

**Grants Pass and Urbanizing Area Community Comprehensive Plan
Element 14. Urbanization Element**

Addendum 2: 2014 Update

Section 1. Background

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This addendum updates the Urbanization Element of the Comprehensive Plan to reflect revised land needs, summarize the alternatives analysis, and provide the resulting UGB expansion and Urban Reserve areas and plans.

Section 1. Background

On March 19, 2008, Josephine County adopted Ordinance 2008-001, which included a coordinated population forecast for Josephine County, including urban area forecasts for the cities of Grants Pass and Cave Junction. The ordinance included a 20-year forecast for 2007-2027 and a longer forecast through 2057. The cities of Grants Pass and Cave Junction adopted urban area forecasts consistent with the coordinated forecast. The City of Grants Pass adopted a population forecast by Ordinance 5432 in February 2008. The City of Cave Junction adopted a population forecast by Resolution 694 in February 2007.

The Oregon Office of Economic Analysis (OEA) issued new draft statewide and county forecasts in January 2013 and final statewide and county forecasts in March 2013. The OEA forecast starts with 2010 using Census data and forecasts future years through 2050.

In 2013 and 2014, Josephine County, the City of Grants Pass, and the City of Cave Junction discussed revisions to the forecasts adopted in 2008 and consulted with the Oregon Department of Land Conservation and Development (DLCD). Resolutions were adopted by the respective jurisdictions in support of a new coordinated forecast and the associated forecast methodology. (Josephine County Resolution 2013-032 in May 2013, Grants Pass Resolution 13-6075 in May 2013, Cave Junction Resolution 776 in August 2013).

In 2013 and 2014, the City Council and Board of County Commissioners also provided updated direction on a number of tasks for the Grants Pass urban area planning work. The scope of work was modified to include planning for the 20-year UGB and also a 10-year Urban Reserve; the planning periods were updated to 2013-2033 for the UGB and 2033-2043 for the Urban Reserve; the scope of work for the Urban Reserve includes infrastructure planning for the Urban Reserve areas, and the conceptual land use planning necessary for the infrastructure planning, both of which are optional under applicable statutes and administrative rules; and additional comprehensive plan map and zoning map amendments for lands within the current UGB were identified to better balance and allocate land use needs throughout the UGB as a whole. The approach and methodology was reviewed with DLCD staff throughout the update process.

This addendum to the Urbanization Element includes the following:

- A Buildable Lands Inventory (BLI) updated to the beginning of the new planning period, which reflects additional development that occurred since the original inventory.
- Identification of comprehensive plan map and zoning map amendments for lands in the current UGB, and a modified Buildable Lands Inventory (BLI) that reflects the updated inventory of buildable lands resulting after plan amendments have been applied.
- Updated land needs based on the updates to the Population, Housing, and Economic Elements of the Comprehensive Plan reflected in the addenda to the respective elements.
- A summary of study areas, land suitability analysis, and alternatives analysis that led to the UGB and Urban Reserve boundaries and plans.
- The resulting UGB expansion and Urban Reserve areas and plans.

The following management agreements were also developed, but are not part of this Urbanization Element. These govern City and County coordination and responsibilities for management of the respective areas as noted below:

- **Interim Management Agreement for UGB Expansion Areas.** This agreement will govern management of lands in the UGB expansion areas for an interim period after Urban Comprehensive Plan Map designations have been applied, before urban zoning has been applied. At the earliest, infrastructure plans will need to be updated before urban zoning can be applied to most or all UGB expansion areas. During this interim period, lands within the UGB expansion areas will retain their rural zoning and be managed by Josephine County, subject to the Rural Land Development Ordinance.
- **Management Agreement for Urban Reserve Areas.** This agreement will govern management of lands in the Urban Reserve areas until lands are included in the UGB and become subject to the applicable management agreement for lands in the UGB. Lands within the Urban Reserve areas will retain their rural zoning and be managed by Josephine County, subject to the Rural Land Development Ordinance, with some additional provisions and coordination with the City as outlined in the management agreement.

Section 2. Buildable Lands Inventory Update and Adjustments for Upzoning.

The original Buildable Lands Inventory (BLI) adopted as part of the Urbanization Element in 2009 is shown as Figure 2-1. The map shows vacant and partially vacant tax lots by plan designation.

Buildable Lands Inventory Update

The Buildable Lands Inventory (BLI) was updated to reflect the 2013 base year conditions corresponding with the new 2013-2033 UGB planning period. The updated BLI is shown in Figure 2-2. It shows the original buildable lands inventory with vacant and partially vacant lands shaded by plan designation, and the additional properties that developed between 2009 and 2013 are shaded in black and removed from the BLI. Acreage adjustments were made to those parcels if the development was only for a portion of a larger parcel, reflecting any remaining 'partially vacant' acreage in the inventory. The updated map has also been annotated to illustrate the amount of infill and redevelopment that would occur on other lands within the current UGB that aren't classified as vacant or partially vacant.

As a result of development between 2009 and 2013, there are approximately 92 fewer vacant acres in the Buildable Lands Inventory. Development occurred on residential, commercial, and industrial lands during that period. Table 2-1 provides the updated BLI by plan designation.

Figure 2-1. Original Buildable Lands Inventory (BLI) in 2009 Urbanization Element

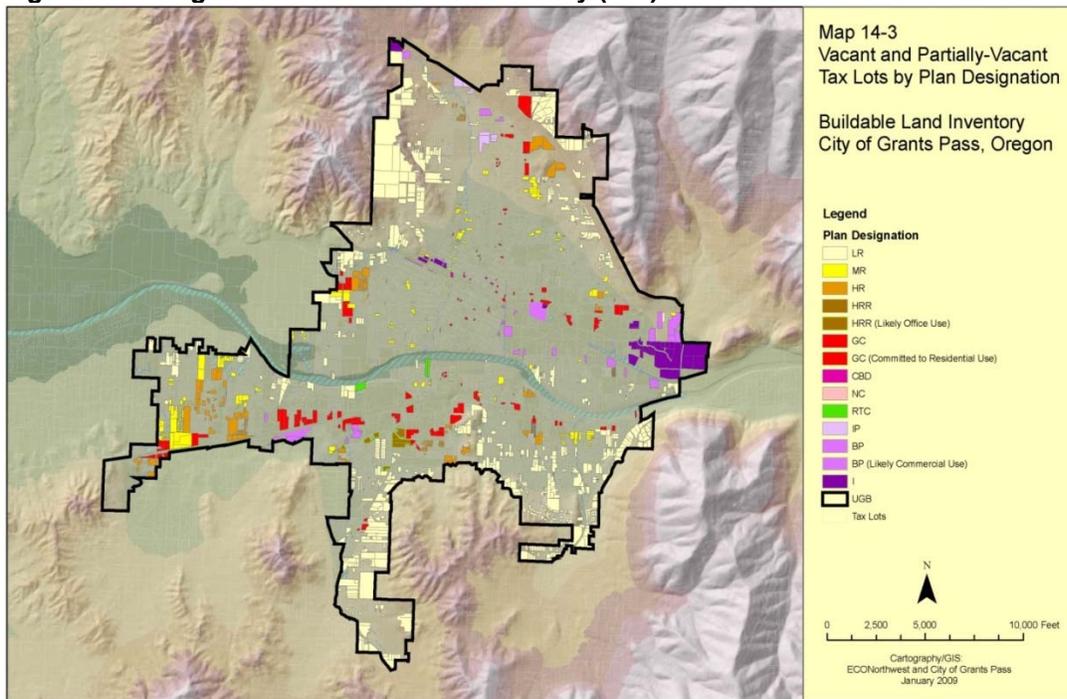
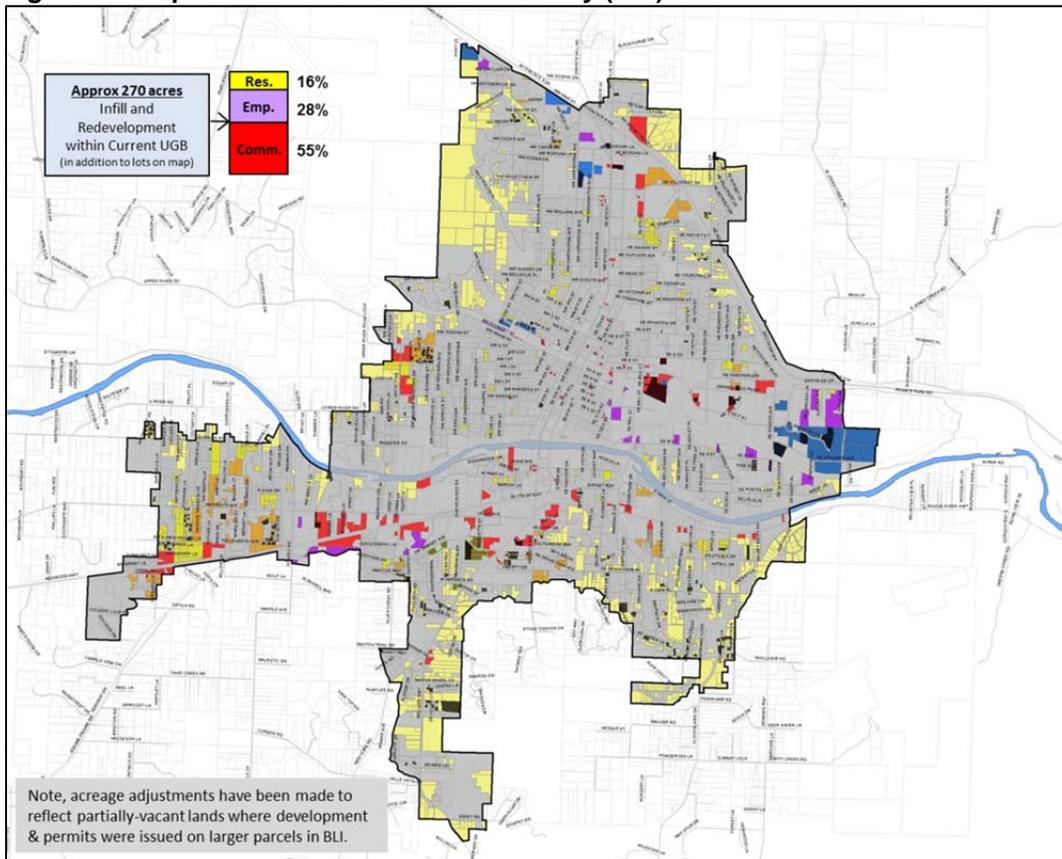


Figure 2-2. Updated Buildable Lands Inventory (BLI)



Parcels shaded in black were identified as vacant or partially vacant in the original Buildable Lands Inventory. These parcels have subsequently developed, and built acreage has been removed from the Buildable Lands Inventory.

Adjustments for Upzoning

Planning for the UGB and Urban Reserve requires decisions about the overall community land use patterns and which comprehensive plan map and zoning map designations are applied to properties. The land use pattern is considered for the community as a whole, not just limited to UGB expansion areas.

The Buildable Lands Inventory shows how many buildable acres are available in each plan designation within the current UGB. That determines how many additional acres needed for each plan designation must be assigned to expansion areas. If some of the current buildable land inventory is redesignated and rezoned, that affects the allocations to expansion areas.

Upzoning some buildable lands in the current UGB can accommodate more of the needed higher density designations within the current UGB, 'freeing up' additional acres of lower density designations that can be applied to expansion areas. There is the potential to upzone some properties within the current UGB to apply designations to buildable lands that relate well to their locations. For example, there are opportunities to upzone lands near major transportation corridors close to commercial and service areas and nodes. In addition, the boundaries between adjoining zoning districts in the current UGB can also be adjusted to provide more of the buildable acres in the higher plan designation. This also means additional share of lower density designations can be applied as part of the land use mix to expansion areas closer to the edges of the expanded UGB, providing a more balanced land use pattern for the community as a whole.

In addition, over the 20-year UGB planning period, without re-designation/rezoning of lands in the current UGB, there is a surplus of lower density lands in the current UGB through 2033. However, the surplus would be consumed during the Urban Reserve planning period through 2043, creating additional need during that period. Without re-designation and rezoning of lands in the current UGB, the result would be a surplus of low-density land in the current UGB, and the same need for 1,060 acres for the 2013-2043 30-year period, but a different land use pattern with more density at the outskirts. Without the redesignation and rezoning of these lands, the 1,060 acres would be allocated as approximately 530 acres in the UGB expansion areas and 530 acres in the Urban Reserve. With the resignation and rezoning, the result would be no surplus of lower-density land in the current UGB, and 1,060 acres for the 2013-2043 30-year period, with less density at the outskirts. It would be allocated as 460 acres in the UGB expansion areas and 600 acres in the Urban Reserve.

The Comprehensive Plan Map and Zoning Map amendments shown in Figure 2-3 are part of the bundle of amendments that are part of the UGB amendment. The table included within Figure 2-3 shows the net effect on the land inventory by plan designation for the different planning periods. The amendments have the effect of modifying the acreage in each plan designation of the updated buildable lands inventory. Table 2-1 shows the result of the amendments on the updated buildable lands inventory.

Section 4 provides the total land needs and additional lands needed in the UGB expansion areas and Urban Reserve areas after applying the map amendments. Without the amendments, it would be necessary to allocate a greater share of the commercial lands and higher density lands to the edges of the community in the UGB expansion areas and Urban Reserve areas.

Figure 2-3. Rezones in Current UGB

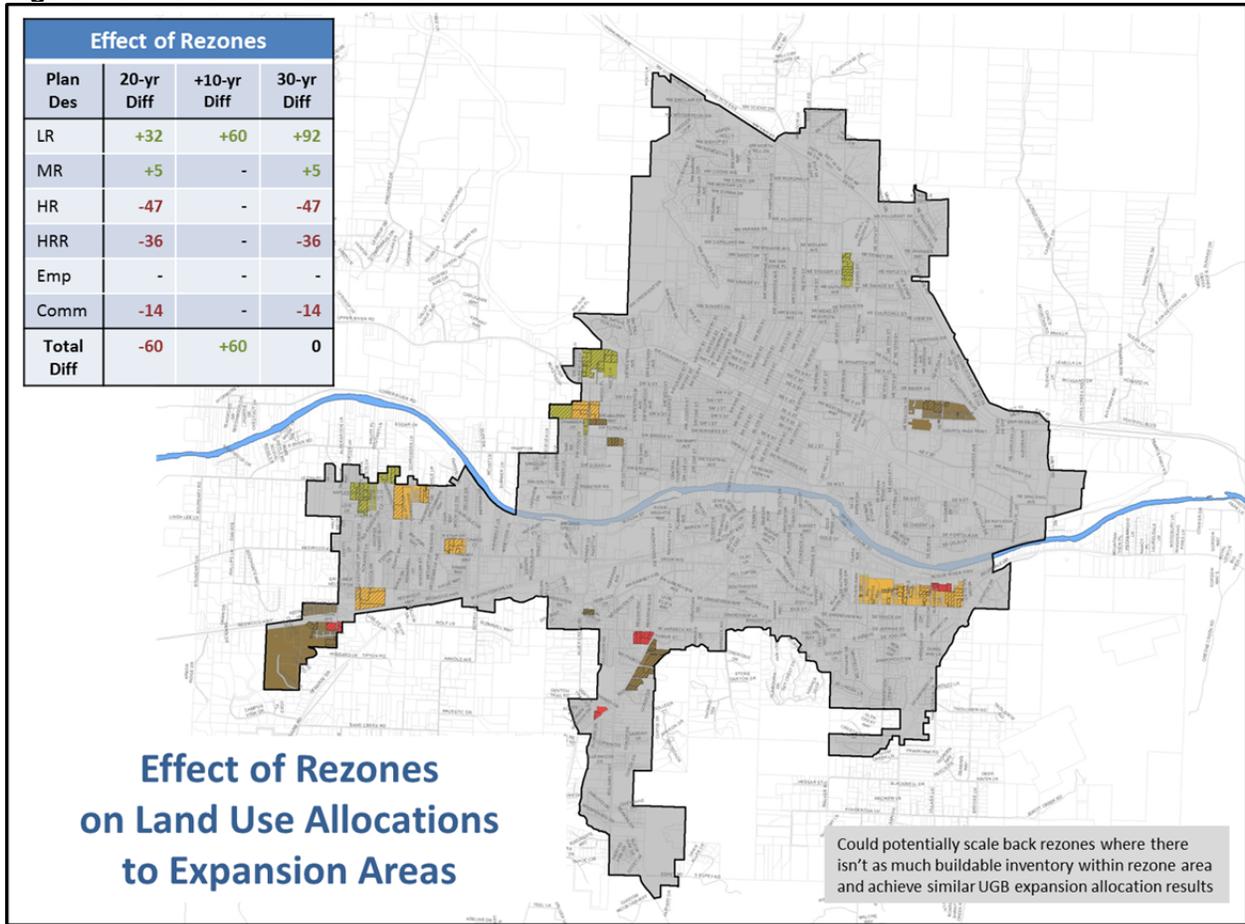


Table 2-1. Buildable Lands Inventory (BLI) Update, Before and After Rezones

Plan Designation	Acres (Current UGB Before Expansion)				
	Original 2009 BLI without RZs (Figure 2-1)	Add'l Ac. Dev'd. 2009 BLI through End of 2012	Updated 2013 BLI before RZs (Figure 2-2)	Net Change to 2013 BLI w/RZs in Figure 2-3	Updated 2013 BLI w/RZs in Figure 2-3
LR	712	29	683	(90)	593
MR	117	6	112	(5)	107
HR	118	15	103	46	149
HRR	1	-	1	36	37
HRR (Office Use)	19	4	15	-	15
Employment	171	17	154	-	154
Commercial	161	23	138	14	152
Commercial (Residential Use)	4	-	4	-	4
Parks - Plan Des TBA	-	-	-	-	-
Open Space - Plan Des TBA	-	-	-	-	-
Total	1,303	92	1,211	0	1,211

NOTES:

- 'HRR (Office Use)' is committed to or likely to develop with office use
- 'Commercial (Residential Use)' is committed to or likely to develop with residential use
- 'Plan Des TBA' means acres for parks and open space are assigned to other plan designations based on location, and not to separate parks and open space districts
- In the current UGB, buildable acres for parks and open space are accounted for in the analysis in existing plan designations.
- Some differences in totals may occur due to rounding.
- Rezones shown in Figure 2-3 include both buildable and built acreage, differentiated with crosshatch. Acreage in Table 2-1 is buildable acres.

Section 3. Updated Land Needs and Allocation

The Urbanization Element was adopted in 2009 and updated in 2012 with the adoption of Addendum 1. Table 3-1 summarizes the land needs resulting from the updates to the Population, Housing, and Economic Elements, and it also updates the previously adopted Urbanization Element and Addendum 1, including allocations of public and semi-public land needs. The needs are provided for the 2013-2033 20-year UGB planning period, the 2033-2043 10-year Urban Reserve planning period, and the combined 2013-2043 30-year period.

Table 3-2 summarizes how those needs are met (on vacant and partially vacant lands within the current UGB, through infill and redevelopment, in UGB expansion areas, and in Urban Reserve areas). The needs reflect the efficiency measures.

Of the 2,540 original buildable acres needed for the 30-year period from 2013-204, 1,940 acres are needed to meet the 2013-2033 20-year UGB needs, and 602 acres are needed to meet the 2033-2043 10-year needs. For the 1,940 acre 20-year needs, 1,210 will be met inside the UGB on vacant and partially vacant lands, 270 acres through infill and redevelopment, and 459 acres through UGB expansion. These acreage calculations are all based on and dependent on the identified comprehensive plan map and zoning map amendments of identified buildable lands inside the current UGB, implementation of identified efficiency measures, and infill and redevelopment. Without those, the UGB and Urban Reserve would be larger and have different land use patterns and distribution.

Table 3-1. Updated Land Needs (Total Needs Not Expansion Needs)

Plan Designation Category	Use	Total Need for Vacant and Partially Vacant Buildable Lands (gross buildable acres) (after deducting infill & redevelopment and reflecting efficiency measures)		
		2013-2033 20-Year (UGB)	2033-243 10-Year (Urban Reserve)	2013-2043 30-Year (UGB+UR)
In Residential Plan Designations	Residential Use	1,029	374	1,403
	-LR	598	217	815
	-MR	239	87	326
	-HR	144	53	197
	-HRR	48	17	65
	Group Quarters	38	14	52
	-HRR	38	14	52
	Subtotal Res & Group Quarters	1,067	388	1,455
	Other Uses in Residential PDs (Public/Semi-Public)	41	13	54
	-LR	13	4	17
	-MR	9	3	12
-HR	9	3	12	
-HRR	10	3	13	
Subtotal Res, GQ, Pub in Res PDs	1,107 (Target: 1,099)	401 (Target: 398)	1,508 (Target: 1,497)	
Parks & Open Space in Res. PDs	37	13	50	
-Parks	22	6	28	
-Open Space	15	7	22	
Subtotal All Uses in Residential Plan Designations	1,144	414	1,558	
In Commercial Plan Designations	Commercial Use	179	58	236
	Other Uses in Commercial PDs (Public/Semi-Public)	21	9	30
	Subtotal	200	67	266
	Parks & Open Space in Res. PDs	1	1	2
	-Parks	1	1	2
	-Open Space	-	-	-
Subtotal All Uses in Commercial Plan Designations	201 (Target: 203)	68 (Target: 70)	269 (Target: 273)	
In Employment Plan Designations	Employment Use	324	118	442
	Other Uses in Employment PDs (Public/Semi-Public)	2	1	3
	Subtotal All Uses in Employment Plan Designations	326 (Target: 328)	119 (Target: 120)	445 (Target: 448)
In All Plan Designations	Total	1,671	601	2,272

Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 3-2. Updated Land Needs and Allocations (Reflects Efficiency Measures)

Plan Designation	Total Need					Total Supply (Where/How Needs Met)				
	2013-2033 20-Year Need (Current and Expanded UGB)		2033-2043 10-Year Need (Urban Reserve)	2013-2043 30-Year Need (Current and Expanded UGB + Urban Reserve)		Without New Vacant and Partially Vacant Land Supply		New Vacant and Partially Vacant Land Supply		
	Before infill/redev deduct.	After infill/redev deduct.		Before infill/redev deduct.	After infill/redev deduct.	Infill/Redev	Current UGB Vac/PV (afterRZ)	UGB Expan (Vac/PV)	UR	UGB Expan + UR
LR	654		221	875			683	17	221	238
MR	237	-45	85	322	-45	45	112	127	85	211
HR	155		56	211			103	5	56	61
HRR	98		36	134			1	61	36	97
Res SUB	1,144	1,099	398	1,542	1,497	45	899	210	398	607
HRR/Off	-	-	-	-	-	-	15	-	-	-
Comm	353	203	70	423	273	150	138	36	68	105
C/Res	-	-	-	-	-	-	4	-	-	-
Emp	403	328	120	523	448	75	154	176	120	296
Park*	22	22	8	30	30	-	-	22	8	30
Open Space*	15	15	7	22	22	-	-	15	6	21
Total	1,940	1,667	602	2,540	2,271	270	1,210	459	602	1,060

All Lands Meeting Need (Including Infill/Redev)	
20-Yr UGB Infill, Redev and Vac/PV)	10-Yr UR
1,940	602
2,540	

Vacant/PV Lands Meeting Need (Excluding Infill/Redev)	
20-Yr UGB New Vac/PV Only	10-Yr UR
1,669	602
2,271	

*Park and Open Space needs will be allocated to other plan designations in the vicinity where the needs will be met

Figures 3-1, 3-2, and 3-3 illustrate the current land inventory, summarize the land needs and deficits, and identify how the needs will be met. All of the figures identify the needs which already reflect application of efficiency measures.

Figure 3-1. Summary of Land Needs and Allocations, After Redesignation and Rezoning of Buildable Lands in Current UGB

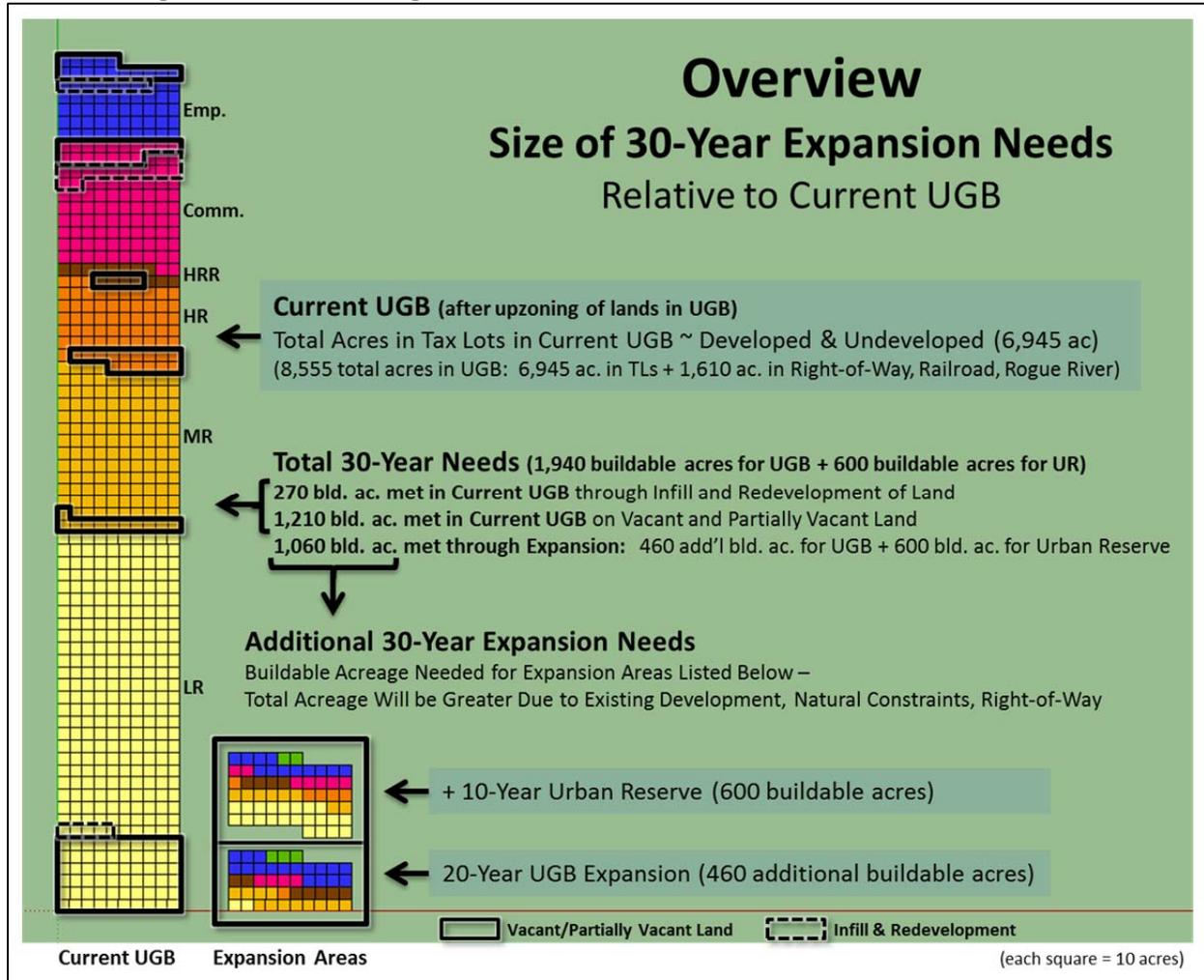


Figure 3-2. Summary of Land Needs and Allocations to Current UGB and Expansion Areas, Before and After Redesignation & Rezoning of Buildable Lands in Current UGB

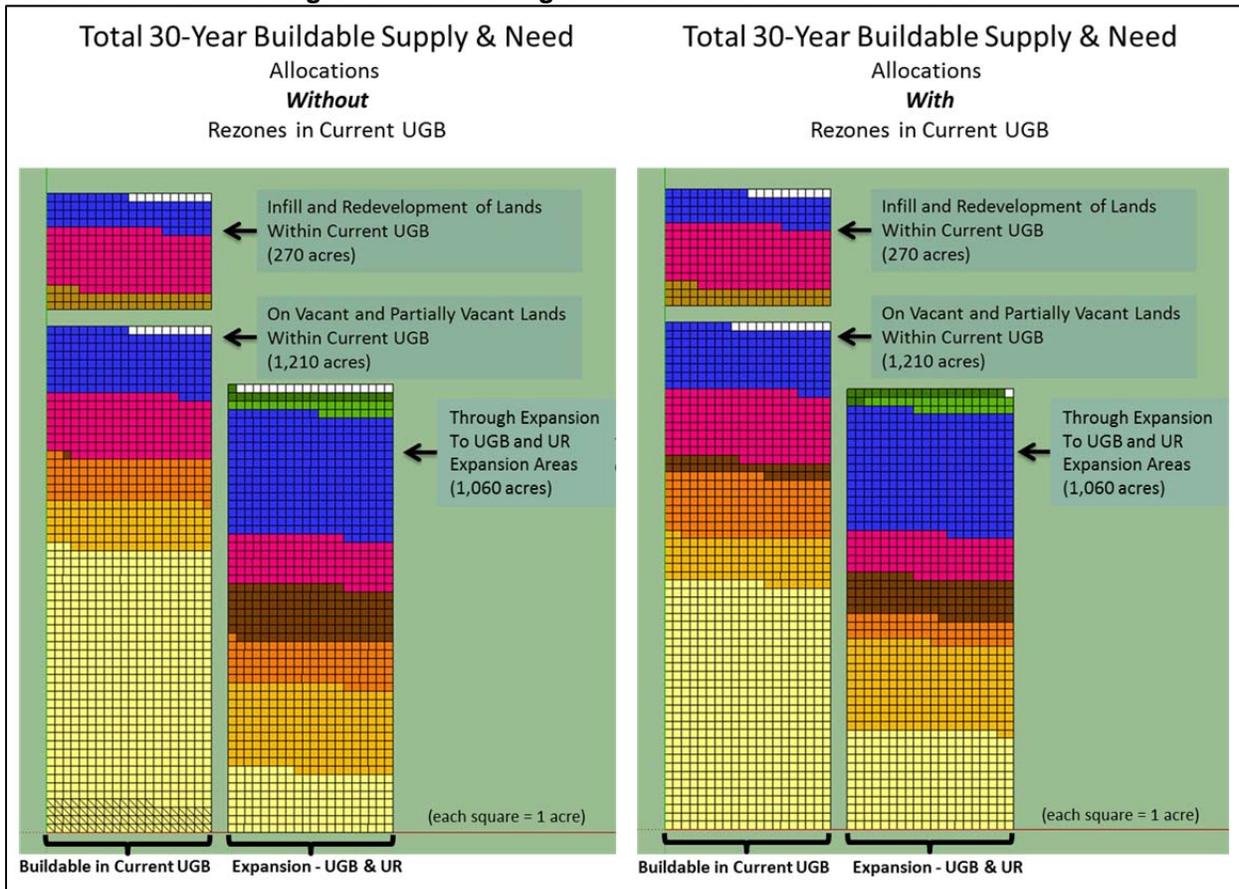
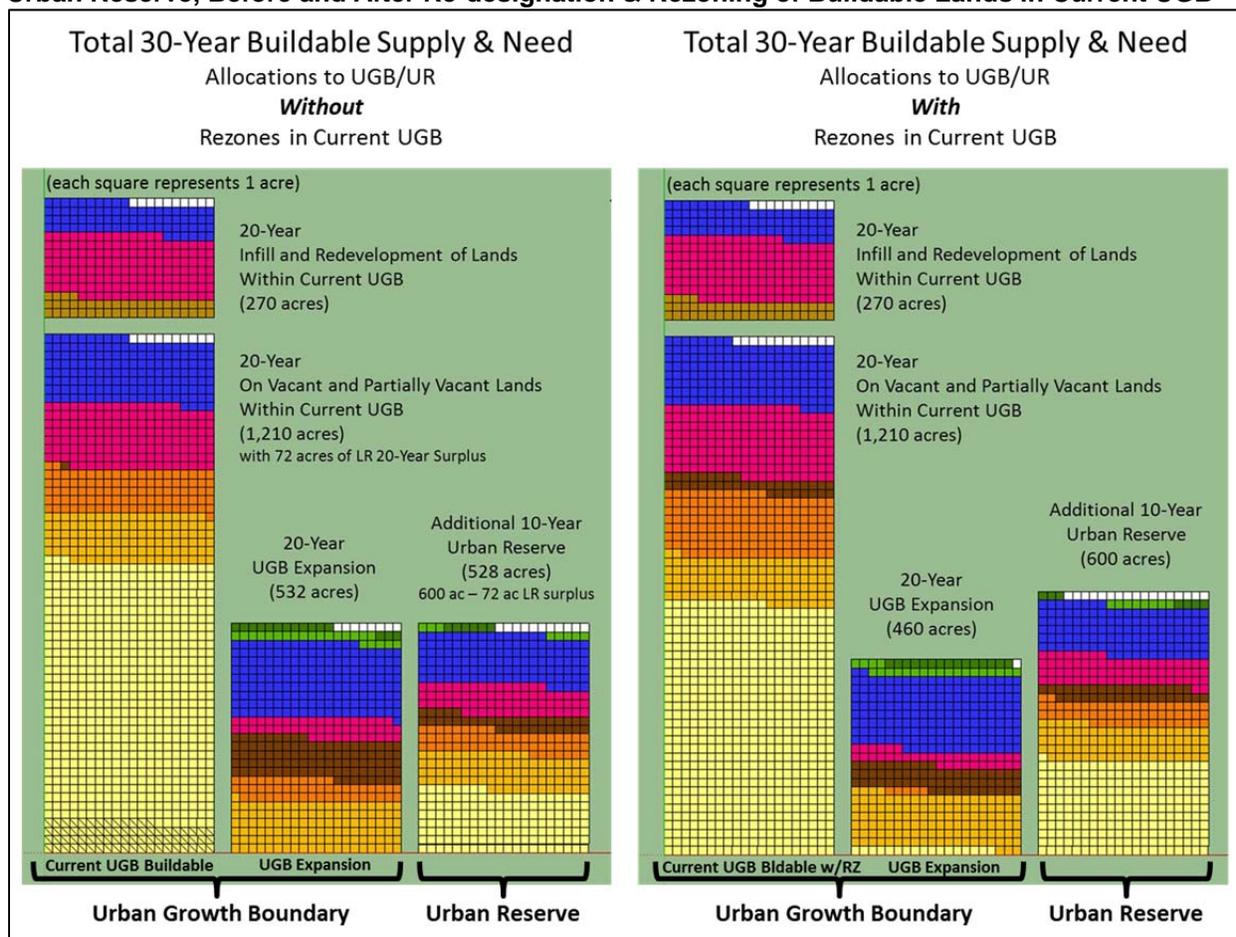


Figure 3-3. Summary of Land Needs and Allocations to Current UGB, UGB Expansion Areas, and Urban Reserve, Before and After Re-designation & Rezoning of Buildable Lands in Current UGB



Section 4. Summary of Study Areas, Suitability Analysis, and Alternatives Analysis

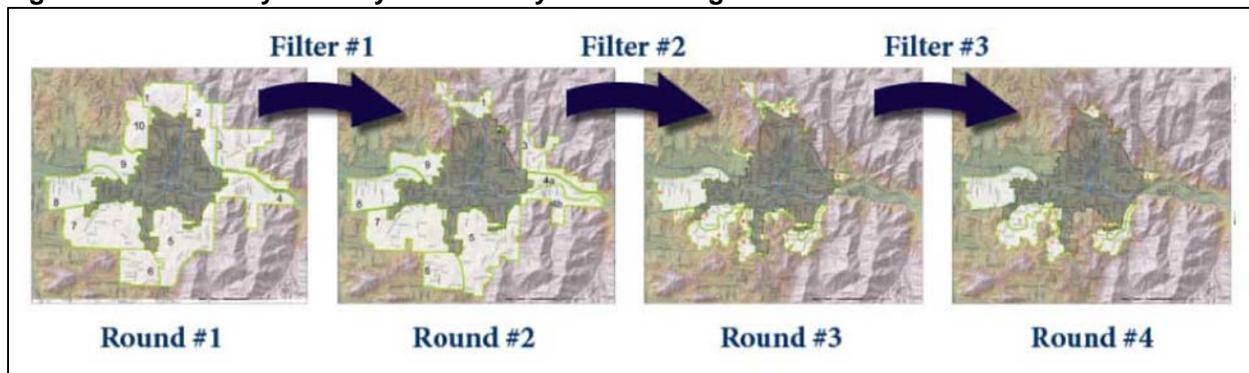
This section includes a brief summary of the analysis performed to evaluate suitability of study areas for potential expansion for needed land uses. A more detailed discussion of the analysis is provided in the applicable adoption findings. The analysis was originally performed prior to the work that began in 2013 with the updates to the population forecast and associated updates to the Population, Housing, Economic, and Urbanization Elements. The suitability analysis remains the same. However, with the revised population forecast and the revised scope of work to include Urban Reserve lands, there were some additional issues. The updated population forecast for the 30-year period is lower (slower) than the original 20-year forecast. Therefore, the area within UGB expansion areas and the Urban Reserve is somewhat smaller than the area within the original UGB expansion proposal which was based on the needs in the 2009 Urbanization Element and Addendum 1 adopted in 2012.

Further, while the combined needs for the 30-year period are somewhat smaller than the original UGB area, the land needs must also be split into the separate 2013-2033 UGB expansion area and the 2033-2043 Urban Reserve area. Since the needs for each period must be met within each of the smaller boundary areas, these separate allocations result in somewhat less flexibility in the

overall land use pattern than could result if planning for an overall 30-year boundary (or larger 20-year boundary). In addition, the criteria and analysis for inclusion of lands within an Urban Reserve are somewhat different than the criteria for inclusion of land in the UGB. Therefore, this necessitated consideration of those separate criteria as part of the analysis, as applicable.

Figure 4-1 shows an overview of the initial study area boundaries prior to 2013 and the ‘filtering’ performed as study areas were narrowed down for further consideration through successive rounds of review that considered a variety of issues. These included regulatory issues, topography, hazards, environmental considerations, cost of service considerations, etc. Materials from that phase of the analysis provide more detail regarding the analysis and issues considered in the narrowing process. Some areas that were initially excluded for further consideration due to cost of service issues were later re-evaluated in successive rounds of review and concept development to consider other priorities, such as the need for scarce sites suitable for employment uses. As a result, some areas were subsequently added back into consideration. The narrowed study areas provided more land suitable for urbanization than was needed for the UGB expansion based on the original 2008 forecast. This meant several different alternative growth concepts could be considered within those areas. Those were developed, evaluated, and refined prior to the 2013 forecast update and revised scope of work. Those original alternatives are not included in this report, but were part of the record for the hearings in 2012 that occurred prior to the new work beginning in 2013. A more limited set of alternatives was evaluated during 2013 and 2014 based on the forecast update and revised scope of work.

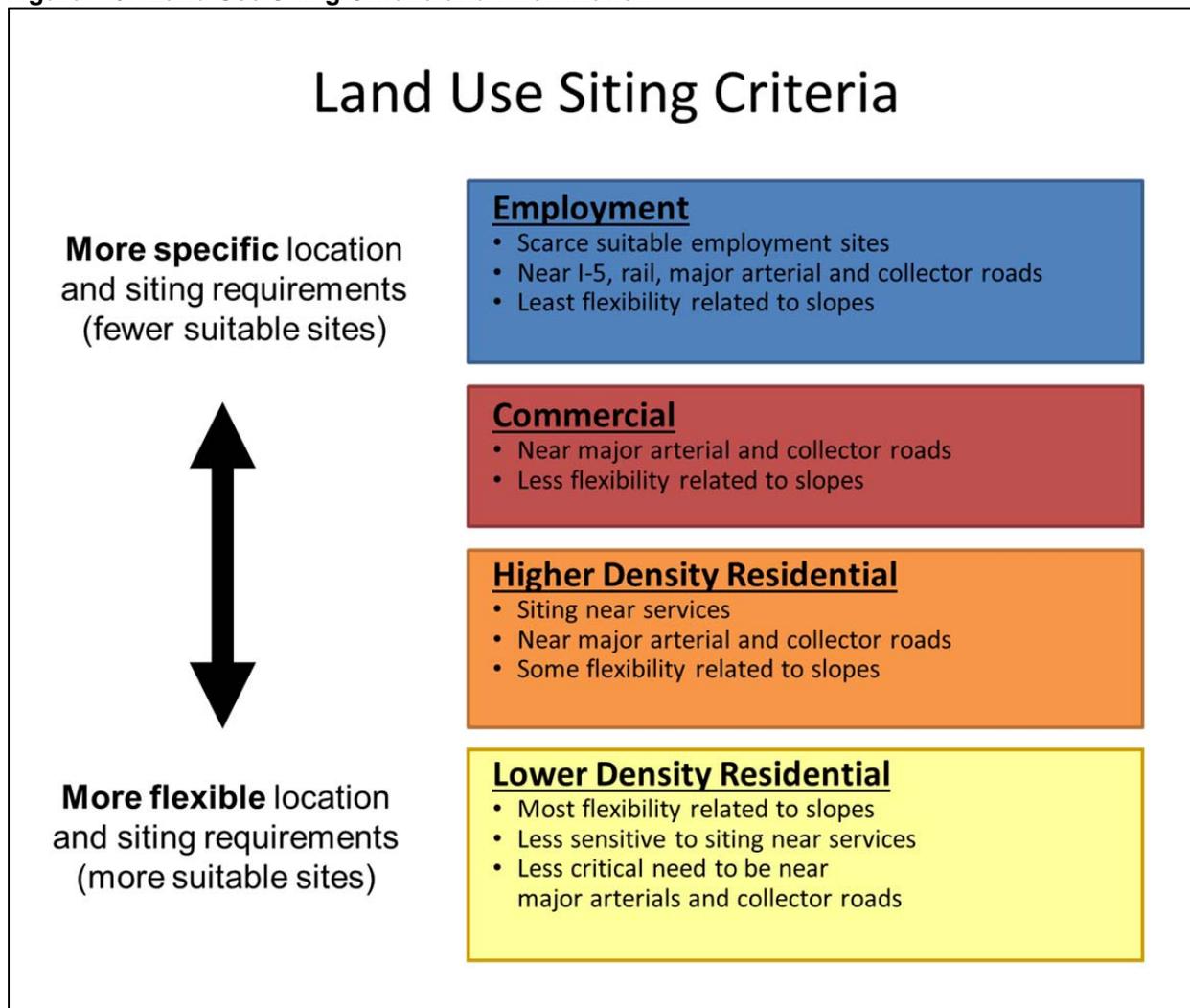
Figure 4-1. Summary of Study Areas Analysis Narrowing Process



Study areas and subsequent subareas were numbered and reduced into smaller parts as the analysis was conducted and refined. References to study areas and subareas may differ in tables below, as noted, since some areas were further divided and/or consolidated.

A refined set of study areas was developed in 2013, corresponding to the work associated with the updated population forecast and scope of work for the UGB and Urban Reserve areas. Some study areas were reintroduced, and some additional areas were added for consideration and analysis, including areas for employment use along I-5. These study areas also contained more land than was needed for the UGB expansion areas and Urban Reserve areas based on the new forecast. The refined study areas are shown in Figure 4-2.

Figure 4-3. Land Use Siting Criteria and Prioritization



The criteria in Figure 4-3 were applied to the refined study areas in Figure 4-2 to develop a matrix that identified the suitability and priority of lands within the study areas for needed uses and acreages.

Figure 4-4 provides the land use suitability and prioritization matrix for the study areas. Study areas at the top of the matrix were only evaluated for employment uses, study areas in the middle were evaluated for a range of uses, and study areas at the bottom were only evaluated for residential uses. The colored dots correspond to the suitability and priority of the areas for the different uses, where green is most suitable, orange is average suitability, and red means the area has some characteristics which are less suitable for the identified use. Suitability of some areas for certain uses was dependent on whether additional transportation connectivity could occur, which has a bearing overall land use patterns and allocations.

Figure 4-4 notes the buildable acres within each study area after deducting for constraints and exiting development. For some sites that have existing employment uses, a range of buildable

acreage was noted, depending on assumptions about how much of the remaining vacant land would be available for development

Figure 4-4. Land Use Suitability and Prioritization Matrix for Study Areas

Expansion Area Need and Priority (based on location suitability factors, scarcity of suitable site supply, etc.)
(For some areas, only portions of the entire area may be suitable for some of the identified land uses).

Need	Need (after RZs)	Acres			Non-Residential Uses			Residential Uses				Park & Open Space	
		Poly Acres	TL Acres	Bld Acres	Employment	Commercial	Office Only	Higher Density	High Density	Moderate Density	Low Density	Park	OS
	20-Yr UGB			459	176		36	61	5	127	17	22	15
	+10-yr UR			602	120		68	36	56	85	221	8	6
	30-yr Total			1,060	296		105	97	61	211	238	30	21

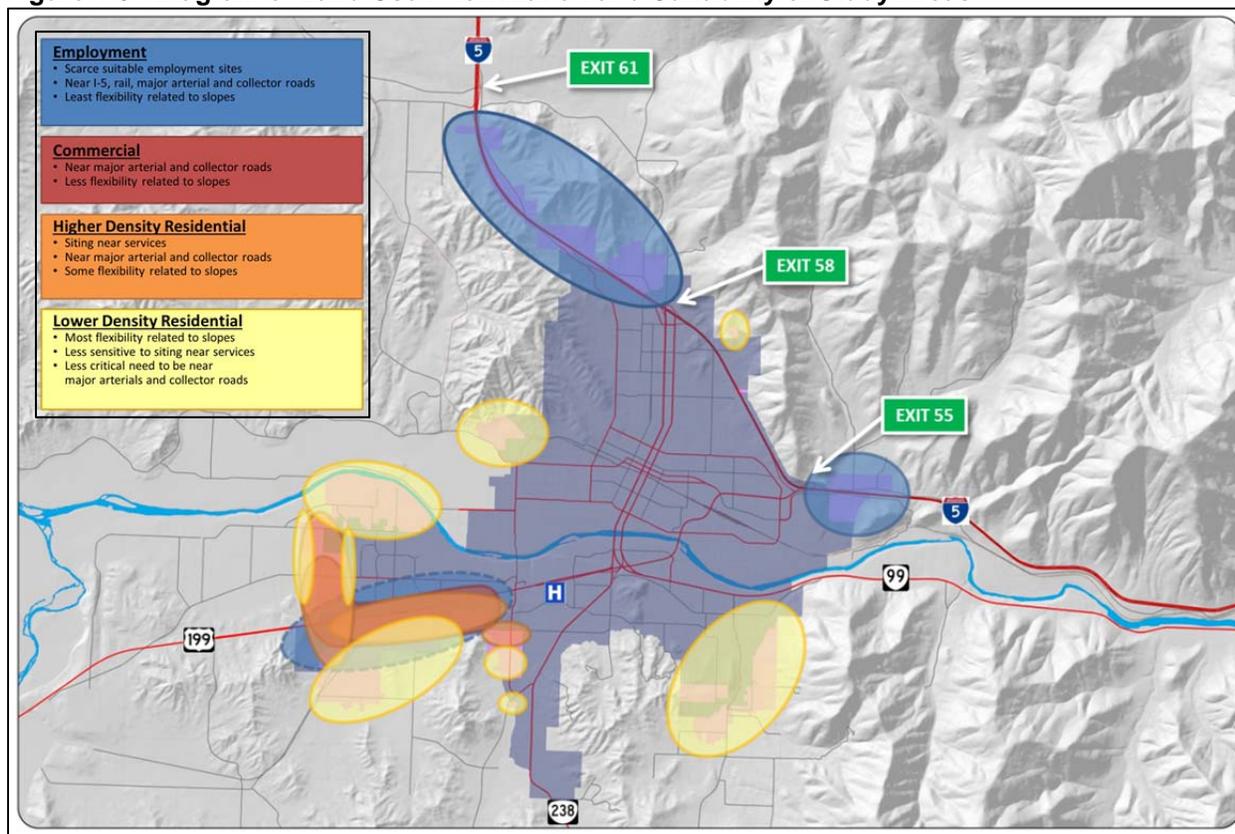
Area	Acres			Non-Residential Uses			Residential Uses				Park & Open Space	
	Poly Acres	TL Acres	Bld Acres	Employment	Commercial	Office Only	Higher Density	High Density	Moderate Density	Low Density	Park	OS
A	147	132	98	●								
H1-rev	46	43	40	●								
H2	84	65	33-40	●								
A2	100	64	51	●								
A3/A4	27	19	16	●								
F1	81	36	16-21	●								
F2	12	12	0	●								
F3	47	42	20	●								
S1.1	51	51	44	●	●	●	●	●	●	●	●	● (Neigh Park)**
S1.2	225	208	163	●	●	●	●	●	●	●	●	● (Neigh Park)**
S1.3	100	92	76	●	●	●	●	●	●	●	●	● (Neigh Park)**
V2	198	189	163	●	●	●	●	●	●	●	●	● (Neigh Park)**
P	98	94	68	●	●	●	●	●	●	●	●	● (Comm Park)***
V1.1	128	116	91	●								● (Neigh Park)**
V1.2	213	165	88	●								● (Neigh Park)**
W2/W3	68	56	48	●								
J1.2	82	79	64	●								
I/KL1	11	10	9	●								
O	4	3	2	●								
I/KL2	45	43	39	●								
J1.1	88	79	57	●								
K	2	1	1	●								
G1.1	10	10	7	●								
J2/L				●								
S.X	140	128	100	●								

* Only with direct street connectivity to the highway
 ** To be located in or near westerly areas that are included for new residential development
 *** Designated for this area in adopted Parks & Recreation Master Plan

Note: This land use suitability and prioritization matrix is for illustrative purposes. The area designations in this figure correspond to the designations on the study area refinement map in Figure 4-5 below. These study areas were subsequently subdivided into smaller units for analysis purposes to develop revised boundary and land use alternatives, and those smaller areas were subsequently reconsolidated into revised boundaries of contiguous areas. Those consolidated and/or reconfigured study area designations are used in Section 5. They are provided in Figure 5-2 below and correspond to the maps in Section 5 below.

Figure 4-5 provides an illustrative diagram of this information as applied to the study areas, where the colors correspond to the categories in Figure 4-3. Sites along I-5 are prioritized for employment uses that rely on I-5 access for shipping to external markets. Sites located away from major commercial and service corridors, in steeper areas, and in or near flood hazards are identified for lower and moderate density residential use. Flatter sites near major commercial and service corridors and nodes are suitable for a variety of uses; the land use patterns in those areas need to accommodate multiple uses, configured to prioritize the siting needs and land use and transportation relationships of uses with the most sensitive siting requirements.

Figure 4-5. Diagram of Land Use Prioritization and Suitability of Study Areas



Section 5. UGB Expansion Boundaries and Plan, Urban Reserve Boundaries and Plan

Background and Overview

This section provides the maps of the preferred alternative selected for the UGB expansion boundaries and the Urban Reserve boundaries. It also provides land use allocations to the areas.

UGB Expansion Boundaries and Planning Summary

Consistent with the Oregon Administrative Rules (OARs) for Urbanization and Transportation Planning, the Comprehensive Plan Map designations will be applied for the UGB expansion areas concurrent with the boundary designation. Rezoning of the lands will not occur until a later time, and they will be managed by Josephine County under rural zoning and the Rural Land Development Code, subject to coordination specified in the Interim Intergovernmental Agreement (IGA) for the UGB Expansion Areas. Rezoning of most areas will not occur until the Transportation System Plan has been updated to reflect the necessary planning and mitigation associated with the rezoning of the lands. There will also be a policy decision about the timing of rezones for the expansion areas, whether: (1) to apply urban zoning to all expansion area lands all at one time, to be managed like the current UGB, or (2) phase in urban zoning only as additional lands are needed, or (3) something in between.

Urban Reserve Boundaries and Planning Summary

State law allows for planning for urban reserves for a period 10 to 30 years beyond the 20-year UGB planning period. The City has elected to plan for Urban Reserves for a period 10 years beyond the 20-year UGB planning period. Consistent with OARs, lands within the Urban Reserve areas will retain their rural zoning until lands are included within the UGB. Lands within the Urban Reserve will be managed by Josephine County under rural zoning and the Rural Land Development Code, except as modified by, and subject to coordination specified in the Intergovernmental Agreement (IGA) for the Urban Reserve. In accordance with elective authority provided in the OAR, the City has elected to conduct infrastructure planning for the eventual provision of services to the Urban Reserve areas, so infrastructure installed to serve other areas prior to inclusion of Urban Reserve lands will initially be sized appropriately so it can be extended without significant upsizing and replacement costs when it is time to serve the Urban Reserve areas.

As a result, conceptual land use planning for future land use was conducted for the Urban Reserve areas to facilitate necessary modeling for public facilities plans, including transportation, water, sewer, and stormwater. This is based on the identified needs. Some Urban Reserve areas are planned predominantly for a single land use, so there are no different allocations of plan designations within the areas. Other areas must accommodate a range of land uses. (*See Figure 4-5*). In those areas there are different alternatives for land use patterns and transportation connectivity that could meet the identified needs.

Rather than provide a single, definitive plan for the Urban Reserve areas that has the same meaning as the Comprehensive Plan map designations for lands within the UGB, these concepts are intended to be conceptual in nature to provide sufficient information to plan for future infrastructure and evaluate transportation and infrastructure alternatives. They are also intended to provide a comprehensive overview of land use needs to ensure there is sufficient guidance so that incremental expansions of the UGB do not result in consumption of higher priority lands which have more specific siting requirements by uses which have more flexible siting requirements.

Finally, the following background is provided solely to inform how future planning efforts could still potentially delay the timing for expansion into Urban Reserve areas and affect the land use allocations needed in those areas. In 2008, as part of the UGB planning process, the City undertook a planning process for the downtown area, including the area between the historic district and the Rogue River. This was to be the first phase of a multi-phase downtown planning process that would have accommodated more infill and redevelopment, including retail, office, and housing, in the core downtown area. This strategy would have enabled a smaller expansion area and accommodation of more residential density in the core downtown area. As a result, this would also have lessened the extent of new infrastructure extensions needed for expansion areas. A final draft plan went through public hearings. This plan was focused on a smaller geographic area than the initial plan concepts, and it focused on the area north of the river. Further, it removed several elements from earlier concepts for which there wasn't public support.

Issues associated with the plan became contentious, with strong opinions and testimony expressed both for and against adoption. In 2008, the plan, with additional revisions, was adopted by the City Council by a 6-2 vote, vetoed by the Mayor, and the veto overridden by the City Council by a 6-2 vote. A referendum petition was filed and the necessary number of signatures was gathered to place the ordinance before city voters. The City Council approved a motion to reconsider the ordinance before it went into effect, and the ordinance was denied on a revote before it went to a vote. Much of the concern related to perception of cost and funding strategies for the plan, although plan adoption did not commit any funding; however, the City Council was concerned about the potential perceptions and effect on a public safety levy that would have been on the same ballot.

The reason this background is included is simply to note that if the City subsequently decides to pursue this type of planning again in the future, it could have some beneficial effects: it could delay the need to expand the UGB into the Urban Reserves and extend infrastructure, and it could result in a greater share of the allocation of uses such as retail, office, and higher-density housing into the core downtown area rather than the Urban Reserve areas when such expansion is needed. While past efforts could have previously affected allocations to UGB expansion areas, future efforts would only affect the Urban Reserve areas.

The efficiency measures adopted as part of this work still provide for infill and redevelopment, but to a lesser extent than would result from downtown planning. Well in advance of the need to expand into Urban Reserve areas, the City might wish to reconsider downtown planning efforts of this nature in the future, and re-evaluate the land needs for expansion into the Urban Reserve areas at that time. Further, either as part of future periodic review, or through a separate, independent review, the City may wish to evaluate the effectiveness of its efficiency measures or new efficiency measures to delay the need for expansion into Urban Reserve areas and to further affect the land uses needed in the those expansion areas.

Past planning efforts and efficiency measures have already enabled the current Urban Growth Boundary to accommodate a larger population than it was originally planned to accommodate.

UGB and Urban Reserve Boundaries and Land Use Allocations

The land needs information summarized in Section 3 and the suitability analysis summarized in Section 5 were used together to develop the UGB expansion and Urban Reserve boundary locations and allocate the land use allocations to those areas. To facilitate refinement of the boundaries and allocations, the study areas were divided into smaller units to develop alternatives. This allowed some larger study areas that were previously allocated entirely to the UGB to be split into smaller areas along logical boundaries, with part in the UGB and part in the Urban Reserve, or with part excluded from the boundaries. Once the preferred alternative was developed, the contiguous areas were subsequently recombined. Those area designations are used in the tables and maps in this section.

The map presented as Figure 5-1 shows the UGB expansion area boundaries and the Urban Reserve boundaries. The following are noted:

Employment Lands

- As outlined in the Addendum 1 to the Economic Element, the actual employment site acreage in the UGB and Urban Reserve areas is less than the potential employment site acreage that could be included, based on the City's revised Economic Opportunities Strategy presented in the Economic Element Addendum 1 update.
- Area H1.1 was originally discussed for inclusion in the UGB, and is now included in the Urban Reserve. This provides the opportunity for infrastructure planning and sizing for the other adjacent employment lands that are already in the UGB to facilitate future extension into this area. However, the criteria for inclusion of lands in the UGB and in Urban Reserves differ. If the City is unable to include Area H1.1 in the Urban Reserve, the Economic Opportunities strategy update summarized in the Economic Element Addendum 1 provides for removal of this area from the Urban Reserve and reducing the employment land acreage rather than re-allocating to a different location.
- The table presented below in Figure 5-2 shows the original employment land need at the top of the table, and it shows the reduced sum of buildable acres for employment land in the UGB and Urban Reserve provided in the map presented as Figure 5-1.

Minor Reallocations for Split Properties

- The final map may include minor re-allocations from Urban Reserve to UGB for some small areas where some parcels are split by the current UGB and have the majority of the acreage within the current UGB. Inclusion of the balance of the acreage in the UGB is minor in nature, and would prevent some parcels from being split between the UGB and Urban Reserve.

30-Year Totals

- While the combined 30-year needs are allocated in accordance with total 30-year needs, there are some topographic, site suitability, and boundary considerations where some uses are not precisely allocated between the respective 20-year UGB and 10-year Urban Reserve boundaries, as it would be necessary to skip over some areas and include further outlying areas to precisely achieve the allocation between the boundaries. These are generally minor differences in allocations. Part of this results from the surplus of lower-density lands in steeper areas in the current UGB that can't be re-designated to higher density designations.

Reallocation

- Consistent with the Urbanization Element, a portion of the identified need for lower-density designations can instead be met with moderate-density designations on flatter lands to achieve the additional calculated efficiencies needed. The allocations in Figure 5-2 reflect the reallocation. (The table still shows the need as the low-density designation, but the allocations to areas show this is met through the moderate-density designation).

Figure 5-1. UGB Expansion Areas and Urban Reserve Areas

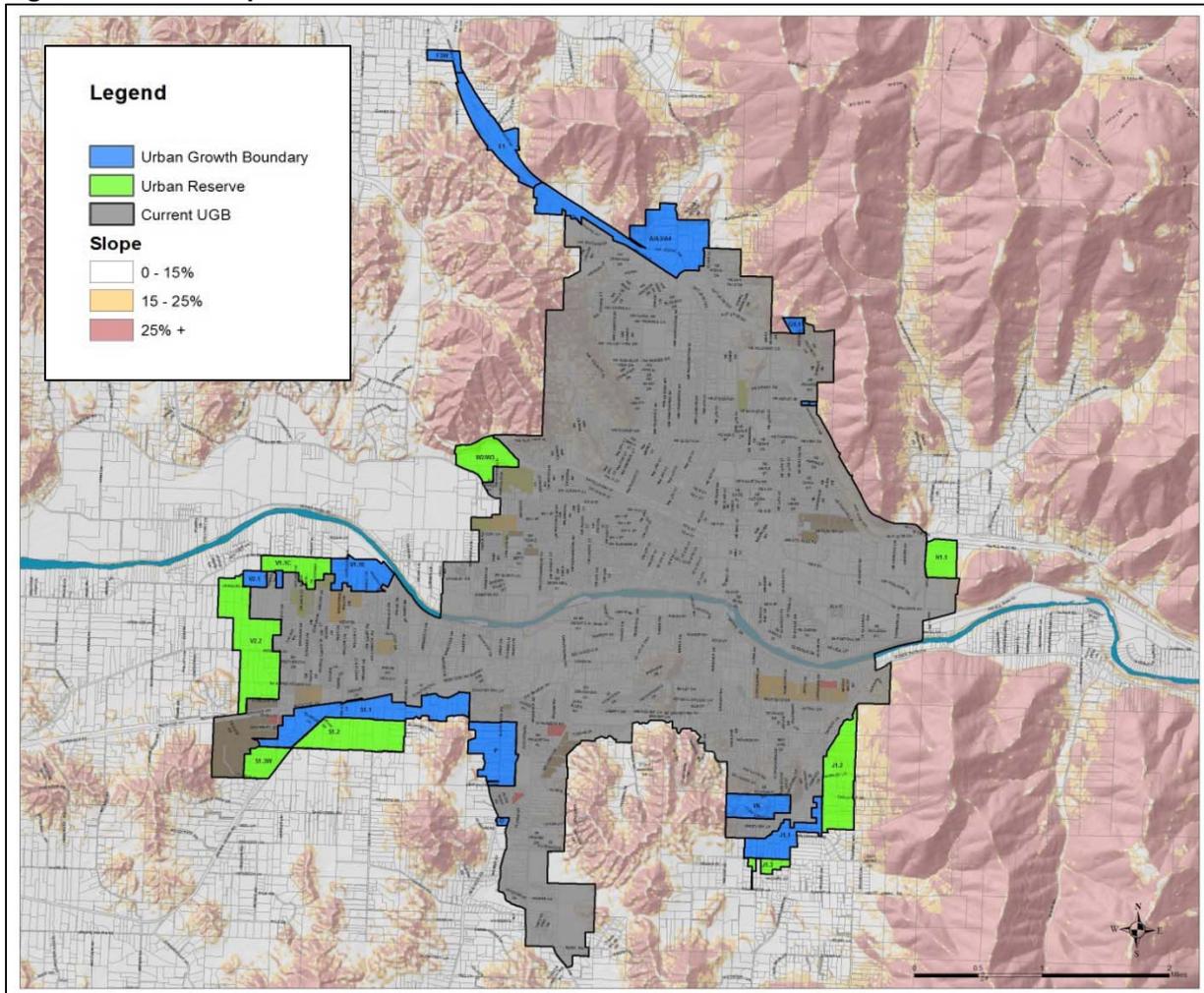


Figure 5-2 is presented in the same format as Figure 4-4; however, it also provides the allocation of buildable acres by plan designation to each UGB expansion area and Urban Reserve area. (Other study areas which are not included have been removed from the table).

Figure 5-2. UGB and Urban Reserve Land Use Needs and Allocations

Land Use Designation Allocations																
Need (after RZs)	Acres				Non-Residential Plan Designations				Residential Plan Designations				Park & Open Space Designations			
	Poly Acres	TL Acres	Bld Acres	Total	Employment	Commercial	Office/Res.	Higher Density	High Density	Moderate Density	Low Density	Park	OS	UGB	UR	
20-Yr UGB	459	602	1,060	1,060	176	120	36	68	61	36	5	56	127	85	17	221
30-yr Total			1,060	1,060	296	105	p/o Comm	97	61	211			22	8	15	6
																21

Area	Acres		All Uses & Plan Designations		Non-Residential Plan Designations		Office/Res.		Higher Density		High Density		Moderate Density		Low Density		Park & Open Space Designations*	
	Poly Acres	TL Acres	UGB	UR	Employment	Commercial	UGB	UR	UGB	UR	UGB	UR	UGB	UR	UGB	UR	UGB	UR
A/A3/A4	174	151	114	114	114													
H1.1	46	43	40	40	40													
F1	81	36	21	21	21													
E3W+ROW	16	10	9	9	9													
S1.1	165	155	130	130	130				39	3	14					7		4
S1.2	120	114	86	86	86		3	30										
S1.3W	43	37	27	27	27													
V2.1	15	15	14	14	14													
V2.2	183	177	147	147	147		13	13	46	34								
P	38	94	68	68	68				9	10							15	
V1.1E	69	64	49	49	49													
V1.1C	54	49	39	39	39													
V1.1SW	5	3	3	3	3													
W2/W3	68	56	48	48	48													
J1.1	70	64	44	44	44													
J1.2	124	120	96	96	96													
J1.3	18	15	13	13	13													
I/K	56	53	48	48	48													
O	4	3	2	2	2													
X	2	1	1	1	1													
GL1	10	10	7	7	7													
SUM	1,421	1,270	1,006	1,006	1,655	80	46	16	43	43	94	10	8	61	5	27	52	84
UGB/UR Surplus/Deficit					(11)	(40)	10	37		(13)	10	(3)	(8)	(8)	5	27	52	(84)
UGB+UR 30-Year Surplus/Deficit					(51)													(32)

SUM	46	59
UGB/UR Surplus/Deficit		105
UGB+UR 30-Year Surplus/Deficit	10	(9)

The Comprehensive Plan doesn't include specific Parks and Open Space plan map designations, since new parks and open space typically occur in other plan designations in the general vicinity where they are needed, without identification of specific sites by plan designation. The excerpt below shown as Figure 5-3 includes notes that identify the plan designations to which Parks and Open Space needs are allocated within the different areas based on locational needs.

Figure 5-3. Park and Open Space Allocations to Plan Designations

Land Use Designation Allocations						
Need	Need (after RZs)	Acres				
		Poly Acres	TL Acres	Bld Acres		
				UGB	UR	Total
	20-Yr UGB			459	602	1,060
	30-yr Total			1,060		1,060

Park & Open Space Designations			
Park		OS	
UGB	UR	UGB	UR
22	8	15	6
30		21	

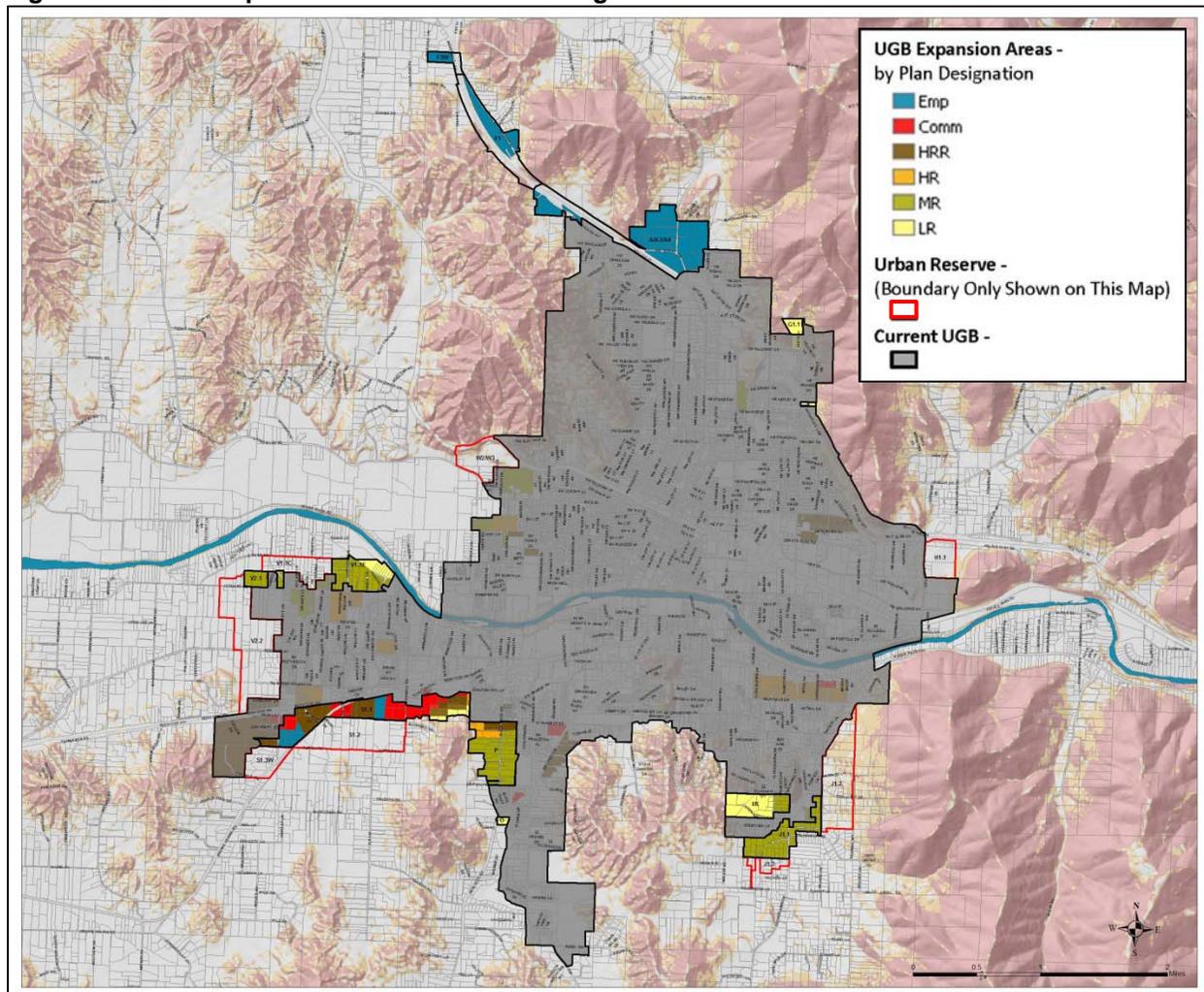
Expansion Area Supply	Area	Acres			All Uses & Plan Designations			Park & Open Space Designations*					
		Poly Acres	TL Acres	Bld Acres	Included Bld Acres			Park		OS			
					UGB	UR	Total	UGB	UR	UGB	UR		
Emp Only	A/A3/A4	174	151	114	114		114						
	H1.1	46	43	40		40							
	F1	81	36	21	21		21						
	F3W+ROW	16	10	9	9		9						
Range of Uses	S1.1	165	155	130	130		130	7		4			*7 Park acres in UGB: 6 ac. as HRR, 1 ac. as Comm; 4 OS acres in UR as MR
	S1.2	120	114	86		86					2		*2 OS acres in UR as MR
	S1.3W	43	37	27		27							
	V2.1	15	15	14	14		14						
	V2.2	183	177	147		147			8			3	*8 Park acres in UR: 7 ac. as HRR, 1 ac. as Comm.; 4 OS ac. In UR as MR
	P	98	94	68	68		68	15		7			*15 Additional Park ac. in UGB as MR per plan; 7 OS ac. in UGB as MR
Residential Use Only	V1.1E	69	64	49	49		49						
	V1.1C	54	49	39		39							
	V1.1SW	5	3	3	3		3						
	W2/W3	68	56	48	48		48						
	J1.1	70	64	44	44		44			4			*4 OS acres in UGB as MR
	J1.2	124	120	96		96							
	J1.3	18	15	13	13		13					1	*1 OS acre in UR as MR
	I/K	56	53	48	48		48						
	O	4	3	2	2		2						
	X	2	1	1	1		1						
G1.1	10	10	7	7		7							
SUM		1,421	1,270	1,006	510	496	1,006	22	8	15	6		
UGB/UR Surplus/Deficit								30		21			
UGB+UR 30-Year Surplus/Deficit													

The map with the land use designations for the UGB expansion areas is presented in Figure 5-4. This map reflects the calculations for the UGB expansion areas calculated in Figure 5-2.

The maps with the land use concepts for Urban Reserve areas are presented in Figure 5-5 and 5-6. As noted in the *Background and Overview* part of Section 5, the conceptual land use allocations to the Urban Reserve areas are for the purpose of facilitating infrastructure planning by identifying future direction, location, intensity, and type of growth for which infrastructure must be sized. They are not intended as property-specific comprehensive plan land use maps with the same meaning as the designations inside the UGB. The needed buildable acres for the Urban Reserve areas identified in Figure 5-2 could potentially be reallocated within each of the respective areas in different configurations from those shown in the map, and those decisions will need to be made when Urban Reserve lands are included in the UGB.

Figures 5-5 and 5-6 only differ in respect to different land use concepts in the southwest area depending on whether a new Redwood area transportation connection would occur. These concepts provide alternative land use concepts to evaluate transportation alternatives through the transportation planning process.

Figure 5-4. UGB Expansion Area Land Use Designations

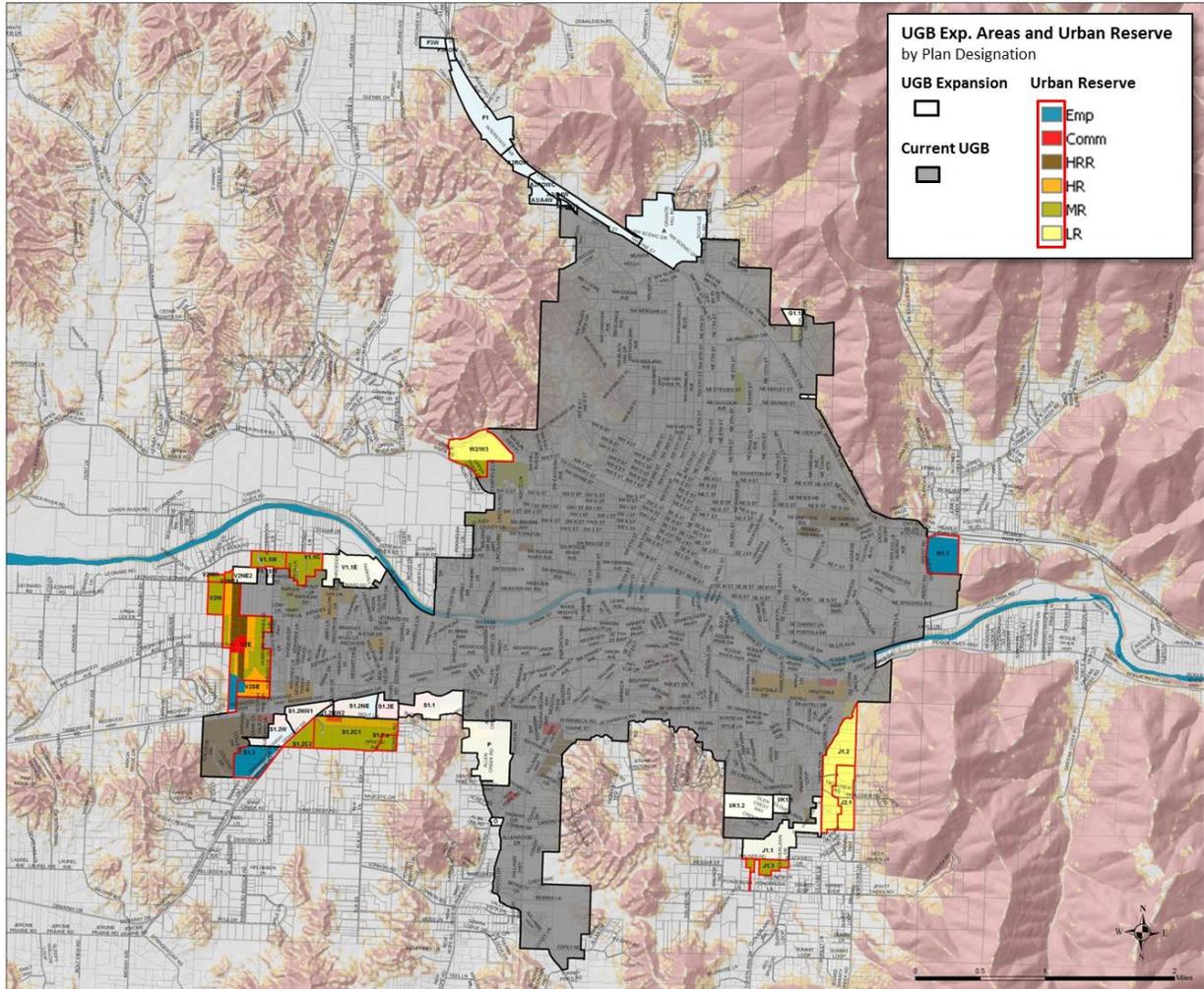


As further noted in the *Background and Overview* part of Section 5, prior to inclusion of Urban Reserve lands in the UGB, the City is advised to conduct a future update of the land needs analysis to evaluate the effectiveness of efficiency measures and any subsequent infill and redevelopment efforts for the core downtown area that may delay the need for expansion into Urban Reserve areas or affect the land use allocations to those areas, especially in those areas with land uses that could be accommodated in the core downtown area.

The maps developed as Figures 5-5 and 5-6 assumed implementation efficiency measures associated with the Neighborhood Center plans were applied to the southwest Urban Reserve areas. These plans allowed the Urban Reserve allocations to include a greater share of lands with moderate density residential designations and a lesser share of higher density residential designations. Without implementation of Neighborhood Center plans in the southwest areas, the maps shown in Figures 5-5 and 5-6 show more moderate density residential and less higher density residential lands than the identified needs in Figure 5-2. Absent those plans, infrastructure planning should account for the acreage allocations listed in Figure 5-2, in the general land use patterns and configurations provided in Figures 5-5 and 5-6. To the extent

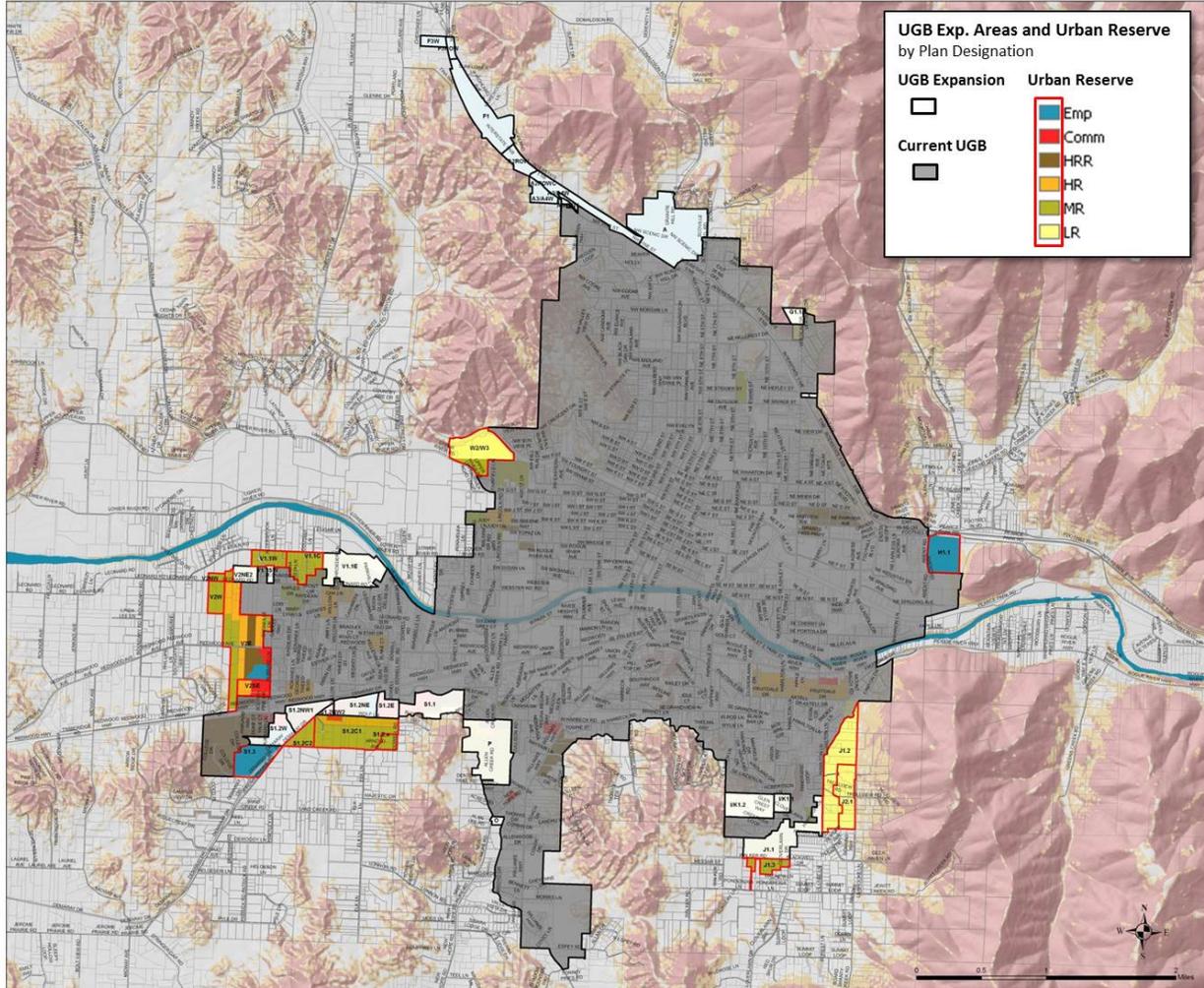
possible, modeling should be based on land use allocations for fewer, larger study areas that could provide more flexibility for different alternative configurations of the same land use allocations within the study areas, rather than allocating specific land uses to more, smaller study areas that would indicate more specific, less flexible configurations of the land use allocations covering the same area.

Figure 5-5. Urban Reserve Area Conceptual Land Use Allocations (with new Redwood transportation connection)



(This map to be updated with the updated consolidated study area names corresponding with Figure 5-4)

**Figure 5-6. Urban Reserve Area Conceptual Land Use Allocations
(without new Redwood transportation connection)**



(This map to be updated with the updated consolidated study area names corresponding with Figure 5-4)