

Tuesday, January 27, 2015 Draft

TOLO AREA CONCEPT PLAN

*A CONCEPTUAL LAND USE AND
TRANSPORTATION PLAN FOR*

CP-1B

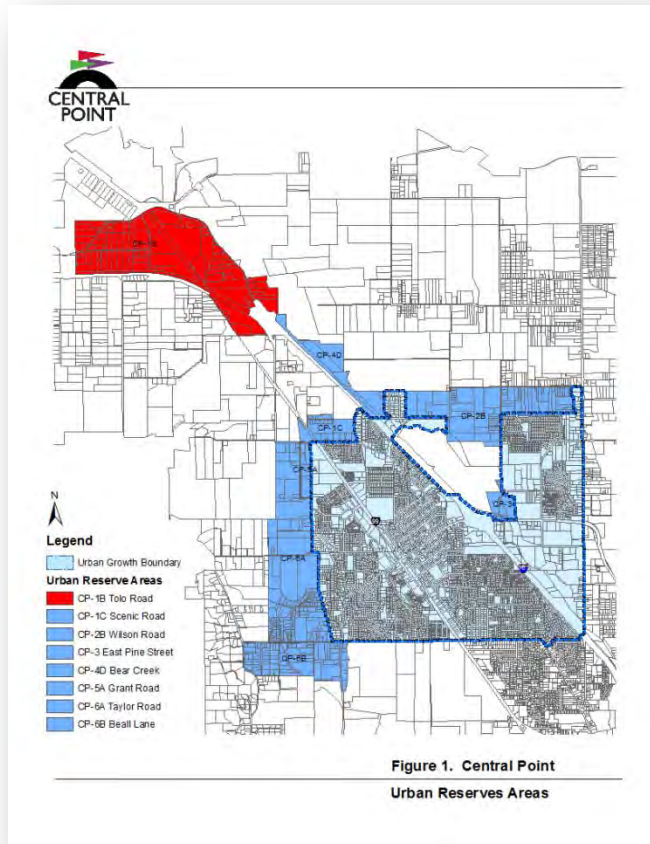
*AN URBAN RESERVE AREA OF THE CITY OF
CENTRAL POINT*

City of Central Point

Adopted by City Council Resolution No. xxxxx, February xx, 2015

PART 1. INTRODUCTION

As part of the Regional Plan Element¹ it is required that the City prepare and adopt for each of its eight (8) Urban Reserve Areas (URAs) a Conceptual Land Use Plan² and a Conceptual Transportation Plan³ prior to or in conjunction with an Urban Growth Boundary (UGB) amendment within a given URA. This document addresses both conceptual plans, which are collectively referred to as the *CP-1B Concept Plan* (*Concept Plan*). Figure 1 illustrates CP-1B's relationship to the City and the other URAs.



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 CP-1B 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 CP-1B.

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 appropriately addressed at some other

¹ City of Central Point Ordinance 1964

² City of Central Point Comprehensive Plan, Regional Plan Element, Section 4.1 Performance Indicators, subsection 4.1.7

³ City of Central Point Comprehensive Plan, Regional Plan Element, Section 4.1 Performance Indicators, subsection 4.1.8

time as the area's planning proceeds through UGB amendment, 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 CP-1B; which is presented in Part 2 of this document. The remainder of the document (Part 3) is dedicated to providing background information used in preparation of the *Concept Plan*, including findings of compliance with the land use distribution and applicable Performance Indicators in the City's Regional Plan Element.

In summary the *Concept Plan* has been prepared in accordance with the Regional Plan Element and Greater Bear Creek Valley Regional Plan including all applicable performance indicators set forth in these documents. The development concept for CP-1B compliments and supports local and regional objectives relative to land use distribution and needed transportation corridors identified in the *Greater Bear Creek Valley Regional Plan*.

PART 2. THE CONCEPT PLAN

The long-term objective for CP-1B is that it will develop as a regionally significant employment hub that is populated with transportation-oriented uses and complementary businesses given the URA's proximity to an interchange, access to rail and location on a state freight route. The area is currently home to aircraft manufacturer Erickson Air Crane and Cardmoore Trucking. It is viewed as a future Central Point employment area as it develops and becomes a part of the City. The Concept Plan is comprised 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 CP-1B. This is necessary because the Regional Plan Element only addresses land use in terms of general land use types, i.e. residential, employment, etc., and percentage distribution of the land use.

The Regional Plan Element distributes land uses within CP-1B into one basic land use classification; employment (100%). Employment land includes three categories: retail, industrial, and public. The Land Use Plan for CP-1B refines these allocations by aligning them with the appropriate Comprehensive Plan Land Use and Zoning designations in the City's Comprehensive Plan. Those designations are illustrated in Figure 2, and tabulated in Table 1 as follows:

- i. **Industrial.** The Comprehensive Plan’s industrial designation is intended to ‘establish a strong and diversified sector’ and to ‘maximize new development opportunities’. Zoning is broken down into two categories with the possibility of a third.
 - M-1 (Industrial, Light);
 - M-2 (Industrial, General);
 - B-P, Business Park (Business Offices and Service Commercial) which is compatible with and closely related in nature of business to uses permitted in M-1 and M-2 but may be developed independent of those uses.

- ii. **Commercial.** The Comprehensive Plan’s commercial designation is intended to be an economically strong and balanced sector that meets the needs of the local market area. In this case, retail uses are intended to serve development in the immediate Tolo Employment area and reduce out of area vehicle trips.

- iii. **Public.** Parks and Open Space designation is consistent with the Regional Plan Element and allows for the continued use and improvement of the Bear Creek Greenway system, natural drainage and agricultural buffers. It also provides opportunities for passive recreational/open space use.

Township/Range/Section	Acreage	Future Zoning	Future Comp Plan	Current Ownership
362W20-29	97.23	B-P	Business Park	
362W20-29	11.40	C-I	Commercial	
362W20-29	184.97	M-1	Light Industrial	
362W20-29	202.64	M-2	Heavy Industrial	
362W20-29	44.92	Park	Public/Open Space	
TOTAL ACRES	541.16			

b. The Conceptual Transportation Plan (‘Transportation Plan’)

The regionally significant transportation corridors affecting CP-1B are Interstate 5 (I-5) and Blackwell Road/OR 140. The *Concept Plan* identifies both the Interchange Area Management Plan (IAMP 35) and OR 140 Corridor Plan (Figure 2, CP-1B Concept Plan) and includes policies that

encourage the thoughtful development of the interchange and surrounding properties.

c. **Implementation Guidelines**

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

Policy CP-1B.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 illustrated in the CP-1B Concept Plan, Figure 2.

Policy CP-1B.2 Transportation: At time of inclusion in the City's urban growth boundary (UGB) the local street network plan, road alignments and transportation improvements identified in various state plans will be included in the City's Transportation System's Plan (TSP) as illustrated in the CP-1B Concept Plan, Figure 2. The City has already adopted IAMP 35 by resolution.

Policy CP-1B.3 Urban Growth Boundary Management Agreement (UGBMA): At time of adoption of a revised UGBMA, CP-1B and CP-1C will take precedence over the Area of Mutual Planning Concern (AMPC) *a geographical area lying beyond the adopted urban growth boundary in which the City and County have an interest in terms of the area's types and levels of development, land uses environment, agriculture, and other unique characteristics.* However, the City and County will continue to coordinate land use activity within AMPCs.

Policy CP-1B.4: Committed Residential Density: At time of UGB Expansion into CP-1B, the county zoned residential land will cease to exist and residential land uses will become legally non-conforming. The Conceptual Plan for CP-1B does not include any land designated for residential uses.

Policy CP-1B.5 Forest/Gibbon Acres Unincorporated Containment Boundary: At time of UGB Expansion into CP-1B, the City and Jackson County will have adopted an agreement (Area of Mutual Planning Concern) for the management of Forest/Gibbon Acres.

Policy CP-1B.6 Agricultural Mitigation/Buffering: At time of UGB Expansion into CP-1B, the City and County will coordinate with RRVID to identify, evaluate and prepare potential mitigation. The City will implement agricultural buffers in accordance with adopted ordinances at the time of annexation.

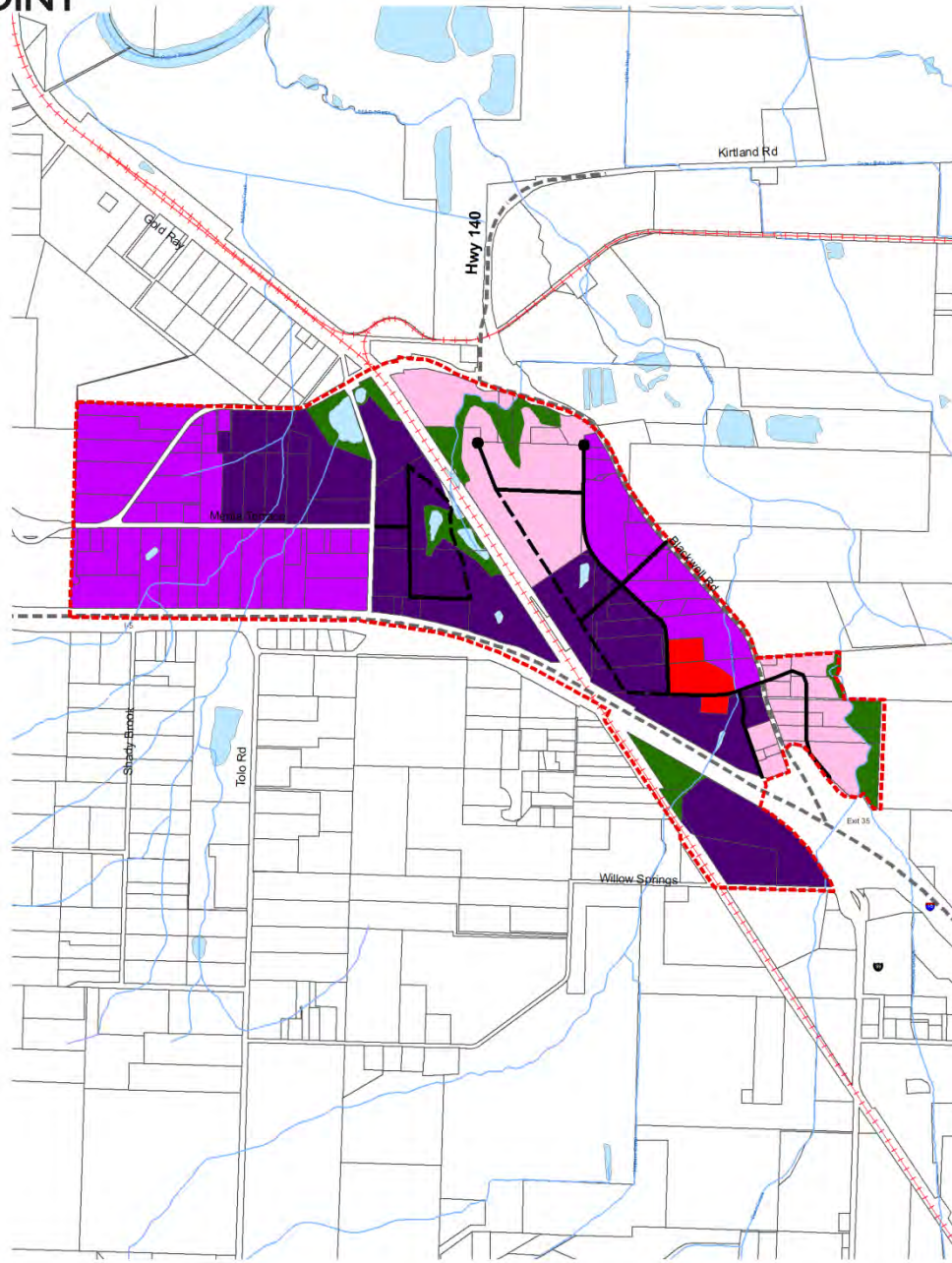


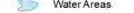
Figure 2. Concept Plan


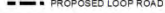
Tolo Area (CP-1B)

Legend

AREA

 CP-1B

 Class 2 Railroad
 Streams
 Water Areas

 PROPOSED ROAD
 PROPOSED LOOP ROAD

ZONE_TYPE

 OPEN SPACE
 BUSINESS PARK
 COMMERCIAL
 M-1
 M-2



Figure 3. Aerial Map

Legend



CP-1B

**Tolo Area (CP-1B)
Concept Plan**

Date: 10/13/2014

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 CP-1B in its current condition.

Natural Landscape: CP-1B is traversed by multiple creeks and waterways east and west of the railroad grade which bisects the URA from the northwest to the southeast. Various ponds and wetlands have formed along the creeks and some are independent from them. Topographically, the land in CP-1B rises 20 to 30 feet from Blackwell Road which forms the eastern boundary of most of the URA. This results in something of a *shelf* that is level with the railroad grade. A lot of developable land is accessible to the railroad on the east and west sides of it.

In spite of the numerous creeks, ponds and wetlands present in the URA, there are relatively few tax lots that are subject to the flood hazards as shown in Figure 4. Those areas that are subject to flood zones will be required to perform mitigation. Aggregate mining sites are mostly located outside the boundaries of the URA.

Cultural Landscape: CP-1B is principally oriented to the intersection of a railroad and an interstate highway. Mines, quarries and mills characterized the town of Tolo (northwest CP-1B) in the 1860's and it was envisioned to be one of the biggest cities of Southern Oregon. It was platted in 1888, but was virtually abandoned by the year 1918. In 1986, the Jackson County Commission returned the plat to public ownership. The mill sites along the railroad have been reused for long term storage and truck terminals. Aggregate quarries continue to be operated outside the boundaries of CP-1B. Limited farming is done east of Blackwell Road and other land has been subdivided into rural residential lots west of Tolo Road. It is envisioned that this area could redevelop into a multi-modal transport hub where cargo owners agree to move the goods by at least two modes of transport under a single contract. Other employment is also planned in the future under the jurisdiction of the City of Central Point.

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b. Current Land Use Designations & Zoning

Jackson County zoning acknowledges the unique geographic features of CP-1B by designating land for both General Industrial and Interchange Commercial uses. The area's proximity to the interstate and the railroad justified these land use designations originally and they are expanded in the Greater Bear Creek Valley Regional Plan under the general category of Employment land. The remainder of the land uses in the County's plan are as shown in Figure 5.

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A comparison of the existing and proposed land uses are reflected in Table 2.

Table 2 Current and Proposed Zoning				
Assessors No.	Acreage	County Zoning	City Zoning	City Comp Plan
	97.2	RR-5	B-P	Business Park
	17.9	RR-5	OS	Public
	11.4	UR-1	C-1	Commercial
	36.4	UR-1/IC	OS	Public
	64.1	OSR	M-1	Light Industrial
	158.1	EFU	M-1/M-2	Light/Heavy Industrial
	156.2	GI	M-2	Heavy Industrial
TOTAL ACRES	541.2			

The proposed city zoning will be exclusively employment based in keeping with the Regional Plan.

c. Existing Infrastructure

Water

Currently, public water service is not available to CP-1B, and will have to be extended from the vicinity of Erickson Airplane property.

Sanitary Sewer

CP-1B is in the RVSS service area and there are trunk lines to the east of the URA and along Blackwell Road. More lines will have to be extended into the site.

Storm Drainage

CP-1B does not have an improved storm drainage system and relies upon natural drainage and drainage from road improvements to channel water to Bear Creek.

Street System

CP-1B is accessed via I-5 Exit 33, Blackwell Road, Dean Creek Road, Tolo Road, and Marita Terrace. IAMP 35 and the OR 140 Corridor Plan dictate the nature of improvements over the next 20 year period. These documents call for an internal circulation plan which the concept plan proposes in Figure 2. The Bear Creek Greenway will be extended through URA CP-4D into and around CP-1B by taking advantage of open space and floodways in Jackson County.

Irrigation District

CP-1B is located within the Rogue River Valley Irrigation District (RRVID). Irrigation water is transferred via natural means. There are no dedicated irrigation canals (Figure 7).

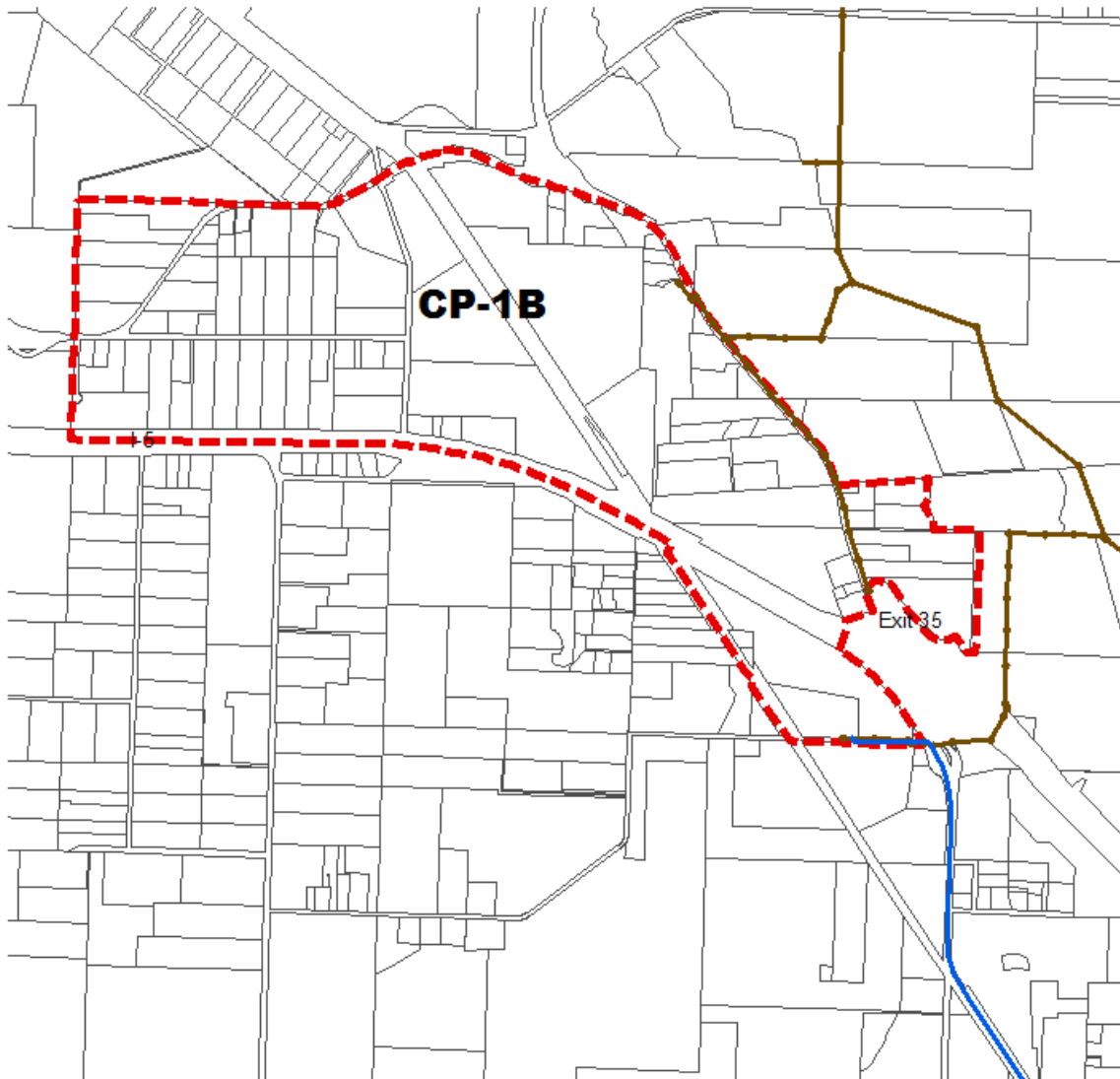


Figure 6. Utilities

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- Central Point Waterlines
- RVSS Sewer Lines

**Tolo Area (CP-1B)
Concept Plan**

Date: 10/13/2014

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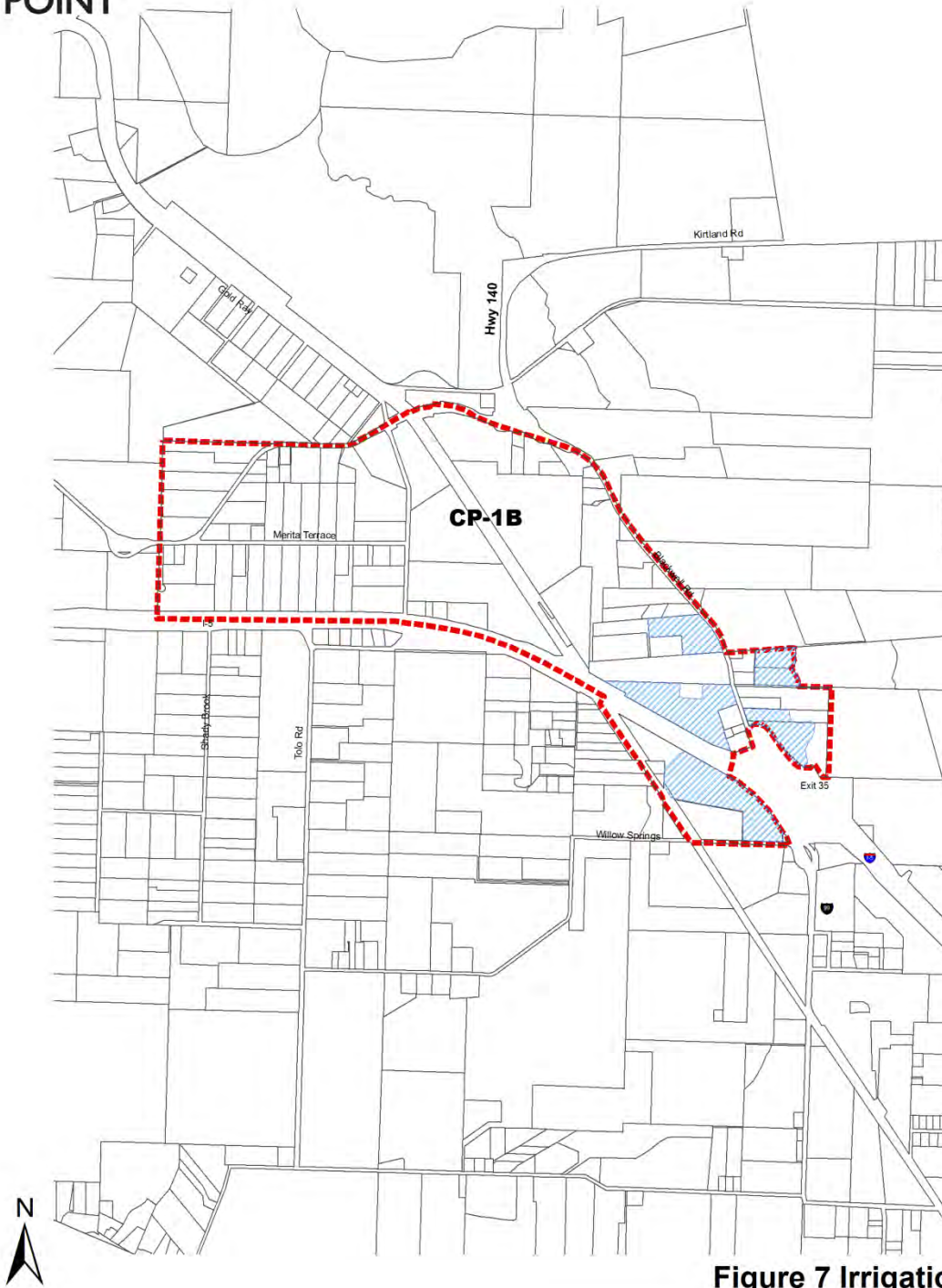


Figure 7 Irrigation

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AREA_



CP-1B



Irrigated Land - RRVID

**Tolo Area (CP-1B)
Concept Plan**

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 indicators⁴, not all of which are applicable to all urban reserve areas. Table 3 identifies the primary Performance Indicators applicable to the CP-1B Concept Plan.

No.	Description	Applicability	
		Yes	No
4.1.1	County Adoption		X
4.1.2	City Adoption		X
4.1.3	Urban Reserve Management Agreement	X	
4.1.4	Urban Growth Boundary Management Agreement	X	
4.1.5	Committed Residential Density		X
4.1.5.1	Minimum Residential Density Standards		X
4.1.6	Mixed-Use/Pedestrian Friendly Areas		X
4.1.7	Conceptual Transportation Plan	X	
4.1.7.1	Transportation Infrastructure	X	
4.1.8	Conceptual Land Use Plan	X	
4.1.8.1	Target Residential Density		X
4.1.8.2	Land Use Distribution	X	
4.1.8.3	Transportation Infrastructure	X	
4.1.8.4	Mixed Use/ Pedestrian Friendly Areas		X
4.1.9	Conditions Specific to Certain URAs	X	
4.1.9.1	CP-1B, IAMP Requirement	X	
4.1.9.2	CP-4D, Open Space Restriction		X
4.1.9.3	CP-4D, Roadways Restriction		X
4.1.9.4	CP-6B, Institutional Use Restriction		X
4.1.9.5	Central Point URA, Gibbon/Forest Acres		X ⁴
4.1.10	Agricultural Buffering	X	
4.1.11	Regional Land Preservation Strategies		X
4.1.12	Housing Strategies		X
4.1.13	Urban Growth Boundary Amendment	X	
4.1.13.1	UGB Expansions Outside of URAs		X
4.1.14	Land Division Restrictions		X
4.1.14.1	Minimum Lot Size		X
4.1.14.2	Cluster Development		X
4.1.14.3	Land Division & Future Platting		X
4.1.14.4	Land Divisions & Transportation Plan	X	
4.1.14.5	Land Division Deed Restrictions		X
4.1.15	Rural Residential Rule		X
4.1.16	Population Allocation		X
4.1.17	Greater Coordination with RVMPO	X	

⁴ City of Central Point Comprehensive Plan, Regional Plan Element, Section 4.1 Performance Indicators

4.1.17.1	Preparation of Conceptual Transportation Plan	X	
4.1.17.2	Protection of Planned Transportation Infrastructure	X	
4.1.17.3	Regionally Significant Transportation Strategies	X	
4.1.17.4	Supplemental Transportation Funding	X	
4.1.18	Future Coordination with RVCOG	X	
4.1.19	Expo		X
4.1.20	Agricultural Task Force	X	
4.1.21	Park Land		X
4.1.22	Buildable Lands Definition		X

e. Applicable Performance Indicators

The following addresses each applicable performance indicator per Table 3:

4.1.3. Urban Reserve Management Agreement. An URMA was adopted by the City when it adopted its Regional Plan Element. The URMA has been taken into account in the preparation of this Conceptual Plan.

4.1.4. Urban Growth Boundary Management Agreement. The UGBMA between Central Point and Jackson County has recently been revised to institutionalize and direct the management of Forest/Gibbon Acres as an Area of Mutual Planning Concern. Other changes in the agreement add an *intent and purpose* statement, align procedural language with the County Comprehensive Plan and obligate the City and County to involve affected Irrigation Districts in the land use planning process.

4.1.7. 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.

4.1.7.1. 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: The regionally significant transportation corridor within CP-1B is the OR 140 Corridor which extends from I-5 Exit 35 to Brownsboro-Eagle Point Road.

Additionally, the Interchange Area Management Plan for Exit 35 (IAMP-35) identifies public improvements and projects that have been taken into consideration as part of the CP-1B Conceptual Plan. The Bear Creek Greenway system, which is predominantly pedestrian and bicycle oriented affects part but not all of CP-1B. The Concept Plan acknowledges the proximity of the Bear Creek Greenway system. The plan generally represents an enhanced local street network and access management improvements that are proposed in the OR 140 Corridor Plan and in IAMP-35.

Conclusion 4.1.7.1: Complies.

4.1.8. 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:

4.1.8.2. 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, CP-4D, CP-6A, CP-2B, MD-4, MD-6, MD-7mid, MD-7n, PH-2, TA-2, TA-4.

Finding: As illustrated in Table 6 the proposed land use distributions in the CP-1B Concept Plan are consistent with those presented in the Regional Plan Element.

TABLE 6. CP-4D URBAN RESERVE LAND-USE TYPE COMPARISON*

	Residential	Aggregate	Resource	Open Space/Parks	Employment	Total
Regional Plan Element	0% (0 Ac)	0% (0 Ac)	0% (0 Ac)	0% (0 Ac)	100% (541 Ac)	100% (541 Ac)
CP-1B Concept Plan	0% (0 Ac)	0% (0 Ac)	0% (0 Ac)	0% (0 Ac)	100% (541 Ac)	100% (83 Ac)

* All acreage figures rounded to nearest whole number.

Conclusion 4.1.8.2: Complies.

4.1.8.3. Transportation Infrastructure. The Conceptual Land Use Plan shall include the transportation infrastructure required in Section 4.1.7 above.

Finding: The required transportation infrastructure per 4.1.7 is included in the CP-1B Concept Plan (see Finding 4.1.7).

Conclusion 4.1.8.3: Complies.

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

4.1.9.1. CP-1B. Prior to the expansion of the UGB into CP-1B, ODOT, Jackson County and Central Point shall adopt and Interchange Area Management Plan (IAMP) for the Seven Oaks Interchange Area.

Finding: As noted in Section 4.1.7.1, the *CP-1B Concept Plan* is consistent with the Regional Plan Element's Conceptual Transportation Plan, in that IAMP-35 management strategies have been acknowledged and incorporated. The State, County and City have each formally adopted IAMP-35.

Conclusion 4.1.9.2: Complies.

4.1.9.5 Central Point URA, Gibbon/Forest Acres. Prior to the expansion of the Central Point Urban Growth Boundary into any Urban Reserve Area, the City and Jackson County shall adopt an agreement (Area of Mutual Planning Concern) for the management of Gibbons/Forest Acres Unincorporated Containment Boundary.

Finding: The City has coordinated with Jackson County and entered into an Area of Mutual Planning Concern Agreement prior to a UGB expansion into CP-1B.

Conclusion 4.1.9.5: Complies

4.1.10. 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: CP-1B abuts EFU zoned lands along various sides of its borders (see Figure 5). There are some instances where buffering will be facilitated by natural stream channels and public rights-of-way. Some buffering has been shown in the Concept Plan (see Figure 2). In all cases, during the design/development phase, the City will implement its Agricultural Buffering Ordinance to mitigate potential land use conflicts.

Conclusion 4.1.10: Complies.

4.1.13. 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 CP-1B Concept Plan addresses this requirement in anticipation of an urban growth boundary application into CP-1B.

Conclusion 4.1.13: Complies.

4.1.14. 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 a URA until they are annexed into a city:

4.1.14.4. Land divisions within a URA shall not be in conflict with the transportation infrastructure identified in an adopted Conceptual Transportation Plan.

Finding: The CP-1B Concept Plan was prepared in collaboration with Jackson County and the RVMPO. Policies in the City-County UGBMA ensure continued notification and coordination of infrastructure with proposed land divisions.

Conclusion 4.1.14.4: Complies.

4.1.17. Greater Coordination with the RVMPO. The participating jurisdictions shall collaborate with the Rogue Valley Metropolitan Organization (RVMPO) to:

4.1.17.1. Prepare the Conceptual Transportation Plans identified in Section 4.1.7.

4.1.17.2. Designate and protect the transportation infrastructure required in the Conceptual Transportation Plans identified in Section 4.1.7 to ensure adequate transportation connectivity, multimodal use, and minimize right of way costs.

4.1.17.3. 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

4.1.17.4. Establish a means of providing supplemental transportation funding to mitigate impacts arising from future growth.

Finding: The CP-1B Concept Plan was prepared in collaboration with RVMPO.

Conclusion 4.1.17: Complies.

4.1.18. 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: The CP-1B Concept Plan was prepared in collaboration with the RVCOG.

Conclusion 4.1.18: Complies.

4.1.20. Agricultural Task Force. The Agricultural Task Force shall develop a program to assess the impacts on the agricultural economy of Jackson County arising from the loss of agricultural land and/or the ability to irrigate agricultural land, which may result from Urban Growth Boundary Amendments. The Agricultural Task Force shall also identify, develop and recommend potential mitigation measures, including financial strategies to offset those impacts. Appropriate mitigation measures shall be applied to Urban Growth Boundary Amendment proposals.

Finding: Although not required at this time it is worth noting that OAR 660-024-0040 addresses determination of land need necessary to justify expansion of an urban growth boundary. The CP-1B Concept Plan is consistent with the Regional Plan Element, is consistent with the City-County UGBMA (which now actively consults affected irrigation districts in UGB planning) and is consistent with new policies found in Jackson County's Agricultural Lands Element resulting from ATF recommendations.

Conclusion 4.1.20: Complies.