

# **NORTH PHOENIX CONCEPT PLAN**

***A CONCEPTUAL LAND USE AND TRANSPORTATION PLAN FOR***

***PH-5 and PH-10***

***URBAN RESERVE AREAS OF THE CITY PHOENIX***

City of Phoenix

Adopted by City Council Resolution \_\_\_\_\_, \_\_\_\_\_, 2016

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient, Transportation Equity Act: a Legacy for Users (SAFETEA-LU), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.



## **PART 1. INTRODUCTION**

The Regional Plan Element of the Phoenix Comprehensive Plan requires that before any portion of an urban reserve area can be incorporated into an Urban Growth Boundary the city must prepare a Conceptual Land Use plan and Conceptual Transportation Plan showing how the addition will comply with commitments made in the Regional Plan. This document addresses that requirement for the urban reserve areas known as PH-5 and PH-10. Figure 1 illustrates PH-5 and PH-10's relationship to the city and the other urban reserve areas.

Figure 1 – Phoenix Urban Reserve Areas

As used in this report the term 'concept plan' refers to a document setting forth a written and illustrated set of general actions designed to achieve a desired goal that will be further refined over time as the planning process moves from the general (concept plan) to the specific (site development). In the case of PH-5 and PH-10, the goal to be achieved is a first generation refinement of how the land use distributions and applicable performance indicators of the Greater Bear Creek Valley Regional Plan (GBCVRP) will be applied to PH-5 and PH-10.

The *Concept Plan* is a general land use guide prepared in accordance with, and intended to facilitate implementation of the Regional Plan Element. It does not address compliance with the Oregon

Statewide Land Use Planning Goals, applicability of land use planning law, or comprehensive plan compliance. These items will be addressed at such time as the area’s planning proceeds through inclusion in the urban growth boundary, annexation, zoning, site plan approval, and ultimately development, with each step being guided by the *Concept Plan*.

The *Concept Plan* illustrates the City’s basic development program for PH-5 and PH-10, which is presented in Part 2 of this document. The remainder of the document (Part 3) is dedicated to providing background information used in preparation of the *Concept Plan*, including findings of compliance with the land use distribution and applicable Performance Indicators in the city’s comprehensive plan Regional Plan Element.

In summary the *Concept Plan* has been prepared in accordance with the Regional Plan Element and Greater Bear Creek Valley Regional Plan, including all applicable performance indicators set forth in these documents. The development concepts for PH-5 and PH-10 complement and support local and regional objectives relative to land use distribution and needed transportation corridors identified in the *Greater Bear Creek Valley Regional Plan*.

Figure 2 – PH-5 Urban Reserve Concept Plan Study Area

## **PART 2. THE CONCEPT PLAN**

The long-term objective for PH-5 and PH-10 is to provide land for employment and residential development at the north end of the city northeast of Interstate 5. The area is generally east of North Phoenix Road and north of Fern Valley Road, although a portion of PH-5 is west of North Phoenix, abutting Medford Urban Growth Area MD-5. The dominant use of PH-5 is employment, while residential uses dominate in PH-10.

The Concept Plan is composed of two elements:

### **a. The Conceptual Land Use Plan (‘Land Use Plan’)**

The primary objective of the Land Use Plan is to refine the land use categories and spatial distribution of those categories throughout PH-5 and PH-10. This is necessary because the Regional Plan Element addresses land use only in terms of general land use types; e.g., residential, employment, and percentage distribution of the land use.

The Regional Plan Element designates land uses within the 454-acre PH-5 as 66 percent employment, 22 percent residential, and 12 percent open space. The area currently is zoned Exclusive Farm Use (EFU). PH-10 also is zoned EFU and contains 43 acres, of which 85 percent is designated residential and 15 percent is employment. Approximately 2.25 acres are included in the National Wetlands Inventory, and will not be available for residential or commercial development, but will be part of the open space allocation.

Figure 3 – PH-5 Conceptual Planning Transportation Alternatives

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**b. The Conceptual Transportation Plan (“Transportation Plan”)**

The only regionally significant transportation corridors affecting PH-5 are North Phoenix Road and Fern Valley Road. RVTD manages a bus route along the highway, and the Bear Creek Greenway abuts the eastern edge of the growth area, providing the primary bicycle commuting route between Ashland and Central Point. The plan anticipates a transit hub in PH-10.

Figure 4 – Phoenix URCP, Functional Classification and Freight Facilities

Figure 5 – Phoenix URCP, Bicycle/Pedestrian Systems & Transit Route

**c. Implementation Guidelines**

The following guidelines are intended to serve as future action items:

**Policy PH-5.1 Land Use:** At time of inclusion in the City’s urban growth boundary (UGB) the property will be shown on the City’s General Land Use Plan Map as Residential, Employment, and Open Space/Parks.

**Policy PH-5.3 Irrigation District Coordination.** As properties within PH-5 are added to the City’s urban growth boundary, and further proceed through the development process, i.e. annexation, zoning, site development, the City and property owner/developer shall collaborate with MID as outlined in the protocols set forth in Jackson County’s Agricultural Element.

**Policy PH-5.4 Concept Plan Modification.** Modifications to the Concept Plan shall be subject to the same review and collaboration procedures used in approving the original Concept Plan, and shall be processed by the County as a Type 4 permit.

**PART 3. SUPPORT FINDINGS**

The findings presented in this section provide both background information and address the Regional Plan Element’s Performance Indicators.

**a. Current Land Use Characteristics**

This section describes the general character of PH-5 and PH-10 in their current condition.

**Natural Landscape:** The area ranges from relatively level ground to hillsides perched above the Bear Creek Valley, increasing in slope generally from southwest to northeast. A ridge bisects a portion of PH-5, creating distinct viewsheds throughout the property. **(Expand)**

Figure 6 – Phoenix URCP, Environmental Considerations

**Cultural Landscape:** PH-5 and PH-10 compose a 453\*-acre block of parcels spread among five owners, with farming being the dominant use. The three parcels in PH-5 also are farmed, but include residences as well. (\*Need to reconcile with numbers in Table)

Table 1 – PH5/PH-10 Current Parcel Characteristics

Assessor's No.	Acreage	Zoning	Land Use	Ownership
381W03 TL 1500	32.17	EFU	Vineyard/Winery	California Pistachio LLC
381W03 TL 1600	234.55	EFU	Ranch	Arrowhead Ranch Holding Company LLC
381W04 TL 500	42.90	EFU	Ranch	Arrowhead Land/Cattle Company
381W04 TL502	9.03	EFU	Undeveloped	Bear Creek Orchards
381W09A TL100	3.07	EFU	Ranch	Arrowhead Land/Cattle Company
381W09A TL 101	9.20	EFU	Undeveloped	Bear Creek Orchards
381W09A TL 103	4.55	EFU	Ranch	Arrowhead Land/Cattle Company
381W09A TL105	1.00	EFU	Ranch	Arrowhead Land/Cattle Company
381W10 TL100	72.36	EFU	Ranch	Arrowhead Ranch Holding Company LLC
381W10 TL101	7.01	EFU	Ranch	Arrowhead Land/Cattle Company
381W10 TL103	2.64	EFU	Ranch	Arrowhead Ranch/Cattle Company
381W10 TL600	15.24	EFU	Farm/Residential	Cunningham
381W10 TL 700	7.75	EFU	Farm/Residential	Vivrett/Bettinger
381W10 TL800	20.27	EFU	Farm/Residential	Camp
Total Acres	441.47			

**b. Current Land Use Designations & Zoning**

All of PH-5 and PH-10 is currently planned and zoned Exclusive Farm Use (EFU).

**c. Existing Infrastructure**

**Water**

Public water service is not currently available to the area, but can be easily extended from existing Phoenix water lines to the south and west.

**Sanitary Sewer**

A Rogue Valley Sewer Services has an 8-inch sewer line on Grove Road at its intersection with North Phoenix Road and 8-inch sewer lines along Fern Valley Road serving the residential subdivisions in east Phoenix. A 15-inch sanitary trunk begins just east of the I-5 interchange and crosses under the freeway to connect with the main trunk line.

**Storm Drainage**

Rogue Valley Sewer Services provides stormwater management for the cities of Phoenix, Talent, Central Point and urbanized, unincorporated Jackson County. In March 2004, RVCOG and a

consultant firm prepared a Stormwater Program Guide to help local governments in the Rogue Valley achieve compliance with National Pollutant Discharge Elimination System (NPDES) requirements. The overarching objective is to minimize adverse effects of development on the region's water quality. Stormwater drainage will be required as the area develops, and was raised as a concern particularly near the wetlands at the east edge of PH-5.

**Street System**

North Phoenix Road is the primary through street serving PH-5 and connecting Phoenix with East Medford. Fern Valley Road serves as the southern boundary of PH-10. Both roads tie into the Phoenix freeway interchange. Campbell Road proceeds eastward from North Phoenix Road in the northern portion of PH-5. No other public roads exist in the study area.

**Irrigation District**

A Medford Irrigation District canal bisects PH-5 from north to south, enters the Phoenix UGB for a short distance, and then crosses PH-10 from northwest to southeast. MID is evaluating the feasibility of piping the canal to reduce potential conflicts with urbanization. As properties within PH-5 and PH-10 are added to the City's urban growth boundary, and further proceed through the development process, i.e. annexation, zoning, and site development, the City and property owner/developer are required to collaborate with MID as outlined in the protocols set forth in Jackson County's Agricultural Element.

**d. Performance Indicators**

Implementation of the Regional Plan Element is guided by a series of 22 primary and 21 secondary performance indicators, not all of which apply to every urban reserve area. Table 2 identifies the primary Performance Indicators applicable to the PH-5/ PH-10 Concept Plan.

Table 2 - Performance Indicators Specific to Conceptual Plans

Applicability			
Number	Description	Yes	No
2.1	County Adoption		X
2.2	City Adoption		X
2.3	Urban Reserve Management Agreement		X
2.4	Urban Growth Boundary Management		X
2.5	Committed Residential Density	X	
2.5.1	Minimum Residential Density Standards	X	
2.6	Mixed-Use/Pedestrian Friendly Areas	X	
2.7	Conceptual Transportation Plans	X	
2.7.1	Transportation Infrastructure	X	
2.8	Conceptual Land Use Plans	X	
2.8.1	Target Residential Density	X	
2.8.2	Land Use Distribution	X	
2.8.3	Transportation Infrastructure	X	
2.8.4	Mixed Use/Pedestrian Friendly Areas	X	
2.9	Conditions Specific to Certain URAs	X	
2.9.8	Employment Land in PH-5 restricted to industrial zoning. Visual distinction between City of Phoenix and City of Medford	X	

2.9.9	Prior to expansion of UGB into PH-1,PH-1a, PH-3, PH-5, and PH-10, the region shall agree on a mechanism to assist Phoenix in justifying the regional need for PH-5.	X	
2.10	Agricultural Buffering	X	
2.11	Regional Land Preservation Strategies	X	
2.12	Housing Strategies	X	
2.13	Urban Growth Boundary Amendments	X	
2.13.1	UGB Expansions Outside of URAs		X
2.14	Land Division Restrictions	X	
2.14.1	Minimum Lot Size	X	
2.14.2	Cluster Development	X	
2.14.3	Land Division and Future Platting		X
2.14.4	Land Division and Transportation Plan		X
2.14.5	Land Division Deed Restriction		X
2.15	Rural Residential Rule Ashland		X
2.16	Population Allocation		X
2.17	Park Land	X	
2.18	Buildable Land Definition		X
2.19	Greater RVMPO Coordination	X	
2.19.1	Prepare Conceptual Transportation Plan	X	
2.19.2	Designate and Protect Planned Transportation Infrastructure	X	
2.19.3	Regionally Significant Transportation Strategies	X	
2.19.4	Supplemental Transportation Funding	X	
2.20	Future Coordination with RVCOG	X	
2.21	EXPO		X
2.22	Agricultural Task Force	X	

**e. Applicable Performance Indicators**

The following addresses each applicable performance indicator per Table 2:

**2.5. Committed Residential Density.** Land within the URA and land currently within an Urban Growth Boundary (UGB) but outside the existing City Limit shall be built, at a minimum, to 6.6 dwelling units per gross area from 2010 to 2035, and 7.6 units per gross area from 2036-2060. This requirement can be offset by increasing the residential density in the City Limit.

**2.5.1.** Prior to annexation, each city shall establish (or, if they exist already, shall adjust) minimum densities in each of its residential zones such that if all areas build out to the minimum allowed the committed densities shall be met. This shall be made a condition of approval of a UGB amendment.

**Finding:** Phoenix intends to establish several residential zones in PH-5 and PH-10 that range from lower single-family densities near the eastern edge to higher densities in multi-family and mixed use zones, concentrating those higher densities in the southern portion of PH-5 and in PH-10. A housing needs analysis completed in March 2016 proposed a range of from 13 to 22 units per acre in high density areas. Minimum densities will need to be added to the Zoning Code to

ensure the committed residential densities are met in areas not currently outside of the existing city limits. If the City chooses not to apply minimum densities throughout Phoenix, it can apply them to its Urban Reserve Areas through an overlay.

**Conclusion:** Will comply upon implementation of the City's development standards of the zoning code if target densities are assured prior to a UGB amendment.

**2.6 Mixed-Use/Pedestrian Friendly Areas.** For land within a URA and for land currently within a UGB but outside of the existing City Limit, each city shall achieve the 2020 benchmark targets for the number of dwelling units (Alternative Measure No. 5) and employment (Alternative Measure No. 6) in mixed-use/pedestrian-friendly areas as established in the 2009 Regional Transportation Plan (RTP) or most recently adopted RTP. Beyond the year 2020, cities shall continue to achieve the 2020 benchmark targets, or if additional benchmark years are established, cities shall achieve the target corresponding with the applicable benchmarks. Measurement and definition of qualified development shall be in accordance with adopted RTP methodology. The requirement is considered met if the city or the region overall is achieving the targets or minimum qualifications, whichever is greater. This requirement can be offset by increasing the percentage of dwelling units and/or employment in the City Limit. This requirement is applicable to all participating cities.

**Finding:** In order to contribute to the region's compliance with Regional Transportation Plan Alternative Measures, Phoenix will include areas of mixed residential and employment uses. Typically, residential uses are provided on upper floors of commercial buildings. While DLCD acknowledged an overall density in future growth areas of 6.6 units per acre for residential development, increasing to 7.6 units per acre for development after 2035, Alternative Measures call for 49 percent of new development in mixed use pedestrian-friendly areas (activity centers) within ¼ mile of a transit stop to be at a minimum density of 10 units per acre.

**Conclusion:** Complies.

**2.7. Conceptual Transportation Plans.** Conceptual Transportation Plans shall be prepared early enough in the planning and development cycle that the identified regionally significant transportation corridors within each of the URAs can be protected as cost-effectively as possible by available strategies and funding. A Conceptual Transportation Plan for a URA or appropriate portion of a URA shall be prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies, and shall be adopted by Jackson County and the respective city prior to or in conjunction with a UGB amendment within that URA.

**2.7.1. Transportation Infrastructure.** The Conceptual Transportation Plan shall identify a general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the Region (including intra-city and inter-city, if applicable).

**Finding:** No new arterials are proposed, but the concept plans include a network of collector streets providing access to all sectors of the future growth areas. Preparation

of the *Concept Plan* included a review of the City’s Transportation System Plan (TSP), the County’s Transportation System Plan, and the RVMPO’s 2013-2038 Regional Transportation Plan. Figures 4 and 5 show existing facilities that will provide the connections for new facilities in PH-5 and PH-10. The ODOT Transportation Analysis Unit conducted a high level analysis of the original five scenarios, which led to three scenarios recommended for more detailed modeling. A primary focus of the analysis was to determine the effect on the existing transportation system, particularly North Phoenix Road and the freeway interchange. RVTD recommends consideration of a transfer station in the mixed use area of PH-10.

**Conclusion:** Complies.

**2.8. Conceptual Land Use Plans:** A proposal for a UGB Amendment into a designated URA shall include a Conceptual Land Use Plan prepared by the City in collaboration with the Rogue Valley Metropolitan Planning Organization, applicable irrigation districts, Jackson County, and other affected agencies for the area proposed to be added to the UGB as follows:

**2.8.1. Target Residential Density:** The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the residential densities of Section 4.1.5 above will be met at full build-out of the area added through the UGB amendment.

**Finding:** See *Finding 2.5*.

**Conclusion:** Will comply upon adoption of minimum densities in zones applied to future growth areas.

**2.8.2. Land Use Distribution.** The Conceptual Land Use Plan shall indicate how the proposal is consistent with the general distribution of land uses in the Regional Plan, especially where a specific set of land uses were part of the rationale for designating land which was determined by the Resource Lands Review Committee to be commercial agricultural land as part of a URA, which applies to the following URAs: CP-1B, CP-1C, TA-4, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, PH-2, TA-2, PH-5.

**Finding:** Because PH-5 is commercial agricultural land, it is not appropriate to assign conventional urban designations to the area. The primary purpose of including PH-5 was to create a regional employment center. A regional economic opportunities analysis completed in \_\_\_ noted the uniqueness of the site to accommodate large-lot corporate development, when compared with other freeway interchanges between Redding, California and Eugene, Oregon.

**Conclusion:** Complies.

**2.8.3. Transportation Infrastructure.** The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 2.7.1 above.

**Finding:** The required transportation infrastructure per 2.7 is included in the PH-5 Concept Plan (see *Finding 2.7*).

**Conclusion:** Complies.

**2.8.4. Mixed Use/Pedestrian Friendly Areas.** The Conceptual Land Use Plan shall provide sufficient information to demonstrate how the commitments of Section 2.6.1 above will be met at full build-out of the area added through the UGB amendment.

**Finding:** See Finding 2.6.

**Conclusion:** Complies.

**2.9.8 Employment Land in PH-5 restricted to industrial zoning. Visual distinction between City of Phoenix and City of Medford.**

**Finding:** The Regional Plan designated PH-5 as a regional employment center, intending for the area to accommodate large scale traded sector and campus settings for corporations, with other uses serving a supporting role. Stand alone retail uses will not be permitted. The visual distinction between Medford and Phoenix reacts to concerns about urbanizing the valley to the point that one community is not discernible from another. Difference in sign styles, landscaping, and other features appear to be the most achievable means of creating this distinction.

**Conclusion:** Complies

**2.9.9 Prior to expansion of UGB into PH-1,PH-1a, PH-3, PH-5, and PH-10, the region shall agree on a mechanism to assist Phoenix in justifying the regional need for PH-5.** Phoenix contracted with E.D. Hovee and Company to prepare a Regional Economic Opportunities Analysis. (Expand)

**2.10. Agricultural Buffering.** Participating jurisdictions designating Urban Reserve Areas shall adopt the Regional Agricultural Buffering program in Volume 2, Appendix III into their Comprehensive Plans as part of the adoption of the Regional Plan. The agricultural buffering standards in Volume 2, Appendix III shall be adopted into their land development codes prior to a UGB amendment.

**Finding:** Phoenix adopted agricultural buffering standards when it adopted the Regional Plan. PH-5 and PH-10 abut farm land; some of the abutting farm land is in a Medford future growth (MD-5) area to the west and north, properties to the east will remain in farm use for the foreseeable future. By definition land adjacent to PH-10 and a small portion the east edge of PH-5 is considered “high potential impact” farmland because its soils are Class IV or better. Because new uses at the east edge of the area will be residential, they are considered “sensitive” receptors and will have the most restrictive setback and buffering requirements to minimize potential conflicts between residential and agricultural uses, which include animal husbandry and crops.

Higher quality soils are in MD-5, which will require buffering until the land is urbanized. These requirements will be imposed as a condition of development approval.

**Conclusion:** Complies.

**2.11. Regional Land Preservation Strategies.** Participating jurisdictions have the option of

implementing the Community Buffer preservation strategies listed in Volume 2, Appendix V of approval of a UGB amendment.

**Finding:** A community buffer was mapped proposed to ensure continued physical separation of Talent and Phoenix, but because of concerns about the effect of such a designation without compensation to property owners, the buffer was not adopted. The area is predominantly agricultural land, helping to preserve the separation between the two communities, and the concern was more pronounced west of the freeway than in the vicinity of PH-5 and PH-10.

**Conclusion:** Complies. The strategy of establishing community buffers is optional, not mandatory.

**2.12. Housing Strategies.** Participating jurisdictions shall create regional housing strategies that strongly encourage a range of housing types throughout the region within 5 years of acknowledgement of the RPS Plan.

**Finding:** Planners from participating jurisdictions are completing a regional housing strategy, drawing from existing innovative policies throughout the region, including incorporation of state policies on housing.

**Conclusion:** Complies

**2.13 Urban Growth Boundary Amendment.** Pursuant to ORS 197.298 and Oregon Administrative Rule 660-021-0060, URAs designated in the Regional Plan are the first priority lands used for a UGB amendment by participating cities.

**Finding:** The Regional Plan Element includes a provision that requires adoption of a concept plan prior to urban growth boundary expansion into an urban reserve area. The PH-5 and PH-10 Concept Plan addresses this requirement in anticipation of an urban growth boundary application into PH-5.

**Conclusion:** Complies.

**2.14 Land Division Restrictions.** In addition to the provisions of Oregon Administrative Rule 660-021-0040, the following apply to lots or parcels which are located within an URA until they are annexed into a city:

**2.14.1** The minimum lot size shall be ten acres

**Finding:** Five parcel exceed 20 acres and will be subject to this limitation until they are added to the Urban Growth Boundary.

**Conclusion:** Land Divisions creating parcels smaller than 10 acres are not possible until the parcels are in an urban area.

**2.17 Park Land.** For purposes of UGB amendments, the amount and type of park land included shall be consistent with the requirements of OAR 660-024-0040 or the park land need shown in

the acknowledged plans.

**Finding:** This Performance Indicator responds to proposed park and open space allocations in several communities that appear to exceed OAR allowances when a community proposes to modify its UGB. Phoenix did not propose parks whose size approaches these limitations.

**Conclusion:** Complies.

## **2.18 Buildable Lands Definition.**

**Finding:** The term “buildable lands” as defined in OAR 660-008-0005(2) is used by the City in managing its Buildable Lands Inventory and is the basis for determining future need.

**Conclusion:** Complies.

**2.19. Greater Coordination with the RVMPO.** The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Organization (RVMPO) to:

2.19.1. Prepare the Conceptual Transportation Plans identified in Section 4.1.7.

2.19.2. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 4.1.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs.

2.19.3. Plan and coordinate the regionally significant transportation strategies critical to the success of the adopted Regional Plan including the development of mechanisms to preserve rights-of-way for the transportation infrastructure identified in the Conceptual Transportation Plans; and

2.19.4. Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

**Finding:** The PH-5 and PH-10 Concept Plan was prepared in collaboration with RVMPO with attention given to the effective implementation of the Regional Plan. On \_\_, 201\_\_, the RVMPO Technical Advisory Committee reviewed and provided comments to the Policy Committee, which drafted a letter including those comments on \_\_, 201\_\_. The letter will become part of the City’s UGB amendment record.

**Conclusion:** Complies.

**2.20 Future Coordination with the RVCOG.** The participating jurisdictions shall collaborate with the Rogue Valley Council of Governments on future regional planning that assists the participating jurisdictions in complying with the Regional Plan performance indicators. This includes cooperation in a region-wide conceptual planning process if funding is secured.

**Finding:** Any future modifications to the *Concept Plan* will be prepared in collaboration with the RVCOG.

**Conclusion:** Complies.

**2.22 Agricultural Task Force.**

**Finding:** The Agricultural Task Force submitted their recommendations to the County in the form of amendments to the County’s Agricultural Lands Element. The County amended the Agricultural Lands Element to include a policy requiring coordination with applicable irrigation districts. Implementation Strategies require evaluation of the effect of development on the district’s ability to provide irrigation for agricultural purposes, and determination of any system changes or mitigation measures that would be necessary to ensure continued conveyance of irrigation water. Mitigation measures include relocating canals, piping canals, transferring water rights, quit-claiming water rights to the district, and co-location of irrigation district and public works facilities. Medford Irrigation District indicated that the most likely solution for PH-5 would be to require piping of the canal that serves as a portion of the northern boundary.

**Conclusion:** Complies, subject to implementation when UGB amendments are proposed.