

# **COLVER ROAD RECREATION/EDUCATIONAL CONCEPT PLAN**

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

***TA-1 and TA-ROW***

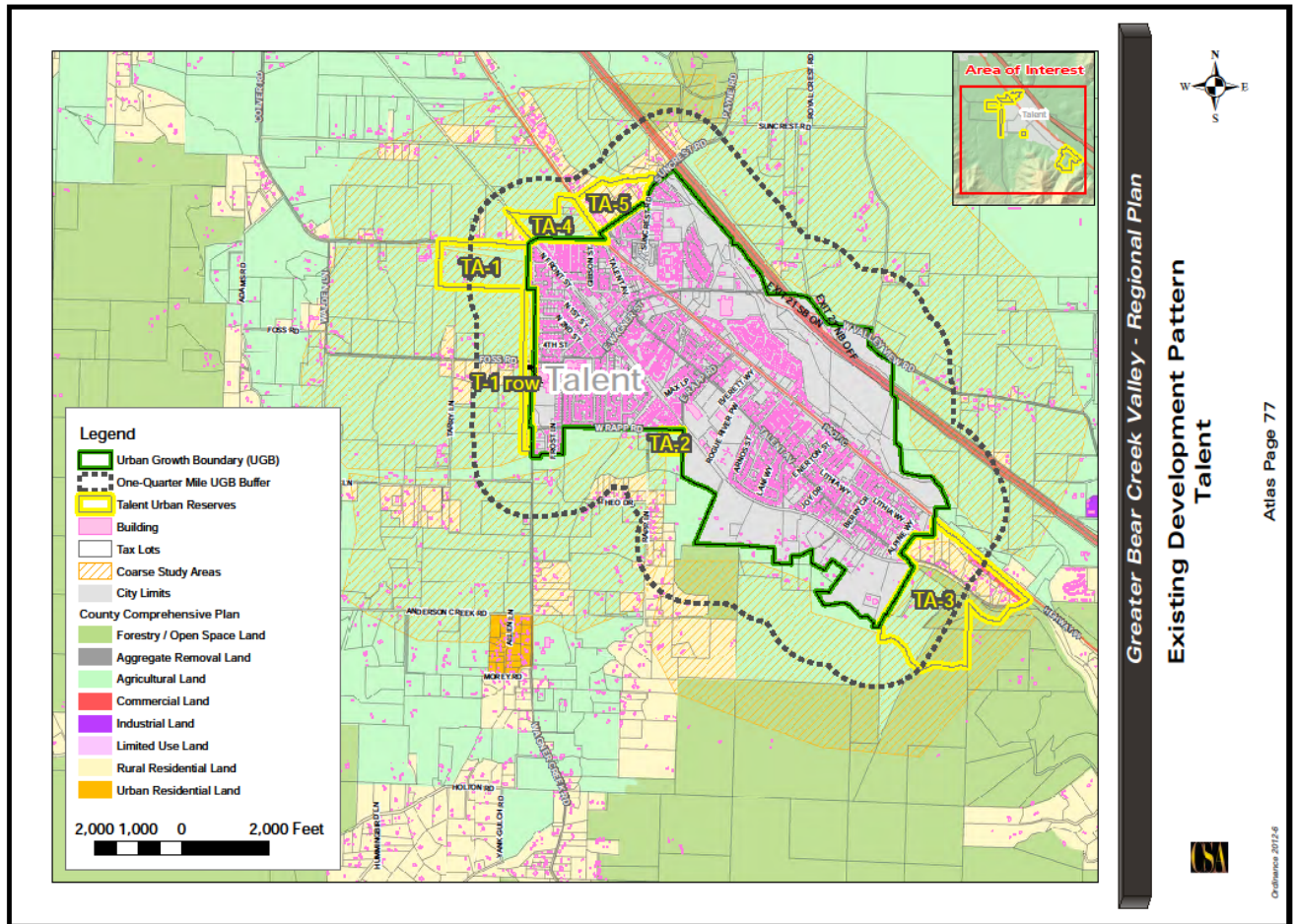
***AN URBAN RESERVE AREA OF THE CITY TALENT***

City of Talent  
June 1, 2022

## 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-1 *Concept Plan* (*'Concept Plan'*). Figure 1 illustrates TA-1'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-1, 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-1.

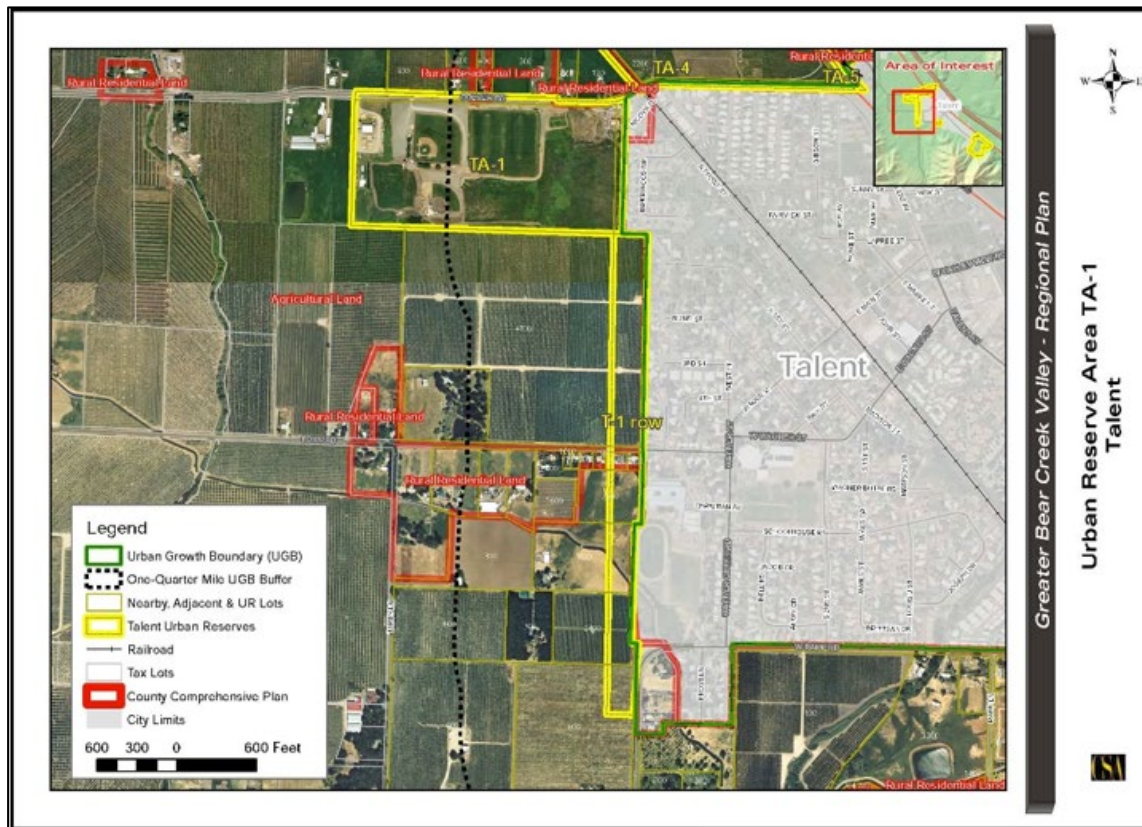
The *Concept Plan* is a general land use guide prepared in accordance with and intended to facilitate implementation of the Regional Plan Element. It does not address compliance with the Oregon

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-1, which is presented in Part 2 of this document. The remainder of the document (Part 3) provides 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-1 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-1 is to preserve land for future public use and to provide an employment opportunity at the north end of the City along Colver Road. Performance Indicator 2.9.12 restricts development of TA-1 to either school or park/open space/recreational area. The site's borders include a regional collector road, agricultural land and a railway. It is proposed to accommodate future regional recreational and school use. 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-1. 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-1 as Employment. Employment land generally includes three categories: retail, industrial and public. In this case its future designation will be Public Use/Open Space. The proposed use of after school recreational use/school and fields use would buffer the agricultural activities to the south and west. Since the area is already committed to school facility uses, this proposed conceptual plan would efficiently accommodate the city's identified land needs for public and institutional land uses. The proposed uses currently do not have any direct connectivity to the schools to the south.

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

The regionally significant transportation corridor affecting TA-1 are South Pacific Highway (OR 99) and Colver Road, a County regional corridor. The local streets that are within the adjacent residential neighborhood development terminate at cul-de-sacs. There currently is no direct connectivity to the elementary and middle schools to the south. Significant out-of-direct travel is required to reach the site from the existing schools and residents from the south. The TA-1 area includes a proposed direct connection between the existing school facilities and Foss Road. A route that would be approximately 1,750 feet from the middle school campus to the sports fields as opposed to nearly one mile by way of Wagner Creek Road to Main Street to Front Street to Colver Road.

The existing route requires crossing the railroad tracks two times to travel between the schools and the recreation fields and the bus barn. The proposed route would be adjacent to and west of the urban growth boundary where urban residential yard already abuts an active orchard operation. The road would provide separation between the orchard activity and the homes, and the road would be designed with screening and buffering attributes. The road right-of-way and screening together minimizes the amount of land needed for the agricultural buffering the city agreed to in the regional plan. The resulting connection from Foss and Wagner Creek Roads to Colver Road would solve many of the inefficiency and safety concerns that now exist. By including TA-ROW with this proposed conceptual plan access and circulation would be greatly improved to the existing elementary and middle school sites, as well as residential areas in the



southwest portions of the city. It would significantly reduce the bus travel from Colver Road bus barn to the Talent middle and elementary school and provide access to the west side of Talent for emergency evacuation access.

Figure 3 – TA-1/TA-ROW Conceptual Planning Transportation Alternatives

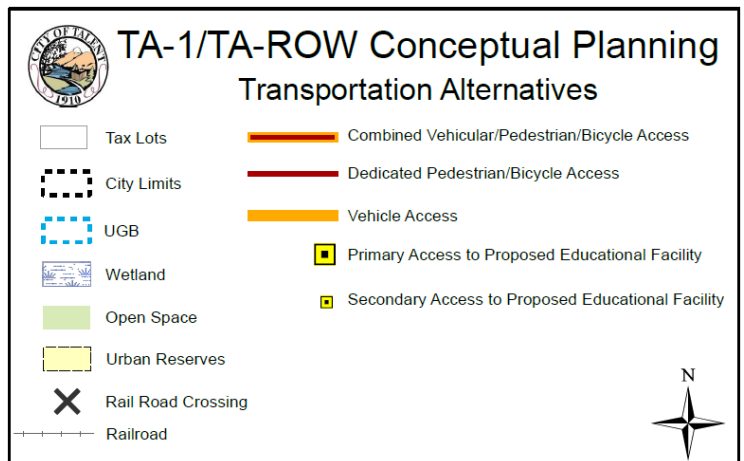
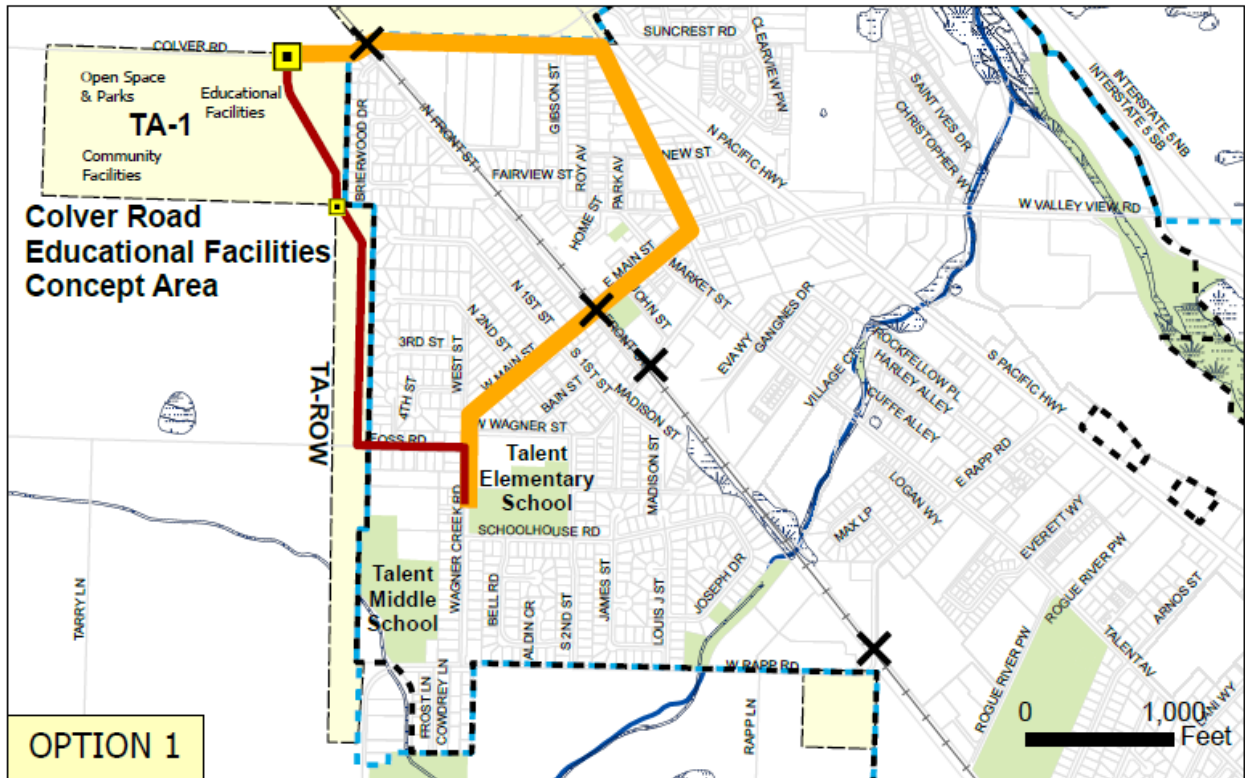


Figure 4 – Talent URCP Bicycle/Pedestrian Systems & Transit Route

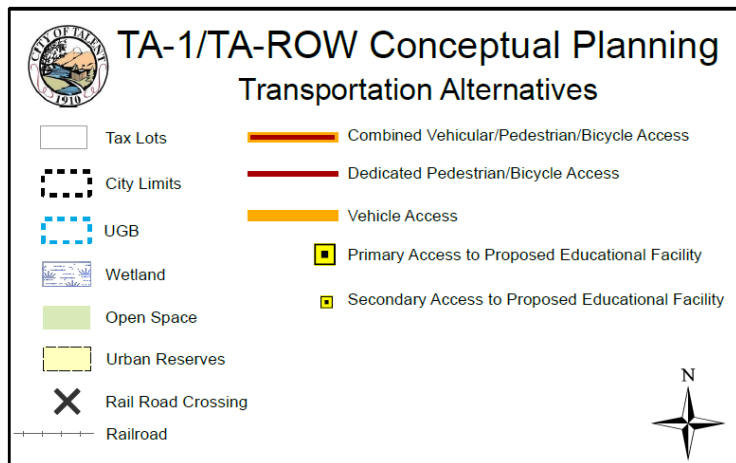
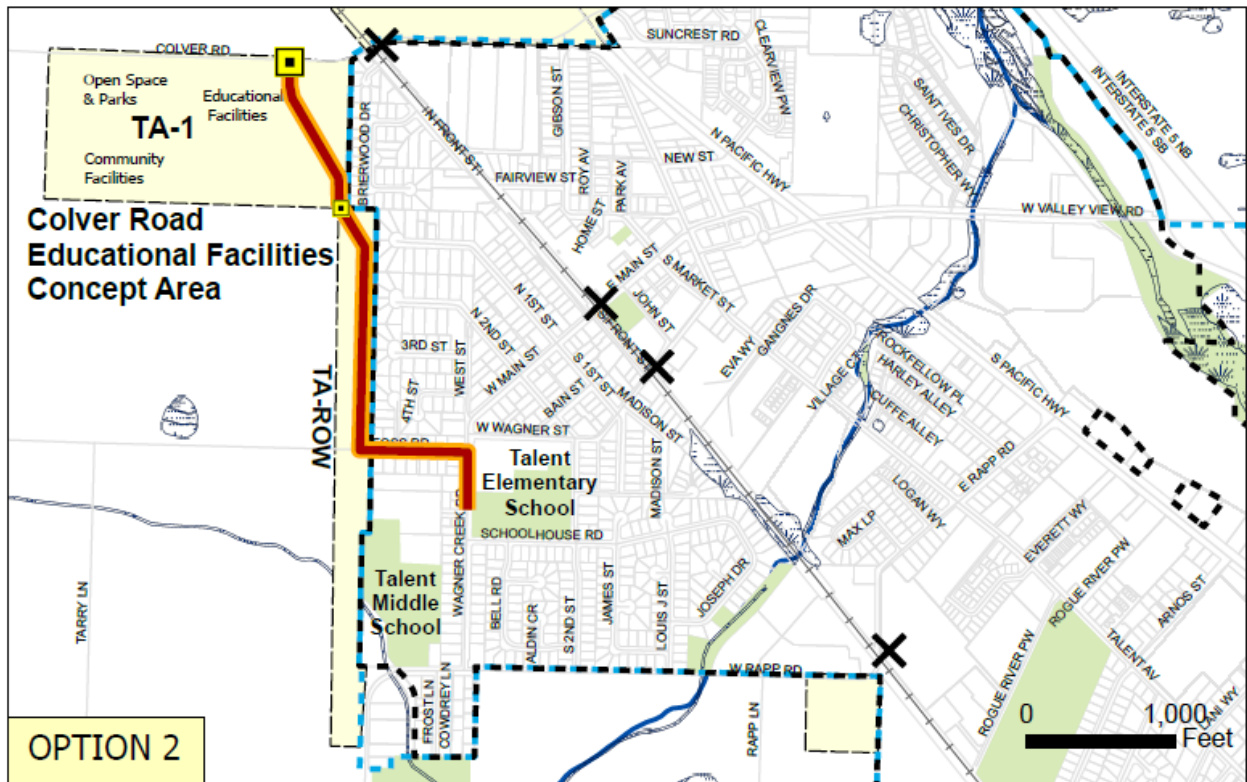
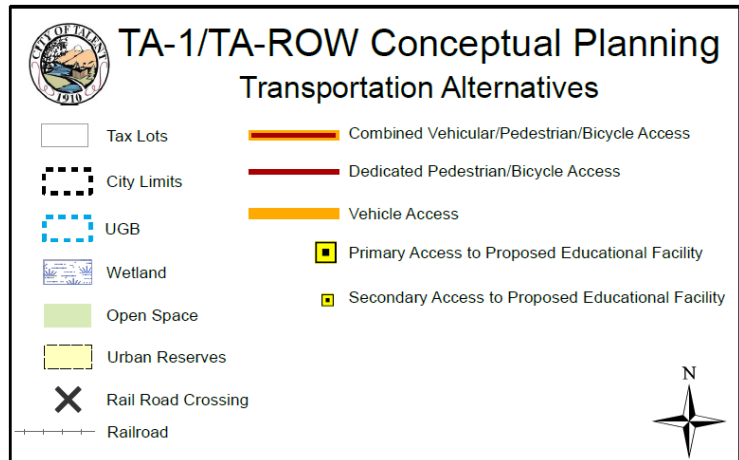
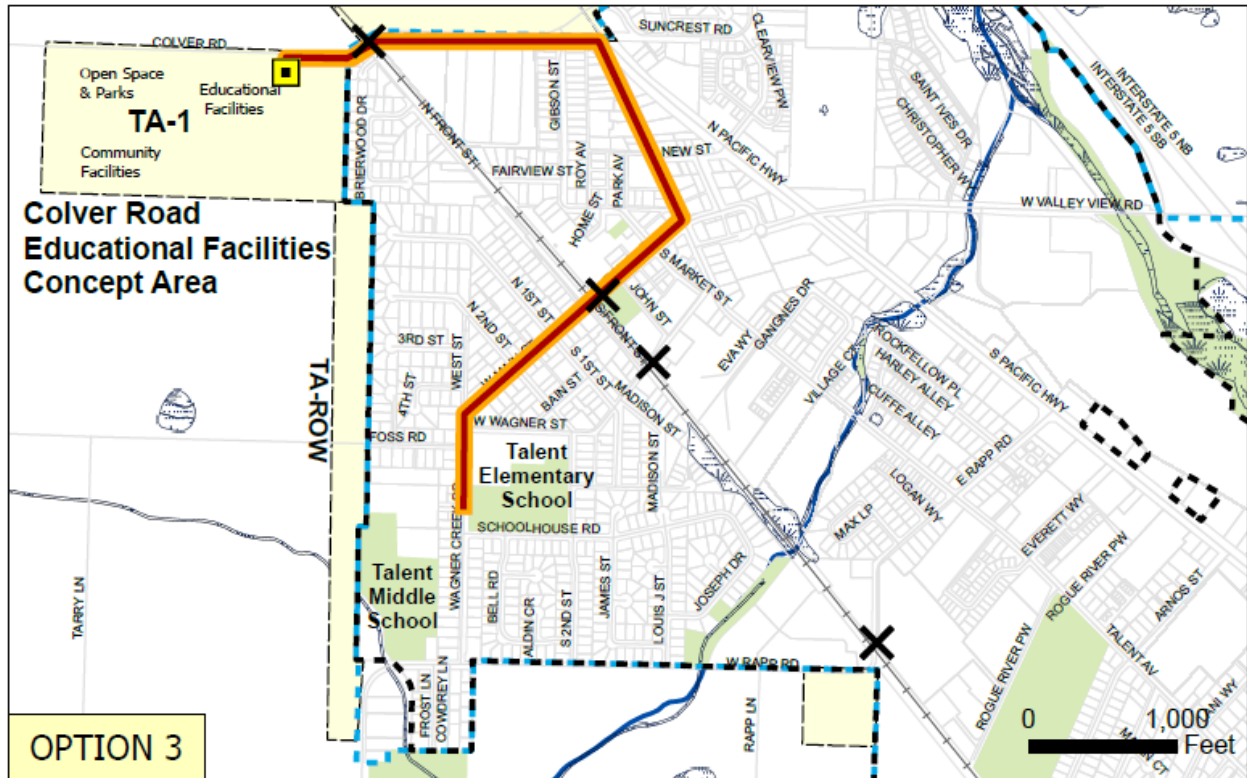


Figure 5 – Talent URCP, Existing Transit Routes Remain Unchanged



**c. Implementation Guidelines**

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

**Policy TA-1.1 Land Use:** At time of inclusion in the City’s urban growth boundary (UGB) the property will be shown on the City’s General Land Use Plan Map as Parks/Public Facilities.

**Policy TA-1.2 Access:** Access from Colver Road will require movement through town or possibly via Highway 99 to Colver Road. Colver Road is currently maintained Rural Major Collector. There is 65 feet of unimproved right-of-way that fronts the subject parcel. The City of Talent’s TSP designates this right-of-way as the location of a future collector.

**Policy TA-1.3 Irrigation District Coordination.** Talent Irrigation District maintains laterals along the south and west boundaries of TA-1. As properties within TA-1 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-1.4 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.

**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-1 in its current condition.

**Natural Landscape:** The parcel is designated as Agricultural land, it is owned by the Phoenix-Talent School District and is developed with a bus barn and vehicle service area, in addition to the recreational sports fields.

**Cultural Landscape:** TA-1 is a 43 acre parcel. The parcel will maintain the current bus barn use and expand the recreation and public facilities uses to accommodate the schools and little league needs for the area. The entire site is owned by the Phoenix Talent School District.

Table 1 – TA-1 Current Parcel Characteristics

Assessor’s No.	Acreage	Zoning	Land Use	Ownership
381W22D TL 1000	43.00	EFU	Bus Barn/ Recreation Fields	Phoenix-Talent School District
Total Acres	43.00			

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

All of TA-1 is currently planned and designated for agricultural (EFU) use. Tax Lot 381W-22D-Talent Urban Reserve Area TA-1 & TA-ROW



1000 is a single 43 acre parcel designated as Agricultural land. Although owned by the Phoenix-Talent School District and is developed with bus barn and vehicle service area as well as recreational sports fields. The parcel is not identified by the Resource Land Review Committee as an area with commercial agricultural lands.

**c. Existing Infrastructure**

***Water***

Currently, public water service is not available to TA-1 but can be easily extended from the existing Talent water lines to the Southeast.

***Sanitary Sewer***

A Rogue Valley sanitary sewer trunk line runs east-west along Colver Road at the south edge of the urban reserve area. Sanitary sewer is already provided to the property.

***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-1 is currently accessed by Colver Road, a county road, and South Pacific Highway (Highway 99) a state highway.

***Irrigation District***

TA-1 is located within the Talent Irrigation District (TID) and has water rights on most of the 43 acre parcel. Most of the property abutting TA-1 on north is in residential and 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 residential or agricultural uses.

***Fire Protection***

The subject property is within the boundary of Fire District #5 which provides rural services to the surrounding area as well as service to Talent proper.

**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-1 Concept Plan.

Table 2 - Performance Indicators Specific to Conceptual Plans

<b>Applicability</b>			
<b>Number</b>	<b>Description</b>	<b>Yes</b>	<b>No</b>
2.1	County Adoption		X
2.2	City Adoption		X
2.3	Urban Reserve Management Agreement		X
2.4	Urban Growth Boundary Management		X
2.5	Committed Residential Density		X
2.5.1	Minimum Residential Density Standards		X
2.6	Mixed-Use/Pedestrian Friendly Areas		X
2.7	Conceptual Transportation Plans	X	
2.7.1	Transportation Infrastructure	X	
2.8	Conceptual Land Use Plans	X	
2.8.1	Target Residential Density		X
2.8.2	Land Use Distribution	X	
2.8.3	Transportation Infrastructure	X	
2.8.4	Mixed Use/Pedestrian Friendly Areas		X
2.9	Conditions Specific to Certain URAs	X	
2.9.11	Development of TA-1 restricted to school or park/open space use	X	
2.9.12	Development of TA-ROW restricted to transportation uses	X	
2.10	Agricultural Buffering	X	
2.11	Regional Land Preservation Strategies		X
2.12	Housing Strategies		X
2.13	Urban Growth Boundary Amendments	X	
2.13.1	UGB Expansions Outside of URAs		X
2.14	Land Division Restrictions	X	
2.14.1	Minimum Lot Size		X
2.14.2	Cluster Development		X
2.14.3	Land Division and Future Platting		X
2.14.4	Land Division and Transportation Plan		X
2.14.5	Land Division Deed Restriction		X
2.15	Rural Residential Rule Ashland		X
2.16	Population Allocation		X
2.17	Park Land		X
2.18	Buildable Land Definition		X
2.19	Greater RVMPO Coordination	X	
2.19.1	Prepare Conceptual Transportation Plan	X	
2.19.2	Designate and Protect Planned Transportation Infrastructure	X	
2.19.3	Regionally Significant Transportation Strategies	X	
2.19.4	Supplemental Transportation Funding	X	
2.20	Future Coordination with 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:

**2.2 City Adoption.** The city has incorporated the Greater Bear Creek Valley Regional Plan (GBCVRP) into the Talent Comprehensive Plan as the Regional Plan Element.

***Finding:*** The GBCVRP has been considered in the preparation of this Conceptual Plan

***Conclusion 2.2:*** Complies

**2.3 Urban Reserve Management Agreement (URMA).** An URMA was adopted by the city when it adopted its Regional Plan Element.

***Finding:*** The URMA has been considered in the preparation of this Conceptual Plan.

***Conclusion 2.3:*** Complies

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

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

***Finding:*** Because none of the land in TA-1 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:** The RTP lists 44% mixed-use employment target for new development by 2020. New land use categories in the Conceptual Plan can be adapted to create walkable/mixed use connections in TA-1.

**Conclusion 2.6:** Complies

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

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

**Finding:** 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 2021-2045 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. The railroad serves as the western boundary of the urban reserve area and may be available to transport industrial products. In addition, the Development of TA-ROW is restricted to transportation uses and shall be a maximum of 120' in width. The City of Talent is preparing a conceptual plan for TA-1 as proposed for school use and park and recreational area. TA-ROW will be considered as part of the process to address traffic patterns and connectivity from the elementary and middle school to the recreational area. Inclusion of TA-ROW would significantly reduce bus traffic through town and possibly provide another access for the west side of Talent out to highway 99 in case of emergency.

**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-1 is not among the URAs listed in the Regional Plan but has been restricted to school/park recreational and open space uses.

**Conclusion:** Not Applicable.

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

**Finding:** The required transportation infrastructure per 2.7 is included in the TA-1 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:

**2.9.11. TA-1.** Develop of TA-1 shall be restricted to school/park recreational and open space 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.

**Conclusion:** Complies.



**2.9.12 TA-ROW.** Development of TA-ROW is restricted to transportation and agricultural uses and buffering shall be a maximum of 120 feet in width.

**Finding:** This urban reserve area is restricted to and complements the urban reserve area of TA-1. It will promote connectivity to the site from the talent elementary and middle school. Improved access to the TA-1 site will be more pedestrian friendly and promote exercise beneficial to public health.

**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 following adoption of the Regional Plan. TA-1 abuts EFU zoned lands along its southerly 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 recreational, 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-1 Concept Plan addresses this requirement in anticipation of an urban growth boundary application into TA-1.

**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:

**Finding:** TA-1 is one parcel of 43 acres, the parcel is dedicated to open space, recreation and school uses. There is an existing bus barn used to house and repair buses and existing recreational fields that will remain.

**Conclusion:** Complies

**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:** The property will be developed as a recreational/park land area along with a school/group facility to be used in conjunction with the recreational area.

**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 5.1.7.

2.19.2. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 5.1.7 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-1 Concept Plan was prepared in collaboration with RVMPO with attention given to the effective implementation of the Regional Plan. On May 11, 2022, 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 subject to RVMPO approval.

**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 city endorsed the Agricultural Task Force submitted 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 to 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. The parcel currently has water rights to the subject parcel.

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