Talent Railroad District Master Plan

Prepared for:

City of Talent
Oregon Transportation and Growth Management Program

Prepared by:

SIEGEL
PLANNING SERVICES, LLC

June 2005

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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Talent Railroad District Master Plan

Introduction

The City of Talent, in cooperation with property owners, Central Oregon and Pacific (CORP) Railroad, Talent Irrigation District (TID), Jackson County, and the Oregon Department of Transportation, initiated the Railroad District Master Plan to encourage orderly and efficient growth on the lands southwest of Talent.

Plan Area

The subject area, which comprises approximately 155 acres south and southwest of Rapp Road, the CORP railroad, represents almost all of Talent's urban land reserves, and the area is expected to accommodate up to 400 dwellings in the next twenty or more years. The Railroad District also contains approximately 15 acres of light industrial land adjacent to Rapp Road. For maps of the project area, please see the Vicinity Map, Generalized Zoning Map, Property Ownership Map, and Aerial Photograph (Appendix A).

The Railroad District has been under pressure for development for many years, however, the recent connection of the City of Talent to the Medford regional water system, and the lifting of the city's water moratorium, focused even more attention on the need for planning. The City and Railroad District property owners decided to prepare the master plan for the area in 2003. Upon receiving a grant from the Oregon Transportation and Growth Management Program in 2004, the City began the planning for the area's streets, land uses , rail crossings, and other infrastructure improvements.

Some area property owners, including those with large and small acreages and some farmers do not intend to develop in the foreseeable future. However, like the development community, they too want greater certainty in knowing what can be developed. For these reasons, the City has stopped new annexations and urban development within the plan area until the Railroad District Master Plan is adopted and appropriate policies and regulations are in place.

Master Plan Purpose

The Railroad District Master Plan is intended to guide future annexations, zoning, transportation improvements, and investments in parks, open space conservation, water, sanitary sewer, and storm water management. It is also intended to provide a multimodal transportation system and a mix of housing and employment in a pattern that is compatible with surrounding urban and rural uses, topography, and water resources. The Master Plan should be adopted through legislative amendments to the City of Talent Comprehensive Plan and Transportation System Plan. Plan implementation will also require amendments to the City of Talent Zoning Ordinance, updates to Talent's Capital Improvements Plan, and possibly new funding sources for streets, sewer, water, stormwater, and park improvements and maintenance. For example, some facilities recommended in the Railroad District Plan may require the formation of local improvements districts, development agreements, or other zone of benefit/cost recovery mechanisms.

Plan Process

The City of Talent and the Oregon Transportation and Growth Management (TGM) Program commissioned the master plan during 2004-2005. Led by project consultant Siegel Planning Services, planning for the Railroad District involved over fifty members of the public, elected and appointed officials, and representatives of affected agencies such as CORP, TID, ODOT, United States Bureau of Reclamation, and Jackson County in a participatory process.

The planning team met with the advisory committee three times and conducted a three day design charrette with stakeholders. The plan alternatives considered by the committee and a summary of the charrette process are contained in Appendix B. Meeting summaries for the three advisory committee meetings are provided in Appendix C. The final plan also reflects the comments received by Talent's planning commission and city council during their May 18, 2005 joint work session.

Goals and Objectives

The following goals and objectives guided the development of the Railroad District Master Plan. They represent a general consensus among the project participants. For specific action items on the plan's adoption and implementation, please see page 7.

1. Land Use

1.1 Provide a mix of land uses that is both transportation-efficient and compatible with the topography and planned land uses in the surrounding area.

Objectives

- To identify neighborhood edges and centers.
- To provide a mix of housing types, at densities that can support the provision of urban services through the plan area.
- To identify areas for neighborhood commercial services, at an appropriate scale given the potential market, access to transportation, and surrounding land uses.
- To identify areas for employment uses accessible by walking or bicycling from nearby residences
- To plan all land uses at an appropriate scale and intensity, given the planned transportation system, public facilities and services, topography, natural resources, and surrounding agricultural, industrial, and residential uses.
- To develop compatible uses and appropriate buffering adjacent to the Central Oregon and Pacific Railroad.
- To reduce potential conflicts between urban development and farm operations.
- To provide an urban design framework that complements the small town character of Talent.

2. Transportation

2.1 Provide a multi-modal (automobile, pedestrian, bicycle, and transit) transportation system.

Objectives

- To provide multi-modal access to the plan area from Downtown Talent, schools, and other activity centers.
- To provide connectivity between the plan area and Talent Avenue, Highway 99, and Valley View Road.
- To provide a collector street through the plan area for multiple modes of transportation.
- To provide neighborhood access and circulation (i.e., to individual uses) for multiple modes.
- To provide block lengths and street design that supports multiple modes, given the topography and other natural constraints.

- To minimize out-of-direction travel, planning for east-west multi-modal connectivity.
- To provide for compatible transportation relationships with the Central Oregon and Pacific Railroad.
- To provide for the safety and operational needs of the transportation system.
- To correct existing transportation (geometric, safety, and other) deficiencies at Rapp Road and the existing private railroad crossings.
- To provide for wildfire evacuation in the Lodgepole Pine Sub alpine Zone.
- To avoid development with excessive street grades.

3. Public Facilities

3.1 Plan for the adequate provision of public facilities and services to the plan area.

Objectives

- To provide for domestic water service, consistent with Talent's Water System Master Plan.
- To plan for sanitary sewer service, consistent with Bear Creek Sanitary Authority plans and standards.
- To provide for storm drainage service, consistent with Talent's Storm Drainage Master Plan.
- To coordinate with Talent Irrigation District regarding future planning and operation of its facilities.
- To provide for fire protection, including adequate access, site design, water pressure (fire flow), and street connectivity to minimize response time.
- To provide for police protection.
- To plan for future right-of-way for franchise utilities, including natural gas, telephone, cable, and electricity.

4. Natural Hazards

4.1 Minimize risks associated with natural hazards.

Objectives

- To identify areas known to be prone to natural hazards, such as areas susceptible to landslide, erosion, and wild land fire.
- To regulate development in areas with risk of natural hazard.

5. Natural Resources

5.1 Protect significant natural features consistent with Statewide Goal 5.

Objectives

- To identify existing significant natural features; including wetlands, water bodies, wildlife habitat, open space, and scenic resources.
- To avoid impacts to significant natural features.
- To minimize unavoidable impacts to significant natural features.
- To protect water quality in new developments.
- To conserve other natural features for their aesthetic and biological values.
- To incorporate scenic resources into the plan, for example, by aligning streets, parks, or trails to take advantage of mountain views and vistas, and maintaining the forested backdrop west of Talent.

6. Parks and Open Space

6.1 Incorporate parks and open space into the design of new neighborhoods to provide a sense of place and areas for outdoor recreation, socialization, and enjoyment.

Objectives

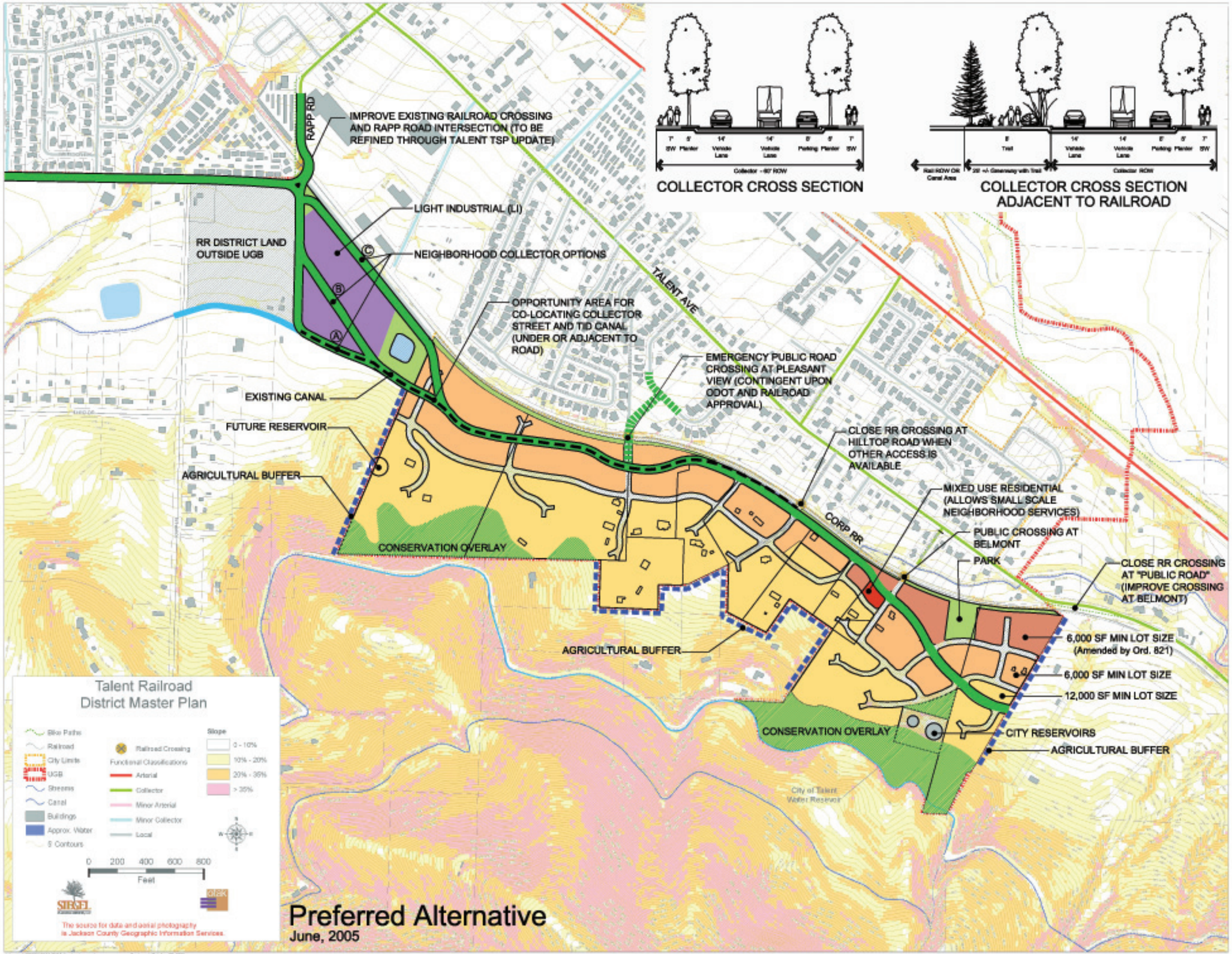
- To provide adequate parkland and recreational facilities to serve planned growth.
- To design streets with open space as an integral feature (e.g., parkways and "green streets" can serve as neighborhood edges and effective buffers between development and open space).
- To locate new parks, taking advantage of existing scenic views and vistas.

7. Implementation

7.1 Provide a clear path for implementing the Railroad District Master Plan.

Objectives

- To provide clear and objective standards whenever possible.
- To maintaining flexibility through performance standards, when appropriate.
- To allow for a phased approach to implementation, recognizing that the area will most likely develop as a series of independent but coordinated small neighborhoods and employment district(s).


COLLECTOR CROSS SECTION
COLLECTOR CROSS SECTION ADJACENT TO RAILROAD
RAPP RD
IMPROVE EXISTING RAILROAD CROSSING AND RAPP ROAD INTERSECTION (TO BE REFINED THROUGH TALENT TSP UPDATE)
LIGHT INDUSTRIAL (LI)
RR DISTRICT LAND OUTSIDE UGB
NEIGHBORHOOD COLLECTOR OPTIONS
TALENT AVE
OPPORTUNITY AREA FOR CO-LOCATING COLLECTOR STREET AND TID CANAL (UNDER OR ADJACENT TO ROAD)
EMERGENCY PUBLIC ROAD CROSSING AT PLEASANT VIEW (CONTINGENT UPON ODOT AND RAILROAD APPROVAL)
EXISTING CANAL
FUTURE RESERVOIR
AGRICULTURAL BUFFER
CLOSE RR CROSSING AT HILLTOP ROAD WHEN OTHER ACCESS IS AVAILABLE
MIXED USE RESIDENTIAL (ALLOWS SMALL SCALE NEIGHBORHOOD SERVICES)
CORP RR
PUBLIC CROSSING AT BELMONT
PARK
CONSERVATION OVERLAY
CLOSE RR CROSSING AT "PUBLIC ROAD" (IMPROVE CROSSING AT BELMONT)
6,000 SF MIN LOT SIZE (Amended by Ord. 821)
AGRICULTURAL BUFFER
6,000 SF MIN LOT SIZE
12,000 SF MIN LOT SIZE
CONSERVATION OVERLAY
CITY RESERVOIRS
AGRICULTURAL BUFFER
City of Talent Water Reservoir
Talent Railroad District Master Plan
Bike Paths
Railroad
City Limits
UGB
Streams
Canal
Buildings
Approx. Water
5' Contours
Railroad Crossing
Functional Classifications
Arterial
Collector
Minor Arterial
Minor Collector
Local
Slope
0 - 10%
10% - 20%
20% - 35%
> 35%
0 200 400 600 800
Feet
The source for data and aerial photography is Jackson County Geographic Information Services.
Preferred Alternative
June, 2005

Master Plan Implementation

The following summarizes the master plan, highlighting recommended action items under each plan element:

- Collector Street and Realignment of Rapp Road/Helms Road
- Compatibility With Farm Practices
- Open Space Conservation and Environmental Protections
- Railroad Crossings
- Talent Irrigation District Canals
- Parks and Surface Water Management
- Water and Sanitary Sewer Service
- Housing
- Jobs and Mixed-Use Areas

Collector Street and Realignment of Rapp Road/Helms Road

The master plan provides a collector street connecting Rapp Road to the southern edge of Talent's urban growth boundary. Several alternatives were considered and the advisory committee consistently agreed that the road should be placed as close to the railroad as practicable, while providing adequate intersection/railroad spacing near the railroad crossings. The committee also wanted to see a linear park – which would function as a visual buffer, trail, and stormwater detention and water quality treatment area – between the collector street and the railroad. The collector is close to the railroad except where it veers away from the railroad in two areas:

1) Just south of the realigned intersection of Rapp Road, in the Light Industrial area, the final RDMP is flexible so that the collector can be placed: a) abutting (or over) the canal along the south edge of the LI zone, b) through the middle of the LI zone, or c) tight to the railroad. Rather prescribing one preferred alignment, the plan provides flexibility for the city and property owner to agree on the best alignment when there is a specific development plan for the LI property. All three options are viable, though, the preferred options are 'a' or 'b'. Option 'c' is less desirable because of its proximity to the railroad crossing at Rapp Road, which could negatively affect the roadway and rail operations when trains are in the crossing.

2) The collector veers away from the railroad as it approaches Belmont Road and climbs to the southeast. This alignment follows an existing water main easement and provides a stub for potential future urban reserves to the south.

*Note: Both a *three-way intersection* and a *roundabout* were considered for the realigned Rapp Road/Helms Road intersection, but the three-way intersection was favored by members of the planning commission and city council, and the affected property owners. The roundabout was not chosen because of traffic safety and operational concerns (e.g., truck circulation) close to the railroad, and the additional land area outside the UGB that the roundabout would require, as compared to a three-way signalized intersection.

Action Items

- Amend the Talent Transportation System Plan and Standard Details to include the collector street alignment options, and collector street section with trail/parkway.
- Coordinate with Oregon Department of Land Conservation and Development on UGB amendment for the new street alignment and intersection.
- Obtain funding for and design the Rapp Road intersection realignment, coordinating the design with adjacent property owners.
- Obtain funding for and design the collector street extension from Rapp Road to Belmont, in phases if needed. Work with CORP, property owners and Talent Irrigation District (TID) on phasing the collector street improvements, and work with TID on locating the street adjacent to TID's canal, or co-located with the canal underground.
- Require developers to build the collector street in phases, or evaluate bonding and cost recovery options to build the full street alignment at once. If the street is built in phases, ensure adequate access and egress in accordance with applicable fire codes.

Compatibility With Farm Practices

The Railroad District and the lands adjacent to it presently contain a mix of agricultural and rural residential uses. As the planning area develops, some farm practices, such as spraying, tilling, irrigation, and movement of farm equipment on roads may be objectionable to new residents. Likewise, the new development could have an adverse impact on farm practices if protections are not put in place. Therefore, farm buffers and other protection measures should be put in place.

Action Items

- Whenever possible, TID canals or roadways should serve as buffers between new subdivisions and farm uses.
- When canals or roads are not available to serve as buffers, extra-wide setbacks or buffer tracts should be required between new houses and farm zones. (See the Appendix for a preliminary draft Agricultural Buffer Overlay Zone.)
- When property changes hands in the developing area, buyers could be required to sign an agreement not to remonstrate against farm operations.

Open Space Conservation and Environmental Protections

The Railroad District's mountainous setting and surrounding agriculture uses provide a striking backdrop to the City and potential views for future home sites. The forested hillsides also present potential hazards due to wildfires and erosion. Therefore, a greenbelt should be preserved on the steepest slopes to prevent erosion, reduce fire hazards at the forest interface, and to protect mature trees for the aesthetic and amenity values they provide, which are reflected in real estate values. Grading and tree removal are to be restricted in these areas, though landscape management, such as removal of dead trees for fire prevention should allowed and encouraged. Trails connecting the RDMP area to adjacent forest lands, with land owner permission, are also encouraged.

Action Items

- Amend the City of Talent Zoning and Land Division Ordinances to require open space conservation on slopes of 35 percent and greater. Clearing and grading would be prohibited in these areas, except as necessary to maintain a fuel-free zone around adjacent structures for fire protection.

- Adopt a clearing and grading ordinance. Ordinances standards should address tree removal, mass grading for new site developments, subdivision lots and streets, and erosion control. The ordinance would not apply to excavation for foundations or driveways for single family homes, except on sites exceeding a specified grade (e.g., Individual lot developments on slopes exceeding 20% would require grading and erosion control permits).[1]

- Open space conservation areas should be defined as tracts or lots with conservation easements. If in a tract, the land could be owned and maintained by a home owners association, land trust, or other entity approved by the City of Talent. If in an easement, it would be the homeowner's responsibility to maintain the conservation area as part of their yard, consistent with the easement conditions. Consent by the City would be required to remove or modify the easement.

[1] For an example of a Clearing and Grading Ordinance, see the City of Olympia, Washington ordinance or other examples at Washington's Municipal Research Service Center. http://www.mrsc.org/subjects/environment/water/sw-erosion.aspx#Ordinance.

Railroad Crossings

Two public railroad crossings exist, including one improved (signalized and gated) crossing at Rapp Road and one unimproved crossing just south of the project area ("Public Road"). Other private crossings exist at Pleasant View, Hilltop, and Belmont.

The Rapp Road/Helms intersection should be realigned, as described above, and the Public Road/CORP crossing should be closed in exchange for a fully improved crossing at Belmont Road. The full rail crossing improvements at Belmont Road would provide a standard city street section with utilities, and a rail crossing with a signal and gates. The Rail Division of ODOT and CORP have indicated that the Belmont Road crossing should be improved and the Public Road crossing closed.

An at-grade rail crossing at Pleasant View (realigned) is also recommended as a contingency plan, i.e., in the event secondary emergency access is needed and no other outlet is available.

The master plan locates the planned collector street at least 100 feet from the railroad in each potential crossing location, as recommended by CORP; however, neither CORP nor ODOT Rail Division had consented to a rail crossing at Pleasant View at the time the RDMP was prepared.

Action Items

- Continue working with CORP and adjacent property owners on closure of Public Road/CORP crossing and full improvement of the Belmont Road Crossing. Access to individual properties will need to be provided as the Public Road crossing is closed.

- Complete the realignment of Rapp Road where it crosses the railroad, as described above.

- Monitor the Railroad District as it builds out and reassess the need for an emergency railroad crossing at Pleasant View. If traffic volumes do not warrant a vehicular crossing in the short-term, pursue a public crossing for pedestrians and bicycles in this location as lands on both sides of the railroad develop.

Talent Irrigation District Canals

Talent Irrigation District canals define the southern edge of the RDMP area and form a natural edge to the City. The canal that is interior to the RDMP plan area presents more of an obstacle to development. Both the interior canal and the southern hillside canal intercept stormwater during winter, reducing flood risks to the urban area below. While the canals' capture of stormwater has not been quantified, the city believes that placing the canals underground in a pressurized irrigation pipe, as TID

is considering in its WISE project, would substantially increase stormwater runoff, potentially exacerbating flooding around the railroad and within town during storm events.

The purpose of the WISE project is to conserve water. By sealing the canals, less water would be lost due to infiltration and evaporation. The Master Plan supports placing the lower canal underground. The Master Plan provides for two options, one with the canal *under* the collector street and one with the street aligned *parallel to* the canal, i.e., potentially sharing the same corridor. A hybrid of these two options may also be possible, subject to further review by TID and US Bureau of Reclamation, and further engineering. See also, discussion of the planned collector street on page 7.

Importantly, some segments of TID's canal may become jurisdictional wetlands[2] requiring mitigation if water flow is discontinued. If this occurs, the City of Talent could potentially partner with TID and recharge the lower canal's wetlands with treated stormwater, and/or enhance the canal's wetland values with wetland plantings and use the canal as a natural stormwater filter.

Action Items

- Work with TID and property owners in designing the collector street and in coordinating any plans for development. Involve TID in pre-application consultations and notify the district of all proposed land use actions.

- Study the potential for creating "green infrastructure" that would capture urban stormwater runoff in swales and treat it to a level that it would be acceptable to discharge it into the canal for wetland enhancement.

Parks and Surface Water Management

The Master Plan provides approximately 10 acres of open space in a combination of linear parks (trail along the collector street), wetland preserves, and neighborhood parks (at the existing pond, Belmont Road, and north of the water reservoirs). The specific park locations and configurations are conceptual and subject to change through updates to the City's capital facilities plan, and subdivision reviews. Some park areas may be developed by the city, while others may be improved through cooperative efforts or partnerships between the city and private developers.

Several of the park sites along the collector and railroad could be incorporated into a regional surface water treatment and detention system. A potential connection to the city's existing storm water system could be made in the vicinity of the little league ball fields.

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[2] In response to the decision on *Headwaters, Inc. v. Talent Irrigation District* (2001), the Army Corps of Engineers (Corps) has assumed jurisdiction over some drainage ditches and irrigation canals that formerly would not have been regulated.

Action Items

- Require subdividers to dedicate or reserve their proportionate share of park land based on the City of Talent parks level of service standard (10 acres per 1,000 residents), and in accordance with the Master Plan. Public dedications would become city parks or greenways, and private reserves, or common areas, in larger subdivisions would be owned and maintained by homeowners associations. Smaller developments could pay system development charges in lieu of public land dedications.

- Review the City's system development charges for parks to ensure they cover acquisition and improvement needs.

- Conduct engineering and design of regional stormwater facilities that utilize the system of parks and open space planned along the collector street and railroad.

- Study the potential for creating "green infrastructure" that would capture urban stormwater runoff in swales and treat it to a level that it would be acceptable to discharge it into the canal for wetland enhancement.

- Determine how much of the designated 10 acres becomes public parkland maintained by the City, and how much may be reserved in private common areas maintained by property owners.

Water and Sanitary Sewer Service

The City of Talent Water Master Plan and Sanitary Sewer Master Plan provide for existing and future facilities in the Railroad District. A proposed one million gallon water storage reservoir is planned south of Helms Road at approximately 1,800 feet in elevation. Water distribution lines are planned parallel to the railroad and can be extended into and looped through the plan area. Much of the plan area can be serviced with gravity-fed sanitary sewers, however, site-specific analysis and engineering will be required for all proposed developments.

Action Items

- Continue the ongoing review and updates to the city's sanitary sewer system and water system master plans, identifying any areas that cannot be served by gravity sewers.

Housing

The Master Plan provides approximately 70 acres of residential land with a mixture of lot sizes and housing types. Close to one-half of the plan area has slopes ranging from 0%-10% (suitable for most streets and development), while approximately one-eighth of the plan area has slopes exceeding 35% (unsuitable for streets and most development). The balance of the plan area slopes from 10% to 35%. Slopes ranging from 10% to 20% are reasonable for future residential uses, and are particularly well suited to upscale homes with views; however, accessing these lands with a connected street system is not always practicable, and some home sites may require individual pumping of water and fire protection sprinklers. The Master Plan designates slopes of 35% or greater as open space conservation areas. (See above "Open Space" action items.)

Residential capacity is assumed to be approximately 400 dwelling units, per the City of Talent Comprehensive Plan, Water and Sewer Master Plans, and Transportation System Plan. Residential lot sizes are based on topography. Minimum lot sizes range from 12,000 square feet for single family view homes on slopes of 10%-20%, to 6,000 square feet for single family homes on slopes ranging from 0%-10%, and 3,000 square feet for attached and detached houses in small pockets close to parks and neighborhood services. Currently, creating lots smaller than 6,000 square feet requires a Planned Unit Development approval, or subdivision approval through the lot size averaging feature of the subdivision code. Therefore, the RDMP creates a new zone allowing smaller lots within designated areas. See also, Appendix D for proposed code amendments.

Action Items

- ~~Adopt a new "R-1-3" zone that would allow single family housing on lot sizes between 3,000 square feet and 6,000 square feet. Single family houses could be attached (2-4 common wall units) or not attached. The R-1-3 zoning would also allow duplexes on 6,000 square foot lots or larger lots. The new zoning would not allow multiple family housing or group homes containing more than 5 residents.~~ (Deleted by Ord. 821)

- Allow limited commercial services for area residents and workers in two locations: 3 acres west of the industrial site and 0.50 acre near Belmont Road. These two locations would receive an overlay zone that provides for the following use types and sizes:

  > *Neighborhood Services within an enclosed building (e.g., laundromats, retail/market (video, convenience), medical, financial, real estate, insurance, repair, and similar uses); no greater than 2,000 square feet in floor area per use.*

  - Amend the Steep Slopes (SS) Overlay zone to designate minimum lot sizes based on the RDMP.

Jobs and Mixed-Use Areas

The approximate 15 acre light industrial parcel at the north end of the plan area has been kept in its current configuration with LI zoning. Assuming a typical employment density range of 3 employees per acre (e.g., warehouse/distribution) to 20 employees per acre (e.g., industrial office), depending on the end user, the site could accommodate 45-300 employees. The planned collector street and intersection options (improvement of Helms Road) are intended to serve multiple modes of traffic efficiently while providing for flexibility in site design.

New retail or service jobs, albeit limited in number, could be located at the mixed-use node (0.50 acre near Belmont Road). The zoning of the mixed-use areas is the same as R-1-3, except that neighborhood commercial (C-1) uses are additionally allowed.

Action Items

- Coordinate future design of Rapp Road/Helms Road intersection and collector street alignment with affected property owners to ensure reasonable access and to avoid undue impacts to future industrial uses.

Appendix A – Railroad District Maps and Parcel Data

See the following maps provided under separate cover in hardcopy version of the plan:

Vicinity Map
Generalized Zoning Map
Property Ownership Map
Aerial Photograph
Existing Infrastructure Map
Opportunities Map
Constraints Map

Talent Railroad District Master Plan
Parcel Summary

	Map #	Acres	Zoning
Parcels:	381W26D, 800	24.71	F-5 County
	381W26D, 1001	26.57	R-1-8 City
	381W25C, 4100	5.52	F-5
	381W26D, 101	14.64	LI City
	381W25C, 4101	5.42	F-5
	381W25C, 4502	2.05	F-5
	381W25C, 4504	5.38	F-5
	381W25C, 4503	0.21	F-5
	381W25C, 4501	1.54	F-5
	381W36, 1101	0.59	F-5
	381W25C, 4507	3.68	F-5
	381W25C, 4003	5.20	F-5
	381W26D, 400	1.04	EFU (outside UGB)
	381W25C, 3900	19.64	F-5
	381W26D, 305	14.72	EFU (outside UGB)
	381W26D, 306	0.03	EFU (outside UGB)
	381W36, 900	12.50	F-5
	381W25C, 4401	5.02	F-5
	Total private land =	*148.46 acres*	
	381W36, 1099	1.87	City of Talent ROW
	381W25C, 2290	0.01	Jackson County ROW
	381W25C, 2190	0.02	Jackson County ROW
	381W25C, 4490	0.46	Jackson County ROW
	381W25C, 4500	0.51	Jackson County ROW
	Streets	0.82	ROW
	Total public land =	*2.87 acres*	

Talent Railroad District Master Plan Area Total = 155.02

SIEGEL
PLANNING SERVICES, LLC

Appendix B – Charrette Summary

SIEGEL
PLANNING SERVICES, LLC

Memorandum

To: John Adam, City of Talent

From: Scot Siegel, AICP

CC: Shirley Roberts, TGM Program

Date: February 9, 2005

Re: *Talent Railroad District Master Plan – Charrette Summary Technical Memo #5 (Task 4.2)*

In accordance with Task 4.2 of the Talent RDMP Statement of Work, Siegel Planning and Otak have prepared the attached Charrette Summary with the five concept maps that were presented to the Project Advisory Committee on December 2-3, 2004, and the Preferred Alternative.

Charrette Process

The consultant team conducted a two-day charrette with the RDMP Project Advisory Committee on December 2-3, 2004. The charrette was preceded by consultant field work and a public outreach effort led by the City of Talent. Outreach consisted of public notification, information in the city newsletter, media information, city staff contact with property owners, and staff coordination with affected agencies, including Talent Irrigation District, Central Oregon and Pacific Railroad, ODOT (TGM, Development Review, and Rail Division), Jackson County, and Rogue Valley Sanitary District.

The consultant's charrette process went as follows:

Day 1: Arrived, met with city planner, set up design studio, and conducted site reconnaissance.

Day 2: Prepared concept plan "sketch" alternatives all day; met with City Engineer and representatives from Central Oregon and Pacific Railroad and ODOT Rail Division; and facilitated Town Hall/PAC review an evening pin-up session. The three sketch plan alternatives indicated various options for laying out streets, blocks, and land use designations, and identified important issues and options for PAC discussion.

Day 3: Refined the concept plans, drawing on the favored elements of each alternative from the first pin-up session; reviewed the options with city staff; and facilitated Town Hall/PAC review in the second evening

pin-up session. Two refined concepts were provided, indicating the street network, typical lot sizes, residential housing types, commercial and industrial uses, possible locations for neighborhood services, infrastructure concepts, and parks. The consultant team presented ideas for changes to the Zoning Code and Land Division Ordinance that would facilitate plan implementation. Through one-on-one discussion with committee members and a facilitated group discussion, the consultant team winnowed out the less popular or least feasible ideas and began synthesizing a final RDMP. The committee members provided feedback on the five concept plans, which the consultant summarized and identified general points of agreement. The consultant then explained the next stage of the process, which is a final synthesis into an adoption-ready RDMP with possible ordinance changes.

Day 4: Instead of meeting with the City Planner and TGM project manager the next morning, it was agreed that the team would discuss the charrette results by phone conference. A conference call was held for that purpose on December 14. The consultant then prepared the Preferred Alternative (attached) and the draft RDMP poster based on the direction we received during the phone conference.

Recommendations and Preferred Alternative

The following summarizes the Preferred Alternative vis-à-vis the Project Advisory Committee's feedback on the five concept plans (attached). The recommendations fall into seven elements:

- Collector Street and Realignment of Rapp Road/Helms Road
- Greenbelt
- Railroad Crossings
- Talent Irrigation District Canals
- Parks and Surface Water Management
- Water and Sanitary Sewer Service
- Housing

Collector Street and Realignment of Rapp Road/Helms Road. The Preferred Alternative provides a collector street connecting Rapp Road to the southern edge of Talent's urban growth boundary. Several alternatives were considered and the advisory committee consistently agreed that the road should be placed as close to the railroad as practicable. The committee also wanted to see a linear park – which would function as a visual buffer, trail, and stormwater detention and water quality treatment area – between the collector street and the railroad.

The concept plans provide five different collector street alignments. In the Preferred Alternative, the collector is tight to the railroad except where it veers away from the railroad in two areas:

First, the collector splits the light industrial parcel just south of the realigned intersection of Rapp Road and Helms Road. This is the most efficient alignment from a development perspective because it double-loads the street with developable land, and it works best for the Rapp Road intersection, allowing it to be designed as either a *three-way signalized intersection with slip lanes east and west*, or as a *roundabout*. (See separate intersection concepts attached.)

Second, the collector veers away from the railroad as it approaches Belmont Road and climbs to the southeast. This alignment is intended to follow an existing water main easement below the city's water reservoirs and provide a stub for potential future urban reserves to the south.

Greenbelt. The mountainous setting and agriculture provide a striking backdrop to the City and potential views for future home sites. The advisory committee agreed that a greenbelt should be preserved on the steepest slopes. Grading and tree removal would be restricted in these areas, though landscape management for fire prevention would be allowed and encouraged. Trails connecting the RDMP area to adjacent forest lands would also be encouraged. Zoning and other strategies for open space conservation, trail connections, and wild land fire prevention are discussed in Technical Memorandum #6.

Railroad Crossings. Two public railroad crossings exist, including one improved (signalized and gated) crossing at Rapp Road and one unimproved crossing just south of the project area ("Public Road"). Other private crossings exist at Pleasant View, Hilltop, and Belmont. The Central Oregon and Pacific Railroad (CORP) representative did not know the license status of the private crossings at the time of the charrette.

The CORP representative, ODOT Rail Division staff, city staff, and advisory committee members all agree that realigning the Rapp Road intersection and closing the Public Road crossing in exchange for a fully improved crossing at Belmont Road is desirable. Therefore, the Preferred Alternative includes a *new intersection at Rapp Road and Helms Road*, and it provides for *full rail crossing improvements at Belmont Road*, including a standard city street section with utilities, and a rail crossing with a signal and gates.

The Preferred Alternative also supports a potential at-grade rail crossing at Pleasant View (realigned) for either pedestrians or vehicles, or both, improved sometime in the future. We are recommending a public rail crossing at Pleasant View based on an estimated 10,000 average daily trips which would be generated at buildout of the RDMP. This level of traffic would likely necessitate a third east-west connection between the RDMP and the rest of Talent. We recommend the City, ODOT, Jackson County, and CORP continue monitoring Rapp Road, Highway 99, Talent Avenue, and Belmont Road as the project area develops. Note: The planned collector street is pulled back from the railroad in each potential crossing location by approximately 100 feet, as recommended by CORP; however, neither CORP nor ODOT Rail Division have consented to a rail crossing at Pleasant View at this time.

Talent Irrigation District Canals. Talent Irrigation District canals define the southern edge of the RDMP area and also form a natural edge to the City. The canal that is interior to the RDMP plan area presents more of an obstacle to development.

Both the interior canal and the southern hillside canal intercept stormwater during winter, reducing flood risks to the urban area below. While the canals' capture of stormwater has not been quantified, the city believes that enclosing the canals, as TID is considering in its WISE project, would substantially increase stormwater runoff, potentially exacerbating flooding around the railroad and within town during storm events.

During the charrette, we discussed various options with the advisory committee for master planning around the canals. The WISE project was also discussed. The purpose of WISE is to conserve water by sealing the canals and limiting infiltration as well as evaporation. The committee consensus is to work with TID on placing the lower canal underground where possible; i.e., where doing so would assist in building the planned collector street between Rapp Road and the southern urban growth boundary. The Moore's, who own vineyards in the central part of the RDMP area expressed an interest in working with TID and the City of Talent to co-locate the collector street and underground canal across their property as a way to preserve their most valuable grape growing land. However, other property owners would need to be involved and agree to such a plan for it to extend beyond the Moore's property. Therefore, the Preferred Alternative identifies two options, one with the canal *under* the collector street and one with the street aligned separately from the canal, i.e., tight to the railroad. A hybrid of these two options may also be possible, subject to a full engineering evaluation.

Parks and Surface Water Management. The Preferred Alternative provides approximately 10 acres of park land in a combination of linear parks (trail along the collector street), wetland preserves, and neighborhood parks (at the existing pond, Belmont Road, and north of the water reservoirs). The Preferred Alternative also provides a public green or square within the mixed-use neighborhood at the northwest corner of the plan. Several of the park sites along the collector and railroad could be incorporated into a regional surface water treatment and detention system, as was recommended by the City Engineer. Engineering staff indicated that a potential connection to the city's existing storm water system could be made in the vicinity of the little league ball fields. The property owner in that area also mentioned that a storm water culvert crosses under the railroad in the vicinity, below the pond.

Water and Sanitary Sewer Service. The City's Water Master Plan and Sanitary Sewer Master Plan provide for existing and future facilities in the area. A proposed one million gallon water storage reservoir is planned adjacent to Helms Road at approximately 1,800 feet in elevation. Water distribution lines are planned parallel to the railroad and can be extended into and looped through the plan area. Much of the plan area can be serviced with gravity-fed sanitary sewers.

Housing. The preferred alternative provides approximately 80 acres of residential land with a mixture of lot sizes and housing types. Close to one-half of the plan area has slopes of 0%-10% (suitable for most streets and development), while approximately one-eighth of the plan area has slopes exceeding 35% (unsuitable for streets and most development). The balance of the plan area slopes from 10% to 35%. Slopes ranging from 10% to 20% are attractive for future residential uses, particularly upscale homes with views; however, accessing these lands with a

connected street system is a challenge, and some home sites may require individual pumping of water.

Residential capacity is assumed to be approximately 400 dwelling units, per the City of Talent Comprehensive Plan, Water and Sewer Master Plans, and Transportation System Plan. Residential lot sizes are based on topography and range from 12,000 square feet or larger for single family view homes on slopes of 10%-20%, to 6,000-8,000 square feet for single family homes on slopes ranging from 0%-10%, and 3,000-6,000 square feet for attached and detached houses in a few small pockets close to parks and neighborhood services.

Jobs. The approximate 15 acre light industrial parcel at the north end of the plan area (vacant) has been kept in its current configuration and zoning as recommended by the project advisory committee. Assuming a typical employment density range of 3 employees per acre (e.g., warehouse/distribution) to 20 employees per acre (e.g., industrial office), depending on the end user, the site could accommodate 45-300 employees. The planned collector street (improvement of Helms Road) is intended to serve this site efficiently while allowing for the realignment of the Rapp Road/Helms Road intersection. Additional retail or service jobs, albeit limited in number, could be located at either of the two mixed-use commercial nodes (3 acres west of the industrial site and 0.50 acre near Belmont Road).

Charrette concept maps provided under separate cover in hardcopy version of the plan.

Appendix C – RDMP Meeting Summaries

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RDMP Planning Commission-City Council Meeting Summary – May 18, 2005
Talent Community Hall, 7:00 p.m. – 9:00 p.m.

Scot Siegel, project consultant, presented the draft plan recommendations and preferred alternative. Scot clarified that "preferred" means the charrette recommendations with the consultant team's revisions from the February advisory committee meeting. The following summarizes the comments received from property owners and direction from the planning commission and city council:

1. Remove the roundabout and 15-acre urban study area from the plan. This change was requested by the property owner and the city council consensus is to honor the request, although the city will still be required meet its 20-year housing needs.
2. Revised the Rapp Road intersection concept to show a three-way intersection.
3. In the Light Industrial area, the final RDMP should be flexible so that the collector can be placed: a) abutting (or over) the canal along the south edge of the LI zone, b) through the middle of the LI zone, or c) tight to the railroad. Rather prescribing one preferred alignment, the final plan should provide flexibility for the city and property owner to agree on the best alignment when there is a specific development plan for the LI property. All three options are viable, though, the consultants recommend 'a' or 'b' above 'c' because 'c' is closest to the railroad crossing at Rapp Road. This will be discussed in the plan.
4. Re-label the Pleasant View RR Crossing as an emergency crossing (i.e., in the event no other outlet is available).
5. Re-label the private Hilltop RR Crossing to emphasize that it will not be closed until other access is available to hillside properties.
6. Re-label the minimum lot sizes to clarify three minimums: 3,000 sf, 6,000 sf, and 12,000 sf. Homes could be built on smaller or larger lots within each range, provided that subdivisions meet applicable subdivision (or PUD) density standards.
7. Agricultural buffers should be designated along all EFU edges, except where this would be unnecessary adjoining Open Space Conservation areas. The plan should require additional setbacks (i.e., to help mitigate dust, spray, noise, livestock, and other agricultural impacts) and avoid directing local urban traffic onto rural roads.

It was agreed that Siegel Planning would revise the plan and meet with Talent's Planning Commission and City Council again. Shirley Roberts said she would look into the options for amending the TGM contract to provide more time and resources for the additional work.

RDMP PAC #3 Meeting Summary – February 22, 2005
Talent Library, 7:00 p.m. – 8:45 p.m.

The third RDMP Project Advisory Committee (PAC) meeting was attended by approximately 15 property owners, agency representatives, and other interested individuals.

John Adam opened the meeting with introductions and referred to copies of the draft RDMP. Everyone in attendance received the mailed copy. Scot Siegel, project consultant, described the progress to date and summarized the charrette results, draft plan recommendations, and map of preliminary preferred alternative. Scot stated that the collector street is essential to the area plan and that the collector alignment next to the railroad and following the water line easement to the southeast reflects public comment.

The following summarizes the questions and discussion:

- Some owners in the vicinity of Hilltop Road are concerned about the amount of right-of-way that would be necessary to build the planned collector street across their properties. *Response: With the exception of the area around Hilltop Road, the alignment is fairly certain ("hard lined"). The area around Hilltop will be reviewed again relative to property lines and the railroad.*

- Property owners are concerned about maintaining access to individual properties after Hilltop Road crossing is closed. *Response: Property access will have to be maintained during and after the Public Road (southern) crossing and Hilltop Road crossing are closed.*

- When will we know whether the EFU area must be brought into the UGB? How much EFU land? Can we provide buffering between the UGB and EFU lands? *Response: At least some EFU land will need to be brought into the UGB because every alternative for realigning Rapp Road requires additional right-of-way outside the UGB. The amount of EFU will depend on engineering requirements for realigning Rapp Road – which will be examined further in the City's TSP Update – and the City's 20-year land needs. If the roundabout option or an option involving widening Rapp Lane is selected, much if not all of the 15 acres of EFU in the study area would be committed to future urbanization. The Regional Problem Solving project previously identified the area for future growth, and the City generally expects to bring it into the UGB. We can consider buffering standards for development adjacent to the UGB. One example (that could be part of the Jackson County-City of Talent Urban Growth Management Plan) is having property owners sign an agreement not to remonstrate against adjacent farm operations (e.g., right to farm ordinance). Other options include extra deep setbacks for urban residential uses when residences abut EFU land.*

- Scot mentioned that the main difference between the roundabout option and other intersection designs is that the roundabout would give equal priority to east-west and north-south movements, calm traffic, and allow free-flow in all directions. In comparison, a traffic signal would give preference to one or another direction and require vehicles to stop. Stop signs are the least efficient form traffic control but may be useful in the short term before the

area develops extensively. (Pedestrian crossings would be designed into the roundabout.) *Charrette participants generally favored the roundabout.*

- One committee member asked whether it would be legal to develop the RDMP area without a collector street connecting Rapp Road to Belmont. *Response: It would not be legal to connect subdivision streets to a private rail crossing that is not licensed by the railroad or approved by ODOT (public crossing) for this purpose. The collector street is needed to serve the RDMP area in accordance with the City's acknowledged comprehensive plan.*

- Rachel Armstrong asked about the Rapp Lane road alignment option. *Response: Scot said that option was considered but not advanced because it committed more EFU land than other options and would place a major collector at the edge of the urban growth boundary. (The road could not serve urban uses on both sides.) It would also take north-south moving traffic (RDMP to/from City, Hwy 99 and I-5) out-of-direction.*

- The committee discussed the conservation area proposal, two small mixed-use/neighborhood commercial areas, the housing mix, range of proposed lot sizes, ten acres of park land (spread among 2 or 3 small neighborhood parks and the greenway trail). Mr. Barchet asked whether the open space concept requires land dedication in tracts. *Responses: Scot responded that the open space concept would be defined further in the final plan, though the intent is to provide options for open space protection. One of the options would be preservation on individual lots (i.e., with a conservation easement over steep wooded slopes). The intent would be to protect mature trees and prevent property damage due to erosion or stormwater runoff.*

- One property owner said he is opposed to development of the RDMP and would oppose the plan. He asked how to voice his concerns. *Response: Scot said tonight's meeting is a good place to voice concerns, though the RDMP itself does not have any immediate effect on properties outside the city limits. It clarifies the city's intent regarding future development of streets, parks, and utilities, however, land use change will not occur until property owners request to be annexed and apply to the city for development approval. The draft plan will be revised to address tonight's comments then presented to Talent's Planning Commission and City Council in April. The April meeting will be a public work session, not a hearing, and the group will receive advance notice of the meeting date and time. From there, the draft plan will go to the Jackson County Planning Commission for their review. Public hearings with the City and County would start, at the earliest, sometime this summer.*

- Scot mentioned that plan implementation would involve a combination of amendments to the City's comprehensive plan, TSP and Capital Improvements Plan, as well as zoning code amendments and possibly new landscape and grading standards for hillsides. He also suggested adopting some minimal urban design standards for small lot single family housing and mixed-use areas. *These concepts will be developed further in the next draft of the RDMP.*

- Mr. Moore reiterated his interest in seeing the TID canal placed underground and the canal corridor used for the collector street. He asked whether TID been contact since the charrette. *Response: John Adam said that he had tried contacting TID but had not heard back. John and Scot will follow up with TID staff regarding the WISE project.*

- Committee members expressed support for the idea of treating stormwater and returning clean water to the TID system. *Response: Scot and John will contact Eric Dittner (SOU), as was suggested, regarding the proposals for water quality treatment and regional stormwater planning.*

- Mr. Moore suggested that it would be helpful if we had more time to work with individuals in developing the plan as they did in the two-year process that created the North Mountain Plan in Ashland. *Response: Scot said that more time and one-on-one work would be helpful, but we have limited resources. We are doing the best we can with the available time and budget. The December charrette, which some at tonight's meeting did not attend, was helpful in gathering input from property owners. Scot offered to keep an open channel of communication back and forth. Committee members should feel free to e-mail or call John with any comments over the next two weeks, and John will relay those comments to Scot.*

The next meeting will be a joint meeting with Talent's Planning Commission and City Council sometime in April, to be announced. Advisory Committee members are encouraged to attend and participate.

Any additional written comments on the draft plan should be sent to John Adam by March 8th, or call John with any questions.

RDMP PAC #2 Meeting Summary – November 19, 2004
Talent Community Hall, 4:00 p.m. – 6:00 p.m.

The second RDMP Project Advisory Committee (PAC) meeting was attended by approximately 15 property owners, agency representatives, and other interested individuals.

John Adam opened the meeting with introductions and referred to copies of the technical memoranda (Nos. 2, 3, 4). Next, Scot Siegel, project consultant, described the progress to date, including the revised goals and objectives document, field research and agency coordination with ODOT. Siegel also discussed the master plan and Measure 37, indicating that the plan would not reduce development rights, but could increase development opportunities. Next, he reviewed the existing conditions maps, and opportunities and constraints maps, then opened up the meeting for participants to look at the maps. City staff and the consultant answered questions.

The following summarizes the questions and discussion:

- Some property owners continue to be interested in development, while others are not planning to develop in the foreseeable future.
- Coordinating access and railroad crossings closures/consolidations or new crossings will be difficult and require ODOT approval. Access to individual

properties will have to be maintained even as some parcels do not develop for a long time.

- The existing pond on Tax Lot 101 is spring-fed; it has been used for irrigation and mining purposes by the owners. The pond may also be fed by the leading irrigation canal. It may be difficult or impossible to build a street around the pond without taking in more land to the UGB.
- Various alternatives for realigning Rapp Road and Helms Road were discussed, including options that would include some land outside the UGB.
- Several people expressed interest in rezoning the existing LI area to residential unless the transportation issues can be resolved to make the area more viable for industrial use (e.g., industrial-use-only crossing at the end of Rogue River Parkway).
- Some would like to see a convenience store or neighborhood commercial area at the south end.
- Consider creating a new pond parallel to the TID canal for collection and conveyance of stormwater. The water feature could be an amenity for development and a filter for stormwater before it drains under the canal and railroad to the City system.
- Drainage could be routed across the railroad to the flowing ditch between Arnos and the city ball fields at Chuck Roberts Park.

The next PAC meetings will be on December 2 and 3 when the RDMP design workshop takes place. Committee members may provide additional comments on the technical memos over the next two weeks.

RDMP PAC #1 Meeting Summary
September 30, 2004
Talent Community Hall
7:00 p.m. – 8:45 p.m.

The first RDMP Project Advisory Committee (PAC) meeting was attended by approximately 15 property owners, agency representatives, and other interest individuals.

John Adams opened the meeting with introductions, followed by an overview of the Railroad District Plan, its purpose, funding, and the PAC's role.

Scot Siegel, project consultant, described the master plan process and facilitated a discussion on how best to work with the PAC and the PAC's goals. The following summarizes the discussion:

- Some property owners want to develop, while others have no intention of developing any time soon (e.g. Moore vineyard property)
- A "phased" approach is desired, whereby complete neighborhoods can develop without being dependent on adjacent parcels which may not develop for a very long time. Phasing will be dependent, in part, on the adequacy of connecting streets.
- Annexation would be voluntary and self-initiated.
- The planning process should be guided by clear and objective criteria, but should not be overly prescriptive in requiring specific lot configurations.

Performance standards, describing desired outcomes, are preferred over prescriptive standards.

- Property owners should share the responsibilities as well as the benefits of plan implementation. Individual properties should not be shouldered with disproportionate requirements or public improvement responsibilities.
- A very low density residential zone with lots 10,000 square feet and larger may be appropriate for the steepest slopes.
- The quality of small lot housing and cluster development should be addressed. Some PAC members commented that some recent cluster housing has been developed without sufficient open space.
- The plan should include a clear process for implementation.
- Access and railroad crossings are key. We will need to coordinate with ODOT and COPRR early in the process. It was noted that Marla Cates has recent experience working with the railroad.
- There are several options for funding and improvement of the RDMP collector street. These include: 1) a master developer pays (unlikely due to unwilling sellers), 2) phased construction of street by subdividers, subject to consistent standards (possible), 3) City initiated street project with voluntary dedication or acquisition of right-of-way by adjoining properties, and advance financing and construction of the street; benefiting properties would reimburse a portion of the City's cost over time through a local improvement district, SDC's, or other assessment.
- Ownership and responsibility of the existing private rail crossings is unclear. We heard that the Belmont and Hilltop crossings have multiple easements.

Talent Irrigation District will need to be consulted regarding their plans for piping canals, and potential joint use of rights-of-way or easements.

Appendix D – Proposed Zoning Code Amendments: R1-3 Zone, R1-3/MU Overlay Zone, Agricultural Buffer (AB) Overlay Zone, and Steep Slopes (SS) Overlay Zone

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ARTICLE X. (DRAFT April 2005)

MEDIUM-DENSITY RESIDENTIAL ZONE (R1-3); MEDIUM-DENSITY RES. ZONE/MIXED-USE OVERLAY (R1-3/MU)

Section 1. DESCRIPTION AND PURPOSE

The Medium-Density Residential (R1-3) zone is intended to provide a stable, healthful and livable residential environment, together with the full range of urban services, for those residents choosing to live in neighborhoods where small lot single-family residential uses are permitted, and economic enterprises, such as home occupations and neighborhood commercial activity, can occur in a manner compatible with a single-family, small town, neighborhood character.

The base R1-3 zone allows primarily residential uses; the R1-3 zone with the Mixed-Use Overlay (R1-3/MU) allows residential and neighborhood commercial uses, subject to the provisions of Section 4.

Section 2. BUILDINGS AND USES PERMITTED OUTRIGHT

No building, structure or land shall be used, and no building or structure shall be hereafter erected, enlarged or structurally altered, except for the following uses:

A. Single-family dwellings.

B. Manufactured homes that are multi-sectional and a minimum of 1,000 square feet, not including garage or carport; however, manufactured homes are prohibited within the Old Town District or other historic districts.

C. Home occupations, subject to the provisions of Article 22.

D. Planned unit developments, subject to the provisions of Article 21.

E. Agricultural uses, including field crops, truck gardening, berry crops, orchards, raising of bees, rabbits and poultry, and raising and grazing of horses, cows, sheep and goats. Keeping of animals shall be subject to the following additional restrictions:

1. Swine shall not be permitted.

2. Horses, cows, goats and sheep shall not be permitted on any lot less than 20,000 square feet in area; no more than two head of livestock over six months of age shall be kept per acre of property area; and no livestock shall be kept within one hundred (100) feet of any dwelling other than the one on the same property.

3. Bees may be kept provided there are not more than two colonies on any one lot and that there shall be a minimum of 8,000 square feet of lot size.

4. The number of chickens, fowl and/or rabbits over the age of six months shall not exceed one for each 1,000 square feet of property; the number of young

chickens, fowl or rabbits (under six months) shall not exceed three times the allowable number of animals over six months.

5. Animals, including chickens or fowl, shall be properly fenced, caged or housed and proper sanitation shall be maintained at all times.

F. Accessory buildings and structures, including private garages, guest houses, storage sheds for garden equipment, private greenhouses, solar energy collectors or other energy-conserving device and equipment used for the mounting or operation of such devices, stables, barns and other uses determined to be similar by the planning staff advisor or Commission.

G. Other uses determined by the Planning Commission to be similar to those listed above.

Section 3. BUILDINGS AND USES PERMITTED SUBJECT TO SITE PLAN REVIEW WITHOUT A PUBLIC HEARING

No building or structure shall be hereafter erected, enlarged or structurally altered, neither shall any land be developed, except for the following uses, which are subject to the site development plan review process in Article 23.

A. Single-family attached dwellings and rowhouses are allowed, provided they do not exceeding 6 common wall dwellings, or 180 feet in combined length or width, whichever is less.

B. Duplexes.

C. Accessory Dwelling Units on individual lots, subject to the provisions of Article 28, “Accessory Dwelling Units”

D. Two or three main buildings on an individual lot, provided that there shall be a minimum of 3,000 square feet of lot area per dwelling unit.

E. Other uses determined by the Planning Commission to be similar to those listed above or under Section 2, where permitted by the Planning Commission after written application.

Section 4. BUILDINGS AND USES PERMITTED SUBJECT TO SITE PLAN REVIEW WITH A PUBLIC HEARING

No building or structure shall be hereafter erected, enlarged or structurally altered, neither shall any land be developed except for the following buildings and uses, which are, permitted subject to the provisions of Article 23 and Section 3 of Article 27. The following uses are those that, although permissible, contain certain characteristics that can impact nearby properties. The purpose of the public hearing is to obtain points of view and suggestions from persons owning property within 250 feet of a proposed use, or their representatives, or other interested or affected persons, as to how the use may be developed on the proposed site.

A. Commercial uses, consistent with those allowed in the C-1 zone, not exceeding 2,000 square feet of floor area per use, and subject to the standards of the Neighborhood Commercial (C-1) zone. (R1-3 Mixed-Use Overlay Zones Only.)

B. Parks and playgrounds.

C. Public and semi-public buildings essential to the physical welfare of the area, such as fire and police substations, libraries, substations, pump stations and reservoirs, provided that each side yard on an interior lot shall be a minimum of 20 percent (20%) of the property width but not less than ten feet.

D. Churches and other places of worship, excluding rescue missions and temporary revivals held outside of religious worship buildings.

E. Other uses determined by the Planning Commission to be similar to those listed above, or under Section 2 or 3.

F. Relocated Structures.

Section 5. BUILDINGS AND USES PERMITTED CONDITIONALLY

The Planning Commission may grant or deny a conditional use permit in accordance with the procedure set forth in Article 24. The following uses permitted conditionally in the R1-6 zone meet the description and purpose set forth in Article 24:

A. Hospitals, sanitariums, rest homes, homes for the aged, nursing homes, group care homes, retirement homes, and medical and dental clinics and laboratories (not including animal hospitals and clinics).

B. Kindergartens, day nurseries and preschools.

C. Public and private elementary, junior high and high schools and colleges.

D. Mobile home for the infirm, subject to the supplemental provisions of Article 24, Section 9.

E. Community centers, fraternal or lodge buildings.

F. Neighborhood grocery store located on a lot of not more than 2,000 square feet in area and where the exterior appearance has a residential appearance similar to the residences on adjacent properties.

G. Buildings over two and a half (2½) stories or thirty (30) feet in height, whichever is the lesser. Such buildings must meet the Building Height Transition Standards in Article 16, Section 5A.

H. Other buildings, structures or uses that the Planning Commission determines to be similar to other uses permitted conditionally in the R1-6 zone.

Section 6. DENSITY AND DIMENSIONAL REQUIREMENTS.

A. Minimum Lot Area (for rules on lot averaging, refer to Land Divisions Ordinance, Section 13C-1a):

1. 3,000 square feet.
2. Corner lots: 4,000 square feet.

B. Minimum Lot Area per Dwelling Unit:

Section 10. OTHER

For other specific requirements, refer to the following Articles of the Zoning Ordinance:

Building coverage	Article 15
Building height	Article 15
Landscaping	Article 19
Parking	Article 17
Solar Access	Article 20
Street Access and Improvements	Article 18

[adopted (date)]

ARTICLE 12.
NATURAL AREAS, PARKS AND FLOODPLAINS, AND AGRICULTURAL BUFFER (AB) ZONES

Amend Article 12 to provide an Agricultural Buffer (AB) Overlay Zone, as follows (Note: The following language is preliminary. It should be reviewed and finalized with input by Jackson County):

a) **AB Overlay Zone Purpose**. The purpose of the AB Overlay Zone is to maintain buffers between urban areas and farm operations to protect public safety and welfare in both areas. The buffers are intended to:
   1. reduce impacts from farm operations, such as dust, spray, noise, and other impacts, on residential uses; and
   2. provide for compatibility between urban development and farm operations, for example, by avoiding impacts due to stormwater runoff, erosion, and grading from development.

b) **Applicability.** The AB Overlay Zone applies where the Talent Railroad District Master Plan Map designates Agricultural Buffers. The standards in subsection "c" are applied to urban subdivision lots that abut an EFU/UGB boundary. The AB overlay does not apply to properties that are subject to Article 14 (Steep Slopes Overlay Zone).

c) **Standards.** Where a lot or parcel abuts an Exclusive Farm Use (EFU) Zone and is subject to the AB Overlay, a minimum setback of *[40-100]* feet shall be provided:
   1. Within the setback, no development (excavation, grading, paving, building, etc.) is allowed;
   2. The minimum setback may be adjusted through a subdivision approval where the average of all EFU setbacks within the subdivision is equal to or greater than *[40-100]* feet, as established at the time of subdivision approval; and
   3. Alternatively, the setback may be met by an open space or common area tract located between the UGB and subdivision lots, where the tract has an average depth of not less than *[40-100]* feet.

1. 3,000 square feet.

C. Minimum Lot Width:

1. 20 feet, provided that where the lot width is less than 40 feet, the total width of all garage openings facing the street shall not exceed 20 feet.

D. Minimum Setbacks:

1. Front: 10 feet for dwellings; 20 feet for garage and carport entrances.
2. Side: Five (5) feet for the first story, plus three (3) feet for buildings over 16 feet in height; except a reduced setback and common wall development may be approved through Site Plan Review with a public hearing. The following additional provisions shall also apply to side setbacks:
   a. 10 feet for street-facing side yards on corner lots when side street is a local or an alley; 15 feet when side street is a collector or arterial; 20 feet for garage and carport entrances.
   b. 10 feet on one side for zero lot-line lots.
3. Rear: 10 feet; five (5) feet for alley-access garages; and 20 feet for double-frontage lots.

E. Maximum Building Bulk:

1. Height: 30 feet, except as approved under Section 5.G.
2. Building Coverage: 45 percent; except 65 percent for attached single family or rowhouse buildings.

F. Non-conforming Lots of Record:

1. A lot having an area of less than 3,000 square feet of record at the time of the passage of this ordinance may be occupied by one single-family dwelling if all other dimensional requirements of the zone are complied with.

Section 7. LANDSCAPING, FENCES, WALLS, AND SIGNS

In the R1-3 zone, all areas on a lot not occupied by roadways, parking areas, walkways, patios or structures shall be landscaped and maintained. Fences, walls, hedges and screen plantings shall be permitted in conformance with the requirements of Talent Ord. 371 or any amendment thereto. All fences, walls, hedges and screen plantings shall be properly maintained. Signs shall be permitted and in conformance with any ordinance adopted by the City of Talent to regulate signs.

Section 8. BUILDING ORIENTATION

All single-family attached dwellings with three or more dwellings and all commercial uses shall have their primary building entrances oriented to a public street or pedestrian plaza. Parking shall not be permitted between the street and a primary entrance of a rowhouse or commercial building. Approval of pedestrian plazas used to comply with Section 8 shall be subject to Site Plan Review.

Section 9. SINGLE-FAMILY TRANSITIONS

Single-family development that is adjacent to non-residential zones may be required to provide a transitional buffer consistent with Article 19, Section 16C.

ARTICLE 14.

STEEP SLOPES OVERLAY ZONE SS.;

Amend Section 3. PERMITTED USES, YARD AND LOT REGULATIONS, subsections a) through c), as follows. (Note: The following language is preliminary. It should be reviewed and finalized with input by Jackson County):

a) Permitted Uses. Except within areas designated Open Space Conservation by the Railroad District Master Plan (RDMP), the uses and buildings permitted in the underlying zone are permitted within the SS overlay. Within the Open Space Conservation area, no development (buildings, structures, excavation, grading, paving, etc.) is allowed. Grading and tree removal are also prohibited, except that landscape management, such removal of dead trees, for fire prevention is allowed. Trails connecting the RDMP area to adjacent forest lands, with land owner permission, are also allowed, subject to site design review or subdivision review, as applicable.

b) Yard Regulations. The yard regulations of the underlying zone shall apply, except within Open Space Conservation areas, required setbacks shall be determined through subdivision approval. When an Open Space Conservation area is reserved in a tract (i.e., separate from residential lots), the minimum setback is 5 feet, as measured from lot line abutting the conservation tract. When an Open Space Conservation area is reserved in a conservation easement applying to one or more residential lots, the minimum setback is 5 feet, as measured from the lot line abutting the conservation easement.

c) Lot Regulations. The ~~lot regulations of the underlying zone shall apply except the~~ minimum lot size within the SS Overlay shall be ~~twice as many square feet~~ doubled per ~~dwelling unit as~~ the underlying zone, except.

1. The minimum lot sizes within the Railroad District Master Plan (RDMP) shall be as designated on the RDMP Map.

2. The minimum lot size may be reduced as provided in Section 4 (PUDs);

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