



TECHNICAL MEMORANDUM #1

Exit 124 & 125 IAMP

Project Background, Definition, Goals, and Objectives

Date: October 7, 2013 Project #:13049
To: Project Management Team, TAC, CAC
From: Matt Hughart, AICP, Anais Malinge, Hermanus Steyn, P.E.
cc: Darci Rudzinski, Angelo Planning Group

The purpose of this memorandum is to provide an overview of the Exits 124 and 125 Interchange Area Management Plan (IAMP) in Roseburg including the project background, purpose and intent, goals, objectives, evaluation criteria, and proposed study area. The project will result in the development of an IAMP that will ensure the long-term safe and efficient operations of both interchanges.

Background and Function of the Exit 124 and 125 Interchanges

Interstate 5 (I-5) is an interstate highway that serves as a major north-south auto, freight, and truck route within Oregon and between California and Washington. I-5 Exits 124 and 125 are two of four interchanges that serve the City of Roseburg. Exit 124 connects I-5 to the W Harvard Avenue and OR 138 corridors. Combined, these corridors serve a number of major land uses in Roseburg including Roseburg High School, Downtown Roseburg, and the majority of residential and commercial uses located south of the South Umpqua River.

Exit 125 connects I-5 to NW Garden Valley Boulevard. NW Garden Valley Boulevard is a major east-west corridor in Roseburg and provides access to a significant number of retail and professional businesses located near the interchange.

Problem Statement

While two separate interchanges, the Exit 124 and 125 interchanges are functionally linked together. Due to geographical limitations, there is limited north-south connectivity between the W Harvard Avenue/OR 138 and NW Garden Valley Boulevard corridors. As such, I-5 is a heavily utilized route for local trips within Roseburg. This leads to higher peak-hour traffic volumes and reduced capacity at the Exit 124 and 125 ramp terminals. Further exasperating the peak hour traffic conditions, both interchanges have a number of geometric and access spacing issues. These include:

- The northbound loop on-ramp in the southeast quadrants of both the Exit 124 and Exit 125 interchanges have substandard radii and superelevations. These configurations result in limited acceleration and merging distances on I-5.
- There is limited sight distance and acceleration distance along the southbound on-ramp at Exit 125. The “Greater Roseburg” study suggested the need for a southbound auxiliary lane at this location.
- Three of the four ramp terminals at the two interchanges currently are located across from public streets. These include Mulholland Drive at the I-5/NW Garden Valley Boulevard northbound off-ramp, the high school access at the I-5/W Harvard Avenue northbound off-ramp, and Bellows Street at the I-5/W Harvard Avenue southbound off-ramp. This is inconsistent with Federal Highway Administration (FHWA) and Oregon Department of Transportation (ODOT) access spacing and interchange design guidelines and perpetuates the use of I-5 for local trips.
- The high school access across the northbound ramp terminal at Exit 124 has a specific 15-minute peak that results in queuing along the westbound approach to Madrone Street and across the bridge, and sometimes onto the southbound off-ramp.
- The 10-year vacant Douglas Community Hospital is currently zoned Public Resource (PR). There have been discussions about redevelopment, which would require a zone change, revised site access, and additional capacity along W Harvard Avenue.
- The spacing of the Exit 124 and 125 ramp terminals with other access points along both W Harvard Avenue and NW Garden Valley Boulevard do not meet current interchange spacing standards along highway crossroads.
- Pedestrian and bicycle movements within the Exit 124 and 125 interchanges is less than desirable due to the presence of multiple free-flowing on-ramps.

Purpose and Intent

The Exit 124 and 125 IAMP is intended to be a strategic transportation plan designed to protect the long-term function of both interchange areas by preserving the capacity while providing safe and efficient operations between connecting roadways. The IAMP will identify land use management strategies, short- and long-term transportation improvements, access management goals, and strategies to fund identified improvements. The intent is a planning effort that results in policies, ordinances, and other provisions that will be adopted into the City of Roseburg Transportation System Plan (TSP) and Comprehensive Plan. The IAMP will also be adopted by the Oregon Transportation Commission (OTC) as an amendment to the Oregon Highway Plan (OHP).

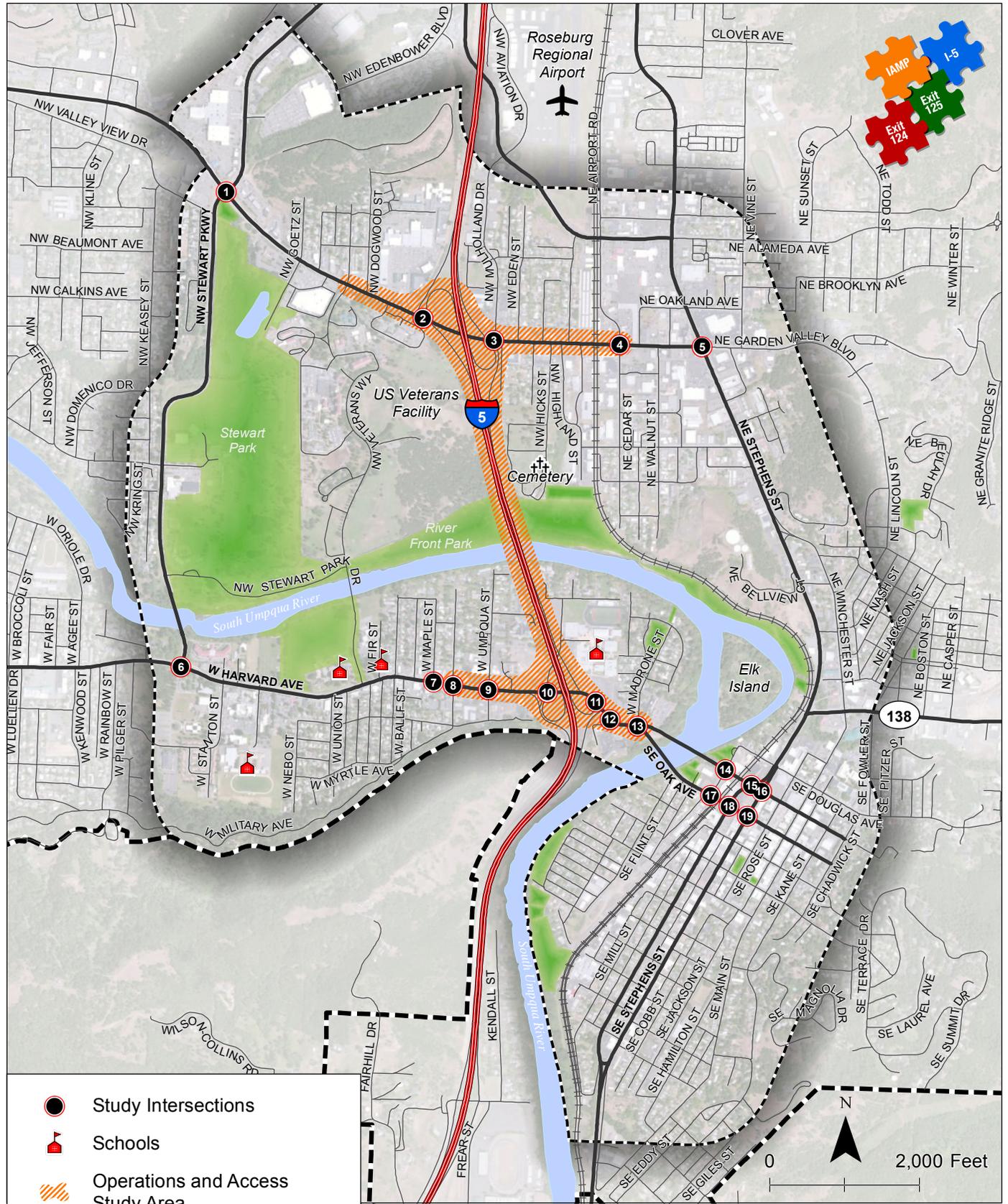
Interchange Management Study Area (IMSA)

To provide a comprehensive study and to achieve effective results, the IMSA includes developable and re-developable properties and major roadways that could significantly affect the function of both interchanges over the next 20 years. At a minimum, the IMSA includes properties, as well as all access points within ½ mile from the existing interchanges as defined by the IAMP Guidelines. A draft Interchange Management Study Area (IMSA) map is shown in Figure 1-1.

Operations and Access Study Area

The Operations and Access Study Area includes all access points and intersections within the IMSA and encompasses those key intersections that have the potential to affect traffic operations in the respective interchange areas over the 20-year planning period. This study boundary identifies the area for which operational analysis will be completed and the area that will be considered for the Access Management Plan (although access spacing requirements from the interchange are only ¼ mile). The study intersections include:

1. NW Garden Valley Blvd/NW Stewart Pwy
2. I-5 Southbound (SB) Ramp Terminal/NW Garden Valley Blvd
3. I-5 Northbound (NB) Ramp Terminal/NW Garden Valley Blvd
4. NW Garden Valley Blvd/NE Airport Road/NE Cedar St
5. NW Garden Valley Blvd/NE Stephens St
6. W Harvard Ave/NW Stewart Pwy
7. W Harvard Ave/W Maple St
8. W Harvard Ave/W Harrison St
9. W Harvard Ave/W Umpqua St
10. I-5 SB Ramp Terminal/W Harvard Ave/W Bellows St
11. I-5 NB Ramp Terminal/W Harvard Ave
12. W Harvard Ave/W Corey Ct
13. W Harvard Ave/W Madrone St
14. SE Washington St/SE Spruce St
15. SE Washington St/SE Pine St
16. SE Washington St/SE Stephens St
17. SE Oak Ave/SE Spruce St
18. SE Oak Ave/SE Pine St
19. SE Oak Ave/SE Stephens St



**Interchange Management Study Area
Roseburg, OR**

**Figure
1-1**

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Land Use Study Area

The Land Use Study Area includes all properties located roughly within the operations and access study area and beyond in order to incorporate developable and re-developable properties that have the potential to significantly affect the interchange functions. Properties identified with potential to affect the interchange include those that are expected to use the two interchanges as the primary connection to I-5 or those that may be necessary to improve local circulation.

Draft Goals and Objectives

The IAMP process is intended to protect the function of both interchanges for the next 20 years while accounting for changes in land use and traffic patterns. As stated in Policy 3C of the 1999 Oregon Highway Plan, "it is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways." To this end working collaboratively with the Technical Advisory Committee (TAC), Citizen Advisory Committee (CAC), and public, the Goals, Objectives, and Priorities of the Exit 124 and 125 IAMP are to:

1. Protect the long-term function, operation, and safety of the Exit 124 and 125 interchanges.
2. Provide improved bicycle and pedestrian facilities at both interchanges and integrate with public transit services.
3. Provide for additional local street connectivity.
4. Manage the allowed land uses within the vicinity of both interchanges to provide for future economic growth over the next 20 years.
5. Identify current accesses along the interchange crossroads and develop a phased access management plan for the crossroads based on a detailed and collaborative process involving the local jurisdiction and local property owners. The access management plan will be based on key principles that balance highway mobility and safety against:
 - a. The findings of local TSPs and land use plans;
 - b. Local economic development objectives for properties that require access to the state highway;
6. Collaborate throughout the planning process with design professionals, jurisdictional representatives, developers, local property owners, and the general public, including protected populations as established by federal and state regulations and policies.
7. Comply with the intent of Statewide Planning Goals including Goal 1: Public Involvement, Goal 2: Land Use Planning, Goal 5: Natural Resources, Goal 6: Air, Water and Land Resources Quality,

Goal 7: Areas Subject to Natural hazards, Goal 8: Recreation Needs, Goal 9: Economic Development, Goal 12: Transportation, and Goal 14: Urban Growth Boundaries.

8. Identify funding and phased implementation strategies for identified near- and long-term improvements.
9. Develop implementation policies and regulations to be adopted into the City Comprehensive Plans, Transportation System Plans, and zoning ordinances, as appropriate.

Draft Evaluation Criteria

Based on the goals and objectives, the following draft evaluation criteria were assembled to ensure that potential interchange improvement concepts would be evaluated for consistency with the overall intent of the community and the project. The eight evaluation criteria are as outlined in Table 1-1.

Table 1-1 - Draft Exit 124 & 125 IAMP Evaluation Criteria

Evaluation Criteria	Description	Relationship to Goals and Objectives
Transportation Operations	<ul style="list-style-type: none"> • Safety • Mobility • Freight mobility 	1,2,5
Multimodal Accessibility	<ul style="list-style-type: none"> • Pedestrian mobility • Bicycle mobility • Transit mobility 	2,3
Land Use	<ul style="list-style-type: none"> • Right-of-way impacts • Compatibility with land use 	4,5,6,7
Economic Development	<ul style="list-style-type: none"> • Near-term growth accommodation • Long-term growth accommodation 	4,5,6,7
Environmental, Social, and Equity Factors	<ul style="list-style-type: none"> • Environmental impacts • Socio-economic impacts 	6,7
Accessibility and Connectivity	<ul style="list-style-type: none"> • Local roadway connectivity • Future access to undeveloped properties • Access spacing requirements 	1,3,4,5,7
Cost	<ul style="list-style-type: none"> • Cost relative to other improvement concepts 	8,9
Implementation	<ul style="list-style-type: none"> • Impacts to existing and proposed developments • Ability to construct in phases 	8,9

Policy Review

A review of applicable plans, policies, strategies, and codes has been prepared to understand and document their relationship to the Exits 124 and 125 IAMPs. The results of this effort are documented in *Appendix A*.

Appendix A Policy Review Memorandum
(APG)

Memorandum

Date: October 7, 2013
To: Exits 124 and 125 IAMP Project Management Team
From: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group
cc: Matt Hughart and Anais Malinge, Kittelson & Associates
Re: Exits 124 and 125 Interchange Area Management Plan (IAMP) Document Review (Task 3.3) – FINAL

Overview

Pursuant to the scope of work (Task 3.3), this memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the I-5/Exits 124 and 125 Interchange Area Management Plan (Exit 124 & 125 IAMP) study area. The review explains the relationship between the documents and planning in this area, identifying key issues to track through the IAMP development process. This memorandum is intended to be an appendix to Technical Memorandum #1, which establishes the IAMP study area and the project's purpose, goals, and objectives.

Documents in this review establish transportation-related standards, targets, and guidelines as well as transportation improvements with which the IAMP shall coordinate and be consistent. Other documents in this review – such as the City's Transportation System Plan (TSP) and Land Use Development Ordinance (LUDO) – may be subject to recommended amendments in order to implement the IAMP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of Task 8.2. Once the IAMP and implementing ordinances are completed, it is intended that the City adopt key elements of the IAMP as a refinement to the City's TSP before the IAMP is considered by the Oregon Transportation Commission (OTC) for adoption. Upon adoption by the OTC, the IAMP becomes an amendment to the Oregon Highway Plan (OHP).

Table 1 provides a list of the documents reviewed in this memorandum, the page on which they can be found, and a summary of the relevance they have to the Exit 124 & 125 IAMP.

Table 1. Summary of Documents Reviewed and Project Relevance

	Project Relevance	Page
Federal and State Documents		
FHWA Access to Interstate System Policy (2009)	The IAMP will seek cost-effective and safe solutions within the existing transportation system before considering new access.	4
ODOT Title VI Guidance for Transportation Planning (2009)	The project scope addresses Title VI and Environmental Justice populations in existing conditions, alternatives development, and alternatives evaluation tasks.	4-5
Oregon Transportation Plan (Updated 2006)	The IAMP will seek to maximize performance of the existing transportation system before considering larger and costlier additions to the system.	5
Oregon Highway Plan	The IAMP is being developed in coordination with ODOT so that IAMP projects, policies, and regulations comply with or move in the direction of meeting OHP standards and targets.	6-9
Oregon Bicycle and Pedestrian Plan (Updated 2011)	OBPP standards and guidelines will inform potential bicycle and pedestrian improvements to state facilities in the IAMP. Advisory committees for the project include pedestrian and bicycle representatives.	9
Oregon Rail Plan (2001)	The IAMP will consider rail freight needs in developing recommended policies and projects. Advisory committees for the project include rail and freight representatives.	10
Oregon Freight Plan (2011)	Efficiency of the truck and rail freight system will be a factor in the IAMP. Advisory committees for the project include freight representatives.	11
Oregon Public Transportation Plan (1997)	The IAMP will be coordinated with Umpqua Transit long-range planning as needed. Advisory committees for the project include transit representatives.	12
Oregon Aviation Plan (2007)	The IAMP will take into account planned Roseburg Regional Airport improvements and land uses adjacent to the airport.	13
Oregon Transportation Safety Plan (2011)	The IAMP will include safety in Goals and Objectives. Advisory committees for the project include ODOT safety/local public safety/emergency services representatives.	13
Transportation Planning Rule (OAR 660-012) with 2011 Amendments	The TPR stipulates that local development codes must address access management, coordinated land use review, and other requirements to protect road and interchange operations and safety.	14
Access Management Rule (OAR 734-051) with 2012 Amendments	The IAMP will be developed consistent with applicable criteria in this OAR, including meeting or moving in the direction of compliance with OHP spacing standards.	15
ODOT Interchange Area Management Plan Guidelines (Updated 2013)	The IAMP Guidelines will be used as a tool during IAMP development, particularly in terms of identified implementation measures.	17
Highway Design Manual (2012)	The IAMP alternatives will be developed to be consistent with the applicable HDM Standards for interchanges and state highways.	17
2012-2015 Statewide Transportation Improvement	Projects developed in the IAMP will coordinate with the OR 138 project in the STIP.	18

	Project Relevance	Page
Program (STIP)		
I-5/Interchange 124 Area Management Plan Technical Memoranda (2006-2008)	Some of the information and findings from the technical memoranda may be used in this IAMP process.	18
Highway 138E Corridor Solutions Study (2008)	Recommendations from the study will be considered in developing potential improvements to OR 138E during the IAMP process.	19
City Documents		
City of Roseburg Comprehensive Plan (1984)	Policy and transportation improvement outcomes of the IAMP, as applicable to the local transportation system, will be a refinement to the City's TSP and, as such, an element of the City's Comprehensive Plan. LUDO amendments that may be needed to implement the IAMP will be based on existing and updated Comprehensive Plan policies.	20
City of Roseburg Land Use and Development Ordinance (LUDO) (Updated 2013)	Provisions regarding agency coordination, access management, traffic impact studies, and zoning districts will be needed in the LUDO to implement the IAMP.	22
City of Roseburg Transportation System Plan (TSP) (2006)	Amendments to the TSP may be needed to be consistent with the IAMP and subsequent amendments to the City's TSP will need to be compatible with the adopted IAMP.	23
City of Roseburg Bike and Pedestrian Master Plan (2009)	The IAMP will reflect or be consistent with improvements and programs recommended in the Bike and Pedestrian Master Plan. The recommended transportation improvements in the IAMP may include additional improvements.	27
City of Roseburg Waterfront Master Development Plan (2010)	The IAMP will be consistent with, and may include recommended additions to, improvements identified in the Waterfront Master Development plan, which expands upon improvements in the TSP and Bike and Pedestrian Master Plan.	29
City of Roseburg Downtown Master Plan (2000)	The IAMO will be consistent with the Roseburg Downtown Master Plan.	30
City of Roseburg Plaza Plan (in development)	The IAMP process will be coordinated with the plaza concept planning process to ensure that proposed improvements from both planning processes are consistent or complimentary.	30
City of Roseburg Public Works Standard Drawings (1995)	To the extent that the IAMP recommends improvements to City collector streets and local streets, inconsistencies between the Standard Drawings, the TSP, and the IAMP will be resolved.	30
City of Roseburg Capital Improvement Plan (2012 Draft)	Recommended IAMP improvements will be coordinated with CIP projects as appropriate, including non-transportation projects in public right-of-way, with local improvements recommended for inclusion.	31
Roseburg Regional Airport Layout Plan Report (2006)	The IAMP planning process will take into consideration the facility and service expansions and possible development of airport property for non-aviation uses as recommended in the airport layout and land use plans.	32

FHWA Access to Interstate System Policy (2009)

As stated in the Federal Register Volume 74, Number 165 (August 27, 2009), the Federal Highway Administration's (FHWA's) Policy on Access to the Interstate System:

...provides the requirements for the justification and documentation necessary to substantiate any proposed changes in access to the Interstate System... (and) also facilitates decisionmaking regarding proposed changes in access to the Interstate System in a manner that considers and is consistent with the vision, goals and long-range transportation plans of a metropolitan area, region and State.

The policy applies to new access and modified access regardless of how construction is funded. It consists of eight elements, summarized as follows:

1. The need addressed by the proposed access cannot be met by existing interchanges and local roads or changes to local roads such as access control and traffic control.
2. The need addressed by the proposed access cannot be met by transportation system management, such as ramp metering and transit service.
3. The proposed access will not have a significant adverse impact on interchange safety and operation.
4. The proposed access connects to only public roads and provides for all traffic movements.
5. The proposed access is consistent with local and regional land use and transportation plans, and must be included in a regional or state transportation improvement program.
6. A comprehensive corridor or network study and recommendations regarding other potential access changes in the area must be prepared to accompany the access proposal.
7. If the proposed access is associated with new or substantial changes in planned development and land use, the proposed access must coordinate with the development/land use and any proposed transportation improvements.
8. The proposed access shall be included as an alternative in environmental documentation and review as applicable.

Project Relevance: The Exit 124 & 125 IAMP will seek cost-effective and safe solutions within the existing transportation system and in coordination with local, regional, and state plans before considering new access to the interstate system. Planning for new access points to I-5 as part of this process would involve much more planning and project development process, resulting in a much costlier project.

ODOT Title VI Guidance for Transportation Planning

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, or national origin in programs that receive federal funding, including ODOT, MPO, and local government transportation planning, design, construction, and operations activities. Related statutes and policies prohibit discrimination on other bases, such as Executive Order 12898

(Environmental Justice), which requires that minority and low-income populations not be disproportionately subjected to impacts of proposed projects.

Title VI Guidance for Transportation Planning was released by the ODOT Transportation Development Division (TDD) in July 2009. It provides direction to local governments, MPOs, and ODOT staff in annual reporting to the FHWA and Federal Transit Administration (FTA) regarding the compliance of planning, design, and construction activities with Title VI. The guide provides direction for planning activities in particular, with an emphasis on activities related to identifying Title VI populations in planning study areas, developing and conducting targeted outreach to these populations, and documenting activities and findings. The guide essentially provides checklists for local governments, MPOs, and ODOT Region Planning Project Managers, Region Planning Managers, TDD Planning Staff, and the Title VI Program Manager for documenting and reporting- reporting that is rolled up into the annual Title VI Accomplishment Report.

Project Relevance: The project scope for the Exit 124 & 125 IAMP includes three tasks addressing Title VI and Environmental Justice populations to ensure that the planning project complies with related Federal requirements:

Task 4.6 (Demographic Data) – Identify minority, low-income, and elderly populations in the study area using US Census data.

Task 7.1 (Develop System Alternatives) – Identify impacts and benefits of system alternatives for Title VI and Environmental Justice populations.

Task 7.2 (Evaluation Matrix) – Include potential effects on Title VI and Environmental Justice populations as criteria in selecting the preferred alternatives.

Oregon Transportation Plan (Updated 2006)

The Oregon Transportation Plan (OTP) is a comprehensive plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan.

The OTP emphasizes:

- Maintaining and maximizing the assets in place
- Optimizing the performance of the existing system through technology
- Integrating transportation, land use, economic development and the environment
- Integrating the transportation system across jurisdictions, ownerships and modes
- Creating sustainable funding
- Investing in strategic capacity enhancements.

Project Relevance: The Exit 124 & 125 IAMP will seek to maximize performance of the existing transportation system by, for example, the use of technology and system management before considering larger and costlier additions to the system.

Oregon Highway Plan

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides ODOT's Highway Division in planning, operations, and financing. Ultimately the IAMP will need to be found consistent with the OHP and will be reviewed by the Oregon Transportation Commission (OTC) for adoption. If adopted, the IAMP will be an amendment to the OHP as a special facility plan.

Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The following policies, in particular, are relevant to the Exit 124 & 125 IAMP.

Policy 1A: State Highway Classification System

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of facility plans, such as the Exit 124 & 125 IAMP, as well as ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

Interstate 5 (I-5) and OR 138 (Harvard Avenue/North Umpqua Highway) in the IAMP study area are classified as Interstate and Regional highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- **Interstate highways** provide connections between major cities in a state, regions of the state, and other states. A secondary function in urban areas is to serve regional trips within the urban area. Their primary objective is to provide mobility and, therefore, the management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.
- **Regional highways** typically provide connections and links to regional centers, Statewide or Interstate highways, or economic or activity centers of regional significance. The management objective for these facilities is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.

In addition to the state highway classification system, I-5 and OR 138 have been given other highway designations that are addressed by other policies.

- I-5 through the IMSA is part of the National Highway System (NHS), and is a state freight route and federally designated truck route.
- OR 138 (outside the IMSA) is a Scenic Byway from milepoint 2.34 to 83.08.

Policy 1B: Land Use and Transportation

Policy 1B applies to all state highways. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and corridor plans, plan amendments, access permitting and project development. Policy 1B recognizes that state highways serve as the main streets of many communities – as OR 138 does in Roseburg – and strives to maintain a balance between serving local communities (accessibility) and the through traveler (mobility). 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.

Policy 1C: State Highway Freight System

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system, made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

Policy 1D: Scenic Byways

The Oregon Transportation Commission has designated Scenic Byways throughout the state on federal, state, and local roads which have exceptional scenic value. OR 138 (North Umpqua Highway) is a Scenic Byway in Roseburg starting just over two miles from I-5. For designated Scenic Byways, ODOT will consider aesthetic and design elements along with safety and performance considerations in managing and maintaining the roadway and will develop guidelines for aesthetic and design elements within the public right-of-way.

Policy 1F: Highway Mobility Standards Access Management Policy

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long range, comprehensive planning transportation planning projects (such as this IAMP), during development review, and to demonstrate compliance with the Transportation Planning Rule (TPR).

[Significant amendments to Policy 1F were adopted at the end of 2011. The recent revisions were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than volume-to-capacity (v/c) ratios for evaluating mobility performance. Also as part of these amendments, v/c ratios established in Policy 1F were changed from being standards to “targets.” These targets are to be used to determine significant effect pursuant to TPR Section -0060.

Table 2 includes the mobility targets include for the state facilities in the IAMP study area.

Table 2. State Facility Mobility Targets in Exit 124 & 125 IAMP Study Area

I-5	<ul style="list-style-type: none"> • 0.80 v/c
I-5 Ramp Terminals (OR 138 and NW Garden Valley Blvd)	<ul style="list-style-type: none"> • 0.85 v/c
OR 138	<ul style="list-style-type: none"> • 0.90 v/c (posted speeds less than or equal to 35 mph) • 0.85 v/c (posted speeds more than 35 mph)

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state’s highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing interchanges include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements which could, in the case of interchange improvements, include adding lanes or reconfiguring on- or off- ramps. As part of this IAMP process, ODOT will work with the City of Roseburg and Douglas County to determine how future improvements at the interchange can implement this policy.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of this IAMP process, ODOT will work with the City and County to identify improvements to the local road system that support the planned land use designations in the IAMP study area and that will help preserve capacity and ensure the long-term efficient and effective operation of the interchanges.

Policy 2F: Traffic Safety

This policy emphasizes the state’s efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.

Policy 3A: Classification and Spacing Standards

It is the policy of the State of Oregon to manage the location, spacing, and type of road intersections on state highways to ensure the safe and efficient operation of state highways consistent with the classification of the highways.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by access management rules in OAR 734, Division 51, addressed later in this report.

Policy 3C: Interchange Access Management Areas

This policy addresses management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. Action items include developing interchange area management plans to protect the function of existing interchanges, provide safe and efficient operations between connecting roadways, and minimize the need for major improvements. Consistent with this policy, the Exit 124 & 125 IAMP planning process will include developing and analyzing alternatives for optimizing the function and capacity of the existing interchanges prior to selecting a package of improvements that will comprise a preferred alternative.

The local jurisdiction's role in access management includes the following: "necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place (Action 3C.2)." An outcome of this planning process will be local TSP and regulatory amendments consistent with the recommendations in the IAMP, which will include an access management plan, identified funding, and, potentially, local street network improvements necessary to implement the preferred package of improvements for the two interchanges.

Policy 4A: Efficiency of Freight Movement

This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. I-5 is a state freight route and federally designated truck route.

Policy 4B: Alternative Passenger Modes

This policy encourages the development of alternative passenger services and systems as part of broader corridor strategies and promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Umpqua Transit provides public transportation service in the interchange area and the Exit 124 & 125 IAMP scope establishes the objective of improving safety, access, and mobility for pedestrians and bicyclists in the interchange area.

Project Relevance: The Exit 124 & 125 IAMP is being developed in coordination with ODOT so that projects, policies, and regulations proposed as part of the IAMP will comply with or move in the direction of meeting the standards and targets related to safety, access, and mobility that are established in the OHP.

Oregon Bicycle and Pedestrian Plan (Updated 2011)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to provide safe and accessible bicycling and walking facilities in an effort to encourage increased levels of bicycling and walking. The plan is comprised of two parts: the Policy and Action Plan and the Oregon Bicycle and Pedestrian Design Guide.

The plan was adopted in 1995 and reaffirmed as an element of the OTP in 2006. The second part of the plan – the Design Guide – was updated in 2011. ODOT is currently contracting with a consultant to update the policy section of the OBPP. According to the ODOT scope of work, because it has not been updated since 1995, the updated plan needs to include a broader policy framework and be reviewed for consistency with OTP modal plan requirements, federal requirements, and the statewide planning program. The plan is scoped to be developed in collaboration with stakeholders representing a wide variety of transportation interests. The update is due to be completed before the end of 2015.

The existing Policy and Action Plan provides background information, including relevant state and federal laws, and includes goals, actions, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. The plan states that bikeway and walkway systems will be established on state highways as follows:

- As part of modernization projects (bike lanes and sidewalks will be included);
- As part of preservation projects, where minor upgrades can be made;
- By restriping roads with bike lanes;
- With improvement projects, such as completing short missing segments of sidewalks;
- As bikeway or walkway modernization projects;
- By developers as part of permit conditions, where warranted.

The Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It has been designated as a companion piece to the Highway Design Manual and includes updated and innovative pedestrian and bicycle treatments.

Project Relevance: The standards and guidelines for pedestrian and bicycle improvements in the OBPP will inform recommended bicycle and pedestrian improvements to state facilities in the Exit 124 & 125 IAMP.¹ The recommendations in the Design Guide may be considered as “best practices” for potential applications on City facilities in the IAMP study area as well. Advisory committees for the project include pedestrian and bicycle representatives.

Oregon Rail Plan (2001)

The Oregon Rail Plan (ORP), another modal plan within the OTP, addresses long-term freight and passenger rail planning in Oregon. Currently, freight rail service in Roseburg is provided by Central Oregon & Pacific (CORP), Oregon’s second largest short line railroad. It operates in the southwest Oregon, serving the southern Willamette Valley to the California border and the central Oregon coast. The main north-south line provides connections from Eugene-Springfield to Cottage Grove, Roseburg, Glendale, Grants Pass, Medford, Ashland, and into California.

¹ Note that proposed design details for bicycle and pedestrian facilities on state roadways are subject to state design review and other permitting procedures for proposed projects on state roadways.

The ORP includes a freight element and passenger element that describes infrastructure and service conditions. The plan also includes a chapter establishing specific policies and planning processes concerning rail in the state, including minimum level of service standards and the following policies for freight rail:

- Increase economic opportunities for the State by having a viable and competitive rail system.
- Strengthen the retention of local rail service where feasible.
- Protect abandoned rights-of-way for alternative or future use.
- Integrate rail freight considerations into the State’s land use planning process.

The ORP cites the 1992 Oregon Rail Passenger Policy and Plan, which proposed high speed passenger rail service in the Willamette Valley down to Roseburg. However, the ORP characterizes the proposal as “a highly visionary concept of rail service south of Eugene that would appear unattainable under current or foreseeable levels of financial support for rail improvements.”

Project Relevance: The IAMP will consider the needs of the rail freight system in developing recommended policies and projects related to improving safety and mobility at the IAMP interchanges. The TAC includes members from ODOT Rail and ODOT Freight and the CAC includes members representing local freight needs.

Oregon Freight Plan (2011)

The Oregon Freight Plan (OFP) is another modal plan of the OTP and implements the state’s goals, and policies related to the movement of goods and commodities . Its purpose statement is: “to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan defines a statewide strategic freight network. I-5 and parallel railroads – CORP in the 125/125 IAMP study area – are designated as a strategic corridor in the OFP.

Policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

Strategy 1.2: *Strive to support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.*

Action 1.2.1. *Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to*

operate as efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.

Strategy 2.4: *Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.*

Project Relevance: Maintaining and enhancing efficiency of the truck and rail freight system in the IAMP study area will be integrated into the IAMP. The TAC includes members from ODOT Rail and ODOT Freight and the CAC includes members representing local freight needs.

Oregon Public Transportation Plan (1997)

The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The vision guiding the Public Transportation Plan is as follows:

- *A comprehensive, interconnected and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable, and safe manner that encourages people to ride*
- *A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural, and frontier (remote) areas*
- *A system that enables those who do not drive to meet their daily needs*
- *A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.*

The OPTP Implementation Plan directs ODOT investments towards commuter and mobility needs in larger communities and urban areas and also in smaller communities where warranted. It also prioritizes investments in intercity connections statewide. Long-term implementation and funding is geared toward both modernization and preservation projects while preservation projects are more the focus for short term implementation and funding.

Umpqua Transit provides intercity transit service in Roseburg. It operates three fixed routes, including one route entirely within the City of Roseburg, one route connecting the Winston/Green area with Roseburg and Umpqua Community College (UCC), and one route connecting the cities of Sutherlin and Oakland with UCC and Roseburg. Umpqua Transit also provides Dial-A-Ride paratransit service for seniors and the disabled.

Project Relevance: The IAMP process will coordinate with Umpqua Transit long-range planning in the IAMP study area. Advisory committees for the project include transit representatives.

Oregon Aviation Plan (2007)

The Oregon Aviation Plan (OAP) is a modal plan of the OTP that defines policies and investment strategies for Oregon's public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and recommended actions to be implemented by Oregon Department of Aviation in coordination with other state and local agencies and the Federal Aviation Administration.

The OAP categorizes airports based on functional role and service criteria. The Roseburg Regional Airport, located adjacent to the Exit 124 & 125 IAMP study area to the northeast of Exit 125, is classified as a Category III facility (Regional General Aviation). Category III airports serve regional transportation needs and support most twin and single-engine aircraft and possibly occasional business jets. The Roseburg Regional Airport is also home to a permanent US Forest Service fire base, which provides training for firefighters, staging areas for fire response, and storage of equipment and aircraft.

An individual report on each airport is provided in the OAP. The report on Roseburg Regional Airport identified potential lighting and fencing improvements to meet performance criteria for a Category III facility. The report includes taxiway, runway, apron, and fencing improvements as well as potential airport, hangar, and approach improvements to be considered, when recommended by airport management. Topography and wetlands surrounding the airport, as well as residential uses south of the airport, are noted as challenges and limits to future growth of the airport.

Project Relevance: The Exit 124 & 125 IAMP will take into account potential improvements and limited expansions that may occur at the Roseburg Regional Airport in developing its policies and projects.

Oregon Transportation Safety Action Plan (2011)

An element of the OTP, the Oregon Transportation Safety Action Plan (OTSAP) establishes a safety agenda to guide the investments and actions of ODOT and the state for the next 20 years. As indicated in the name of the plan, the emphasis of the OTSAP is action and implementation. Actions included in the OTSAP were chosen based on crash data and information provided by transportation safety experts.

Actions identified in the OTSAP that will guide or be addressed the IAMP process include:

- Focus on "safety areas of interest" such as intersection crashes and pedestrian/bicycle crashes with improvements such as advance signing, roundabouts, access management, signal timing, bulb-outs, refuge islands, bicycle signals, and rapid flashing beacons (Action 23).
- Elevate safety in local system plans by, for example, more widely implementing access management strategies and moving toward compliance with access management standards; and involving engineering, enforcement, and emergency service staff professionals, as well as local transportation safety advocacy groups, in planning (Actions 8 and 9).

- Design improvements for the increased safety of pedestrians, bicyclists, and other non-motorized vehicles, accommodating multiple users on a street and considering the needs of families, seniors, and children using transportation facilities (Action 4).

Project Relevance: Include safety in Goals and Objectives. Advisory committees for the project include ODOT safety, local public safety or emergency services representatives.

Transportation Planning Rule (OAR 660-012) with 2011 Amendments

The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the statewide planning goals. The TPR contains numerous requirements governing transportation planning and project development, several of which are relevant to planning interchange improvements.

Section -0045

OAR 660-012-0045 requires each local government to amend its land use regulations to implement its TSP. It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements: “to protect transportation facilities, corridors and sites for their identified functions.”

Local compliance with -0045 provisions is achieved through a variety of measures, including access control measures, standards to protect future operations of roads, and expanded notice requirements and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations assuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will engage in access management consistent with its Access Management Rule. This will involve a review of existing access points within at least one-quarter mile of the interchange ramps. See the review of OAR 734-051 in the next section for a review of these access management rules.

Section -0060

The most recent amendments to TPR, effective January 1, 2012, include new language in Section -0060 that allows a local government to exempt a zone change from the “significant effect” determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP.

The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (V/C, for example) if the subject area is within a designated multi-modal mixed-use area (MMA). Subsection (8) of Section -0060 establishes the criteria for a MMA.

Project Relevance: While OAR 734-051 regulates access management and not the TPR (OAR 660-012), the TPR provides the connection between local development codes and access management, coordinated land use review procedures, and other standards, allowances, and requirements to protect road operations and safety. Recommended implementation measures for the IAMP may entail local code amendments to ensure TPR provisions as well as IAMP recommendations are captured in the code.

Access Management Rule (OAR 734-051) with 2012 Amendments

Oregon Administrative Rule (OAR) 734-051 defines the State’s role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. The rule includes spacing standards for varying types of state roadways and criteria for granting right of access and approach locations onto state highway facilities.

Amendments to OAR 734-051 were adopted in early 2012 based on passage of Senate Bill 1024 and Senate Bill 264 in the 2010 and 2011 Oregon Legislature respectively. The amendments were intended to allow more consideration for economic development when developing and implementing access management rules, and involved changes to how ODOT deals with approach road spacing, highway improvements requirements with development, and traffic impact analyses requirements for approach road permits. Senate Bill 408, which passed in the 2013 legislative session and becomes effective January 1, 2014, is expected to result in further rulemaking. This bill provides new requirements for development of facility plans and directs ODOT to develop an access management strategy² for each highway modernization or improvement project. ODOT must develop key principles for each facility plan, which will be used to evaluate how abutting properties may retain or obtain access to the state highway during and after plan implementation. In developing the key principles, the department must also develop a methodology to weigh the benefits of a highway improvement to public safety and mobility against the locally adopted TSP and land uses permitted in the local comprehensive plan, as well as the economic development objectives of affected real property owners who require access to the state highway. If a facility plan identifies the need to modify, relocate or close existing private approaches, the plan must include key principles for managing access to the state highway and a timeline for plan implementation. Each facility plan also must document that there was collaborative discussion and agreement between the department and the affected cities and counties regarding the location of county roads and city streets that intersect a state highway within the study area.

OAR 734-051-4020 (Standards and Criteria for Approval of Private Approaches)

New spacing standards were established in 2012 for new or modified approaches to statewide highways³ but spacing standards related to interchanges (spacing of tapers between interchanges, spacing between ramp tapers and approaches or intersections with left-turns) were not amended.⁴

² The development of this IAMP, a planning-level document, will not result in an “access management strategy,” which is more specifically tied to project development and construction of improvements.

³ Tables 3-6 in OAR 734-051

⁴ Tables 7-10 and Figures 1-4 in OAR 734-051

The amendments also allow access management plans (AMPs) and IAMPs to establish spacing standards that may take precedence over the highway/approach spacing standards in the rule.⁵

Interchange improvements that are proposed in the IAMP will need to meet or improve, “by moving in the direction of the access management spacing standards” by means of an access management strategy, plan, or mitigation proposal.⁶

OAR 734-051-7010 (Access Management Plans and Interchange Area Management Plans)

Section -7010 of OAR 734-051 identifies when, how, and why ODOT will develop access management plans and interchange area management plans for particular sections of a highway. Specifically regarding IAMPs, an IAMP must comply with the following criteria, unless it can be demonstrated that a criterion is not applicable.

- Be developed no later than the time an interchange is designed or is being redesigned.
- Identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt policies provisions, and development standards to capture those opportunities.
- Include short, medium, and long-range actions to improve operations and safety within the designated study area.
- Consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches.
- Provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically twenty (20) years.
- Consider existing and proposed uses of all the property within the designated study area consistent with its comprehensive plan designations and zoning.
- Be consistent with any applicable access management plan, corridor plan or other facility plan adopted by the commission.
- Include polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the interchange area management plan.

Project Relevance: The IAMP will include an access management plan that will meet or move in the direction of compliance with spacing standards in OAR 734-051 and will be developed consistent with the applicable criteria established for IAMPs in the rule. To be consistent with the direction provided in Senate Bill 408, the development and evaluation of alternatives to address identified transportation system deficiencies should acknowledge the impacts and benefits to the local economy, as measured by adopted local land use designations (allowed uses) and economic development objectives and, to the

⁵ Pursuant to OAR 734-051-4020(8)(b)(C), spacing standards in AMPs and IAMPs may take precedence only over spacing standards in Tables 3-5 of OAR 734-051.

⁶ OAR 734-051-1070(2), (3), and (4)

extent known, the economic development objectives of property owners. The IAMP access management plan should “include level of detail sufficient to inform affected real property owners of the potential for the modification, relocation or closure of existing private approaches within the area (§4(3)(c)).” The location of local streets that intersect with the state highway system in the vicinity of the subject interchanges will be discussed with the City and County during the existing conditions phase of the project, where the existing street network will be inventoried and described.

ODOT Interchange Area Management Plan Guidelines (Updated 2013)

The Interchange Area Management Plan (IAMP) Guidelines provides guidance in the preparation of IAMPs. The guidelines include background about what IAMPs are and their purpose and regulatory significance and address the following

- IAMP contents and level of analysis
- Timing
- IAMP process
- Relationship of ODOT and local governments
- Relationship to NEPA
- Schedule, cost and funding.

As part of “IAMP Process,” the guidelines establish local development code, deed restrictions, funding mechanisms, traffic/transportation mechanisms, and access management as five sets of IAMP implementation measures. The guidelines identify policy statements, concurrency ordinances, trip capacity/allocation ordinances, trip budgets, overlay districts, and design review and performance standards as specific implementation measures to be pursued through potential local development code amendments.

Updates to the guidelines that were completed in early 2013 did not really change existing material in the guidelines as much as add new information, including differentiation of access management plans and strategies and expanded explanations of coordination of IAMPs and project development (NEPA).

Project Relevance: The project team will generally use the IAMP Guidelines as a tool during development of the IAMP, particularly in terms of the implementation measures identified in the guidelines.

Highway Design Manual (2012)

The Highway Design Manual establishes ODOT standards and procedures for the location and design of new construction, major reconstruction, and resurfacing/restoration/rehabilitation projects. The manual is used for all projects that are located on state highways. Design

standards for state highways are dependent on the highway’s functional classification and the project type.

Chapter 6 addresses urban highway design (non-freeway), applicable to the state highways in the IAMP study area that are not I-5. Chapter 9 addresses grade-separated interchanges. ODOT, through the Engineering Services Unit, and FHWA must approve the reconstruction of an interchange on the Interstate system.

Project Relevance: The IAMP build alternatives will be developed to be consistent with the applicable HDM Standards for interchanges and state highways. Segments along I-5 and ramp terminals shall comply with a volume-to-capacity ratio of 0.65 for segment, merge, diverge, and weaving. Segments along OR 138 shall comply with a volume-to-capacity ratio of 0.75.

2012-2015 Statewide Transportation Improvement Program

The State Transportation Improvement Program (STIP) is the programming and funding document for transportation projects and programs statewide. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices. The document covers a period of four years and is updated every two years. Within the study area, the sole project currently programmed in the STIP relates to capacity and safety improvements on OR 138 east of the I-5/Exit 124 Interchange (see Table 3).⁷

Table 3. Exit 124 & 125 IAMP Study Area STIP Projects

Project Name	Route	Highway Name	Description	Cost	Year
FFO-OR 138E Corridor Solutions (Roseburg)	OR 138	North Umpqua	Design	\$1.6 million	2009
			Land Purchase	\$3.6 million	2013
			Construction	\$5.6 million	2014

Project Relevance: Projects developed in the IAMP will be consistent with the OR 138 project; Recommendations to update the STIP to include associated interchange improvements will be included in the IAMP, as appropriate.

I-5 Interchange 124 Interchange Area Management Plan Technical Memoranda (2006-2008)

Several technical memoranda were previously prepared for the I-5 Interchange 124 Interchange Area Management Plan (IAMP), covering topics including an initial regulatory review, project purpose and objectives, existing and future conditions, opportunities and constraints, alternative concepts, and refined concepts.

⁷ Project Key # 13996 in the 2012-2015 STIP

Based on work done for the City of Roseburg 2006 City Transportation System Plan (TSP), it was anticipated that the interchange would exceed its capacity within the 20-year planning horizon, making modifications to Interchange 124 as well as land use and access management in the interchange area necessary to allow the interchange to function safely and efficiently. The IAMP technical memoranda also identified that the interchange's existing half diamond/half cloverleaf design does not meet geometric design standards.

Four concepts were evaluated in the final technical memorandum on concept refinement. The four concepts included three concepts from the original alternatives (Concepts 1, 2, and 5) that were the least costly and required the least land acquisition of the, plus an additional single point urban interchange (SPUI) concept (Concept 6). The SPUI concept was added to the analysis because all of the original five concept alternatives failed in terms of mobility standards over the 20-year planning period.

The concepts shared the following elements:

- A southbound auxiliary lane between Exit 125 and 124, creating three lanes between the two exits;
- Dual left turn lanes on the northbound off-ramp;
- Bellows Street access closed at Harvard Avenue and rerouted to Princeton at Umpqua – creating the closure of the Bellows Street I-5 bridge and addition of a Princeton Street bridge on I-5;
- Harvard Avenue as a six through-lane facility from Umpqua to Madrone, with a center median and designated left turn lane at the signals;
- The Roseburg High School entrance retained either in its existing location or relocated to enter/exit from Madrone.

The refinement analysis found that the interchange ramp terminals and the Madrone Street intersection function acceptably below HDM mobility standards for Concept 5 (existing interchange configuration) and Concept 6 (SPUI). Concept 5 avoided potential impacts to the I-5 overpass but did not resolve geometric issues with the ramps that were identified in the 2000 I-5 Conditions Report. Overall scoring showed that Concept 5 provided the most improvement for the least cost.

Project Relevance: The Exit 124 IAMP was not completed or adopted. However, some of the information and findings from the technical memoranda may be used in this IAMP process.

Highway 138E Corridor Solutions Study (2008)

The Highway 138 Corridor Solutions Study, completed in 2008, explored a range of conceptual solutions to challenges in the corridor between I-5 and Fulton Street, but found that minor improvements will likely not meet transportation needs projected through 2030.

The alternatives recommended from the Highway 138 Corridor Solutions Study include:

- Design Option 3a: New Bridge (Harvard-Diamond Lake with At-Grade Crossing at Railroad/Stephens)
- Design Option 6a: Diamond Lake (Highway 138) – Odell Couplet
- Design Option 6b: Diamond Lake (Highway 138) – Odell Couplet with Direct Connection

An Environmental Assessment (EA) was started in 2009 in order to perform a more detailed analysis of potential solutions for mobility, safety, connectivity, and multi-modal needs in the corridor and to be eligible for funding through the FHWA. However, the scope of the project has since been reduced so as not to require an EA. The project is proceeding under a categorical exclusion (CE) classification.

Project Relevance: Recommendations from the OR 138E Corridor Solutions Study will be considered in developing potential improvements to OR 138E in the study area during the IAMP process.

City of Roseburg Urban Area Comprehensive Plan (1984)

The City of Roseburg Comprehensive Plan is a long-range policy guide for land use in the city’s urban area. Transportation policy in the City TSP, as explored later in this report, is more recent and supersedes the older transportation policies in the Comprehensive Plan. The IAMP will rely on the Comprehensive Plan for policy direction for commercial, industrial, public/semi-public, open space, and residential land use that is designated in the IAMP study area in the City Comprehensive Plan Map (March 2011). The following are goals, objectives, and policies excerpted from the Comprehensive Plan that influence transportation system planning in the vicinity of the interchanges.

Economics Element

Objective 8. Continue to develop the urban area as a regional distribution, trade and service center.

Objective 12. Provide the necessary public facilities and services to allow economic development.

Public Facilities and Services Element

Objective 1. Provide a level of public facilities and services adequate to meet the needs of existing and planned development.

Objective 2. Direct the location and timing of urban development by means of capital improvement planning which is closely coordinated with the Comprehensive Plan.

Objective 3. Optimize the utilization of existing facilities.

Objective 5. Strive for continued and improved cooperation and coordination between other units of government as well as other public and private organizations which provide services to the urban area's citizens.

Urbanization, Land Use, and Growth Management

Residential Development

Goal: To promote and encourage residential densities and designs that conserve land and energy, minimize unnecessary and costly public service extensions and maintain the unique geographic character of the urban area; to enhance and protect the quality of existing neighborhoods; and to ensure varied living areas and housing types for residents of all income levels and an adequate supply of serviced, developable land to support such housing.

Objective 2. Residential areas shall be protected by zoning ordinance, subdivision ordinance, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.

Commercial Development

Goal: To encourage and promote the health and vitality of the central City core as a focus of civic and business life....

Industrial Development

Goal: To encourage and promote industrial development which strengthens the economic base of the community and minimize air, noise, water, and visual pollution.

Public and Semi-Public Buildings and Lands Development

Goal: To provide for an arrangement of public and semi-public facilities and services which complement private development and meet the needs of Roseburg area residents.

Transportation Development

Goal: To insure the provision and coordination of transportation facilities and services that reflect desired development pattern and are timed to coincide with community needs and to minimize the adverse impacts of traffic on residential areas.

Policy 1. When practical, the circulation system shall utilize existing facilities and rights-of-way, and on-street parking shall be removed in preference to widening streets for additional travel lanes.

Policy 3. Transportation facilities shall be designed and constructed to minimize noise energy consumption, neighborhood disruption, cost, and social, environmental and institutional disruptions, and to encourage the use of public transit, bikeway, and walkways.

Policy 4. Traffic movement on arterial streets should be facilitated by limiting or controlling access wherever possible.

Project Relevance: The Exit 124 & 125 IAMP is intended to be adopted as a refinement to the City of Roseburg Transportation System Plan (TSP) and, as such, will also be an element of the City’s Comprehensive Plan. Policies included in the IAMP will likely be additive to those in the Comprehensive Plan and TSP, but may also precipitate modifications to adopted policies, in order for local policy to be consistent with the recommendations of the IAMP. Amendments to the City Development Code may be needed in order to implement the IAMP, and these amendments will be based on policy in the Comprehensive Plan related to land use designations (use and density regulations), plan and code amendment procedures, coordination of land use review, and protection of transportation facilities.

City of Roseburg Land Use and Development Ordinance (LUDO) (Updated 2013)

The City Land Use and Development Ordinance (LUDO) regulates all development within the city and implements the long-range land use vision embodied in the City Urban Area Comprehensive Plan. In order to implement the IAMP, it will need to be shown that the existing requirements – or proposed amendments the LUDO – serve to protect the function, capacity, and safety of the interchange. As established in the TPR, Access Management Rule, and IAMP Guidelines, this is done through requirements for coordination of land use application review with ODOT, access management, and traffic impact studies (TISs). Coordination, access management, and TISs are addressed by development approval procedures in LUDO Chapters 3, 5, and 6.

Coordination

Development approval procedures require that public agencies providing transportation facilities and services to be notified in the following cases:

- Land use applications that require a public hearing;
- Subdivision and partition applications;
- Applications that involve major private access to public streets and roads (e.g., private streets) and large commercial and multi-family developments; and
- Applications within the Airport Impact Overlay.⁸
- Site development that accesses ODOT right-of-way; and

⁸ LUDO Section 5.1.070 (General Provisions Regarding Notice)

- Land Use Actions that may impact ODOT right-of-way (e.g, zone changes adjacent to ODOT right-of-way).

Access Management

Access management standards are established in site development review provisions.⁹ They include driveway spacing standards according to roadway classification and land use and requirements that driveways take access from the lowest order of roadway. Access management standards also refer to the City and State for access permission.

Block standards are addressed in land division provisions.¹⁰ Maximum block lengths of 500 feet are established for local streets and recommended minimum block lengths of 1,000 feet and 1,800 feet are established for collector and arterial streets respectively.

Traffic Impact Studies

Traffic impact study requirements are established in site development review provisions.¹¹ There are basic applicability criteria and content standards set in these provisions, with discretion left to the Public Works Director and Community Development Director about applicability and content.

Coordination, access management, and traffic impact study requirements are consistent with state regulations. However, the IAMP process will indicate whether additional provisions may be advisable in the IAMP study area.

Zoning Districts

Zoning regulations are established in LUDO Chapter 2. A new zoning (overlay) district or new requirements for existing zoning districts in the IAMP study area may be considered as part of IAMP implementation as well.

Project Relevance: Amendments to LUDO provisions regarding agency coordination, access management, TISs, and zoning districts may be advisable in order to implement the IAMP.

City of Roseburg Transportation System Plan (2006)

The City of Roseburg Transportation System Plan (TSP) is the City's long-range plan for developing and managing its transportation system. It establishes goals, policies, and improvements to support planned land uses and population growth over the next 20 years.

The IAMP planning process and recommendations will need to be consistent with the following TSP goals and objectives:

Goal 1. Overall Transportation System: Provide a transportation system for the Roseburg planning area that is safe, efficient, and accessible.

⁹ LUDO Section 3.1.040(2) (Access, Parking, and Loading) and (3) (Access Permission)

¹⁰ LUDO Section 6.1.120 (Platting and Mapping Standards – Blocks)

¹¹ LUDO Section 3.1.040(4)

Objective A. Manage projected travel demand consistent with community, land use, environmental, economic, and livability goals.

Objective H. Maintain access management standards for streets consistent with city, county, and state requirements to reduce conflicts among vehicles, trucks, bicycles, and pedestrians.

Goal 5. Balanced Transportation System: Facilitate the development of bus stops, bike lanes, sidewalks, and multi-use paths in the Roseburg UGB to provide more transportation options for Roseburg residents and visitors.

Goal 6. Transportation that Supports Economic Development: Facilitate the provision of a multimodal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Roseburg UGB.

Objective D. Designated arterial routes and freeway access are essential for efficient movement of goods. Design these facilities and adjacent land uses to reflect the needs of goods movement.

Objective E. Encourage and support the operation, maintenance, and expansion of facilities and services provided at or near the Roseburg Regional Airport that accommodate passenger air travel, air cargo, and charter services.

Goal 7. Funding Transportation System Improvements: Implement the transportation plan by working cooperatively with federal, state, regional, and local governments, the private sector, and residents. Create a stable, flexible financial system for funding transportation improvements.

Objective C. Coordinate transportation projects, policy issues, and development actions with all affected governmental units in the area. Key agencies for coordination include Douglas County, Oregon Department of Transportation, URCOG2, and Umpqua Transit.

Objective G. Working in partnership with Oregon Department of Transportation, Douglas County, and other jurisdictions and agencies, develop a long-range financial strategy to make needed improvements to the transportation system and support operational and maintenance requirements.

Roadway functional classifications, shown in TSP Figure 7-3, guide the design and management of City roadways in the study area. The TSP provides design parameters for right-of-way and pavement width according to these functional classifications (Table 7-3).

Garden Valley Road, Stephens Street/Old Highway 99, and Pine Street are classified as freight routes in the TSP (Figure 7-17). “Freight activity clusters” are designated on Garden Valley Road directly east and west of the interchange.

The TSP includes state access management/spacing standards for regional highways (OR 138) (Table 7-4) and City spacing standards for arterials and collectors (500 feet and 200 feet respectively) (Table 7-5).

Mobility standards for city roads and intersections are established in Table 5-5; a Downtown District is proposed where mobility standards would be more lenient (Figure 7-5).

The following improvements are identified in the TSP (Figures 7-1 and 7-7) in or near the IAMP study area:

Exit 124 area

- Stewart Parkway – S-curves realignment and widen to four lanes; new bridge over Umpqua River (Stewart Parkway)
- Harvard Avenue/Stewart Parkway – intersection improvements; safety improvements, turn lanes
- Harvard Avenue/OR 138 – new connection
- Douglas Avenue at Jackson Street and Kane Street – new signals
- Mosher Avenue at Pine Street and Stephens Street/Old Highway 99 – new signals
- Fulton Street – reconstruct
- OR 138 at Fulton Street and Rifle Range Street – new signals
- OR 138 at Lake Street or Gardner Street – new collector
- Odell Avenue to Rifle Range Street – extend road
- Rifle Range Street – widen/re-align; extension across Deer Creek to Douglas Avenue
- OR 138 to Ramp Street – new north-south connection
- Exit 124 IAMP

Exit 125 area

- Black Street – extension

- Stephens Street/Old Highway 99 – safety and capacity improvements
- Garden Valley Avenue/Stewart Parkway – safety improvements, turn lanes and signal coordination
- Exit 125 IAMP

Proposed bicycle system improvements (Figure 7-13) include:

Exit 124 area

- New multi-use path – along north side of Harvard Avenue and Veterans Way crossing of Umpqua River, and along the Umpqua River east bank and Deer Creek
- New bicycle lanes – along Mill Street, Spruce Street, Douglas Avenue, proposed Harvard Avenue/OR 138 connection, proposed extension between Odell Avenue and Rifle Range Street, and proposed new collector from OR 138 at Lake Street or Gardner Street

Exit 125 area

- New multi-use paths – along Garden Valley Road west of the interchange and along I-5 north and west of the interchange
- New bicycle lanes – along Garden Valley Road east of the interchange and along Stephens Street/Old Highway 99

Proposed pedestrian system improvements (Figure 7-14) include:

Exit 124 area

- New multi-use path – along north side of Harvard Avenue and Veterans Way crossing of Umpqua River, and along the Umpqua River east bank and Deer Creek
- New sidewalk – along proposed Harvard Avenue/OR 138 connection, proposed extension between Odell Avenue and Rifle Range Street, proposed new collector from OR 138 at Lake Street or Gardner Street, proposed Rifle Range Street extension across Deer Creek to Douglas Avenue, and proposed OR 138 to Ramp Street north-south connection

Exit 125 area

- New multi-use paths – along Garden Valley Road west of the interchange and along I-5 north and west of the interchange

Project Relevance: The IAMP will be adopted as a refinement to the City’s TSP before being considered by the Oregon Transportation Commission (OTC) for adoption. Policies and improvements developed in the IAMP will be coordinated with and be additive to those in the TSP. Amendments may be needed to the TSP in order to be consistent with the recommendations of the IAMP.

City of Roseburg Bike and Pedestrian Master Plan (2009)

The City Bike and Pedestrian Master Plan provides policy and design guidance for improvements to the bicycle and pedestrian system in the city as well as recommendations for programming to promote walking and bicycling. In terms of physical improvements to the system, the plan provides more detail to improvements proposed in the TSP.

In terms of infrastructure, the plan addresses on-road bicycle facilities, sidewalks, and paths. Proposed system improvements are categorized as short-term, medium-term, and long-term. Improvements proposed in the IAMP study area include:

Short-term improvements

- Oak and Washington Bridge – restriping
- Douglas Street (Fowler to Rifle Range Street) – striping and filling sidewalk gap
- West Harvard Avenue – storm grate elevation fixes
- Washington, Oak, and Douglas railroad crossing – improvements for pedestrians and bikes
- Harvard Avenue/I-5 – ramp safety improvements
- NW Garden Valley Road – refinement plan
- NE Stephens Street/Old Highway 99 – refinement plan
- Garden Valley Boulevard/I-5 overcrossing – restriping bike lane

Medium-term improvements

- West Harvard Avenue – refinement plan
- NE Stephens Street/Winchester – design and construction
- Garden Valley Boulevard/I-5 overcrossing – sidewalk widening and enhancements

Long-term improvements

Multi-use paths

- Deer Creek pathway – South Umpqua River to Douglas Avenue Bridge

- Portland Avenue bridge – new crossing of South Umpqua River
- Stewart Park – adjacent to Steward Park Drive from Harvard Avenue to South Umpqua River
- South Umpqua River/East Riverbank – along east side of the river from Douglas Avenue to Portland Avenue (new crossing)
- Jackson Street Trail – trail under Jackson Street Bridge over Deer Creek
- Deer Creek Bridge – bridge across Deer Creek

Sidewalks

- Stewart Parkway/Garden Valley Boulevard – add sidewalk on Stewart Parkway north of Harvey Avenue and west along Garden Valley Boulevard
- Fulton Street – add sidewalks from Diamond Lake Boulevard north to end of public street
- Ramp Street – add sidewalks
- Pine Street – add sidewalks from Rice Avenue south to existing sidewalks
- Main Street – add sidewalks from Rice Avenue south

Bicycle lanes

- Ramp Street – Douglas Avenue to east and proposed connection to Terrace Drive
- Spruce Street – Douglas Avenue to Mosher Avenue
- Garden Valley Boulevard – Stephens Street to Mulholland Drive
- Main Street – add bike lanes on collector
- Mosher Avenue – Spruce Street to Mill Street; add bike lanes on collectors
- Rice Avenue – Mill Street to Pine Street
- Jackson Street – OR 138/Diamond Lake Boulevard to Douglas Avenue

Project Relevance: Recommended improvements in the IAMP will need to be consistent with the improvements and programs recommended in the Bike and Pedestrian Master Plan. IAMP recommendations may include additional or modified bicycle and pedestrian facility improvements.

City of Roseburg Waterfront Master Development Plan (2010)

The City of Roseburg Waterfront Master Development Plan was prepared guided by the following directives:

- Place a high priority on passive, open space and recreational bicycle/pedestrian uses.
- Place a high priority on linking the waterfront area to Downtown Roseburg.
- Focus on protecting and enhancing the scenic and natural settings of the South Umpqua River and Deer Creek.
- Provide a theme that ties the community together to create a unique, special place, a place that welcomes people to the community as they exit Interstate 5 and enter Downtown Roseburg.

The plan makes many recommendations for the area between I-5, the South Umpqua Riverfront, Deer Creek, and Downtown ranging from park improvements and transportation facility and streetscape improvements to property redevelopment. The recommended transportation-related improvements include:

- Improve entry landscape at the I-5 interchange and roads leading into Downtown Roseburg.
- Improve bicycle and pedestrian facilities on the Oak and Washington Bridges. Add design elements that contribute to the function of the bridges as gateways to Roseburg.
- Improve the Bridge Undercrossing along Deer Creek to encourage pedestrians and cyclists to move between the river and the north part of Downtown.
- Improve north end of Pine Street with better paving and landscape and encourage redevelopment of adjoining properties.
- Focus streetscape improvements on Oak and Washington Avenues to encourage pedestrian movement between downtown and the riverfront.
- Improve undercrossings of Oak and Washington Bridges along the future Riverfront Loop Trail.
- Build connections for a complete Waterfront Loop Trail.
- Build a Portland Avenue Bicycle/Pedestrian Bridge.

Project Relevance: The improvements recommended in the Waterfront Development Plan expand upon and add to transportation improvements recommended in the TSP and Bike and Pedestrian Master Plan. As with those plans, the IAMP will be consistent with, and will possibly include additional or modified improvements to those recommended in the Waterfront Development Plan.

City of Roseburg Downtown Master Plan (2000)

The City of Roseburg Downtown Master Plan presents an extensive set of new development standards (primarily for a new Central Business District) and building design guidelines.

The master plan also addresses public improvements. While the Downtown Master Plan was refined in part by the Waterfront Development Plan, this earlier plan more broadly addresses the Downtown and needed public improvements. Transportation-related improvements that are recommended in the master plan include:

- Streetscape improvement programs Douglas Avenue, Jackson Street, and Downtown
- Gateway monuments at Stephens Street/Douglas Avenue and Stephens Street/Mosher Avenue
- Two-way operations on all Downtown streets except Pine Street/Stephens Street, Oak Street/Washington Street, and Jackson Street/Main Street
- Four-way stop control on all streets Downtown except Stephens Street/Pine Street
- Vacation of Main Street north of Douglas Avenue for expanded City Hall area
- New parking structures and improvements to existing structures.

Project Relevance: The transportation improvements recommended in this plan that impact downtown circulation would have an impact on mobility at the Exit 124 interchange. These improvements were not incorporated into the 2006 TSP.

Roseburg Downtown Plaza and Transit Station Project (2013)

The Roseburg Downtown Plaza and Transit Station Project scope originally included a single potential site for the development of a downtown plaza, the former Rite Aid site, located at the intersection of Washington Avenue and Jackson Street. In March 2013, the project was expanded to include a suitability assessment of six additional potential sites in the downtown area. Out of seven potential sites, the existing Rite Aid site ultimately was selected as the preferred plaza site based on its ability to accommodate the most appropriate development opportunities, adjacency to downtown and the potential to provide the greatest economic impact to the downtown core. Through this process, and informed by public review and comments, three conceptual plaza design options have been developed for this site. The size of the plaza, the amount (in square feet) of retail accommodated, the amount and location of parking, and access to the site all vary between the options.

Project Relevance: To the extent necessary, alternatives developed for the IAMP process will be coordinated with the conceptual plaza improvements at the intersection of Washington Avenue and Jackson Street.

City of Roseburg Public Works Standard Drawings (1995)

The City of Roseburg Public Work Standard Drawings address detailed engineering elements of transportation facilities as well as other public facilities. The Standard Drawings related to transportation facilities establish specifications for collector streets (commercial) and local streets (residential) as well driveway approaches and sidewalks. The Standards Drawings give dimensions and grades for travel lanes, curb, gutter, and sidewalk for collectors and local streets as well as bike lanes on collectors.

The specifications in the Standard Drawings vary from TSP cross-sections in terms of roadway dimensions, the inclusion of parking on collectors and parking strips on collectors and local streets in the TSP, and the lack of an arterial cross-section in the Standard Drawings.

Project Relevance: To the extent that the IAMP includes recommended improvements to the local transportation system in the vicinity of the interchanges, the planning process will need to reflect, and the outcomes will need to be consistent with, local street standards. To the extent that the IAMP recommends improvements to City collector streets and local streets, inconsistencies between the Standard Drawings, the TSP, and any design specifications proposed in the IAMP will need to be resolved. Note that the IAMP is a planning-level document that will not necessarily reflect the level of design detail included in the local Public Works Standard Drawings.

City of Roseburg Capital Improvement Plan (2012 Draft)

The City of Roseburg Draft 2012 Capital Improvement Plan (CIP) programs the funding and construction of significant capital projects for the next five years. The CIP addresses parks, bike trail, sidewalk/street light/traffic signal, transportation, airport, urban renewal, City facility/building replacement, storm drainage, and water projects. Several of these categories other than transportation – like parks, bike trail, airport, and urban renewal – include transportation-related projects.

Projects that are funded and programmed in the transportation element of the CIP and that are located in the IAMP study area are listed below.

- Diamond Lake Boulevard Improvements (City contribution) – Improve capacity and safety between I-5 and OR 138E (Diamond Lake Boulevard). ODOT is currently working on the design of this project. \$1.0 million; \$500,000 in 2013-2014 and in 2014-2015.
- Fulton/Lake/Odell/Gardiner Street Improvements – Full street improvements for sections of Fulton, Lake, Odell and Gardiner Streets. This project will provide connection to and be done in conjunction with other developer driven improvements in this area. \$2.0 million; \$385,000 in 2015-2016 and \$1.7 million in 2016-2017.
- Mosher Signals at Pine and Stephens – Install two new traffic signals on Mosher Street. Mosher Street is the connection between Downtown east of the railroad tracks and the Fullerton Street neighborhood, including Micelli and Templin Beach Parks. \$500,000 in 2014-2015.

- Stewart Parkway Widening, Valley View to Harvard – Widening and realigning Stewart Parkway between Valley View Drive and Harvey Court. An additional vehicle lane, a bike lane northbound, and sidewalk and storm drainage improvements on the east side of the roadway between Valley View Drive and the entrance to the Ford Family Foundation. Roadway widening to two lanes in each direction with bike lanes, straightening of s-curves, and curb, gutter, sidewalk and storm drainage improvements from the Ford Family Foundation entrance south to Harvey Court. Large detention ponds to prevent flooding in the area. \$2.7 million; \$450,000 in 2012-2013 and \$2.3 million in 2013-2014

Project Relevance: If necessary, improvements recommended in the IAMP will be coordinated with projects programmed in the CIP for the next five years. Improvements in the IAMP may also be coordinated with non-transportation projects such as water and storm drainage when these projects occur in public right-of-way.

Garden Valley Boulevard Corridor Study (1992)

The three stated goals of the Garden Valley Boulevard Corridor Study included enhancing existing transportation services on the facility, providing a long-rang plan to accommodate future traffic volumes, and minimize adverse social and environmental impacts associated with future improvements. It should be noted that the planning horizon for the Corridor Study was 2010 and that it was undertaken prior to the construction of the North Roseburg (Exit 125) interchange. The travel demand forecasting performed at the the time anticipated that capacity deficiencies on NE Stephens Street would be alleviated through the construction of the new interchange but that, despite offering an alternate route to drivers, the new facility would not address all the future transportation needs on Garden Valley Boulevard. The Corridor Study recommended a range of “micro-level” improvements aimed at enhancing traffic operations and safety in three different geographic segments of Garden Valley Boulevard, centered around the NE Stephens Street intersection, the I-5 Interchange and the Stewart Parkway intersection respectively. Identified “next steps” include ranking and prioritizing the improvements and identifying costs, as well as coordinating with ODOT and Douglas County in future implementation efforts. To the extent that identified improvements have not yet been constructed or made impractical due to recent land development, the recommendations of the Corridor Study should be considered in the development and evaluation of alternatives for future improvements at the I-5 Exit 125 Interchange.

Roseburg Regional Airport Layout Plan Report (2006)

The Roseburg Regional Airport is northeast of Exit 125. The Airport Layout Plan (ALP) Report identifies the current, short-term, and long-term needs of the airport. It updates the airport layout plan, airspace plan, and land use plan for the airport and the surrounding area. According to the Draft 2012 City CIP, the Airport Master Plan and ALP will be updated in 2013/2014 – 2014/2015, following completion of the taxiway relocation, runway extension, and other airport improvements. It appears from the airport’s website that the taxiway relocation project is still underway and that the plan update has not yet begun.

Airport Layout Plan

The preferred alternative for the airport layout plan includes elements affecting land use and transportation planning in the IAMP study area.

- Based on current airline industry market conditions, it is believed that scheduled commercial air service by FAR Part 135 operators (commuter) may now be feasible.
- Scheduled commercial air service by operators such as Horizon Air is not anticipated during the 20-year planning period.
- A commercial air terminal reserve is recommended to be located adjacent to and west of the end of Runway 16.

Land Use Plan

Existing zoning has designated land around the airport (east and north) for manufacturing uses. This zoning is compatible with airport operations. Land south of the airport is zoned for residential use. Development of new residential areas, or increasing the densities of existing residential areas within the boundaries of the protected airspace surfaces of the airport, should be discouraged to ensure the long-term viability of the airport.

A "non-aviation commercial industrial reserve" is designated near the north end of the airport, beyond the future RPZ for Runway 16. This area (approximately 8 acres) is physically separated by Edenbower Boulevard and has several site constraints that prevent aviation-related development. The City of Roseburg should prepare necessary documentation for FAA review to support proposed non-aviation use and potential sale of this site, consistent with current planning.

Project Relevance: The IAMP recommended improvements will need to reflect demand related to facility and service expansions and possible development of airport property for non-aviation uses as recommended in the airport layout and land use plans.