

# HIGHWAY 99/BEAR CREEK GREENWAY CORRIDOR

## Re-Visioning Project



## Placemaking Workshop and Recommendation Report

*December 2023*

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## I. Introduction

The Highway 99/Bear Creek Greenway Corridor Re-visioning Project will develop a cohesive vision for future growth and development in the area that was impacted by the Almeda fire in 2020 (**Figure 1**). As the rebuilding efforts continue, the study area communities can reimagine and reshape how their neighborhoods, homes, roadways, and businesses look, feel, and function.

This project is a collaboration between the three jurisdictions most impacted by the fire – the Cities of Talent and Phoenix and Jackson County. Most importantly, this project is about the communities within the study area and what they envision their cities to be in the future. As part of this project process, the communities have been engaged and encouraged to share their ideas and provide input on project goals, concerns, and vision.

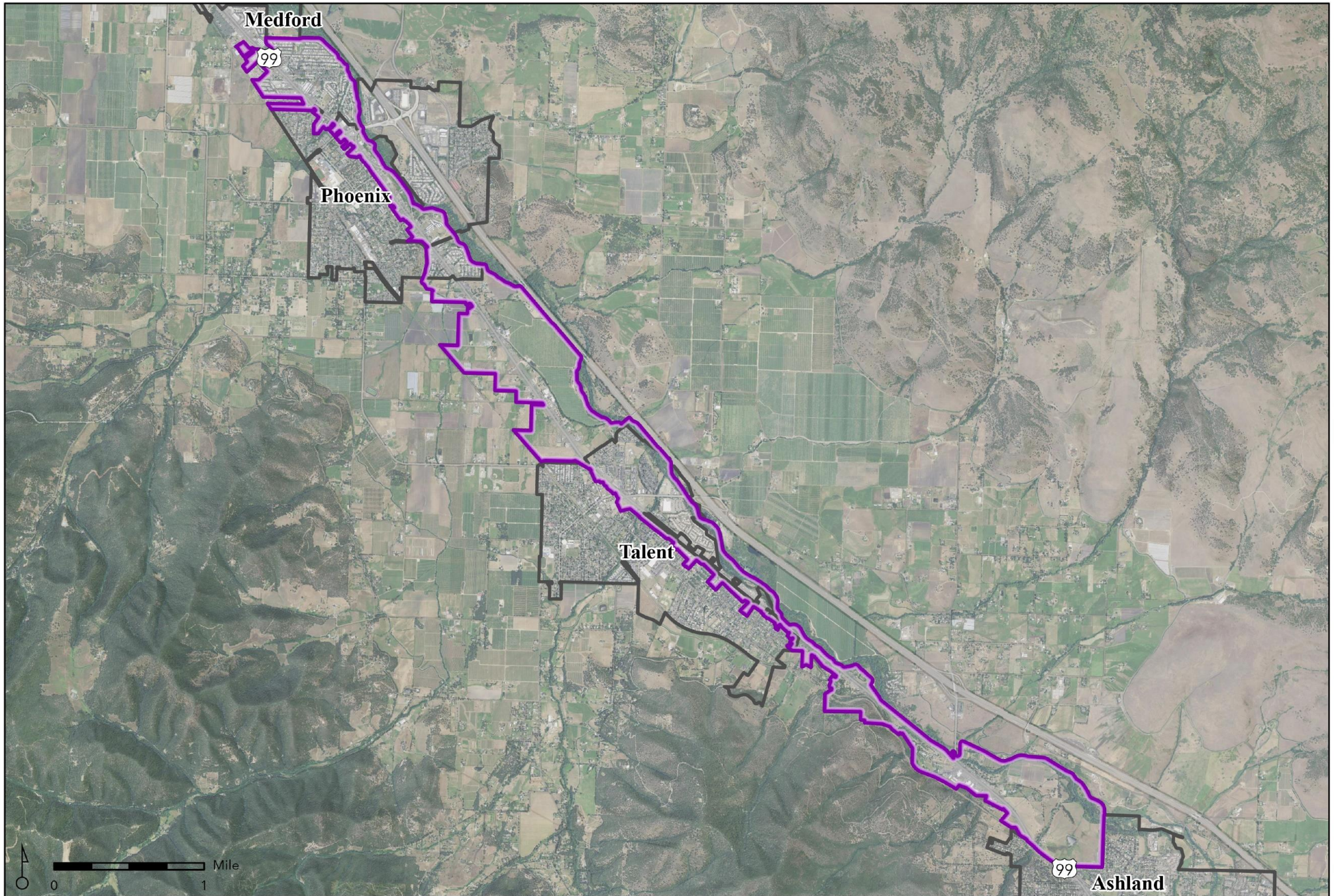
A project Advisory Committee (PAC) and a Citizen Advisory Committee (CAC) were established to provide input, review interim findings, and make recommendations. In addition, community stakeholders were interviewed to seek feedback about the expectations for the project and the values of the community. A project website was created to provide real-time project updates.

The centerpiece of the project visioning and strategic planning is the **Placemaking Workshop**. These workshops were designed to gather information and feedback for areas within the City of Talent and the City of Phoenix, including specific recommendations for building types, infrastructure improvements, and open space. Two in-person workshops were scheduled. The first workshop, Placemaking Workshop 1, was held with the CAC and the local jurisdiction representatives. The second workshop, Placemaking Workshop 2, was designed for the general public.

*“Placemaking inspires people to collectively reimagine and reinvent public spaces as the heart of every community. Strengthening the connection between people and the places they share, placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution.”*

**A Placemaking Primer, Project for Public Spaces**





**FIGURE 1**  
**VICINITY & PROJECT AREA**  
**HWY 99 / BEAR CREEK GREENWAY**  
**CORRIDOR RE-VISIONING PROJECT**

**Legend**

-  Re-Visioning Study Area
-  City Limits

Data Sources:  
Date: 9/15/2023  
Disclaimer: This data is not to survey accuracy  
and is meant for planning purposes only.



## II. The Placemaking Workshops

The workshops were designed to serve as interactive public forums where participants could explore and respond to open-ended questions, review and comment on maps, and provide feedback in response to visual preferences, project goals, and site-specific ideas. The workshops were facilitated by city and consultant staff.

### Planning Context

While the project primarily focuses on urban areas adjacent to Highway 99, the planning context for the workshops included the city limits of Phoenix and Talent. The expanded planning context allowed input and recommendations for areas beyond Highway 99.

### Community Outreach and Notification

The project provided notice of the workshops and worked with project partners to advertise the events to maximize outreach and attendance. The workshops were advertised on the project website and Talent’s and Phoenix’s city websites. Additional notice was provided through media releases, including social media, newsletters, and the school district’s e-blast text notification system. The project also prepared a meeting flyer posted at public offices and distributed to interested parties. The CAC was invited to the workshop through the group e-mail distribution list.

### Workshop Process

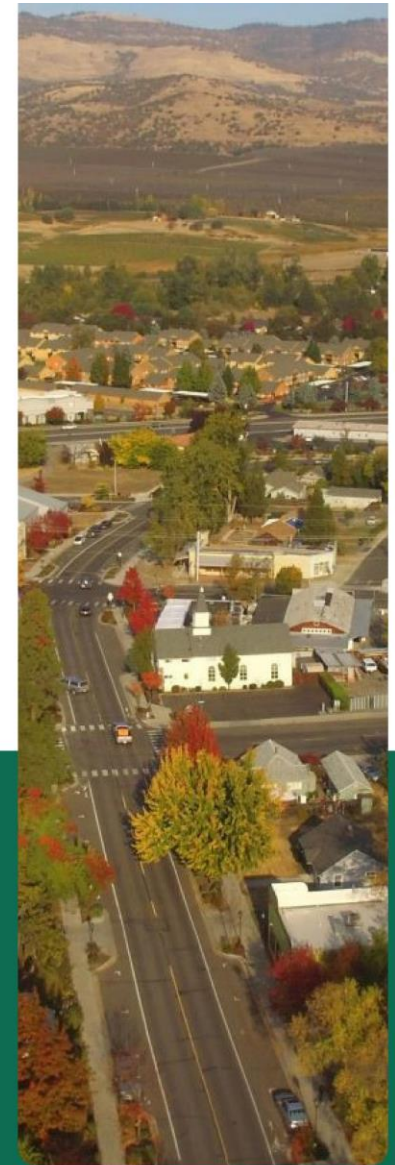
Both workshops were facilitated by project staff, including representatives from the cities of Talent and Phoenix, Jackson County, and the State of Oregon. The workshops focused on five placemaking topics. These topics served as discussion content for both workshops, and the meeting materials were organized to facilitate community input from attendees.



**HWY 99/ BEAR CREEK  
GREENWAY CORRIDOR  
RE-VISIONING**

**Share your vision at a  
Placemaking Workshop on  
Wednesday, May 3 from  
6:00 pm to 7:30 pm  
at the Phoenix High School  
Commons - 745 N. Rose Street**

The Hwy 99 / Bear Creek Greenway Corridor Re-Visioning Project will create a comprehensive vision and strategies to redevelop land along Hwy 99 in Talent, Phoenix, and Jackson County that was affected by the devastating 2020 Almeda Fire.



The five placemaking topics include:

- Walking and Biking Facilities
- Building Types
- Parks and Public Plazas
- Gateway Elements
- Green Infrastructure

These elements were explored through visual preference exercises and a general discussion regarding community vision and goals. During this workshop phase, participants viewed photographs of different placemaking elements and ranked images they felt most strongly about, whether positive or negative, indicating the redevelopment they would like to see in their community. The results of this exercise provided quantitative and qualitative preferences from a range of built form types and locations to focus improvement efforts.

Using maps of the Phoenix and Talent, meeting participants affixed stickers denoting the location and type of the preferred placemaking elements. Each sticker was color-coded to represent different elements and keyed with a number corresponding to comment cards with descriptions of each recommendation. Meeting facilitators recorded participant input during the mapping exercise.



*Placemaking Workshop, Phoenix High School*

The final mapping exercise included reviewing transportation and connectivity opportunities through each jurisdiction. These opportunities included improved roadway crossings, pedestrian routes, and trail connections and needs for roadway infrastructure such as pedestrian bridges, traffic calming, and safety provisions.

A workshop questionnaire was also available at both workshops. A summary of the workshop results is included in the following section.



### III. Placemaking Workshop No. 1

The first workshop for the CAC was hosted at Clyde’s Corner on May 2, 2023, from 5 PM to 6:30 PM. The workshop began with a visual preference exercise to evaluate and rank the placemaking features based on the five placemaking topics. The next part of the workshop included mapping exercises where specific ideas and features were mapped for both Phoenix and Talent.

The CAC provided the following summary recommendations for Phoenix and Talent.

#### City of Phoenix

- *Promote mixed-use projects, including vertical mixed uses.*
- *Integrate green infrastructure and stormwater facilities in the downtown core.*
- *Provide public parking in downtown to support community events.*
- *Build a pedestrian bridge over Bear Creek to link the Bear Lake community to downtown.*
- *Improve pedestrian crossings over Highway 99.*
- *Protect open space areas.*
- *Expand lodging options, including boutique-style hotels.*

#### City of Talent

- *Create a gateway feature at Valley View Road and Highway 99. Consider a roundabout at this location.*
- *Evaluate long-term options for Talent Irrigation District property, including public plaza and mixed-use development.*
- *Consider mixed-use development with public spaces at the intersection of Valley View Road and Highway 99.*
- *Redevelop underutilized commercial areas for housing.*
- *Consider additional recreation amenities along Bear Creek.*
- *Promote locally owned small businesses.*

The following pages summarize the mapping exercise results with the CAC. The visual preference results are outlined later in this report.



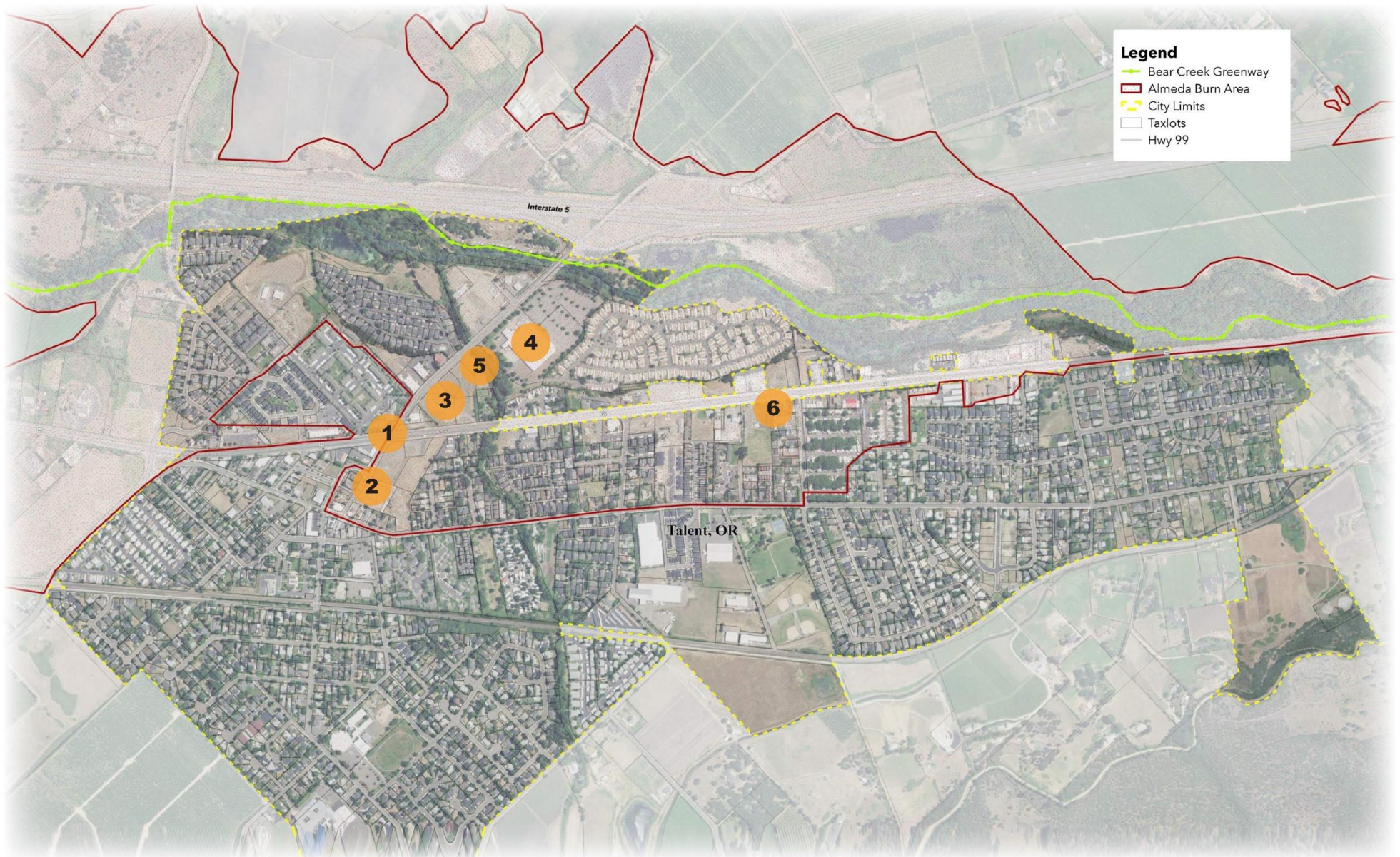




- 1** Stormwater infrastructure for adjacent properties.
- 2** Public parking facility.
- 3** Pedestrian bridge connecting residential neighborhood to downtown.
- 4** Safe pedestrian connection/crossing at Highway 99
- 5** Protect coldwater springs open space area.
- 6** Gateway opportunity for new development east of I-5.
- 7** Hotel project.
- 8** Boutique lodging, similar style to Lithia Springs Resort.

PHOENIX, OR  
CAC PLACEMAKING WORKSHOP





**Legend**

- Bear Creek Greenway
- Alameda Burn Area
- - - City Limits
- Taxlots
- Hwy 99

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li><b>1</b> Roundabout, gateway feature</li> <li><b>2</b> TID parcel should become park/plaza feature and adjacent to mixed-use buildings</li> <li><b>3</b> Mixed-use building with interior plaza; views from this location are amazing.</li> </ul> | <ul style="list-style-type: none"> <li><b>4</b> Housing; mixed-use buildings</li> <li><b>5</b> Recreation amenities (ie. tennis courts, play structure, etc.)</li> <li><b>6</b> Coffee shop (locally-owned business preferred)</li> </ul> |
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**TALENT, OR  
CAC PLACEMAKING WORKSHOP**



## IV. Placemaking Workshop No. 2

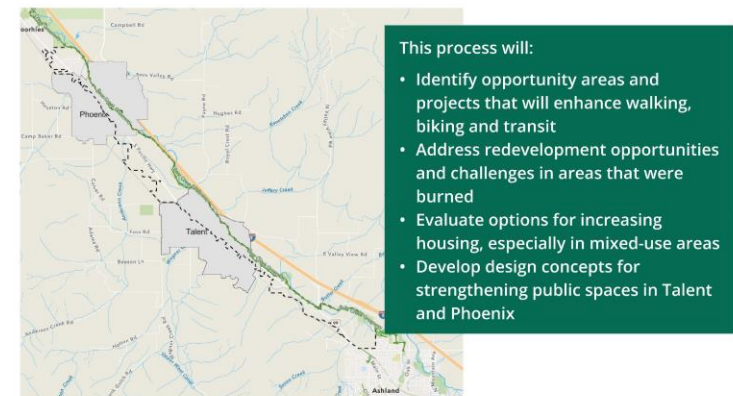
The second workshop for the general public was hosted at Phoenix High School Commons on May 3, 2023, from 6 PM to 7:30 PM. This workshop was organized as an open house meeting with a series of stations staffed by project team members. Meeting attendees provided input on the visual preferences and worked with team members on interactive mapping exercises, resulting in placemaking recommendations for each city.

Based on community input, the following are the key themes and recommendations discussed during Placemaking Workshop No. 2.



### Project Overview

The Hwy 99 / Bear Creek Greenway Corridor Re-Visioning will create a comprehensive vision and strategies to redevelop land in Talent, Phoenix, and Jackson County that was affected by the devastating 2020 Almeda Fire. This is the area that runs along Hwy 99 and the Bear Creek Greenway. The vision will be implemented by updating local plans and zoning ordinances, which are the regulations that determine where and how development happens. The project will support transportation options like walking, biking and transit throughout the corridor; evaluate ways to build more housing; and identify areas for mixed-use developments so that people can be closer to their destinations, which makes it easier to walk and bike. This project is focused on land uses, development, and better-connected transportation routes along both sides of Hwy 99; however, this project will not identify any changes to the highway itself.



## City of Phoenix

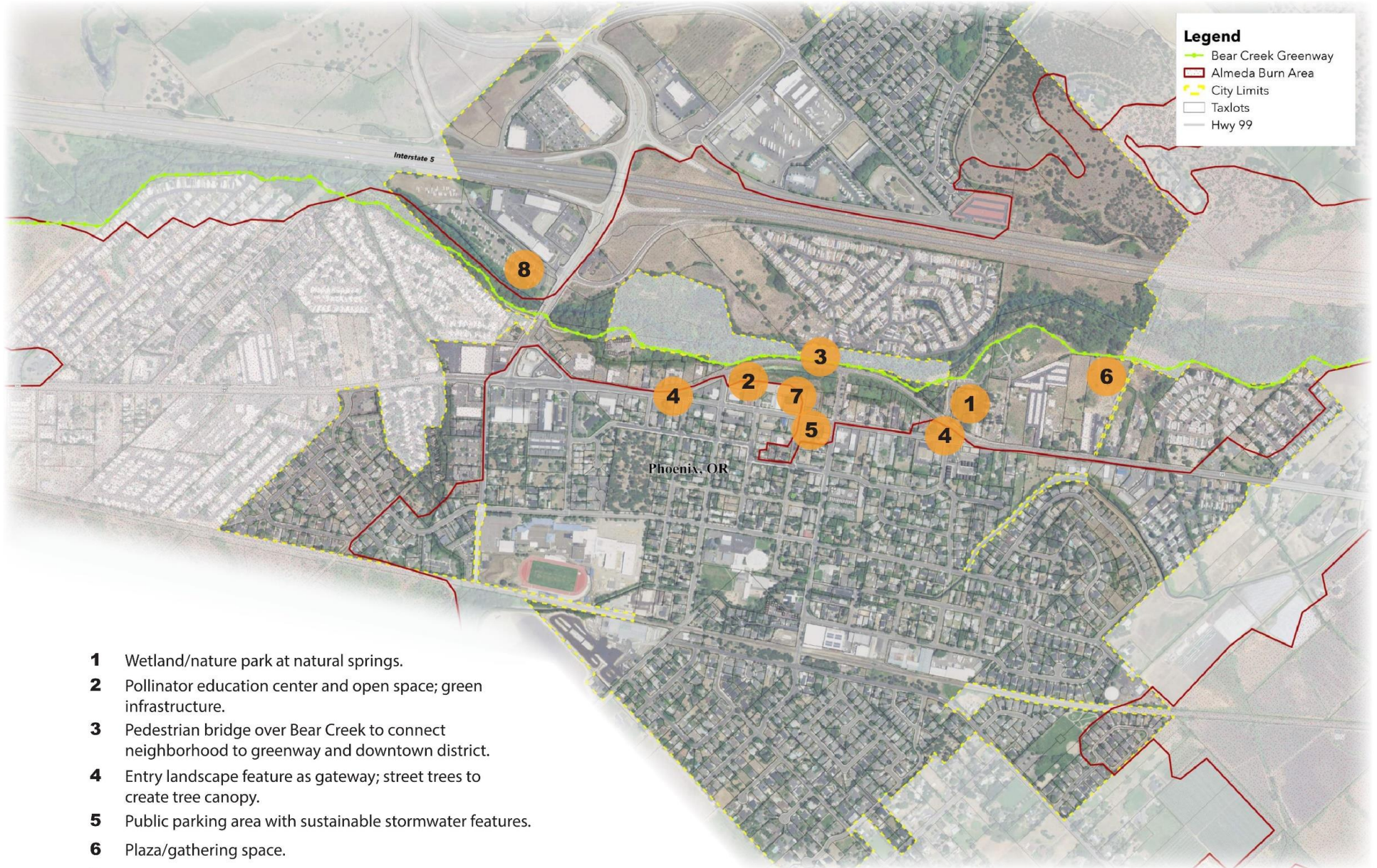
- *Create new open space and natural areas at the natural springs.*
- *Integrate green infrastructure and environmental education opportunities, including a pollinator education center.*
- *Build a pedestrian bridge over Bear Creek to link the Bear Lake community to downtown.*
- *Create gateway features on Highway 99 at the entry points to the downtown district.*
- *Add street trees to expand the tree canopy.*
- *Provide public parking in downtown.*
- *Create a public plaza or gathering place downtown.*
- *Create a culinary destination such as a food hall with covered seating.*
- *Expand affordable housing.*

## City of Talent

- *Talent Irrigation District facilities to create a public civic space for downtown Talent.*
- *Develop mixed-use housing and gateways downtown.*
- *Expand local parks, including a new park along Bear Creek near the Talent Public Works facility.*
- *Improve connections between existing neighborhoods and open spaces.*
- *Extend the Wagner Creek Greenway Trail, including enhanced crossing at Highway 99.*
- *Improve pedestrian connectivity over Highway 99 throughout the city.*
- *Create a gateway feature at Valley View Road and Highway 99. Consider a roundabout at this location.*
- *Consider mixed-use development with public spaces at the intersection of Valley View Road and Highway 99.*

The following pages summarize the mapping exercise results with the public. The visual preference results are outlined later in this report.

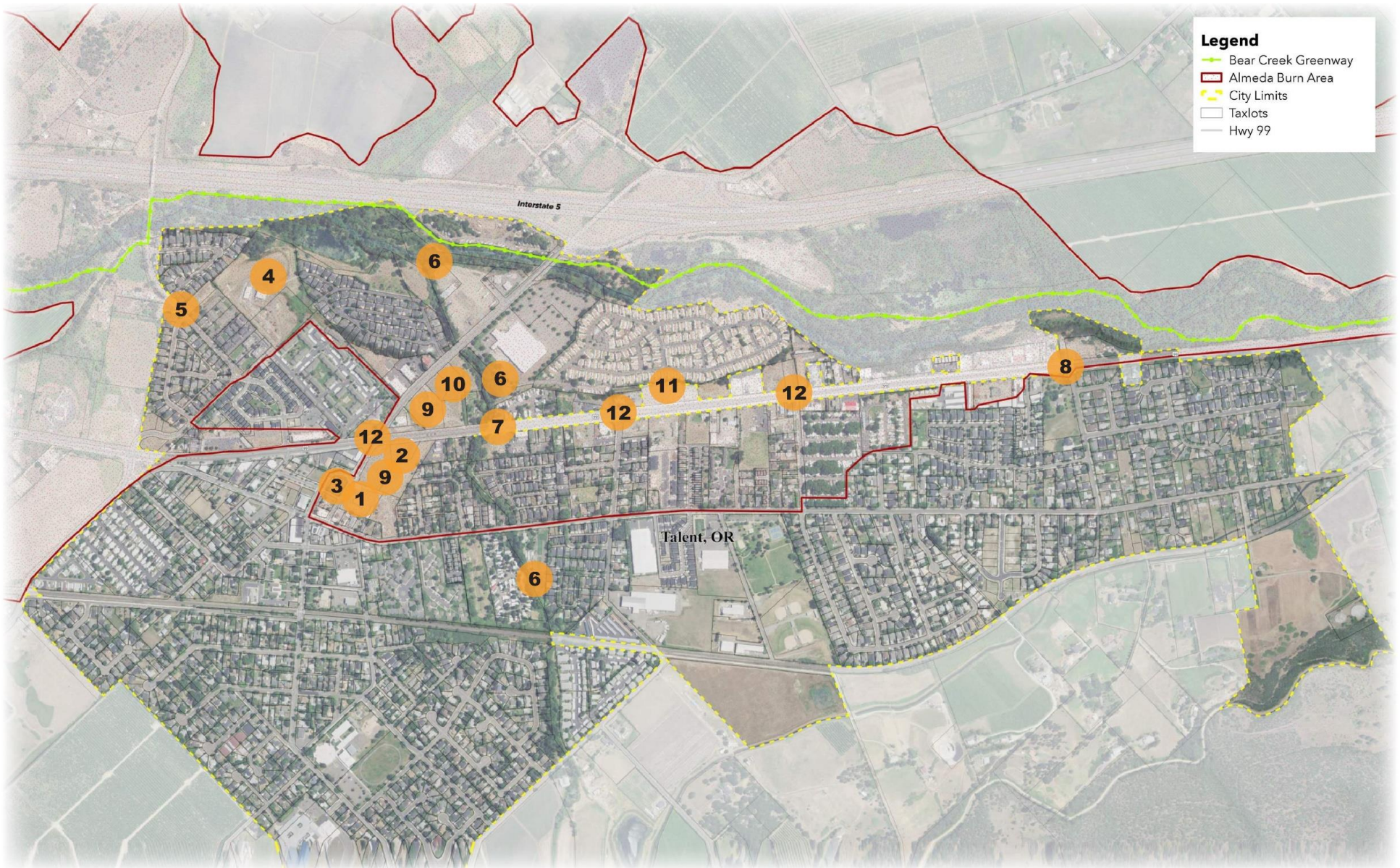




- 1** Wetland/nature park at natural springs.
- 2** Pollinator education center and open space; green infrastructure.
- 3** Pedestrian bridge over Bear Creek to connect neighborhood to greenway and downtown district.
- 4** Entry landscape feature as gateway; street trees to create tree canopy.
- 5** Public parking area with sustainable stormwater features.
- 6** Plaza/gathering space.
- 7** Future “foodery” food hall with gathering space and covered seating area.
- 8** Affordable housing.

PHOENIX, OR  
COMMUNITY PLACEMAKING WORKSHOP





**Legend**

- Bear Creek Greenway
- Alameda Burn Area
- City Limits
- Taxlots
- Hwy 99

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li><b>1</b> Relocate TID to create a civic/gathering spaces; create a “there” place for downtown Talent.</li> <li><b>2</b> Mixed-use including housing; create a gateway or node within Talent.</li> <li><b>3</b> Mixed-use redevelopment opportunity.</li> <li><b>4</b> Future park site.</li> <li><b>5</b> Connection between neighborhood and park space.</li> <li><b>6</b> Extend Wagner Creek Greenway Trail.</li> </ul> | <ul style="list-style-type: none"> <li><b>7</b> Pedestrian crossing over Highway 99 for Wagner Creek Greenway.</li> <li><b>8</b> Pedestrian crossing at Highway 99.</li> <li><b>9</b> Mixed-use development site.</li> <li><b>10</b> Plaza or public gathering space.</li> <li><b>11</b> Highway commercial opportunity.</li> <li><b>12</b> Potential roundabout.</li> </ul> |
|---|--|

**TALENT, OR  
COMMUNITY PLACEMAKING WORKSHOP**



## V. Visual Preference Survey

During the visual preference survey phase of the workshops, meeting attendees viewed photographs of example development prototypes covering the five placemaking topic areas noted early. The number of photos for each topic area ranged from eight to ten and included representative images from different-sized cities in both urban and rural contexts. The photos were not intended to show exactly the type of development that would be built in Talent or Phoenix. Instead, the images were used to survey and rank the different amenities, public spaces, and buildings that meeting participants felt would be appropriate. Meeting attendees indicated their preferences by affixing “dot” stickers to their preferred images.

Based on the top-ranked images, the following key design themes and recommendations were identified.

### Walking and Biking Facilities

- *Multi-modal transportation facilities that can accommodate pedestrians, bikes, and vehicles.*
- *Broad sidewalks and safe bike facilities.*
- *Use landscape plantings to define the street environment, buffer pedestrians from vehicles, and shade paved surfaces.*
- *Developed streetscapes that include benches, site furnishings, lighting, and other amenities.*
- *Integrated signs and wayfinding elements.*
- *Flexible streets and corridors that can be closed to traffic for civic and community events.*
- *Plazas and public spaces along primary corridors.*

### Building Types

- *Three to four-story mixed-use buildings that include commercial and residential uses.*
- *Buildings with strong street presences, or buildings that create gateways in the downtown core.*
- *Welcoming building facades with windows, street-facing entries, and rich amenity zones along the sidewalk.*
- *Use of brick, stone, wood, steel, and other regional materials.*
- *Medium-density residential within the downtown areas.*



## Parks and Public Plazas

- *Urban spaces large enough to host community events, gatherings, and support adjacent retail uses.*
- *Vibrant plazas with benches, tables and chairs, umbrellas, and landscaping.*
- *Integrated public art and water features to attract visitors.*
- *Three to four-story mixed-use buildings that include commercial and residential uses.*
- *Lighting to promote evening activities.*
- *Weather protection to extend seasonal uses.*

## Gateway Elements

- *Unique gateways or signs to define downtown districts.*
- *Use of monument signs, sculpture, and public art to highlight nodes and civil spaces.*
- *Building form and orientation that create gateways.*
- *Integrated branding and placemaking elements.*
- *Use of specialty lighting, color, and materials to create a sense of place.*

## Green Infrastructure

- *Consistent tree canopy over the street network to shade paved spaces and mitigate stormwater impacts.*
- *Low-impact development-sustainable stormwater systems to improve water quality and integrate greenery within the street environment.*
- *Dedicated bike and pedestrian facilities that are safe, efficient, and appealing.*
- *Landscaping that buffers urban noise, light, and glare.*
- *Use of recycled and locally sourced materials.*

The following pages include the top-ranked images from the visual preference survey for each placemaking topic area.





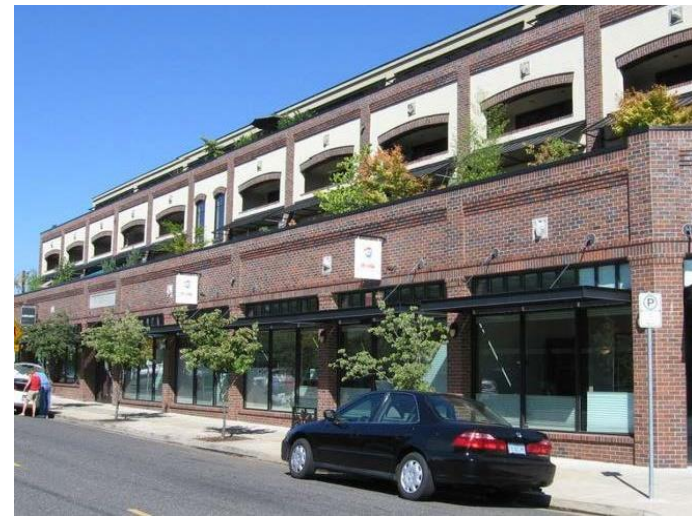
**TOP-RANKED IMAGES: WALKING AND BICYCLE FACILITIES**



**TOP-RANKED IMAGES: WALKING AND BICYCLE FACILITIES**



**TOP-RANKED IMAGES: BUILDING TYPES**



**TOP-RANKED IMAGES: BUILDING TYPES**



**TOP-RANKED IMAGES: PARKS AND PUBLIC PLAZAS**



**TOP-RANKED IMAGES: PARKS AND PUBLIC PLAZAS**



**TOP-RANKED IMAGES: GATEWAY ELEMENTS**

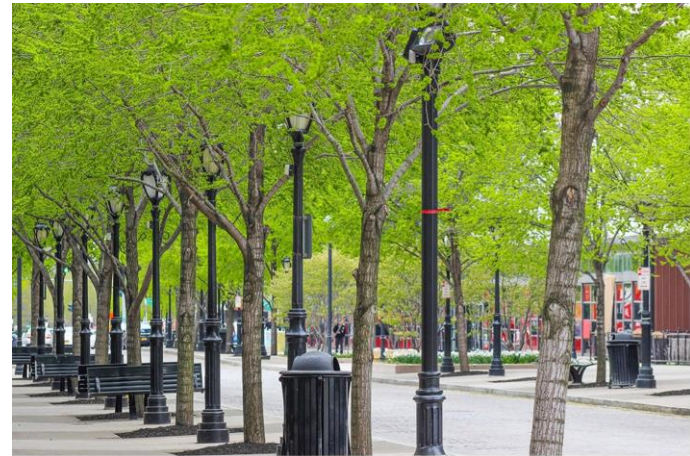


**TOP-RANKED IMAGES: GATEWAY ELEMENTS**





**TOP-RANKED IMAGES: GREEN INFRASTRUCTURE**



**TOP-RANKED IMAGES: GREEN INFRASTRUCTURE**



## VI. Arts District Concept

Another placemaking opportunity suggested during the planning process was the creation of a Phoenix-Talent Arts District. The Arts District is envisioned as a mixed-use area with a high concentration of arts and cultural facilities and services that catalyze tourism and economic activities. The Phoenix-Talent Arts District aims to create a cultural and economic destination for the region to serve as an economic driver for small businesses, artists, and makers.

Key elements of the Arts District concept include:

- Draft policies that promote affordable housing and maker spaces within the district.
- Amend land use and development code to allow live/work and work/sell spaces to encourage the development and growth of the artisan community.
- Create a centralized visitor parking area and use shuttles to increase multi-modal transportation opportunities (bus, walking, bikes, etc.) to reduce the number of road vehicles.
- Coordinate a marketing and branding program that encourages tourism and economic activity for district residents.

### Implementation

The cities will explore the implementation of this concept during Phase Two of the Highway 99/Bear Creek Greenway Corridor Re-visioning Project. During this phase of work, considerations for arts-focused mixed-use and options for removing barriers to live/work urban development will be evaluated and discussed with the community and advisory commissions. Viable ideas can be incorporated into the plan and code amendments proposed for Phase Two of this project.



*Example Artisan Workshop and Storefront Space, Bend, Oregon*



## VII. Transportation Opportunities

In addition to exploring placemaking opportunities, the workshops gathered community input on Highway 99 and the greenway transportation opportunities. Highway 99 is the primary transportation link for the community through the study area but also serves as a barrier to the community to the north and south of the road. During the workshops, participants examined existing conditions maps and recommended improving non-motorized facilities and connectivity through the corridor.

The following corridor-wide transportation opportunities and recommendations were identified based on community input.

### Transportation Opportunities

- *Add sidewalks to address gaps in the pedestrian network south of downtown Phoenix and near existing light industrial, commercial, and residential developments.*
- *Improve connections to the Bear Creek Greenway from adjacent neighborhoods, including a pedestrian connection to the Bear Creek Greenway near Cabbage Lane.*
- *Add shared bike lanes connecting existing neighborhoods and the Bear Creek Greenway.*
- *Improve safety and user experience for bicyclists using Valley View Road.*

The following pages illustrate potential transportation opportunities.



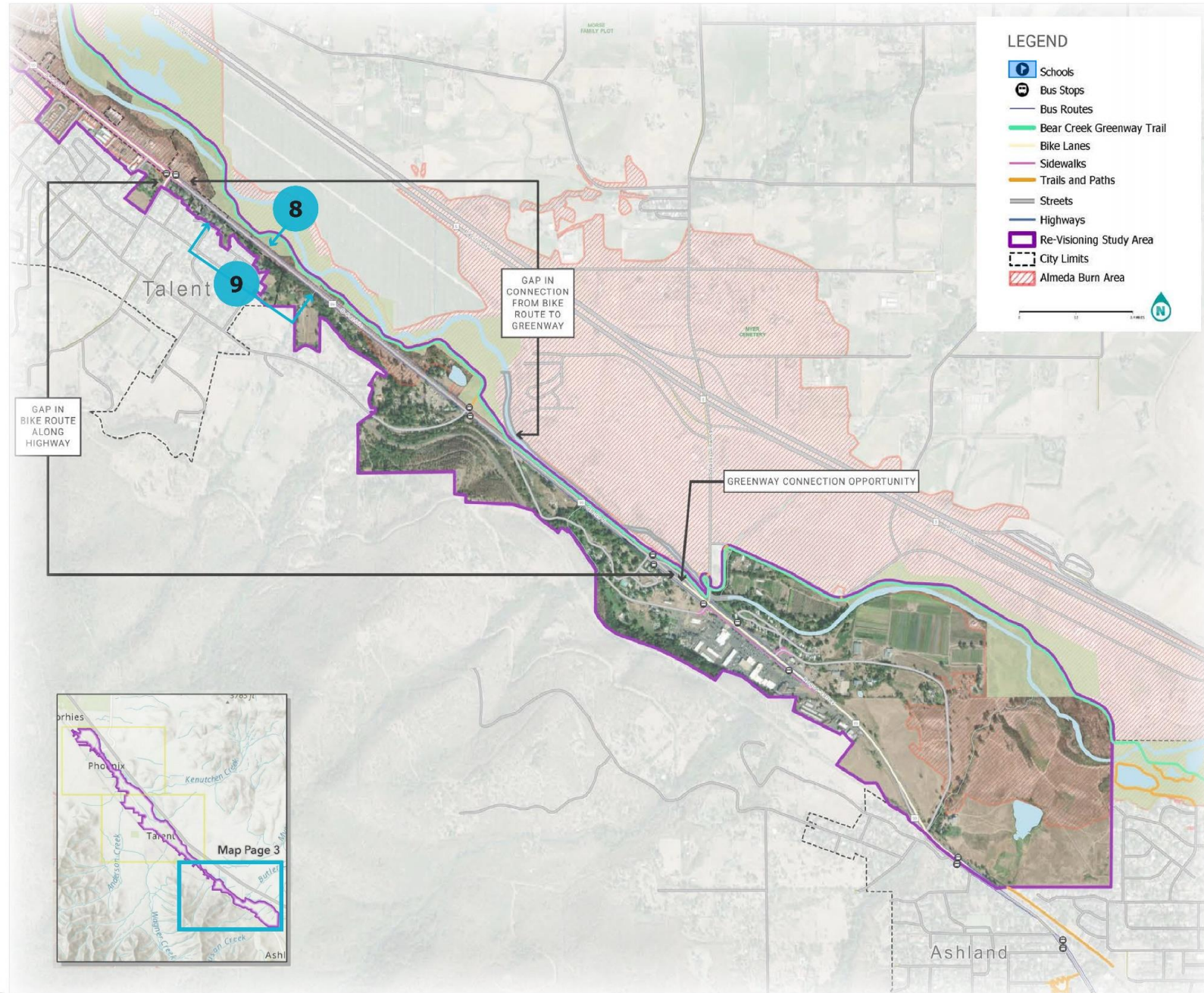
# COMMUNITY WORKSHOP

## HWY 99 / BEAR CREEK GREENWAY CORRIDOR RE-VISIONING PROJECT

### MAP 3 COMMENTS

**8** Add new Greenway connection

**9** Add more Greenway connections along this stretch

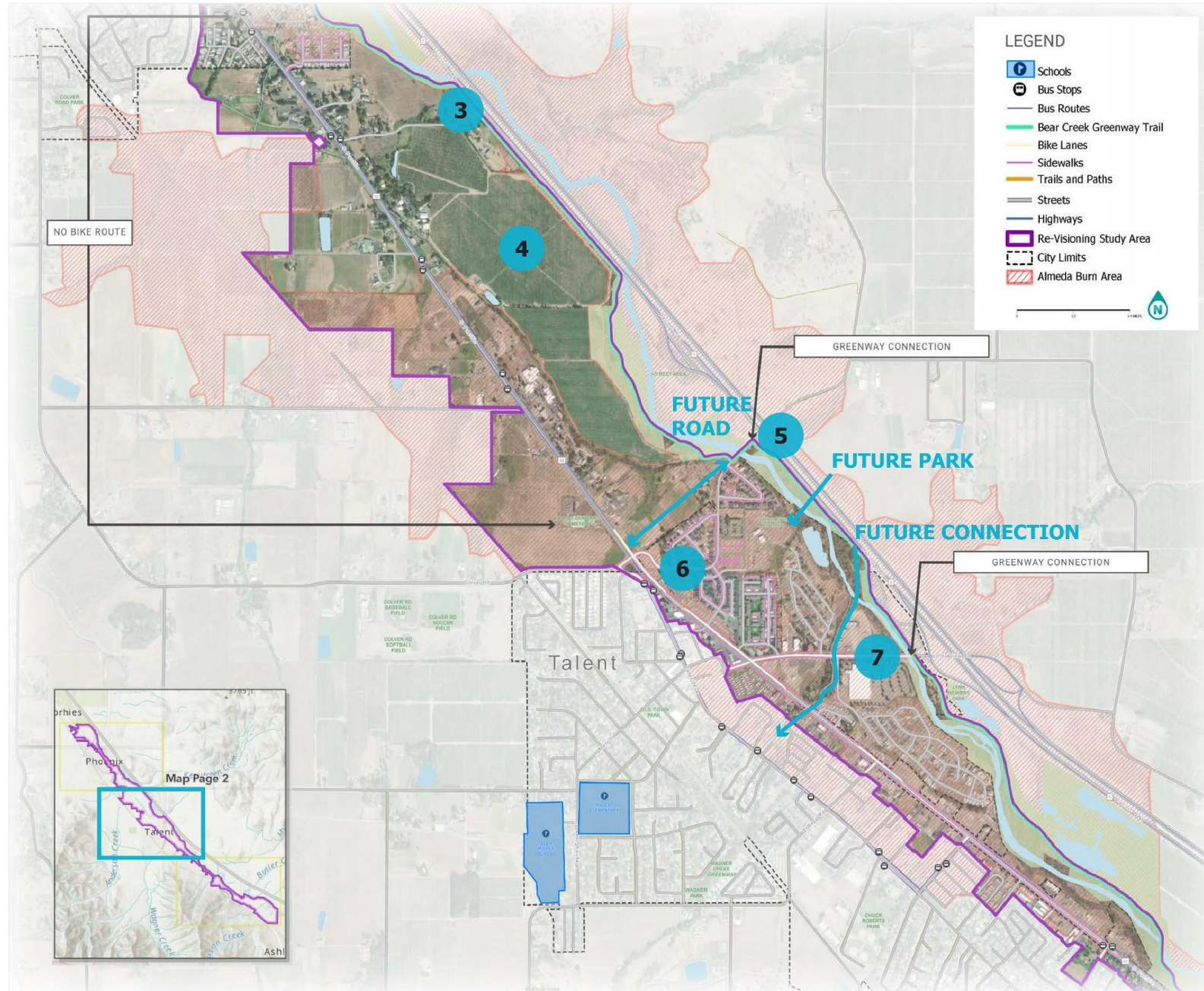


## COMMUNITY WORKSHOP

### HWY 99 / BEAR CREEK GREENWAY CORRIDOR RE-VISIONING PROJECT

#### MAP 2 COMMENTS

- 3** Add Greenway connection near Cabbage Ln
- 4** Find new Greenway connection in this area to further strengthen connection to Hwy 99
- 5** Improve crossing conditions at this existing Greenway connection
- 6** Add shared use bike lanes within neighborhood
- 7** Section along Valley View Road is still unfriendly to bicyclists

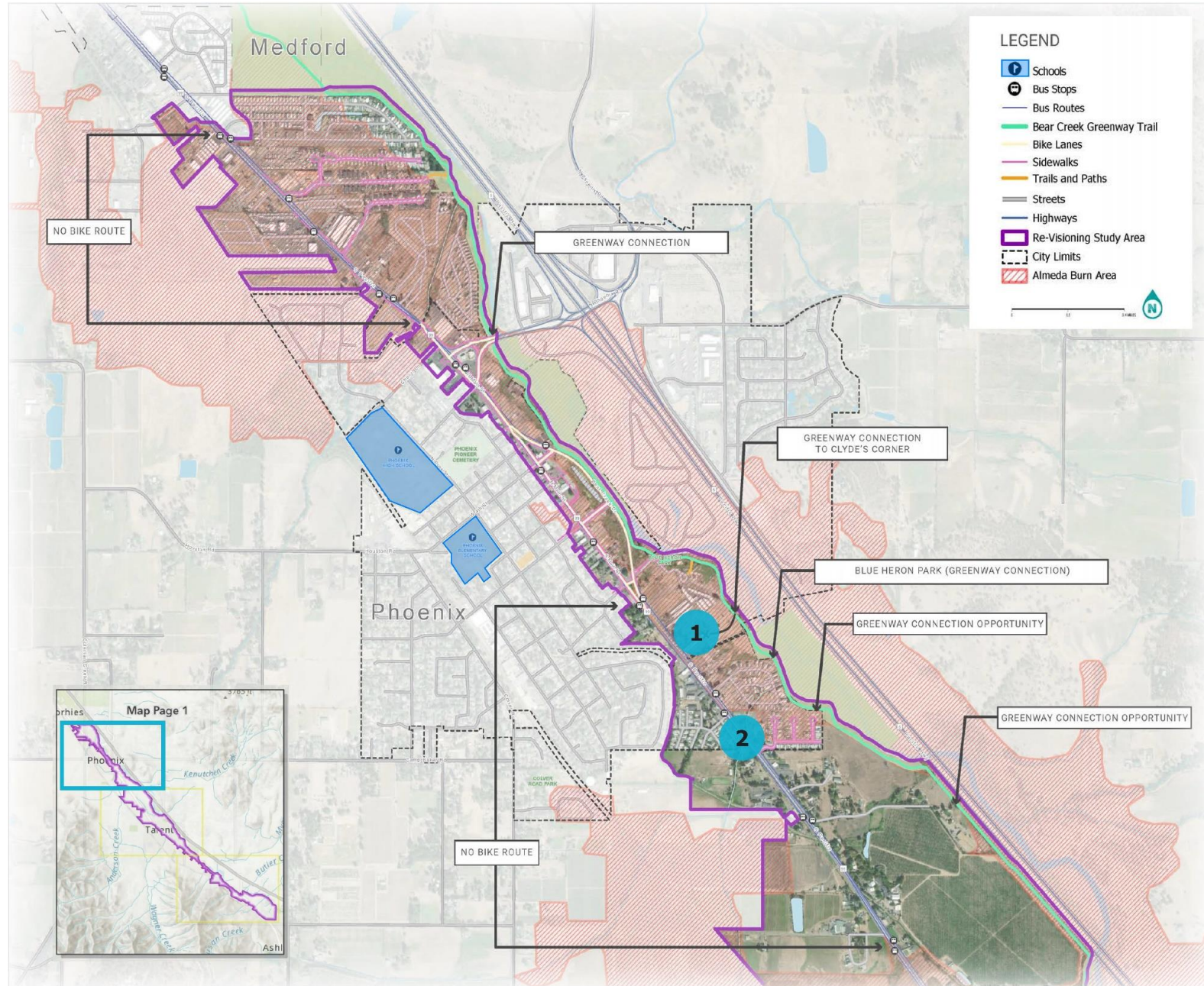


# COMMUNITY WORKSHOP

## HWY 99 / BEAR CREEK GREENWAY CORRIDOR RE-VISIONING PROJECT

### MAP 1 COMMENTS

- 1** Add sidewalk and bike lanes to connect to Clyde's Corner
- 2** Add sidewalks to both sides of Hwy 99



**LEGEND**

- Schools
- Bus Stops
- Bus Routes
- Bear Creek Greenway Trail
- Bike Lanes
- Sidewalks
- Trails and Paths
- Streets
- Highways
- Re-Visioning Study Area
- City Limits
- Almeda Burn Area



## Safe Routes to School

The Oregon Safe Routes to School (SRTS) program is a statewide program that provides grant funding and technical assistance to communities across Oregon to encourage physical activity, social connection, safety, and educational opportunities around walking and rolling. The SRTS program funds construction and education activities for community members, agencies, and non-profit organizations.

## Talent Schools

The Phoenix-Talent School District prepared an SRTS Plan in July 2023 focusing on pedestrian facility improvements and educational programs addressing the Talent Elementary and Middle School sites. The plan identifies 11 safety issues and recommends construction improvements around the school campuses and adjacent roadways to address these issues. Of particular relevance to the Highway 99/Bear Creek Greenway Corridor Re-visioning Project, the plan recommends sidewalk construction projects along West Main Street, Wagner Creek Road, and Foss Road. These sidewalk improvements will improve students' walking and biking opportunities, user safety, and connectivity to Highway 99 and the Bear Creek Greenway.

A map illustrating the recommended Talent Schools Improvements is included on the following page.

## Phoenix Schools

The Phoenix-Talent School District still needs to complete an SRTS plan for the Phoenix schools. Though both elementary and high schools are outside of the study area, many of the placemaking recommendations in this report can help improve student mobility and safety. North Rose Street, 2nd Street, and 4th Street have well-developed pedestrian and bicycle facilities. Other potential improvements could include:

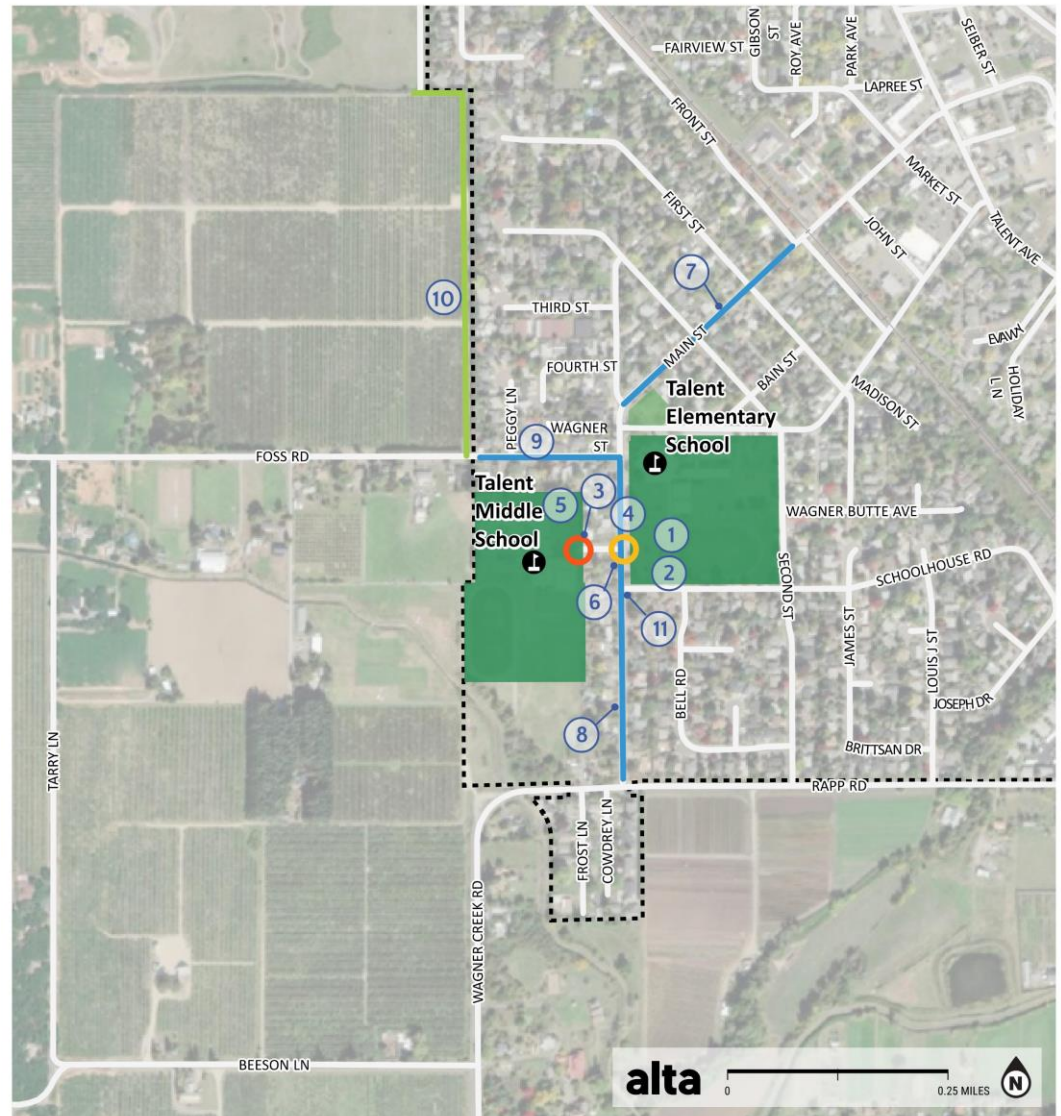
- Traffic control, including signs and other speed and flow control that reduce vehicle speeds along primary roadways.
- Educational programs that highlight safe biking and walking.
- Organizing Walk + Roll to School Days to encourage participation.
- 2nd Street and 4th Street connect strongly to Highway 99 and the Greenway. Potential crossing improvements along Highway 99 will increase access to the greenway and adjacent neighborhoods.

The Phoenix-Talent School District should seek funding to complete an SRTS plan to identify other safety and connectivity improvements.





### Talent Schools Improvement Map



### TALENT MIDDLE SCHOOL IMPROVEMENT MAP

LEGEND

- Railroad
- School Property
- Other School Property
- Water
- Parks
- City Boundary
- On-Street Facilities
- Off-Street Trail
- Crossing
- Signage



### VIII. Implementation

The Placemaking Workshop and Recommendation Report highlights the community’s input, priorities, and noted placemaking opportunities across the re-visioning project study area. To support the implementation of these recommendations, this report includes a framework action plan to help guide next steps. This framework plan presents a matrix outlining strategies, suggested implementation tasks, timeline priorities, cost investment, and potential funding sources needed to advance elements of this report. This matrix will also assist the local jurisdictions with budgeting for future planning projects as the recommendations are implemented.

Strategy	Implementation Task	Priority	Cost/Funding Source
Update Land Use and/or Comprehensive Plans	Adopt city and county land use and comprehensive plan amendments to support placemaking recommendations. Possible plan changes could include: <ul style="list-style-type: none"> <li>• Designating additional park and urban open space lands as recommended during public workshops.</li> <li>• Changing highway commercial land use designation descriptions to accommodate mixed-use development.</li> <li>• Creating activity nodes anchored by the placemaking recommendations in this report.</li> </ul>	Near-term	Cost: moderate Source: general fund, state grant <i>Note: Phase Two of this project will make minor amendments to comprehensive plan language.</i>
Revise Zoning and Development Codes	Adopt amendments to existing codes to encourage or require placemaking recommendations, including: <ul style="list-style-type: none"> <li>• Revise zoning codes to allow for additional flexibility and remove barriers in development type and mix to facilitate development types presented in placemaking workshops.</li> <li>• Incorporate additional form-based code language to encourage desired building style, material, and urban design elements.</li> <li>• Create streamlined review processes and development incentives to leverage public-private investments in targeted areas.</li> </ul>	Near-term	Cost: moderate (amendment) to significant (rewrite) Source: general fund, state grant <i>Note: Phase Two of this project will make minor amendments to development code language.</i>



Strategy	Implementation Task	Priority	Cost/Funding Source
Create Area-Specific or Subarea Plans	Consider using a subarea (downtown plan, neighborhood plan, etc.) planning process to capture additional public input, develop and refine urban design elements, and define goal and policy changes needed to support desired outcomes.	Near-term	Cost: moderate Source: general fund, state grant
Revise Transportation System Plans	Work with ODOT and municipal transportation departments to change roadway standards and update capital facility plans to include placemaking recommendations.	Mid-term	Cost: moderate Source: general fund, state grant
Improve Pedestrian Facilities and Streetscapes	Construct recommended placemaking upgrades including traffic calming, new on-grade crossings, signs, street lighting, pedestrian amenities, trails, and landscaping.	Long-term	Cost: significant Source: general fund, grants, private development
Promote Operational and Maintenance Changes	Consider changes to municipal operations that may support placemaking recommendations such as additional maintenance activities, landscape improvements, parking management, use of city-owned lands for community events, etc.	Mid-term	Cost: low to moderate Source: general fund
Seek Partnerships	Establish partnerships with civic groups (Friends groups, Rotary, Downtown Associations, etc.), school district, and other organizations to activate placemaking recommendations. Potential partnership opportunities include holiday tree lighting, seasonal flower baskets in the downtown area, street tree plantings, community events and street fairs, and gateway and wayfinding signs.	Near-term	Cost: low Source: general fund, donations, volunteers

The PAC and community played an essential role in defining the vision for the Highway 99/Bear Creek Greenway Corridor. Findings and recommendations from the placemaking workshops will be crucial during subsequent phases of this project. As part of phase two of the Highway 99/Bear Creek Greenway Corridor Re-visioning Project, the project will develop a detailed methodology for implementing recommended development and comprehensive plan amendments. Phase two work also includes additional community engagement and input from the community and project advisory committees. Phase two will start in 2024 and be completed in 2025.

