

Chapter 2

Regional Growth Planning

This chapter outlines one of the major inputs considered in defining the Regional Plan— Regional Growth Planning. In this context, Regional Growth Planning consists of the region’s coordinated effort to allocate the projected population growth described in Chapter 1, the regional projected employment growth, and the associated lands needs for housing and economic development. Additionally, this Chapter defines the regional transportation analysis that occurred during this process.

1. REGIONAL POPULATION ALLOCATION

The Population Element of the Jackson County Comprehensive Plan currently establishes allocation of future population growth for each jurisdiction through the year 2040. That coordinated allocation was an early product of the Greater Bear Creek Valley RPS project. On February 21, 2007, Jackson County adopted Ordinance No. 2007-3 to amend the Population Element of its Comprehensive Plan. The amendment was acknowledged by DLCDC in a letter dated March 6, 2007. The element established a population forecast for the entire area within the county pursuant to the authority granted under ORS 195.025 and ORS 195.036, and in cooperation with the other jurisdictions in the county. Table 6 of the element includes allocated and projected growth rates for incorporated cities, White City, and unincorporated areas of Jackson County from 2005 to 2040.

The process of allocating the region’s projected population required extensive knowledge of local and regional issues and realities to consider the economic, social, energy, and environmental consequences of growth in one part of the Greater Bear Creek Valley over another. The process was coordinated by staff and policy makers from the regional jurisdictions and affected agencies, and local citizens, who were intimately familiar with regional and local issues and constraints. The allocation process considered a number of factors in weighing the relative constraints and opportunities for growth in different portions of the region. These opportunities and constraints are summarized below in Figure 2.1:

Figure 2.1

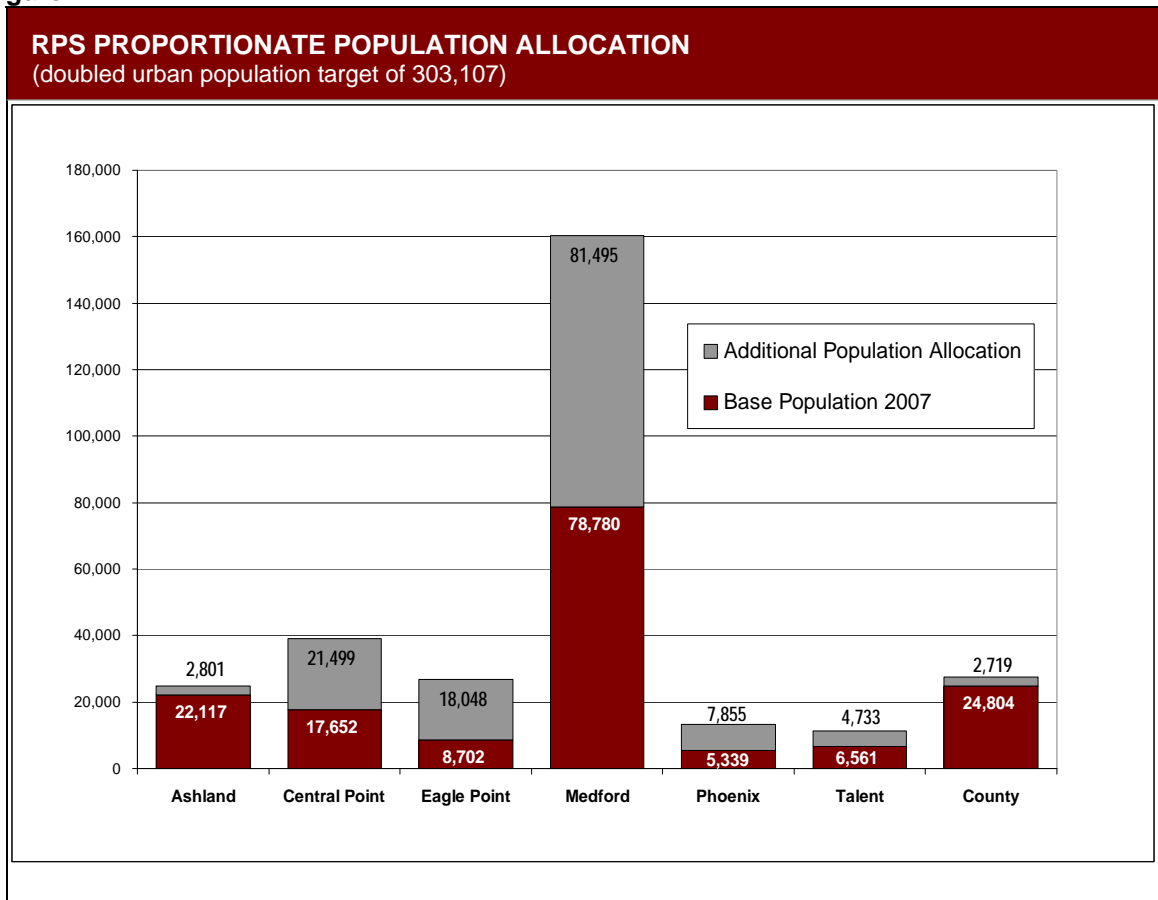
CITY POPULATION GROWTH		
Community	Opportunities	Constraints
Ashland	Growth opportunities include a relatively robust small town economy, high degree of urban amenities, and relatively high quality and well maintained urban infrastructure.	Growth constraints include an independent water supply that is somewhat more constrained than the other cities’ source in the high Cascades, some sanitary sewer constraint issues, very steep topography to the west and south, I-5 to the east and limited political support for significant urban growth.
Central Point	Growth opportunities include policy and staff leadership with a demonstrated ability to deliver efficient urban land use projects and well managed and maintained public	Growth constraints include two common boundaries with the City of Medford and quality farmland on much of the boundaries that are not common

CITY POPULATION GROWTH		
Community	Opportunities	Constraints
	infrastructure.	with Medford.
Eagle Point	Growth opportunities include relatively lower land use conflicts with high value farmland and intensive farm uses immediately around the City, proximity to industrial employment concentration in White City, physical separation from other cities making expansion possible without growing into another city. Most of the City's existing public infrastructure has been built during the past decade, and its leadership remains prepared to accept ongoing growth challenges over the RPS planning horizon	Growth constraints include vernal pool wetlands to the north of the city, flood hazard area associated with Little Butte Creek and Antelope Creek, the "expressway" designation of Highway 62 limiting crossing movements and growth to the west of the highway, and steep slopes on the east side of the city.
Medford	Growth opportunities include its ability to handle additional growth due to its relative size, high quality and well maintained urban infrastructure, and demonstrated leadership at the policy and staff level to continue to function as the region's largest municipality.	Constraints include its proximity to the City of Phoenix and the City of Central Point to the south and northwest respectively, quality farmland to the west and south, and steep topography to the east.
Phoenix	Growth opportunities include its relative position near the center of the planning area, new transportation infrastructure being planned, and political support for well conceived growth planning.	Growth constraints include some urban infrastructure and services challenges, proximity to Medford, and quality farmland to the east, west, and south.
Talent	Growth opportunities include some additional urban infrastructure capacity in relatively sound condition, improving local employment opportunities, an ambitious and successful urban renewal program with an improving complement of urban amenities, and political support for well conceived growth planning.	Constraints include I-5 to the east, a relatively narrow strip of quality farmland to the north separating Phoenix and Talent, steep topography to the southwest, and quality farmland to the west.

When the above factors and similar factors were weighed, the population allocation process was completed to the satisfaction of the collaborators. This population allocation process became the first major success of the RPS coordination process and obtained final land use approval from the State. On February 21, 2007, Jackson County updated its Comprehensive Plan Population Element through 2040 in a manner generally consistent with the population allocations developed through RPS at that time. The Regional Plan now extends these allocations in roughly proportional allocations through the end of the RPS planning horizon (2060).

Figure 2.2 shows the participating cities' 2007 base populations and their proposed allocation of the region's doubled urban population.

Figure 2.2



Source: Population allocation from April 2004 RPS workshop (updated 2009).

Figure 2.3 below shows how the RPS plan has resulted in important policy changes with respect to the relative shares of regional population allocations and the associated land use planning implications. Medford is expected to continue functioning as the region’s population center and is projected to increase its relative share of the Region’s population somewhat. Most significant is the relative share of population being reduced in Ashland and increased significantly for Medford and Eagle Point and to lesser extent Central Point. Additionally, Phoenix and Talent are planned to basically retain their relative share of the Region’s population. With the transfer of the population in the Urban Reserves to the cities and low overall growth anticipated in the unincorporated areas of the County, the County’s share of population is forecast to decrease.

Figure 2.3

CHANGE IN ALLOCATION OF TOTAL POPULATION 2007 - 2060							
Percent of Total Population	Ashland	Central Point	Eagle Point	Medford	Phoenix	Talent	Unincorporated
2007	13.5%	10.8%	5.3%	48.0%	3.3%	4.0%	15.1%
2060	8.2%	13.3%	8.9%	53.1%	5.3%	3.8%	7.5%
DIFFERENCE (from 2007 to 2060)	-5.3%	+2.5%	+3.6%	+5.1%	+2.0%	-0.2%	-7.6%

This proportional distribution of population was approved by the Policy Committee for use during the remainder of the process and is consistent with the proportional growth allocations adopted through 2040 in the current Jackson County Comprehensive Plan. These population forecasts serve as the foundation for allocation of housing and associated lands needs based upon each community’s respective comparative advantages to meet the housing and employment needs of the Region’s planned population.

Because the Regional Plan extends the population allocations in the Jackson County Comprehensive Plan to the Planning Horizon of 2060, it is appropriate to reconcile the growth rates under the plan in relation to the existing Jackson County Comprehensive Plan Economic Element. The table included at Figure 2.4 below reconciles the various population projections made for the region.

Figure 2.4

RECONCILED JACKSON COUNTY POPULATION NUMBERS								
STUDY	2005 JCCP ¹	2007 RPS ²	2040 JCCP ³	2060 RPS ⁴	Average Annual Growth Rate			
					2005-2040	2005-2060	2007-2060	2040-2060
CITY								
Ashland	20,880	22,117	23,056	24,918	0.28%	0.32%	0.23%	0.39%
Central Point	15,640	17,652	31,237	39,151	2.00%	1.68%	1.51%	1.14%
Eagle Point	7,585	8,702	21,449	26,750	3.01%	2.32%	2.14%	1.11%
Medford	70,855	78,780	133,397	160,275	1.82%	1.50%	1.35%	0.92%
Phoenix	4,660	5,339	8,032	13,194	1.57%	1.91%	1.72%	2.51%
Talent	6,255	6,561	9,817	11,294	1.30%	1.08%	1.03%	0.70%
UNINC⁵		24,804		27,523			0.20%	
TOTAL⁶		163,955		303,106			1.17%	

¹ 2005 population estimates from Portland State University Center for Population Research;

² Subregional population estimates derived by ECONorthwest- used for RPS base estimate (refined 12/09)

³ Jackson County Comprehensive Plan population projection for 2040, Adopted Feb.2007

⁴ RPS allocation – Now X 2 Doubling of 2007 population (revised 12/09)

⁵ Unincorporated Jackson County within the Planning Area but outside UGBs and proposed URAs

⁶ Total RPS Planning Area population including rural and incorporated areas

2. ALLOCATING REGIONAL EMPLOYMENT GROWTH TO COMPARATIVE ADVANTAGES

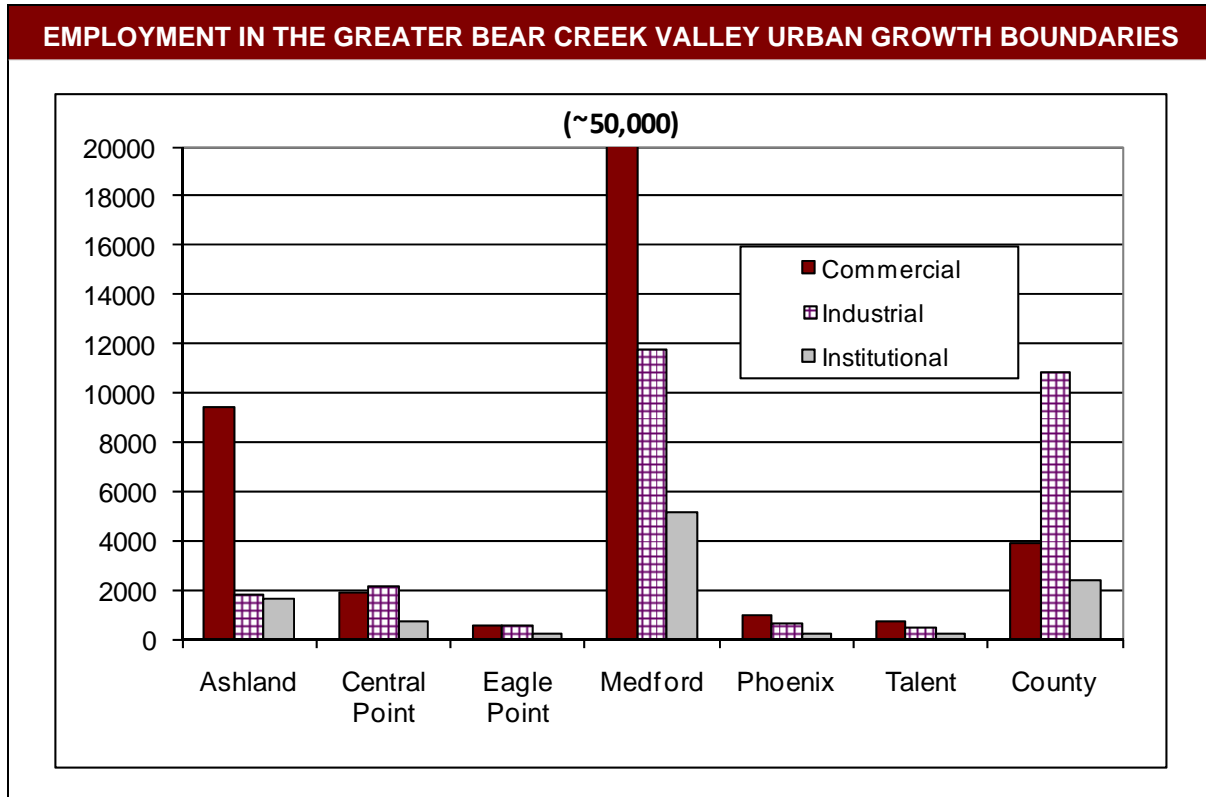
This section presents the Regional Plan’s land use planning solutions for regional employment growth. The RPS plan estimates employment growth over the planning horizon and identifies the communities where employment growth is proposed. Oregon Statewide Planning Goal 9, and its implementing administrative rule OAR 660 Division 009, require cities to perform extensive comprehensive planning to identify economic opportunities. However, because of the long-term and regional nature of this Plan, the economic growth projections developed are more generalized than is required for individual cities under the Division 009 rule as part of a 20-year Goal 9 update. The Regional Plan’s economic growth allocations are intended to provide broad guidance to the individual cities’ Goal 9 planning work for the duration of the Regional Plan. These projections and allocations will provide assurance that the broad categories of employment growth have been adequately planned, consistent with Goal 9 from the perspective of a long-range regional growth plan.

2.1 Regional Employment Projections

Currently, the Valley has about 107,000 workers who are employed either in one of its 6,400 firms or independently. Most workers live within the Valley, while some workers commute from the outer parts of Jackson County and eastern Josephine County. Jackson County’s economic focal point has long been the City of Medford. Medford currently supports about 75 percent of the county’s retail and services employment, over 40 percent of its industrial employment, and almost half of its government employment. Overall, Medford supports more than half of Jackson County’s workers. Ashland currently contains the next largest portion, with about 12 percent of the county’s total

employment. Figure 2.5 shows the existing distribution of major employment categories for the Valley’s urban areas.

Figure 2.5



Data Source: EcoNorthwest, *The Greater Bear Creek Valley Economic Opportunities Analysis*, Table 4-2. This table includes the urban containment boundaries of Medford-Phoenix and White City.

Jackson County’s residents earn less on average than residents statewide. One reason is that wages for similar jobs are lower than in other parts of the state. People in Jackson County are also more likely to be employed in lower paying sectors such as retail and services, for which Jackson County’s aging population is likely to continue to create a demand for these sectors. Jackson County also has relatively more residents who rely on transfer payments such as Social Security, rent, and dividends.

Manufacturing and resource-based sectors, like agriculture, forestry and mining, have also continued to be important to this region. Between 1980 and 2000, manufacturing grew slowly but steadily. It saw a decline after 2001. This generally aligns with the nationwide recession and slower growth rates of the current decade. Agriculture and forestry by contrast, have continued to grow but at a slower pace than in past decades. While Oregon and the Nation are trending away from a resource-based economy, these sectors will continue to be important, both statewide and locally.

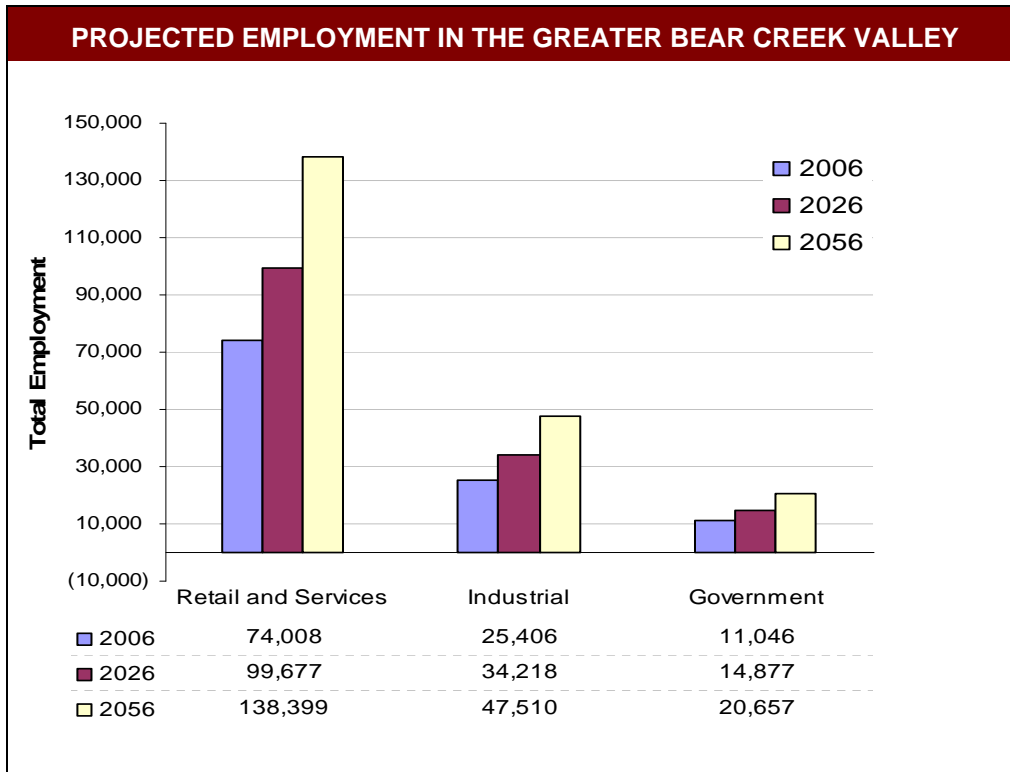
Most of the Valley’s workers are employed in retail, health care, government, food services, and manufacturing¹. Health care and government provide the highest average pay of these industries. Retail jobs pay about \$6,000 less and food service jobs about \$17,000 less than the Valley’s average annual pay. Between 1980 and 2000, retail and services was the fastest growing sector in Jackson County, adding over 22,000 jobs.

¹ May 2007. EcoNorthwest, *Bear Creek Valley Economic Opportunities Analysis*.

While Medford has the bulk of the region’s industrial jobs, industrial jobs are also clustered in the region’s smaller communities. Central Point, Eagle Point, Phoenix, and Talent all have a larger share of their employment in industrial jobs than the region as a whole. Central Point has about 7 percent of the region’s industrial employment. Almost two-thirds of White City’s employment base is industrial, which is a higher concentration than any other community in the Valley.

The Valley’s employment is expected to grow by about 34 percent over the next 20 years and by almost 90 percent over the planning horizon. The retail and services industry may gain up to 25,000 additional jobs in the next 20 years and over 60,000 over the 50-year period. Industrial jobs are projected to increase by about 9,000 over the next two decades, and by about 13,000 more over the following three decades. Government jobs are also projected to grow, though at a slower rate. Figure 2.6 shows the region’s projected employment growth for the three major industry sectors.

Figure 2.6



Source: EcoNorthwest May 2007 Economic Opportunities Analysis. Table 4-4.

2.2 Allocating Projected Regional Employment

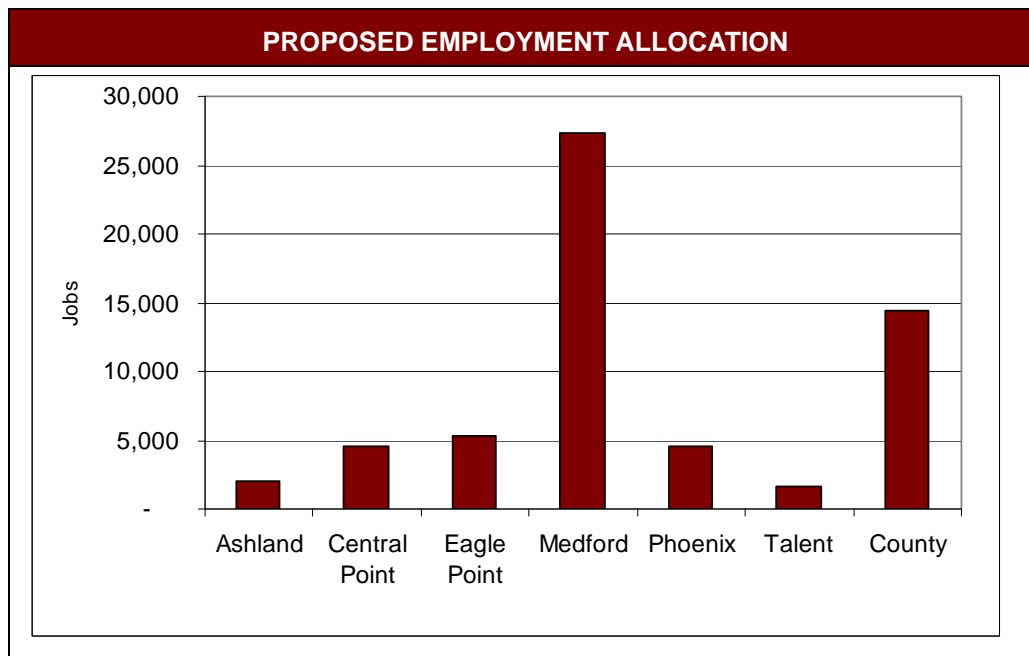
This regional planning process has determined appropriate allocations for the projected regional employment. The Statewide planning framework does not require allocation of all future-year projected employment to individual jurisdictions or a coordinated employment forecast such as is required for population growth. The State’s system requires individual cities to perform Goal 9 analysis consistent with OAR 660 Division 009 and through that process identify appropriate sites to accommodate employment opportunities within Urban Growth Boundaries. However, the State’s system also provides for the ability to establish Urban Reserves. Urban Reserves may include lands expected to be needed for broad categories of employment. The challenge is that the selection of individual Urban Reserves for specific communities requires an appropriate amount of land to be established *a priori*. This cannot be reasonably done without some estimate of future employment for the various participants. To accomplish these regional growth planning objectives, the Regional Plan allocated employment by community based upon regional employment density assumptions and the corresponding share of the total regional growth projected in the ECO Northwest analysis.

As proposed, this Plan does not attempt to allocate all of the projected employment growth to the participating cities as part of the RPS process. This regional approach to allocating employment has several potential benefits, including but not limited to the following:

- The City of Medford has an adopted and acknowledged Goal 9 plan element consistent with the most current rule. As other cities develop Goal 9 compliant plans over time, any unallocated employment growth can be evaluated through this Plan’s monitoring and implementation processes (and as provided in the Participant’s Agreement) or as part of a plan update and/or coordinated periodic review.
- Economic conditions and opportunities are dynamic phenomena. Changes to economic conditions and opportunities affect employment land needs and site requirements over time. By providing opportunities to allocate additional employment growth over time on a regional basis, the plan will remain relevant and flexible to the land demands of future employers and employment opportunities.
- The Goal 9 planning process recognizes that some economic opportunities and site requirements are very unique. Because this Plan does not attempt to allocate all of the projected employment growth, local jurisdictions’ individual Goal 9 planning efforts may identify and plan for specific employment opportunities that were not contemplated in this broad planning effort without creating conflicts between local plans and this Regional Plan.

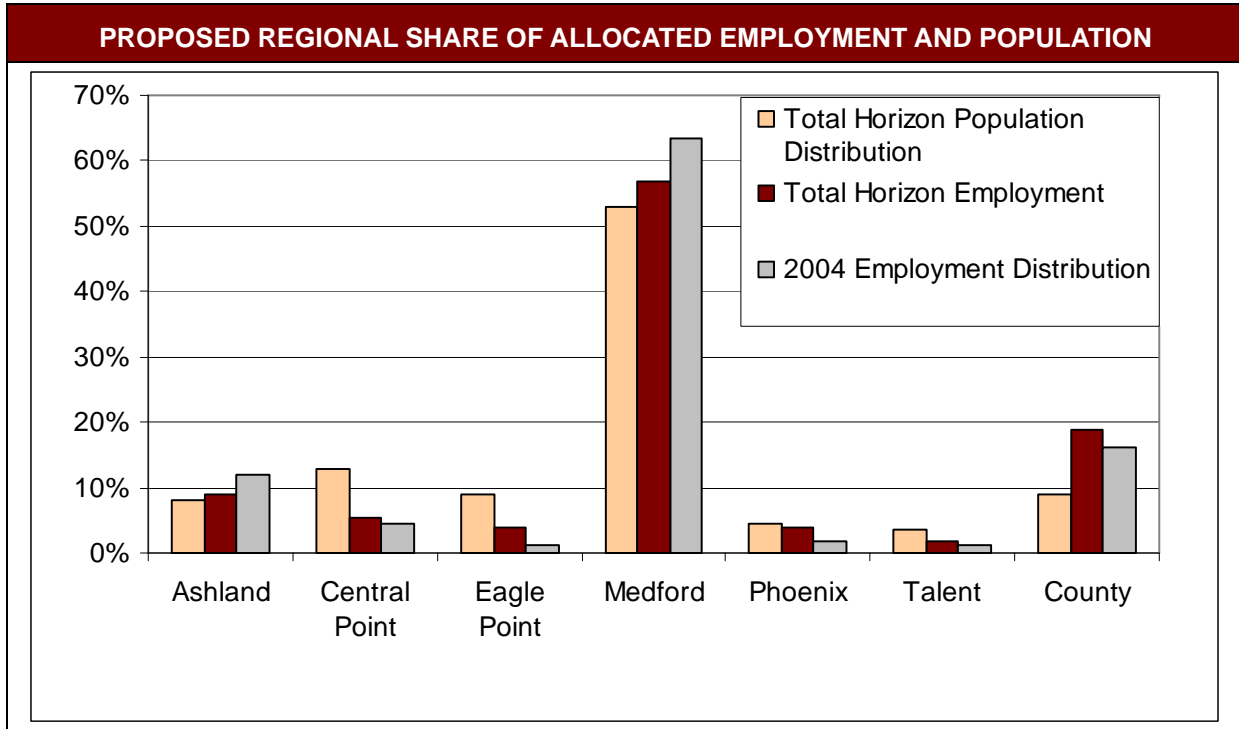
The Regional Plan used two assumptions regarding how much new employment growth will require no new land because existing buildings and infrastructure can absorb that level of employment growth (12 percent or 11,533 jobs and 18 percent or 17,229 jobs). Thus, this job growth is not allocated further in the Regional Plan. Additionally based upon future employment densities as described later in this Chapter, as proposed the Regional Plan allocates approximately between 59,989-74,257 jobs to the participating cities over the planning horizon and leaves between 4,550-24,584 jobs unallocated. The Regional Plan does not allocate jobs by industry classification and development pattern for the individual participants. This demand by industry and development pattern is expected to be estimated as part of local Goal 9 planning efforts. The Regional Plan approach yields the following planning horizon employment allocations by participant:

Figure 2.7



While all projected regional employment growth is not be required to be allocated, the amount that is allocated by jurisdiction must be reasonable and appropriate. Therefore, the reasonableness of the Regional Plan’s proposed employment allocation was evaluated from the perspective of it’s relationship to the regional population growth allocations and from the broad economic comparative advantages between the participants. When compared to planned proportions of regional population allocation, the following figure (Figure 2.8) depicts the proposed planned growth percentages:

Figure 2.8



As illustrated, the proposed population employment allocations are in reasonable accord on a percentage basis. In the case of all city participants, the proposed allocation results in an improved share of regional employment relative to the proposed share of regional population as compared with the percentage share that was estimated by ECO Northwest for 2004. Thus, as proposed, there will be a better balance between employment and population in each participating city.

The degree of employment in the County is chiefly attributable to the industrial area within the urban unincorporated community of White City. Other relatively minor differences are based upon allocations related to the communities particular comparative advantages described below.

Figure 2.9

Community	ECONOMIC ADVANTAGE FACTORS
Ashland	Ashland’s proximity to I-5, high quality of life, the presence of Southern Oregon University, and abundance of cultural amenities and events make it attractive to businesses that need access to educated workers and want a high quality of life. These types of businesses could include software design, engineering, research, and other professional services that are attracted to high-quality settings. Ashland’s cultural amenities and events are likely to attract high-end retailers, lodging, and food service firms. The high cost of housing and a limited land supply in Ashland may be a constraining factor for future employment growth which is why less of the

Community	ECONOMIC ADVANTAGE FACTORS
	future employment has been proposed to be allocated to Ashland.
Central Point	Central Point is located along I-5 and has easy access to the airport. The City has one of the region's three state defined "project ready" industrial sites. Central Point's public policies also focus on attracting and developing small businesses such as retail and specialty manufacturing. Central Point is encouraging innovative small business development through the following programs: a vertical development zone in downtown, a small loan program to improve building facades in key areas, and low-interest loans for small business expansion. Central Point has been allocated a future share of employment that is similar to its planned regional population share.
Eagle Point	Eagle Point is located approximately ten miles from Medford and I-5. This distance makes it likely that Eagle Point will continue to attract additional retail and services to accommodate the existing population.. An expanded variety of local/regional services (financial, medical, retail, entertainment), some of which are currently unavailable, are expected to be attracted to Eagle Point as the population continues to grow. Additionally, Eagle Point's small town atmosphere and quality of life may attract specialty manufacturing or businesses of an entrepreneurial nature. Eagle Point plans to attract more tourism by promoting the outdoor recreational activities available throughout the Upper Rogue Region. Examples of such opportunities include fishing, hunting, golfing, river rafting, hiking, camping and sightseeing. Eagle Point has been allocated a future share of employment that is similar to its planned regional population share.
Talent	Talent's location on I-5 between Ashland and Medford may attract regional retailers, such as big box retailers, discount retail, or factory outlets. Talent may attract businesses to serve local needs, such as local contractors, small scale retailers, banking, real estate, and other services. A greater share of employment is proposed to be allocated to Talent than what currently exists.
Medford	Medford has a diverse economy, with a similar mixture of industries as Oregon. The City is located along I-5 and has one of the region's three "project ready" sites. Medford is likely to have a mixture of types of employment growth--large format retail, light industrial employers, health services, high-tech firms, manufacturing, home businesses, and agricultural related firms. The City would like to attract or develop more small businesses as opposed to larger, heavy industries. This relates to the City's concerns about air quality issues. Detailed analysis and economic development policies can be found in Medford's Economic Element update completed in 2008. Medford's proposed share of employment is somewhat less than its proposed share of future population. This is a result of some of the regional employment demand, which would otherwise be allocated to Medford, being allocated to the City of Phoenix since Phoenix has similar access to labor and customers than many portions of Medford itself.
Phoenix	Phoenix is located on I-5 between Ashland and Medford near the geographic center of the Regional Planning area. Thus, Phoenix is well located from the perspective of service areas and labor market access. This high degree of access to labor and customers is essential to large employers and regional retailers (such as large format retailers, discount retail, or factory outlets). ODOT is investing in a new interchange in the City of Phoenix which will address an acute infrastructure deficiency that has limited Phoenix's economic development potential. As proposed, Phoenix's share of employment is greater than its share of future population. This is attributed to the decrease of percentage proposed to be allocated to the City of Medford. The Regional Plan contemplates some of the regional employment demand, otherwise allocated to Medford, be allocated to the City of Phoenix. Phoenix has similar access to labor and customers as many portions of south Medford as well as excellent access to Ashland, Phoenix and Talent. Phoenix may also attract firms that want a small-town atmosphere near I-5. These types of businesses could include services, such as local contractors and builders, and specialty manufacturing.

Based upon the broad community advantage factors described above and the population growth allocations, the Regional Plan has proposed an allocation of regional employment growth to the participant jurisdictions in a manner that is reasonable and appropriate for the long-range land use planning project undertaken by this process.

3. ALLOCATING REGIONAL LAND DEMAND TO COMPARATIVE ADVANTAGES

By allocating projected population and employment as described above, the Regional Plan establishes the foundation to project future land demand for land use planning purposes. Land demand is a function of growth projections for employment and population that is converted to development patterns. This section of the Regional Plan presents the land demand estimates based on studies by ECONorthwest.

3.1 Residential Land Allocation

The RPS project engaged ECONorthwest to prepare a Housing Needs Analysis for the region that was completed in May 2007. That analysis evaluated aggregate housing needs and associated residential land demands for the RPS collaborators. This analysis provided a relatively detailed assessment of regional housing needs and residential land demands. The May 2007 analysis estimated that the doubling of the population would need approximately 12,100 to 14,300 gross acres. The Regional Plan treats the estimated range of residential land need in the May 2007 study as a reasonable ceiling for the total regional residential land needs of the participant jurisdictions over the planning horizon.

With the broad regional land demands estimated, the planning process shifted focus to allocating the residential land needs of the participant cities. Coordinating housing needs among six cities and Jackson County is relatively challenging due to the extensive interaction and close proximity of these cities. For this reason, the Regional Plan utilized a straightforward technical approach to translate regional population allocations into land demand. This straightforward approach allowed policy makers to understand the relationship between density and land demand by relying on the fundamental assumptions that affect residential land demand— people per household and average dwelling units per gross acre. The analysis utilized the assumptions shown in Figure 2.10.

Figure 2.10

RESIDENTIAL LAND DEMAND ASSUMPTIONS							
		Ashland	Central Point	Eagle Point	Medford	Phoenix	Talent
Expected Residential Buildout of Existing UGBs	People Per Household	2.15	2.69	2.82	2.47	2.30	2.25
	Density (DU/Gross Acre)	5.28	5.50	5.20	5.20	6.00	5.65
Anticipated Residential Buildout of Proposed URAs	People Per Household	n/a	2.69	2.82	2.41	2.30	2.30
	Lower Density (DU/Gross Acre)	n/a	6.00	6.40	6.50	6.20	6.20
	Higher Density (DU/Gross Acre)	n/a	7.26	7.74	7.87	7.50	7.50

The people per household figures are largely derived from 2000 census data for the individual communities. The people per household assumptions do not vary considerably for existing UGB and what is anticipated in the proposed Urban Reserve Areas. The density figures for expected demand inside the existing UGB were provided by participant jurisdictions based upon their local Goal 10 plans and observed densities.

The anticipated densities for the proposed Urban Reserve Areas, which are depicted in Figure 2.10, were developed through the Regional Planning process. These densities have been proposed as “target densities”. These target densities were developed to provide for a realistic range of residential land need over the horizon of this Plan.

The Regional Plan targets an average weighted residential density increase from current densities of approximately 17% for the lower density target and 40% for the higher density target. On a regional basis this would increase densities from a current gross density of 5.48 to 6.4, if the lower density targets are achieved. Achieving the higher density targets would increase the regional weighted average density from 5.48 to 7.70 dwelling units per gross residential acre.

As outlined in Chapter 5 of this Plan, the participating Cities have committed to achieving the lower density targets as part of the regional planning process. This commitment was expressed in the Participants Agreement. However, even though the participating cities have only committed to the lower density targets, both the low and high density targets are reasonable for long-range urban planning processes and are within accepted ranges for urban residential development expectations. Figure 2.11 illustrates the range of needed acreage using the low and high density assumptions.

Figure 2.11

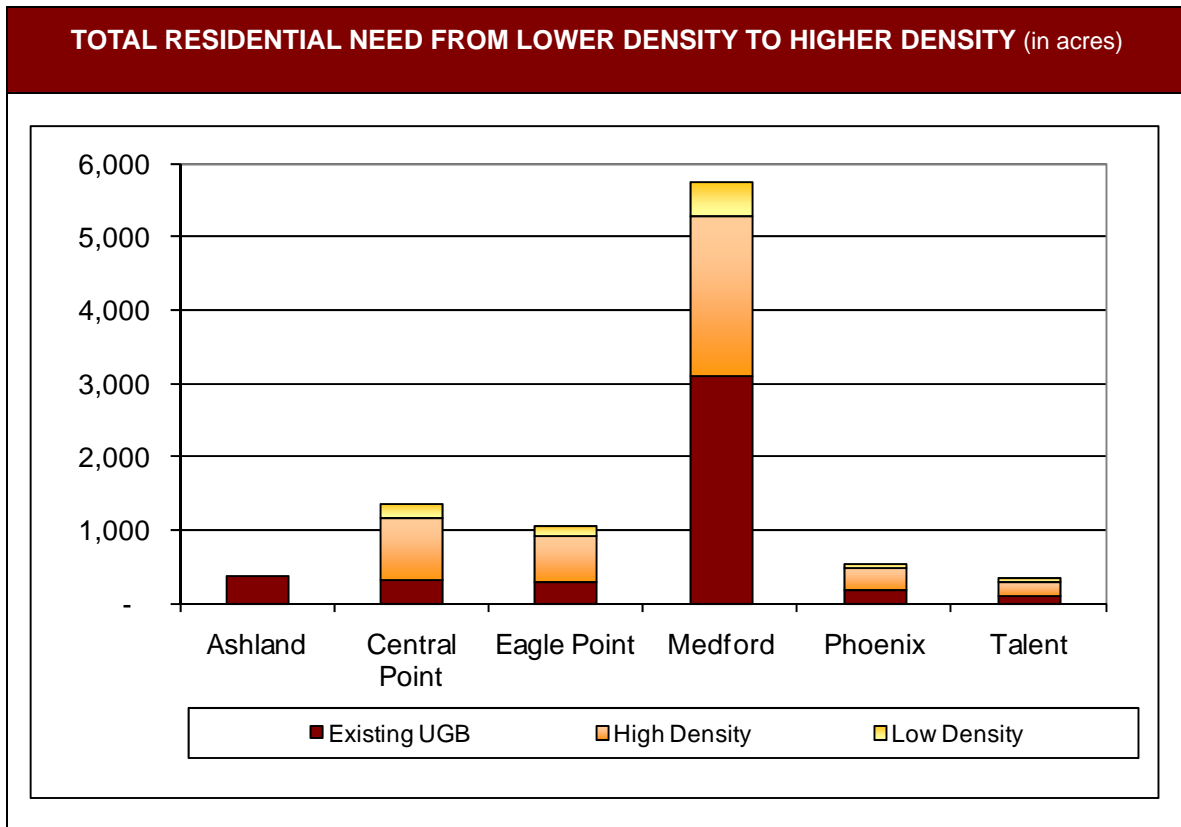


Figure 2.11 above makes clear that even fairly significant changes in residential density have relatively small effect, in proportion to the total need, on ultimate residential land needs necessary to satisfy the Regional Plan’s population allocations. Specifically, using the lower density assumptions resulted in a residential land need of approximately 5,051 acres, while the higher density assumptions yielded a residential land need of approximately 4,174 acres. The difference of the two assumptions is approximately 878 acres. See Figure 2.12.

Figure 2.12

RESIDENTIAL LAND DEMAND		
Jurisdiction	Low Density	High Density
Central Point	1,038	858
Eagle Point	751	621
Medford	2,650	2,189
Phoenix	374	309
Talent	239	198
Ashland	-	-
TOTALS	5,051	4,174

The residential land demand allocations above are general estimates for the planning horizon. The Plan's estimates are adequate for allocation of regional residential land needs and are reasonable for regional growth planning. Nevertheless, the Regional Plan recognizes that these estimates may be affected by a number of factors over the planning horizon, such as:

- **Goal 10 Planning-** The Regional Plan anticipates that individual City's Goal 10 planning efforts are likely to identify unique and specific housing needs and issues not captured at the Regional Plan scale. The Regional Plan requires that the overall target densities expressed in the Regional Plan be reflected when Goal 10 plan updates determine the Participant's more detailed and precise local housing needs. The Regional Plan also recognizes that there are many ways to accomplish the overall target density objectives of the Regional Plan when applied through the local Goal 10 planning process. For example, Goal 10 planning efforts can be coordinated with urban renewal and other investment strategies with the potential to increase demand for housing in urban core areas to achieve Regional Plan target densities.
- **Changes to Household Demographics-** More than any other factor, this factor has the potential to affect the demand for residential land. The United States has been in a prolonged period of declining people per household. National-scale changes such as immigration policy and alternative mortgage instruments could reverse these trends in ways that would affect the amount of land demanded for the population allocated under the Regional Plan.
- **Actual population reported at each decennial census.**
- **Institutional Housing-** There is always the potential of some new and unexpected institutional project locating in the region and these often have large housing components. Institutional investments of this type can come from large agencies like the Department of Defense. Depending on the length of advance knowledge of the investment, these types of demand shocks can be significant and can change the amount of land needed for urban uses significantly over a relatively short period of time.

Because the Regional Plan contains amendment provisions, the Plan has a mechanism for revisions over time as more detailed plans are completed and plan fundamentals evolve over time.

3.2 Employment Land Allocation

Unlike residential land needs, relatively small employment land demand assumption changes result in wide variances of total employment land demand. The variables that underlay land demand for employment uses are much more complex than for residential demand.

To illustrate the degree of potential variance, ECONorthwest prepared an estimate of regional land needs in May 2007 that included high, medium and low employment density assumptions. Essentially, the High Density assumptions were near the high end of assumptions within accepted ranges utilized in Goal 9 land use planning throughout the State of Oregon. The low density assumptions used in the estimates were on the low end of those accepted ranges. The differences in assumptions were on the

order of 40% to 50% for each assumption. These different assumptions translate into an almost 100% difference in the total amount of regional employment land demand in the ECONorthwest projections.

Employment land demand is further complicated by the fact that land consumption occurs on a site by site basis and variance in site size requirements can be large. These large variances may or may not correlate well with employment density assumptions. For example, a medium sized, 14,000 square foot, freight brokerage (office building) may require approximately an acre of land while a medium-sized freight transshipment hub (industrial warehouse with large outdoor storage and docking areas) may have 500,000 square feet and require 30 acres. These industries are within the same general category of NAICS industry classification. Each site could easily have the exact same number of employees. However, the transshipment use requires 30 times more land for the same amount of employment.

Site specific planning issues are further complicated by the fact that whole sites are usually required. For example, if the minimum site required for a medium sized employer is 5 acres, then this size is the minimum discrete unit of demand and the demand cannot be further apportioned to smaller units of land demand.

The land need estimates for employment are based upon employment density assumptions per net acre for the three principal categories of employment: retail, industrial, and public. The employment density per net acre is converted to gross acres assuming 83 percent of the gross acreage is available for employment uses and 17 percent is demanded for new infrastructure for the low density scenario. For the high density scenario, it is assumed that 87 percent of the gross acreage is available for employment and 13 percent is demanded for new infrastructure.

Figure 3.12 illustrates the high and low density range listed in the DLCD handbook for employment. Additionally, the figure shows the density assumptions that the Policy Committee chose to use for this RPS process.

Figure 2.13

EMPLOYMENT DENSITIES				
(jobs/ net acre)	High DLCD Handbook Range	RPS Allocation Assumptions		Low DLCD Handbook Range
		High	Low	
Retail	20	18	16	14
Industry	12	11	9	8
Public	10	9	7	6

Based upon the assumptions chosen by the Policy Committee, approximately 71-94 percent of the employment growth projected over the planning horizon will be allocated to the individual participating cities based upon the amount of employment land currently proposed as Urban Reserve Areas. Figure 2.14 below depicts the amount of land currently proposed as employment land within the proposed Urban Reserve Areas (described in more detail in the City specific subchapters of Chapter 4).

By leaving between 6-29 percent of the projected regional employment growth unallocated by using employment density assumptions that are within accepted ranges of DLCD, the Regional Plan allocates employment land needs in manner that is expected to be sufficient from an aggregate land demand standpoint, while still providing flexibility in order to satisfy important and/or unanticipated employment needs and opportunities in the near future. This is a measured approach to regional allocation of employment land demand.

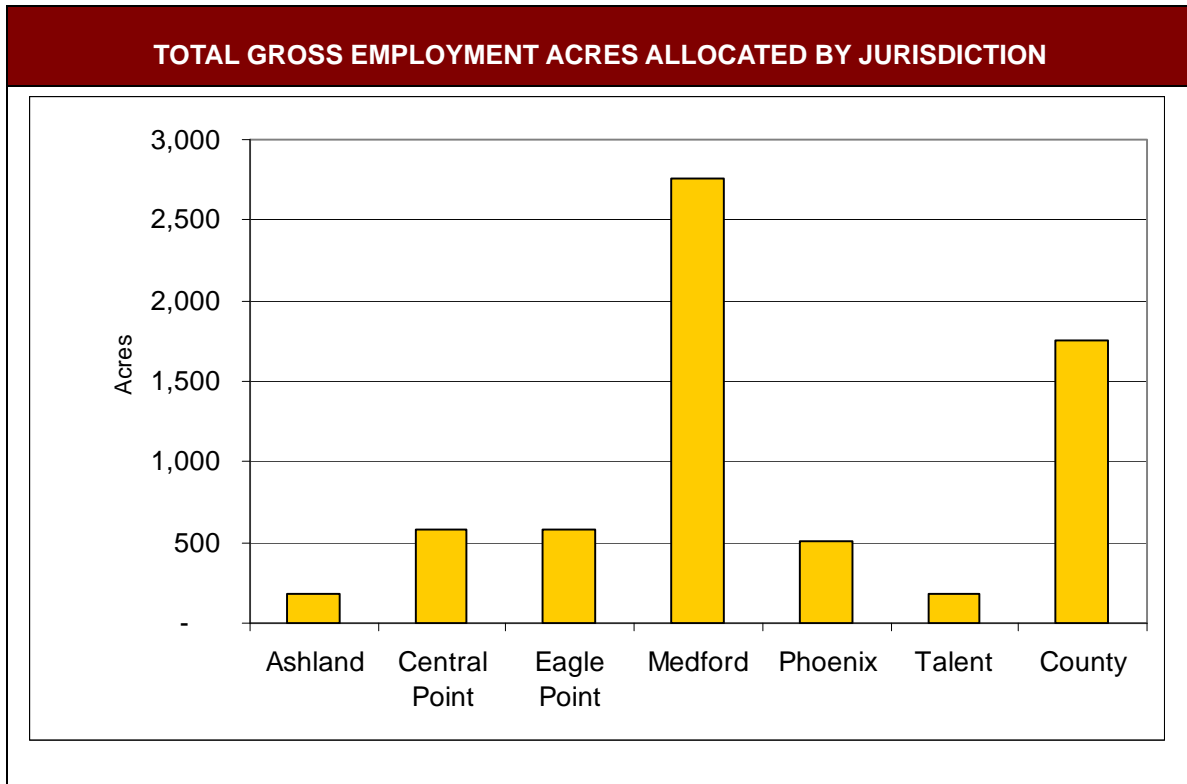
Figure 2.14

SUMMARY OF URA LAND PROPOSED FOR EMPLOYMENT	
Jurisdiction	Employment
Central Point	521
Eagle Point	522
Medford	1,354
Phoenix	369
Talent	87
Ashland	----
TOTALS	2,854

The unallocated employment provides opportunities for flexibility through local Goal 9 reviews, as discussed previously. The employment density assumptions utilized in the RPS Allocation Assumptions are balanced and as not to result in unreasonably high land need projections create unreasonable expectations of employment density for future industries, which cannot be known with confidence this far in advance. Employment density expectations that turn out to be unrealistically high could result in lost employment opportunities that are otherwise desirable.

While the above assumptions utilize densities by industry, the Regional Plan allocates employment generally across all industries for each participant community. This generalization avoids long-range planning specificity that is unrealistic at this scale. Furthermore, this approach allows flexibility in local planning processes to address more specific industry composition issues through local Goal 9 planning efforts over the Regional Plan’s horizon. The Regional Plan’s proposed allocation of employment land need for the participating cities is shown in Figure 2.15.

Figure 2.15



As illustrated, Medford and Jackson County have been allocated the most employment lands. These allocations reflect Medford's continued role as the region's retail, government, healthcare and professional services center. Jackson County's allocation captures potential for reinvestment and industry expansion in the White City industrial area. The other cities' employment land demands are roughly proportionate to the planned population growth with the exception of Phoenix since it is well situated to serve regional south valley labor and consumer markets including southern Medford, Phoenix, Talent and Ashland.

The Oregon land use planning system requires a certain degree of *bottom up consistency* between long-range regional plans and local plans. This is especially true for more specific and recently adopted plans. Regarding employment land needs, most of the demand is concentrated in Medford, thus a comparison between Medford's recently adopted and acknowledged Goal 9 document is appropriate. Medford's Economic Element estimates the 20-year demand for employment land in the Medford UGB at 1,445 acres under a low growth scenario and 2,056 acres under the Council adopted high growth scenario. This translates to an equivalent employment land demand for Medford over the planning horizon of 2,562 acres under a low growth scenario and 3,645 acres under a high growth scenario. The Regional Plan allocation of 2,757 acres is between and therefore generally consistent with the land demand range contemplated in the more detailed and technical OAR 660 Division 009 compliant Medford Economic Element.

4. REGIONAL GROWTH SOLUTIONS

The previous sections of this chapter presented the Regional Growth Planning methods and planning decisions for population allocation and employment growth allocation and the related land need allocations. The chapter explained how the regional growth planning approach taken and decisions made in the Regional Plan were adequate and reasonable. While this explanation of adequacy and reasonableness is necessary, reasonableness and adequacy alone does not render the approach taken and decisions made sufficient. To be sufficient, the regional growth planning should explain how the problems articulated in the Regional Plan are solved to some significant extent. The sufficiency of this regional growth planning process is the subject of this section.

Problem Statement No. 1- Lack of a Mechanism for Coordinated Regional Growth

The Regional Plan's growth planning is the product the Regional Problem Solving process and that process established a mechanism for coordinated regional growth. As described in Chapter 1, the RPS process was an extensive coordinated planning effort over many years. The measure of sufficiency for a coordinated regional growth plan is the extent to which the plan is reasonable, adequate, and there is consensus among the coordinating jurisdictions and agencies.

The first major success of the Regional Problem Solving Process was the update of Jackson County's Population Element. This amendment occurred without significant contention and there was general consensus on the population allocations out to 2040. This is an adopted and acknowledged demonstration of coordinated regional growth planning resulting from the Regional Problem Solving Process.

The second major success was the agreement to participate. The coordinated planning effort resulted in all of the originally collaborating agencies and seven of the eight originally collaborating local jurisdictions agreeing to participate in Regional Problem Solving.

Ultimately, the greatest testament to the ability of RPS to function as a mechanism for coordinated regional growth would be the adoption of the plan itself. Considering the breadth and scope of the planning effort, this would be a remarkable accomplishment and one that could never have arisen without continued and consistent communication among the collaborators in the development of the plan and formal agreement to move forward with the challenging process of participating in Regional Problem Solving.

Problem Statement No. 2- Loss of Valuable Farm and Forest Land Caused by Urban Expansion

A proper evaluation of the relative benefit of the Regional Plan's growth planning efforts to solve this problem is a comparison with the loss of valuable farmland that would otherwise reasonably have been expected without the Regional Plan.

Generally, the standard Oregon process is for the county to produce a 20-year population forecast (or perhaps a few years longer) and allocate the projected growth to its subject cities. Typically, these population allocations just extend the proportionate share of population that each city currently maintains. In some instances, coordination between the cities and the county occurs to alter the historical shares, but there is no explicit legal requirement to consider regional impacts to farmland in any formal way through the population allocation process. In addition, there is no requirement to consider the allocation of regional employment growth, much less, an explicit legal requirement that the impacts on farmland be evaluated in any formal way in that process. For the land need allocations associated with the population and employment allocations, the standard process has the county's regional coordination process end at the allocation step, all other coordination relates to supply issues such as UGB amendments and Urban Reserve establishment. The standard process has no regional requirements or processes to set target densities for residential development or balance to regional employment land allocations on a regional basis.

In the case of the RPS process, because the population and employment allocations were being developed congruently with land supply issues associated with Urban Reserve planning, where farm and forestland impacts are a central issue, the regional impacts to valuable farmland were iteratively integrated with the regional population allocations. These considerations were further extended to regional employment allocations.

Thus, appropriate assessment of the benefits of the Regional Plan's growth planning must first examine the degree to which these planning efforts diverge from the outcomes that would reasonably be expected under the standard Oregon schema. This divergence can then be evaluated for its benefits. The following divergences are identified and their benefits assessed:

- **Population Allocation-** The biggest divergence is the shift in population share from the Bear Creek corridor municipalities to Eagle Point. Most the other cities essentially retain their share of regional population. The City of Medford share will increase due to a shift from rural Jackson County. Such a shift from the rural county to the largest City in the region is an expected outcome under Oregon's land use planning system which directs growth from unincorporated areas to the largest incorporated areas.

Directing a higher share of population growth to the City of Eagle Point will alleviate some of the growth pressure from the cities along the Bear Creek corridor which are much more constrained by the location of high-value farms that constitute the region's commercial agricultural land base. This will serve to minimize losses of the region's most valuable farmland.

- **Employment Allocation-** Most of the proposed employment allocations are reasonably consistent with expectations for standard application of the Oregon planning system. The one notable exception is the planned employment growth for the City of Phoenix. This employment allocation and regional growth planning would just not have occurred without the Regional Plan. This allocation is really a demand response to an identified supply opportunity. The Regional Plan recognized that the land southeast of Medford and northeast of Phoenix was relatively free of high value agricultural activities and is very well situated to meet long-term employment needs. The coordinated allocation process provided an opportunity for this demand to be shared between the City of Phoenix and the City of Medford. Without this allocation, the most likely outcome would have been growth allocation all to the City of Medford. Under this scenario, the City of Phoenix would have limited opportunities to meet any future employment needs it might be able to justify without impacts to high value farmland and high value agriculture that generally surrounds the City of Phoenix in all other directions.

- Residential Land Allocation- By setting regional target densities, the Regional Plan makes each city more aware of its particular role in the effort to utilize urban lands more efficiently over time. The allocation of lands establishes these target densities, and aside from the land allocation impacts associated with the population share shift from Ashland to Eagle Point, this is the primary additional mechanism under which the growth planning in the regional plan has a benefit in reducing the loss of valuable farmland.
- Employment Land Allocation- The benefits from the regional plan to prevent the loss of valuable farmland are largely a function of the regional share allocated to Phoenix (discussed above) as this was largely a demand response to supply opportunity. Goal 9 continues to require cities to supply adequate lands for employment opportunities and the land allocations reflect that requirement and provide for additional analysis as may be required by Goal 9.

Problem Statement No. 3- Loss of Community Identity

Similar to Problem Statement #2, a proper evaluation of the relative benefits of the Regional Plan's growth planning efforts to solve this problem comes from a comparison with the potential for the loss of community identity that would otherwise reasonably have been expected without the Regional Plan.

Generally, the standard Oregon process is for the county to produce a 20-year population forecast (or perhaps a few years longer) and allocate the projected growth to its subject cities. Typically, these population allocations just extend the proportionate share of population that each city currently maintains. For the land need allocations associated with the population and employment allocations, the county's regional coordination process would typically be limited to the allocation step and urban growth boundary amendment reviews from time to time. The focus of the latter has typically been limited single-city considerations of land need and localized resource land impacts. The standard process has no regional requirements or processes to set target densities for residential development or balance to regional employment land allocations on a regional basis. Community identity issues typically arise during one of the land supply processes, such as UGB amendment or Urban Reserve establishment.

Assessing the benefit of regional growth planning to prevent the loss of community identity is not categorically demonstrable because "community identity" is a very qualitative attribute. Qualitative attributes tend to be dismissed as subjective matters prone to differences of opinion that vary from person to person. However, a thoughtfully considered and coordinated land use plan establishes consensus, policies, and strategies that serve to promote and maintain community identity. The most apparent benefits can be illustrated by considering some of the most prevalent regional challenges that presented threats to community identity and energized the effort for Regional Growth Planning in the first place, as follows:

- Proximate Urban Locations- The Regional Plan allocates population, employment and associated land demand in a way that respects issues of community identity associated with proximate urban locations. Population allocation and employment growth are generally concentrated in the Regional Plan in Medford, Central Point and Phoenix which are already adjacent or in very close proximity to one another and retention of community identity through separation are not physically practical. The other growth area is in Eagle Point where there is adequate room to maintain community identity through community separation and avoids cities growing up against one another. The allocation of population, employment and associated land demand for Ashland and Talent will easily allow those communities to retain their identity through physical separation. Generally, the benefit to community identity is that the Regional Plan has not attempted to accept existing conditions of physical separation, but is planning for the future so those cities that can retain physical separation may continue to do so.
- Infrastructure- Community identity is often associated with its infrastructure. Highways and streets, water systems and sewer service are the fundamental building blocks of municipal incorporation; for example, the KOBI news utilizes the I-5 shield as its logo for local news.

broadcasts. The benefits to community identity from an infrastructure standpoint is considered according to service types:

- Water and Sewer- the first community benefit associated with water and sewer services relate to Ashland versus the rest of the Regional Plan participants. All the other smaller regional plan participants utilize the regional systems of water delivery and sewer transport and distribution. Part of Ashland's identity is derived from its public infrastructure autonomy. Because the regional plan does not continue Ashland's share of the regional population, Ashland will be able to preserve this important aspect of its community identity without the need for extensive and undetermined facilities upgrades or connection to the regional systems.
- The second community identity benefits associated with water and sewer relates to Medford and its relationship with the smaller participants in RPS. Especially with respect to water delivery, the City of Medford could potentially have utilized Goal 11 issues to make regional allocation of growth to the other cities very challenging, leaving Medford to absorb the growth not served. By explicitly allocating significant employment and population growth through the Regional Plan, the process provided the opportunity to work with the smaller cities on their growth objectives. This is expected to provide benefits going forward as these cities have more certainty with respect to future water demands. This will allow these cities to better prepare and acquire the necessary water rights and contractual arrangements with the Medford Water Commission for ultimate water service delivery.
- Streets and Highways- From an infrastructure standpoint, the most significant benefits from the regional growth planning are expected to be realized in Eagle Point. A significant component of Eagle Point's identity is its role as a service center for the Upper Rogue region. The Highway 62 infrastructure is already in place to connect Eagle Point with the Upper Rogue. By allocating additional growth to Eagle Point together with other transportation infrastructure improvements developed through the MPO, the regional growth planning is expected to create an environment where this role may be strengthened.
- Municipal Finance- The single biggest threat to a loss of community identity is the financial health of the individual municipalities. By allocating employment growth to the City of Phoenix, the Regional Plan contemplates that potential benefits will accrue to the City of Phoenix through enhanced revenues that tend to demand lower levels of service than population growth.
- Comparative Advantages- Communities compete for targeted industries and populations. A distinct community identity favorable to the targeted sectors can significantly enhance the potential for success. Distinct and favorable community identities also promote positive social consequences as residents take pride in being part of the community rather than feeling disenfranchised or anonymous.

5. REGIONAL GROWTH PLANNING SUMMARY

The growth planning contained in the Regional Plan accomplishes the following:

- Allocates population and employment and their associated land needs in a reasonable and appropriate manner for the planning horizon and planning area.
- The allocations are consistent with recently adopted and acknowledged local plans.
- The regional growth planning advances the region's objectives to address the regional problems in meaningful ways and is expected to result in relative benefits when compared to the ad hoc growth planning that would otherwise occur absent the Regional Plan.

6. REGIONAL TRANSPORTATION ANALYSIS

The region's decision to incorporate transportation somewhat later in the planning process was a strategic one designed to allow an early consideration of possible directions of future growth without being constrained by potential transportation issues beyond the most obvious, such as the constraints posed by Interstate 5 and Highways 99 and 62. Transportation planning however was always expected to play a major role in the regional plan. Indeed, the region's Metropolitan Planning Organization (RVMPO) was involved in the conceptual planning process in the urban reserves and will be given a major role in implementing the regional plan once adopted. This includes promoting transit-friendly development patterns to overseeing the preservation of transportation corridors within and between urban reserves. The region is well aware of the symbiotic relationship between transportation, housing, and employment, and has ensured that the regional plan reflects the need for a greater practical link between transportation and land use planning.

6.1 Transportation Modeling Results

ODOT's Transportation Planning Analysis Unit (TPAU) conducted three major stages of modeling with the newly constructed LUSDR model (see Appendix VI). The first state of modeling showed that the Regional Transportation Plan (RTP) network will not have enough road capacity to avoid high levels of traffic congestion when the region's population doubles. The second stage of modeling revealed that congestion on some portions of the transportation system (notably freeway ramps) are especially sensitive to land use patterns.

Upon review of the second stage modeling results, the Policy Committee requested that further modeling be done to explore the joint effects of three different land use scenarios and five transportation scenarios.

The different scenarios of land use were the requisite "**No Policy Change**" scenario, which assumes development occurs based on current goals and policies; the "**Regional Attractor**" scenario, in which employment and population growth in the region is concentrated in defined regional centers (examples would include commercial centers, business parks, and high density residential) and the "**Nodal Development**" scenario, which places transit-friendly mixed-use centers of development in the urban reserve areas (mixed use development assumes that a roughly equal amount of employment and population occur in the development).

The five transportation scenarios represent different levels of expansion of the roadway and public transit networks. They are the "**RTP Network**" scenario, which represents the road and transit networks in the adopted regional transportation plan; the "**Enhanced Network**" scenario, which expands the capacity of existing roads by adding lanes and filling in identified gaps in the road system (but without the addition of major new roads); the "**High Capacity Network**" scenario, which builds upon the Enhanced Network scenario by adding, on the conceptual level, several new major arterials; the "**Enhanced Network with High Capacity Public Transit**" scenario; and the "**High Capacity Network with High Capacity Public Transit**" scenario.

A total of 15 combinations of land use and transportation scenarios were modeled in the third stage of modeling. The results are organized and summarized below under each of the three land use scenarios. Note that the high capacity public transit additions, although not represented below as such in the results, do show significant impact on congestion measures. For example, the high transit scenarios produce 7-8% lower travel delay, produce 2-3% lower travel times, and decrease trip lengths overall when compared to the corresponding low transit scenarios.

No Policy Change Land Use Scenario

The No Policy Change scenario almost uniformly performs better across all congestion measures than the Regional Attractor mode. In other words, no change in present land use policies, although producing unacceptable levels of congestion, performs better than the broad institution of the Regional Attractor scenario. As capacity is expanded from the RTP Network to the Enhanced Network to the High Capacity Network, congestion measures are affected

differently—both mean travel time and annual peak hour congestion delay decrease, while vehicle miles traveled and average peak hour trip length increase.

Regional Attractor Land Use Scenario

The Regional Attractor has been shown to produce the most delay in travel at peak hour time. As commercial centers, business parks and high density residential land uses are placed at the urban fringes in the urban reserves, drivers are drawn toward those areas from across the region creating congestion. As with the No Policy Change scenario, congestion measures are affected differently as capacity is expanded from the RTP Network to the Enhanced Network to the High Capacity Network—both mean travel time and annual peak hour congestion delay decrease, while vehicle miles traveled and average peak hour trip length increase.

Nodal Development Land Use Scenario

When goals and policies are formed to encourage mixed-use development, with equal amounts of employment and population, congestion levels are considerably better by any measure under any of the transportation scenarios. For example, trip lengths for the nodal development scenario are about 5-7% shorter than for the other two scenarios; it also reduces delays by 8-11%, and reduces travel times by 4-7% more than the No Policy Change scenario and 6-11% more than the Regional Attractor scenario.

Implications of Modeling Results

The original and fundamental purpose of transportation modeling in the RPS process was to indicate whether future urbanization of any of the proposed urban reserves presented a potential fatal flaw in the operation of the transportation system. As anticipated, the modeling did indeed demonstrate that future buildout of the urban reserves would not cause issues for the region's transportation system that could not be cost effectively mitigated.

The TPAU modeling results also show that land use will play a large role in determining the level of congestion on roadways. The Nodal Development Scenario is clearly the most effective development pattern to mitigate transportation impacts from growth. In fact, the model shows that future widespread use of nodal development, even when paired with just the base transportation network currently in the Regional Transportation Plan (which does not factor in the future development of the urban reserves) is more effective at reducing transportation impacts than the other two land use scenarios, even when they are paired with the Enhanced and High Capacity transportation networks.

Because of the LUSDR model, the region will now be able to more effectively address the questions of how much and in which ways the distribution of certain land uses affects critical transportation congestion and delay measures, and, at the same time, the ways in which different degrees of system improvements, including a higher capacity transit system, impact the effectiveness of different land use scenarios.

Although the third stage modeling results were compelling in demonstrating the mitigating effect of nodal development on a doubling of the current population, it also showed considerable improvements could be obtained by a significant investment in infrastructure capacity as well as a much more robust transit system. The challenge to the region in the future will be to determine by further planning and modeling around the acknowledged urban reserves where nodal development should become a preferred land use pattern, how much and where capacity improvement will be necessary, and at what point a significantly improved transit system becomes a full partner in the region's transportation network.

6.2 Transportation Funding Strategies

Revenue Generation – Managing costs associated with the region's future transportation network will become an even greater priority and concern in the future. Not only is it likely that costs will continue to rise at a greater rate than existing local mechanisms are able to meet, but it is also anticipated that outside funding sources—state and federal—will provide a declining share of funding in future years, especially as the planning horizon of RPS comes into range. In anticipation of this probable future reality, the RVMPO has examined more than a dozen possible locally generated revenue sources, and

selected a number of the most likely potential funding sources around three important attributes: finding a demonstrated relationship between the funding measure and transportation; avoiding impacts on existing revenue sources for jurisdictions; and avoiding programs that would require creation of new collection systems. It should be noted that, while the RVMPO spent considerable time looking at alternative funding mechanisms, the RVMPO itself does not have the ability to implement any of these strategies, but rather must rely on its member jurisdictions to do so. Further work on these revenue generation strategies will be undertaken by the RVMPO as part of the next update of the RTP, which is scheduled for 2012.

Cost Containment Through Corridor Preservation Strategies – The RVMPO also examined corridor preservation strategies to mitigate future right-of-way costs. For cost containment to be effective, effective corridors for regionally significant transportation infrastructure would have to be identified as early as possible through the preparation of what the RPS process is recommending as conceptual plans for the urban reserve areas. Once these corridors are identified and sized appropriately to the need of the area based on full buildout, they would then be protected. Further work on corridor preservation strategies will follow the same timeline as those for revenue generation

7. GREATER COORDINATION WITH THE MPO

The Regional Plan creates the framework for long-range transportation planning in Jackson County. Oregon's land use system presents many benefits, but also many challenges, to long-range transportation planning. The benefits derive from connections between land use planning and transportation planning that requires a certain degree of balance between transportation infrastructure and land use intensity. The challenges derive from the limitations on infrastructure planning and investment outside acknowledged urban growth boundaries and/or to serve populations greater than the 20-year population allocated to a particular UGB. These challenges are most acute in a relatively small geographic area where there are many separate UGBs to serve a relatively small geographic area; nowhere in the State is this situation more prevalent than in Jackson County.

In response to these challenges, the Regional Plan contemplates that the Rogue Valley Metropolitan Planning Organization will be the lead agency for transportation planning to address Regional Plan transportation needs.

7.1 Regional Transportation Network Strategy

As discussed above, the RVMPO, in coordination with the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU), undertook a joint study to identify the major transportation planning projects to be developed within the Regional Plan framework. That study assisted in identifying several important planning projects that will be undertaken following Regional Plan adoption and acknowledgement, as follows:

1. The region will need an improved regional transportation network to avoid State facilities serving a more disproportionate local arterial connectivity function. The analysis estimated costs associated with right of way acquisition and estimated construction costs for select "connector" roads outside of the proposed urban areas that would serve as transportation alternatives to State facilities. While not exhaustive, among the candidate "connector roadways" identified were the following:
 - Hanley Rd., Central Point to Jacksonville
 - South Stage Rd., Medford – Jacksonville
 - Foothills/North Phoenix Rd. – Phoenix to Eagle Point
 - McLaughlin Dr. – Medford to White City

The MPO will extend this study and develop a prioritized list of long-term regional arterial improvements to serve the Regional Plan's needs.

2. Some of the potential regional connections pointed at the need to evaluate specific goal exceptions for portions of network transportation facilities prioritized through the analysis described above.
3. The analysis identified that right-of-way acquisition costs are typically a substantial component of any network roadway cost. Right of way is typically acquired once the roadway is planned within UGB's, which inflates the acquisition costs. The MPO will develop financial plans for least cost right-of-way acquisition as part of prioritized project development, and will rely on the conceptual planning the cities will undertake following the establishment of the urban reserves to identify, appropriately size, and preserve future major transportation corridors.

Transportation planning that is integrated with land use planning through nodal development patterns has the potential to be very effective, from a transportation efficiency standpoint, to meet the future transportation needs of the Regional Plan. The MPO should be active in the local land use plans to implement the Regional Plan to balance housing, jobs and transportation infrastructure and transportation demand management.