

# **COLVER ROAD INDUSTRIAL CONCEPT PLAN**

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

***TA-4***

***AN URBAN RESERVE AREA OF THE CITY TALENT***

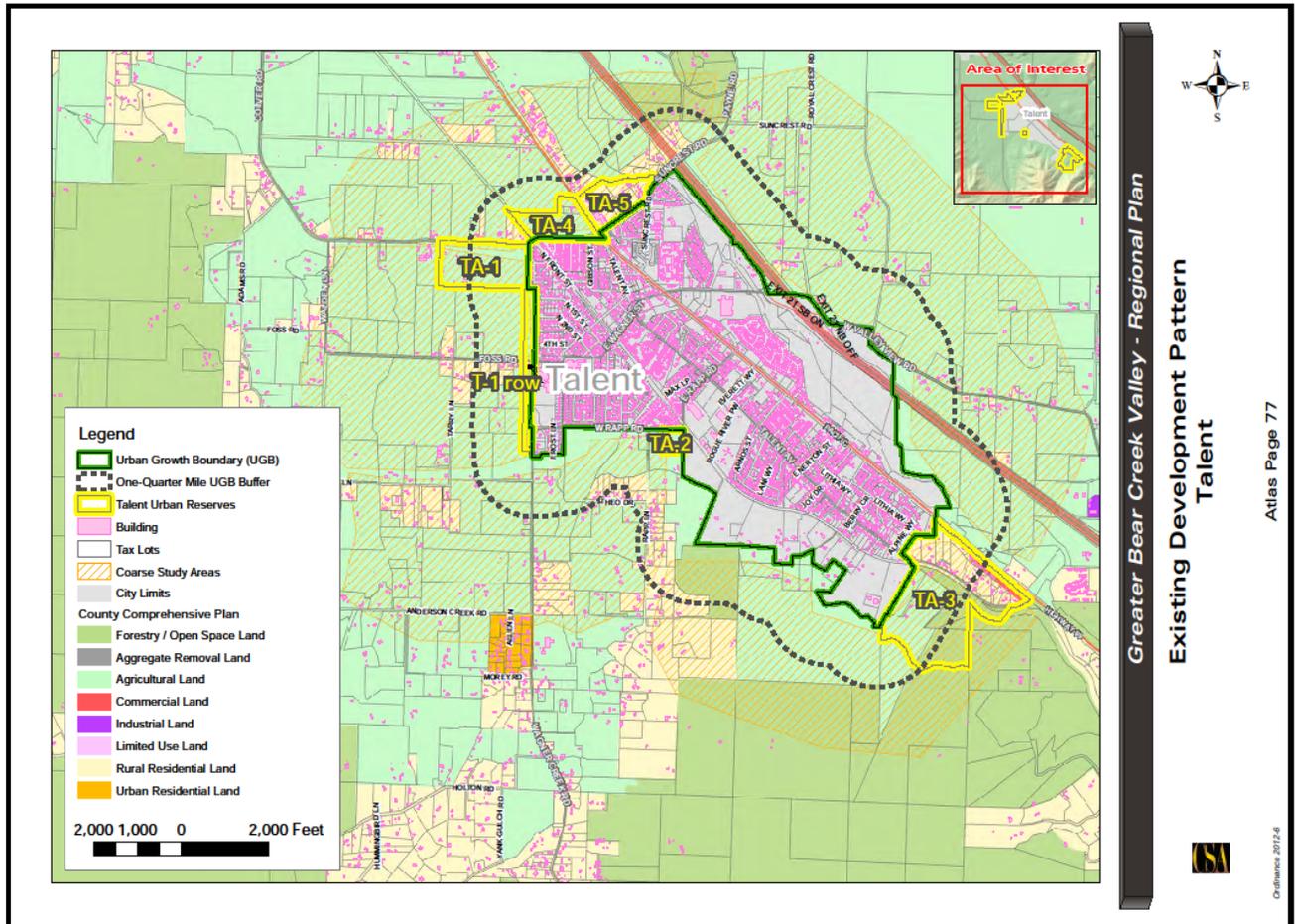
City of Talent

Adopted by City Council Resolution No. \_\_\_\_\_, November \_\_\_\_, 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 the TA-4 *Concept Plan* ('*Concept Plan*'). Figure 1 illustrates TA-4'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 the specific (site development). In the case of TA-4, 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-4.

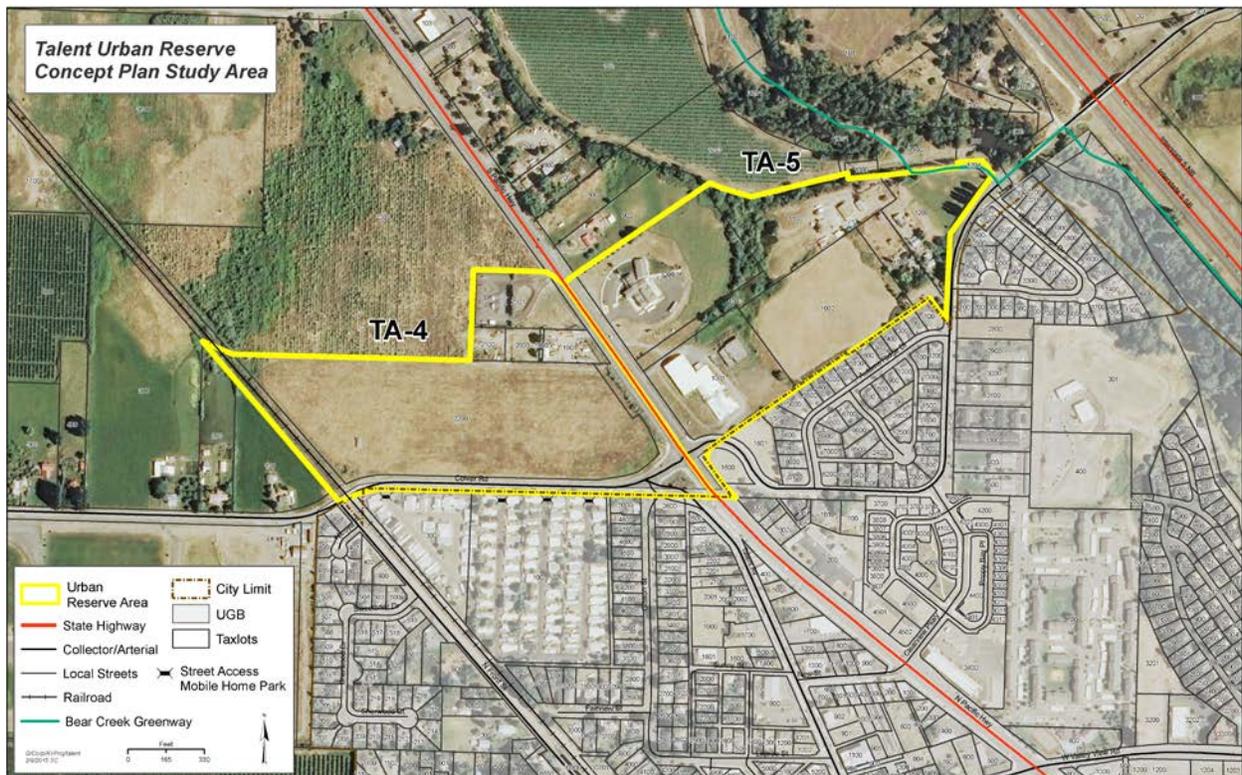
The *Concept Plan* is a general land use guide prepared in accordance with, and intended to facilitate implementation of the Regional Plan Element. It does not address compliance with the Oregon Statewide Land Use Planning Goals, applicability of land use planning law, or comprehensive plan

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 TA-4, 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-4 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-4 is to provide an employment opportunity at the north end of the City along Highway 99. Performance Indicator 2.9.12 restricts development of TA-4 to industrial uses. The site's borders include a state highway, a regional collector road, and a railway. It is proposed to accommodate identified industrial uses requiring rail and highway access. Public facilities necessary to develop the site are nearby.

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-4. 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-4 entirely as Employment. The area currently is zoned Exclusive Farm Use, but its future designation will be Industrial.

Figure 3 – TA-4 Conceptual Planning Transportation Alternatives



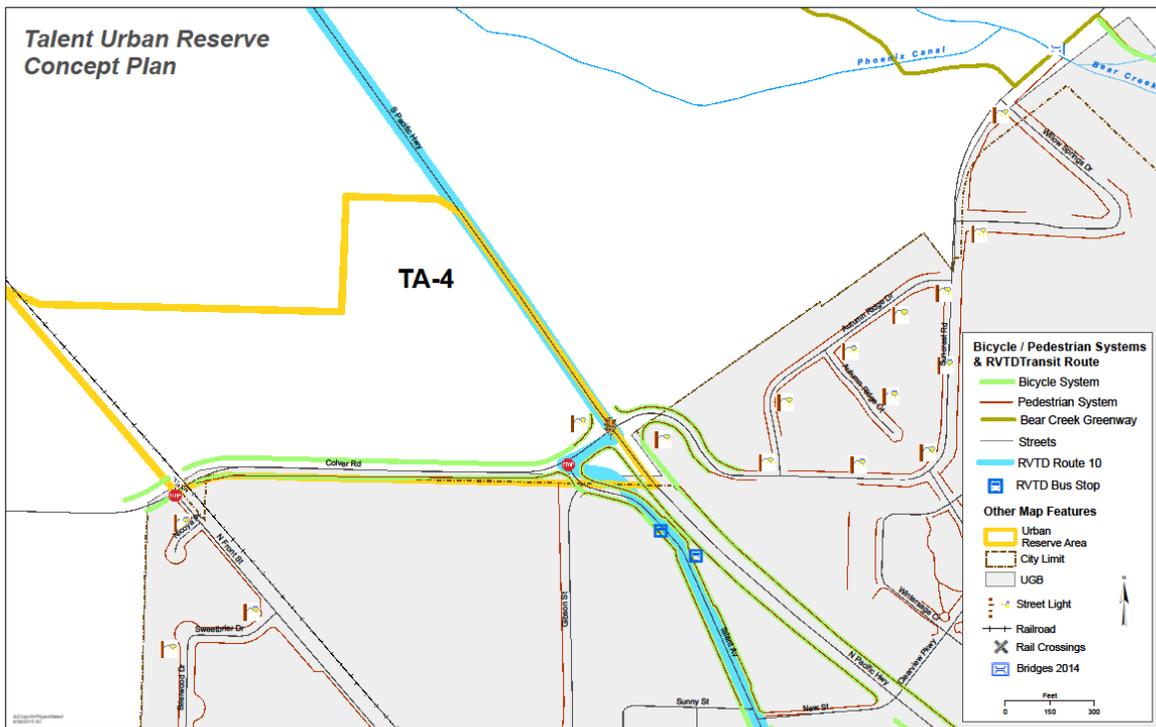
### b. The Conceptual Transportation Plan ("Transportation Plan")

The only regionally significant transportation corridor affecting TA-4 are South Pacific Highway (OR 99) and Colver Road, a County regional corridor.

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-4.1 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 Industrial.

**Policy TA-4.2 Access:** Access from South Pacific Highway is restricted to right-in/right out movements. Northbound turns will not be permitted.

**Policy TA-4.3 Irrigation District Coordination.** Talent Irrigation District (TID) maintains laterals along the south and west boundaries of TA-4. As properties within TA-4 are included within 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 TID as outlined in the protocols set forth in Jackson County’s Agricultural Element.

**Policy TA-4.4 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 Review.

**PART 3. SUPPORT FINDINGS**

The findings present 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-4 in its current condition.

**Natural Landscape:** The largest parcel in the area is a former orchard, with several other parcels at the north end along South Pacific Highway. There are no identified environmental constraints.

**Cultural Landscape:** TA-4) is a 21.66- acre block of parcels. The largest is 17.48 acres, and will accommodate a majority of new industrial uses. Pacific Corp owns two parcels totaling 2.69 acres and including a substation. A .52-acre property is a church-owned cemetery, and one .97 parcel contains a dwelling.

Table 1 – TA-4 Current Parcel Characteristics

Assessor’s No.	Acreage	Zoning	Land Use	Ownership
381W23B TL 1900	0.04	EFU	Cemetery	Church
381W23B TL 1901	0.97	EFU	Residential	Private
381W23B TL2000	0.48	EFU	Cemetery	Church
381W23B TL2100	0.49	EFU	Storage	Public Utility
381W23B TL2200	17.48	EFU	Vacant field	Private
381W23B TL2301	2.20	EFU	Electricity Substation	Public Utility
Total Acres	21.66			

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

All of TA-4 is currently planned and designated for agricultural (EFU) use. Tax Lot 2200 was in orchard use for many years, but the orchard was removed more than ten years ago. The other parcels give no evidence of farm use.

**c. Existing Infrastructure**

**Water**

Currently, public water service is not available to TA-4, but can be easily extended from the existing Talent water lines to the south.

**Sanitary Sewer**

A Rogue Valley sanitary sewer trunk line runs east-west along Colver Road at the south edge of the urban reserve area.

**Storm Drainage**

Rogue Valley Sewer Services manages stormwater quality 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.

**Street System**

TA-4 is currently accessed by Colver Road, a county road, and South Pacific Highway (Highway 99) a state highway.

**Irrigation District**

TA-4 is located within the Talent Irrigation District (TID), but none of the parcels have irrigation service. TA-4 does not have any dedicated irrigation facilities within its boundaries. Most of the property abutting TA-4 on north is in commercial agricultural use and provided irrigation services by TID. It is not anticipated that implementation of the Concept Plan will cause future conflicts with irrigation services, or the current agricultural uses.

**d. Performance Indicators**

Implementation of the Regional Plan Element is guided by a series of twenty-two (22) primary and twenty-one (21) secondary performance indicators<sup>4</sup>, not all of which are applicable to all urban reserve areas. Table 3 identifies the primary Performance Indicators applicable to the TA-4 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	
2.9.12	Development of TA-4 restricted to industrial 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 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 a 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 acre from 2010 to 2035, and 7.6 units per gross acre 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:** Because none of the land in TA-4 is planned for residential use, this performance indicator does not apply.

**Conclusion:** *Not applicable.*

**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:** Mixed use is not possible in TA-4 because it is restricted to industrial uses only.

**Conclusion:** Not Applicable.

**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:** Preparation of the *Concept Plan* included a review of the City's Transportation System Plan, the County's Transportation System Plan, and the RVMPO's 2013-2038 Regional Transportation Plan. Both South Pacific Highway and Colver Road are significant transportation corridors. South Pacific Highway is a principal arterial that accommodates RVTD Route 10, and Colver Road is a major collector that also has bike lanes. No additional arterials or collectors are anticipated in TA-4. The railroad serves as the western boundary of the urban reserve area, and may be available to transport industrial products.

**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:** Not Applicable.

**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-4.

**Finding:** TA-4 is restricted to Industrial zoning. An overlay applied to the area near the highway and Colver Road intersection will provide an opportunity for retail sale of goods produced on the property. This area will provide a visually attractive buffer between the highway and more traditional industrial uses in large buildings on the western portion of the urban reserve area.

**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 TA-4 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 2.1.6 above will be met at full build-out of the area added through the UGB amendment.

**Finding:** See Finding 2.6.

**Conclusion:** Not Applicable.

**2.9. Conditions.** The following conditions apply to specific Urban Reserve Areas:

**2.9.12. TA-4.** Develop of TA-4 shall be restricted to industrial uses.

**Finding:** This restriction narrows the range of potential land uses in the urban reserve area from the more general employment allocation in many other urban reserve areas. Any retail use will be directly connected to goods produced in TA-4.

**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-4 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. Because new adjacent uses will be industrial, they are considered “non-sensitive” receptors and have slightly less restrictive setback and buffering requirements. These requirements will be imposed as a condition of development approval.

**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 TA-4 Concept Plan addresses this requirement in anticipation of an urban growth boundary application into TA-4.

**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-4 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:** No park land is proposed in TA-4.

**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-4 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. Buried irrigation lines are on the perimeter of TA-4 and should not be significantly affected by development. The former orchard no longer has irrigation rights.

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