



The
Comprehensive
Plan

Central Point, Oregon

IV. PLAN SUMMARY

PLAN SUMMARY

Central Point
Comprehensive Plan

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I. INTRODUCTION

THE PLANNING PROCESS

The "planning process" could be described as a continuous process of guiding community development and change according to predetermined goals and objectives. Central Point's planning program, including the preparation of the Comprehensive Plan, includes many activities that involve all levels of government, special districts, community organizations and individual citizens. Planning activities include research and community inventories, special studies and specific plans, analysis of problems and opportunities, the dissemination of information, the establishment of goals and priorities for the future, and the following up of these activities with a set of effective regulations that will help to continually improve the community and bring its plans to reality.

THE COMPREHENSIVE PLAN

The Central Point Comprehensive Plan represents the official statement of the City of its goals, policies and plans for the future of the Community. The term "comprehensive" refers to the fact that this Plan has taken into consideration and addresses all major components of the City and the needs of its residents, including the social, economic, energy and environmental concerns that are important in determining the future overall quality of the Community.

The Comprehensive Plan is also the basis for specific implementation measures which are developed to help ensure that the Community grows and changes in accordance with the Plan. These include the City's zoning, subdivision and other ordinances that establish minimum standards and guidelines and require new development to measure up to these standards of quality. Implementation measures may also include future special studies that will result in appropriate actions, specific plans aimed at solving problems, or conceptual plans aimed at encouraging innovation, design quality, and the coordination of individual developments in conformance with an overall these or intent.

As well as being the City's official statement of policies, the Comprehensive Plan also acts as a guide for decision-making. The Plan document itself is written to be informational and educational, as well as a statement of problems, potentials, goals and policies. The reader will find a discussion of almost every topic which should result in a better understanding of the subject matter and, hopefully, aid in the decision-making process.

In summary, the Comprehensive Plan for Central Point revolves around three basic tasks:

- To guide future growth and development
- To correct problems and maximize potentials
- To act as a guide to decision-making

STATE PLANNING LAW

The Land Conservation and Development Commission (LCDC) was established in 1973 as a result of Senate Bill 100. LCDC was given the responsibility of developing statewide planning goals and guidelines to guide local comprehensive planning. Thirteen of the statewide planning goals relate specifically to the Central Point area and are addressed in various elements of this Comprehensive Plan. A matrix on page I-3 of the Plan shows which of the goals are emphasized or referenced in each section of the Plan.

In order to prepare a plan that is in compliance with LCDC goals and also meets the needs of the community, Central Point's Comprehensive Plan is structured around nine basic elements. Within these elements, all goals and policies of LCDC and the City of Central Point are addressed. The elements are:

- o Urbanization
- o Housing
- o Environmental Management
- o Parks & Recreation
- o Public Facilities & Services
- o Economics
- o Energy Utilization
- o Circulation/Transportation
- o Land Use

CITIZEN INVOLVEMENT

Statewide Planning Goal #1 (Citizen Participation) states:

"To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process."

Central Point has long recognized the importance of citizen involvement in the planning process and such involvement dates back to 1951. The preparation of this Comprehensive Plan included a very close association between the Citizens Advisory Committee, Planning Commission and City Council. Bi-weekly public study sessions were held throughout the process to discuss each issue and provide opportunities for individual involvement. In addition, a Public Opinion Survey was conducted in the spring of 1980 to solicit input for the Plan and the progress throughout the Plan's preparation was covered by the news media. Prior to adoption of the Plan, public hearings were held by the Citizens Advisory Committee, Planning Commission and City Council.

Citizen involvement will continue to be an important component of the Central Point planning process. The CAC, as well as other planning-related committees, will continue to function and act on a variety of planning matters related to future growth and development, including subsequent evaluations and revisions of the Comprehensive Plan. Procedures for Plan revision are included in Section I, as are overall Plan goals and objectives.

II. PLANNING AREA CHARACTERISTICS

Statewide Planning Goal #2 (Land Use Planning) requires the Comprehensive Plan to include an identification of problems and issues, various inventories, and other factual information on which to base planning decisions, and an evaluation of alternative courses of action and ultimate policies. This factual base includes the capabilities and limitations of natural resources, the location and condition of man-made structures and utilities, population and economic characteristics of the area, and roles and responsibilities of the governmental units. Much of this information is included throughout the Plan document as it relates to the particular subject being discussed. This "Planning Area Characteristics" section of the Plan focuses its attention on the land use and population characteristics that are used extensively throughout the Plan.

LOCATION

Central Point is located near the geographic center of Jackson County in southwestern Oregon, approximately midway between Portland and San Francisco. The City has the advantages of being located directly on the Interstate 5 Freeway, U.S. Highway 99, the Southern Pacific Railway, and within one mile of the Medford/Jackson County Airport. Immediately south of Central Point is Medford, the County seat and largest city in Southern Oregon. It is also the center for regional shopping, employment and governmental activities.

Central Point's location within a major urban area and Metropolitan Statistical Area (1980 Census), its access to all major area transportation facilities, convenient shopping, employment, cultural and recreational opportunities, etc., combine to suggest that this is one of the most suitable areas of the County in which to provide for well-planned "urban centered" growth. The City has long recognized this and, through this Plan, is not attempting to promote population growth and new development, but to accommodate the levels of growth that have been projected based on past history, while improving the land use and economic balance within the Community.

LAND USE CHARACTERISTICS

A detailed Land Use Inventory (March 1980) found that about 58 percent of the land area of Central Point was devoted to residential uses. Of "developed" land area, 67 percent is residential. This is a significantly high proportion that is currently out of balance with other types of land use, particularly commercial and industrial. The City's history shows that Central Point has long been an attractive residential community. However, rapid growth over the past two decades has resulted in an imbalance of land uses and an image of Central Point as a "bedroom community". This was due primarily to the inability of the commercial and industrial sectors to keep pace with residential development.

Pine Street is Central Point's major business and commercial arterial street, passing through the downtown business district and providing the City's only interchange with the I-5 Freeway. Early development expanded north and south from Pine Street leaving the older neighborhoods and structures nearest the downtown area and newer subdivisions further away in both directions. Many of the older neighborhoods are currently experiencing "transitional development" that has seen many deteriorated older homes replaced by newer structures, usually at greater densities, as allowed by the R-3 zoning.

Virtually all lands within the City between the railroad and the freeway are now developed, with the exception of a few scattered parcels. The greatest residential development activity is taking place west of the railroad where several subdivisions have been completed or are nearing completion, with others proposed and in the design and application stages.

Land uses outside the City vary from commercial and residential to agricultural. In many cases, residential development has been allowed to encroach into agricultural areas, resulting in land use conflicts and adverse impacts on agricultural productivity. As pointed out in the Plan, "In many cases the soils are not suitable for continued agricultural use, the water table is high, and farmers are experiencing considerable economic losses due to vandalism and other adverse impacts of development that has already occurred in the area."

AVAILABLE LANDS SURVEY

Central Point has defined "available lands" as follows:

"Available lands are considered to be those lands that are currently vacant or could reasonably be made available for urban development during the next twenty years to meet the growth needs of Central Point."

As suggested in the State planning guidelines, Central Point developed an inventory of available lands to help determine which lands would be most suitable for future development and urban uses and which lands are most suitable for agricultural preservation or rural uses. This inventory and analysis took into consideration the sizes and shapes of parcels, degree of existing development, age and intensity of existing development, existing urban impacts and quality and productivity of agricultural lands. The survey categorized all lands surrounding Central Point as either (1) within the City limits, (2) available, (3) partially available, or (4) not available for urban land uses.

This survey was instrumental in establishing the Urban Growth Boundary. The UGB would ideally take in only those lands that were considered "available". However, this is not possible. Some areas will eventually come into the City already developed to urban intensities while others will experience "redevelopment" to various degrees. Of the total area within the UGB, about 500 acres are considered "not available". These lands are already developed to urban intensities or in a form that will probably not change during the next twenty years. The summary statistics of the Available Lands Survey are on page III-17 of the Plan.

POPULATION CHARACTERISTICS

During the past three decades, the population of Central Point has been growing at a rate nearly twice that of Jackson County. This is largely attributed to the many locational advantages pointed out earlier. Also, Central Point has been able to provide the available land needed for new development and has provided reasonably-priced housing within the region. Central Point continues to be an attractive community in which to live and the growth rate has continued at a fairly steady rate of approximately six percent per year. During the 1970-1979 period, the annual population growth was 6.23 percent per year, compared to 3.5 percent for the County as a whole.

Several methods of population projection were used to arrive at the City's year 2000 population projection. Most methods pointed to a population of around 22,000. This became the target population for the preparation of the Comprehensive Plan. However, in the spring of 1980, concerns of the County Board of Commissioners and the results of the Public Opinion Survey resulted in a lowering of the anticipated population. The Public Opinion Survey favored a population greater than 16,000, according to 67 percent of the respondents. Therefore, the City began to revise the UGB and Comprehensive Plan to accommodate a population within the range of 16,000 to 18,000.

It was determined that the population within the City limits could grow to approximately 9,100. Approximately 2,000 residents already live in the surrounding UGB areas. This would leave about 5,000 to 7,000 new residents to be accommodated within the UGB. Page II-12 of the Plan shows the population projection for the City to the year 2000. The City is actually planning within the lower limits of the projections. This Comprehensive Plan is based on a year 2000 population projection of 16,000.

III. URBANIZATION

Statewide Planning Goal #14 (Urbanization) states:

"To provide for an orderly and efficient transition from rural to urban land use."

In 1976, the LCDC acknowledged the comprehensive plan and implementing ordinances for the City of Central Point, for lands within the corporate limits, to be in compliance with the statewide goals. Since that time, the City and Jackson County have been working toward the establishment of the most appropriate and reasonable UGB for Central Point.

URBAN GROWTH BOUNDARY DESCRIPTION

The Urban Growth Boundary is the result of many meetings between the Jackson County Planning Coordinator, County Board of Commissioners, City Administrator, City Council and Planning Commission, the staff of the Rogue Valley Council of Governments, the Citizens Advisory Committee and interested citizens over a number of years. More time and effort, by far, was put into the establishment of the UGB than into any other component of the Comprehensive Plan. Every aspect of the subject was thoroughly studied, analyzed and discussed at public meetings. Also, the delay in finalizing the UGB allowed much of the research and analysis work for the Comprehensive Plan to be done and used in the UGB studies. The Plan was originally adopted in 1980, approximately one year before the UGB was officially established. The City now feels that the final UGB is the most logical and appropriate boundary size and configuration to accommodate the City's anticipated growth and development to the year 2000. The Plan itself has been revised to conform to the Urban Growth Boundary and the City zoning map has also been brought into consistency with the Plan.

The Urban Growth Boundary for Central Point contains 2,736.83 acres. The eastern boundary follows Table Rock Road from Wilson Road on the north to the freeway overpass at the southeastern corner. Beall Lane forms the southern boundary. The western boundary follows Grant Road from Beall north to Scenic Avenue. The northern UGB follows Scenic Avenue eastward from Grant Road, includes a subdivision north of Scenic and also includes the Boes Subdivision on the east side of the freeway, which was annexed to Central Point in April, 1983. The boundary then follows the freeway southward to the Pine Street Interchange, proceeds east along E. Pine Street, then follows Gebhard Road north and eventually returns to the intersection of Wilson Road and Table Rock Road.

Several maps are included in various elements of the Comprehensive Plan showing the Urban Growth Boundary. A more complete description is included in the Urbanization Element beginning on page III-11.

In accordance with Goal #14, the Urban Growth Boundary must be based on consideration of seven major factors. Each of these was carefully considered in the process and each is addressed in the Plan. These seven urbanization factors are as follow, and addressed in the Urbanization Element, beginning on page III-4.

- Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
- Need for housing, employment opportunities, and livability.
- Orderly and economic provision for public facilities and services.
- Maximum efficiency of land uses within and on the fringe of the existing urban area.
- Environmental, energy, economic and social consequences.
- Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest.
- Compatibility of the proposed urban uses with nearby agricultural activities.

V. HOUSING

Statewide Planning Goal #10 states:

*"To provide for the housing needs
of citizens of the state."*

The Housing Element of the Comprehensive Plan includes six community-oriented goals in addition to the statewide goal for housing and concludes with a series of City policies that are based on the findings of the Housing Element.

Introductory sections of this Element discuss the importance of housing as a basic human need, define the "housing market area", and outline the major obstacles to the provision of adequate housing that the City will be dealing with.

THE CURRENT HOUSING SITUATION

During the past twenty years or so, Central Point has been growing as a relatively "young" community. The characteristics of the housing stock, availability of family-oriented homes, quality schools, etc., combined to attract a greater number of families than did other communities in the region. According to the 1970 Census, Central Point had a higher average household size, a higher proportion of large families and a lower percentage of single-person households than did the region or the state.

Income characteristics of Central Point residents found that the Median Family Income of the City was slightly higher than that of the County and was estimated to be approximately \$16,900 in 1980. Unfortunately, inflation has continued to whittle away at the dollar and residents are finding it increasingly difficult to keep up with the rising costs of necessity items, such as food, clothing and housing, especially rental housing. Incomes have not kept pace with inflation and rising costs of housing and, in many cases, residents are paying too much (more than 25 percent of income) for housing.

The Housing Element also addresses the needs of elderly residents, handicapped residents and racial minorities.

HOUSING STOCK CHARACTERISTICS

A detailed land use inventory of all properties within the City was completed in March, 1980. A total of 2,291 dwelling units were counted in this inventory, 73 percent of which were single-family homes.

Housing costs have increased dramatically during the past ten years. A study of sales activity in Central Point and Jackson County found that the median price for a single-family home in Central Point in 1980 was \$55,501, compared to the median price in 1970 of about \$14,000. Rental rates also increased dramatically, from about \$72 per month in 1970 to \$271 per month in 1980. The Housing Element contains tables showing comparative statistics on housing costs, broken down into neighborhoods or "housing areas" of the Community. (See p. V-14)

The housing analysis found that Central Point currently has an overabundance of three-bedroom homes. There is a great need for diversity and dwelling units to meet the needs of both the lower-income resident and the upper-income resident in both owner and rental type units.))

HOUSING ALTERNATIVES

Since Central Point is a predominantly single-family home community, there was a need to investigate other alternatives that could help provide for the changing needs. The Housing Element discusses such alternatives as mobile homes, attached housing, condominiums, apartments and other forms.

THE PLAN FOR HOUSING

The Comprehensive Plan provides for a variety of housing types in an effort to provide a choice of sizes, types, styles and prices of housing throughout the Community. The Plan also discusses the role that energy conservation plays in housing and emphasizes the need to provide for more energy-efficient housing that will effectively lower the rates of energy consumption and reduce the costs of housing. Other needs expressed in this Element are the need to eliminate land use conflicts, prevent non-residential encroachment into residential neighborhoods, and the need to provide all residents with the necessary public facilities and services.

The Land Use Plan calls for a slightly higher citywide population density than currently exists. Since Central Point is already one of the most densely populated communities in the County, an objective of the Plan was to hold down further increases in density. A greater emphasis on non-residential land uses (commercial and industrial) helped to limit residential densities. However, the need for lower-cost housing and a de-emphasis on the single-family home subdivision resulted in a slightly higher overall density.))

Four density categories were established and shown on the Comprehensive Plan map. These are (1) Farm-residential, (2) Low Density, (3) Medium Density, and (4) High Density. The farm category is applicable only to a small area east of Expo Park that was included in the UGB for buffering purposes along the east side. High density areas are proposed for the vicinity of activity centers and major transportation corridors. The intent is to minimize through traffic in lower-density neighborhoods and provide housing for the greatest numbers of residents in close proximity to shopping, jobs, entertainment and recreation opportunities. This will also help to encourage walking and bicycling and, ultimately, use of mass transit.

The Comprehensive Plan emphasizes innovation and design of the highest quality. To provide increased opportunities for better quality developments, the Plan proposes a change in the zoning ordinance that would allow R-3 (multiple-family) development in "medium density" areas, as shown on the Comprehensive Plan map, but in accordance with the Medium Density units per acre requirements. This will allow greater flexibility than would be possible if the developer were restricted to duplexes only.))

VI. ENVIRONMENTAL MANAGEMENT

This element of the Comprehensive Plan deals with the many environmental issues that are vitally important in providing long-term livability and desirability of the Community. Each major environmental resource is evaluated in proportion to its significance to Central Point and related to other resources. Suggestions for new ordinances or modifications of existing ordinances are included as a guide to developing the tools needed to protect and enhance the long-term environmental setting of Central Point.

The primary intent of this Element is to develop a clear description of existing environmental resources, history, natural hazards, and other environmental concerns and from this description, develop a comprehensive program for the management of the environment that will be in balance with the growth and development proposals presented in the other elements of this Plan.

In order to adequately cover all major environmental resources of the Planning Area, this element addresses itself to the specific guidelines and requirements of four statewide planning goals:

GOAL #3 -- Agricultural Lands

"To preserve and maintain agricultural lands."

GOAL #5 -- Open Spaces, Scenic and Historic Areas, and Natural Resources

"To conserve open space and protect natural and scenic resources."

GOAL #6 -- Air, Water and Land Resources Quality

"To maintain and improve the quality of the air, water and land resources of the state."

GOAL #7 -- Areas Subject to Natural Disasters and Hazards

"To protect life and property from natural disasters and hazards."

In addition to these statewide planning goals, the City has established goals that relate more specifically to the Community and will help to guide the implementation of this Element and its related policies.

AIR QUALITY

The Bear Creek Basin, in which Central Point is located, is a natural basin which limits air circulation and the dispersal of contaminants generated within the Valley. Temperature inversions often occur in the Valley, resulting in winter fog and summer smog as contaminants are trapped on the valley floor. Vehicle emissions, industrial exhaust, wood and waste burning, and soil disruption associated with urbanization all add to the natural pollution levels. Although air sampling sites

are not established in Central Point, several assumptions have been reached pertaining to air quality in the basin and in Central Point. These assumptions conclude that Central Point does not have the serious violations that occur in other areas of the valley, particularly in downtown Medford, ozone levels are being violated in Central Point to a lesser extent than in Medford, and temperature inversions resulting in air stagnation will continue to be a problem.

Policies include establishing an air quality sampling station within Central Point, emphasis on the provision of non-motorized transportation alternatives and mass transit, locating residents in close proximity to shopping, jobs and other activities, promoting the use of bicycles, encouraging van and car-pooling, etc. There are also recommended actions the City can take to attract new industry that is relatively emission-free or that provides air quality improvements. The Plan for Central Point will help to minimize air quality problems by developing a community around the neighborhood and urban-centered growth concepts both of which maximize energy-efficiency and reduce air pollution.

WATER RESOURCES

Central Point purchases its water from the Medford Water Commission through an agreement which provides up to four million gallons per day (gpd) through 1987. Current demands are about 2.4 million gpd. The Water Commission is continually working to increase its future supplies to ensure adequate water reserves for urban domestic and industrial users.

Wells are also a source of water for many properties within the Urban Growth Boundary. It is expected that these wells will be replaced by conversion to the municipal system as areas annex to the City.

Probably the most critical concern of the City is its water distribution system. This Element of the Plan includes water resource policies aimed primarily at conservation of water. The Public Facilities and Services Element contains policies and recommendations aimed more directly at the provision of water and the improvement of the distribution system.

WASTE WATER MANAGEMENT

The City's sewer system dates back to 1906. In 1949 a pump station was built to pump the wastewater to the Medford treatment plant. Eventually, the Bear Creek Interceptor was completed and the pump station abandoned.

During the 1970's the City initiated a program to separate the storm drainage from the sanitary sewer system. This has helped to increase the system's capacity during periods of rain and also reduces the flow into the treatment plant. The treatment plant is now very close to its capacity and is handling 12 to 13 million gallons per day. When its capacity is exceeded, water is discharged into the Rogue River with only a minimum of treatment. The text of this Element goes on to explain in greater detail the plans for the expansion of the treatment plant, aspects of industrial waste, "non-point" source urban and agricultural runoff, and also includes policies to reduce future waste water problems.

LAND RESOURCES

This section of the Element addresses the "land" provisions of Goal #6 (Air, Water and Land Resources Quality) and breaks down these resources into the categories of agricultural land resources, vegetation and wildlife, mineral resources, and open space and scenic resources.

Central Point originally developed as an agricultural community within the heart of the Valley's agricultural area. As growth continued, conflicts between urban and agricultural lands increased. Today, a primary concern of the Comprehensive Plan is to minimize future conflicts and preserve those viable farm lands that are and will continue to be important to the agricultural economy of the region and the state. Contained in this Element (p. VI-20) are specific agricultural land use policies as well as policies for lands within the UGB and lands outside the UGB. In addition to these, the City's "urbanization policies" include provisions for the orderly transition of urbanizable lands to urban land uses while encouraging the continued farming of lands until annexed to the City for development.

The Vegetation and Wildlife section of the Element focuses attention on the natural environments of the Bear Creek corridor as well as Jackson and Griffin Creeks. Policies encourage the support of the County's Bear Creek Greenway program as well as City planning and development policies that will adequately prevent adverse impacts on these areas.

Mineral resources in the Central Point area are limited primarily to sand and gravel extraction outside the City limits and along Bear Creek.

The Open Space and Scenic Resources section discusses the need to provide programs that will ensure open space, protect scenic and historic areas and natural resources, and promote healthy and visually attractive environments in harmony with the natural landscape. Again, the natural areas of Bear, Jackson and Griffin Creeks are emphasized, as are public parks, school facilities and other areas of open space and scenic or visual quality. Policies for areas within the Community call for a greater awareness of open space and visual needs with attention paid to design and landscaping of new developments, buffers where necessary, and municipal street trees and landscaping. The overall intent is to preserve existing scenic qualities and amenities while ensuring that future development results in an increasingly attractive community.

NOISE IMPACT

A fairly extensive section on Noise Impact has been included in the Environmental Management Element, primarily for educational purposes. As the Community grows, increased population and traffic will result in increasing noise levels. However, these can and should be reduced to a minimum through proper planning and development controls. The major noise sources in and around Central Point include the airport, railroad, streets and highways and major activity centers. This section includes noise standards, measurement techniques and recommendations for dealing with noise-related problems.

VII. PARKS & RECREATION

IMPORTANCE OF PARKS AND RECREATION

Recreation enriches and strengthens people and their communities physically, socially and economically and many of life's most meaningful experiences are associated with various forms of recreation, both passive and active. Recreational opportunities are sought by all people regardless of age, physical or socio-economic condition, and can be enjoyed on an individual, team or group basis.

The Parks and Recreation Element of the Comprehensive Plan will assist the City in the recognition of recreational deficiencies and opportunities, set goals and policies, and ensure that the Plan reflects the present and future recreational needs of the Community, as suggested in Statewide Planning Goal #8 (Recreational Needs). In addition to the statewide goal, Central Point has developed a list of seven goals that relate more specifically to the City and its residents.

PARKS & RECREATIONAL NEEDS

An inventory of parks and recreational facilities in the Central Point area (including the regional area) found that local residents enjoy a wide variety of opportunities within the Southern Oregon region and within Jackson County, as shown on the map on page VII-9. The cultural and recreational opportunities at the local level are provided primarily by the City and School District #6 and, to a minor degree, by the private sector.

The Element discusses the park standards of the National Recreation and Parks Association and the Oregon Statewide Outdoor Recreation Plan. The City's policy is to work toward achieving a standard of at least ten acres per thousand population. The Land Use Plan reflects this standard in its provision and distribution of parklands throughout the Community, viewing the park as an integral component of each residential neighborhood.

In addition to public facilities, the Element also discusses the role of the private sector in providing recreation and entertainment. The July 1979 Consumer and Commercial Development Survey pointed out that the residents of Central Point are interested in the development of some facilities that are normally provided by the private sector, including a movie theater, bowling alley, skating rink, public swimming pool, and better restaurants. Local residents now rely heavily on Medford to provide these types of facilities.

A section on "park development guidelines" provides the City with a guide to various types of park facilities, including mini-parks, neighborhood parks, community parks and regional parks.

A section of the Element describes and supports the County's efforts in the Bear Creek Greenway preservation and development, and the Element concludes with a "Bicycle Facilities" section and Bicycle System Plan for the Community, linked to the County and Medford bicycle systems.

VIII. PUBLIC FACILITIES & SERVICES

The Public Facilities and Services Element of the Comprehensive Plan addresses the requirements of Statewide Planning Goal #11 in developing "a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." Urban facilities and services refers to key facilities and services provided by the City or otherwise available at appropriate levels to meet the needs of existing and future development. Included in the Element's discussion are:

- Police Protection
- Fire Protection
- Sanitary Sewers & Solid Waste Disposal
- Storm Drains
- Planning & Zoning
- Health Care
- Recreation Facilities
- Communication Services
- Energy Services
- Library Services
- Community Government
- Public Schools
- Public Streets

Each of these facilities were reviewed in detail in this Element of the Comprehensive Plan to determine the present levels of service and project the probable effect of the City's anticipated growth on the abilities of these facilities and services to meet the growing needs of the Community.

The range of public facilities and services that a community may provide is limited only by its own initiative, community needs and financial constraints. Generally, the most essential services are provided initially, including water, sewer, streets, schools, police and fire protection, and local government. As the community grows, there is a growing emphasis on the provision of parks and recreational facilities and services, health care, and specialized facilities for the elderly, the handicapped, the transportation disadvantaged, and other groups having special needs.

Most energy services, including electricity, gas, oil, etc., and communications services, including radio, television, telephone, newspapers, etc. are provided by the private or quasi-public sectors.

Because of the complexity and expense involved in the provision of adequate facilities and services, the Element views these facilities as a whole system rather than individual and unrelated components, and recommends a coordinated planning approach, including the use of Capital Improvement Programming, to ensure cost-effective provision of these facilities and services.

PUBLIC SCHOOLS

Central Point is located in School District #6 of Jackson County. The City currently has three elementary schools, one junior high school and one high school. The Comprehensive Plan calls for three additional

elementary schools and one new junior high school to meet the educational needs to the year 2000. According to District officials, there will not be a need for another high school in Central Point during that period.

A major concern of the District has been the continued development of new single-family home subdivisions in the Central Point area. This type of development generates the most school-age children of any type of development and does not pay its way in terms of tax dollars needed to support the needed school facilities. The Comprehensive Plan provides for a greater emphasis on alternative housing types that are, in many cases, at higher densities and will generate greater tax revenue while producing fewer children per unit than does single-family home development. The City is also promoting and providing for economic development in the form of commercial and industrial development that will also provide additional tax revenue and ease the tax burden of current residents.

LIBRARY SERVICES

The Jackson County Library System maintains a small library in downtown Medford in a rented retail store building. The present facility is old, narrow, awkward, not easily identified or attractive, and is the only rented library facility in the system. It also has the lowest square footage of floor area ratio per capita than any other library in the system.

The Comprehensive Plan recommends that the City encourage the County Library System to consider the construction of a new library in Central Point, according to locational guidelines provided in this Element.

HEALTH CARE

This section of the Element explains the provision of health care services within the region and the City. Emphasis is on providing for the future expansion of Crater Hospital and on the provision of sites for hospital-related office development. A "medical office park" is proposed directly north of the hospital and a conceptual plan for this park is included in the Land Use Element.

CITY GOVERNMENT & FACILITIES

This section discusses the changing needs of City government as the community grows and changes. It discusses the need to expand City departments or create new departments, based on findings of recent studies by the Rogue Valley Council of Governments and a consultant's report that was prepared prior to construction of the new City Hall.

Among the recommendations are expansion of the Building Department and creation of a separate Planning Department and Parks and Recreation Department. The employment forecast shows that the City will have approximately 164 employees by the year 2000. The new City Hall will adequately provide for expansion of the City staff and departments as well as allow further structural expansion beyond year 2000.

POLICE AND FIRE DEPARTMENTS

The Public Opinion Survey conducted in the spring of 1980 as part of the Citizen Involvement effort, found that the community holds both the Police and Fire Departments in high regard pertaining to the levels of services provided. Both departments are very involved in Community activities including education and prevention programs and have been very effective in dealing with their respective areas of concern.

This section of the element discusses the many activities and needs of both departments in providing safety services to the year 2000.

WATER & SEWER FACILITIES & SERVICES

The provision of water and sewer services was discussed in the Environmental Management Element. This Element provides more specific information pertaining to the upgrading of existing facilities and extension of new facilities to growing areas of the Community.

Central Point's Water System Plan calls for the remodeling of the existing reservoir pump station as well as the construction of an additional two million gallon storage reservoir by the year 2000 to provide equalizing storage for the City. The Water System Plan includes a map showing the major arterial pipelines required to provide water transmission throughout the Urban Growth Boundary area, as well as a list of system extensions that will also be necessary.

Most of the waste water generated within the UGB area is now carried by the Bear Creek Valley Sanitary Authority's collection system for treatment at the Medford Treatment Plant before discharge into the Rogue River. The Comprehensive Plan calls for conversion of all septic systems to the municipal sanitary sewer system as properties are annexed to the City for development. The Plan also recommends that the City begin a program for the replacement of deteriorated sewer lines in the older sections of the City, support plans to increase the capacity of the treatment plant, ensure that all new development plans include sewer facilities to be provided by the developer, and work with the BCVSA to ensure that the most appropriate and cost-effective sewer systems are provided as new growth and development occur.

OTHER FACILITIES AND SERVICES

Other facilities that are discussed in this Element include public streets (reference to Circulation/Transportation Element), energy (reference to Energy Utilization Element), and solid waste disposal. Waste disposal will continue to be provided through contractual agreement and the City will continue to coordinate the needs of new development with the capabilities of the waste disposal service and disposal sites, as provided for in the County's Solid Waste Management Plan.

Implementing policies related specifically to all major facilities and services are located at the end of the Element

IX. ECONOMICS

The Economics Element of the Comprehensive Plan addresses the requirements of Statewide Planning Goal #9 (Economy of the State). The goal is "to diversify and improve the economy of the state." In order to contribute to the improvement of the state's economy, Central Point must concentrate on improving the economic make-up of the Community to provide a better overall land use and economic balance.

Establishments that are engaged in manufacturing production and certain types of service activities are generally considered to be the prime determinants of community growth. In order for a community to grow, according to this viewpoint, it must manufacture and export goods and services to regions beyond its own area or engage in other types of activities that will bring new money into the local economy. In addition to this "basic sector" there is a non-basic sector that does not export, but rather supplies goods and services to the establishments and households of employees in the basic sector. Therefore, as the basic sector grows, it creates effects that cause the population and other sectors of the community to grow in an attempt to maintain a state of equilibrium.

The Central Point Comprehensive Plan puts primary emphasis on the provision of suitable sites for the location of basic sector industries while also encouraging expansion of the non-basic commercial and service sectors.

ECONOMY OF THE STATE

The economy of Oregon experienced slow growth during the 1960's followed by strong growth and transformation for the economy during the 1970's. It has become less dependent on resource-based industries (forest products and agriculture) and more diversified as a result.

Oregon has been growing at more than twice the growth rate of the Country through the 1970's with more than three-fourths of the growth attributed to immigration. Growth of the labor force was at record levels through the 1970's, however employment growth surpassed the growth of the labor force. During 1979, expansion and diversification of the durable goods manufacturing sector was impressive, led by gains in electrical equipment, instruments, ferrous metals, machinery, and transportation equipment. Oregon continued to attract electronics and instrument manufacturing industries, while employment in forest industries continued to decline.

The outlook will be greatly affected by the current recession which will result in a continually increasing labor force but no real growth in employment levels through 1980 and into 1981 at least. However, it is expected that the housing industry will bounce back in 1983 or 1984 to create a strong market for Oregon's timber products. The Element goes on to discuss the outlook in greater detail than can be summarized in this discussion. It concluded that as Oregon continues to grow and the employment growth rate remains low, there will be increasing unemployment, since the development of new job opportunities cannot keep pace with the increasing labor force, at least in the foreseeable future.

ECONOMY OF THE REGION

The local region (Jackson and Josephine Counties) experienced a strong expansion in its economy between 1975 and 1979. However, by 1979 the labor force was increasing at a rate far in excess of employment and growth was slowing in the nonmanufacturing industries, with layoffs in the forest products industry. Soaring interest rates and a sharp drop in housing production were largely to blame, especially during late 1979 and 1980. These trends are expected to have a ripple effect through the local economy. Tables included in the Economics Element show the labor force composition, trends, and occupations of employed persons, according to the latest statistics.

ECONOMY OF CENTRAL POINT

Because of the lack of economic data available for Central Point and the ten year period that has elapsed since the 1970 Census, the Plan recommends updating all local economic data when the 1980 Census statistics are made available. The Economics Element of the Plan will provide the necessary background to assist in the establishment of an economic development program. (Census data has since been updated)

Ten years ago, according to the Census, nearly fifty percent of the area's unemployment was attributed to the lumber and wood products and construction industries. There is a lack of diversification in local industries and, according to land use standards and comparisons with other similar cities, there is a considerable deficiency of industrial development in Central Point that has caused the City's economic balance to become disrupted.

The past situation appears to be changing for the better. There is now a solid trend toward a greater diversification of the economy, breaking away from the heavy reliance on resource-based industries. The City can now look forward to a greater proportion of employment opportunities in the service and trade sectors as the Valley continues to gain strength as a major trade and business center. However, there will still be a considerable need to promote and provide for basic-sector industrial development in the City and the success of this effort will depend largely on the City's initiative, financial ability, and its effectiveness in developing and carrying out an economic development program.

ECONOMIC DEVELOPMENT PLANNING

This section of the Economics Element describes the details and general outline of an "economic development program". Eight individual elements of economic development planning are discussed as the backbone of the program and policies are included under each. This is intended to provide the framework for the development of an economic development program in the future, based in part on the results of the 1980 Census as a major part of the data base. The policies often relate to actions that can be taken throughout the Community to improve its attractiveness to new industry and are not dependent upon a specific economic plan, although such a plan is strongly recommended.

X. ENERGY UTILIZATION

This Element of the Comprehensive Plan addresses Goal #13 (Energy Conservation). In addition to the statewide goal, the City has developed five goals that relate more specifically to Central Point. Energy considerations are vitally important to all aspects of community planning and are discussed in all elements of the Comprehensive Plan. This Element discusses conventional energy sources, alternative energy sources, special programs and activities in the energy field, and concludes with an "Energy Utilization Strategy" for Central Point.

The conclusions derived from the research for this Element include:

- Energy conservation, in combination with solar applications, appears to be the most reasonable and cost-effective method of approaching possible future energy shortages.
- Pacific Power and Light Company has estimated that it could experience an electrical energy shortage of as much as 34 percent by 1990. Increasing production, constructing new conventional generating plants, or developing new alternative energy sources were possibilities that were studied. However, no combination of these alternatives would effectively eliminate the 1990 shortage.
- There appears to be adequate coal and natural gas supplies through the year 2000. However, energy costs will continue to rise, with the consumer absorbing the additional costs.
- Because of limited generation facilities for electric power and delays in completing transmission lines, consumers can look forward to the possibilities of voluntary or mandatory cut-backs during peak periods.
- Although the supplies of conventional energy sources will depend on factors beyond the control of the City or the County, demand can be adjusted somewhat within our local area through conservation and other alternatives.
- Transportation is the sector of our economy that is most vulnerable to disruptions in the supply of energy, especially petroleum-based sources. This can cause negative impacts in all other sectors of the economy.
- Although there are many alternative energy sources available locally (wind, solar, biomass, etc.); there is a need for further research and development of the needed technology to make their applications physically and economically feasible.
- There are many ways to integrate solar and conservation measures into the Comprehensive Plan to help ensure that future development is more energy-efficient and not totally dependent on conventional energy.

The Energy Utilization Strategy for Central Point are based on the Element's goals and include the components of (1) Optimum Energy Efficiency in Structures, (2) Maximum Use of Natural Features in Design, (3) Energy-efficient Arrangement of Land Uses, and (4) Transportation-related Energy Conservation.

XI. CIRCULATION/TRANSPORTATION

The Circulation/Transportation Element and Land Use Element are probably the two most closely related and coordinated elements of the Comprehensive Plan. Together, they provide the basic framework of the Comprehensive Plan and are most visible on the Plan map. While the Land Use Element is concerned with the types and intensities of development on all lands within the City and its urbanizable area, the Circulation/Transportation Element provides for easy access to all lands and properties with a minimum of congestion and also provides for adequate traffic-handling capacity on City streets. Since not all residents travel by automobile or have access to automobiles, other modes of transportation are discussed in consideration of the particular needs of all Central Point residents, including pedestrians and bicyclists.

The Element of the Comprehensive Plan addresses the requirements of Planning Goal #12 (Transportation) in providing and encouraging a safe, convenient and economic transportation system.

MOBILITY

The ability of Central Point residents to travel within the community and region is an important concern of the Comprehensive Plan. This section of the Element discusses four basic mobility needs in the areas of (1) personal, (2) recreational, (3) commercial, and (4) industrial mobility. Since the dominant mode of transportation in the past has been the private automobile, the Comprehensive Plan attempts to expand transportation alternatives with emphasis on facilities for pedestrians, bicyclists and users of mass transit. In order to implement the Transportation Plan, this Element is closely coordinated with the Land Use Element. Through this coordination, future population concentrations will be more effectively located near activity centers such as the downtown business district, and along major transportation corridors that would eventually become routes for mass transit buses.

LOCAL STREETS AND HIGHWAYS

The major focus of this element is on the thoroughfares, transportation routes, and other circulation facilities in and around Central Point. This section of the Element deals with the City's streets and highways and includes a general description of the types of streets, standards for the development and improvement of those streets, and specific improvement recommendations. The year 2000 plan for the streets and highways is shown on page XI-28 (Transportation Plan map) and on the Comprehensive Plan for the City.

A major objective was to utilize the already existing streets and highways as the backbone of the expanded street system. Specifically, the City's "transportation triangle", consisting of Pine Street, Highway 99 and the Interstate 5 Freeway, would provide the basic major arterial system on the west side of Bear Creek. The Seven Oaks Interchange, where Highway 99 and the freeway converge, is an underutilized public investment that was found to be very suitable for industrial development. On the east side

of Bear Creek, the major arterial system would consist of Table Rock Road, Vilas Road, Hamrick Road and Head Road, all of which currently exist, although all have not been developed to major arterial standards.

The Circulation/Transportation Element discusses in detail five basic classifications of streets and highways, including the freeway, major and secondary arterials, collector streets and local streets. Each street type has a specific function to perform within the system and emphasis is placed on improving the existing street system to better conform to the "hierarchy of streets" concept. Only when streets are functioning as they were intended to function will the total circulation system operate effectively.

The Pine Street Interchange was identified as the only direct access to the freeway from Central Point. The Plan recommends that the City work with the proper transportation agencies to encourage the completion of this interchange to a full "clover-leaf" design to reduce congestion and hazards at this location. Also, it was recommended that an additional freeway access be studied at a location north of Pine Street to provide direct access into and from the Exposition Park and fairgrounds, possibly using the Upton Road overpass as a part of this system.

Specific proposals are made for major and secondary arterial streets and collector streets, with discussions of local streets and various special purpose streets.

OTHER FACILITIES

Circulation/Transportation facilities other than the street system that were covered in this Element include the railroad, the airport, public transit, pedestrian facilities, and bicycle facilities.

Although the railroad no longer provides passenger service, it plays a significant role in the economy of the area and provides service to local area industries. The Plan attempts to minimize land use conflicts with railroad operations, maximize rail frontage potential for industrial development, and also to look to the future and the possibility of the return of passenger rail service to the Valley.

Primary concerns regarding the Medford/Jackson County Airport are to protect against possible adverse impacts of airport operations, especially noise, on new urban development, and to ensure compatible land uses.

Public mass transit (buses) is not currently available in Central Point. However, as the City grows and the major transportation corridors grow in population density to support bus service, the City will again be faced with the decision of whether or not to enter the Rogue Valley Transit District and benefit from the services RVTD could provide.

The Comprehensive Plan views the activity of walking as an important mode of travel that is healthy, non-polluting, economical, and good for business. Such concepts as the clustering of commercial shopping facilities and the location of higher density housing near the downtown business district and other activity centers will help to encourage more

people to walk rather than drive. The Element offers several suggestions that could make areas such as the downtown district more attractive, safe and convenient for pedestrians, and to make the community more "people-oriented".

A fairly large section of this element is devoted to bicycle facilities. The bicycle is recognized as one of the most economical and efficient modes that exist today and one that is readily available to a large segment of the population. In order to encourage bicycle usage, the City will have to include bicycle planning as an integral part of the comprehensive planning process. The Parks and Recreation Element of the Plan includes the Bicycle System Plan map. The Circulation/Transportation Element supplements that discussion with a description of the three basic classifications of bikeways and emphasis on bicycles as a mode of transportation rather than a recreational activity, as emphasized in the Parks & Recreation Element.

CORRECTIVE MEASURES TO SPECIFIC PROBLEMS

This section of the Element addresses some community problems or concerns that relate to transportation and could affect the quality of the Community or the quality of life. A brief summary of these corrective measures is as follows:

- The Element contains a list of considerations pertaining to the reduction of transportation-related noise.
- Reduction of through traffic in residential neighborhoods is discussed and solutions proposed, including the possibility of closing some local streets to through traffic and creating cul-de-sac streets, especially in locations where the local street now intersects with a major arterial street.
- Reducing congestion in the downtown area was discussed. It was suggested that the City study the feasibility of consolidating some downtown blocks and closing the streets between to result in longer blocks and fewer local street intersections with Pine Street.
- The proposed development of a Downtown Improvement Plan would include circulation planning and off-street parking considerations.
- Hopkins Road is proposed to be extended eastward and southward to meet Merriman Road near Beall Lane. Hopkins is also proposed to be extended westward to Highway 99 to provide improved access from residential areas to the east and to Crater Hospital. This would also reduce traffic in adjacent neighborhoods and on Fourth Street.
- The Scenic Avenue/Upton Road intersection and Tenth Street/Third Street intersection are proposed to be redesigned to eliminate existing hazards caused by the angles of intersection and confusing signing.
- Off-street parking is discussed as a minor problem that will increase as population and commercial activity in the downtown area increase. It is recommended that the Downtown Improvement Plan include provisions for adequate off-street parking.
- Various responsibilities and activities related to providing for the needs of the "transportation disadvantaged" are also discussed.

XII. LAND USE

The Land Use Element of the Comprehensive Plan deals with the physical use of all lands within the City and its Urban Growth Boundary area. The overall Plan is the culmination of all the research, analysis, documentation, goals and policies of each of the other elements of the Plan and includes input provided by outside agencies that have reviewed the elements as well as local citizen involvement in the planning process. This Element is "comprehensive" in nature, taking into account all the major factors that will affect future growth and development while addressing all applicable statewide planning goals and reflecting the needs and desires of the Community.

Thirteen statewide planning goals pertain to the Central Point area and were addressed in the Comprehensive Plan. A matrix is provided on page I-3 of the Introduction section to show which of the goals are emphasized or referenced in each of the elements.

The Land Use Element contains goals and policies for the physical development and use of the land. It combines the land use aspects of all other elements into an overall design of compatible land uses that is in balance with the statewide goals as well as in balance with the local goals, community needs, and the environment.

THE LAND USE PLAN

Many factors were taken into consideration in determining the City's direction(s) of growth, anticipated population, and size and shape of the Urban Growth Boundary. After about four years of studying alternative UGB proposals, Central Point arrived at a boundary that achieves all the urban growth needs of the community while preserving the greatest possible amount of high quality economically viable agricultural land.

Residential Land Use:

The plan for residential areas of the community is aimed at accomplishing the goals that are established throughout the Comprehensive Plan pertaining to housing and general community livability.

In all cases, residential areas are arranged in harmony with other land uses to form well balanced and identifiable "neighborhoods". The "neighborhood concept" attempts to establish individual and unique neighborhoods that have easy access to neighborhood convenience shopping facilities, public schools, a neighborhood park, and major transportation corridors. In most cases, neighborhoods are connected with other areas of the community and to major activity centers, schools and parks by pedestrian and bicycle facilities.

About 46.8 percent of the total land area is proposed for residential land uses with an overall residential density of 12.5 persons per acre.

Four residential density categories are established and presented on the Comprehensive Plan map. These are Farm Residential, Low Density, Medium Density, and High Density. Each category is directly related to the City's zoning districts, as shown in the table on page XII-9.

Commercial Land Use:

Approximately 198 acres are shown on the Comprehensive Plan map for commercial development. This is 7.3 percent of the total land area.

Central Point has recognized a deficiency in the commercial sector and has based the commercial proposal on a standard of ten acres per 1,000 residents. Three categories of commercial land uses are included in the Plan -- General Commercial, Tourist Commercial/Office Professional, and Interchange Commercial.

General commercial areas include the downtown business district, service facilities located along Highway 99, and several neighborhood convenience shopping facilities.

The Tourist Commercial/Office Professional designation is applied to areas along Head Road east of the freeway. The intent is to attract tourist-related motels, hotels, restaurants, entertainment facilities, etc., that would meet the needs of tourists generated by the nearby airport and Exposition Park, as well as the many other tourist attractions in the surrounding areas of Jackson County. The tourist designation is combined with office-professional, which would provide a very compatible and desirable combination along Head Road. This would be an ideal location for the development of major office buildings or complexes that would be in close proximity to the freeway and to the airport.

Interchange Commercial is a designation related to the services needed by traffic along the Interstate 5 Freeway, particularly service stations, truck services, repair services, etc.

This section of the Element also discusses in greater detail the need for specific improvements in the downtown area, the benefits of clustered commercial development, and hospital-related development. Illustrations of these proposals are shown on pages XII-17 and XII-18.

Industrial Land Use:

Approximately 13 percent of the total land area is shown on the Plan map for industrial land uses. Central Point is currently very deficient in industrial development and suitable sites for new development. However, the City is fortunate in having major transportation facilities already in place to adequately provide for such development, and in a location that would minimize industrial impacts on other areas of the community.

Areas proposed for industrial use are primarily along the frontage of the Southern Pacific Railroad and along the western boundary of the UGB, but excluding the Seven Oaks Interchange area. This interchange has the unique advantage of having the railroad, Highway 99 and the Interstate 5 Freeway all in close proximity and available for industrial development. It has long been considered a prime industrial location and there is a

considerable public need to maximize the potential of the existing capital investment that is currently underutilized. This interchange area is protected by City/County agreement for future use, when needed. Other industrial areas include areas along the railroad within the existing City limits (already developed), and along Table Rock Road where there is currently a mixture of industrial, commercial and residential land uses that are poorly planned and serviced.

The City has established a standard of 20 acres per 1,000 residents of industrial development by the year 2000. This standard is exceeded somewhat in the total acreage allocated for industrial uses to allow for greater flexibility in site design and provide for future expansion of established industries beyond 2000. This will also provide built-in flexibility to ensure long-range expansion planning without creating future pressures to expand westward into agricultural lands that the City intends to protect from such urban encroachment.

Public/Quasi-public Land Use:

The public land use goal is "To provide suitable sites for the location of land uses related to community public facilities, utilities, and quasi-public uses that are necessary to meet the future needs of Central Point residents to the year 2000."

Lands falling into this category consist of a variety of institutions, public areas, utilities, and other land uses that are generally considered to be public in nature or perform a public service.

Other than streets and highways, school facilities account for the largest public acreages on the Plan. Three new elementary schools, and one junior high school are proposed to meet the educational needs of the Community.

Parks and recreation facilities will account for about 162 acres, a large portion of which will be within the Bear Creek Corridor. About 62 acres are proposed for new public parks, mostly neighborhood parks of ten acres each. Other parks are located or designed for special purposes such as linear parks along creeks or used as buffers between residential and non-residential land uses.

A full block is set aside in the plan for future expansion of the City Hall. Additional land is provided for the expansion of Crater Hospital as well.

Circulation/Transportation Land Use:

This section describes the circulation/transportation system of the City as outlined in the Circulation/Transportation Element. About 538 acres are included in the plan for such facilities to serve the transportation needs of the Community to the year 2000.

This has been a summary of the Central Point Comprehensive Plan. For further detail on any subject, refer to the appropriate Element of the Plan.

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