



STAFF REPORT

August 7, 2018

AGENDA ITEM: VII-A.2

Consideration of a Zone (map) Change application from Residential Multifamily (R-3) to Tourist and Office Professional (C-4) for 0.43 acres located at 45, 63, and 77 Bigham Drive. The Project Site is identified on the Jackson County Assessor's map as 37S 2W 02CD, Tax Lots 600, 700, and 1000. **Applicant:** Nelson Investment Enterprises, LLC (Craig Nelson). File No.: ZC-18003. **Approval Criteria:** CPMC 17.10, Zoning Map and Zoning Code Text Amendments.

STAFF SOURCE:

Stephanie Holtey, Principal Planner

BACKGROUND:

The applicant has requested a minor zone map amendment from R-3 to C-4 with the intent of developing a consolidated commercial development for professional office uses at an unspecified future date. In consideration of this application, there are three criteria that must be addressed per CPMC 17.10.400:

1. **Comprehensive Plan Compliance.** The current land use plan designation for the property is Employment Commercial, which is designed to accommodate a wide variety of retail, service and office uses (Figure 1). The Employment Commercial designation was adopted in the 2018 Land Use Element update to replace the Tourist and Office-Professional classification. Per the adopted Land Use Element, the proposed C-4 zoning designation is consistent with the Employment Commercial Classification and abuts properties to the east that are planned and zoned the same.
2. **Compatibility with Surrounding Land Uses and Zoning.** The proposed zone map amendment occurs on three (3) lots on the northeast side of Bigham Drive. The properties to the south and west are planned and zoned high density residential/R-3 and the properties to the north and east are planned and zoned employment commercial/C-4. Existing structures adjacent to the project location includes five (5) single family dwellings, two (2) that are legally non-conforming to the high density residential designation and three (3) that are legally nonconforming to the commercial designation.

Although the proposed zone change will increase the land area available for commercial development, the character and compatibility between uses will be a function of siting and design per CPMC 17.75, Design and Development Standards. As properties redevelop, they will be subject to standards that aim to minimize conflicts between uses, including a 20-ft landscape buffer between commercial and residential uses. Additional site and building design requirements promote pedestrian scale architecture and attractive walkable environments necessary to assure compatibility with existing and planned uses.

3. **Traffic Impacts/Transportation Planning Rule Compliance.** The State Transportation Planning Rule (TPR) in OAR 660-012-0060 requires changes to land use plans and

land use regulations (i.e. Comprehensive Plan Map Amendments and Zoning Map Amendments) to be consistent with the function and capacity of existing and planned transportation facilities. The Applicant's Traffic Impact Analysis shows that the traffic generated by the increased land use intensity will not alter the functional classification for any existing or planned infrastructure (Attachment "C"). As demonstrated in the Planning Department Supplemental Findings (Attachment "D") the proposed zone change can be accommodated by the transportation network and public services.

ISSUES:

There are no issues relative to this application.

CONDITIONS OF APPROVAL:

None.

ATTACHMENTS:

Attachment "A" – Comprehensive Plan and Zoning Maps

Attachment "B" – Applicant's Findings

Attachment "C-1" – Traffic Impact Analysis dated March 18, 2018

Attachment "C-2" – Traffic Study Conclusion Clarification Memo dated July 24, 2018

Attachment "D" – Planning Department's Findings

Attachment "E" – Resolution No. 855

ACTION:

Open public hearing and consider the proposed amendment to the Zoning map, close public hearing and 1) recommend approval to the City Council; 2) recommend approval with revisions; or 3) deny the application.

RECOMMENDATION:

Recommend approval of Resolution No. 837. Per the Staff Report dated December 6, 2016 and supported by Findings of Fact.

ATTACHMENT "A"

Figure 1. Current Comprehensive Plan Map

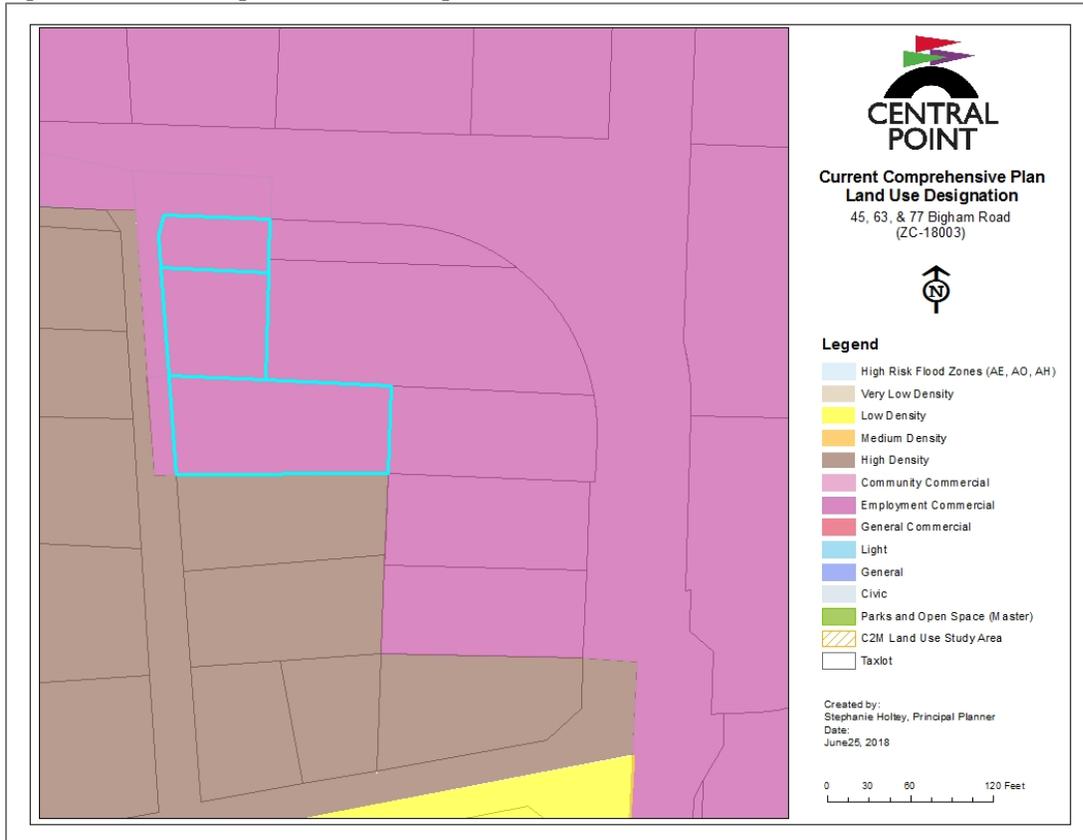


Figure 2. Current Zoning Map

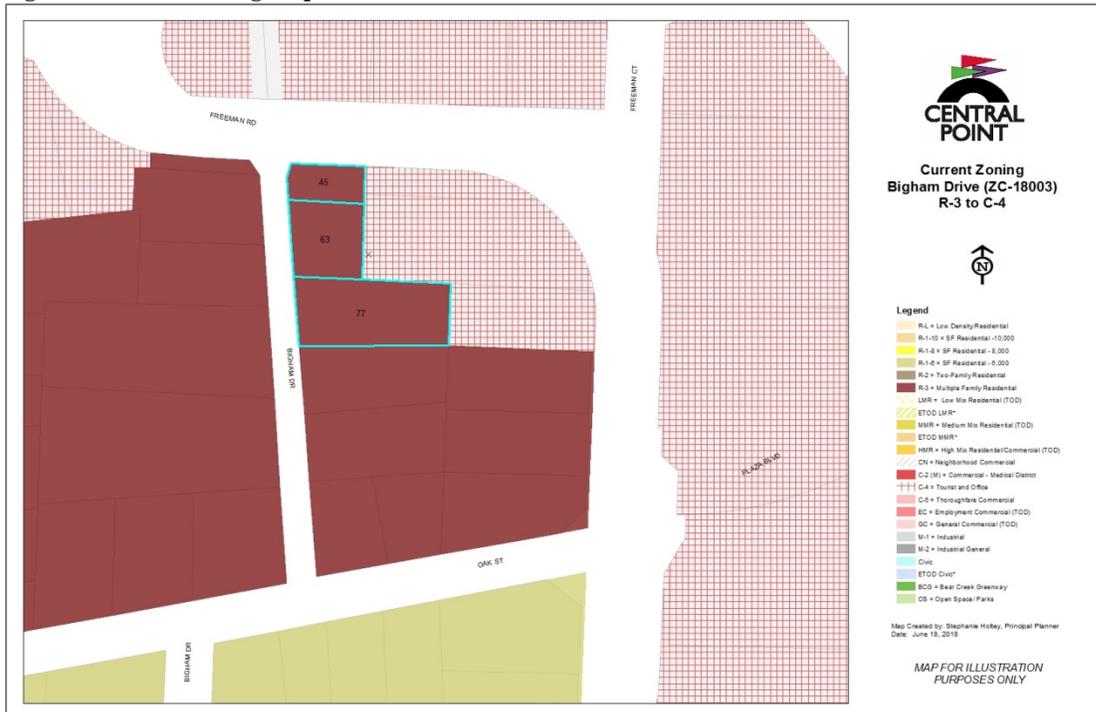
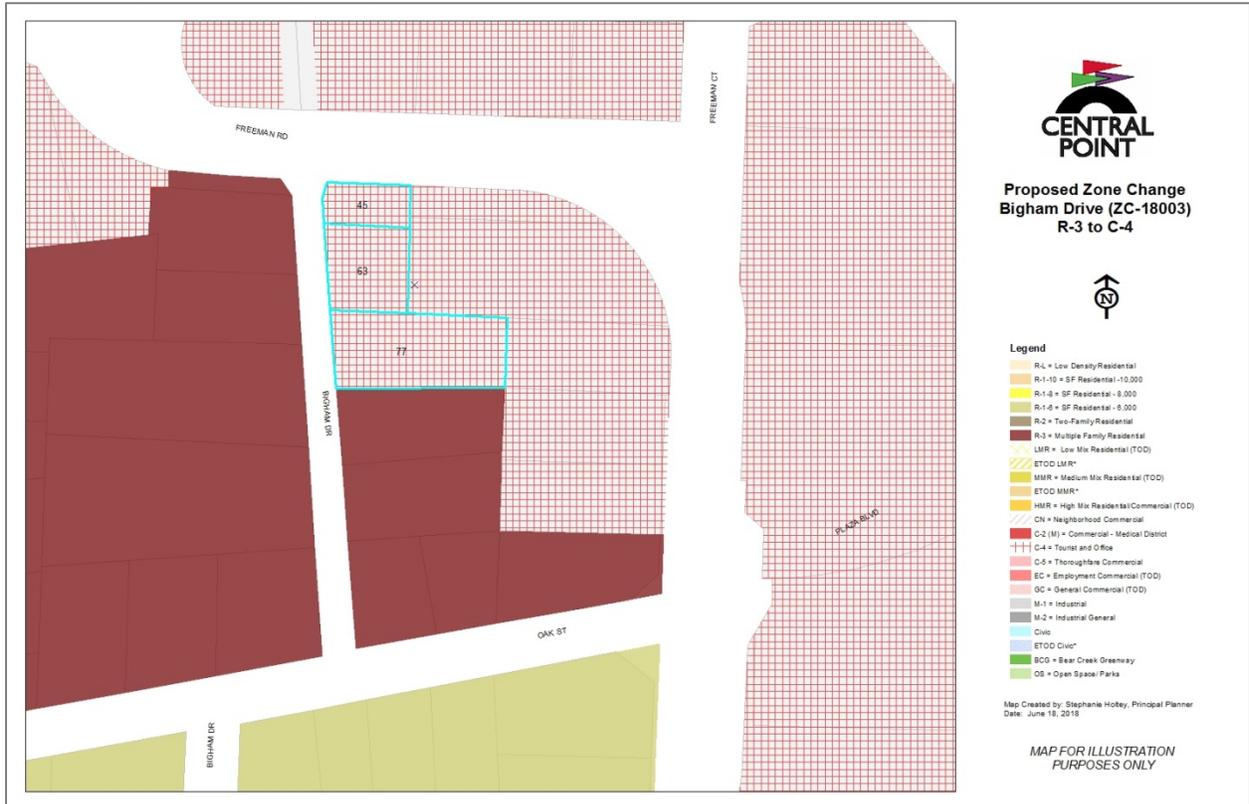


Figure 3. Proposed Zone Map Change



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Project Narrative & Findings of Fact
 (Freeman-Bigham Road Zone Change)

The purpose of the requested Zone Map Amendment is to change the zoning designation as needed to prepare for a consolidated commercial development on properties located on Freeman and Bigham Road, and to comply with the commercial comprehensive plan designations recently approved by the City. Provided below are responses to the application approval criteria in Central Point Municipal Code Chapter 17.10, Zoning Map and Zoning Code Text Amendments.

17.10.200 Initiation of amendments.

A proposed amendment to the code or zoning map may be initiated by either:

- A. A resolution by the planning commission to the city council;
- B. A resolution of intent by the city council; or for zoning map amendments;
- C. An application by one or more property owners (zoning map amendments only), or their agents, of property affected by the proposed amendment.

The amendment shall be accompanied by a legal description of the property or properties affected; proposed findings of facts supporting the proposed amendment, justifying the same and addressing the substantive standards for such an amendment as required by this chapter and by the Land Conservation and Development Commission of the state. (Ord. 1989 §1(part), 2014).

Finding CPMC 17.10.200: The zoning map change has been initiated by the property owner of the property identified on the Jackson County Assessor's Map as 37S 2W 02CD Tax Lots: 600, 700, and 1000 ("Project Site") as evidenced by the application documents submitted to the City on May 29, 2018. It should be noted that the Applicant also owns property identified on the Jackson County Assessor's Map as 37S 2W 02CD Tax Lots: 800, 900, 1300, and 1400. These properties are not included in this Application.

Conclusion CPMC 17.10.200: The application for a zone map change has been initiated consistent with the requirements of this section.

17.10.300 Major and minor amendments.

There are two types of map and text amendments:

- A. Major Amendments. Major amendments are legislative policy decisions that establish by law general policies and regulations for future land use decisions, such as revisions to the zoning and land division ordinance that have widespread and significant impact beyond the immediate area. Major amendments are reviewed using the Type IV procedure in Section 17.05.500.
- B. Minor Amendments. Minor amendments are those that involve the application of adopted policy to a specific development application, and not the adoption of new policy (i.e., major amendments). Minor amendments shall follow the Type III procedure, as set forth in Section 17.05.400. The approval authority shall be the city council after review and

recommendation by the planning commission. (Ord. 1989 §1(part), 2014; Ord. 1874 §3(part), 2006).

Finding CPMC 17.10.300: On March 8, 2018, the City approved Ordinance No. 2043 updating and adopting the Central Point Comprehensive Plan Land Use Element. As part the Land Use Element Update, the City re-designated the Project Site properties from High Density Residential to Employment Commercial. At this time, the zoning for these properties is R-3, Residential Multifamily, which is consistent with the prior land use designation. The purpose of the proposed zone map change is to comply with the new Comprehensive Plan land use designation (i.e. Employment Commercial), and to prepare the properties for future commercial development. No new policies or zoning regulations are proposed as part of this application.

Conclusion CPMC 17.10.300: As evidenced by the nature of the application, the proposed zone map change is a Minor Amendment consistent with this section.

17.10.400 Approval Criteria

A recommendation or a decision to approve, approve with conditions or to deny an application for a text or map amendment shall be based on written findings and conclusions that address the following criteria:

- A. Approval of the request is consistent with the applicable statewide planning goals (major amendments only);

Finding CPMC 17.10.400(A): The proposal is a Minor Zone Map Amendment (see Finding CPMC 17.10.300).

Conclusion CPMC 17.10.400(A): Not applicable.

- B. Approval of the request is consistent with the Central Point comprehensive plan (major and minor amendments);

Finding CPMC 17.10.400(B): The proposed zone map amendment would change the current R-3 zoning designations to C-4, which is consistent with the Employment Commercial land use designation the recently updated Land Use Element, Land Use Map.

Conclusion CPMC 17.10.400(B): The proposed zone change complies corrects a current disconnect between the land use and zoning map designations and is consistent with the Comprehensive Plan.

- C. If a zoning map amendment, findings demonstrating that adequate public services and transportation networks to serve the property are either available, or identified for construction in the city's public facilities master plans (major and minor amendments); and

Finding CPMC 17.10.400(C): The project site is currently served with water, sewer and storm drainage facilities, which serves existing development on portions of the site and existing surrounding development. Any future infrastructure upgrades will be a function of development, per the City's requirements for public services and streets.

Conclusion CPMC 17.10.400(C): The project complies with this standard.

D. The amendment complies with OAR 660-012-0060 of the Transportation Planning Rule. (Ord. 1989 §1(part), 2014; Ord. 1874 §3(part), 2006. Formerly 17.10.300(B)).

Finding CPMC 17.10.400(D): A Traffic Study was prepared by Southern Oregon Traffic Engineering, LLC on March 14, 2018 for the Comprehensive Plan and Zone Map Amendments on the Project Site. The purpose of the Traffic Study is to demonstrate how the proposed change complies with the Transportation Planning Rule and City regulations. Per the Traffic Study analysis, streets and intersections that serve the property will accommodate projected p.m. peak hour traffic volumes from permitted uses under proposed Employment Commercial zoning without requiring a change in the functional classification of any existing or planned facility, or degrade the performance of an existing or planned facility such that it would not meet the performance standard identified in the City's Transportation System Plan (TSP) or Comprehensive Plan.

Conclusion CPMC 17.10.400(D): Based on the Traffic Study analysis and findings, the proposed zone map amendment complies with the Transportation Planning Rule and the City's Comprehensive Plan.

In conclusion, we believe the application submittal package demonstrates compliance with the approval criteria for zone map amendments in the Central Point Municipal Code. If you have any further questions, please feel free to contact me.

A handwritten signature in black ink, appearing to read 'Craig Nelson', is written over a horizontal line. The signature is stylized and somewhat cursive.

Craig Nelson,
Nelson Investment Enterprises, LLC
May 29, 2018

Bigham Drive R-3 to E-C Comprehensive Plan Amendment Zone Change

Traffic Impact Study

March 14, 2018

Prepared By:

SOUTHERN OREGON TRANSPORTATION ENGINEERING, LLC



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I. EXECUTIVE SUMMARY

Summary

Southern Oregon Transportation Engineering, LLC prepared a traffic impact analysis for a proposed comprehensive plan map amendment and zone change from High Density Residential (R-3) to Employment Commercial (E-C) on Township 37S Range 1W Section 2CD, tax lots 600, 700 and 1000 in Central Point, Oregon. The subject property is located along the east side of Bigham Drive south of Freeman Road. Access is provided from Bigham Drive.

A traffic impact analysis is required by the City to address issues of compliance with the City of Central Point Comprehensive Plan, Land Development Code, and Transportation Planning Rule (TPR). Potential development impacts were based on 0.43 acres of E-C zoning under existing year 2018 and future year 2038 conditions. Development impacts were analyzed during the p.m. peak hour, which was shown to be the peak period of the day in the study area.

Two study area intersections were identified as key intersection for the analysis. These included:

1. Freeman Road & Bigham Drive
2. Oak Street & Bigham Drive

Conclusions

The findings of the traffic impact analysis conclude that the proposed comprehensive plan map amendment and zone change from R-3 to E-C on 37S1W02CD tax lots 600, 700 and 1000 can be accommodated on the existing transportation system with planned improvements without creating adverse impacts. Intersection operations, roadway classifications, and safety conditions were evaluated to address potential impacts to the transportation system. Results of the analysis show the following:

- Key intersections were evaluated operationally under year 2018 and future year 2038 no-build and build conditions. Results of the analysis show the intersection of Bigham Drive and Freeman Road exceeding the City's level of service (LOS) "D" performance standard and operating at a LOS "E" under existing year 2018 no-build conditions. A planned improvement identified in the Interchange Area Management Plan (IAMP) for Exit 33 included a center median along Freeman Road in the future, which will limit traffic movements to and from Bigham Drive to right-in, right-out only. With this improvement in place, the intersection will be adequately mitigated through future year 2038 build conditions.
- 95th percentile queue lengths are not shown to exceed link distances nor create safety concerns at key intersections under any of the analysis scenarios.
- An evaluation of crash history in the site vicinity showed no crashes within the most recent five year period at either key intersection.

This analysis was undertaken to address issues of compliance with the City of Central Point Comprehensive Plan, Land Development Code, and Oregon Transportation Planning Rule (TPR) in Oregon Administrative Rules (OAR) Chapter 660, Division 012. Based upon our analysis, it is concluded that streets and intersections that serve the subject property will accommodate projected p.m. peak hour traffic volumes from permitted uses under proposed E-C zoning without requiring a change in the functional classification of any existing or planned facility, or degrade the performance of an existing or planned facility such that it would not meet the performance standard identified in the City's Transportation System Plan (TSP) or Comprehensive Plan.

II. INTRODUCTION

Background

Southern Oregon Transportation Engineering, LLC prepared a traffic impact analysis for a proposed comprehensive plan map amendment and zone change from High Density Residential (R-3) to Employment Commercial (E-C) on Township 37S Range 1W Section 2CD, tax lots 600, 700 and 1000 in Central Point, Oregon. The subject property is located along the east side of Bigham Drive south of Freeman Road.

Under E-C zoning, the site is assumed to have the potential to generate 273 average daily trips (ADT) with 27 trips occurring during the p.m. peak hour based on a 7,840 square foot (SF) medical office building. It was our assumption that a medical office would be the worst case land use based on parcel constraints (shape and size), parking requirements, and location.

Two study area intersections were identified as key intersection for the analysis. These included:

1. Freeman Road & Bigham Drive
2. Oak Street & Bigham Drive

Study area intersections were evaluated under existing year 2018 and future year 2038 no-build and build conditions during the p.m. peak hour to determine what impacts the proposed plan amendment and zone change will have on the transportation system.

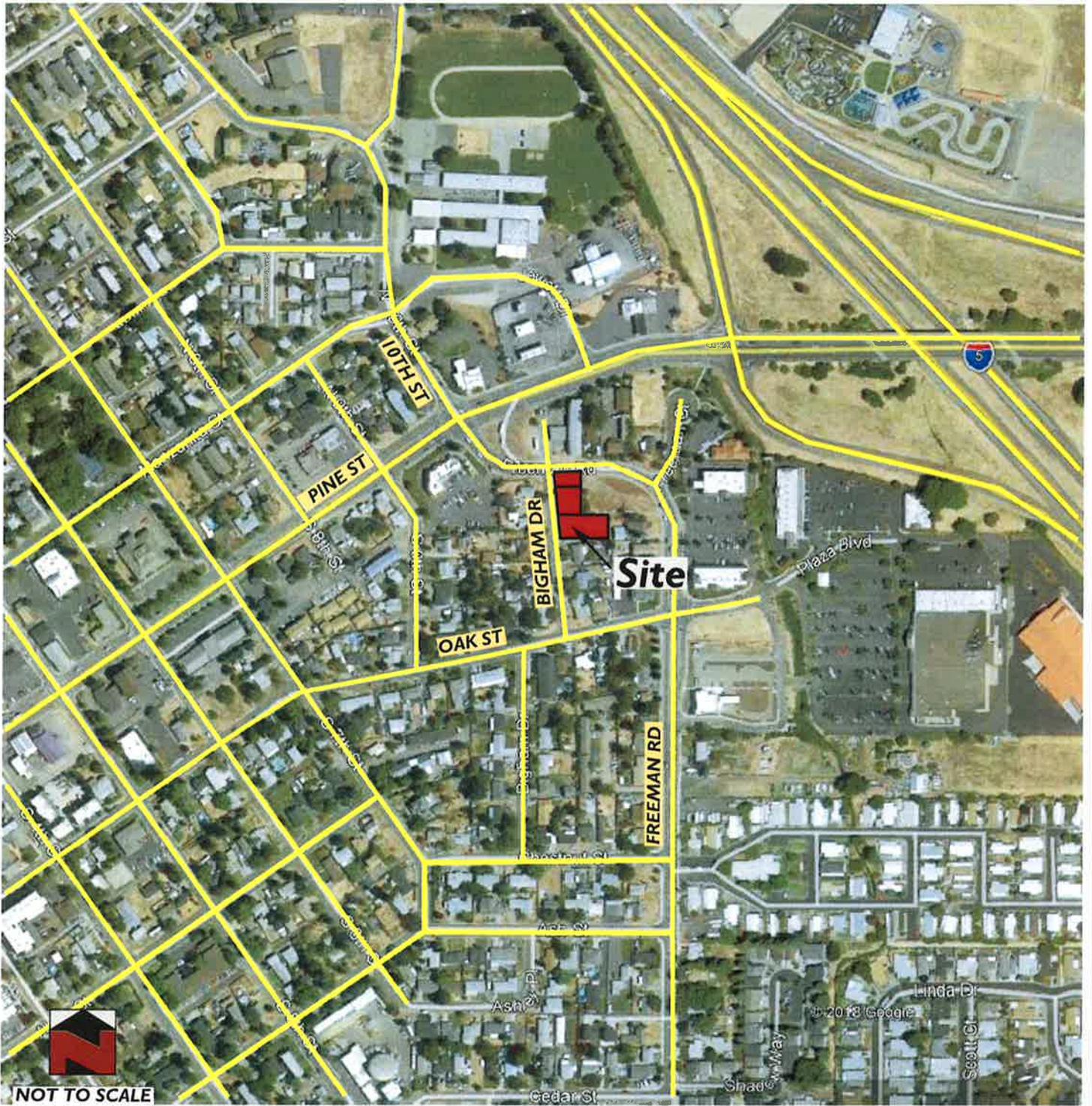
Project Location

The subject parcels are located along the east side of Bigham Drive south side of Freeman Road on Township 37S Range 1W Section 2CD, tax lots 600, 700 and 1000 in Central Point, Oregon. Refer to Figure 1 for a vicinity map.

Project Description

The subject property is currently zoned High Density Residential (R-3) and is proposed as Employment Commercial (E-C). The change in land use is estimated to generate 273 ADT to the transportation system with 27 trips occurring during the p.m. peak hour. Access to the site is provided from Bigham Drive.

Figure 1 : Vicinity Map



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***Bigham Drive Plan Amendment
& Zone Change (R-3 to E-C)
Traffic Impact Analysis
Central Point, Oregon***

III. EXISTING CONDITIONS

Site Conditions

The proposed site is located on Township 37S Range 1W Section 2CD, tax lots 600, 700 and 1000. The two tax lots total 0.43 acres.

Roadway Characteristics

Table 1 provides a summary of existing roadway classifications and descriptions in the study area.

Roadway	Jurisdiction	Functional Classification	Lanes	City Operational Standard	Posted Speed
Freeman Road	City of Central Point	Minor Arterial	2	LOS D	35
Bigham Drive	City of Central Point	Local	2	LOS D	25
Oak Street	City of Central Point	Local	2	LOS D	25

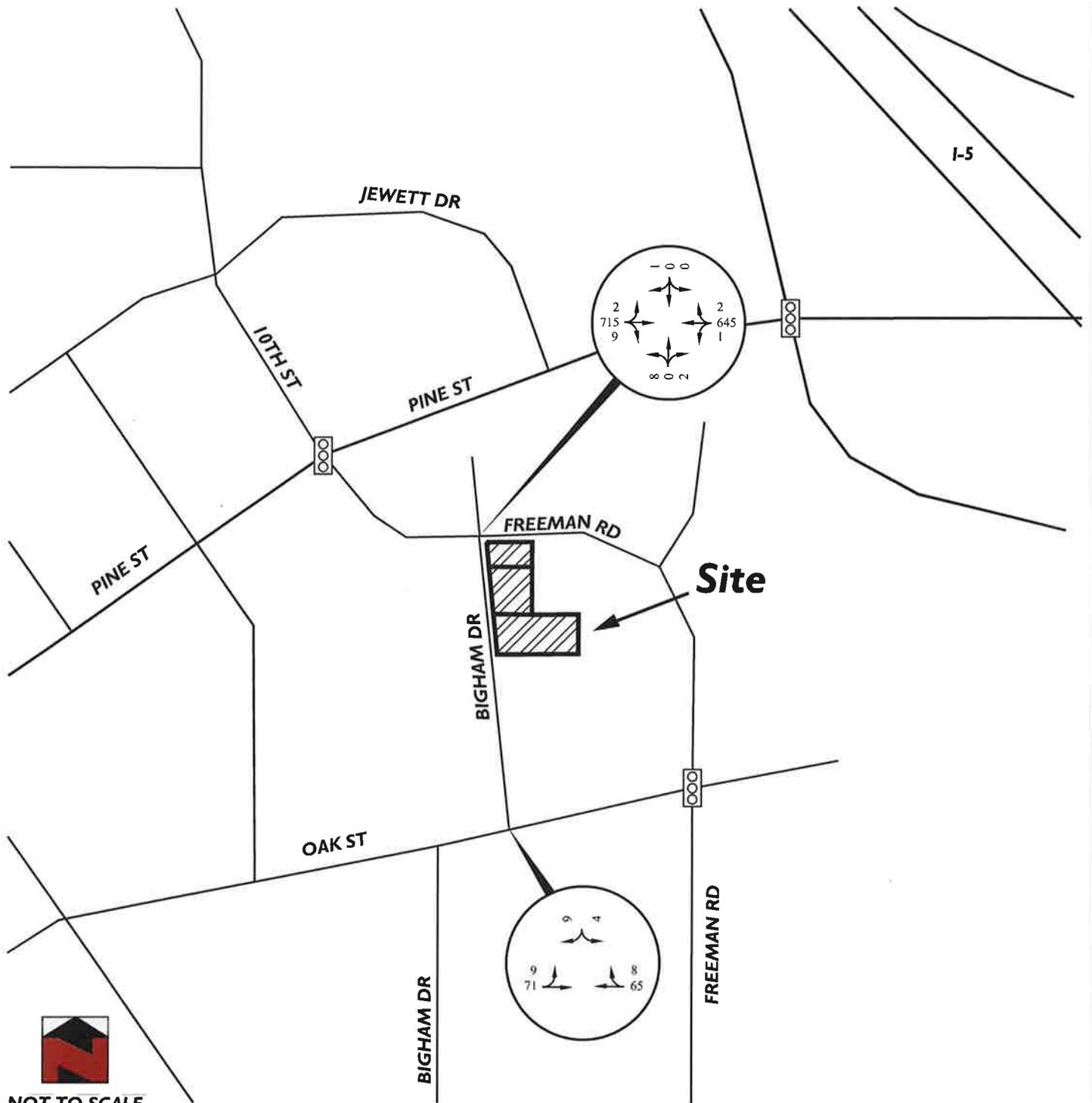
Traffic Counts

Manual traffic counts were collected from 3:00-6:00 p.m. at key intersections in February of 2018. Counts were seasonally adjusted and balanced to reflect peak conditions. The p.m. peak hour was shown to occur from 4:45-5:45 p.m. in the surrounding area. Refer to Appendix A for count data. Refer to Figure 2 for year 2018 no-build traffic volumes during the p.m. peak hour.

Background Growth

Background growth was derived using growth rates from the Interchange Area Management Plan (IAMP) for Exit 33 as well as traffic volume comparisons between counts in 2010 and 2018. The IAMP estimated approximately 0.53% per year of growth on Freeman Road between 2010 and future year 2034. In comparing baseline year 2010 traffic volumes to current year 2018 traffic volumes, however, traffic movements had varying growth rates of 0.25% to 2% depending on the movement. Based on this, growth rates for determining future 2038 no-build conditions varied and were chosen to be as consistent as possible with those in the IAMP.

Figure 2 : Year 2018 No-Build Traffic Volumes, PM Peak Hour




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Intersection Capacity and Level of Service

Intersection capacity calculations were conducted utilizing the methodologies presented in the Year 2000 *Highway Capacity Manual*. Capacity and level of service calculations for signalized and unsignalized intersections were prepared using “SYNCHRO” timing software.

Level of service quantifies the degree of comfort afforded to drivers as they travel through an intersection or along a roadway section. The level of service methodology was developed to quantify the quality of service of transportation facilities. Level of service is based on total delay, defined as the total elapsed time from when a vehicle stops at the end of a queue until the vehicle departs from the stop line. Level of service ranges from “A” to “F”, with “A” indicating the most desirable condition and “F” indicating an unsatisfactory condition. The HCM LOS designations for stop-controlled intersections are provided in Table 2. The HCM LOS designations for signalized intersections are provided in Table 3.

Table 2 – HCM Level of Service Designations for Stop-Controlled Intersections

Level of Service	Delay Range
A	< 10
B	>10 – 15
C	>15 – 25
D	>25 – 35
E	>35 – 50
F	> 50

Table 3 – HCM Level of Service Designations for Signalized Intersections

Level of Service	Delay Range
A	< 10
B	>10 – 20
C	>20 – 35
D	>35 – 55
E	>55 – 80
F	> 80

Key intersections are under City of Central Point jurisdiction. The City of Central Point requires all study area intersections to operate at acceptable levels of service (LOS). The minimum acceptable level of service for signalized intersections and unsignalized intersection movements is LOS “D”. Mitigation is required at key intersections operating below a LOS “D”.

Year 2018 No-Build Intersection Operations

Key intersections were evaluated under year 2018 no-build conditions during the p.m. peak hour. Results are summarized in Table 4.

Intersection	Performance Standard	Traffic Control	Year 2018 No-Build
Freeman Road / Bigham Drive	LOS D	TWSC	<i>E, (NB)</i>
Oak Street / Bigham Drive	LOS D	TWSC	A, (SB)

LOS=Level of Service, TWSC=Two-way stop controlled, NB=northbound, SB=southbound
 Note: Exceeded performance standards are shown in bold, italic

Results of the analysis show the intersection of Bigham Drive and Freeman Road operating at a level of service (LOS) “E” under year 2018 no-build conditions, which is failing. The critical movement is the northbound left turn movement, which drives the failing LOS. This movement will eventually be restricted to right-out only when City plans for a median along Freeman Road moves forward, but until then it will remain a potentially difficult movement during peak conditions. The remaining key intersection is shown to operate acceptably under year 2018 no-build conditions. Refer to Appendix C for synchro output sheets.

Year 2018 No-Build 95th Percentile Queuing

Queuing is the stacking up of vehicles for a given lane movement, and it can have a significant effect on roadway safety and the overall operation of a transportation system. Long queue lengths in through lanes can block access to turn lanes, driveways, and minor street approaches, as well as spill back into upstream intersections. As a result of this, the estimation of queue lengths is an important aspect of the analysis process for determining how a transportation corridor operates.

Queue lengths are reported as the average, maximum, or 95th percentile queue length. The 95th percentile queue length is used for design purposes and is the queue length reported in this analysis. Five simulations were run and averaged in SimTraffic to determine 95th percentile queue lengths at study area intersections under existing conditions. Queue lengths were then rounded up to the nearest 25 feet (single vehicle length) and reported in Table 5 for the p.m. peak hour.

Intersection / Movement	Available Link Distance (Ft)	95th Percentile Queue Lengths	Exceeded or Blocked Roadway
Freeman Road / Bigham Drive			
Eastbound Left/Through/Right	250	50	-
Westbound Left/Through/Right	325	50	-
Northbound Left/Through/Right	425	50	-
Southbound Left/Through/Right	100	25	-
Oak Street / Bigham Drive			
Eastbound Left/Through	125	25	-
Westbound Through/Right	250	0	-
Southbound Left/Right	425	25	-

Note: Exceeded performance standards are shown in bold, italic

Results of the queuing analysis show that no link distances at key intersections are exceeded under year 2018 no-build conditions during the p.m. peak hour. The northbound movement on Bigham Drive at Freeman Road is shown to have two vehicles waiting at any one time during the p.m. peak hour, which is consistent with the LOS analysis, which showed that this movement might be difficult to maneuver during peak conditions. Refer to Appendix D for a full queuing and blocking report.

Crash History

Crash data for the most recent five year period was gathered from ODOT's crash analysis unit. Results were gathered for the period of January 1, 2012 through December 31st, 2016. Crash data is gathered to identify crash patterns that could be attributable to geometric or operational deficiencies, or crash trends of a specific type that would indicate the need for further investigation at an intersection. Results, however, showed that there were no reported crashes at either key intersection within a five year period. No further investigation is shown to be necessary.

IV. SITE TRAFFIC

Trip Generation

Trip generation calculations for the proposed plan amendment and zone change to E-C were prepared utilizing the Institute of Transportation Engineers (ITE) *Trip Generation*, 10th Edition. An ITE rate was used for land use code 720 – Medical/Dental Office Building. No pass-by or internal trip reductions were taken. Proposed development trips were based on a 7,840 SF medical office building. Table 6 provides a summary of trip generations. ITE descriptions and graphs are provided in Appendix B.

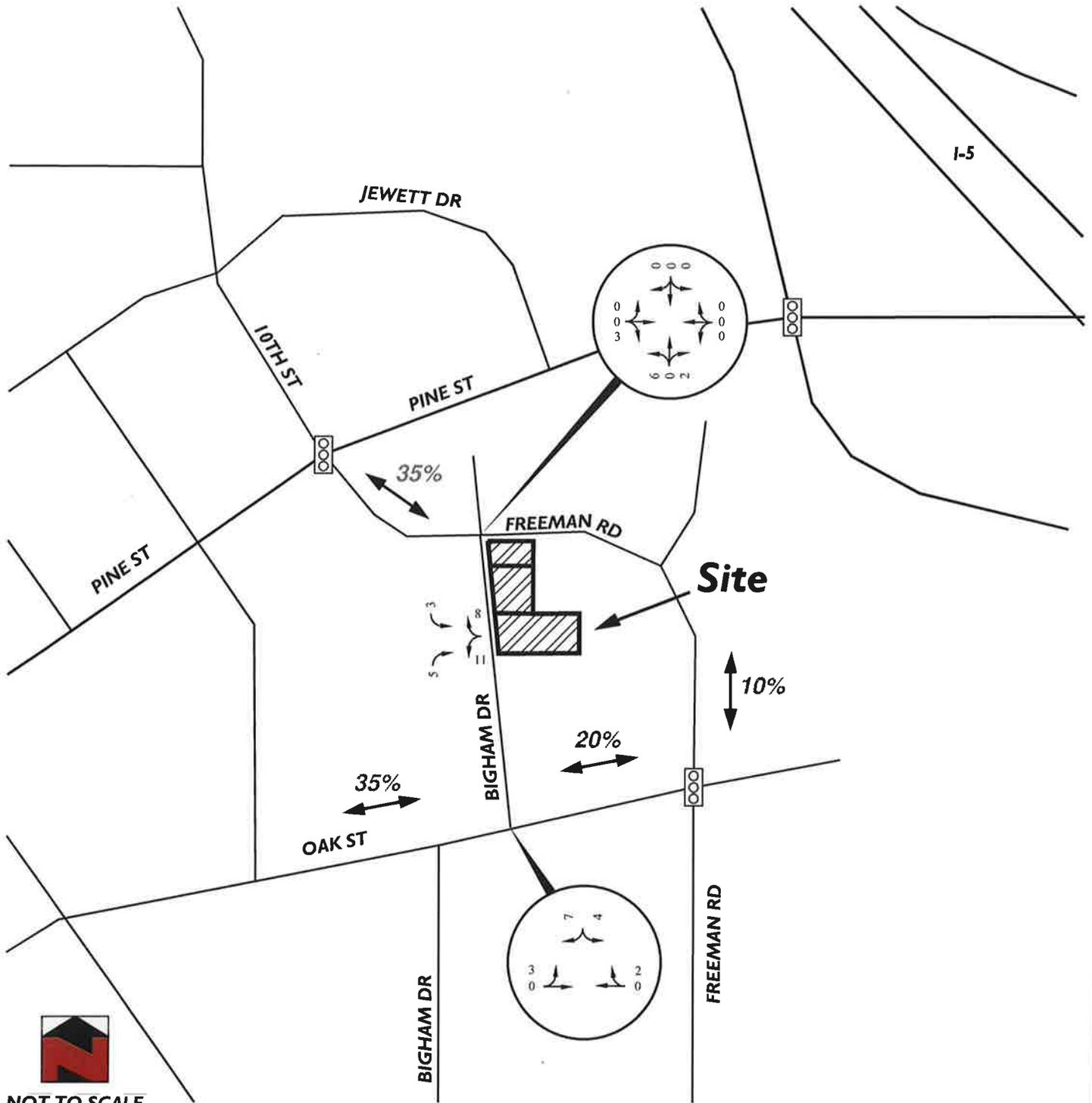
Table 6 – Development Trip Generations								
Land Use	Unit	Size	Daily Rate	Daily Trips	PM Peak Rate	PM Peak Hour Trips		
						Total	In	Out
720 – Medical/Dental Office	1000 SF	7.84	34.8	273	3.46	27	8	19
Total Trips				273		27	8	19

SF = Square Feet

Trip Distribution and Assignment

Development trips were distributed based on traffic distributions from the existing site. Trip percentages to and from the north and south were based on existing splits along Bigham Drive. Once trips reached key intersections, development trips were then distributed in the same manner, which followed that of existing splits. Refer to Figure 3 for development distribution percentages and trip assignments.

Figure 3 : Development Trip Distributions, PM Peak Hour




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V. YEAR 2018 BUILD CONDITIONS

Year 2018 Build Description

Build conditions represent no-build conditions for a study area with the addition of proposed development trips considered. Build conditions are compared to no-build conditions to determine what impacts and/or mitigation measures will result from proposed development. Build conditions are evaluated in this analysis for the year 2018. Year 2018 build traffic volumes during the p.m. peak hour are provided in Figure 4.

Year 2018 Build Intersection Operations

Year 2018 build traffic volumes were evaluated at key intersections under p.m. peak hour conditions. Results are summarized in Table 7.

Intersection	Performance Standard	Traffic Control	Year 2018 Build
Freeman Road / Bigham Drive	LOS D	TWSC	<i>E, (NB)</i>
Oak Street / Bigham Drive	LOS D	TWSC	A, (SB)

LOS=Level of Service, TWSC=Two-way stop controlled, NBL=northbound left, SBL=southbound left
 Note: Exceeded performance standards are shown in bold, italic

Results of the analysis show the intersection of Bigham Drive at Freeman Road continues to have a failing northbound traffic movement under year 2018 build conditions during the p.m. peak hour. This is unchanged from existing year 2018 no-build conditions and fails as a result of high traffic volumes on Freeman Road. Refer to Appendix C for synchro output sheets.

Year 2018 Build 95th Percentile Queuing

Five simulations were run and averaged in SimTraffic to determine 95th percentile queue lengths at study area intersections under year 2018 build conditions. Queue lengths were then rounded up to the nearest 25 feet (single vehicle length) and reported in Table 8 for the p.m peak hour.

Intersection / Movement	Available Link Distance (Ft)	95th Percentile Queue Lengths	Exceeded or Blocked Roadway
Freeman Road / Bigham Drive			
Eastbound Left/Through/Right	250	50	-
Westbound Left/Through/Right	325	50	-
Northbound Left/Through/Right	425	50	-
Southbound Left/Through/Right	100	25	-
Oak Street / Bigham Drive			
Eastbound Left/Through	125	25	-
Westbound Through/Right	250	0	-
Southbound Left/Right	425	25	-

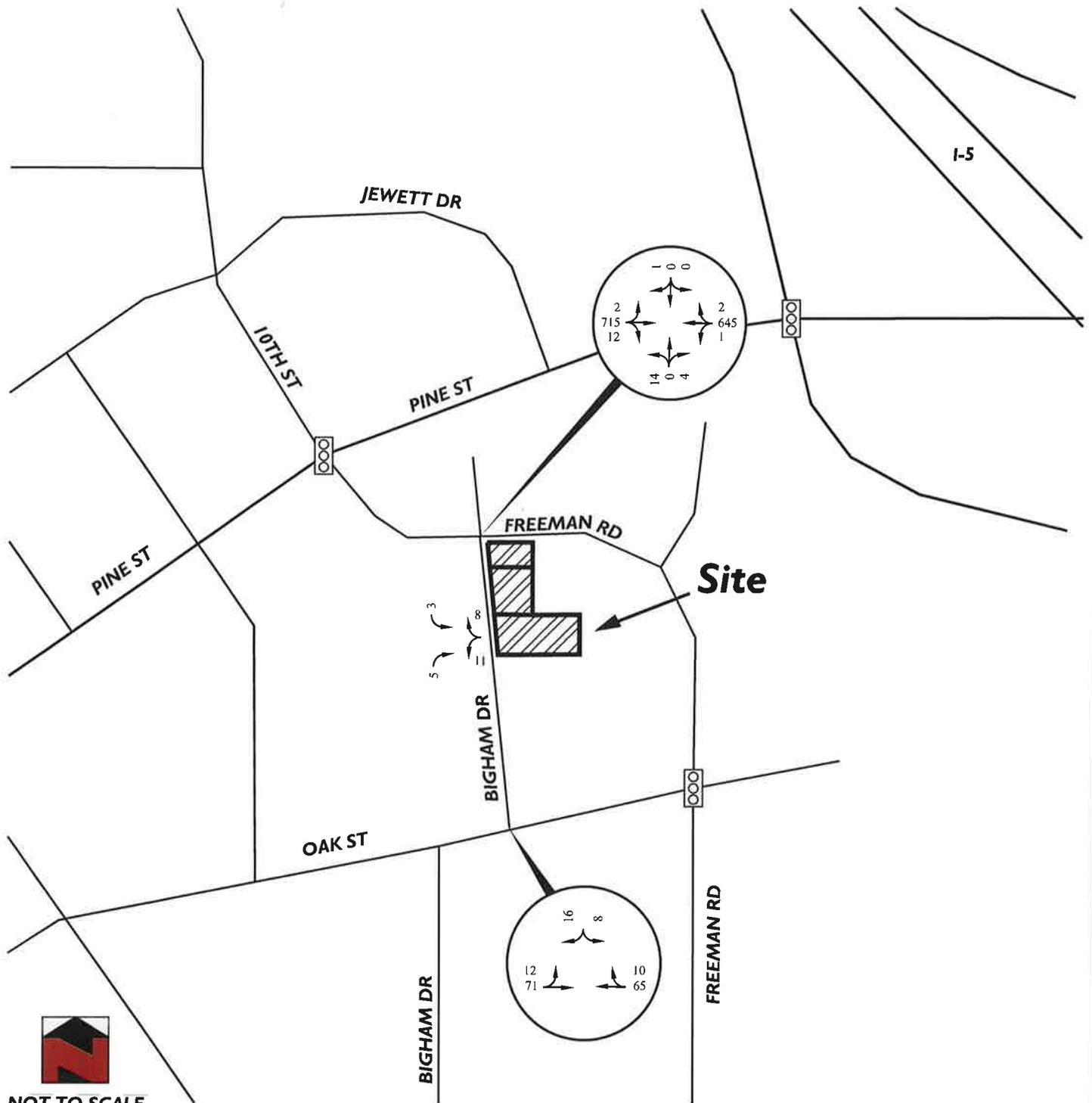
Note: Exceeded performance standards are shown in bold, italic

Results of the queuing analysis show that queue lengths at key intersections remain the same under year 2018 build conditions during the p.m. peak hour. Refer to Appendix D for a full queuing and blocking report.

Year 2018 Build Turn Lanes

Turns lanes are not evaluated at the time of plan map amendment or zone change because exact development details are not known at that time, but they will be evaluated at the time of development. Additionally, a median along Freeman Road is planned by the City of Central Point, which will mitigate any need for a center turn lane requirement.

Figure 4 : Year 2018 Build Traffic Volumes, PM Peak Hour



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VI. FUTURE YEAR 2038 NO-BUILD AND BUILD CONDITIONS

Future Year 2038 No-Build Description

Future year 2038 no-build conditions represent future year conditions for a study area without consideration of proposed development trips. This condition is evaluated to determine how a study area will be impacted by future background growth but no traffic from proposed development trips. Background growth was determined based on projections in the Interchange Area Management Plan (IAMP) at exit 33 and from comparisons between 2010 traffic volumes and 2018 manual counts gathered for this analysis. Growth rates varied between 0.025% and 2% per year depending upon the traffic movement, in an effort to be as consistent as possible with traffic projections in the IAMP. Refer to Figure 5 for future year 2038 no-build traffic volumes during the p.m. peak hour.

Future Year 2038 Build Description

Future year 2038 build conditions represent future conditions for a study area with background growth and proposed development trips considered. Build conditions are compared to no-build conditions to determine what kind of impacts will result from proposed development under future conditions. Future build conditions are evaluated in this analysis for the planning year of 2038. Refer to Figure 6 for future year 2038 build traffic volumes during the p.m. peak hour.

Future Year 2038 No-Build and Build Intersection Operations

Future year 2038 no-build and build traffic volumes were evaluated at key intersections during the p.m. peak hour to determine how background growth and proposed development trips impact the transportation system. Results of the analysis are summarized in Table 9.

Intersection	Performance Standard	Traffic Control	Future Year 2038 No-Build	Future Year 2038 Build
Freeman Road / Bigham Drive	LOS D	TWSC	<i>E, (NB)</i>	<i>E, (NB)</i>
Oak Street / Bigham Drive	LOS D	TWSC	A, (SB)	A, (SB)

LOS=Level of Service, TWSC=Two-way stop controlled, NBL=northbound left, SBL=southbound left
Note: Exceeded performance standards are shown in bold, italic

Results of the analysis show that key intersections continue to operate the same under future year 2038 no-build and build conditions as they were shown to operate under year 2018 no-build and build conditions. The intersection of Bigham Drive and Freeman Road continues to have a failing northbound traffic movement, which will be re-routed as a result of a center median planned along Freeman Road. This improvement is shown to adequately mitigate any safety concerns relating to the northbound left turn movement. The remaining key intersection is shown to continue to operate at a LOS “A”, which is well within performance standards. Synchro output sheets are provided in Appendix E.

Future Year 2038 No-Build and Build 95th Percentile Queuing

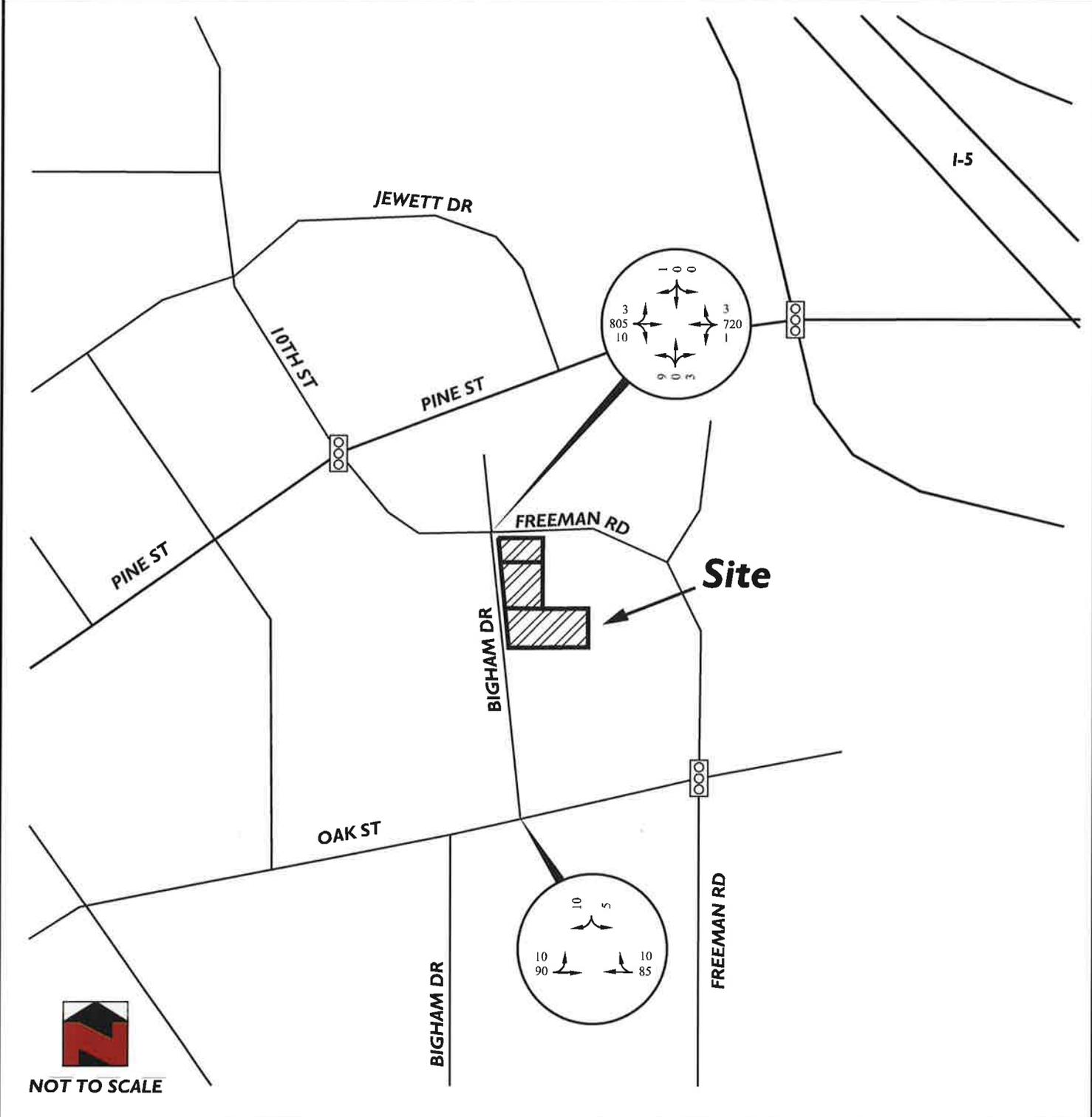
Five simulations were run and averaged in SimTraffic to determine 95th percentile queue lengths at study area intersections under future year 2038 no-build and build conditions. Queue lengths were then rounded up to the nearest 25 feet (single vehicle length) and reported for p.m. peak hour conditions in Table 10.

Table 10 – Future Year 2038 No-Build and Build 95th Percentile Queue Lengths, PM Peak Hour				
Intersection / Movement	Available Link Distance (Ft)	95th Percentile Queue Lengths No-Build	95th Percentile Queue Lengths Build	Exceeded or Blocked Roadway
Freeman Road / Bigham Drive				
Eastbound Left/Through/Right	250	75	75	-
Westbound Left/Through/Right	325	50	50	-
Northbound Left/Through/Right	425	50	50	-
Southbound Left/Through/Right	100	25	25	-
Oak Street / Bigham Drive				
Eastbound Left/Through	125	25	25	-
Westbound Through/Right	250	0	0	-
Southbound Left/Right	425	25	25	-

Note: Exceeded performance standards are shown in bold, italic

Results of the queuing analysis show that queue lengths at key intersections continue to remain similar under future year 2038 no-build and build conditions as were shown in year 2018 no-build and build conditions. The only queue length shown to increase is the eastbound left turn queue on Freeman Road at Bigham Drive, and this increases to 75 feet under both no-build and build conditions. All other queue lengths at key intersections are shown to remain the same. It can also be noted that the planned center median along Freeman Road in the future will limit traffic movements to and from Bigham Drive to right-in, right-out movements so queue lengths along Freeman Road resulting from left turning movements will no longer exist. Refer to Appendix F for a full queuing report.

Figure 5 : Future Year 2038 No-Build Traffic Volumes, PM Peak Hour




NOT TO SCALE

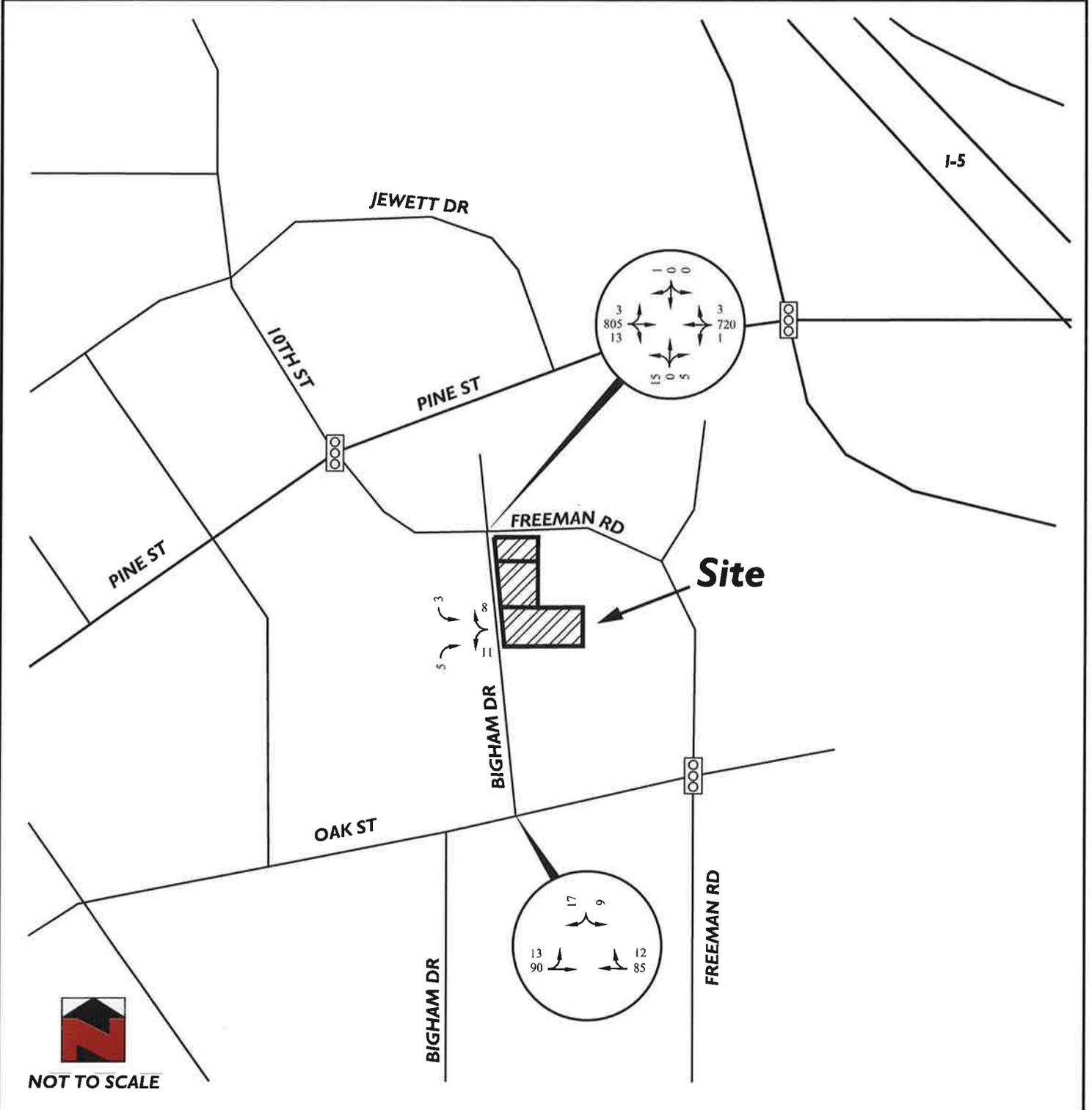


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**Bigham Drive Plan Amendment
& Zone Change (R-3 to E-C)
Traffic Impact Analysis
Central Point, Oregon**

Figure 6 : Future Year 2038 Build Traffic Volumes, PM Peak Hour



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 Traffic Impact Analysis
 Central Point, Oregon**

VII. CONCLUSIONS

The findings of the traffic impact analysis conclude that the proposed comprehensive plan map amendment and zone change from R-3 to E-C on 37S1W02CD tax lots 600, 700 and 1000 can be accommodated on the existing transportation system with planned improvements without creating adverse impacts. Intersection operations, roadway classifications, and safety conditions were evaluated to address potential impacts to the transportation system. Results of the analysis show the following:

- Key intersections were evaluated operationally under year 2018 and future year 2038 no-build and build conditions. Results of the analysis show the intersection of Bigham Drive and Freeman Road exceeding the City's level of service (LOS) "D" performance standard and operating at a LOS "E" under existing year 2018 no-build conditions. A planned improvement identified in the Interchange Area Management Plan (IAMP) for Exit 33 included a center median along Freeman Road in the future, which will limit traffic movements to and from Bigham Drive to right-in, right-out only. With this improvement in place, the intersection will be adequately mitigated through future year 2038 build conditions.
- 95th percentile queue lengths are not shown to exceed link distances nor create safety concerns at key intersections under any of the analysis scenarios.
- An evaluation of crash history in the site vicinity showed no crashes within the most recent five year period at either key intersection.

This analysis was undertaken to address issues of compliance with the City of Central Point Comprehensive Plan, Land Development Code, and Oregon Transportation Planning Rule (TPR) in Oregon Administrative Rules (OAR) Chapter 660, Division 012. Based upon our analysis, it is concluded that streets and intersections that serve the subject property will accommodate projected p.m. peak hour traffic volumes from permitted uses under proposed E-C zoning without requiring a change in the functional classification of any existing or planned facility, or degrade the performance of an existing or planned facility such that it would not meet the performance standard identified in the City's Transportation System Plan (TSP) or Comprehensive Plan.

*SOUTHERN
OREGON
TRANSPORTATION
ENGINEERING, LLC*

Appendix G

Agency Requirements

320.00.00 – Design

320.10.01 – Design Standards

The purpose of these standards is to provide a consistent policy under which certain physical aspects of street and related design and plan preparation will be observed by the engineer.

The Engineer should be aware that certain alternate street standards for the Transit Oriented District and Transit Oriented Corridor might apply to the design and construction streets in these areas of the city. These alternate standards are fully described in the Central Point TOD Design Requirements and Guidelines. They are also briefly described in lesser detail in these Standards and Specifications.

This section contains design standards to ensure the safe and efficient operation of each facility type for all users and the best use of public space. The requirements in this section are established as minimum standards to follow and apply to both new construction and reconstruction, except as otherwise specified.

Designs shall consider the needs of people with disabilities and the aged, such as visually impaired pedestrians and mobility impaired pedestrians. Every effort should be made to locate street hardware away from pedestrian locations and provide a surface free of bumps and cracks, which create safety and mobility problems. Smooth access ramps shall be provided where required. All designs shall conform to the current American Disabilities Act (ADA) or as adopted by the Oregon Department of Transportation (ODOT), Oregon Bicycle and Pedestrian Plan.

The determination of the pavement width and total right-of-way shall be based on the operational needs for each street as determined by a technical analysis. The technical analysis shall use demand volumes that reflect the maximum number of pedestrians, bicyclists, parked vehicles and motorized vehicle traffic expected when the area using the street is fully developed. Technical analysis shall take into consideration, transportation elements of the Comprehensive Plan, TOD, neighborhood plans, approved tentative plans as well as existing commercial and residential developments. All street designs shall be coordinated with the design of other new or existing infrastructure.

These standards set forth the minimum requirements for materials and street design. The Public Works Director shall have discretion to require a higher or different standard for materials or design when in his judgment it is in the best interest of the public's health, safety and welfare when considering all aspects and circumstances of the project.

The minimum geometric requirements for all street classifications are defined in Tables 300 – 1 through 300 – 7.

320.10.02 – Traffic Impact Analysis

The purpose of this section is to assist in the determination of which road authorities participate in land use decisions, and to implement Section 660-012-0045(2)(e) of the State Transportation

Planning Rule that requires the city to adopt a process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities.

This chapter establishes the standards for when a proposal must be reviewed for potential traffic impacts; when a traffic impact analysis must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities; what must be in a traffic impact analysis; and who is qualified to prepare the study.

A traffic impact analysis shall be prepared by a traffic engineer or civil engineer licensed to practice in the state of Oregon with special training and experience in traffic engineering. If the road authority is the Oregon Department of Transportation (ODOT), consult ODOT's regional development review planner and OAR 734-051-180. If the road is the authority of Jackson County, consult Jackson County's road design requirements.

The Public Works Director may, at his/her discretion, waive the study of certain intersections when it is concluded that the impacts are not substantial.

320.10.03 – Traffic Impact Analysis Applicability

(1) The level of detail and scope of a traffic impact analysis (TIA) will vary with the size, complexity, and location of the proposed application. Prior to any TIA, the applicant shall submit sufficient information to the City for the Public Works Department to issue a scoping letter. If stipulations to reduce traffic are requested by an applicant, it must first be shown by means of an analysis that an unconditional approval is not possible without some form of mitigation to maintain an adequate LOS. This will determine whether a stipulation is necessary.

(2) Extent of Study Area:

The study area shall be defined by the Public Works Department in the scoping letter and shall address at least the following areas:

- a) All proposed site access points;
- b) Any intersection where the proposed development can be expected to contribute 25 or more trips during the analysis peak period. Impacts of less than 25 peak period trips are not substantial and will not be included in the study area. This volume may be adjusted, at the discretion of the Public Works Department, for safety or unusual situations; and
- c) Any intersections directly adjacent to the subject property.

(3) When required: TIA shall be required when a land use application involves one or more of the following actions:

- a) A change in zoning or a plan amendment designation that generates 300 average daily trips (ADT) more than the current zoning;
- b) Any proposed development or land use action that a road authority, including the city, Jackson County or ODOT, states may have operational or safety concerns along its facilities;
- c) An increase in site traffic volume generation by 250 average daily trips (ADT) or more, or 25 Peak Hour Trips (PHT);

- d) An increase in peak hour volume of a particular movement to and from the State highway by 20 percent or more;
- e) An increase in use of adjacent streets by vehicles exceeding twenty thousand pounds gross vehicle weight by 10 vehicles or more per day;
- f) The location of the access driveway does not meet minimum sight distance requirements, as determined by the city engineer, or is located where vehicles entering or leaving the property are restricted, or such vehicles queue or hesitate on the state highway, creating a safety hazard at the discretion of the community development director; or
- g) A change in internal traffic patterns that, at the discretion of the Public Works Director, may cause safety problems, such as back-up onto a street or greater potential for traffic accidents.

(4) Submittals:

Provide two copies of the TIA for Public Works Department to review.

(5) Elements of Analysis:

A TIA shall be prepared by a Traffic Engineer or Civil Engineer licensed to practice in the State of Oregon with special training and experience in traffic engineering. The TIA shall be a thorough review of the effects a proposed use will have on the transportation system. The study area shall include all streets and intersections in the analysis, as defined in subsection (2) above. Traffic generated from a proposed site will be distributed throughout the transportation system using existing count data or the current transportation model used by the City. Any alternate distribution method must be based on data acceptable to the Public Works Department. The following checklist outlines what a TIA shall contain. Incomplete reports shall be returned to the applicant for completion without review:

- a) The scoping letter as provided by the Public Works Department;
 - b) The Final TIA shall be signed and stamped by a Professional Civil or Traffic Engineer registered in the State of Oregon;
 - c) An executive summary, discussing the development, the major findings of the analysis, and the mitigation measures proposed;
 - d) A vicinity map of the proposed site and study area;
 - e) Project characteristics such as zoning, potential trip generations (unless stipulated to less than potential), proposed access(s), and other pertinent factors;
 - f) Street characteristics within the study area including functional classification, number of travel lanes, lane width, shoulder treatment, bicycle path corridors, and traffic control at intersections;
 - g) Description of existing transportation conditions including transit accessibility, accident history, pedestrian facilities, bicycle facilities, traffic signals, and overall traffic operations and circulation;
 - h) Peak period turning movement counts of at least two-hour minimums at study area intersections, less than 2 years old. These counts shall be adjusted to the design year of the project and consider seasonal traffic adjustments when required by the scoping letter;
 - i) A "Figure" showing existing peak period (AM, noon, or PM, whichever is largest) turning movement volumes at study area intersections, as shown in Example 1.
- Approved applications obtained from the City that have not built out but will impact study

- area intersections shall be included as pipeline traffic. An appropriate adjustment factor shall be applied to existing count data if counts were taken during the off-peak season;
- j) Potential "Project" trip generation using the most current edition of the ITE Trip Generation, as required by the Public Works Department at the time of scoping. Variations of trip rates will require the approval of the Public Works Department. Such approval will require submission of adequate supporting data prior to first submittal of the TIA;
 - k) A "Figure" illustrating project turning movement volumes at study area intersections for peak periods, as shown in Example 2. Adjustments made for pass-by traffic volumes shall follow the methodology outlined in the latest edition of the ITE Trip Generation, and shall not exceed 25% unless approved by the Public Works Director;
 - l) A "Figure" illustrating the combined traffic of existing, background, and project turning movement volumes at study area intersections for peak periods, as shown in Example 3;
 - m) Level of Service (LOS) analysis at study area intersections under the following conditions:
 - (A) Existing plus pipeline traffic
 - (B) Existing plus pipeline traffic and project traffic.

A table shall be prepared which illustrates all LOS results. The table shall show LOS conditions with corresponding vehicle delays for signalized intersections and the critical movement at unsignalized intersections. If the proposed use is scheduled to be completed in phases, a LOS analysis shall be prepared for each phase;

- n) A mitigation plan if impacts to the study area reduce level of service (LOS) below minimums. Mitigation measures may include stipulations and/or construction of necessary transportation improvements. Mitigation measures shall be required to the extent that the transportation facilities, under City jurisdiction, operate at an acceptable level of service (LOS) with the addition of project traffic; and
- o) Intersections under jurisdiction of another agency, but still within the City limits, shall be evaluated by either the City's criteria or the other jurisdiction's criteria, or both, whichever is considered applicable by the Public Works Department.

If the TIA is not consistent with the scoping letter (including any amendments) then the TIA will be returned to the applicant without review.

(6) Analysis criteria:

- a) All trip distributions into and out of the transportation system must reflect existing traffic count data for consistency or follow the current transportation model used by the City. If alternate splits are used to distribute traffic then justification must be provided and approved by the Public Works Department prior to first submittal of the TIA.
- b) If progression analysis is being evaluated or queuing between intersections is a concern, the peak period used in the analysis must be the same for every intersection along the street and reflect that of the most critical intersection being evaluated. If a common peak period is not requested by the Public Works Department, then the actual peak period of every intersection shall be used.
- c) Counts performed must be a minimum of two hours and include the peak period for analysis purposes. All documentation shall be included in the TIA.
- d) All supporting count data, LOS analyses, pass-by deductions, growth rates, traffic

distributions, or other engineering assumptions must be clearly defined and attached to the TIA when submitted in report form to the City for review.

e) All LOS analyses shall follow operational procedures per the current Highway Capacity Manual. Ideal saturation flow rates greater than 1800 vehicles per hour per lane should not be used unless otherwise measured in the project vicinity. Queue lengths shall be calculated at the 95th percentile where feasible. Actual peak hour factors should be used for each movement or lane grouping in the analysis. Peak hour factors over 0.90 shall not be used unless justified by specific counts at that location.

f) Signal timing used in capacity or progression analysis shall follow City timing plans and account for pedestrian crossing times, unless otherwise noted in the scoping letter.

g) Arrival Type 3 (random arrivals) shall be used unless a coordinated plan is in place during the peak period.

320.10.04 – Maintenance of level of Service D

Whenever level of service is determined to be below level D for arterials or collectors, development is not permitted unless the developer makes the roadway or other improvements necessary to maintain level of service D respectively.

On Feb 9, 2018, at 2:14 PM, WANG Wei * Michael <Wei.WANG@odot.state.or.us> wrote:

Kim,

I have checked this project with RAME.

We agreed that the proposed development will not significantly impact state highway system.

If the city is require a TIA, we would like to take a look at the TIA as well.

Wei (Michael) Wang P.E. & M.S. | Development Review Traffic Engineer

The ODOT Region 3 / District 8 | 100 Antelope Rd. | [White City, OR 97503](#)

Phone: [\(541\) 774.6316](tel:(541)774.6316) | Fax: [\(541\) 774.6349](tel:(541)774.6349) | Email: Wei.Wang@odot.state.or.us

From: Kim Parducci [<mailto:kim.parducci@gmail.com>]

Sent: Wednesday, February 07, 2018 4:09 PM

To: WANG Wei * Michael

Subject: Central Point ZC

Hi Michael,

I have a zone change in Central Point that I think is going to be too small to reach any ODOT facilities but I'm sending a scoping letter to you just in case you have any comments.

The zone change involves three small residential tax lots on Bigham Drive (off of Freeman) that are surrounded by commercial lots. The City is changing the comprehensive plan on two of the three lots, which will make them non-conforming if they stay residential so the applicant is seeking the new Employment Commercial (E-C) zoning to be consistent with surrounding properties. He plans to build an office building and said he has a dentist interested. I considered the worst case on this site as a medical office building because other commercial uses like restaurants require too much parking to be feasible in my opinion. A fast-food restaurant as an example needs an acre to work. The only thing I wasn't sure of was how big of an office could be constructed and still meet parking requirements so I assumed 50% coverage to hopefully be conservative.

Call me if you have any questions.

-Kim

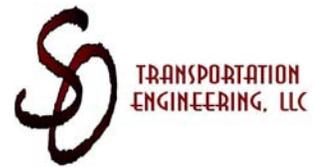
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KIMBERLY PARDUCCI, PE, PTOE

SOUTHERN OREGON TRANSPORTATION ENGINEERING

Medford, Oregon 97504 | [\(541\) 941-4148](tel:(541)941-4148) Cell

Kim.parducci@gmail.com | Oregon DBE/WBE/ESB Certified: No. 5726

**MEMORANDUM**319 Eastwood Drive
Medford, OR 97504Telephone 541.941.4148
Kim.parducci@gmail.comTo: Stephanie Holtey, Principal Planner
City of Central Point

Date: 07/24/2018

Project: Bigham Drive R-3 to E-C / C-4 Comprehensive Plan Amendment / Zone Change

Subject: Traffic Impact Study Conclusion Clarification

Southern Oregon Transportation Engineering prepared a traffic impact study (TIS) dated March 14, 2018 for a proposed comprehensive plan map amendment and zone change from R-3 (High Density Residential) to E-C (Employment Commercial) / C-4 (Tourist/Office Professional) on 37S1W02CD tax lots 600, 700, and 1000. In our conclusions we stated that the intersection of Bigham Drive and Freeman Road was shown in the analysis to be operating at a level of service (LOS) "E" under existing conditions, which exceeds the City's LOS performance standard. A planned improvement in a draft version of the Interchange Area Management Plan (IAMP) for Exit 33 was cited as providing mitigation for this intersection in the future. We have since learned that this planned improvement did not get approved in the final version of the IAMP and will, therefore, not provide the mitigation referenced. This does not change the outcome of our analysis, but requires some clarification.

The intersection of Bigham Drive and Freeman Road in our analysis is shown to operate at a LOS "E" under existing conditions and continues to operate at a LOS "E" under year 2018 build, future year 2038 no-build, and future year 2038 build conditions. The proposed zone change, therefore, is not shown to degrade the performance of the intersection under existing or future conditions. This should have been stated in our original analysis regardless of planned improvements. Our report conclusions remain the same as previously stated with one clarification. Streets and intersections that serve the subject property will accommodate projected p.m. peak hour traffic volumes from permitted uses under proposed C-4 zoning without requiring a change in the functional classification of any existing or planned facility, or degrade the performance of an existing or planned facility that is otherwise projected to not meet the performance standards identified in the City's Transportation System Plan (TSP) or Comprehensive Plan. The outcome is the same, but the referenced section of the TPR changes when mitigation is not shown through a planned improvement.

We hope this provides adequate clarification. Please feel free to contact us if you have any questions or concerns.

Respectfully,

A handwritten signature in black ink that reads 'Kimberly Parducci'.

Kimberly Parducci, PE PTOE
Firm Principal
Southern Oregon Transportation Engineering, LLC

**FINDINGS OF FACT
AND CONCLUSIONS OF LAW
File No.: ZC-18003**

**Before the City of Central Point Planning Commission
Consideration of a Zone (Map) Change Application on 0.43 acres at 45, 63, and 77 Bigham Drive.
The property is identified on the Jackson County Assessor’s map as 37S 2W 02CD, Tax Lot 600,
700, and 1000.**

Applicant:) Findings of Fact
Nelson Investment Enterprises, LLC) and
210 Valle Vista Drive) Conclusion of Law
Grants Pass, OR 97527

**PART 1
INTRODUCTION**

It is requested that the above referenced tax lots be rezoned from Residential Multifamily (R-3) to Tourist and Office Professional (C-4). The purpose of the zone change is to comply with the Employment Commercial (EC) Comprehensive Plan land use designation and to prepare for a consolidated commercial development that includes the subject properties.

The zone change request is a quasi-judicial map amendment, which is processed using Type III application procedures. Type III procedures set forth in Section 17.05.400 provides the basis for decisions upon standards and criteria in the development code and the comprehensive plan, when appropriate.

Applicable development code criteria for this Application include:

- 1. Comprehensive Plan
- 2. State Transportation Planning Rule
- 3. CPMC, Chapter 17.10

**PART 2
FINDINGS & CONCLUSIONS**

Staff has reviewed the Applicant’s Findings (Attachment “B” in the Staff Report dated August 7, 2018) and found that they address all of the applicable development code criteria for the proposed zone (map) amendment. However, the Planning Department is providing supplemental findings addressing the State Transportation Planning Rule below.

OAR 660-012-0060 – Transportation Planning Rule

The State Transportation Planning Rule (TPR) in OAR 660-012-0060 requires changes to land use plans and land use regulations (i.e. Comprehensive Plan Map Amendments and Zoning Map Amendments) to be consistent with the function and capacity of existing and planned transportation facilities. Oregon Administrative Rule (OAR) 660-012-0060 subsection (1) states the following:

- (1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule.

A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of corrections of map errors in an adopted plan);

Finding OAR 660-012-0060(1)(a): *A Traffic Impact Analysis (TIA) was prepared for the proposed zone change by Southern Oregon Transportation Engineering, LLC on March 14, 2018. A memorandum was submitted by Southern Oregon Transportation Engineering, LLC on July 24, 2018 clarifying conclusions. Both documents are provided as attachments to the Staff Report (Attachments “C-1” and “C-2”, respectively) and are herein incorporated by reference as evidence addressing the proposed zone change compliance with the comprehensive plan, local land use regulations and TPR.*

The TIA evaluates the proposed zone change on the 0.43 acre project site (37S 2W 02CD Tax Lots 600, 700, and 1000) from R-3 to EC/C-4¹, including the surrounding streets and intersections on Freeman Road (Minor Arterial), Bigham Drive (Local) and Oak Street (Local). Per Table 6 in the TIA, the zone change trip generation was evaluated based on a 1,000 square foot medical office building as the highest use for the site. The analysis reported a 27 total PM Peak trips, which does not result in any changes to the functional street classifications on Freeman Road, Bigham Drive, or Oak Street.

Conclusion OAR 660-012-0060(1)(a): *Per the TIA, the traffic generated by the increased land use intensity will not alter the functional classification for any existed or planned infrastructure.*

- (b) Change standards implementing a functional classification system; or

Finding OAR 660-012-0060(1)(b):*The standards implementing a functional classification system are based on the Public Works Department Standard Specifications and Uniform Details for Public Works Construction (2014). Table 1 in the TIA summarizes the roadway classifications and operational standards that apply to the transportation facilities evaluated. As shown in the TIA, the City’s operational standard for all evaluated streets is LOS D. The intersection at Bigham Drive and Oak Street is shown to operate at a LOS A under the no-build and build conditions for 2018 and 2038. The intersection at Freeman and Bigham Drive, however, currently operate at a LOS E under no-build conditions. The TIA shows that the intersection continues to operate at a LOS E for the 2018 build, 2038 no build, and 2038 build conditions, and is not aggravated by the proposed minor zone map amendment. As demonstrated by the TIA, the proposed zone map amendment does not change any standards implementing the functional classification system for Bigham, Freeman or Oak Street.*

¹ The Employment Commercial (EC) is in reference to the underlying land use designation, which includes the C-4 zoning classification per the 2018 Land Use Element adopted by Ordinance No. 2043 (herein incorporated by reference).

Conclusion OAR 660-012-0060(1)(b): Consistent.

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the areas of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

Finding OAR 660-012-0060(1)(c)(A): *Travel and access are a function of increased trips and driveway spacing. As demonstrated in Finding OAR 660-012-0060(1)(a), the trips generated by the proposed zone change is consistent with the functional street classifications for Freeman Road, Bigham Drive, and Oak Street. Driveway and access standards are provided in the Public Works Standards, Table 300-6 which specifies site access shall be located the farthest distance away from a Minor Arterial (Freeman Road) and Local (Bigham Drive) street intersection or 30-ft, whichever is greater. Per the Applicant’s TIA, travel and access to the site on Bigham Drive is located at the south end of the affected properties, approximately 180-feet from the intersection of Bigham Drive and Freeman Road consistent with this standard.*

Conclusion OAR 660-012-0060(1)(c)(A): *The access and travel on existing and planned facilities is consistent with the functional classification standards set forth in the Public Works Standard Specifications and TSP and Comprehensive Plan.*

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or,

Finding OAR 660-012-0060(1)(c)(B): *As shown in Table 1, the intersection of Freeman and Bigham will decline to an unacceptable level of service (LOS) “E” under year 2018 no-build year and continue through build year 2038.*

Table 1. Traffic Impact Summary						
Roadway Intersection	Functional Classification	City Operational Standard	Year 2018, No-build	Year 2018, Build	Future Year 2038, No Build	Future Year 2038, Build
Freeman Road/ Bigham Drive	Minor Arterial	LOS “D”	LOS “E”	LOS “E”	LOS “E”	LOS “E”
Oak Street/ Bigham Drive	Local Street	LOS “D”	LOS “A”	LOS “A”	LOS “A”	LOS “A”

The TIA shows that the trips generated by the proposed zone change do not degrade the performance of the existing street beyond current conditions.

Conclusion OAR 660-012-0060(1)(c)(B): *Consistent.*

- (C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

Finding OAR 660-012-0060(1)(c)(C): *As demonstrated in Finding OAR 660-012-0060(1)(c)(B), the intersection of Freeman Road and Bigham Drive fails during the 2018 and 2038 no-build scenarios. The proposed zone change does not further aggravate the city's operational standard.*

Conclusion OAR 660-012-0060(1)(c)(C): *Consistent.*

- (2) If a local government determines that there would be a significant effect, then the local government must ensure that allowed land uses are consistent with the identified function, capacity, and performance standards of the facility measured at the end of the planning period identified in the adopted TSP through one or a combination of the remedies listed in (a) through (e) below, unless the amendment meets the balancing test in subsection 2(e) of this section or qualifies for partial mitigation in section (11) of this rule. A local government using subsection (2)(e), section (3), section (10) or section (11) to approve an amendment recognizes that additional motor vehicle traffic congestion may result and that other facility providers would not be expected to provide additional capacity for motor vehicles in response to this congestion.
 - (a) Adopting measures that demonstrate allowed land uses are consistent with the planned, function, capacity, and performance standards of the facility.
 - (b) Amending the TSP or comprehensive plan to provide transportation facilities, improvements or services adequate to support the proposed land uses consistent with the requirements of this division; such amendments shall include a funding plan or mechanism consistent with section (4) or include an amendment to the transportation finance plan so that the facility, improvement, or service will be provided by the end of the planning period.
 - (c) Amending the TSP to modify the planned function, capacity or performance standards of the transportation facility.
 - (d) Providing other measures as a condition of development or through a development agreement or similar funding method, including but not limited to transportation system management measures or minor transportation improvements. Local governments shall, as part of the amendment, specify when measures or improvements provided pursuant to

this subsection will be provided.

- (e) Providing improvements that would benefit modes other than the significantly affected mode, improvements to facilities other than the significantly affected facility, or improvements at other locations if:
 - (A) The provider of the significantly affected facility provides a written statement that the system-wide benefits are sufficient to balance the significant effect, even though the improvements would not result in consistency for all standards;
 - (B) The providers of facilities being improved at other locations provide written statements of approval; and,
 - (C) The local jurisdictions where facilities are being improved provide written statements of approval.

Finding OAR 660-012-060(2): *As demonstrated in the findings and conclusions for OAR 660-012-0060(1), transportation facilities will not be significantly affected by the proposed zone map change.*

Conclusion OAR 660-012-0060(2): *Not applicable.*

- (3) Notwithstanding sections(1) and (2) of this rule, a local government may approve an amendment that would significantly affect an existing transportation facility without assuring that the allowed land uses are consistent with the function, capacity, and performance standards of the facility where:
 - (a) In the absence of the amendment, planned transportation facilities, improvements and services as set forth in section (4) of this rule would not be adequate to achieve consistency with the identified function, capacity or performance standard for that facility by the end of the planning period identified in the TSP.
 - (b) Development resulting from the amendment will, at a minimum mitigate the impacts of the amendment in a manner that avoids further degradation to the performance of the facility by the time of the development through one or a combination of transportation improvements or measures;
 - (c) The amendment does not involve property located in an interchange area as defined in paragraph (d)(C); and
 - (d) For affected state highways, ODOT provides a written statement that the proposed funding and timing for the identified mitigation improvements or measures are, at a minimum, sufficient to avoid further degradation to the performance of the affected state highway. However, if a local government provides the appropriate ODOT regional office with written notice of a proposed amendment in a manner that provides ODOT reasonable opportunity to submit a written statement into the record of the local government proceeding, and ODOT does not provide a written statement, then the local

government may proceed with applying subsections (a) through (c) of this section.

Finding OAR 660-012-060(3): *As demonstrated in the findings and conclusions for OAR 660-012-0060(1), transportation facilities will not be significantly affected by the proposed zone map change.*

Conclusion OAR 660-012-0060(3): *Not applicable.*

- (4) Determinations under sections (1) through (3) of this rule shall be coordinated with affected transportation facility and service providers and other affected local governments.
 - (a) In determining whether an amendment has a significant effect on an existing or planned transportation facility under subsection (1)(c) of this rule, local governments shall rely on existing transportation facilities and services and on the planned transportation facilities, improvements and services set forth in subsections (b) and (c) below.
 - (b) Outside of interstate interchange areas, the following are considered planned facilities, improvements, and services:
 - (A) Transportation facilities, improvements or services that are funded for construction or implementation in the Statewide Transportation Improvement Program or a locally or regionally adopted transportation improvement program or capital improvement plan or program of a transportation service provider.
 - (B) Transportation facilities, improvements or services that are authorized in a local transportation system plan and for which a funding plan or mechanism is in place or approved. These include, but are not limited to, transportation facilities, improvements or services for which: transportation systems development charge revenues are being collected; a local improvement district or reimbursement district has been established or will be established or will be established prior to development; a development agreement has been adopted; or conditions of approval to fund the improvement have been adopted.
 - (C) Transportation facilities, improvements or services in a metropolitan planning organization (MPO) area that are part of the area's federally-approved, financially constrained regional transportation system plan.
 - (D) Improvements to state highways that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when ODOT provides a written statement that the improvements are reasonably likely to be provided by the end of the planning period.
 - (E) Improvements to regional and local roads, streets or other transportation facilities or services that are included as planned improvements in a regional or local transportation system plan or comprehensive plan when the local government(s)

or transportation service provider(s) responsible for the facility, improvement or service provides a written statement that the facility, improvement or service is reasonably likely to be provided by the end of the planning period.

Finding OAR 660-012-0060(4)(b): *The proposed zone change occurs on property within ¼ mile of Interchange 33 for Interstate 5.*

Conclusion OAR 660-012-0060(4)(b): *Not applicable since the property is within an adopted IAMP.*

(c) Within interstate interchange areas, the improvements included in (b) (A)-(C) are considered planned facilities, improvements and services, except where:

- (A) ODOT provides a written statement that the proposed funding and timing of mitigation measures are sufficient to avoid a significant adverse impact on the Interstate Highway system, then local governments may also rely on the improvements identified in paragraphs (b)(D) and (E) of this section; or,
- (B) There is an adopted interchange area management plan, then local government may also rely on the improvements identified in that plan and which are also identified in paragraphs (b)(D) and (E) of this section.

Finding OAR 660-012-0060(4)(c): *Although the IAMP and TSP do not identify improvements adjacent to the site that would mitigate the existing LOS E deficiency at the intersection of Freeman and Bigham Drive, ODOT provided written confirmation in an email dated February 9, 2018 that the proposed zone change will not adversely affect the highway system.*

Conclusion OAR 660-012-0060(4)(c): *Consistent.*

(d) As used in this section and section (3):

- (A) Planned interchange means new interchanges and relocation of existing interchanges that are authorized in an adopted transportation system plan or comprehensive plan;
- (B) Interstate highway means Interstates 5, 82, 84, 105, 205 and 405; and,
- (C) Interstate interchange area means:
 - (i) Property within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway; or,
 - (ii) The interchange area as defined in the Interchange Area Management Plan adopted as an amendment to the Oregon Highway Plan.

- (e) For purposes of this section, a written statement provided pursuant to paragraphs (b)(D), (b)(E), or (c)(A) provided by ODOT, a local government or transportation facility provider, as appropriate, shall be conclusive in determining whether a transportation facility, improvement or service is a planned transportation facility, improvement or service. In the absence of a written statement, a local government can only rely upon planned transportation facilities, improvements and services identified in paragraphs (b)(A)-(C) to determine whether there is a significant effect that requires application of the remedies in section (2).

Finding OAR 660-012-0060(4): As demonstrated in the Findings for OAR 660-012-0060(4)(c), the proposed minor zone map amendment was coordinated with affected transportation facility and service providers, including ODOT and the Central Point Public Works Department.

Conclusion OAR 660-012-0060(4): Consistent.

- (9) Notwithstanding section (1) of this rule, a local government may find that an amendment to a zoning map does not significantly affect an existing or planned facility if all of the following requirements are met:

- (a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;

Finding OAR 660-012-0060(9)(a): The comprehensive plan designation for the subject property is Employment Commercial (Ordinance No. 2043). Per the Land Use Element, the Employment Commercial land use designation replaces the former Tourist and Office Professional designation and is consistent with the C-4, Tourist and Office Professional zoning proposed for the site.

Conclusion OAR 660-012-0060(9)(a): Consistent.

- (b) The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and,

Finding OAR 660-012-0060(9)(b): The City's TSP was acknowledged on December 18, 2008 (Ordinance No. 1922) and was updated on October 8, 2015 (Ordinance No. 2017) to incorporate IAMP 33 and IAMP 35 by reference into the TSP/Transportation Element of the Comprehensive Plan. Per the TSP, the zoning is consistent with the functional classifications and performance standards for the affected transportation facilities.

Conclusion OAR 660-012-0060(9)(b): Consistent.

- (c) The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.

Finding OAR 660-012-0060(9)(c): *The project site is located on 0.43 acres that was part of the original town settlement when it was incorporated in 1889. Given the timing of incorporation, it was not subject to this rule and therefore was not exempted from it. Since the land was incorporated, it has been planned for urbanization as evidenced by existing development and planned land use shown on comprehensive plan and zoning maps adopted and updated over the years.*

Conclusion OAR 660-012-0060(9)(c): *The findings in this section further support findings in OAR 660-012-0060(1) in concluding that the proposed minor zone map amendment does not significantly affect existing or planned transportation facilities.*

- (10) Notwithstanding sections (1) and (2) of this rule, a local government may amend a functional plan, a comprehensive plan or a land use regulation without applying performance standards related to motor vehicle traffic congestion (e.g. volume to capacity ratio or V/C), delay or travel time if the amendment meets the requirements of subsection (a) of this section. This section does not exempt a proposed amendment from other transportation performance standards or policies that may apply including, but not limited to, safety for all modes, network connectivity for all modes (e.g. sidewalks, bicycle lanes) and accessibility for freight vehicles of a size and frequency required by the development.

(a) A proposed amendment qualifies for this section if it:

- (A) Is a map or text amendment affecting only land entirely within a multimodal mixed-use area (MMA); and
- (B) Is consistent with the definition of an MMA and consistent with the function of the MMA as described in the findings designating the MMA.

Finding OAR 660-012-0060(10)(a): *The proposed map amendment is within an area designated as an Activity Center in the Land Use Element (Ordinance No. 2043) and Rogue Valley Metropolitan Area (RVMPO) Alternative Measures Activity Center.² Activity Centers are interchangeable with the term Transit Oriented/Mixed Use Pedestrian Friendly Areas. These areas represent development of places that encourage neighborhood oriented, higher density and mixed use environments that increase the convenience of walking, bicycling and transit.*

Conclusion OAR 660-012-0060(10)(a): *Consistent.*

(b) For the purpose of this rule, “multimodal mixed-use area” or “MMA” means an area:

- (A) With a boundary adopted by a local government as provided in subsection (d) or (e) of this section and that has been acknowledged;

Finding OAR 660-012-0060(10)(b)(A): *The subject properties are fully within the boundary of a designated Activity Center as delineated in the Central Point Comprehensive Plan Land Use Element and RVMPO Regional Transportation*

² 2009-2034 Regional Transportation Plan, Rogue Valley Metropolitan Planning Organization. April 27, 2009.

Plan.

Conclusion OAR 660-012-0060(10)(b)(A): *Consistent.*

- (B) Entirely within an urban growth boundary;

Finding OAR 660-012-0060(10)(b)(B): *The subject properties are entirely within the Central Point Urban Growth Boundary as shown in the Comprehensive Plan Land Use Map.*

Conclusion OAR 660-012-0060(10)(b)(B): *Consistent.*

- (C) With adopted plans and development regulations that allow the uses listed in paragraphs (8)(b)(A) through (C) of this rule and that require new development to be consistent with the characteristics listed in paragraphs (8)(b)(D) through (H) of this rule;

Finding OAR 660-012-0060(10)(b)(C): *The subject properties are within an activity center that includes lands planned and zoned for a combination of commercial and high density residential uses, specifically the R-3 and C-4 zones. As shown in CPMC 17.28 (R-3) and CPMC 17.44 (C-4), uses allowed in this activity center include densities ranging between 14 and 25 units per acre in buildings up to 45-ft (if performance zoning is applied). Commercial uses include a variety of professional office, personal service, and retail uses consistent with OAR 660-012-0060(8)(b) (A) through (C).*

Conclusion OAR 660-012-0060(10)(b)(C): *Consistent.*

- (D) With land use regulations that do not require the provision of off-street parking, or regulations that require lower levels of off-street parking than required in other areas and allow flexibility to meet the parking requirements (e.g. count on-street parking, allow long-term leases, allow shared parking); and

Finding OAR 660-012-0060(10)(b)(D): *The land use regulations in this zone permit reduced off-street parking up to 20% of the minimum/maximum requirement. Per CPMC 17.64.040(D), shared parking is allowed and encouraged in commercial zones, including the C-4 zone.*

Conclusion OAR 660-012-0060(10)(b)(D): *Consistent.*

- (E) Located in one or more of the categories below:

- (i) At least one-quarter mile from any ramp terminal intersection of existing or planned interchanges;

- (ii) Within the area of an adopted Interchange Area Management Plan (IAMP) and consistent with the IAMP; or
- (iii) Within one-quarter mile of a ramp terminal intersection of an existing or planned interchange if the mainline facility provider has provided written concurrence with the MMA designation as provided in subsection (c) of this section.

Finding OAR 660-012-0060(10)(b)(E): Using GIS measurements based on the 2017 aerial photo of Central Point, the subject properties are within approximately 570-feet or 0.10 miles of Interstate 5 Exit 33. The property is shown in the IAMP for Exit 33, but no projects are planned adjacent to the site.

Conclusion OAR 660-012-0060(10)(b)(E): Consistent.

- (c) When a mainline facility provider reviews an MMA designation as provided in subparagraph (b)(E)(iii) of this section, the provider must consider the factors listed in paragraph (A) of this subsection.
 - (A) The potential for operational or safety effects to the interchange area and the mainline highway, specifically considering:
 - (i) Whether the interchange area has a crash rate that is higher than the statewide crash rate for similar facilities;
 - (ii) Whether the interchange area is in the top ten percent of locations identified by the safety priority index system (SPIS) developed by ODOT; and
 - (iii) Whether existing or potential future traffic queues on the interchange exit ramps extend onto the mainline highway or the portion of the ramp needed to safely accommodate deceleration.
 - (B) If there are operational or safety effects as described in paragraph (A) of this subsection, the effects may be addressed by an agreement between the local government and the facility provider regarding traffic management plans favoring traffic movements away from the interchange, particularly those facilitating clearing traffic queues on the interchange exit ramps.

Finding OAR 660-012-0060(10)(c): Per the TIA in Appendix G, Agency Requirements, there is an email from ODOT Region 3 dated February 9, 2018 indicating their agency's determination that the development resulting from the proposed zone map amendment will not significantly impact the state highway system. The TIA was distributed to ODOT Region 3 on July 1, 2018 and July 18, 2018. No comments were received contrary to the email received on February 9, 2018. This is further supported by findings in the TIA relative to site traffic generated in the 2018 build and 2038 build years showing no adverse operational or safety effects.

Conclusion OAR 660-012-0060(10)(c): Consistent.

- (d) A local government may designate an MMA by adopting an amendment to the comprehensive plan or land use regulations to delineate the boundary following an existing zone, multiple existing zones, an urban renewal area, other existing boundary, or establishing a new boundary. The designation must be accompanied by findings showing how the area meets the definition of an MMA. Designation of an MMA is not subject to the requirements in sections (1) and (2) of this rule.
- (e) A local government may designate an MMA on an area where comprehensive plan map designations or land use regulations do not meet the definition, if all of the other elements meet the definition, by concurrently adopting comprehensive plan or land use regulation amendments necessary to meet the definition. Such amendments are not subject to performance standards related to motor vehicle traffic congestion, delay or travel time.

Finding OAR 660-012-0060(10)(d) through (e): The City is not proposing designation of a new MMA as part of this application.

Conclusion OAR 660-012-0060(10)(d) through (e): Not applicable.

PART 3 SUMMARY CONCLUSION

As evidenced in findings and conclusions provided in Part 2 and Exhibit “1”, the proposed zone change is consistent with applicable standards and criteria in the Central Point Municipal Code, including the Statewide Planning Goals (where applicable), Comprehensive Plan, and Statewide Transportation Planning Rule.

PLANNING COMMISSION RESOLUTION NO. 855

A RESOLUTION FORWARDING A FAVORABLE RECOMMENDATION TO THE CITY COUNCIL TO APPROVE THE MINOR ZONE MAP AMENDMENT FROM RESIDENTIAL MULTIFAMILY (R-3) TO TOURIST AND OFFICE PROFESSIONAL (C-4) ON 0.43 ACRES LOCATED AT 45, 63, AND 77 BIGHAM DR. (37S 2W 02CD Tax Lots 600, 700, and 1000)

File No.:ZC-18003

Applicant: Nelson Investment Enterprises, LLC

WHEREAS, the Comprehensive Plan Land Use Map designates the property identified by the Jackson County Assessor's Map as 37S 2W 02CD Tax Lots 600, 700, and 1000 as Employment Commercial; and

WHEREAS, the proposed Tourist and Office Professional (C-4) zoning is an urban Employment Commercial zoning district consistent with the Comprehensive Plan and surrounding land uses; and

WHEREAS, adequate public services and transportation networks are available to the site; and

WHEREAS, the proposed zone change from R-3 to C-4 has been determined to be consistent with the State Transportation Planning Rule.

NOW, THEREFORE, BE IT RESOLVED, that the City of Central Point Planning Commission, by this Resolution No. 855, does recommend that the City Council approve the change of zone on the property identified by the Jackson County Assessor's Map as 37S 2W 02CD Tax Lots 600, 700, and 1000. This decision is based on the Staff Report dated August 7, 2018 including Attachments A through D attached hereto by reference and incorporated herein.

PASSED by the Planning Commission and signed by me in authentication of its passage this 7th day of August, 2018.

Planning Commission Chair

ATTEST:

City Representative