

The
Comprehensive
Plan

XII. LAND USE

LAND USE

The
COMPREHENSIVE PLAN
for
Central Point, Oregon

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ROGUE VALLEY COUNCIL OF GOVERNMENTS

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INTRODUCTION

The Land Use Element of the Central Point Comprehensive Plan deals primarily with the physical use of all lands within the City and its Urban Growth Boundary. The actual "Land Use Plan" consists of both a map and the text of the Land Use Element which describes it. The overall Plan is the culmination of all the research, analysis, documentation, goals and policies of each of the other seven elements of the Comprehensive Plan and includes input provided by outside agencies that have reviewed the elements as well as local citizen involvement. Thus, the Land Use Plan for Central Point is "comprehensive" in nature, taking into consideration 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.

RELATIONSHIP TO STATE GUIDELINES

As specified by the State, all land use plans shall include an identification of issues and problems, inventories, and other factual information for each applicable statewide planning goal. It is the responsibility of each jurisdiction to establish its own procedures and methodologies for completing its plans. Central Point's comprehensive planning process is described in Section I of this document (see p. I-2) and consists of eight "elements" plus three introductory sections (Introduction, Planning Area Characteristics, and Urbanization) and a summary of the entire Plan (Section IV).

Thirteen of the statewide planning goals pertain to the Central Point area and are addressed in this Plan. Because of the complex nature of comprehensive planning, there is considerable overlap of goal provisions and applications. The eight basic elements of the Plan were designed to adequately address all major aspects of Central Point as well as the thirteen goals. A matrix is provided on p.I-3 to simplify the procedure of determining which of the goals are emphasized or referenced in each of the elements. Although the task of addressing each of these goals was of primary importance in the preparation of the Comprehensive Plan, the final format of the Plan document was designed to be as functional as possible, easily read and understood by the general public, and interesting to the potential reader. Statistical data and other related information that might have caused unnecessary confusion if included within this document, are referenced within the document but filed in City Hall.

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

GOALS

Statewide planning goal #2 (Land Use Planning) states:

"To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions."

Through the comprehensive planning process, Central Point has established the process necessary for the completion of this Plan as well as to provide for on-going citizen involvement in further refinement of the Plan in years to come. The factual base and policy framework is clearly presented in each of the elements of the Comprehensive Plan, coming together in the Land Use Element and Land Use Plan map. Implementing ordinances, both existing and proposed, will help to ensure that the Community continues to grow in a coordinated and balanced manner consistent with statewide goals as well as local needs and ambitions.

In addition to the statewide goal, the following goals more specifically reflect the intent of the Land Use Element as it pertains to Central Point:

- To provide for an orderly overall pattern of future development and change throughout the City of Central Point and its urbanizable area that is consistent with both statewide and local goals and objectives.
- To ensure a development pattern that will most efficiently provide for the City's anticipated growth to the year 2000 while continually increasing the quality of life for all local residents.

Additional goals and policies will be included for each major land use category in the following discussions.

THE LAND USE PLAN

Population projections, City desires and policies, and documentation contained in the "Urbanization Element" of this Plan indicate that Central Point will be a community of about 16,000 residents by the year 2000. The Comprehensive Plan consists of a coordinated physical plan as well as the implementing measures necessary to adequately provide for the anticipated future growth.

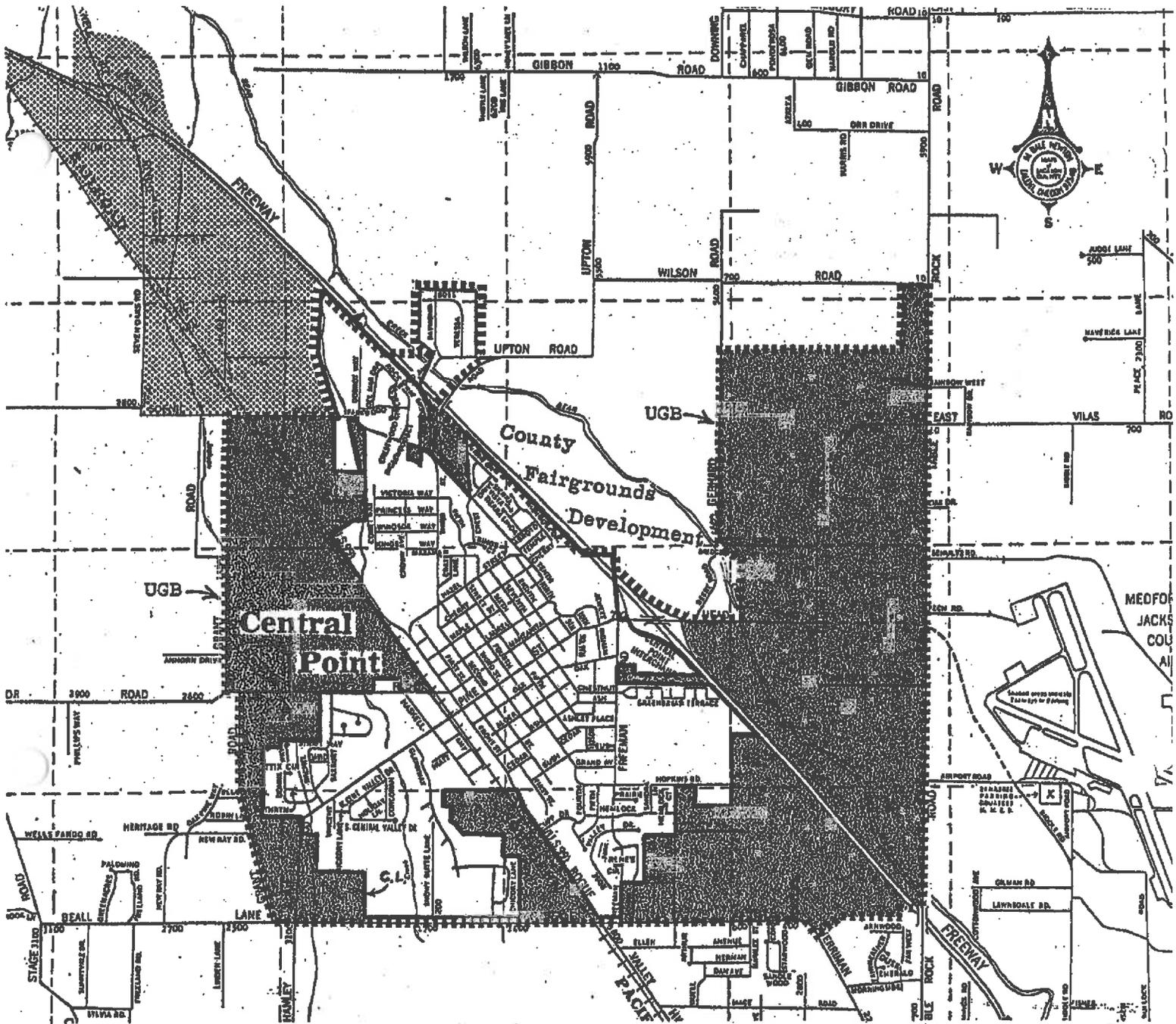
DIRECTIONS OF GROWTH

Many factors were taken into consideration in determining the directions in which Central Point could grow. Areas immediately surrounding the present City are a combination of urban and rural development, often bisected by arterial highways and rural roads. Much of the land surrounding the City has been classified as Class I-IV soils (when irrigated) and much of it is currently being farmed.

In establishing the Urban Growth Boundary for Central Point, it was determined that the City could not grow without consuming some lands that were in agricultural use or in soil classifications I through IV. Detailed research and input provided by local farmers helped to define those agricultural lands that were either of poor or marginal soils or were no longer economically feasible to farm. Adverse impacts resulting from already existing non-agricultural land uses were also considered carefully.

Following more than five years of studying potential urban growth boundary configurations, the City of Central Point and Jackson County came to agreement on the boundary that is now the basis for this Comprehensive Plan. The UGB and its history is fully described in the Urbanization Element of this document. The UGB contains 2,736.83 acres, within which a year 2000 population of 16,000 residents can be accommodated. Since about 1979, the UGB negotiations between the City, Jackson County and LCDC have resulted in UGB acreage reductions from 5600 to the present 2736, a reduction of more than 50 percent. At the same time, the City's population projections for the year 2000 were reduced by about 27 percent, from 22,000 to 16,000. Overall, the UGB and Comprehensive Plan are now very well defined, all inventories and proposals are documented in detail (to nearest hundredth of an acre), and all land uses are balanced in a manner that will best provide for the future of Central Point and its residents.

The map on the following page illustrates the directions of growth beyond the present City limits. The southern boundary along Beall Lane abuts Medford's UGB for much of the length and provides for in-filling of vacant lands that are already partially developed or proposed for development. The discussion of land use compatibility with agricultural lands in the Urbanization Element (page III-11) provides a good description of the UGB and land uses along it.



**CENTRAL POINT
URBANIZABLE AREA**

Established: August 25, 1982

UGB TOTAL AREA ----- 2,736.8 ac.

PROJECTED POPULATION ----- 16,000

-  Area protected from premature urbanization by Policy #7 of the City/County Urbanization Agreement.
-  URBANIZABLE AREA: Inside UGB and outside City limits.

The western boundary follows existing roads which form a physical "edge" and help to buffer urban and rural land uses. The I-5 Freeway and Bear Creek corridor combine to form a buffer between the City to the west and the Expo Park and agricultural lands to the east and north.

A primary objective of this Comprehensive Plan is to improve the City's economic health, primarily through the provision of new suitable industrial and commercial development or expansion opportunities. Although there is existing industrial development along Table Rock Road and room for expansion in that area, the City's industrial future lies west of the railroad right-of-way and within a corridor that eventually will extend to the Seven Oaks Interchange to take advantage of the highway, freeway and rail facilities in that area. For this reason, the City and County have agreed that this will be a future direction of growth for Central Point and have protected the area that is shaded on the Urbanizable Area map (P. XII-4) from premature urbanization. Policy #7 of the City/County Urbanization Agreement ensured that this area will remain in rural type land uses and zoning until such time as the City needs the area, can provide adequate services to the area, and includes it in the UGB for eventual annexation.

In addition to maximizing the use of existing transportation facilities, the establishment of the industrial areas to the northwest is intended to establish the physical limits to further westward urban expansion and will also result in an industrial buffer between the agricultural lands to the west and urban lands to the east. This arrangement of agricultural and industrial lands is the most appropriate and compatible combination for this area. This land use proposal has been supported by the City, community residents, and local area farmers who agree that this is an effective way to protect quality agricultural lands to the west from many of the problems that often result from residential land uses adjacent to agricultural uses.

The most logical direction for non-industrial urban growth is east and northeast, toward Table Rock Road, which has been established as the joint Medford/Central Point UGB. The wedge-shaped land area between Bear Creek and Table Rock Road has already experienced considerable urban development in an uncoordinated and chaotic manner that has resulted in major adverse impacts on farming in that area. Agricultural lands west of Gebhard Road and north of the Expo Park were not included and will remain rural. It should be noted here that the owners of several hundred acres of additional land requested that their lands be included in the UGB because of economic and other hardships related to poor soils, declining productivity and other factors. However, reduced population projections and urban land needs, potential land use conflicts, and the intent to include only lands most suitable for urban development made it impossible to include many of these areas in the UGB, as requested. In recent years, Central Point has taken more than 2,800 acres out of earlier UGB proposals in order to reach a compromise level that was agreeable to Jackson County, LCDC, and other agencies.

In summary, the direction of future growth was based on the City's social, economic, transportation, public facilities, and other needs, which were balanced with the needs to preserve the most productive agricultural and natural resource lands. All state-wide planning goals were considered in the process and the final UGB is considered to be the most reasonable and desirable configuration in which to accommodate the future growth of Central Point.

RESIDENTIAL LAND USE:

Residential Goals:

- To ensure a high degree of livability and environmental quality in all residential areas of Central Point.
- To provide for a well-balanced variety of residential densities and housing opportunities for all residents of the community.

Existing Land Use Summary:

Development in Central Point, since its early beginnings, has been greatly influenced by three major transportation facilities -- the Southern Pacific railroad, Rogue Valley Highway (Highway 99), and Pine Street. The Community grew along these routes initially and later expanded outward. The original development patterns can be seen today in the age and styles of older structures and in the basic grid pattern of streets, laid out in the late 1800s.

The older Central Point neighborhoods extend for several blocks both north and south of the business district along Pine Street. Residential streets in these areas are wide, with 60 ft. and 80 ft. rights-of-way. The blocks are relatively short but deep, typically with a width of 220 feet and a depth of 300 feet.

These older sections of the City are showing signs of age and deterioration to various degrees and have already experienced transitional development, usually on a parcel-by-parcel redevelopment that has seen many older single-family homes replaced by modern duplexes or multiple-family structures. Often these newer structures are not of the same style or character of the surrounding neighborhood. While most of the older single-family homes continue to be well maintained, studies of transitional development have shown that, as newer higher density developments occur, the impacts on remaining single-family homes become increasingly negative, often resulting in a decline in neighborhood upkeep, pride of ownership, and structural maintenance. Many

homeowners begin to realize that their home is worth less but the property is increasing in value for multiple-family development. In many cases, the owners move to newer more stable areas but retain their property as an investment, renting the house until it is eventually sold for multiple-family construction. When these changes occur in a neighborhood, the owner/renter balance is upset and the neighborhood becomes predominantly renter-occupied. At the same time, since the value and future potential are in the land, rather than the structure, there is less incentive to properly maintain the house or make costly repairs. The result is often a more general but steady decline in the neighborhood.

Older deteriorating neighborhoods often play a part in providing lower-cost housing opportunities. Unfortunately, housing quality and safety are sometimes compromised. The Housing Element of this Plan showed that about two-thirds of Central Point's elderly residents reside in the older neighborhoods of the City. It is in the best interests of the community to pay special attention to the needs of the elderly, including their housing needs.

Many of the single-family homes in the older neighborhoods are very attractive, sound, and should be protected from the adverse impacts of high-density intrusions by multiple-family developments. Initial steps in this direction are discussed in the following section. Central Point has already acted on a recommendation in the 1980 Comprehensive Plan to reduce the zoning in some of these older neighborhoods so that they are more valuable for their existing use, rather than the potential high-density uses. The City has since revised its Zoning Ordinance and map and changed the zoning in many of its older neighborhoods from high-density to medium- or low-density zoning districts.

More recent residential neighborhoods have grown outward from the downtown area and have been developed, for the most part, as well-planned small interconnected subdivisions. New residential development in recent years has been primarily of the single-family home type, often catering to the needs of young families with children. This type of development generates the need for additional parks, schools, and other facilities but generally does not pay its own way in terms of the public revenues needed to provide these facilities. The Comprehensive Plan attempts to correct this problem by providing a more appropriate balance of residential types and densities, by emphasizing the need to grow in the industrial and commercial sectors, and by considering new or updated systems development charges.

To date, there have been very few major multiple-family residential developments in Central Point. About 17.5 percent of the housing stock is multi-family. Many of these are small tri-plexes or four-plexes scattered throughout the older neighborhoods. These are very common types of transitional development that fit legally on typical single-family lots in R-3 zones. However, they are not often architecturally compatible with the homes in the area, and appear to be out of character. The Comprehensive Plan provides specific locations for high-density and transitional development and separates these areas from the older neighborhoods that are targeted for preservation.

Mobile homes account for about 5.3 percent of the City's present housing stock with the majority of these located in a single mobile home park east of Freeman Road. Mobile homes are expected to play a greater role in housing as they increase in popularity as a viable housing alternative at a lower cost than conventional homes. Mobile homes are especially popular in portions of the UGB that are in a rural or semi-rural state, particularly west of Table Rock Road and north of East Pine Street.

Since the Comprehensive Plan map shows levels of residential density rather than specific housing types, the Plan does not indicate specific locations for mobile homes. However, mobile homes are conditionally permitted in the City's R-3 zoning districts.

Residential Land Use Plan:

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

Residential areas are arranged in harmony with other land uses to form well-balanced identifiable neighborhood units. The "neighborhood concept", as described in the Housing Element, helps assure that adequate educational, shopping, recreational and other facilities are provided, as well as an adequate and energy-efficient transportation system. Further refinement of the Plan, as the City continues to grow and change will alleviate some of the problems of planning for neighborhoods that are now restricted by the UGB configuration or unusual land use patterns.

The Comprehensive Plan provides 1,281 acres for residential land uses, which is 46.8 percent of the total UGB area. Assuming total development by year 2000, the City could have 16,000 people living in 6,182 dwellings at an overall residential density of about 4.8 units per acre.

The Land Use Plan for residential uses includes four categories of land uses, as illustrated on the Comprehensive Plan map. The following is a summary of these categories.

LAND USE CATEGORY	PERMITTED USES	ZONE	MAXIMUM RESIDENTIAL DENSITY
FARM	Single-family dwelling	R-F	1 D.U./Acre
LOW DENSITY	Single-family dwelling	R-1	6 D.U./Acre
MEDIUM DENSITY	Single-family dwelling	R-2	12 D.U./Acre
	Two-family dwelling	R-2	" " "
	Multiple-family dwelling	R-3	" " "
HIGH DENSITY	Single-family dwelling	R-3	25 D.U./Acre
	Two-family dwelling	R-3	" " "
	Multi-fam. & dwelling groups	R-3	" " "
	Boarding & Roominghouses	R-3	" " "

Farm-Residential includes a small 21.5 acre area along the western edge of the UGB south of Scenic Avenue. The area is currently in rural-residential use. It was included in the Plan and UGB to ensure that it would remain in its present use and function as an effective buffer between industrial areas to the east and more intensive agricultural areas to the west.

Low Density residential land uses (including the Farm-Residential category) account for 35.1 percent of all land uses on the Plan. Low Density areas will be developed according to the provisions of the R-1 zone in the City's Zoning Ordinance. Although this zone allows single-family dwellings as the primary structural type, the next twenty years will see a number of innovations as more efficient alternatives to the conventional single-family home subdivision. These will help reduce housing costs while increasing energy efficiency, lowering public costs related to facilities and services, and discouraging the use of automobiles as the primary mode of transportation.

Medium Density land uses account for 5.0 percent of all land uses in the Plan. This category provides for dwelling unit densities within a range of 6 to 12 dwelling units per acre. Single-family homes are allowed under the R-2 zoning category, as are duplexes. In addition, through a minor modification to the Zoning Ordinance, multiple-family residential development can also occur in areas designated as Medium Density and zoned R-3, provided the development does not go beyond the maximum density shown on the Comprehensive Plan map (12 units per acre). This flexibility will allow for the normal R-2 zoning in neighborhoods that are most appropriate for duplex development while providing for additional innovation (but at the same density) in areas having larger

available parcels. Duplex development is proposed for older areas of the community in which residential lots of appropriate size are already established and where such development would be most compatible with the existing neighborhood. Lands in vacant areas, having large or disorganized parcels, and with little or no potential for land use conflicts with established neighborhoods, would be zoned R-3 and allowed to develop according to the requirements of that zone but within the 12 unit per acre medium density requirement. Hopefully, this modification to the Zoning Ordinance will encourage greater innovation and act as an incentive for higher quality site planning and architectural design.

High Density designations are applied to lands that have the optimum combination of a number of locational criteria, including close proximity to major activity, shopping and employment centers, and within easy walking distance of future public transportation corridors or major arterials. Since the business district of Central Point will continue to function as the commercial center of the City, the majority of high density development is proposed to occur immediately adjacent to or nearby the downtown area. This will also be the focal point of any future public transit systems, is near City Hall and other public facilities, and are areas that have easy access to Highway 99 and the freeway. The only notable exception is an area of high density northwest of the Head Road/Table Rock Road intersection. These are two major arterials that will eventually become corridors for public transit, a neighborhood convenience shopping center is proposed at the intersection, and the corridor along Head Road is expected to develop into a center for professional offices and tourist-related facilities.

Zoning and Density:

The City of Central Point's Zoning Ordinance contains three primary residential designations. These are R-1 (single-family), R-2 (two-family) and R-3 (multiple-family). In addition, the Zoning Ordinance includes a section on Planned Unit Development (PUD) to allow diversification and greater flexibility of design. Density bonuses are possible for developments that meet specified standards for open space or design excellence. It is anticipated that many of the proposed alternatives to the conventional subdivision will be encouraged through the opportunities provided in the PUD ordinance.

In most cases, single-family neighborhoods in Central Point are currently zoned R-1. However, as pointed out earlier, the older neighborhoods in the central portion of the community are experiencing transitional development at higher

densities. This is partially the result of over-zoning in these areas, which are currently zoned R-3. The R-3 zoning allows the high density transitional development to occur. The R-3 zoning is providing a great deal of future development potential in these areas, but at the expense of older but stable low-density neighborhoods. The Comprehensive Plan, in the interest of preserving sound housing stock, neighborhood character, and low-cost housing, has identified portions of these areas as suitable for higher density development, and has reduced the land use designation on the remainder of the area to "Medium Density". The Zoning has also been changed.

Density ranges shown on the Land Use Plan (Comprehensive Plan) map are designed to coincide with the City's zoning district categories, as shown in the table on page XII-9. Currently, there are few lands within the City limits that are zoned R-2. This zone allows two-family (duplex) development at about twice the unit density allowed in the R-1 zone and is applied to some of the "Medium Density" areas. Areas found to be most suitable for duplex development are those in older neighborhoods in which replacement housing is needed or desirable, but at densities and housing styles that are compatible with the existing development and character. (Zoning is consistent)

Medium density designations have also been applied to areas in which the previously discussed locational criteria would justify a residential density at the 6 to 12 unit per acre level. R-3 zoning is applied to medium density areas in which the parcels are of sufficient size and shape to allow for greater flexibility of design and innovation. This allows the property owner much greater flexibility within the medium density category without being limited to duplex development.

Residential Development Policies:

1. Encourage a greater distribution of housing opportunities by providing for a variety of housing densities and types throughout the City in order to avoid undesirable and inefficient concentrations of housing types and segments of the population in any one location.
2. Preserve the value and character of older single-family neighborhoods through proper zoning and all reasonable efforts to encourage maintenance and rehabilitation as an alternative to transitional development at higher densities.
3. Ensure through the established plan review process that all residential development on parcels adjacent to agricultural lands include in their plans provisions for effective buffering between the land uses and a residential orientation away from the agricultural lands.

4. Encourage and make possible innovative residential planning and development techniques that would help to increase land use efficiency, reduce costs of utilities and services, and ultimately reduce housing costs. (Techniques that should be provided for include transferable development rights (TDR), planned unit development (PUD), clustered development, zero lot-line development, and others as appropriate.
5. Continue to ensure that long-range planning and zoning reflects the need to locate the highest densities and greatest numbers of residents in closest possible proximity to shopping, employment, major public facilities, and public transportation corridors.
6. Continue to modify the Zoning Ordinance, as necessary, to take advantage of planning innovations and technological improvements that could have applications in Central Point to the benefit of the community.
7. Establish a "design review board" to help ensure that development proposals are of high quality and will contribute to the positive appearance and aesthetics of the community.
8. In areas where residential neighborhoods abut commercial or industrial areas, orient the residential structures and local streets away from these land uses to avoid any undesirable views and to strengthen neighborhood solidarity.
9. In any area where development of one or more parcels may create obstacles to the development of others, require the initial developer to develop a specific plan that would provide for the future development of the entire area, including the provision of adequate access to potentially landlocked properties.

NOTE: See "Neighborhood/Population Breakdown" table on p. 34 of this Element.

COMMERCIAL LAND USE

Commercial Goal:

- To create an economically strong and balanced commercial sector of the Community that is easily accessible, attractive, and meets the commercial needs of the local market area.

Existing Land Use Summary:

As described in the "History of Central Point" section of the Environmental Management Element, the original commercial district of the community was in a small area south of Pine Street along what is now Bigham Drive. When the railroad was constructed in the 1880's, the focus of commercial activity shifted to Pine Street, near the railroad. Pine Street, from the freeway to Front Street (U.S.99), continues to be the primary commercial corridor of Central Point.

Front Street is also important to the commercial sector. Commercial businesses, often mixed with light industrial uses, are located along the length of the street from Beall Lane to the vicinity of the high school. In most cases, commercial "strip" development along Front Street is automobile-oriented, shows a lack of coordinated planning and is in need of structural design, signing and landscape improvements to make it more attractive and a visual asset to the City. A more detailed analysis of this area is proposed in this Plan and policies to determine what actions would be most appropriate to improve the area.

Commercial Land Use Plan:

The plan for commercial land uses in Central Point evolved from the analysis of commercial, office professional and tourist-related needs over the next twenty years. Approximately 198 acres are shown on the Plan map as commercial. This is 7.3 percent of the total land area.

Central Point has recognized a major deficiency in the commercial sector of the community and has based the commercial proposal on a standard of about ten acres per 1,000 population, which is a fairly common standard for comprehensive plans. The final land use figures show that the total commercial acreage exceeds the ten acre standard, primarily because of the inclusion of the interchange commercial and tourist/office areas that would be developed primarily to serve freeway traffic, users of the Expo Park, and business generated by the freeway and airport. Given these considerations,

the commercial areas designated on the Plan that would directly serve the residents of Central Point would come very close to meeting the ten acre standard.

The Land Use Plan shows three basic commercial categories:

- General Commercial
- Tourist & Office-Professional
- Convenience Center

The General Commercial designation is applied to the central business district and areas along the east side of Highway 99 from Beall Lane northward to the high school. This general area is suitable for a wide range of commercial uses that are suitable for the central portions of the community. The Zoning Map for Central Point, which is consistent with the Comprehensive Plan map, further subdivides the General Commercial category into three zoning districts. The Central Business District (C-3) extends along Pine Street, roughly between First Street and Seventh Street. This zone is designed to strengthen and commercial core area of the City. Adjacent to the C-3 zone to the north and south is the C-2 (Limited Commercial-Professional) zoning district which is somewhat less intensive than the commercial core area, but provides a good transitional zone between the high-intensity of the downtown area and the low-density residential areas to the north and south. The third zone under this category is the C-5 (Thoroughfare Commercial) district which extends along Highway 99 and provides for a mixture of mostly automobile-related commercial activities, many of which will be related to the light industrial areas across the highway to the west.

Tourist Commercial/Office Professional is the second of the commercial land use categories. This area is zoned R-4, which is the City's corresponding zone. With the continuing development of Expo Park and the airport, the City sees a significant opportunity to plan for expanded tourist facilities and compatible professional office development, primarily along East Pine Street from Seventh Street to the vicinity of Hamrick Road. Tourist facilities might include hotels or motels, restaurants, flower and gift shops, personal services, automotive services and other uses that are generally found with and compatible with professional office development that could also take advantage of the convenient locational qualities near the Expo Park, airport and freeway.

The Convenience Center category would provide for small convenience shopping districts within residential neighborhoods or at major arterial intersections. The City's C-1 zoning district provides for these types of uses and will ensure that these commercial uses will be compatible with the adjacent residential areas.

Neighborhood convenience centers are proposed at the intersection of Table Rock Road and Vilas Road, Table Rock Road and East Pine Street, Third Street at Tenth Street, Hopkins Road at Bursell Road, and Beall Lane at Hanley Road.

Downtown Improvements:

The Land Use Inventory of March 1980 showed that the downtown business district is expanding in two distinct ways. First, commercial development is taking place along Pine Street toward the freeway, replacing or converting older single-family dwellings in this area. Second, because of the shortage of available commercial land along Pine Street, new development (primarily financial and professional offices) is locating behind the established businesses and along Oak and Manzanita Streets. It appears that the City is experiencing the initial stages of a north and south expansion of the business district.

The Comprehensive Plan establishes ultimate boundaries of the business district, allowing it to expand in a manner that will not result in land use conflicts with nearby residential neighborhoods. Manzanita Street (one block north of Pine) is proposed on the Circulation Plan to be a secondary arterial street providing direct access to Taylor Road on the west side of the City. The intent of the Land Use Plan is to develop Manzanita Street as a commercial thoroughfare with financial, legal, and other business offices and service businesses west of Seventh Street, and tourist or office uses east of Seventh. The dividing line between commercial and residential uses to the north would be the alleys that parallel and lie between Manzanita and Laurel Streets. According to this general concept, residential and commercial uses would back up to each other but would not face each other across the street. Manzanita would become a totally commercial-oriented street and Laurel would remain residential. The same basic concept is applied to areas south of the business district, making Oak Street a commercial-oriented street from Front Street to Seventh.

As the downtown area continues to grow and increase in commercial intensity and activity, there will be a greater need for off-street parking. There is considerable potential for commercial parking behind existing businesses with access through the alleys. Development of such parking could be done through joint agreements among local businesses, possibly with the initiation and encouragement of City staff. Ideally, such developments would be coordinated by a Downtown Improvement Plan. Because of the financial and staff limitations, such a plan is not proposed immediately, but should be high on the priority list of future special studies. A Downtown Plan would also include a master plan for parking, coordinated design guidelines for commercial development, landscaping and signing guidelines, and a specific plan for pedestrian and

bicycle facilities and access.

As discussed in the Circulation/Transportation Element, there will be an increasing need over the next few years to increase circulation efficiency in the downtown area. A major factor in the existing traffic problems is the great number of local streets that intersect with Pine Street, a major arterial. The "hierarchy of streets" concept discourages such intersections. There are presently 14 intersections within the portion of Pine Street between the freeway and railroad, not including alleys. As traffic volumes increase, the level of traffic congestion at these points will also increase, slowing traffic flows and causing delays and excessive auto emissions. Because of the short 220 foot block faces, it would be advantageous to combine some downtown blocks to increase circulation and improve the shopping environment. The combination of two blocks would create a 500 foot block. The street right-of-way between the original blocks could be made available for commercial development (in-filling) or retained for public parking or access to off-street parking lots. The illustration on the following page shows the street/block configuration in the downtown area at the present time and a conceptual design for block consolidation. This is only a concept to stimulate thought and ideas and is not intended as a specific Plan proposal. The completion of the proposed Downtown Improvement Plan would provide the necessary detail and supportive data to amend the Comprehensive Plan accordingly at a later date.

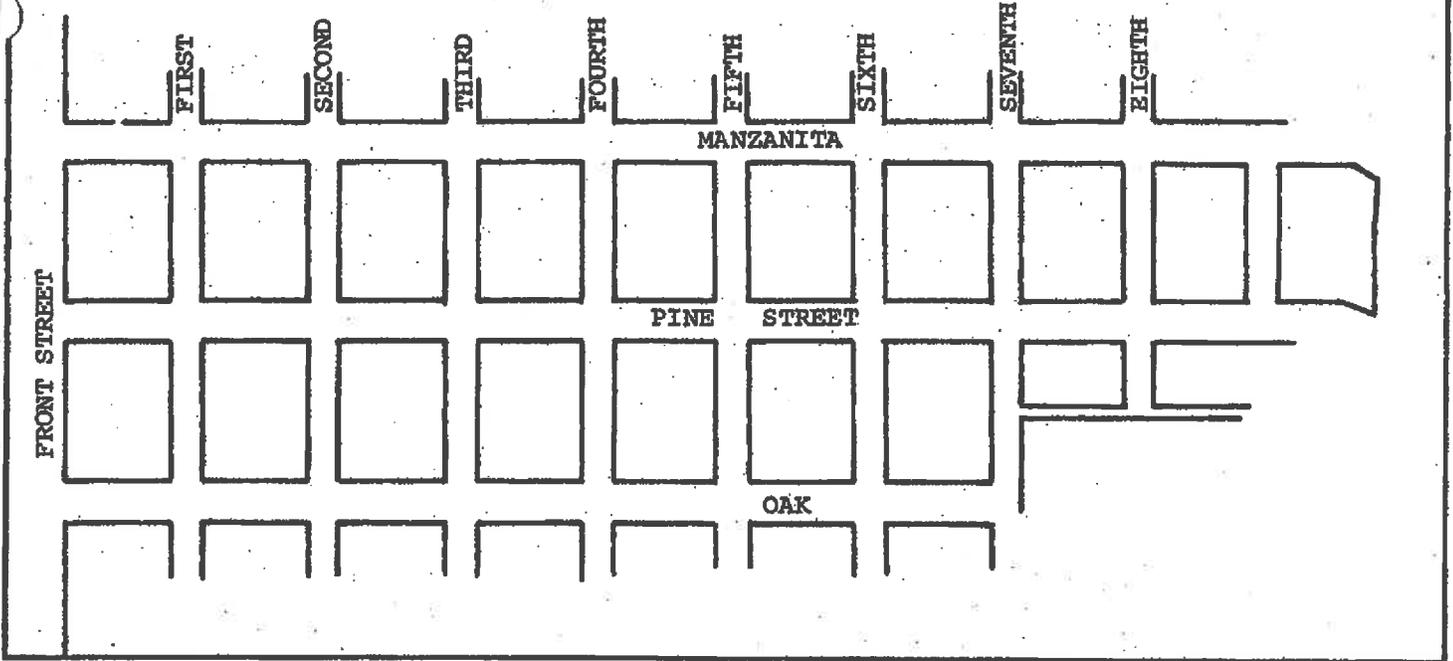
Clustered Commercial Development:

The theory of cumulative attraction states that a given number of stores selling competitive merchandise will do more business if they are located in close proximity to each other than if they are widely scattered. For example, four shoe stores located close together will do more business than the same four stores if they were spread out. Also, a department store and a variety store adjacent to each other will complement each other so that the two stores together will do more business than the same two in separate locations.

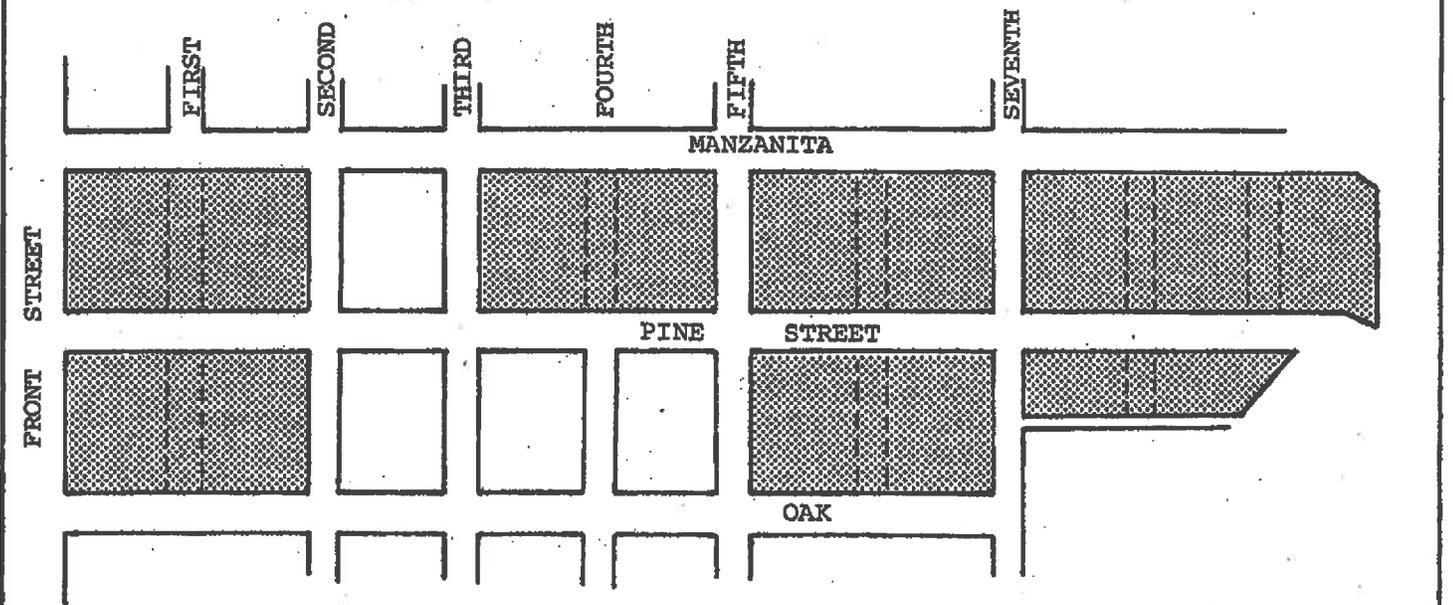
The additional business comes from two sources, primarily. A larger percentage of the market area will be attracted to the cumulative or larger group, and the market area will be larger. It has been determined through commercial or market studies that it is not uncommon to find that clustered stores will do four or five times more business than individual or scattered stores will do. Such figures present a good argument against "strip commercial" development that is often isolated and does not encourage pedestrian access and "walk-by" patronage.

A policy is included in the Land Use Element to encourage clustered commercial development whenever possible for the benefit of the merchant as well as the community.

**DOWNTOWN BUSINESS DISTRICT
EXISTING DEVELOPMENT PATTERN**



**CONCEPT FOR FUTURE
CONSOLIDATION OF BLOCKS***

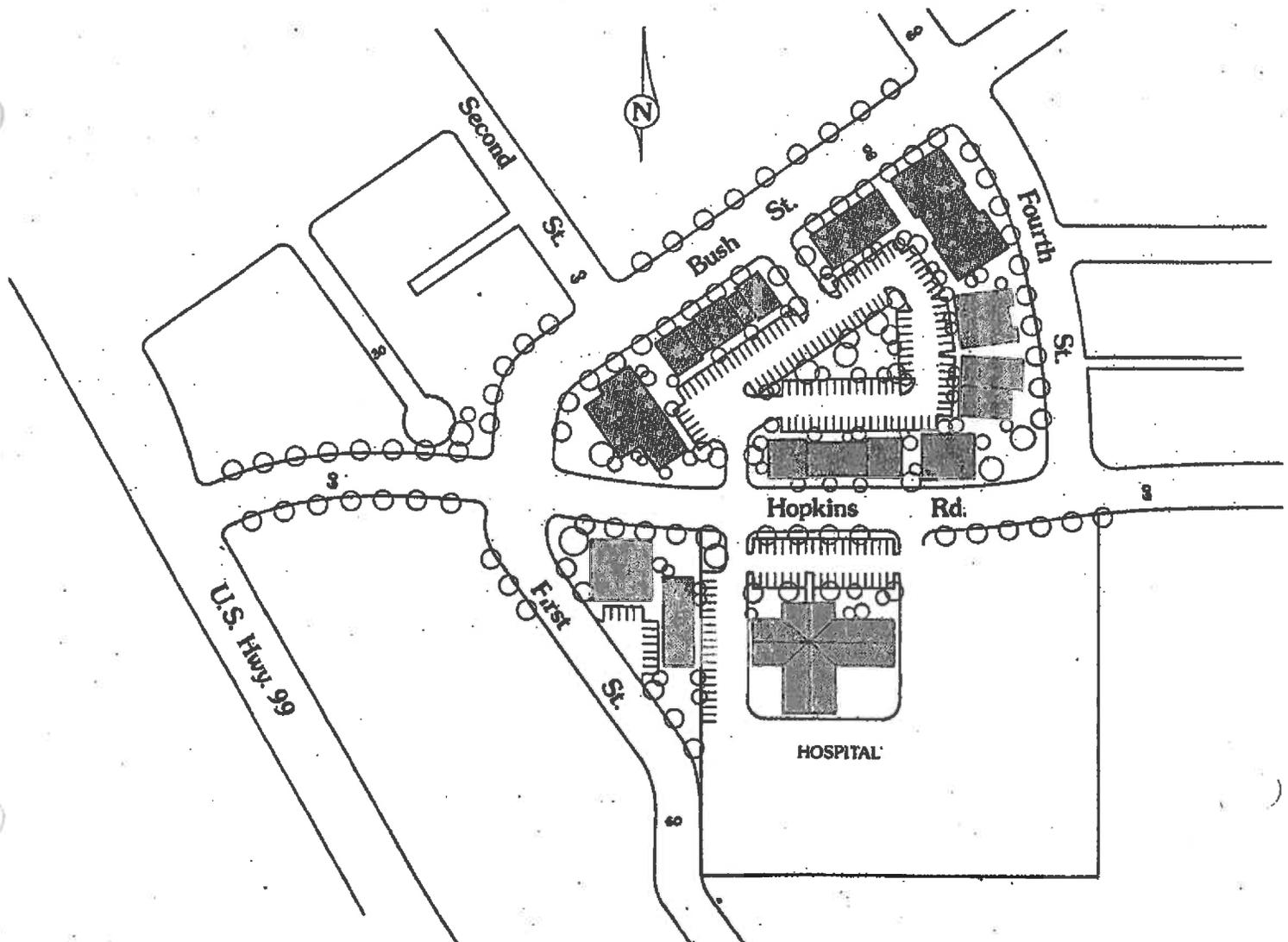


*This concept provided for discussion only and is not a specific proposal of the Land Use Plan.

Hospital-related Development:

As hospitals develop and grow, there is often a need to provide locations in the immediate vicinity for the development of medical offices, laboratories, and other related land uses. Presently, there are no such areas in the vicinity of Cascade Hospital. The land use inventory found that several single-family homes in the immediate vicinity had been converted to medical offices. With additional future expansion of the hospital, an even greater need can be expected for related development.

The Circulation/Transportation Element of this Plan proposes a major circulation improvement in the hospital area with the extension of Hopkins Road westward to Highway 99. This would provide easier direct access to the hospital and would also create a triangular block south of Central Point Elementary directly across the street from the hospital that could be redeveloped over time into a functional medical office "park". The following illustration is a conceptual view of the type of development proposed at this location, including the proposed circulation improvements.



Commercial Development Policies:

1. Adjust the zoning of all commercial areas of Central Point, as necessary, to conform to the year 2000 Land Use Plan. (Has been completed.)
2. Undertake an indepth study of the downtown business district and develop a comprehensive improvement plan that would include such considerations as traffic circulation and off-street parking, pedestrian and bicycle facilities and access, structural design guidelines, and guidelines for landscaping and signing.
3. Encourage the development of shared commercial parking areas in the downtown area to be carried out by local businesses with City assistance.
4. Promote the clustering of commercial businesses for the purposes of more efficient customer parking, better design and landscaping, coordinated signing, and increased retail sales.
5. Develop and adopt a specific plan for the hospital area and consider the need to establish a "Hospital District" section to be included in the Zoning Ordinance to ensure that future development is consistent with the specific plan and compatible with hospital and medical land uses. (City has developed a C-2(M) zoning designation.)
6. Undertake a study of the Highway 99 commercial areas between Beall Lane and the High School to determine what specific actions are needed to improve this corridor, improve traffic circulation, and improve the overall visual and aesthetic character of the area.

INDUSTRIAL LAND USE

Industrial Goals:

- To establish a strong and diversified industrial sector of the Community.
- To maximize industrial expansion and new development opportunities in locations that utilize existing highways, rail facilities and other infrastructure, are in close proximity to employee housing areas, and will minimize conflicts with all non-industrial land uses.

Existing Land Use Summary:

Industrial land uses originally located along the right-of-way of the Southern Pacific Railroad in Central Point, which provided the most efficient means of transporting industrial products from the area and needed supplies into Central Point. The early history of Central Point shows that the community was heavily dependent upon the agricultural and lumber industries. Lumber and wood products industries grew to consume a large portion of local industrial lands by 1980. The Land Use Inventory of March 1980 revealed that the wood products industry accounted for about 52 percent of the 25.6 acres of developed industrial land in Central Point. The remaining 48 percent of the area was developed for a number of smaller industrial uses, including metal fabrication, auto wrecking, food processing, building and home improvement products, warehousing and others.

In 1980 there was a total of 5.3 acres of vacant industrial land within the City limits of Central Point. However, this acreage consisted of eleven individual parcels of an average size of less than one-half acre, virtually eliminating any real possibility of significant industrial development. In addition, only three parcels, totaling slightly more than one acre, were in exclusive industrial zones. The other eight parcels were located in zones that permit light industrial or limited commercial development.

In order to improve the industrial balance within the community, there is a need to provide additional industrial sites that are properly located and that provide the locational flexibility needed to attract new and diversified industries as well as provide expansion opportunities for those already established.

Industrial Land Use Plan:

A total of 351.4 acres is shown on the Plan map for industrial land uses by the year 2000. This accounts for 12.8 percent of the total land area within the City's Urban Growth Boundary.

As noted above, Central Point is very deficient in both industrial development and sites suitable for development. A typical community of its size in Oregon has approximately 15 acres of industrial lands per 1,000 residents. Central Point currently has only 4.1 acres per 1,000 residents and a handfull of relatively small parcels within industrial zones but with little development potential.

Improving the industrial, employment and economic health of the Community is a major goal of Central Point and is necessary to efficiently provide needed facilities and services, increase the general quality of life, and break away from the City's "bedroom community" image.

To accomplish these objectives, the City intends to actively promote industrial expansion and provide sufficient sites to attract new and diversified industrial development of the highest possible quality. The base standard for industrial lands needed by the year 2000 has been established at 20 acres per 1,000 residents. However, there are other factors to consider that justify some additional lands beyond the basic 20 acre standard.

Outside the City, but within the Urban Growth Boundary, are a relatively few industries that occupy a large expanse of industrial land. These are wood products industries that have been in the area for many years and require large acreages for their operations and for lumber and log storage. These types of industries rank near the bottom of the scale for land use intensity and employment potential per acre. It is doubtful that these uses will be replaced by other types of industrial uses within the next twenty years.

Along Table Rock Road there is an area shown on the Plan map for light industrial uses. Currently, this area is a mixture of residential, commercial and light industrial uses and does not offer any attractive sites for major industrial development. The intent of this Plan is to ultimately encourage a transitional redevelopment of this area to a more functional area of light industrial uses. However, considering the characteristics of present development, this may take longer than twenty years to accomplish. Therefore, the total light industrial acreage shown on the Plan map may not reach total development by the year 2000, although it is proposed to do so.

Given these and other possible obstacles to industrial development of lands indicated on the Plan as industrial, the City has determined that additional industrial acreage beyond

the 20 acre standard will be needed and is justified. The additional acreage will also allow greater flexibility in industrial site design and provide for future expansion of established industries beyond the year 2000. This built-in flexibility will help ensure long-term industrial expansion without creating pressures to expand westward into agricultural lands. Even with the additional acreage, the ratio is still about 22 acres per 1,000 residents, which is very close to the 20 acre standard.

Two major categories of industrial land use are shown on the Comprehensive Plan map. These are "General" and "Light" Industrial, which correspond to the M-2 and M-1 zoning districts (respectively) of the City's zoning ordinance. The basic difference between the M-1 and M-2 districts is that the M-1 district (Light Industrial) contains more stringent performance and design requirements to ensure a maximum level of compatibility with surrounding urban and non-industrial land uses. The M-1 district requires uses to be contained within the structure or behind fences of at least six feet in height. There are also restrictions pertaining to noise, odors, heat, glare and other common characteristics of the industry.

As shown on the Plan map, General Industrial areas are proposed only in areas where there is adequate buffering between these uses and adjacent non-industrial uses other than agriculture. General industrial lands are located primarily in the northwest corner of the UGB and on the west side of Highway 99 and the railroad for maximum separation from residential areas to the east. Light industrial uses are generally more compatible with other land uses and are located more centrally along the railroad and also along the west side of Table Rock Road.

In most cases, General Industrial lands are buffered from nearby urban land uses by the railroad right-of-way, Highway 99, Light Industrial areas, or a combination of these. The only exception is an existing mill located on the west side of Highway 99 and at the south end of Haskell Street. Even in this case, the major operations portion of the mill is buffered from nearby residential areas by log and lumber storage areas. In some cases, linear parks or recreational buffer strips are shown on the Plan to provide additional buffering while also increasing pedestrian and bicycle circulation. It is also a policy of this Plan to orient new residential development away from industrial areas to provide visual as well as distance separation and to enhance the neighborhood feeling.

The Seven Oaks Interchange area has been designated for Central Point's industrial expansion, but probably not until after year 2000. There have already been significant dev-

elopment pressures in this area, which was originally included in Central Point's UGB. However, when all areas north of Scenic Avenue were removed from the boundary, Jackson County agreed to retain the agricultural or rural zoning and not permit urban level development until such time as the land is needed by Central Point for expansion. This policy is written into the City/County Urbanization Agreement. Until that time, the industrial areas located south of Scenic and west of the railroad and Highway 99 will provide excellent industrial development opportunities. The land is flat, access is good, the City will soon be able to provide water services, sewer is already available, and parcels are large enough for major development.

Industrial Development Policies:

1. Maximize the industrial development potential of the Highway 99/Southern Pacific railroad corridor through the City by providing sites for industrial development along the corridor to meet the needs to the year 2000, including adequate flexibility for industrial expansion beyond 2000.
2. Provide locations for "General Industrial" (M-2 zone) in the northwest portion of the community where such development can take advantage of the rail, highway and freeway facilities while having a minimal impact on other non-industrial land uses within the community.
3. Work toward the development of requirements and guidelines for the establishment of industrial parks or other forms of master planning in the larger industrial districts that could be adversely affected by individual industries being developed without proper coordination with adjacent properties.
4. Require that all industrial land use proposals for lands adjacent to the Urban Growth Boundary and agricultural land uses include provisions for buffering the facilities from agricultural land uses outside the UGB, if there is any potential for conflict between the uses.
5. Ensure through the plan review process that all industrial development proposals adequately address the importance of maintaining environmental quality, particularly air and water quality, and include a plan for the protection of the Jackson Creek and Griffin Creek corridors, as shown on the Plan map and discussed in the Environmental Management Element of the Comprehensive Plan.
6. Consider the need to require a "Beautification" or "frontage landscape" plan to be included in industrial proposals to help create an industrial environment that is attractive to community residents and prospective industries.

PUBLIC/QUASI-PUBLIC LAND USE

Public Land Use Goal:

- 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.

Existing Land Use Summary:

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.

Unlike the previously-discussed categories of residential, commercial and industrial lands, these land uses are more dependent upon the development of other types of land uses and normally follow, rather than precede, those uses as dictated by community needs. Administration of these land uses is provided through the various City departments or through other entities such as the school district, special districts, utility companies, etc.

Of the public lands other than streets and highways, school facilities account for the largest acreages. Within the Urban Growth Boundary there are presently three elementary schools, one junior high school, and one senior high school. School District 6, in which almost all of Central Point will be located by the year 2000, extends well beyond the present and future City limits. Since Central Point is only a portion of the total district, school facilities must be planned on the District as well as the local level.

Parks and recreational facilities, separate from school facilities, are also an important consideration in community planning. Currently, Central Point has slightly more than eight acres of public park lands, and relies heavily on public school facilities to supplement the system. City policies are aimed at providing approximately ten acres per 1,000 residents for parks and recreational facilities. The Parks and Recreation Element of the Comprehensive Plan provides further detail and includes a proposed system of bikeways that would interconnect with the County's proposed bikeway system, as well as with Medford's system to the south.

Other public land uses include the City Hall, public library post office, and a number of land uses that are considered "quasi-public". These normally include the hospital, other privately owned institutions, private schools, churches, other

religious organizations, and fraternal or group meeting facilities.

Public Areas Land Use Plan:

The Plan map shows all the major existing and proposed public lands to the year 2000 within the Central Point Urban Growth Boundary. The Plan for public parks, schools, and other facilities, excluding streets and highways, calls for 367.8 acres, about 13.4 percent of the total land area. Streets and highways are discussed in the following section and would add another 538 acres, bringing the "public" category to 33 percent of all land uses.

The expected population growth will require some extensive additions to the public school system, as are discussed in the Public Facilities and Services Element. In summary, Crater High School will maintain its present site and facilities with no major additions proposed at this time.

Scenic Junior High School will be supplemented by an additional junior high school on the east side of the freeway and north of Head Road. All proposed school symbols on the Plan map are intended only to indicate the need for a type of school within a generalized location. The final locations of sites will be determined by the School District's site acquisition process.

Three proposed elementary schools are shown on the Plan map in addition to the three existing schools. The new schools are proposed in the following general locations:

- Within the neighborhood to the northwest of Scenic Junior High School.
- Within the neighborhood southeast of the present City limits, preferably along the extension of Hopkins Road, as indicated on the map.
- Within the neighborhood north of Head Road and west of Table Rock Road to serve the needs of all areas east of the freeway/Bear Creek corridor.

Public parks and open space in the Comprehensive Plan total 162.1 acres, a large portion of which is within the Bear Creek Greenway corridor south of Pine Street. In addition to the present City parks, approximately 62 acres are proposed for the development of new park facilities. These are located strategically in residential neighborhoods according to the standards and guidelines presented in the Parks and Recreation Element. In most cases, the parks are ten acres in size and located to serve the immediate neighborhood within a radius of about one-quarter mile.

Other public parks are located or designated for special purposes. A ten-acre linear park is proposed west of Table Rock Road to act as a buffer between a light industrial area and a low density residential neighborhood. Another linear park/open space facility is shown adjacent to the neighborhood immediately north of Scenic Avenue. This facility would be developed as a natural corridor along Griffin Creek and eventually could include a bikeway that would provide good access to Scenic Junior High School with a link to the proposed elementary school further west. The preservation of this creek corridor in its natural state will also help preserve the fish and wildlife habitat and buffer the neighborhood from agricultural uses to the west and north. Similar open space preservation is proposed for other portions of Griffin and Jackson Creeks to ensure that their natural characteristics are maintained within the urban environment.

The Public portion of the Land Use Plan also includes a full block set aside for the long-range future expansion of the City Hall, additional expansion of Cascade Hospital and related medical facilities, and the continued natural preservation and recreational development within the Bear Creek Greenway, as planned by Jackson County.

Churches and other religious facilities were also considered in the development of the Comprehensive Plan. These facilities generally follow urban development and are allowed in all residential zones. It is anticipated that most future development of this type will be located within the Low-Density Residential areas, and the statistical tables included in the Urbanization Element Appendices reflect this basic assumption. The City does not attempt to provide specific locations for churches, but does enforce design and locational requirements contained in the Zoning Ordinance and provided for in the plan review process.

Public Areas Development Policies:

1. Ensure that any major public or quasi-public facility that is proposed to be located within a residential neighborhood is located along a collector or secondary arterial street, is compatible with surrounding land uses, and does not contribute unreasonably to traffic volumes within the neighborhood.
2. Work with officials of School District #6 to develop and implement a school site acquisition program that is consistent with the long-range comprehensive plans of the City and the District.

3. Whenever possible, encourage the location of public park sites adjacent to public school sites to establish neighborhood educational/recreational "centers" that can benefit by the joint utilization of both types of facilities.
4. Continue to emphasize the need for pedestrian and bicycle access to all public facilities and areas frequented by local residents.
5. Provide expansion flexibility for Cascade Hospital and ensure that future expansion proposals are consistent with the medical office park concept proposed directly north of the hospital site, as shown on page XII-18.
6. Maintain an awareness of the changing land use needs of utility companies and other public facility and service providers so that future suitable sites can be reserved in advance of long-range needs.

CIRCULATION/TRANSPORTATION LAND USE

Circulation Land Use Goal:

- To provide for a circulation/transportation system that is closely coordinated with and provides convenient access to all land uses and properties within the community.

Existing Land Use Summary:

As previously mentioned, the original grid pattern of local streets was greatly influenced by the construction of the Southern Pacific railroad through Central Point during the 1880's. Pine Street became the major thoroughfare and center of the commercial and business district and residential neighborhoods expanded to the north and south.

Much later in Central Point's history, newer subdivisions began breaking away from the grid pattern in favor of much larger blocks, meandering streets and cul-de-sac streets that tended to give these newer neighborhoods a distinct and unique character of their own. This trend also resulted in a more efficient use of the land with less acreage needed for streets, often less than 20 percent of the land area.

As the City grew, some local residential streets began to carry heavier traffic volumes. This has resulted in some older neighborhoods being subjected to greater noise levels, safety hazards, and invasion of neighborhood privacy.

Pine Street has continued to be the commercial center of the community and the primary arterial street, providing direct access to the freeway and points east of the City. With the increasing levels of commercial business and traffic, the City is beginning to experience some traffic congestion caused by the large number of local streets that intersect with Pine. This problem will intensify as the City continues to grow and there is a need to study and remedy the situation before it becomes severe.

A major feature of Central Point's circulation system is its "transportation triangle" which includes Pine Street, Highway 99 to the Seven Oaks Interchange, and the I-5 Freeway. Pine Street is near total development and the freeway provides for regional and interstate travel. However, Highway 99 is a major transportation facility that parallels the Southern Pacific railroad and is considered to be underutilized but with a great deal of future potential. To overlook this facility in the future plans of the community would be unfortunate and would not be making the best use of this major public investment. The Seven Oaks Interchange is already under considerable pressure for industrial development and other poor or marginal

agricultural lands along the highway would also be very suitable for industrial development, utilizing the rail facilities and Highway 99 for circulation and the shipping of products.

East of the City, E. Pine St. is a four-lane recently constructed major arterial leading directly from downtown Central Point to the Medford/Jackson County Airport and on to Medford. This route is also underutilized at the present time but provides excellent opportunities for the development of tourist facilities and professional offices, as well as providing access to areas of future urban development.

The Airport is a major transportation facility that is outside the Central Point Urban Growth Boundary but within a mile of the City and easily accessible.

Plan for Circulation/Transportation:

Lands shown on the Comprehensive Plan for streets, highways and other transportation rights-of-way account for 538.02 acres. The circulation system is directly related to the land use patterns of proposed development to the year 2000 and intended to provide convenient access to all areas of the community. The "Central Point Transportation Plan" is included in the Circulation/Transportation Element of this Comprehensive Plan. The Plan includes descriptions of the existing facilities, standards for streets by type, solutions for existing or anticipated traffic problems, consideration of the needs of the transportation disadvantaged, and a Plan map showing the major circulation facilities as planned for the year 2000.

All major arterial streets and highways shown on the Comprehensive Plan and Transportation Plan are currently in existence, although some will need to be upgraded to City standards. The majority of the secondary arterials are also already in place, with the exception of the proposed extensions of Hopkins Road and Taylor Road. The establishment of the Comprehensive Plan around these already existing transportation facilities will minimize major public investments for right-of-way acquisition and development of new streets.

The Transportation Plan also will better utilize several of the major arterials (particularly Highway 99 and E. Pine Street) that are currently underutilized, but offer significant opportunities related to the transportation needs of planned industrial areas, commercial and tourist-related development, and traffic generated by Expo Park and the Airport.

The Plan also proposes that the City work toward the expansion of the Pine Street Interchange to a full clover-leaf design and that an additional access point be provided from the freeway into the Expo Park.

For a more detailed description of the proposed Circulation/Transportation system, refer to the Circulation/Transportation Element of this Plan (Section XI).

Circulation Facilities Development Policies:

Policies for the development of these facilities are presented on page XI-26 of the Circulation/Transportation Element.

Central Point
COMPREHENSIVE PLAN

YEAR 2000
PROJECTED LAND USE SUMMARY

LAND USE CATEGORY	ACRES	PERCENT OF CATEGORY	PERCENT OF TOTAL U.G.B.	ACRES PER 1000 POP.
Farm-Residential -----	21.47	1.7%		
Low-density Residential -----	961.03	75.0%		
Medium-density Residential -----	136.80	10.7%		
High-density Residential -----	162.00	12.6%		
TOTAL RESIDENTIAL -----	1,281.30	100.0%		
Neighborhood Convenience Comc'l. -----	28.14	14.2%		
General Commercial -----	26.76	13.5%		
Tourist Commercial/ Office Professional -----	109.77	55.3%		
Thoroughfare Commercial ----	33.68	17.0%		
TOTAL COMMERCIAL -----	198.35	100.0%	7.3%	12.4
General Industrial -----	172.26	49.0%		
Light Industrial -----	179.10	51.0%		
TOTAL INDUSTRIAL -----	351.36	100.0%		
Schools -----	126.20	13.9%		
Parks & Open Space -----	162.09	17.9%		
Public Facilities & Utilities -----	79.51	8.8%		
Streets and Other Rights-of-way -----	538.02	59.4%		
TOTAL PUBLIC/QUASI-PUBLIC -	905.82	100.0%	33.1%	56.6
UGB TOTALS --	2,736.83	-----	100.0%	171.1

Statistics Updated Feb. 1983.
RVCOG
Revised: March 1983.