

CITY OF MEDFORD COMPREHENSIVE PLAN

GENERAL LAND USE PLAN ELEMENT

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**Revised by
Medford City Council
June 7, 2018
Ordinance No. 2018-54
September 7, 2017
Ordinance No. 2017-102
August 18, 2016
Ordinance No. 2016-099
January 7, 2016
Ordinance No. 2016-08**

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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. Having the appropriate GLUP Map designation is a prerequisite for a zone change. "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 12 different land use designations that are applied to all land within the Urban Growth Boundary (UGB). The GLUP map also identifies the Urban Reserves, which will not have GLUP designations applied to them until they are included in the UGB. These designations are defined 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. 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, and a maximum of 60 dwellings per acre in the Southeast Commercial Core Area if in a mixed-use building. 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 schools. The zoning district associated with publicly owned parks is Public Parks (P-1).
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 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 description of the Greenway land use designation below 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.
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 2016 UGB amendment there was a total of 21,684 acres (33.88 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.
14. ***Urban Reserve*** The Urban Reserve was created through the Regional Problem Solving (RPS) process and adopted into the Comprehensive Plan in the Regional Plan Element in 2012. The method of establishing an urban reserve is defined in state law (see ORS 195.137–145). The urban reserve areas are the first priority supply of land when the City considers expanding its UGB. The urban reserve areas are meant to provide a 50-year land supply for the City.

GREENWAY GLUP MAP DESIGNATION

The General Land Use Plan designation of Greenway applies to certain stream corridors and waterways in the Southeast Plan Area, and to other locations within the Urban Growth Boundary. 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. The Environmental Element of the Medford *Comprehensive Plan* and the *Medford Parks, Recreation, and Leisure Services Plan* (2016, or as amended) 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 water management.

Land under the Greenway designation owned by the City 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 Plan, 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

All zoning districts are consistent with the Greenway designation, provided that property designated as a Greenway is developed and used in compliance with 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 e 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.

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, have been adopted. [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.