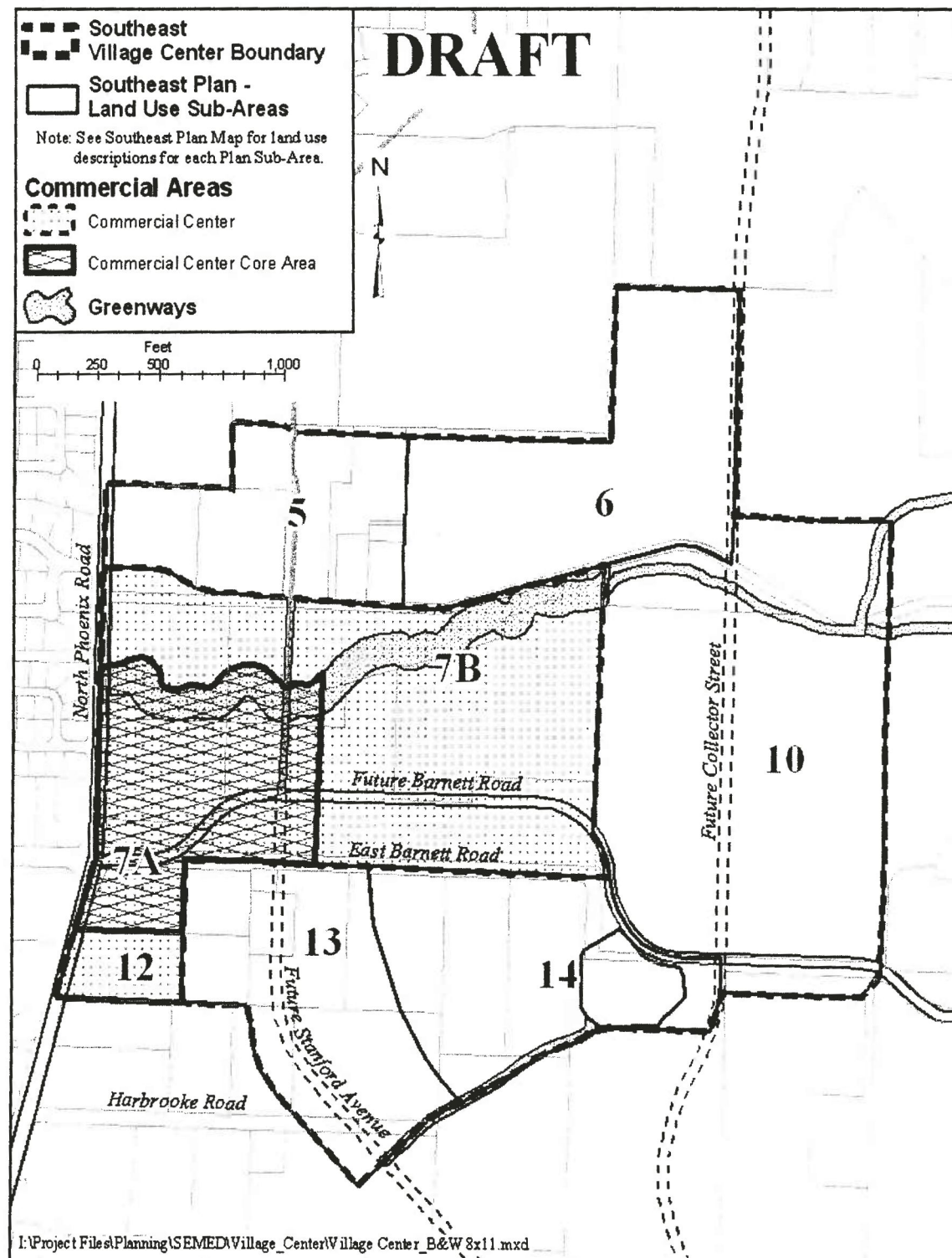
<sup>2</sup> For example, the City's Urban Residential GLUP Map designation permits the application of four different zoning districts: SFR-2, SFR-4, SFR-6 and SFR-10. Under the regulatory scheme for the SE Area, each sub-area is permitted to develop under only one or two zones that best approximate the development types and densities recommended in the Phase 2 study.

- B. \_\_ To provide convenient opportunities for shopping accessible by all modes of transportation to reduce traffic congestion, and facilitate greater convenience and community livability.
- C. \_\_ To provide a development design that produces a pedestrian-oriented central core (~~pedestrian~~ Transit Oriented District) that endeavors to reduce reliance on the automobile.
- D. \_\_ To provide a design that incorporates and promotes the existing waterway and wetland areas into the Commercial Center.
- E. \_\_ To fulfill the *Rogue Valley Regional Transportation Plan's* Land Use Element and the City of Medford Transportation System Plan as one of the ~~nine proposed~~ designated areas of mixed land use and denser residential development that increases future transit opportunities (Transit Oriented Districts).



Figure 2: Southeast Village Center

FIG. 10.372 - SOUTHEAST VILLAGE CENTER



## CONCLUSIONS SOUTHEAST PLAN

1. Special planning studies for the SE Area have determined that a neo-traditional circulation and development pattern could reduce the number and length of motor vehicle trips within the area.
2. The SE Area is the only area of the community where streams and waterways remain in a mostly natural state.
3. During the preparation of the special planning studies for the SE Area, the property owners indicated a very strong desire to preserve the natural resources, especially the streams, wetlands, and woodlands.
4. The creation of a Village Center Transit Oriented District in the SE Area with denser mixed land uses will be a primary means of reducing traffic within the SE area by serving the daily needs of residents through walking, bicycling, transit, and shortened motor vehicle trips.
5. Assuring that the minimum densities and housing types are achieved and located as proposed, particularly in the Village Center, is essential in carrying out the purposes of the *Southeast Plan*.
6. Steeper slopes in the SE Area will require expertise in hillside development techniques, particularly regarding storm drainage retention/detention and street design.
7. Residential design features such as placing garages on alleys, providing front porches, parkways strips with street trees, sidewalks, and pedestrian-scale lighting, etc., promotes alternative forms of transportation such as walking.

## GOALS, POLICIES, AND IMPLEMENTATION MEASURES SOUTHEAST PLAN

**Goal 1:** *To assure that development in the SE Area occurs in a manner that reduces reliance on automobile travel within the area and promotes multi-modal travel, including pedestrian, bicycle and transit.*

**Policy 1-A:** The City of Medford shall assure that circulation and development design in the SE Area emphasizes connectivity and promotes multi-modal transportation viability.

**Implementation 1-A (1):** Do not allow private streets to prevent vehicular or pedestrian connectivity or public access to greenways, parks, schools, or other activity centers.

**Implementation 1-A (2):** Discourage gated or dead-end developments because they prevent connectivity and neighborhood formation. Require adjacent developments to integrate with one another.



**Implementation 1-A (3):** Assure that development design and street improvements on North Phoenix Road promote non-vehicular access across this major arterial at intersections.

**Implementation 1-A (4):** Discourage development site design along collector and arterial streets from creating a walled effect near the sidewalk.

**Implementation 1-A (5):** Encourage the Rogue Valley Transportation District (RVTD) to serve the SE Area with transit service as soon as feasible.

**Policy 1-B:** The City of Medford shall assure that the Village Center is developed as a pedestrian-oriented, mixed use, higher density central core (Transit Oriented District) for the SE Area.

**Implementation 1-B (1):** Require special design for development within the Village Center, affecting such elements as building location and orientation, lighting, signage, parking, outdoor storage and display, greenway/wetlands treatment, etc.

**Implementation 1-B (2):** Limit the commercial zoning districts and permitted uses within the commercial portion of the Village Center to assure pedestrian-oriented development.

**Implementation 1-B (3):** Require master planning of the entire Commercial Center Core Area ~~portion~~ of the Village Center prior to development approval.

**Implementation 1-B (4):** Promote the location of public and quasi-public uses within the Village Center, such as a fire station, day care center, community center, church, ~~school~~, park, public plaza, etc.

**Policy 1-C:** The City of Medford shall support the location of small neighborhood commercial sites in the SE Area outside the Village Center.

**Goal 2:** *To assure that development in the SE Area occurs in a manner that preserves its abundant natural features and resources.*

**Policy 2-A:** The City of Medford shall strive to provide a system of interconnected open spaces in the SE Area utilizing drainageways and stream corridors open to public view and access.

~~**Implementation 2-A (1):** Provide a Greenway GLUP designation that regulates land use activities along drainageways. [Completed.]~~

**Implementation 2-A (21):** Accentuate drainageways and stream corridors by locating street rights-of-way collinear and adjacent to them in order to open them for public view and access. Such placement should be outside the Greenway, should not disturb the riparian area, and should be in conjunction with enhancement and/or restoration. Creekview Drive in particular should be so located in relation to the Middle Fork of Larson Creek.

**Policy 2-B:** The City of Medford shall strive to protect natural features and resources in the SE Area, including restoration when necessary.

**Implementation 2-B (1):** Encourage clustered development to avoid alteration of important natural features.

**Implementation 2-B (2):** Apply best management practices for private and public development activities that affect streams, drainageways, and wetlands, including reducing impervious surfaces so that runoff is slowed and filtered.

**Implementation 2-B (3):** Require hillside development to meet stringent standards limiting grading and vegetation disturbance, and minimizing visual intrusion.

**Implementation 2-B (4):** Require tree preservation plans indicating existing trees of more than six inches in diameter, in conjunction with development applications.

**Policy 2-C:** The City of Medford shall pursue the ~~future~~continuing evaluation of the SE Area's natural resources to determine which should be protected by permanent use restrictions or public ownership, and which can be included in environmentally sensitive development.

**Goal 3: To provide for the implementation of the Southeast Plan.**

**Policy 3-A:** The City of Medford shall use zone change procedures as the timing mechanism to control development within the SE Area, based upon the availability and adequacy of public facilities and services, as required by the Medford *Comprehensive Plan* and Medford *Land Development Code*. However, future zone changes in the City will be exempt from meeting the minimum transportation LOS standard for the alternatively-designed section of Barnett Road located within the Southeast Commercial Center because Barnett Road within the Commercial Center is desired to have a high level of slow moving traffic.

**Implementation 3-A (1):** Assess Medford Land Development Code language related to transportation LOS to determine if changes are needed to accommodate the exemption of zone changes in the City from meeting the minimum transportation LOS standard for the alternatively-designed section of Barnett Road located within the Southeast Commercial Center.

**Implementation 3-A (1):** ~~Adopt a special overlay zoning district for the SE Area, and specify the permitted zoning districts and residential densities for each land use category on the Southeast Plan Map. Require development design and ultimate approval by the City to be through the Planned Unit Development (PUD) ordinance. [Completed.]~~

**Policy 3-B:** Where a street functions as the boundary separating two land use designations or categories in the SE Area, changes to the street location resulting from planning actions shall shift the designations or categories accordingly. Encourage similar land use types to be located facing one another across streets with changes in land use types occurring at the backs of lots where possible.

**Policy 3-C:** The City of Medford shall pursue the future adoption of regulations and design criteria that promote transportation oriented design in the SE Area pursuant to the recommendations of the



*Rogue Valley Regional Transportation Plan, the Medford Transportation System Plan, and other plans as adopted.*

**Policy 3-D:** The City of Medford shall assure that notice is provided to the Medford and Phoenix-Talent School Districts that land designated for future schools and/or parks in the SE Area may be acquired by the City or school district for such purposes. The City shall notify the applicable school district of pending development permit applications on such land. The City shall not withhold the approval of zoning or development permit applications solely on the basis that a school district or the City has not acquired title to the property. Nothing in this policy prohibits the location of a school or park from changing as part of an approved Planned Unit Development (PUD).

**Policy 3-E:** The City of Medford shall seek to expend parks systems development charges (SDCs) collected within the SE Area on park-related improvements within the same SE Area.

**Southeast Medford Plan Area  
Neighborhood Circulation Plan and  
Transportation Policies and Guidelines**

*"Street system design is the most important element of a community."*

***Prepared By:***

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**Adopted By Medford City Council on \_\_\_\_\_**  
**By Ordinance No. \_\_\_\_\_**



## Southeast Medford Plan Area Neighborhood Circulation Plan and Transportation Policies and Guidelines

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## Southeast Medford Plan Area Neighborhood Circulation Plan and Transportation Policies and Guidelines

### Plan Objective

*To adopt maps, plan policies, and ordinance standards that assure that the transportation network in the Southeast Plan Area provides direct connected and convenient routes for pedestrians, bicyclists, transit, and motor vehicles to neighborhood activity centers and destinations.*

### Southeast Plan

The Southeast Plan, adopted by the Medford City Council in 1998 provides the following Goal and Policy. **Goal 3:** *To provide for the implementation of the Southeast Plan.* **Policy 3-C:** *The City of Medford shall pursue the future adoption of regulations and design criteria that promote transportation oriented design in the Southeast Area pursuant to the recommendations of the Rogue Valley Regional Transportation Plan and other plans as adopted.*

This Neighborhood Circulation Plan is intended to fulfill this policy. The purpose of this plan is to implement the Southeast Plan through adoption of guidelines and regulations relating to the detailed design of a multi-modal transportation system. Subsequent to adoption of the *Rogue Valley Regional Transportation Plan*, the City of Medford adopted the *Medford Transportation System Plan (TSP)* in November 2003. The Medford TSP and the *Medford Land Development Code* provide for the development of Neighborhood Circulation Plans. The TSP also adopted the Southeast Village Center as a Transit Oriented District (TOD) explained more fully in Part I of this document. TSP Implementation Strategy 8-B(2) directs the City to: “*Complete and adopt a land use/transportation plan, design guidelines, street and streetscape standards, and implementing ordinances for the Southeast Medford Transit Oriented District (TOD), the West Medford TOD, and the Delta Waters TOD, and mixed-use areas.*”

### Neighborhood Circulation Plans

The adopted Southeast Area Neighborhood Circulation Plan Map provides the location of streets and other transportation facilities classified and arranged in such a manner as to meet the objectives and policies of this plan and the TSP. Implementation Strategy 2-C(1) of the TSP provides that “...*neighborhood plans should determine the specific look and character of each neighborhood and its street system*”. Street arrangement and design is reviewed and approved by the Planning Commission in the land division and development review process. The Planning Commission must find that proposed transportation improvements conform with any adopted Neighborhood Circulation Plan as well as the Transportation System Plan. Transportation system features, such as street arrangement and location, may depart from the adopted plan if it can be found that the principles and objectives of the adopted plan will be carried out.

TSP Implementation Strategy 2-D(1) directs the City to “*Identify unique street design treatments, such as boulevards or “main” streets, through the development and use of special area plans,*

*neighborhood plans, or Neighborhood Circulation Plans adopted in the Medford Comprehensive Plan.*” This Neighborhood Circulation Plan anticipates a town center “main street” along Barnett Road in the Southeast Village Commercial Center.

This Neighborhood Circulation Plan and Map is adopted by the City Council as a part of the Medford Street Classification Map as well as part of the Southeast Plan, which is in the General Land Use Plan Element of the *Medford Comprehensive Plan*. It is supplemental to and takes precedence over the *Medford Transportation System Plan* in cases of disagreement.





## **PART I – Existing and Planned Activity Centers and Transportation System in the Southeast Area**

### **A. Existing and Planned Neighborhood Activity Centers**

#### **Designated Transit Oriented District**

The *Rogue Valley Regional Transportation Plan* (RTP) and the *Medford Transportation System Plan* (TSP) have adopted four areas in Medford as Transit Oriented Districts (TODs). These TODs include the Southeast Village Center. The purpose of the TOD designation is to provide centers where dwellings and employment are provided in close proximity (mixed-use) and with adequate density to make transit service viable. It is also critical that TODs provide “pedestrian friendly” streets and transportation facilities to increase non-vehicular trips within the area.

#### **Southeast Village Center**

The Southeast Village Center TOD is to contain a Commercial Center Core Area with up to 100,000 square feet of community commercial uses, plus up to 50,000 square feet for a grocery store, residential uses of up to sixty units per acre, and a Greenway with shared-use paths. The TOD will also contain an additional 33 acres of service and professional office commercial and high-density residential uses, and a surrounding 140 acres of other residential uses, ranging from small lot single-family and medium density (rowhouses), to high-density residential, including retirement facilities. The streetscape and street/alley designs in this area will have special character to assure pedestrian friendliness and a “town center” atmosphere. Rogue Valley Transportation District (RVTD) transit service is being extended to the area from the west via Barnett Road. Initially, a transit stop will be provided in the Commercial Center Core Area.

#### **Lennertz-Coyle Commercial Center Plan**

The Commercial Center area, including the Core Area and Greenway, encompasses approximately 48 acres located east of north Phoenix Road and north of Barnett Road. A detailed planning effort for this site was undertaken in 2000 through an Oregon Transportation and Growth Management (TGM) Program “Quick Response Grant”. The results of that plan, prepared by Lennertz Coyle and Associates, have been incorporated into this document. The plan recommended realigning Barnett Road, a Minor Arterial Street, east of the intersection with North Phoenix Road to create a pedestrian-friendly retail “main street” with commercial buildings on both sides. For the retail uses to be viable, a high level of slow moving traffic with on-street parking, similar to a traditional main street, is necessary.

The preferred alternative for the community commercial site recommended approximately 100,000 square feet of retail commercial uses and up to 50,000 for a grocery store located generally between North Phoenix Road and Stanford Avenue, with the remainder of the commercial area utilized for civic, office, and high-density residential uses, including mixed uses. Stanford Avenue, designated a Commercial Street where the abutting zoning is commercial, will be the north-south retail street. The block on Barnett Road between its intersections with North Phoenix Road and Stanford Avenue will need to be addressed to assure pedestrian connectivity due to its considerable length.



**Larson Creek Shopping Center**

The Larson Creek Shopping Center, located at the southwest corner of North Phoenix Road and Barnett Road, is an important neighborhood activity center. This site contains a 50,000 square foot grocery store and fueling station and 47,650 square feet of other retail and services. Primary pedestrian, bicycle, and motor vehicle access to and from the Southeast Plan Area will be via the North Phoenix Road and Barnett Road intersection. The multi-modal design and improvement of this intersection will be essential in connecting it with the future Southeast Plan Area Commercial Center Core Area located diagonally across the intersection. Due to the width of the intersection, designing for pedestrian and bicycle friendliness will be crucial.

The existing traffic signal at the Larson Creek Shopping Center mid-access point will not directly serve the Southeast Plan Area except for pedestrians/bicyclists from the Harbrooke Road area. Relocation of the signal to the intersection of Creek View Drive and North Phoenix Road will assure multi-modal access from the "South of Barnett" portion of the Southeast Plan Area. In addition, a signal at this location will provide a safe crossing of North Phoenix Road for those using the shared-use Greenway paths.

**Parks and Schools**

Parks and schools are neighborhood activity centers. The Southeast Plan Area is planned to contain a future City park and Medford School District school abutting the Southeast Village Center TOD on the east. The site is located on two Standard Residential streets, and will be linked to the Commercial Center Core Area via a shared-use Greenway path, as well as by at least one direct lower-order street connection. It will be linked to neighborhoods to the north, including a higher density residential area, by a shared-use Greenway path extending to Cherry Lane. The current Barnett Road is the Medford School District boundary. Another future City park and Phoenix-Talent School District school is planned in the far southeasterly portion of the Southeast Plan Area near Coal Mine Road. This site is to be served by shared-use paths in the east-west Greenways along its north and south edges. Other access will be via two Major Collector streets having bicycle lanes, Stanford Avenue and Major Collector Street 'A', upon which the school/park will front.

The City of Medford was given the 165-acre natural "Chrissy Park" on the east side of Cherry Lane currently outside the Medford Urban Growth Boundary (UGB). Access to this park will be via Cherry Lane; however, future access may be provided through the extension of Greenways with shared-use paths from their termini at the UGB to Chrissy Park. Eventual off-street path linkage from Chrissy Park to the 1,740-acre Prescott Park on Roxy Ann Peak is desired.

**Other Existing Facilities**

Other existing facilities in the Southeast Plan Area include the Swim and Tennis Club on North Phoenix Road, the Medford Fire Station on Barnett Road, and two fraternal lodges. Adequate access for the fire station located on the south side of Barnett Road in the future Commercial Center Core Area will be critical. The planned realignment of Barnett Road to the north in the vicinity of the fire station will necessitate driveway and traffic signal design that assures quick access to North Phoenix Road as well as to the east.

**B. Existing and Planned Streets****Table 1: Southeast Plan Area Existing and Planned Major Streets**

Street Name	Street Classification
North Phoenix Road	Major Arterial
Barnett Road (to 250 feet east of North Phoenix Road)	Major Arterial
Barnett Road (from 250 feet east of North Phoenix Road to easterly UGB)	Minor Arterial
Cherry Lane (east of North Phoenix Road)	Major Collector
Coal Mine Road	Major Collector
Stanford Avenue (New) (S. of Barnett Road)	Major Collector
Unnamed New Collector A	Major Collector
Stanford Avenue (New) (N. of Commercial Center)	Standard Residential
Stanford Avenue (New) (N. of Barnett Road in Commercial Center)	Commercial
Unnamed New Collector B	Minor Collector
Various New Streets	Standard Residential



## PART II – General Circulation System Policies and Guidelines for the Southeast Area

### A. Interconnected Street Network

**Goal 1:** *To provide a street network in the Southeast Plan Area that is an interconnected, densely-gridded system that also accommodates topography and natural features such as greenways and wetlands.*

**Goal 2:** *To provide safe and convenient pedestrian, bicycle, and motor vehicle access and circulation to and within neighborhood activity centers in and near the Southeast Plan Area.*

The purpose of a densely-gridded street system is to avoid concentrating motor vehicle traffic onto a few wide auto-oriented pedestrian-unfriendly major streets, and to allow residents and employees to choose a direct route to neighborhood activity centers, making it more likely that motor vehicle trips will be short or substituted by alternatives such as walking, bicycling, or taking transit. Street design that results in traffic calming will assure that the densely-gridded street system produces livable neighborhoods.

#### Street Alignment

Street alignment should ensure that direct routes to neighborhood activity centers (schools, parks, Greenways, Commercial Center, etc.) are provided. The alignment should also consider natural features, such as topography and natural resources, including established trees and groves of trees. *Medford Land Development Code* Section 10.452 requires street arrangement to save and preserve natural and ornamental trees where practicable. Streets should abut public facilities and features such as Greenways, parks, schools, and open space. The provision of pedestrian/bicycle connections that provide direct convenient routes to neighborhood activity centers should also be ensured.

The Southeast Plan contains a policy about land use designations and street locations. (Policy 3-B: *Where a street functions as the boundary separating two land use designations or categories in the SE Area, changes to the street location resulting from planning actions shall shift the designations or categories accordingly.*) This policy has been changed to clarify that land use type changes generally should not occur at street frontages. This results in dissimilar development types facing one another. A more desirable situation is having land use type changes occur at the backs of properties so that streetscapes can be consistent and integrated.

#### Block Length

Maximum block length standards optimize convenience for pedestrians and enhance street connectivity. Street intersections should be located approximately every 600 to 800 feet in single-family areas and 400 to 600 feet in the Village Center and other higher density areas. This standard should be balanced against the preservation of natural resources and topography. Street crossings of Greenways should be minimized, particularly those that are fish-bearing Riparian Corridors. Longer block length should be considered if needed to save significant established trees or groves of trees. Approximately one-quarter mile spacing of Riparian Corridor crossings is considered adequate. Individual developments should not be isolated or “dead-end” because they prevent connectivity and neighborhood formation.



**Street Design Standards**

Private streets are often utilized when a deviation of City street standards is desired to accommodate a particular site design or difficult property. Private streets or alleys should be utilized only when neighborhood interconnectedness and convenient public access to activity centers will not be compromised. The “Exceptions” (variance) process has also been used to vary public street standards when a private developer is constructing a public street. When the City is constructing the street, a Transportation Facility process is used to vary street standards. A clear process for considering alternative street design standards should be developed for the *Land Development Code* since these processes do not provide the best means for determining when alternative standards are acceptable. Locations where alternative street designs are appropriate in the Southeast Plan Area have been identified in this plan where known.

**Steep Slopes**

Streets in steeply sloped areas, such as those north of Cherry Lane, will necessitate narrower rights-of-way generally located to follow elevation contour lines in order to reduce cut and fill and gradient.

Standard street design should be altered if necessary. Standard Residential streets should maintain two full lanes for passing vehicles, however, modification of other components should be permitted in order to reduce width as long as designs encourage pedestrian use. Placing sidewalks next to the curb and eliminating planter strips is one means of reducing street width, which reduces the amount of cut and fill needed. Where there are long blocks, pedestrian accessways between streets should be utilized where topography allows. The current (unpaved) east-west street located north of Cherry Lane (not yet dedicated right-of-way) is the general location of the primary east-west Standard Residential street serving this area.

**Access Management**

Motor vehicle access management is important to maintaining the multi-modal function of higher order streets over time. Access to individual properties can be appropriately managed at the same time as providing attractive pedestrian-friendly streetscapes along Collector and Arterial streets. Since a densely-gridded street system is desired in the Southeast Area, intersection spacing on higher order streets will be controlled through use of medians to control turning movements rather than increasing block lengths.

The use of residential through-lots should occur only when no other site design options are available.

Such through-lots tend to produce an undesirable walking environment by creating the need to “wall-off” the street with tall fencing or walls at the right-of-way line. In addition, walled-off neighborhoods or commercial centers do not promote “community-building”. An even poorer condition is created when through-lot development is located adjacent to or interspersed with front-facing development along the same street.

The City currently does not require abutting residential property owners to maintain landscape areas in rights-of-way along Collector and Arterial streets, including the area between the sidewalk and the fencing or the street trees and landscaping within the planter strips. Abutting property owners often have no access to maintain such areas. In the Southeast Plan Area, creation of these situations should be avoided by use of site design and street layouts that do not require through-lots or the need for tall fencing along the right-of-way line. The most desirable pedestrian-friendly options are siting of land uses that do not require fenced areas and the use of front-facing dwellings with access from the rear, such as from alleys.



Another option is the use of frequent lower order street intersections that produce side yards abutting the higher order street. This design is less pedestrian-friendly but does not create a continuous walled effect. Other, but less desirable, options are creation of Frontage streets (commercial areas) or use of shared driveways. Shared driveways are not an available option on Arterial streets. Depending upon the speed limit of the higher order street, which affects access spacing, the use of shared driveways could result in the need for lots wider than the maximum width permitted by the zoning district.

The proposed Southeast Overlay District requires residential owners abutting Collector streets to landscape and maintain the planter strips and any landscape area between the property line and sidewalk. When through-lots are demonstrated to be necessary, a fencing setback of at least 10 feet and full improvement of the abutting right-of-way with landscaping and irrigation is required, along with a property owners' association or another design or mechanism that will assure continued maintenance. In the Southeast Area, North Phoenix Road is the only higher order street expected to contain several abutting residential through-lots due to its higher speed limit. This design can likely be avoided elsewhere in the Southeast Area. The North Phoenix Road "Arterial Street Frontage Landscaping and Vertical Separation Features" are displayed on pages 19 and 20.

### Alleys

It is expected that alleys will serve as an important site design feature in the Southeast Area, particularly in higher density single-family and medium-density residential areas. As noted above, alleys should be utilized as an alternative to residential through-lots on Collector and Arterial streets.

Alleys should also be utilized to enhance neighborhood appearance and residential streetscapes by placing garages to the rear of dwellings. Narrow residential lots (less than 50 feet in width) are required by the S-E Overlay District to have rear access to avoid having driveways and garages dominate the streetscape.

The City should develop standards to help alleys function correctly and in accordance with utility and service providers' needs. New alleys should be accepted as public rights-of-way when a public benefit results, such as eliminating the need for through-lots along a higher order street. "Dead-end" public alleys not exceeding 400 feet in length should be permitted if a public benefit for the alley can be established.

## B. Streetscape Design

**Goal:** *To have a streetscape in the Southeast Area designed so that streets are comfortable and convenient for all travel modes and encourage non-motor vehicle trips, and designed so that fast-moving traffic is discouraged on local streets, neighborhood Collectors, and in the Commercial Center.*

### Traffic Calming

Traffic calming is necessary in areas with densely-gridded streets to preserve livability. The primary traffic calming method is use of street widths appropriate for the traffic demand and emergency access needs. Curb extensions and demarcated crosswalks should be utilized at intersections of lower order streets within the Southeast Area. Other traffic calming measures include features such as medians and raised intersections. Traffic calming measures not recommended include stop signs, undulations, and street barriers and diverters. Traffic calming measures will generally not be



included on Collector or Arterial streets, or other streets that are considered “Primary Emergency Response Routes”.

Intersection roundabouts should be considered when intersection controls are warranted. The Insurance Institute for Highway Safety reported that roundabouts, when compared with intersections equipped with stop signs or signal lights, can reduce injury-producing crashes by 80% and significantly reduce traffic delays. The Federal Highway Administration noted that the absence of left turns across traffic is beneficial, including eliminating the potential for head-on crashes. Lower speeds also give drivers more time to react to potential conflicts with other vehicles, and they promote smoother traffic flow. Roundabouts make pedestrian movement safer and more convenient. They are less costly over time because installation and maintenance of signals is unnecessary.

#### **Right-of-Way Design**

Right-of-way design in the Southeast Area is intended to be “context sensitive”. This means that modifications to designs have been considered based upon the abutting planned land use. The needs of the abutting planned land use should be balanced with area-wide and citywide transportation needs. The context of the Southeast Village Center as a Transit Oriented District (TOD) will dictate the design of the rights-of-way in this area, and most particularly in the Commercial Center portion of the TOD. The proposed street design in the Commercial Center is described in more detail under the Streetscape Design section for Barnett Road.

Medford TSP Implementation Strategy 1-A(3) requires that the City maintain Arterial streets to a minimum overall performance during peak travel periods meeting Level of Service (LOS) “D.” This test usually occurs at the time facility adequacy is determined during consideration of a proposed zone change. Because Barnett Road within the Commercial Center is desired to have a high level of slow moving traffic, future zone changes in the City will be exempt from meeting the minimum LOS standard for the alternatively-designed section of Barnett Road located within the Commercial Center. Land Development Code language related to LOS should be assessed to determine if changes are needed to accommodate this special situation.

In the Southeast Area, right-of-way landscaping, except for Arterial street frontages abutting residential zones, is the responsibility of the abutting property owner. Plans for such landscaping will be reviewed at the time of land use decision by the approving authority (usually the Site Plan and Architectural Commission or Planning Commission). Such plans will include planter strips and street trees, as well as any undeveloped right-of-way such as that at the back of the sidewalk. If street trees cannot be accommodated within the right-of-way, they must be provided on private property behind the sidewalk. When street designs are used that require street trees to be installed on private property, tree location and maintenance should be controlled through CC&Rs to reduce confusion over property owners’ responsibilities and conflicts with public utility easements. The S-E Overlay District includes landscaping and street tree requirements. Street trees must be located so as to not conflict with pedestrian-scale streetlights or emergency vehicles (fire engines). The lower branches should be at least 13.5 feet above the ground where emergency vehicles will be turning. Any landscaping must adhere to clear sight distance requirements at intersections and driveways.

#### **Right-of-Way Landscaping**

Right-of-way landscaping design in the Southeast Area should provide:

- A consistent and unique character that relates to the context and conditions



- Appropriate plantings that require minimal irrigation and maintenance, including alternatives to lawn and conditions that discourage weeds (except where CC&Rs designate specific private responsibility for maintenance)
- Appropriate street trees that will provide significant prominence and shading
- Long-term street tree and plant growth opportunities
- Irrigation systems designed for maximize efficiency and avoiding over spray
- A high quality of construction and maintenance

As noted above, right-of-way landscaping and street tree installation and maintenance responsibility is that of the abutting property owner except in Major and Minor Arterial streets in residential zones and in median islands, where the City is responsible. In rare cases where through-lots are created along Collector Streets, property owners' associations will be required to maintain the fencing setback area as well as the planter strips. A landscaping and street tree design(s) for Arterial street planter strips should be developed by the City for installation at the time of street improvement.

#### **Street Lighting**

Medford *Land Development Code* Section 10.495 permits the use of pedestrian-scale street lighting (used to light the sidewalk) except on Collector and Arterial streets. In addition, a standard streetlight (used to light the roadway) is required to be installed at each street intersection and at any other pedestrian street crossings. The operation and maintenance costs of pedestrian-scale street lighting are charged to the benefiting property owners through a utility fee.

Such lighting is required in the S-E Overlay District on both sides of the street at least every 80 feet. They are placed within the planter strips where there are planter strips. Where there are no planter strips, they are placed on abutting private property or within extra wide sidewalks. They will be essential on certain Collector and Arterial streets as well, to provide the continuity and where there will be high pedestrian activity, especially in the Southeast Village Center TOD, including a portion of Barnett Road. The Code should be clarified to allow pedestrian-scale streetlights to be required where needed in the S-E Overlay District, including on Collectors and Arterial streets.

### **C. Pedestrian/Bicycle Circulation**

**Goal:** *To have pedestrian and bicycle circulation in the Southeast Area designed so as to encourage the use of these modes for many trips within the Area and to outside destinations by making such trips convenient, safe, and pleasant.*

#### **Sidewalks**

Because streets in the Southeast Area will be highly interconnected, sidewalks should be required on both sides of all streets, including Residential Lanes. A Residential Lane, unless it is a cul-de-sac, will be just as likely as another street type to carry "through" pedestrian traffic. The sidewalk should not end abruptly when a Residential Lane is reached. In high pedestrian areas, where on-street parking is located within the right-of-way, such as the Commercial Center, extra-wide sidewalks with tree wells and grates should be used in lieu of landscaped planter strips.

#### **Accessways**

Accessways are off-street public rights-of-way. They are not the same as pedestrian walkways or sidewalks. They are basically a short shared-use path. Accessways are reserved for situations where



street connections are infeasible. Since blocks will be short and the use of cul-de-sacs uncommon in the Southeast Area, accessways will be needed infrequently. They should be used with frequent spacing, however, where there are long blocks in steeply sloped areas, and for connections to uses such as schools, parks, civic facilities, Greenways, open space, etc. Accessways may not be feasible where path grade would exceed 12%, but stairs should be considered as an alternative. The City standard for accessways is a 12-foot wide right-of-way with an 8-foot wide paved surface, designed to allow one end of the accessway to be seen from the other. They must be lighted. Accessways should be designed and improved in such a way as to require little maintenance, and are maintained by the City. It is recommended that the design be amended to require paving for the full width of the accessway to avoid narrow strips of ground that must be landscaped and maintained, and that the width be reduced to ten feet.

### Shared-Use Paths

Off-street shared-use paths are used in situations where there will be very infrequent crossing of the path by driveways or street intersections. The City design is a ten-foot wide paved surface within a 20-foot wide easement or right-of-way. Exact design at driveways or street intersections is essential due to high danger for path users. Motor vehicle drivers are not accustomed to looking for bicyclists in particular if the path appears similar to a sidewalk. Shared-use paths are planned in the Southeast Area along or within Greenways. Shared-use paths should not terminate or cross streets at mid-block except on very low use streets. They should be considered for use in lieu of a required sidewalk on the side of a street abutting a Greenway. They should not be used in lieu of required bicycle lanes, as they do not accommodate fast moving bicyclists. Figures 2 through 5 display the planned design of the various Greenways within the Southeast Area. The reach numbers in the lower left of each figure (i.e., G 1) correspond to the reach number displayed on the Southeast Area Neighborhood Circulation Plan Map.

Users of the shared-use paths in the Middle Fork and South Fork Larson Creek Greenways will be able to connect with the future Larson Creek path located west of North Phoenix Road. This path will be essential in providing an alternative to the use of Barnett Road between the Southeast Area and central Medford and the Bear Creek Greenway. The widening of Barnett Road to properly accommodate bicyclists and pedestrians is not likely to be feasible in the foreseeable future due to cost. An alternative such as the Larson Creek path is a necessity. It would also provide a means for users from elsewhere in the City to reach the Southeast Area Greenways.

Shared-use paths in Greenways are planned to extend easterly in the future beyond the current UGB to connect the Southeast Area with Chrissy Park. Such a connection could make eventual off-street access feasible further north to Prescott Park, for pedestrian and bicycle users and even equestrians.

Any paths, bridges, or right-of-way improvements within a designated Riparian Corridor (measured 50 feet from the tops of the banks) require authorization through a Conditional Use Permit. When a project is in the public interest, adverse impacts to the Riparian Corridor may be authorized if they can be mitigated (made up for by other actions such as habitat restoration). Habitat mitigation recommendations are obtained from the Oregon Department of Fish and Wildlife (ODFW). City staff reviews restoration plans, with final action by the applicable City approving authority.

Where Coal Mine Road right-of-way widening and the Larson Creek South Fork Greenway would result in a potential property depth of less than 90 feet, the City should consider acquisition of the



property between the right-of-way and the Greenway. Deviations in the Greenway width (meandering or reducing) to achieve lot depth should be considered only as a last resort since this stream is a designated Riparian Corridor intended for habitat protection.

**Figure 2: MAJOR GREENWAY – RIPARIAN CORRIDOR**

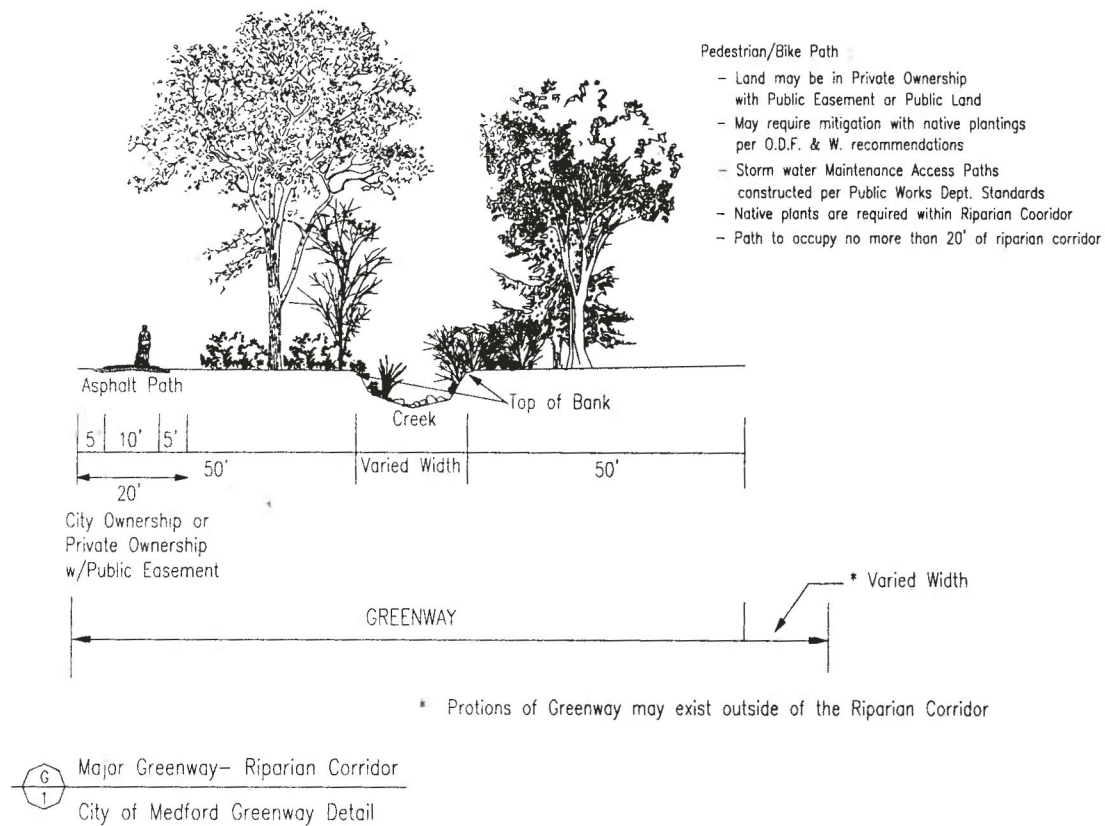
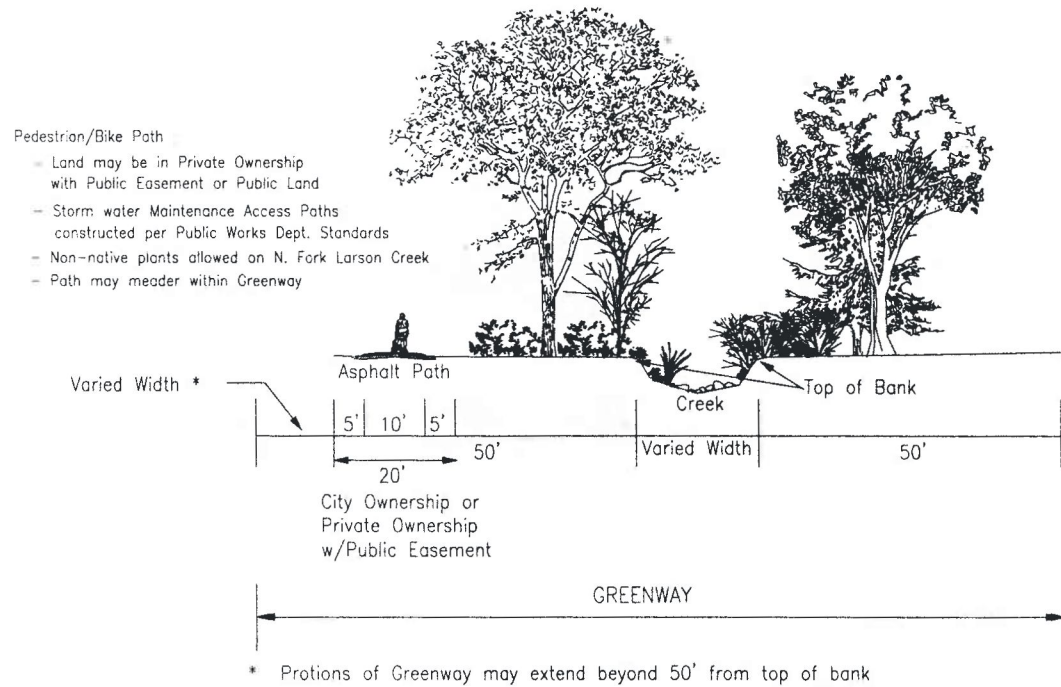


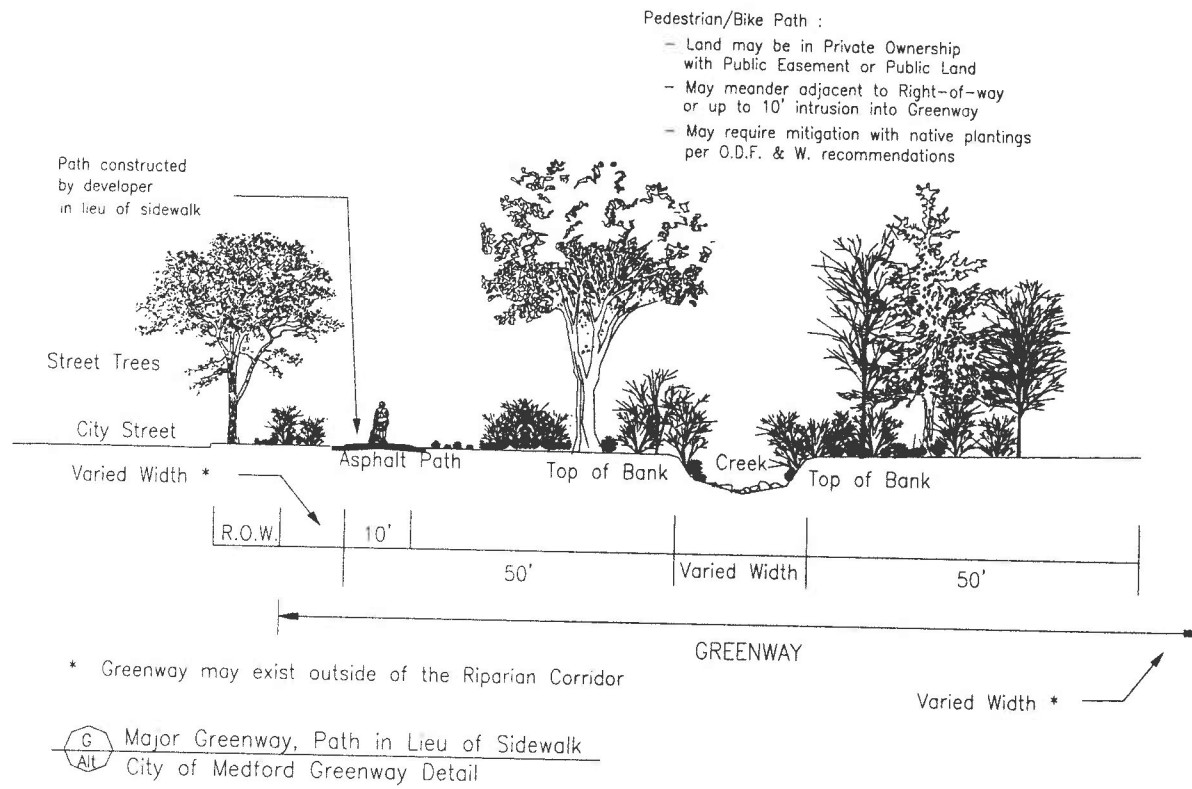
Figure 3: MAJOR GREENWAY NOT RIPARIAN CORRIDOR



Major Greenway- Not riparian corridor  
 City of Medford Greenway Detail



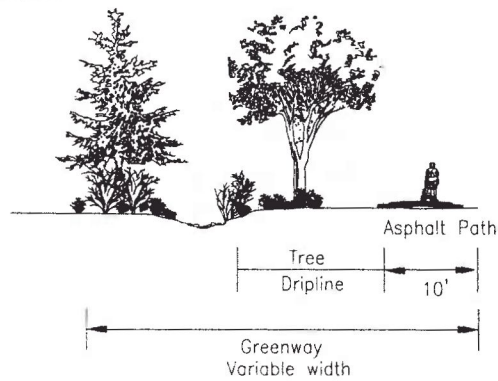
**Figure 4: MAJOR GREENWAY-PATH IN LIEU OF A SIDEWALK**



**Figure 5: MINOR GREENWAY**

Pedestrian/Bike Path :

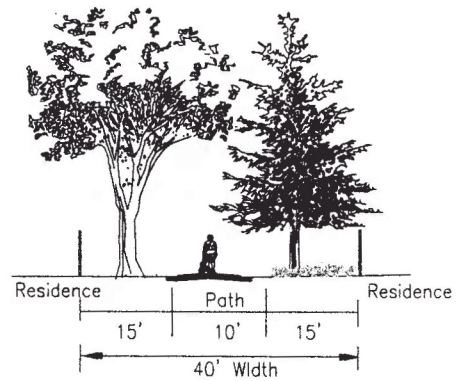
- Land may be in Private Ownership w/Public Easement or Public Land
- Native planting recommended
- Erosion control per City Engineering Dept.
- Construct path out from existing tree's drip line



G 3 Minor Greenway w/surface drainage  
City of Medford Greenway Detail

Pedestrian/Bike Path :

- No surface drainage pre-existing
- All new trees to be planted close enough to eventually grow over the asphalt path
- Native or non-native plantings



G 4 Minor Greenway w/out surface drainage  
City of Medford Greenway Detail

**D. Transit**

Transit service by the Rogue Valley Transportation District will initially be extended easterly on Barnett Road to the Commercial Center. In the future, a major transit stop or station will be provided within the Southeast Village Center TOD. For viable transit service, generally a residential density of at least seven units per acre is needed. The Southeast Village Center TOD is expected to contain over 2,000 dwelling units at build-out with a gross density of 12 units per acre or more. Since transit users are also pedestrians, the overall pedestrian-friendly design of the area will be essential in encouraging transit use. The Commercial Center Core Area should include provisions for the major transit stop.



## **PART III – Street Specific Circulation System Policies and Guidelines for the Southeast Area**

### **A. North Phoenix Road (Major Arterial Street)**

#### **Planned Intersections – North Phoenix Road**

##### **Barnett Road with North Phoenix Road (Major Arterial with Major Arterial)**

The primary pedestrian, bicycle, and motor vehicle access to and from the Southeast Area will be via this intersection. It will function as the “gateway” to this neighborhood. The multi-modal design and improvement of the intersection will be essential in connecting the Larson Creek Shopping Center with the future Commercial Center Core Area located diagonally across the intersection. Retail commercial development will be located at three corners of the intersection with office development at the northwest corner. Widening of the intersection is planned as a “medium range” project (2009-2013). Due to the potential expansive width of the intersection, designing specifically for pedestrian and bicycle friendliness will be crucial. (Note that the classification of Barnett Road is transitions from a Major Arterial to a Minor Arterial about 250 feet east of North Phoenix Road.)

##### **Creek View Drive with North Phoenix Road (Standard Residential with Major Arterial)**

This intersection will provide important east-west connectivity between the Southeast Area and the remainder of the City. It will also provide the point at which users of the Larson Creek shared-use paths will cross North Phoenix Road. Single-family residential development will be located at three corners of the intersection with the Larson Creek Shopping Center at the northwest corner. When traffic volume warrants a traffic signal at this intersection, the relocation of the signal from the center point of the Larson Creek Shopping Center to this intersection will be necessary. However, new homes to the east will generate pedestrian and bicycle traffic crossing North Phoenix Road at this intersection to access the shopping center before signalization of the intersection. When the signal is relocated, the center point access to the shopping center will be redesigned to limit turning movements to right in/right out. Pedestrian and bicycle traffic continuing to cross at this location from the Southeast Area may be an issue.

##### **Coal Mine Road with North Phoenix Road (Major Collector with Major Arterial)**

This intersection will be relocated to coincide with Juanipero Way in conjunction with development of the area north of Coal Mine Road, and will be signalized when warranted. This intersection will provide indispensable east-west connectivity between the Southeast Area and the remainder of the City. This Major Collector street (Black Oak Drive/Juanipero Way/Coal Mine Road) will provide a needed alternative to the use of Barnett Road for east-east travel. High-density residential development approved as part of the Stonegate Estates Planned Unit Development will be located at northeast corner of the intersection and single-family development at the southeast and northwest corners, with the southwest corner outside the UGB.

##### **Cherry Lane with North Phoenix Road (Major Collector with Major Arterial)**

This intersection has been relocated to improve safety and sight-distance concerns, and is planned to be signalized as a “medium range” project (2009-2013). Motor vehicle access to North Phoenix Road from the old intersection has been blocked, but a pedestrian stairway has been constructed. Most traffic at this intersection is from three directions, as the leg of the intersection to the west terminates in a short residential cul-de-sac. Single-family development is located at three corners of

the intersection, with a small park at the northeast corner. Safe pedestrian access to the park will be a concern.

**Calle Vista Drive with North Phoenix Road** (Standard Residential with Major Arterial)

A future center median in North Phoenix Road will result in right-in/right-out only turning movements at this intersection. Single-family development is located at all corners of the intersection, including an existing historic home at the northeast corner. Completing the sidewalk and planter strip in North Phoenix Road in front of this home may be difficult due to a lack of space. However, alternatives should be studied because the missing 150-foot+/- section of sidewalk will force pedestrians to use the bicycle lane in the roadway. Completion by the City of the missing 150-foot+/- sidewalk and planter strip in Calle Vista Drive at the side of the existing home should be considered, as adequate room exists.

**Shamrock Drive with North Phoenix Road** (Standard Residential with Major Arterial)

This intersection will be realigned to coincide with Shamrock Drive on the west side. A future center median in North Phoenix Road will result in right-in/right-out only turning movements at this intersection. Commercial development is to be located at the southeast corner of the intersection and high-density residential development at the northeast corner, with existing single-family development to the west. This intersection will be located at the top of a rise resulting in possible visibility issues.

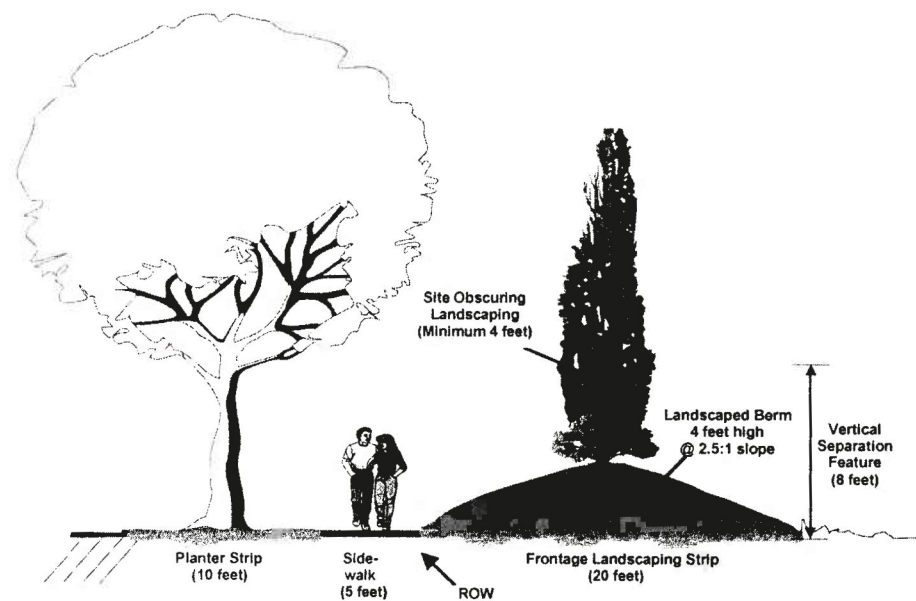
**Streetscape Design – North Phoenix Road**

Consistent treatment of this major street frontage is important. The frontage treatment should avoid the appearance of a “walled” or separate community. The City is responsible for the installation and maintenance of the improvements in the planter strips and medians along North Phoenix Road, including street lighting and street trees. A consistent design should be developed for the planter strips and medians. Installation of landscaping should occur at the time the improvements are constructed. Pedestrian-scale street lighting is desirable abutting the Commercial Center Core Area near the Barnett Road intersection and in other high pedestrian areas.

To comply with the requirement for a “vertical separation feature”, the typical street frontage treatment for residential through-lots abutting the east side of the North Phoenix Road right-of-way *north of Barnett Road* is five feet of wrought iron fencing atop a three-foot stucco wall, engineered to stand straight, with landscaping behind, to complete a total of eight feet of in height to buffer the adjacent residential lots. The typical street frontage treatment for residential through-lots abutting the east side of the North Phoenix Road right-of-way *south of Barnett Road* is a landscaped strip 20 feet in width outside the right-of-way, consisting of a four-foot berm with landscaping on top totaling at least eight feet in height. Any fencing is to be located on private property beyond the 20-foot area. Such features are to be located entirely on private property.



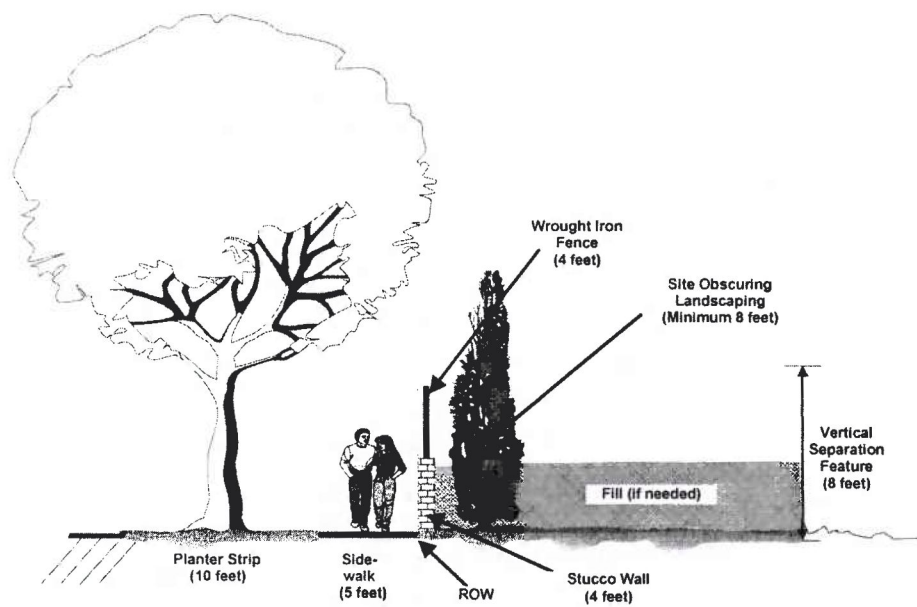
**Figure 6: NORTH PHOENIX ROAD  
ARTERIAL STREET FRONTAGE LANDSCAPING AND  
VERTICAL SEPARATION FEATURE\* 'A'**



**For the easterly side of North Phoenix Road  
between Barnett Road and Coal Mine Road**

\*To fulfill the requirements of Medford Land Development Code Section 10.797 (1)

**Figure 7: NORTH PHOENIX ROAD  
ARTERIAL STREET FRONTAGE LANDSCAPING AND  
VERTICAL SEPARATION FEATURE\* 'B'**



**For the easterly side of North Phoenix Road  
between Barnett Road and Old Cherry Lane**

\*To fulfill the requirements of Medford Land Development Code Section 10.797 (1)

The City should fill in gaps in sidewalks and planter strips along the east side of North Phoenix Road adjacent to pre-existing development expeditiously as areas develop so that pedestrians are not forced to walk in the bicycle lanes when a sidewalk ends abruptly.

Minor street and driveway intersections with North Phoenix Road will be limited to right-in/right-out turning movements, including the existing Harbrooke Road, through the installation of median islands. The design of the medians should be consistent with the existing median (concrete with trees in tree wells).



**B. Barnett Road (Minor Arterial Street)****Planned Intersections – Barnett Road****Stanford Avenue with Barnett Road** (Major Collector (south)/Commercial (north) with Minor Arterial)

This signalized intersection will be the key intersection in the town center (Commercial Center Core Area). The intersection must be located to the east of the US Sprint Communications facility due to the location of underground facilities that may be too costly to move. The intersection will have retail buildings close to the street on all corners and will convey the identity and character of entire town center. It will have on-street parking and features to aid in pedestrian crossing, such as curb extensions and medians. Short pedestrians crossing of no more than 50 feet are needed in town centers. These must be designed so as to facilitate emergency vehicle movement due to the close proximity of the fire station. The Commercial Center Core Area will extend approximately 300 to 400 feet east of the intersection. Stanford Avenue to the south of the intersection will contain bicycle lanes, but to the north will not. The intersection must be designed to convey to all users the location, in all four directions, where bicyclists are to be expected.

**Collector Street 'A' with Barnett Road** (Major Collector with Minor Arterial)

This intersection will be located east of the southerly curve in Barnett Road. Its location will be affected by the location of Collector Street 'A' on the large hill to the south of Barnett Road. The Collector Street will bend around to the west of the top of the hill, generally following the elevation contour lines. The intersection will have high-density residential uses on the both sides of Barnett Road. The high-density designation has been placed on the south side of the Arterial Street to allow for site design that assures pedestrian-friendliness along the frontage and avoids "though-lots".

**Standard Residential Street 'B' with Barnett Road** (Standard Residential with Minor Arterial) There will be high-density residential uses on the west comers of this intersection, with medium density residential to the northeast, and rural uses on the southeast corner outside the UGB. This Standard Residential Street will serve a park and school to the north of Barnett Road and connect with Creek View Drive to the south of Barnett Road.

**Future Collector Street with Barnett Road outside east UGB** (Minor Collector with Minor Arterial)

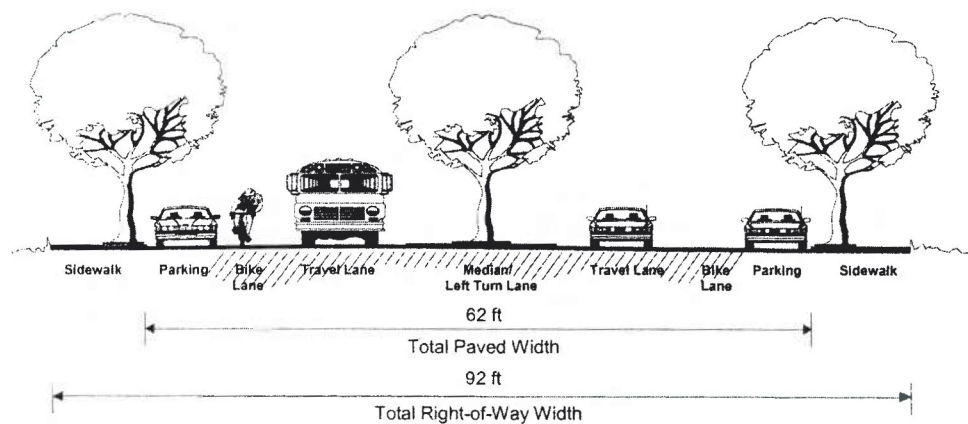
If this Future Growth Area is added to the UGB, this intersection will generally be located east of the current UGB and west of the crossing of the middle fork of Larson Creek by Barnett Road, to achieve a Collector Street spacing of approximately ¼ to ½ mile. The future abutting land uses are unknown.

**Streetscape Design – Barnett Road****Commercial Center**

To achieve commercial zoning on both sides of Barnett Road, which will be essential to creating a town center, Barnett Road will be curved northward through the commercially designated area, where the City will acquire a new right-of-way. The current Barnett Road right-of-way will be vacated to the abutting property owners leaving the Commercial designation north of the centerline of the old right-of-way. This will provide a commercial lot depth of approximately 250 feet. The recommended speed in town centers is 25 mph. *"A high volume of slow moving traffic is critical to a successful retail main street. A lowered design speed will allow smaller main street style businesses to capture traffic without long frontages or large signs."* (Lennertz-Coyle Commercial Center Plan).

The Scottish Rite Lodge has been changed to a commercial designation to provide a consistent commercial designation on both sides of the street. Since there will be on-street parking in the town center, extra wide sidewalks (15+/- feet) with tree wells should be used in lieu of planter strips. Bicyclists should not be permitted on the sidewalks in the Commercial Center. The fire station should retain its frontage on Barnett Road due to the value of having a striking civic building at this location. A “green” should be considered for the newly-created area between the fire station and the relocated street. It will be essential that proper access and traffic signals are provided for quick response from the fire station in all directions.

**Figure 8: East Barnett Road\* Cross Section in Southeast Commercial Center**



\* Beginning approximately 250 feet east of North Phoenix Road

The City will be responsible for the installation and maintenance of the landscaping in the planter strips on Barnett Road only where abutting residential zones. A consistent design should be developed for the Commercial Center, including pedestrian-scale streetlights. A consistent design for landscaped medians for which the City will be responsible should also be developed. Where on-street parking is planned in the Commercial Center, street trees will be located in extra wide sidewalks in lieu of planter strips. The special cross section for Barnett Road, including on-street parking, should extend from approximately 250 feet east of North Phoenix Road to the easterly edge of the Commercial Center designation.

Where Barnett Road abuts the UGB, most of the future widening of the right-of-way to 78 feet in width will take place on the side of the street opposite the UGB. The ultimate cross section, until such time the UGB may be relocated, will include sidewalks and planter strips on the City side only, with bicycle lanes on both sides. Where planter strips are planned, a consistent landscape design should be developed. It is not expected that land uses along Barnett Road (mostly commercial and higher density residential) will require the use of fencing or walls along the right-of-way. The higher density residential designations to the north of the street has been carried to approximately 100 feet south of the right-of-way to assure that similar land use types are facing one another, and to avoid the need for through-lots. It is expected that intersections along Barnett Road in the Southeast Plan Area will be more frequent and controlled with medians.



### C. Cherry Lane (Major Collector Street)

#### Intersections – Cherry Lane

##### **Stanford Avenue with Cherry Lane** (Standard Residential with Major Collector)

This intersection will provide direct access from the Hillcrest Road area to the Southeast Commercial Center. There will be large lot single-family uses on all corners. The new lots on the south corners will have access from Stanford Avenue. The lots with existing single-family homes on the north side currently have roadside ditches and no adjacent street improvements.

##### **Collector Street 'A' and Cherry Lane** (Major Collector with Major Collector)

This will be a T-intersection. The Southeast Plan has envisioned street 'A' as the major "connector" running through the heart of the plan area. It will have distinctively landscaped medians. There will be large lot single-family uses on all corners of this intersection. A house is being built directly at the end of the proposed T-intersection. There is a pre-existing one+ acre vacant lot on the southeast corner.

##### **Collector Street 'C' with Cherry Lane** (Minor Collector with Minor Arterial)

The leg of this intersection north of Cherry Lane will be a Standard Residential Street. Curb extensions like those on Mary Bee Lane will slow vehicles coming down the hill. The intersection will have high density residential on the south corners and large lot single family on the north corners. The need for 'C' Street to be a Collector would only be realized if the Future Growth Area to the south is added to the UGB for development, in which case, the street would extend to Coal Mine Road.

##### **New Standard Residential Street with Cherry Lane** (Standard Residential with Major Collector)

This intersection will have larger lot single-family uses on the southerly corners and medium-density residential on the northerly corners.

##### **Future Standard Residential Streets with Cherry Lane outside east UGB** (Standard Residential with Major Collector)

Due to the curving nature of Cherry Lane in this location, these intersections will likely be T-intersections. They will have medium density residential uses on the northerly side and unknown land uses on the south corners.

**Shared-Use Paths and Cherry Lane** - There are two locations where shared use paths are proposed to intersect with or cross Cherry Lane. To be designed for safety, users should be directed to safe crossing points, usually at controlled intersections.

#### Streetscape Design – Cherry Lane

Site design along Cherry Lane will have residential lots and dwellings fronting on the street. This will be accomplished through use of alleys or shared driveways. The use of side yards is also acceptable. Alternative designs in the medium and high-density areas (Areas 3 and 4) may be acceptable; however, designs requiring fencing near the right-of-way will comply with the fencing setback and landscaping requirements of the S-E Overlay District. Cherry Lane will not contain on-street parking. Center medians or islands will be utilized as needed to control turning movements at intersections.

The City will strive to complete the street improvements in front of existing homes expeditiously,



including sidewalks, planter strips, pedestrian-scale street lighting where appropriate, street trees, and bicycle lanes. Because a portion of the edge of the current Cherry Lane right-of-way serves as the Urban Growth Boundary (UGB), in this area, much of the future widening of the Cherry Lane right-of-way to 74 feet in width will take place on the side of the street opposite the UGB. The ultimate cross section, until such time the UGB may be relocated, will include sidewalks and planter strips on the City side only, with bicycle lanes on both sides. Along the street frontage where the street and the UGB abut the city-owned Chrissy Park, the right-of-way will be designed to facilitate safe and convenient pedestrian and bicycle use of the park as well as an enhanced streetscape.

Abutting property owners will be responsible for the landscaping and maintenance of planter strips. The City will be responsible for the landscaping and maintenance of right-of-way medians or islands.

#### **D. Coal Mine Road (Major Collector Street)**

##### **Intersections – Coal Mine Road**

###### **Stanford Avenue with Coal Mine Road (Major Collector with Major Collector)**

This will be a T-intersection with the possibility of Stanford Avenue being extended to the south if the Future Growth Area is added to the UGB. There will be a shared-use Greenway path crossing Stanford Avenue at the intersection. The land uses will be single-family at the northwest corner of the intersection, Greenway at the northeast corner, and rural outside the UGB to the south. A Conditional Use Permit will be required for the Stanford Avenue crossing of the Riparian Corridor and associated wetland near the intersection. Sidewalks, or shared-use Greenway paths in lieu of sidewalks, and planter strips will be constructed on the north side only of Coal Mine Road unless/until the UGB is expanded to the south.

###### **Collector 'A' Street with Coal Mine Road (Major Collector with Major Collector)**

This will be a T-intersection with the possibility of Collector 'A' Street being extended to the south if the Future Growth Area is added to the UGB. There will be a shared-use Greenway path crossing Collector 'A' Street at the intersection. The land uses at this intersection will be Greenway on the north side and rural outside the UGB to the south. Collector 'A' Street will serve a future park and school to the north. The intersection will be in the Riparian Corridor requiring a Conditional Use Permit. Sidewalks, or shared-use Greenway paths in lieu of sidewalks, and planter strips will be constructed on the north side only of Coal Mine Road unless/until the UGB is expanded to the south.

###### **Standard Residential 'B' Street with Coal Mine Road (Standard Residential with Major Collector)**

This will be a T-intersection with the possibility of the street being extended to the south if the Future Growth Area is added to the UGB. The intersection will have single-family uses on the northwest corner and will be located on the UGB line to the east and south, with rural uses outside the UGB. The Standard Residential Street will extend north beyond Barnett Road nearly to Shamrock Drive if properties in the Future Growth Area to the north are included in the UGB in the future.

##### **Streetscape Design – Coal Mine Road**

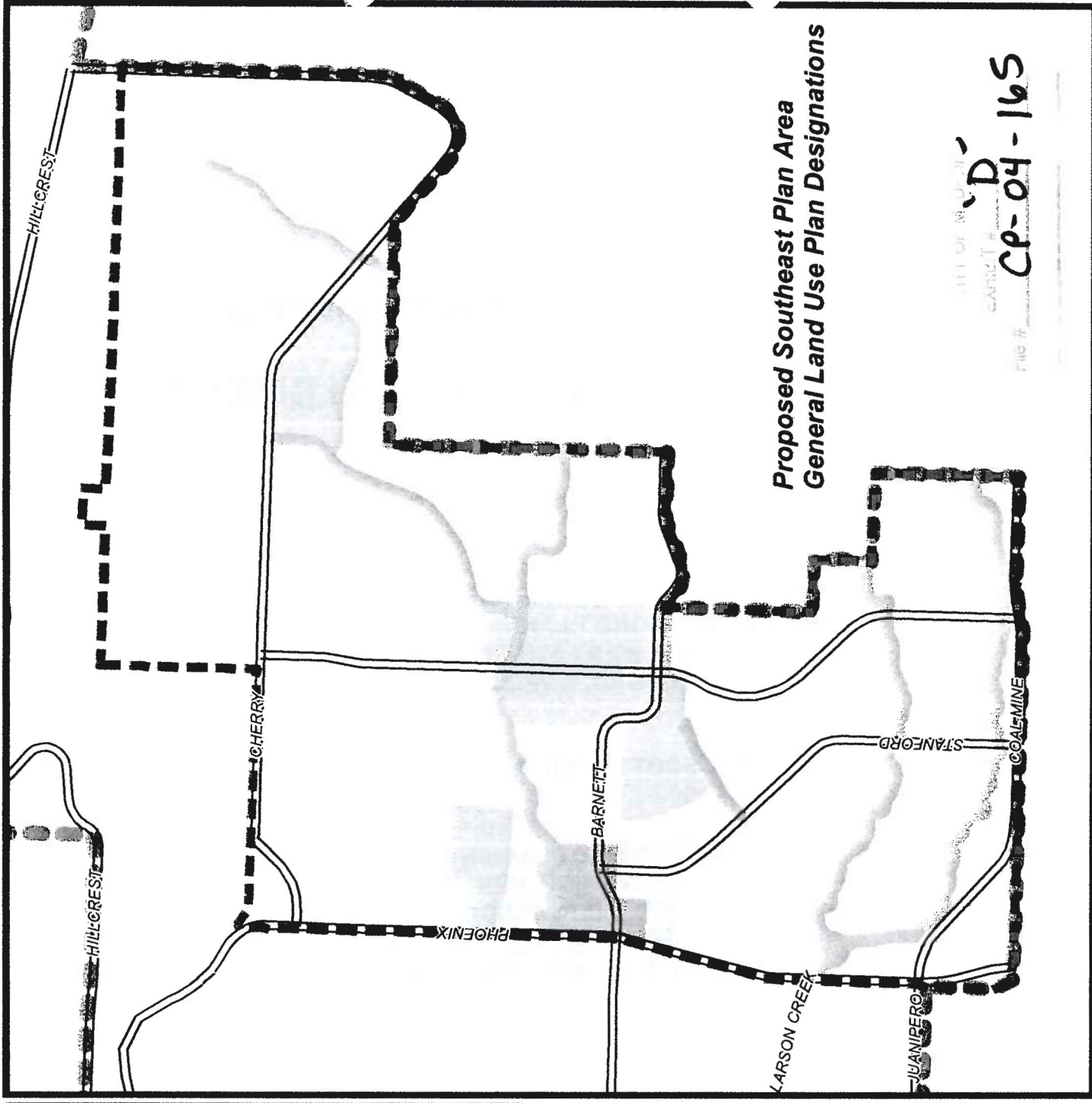
Except where the Greenway or other public facilities abut the street, site design along Coal Mine Road will have residential lots and dwellings fronting on the street. This will be accomplished through use of alleys or shared driveways. The use of side yards is also acceptable. Coal Mine Road will not contain on-street parking. The City will strive to complete the street improvements in front of existing homes inside the Urban Growth Boundary (UGB) expeditiously, including sidewalks,



planter strips, pedestrian-scale street lighting, street trees, and bicycle lanes. Because the edge of the southerly right-of-way serves as the UGB, most of the future widening of the right-of-way to 74 feet in width will take place on the north side of the street opposite the UGB. The ultimate cross section, until such time the UGB may be relocated, will include sidewalks and planter strips on the City side only, with bicycle lanes on both sides. Abutting property owners will be responsible for the landscaping and maintenance of planter strips.

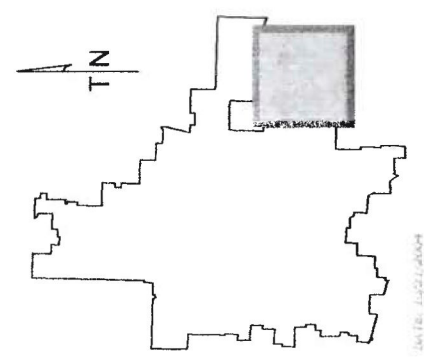
A pedestrian crossing at a street intersection should be provided from the proposed development south of the relocated Coal Mine Road to the future Greenway shared use path. Any shared use paths in the Larson Creek South Fork Greenway should connect to the future intersection of Coal Mine Road/Juanipero Way and North Phoenix Road. Any shared use paths in the Larson Creek South Fork Greenway should cross the Collector Streets at controlled intersections or otherwise be designed for safe crossing. Residential lots should not 'backup' to the Greenway unless no other options are viable. Where the Larson Creek South Fork Greenway abuts Coal Mine Road, a shared use path may be constructed within the Greenway outside of the right-of-way in lieu of the sidewalk.

Streetscape features, including street trees and pedestrian street lighting where appropriate, will still be required within the right-of-way in conformance with the Medford Land Development Code. Pedestrian/bicycle access to North Phoenix Road should be preserved along the 'old' Coal Mine Road alignment.



**FILE NUMBER:**  
CP-04-165

**APPLICANT:**  
City of Medford





*Note: The Southeast Plan is being moved from this element to the new Neighborhoods Element.*

**CITY OF MEDFORD COMPREHENSIVE PLAN**  
**GENERAL LAND USE PLAN ELEMENT**

**PREPARED BY  
CITY OF MEDFORD PLANNING DEPARTMENT  
411 WEST 8TH STREET  
MEDFORD, OREGON 97501**

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**REVISED BY  
MEDFORD CITY COUNCIL  
SEPTEMBER 18, 2003  
ORDINANCE NO. 2003-257**

**CP-04-165**

## GENERAL LAND USE PLAN (GLUP) MAP

### INTRODUCTION

The General Land Use Plan (GLUP) Map graphically represents the present and future land use patterns within the City of Medford, and the future patterns within the Urban Growth Boundary (UGB). Medford's GLUP Map is maintained in a larger sized format and is a part of this element by reference. The purpose of the GLUP Map is to project the probable land uses in the city at the end of the planning period, based on the needs analyses in the other elements of the Medford *Comprehensive Plan*. For example, the "*Housing Element*" provides a close look at residential land needs, while the "*Economic Element*" details commercial and industrial land needs.

To properly administer the GLUP Map, several things must be kept in mind. The first is that the GLUP Map is dynamic. The current projections for land needs are based on past and present trends, and assumptions about the future. However, community needs and priorities tend to change over time, so amendments to the GLUP Map must be possible.

The second is that the GLUP Map is "general". The designations on the GLUP Map are not intended to follow property lines. Interfaces between different designations are purposefully non-site-specific so as to discourage using GLUP Map designations as the sole basis for making decisions on zone change applications. Although having the appropriate GLUP Map designation is a prerequisite for a zone change, all applicable ~~*Comprehensive Plan* goals and policies~~ facility adequacy and locational criteria must be considered as well. "Article II" of the Medford *Land Development Code* establishes specific criteria and procedures required for GLUP Map and Zoning Map amendments.

#### **Special Area Plans**

In addition to GLUP map designations, some portions of the UGB have more detailed planning provisions in the form of adopted special area plans. The Southeast Plan is an example of an adopted plan that provides more specific land use categories that dictate zoning district options. See the Neighborhoods Element of the Medford Comprehensive Plan for the special area plans and maps.

### GLUP MAP DESIGNATIONS

The GLUP Map has 13 different land use designations, as listed below. Permitted land uses, as well as the development standards associated with each zoning district noted, are listed in "Article III" of the *Land Development Code*. The City's SFR-00 (Single-Family Residential – One dwelling unit per existing lot) zone is permitted in all GLUP Map designations, because it is considered a holding zone for parcels that are being converted from County to City zoning. These parcels are not eligible for development to urban density or intensity until facility adequacy has been determined through the zone change process. It is the City's intent to have these parcels converted to zoning that is consistent with the following GLUP Map designations as soon as a property owner can show that urban facilities are adequate or will be made adequate to serve the uses permitted by the proposed urban zoning.



1. **Urban Residential** This designation permits lower density urban residential uses (one to ten units per gross acre), including standard and small lot detached single-family dwellings, accessory dwelling units, and mobile home parks. Depending upon the physical development constraints, the permitted zoning districts are SFR-2, SFR-4, SFR-6, and SFR-10 (Single-Family Residential - 2, 4, 6, or 10 dwelling units per gross acre). Such constraints that may affect the ultimate developed density, and, therefore, the most suitable zoning district, include steep slopes, unstable soils, wetlands and/or riparian habitat, woodlands, fire hazards, etc. When a Planned Unit Development (PUD) is approved, the maximum residential density per gross acre can be increased.
2. **Urban Medium Density Residential** This designation permits medium density urban residential uses (10 to 15 units per gross acre), including townhouses (rowhouses), duplexes, apartments, mobile home parks, and group quarters. The zoning district permitted in this designation is MFR-15 (Multiple Family Residential - 15 units per gross acre). When a Planned Unit Development (PUD) is approved, the maximum residential density per gross acre can be increased.
3. **Urban High Density Residential** This designation permits higher density urban residential uses (15 to 30 units per gross acre), and provides for multiple-family development, including duplexes, apartments, and group quarters. The zoning districts permitted in this designation are MFR-20 and MFR-30 (Multiple-Family Residential - 20 or 30 units per gross acre). In addition, the Southeast Plan authorizes an increase in the maximum permitted density in this designation from 30 to 36 units per acre. When a Planned Unit Development (PUD) is approved, the maximum residential density per gross acre can be increased.
4. **Service Commercial** This designation permits offices, medical facilities, and other limited service-oriented businesses as well as residential development under certain circumstances. It permits multiple-family dwellings meeting the density standards of the MFR-30 (Multiple-Family Residential - 30 units per gross acre) zoning district, except for mixed-use (commercial-residential) buildings, which have no maximum density limitation. In addition, the Southeast Plan authorizes an increase in the maximum permitted density in this designation from 30 to 36 units per acre. This designation may be located adjacent to residential designations. The corresponding zoning district permitted in this designation is the C-S/P (Service Commercial and Professional Office) zone which is intended to be customer oriented, while limiting the number of retail uses.
5. **Commercial** This designation permits the largest spectrum of commercial development as well as residential development under certain circumstances. It permits multiple-family dwellings meeting the density standards of the MFR-30 (Multiple-Family Residential - 30 units per gross acre) zoning district, except for mixed-use (commercial-residential) buildings, which have no maximum density limitation. In addition, the Southeast Plan authorizes an increase in the maximum permitted density in this designation from 30 to 36 units per acre. The C-N (Neighborhood Commercial), C-C (Community Commercial), C-R

(Regional Commercial) and C-H (Heavy Commercial) zoning districts are permitted in this designation.

The most appropriate zoning district for each site designated Commercial shall be determined based on the following:

The C-N zone provides land for the development of small integrated commercial centers servicing the frequent and daily convenience requirements and service needs of adjacent residential neighborhoods. The C-N zone shall be located in commercial designations which are under three acres in size and are within residential neighborhoods.

The C-C zone provides land for the development of commercial facilities servicing the shopping needs of the local community. The C-C zone shall be located on collector and arterial roadways and cohesive, integrated shopping facilities shall be encouraged.

The C-R zone provides land for the development of those service and commercial uses which serve shoppers from the surrounding region as well as from the local community. The C-R zone shall be located in areas served by adequate regional and local street systems to avoid the impact of regional traffic using neighborhood streets.

The C-H zone is primarily intended to accommodate existing heavy commercial development along highways. The C-H zone shall be located near industrial zones and away from zones permitting residential, retail commercial, and general office uses.

6. **General Industrial** This designation permits the I-L (Light Industrial) and the I-G (General Industrial) zoning districts. The most appropriate zoning district for each site designated General Industrial shall be determined based on the following:

The I-L zone is intended for office uses and light manufacturing. The I-L zoning district is suitable for areas near residential and commercial properties.

The I-G zone provides land for industrial uses in which production and processing activities involve a degree of noise, vibration, air pollution, radiation, glare, and fire and explosive hazards. The I-G zoning district is suitable for areas near the Heavy Commercial and the Heavy Industrial zoning districts due to the higher intensity of uses permitted in this zone.

7. **Heavy Industrial** This designation permits uses with a large amount of noise, vibration, air pollution, or other nuisance. It permits the I-G (General Industrial) and I-H (Heavy Industrial) zoning districts. The most appropriate zoning district for each site designated Heavy Industrial shall be determined based on the following:

The I-G zone provides land for industrial uses in which production and processing activities involve a degree of noise, vibration, air pollution, radiation, glare, and fire and explosive hazards. The I-G zoning district is suitable for areas near the Heavy Commercial and the Heavy Industrial zoning districts due to the higher intensity of uses permitted in this zone.



8. **Parks and Schools** This designation depicts existing and proposed public parks and schools. There is no specific zoning district associated with this designation.
9. **Greenway** This designation denotes linear parklands, Riparian Corridors, or public or private open space, particularly those along stream corridors and waterways. All zoning districts are consistent with the Greenway designation, provided that property designated as a Greenway is developed and used in compliance with Greenway provisions adopted in the *Medford Land Development Code*. The general location of Greenways is depicted on the GLUP Map, with the Greenway designation extending a specified distance from the top-of-bank on each side of the channel, or for a specified width if there is no associated waterway. The width of the Greenway from top-of-bank will be determined by state and federal regulations or the *Medford Land Development Code*, whichever is more restrictive. The size and location of Greenways may be altered when necessary to comply with state and federal regulations governing streams, wetlands, and fish and wildlife habitats. See the expanded description of the Greenway land use designation for more details.
10. **City Center** This designation identifies the regional governmental, financial, and business service center complex in the downtown area. It encompasses the area defined as the “downtown core area” in the *City Center Revitalization Plan*, an urban renewal plan and program for the City of Medford, as well as the area identified in the *Civic Center Plan*. The city center area exhibits tremendous potential for enhancement of its physical and economic linkages between the regional government, finance, and business service functions of the downtown core area, and the civic center. The enhancement of these linkages will further secure Medford’s current competitive advantage as a regional service center. The enhancement of the area’s physical and economic linkages will require a long-term vision and commitment. Therefore, it is the primary purpose of this land use designation to define a “City Center,” and to encourage development to comply with the *City Center Revitalization Plan* and the *Civic Center Plan*.

There is no specific zoning district associated with this designation. However, the C-B (Central Business) overlay zone, which is intended to provide special standards that recognize the unique and historic character of the downtown, covers most of the area in the City Center designation, although the two are not exactly contiguous.
11. **Airport** This designation identifies the area that makes up the Rogue Valley International - Medford Airport and its specifically affected environs. The I-L (Light Industrial) zoning district best accommodates the airport area and its associated uses. The A-A (Airport Approach) overlay zone, which is intended to minimize restrictions on airport operations caused by incompatible development, covers most of the area in the Airport designation, although the two are not exactly contiguous.
12. **Limited Service Area Overlay** This overlay designation represents those areas within the Urban Growth Boundary (UGB) that are not presently serviced with adequate public facilities or other services required for development to urban densities. The fundamental objective of distinguishing such areas is to provide development management programs that will eventually facilitate the provision of necessary facilities and services. One such area is

identified on the GLUP Map. The “Lone Pine/Foothills Limited Service Area,” located in the northeast part of the city, lacks a sufficient water system. (See the *Public Facilities Element* for additional information regarding this area.)

13. **Urban Growth Boundary** The City of Medford and Jackson County have established an Urban Growth Boundary (UGB), which delineates Medford’s urban and urbanizable areas. Following the 1990 UGB amendment there was a total of 17,889 acres (27.95 square miles) within the UGB including that land within the City. The UGB is site specific. Since the GLUP Map does not indicate lot lines, the UGB is also specified on the City of Medford Zoning Map, a map having lot lines, so that the location of specific parcels inside or outside of the UGB can be determined.

## CONCLUSIONS

### GENERAL LAND USE PLAN

1. The General Land Use Plan (GLUP) Map represents Medford’s future land use patterns based on anticipated growth and land needs.
2. The GLUP Map is dynamic, and, as such, must be amendable, to guide and reflect the needs and tastes of the city’s residents.
3. The GLUP Map is non-site-specific, and is not intended to be the sole basis for making decisions on zone changes. The Zoning Map and the *Land Development Code* more specifically delineate permitted uses and development criteria.
4. The GLUP Map delineates three residential, two commercial, two industrial, a parks and schools, a greenway, a city center, an airport, and a limited service area designation. It also indicates the Urban Growth Boundary (UGB).
5. The SFR-00 (Single-Family Residential – One Unit per existing lot) zone is intended to function as a holding zone in all GLUP map designations until facilities can be shown to be adequate to accommodate a higher intensity or density zoning designation as permitted by the GLUP map designation.
6. To more specifically address the needs and concerns of certain areas of the community, more detailed land use provisions, in the form of special area plans, are necessary. [See the Neighborhoods Element of the *Medford Comprehensive Plan* for the adopted special area plans and maps.]



## GOALS AND POLICIES GENERAL LAND USE PLAN

***Goal 1: To maintain and update the City of Medford General Land Use Plan Map.***

**Policy 1-A:** The City of Medford General Land Use Plan Map shall be reviewed at least every five years, and may be amended whenever it is determined that a change is warranted. Amendment criteria are contained in the *Review and Amendment* section of the *Comprehensive Plan*, and procedural requirements are contained in “Article II” of the *Land Development Code*.

***Goal 2: To administer the City of Medford General Land Use Plan Map so as to further the purposes of the Map and the Comprehensive Plan.***

**Policy 2-A:** The City of Medford General Land Use Plan Map shall not be used as the sole justification for making decisions on zone changes. However, zone changes must be consistent with the General Land Use Plan Map designation.

**Policy 2-B:** Because the City of Medford General Land Use Plan Map is general and non-site-specific, ambiguities may arise. If it is unclear whether a specific property is in a particular designation, the Planning Commission shall be requested to interpret the designation boundaries. The Commission shall consider the character of surrounding uses, past interpretations, and applicable goals and policies of the *Comprehensive Plan* when making an interpretation.

## GREENWAY GLUP MAP DESIGNATION

~~A new~~ The General Land Use Plan designation of Greenway ~~has been created to apply~~ to certain stream corridors and waterways in the SE-Southeast Plan Area, and to other locations within the City Urban Growth Boundary as they are identified in the future. The designated Greenways are indicated on the General Land Use Plan (GLUP) Map. This designation denotes linear parklands, Riparian Corridors, ~~or public or private open space, particularly those along stream corridors and waterways, commonly known as greenways.~~ The Environmental Element of the Medford *Comprehensive Plan* and the *Medford Parks, Recreation, and Leisure Services Plan* (1996) identify the location of several existing and potential Greenways for parks, open space, habitat preservation, and recreational purposes. Based upon the *Comprehensive Medford Area Drainage Master Plan* (1996), some Greenways may require limited improvement for all-weather access by vehicles and equipment for storm drainage maintenance and storm observation. As long as the impact on the riparian area is minimized, such improvement can often include facilities for public pedestrian and bicycle circulation, fostering transportation goals simultaneously with storm drainage water management.

Land under the Greenway designation ~~may be owned by the City or may be acquired~~ in a variety of ways, such as: 1) negotiated purchase, 2) eminent domain, 3) benevolent dedication, 4) dedication in lieu of parks systems development charges (SDCs), 5) exaction at the time adjacent lands are approved for development, or 6) easements or less-than-fee acquisitions. Greenways may also be privately held and maintained. Greenways dedicated to the City, whether in fee-simple or as easements, are usually maintained by the City. The responsibility for improving Greenways to provide access to storm drainage facilities is often on the owners of land adjacent to the Greenway. The improvements needed for storm drainage maintenance and/or for pedestrian and bicycle circulation are usually determined on a case-by-case basis by the approving authority at the time of development approval. Adopting Greenway improvement plans in advance of development is recommended.

Projects within Greenways along waterways should be designed to ensure that disturbance of banks and natural vegetation in the riparian area is minimal, and that disturbed areas are promptly re-vegetated with native vegetation and protected from erosion. The trees, shrubs, and vegetation provide shade to reduce water temperature, woody debris to provide shelter for fish, and roots to prevent bank erosion. The design should ensure that upstream and downstream fish passage is maintained.

The *Greenway* designation serves the following purposes:

- A. To preserve and maintain natural waterways consistent with the *Comprehensive Medford Area Drainage Master Plan* (1996) in order to protect adjacent lands from flooding, to provide maintenance for natural storm drainage, and to provide a means for the observation of storm events.
- B. To protect, preserve, and enhance natural riparian corridors, wetlands, and open space.
- C. To protect and enhance habitat for fish and wildlife species.
- D. To facilitate opportunities for outdoor education and recreation.
- E. To provide necessary and convenient pedestrian and bicycle circulation.



- F. To implement the following documents, incorporated by reference as part of the Medford Comprehensive Plan:

*Southeast Medford Circulation & Development Plan Project Report (1995), as amended*  
*Comprehensive Medford Area Drainage Master Plan (1996)*  
*Medford Parks, Recreation, and Leisure Services Plan (1997)*  
*Environmental Element of the Medford Comprehensive Plan, as amended*  
~~*Local Wetlands Inventory and Oregon Freshwater Assessment Method Analysis, City of Medford (1995)*~~

All zoning districts are consistent with the Greenway designation which “overlays” other land use designations, provided that the zoning is consistent with the underlying designation and property designated as a Greenway is developed and used in compliance with Greenway provisions adopted in the Medford Land Development Code. The general location of Greenways is depicted on the GLUP Map, with the Greenway designation extending a specified distance from the top-of-bank on each side of the channel, or for a specified width if there is no channel. The width of the Greenway from top-of-bank will be determined by state and federal regulations or the Medford Land Development Code, whichever is more restrictive. The size and location of Greenways may be altered when necessary to comply with state and federal regulations governing streams, wetlands, and fish and wildlife habitats.

Uses permitted within Greenways are usually limited to:

- A. Streets, roads, bridges, and paths where necessary for access or crossings, provided these uses are designed and constructed to minimize intrusion into the riparian areas.
- B. Drainage facilities, utilities, and irrigation pumps.
- C. Water-related and water-dependent uses.
- D. Replacement of existing structures with structures in the same location that do not disturb additional riparian area.
- E. Interpretive and educational displays, and overlooks, including benches and outdoor furniture.
- F. Interpretive and educational displays.
- G. Habitat enhancement activities.

Removal of vegetation in Greenways is discouraged, except certain noxious weeds and nonnative plant species. Restoration of Greenways through appropriate planting of native species is often desirable. When feasible, rights-of-way for public streets should be collinear and adjacent to Greenways as long as they do not disturb riparian areas. This allows the Greenways to become visible community assets. When open for public view and access, they are not as likely to become unsafe dumping grounds as often happens when placed at the back of subdivision lots or commercial development.

**Bridge Deficiencies**

The status of existing bridges in the Medford UGB was assessed to identify functional obsolescence and structural deficiencies. The bridge assessment was conducted by ODOT for 33 structures. This assessment identified six locations where the existing bridge is structurally deficient and four locations where the existing bridge is functionally obsolete. Three of the structurally deficient bridges are under the jurisdiction of the City of Medford, including the crossings of Bear Creek on McAndrews Road, 10<sup>th</sup> Street and Barnett Road. The remaining three structurally deficient bridges are located on I-5 and are under the jurisdiction of ODOT. One of the ODOT structures has recently been improved (the I-5/Medford Viaduct) while the other two are slated for improvement in 2005 (north and south spans over Bear Creek).

**Street System Strategies**

In summary, the Street Plan includes the following strategies:

- Implement the revised street functional classification system and revised street standards. Consider neighborhood impacts, unique topography or neighborhood features and street connectivity needs, as well as opportunities for street design treatments such as boulevards or “main” streets. The functional classification system is presented in Figure 1-2. Street standards are shown in Table 5-6 below.
- Develop and adopt Neighborhood Circulation Plans to address local traffic issues. [Note that the boundaries of the adopted Neighborhood Circulation Plans are indicated on Figure 1-2, the Medford Street Functional Classification Plan Map. The Neighborhood Circulation plan maps are also included below as Figures 1-2 (A) Southwest Medford Circulation Plan, and 1-2 (B) North Medford Circulation Plan, and 1-2 (C) Southeast Area Neighborhood Circulation Plan. The Southeast Area Neighborhood Circulation Plan document, which contains specific guidelines and policies for the Southeast Plan Area, is included within the Neighborhoods Element of the Medford Comprehensive Plan. ]
- The City, County and ODOT should utilize access management, including access location and spacing, as a strategy to increase the capacity and safety of the transportation system. The City should adopt ODOT access management standards for state highways in Medford and revise City access management standards to maximize efficiency of the existing and future street system appropriate to the street classification. ODOT access management standards are illustrated in Table 5-7 of the complete Transportation System Plan document.
- Maintain the current Level of Service “D” standard to identify needed congestion relief improvement projects. Further study revisions to transportation concurrency ordinance.
- Implement roadway and intersection improvement projects as identified in Table 5-8 of the complete Transportation System Plan document. Action plan lists of short, medium and long-term projects identified for implementation over the 20-year planning period based on timing and funding availability are identified in Chapter 13 of the complete



## Southeast Medford TOD

### *Current Planning Activities*

The Southeast Village Center TOD is centered on Barnett Road east of North Phoenix Road. The Southeast TOD has been the subject of much study and planning in recent years, and the City is ~~currently implementing the Southeast Medford Plan (includes the Southeast TOD), through proposed new a special area plan that uses specific overlay zoning standards and additional comprehensive plan land use designations.~~ The City's Southeast Plan is intended to create a livable community of approximately 10,000 residents that encourages walking and cycling to nearby destinations and shorter automobile trips. Adopted in 1998, the Southeast Plan provides a major street grid and land use plan for an area of approximately 1,000 acres on the east side of Medford. The more recent Southeast Area Neighborhood Circulation Plan adds lower order streets and shared-use paths. Southeast TOD development began in 2003. The City is ~~currently preparing adopted~~ modifications to the Southeast Overlay Zone that ~~will provide~~ additional specificity to carry out the purposes of the Southeast Plan and, in particular, ~~will address~~ development of the TOD.

### *Land Use Types*

The core of the Southeast Plan Area, the Southeast Village Center TOD encompasses approximately 175 acres ~~with a Village Center located along Barnett Road containing a retail commercial center core area with a surrounding mixed-use commercial area, with and additional medium and high density residential (15 to 30 dwelling units per acre) and institutional uses.~~ The commercial area is to be designed as a "town center" with on-street parking and ground-floor retail adjacent to the sidewalks. ~~In addition, a detailed The neighborhood circulation plan and specific requirements are being developed. When adopted, this plan will include design standards for streets, streetscapes and non-motorized transportation circulation.~~

~~The planning for this TOD is still underway, but this basic structure is likely to remain in place.~~ Development of residential uses in this TOD is likely to occur through the City's Planned Unit Development (PUD) process, which can result in an increase of maximum permitted density of up to twenty percent. ~~Draft zoning~~ Also, recent code changes ~~for this area include increased~~ the ~~higher maximum permitted densities listed above in the TOD to support transit oriented development.~~ New development will have to conform to the Southeast Plan Comprehensive Plan goals and the revised zoning requirements for the Southeast Area. Goal 1 seeks to create a transit friendly environment by assuring "*that development in the SE Area occurs in a manner that reduces reliance on automobile travel within the area and promotes multi-modal travel, including pedestrian, bicycle and transit.*" Given proper implementation of the Southeast TOD, the development found within this area should meet the requirements of the DLCD order ("Alternative Measures") requiring pedestrian and transit friendly development.

### *Implementation Ideas*

Likely land use types within this TOD include community commercial shopping opportunities, such as grocery stores to compete with Albertsons across the street, chain stores such as Office Depot and smaller specialty shops that cater to the residents of the higher density residential within the Village Center and those living in the surrounding trade area. The Southeast Plan limits the Commercial Center Core Area to 150,000 square feet of retail uses. Individual



business uses are limited to no more than 50,000 square feet. Perhaps the key to making the Southeast TOD successful is creating a distinctive housing type that will attract empty-nesters and younger Medford residents to this area. Housing types could range from loft-style buildings to town homes. There should be a focus on design standards to insure that the new housing development is good quality.

### **West Medford TOD**

The West Medford TOD is located directly west from the City Center TOD and includes about 450 acres. The West Medford TOD is generally bounded by Western Avenue on the east, Maple Park Drive on the north, Meadows Lane on the South and the UGB on the west. The current land uses within this TOD include auto-oriented, low-density commercial, low density residential and some higher density residential. This area of the City contains some of the older, less expensive residential development in the City. There is no TOD overlay or other special zoning for the West Medford TOD yet in place. The zoning includes general commercial, low density residential and a small amount of higher density residential (MFR-20 and 30).

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

#### ***Implementation Ideas***

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

### **North Medford TOD**

The North Medford TOD is located on the east side of Crater Lake Highway and includes about 460 acres. This TOD is bounded by the UGB on the north, Crater Lake Highway on the west, Springbrook Road and McLoughlin Drive on the east, and approximately Delta Waters Road on the south. The current land uses within the North Medford TOD include a combination of light industrial, highway commercial and medium density residential. Portions of this TOD also are outside the city limits, but within the UGB. The zoning for the area echoes the current land uses and includes general and light industrial, MFR-20 and a range of single family zoning, from SFR-10 to SFR-4. The significant feature of this TOD is the presence of Crater Lake Highway,



**PLANNING COMMISSION MINUTES**

**NOVEMBER 11, 2004**

Staff will prepare a Final Order for the next meeting for approval for the Planning Commission's consideration at their next regular meeting.

- 60.2 DCA-04-141 Consideration of the addition of Section 10.348 of the Medford Land Development Code to create a new I-00 (Limited Industrial) overlay district; City of Medford, Applicant.

Planning Director Rob Scott summarized the background on the creation of a new I-00 overlay district. Further review will take place in the near future. This zone would be applied to a City industrial zone placing a limitation that commercial uses would not be allowed until such time that the property owner would come forward with a zone change application and do the facility adequacy reviews. Staff recommends that the Planning Commission forward a favorable recommendation to the City Council as per the Staff Report dated October 23, 2004.

Motion: Direct Staff to forward a favorable recommendation to City Council for approval of DCA-04-101 as per the Planning Commission Staff Report dated October 23, 2004, including Exhibit "A," findings of fact.

Moved by: Commissioner Bartlett

Seconded by: Commissioner Harriff

Vote: 7-0

Staff will forward a favorable recommendation to City Council containing all findings of fact.

Mr. Scott and the Commission expressed appreciation of Associate Planner Bianca Petrou's work on this project.

- 60.3 CP-04-165 Consideration of a proposal to amend the *Medford Comprehensive Plan* to revise the Southeast Plan and the Southeast Plan Map, adopt a new Southeast Area Neighborhood Circulation Plan and map, place these in a new Neighborhood Plans Element, and make minor revisions to the General Land Use Plan Element, the General Land Use Plan Map, the Transportation System Plan Element, and the Street Functional Classification Map, for approximately 1,000 acres generally located east of North Phoenix Road and north of Coal Mine Road extending to the easterly Urban Growth Boundary; City of Medford, Applicant.

Planning Director Rob Scott gave a brief presentation and expressed kudos to all those involved in this project. Suzanne Myers summarized the Southeast Plan Implementation project. Staff, the Southeast Plan Advisory Committee, the Joint Transportation Subcommittee, and the Citizens Planning Advisory Committee all recommend that the Planning Commission forward a favorable recommendation to the City Council for CP-04-165.

Motion: Direct Staff to forward a favorable recommendation to City Council for approval of CP-04-165 as per the Planning Commission Staff Report dated October 26, 2004, including Exhibits "A" through "F".

Moved by: Commissioner Harriff

Seconded by: Commissioner Shean

CP-04-165-G

**PLANNING COMMISSION MINUTES**

**NOVEMBER 11, 2004**

Vote: 7-0

Staff will forward a favorable recommendation to City Council containing all findings of fact.

60.4 DCA-04-166 Consideration of an amendment to the Medford *Land Development Code* affecting Sections 10.370 through 10.385 to revise the Southeast (S-E) Overlay Zoning District; City of Medford, Applicant.

Suzanne Myers summarized the amendment request. Staff, the Southeast Plan Advisory Committee, the Joint Transportation Subcommittee, and the Citizens Planning Advisory Committee – with the exception of the one provision that they are recommending be removed at this time – have all recommended that the Planning Commission forward a favorable recommendation to the City Council for DCA-04-166.

Commissioner Bartlett stated for the record that the storm water information received from CPAC was accepted, and the Southeast Advisory Committee asked staff to review it. Staff felt that this issue would be taken care of by the new storm water detention area, and the committee chose to follow staff recommendations.

Motion: Direct Staff to forward a favorable recommendation to City Council for approval of DCA-04-166 as per the Planning Commission Staff Report dated October 26, 2004, including Exhibits “A”, “B”, and “B-1”.

a. Add Item B-1 on page 22 of the Staff Report.

Moved by: Commissioner McFadden

Seconded by: Commissioner Ruffing

Vote: 7-0

Staff will forward a favorable recommendation to City Council containing all findings of fact.

Motion: Amend motion to direct the City Council to give consideration to changes of 10.375 to comply with current City lot coverage standards and storm water policies.

Commissioner McFadden stated that the storm water issue is very valid to him. He believed that Ms. Berg’s explanation fully stated CPAC’s opposition to the lot coverage based on the storm water issue. He also felt that it is also an issue of the way Medford looks. Commissioner McFadden stated that with increasing lot coverage, the individual green spaces available on each lot are decreased, and therefore, collectively, the livability of the whole area is decreased by putting big homes on postage-stamp lots. The five percent and ten percent may not seem like very big percentages compared to the current code (35-percent lot coverage for the lower two, up to 50 percent for an SFR-10), but he felt that it definitely affects livability and that one of the Commission’s charges – even though it is not written – is dealing with livability. This, in his opinion, is one way to build in livability.

Commissioner Harrieff shared Ms. Berg’s concerns and those of CPAC, as well as Commissioner McFadden, but did not feel that he would support the amendment simply



meeting between Staff and Carl Bartlett and Ernest Garb to address issues that should be brought before JTS. The purpose of the meeting will be to help JTS prepare for future meeting topics. Carl Bartlett asked that the secretary give a copy of the Ordinance No. 8377 to Cory Crebbin, Larry Beskow, and Alex Georgevitch.

C. A request was made to have copies of the detailed report about the TSP approval issues at the next meeting of the JTS. It would allow the committee to participate in further implementation of the TSP. This committee would like to continue working on transit recommendations. Paige West, RVT, offered her services as a researcher, or in any other capacity, to assist the JTS in making recommendations for the TSP. Carl Bartlett asked to have copies for the committee of a request from the Medford City Council to the JTS regarding the transit services within the City. The secretary will make copies and distribute with the next agenda.

## 5. ONGOING BUSINESS

A. Ridership and usage of RVT – Paige West distributed ridership reports for April, May, and June 2004. Bikes on buses has increased during the summer months. The Bear Creek Corp. bus pass program will begin in September. Folks with Rogue Community College ID are allowed to ride free on RVT.

B. Reports from other transportation committees: Carl Bartlett attended the Tradco meeting 6-8-04. Stewart Foster, Transportation Commissioner for the State of Oregon, reported on the bridges in the State that are currently under repair and road projects ODOT is working on this summer. Mike Montero reported on the Oregon Transportation plan to be reviewed.

C. Requests from the Committee to the Staff: None

D. Report from the Bicycle Committee: None

E. 17 Project Update: Jerry Barnes reported the extension of Columbus to Sage Rd. is in design; Crater Lake and McAndrews intersection is in right-of-way acquisition phase; Siskiyou/Highland intersection went to the Planning Commission last week and is scheduled to be presented to the City Council August 5; Poplar, McAndrews to Progress, was completed earlier this year; S. Peach, Stewart to Garfield, is in design; Jackson, from Berkeley to Valley View, also in design; Holly St., from Holmes to Garfield, not been addressed at this time; Lozier Ln., not addressed at this time; Table Rock/Merriman intersection, preliminary alternative analysis in process; Garfield, Peach to King, not addressed at this time; Delta Waters fill-ins for sidewalk projects was presented to the City Council; Juanipero completed from Golf View to Olympic; N. Front St. extension, not addressed at this time.

## 6. NEW BUSINESS:

Suzanne Myers, Associate Planner and Project Manager for the SE Circulation Plan presented a complete update from preliminary draft documents dated 6-10-04. The latest update is available on the Planning Department website.

Also discussed during the meeting: Medford currently has two adopted circulation plans. The SE Plan would be the third. It's important to have circulation plans adopted prior to development to give the developers specific guidelines. One of the goals for the SE Circulation Plan is to promote pedestrian activity in the neighborhoods. Streetscape planning and design help accomplish that. Nothing was

NOTICE OF MEDFORD  
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approved in the SE Preliminary Draft unless the vote was unanimous. The Fire Department was consulted on any of the issues in regard to median strips and planters that prevent left turns.

The major and minor arterials and collectors are included in the current TSP. There aren't any proposed changes at this time. The proposed SE Circulation plan will be presented at an open house meeting for the neighborhood tentatively scheduled for August 31, 2004. All property owners within the SE area will be notified of the meeting. All are draft documents and are open for discussion and are open for comment by the citizens and property owners.

Carl Bartlett requested that members of the JTS, Planning Commission, and SPAC be invited to the Open House Meeting on August 31. Suzanne said that as the notices are prepared for the property owners, the above mentioned committees will be included.

Anyone on the committee having questions, comments, or suggestions can direct them to Suzanne.

Jennings Ruffing made a motion that the draft ordinance changes and SE Circulation Plan be recommended for acceptance to the Planning Commission. The motion was seconded. Motion carried unanimously. The secretary was asked to write the recommendation for Carl Bartlett to sign for the committee.

7. **OTHER BUSINESS:** Carl Bartlett suggested that we have more information available at the next meeting on the TSP. Suzanne Myers will talk to Mark Gallagher about the TSP and the committee's desire to be involved in the process.
8. **NEXT MEETING DATE:** August 25, 2004.
9. **ADJOURNMENT:** The meeting adjourned at 4:45 p.m.

Submitted by,

Monica Neimoyer  
Administrative Support Technician

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**30.5 Upcoming policy issues for possible CPAC consideration –**

- Historic conservation district
- TSP amendments
- Stormwater detention
- Neighborhood plans
- Consolidated Plan update (HUD)
- Year-end report on residential development
- Public land inventory
- RPS refinement: land uses in future growth areas
- Affordable housing pilot project – Housing Commission proposal.
- Hillside Ordinance
- Alley reversion
- ADU issues
- Open space conservation, acquisition
- Timing of Facility Adequacy evaluations; cumulative impacts

**40. LAND USE POLICY ISSUES****40.1 DCA-04-59 – Class “C” Code Amendments**

CPAC members briefly discussed the purpose and impact of the code amendment, and the state enabling legislation that made it possible. Members understood that submittals for complex land use applications include a very large amount of material, and that “completeness” is not necessarily an easy determination to make.

Hugh Hohe expressed concern that the amendment doesn’t specify that a staff finding that a land use application is incomplete should itemize the application’s deficiencies. Steve Rehn said such itemization is already department practice, whether or not it is codified.

**Motion:** Recommend approval of DCA-04-59.

**Made by:** Gary Stine

**Second:** Ernest Garb

**Vote:** 10 - 0

**40.2 Southeast Plan General Plan and Development Code Amendments**

CPAC members reiterated their consensus that the Southeast Plan in almost all of its elements is generally a good policy. They remain concerned about the impact of the change in lot coverage standards on Medford’s vulnerability to flooding.

**Motion:** CPAC recommends that the lot coverage standards set forth in the Southeast Overlay development code provisions – specifically §10.375 ¶ 1: Maximum Lot Coverage – should conform to the impervious surface standards set forth in Medford’s Stormwater Master Plan. The City of Medford will be subject to increased flooding if the proposed changes in lot coverage are adopted. CPAC strongly recommends that the

**I**  
**CP-04-165**

**CPAC MINUTES**

**November 9, 2004**

Maximum Lot Coverage provisions proposed in the Overlay District amendment be denied.

**Made by:** John Pearson      **Second:** Curtis Folsom

**Vote:** 10 - 0

**Motion:** Apart from §10.375, CPAC recommends approval of DCA-04-166, and CPAC also recommends approval of CP-04-165.

**Made by:** Ernest Garb      **Second:** Carole Berg

**Vote:** 10 - 0

**50. IMPLICATIONS OF CURRENT LAND USE APPLICATIONS**

No current applications were discussed.

**60. GENERAL DISCUSSION**

Joel Marks asked if staff had verified the legality of land dedication requirements as a mechanism for park acquisition. Steve Rehn said it is legal within the limits set by Dolan. Mr. Marks and Hugh Hohe asked staff to find examples of ordinances that require park land dedications.

Curtis Folsom wondered if open space preservation makes it more difficult for Medford to achieve its residential density goals. Steve Rehn said that land dedicated for parks and schools is not counted in residential density calculations, but that golf courses are counted because they are typically zoned residential and include some housing. Mr. Folsom suggested that this might discourage golf courses, which he feels provide public benefit.

John Pearson suggested that golf courses would provide more benefit if they were located in inter-city buffer areas. He pointed out that under the present system, golf course development inside city limits would put pressure on the City to increase density elsewhere.

CPAC members asked staff how the City is responding to Measure 37. Steve Rehn said the Measure had been the main subject at the Planning Department staff meeting, but that the City had not yet formulated any policies. The Measure becomes effective on December 2, so the City must have policies in place by then. The State legislature will likely modify the law, but doesn't begin its next session until January.

CPAC members agreed that Measure 37 is probably the most important land use planning issue currently facing the City, and asked staff to place it on the agenda for the next meeting.

Curtis Folsom asked if a master plan for Southwest Medford is in the works. He commented that the area is rapidly re-developing from rural residential patterns to fully

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# Oregon

Theodore R. Kulongoski, Governor

## Department of Fish and Wildlife

Rogue Watershed District Office  
1495 East Gregory Road  
Central Point, OR 97502  
(541) 826-8774  
FAX: (541) 826-8776



## MEMORANDUM

DATE: November 28, 2004

TO: Robert O. Scott, City of Medford Planning Director

FROM: Steven Niemela, Assistant District Wildlife Biologist

SUBJECT: South East Medford Implementation Project Includes: File No. CP-04-165,  
File No. DCA-04-166, and File No. DCA-04-196

Thank you for the opportunity to comment on the South East Medford Implementation Plan. Although the plan will result in a significant loss of wildlife habitat, including deer and elk winter range, as agricultural areas and grasslands are converted to businesses and residences some valuable habitat will be retained within the designated greenways and parks. The goal of this memorandum is to provide recommendations, which will help to reduce wildlife damage while enhancing some habitat for non-damage causing species.

### Animal Damage:

ODFW is concerned about potential animal-damage situations, which are likely to occur after development in this area. When human dwellings and businesses encroach into productive wildlife habitat, negative interactions between people and wildlife are likely. Unfortunately, the plan area currently includes valuable deer and elk winter range, and turkey habitat. These species can all cause serious damage such as destruction of landscaping, defecation on lawns, damage to vehicles (collisions with deer and elk and scratches from turkeys), and destruction of fences. Other species such as raccoons and opossums are also likely to cause problems.

Many damage situations can be avoided, if certain guidelines are followed. Inside the urban-growth boundary ODFW recommends:

- landscaping, which is designed not to provide forage to deer, elk, or turkeys,
- the adoption of ordinances, which make feeding wildlife illegal,
- reducing speed limits in wildlife crossing areas to avoid vehicle collisions with deer, elk, or turkeys, and

J  
CP-04-165

- the use of fences which are designed to prevent animal injury. Wrought iron fences with sharp points are particularly dangerous and can cause serious injury to wildlife.

**Greenway and parks:**

The retention of standing and down dead wood within greenways and local parks will provide important habitat for invertebrates, small mammals, insect eating birds, and promote natural soil regeneration.

Establishing birdhouses, designed for cavity nesting birds (i.e. wood ducks, and purple martins), and bat boxes within parks and along the greenway is a cheap and efficient way to provide valuable wildlife habitat.

Native vegetation is preferred over non-native in all plantings.

**Landscaping:**

Native plants generally provide more food to wildlife than non-native plants. The use of natives in landscaping along streets, around schools, and within parks is, therefore, strongly encouraged. Plants which provide forage to birds and other wildlife, are especially desirable.

Parks with greater species diversity and multiple vertical layers offer more cover and food to wildlife and are preferred. This composition can be obtained by planting a variety of different native plants with different growth forms, such as grasses, succulent plants, shrubs, and trees.

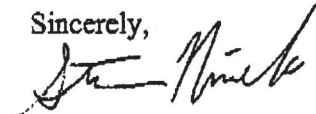
The establishment of non-natives, especially noxious weeds, should be avoided.

Water is a valuable wildlife resource and is often of greater scarcity than food. Providing water at city parks, in the form of wetlands, fountains, or birdbaths, will go a long way to increase wildlife use of the area.

**Timing of construction:**

Conversion of grassland habitat to businesses and residences will have greater negative consequences to wildlife, if construction occurs during the spring and early summer when ground nesting-birds have established nests. The ideal time for work within these fields is October-February.

Sincerely,



Steven Niemela  
Assistant District Wildlife Biologist





# Oregon

Theodore R. Kulongoski, Governor

## Department of Fish and Wildlife

Rogue Watershed District Office

1495 East Gregory Road

Central Point, OR 97502

(541) 826-8774

FAX: (541) 826-8776

30 November 2004

Robert O. Scott  
City of Medford  
200 S. Ivy St Rm 240  
Medford, OR 97501

RECEIVED

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PLANNING DEPT.



Dear Robert:

Thank you for the opportunity to comment on the Southeast Plan Implementation Project. As I understand the proposal, one key change is a reduction in the greenway boundary on the upper portions of the North Fork Larson Creek.

ODFW is supportive of a greenway along the North Fork Larson Creek, and encourages the establishment of native riparian vegetation along the stream as part of overall efforts to protect and restore the health of the Larson Creek watershed. On portions of the North Fork the greenway is proposed to be reduced to an area extending 20 feet from the centerline of the stream. If this reduced section of greenway is vegetated with native plants as per diagrams in the plan, it would still provide acceptable habitat value in this developing section of the city.

Sincerely,

Chuck Fustish  
Fisheries Biologist

CP-04-165  
K



# Oregon

Theodore R. Kulongoski, Governor

## Department of Transportation

Region 3, Dist. 8 -Planning

200 Antelope Road

White City, OR 97503

Phone: (541) 774-6399

Fax: (541) 774-6349

David.PYLES@odot.state.or.us

23 November 2004

City of Medford  
Mark Gallagher, Principal Planner  
Lausmann Annex  
200 S. Ivy Street  
Medford, OR 97501

RE: Follow-up on the SE Medford Plan Amendments meeting and traffic data request/review

Dear Mr. Gallagher:

We appreciate meeting via teleconference with you and the City of Medford planning and traffic engineering staff last Wednesday, November 17, 2004, to discuss the City's proposed Comprehensive Plan and Zoning Legislative Amendments for Medford's Southeast Plan. Summarizing our discussion, this meeting between the City of Medford, the Oregon Department of Transportation (ODOT), the Department of Land Conservation and Development (DLCD), and the Rogue Valley Council of Governments (RVCOG) staff provided an opportunity to discuss the City's proposed land use amendments and to establish a timeline for traffic generation data request and review. Additionally, all parties acknowledged the value of the Southeast Plan to future growth in the Rogue Valley metropolitan area.

We agreed the City would, at the earliest possible date, provide ODOT with the requested traffic generation information, comparing the current Southeast Plan with proposed land use action changes. Additionally, we agreed to provide you with written comments and a recommendation on the proposed land use amendments at the earliest possible date. This communication acknowledges our receipt of the City's traffic generation and revised Southeast Plan maps data from Alex Georgevitch and Steve Rehn today, November 23, 2004.

Given the Thanksgiving Holiday and current staff work schedules, I foresee an ODOT response during the week of December 6, 2004, if not sooner. Our comments will be based on review of the traffic evidence that the City has provided and the traffic data in previous SE Plan studies. It is my assumption, we both understand that there is little time to prepare for the tentatively scheduled December 16, 2004 City Council public hearing. We will do our best to comment on the City's traffic data, and make a recommendation to the City Council by 5:00 p.m., December 8, 2004 for inclusion in your staff report. ODOT reserves the right to follow up this project review with City staff prior to 12/8/04. As discussed, the City may need to consider delaying the December 16<sup>th</sup> hearing.

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CP-04-165



Thank you for addressing our requests for a meeting and information in a very timely and expeditious manner. We support the City of Medford's vision for development goals on the Southeast Plan. We appreciate the opportunity to provide technical assistance to help achieve those goals. Please contact me at (541) 774-6399, if you have any comments, questions, or if this letter does not accurately reflect our meeting and agreements. Thank you.

Sincerely,



David J. Pyles,  
*Development Review Planner*

Cc: Alex Georgevitch, City of Medford  
Suzanne Myers, City of Medford  
John Renz, DLCD  
Steve Oulman, DLCD  
Dan Moore, RVCOG  
ODOT Region 3



NOVEMBER 29, 2004

MEDFORD CITY COUNCIL  
CITY OF MEDFORD  
200 SOUTH IVY STREET  
MEDFORD, OREGON 97501

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NOV 29 2004

PLANNING DEPT.

*Myer*

TO THE MEMBERS OF THE MEDFORD CITY COUNCIL;

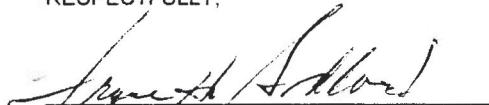
THIS IS TO OFFICIALLY NOTIFY THE CITY OF MEDFORD THAT WE ARE NOT IN FAVOR OF BEING INCLUDED IN THE SOUTHEAST PLAN (THAT APPROXIMATELY 1,000 ACRES GENERALLY LOCATED EAST OF NORTH PHOENIX ROAD AND NORTH OF COALMINE ROAD EXTENDING TO THE EASTERLY URBAN GROWTH BOUNDARY).


WE ARE THE OWNERS OF A FIVE ACRE PARCEL COMMONLY KNOWN AS 765 NORTH PHOENIX ROAD. THE LEGAL DESCRIPTION IS 37 1W 27 T.L. 1602. THIS PROPERTY IS NOW USED AS A CLOSE IN "MINNI RANCH" AND IT IS OUR DESIRE TO KEEP IT IN THAT STATUS.

THE REASONS WE HAVE NO DESIRE TO BE INCLUDED IN THE PLAN ARE:

- 1) THE PROPERTY IS ALREADY SPLIT THE FULL LENGTH BY THE NORTH FORK OF LARSON CREEK, WHICH RUNS IN GENERAL FROM EAST TO WEST.
- 2) ACCORDING TO YOUR PLAN, THE PROPERTY WILL BE FURTHER SPLIT BY TWO PROPOSED ROADWAYS TRAVERSING THE PROPERTY FROM NORTH TO SOUTH.
  - A) WHAT LITTLE PROPERTY WE WOULD HAVE LEFT AFTER GREENWAY REQUIREMENTS, GREENWAY SETBACKS, ROADWAY RIGHT OF WAYS AND OTHER SETBACK REQUIREMENTS, THE PLAN WOULD LEAVE US WITH A DIVIDED UP MESS. IT IS NOT OUR DESIRE THAT THIS SHOULD HAPPEN TO OUR PROPERTY.

RESPECTFULLY,

  
FRANK H. GODDARD

  
JOYCE H. GODDARD

M-1-  
CP-04-165



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**From:** Charlie Hamilton [suncrest@mind.net]  
**Sent:** Monday, November 29, 2004 10:46 AM  
**To:** Suzanne K. Myers  
**Subject:** SE master plan

Dear Suzanne,

My name is Charlie Hamilton and I met you at the open house a few months back regarding the revisions to the SE plan, I own the 42 acres up Coal Mine Rd. that has the school and park land specified on my property. At that meeting I expressed concern about the road location for accessing my property. The draft shows one arterial along the West side of my property and one road along the East side (which borders land that is not even in the Urban Growth boundary) . After the open house I sent you an email expressing my desire to have the road on the East side re-located to the border of where the proposed park and residential property meets Coal Mine Rd.. This is not only the most direct access to Coal Mine, but would also allow for sewer drainage of the property. This new location would also prevent having to share the costs of the road with property that is not even in the urban growth boundary. Due to the fact that the size of both the school and park land has increased on my property together with what I consider an inappropriate road location it appears these items together are an unreasonable burden upon my property.

I received the notice for the public hearing on Dec 16,2004 and was very disapointed to see that the original road locations are being presented to the City Council I would be very interested to understand why my request for a new road location was not incorporated. Please give me a call at (541) 944-3976 to discuss this topic further.

Thank you,

Charlie Hamilton

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Outgoing mail is certified Virus Free.  
Checked by AVG anti-virus system (<http://www.grisoft.com>).  
Version: 6.0.802 / Virus Database: 545 - Release Date: 11/26/2004

'M-2'  
CP-04-165

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**Subject:** FW: Southeast Area Planning and Transportation Plan Changes

-----Original Message-----

From: Hank Snow [mailto:HankS@rfpc.com] Posted At: Monday, November 29, 2004 8:33 AM  
Posted To: Department Email  
Conversation: Southeast Area Planning and Transportation Plan Changes  
Subject: Southeast Area Planning and Transportation Plan Changes

I own the property at the east end of Harbrooke Road on the south side (approx. 6.67 acres). The proposed new plan chops my property up and will make it less valuable. The current transportation plan does not do that and my support of the southeast development plan was predicated on not getting crucified by the placement of streets. I believe using the current plan or moving the collector (I believe Stanford) slightly east to align with the northeast corner of my property would protect the value of my property and not affect the circulation of traffic through this portion of southeast Medford.

Hank Snow  
333 River Club Drive  
Roseburg, Oregon 97470

'M-3'  
CP-04-165



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**Subject:** FW: Comments on SE plan

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**From:** Linda Harris [mailto:harrislr@charter.net]  
**Posted At:** Monday, November 01, 2004 12:54 PM  
**Posted To:** Department Email  
**Conversation:** Comments on SE plan  
**Subject:** Comments on SE plan

Dear City Planners,

I have finally had a chance to look at the revisions to the SE plan. I live at 743 N. Phoenix Rd, and have contiguous tax lots.

In looking at the plans, my two major concerns deal with issues I have previously discussed with you informally.

One is the proposed road going east from N. Phoenix Rd along the south border of my property. I have landscaping and some beautiful mature trees along that border. I would especially hate to lose the trees. I also have a new deer fence along that border. (My prior communication with you came prior to installing the fence, when I asked you about future plans for that road and was told that I should go ahead and put the fence in.)

My other concern is in learning that on the east side of my property, the plan is to put in such small lots. My neighbors, Bob and Marilyn Huthchins, tell me there will be 11 houses along our joint property line, with a plan to place an alley with garage access along the line.

It seems more than a little strange to have such a high-density area adjacent to homes with large lots. Even having a single buffer layer of slightly larger lots adjacent to us would be highly preferable. It's not that I object to the concept of small lots, and I very much understand the need for smaller homes and lots to increase affordability. But the larger lots to the east and north show plans for a mixed use, and I wonder if the developer, who lives to the east of us and is not immediately adjacent to the high density area, has affected how the plans were set up.

Thanks for allowing me to pass on my input.

Linda Harris

M-4  
CP-04-165



# Oregon

Theodore R. Kulongoski, Governor

## Department of Transportation

Region 3, District 8 Planning

200 Antelope Road

White City, OR 97503

Phone: (541) 774-6399

Fax: (541) 774-6349

David.PYLES@odot.state.or.us

December 8, 2004

City of Medford  
Suzanne Myers, Associate Planner  
Lausmann Annex  
200 S. Ivy Street  
Medford, OR 97501

RE: ODOT review of Medford Notice - File Numbers: CP-04-165, DCA-04-166, & DCA-04-196  
(City of Medford Southeast Plan Implementation Project)

Dear Ms. Myers:

The Oregon Department of Transportation (ODOT) has reviewed the traffic information submitted by the city in support of the proposed Southeast Plan Implementation Project. The Southeast Plan covers approximately 1000 acres of land east of North Phoenix Road, bounded by Cherry Lane to the north and Coal Mine Road to the south. As described in the notice received October 25, 2004, the proposed amendments to *The Southeast Plan* (adopted 1998) address detailed refinement of the existing plan for the purpose of better implementing the plan and its goals and policies.

We wish to take this opportunity to thank the City of Medford and the Planning Staff involved on this project. Your hard work and effort to supply ODOT traffic data to support these amendments deserves significant acknowledgement. The traffic data supporting the project indicates a reduction in average daily traffic (ADT) from the current plan. Based on this data, ODOT anticipates no significant effect to state transportation facilities.

If you have any comments, questions, or require additional information regarding this project, please contact me at (541) 774-6399. Thank you.

Sincerely,

David J. Pyles,  
*Development Review Planner*

Cc: Alex Georgevitch, Medford Transportation Manager  
Mark Gallagher, Medford Principal Planner  
John Renz, DLCD  
Michael Cavallaro, RVCOG  
Denis Murray, Phoenix Planning Director  
ODOT Region 3

M-5  
CP-04-165



# CITY OF MEDFORD

## INTEROFFICE MEMORANDUM

**To:** Medford City Council via City Manager

**From:** Suzanne Myers, Associate Planner and Alex Georgevitch, Transportation Manager

**Date:** December 8, 2004

**Subject:** Traffic Generation Analysis for CP-04-165

The proposal to amend the Southeast Plan includes minor adjustments to the Medford General Land Use Plan (GLUP) map designations and Southeast Plan map land use categories. These adjustments are needed to make the Southeast land use plan conform to the detailed circulation plan proposed for the Southeast Area and to recommendations made through the most recent work completed by Oregon Transportation and Growth Management (TGM) Program grants.

The currently adopted Southeast Plan was also developed through a series of grants from the TGM Program. The Plan's intent was to offer an alternative to the singular land use of single-family residential adopted for the 1,000-acre area after it was included in the Medford Urban Growth Boundary in 1991.

### **Currently Adopted Southeast Plan Map**

The Southeast Plan map, adopted in 1998, refines the GLUP map designations for the Southeast Area by further limiting the future zoning options. This is unique in Medford. The Southeast Plan map land use categories (sub-areas numbered 1 through 20) do not commonly follow property lines. Similar to the City's GLUP map designations, the sub-areas have somewhat "fuzzy" boundaries. Table 1 in the 1998 Southeast Plan document entitled "*Southeast Plan Map Sub-Areas - Targeted Land Use, Zoning, and Density and Estimated Dwelling Unit Range*," estimated the gross acres in each sub-area, with a total for the area of 993 acres excluding rights-of-way. This total was developed by adding the acreage for each tax lot within the Plan Area using County Assessor records. At that time, the gross acres for each sub-area were roughly estimated according to the "fuzzy" boundaries using County Assessor data and a scale.

### **Proposed Southeast Plan Map**

The proposed Southeast Plan Map contains a total of 1,030 acres including some abutting rights-of-way. The same tax lots are included; however the existing rights-of-way are also included in this figure since the City residential density calculation includes the abutting existing rights-of-way to the centerline to determine minimum and maximum permitted density. For the commercially designated sub-areas, the abutting rights-of-way were not included. The gross acres of each existing sub-area were similarly determined so that a comparison could be made.

### **Potential Traffic Generation Comparison**

The difference in potential traffic generation of the entire Southeast Area under the current Area Plan has been compared to that of the proposed Area Plan. Some sub-areas will potentially create more traffic while others will create less due to changes in acreage. The potential average daily motor vehicular trips (ADT) for each sub-area, current and proposed, were determined using the acreage figures. These acreage figures were multiplied by a traffic generation rate. In the residential categories, the acreage was first multiplied by the maximum number of dwelling units permitted per acre by the zoning district(s) prescribed by the Southeast Plan land use category. Due to market circumstances in Medford, it is not anticipated that the maximum will be utilized in most cases, however a "worst case scenario" was used. In addition, existing and approved development was not subtracted even though, in most cases, it is not at maximum permitted density. This was then multiplied by the traffic generation rate for each housing type.

For all three single-family residential categories (2 to 10 du/ac), 9.57 ADT per du was used. For the "rowhouse" category (10 to 15 du/ac), 5.86 ADT per du was used. For the high density category (15 to 30 du/ac), 6.72 ADT per du was used. It should be noted that the proposed Southeast Plan provides for a maximum of 36 du/ac in the high density designation (for the Southeast Area only) rather than the current 30 du/ac. This was accounted for in the traffic calculations for the proposed map. This proposed increase was recommended by the work completed through the TGM Code Assistance program grant.

In the case of commercial sub-areas, 1,500 ADT per acre was used. For parks, 1.59 ADT per acre was used. It should be noted that the designated "Greenways" have never been separated from the other land use types since the property owner has the option of counting unbuildable areas in residential density calculations or not, at their discretion. In addition, these may or may not be acquired by the City as park land. For schools, a rate of 1.29 ADT per student was used. It was estimated that there would be two elementary schools of 500 students each. This is approximately the current average size in Medford.

### **Transit Oriented District (TOD)**

The Southeast Plan includes the Southeast Village Center, 175-acre area near the middle of the Plan Area, which was designated as a Transit Oriented District by the *Medford Transportation System Plan* in 2003, as well as by the *Rogue Valley Regional Transportation System Plan* in 2000. The purpose of the TODs adopted throughout the RVMPO area is to concentrate higher density development to reduce reliance on the automobile. The sub-areas within the Southeast TOD (per the amended map) include areas 5, 6, 7A, 7B, 10, 12, 13, 14, and 21. The potential traffic generation within the TOD was reduced by 10% per the provisions of the Oregon Transportation Planning Rule. (Area 6, although in the TOD, was not given the 10% reduction because it does not provide for at least 12 du/ac.) This reduction is available because the proposed revisions to the Southeast (S-E) Overlay Zoning District for the Village Center will result in compliance with this TPR provision.

### **Proposed Southeast Plan Map Adjustments**

Other than minor reshaping of some of the sub-areas, the primary changes will be occurring within the TOD area. The park and school sites have been moved easterly out of the TOD to allow for more residential density close to the future transit stop. A new area 21 has been



created for a new three-acre park. In addition, area 10 has been extended across Barnett Road a short distance to provide similar housing types on both sides of the street. These changes result in an increase in area 10 (high density) by nearly 22 acres with a similar decrease in size by the abutting sub-areas. The other primary change is the splitting of area 7, designated "Commercial", to create a smaller "commercial center core area" (area 7A) as recommended by a TGM Quick Response Grant "Commercial Center" plan prepared in 2000 by Lennertz-Coyle. The remainder of the Commercial Center (7B) is proposed to become "Service Commercial". The traffic generation rate of 1,500 ADT per acre was still utilized for both commercial land use designations even though the Service Commercial has more limited retail uses.

An additional 2.1-acre parcel has been added to area 7A to place the "commercial center core area" on both sides of Barnett Road as recommended by the Lennertz-Coyle Commercial Center plan. The purpose of this is to create a town center for the TOD. The revised commercial designations will total 48 acres including the planned Greenway park.

#### **Conclusion**

The proposed revisions in the Southeast Plan would result in a **decrease** in potential ADT of 1,561 after taking a 10% discount for the land within the TOD. There is an increase in Commercial acreage of 2.1 acres. There is an increase in the potential maximum number of dwelling units of approximately 790. This includes increasing the maximum permitted density in MFR to 36 du/ac from the current maximum of 30 du/ac.

Attachment: Southeast Plan Amendment Traffic Generation

CP-04-165 Friday, December 03, 2004  
 SOUTHEAST PLAN AMENDMENT TRAFFIC GENERATION  
 AVERAGE DAILY TRIPS (ADT) AS A FUNCTION OF LAND USE

ADT CALCULATION USING ONLY THOSE ROW'S NORMALLY INCLUDED IN DENSITY CALCULATIONS

LandUse	Sub-Area ID	Split	PROPOSED			ADOPTED			Village Center TOD	GLUP
			Acres	ADT	ADT Calc	Acres*	ADT*	ADT Calc*		
Estate	1		235.4	4,505	2*9.57*\$E4	235.4	4,505	2*9.57*\$H4		UR
Standard Lot	2		218.9	12,569	6*9.57*\$E20	205.3	11,787	6*9.57*\$H20		UR
High Density	3		20.3	4917	36*6.72*\$E5	24.4	4,920	30*6.72*\$H5		UH
Row Houses	4		26.1	2,293	15*5.86*\$E13	26.1	2,296	15*5.86*\$H13		UM
High Density	5		14.9	3248	36*6.72*\$E6*0.9	16.2	3,263	30*6.72*\$H6	Village Center	UH
Small Lots	6		23.2	2,225	10*9.57*\$E17	33.8	3,238	10*9.57*\$H17	Village Center	UR
Commercial	7 A		15.7	21,146	1500*\$E2*0.9	46.1	69,185	1500*\$H2	Village Center	C
Commercial	7 B		32.7	44,175	1500*\$E3*0.9	0.0	0	1500*\$H3	Village Center	SC
Schools	8		8.9	645	1.29*500	13.1	645	1.29*500		PS
Parks	9		5.9	9	1.59*\$E10	7.7	12	1.59*\$H10		PS
High Density	10		45.5	9913	36*6.72*\$E7*0.9	24.0	4,831	30*6.72*\$H7	Village Center	UH
Small Lots	11		42.6	4,077	10*9.57*\$E18	56.3	5,385	10*9.57*\$H18		UR
High Density	12		2.9	636	36*6.72*\$E8*0.9	9.0	1,823	30*6.72*\$H8	Village Center	SC
Row Houses	13		18.8	1,488	15*5.86*\$E14*0.9	13.5	1,185	15*5.86*\$H14	Village Center	UM
High Density	14		16.3	3551	36*6.72*\$E9*0.9	12.7	2,557	30*6.72*\$H9	Village Center	UH
Small Lots	15		101.8	9,739	10*9.57*\$E19	106.4	10,181	10*9.57*\$H19		UR
Standard Lot	16		31.1	1,783	6*9.57*\$E21	42.0	2,413	6*9.57*\$H21		UR
Standard Lot	17		121.4	6,970	6*9.57*\$E22	115.5	6,632	6*9.57*\$H22		UR
Schools	18		17.4	645	1.29*500	5.9	645	1.29*500		PS
Parks	19		9.9	16	1.59*\$E11	9.8	16	1.59*\$H11		PS
Standard Lot	20		17.1	981	6*9.57*\$E23	27.4	1,574	6*9.57*\$H23		UR
Parks	21		2.7	4	1.59*\$E12*0.9	0.0	0	1.59*\$H12	Village Center	PS
TOTALS:			1,029.4	135,534		1030.6	137,095			

10% Reduction in  
 ADT due to TOD  
 provisions in TPR

LandUse	PROPOSED			ADOPTED			ADT* ADT Difference
	Acres	ADT	Acres*	ADT	Acres*	ADT*	
Small Lots	167.6	16,040	196.5	18,804	196.5	18,804	-2,763
Standard Lot	388.4	22,304	390.2	22,407	390.2	22,407	-103
Estate	235.4	4,505	235.4	4,505	235.4	4,505	0
Schools	26.3	1,290	19.0	1,290	19.0	1,290	0
Parks	18.5	29	17.6	28	17.6	28	1
Row Houses	44.9	3,781	39.6	3,481	39.6	3,481	300
High Density	100.0	22,265	86.3	17,399	86.3	17,399	4,866
Commercial	48.4	65,321	12.1		12.1		



ORDINANCE NO. 2004-257

AN ORDINANCE approving a major amendment to the *Medford Comprehensive Plan*, including revising the Southeast Plan and Southeast Plan Map, adopting a new Southeast Area Neighborhood Circulation Plan and map, placing these in a new Neighborhood Plans Element, and making minor revisions to the General Land Use Plan Element, the General Land Use Plan Map, the Transportation System Plan Element, and the Street Functional Classification Map, for approximately 1,000 acres generally located east of North Phoenix Road and north of Coal Mine Road extending to the easterly Urban Growth Boundary.

THE CITY OF MEDFORD ORDAINS AS FOLLOWS:

Section 1. The major amendment to the *Medford Comprehensive Plan*, including revising the Southeast Plan and Southeast Plan Map, adopting a new Southeast Area Neighborhood Circulation Plan and map, placing these in a new Neighborhood Plans Element, and making minor revisions to the General Land Use Plan Element, the General Land Use Plan Map, the Transportation System Plan Element, and the Street Functional Classification Map, for approximately 1,000 acres generally located east of North Phoenix Road and north of Coal Mine Road extending to the easterly Urban Growth Boundary, is hereby approved and adopted.

Section 2. This major amendment to the *Medford Comprehensive Plan* is supported by the Findings of Fact and Conclusions of Law dated December 3, 2004, attached as Exhibit A and incorporated herein by reference.

PASSED by the Council and signed by me in authentication of its passage this 16th day of December, 2004.

ATTEST:     /s/Glenda Owens  
                  City Recorder

Acting Mayor

APPROVED   December 16, 2004.

/s/Skip Knight  
Acting Mayor

EXHIBIT A  
***PROPOSED FINDINGS***

BEFORE THE PLANNING COMMISSION  
AND CITY COUNCIL  
FOR THE CITY OF MEDFORD  
JACKSON COUNTY, OREGON

IN THE MATTER OF AMENDING VARIOUS	)	FINDINGS OF FACT
ELEMENTS OF THE MEDFORD	)	CONCLUSIONS OF LAW
COMPREHENSIVE PLAN TO FURTHER	)	File Nos. CP-04-165 and
IMPLEMENT THE SOUTHEAST PLAN AND	)	DCA-04-166
AMENDING THE SOUTHEAST (S-E) OVERLAY	)	Exhibit 'A'
ZONING DISTRICT OF THE MEDFORD LAND	)	December 3, 2004
DEVELOPMENT CODE	)	
	)	

**PROCEDURAL BACKGROUND**

Amendment of an element of the *Medford Comprehensive Plan* and amendment of the *Medford Land Development Code* are categorized as procedural Class 'A' legislative actions by the *Medford Land Development Code*. Sections 10.180 through 10.184 provide the process and standards for such amendments.

**RELEVANT SUBSTANTIVE CRITERIA**

For Class 'A' Major Amendments, *Medford Land Development Code* Section 10.182, "Application Form", requires the following information to be prepared by the City:

- (1) Identification of all applicable Statewide Planning Goals.
- (2) Identification and explanation of the goals and policies of the *Comprehensive Plan* considered relevant to the decision.
- (3) Statement of the facts relied upon in rendering the decision, if any.
- (4) Explanation of the justification of the decision based on the criteria, standards, and facts.

The "Review and Amendments" section of the *Medford Comprehensive Plan* provides the following criteria for amendments of the *Comprehensive Plan*:

*Conclusions* – Amendments shall be based on the following:

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

*Goals and Policies* – Amendments shall be based on the following:

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

*Implementation Strategies* – Amendments shall be based on the following:

1. A significant change in one or more Goal or Policy.
2. Availability of new and better strategies such as may result from technological or economic changes.
3. Demonstrable ineffectiveness of present strategy(s).
4. Statutory changes affecting the Plan.

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5. Demonstrable budgetary constraints in association with at least one of the above criteria.
  6. All applicable Statewide Planning Goals.
- Map Designations* – Amendments shall be based on the following:
1. A significant change in one or more Goal, Policy, or Implementation Strategy.
  2. Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities.
  3. The orderly and economic provision of key public facilities.
  4. Maximum efficiency of land uses within the current urbanizable area.
  5. Environmental, energy, economic and social consequences.
  6. Compatibility of the proposed change with other Elements of the *Medford Comprehensive Plan*.
  7. All applicable Statewide Planning Goals.

### **COMPLIANCE WITH STATEWIDE PLANNING GOALS**

**Applicable Statewide Planning Goals:**

- GOAL NO. 1: Citizen Involvement
- GOAL NO. 2: Land Use Planning
- GOAL NO. 5: Open Spaces, Scenic and Historic Areas, and Natural Resources
- GOAL NO. 7: Areas Subject to Natural Disasters and Hazards
- GOAL NO. 9: Economic Development
- GOAL NO. 10: Housing
- GOAL NO. 11: Public Facilities
- GOAL NO. 12: Transportation

Upon investigation, it has been determined that Statewide Planning Goals 3, 4, 6, 8, 13, and 14 are not applicable to this action. Goals 15, 16, 17, 18, and 19 are not applicable in Medford as these pertain to the Willamette River Greenway and ocean-related resources.

***GOAL 1: CITIZEN INVOLVEMENT - To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.***

#### **FINDINGS OF FACT**

Goal 1 requires the City to have a citizen involvement program that sets the procedures by which a cross-section of citizens will be involved in the land use planning process, including participation in identifying public goals, developing policy guidelines, and evaluating alternatives in the revision of the comprehensive plan, and in the inventorying, mapping, and analysis necessary to develop the plan content and implementation strategies. They must also be given the opportunity to participate in the development, adoption, and application of legislation to carry out a comprehensive plan.

Goal 1 requires providing an opportunity to review proposed amendments prior to the public hearing, and any recommendations must be retained and receive a response from policy-makers. The rationale used to reach land use policy decisions must be available in the written record.

The City of Medford has an established citizen involvement program consistent with Goal 1 that includes review of proposed legislative *Comprehensive Plan* amendments by the Citizens Planning Advisory Committee, the Planning Commission, and the City Council in study sessions, regular meetings, and public hearings. Affected agencies and interested persons are also invited to review and comment on such proposals, and meeting and hearing notices are published in the local newspaper. This process has been adhered to in the development of the proposed amendments.

The Medford City Council appointed a stakeholder committee (the Southeast Plan Implementation Advisory Committee) to help in the development of the components of this Southeast Plan

Implementation Project. The Committee consisted of two City Council members, two Planning Commissioners, one citizen member, and five stakeholders. The Committee, along with City staff from various departments as advisors, met over a period of three years to reach consensus regarding consultant and City staff recommendations. The Medford Planning Commission and City Council met in numerous study session workshops throughout this time period to discuss the recommendations. Most of the Committee's recommendations were presented in a set of "Consensus Points" dated January 2003, with an addendum dated April 2004.

After draft maps and documents, sanctioned by the Committee, were completed, individual notices were mailed to affected property owners inviting them and the public to attend an open house meeting to review the proposals and discuss them one-on-one with City staff and to provide input. Approximately 70 persons attended the August 30, 2004 meeting. Written input from several property owners resulted in minor changes to the proposed local street circulation plan. The draft documents and maps were made available for review on the City of Medford website and at the Planning Department beginning in mid-August 2004. Since the proposal has been determined to result in some properties having "to be rezoned in order to comply with the amended or new comprehensive plan" and/or to "amend an ordinance in a manner that limits or prohibits land uses previously allowed in the affected zone", a "Measure 56 Notice" (per ORS 227.186) has been mailed to all affected property owners notifying them of the public hearing before the City Council.

#### CONCLUSIONS OF LAW

The process used by the City of Medford to facilitate and integrate citizen involvement in this proposal is consistent with the City's acknowledged *Comprehensive Plan* and Statewide Planning Goal 1.

**GOAL 2: LAND USE PLANNING - To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.**

#### FINDINGS OF FACT

Goal 2 requires City land use actions to be consistent with the adopted *Comprehensive Plan*, which must include identification of issues and problems, inventories, and other factual information for each applicable Statewide Planning Goal, and evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs. Comprehensive plans must state how the Statewide Planning Goals are to be achieved. The plan must contain specific implementation strategies that are consistent with and adequate to carry out the plan, and which are coordinated with the plans of other affected governmental units. Implementation strategies can be management strategies such as ordinances, regulations and project plans, and/or site or area-specific strategies such as construction permits, public facility construction, or provision of services. Comprehensive plans and implementation ordinances must be reviewed and revised on a periodic cycle to take into account changing public policies and circumstances. "Major" (legislative) revisions occur when changes are proposed that affect a large area or many different ownerships.

The proposal further implements a special area plan that includes a specific land use plan having a transit oriented district (TOD), a neighborhood circulation plan, and a Greenway plan. These were identified in previous revisions of the *Comprehensive Plan* as needed actions by the City.

#### CONCLUSIONS OF LAW

The City's efforts in this proposal to implement a special area plan that includes a specific land use plan having a transit oriented district (TOD), a neighborhood circulation plan, and a Greenway plan, consistent with the adopted policies of



the acknowledged *Transportation System Plan*, *Medford Comprehensive Plan*, and the Statewide Planning Goals, and to develop strategies to carry out the plans, are consistent with and needed to comply with Statewide Planning Goal 2.

**GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES - To protect natural resources and conserve scenic and historic areas and open spaces.**

**FINDINGS OF FACT**

Goal 5 requires the City to adopt programs that conserve and protect natural resources for present and future generations to promote a healthy environment and natural landscape that contribute to livability. Plans have to consider the carrying capacity of the air, land, and water resources of the planning area, and land development actions provided for by the *Comprehensive Plan* must not exceed the carrying capacity of the resources. The physical limitations of the land and conservation of natural resources must be used in determining the quantity, quality, location, rate, and type of growth in the planning area. Significant natural areas that are ecologically or scientifically unique, outstanding, or important must be inventoried and evaluated, and comprehensive plans must provide for their preservation. As part of the *Comprehensive Plan*, local governments must determine significant resource sites and develop programs to achieve Goal 5.

In the Southeast Plan Area, Riparian Corridors, which are significant Goal 5 resources, have been established along the two southerly forks of Larson Creek. Riparian Corridor regulations protect these areas by providing setbacks 50-feet from the tops of the banks. This amendment aids in the City's program to protect these Riparian Corridors as required by Goal 5 by providing for future public acquisition of Greenways along these and other waterways in the Southeast Area that will also be open for public access and will provide bicycle and pedestrian transportation corridors. Greenway path designs have been included in the Circulation Plan document that address the value of the riparian vegetation. A recommended plan for Greenway improvement funding has also been developed.

**CONCLUSIONS OF LAW**

The City's efforts in this proposal to further develop Greenways consistent with the adopted policies of the acknowledged *Comprehensive Plan*, the Statewide Planning Goals, and the *Land Development Code* provisions for Riparian Corridors, and to develop strategies to carry out the Plan, are consistent with and needed to comply with Statewide Planning Goal 5.

**GOAL 7: AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS - To protect people and property from natural hazards.**

**FINDINGS OF FACT**

Goal 7 requires local governments to adopt comprehensive plan inventories, policies, and implementing strategies that reduce the risk to people and property from natural hazards, including floods. Development in hazard areas where the risk to people and property cannot be mitigated must be avoided. In adopting plan policies and implementing strategies to protect people and property from natural hazards, local governments must consider the benefits of maintaining natural hazard areas for open space, recreation, or similar uses, and identify mitigation strategies related to the management of natural resources. Local governments must manage stormwater runoff to address flood and landslide hazards. Waterways, especially those in a natural condition, provide hydrological control benefits, and are a necessary component of an adequate stormwater management program.

**CONCLUSIONS OF LAW**

The City's efforts in this proposal to assure that Greenways are provided in conformance with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are

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consistent with and aid in complying with Statewide Planning Goal 7.

**GOAL 9: ECONOMIC DEVELOPMENT - To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.**

**FINDINGS OF FACT**

Goal 9 requires comprehensive plan policies to contribute to a stable and healthy economy. Such policies must be based on an inventory of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses and must not exceed the carrying capacity of the air, land, and water resources of the planning area.

The Southeast Plan amendments provide for detailed planning of a transit oriented district (TOD) with a Commercial Center having a Commercial Center Core Area, with "Commercial" or "Service Commercial" land use designations for approximately 48 acres (previously 46 acres). This Commercial Center is to have a local community emphasis that precludes regional level commercial attractions and includes a high number of residential units. Much of the area is to be re-designated "Service Commercial" rather than "Commercial" as previously planned, in order to concentrate a retail core area of about 16 acres (including the abutting Greenway), and to create a "town center" with buildings abutting the sidewalk and a streetscape with on-street parking and slow moving traffic.

**CONCLUSIONS OF LAW**

The City's efforts in this proposal to provide neighborhood-level commercial development in close proximity to residential development and to implement a TOD consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are consistent with and aid in complying with Statewide Planning Goal 9.

**GOAL 10: HOUSING - To provide for the housing needs of citizens of the state.**

**FINDINGS OF FACT**

Goal 10 requires that comprehensive plans assure the provision of buildable land that is suitable, available, and necessary for needed housing and that allows for flexibility in housing location, type, and density. Needed housing includes attached and detached single-family, multiple-family, and manufactured homes. Plan provisions to meet housing needs must not exceed the carrying capacity of the air, land, and water resources of the planning area. Goal 10 requires an increase in population densities in urban areas while taking into consideration the ESEE (environmental, social, economic, and energy) consequences of the proposed densities.

This amendment proposes to increase the maximum permitted density in the Urban High Density Residential and Commercial designations of the Southeast Plan Area from 30 units per acre to 36 units per acre, with the continued option to increase them by 20% more through a Planned Unit Development process. Medford's current regulations also permit a residential developer to increase density on the remainder of a site to compensate for unbuildable natural areas such as wetlands or waterways. This amendment also proposes to increase the amount of high density residential land in the TOD area by about 22 acres and medium density residential by about seven acres by moving the park and school site outside the TOD but abutting it to the east.

Concerns had been expressed about the proposed reduction in minimum density from six units per acre to five units per acre in SFR-10 zones in the Southeast Area for detached single-family homes utilizing alley access only. This reduction was proposed to make use of alleys more feasible while meeting minimum density requirements as well as minimum lot dimensions. Since the City calculates minimum density as "gross" density, utilizing the land area to the center of abutting streets and alleys, the effect of this reduction is less than if "net" density were utilized. The use of alleys for access to narrow single-family lots promotes a pedestrian-friendly streetscape by eliminating the need to use the front yards for driveways and garages.



## CONCLUSIONS OF LAW

The City's efforts in this proposal to provide detailed planning for higher density housing consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are consistent with and aid in complying with Statewide Planning Goal 10.

**GOAL 11: PUBLIC FACILITIES AND SERVICES - To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.**

## FINDINGS OF FACT

Goal 11 requires that urban development be guided and supported by urban public facilities and services appropriate for the needs of the areas to be served. Plan provisions for public facilities and services must not exceed the carrying capacity of the air, land, and water resources of the planning area. Stormwater management is an urban service required by Goal 11. The Citizen's Planning Advisory Committee (CPAC) expressed concern about the proposal to increase maximum permitted lot coverage by structures in the Southeast Area. CPAC's concern is associated with the increase in impervious surfaces as related to stormwater management.

The proposal provides a maximum coverage by structures ranging between 40% and 50% in the SFR zones (currently 35% to 40%). It also increases maximum lot coverage by 10% for lots that contain an accessory dwelling unit (ADU) and excludes pedestrian weather protection features abutting a street, such as front porches, canopies, and awnings, from coverage calculations. Outdoor swimming pools would be considered structures only if located beneath or within a structure. The coverage increase was proposed as an incentive for developing detached single family homes on small lots, as well as an incentive for utilizing accessory dwellings units and weather protection features at the fronts of homes.

The Southeast Plan Implementation Advisory Committee felt that the stormwater management issue would be addressed through pending requirements for detention and management of stormwater created by developments, and that high coverage by impervious surfaces is expected in urban areas. The City's on-going efforts to develop a stormwater management program include accommodating the amount of impervious surface expected by each type of land use through public facility improvements.

## CONCLUSIONS OF LAW

The City's on-going efforts to develop a stormwater management program that addresses the impacts of urban-level quantities of impervious surface will mitigate this potential minor increase in impervious surfaces in conformance with adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and comply with Statewide Planning Goal 11.

**GOAL 12: TRANSPORTATION - To provide and encourage a safe, convenient and economic transportation system.**

## FINDINGS OF FACT

Goal 12 requires that the City's transportation plan be based upon an inventory of local, regional and state transportation needs, and minimize adverse social, economic and environmental impacts and costs. Plans providing for the transportation system must not exceed the carrying capacity of the air, land, and water resources of the planning area, and must identify the positive and negative impacts on environmental quality.

This proposal creates a neighborhood circulation plan as called for by section 660-012-0020(2)(b) of the Oregon Transportation Planning Rule (TPR) and the Medford TSP, which call for providing a planned layout of local streets. The Southeast Village Center TOD qualifies as a "mixed-use, pedestrian-friendly center" for the purposes of the TPR because it is designated in the acknowledged Transportation System Plan as a transit oriented development and will include a concentration of a variety of land uses.

In conformance with the TPR, the Southeast Plan and the S-E Overlay Zoning District will allow, and, in most cases, require the following in the Village Center TOD: Medium to high density residential development (12 or more units per acre); offices or office buildings; retail stores and services; restaurants; public or private open space available for public use, such as a park or plaza; civic or cultural uses; a core commercial area where multi-story buildings are permitted; buildings and building entrances oriented to streets; street connections and safe crossings that make the center conveniently accessible from adjacent areas; a network of streets with wide sidewalks and other features, including pedestrian-oriented street crossings, street trees, pedestrian-scale lighting, and on-street parking, and, where appropriate, accessways and walkways that make it highly convenient for people to walk between uses within the center or neighborhood; one or more transit stops; and limitations on low-intensity or land extensive uses, such as most industrial uses, automobile sales and services, and drive-through services.

It has been determined that the proposal does not significantly affect a transportation facility according to the Transportation Planning Rule. It does not change the functional classification of transportation facilities identified in the TSP (major streets). It does not allow new land uses that would result in levels of travel that are inconsistent with the functional classification of a transportation facility; nor does it reduce the performance standards of a transportation facility below the minimum acceptable level identified in the TSP because it does not generate in excess of 250 new average daily motor vehicle trips over the currently adopted land use plan.

Consistent with the TPR, the City has assumed that the motor vehicle trip generation (daily and peak hour) for the Village Center TOD will be reduced by 10% for the uses located in mixed-use, pedestrian-friendly centers. The provisions in the revised S-E Overlay zone, in addition to existing Code requirements, will require the development of a mixed-use, pedestrian-friendly center and provide for pedestrian/bicycle connectivity and access to transit. The proposed plan amendments meet the TPR incentive for the designation and implementation of pedestrian-friendly, mixed-use centers by lowering the regulatory barriers to plan amendments that accomplish this type of development. The TPR concludes that an assumption that actual trip reduction benefits will vary from case to case, and may be somewhat higher or lower than presumed 10%, is warranted given the expected effects of mixed-use, pedestrian-friendly development and its intent to encourage changes to plans and development patterns.

#### **CONCLUSIONS OF LAW**

The City's efforts in this proposal to develop and implement a neighborhood circulation plan and a transit oriented district consistent with the adopted policies of the acknowledged *Comprehensive Plan* and the Statewide Planning Goals, and to develop strategies to carry out the Plan, are in compliance with, and needed to comply with Statewide Planning Goal 12.

The memo to the Medford City Council dated December 3, 2004 providing the traffic generation analysis data is hereby included as part of these findings.

#### **COMPLIANCE WITH THE CITY OF MEDFORD *COMPREHENSIVE PLAN***

**Applicable *Medford Comprehensive Plan* Goals and Policies:**

**Housing Element**

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**Policy 1-A:** The City of Medford shall promote a community design that emphasizes aesthetics, alternative transportation modes, and pedestrian-scale development.

**Implementation 1-A (1):** Prepare *community design guidelines*, which will guide the development and architectural review process, for consideration by the City Council. Emphasize such elements as mixed uses, parkways with shade trees, pedestrian ways, bicycle lanes, alley access, rear yard garages, and varied setbacks.

**Implementation 1-A (2):** Require planned developments in undeveloped areas with unique physical settings to achieve development that is flexible and responsive to the site and surroundings.

**Policy 1-D:** The City of Medford shall encourage innovative design in multiple-family development so that projects are aesthetically appealing to both the tenants and the community.

**Policy 2-B:** The City of Medford shall assure that residential development or redevelopment includes energy conservation considerations, and is designed and located to reduce transportation energy demand.

**Implementation 2-B (1):** Require shade trees (versus ornamental) to be installed as part of residential development projects to provide shading of streets, and, in multiple-family housing projects, shading of parking areas as well.

**Policy 3-C:** The City of Medford shall designate areas that are or will be conveniently located close to pedestrian, bicycle, and transit or high capacity transportation routes, and community facilities and services, for higher density residential development.

**Implementation 3-C (1):** Identify areas where up-zoning would best support infrastructure improvements, including transit.

#### **Economic Element**

**GOAL 3:** To develop locational criteria and site development standards for commercial and industrial development that will encourage efficient use of public facilities, particularly the city's transportation systems.

**Policy 2:** The City of Medford shall encourage mixed commercial and residential use developments through the use of the Planned Development Overlay Zone, site design guidelines, and site development standards.

**Policy 3:** The City of Medford shall encourage cohesive, integrated commercial centers and industrial centers, rather than traditional, unrelated, linear development patterns, through site design guidelines.

#### **Transportation System Plan Element**

**GOAL 2:** To provide a comprehensive street system that serves the mobility and multi-modal transportation needs of the Medford planning area.

**Policy 2-A:** The City of Medford shall classify streets so as to provide an optimal balance between mobility and accessibility for all transportation modes consistent with street function.

**Implementation 2-A(3):** Provide a grid network of interconnected lower order (local) streets that disperses traffic and supplies connections to higher order streets, employment centers, and neighborhood activity centers, and provides appropriate emergency access.

**Implementation 2-A(4):** Develop and adopt conceptual Neighborhood Circulation Plans as stand-alone plans or as part of neighborhood or area plans to be implemented as development of these areas occurs. Such Plans shall indicate the function of proposed streets and design standards needed to minimize disruption of existing neighborhoods while assuring adequate access commensurate with the intensity of planned new development and redevelopment. Such plans shall also identify key neighborhood destinations and an interconnected system of bicycle and pedestrian facilities to serve these destinations, as well as to connect with areas outside of the neighborhood.

**Implementation 2-A(5):** Develop a system of collector and local residential streets that have adequate capacity to accommodate planned land uses, but preserve the quiet, privacy, and safety of neighborhood living by staying within their capacity.

**Policy 2-C:** The City of Medford shall design the street system to safely and efficiently accommodate multiple travel modes within public rights-of-way.

**Implementation 2-C(1):** Apply the street design standard that most safely and efficiently provides multi-modal capacity respective to the functional classification of the street, mitigating noise, energy consumption, neighborhood disruption, economic losses, and other social, environmental, or institutional disruptions. Use of adopted neighborhood plans should determine the specific look and character of each neighborhood and its street system.



**Implementation 2-C(3):** Require pedestrian/bicycle accessways when there is not a direct street connection, to pass through long blocks, to connect cul-de-sac streets with nearby streets, or to connect to nearby bicycle paths, etc. to create more direct non-motorized access where appropriate.

**Implementation 2-C(6):** Assure that the design and operation of the transportation system allows for the safe and rapid movement of fire, medical, and police vehicles.

**Implementation 2-C(7):** Require new development and redevelopment projects, as appropriate, to connect to and extend local streets to planned future streets, to neighborhood activity centers, such as parks, schools, and retail centers, to transit routes, and to access adjoining undeveloped or underdeveloped property.

**Implementation 2-C(8):** Require new development and redevelopment projects to include accessibility for all travel modes and coordinate with existing and planned developments.

**Implementation 2-C(9):** Limit cul-de-sac streets, minimum access streets, and other "dead-end" development to situations where access cannot otherwise be made by a connected street pattern due to topography or other constraints.

**Implementation 2-C(10):** Adopt maximum block length standards for local streets to assure good circulation.

**Policy 2-D:** The City of Medford shall balance the needed street function for all travel modes with adjacent land uses through the use of context-sensitive street and streetscape design techniques.

**Implementation 2-D(1):** Identify unique street design treatments, such as boulevards or "main" streets, through the development and use of special area plans, neighborhood plans, or Neighborhood Circulation Plans adopted in the *Medford Comprehensive Plan*.

**Implementation 2-D(2):** Utilize design techniques for local streets, such as reduced widths and lengths, curb extensions, and other traffic calming measures, to lower vehicular speeds, provide a human-scale environment, facilitate pedestrian crossing, and minimize adverse impacts on the character and livability of neighborhoods and business districts, while still allowing for emergency vehicle access.

**Implementation 2-D(3):** When designing new or reconstructed streets, make adjustments as necessary to avoid valuable topographical features, natural resources, historic properties, schools, cemeteries, significant cultural features, etc. that affect the livability of the community and the surrounding neighborhood.

**Policy 2-E:** The City of Medford shall design to enhance livability by assuring that aesthetics and landscaping are a part of Medford's transportation system.

**Implementation 2-E(1):** Incorporate aesthetic streetscape features into public rights-of-way, such as street trees, shrubs, and grasses; planter strips and raised medians; street furniture, planters, special lighting, public art, and paving materials which include architectural details.

**Policy 2-F:** The City of Medford shall bring arterial and collector streets up to full design standards where appropriate, and facilitate improving existing local streets to urban design standards where appropriate.

**Implementation 2-H(2):** Utilize access management, including access location and spacing, to increase the capacity and safety of the transportation system. Incorporate access management techniques, such as raised medians, access management plans, driveway consolidation, driveway relocation, and closure of driveway access, into arterial and collector street design and development applications.

**Policy 2-J:** The City of Medford shall prohibit on-street parking on arterial and major collector streets in order to maximize the capacity of the transportation system except in the Downtown Parking District, in the adopted Transit Oriented Districts (TODs), or where permitted through the development and use of special plans adopted in the *Medford Comprehensive Plan*.

**Implementation 2-J(1):** Remove existing on-street parking in preference to widening arterial and collector streets to gain additional travel lanes, bicycle lanes, and sidewalks, except where on-street parking has been determined to be essential through special plans adopted in the *Medford Comprehensive Plan*.

**Policy 2-K:** The City of Medford shall manage on-street parking in the Downtown and in other adopted Transit Oriented Districts (TODs) to assist in slowing traffic, facilitating pedestrian movement, and efficiently supporting local businesses and residences consistent with the land use and mobility goals for each street.

**Policy 2-L:** The City of Medford shall require an appropriate supply and design of off-street parking facilities to promote economic vitality, neighborhood livability, efficient use of urban space, reduced reliance on single-occupancy motor vehicles, and to make certain areas, such as Transit Oriented Districts (TODs), more pedestrian friendly.

**Implementation 2-L(1):** Require a minimum and maximum number of off-street parking spaces based on the typical daily needs of the specific land use type. (A parking space maximum standard assures that unnecessary consumption of land area is avoided.) Designate areas of the City where no off-street parking



would be required.

**Policy 2-M:** The City of Medford shall undertake efforts to contribute to a reduction in the regional per capita parking supply to promote the use of alternatives to the single-occupancy motor vehicle.

**Implementation 2-M(3):** Assure that major facilities with a high parking demand meet the demand through a combination of shared, leased, and new off-street parking facilities, access by transit, and encourage designs that reduce parking need.

**Implementation 3-B(4):** Assure that land use planning activities promote transit service viability and accessibility, including locating mixed residential-commercial, multiple-family residential, and employment land uses on or near (within one-quarter mile walking distance) transit corridors.

**Implementation 3-B(5):** Provide transit-supportive street system, streetscape, land division, and site design and operation requirements that promote efficient bus operations and pedestrian connectivity, convenience, and safety.

**Policy 3-C:** The City of Medford shall undertake efforts to increase the percentage of dwelling units in the Medford planning area located within one-quarter mile walking distance of transit routes, consistent with the target benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Policy 4-A:** The City of Medford shall undertake efforts to increase the percentage of total daily trips taken by bicycling in Medford consistent with the target benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 4-A(1):** Develop a network of bicycle facilities linking Downtown, other Transit Oriented Districts (TODs), residential neighborhoods, commercial/ employment centers, schools, parks and greenways, community centers, civic and recreational facilities, and transit centers.

**Implementation 4-A(2):** Design streets and other public improvement projects to facilitate bicycling by providing bicycle-friendly paving, lane width, traffic control, storm drainage grates, striping, signage, lighting, etc.

**Implementation 4-A(5):** Provide interconnected off-street multi-use paths along stream and waterway corridors, such as Bear Creek and Larson Creek, and in other suitable locations where multiple street or driveway crossings are unlikely and where such facilities can be constructed without causing significant environmental degradation.

**Policy 4-C:** The City of Medford shall encourage bicycling as an alternative mode of transportation as well as a recreational activity.

**GOAL 5:** To facilitate the increased use of pedestrian transportation in the Medford planning area.

**Policy 5-A:** The City of Medford shall develop a connected, comprehensive system of pedestrian facilities that provides accessibility for pedestrians of all ages, focusing on activity centers such as Downtown, other Transit Oriented Districts (TODs), commercial centers, schools, parks/greenways, community centers, civic and recreational facilities, and transit centers.

**Implementation 5-A(2):** Design street intersections, particularly arterial and collector street intersections, with convenient, safe, and accessible pedestrian crossing facilities.

**Implementation 5-A(3):** Require development within activity centers, business districts, and Transit Oriented Districts (TODs) to focus on and encourage pedestrian travel, and require sidewalks, accessways, and walkways to complement access to transit stations/stops and multi-use paths.

**Implementation 5-A(4):** Utilize an interconnecting network of multi-use paths and trails to compliment and connect to the sidewalk system, using linear corridors such as creeks, canals, utility easements, railroad rights-of-way, etc.

**Policy 5-B:** The City of Medford's first priority for pedestrian system improvements shall be access to schools; the second priority shall be access to transit stops.

**Policy 5-C:** The City of Medford shall undertake efforts to increase the percentage of total daily trips taken by walking in Medford consistent with the targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 5-C(1):** Encourage walking for both travel and recreation, emphasizing the health, economic, and environmental benefits for the individual and community.

**Implementation 5-C(2):** Prepare for consideration by the City Council, ordinances that require pedestrian-friendly development design that encourages walking.

**Policy 5-D:** The City of Medford shall undertake efforts to increase the percentage of collector and arterial street miles in Medford's adopted Transit Oriented Districts (TODs) having sidewalks, consistent with the



targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 5-E(1):** Develop crosswalk marking and traffic calming policies that address pedestrian safety in appropriate locations, including signalized intersections, controlled intersections near schools, activity centers, Transit Oriented Districts (TODs), and other locations with high pedestrian volumes.

**Implementation 5-E(6):** Work toward completion of street lighting systems on all arterial and collector streets, and facilitate the formation of neighborhood street lighting districts to provide appropriate street lighting on local streets.

**Policy 8-A:** The City of Medford shall facilitate development or redevelopment on sites located where best supported by the overall transportation system that reduces motor vehicle dependency by promoting walking, bicycling, and transit use. This includes altering land use patterns through changes to type, density, and design.

**Implementation 8-A(1):** Through revisions to the *Medford Comprehensive Plan* and *Land Development Code*, provide opportunities for increasing residential and employment density in locations that support increased use of alternative travel modes, such as along transit corridors.

**Implementation 8-A(2):** Maintain and continue enforcement of *Medford Land Development Code* provisions that require new development to accommodate multi-modal trips by providing bicycle racks, connecting sidewalks, building entrances near the street, and transit facilities.

**Policy 8-B:** The City of Medford shall undertake efforts to increase the percentage of dwelling units and employment located in adopted Transit Oriented Districts (TODs), consistent with the targeted benchmarks in the "Alternative Measures" of the *Rogue Valley Regional Transportation Plan* (RTP).

**Implementation 8-B(1):** Through revisions to the *Medford Comprehensive Plan* and *Land Development Code*, pursue changes to planned land uses to concentrate employment, commercial, and high density residential land uses in Transit Oriented Districts (TODs).

**Implementation 8-B(2):** Complete and adopt a land use/transportation plan, design guidelines, street and streetscape standards, and implementing ordinances for the Southeast Medford Transit Oriented District (TOD), the West Medford TOD, and the Delta Waters TOD, and mixed-use areas.

#### **Public Facilities Element - Parks**

**Policy 2-A:** The City of Medford shall emphasize acquiring park land having trees, natural features, or other values that are inadequately protected and of significant interest to the public.

**Implementation 2-A (1):** *Develop a long-range public open space plan that provides for an interconnected system of creek corridors, greenways, wetlands, and other significant natural areas.*

**Implementation 2-A (2):** *Investigate and implement methods for developing off-street multi-use paths along appropriate creek corridors, greenways, utility corridors, and other rights-of-way, particularly where such paths would provide links to schools and parks.*

#### **Environmental Element**

**Policy 3-B:** The City of Medford shall continue to require a well-connected circulation system and promote other techniques that foster alternative modes of transportation, such as pedestrian-oriented mixed-use development and a linked bicycle transportation system.

**Goal 6:** To recognize Medford's waterways and wetlands as essential components of the urban landscape that improve water quality, sustain wildlife habitat, and provide open space.

**Policy 6-A:** The City of Medford shall regulate land use activities and public improvements that could adversely impact waterways in the interest of preserving and enhancing such natural features to improve water quality and fish and wildlife habitat.

**Policy 6-C:** The City of Medford shall encourage the incorporation of waterways, wetlands, and natural features into site design and operation of development projects.

**Policy 7-A:** The City of Medford shall encourage the conservation of plants and wildlife habitat, especially those that are sensitive, rare, declining, unique, or that represent valuable biological resources, through the appropriate management of parks and public and private open space.

**Policy 7-B:** The City of Medford shall strive to maintain, rehabilitate, and enhance Medford's waterways, using features such as gently sloped banks, natural riparian vegetation, and meandering alignment.

**Implementation 7-B (2):** Ensure that improvements, such as multi-use paths and storm drainage facilities sited in or near riparian corridors, waterways, wetlands, or other fish and wildlife habitat, include protective



buffers, preserve natural vegetation, and comply with the requirements of Oregon Administrative Rules 660-23.

**Implementation 8-B (3):** In foothill developments, require streets and utilities to be located along existing topographic contours wherever possible, and require streets and parking facilities to be kept at the minimum size necessary, to minimize erosion resulting from development activities, and to prevent sediment from entering the storm drainage system.

#### FINDINGS OF FACT

The proposed *Comprehensive Plan* and *Land Development Code* amendments implement land use planning strategies that will result in pedestrian-friendly mixed-use development, a well-connected circulation system, and an increase in the use of alternative modes of transportation in the Southeast Plan Area. The amendment to the Southeast Overlay Zoning district provides site development standards that require an integrated Commercial Center that contains a retail core area, and that encourages mixed residential and commercial development. The amendment provides special standards for human-scale streetscapes, lots with alley access, and, in certain areas such as within the TOD, reduced front setbacks and build-to lines. Although permitted in the entire area, the requirement for Planned Unit Developments is to be limited to the Commercial Center and areas that will contain residential densities over six units per acre. The high density residential acreage within the TOD has been increased by moving the park and school sites just outside the TOD so that a high number of residents will be within a five minute walk of the transit stop and commercial services.

The proposed circulation plan provides an interconnected system of lower order streets that connect to planned activity centers and enhance emergency service access. It promotes the accommodation of multiple travel modes within the public rights of way by providing maximum block length and traffic calming guidelines. and the use of access management. It specifically provides for an alternative context sensitive design for the Minor Arterial Street within the Commercial Center to provide a pedestrian-friendly "Main Street" design, including on-street parking. The proposed code standards continue the reduced parking space requirement in the Commercial Center for non-residential uses.

The proposal will have a positive effect on the natural environment and community character by promoting improvement and preservation of waterways in the Southeast Area. It recognizes these waterways as essential components of the urban landscape that improve water quality, sustain wildlife habitat, and provide open space, protect citizens from the potential damage caused by flooding. It will determine the appropriate management of public and private Greenways to protect sensitive plant and wildlife habitat. It will encourage the incorporation of Greenways into site design including restoration when necessary.

This amendment proposes changes to the Conclusions, Policies, and Implementation Strategies of the General Land Use Plan Element of the *Comprehensive Plan*. It adds a new Conclusion noting that special areas plans, such as the Southeast Plan, are a needed component of the Medford planning process and will reside in a new "Neighborhoods Element". It makes two changes to the policies related to the Southeast Plan. It amends Policy 3-A to indicate that zone changes shall be exempt from the transportation level of service (LOS) standard on Barnett Road within the Southeast Commercial Center due to its alternative design to encourage slow moving traffic in the "town center". It adds an Implementation Strategy to further assess the LOS *Land Development Code* provisions to assure that this policy is implemented. It also amends Policy 3-B to add that similar land uses shall be encouraged on both sides of streets. It deletes two Implementation Strategies that have been completed and modifies Imp. 1-B (3) to require a master plan for the Commercial Center Core Area rather than the entire Commercial Center.

#### CONCLUSIONS OF LAW

The City's efforts to conduct detailed planning for the Southeast Plan Area and implement such plans in conformance with the Statewide Planning Goals are consistent with and necessary to comply with the above-noted *Comprehensive Plan* Goals and Policies.

#### SUMMARY

This proposed *Comprehensive Plan* and *Land Development Code* amendment is necessary to do the following: Meet the Goals and Policies of the *Comprehensive Plan* by continuing the City's efforts to reduce motor vehicle miles traveled per capita, provide more adequate protections for waterways, and which not only provide a more livable community, but also address needs in a more economical and efficient manner; and satisfy the requirements of Statewide Planning Goals and the associated OARs. The amended Conclusions, Policies, and Implementation Strategies are based on changes to the text, data, inventories, and graphics which affect one or more Conclusion; a new priority for the use of TODs, compliance with the Oregon Transportation Planning Rule of Statewide Planning Goal 12, the availability of a better waterway protection strategy, and the demonstrable ineffectiveness of current regulations to achieve the Goals and Policies.