

Attachment 3
Exhibit B
Findings

I-5 Exit 21 Interchange Area Management Plan
August 2016

ODOT's State Agency Coordination Agreement requires that the Oregon Transportation Commission (OTC) adopt findings of fact when adopting facility plans. The adoption of facility plans is governed by Oregon Administrative Rule (OAR) 731-015-0065, Coordination Procedures for Adopting Final Facility Plans. A "facility plan" is defined by OAR 731-015-0015 as "... a plan for a transportation facility..." This I-5 Exit 21 Interchange Area Management Plan (IAMP) is a long-range management plan for the Interchange 21 transportation facility. As such, it meets the definition of OAR 731-015-0015, and OAR 731-015-0065 applies.

Pursuant to these requirements, ODOT provides the following findings to support the OTC amending the Oregon Highway Plan (OHP) to adopt I-5 Exit 21 Interchange Area Management Plan as a facility plan. This facility plan shall be adopted into the OHP.

731-012-0040 Reduction of Vehicle Carrying Capacity

This OAR prescribes a review process of potential permanent Reduction of Vehicle-Carrying Capacity for all Proposed Actions located on a Reduction Review Route.

***Finding:** Interstate 5 (I-5) is an Oregon Reduction Review Route. The IAMP does not include any projects that potentially reduce the vehicle carrying capacity of I-5 Exits 21.*

OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans

Except in the case of minor amendments, [ODOT] shall involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development of amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that [ODOT] determines are appropriate for the circumstances. [ODOT] shall hold at least one public meeting on the plan prior to adoption.

***Finding:** Development of the IAMP included a public and agency involvement process. The process used a Technical Advisory Committee (TAC), open houses, and sending draft plans and notices of intent to adopt to local, regional, and state agencies.*

A combined Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was formed to provide technical direction and guidance during the course of the planning process. The TAC included representatives from the City of Talent, Jackson County, the Rogue Valley Metropolitan Planning Organization (RVMPO), ODOT, and URS (the project consultant). The combined TAC/CAC met once during the planning effort on January 20, 2015. The meetings included graphic presentations and facilitated discussion to solicit input.

In addition to technical review and input, separate meetings were conducted with various ODOT departments (Roadway, Environmental, Traffic, Access Management, and District 8) to discuss improvement concepts and encourage consistent sharing of information.

The Open House provided an opportunity for members of the public to attend and comment on the planning process and outcomes. The Open house was advertised in local media, and held in a centrally-located, ADA-accessible facility. The open house was held during the planning effort on January 20, 2015.

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD on July 21, 2016. The Notices included a letter requesting a compatibility determination with the local acknowledged comprehensive plan, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a copy of IAMP 21. No comments were received.

Requirement: OAR 731-015-0065(2)

[ODOT] shall provide a draft of the proposed facility plan to planning representatives of all affected cities, counties and metropolitan planning organization and shall request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. If no reply is received from an affected city, county or metropolitan planning organization within 30 days of [ODOT's] request for a compatibility determination, [ODOT] shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. [ODOT] may extend the reply time if requested to do so by an affected city, county, or metropolitan planning organization.

Finding: *The City of Talent, Jackson County, and the RVMPO were involved in developing the IAMP. The IAMP traffic forecast, analysis and improvements are compatible with Jackson County acknowledged comprehensive plan.*

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD on July 21, 2016. The Notices included a letter requesting a compatibility determination with the local acknowledged comprehensive plan, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a copy of IAMP 21. No comments were received.

Requirement: OAR 731-015-0065(3)

If any statewide goal or comprehensive plan conflicts are identified, [ODOT] shall meet with the local government planning representative to discuss ways to resolve the conflicts. These may include:

- (1) Changing the draft facility plan to eliminate the conflicts;
- (2) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or
- (3) Identifying the conflicts in the draft facility plan and including policies that commit [ODOT] to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.

Finding: *The Department of Land Conservation and Development (DLCD), City of Talent, Jackson County, and the RVMPO were involved in developing the IAMP. Any conflicts with statewide goals and local acknowledged comprehensive plans were identified during IAMP development and addressed prior to developing the final IAMP. In addition to the local planning regulations, there are several other applicable state plans and regulations. Applicable Land Use, Transportation and Other Planning Regulations include the Oregon Transportation Plan, Oregon Bicycle and Pedestrian Plan, Oregon Highway Plan, Oregon Statewide Planning Goals, and Oregon Revised Statute (ORS) 366.514.*

Requirement: OAR 731-015-0065(4)

[ODOT] shall evaluate and write draft findings of compatibility with acknowledged comprehensive plans of affected cities and counties, findings of compliance with any statewide planning goals which specifically apply as determined by OAR 660-030-0065(3)(d), and findings of compliance with all provisions of other statewide planning goals that can be clearly defined if the comprehensive plan of an affected city or county contains no conditions specifically applicable or any general provisions, purposes or objectives would be substantially affected by the facility plan.

Finding: This document comprises the findings of compliance with applicable statewide planning goals and compatibility with the local comprehensive plan of the affected local jurisdictions. Section 2 and 3 below demonstrate compliance with applicable planning goals and compatibility with Jackson County's acknowledged Comprehensive Plan. The IAMP land use and transportation assumptions were based on the City of Talent's acknowledged Comprehensive Plan and Transportation System Plan (TSP) and Jackson County's acknowledged Comprehensive Plan and TSP. The County is in the process of updating their TSP and will adopt the IAMP by reference. The City of Talent adopted the IAMP by resolution on the evening of August 3, 2016..

Requirement: OAR 731-015-0065(5)

[ODOT] shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals.

Finding: These draft findings are submitted for the Commission's consideration and adoption. These findings address compliance with applicable statewide planning goals and compatibility with the local comprehensive plan of the affected local jurisdictions (See Section 2 and 3 below).

Requirement: OAR 731-015-0065(6)

The Transportation Commission shall adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals when it adopts the final facility plan.

Finding: These draft findings are submitted for the Commission's consideration and adoption. These findings address compliance with applicable statewide planning goals and compatibility with the local comprehensive plan of the affected local jurisdictions (See Section 2 and 3 below).

Requirement: OAR 731-015-0065(7)

[ODOT] shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state federal agencies, special districts and to others who request to receive a copy.

Finding: Staff will provide copies of I-5 Exit 21 Interchange Area Management Plan, including all required findings, to DLCD, the affected local jurisdictions, and others who request a copy. The following findings are organized into three (3) categories:

Category 1 – Compatibility

- Jackson County Transportation System Plan
- City of Talent Transportation System Plan

Category 2 – Compliance

- *Statewide Planning Goals which specifically apply*
- *Other Statewide Planning Goals that can be clearly defined*

Category 3 - Consistency

- *Oregon Transportation Plan*
- *Oregon Highway Plan*
- *Highway Design Manual*

OAR 734-051-7010 Access Management in Highway Facility Plans

This OAR prescribes a methodology for evaluating modifications of accesses to a state highway, communication and coordination with property owners and the public, and a method for appealing modifications of accesses.

***Finding:** The new access management rules became effective January 30, 2014. The IAMP contract was signed on December 19, 2013 before the new access management rules. Within the Area of Primary Impact (API), West Valley View Road is not a state facility, but ODOT has jurisdiction over the section of West Valley View Road within the interchange, i.e., between the northbound and southbound ramp terminals. West of the interchange, jurisdiction belongs to the City of Talent. East of the interchange, jurisdiction belongs to Jackson County. ODOT works with agencies having jurisdiction of roadways near an interchange if the roadway is not under ODOT jurisdiction, which is the case for West Valley View Road. The City access spacing standard applicable west of the interchange is for a major arterial with a posted speed of 40 miles per hour. The County standard applicable east of the interchange is for a rural minor collector. No projects in the IAMP impact access to a state highway facility.*

SECTION 2. Compatibility with Acknowledged County and City Comprehensive Plans

The Comprehensive Plan is the official long-range land use policy document for both the City of Talent and Jackson County. It sets forth general land use planning policies and allocates land uses to resource, residential, commercial, and industrial categories. It serves as the basis for coordinated development of physical resources and the development or redevelopment of the county and city land uses based on physical, social, economic and environmental factors. It also establishes the purpose, map designation, criteria and the basis for determining the appropriate zoning for each land use.

The Transportation System Plan (TSP) establishes a system of transportation facilities and mobility standards that is adequate to meet the City of Talent’s and Jackson County’s transportation needs. The TSP includes a determination of future transportation needs for road, transit, bicycle, pedestrian, air, water, rail, and pipeline systems; policies and regulations for the implementation of the TSP; and a transportation-funding program.

***Finding:** The IAMP used the City of Talent and Jackson County Comprehensive Plans’ current and future land uses and zoning designations to identify future traffic volumes and transportation facility needs. The IAMP future improvements are tailored to the planned land uses contained within these comprehensive plans.*

The IAMP used the City of Talent and Jackson County Transportation System Plans (TSP) relevant goals, policies and objectives to assess traffic needs. The IAMP examined relevant standards (mobility, access, classification) in the TSPs – transportation system improvements included in the IAMP meet City of Talent and Jackson County standards on city and county facilities.

The following policies were addressed in developing the IAMP:

- *4.1.1-A – Eliminate barriers to the handicapped in transportation facilities under City of Talent and Jackson County jurisdiction and control. City of Talent and Jackson County will meet or exceed state and federal regulations for the transportation disadvantaged.*
 - *The IAMP includes bicycle and pedestrian improvements to connect to City of Talent and Jackson County facilities and eliminate barriers to the handicapped.*
- *4.1.2-A – City of Talent and Jackson County will promote a transportation system that supports access for emergency vehicles and provides for evaluation in the event of a wildfire hazard or other emergency.*
 - *The IAMP ensures state, and county mobility standards are met throughout the planning horizon, and access management measures and related triggers were identified to support access for emergency vehicles in the event of hazards or other emergencies.*
- *4.1.4-A – City of Talent and Jackson County will provide a transportation system that supports access for emergency vehicles and provides for evaluation in the event of a wildfire hazard or other emergency.*
 - *The IAMP ensures state, and county mobility standards are met throughout the planning horizon, and access management measures and related triggers were identified to support access for emergency vehicles in the event of hazards or other emergencies.*
- *4.2.1-A – City of Talent and Jackson County will prioritize preservation and maintenance of the existing road system rather than increasing vehicle capacity.*
 - *The IAMP examined transportation demand management and other preservation and maintenance options for solving congestion and safety issues. Projects that increase vehicle capacity were selected only when other, transportation demand management and preservation and maintenance projects, would not suffice.*
- *4.2.1-G – City of Talent and Jackson County will: Balance the need for movement of goods with other uses of county arterials and state highways by maintaining efficient through movement on major truck routes.*
 - *The IAMP identified I-5 as a freight route. The IAMP examined mobility, safety, and roadway geometry in the interchange area. The IAMP includes projects that ensure the safe and efficient movement of freight through the interchange through the planning horizon of 2038.*
- *Policy 4.2.1-P – City of Talent and Jackson County will coordinate with ODOT to ensure that highway designations and management policies are appropriate and meet the Goals and Policies of the OHP, City of Talent TSP and the Jackson County TSP. City of Talent and Jackson County will work with ODOT for effective management of highway capacity.*
 - *The IAMP identified relevant policies from the OHP City of Talent TSP and Jackson County TSP. The IAMP provides policies and projects that effectively manage highway capacity through the 2038 planning horizon.*
- *Policy 4.2.1-R – City of Talent and Jackson County will coordinate on transportation planning and transportation projects to provide well-connected transitions from City of Talent to County transportation systems.*
 - *Developing the IAMP was the collaborative effort of City of Talent, Jackson County, the RVMPO, and ODOT. The transportation system at and near the interchange was treated as a whole, ensuring well-connected transition from city, county, and state facilities.*
- *Policies 4.2.1-T – City of Talent and Jackson County will engineer traffic flow to provide efficient transportation system management .*
 - *The IAMP meets county and state standards for county and state roads and highways.*

- *Policy 4.2.1-U – City of Talent and Jackson County will manage road approaches to preserve the safe and efficient operation of the County's roadways, consistent with their functional classification.*
 - *The IAMP identified the functional classification of each roadway within the interchange area. Policies and projects in the IAMP are designed to ensure the safe and efficient operation of city, county, and state roads and highways through the 2038 planning horizon.*
- *Policy 4.3.1-B – Plan amendments, zone changes and type 3 and 4 land use permits need to demonstrate that adequate transportation planning has been done to support the proposed land use.*
 - *The IAMP fulfills this policy by examining mobility and safety through the 2038 planning horizon, and ensuring the policies and projects developed for the roads and highways in the interchange area will meet city, county, and state safety and mobility standards.*

The IAMP relied on the City of Talent and Jackson County Land Use Development Ordinances, which regulate uses, activities, and structures on urban and rural lands. IAMP future traffic conditions analysis relied on allowed uses for examining the future potential traffic generation of comprehensive plan designations.

RVMPO Regional Transportation Plan

The RVMPO Regional Transportation Plan (RTP) is an acknowledged plan that identifies needed transportation system improvements in the Rogue Valley over a 20-year horizon. The RTP acts as a clearinghouse for projects in city and county TSPs and state facility plans within the metropolitan planning organization.

Finding: *Jackson County is in the process of updating their TSP. The preferred improvements in the IAMP will be adopted by Jackson County by reference as part of their TSP Update. The RVMPO will include the IAMP, City of Talent's TSP improvements, and Jackson County's TSP improvements in the next RTP update.*

SECTION 3. Compliance with Applicable Statewide Planning Goals

Relevant statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) include: Goal 1 (Citizen Involvement); Goal 2 (Land Use Planning); Goal 11 (Public Facilities); Goal 12 (Transportation); and Goal 14 (Urbanization). The remaining fourteen (14) statewide planning goals were determined not applicable, because the IAMP does not include any of the identified resources and/or the highway improvements do not impact any of the identified resources.

Goal 1: Citizen Involvement.

Requirement: “the opportunity for citizens to be involved in all phases of the planning process.”

Finding: *Development of the IAMP included a public and agency involvement process. The process used a Technical Advisory Committee (TAC), open houses, and sending draft plans and notices of intent to adopt to local, regional, and state agencies.*

A combined Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was formed to provide technical direction and guidance during the course of the planning process. The TAC included representatives from the City of Talent, Jackson County, the Rogue Valley Metropolitan Planning

Organization (RVMPO), ODOT, and URS (the project consultant). The combined TAC/CAC met once over the course of the planning process. The meetings included graphic presentations and facilitated discussion to solicit input.

In addition to technical review and input, separate meetings were conducted with various ODOT departments (Roadway, Environmental, Traffic, Access Management, and District 8) to discuss improvement concepts and encourage consistent sharing of information.

An Open House provided an opportunity for members of the public to attend and comment on the planning process and outcomes. The Open House was advertised in local media, and held in a centrally-located, ADA-accessible facility.

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD. The Notices included a letter requesting a compatibility determination with the local acknowledged comprehensive plans, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a link to a copy of IAMP 21. No comments were received.

Goal 2: Land Use Planning.

Requirements: “Establish a land use planning process and policy framework as the basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.”

Finding: *Land use planning issues in the IAMP were the coordinated efforts of ODOT, City of Talent, Jackson County, and the RVMPO. Public input on the plan was solicited at a series of public hearings and meetings. The IAMP contains all information required for implementation, with supporting documentation in appendices.*

The IAMP was prepared in phases, from the general to the specific.

The first phase was development of a project description, and purpose, goals, and objectives for the interchange. The first three phases laid the foundation for later decisions in the IAMP.

The second phase entailed an examination of the regulatory framework within which the interchange operates. An IAMP study area was set pursuant to OAR 734-051, with consideration of the local street network and local land uses. Further, state and local regulations, plans, and policies were examined to ensure the plan was developed to be compatible, compliant, or consistent, as appropriate. The third phase consisted of assembling existing conditions. Conditions inventoried include: transportation facilities operations; geometric conditions; safety and crash analyses; land uses near the interchange; and natural and historic resources.

The fourth phase detailed planning area improvements and developed future transportation forecasts, take in steps. The first step evaluated approximate development potential by land use category. The second approximated the peak hour traffic generation potential of those areas. The third compared the trip generation potential with the traffic growth indicated in the RVMPO Transportation Model. The model includes inputs from all jurisdictions in the Rogue Valley, including population, employment, and land uses. The final step conducted a sensitivity analysis that illustrates the effect of different growth rates on the need to implement different improvements.

The fifth phase dealt with access management. Standards were taken from OAR 734-051, the OHP, the City of Talent TSP and Jackson County TSP. Existing accesses and permits were inventoried. The final phase identified necessary future improvements to the transportation network to accommodate anticipated future traffic growth within the interchange influence area, and identified policies in the IAMP necessary to protect and preserve the function of the interchange over the planning horizon.

All land use, and population and employment forecasts used for the IAMP were based on the acknowledged comprehensive plans of the City of Talent as amended in 2015 and of Jackson County as amended in July 2006.

Goal 11: Public Facilities and Services.

Requirements: “a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”

Finding: *The stated goal of the IAMP is to preserve the investments made in the interchange facility and to maintain the interchange’s intended function, which is to safely and efficiently accommodate future traffic demands associated with current and planned land uses consistent with the 2015 City of Talent Comprehensive Plan and 2006 Jackson County Comprehensive Plan over the planning period.*

The IAMP documents the current and future transportation needs in the vicinity of Interchange 21, based on local land uses, and identifies improvement alternatives that are appropriate to meet these needs.

Identified transportation improvements were based on projected year 2038 population and employment forecasts, growth rates, vacant and underdeveloped, and site specific growth in both the City of Talent and Jackson County. Transportation improvements were designed to be adequate to serve the future needs of City of Talent, Jackson County and the Rogue Valley urban and urbanizable land uses, while conforming to the requirements of the OHP and either conforming to or moving in the direction of the requirements of OAR 734-051. The transportation improvements are minor safety and operational improvements that do not affect other public facilities or services identified in City of Talent’s or Jackson County’s Comprehensive Plans, including water and sewer services.

Goal 12: Transportation.

Requirements: “Provide and encourage a safe, convenient and economic transportation system.”

Finding: *The IAMP documents existing and future conditions for Interchange 21 and identifies deficiencies based on standards in the OHP, HDM, applicable modal plans, and local TSP.*

The improvements proposed in the IAMP address operational deficiencies within the interchange area. Such improvements will enhance safe and efficient access to land uses supporting the long term community goals of the area. In developing these plans, ODOT analyzed current and future safety conditions, but noted no area of significant safety concern.

The IAMP documents the current and future transportation needs in the vicinity of Interchange 21, and identifies future transportation improvements to meet these needs. These improvements allow for phased implementation to reduce anticipated congestion and meet the standards set forth in the OHP and HDM.

The IAMP was developed in a coordinated effort involving ODOT, City of Talent, Jackson County, and the RVMPO.

Goal 14: Urbanization.

Requirements: an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, ensuring efficient use of land, and providing for livable communities.

***Finding:** Interchange 21 is located within the City of Talent and unincorporated Jackson County. The interchange management area includes small sections of both City of Talent urban and Jackson County rural lands. The IAMP was prepared based on land uses identified in both the City of Talent and Jackson County zoning maps and acknowledged comprehensive plans. The IAMP accommodates those acknowledged land uses by identifying improvements necessary to ensure the continued operational efficiency and safety through the planning horizon of 2038. The transportation improvements are safety and operational improvements within state highway, City of Talent, and Jackson County right of way.*

SECTION 4. Consistency with the Oregon Transportation Plan, Oregon Highway Plan and Highway Design Manual

Oregon Transportation Plan

The OTP is a policy document developed by ODOT in response to the federal and state mandates for systematic planning for the future of Oregon's transportation system. The OTP is intended to meet statutory requirements (ORS 184.618(1)) to develop a state transportation policy and comprehensive long-range plan for a multi-modal transportation system that addresses economic efficiency, orderly economic development, safety, and environmental quality.

***Finding:** The OTP offers a broad policy framework and standards for improving state highway systems. The OTP is implemented through modal plans, including the OHP, with which the IAMP has been developed to be consistent.*

Oregon Highway Plan

Goal 1: System Definition

Policy 1A – Highway Classification

This policy calls for ODOT to apply the state highway classification system to guide priorities for system investment and management.

***Finding:** The interchange is located on Interstate 5, which is part of the NHS interstate system. The interchanges connect to City of Talent urbanized areas located west of the interchange. The IAMP includes recommendations for improvements to Interchange 21 consistent with their classifications in the OHP.*

Investments in the IAMP will ensure the safe and efficient movement of people and goods through the interchange through the planning horizon (2038). Investment decisions in the IAMP were based on first preserving the function and capacity of I-5, then the interchange, and finally local roads.

Policy 1B – Land Use and Transportation

This policy recognizes the role of both the State and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

Finding: Development of the IAMP included a public and agency involvement process. The process used a Technical Advisory Committee (TAC), open houses, and sending draft plans and notices of intent to adopt to local, regional, and state agencies.

A combined Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was formed to provide technical direction and guidance during the course of the planning process. The TAC included representatives from the City of Talent, Jackson County, the Rogue Valley Metropolitan Planning Organization (RVMPO), ODOT, and URS (the project consultant). The combined TAC/CAC met once over the course of the planning process. The meetings included graphic presentations and facilitated discussion to solicit input.

In addition to technical review and input, separate meetings were conducted with various ODOT departments (Roadway, Environmental, Traffic, Access Management, and District 8) to discuss improvement concepts and encourage consistent sharing of information.

An Open House provided an opportunity for members of the public to attend and comment on the planning process and outcomes. The Open House was advertised in local media, and held in a centrally-located, ADA-accessible facility.

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD. The Notices included a letter requesting a compatibility determination with the local acknowledged comprehensive plans, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a link to a copy of IAMP 21. No comments were received.

Policy 1C – State Highway Freight System

This policy recognizes the need for the efficient movement of freight through the state. I-5 is listed as a Designated Freight Route.

Finding: Interchange 21 is located on I-5, which is listed in the OHP as a Designated Freight Route. The IAMP includes recommended improvements to Interchange 21 that will improve safety and mobility for freight movement. The identified improvements meet HDM standards.

Policy 1D – Scenic Byways

This policy is intended to preserve and enhance scenic byways.

Finding: There are no scenic byways within the interchange influence area.

Policy 1E – Lifeline Routes

This policy is intended to provide a secure lifeline of transportation routes that facilitate emergency services response and support rapid economic recovery after a disaster.

Finding: The transportation improvements improve the safety and efficiency of the interchange and local road network to support efficient emergency services response and rapid economic recovery after a disaster. The improved operations of the interchange are adequate to accommodate freight and emergency vehicle use as a secure lifeline of transportation routes.

Policy 1F – Highway Mobility Standards

This policy addresses the state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges. This policy sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with the OHP. The OHP sets volume-to-capacity ratio standards for state highways that are not to be exceeded.

***Finding:** The IAMP analysis shows that all state facilities within the study area would meet OHP mobility target of 0.85 v/c in the year 2038 without any additional improvements. The transportation improvements are needed to continue the safe operations of the interchanges.*

Policy 1G – Major Improvements

This policy directs ODOT to maintain highway performance and improve safety by improving system efficiency and management before adding capacity.

***Finding:** No projects in the IAMP add capacity.*

Policy 1H – Bypasses

This policy provides guidance to ODOT and local governments in determining whether a bypass is justified.

***Finding:** Traffic analysis shows that interchange 21 primarily serve intra-regional, commuter traffic. Given the primary functions of interchange 21, a bypass is not justified and was not examined.*

Goal 2: System Management

Policy 2A – Partnerships

This policy directs ODOT to establish cooperative partnerships with state and federal agencies, regional governments, cities, counties, tribal governments and the private sector to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system.

***Finding:** Development of the IAMP included a public and agency involvement process. The process used a Technical Advisory Committee (TAC), open houses, and sending draft plans and notices of intent to adopt to local, regional, and state agencies.*

A combined Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was formed to provide technical direction and guidance during the course of the planning process. The TAC included representatives from the City of Talent, Jackson County, the Rogue Valley Metropolitan Planning Organization (RVMPO), ODOT, and URS (the project consultant). The combined TAC/CAC met once over the course of the planning process. The meetings included graphic presentations and facilitated discussion to solicit input.

In addition to technical review and input, separate meetings were conducted with various ODOT departments (Roadway, Environmental, Traffic, Access Management, and District 8) to discuss improvement concepts and encourage consistent sharing of information.

An Open House provided an opportunity for members of the public to attend and comment on the planning process and outcomes. The Open House was advertised in local media, and held in a centrally-located, ADA-accessible facility.

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD. The Notices included a letter requesting a compatibility determination with the local acknowledged comprehensive plans, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a link to a copy of IAMP 21. No comments were received.

Policy 2B – Off-System Improvements

This policy identifies when the State of Oregon should provide financial assistance to local jurisdictions to develop, enhance, and maintain improvements to local transportation systems when they are a cost-effective way to improve the operation of the state highway system.

***Finding:** The IAMP identifies triggers for improvements to West Valley View Road from the interchange to OR 99 (a restriped three-lane section with buffered bike lanes) and from the interchange to Suncrest Road (widening the shoulder to provide for standard width bike lanes).*

Policy 2C – Interjurisdictional Transfers

This policy provides standards for considering interjurisdictional transfers of roads and/or roadway segments between the State of Oregon and local governments.

***Finding:** The IAMP did not identify any facilities that were likely candidates for interjurisdictional transfer.*

Policy 2D – Public Involvement

This policy provides standards for ensuring that citizens, businesses, regional and local governments, state agencies, and tribal governments have opportunities to have input into decisions that impact the state highway system.

***Finding:** Development of the IAMP included a public and agency involvement process. The process used a Technical Advisory Committee (TAC), open houses, and sending draft plans and notices of intent to adopt to local, regional, and state agencies.*

A combined Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC) was formed to provide technical direction and guidance during the course of the planning process. The TAC included representatives from the City of Talent, Jackson County, the Rogue Valley Metropolitan Planning Organization (RVMPO), ODOT, and URS (the project consultant). The combined TAC/CAC met once over the course of the planning process. The meetings included graphic presentations and facilitated discussion to solicit input.

In addition to technical review and input, separate meetings were conducted with various ODOT departments (Roadway, Environmental, Traffic, Access Management, and District 8) to discuss improvement concepts and encourage consistent sharing of information.

An Open House provided an opportunity for members of the public to attend and comment on the planning process and outcomes. The Open House was advertised in local media, and held in a centrally-located, ADA-accessible facility.

Notices of Intent to Adopt were mailed to the City of Talent, Jackson County, the RVMPO, and DLCD. The Notices included a letter requesting a compatibility determination with the local acknowledged

comprehensive plans, and a request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. The Notices also included a link to a copy of IAMP 21. No comments were received.

Policy 2E – Intelligent Transportation Systems

This policy provides standards for the consideration of Intelligent Transportation Systems to improve system efficiency and safety in a cost-effective manner.

***Finding:** One of the standards for consideration of Intelligent Transportation Systems is that they should be used in “corridor and transportation system plans and [Intelligent Transportation Systems] proposals in the Statewide Transportation Improvement Program process...”*

This IAMP considers one interchange within the Rogue Valley. The IAMP study area does not include an area large enough for the consideration of Intelligent Transportation Systems.

Policy 2F – Traffic Safety

This policy directs the continual improvement of safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

***Finding:** IAMP planning processes do not include education and enforcement.*

The IAMP relied on City of Talent and Jackson County to represent emergency medical service providers.

Traffic engineering was used for the IAMP in identifying current and future traffic conditions, and developing and selecting preferred alternatives. Safety analysis was performed for the IAMP, both present and future, and no critical safety locations were identified. However, the IAMP recommended improvements are designed to improve safety for all users.

The IAMP identifies the need to enhance multimodal access between I-5 and the City of Talent by adding improvements to West Valley View Road from the interchange to OR 99 (a restriped three-lane section with buffered bike lanes) and from the interchange to Suncrest Road (widening the shoulder to provide for standard width bike lanes).

Policy 2G – Rail and Highway Compatibility

This policy directs the improvement of safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

***Finding:** There are no railroads within the interchange influence area.*

Goal 3: Access Management

Policy 3A – Classification and Spacing Standards

This policy addresses the location, spacing and type of road and street intersections and approach roads on state highways. The adopted standards can be found in Appendix C of the OHP. It includes standards for each highway’s importance or as posted speed increases.

***Finding:** The IAMP does not include projects that will relocate or close any roadways. Construction projects and land use changes near Interchange 21 accessing ODOT roadways will require approach permits from ODOT to meet or move in the direction of established access spacing standards.*

Policy 3B – Medians

This policy directs the management and placement of medians and the location of median openings to enhance the safety and efficiency of the highways and support land use development patterns that are consistent with approved transportation system plans.

Finding: The IAMP did not examine medians, and deemed they were not necessary to manage the function and safety of the interchanges.

Policy 3C – Interchange Access Management Areas

This policy addresses the need to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Finding: The IAMP identifies general measures to meet or move in the direction of established access spacing standards. The IAMP determined that future land use changes and developments are the triggers for changes in access, and that access management measures should be implemented over time to meet the changing circumstances. Specifically, the triggers include: property development, future roadway improvements move into design and construction, operational or safety issues are identified, or the annual crash rate exceeds 20 percent of the statewide rate for similar roadways or is a top 10% SPIS site.

Policy 3D – Deviations

This policy provides for the management of requests for state highway approach permits that require deviations from the adopted access management spacing standards and policies.

Finding: This IAMP includes no improvements requiring a deviation.

Policy 3E – Appeals

This policy provides for the management of appeals for denied requests for approach roads and/or deviations.

Finding: This policy does not apply to the IAMP. The IAMP does not prescribe alternate standards for the denial of a request for approach and/or deviation.

Goal 4: Travel Alternatives

Policy 4A – Efficiency of Freight Movement

This policy emphasizes the State's role in managing access to highway facilities in order to maintain functional use, safety and to preserve public investment.

Finding: The IAMP includes recommended improvements for interchanges 21 and the local road network that improve safety for freight movement. The selected improvements meet HDM standards with future traffic volumes and modern design standards.

Policy 4B – Alternative Passenger Modes

This policy advances and supports alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

Finding: The IAMP examined bicycle, pedestrian and transit movements. The IAMP includes improvements to the bicycle and pedestrian system that improve mobility and safety for bicyclists, pedestrians and users of transit. The improvements include enhancing multimodal access between I-5 and the City of Talent by improving West Valley View Road from the interchange to OR 99 (a restriped

three-lane section with buffered bike lanes) and from the interchange to Suncrest Road (widening the shoulder to provide for standard width bike lanes).

Policy 4C – High Occupancy Vehicle (HOV) Facilities

This policy promotes the utilization of HOV facilities to improve the efficiency of the highway system in locates where travel demand, land use, transit, and other factors are favorable to their effectiveness.

Finding: The IAMP did not examine HOV facilities, as traffic volumes are not sufficiently high.

Policy 4D – Transportation Demand Management

This policy supports the efficient use of the state transportation system through investment in transportation demand management strategies.

Finding: The IAMP examined transportation demand management measures. The IAMP supported transportation demand management by identifying improvements to the bicycle and pedestrian systems and, by extension, the transit system. No other transportation demand management measures were determined to be applicable to Interchange 21.

Policy 4E – Park-and-Ride Facilities

This policy encourages the efficient use of the existing transportation system and seeks cost-effective solutions to the highway system’s passenger capacity through development of park-and-ride facilities.

Finding: Park-and-ride facilities were not examined, as they were not deemed feasible by the local land use authorities.

Goal 5: Environmental and Scenic Resources

Policy 5A – Environmental Resources

This policy supports the natural and built environment by establish standards for the design, construction, operation and maintenance of the state highway system.

Finding: This policy does not apply to the IAMP, as the IAMP does not include design, construction, operation or maintenance of the state highway system. Further, the IAMP is not a “corridor plan”, as the term is used in Action 5A.17.

Policy 5B – Scenic Resources

This policy provides for scenic resources management.

Finding: IAMP does not include transportation facility designs, and therefore does not include transportation facility aesthetics. Further, no scenic resources were identified.

Oregon Bicycle and Pedestrian Plan

The Oregon Bicycle and Pedestrian Plan implements the Actions recommended by the OTP, guide ODOT and local governments in developing bikeway and walkway systems, explains the laws pertaining to the establishment of bikeways and walkways, fulfills the requirements of the Transportation Planning rule, and provides standards for planning, designing, and maintaining bikeways and walkways.

Finding: The intended function of the interchanges is to safely and efficiently accommodate future vehicle, bicycle, and pedestrian traffic demands generated by population and employment growth in the region.

The preferred improvements identified in the IAMP provide for a continuous, safe, and efficient bicycle and pedestrian system by filling in gaps in the current system, and providing a completed sidewalk along the southern portion of the interchange overcrossing.

Highway Design Manual

The HDM implements OHP policies and is a multi-modal design manual. Chapter 9, *Intersection and Interchange Design*, covers the design standards, guidelines, and processes for designing road approaches, signalized and unsignalized at-grade intersections, and interchanges for State Highways. Chapter 10, *Special Design Elements*, prescribes planning standards for highway facilities.

Finding: *The HDM was used in alternatives analysis and development of future improvements. The preferred improvements meet mobility performance standards prescribed in the HDM for the 2038 planning horizon. The HDM was referenced during IAMP development, and all future improvements meet HDM design requirements.*