

NORTHEAST TALENT CONCEPT PLAN

A CONCEPTUAL LAND USE AND TRANSPORTATION PLAN FOR TA-5

AN URBAN RESERVE AREA OF THE CITY TALENT

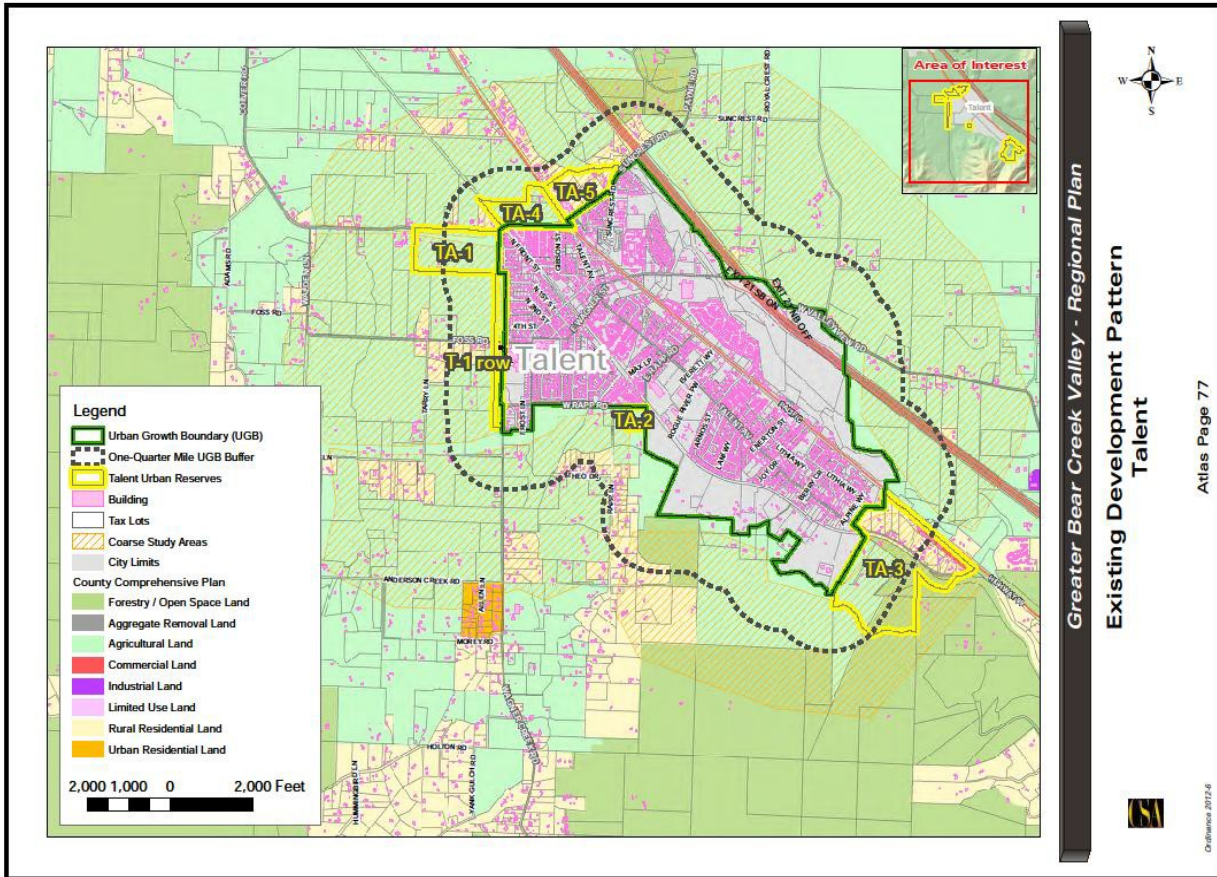
City of Talent

Adopted by City Council Resolution No. 933, November 18, 2015

PART 1. INTRODUCTION

The Regional Plan Element of the Talent 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 area known as TA-5. Figure 1 illustrates TA-5’s relationship to the City and the other urban reserve areas.

Figure 1 – Talent 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 a master planned development, then to a more specific site development plan. In the case of TA-5, 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 TA-5.

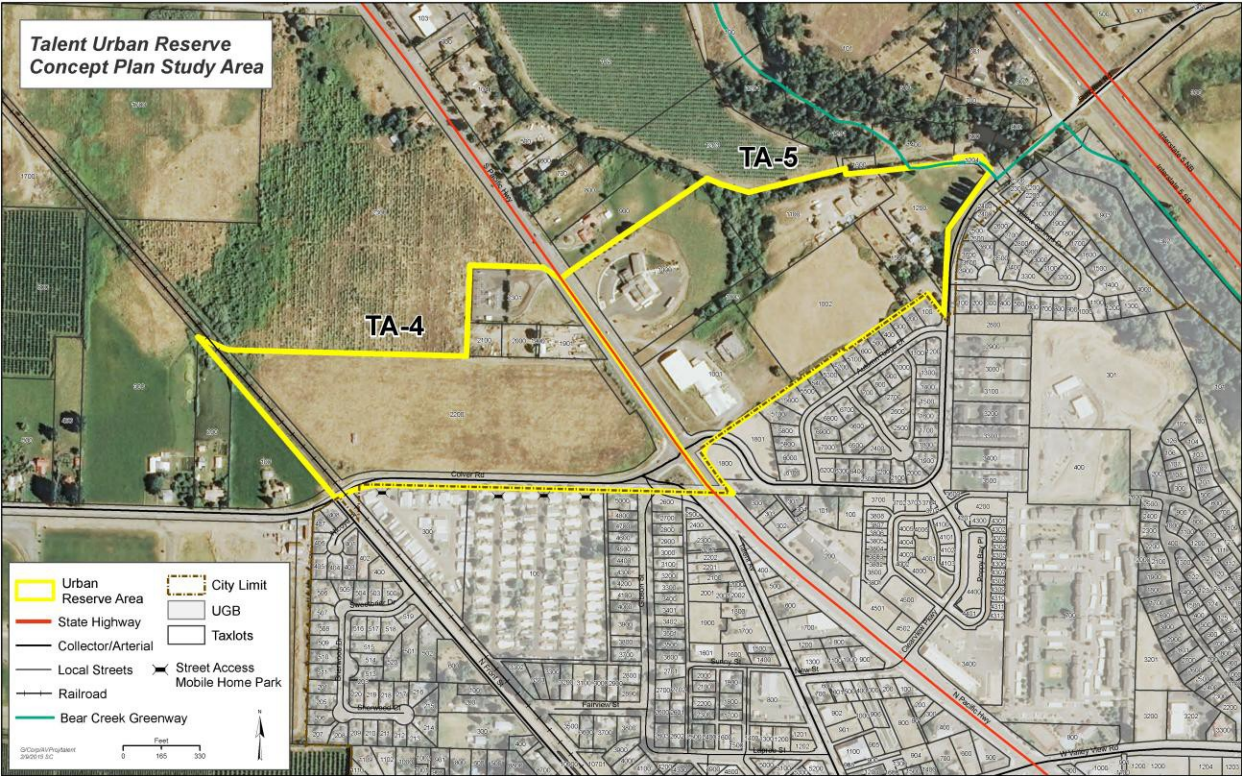
The *Concept Plan* is a general land use guide prepared in accordance with, and intended to facilitate implementation of the Regional Plan Element. It does not address compliance with the Oregon Statewide Land Use Planning Goals, applicability of land use planning law, or comprehensive plan

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 plan for TA-5, 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 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 concept for TA-5 complements and supports local and regional objectives relative to land use distribution and needed transportation corridors identified in the *Greater Bear Creek Valley Regional Plan*.

Figure 2 – Talent Urban Reserve Concept Plan Study Area



PART 2. THE CONCEPT PLAN

The long-term objective for TA-5 is to provide land for residential and commercial development at the north end of the City east of Highway 99 and north of Suncrest Drive. While initial concepts reflect a density increase from east to west, the present concept shows lower densities along the present city limits, with increasing densities to the north. Employment uses are concentrated along Highway 99 and will traverse the collector street, mixing with residential at the interface with residential areas.

The Concept Plan is composed of two elements:

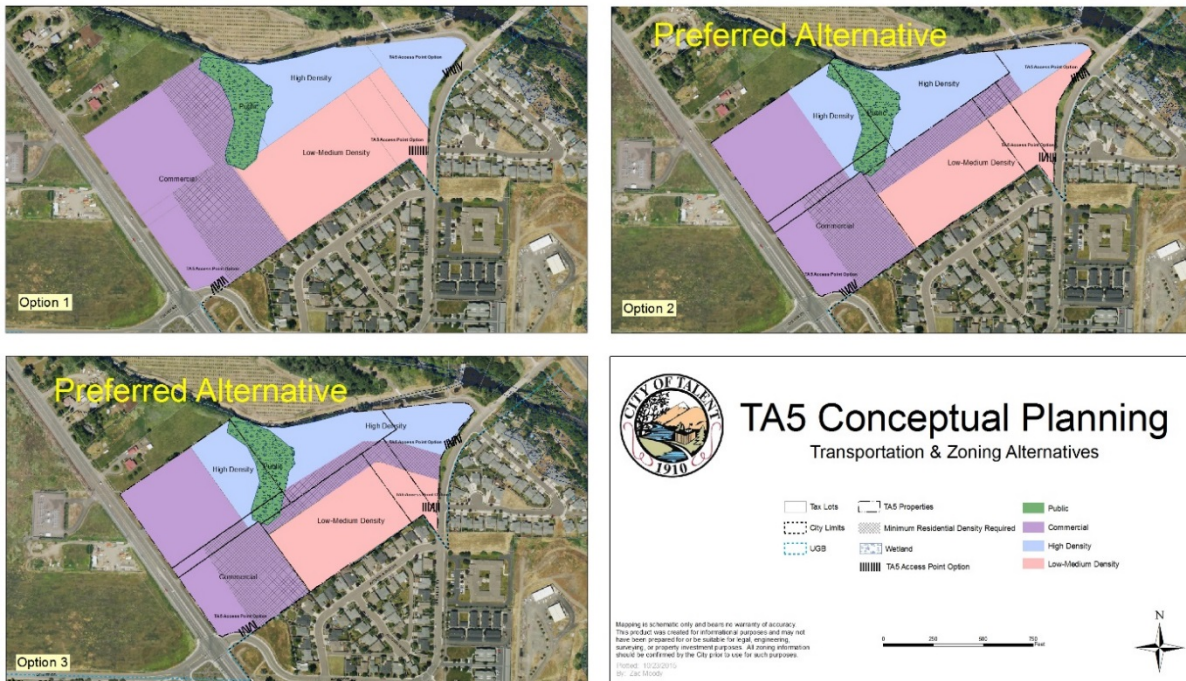
a. The Conceptual Land Use Plan ('Land Use Plan')

The primary objective of the Land Use Plan is to refine the land use categories and spatial distribution of those categories throughout TA-5. 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 TA-5 as residential, commercial, and open space. Proposed urban residential lands will include a range of single-family densities, with additional residential uses on upper floors of commercial buildings. Some commercial areas will include an overlay allowing ground floor residential in commercially designed buildings until the saturation occurs and the market demands more commercial uses. This allowance is intended to encourage development of the area without drawing commercial businesses from the downtown area.

Approximately 2.25 acres are included in the National Wetlands Inventory, and will not be available for residential or commercial development.

Figure 3 – TA-4 Conceptual Planning Transportation Alternatives



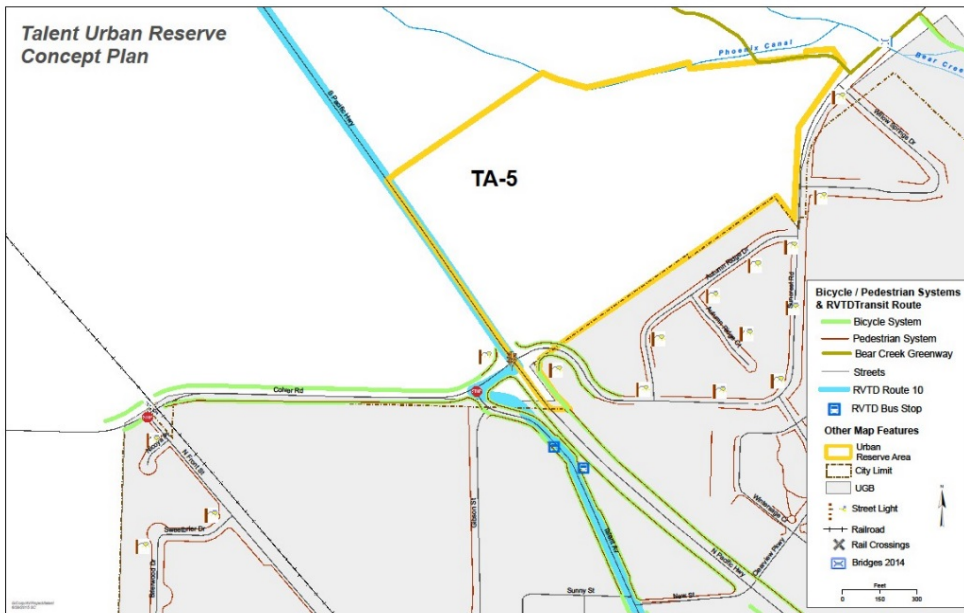
b. The Conceptual Transportation Plan (“Transportation Plan”)

The only regionally significant transportation corridors affecting TA-5 are South Pacific Highway (OR 99) and Suncrest Road, a County regional corridor. 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 includes a transit stop abutting the highway.

Figure 4 – Talent URCP, Functional Classification and Freight Facilities



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



c. Implementation Guidelines

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

Policy TA-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 Comprehensive Plan Map as High Density and Low Density Residential, Commercial, and Open Space/Parks.

Policy TA-5.2 Access: Access from South Pacific Highway is restricted by a traffic separator to right-in/right out movements for the area within 500 feet of the Suncrest Road intersection. Southbound turns will not be permitted in this area. Primary access to TA-5 will be via Suncrest Road, with more precise connections to be determined prior to urban growth boundary amendments, annexation or master planning.

Policy TA-5.3 Irrigation District Coordination. As properties within TA-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 TA-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.

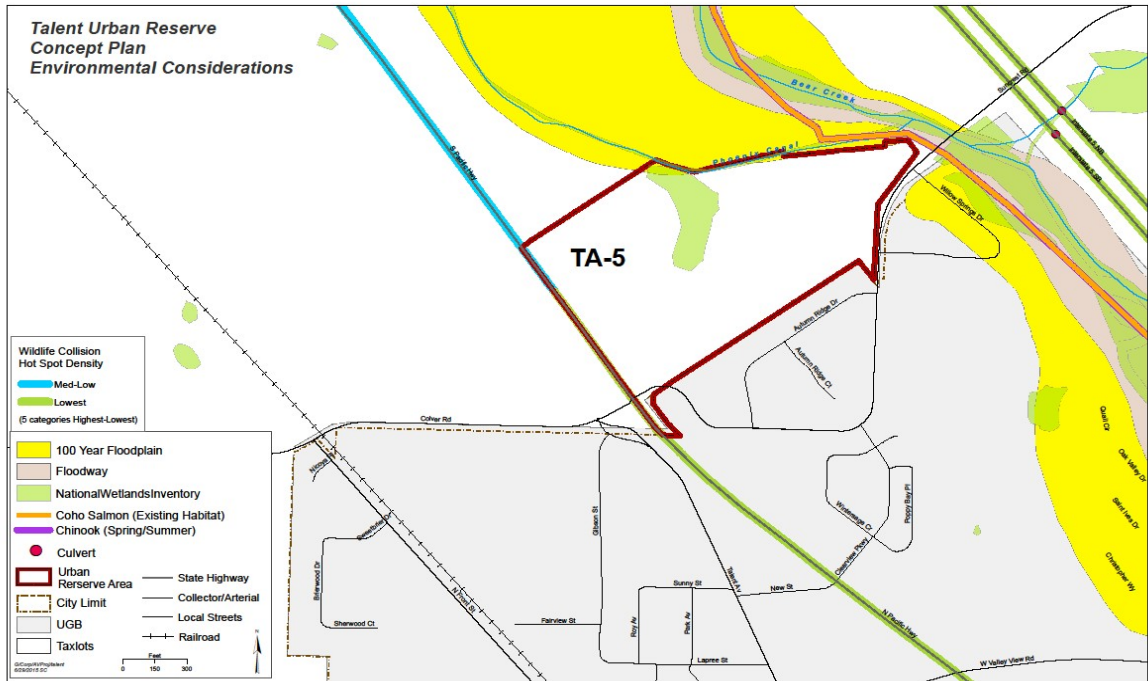
a. Current Land Use Characteristics

This section describes the general character of TA-5 in its current condition.

Natural Landscape: A majority of the area is relatively level, perched above the Bear Creek floodplain. Portions on the east half of the area slope to the floodplain, creating a few areas with relatively steep slopes. Approximately 2.25 acres, mostly in Tax Lot 1100 but extending into tax lots 1000 and 1003, are included in the National Wetlands Inventory. The wetland significantly affects street location, but is an appropriate site for open space use.

Because of its designation in the National Wetland Inventory, open space uses will predominate, but with some opportunity for paths or other forms of passive recreation.

Figure 6 – Talent URCP, Environmental Considerations



Cultural Landscape: TA-5 is a 27.39-acre block of parcels spread among five owners. Jackson County Fire District 5 headquarters are in the northwest corner of the growth area. Residential uses occupy the three eastern parcels, and the remaining parcels are vacant, including Tax Lot 1001, which was a fruit packing plant until it was destroyed by fire.

Table 1 – TA-4 Current Parcel Characteristics

Assessor’s No.	Acreage	Zoning	Land Use	Ownership
381W23B TL 1000	6.83	RR-00	Fire Station	Fire District #5
381W23B TL 1001	4.85	RR-00	Vacant	Private
381W23B TL 1002	5.94	RR-00	Vacant	Private
381W23B TL1003	1.02	RR-00	Vacant	Private
381W23B TL1100	4.29	RR-5	Residential	Private
381W23B TL1200	2.96	RR-00	Residential	Private
381W23B TL1500	1.50	RR-00	Residential	Private
Total Acres	27.39			

b. Current Land Use Designations & Zoning

All of TA-5 is currently zoned for residential use. Tax Lot 1100 is zoned RR-5 (Rural Residential 5-acre minimum lot size). The other parcels are zoned RR-00 which permits residential use of existing lots but does not permit creation of new parcels.

c. Existing Infrastructure

Water

Currently, public water service is not available to TA-5, but can be easily extended from the Talent water lines to the south inside the city limits.

Sanitary Sewer

A Rogue Valley sanitary sewer trunk line runs along Suncrest Road partially abutting the southeast edge of the urban reserve area. The main trunk line parallels Bear Creek, which flows at the northeast edge of the urban reserve area.

Storm Drainage

Rogue Valley Sewer Services provides stormwater management for Talent. 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. Talent has numerous examples of innovative stormwater management projects, demonstrating an ability to manage similar projects in TA-5. Stormwater drainage will be available as the area develops.

Street System

South Pacific Highway (OR 99) is the western boundary of the property. Nearly half of the TA-5 frontage is access-controlled by a raised median extending northwesterly from the intersection of the highway with Suncrest Road. Suncrest Road abuts the southern edge of TA-5 near the intersection and then again near Willow Springs Drive. No other access exists to the area, although Clearview Drive provides a second connection from Suncrest Road to South Pacific Highway.

Irrigation District

An MID canal abuts TA-5 for a short distance westward from the Greenway before it turns north toward Phoenix. Required buffer setbacks will protect the canal from encroachment, but increased residential use in the area could create conflicts. As properties within TA-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. The MID manager noted that the probable recommended solution will be to pipe the canal where it abuts TA-5.

d. Performance Indicators

Implementation of the Regional Plan Element is guided by a series of primary and secondary performance indicators, not all of which are applicable to all urban reserve areas. Table 3 identifies the primary Performance Indicators applicable to the TA-5 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
2.9.11	Development of TA-1 restricted to school or park/open space use		X
2.9.12	Development of TA-4 restricted to industrial uses		X
2.9.13	Development of TA-ROW restricted to transportation uses		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 RVOG	X	
2.21	EXPO		X
2.22	Agricultural Task Force	X	

e. Applicable Performance Indicators

The following addresses each applicable performance indicator per Table 3:

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:** Talent intends to establish several residential zones in TA-5 that increase in density from south to north. The primary reason for this pattern is to create a more compatible land use pattern with single-family dwelling pattern in the Autumn Ridge and Willow Springs subdivisions abutting TA-5. Title 8, Chapter 3, Articles 1-4 of the Zoning Code establish maximum densities but do not include minimum densities. 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 Talent, it can apply them to its Urban Reserve Areas through an overlay.*

The City already has a mechanism in place to formally review Concept (Master) Plans as part of its Urban Growth Boundary Amendment process outlined in Section 8-8. This will be another step to ensure that all of the requirements have been completed before amending the UGB. Section 8-8.510 includes four districts distinctive to Master Plan Development (MPD) regulations and four districts common throughout the City that are available for application to lands in MPD areas. Three of the zones are residential:

A. Residential 4 (RS-4). A low-density residential district allowing detached single-family homes on lots no less than 7,000 square feet (0.16 acres) at a maximum density of four units per acre and a minimum density of two units per acre.

B. Residential 8 (RS-8). A medium-density residential district allowing detached and attached single-family homes on lots no less than 3,500 square feet (0.08 acres) at a maximum density of eight units per acre and a minimum density of 4 units per acre.

C. Residential/Commercial 16 (R/C-16). A mixed residential-commercial district allowing high-density residential in combination with retail-oriented and commercial office uses. The maximum residential density is 16 units per acre and a minimum of 8 units per acre.

The minimum density standards may need to be increased to ensure an overall minimum density of 6.6 units per acre, or 7.6 units per acre after 2035.

The Master Plan provisions also include a commercial zone similar to existing zones within the city limits.

Conclusion: *Will comply upon implementation of the City's Master Planned 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, the City shall achieve the 2020 benchmark target 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, Talent will include an area of mixed use in a portion of the commercial zones, permitting residential uses 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 arterials are proposed in TA-5. 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. South Pacific Highway is a principal arterial that accommodates RVTD Route 10. Suncrest Road is a collector. Two recent transportation projects evaluated the effect that TA-5 would have on the transportation system. The City completed an update to its TSP in mid-2015, and prior to that, an Interchange Area Management Plan was completed for the Interstate 5 connection off Valley View Road. Although not required, both studies evaluated the effect of development in TA-4 and TA-5 in recognition of the fact that development is likely at least by the end of the planning periods for those studies. The studies found that development at the levels anticipated in the Urban Reserve Areas would not have a significant effect on the interchange or on the volume to capacity ratios of intersections near the Urban Reserve areas.

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, TA-5.

Finding: TA-5 was not designated as commercial agricultural land.

Conclusion: Not Applicable.

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 TA-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.

2.10. 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: Talent adopted agricultural buffering standards when it adopted the Regional Plan. TA-5 abuts EFU zoned lands along its northerly border (see Figure 4). The buffering standards differentiate among soil qualities in the agricultural areas and among development types in the urban areas. By definition the adjacent farmland is considered “high potential impact” because its soils are Class IV or better. The adopted buffering standards will be imposed at the time of development.

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 Phoenix and Talent, 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.

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
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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 TA-5 Concept Plan addresses this requirement in anticipation of an urban growth boundary application into TA-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: All of the parcels in TA-5 are smaller than 20 acres, preventing any divisions 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: Because the open space allocated in TA-5 is a wetland, it will not be a developed park, except to the extent that trails and other compatible forms of recreation may be created through coordination with the Oregon Department of State Lands.

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 TA-5 Concept Plan was prepared in collaboration with RVMPO with attention given to the effective implementation of the Regional Plan. On March 11, 2015, the RVMPO Technical Advisory Committee reviewed and approved the *Concept Plan*. Because of adjustments made to the map since then, the plan will be submitted again for by the Technical Advisory Committee and the Policy Committee.

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 require coordination with applicable irrigation district. 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 TA-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.