

GOLD BEACH URBAN RENEWAL PLAN

Prepared for the City of Gold Beach
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I. INTRODUCTION

The Gold Beach Urban Renewal Plan (Plan) contains goals, objectives, and projects for the development of the Gold Beach Urban Renewal Area (Area). The overall purpose of the Plan is to use tax increment financing to overcome obstacles to the proper development of the Area. The Gold Beach Urban Renewal Plan Boundary is shown in Figure 1.

The City of Gold Beach adopted a Strategic Plan, “Gold Beach 2010” in 1995, with partial revisions in 1998 and 2000. Action agenda items were based off of the need to develop a more vibrant Gold Beach. These items include:

Business Development Goal: Expansion of a favorable business/industrial climate in Gold Beach that will generate an increased tax base to maintain favorable property tax rates, while supporting need services.

Strategy 3: Review current status/position on nature-based tourism projects, based on findings, to generate a continuing support program. Investigate the current recreation opportunities in the local area for expansion and job opportunities.

Quality of Life Committee Goal: To improve the quality of life in the Gold Beach community through: cultural and recreational amenities enhanced scenic beauty, and attention to meeting the needs of all segments of the community.

Strategy 1: Enhance the beauty of the business district through landscape development and improved building facades. Place approved mural in selected locations to make the downtown area more attractive to visitors and residents.

Strategy 2: Utilize a “Beach Walk” concept to enhance recreation and accessibility from the Rogue River to the South Beach Park.

This urban renewal plan will help implement the goals outlined above.

Urban renewal is a program that is authorized under state law and implemented locally that allows for the concentrated use of property tax revenues to upgrade certain designated areas of a city or county. These areas are called “blighted¹” by state statute

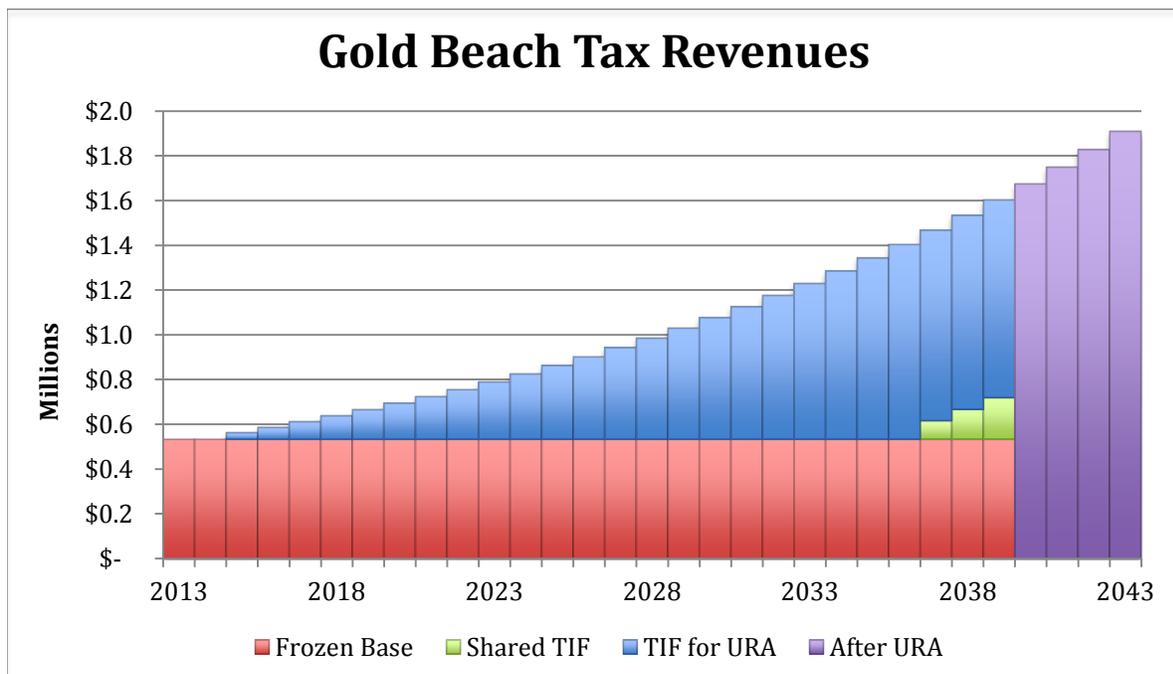
¹ ORS 457.010(1) defines blight, and is shown in Appendix A.

and typically contain sections of a city that are underdeveloped and not contributing fully to the local economy. They can have buildings that are in need of renovation, property that should be developed or redeveloped, or utilities and street systems in poor repair or in need of upgrades.

The underpinning theory of urban renewal is that, if these properties and the surrounding infrastructure are upgraded and blight is removed, the entire area will contribute more substantially to both the local economy and property taxes, which, in turn, will help support all of the taxing jurisdictions.

Urban renewal is one of the few remaining tools for encouraging local economic development. It is unique in that it has its own funding source, tax increment financing (TIF). At the time an urban renewal plan is adopted, the county assessor calculates the total assessed value of the area and establishes this value as the “frozen base” for the area. Growth above the base is called the “increment.” Tax increment revenues are the property tax revenues generated off the increase in the assessed values above the frozen base (not including rates for general obligation bonds and local option levies approved by voters after October, 2001). This concept is shown in Chart 1.

Chart 1 – The Components of Tax Increment Financing over 30 Years



The financial impact of urban renewal is borne by the overlapping taxing jurisdictions, including the City of Gold Beach. The taxing jurisdictions gain revenues through the collection of property taxes. Property tax increases come through new development and the statutory limit of a yearly maximum increase of 3% in assessed values on existing real property. During the use of tax increment financing, the permanent rate property taxes on the **growth** in assessed value in the urban renewal area (URA) are allocated to the urban renewal agency and not the taxing district. The taxing jurisdictions are still able to collect the property tax revenues from the assessed value of the frozen base, but increases in revenues are allocated to the urban renewal agency for use within the urban renewal area. In many urban renewal areas, the growth from the new investment would not have occurred but for the use of urban renewal.

The limiting factor of urban renewal plans is the maximum indebtedness. Maximum indebtedness is the total amount of funds that can be spent on projects and programs, including administration, in an urban renewal plan. Maximum indebtedness does not include interest paid on debt. Maximum indebtedness can only be changed by a substantial amendment to an urban renewal plan. A substantial amendment requires the same procedures as adopting a new urban renewal plan, and is, therefore, meant to take considerable effort to enact.

Once an urban renewal plan is adopted in an urban renewal area, taxpayers within that area will see a line item on their property tax statements for urban renewal. This can be quite confusing, because even if the property is not physically located in the area, the property tax statement will include an indication of the impact of urban renewal on the property tax bill of every property owner in the city. The overall tax bill does not increase, but the allocation of revenues received from your payment is changed as a portion of that payment now goes to urban renewal. This is called “division of taxes” and is the administrative way that assessors must calculate the urban renewal revenue. If urban renewal was to be terminated, the property tax bill would not be reduced, but the taxes would be allocated differently, and all taxing jurisdictions would see an increase in their share of the property taxes.

The Plan includes a list of specific projects to help implement the shared community vision for the Area.

The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped. These areas can have old or deteriorated buildings, public spaces that need improvements, streets and utilities in poor condition, a

complete lack of streets and utilities altogether, or other obstacles to development. The Area this Plan is designed for has infrastructure needs, lacks adequate streetscape and parking, and does not have a program for assistance to business owners.

Urban renewal allows for the use of tax increment financing to fund urban renewal projects. Tax increment revenues – the amount of property taxes generated by the increase in total assessed values in the urban renewal area from the time the urban renewal area is first established – are used to repay borrowed funds. The funds borrowed are used to pay for urban renewal projects.

In general, urban renewal projects can include construction or improvement of streets, utilities, and other public facilities, assistance for rehabilitation or redevelopment of property, acquisition and re-sale of property (site assembly) from willing sellers, and improvements to public spaces. The specific projects to be approved in this Plan are outlined in Sections III and IV.

Urban renewal is put into effect when the City of Gold Beach adopts an urban renewal plan. The urban renewal plan defines the urban renewal area, states goals and objectives for the area, lists projects and programs that can be undertaken, provides a dollar limit on the funds which may be borrowed for urban renewal projects, and states how the plan may be changed in the future.

The Area, shown in Figure 1, consists of approximately 195.05 acres of land, including approximately 36.03 acres of right-of-way.

The Plan will be administered by the Gold Beach Urban Renewal Agency (GBURA), which was established by the City Council of the City of Gold Beach as the City's Urban Renewal Agency. Substantial changes to the Plan, if necessary, must be approved by the City Council, as outlined in Section VIII of this Plan.

A Report accompanies this Plan. The Report includes:

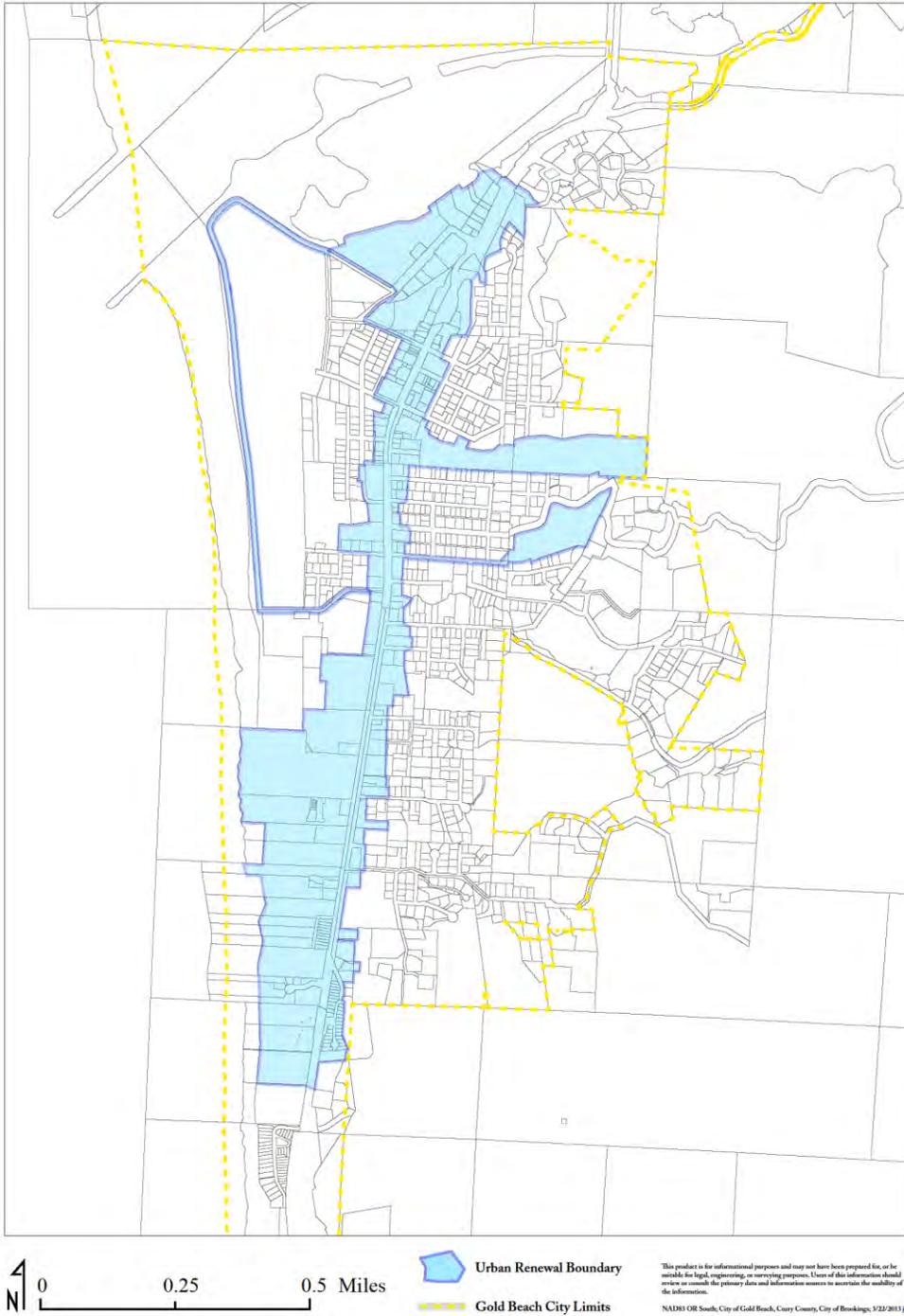
- A description of the physical, social, and economic conditions in the area;
- Expected impact of the Plan, including fiscal impact in light of increased services;
- Reasons for selection of each Area in the Plan;
- The relationship between each project to be undertaken and the existing conditions;
- The total cost of each project and the source of funds to pay such costs;
- The estimated completion date of each project;

- The estimated amount of funds required in the Area, and the anticipated year in which the debt will be retired;
- A financial analysis of the Plan;
- A fiscal impact statement that estimates the impact of tax increment financing upon all entities levying taxes upon property in the urban renewal area; and
- A relocation report.

The maximum amount of indebtedness (amount of tax increment financing for projects and programs) that may be issued for the Plan is \$8,240,000. The projections of maximum indebtedness and projects to be funded are based on a 25 year time frame. This time frame is not absolute, the ruling factor is the maximum indebtedness. Economic factors may cause that time frame to shorten if the economy strengthens or lengthen if the economy weakens.

Figure 1 – Gold Beach Urban Renewal Area Boundary

Urban Renewal Boundary - Gold Beach, Oregon



II. GOALS AND OBJECTIVES

The goals of the Plan represent its basic intents and purposes. Accompanying each goal are objectives, which generally describe how the Agency intends to achieve the goals. The urban renewal projects identified in Chapter IV of the Plan are the specific means of meeting the objectives. The goals were developed with input from the Gold Beach City Council, the Gold Beach Urban Renewal Advisory Committee, taxing district input and citizen input from a community meeting.

1. Public Involvement

Ensure that community values and priorities are properly represented through a process of continual community engagement and feedback.

Objectives

- a. Form an urban renewal advisory committee for the Area.

2. Economy

Promote the role of the Area as an energetic community of local businesses that is supported both by the residents of Gold Beach and visitors.

Objectives

- a. Encourage more neighborhood-serving businesses to locate within the Area, thereby adding to the critical mass of the area.
- b. Support local businesses by providing assistance for storefront improvements.
- c. Form public-private partnerships and use public investment to generate private investment.
- d. Develop programs and incentives to encourage development within the Area.

3. Create a Unique Identity with a Sense of Place and Community

Create a unique identity that strengthens sense of place, promotes economic development through resident and tourist visits, encourages return patronage, and leverages private investment.

Objectives

- a. Establish a unique identity that enhances the Area's character, providing a sense of community for existing businesses and residents and giving visitors a reason to stop in the Area and return to the Area.
- b. Improve sidewalks, streetscape, walkways and bike pathways.

- c. Provide business and way finding signage.
- d. Provide attractive parking to support the business district.
- e. Create gathering places that will provide focal points in the Area.
- f. Establish gateway features to notify tourists that they are entering a vibrant community.

4. Tourism and Entertainment

Provide opportunities for residents and visitors to enjoy Gold Beach, supporting our businesses and providing economic activity.

Objectives:

- a. Assist in the development and redevelopment of facilities that serve residents and tourists including, but not limited, to the fairgrounds, a community gathering space potentially located by the public library, the performing arts center, an entertainment center that could include a theater, and the creation of pocket parks.

III. OUTLINE OF MAJOR URBAN RENEWAL PROJECT ACTIVITIES

The projects within the Area are economic development assistance projects, transportation improvements and improvements to promote livability and attract tourists. An outline of major urban renewal project activities is as follows:

1. Economic Development Assistance

- Storefront loans or grants
- Developer participation
- Small business/restaurant program

2. Transportation Improvements

- Streetscape improvements: sidewalks, streetscape including but not limited to benches, trash receptacles, plantings, lighting, and other improvements to enhance the transportation system
- Business signage and way finding/gateway features
- Port/Airport way Bike-Pedestrian Improvements
- Public parking

3. Tourism and Entertainment

- Event center at fairground improvements
- Family entertainment /recreation project
- Performing arts facility
- Gathering spaces/pocket parks

4. Administration

IV. URBAN RENEWAL PROJECTS

Urban renewal projects authorized by the Plan are described below. As shown in the Report, urban renewal funds will be combined with existing and other future sources of funding to finance project costs. Projects authorized by the Plan are:

Streetscape Improvements: Streetscape improvements to sidewalks, including but not limited to benches, trash receptacles, plantings, lighting, and other improvements to enhance the transportation system.

Property Assistance/Redevelopment Opportunity Program: Create grant or loan programs for the rehabilitation of buildings. Projects could include façade improvements, remodel, fire/safety compliance, American Disability Act (ADA) accessibility, etc.

Signage: Facilitate unified signage plan for the city and businesses. Way finding signs will assist visitors in locating attractions; gateway signage will welcome visitors to Gold Beach. This project could include a Pole Sign Program to assist business owners with removal and replacement for more pedestrian friendly (and visually appealing) signage.

Port/Airport Way Bike-Pedestrian Improvements: The Port is the gateway into Gold Beach. There is a road system from Highway 101 that passes through the Port, past the jetty and parallels the airport (Port Drive, South Jetty Road, Oceanside Drive). This system gets utilized heavily by locals, but is in poor condition. This route could provide good beach access and be made into a scenic byway for tourists and residents. Signage and sidewalk/trail improvements would help accomplish this goal.

Attractive Public Parking: Develop attractive public parking and signage to encourage visitors to park and walk to different areas.

Community/Tourist Attraction Facilities:

Improvements to the Event Center on the beach (Fairgrounds): Assistance for capital improvements as this is the primary meeting center and it supports the economic health of the town. This project serves and benefits the urban renewal area by providing a venue for activities including the fair, conventions and trade shows that will bring residents and visitors alike to Gold Beach to frequent the other businesses add to the overall economic health of the urban renewal area.

Community Center: Provide a space for meetings and activities in partnership with the public library. This project serves and benefits the urban renewal area by providing a venue for the citizens of Gold Beach to have meeting spaces for community meetings. By bringing citizens to the city center, they will also likely frequent the other businesses add to the overall economic health of the urban renewal area.

Family Entertainment/Recreation Project: Assist in the development of a family entertainment/recreation project, potentially including a cinema and one or two other activities (bowling alley, recreation center, etc.) that would provide entertainment opportunities for locals and tourists alike. This project is a private/public partnership opportunity.

Performing Arts Facility: Upgrade this existing facility to make it an asset to the community and an attraction for visitors. This project serves and benefits the urban renewal area by providing a venue for cultural activities that will bring residents and visitors alike to Gold Beach to frequent the other businesses add to the overall economic health of the urban renewal area.

Pocket Parks: Create pocket parks to provide gathering spaces for residents and visitors.

Property Acquisition: Acquisition from willing seller for private development or for public projects as allowed by statute.

Small Business/Restaurant Program: Small grants or loans to new businesses to help them get started, or a space lease program during the first year to help new businesses get on their feet.

Sidewalk Program: Grants or loans to assist property owners. Better walkability to help visitors enjoy the town more.

Administration: Administrative costs may be covered by urban renewal funds as well as those that are incurred to prepare and implement the Urban Renewal Plan. Administrative costs are not proposed at this time.

V. PROPERTY ACQUISITION AND DISPOSITION

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses, or other rights to use.

A. Property Acquisition for Public Improvements

The Agency may acquire any property within the Area for the public improvement projects undertaken pursuant to the Plan by all legal means, including use of eminent domain. Good faith negotiations for such acquisitions must occur prior to institution of eminent domain procedures.

B. Property Acquisition – From Willing Sellers

The Plan authorizes Agency acquisition of any interest in property within the Area that the Agency finds is necessary to support private redevelopment, but only in those cases where the property owner wishes to convey such interest to the Agency. The Plan does not authorize the Agency to use the power of eminent domain to acquire property for a private party to transfer property to another private party for private redevelopment. Property acquisition from willing sellers may be required to support development of projects within the Area.

C. Land Disposition

The Agency will dispose of property acquired for a public improvement project by conveyance to the appropriate public agency responsible for the construction and/or maintenance of the public improvement. The Agency may retain such property during the construction of the public improvement.

The Agency may dispose of property acquired under Subsection B of this Section V by conveying any interest in property acquired. Property shall be conveyed at its fair reuse value. Fair reuse value is the value, whether expressed in terms of rental or capital price, at which the urban renewal agency, in its discretion, determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved, or rehabilitated for the purposes specified in such plan. Because fair reuse value reflects limitations on use of the property to those purposes specified in the Plan, the value may be lower than the property's fair market value.

Where land is sold or leased, the purchaser or lessee must agree to use the land for the purposes designated in the Plan and to begin and complete the building

of its improvements within a period of time that the Agency determines is reasonable.

VI. RELOCATION METHODS

When the Agency acquires occupied property under the Plan, residential or commercial occupants of such property shall be offered relocation assistance, as required under applicable state law. Prior to such acquisition, the Agency shall adopt rules and regulations, as necessary, for the administration of relocation assistance.

VII. TAX INCREMENT FINANCING OF PLAN

Tax increment financing consists of using annual tax increment revenues to make payments on loans, usually in the form of tax increment bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be either long-term or short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative *increase* in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. [Under current law, the property taxes for general obligation (GO) bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.]

A. General Description of the Proposed Financing Methods

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues;
- Advances, loans, grants, and any other form of financial assistance from the Federal, State, Port, local governments, or other public bodies;
- Loans, grants, dedications, or other contributions from private developers and property owners, including, but not limited to, assessment districts; and
- Any other public or private source.

Revenues obtained by the Agency will be used to pay or repay the costs, expenses, advancements and indebtedness incurred in (1) planning or undertaking project activities, or (2) otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

B. Tax Increment Financing and Maximum Indebtedness

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency, as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Area is located, shall be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.

The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is \$8,240,000 (eight million two hundred forty thousand dollars). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness.

C. Prior Indebtedness

Any indebtedness permitted by law and incurred by the Agency or the City of Gold Beach in connection with the preparation of this Plan or prior planning efforts that support the preparation or implementation of this Plan may be repaid from tax increment revenues from the Area when, and if, such funds are available.

VIII. FUTURE AMENDMENTS TO PLAN

The Plan may be amended as described in this section.

A. Substantial Amendments

Substantial Amendments are solely amendments:

- Adding land to the urban renewal area, except for an addition of land that totals not more than 1% of the existing area of the urban renewal area; or
- Increasing the maximum amount of indebtedness that can be issued or incurred under the Plan.

Substantial Amendments, in accordance with ORS 457.085(2)(i), shall require the same notice, hearing, and approval procedure required of the original Plan under ORS 457.095, including public involvement, consultation with taxing districts, presentation to the Planning Commission, and adoption by the City Council by non-emergency ordinance after a hearing. Notice of such hearing shall be provided to individuals or households within the City of Gold Beach, as required by ORS 457.120. Notice of adoption of a Substantial Amendment shall be provided in accordance with ORS 457.095 and 457.115.

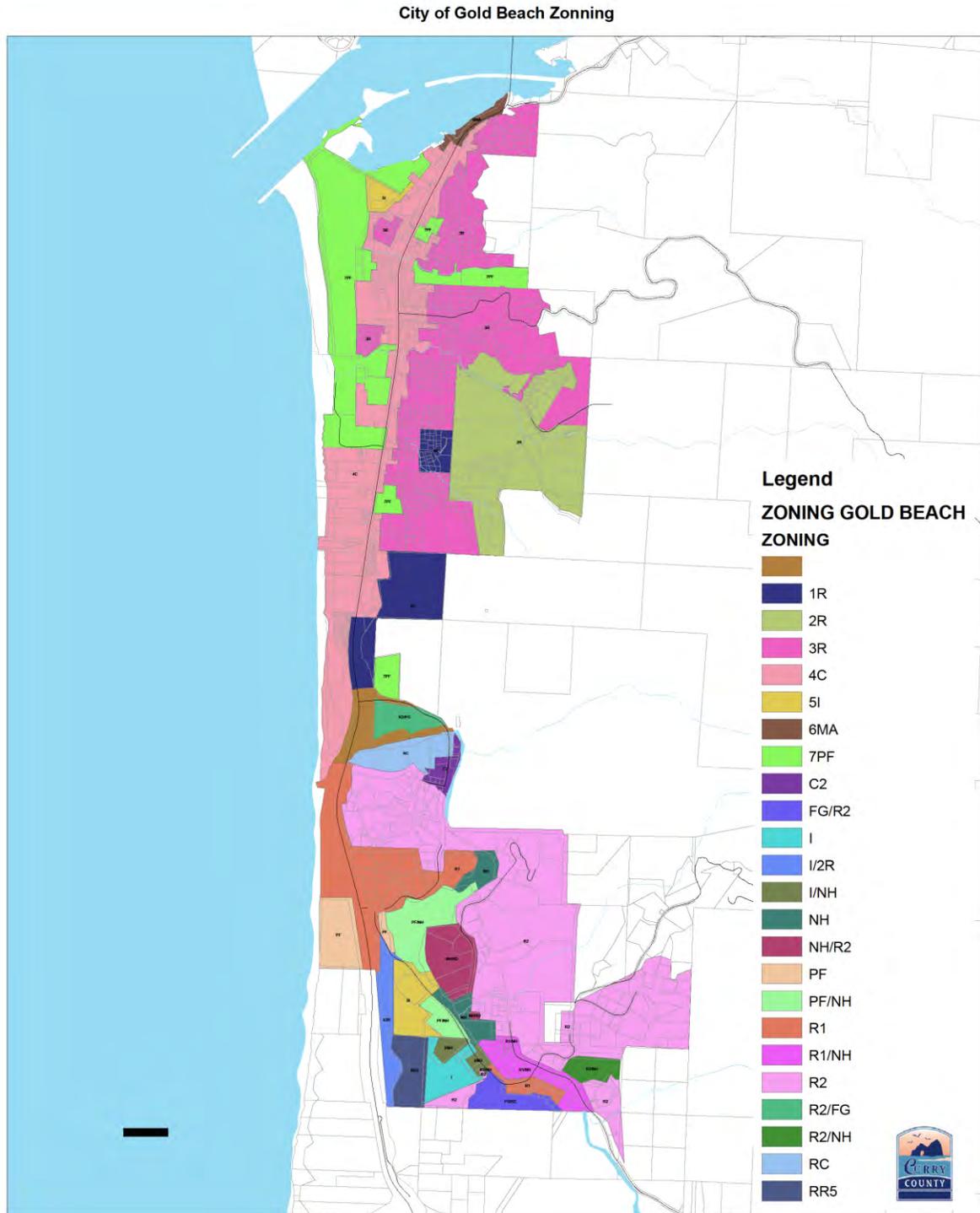
B. Minor Amendments

Minor Amendments are amendments that are not Substantial Amendments in scope. They require approval by the Agency by resolution.

C. Amendments to the Gold Beach Comprehensive Plan and/or Gold Beach Planning Code

Amendments to the Gold Beach Comprehensive Plan and/or Gold Beach Planning Code that affect the Urban Renewal Plan and/or the Urban Renewal Area shall be incorporated automatically within the Urban Renewal Plan without any separate action required by the Agency or the City Council.

Figure 2 - Zoning and Comprehensive Plan Designations



IX. PROPOSED LAND USES

The proposed land uses are those identified in the Gold Beach Planning Code and the Gold Beach Comprehensive Plan. The zoning code categories in the Area are shown below. If these are updated by the City of Gold Beach, those updates are automatically incorporated into this Plan.

General Commercial (Commercial 4C): The General Commercial zone is designed to apply to areas where more complete commercial facilities are necessary for community convenience.

Public Facilities (7-PF): The Public Facilities zone is designed to identify and reserve publicly and privately owned areas for development of needed public facilities and service.

The maximum densities and building requirements can be found in the Gold Beach Zoning Ordinance No. 634.

X. RELATIONSHIP TO LOCAL OBJECTIVES

The Plan conforms with local planning and development objectives contained within the City of Gold Beach's Comprehensive Plan. The following section describes the purpose and intent of these plans, the particular goals and policies within each planning document to which the proposed Plan conforms, and an explanation of how the Plan relates to these goals and policies. The numbering of the goals, policies, and implementation strategies will reflect the numbering which occurs in the original document. Italicized text is text that has **not** been taken directly from an original planning document, but shows how the urban renewal plan conforms to the original document. The Zoning and Comprehensive Plan designations are shown in Figure 2.

A. City of Gold Beach Comprehensive Plan

Land use planning involves the consideration and balancing of many different factors and issues to make the best decisions for the community both for the short and long term. The goals and policies of Gold Beach's Comprehensive Plan are intended to guide the community in making these decisions. The Plan is intended for use by all those who have concerns with the City's land use planning process including; local officials, persons with development interests, state, regional and federal agencies, neighborhood and community groups, and citizens of all interests.

The proposed Plan relates to several of these stated goals, policies, and implementation strategies. Of particular relevance are sections pertaining to recreational facilities, the local economy, transportation, and urban containment. While there may be other parts of the comprehensive plan that this Plan supports, some goals and policies that this Plan supports are listed below.

Goal 5: Open Space, Scenic and Historic Areas, and Natural Resources

To protect and enhance the area's open space and scenic resources, and conserve and property utilize the area's natural resources.

Policies

- b. To encourage and promote tourism by the preservation and enhancement of the area's natural, scenic and historic sites.
- i. To maintain identified open space areas within the city.

The Plan conforms with Goal 5 as the Plan specifies projects that will establish and fund programs to provide funding for a sidewalk/trail system along Oceanside Drive and develop pocket parks in the Area to create a more aesthetically pleasing environment for locals, shoppers, and visitors.

Goal 8: Recreational Needs

To satisfy the recreational needs of Gold Beach and visitors by providing adequate recreational facilities.

Policies

- a. To pursue available funding services to increase recreational opportunities in Gold Beach.
- d. To encourage private development of recreational facilities.

The Plan conforms with Goal 5 as the Plan specifies projects that will establish and fund programs to provide funding for a sidewalk/trail system along Oceanside Drive and develop pocket parks in the Area to create a more aesthetically pleasing environment for locals, shoppers, and visitors. Projects also include assisting in the development of entertainment facilities including the fairgrounds, a community meeting center, the performing arts center and an entertainment center.

Goal 9: Economy

To diversify and improve the economy of Gold Beach.

Policies

- a. To encourage and support efforts to improve Port facilities and the entrance to the Harbor.
- d. To encourage the development of tourist related facilities.
- f. To reduce unemployment, the out-migration of youth and accommodate the growth of the local labor force, by increasing job opportunities.
- g. To encourage economic activities which provide year-round employment.

The Plan conforms with Goal 9 as it will set up and fund programs to provide storefront grants and loans, assist developers, provide signage, create parking, improve streetscaping, and provide funding for pocket parks in the Area to create a more aesthetically pleasing environment for locals, shoppers, and visitors. The Port bike/ped project will attract residents and tourists alike. Projects will assist in the development of entertainment facilities including the fairgrounds, community center, performing arts center and an entertainment center. These improvements to the Area will help boost the local economy and encourage job retention and creation.

Goal 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Policies

- a. To encourage new development which can utilize or improve the existing transportation system.
- d. To encourage the development of bicycle paths.
- e. To encourage improvements to the City's street system.

The Plan conforms with Goal 12 as it will provide funding for streetscape, sidewalk, the Port bike/ped project and parking improvements in the Area. By extending and improving sidewalks, providing pedestrian amenities, creating bike paths, and providing additional safe parking, the Plan will make the local transportation system safer and more convenient.

Goal 13: Energy Conservation

To conserve energy.

Policies

- e. To encourage the development of a transportation system which can provide an alternative to the automobile.

The Plan conforms with Goal 13 as it will provide funding for streetscape, sidewalk, and the Port bike/ped project. By extending and improving sidewalks, providing pedestrian amenities, and creating bike paths, the Plan encourages people to use modes of transportation other than the automobile.

Goal 14: Urbanization

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

Policies

- e. To encourage development to occur within a relatively compact urban area with controlled growth outward.

The Plan conforms with Goal 14 by encouraging and providing for enhanced, continued, and more efficient use of the Area. The Plan helps control outward growth by promoting the continued, and more intense usage, of already urban lands.

APPENDIX A: LEGAL DESCRIPTION

DESCRIPTION