



**BEFORE THE TALENT PLANNING COMMISSION
STATE OF OREGON, CITY OF TALENT**

IN THE MATTER OF PLANNING COMMISSION FILE NO. CPA)
2015-001, AMENDMENTS TO THE TALENT COMPREHENSIVE) ORDER
PLAN, ELEMENT D, TRANSPORTATION SYSTEM PLAN, THE)
CITY OF TALENT PLANNING COMMISSION FINDS THE)
FOLLOWING:

1. The Planning Commission held a properly noticed public hearing on this matter on June 25, 2015;
2. The City properly published notice of public hearing in the Medford Mail Tribune on June 11, 2015;
3. The City properly noticed all affected transportation facility and service providers, Metropolitan Planning Organizations (MPO), Rogue Valley Transit Districts (RVTD), Jackson County Roads and the Oregon Department of Transportation (ODOT);
4. The City held two public open houses to engage the public and aid in the development of the Transportation System Plan (TSP).
5. At the public hearing evidence was presented by the Community Development Director and the public was given an opportunity to comment;

IT IS HEREBY ORDERED THAT the Talent Planning Commission recommends approval of the amendments to the Talent Comprehensive Plan, Element D, as proposed in Exhibit A and based on the information presented in the staff report and the following findings of fact:

In the following, any text quoted directly from City codes appears in *italics*; staff findings appear in regular typeface.

TALENT ZONING CODE

8-3M.160(G) Decision-Making Considerations. The recommendation by the Planning Commission and the decision by the City Council shall be based on consideration of the following factors:

1. *The Statewide Planning Goals and Guidelines adopted under Oregon Revised Statutes (ORS) Chapter 197 (for Comprehensive Plan amendments only);*

FINDING: The proposal includes changes to the City’s Comprehensive Plan, Element D and is therefore applicable. The Comprehensive Plan is a higher level planning document that can be modified if the proposed changes are consistent with the Statewide Planning Goals and Guidelines adopted under ORS 197. All applicable Statewide Planning Goals are addressed

below under the heading Statewide Planning Goal. **The provisions of this section are have been met.**

2. *Comments from any applicable federal or state agencies regarding applicable statutes or regulations;*

FINDING: Task 2 of the Scope of Work for the amendments to the Transportation System Plan outlines the public and agency involvement and adherence to this plan was strictly followed.

David Evans & Associates, the consultant for the project was responsible for implementing the public involvement program. The public involvement program was sufficient to satisfy the requirements of all State and Local public involvement policies. As required by the scope of work, a single Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was established to oversee the development of the TSP. Throughout the course of the project, four TAC meetings, four CAC meetings and two public open houses were completed.

The TAC provided technical and policy guidance to the Consultant and City throughout the project. The TAC included representatives from the City, Jackson County, Oregon Department of Transportation (ODOT), Rogue Valley Metropolitan Planning Organization (RVMPO), Department of Land Conservation and Development (DLCD), Rogue Valley Transportation District (RVTD), and the Rogue Valley Council of Governments (RVCOG).

The CAC provided a public review and discussed the project's progress. The CAC played an integral part of the process since all CAC members are Talent residents. Their role was to ensure that the goals and objectives from resident's standpoint were being fulfilled. The CAC included local builders, bicycling groups and commissioners and councilors.

All comments received from the TAC and CAC have been incorporated into the Technical Memoranda and are included as Volume 2 to the draft Transportation System Plan. **The provisions of this section have been met.**

3. *Any applicable intergovernmental agreements; and*

FINDING: No intergovernmental agreements were found to be applicable to the proposed ordinance amendment. **The provisions of this section have been met.**

4. *Any applicable Comprehensive Plan policies and provisions of the Talent Zoning Code that implement the Comprehensive Plan. Compliance with Section 160 of this Article shall be required for Comprehensive Plan Amendments, Zoning Map, and Text Amendments.*

FINDING: There are three elements to the Comprehensive Plan that must be addressed as part of the proposed amendment. Element B – Parks, Element E – Economy, and Element F – Public Facilities. The above listed policies are addressed in the findings below. **The provisions of this section have been met.**

TALENT COMPREHENSIVE PLAN

ELEMENT B

POLICY 3 - RECREATION

Objective: Provide recreational opportunities that balance the needs of all ages and users.

IMPLEMENTATION STRATEGIES

1. *Develop a Master Plan for a parks and open space system in the City of Talent. The plan will specifically discuss accessibility for all ages and abilities, an action plan, and a network of connections to parks through designated bike and pedestrian paths.*

The following projects are either in progress or proposed to enhance the parks and recreation system in Talent:

- *Bicycle Network Master Plan: “Greenway Loop” (Pending)*
- *Bear and Wagner Creek Greenway Master Plan (Pending)*

FINDING: The 2015 proposed TSP addresses all modes transportation by adding a Modal Plan section. The Modal Plan section of the TSP provides direction for future street upgrades, including the construction of curb, gutter, sidewalks and bike lanes. The Modal Plan section also identifies gaps in the pedestrian and bicycle system through a series of maps and text.

Additionally, the Modal Plan provides a new bicycle network priority system, where bicycle facilities are identified by three types. Identifying these facilities by type, provides the City direction on how to update the bicycle network either through construction of new multi-modal paths or the addition of bike lanes or sharrows.

The proposed TSP addresses concerns of connectivity and encourages the development of local multi-modal transportation systems that benefit the residents of the City of Talent.

The proposed TSP outlines a plan for the connection of the Wagner Creek Greenway to the Bear Creek Greenway with the goal of providing residents of the City more multi-modal options. **The provisions of this section have been met.**

Consider changes to the Talent Zoning Ordinance (TZO) to implement the following:

- b. Analyze the TZO for parks and open space opportunities with regard to the urban growth boundary amendment (UGBA) process. The City Planner, Planning Commission, and City Council will have an opportunity to identify land for parks, open space, or public use. The purchase of property will follow the same guidelines of an open space acquisition program described in Policy 2, Strategy 2.*

FINDING: The proposed TSP update provides new design standards for residential and commercial collector streets. These standards identify specific areas for multi-modal transportation including the development of 8'-10' sidewalks. The addition of these standards

provide the City the opportunity to accomplish modal transportation goals, while minimizing the amount of private, buildable land being consumed.

6. *A system of bicycle and pedestrian walkways should be developed as part of the state-mandated Transportation System Plan (TSP) in cooperation with the Public Works Department and City Planner. It should be consistent with both recreation and alternative transportation goals. (Please refer to Element D).*

FINDING: The 2007 TSP incorporated some bicycle and pedestrian facilities but did not reference all adopted plans. The 2015 proposed TSP addresses all adopted plans, including the Parks Master Plan, Bear Creek Greenway Plan and the Wagner Creek Greenway Plan.

All of the adopted plans identify a multi-modal trail along Wagner Creek from Rapp Road to the Bear Creek Greenway. The OR 99 Corridor Plan also acknowledges the proposed trail system and adds rapid flashing beacons at the trail crossing at OR 99. Also included in the proposed TSP is a rapid flashing beacon on W. Valley View at the trail crossing.

Additional provisions have been included that provide separated bike lanes on W. Valley View. This is accomplished by reducing W. Valley View to a 3-lane cross section.

The OR 99 Corridor Plan, which is referenced in the proposed TSP also provides enhancements to the bike/pedestrian system. The OR 99 Corridor Plan reduces the current 5-lane cross section to a 3-lane cross section, allowing for the installation of sidewalks and bike lanes. **The provisions of this section have been met.**

ELEMENT E

POLICY 4 – INFRASTRUCTURE SUPPORT

Objective: City will continue to pursue funding for needed infrastructure to support economic development activities. (Specific infrastructure Goals and strategies are included in the Public Facilities and Services and Transportation Elements).

FINDING: The economic development of the City is dependent upon a complete, safe and efficient Transportation System Plan. When considering amendments to the TSP, special care was taken to ensure that facilities were appropriate for the area they were proposed. Specifically, access to the City from the Bear Creek Greenway was considered. Emphasis was placed on providing a safe means for bicycle and pedestrian traffic to get to the downtown. This access is key to pulling users traveling along the greenway to the city center.

Additionally, providing safe access through the downtown was a top priority. However, providing safe access through an already existing and constrained Talent Avenue proved to be a challenge. Currently, Talent Avenue through the downtown does not have proper bike facilities. There are no bike lanes on Talent Avenue from Wagner Street to LaPree Street.

In order to receive feedback on possible solutions, two alternatives were presented to the public. Of the two alternatives, the most popular was the reduction of on-street parking along the west side of Talent Avenue. The elimination of parking spaces provides adequate right-

of-way to install standard bike facilities while at the same time, providing a traffic calming element.

These proposed modifications to the existing system provide an opportunity for those using the greenway facility to exit and come into the downtown area, tapping into a population that has not commonly been considered and spurring economic development. **The provisions of this section have been met.**

POLICY 5 - LIVABILITY

Objective: City recognizes that livability is an important factor in the location choices of some types of businesses, and the policy of maintaining livability for the benefits of City residents is further reinforced by the potential for economic benefits.

IMPLEMENTATION STRATEGIES

- 3. Create a walkable, bikable community where residents and visitors can make connections between home, work and commerce with a minimal reliance on the automobile.*

FINDING: The proposed City of Talent TSP addresses concerns of connectivity and encourages the development of local multi-modal transportation systems that benefit the residents of the City of Talent.

The proposed TSP outlines a plan for the connection of the Wagner Creek Greenway to the Bear Creek Greenway with the goal of providing residents of the City more multi-modal options. **The provisions of this section have been met.**

ELEMENT F

POLICY 1 – PROVIDE ADEQUATE FUNDING FOR PUBLIC FACILITIES AND SERVICES

IMPLEMENTATION STRATEGIES

Objective 1.1: Capital Improvements: Secure adequate funding for the timely development of new facilities where needed, and modernization of existing facilities.

- 1.1.2. Coordinate Public Works, City Administration, Parks Commission and Community Development resources, and other agency resources where appropriate, to develop effective partnerships and/or grant proposals for funds for specific public facilities and services projects.*

FINDING: A broad set of evaluation criteria that represent the proposed set of goals for the Talent TSP update were used to evaluate proposed projects and alternatives. Table 4-6 in Tech Memo #4 describes the criteria and provides a qualitative scale that was used to evaluate projects. Table 4-7 in Tech Memo #4 lists each project discussed in the 2007 TSP and applies the criterion to each one. Information from this table was used to produce the preferred projects list and subsequently, the preferred system plan.

Tech Memo #5 from April 2015, summarizes the recommendations for the prioritization of the improvements based on feedback from the Technical and Citizen Advisory Committees, comments received at public open houses, other community review and from City staff.

Since the advancement of any project is contingent upon the availability of future funding, it was important to establish a flexible program of prioritized projects that meet diverse stakeholders needs while leveraging current and future funding opportunities. Ultimately, this refined and prioritized list served as a menu of projects, with multiple factors that could be used together to assess the highest priority projects that can be completed within the available budget.

Although a financing plan was not required by the TPR (OAR 660-12-040), developing an understanding of how projected funding needs compare with available revenues was important. Tech Memo #5 explains in detail existing revenue, revenue expectations and additional revenue resources. This information was compiled by taking the past 5 years of budgets.

The preferred project list was developed with an unconstrained budget to identify a comprehensive list that focuses on filling gaps and meeting needs. However, the total cost of the project list was greater than the City's ability to raise transportation funds. Projects that would be funded with the City as the primary funding source total nearly \$16 million and an additional \$2 million in projects could require some city contributions. As identified in the Funding Summary, net revenue for transportation projects is estimated at \$5.2 million in net revenue over the 20-year planning horizon of the TSP. The difference is a gap of more the \$10 million.

To acknowledge the gap in funding, the project list was further divided into Tier 1 projects, which have a reasonable likelihood of being funded with existing sources, and Tier 2 projects, which would require new funding sources for implementation. For the draft project list, a simple process was used to suggest a funding tier for City projects. **The provisions of this section have been met.**

1.1.4. Support the timely review of Systems Development Charges, and appropriate increases in such charges, to ensure that developers pay a fair share of the public costs of providing public facilities and services for new development.

FINDING: The proposed TSP provides the City with a complete project list as well as cost estimates for future development. These estimates can and should be used to determine an appropriate Transportation System Development Charge for future development. **The provisions of this section have been met.**

Objective 1.1: Operations and Maintenance: Secure sustainable revenue resources for the operation and maintenance of all City facilities and services.

1.2.1 Support the timely review of public facility user fees, and appropriate increases in such fees, to ensure that city facilities and services can be properly maintained without putting an unfair burden on residents of the City.

FINDING: The proposed TSP provides the City with a complete project list as well as cost estimates for future development. These estimates can and should be used to determine an appropriate Transportation utility bill fee for future development and maintenance. **The provisions of this section have been met.**

POLICY 7: GOVERNMENT FACILITIES AND SERVICES:

Objective 7.2: Recreation Facilities and Services: Parks and Recreation Facilities throughout the City to serve a wide variety of recreation needs, connected by safe and attractive pedestrian, bicycle and auto routes.

IMPLEMENTATION STRATEGIES

Provide technical, staffing and grant writing support for the Parks Commission in their implementation of Element B of this plan, “Parks, Recreation, Open Space, and Urban Forestry” and in their effort to develop a City Parks System Master Plan.

FINDING: Although the Parks Master Plan has been completed, future updates will be necessary to address the current and future needs of the City’s residents. The TSP provides a detailed list of multi-modal paths which are key to the continued development of the City’s parks and open space system. Information from the TSP can be used and adopted in to a revised Parks Master Plan when it becomes necessary to update. **The provisions of this section have been met.**

STATEWIDE PLANNING GOALS

The local comprehensive plans must be consistent with the Statewide Planning Goals. When the state’s Land Conservation and Development Commission (LCDC) officially approves a local government’s plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan. Oregon’s planning laws strongly emphasize coordination—keeping plans and programs consistent with each other, with the statewide planning goals, and with acknowledged local plans. The goals that are most pertinent to transportation system planning are described below.

Goal 1 – Citizen Involvement (OAR 660, Division 4)

Goal 1, Citizen Involvement. To develop a citizen involvement program insures the opportunity for citizens to be involved in all phases of the planning process.

FINDING: Goal 1 requires federal, state, regional and special district agencies to coordinate their planning efforts with the City of Talent and in addition, make use of existing local established citizen involvement programs.

During the course of the TSP update, the City and Consultant used a variety of widespread citizen involvement processes. The goal was to provide an effective two-way communication with citizens and offer an opportunity for citizens to be involved in all phases of the planning process.

The City and Consultant provided multiple forums for citizens to comment on the proposed information and made many user-friendly technical memoranda available for review. The project included a TAC which met four (4) times during the course of the update and a CAC which met on two (2) occasions. The general public was invited to participate in two (2) open houses and given the opportunity to select preferred alternatives for various sections of the TSP.

In addition to these opportunities, the public will have had the opportunity to participate in at least two (2) public hearings; Planning Commission and City Council. **The provisions of this section have been met.**

Goal 2 – Land Use Planning (OAR 660, Division 4)

Goal 2, Land Use Planning. To establish a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land and to assure an adequate factual base for such decisions and actions.

FINDING: The purpose of this TSP update is to update the City’s documentation of existing transportation conditions and future transportation needs, achieve consistency with the recently-adopted Rogue Valley Metropolitan Planning Organization’s 2013-2038 Regional Transportation Plan (RTP), and in doing so, continue to fulfill requirements in Oregon Administrative Rule 660-012, which is also known as the Transportation Planning Rule (TPR).

In addition to State and Regional plan review, the City is required to review its Comprehensive Plan, Zoning Code and other local plans to determine consistency with the proposed changes. As part of the review, the City reviewed and included information from the Parks Master Plan, Railroad District Master Plan, West Valley View Plan and the Bear Creek and Wagner Creek Greenway Plans. **The provisions of this section have been met.**

Goal 11 – Public Facilities and Services (OAR 660, Division 11)

Goal 11, Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

FINDING: An update of the 2007 TSP is necessary to plan and develop a timely, orderly and efficient arrangement of public facilities and services. The proposed 2015 TSP includes updates to access management, transportation demand management, parking, streets, as well as bicycle, pedestrian and transit facilities based on population forecasts for 2038. These updates are critical to ensure that the public facility system remain efficient and safe and take in to consideration future needs based on future zoning and maximum build out.

The proposed TSP also includes an analysis of existing gaps and future needs. As part of the process, DEA along with CH2MHILL completed an inventory of the existing transportation facilities allowing them to determine gaps in the system. This process was completed in cooperation with ODOT and the Interchange Area Management Plan for exit 21. This collaborative approach was critical to ensuring that the future needs of the interchange and city facilities were consistent.

Project Prioritization and funding were also considered in the development of proposed projects. The prioritization process included reviewing existing adopted local and regional plans, identifying additional improvements and developing a preferred list. **The provisions of this section have been met.**

Goal 12– Transportation (OAR 660, Division 12)

Goal 12, Transportation. To provide and encourage a safe, convenient and economic transportation system.

FINDING: Statewide Planning Goal 12 (Transportation) is implemented by the TPR and ensures the promotion and development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of Goal 12 is to promote more careful coordination of land use and transportation planning, to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

The TPR divides transportation planning into two phases: transportation system planning and transportation project development (660-012-0010(1)). This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception. These include replacement of an intersection with an interchange, channelization, and medians. The local government must identify reasonable build design alternatives, assess their impacts, and select the alternative with the least impact.

The Land Conservation and Development Commission adopted amendments to the TPR. These include amendments to OAR 660-012-0060 (plan and land use regulation amendments). The primary focus of this rule is keeping land use and transportation in balance. When a plan or zoning amendment would result in levels of traffic that exceed the highway performance standards for a roadway, it is deemed to have a significant effect on the roadway.

TSPs are required to be developed in accordance with the TPR. Table A-1 Transportation Planning Rule Compliance in Technical Memorandum #1, beginning on page A-2 details the required compliance with the TPR and whether or not the current TSP is in compliance. Compliance has either been obtained through the update of the TSP or will be made to be in compliance with a future zoning code amendment. **The provisions of this section have been met.**

Goal 14– Urbanization (OAR 660, Division 14 and 22)

Goal 14, Urbanization. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

FINDING: As proposed, the draft TSP provides for an orderly and efficient transition from rural to urban lands. The proposed TSP address street connectivity between future growth areas and existing City limits, including the areas of TA1, TA2, TA4 and TA5. Each area is addressed separately and included in the street project list with an appropriate priority level.

Additional planning for TA5 was included in the TSP and the preferred alternatives for street connectivity was discussed in detail with the TAC, CAC and extensively at two public open houses and through the conceptual planning process happening concurrently.

Because these areas are outside of the current UGB, the City is limited to the amount of detail that can be included. Each future growth area is discussed in the Modal Plan section of the TSP under Future Connections. **The provisions of this section have been met.**

Eric Heesacker
Chairperson

ATTEST

Zac Moody
Community Development Director