IAMP

INTERCHANGE AREA MANAGEMENT PLAN

Interstate-5 Exit 21 (Talent)

TRANSPORTATION ENGINEERING, LLC

Oregon Department of Transportation

AECOM

CITY OF TALENT 1910

JACKSON COUNTY Oregon

IAMP 21

Interchange Area Management Plan

Interstate-5 Exit 21 Interchange

March 16, 2016

Oregon Department of Transportation

Region 3

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EXECUTIVE SUMMARY

The Oregon Department of Transportation (ODOT) prepared this interchange area management plan (IAMP) for the Interstate 5 (I-5) Exit 21 Interchange in consultation with the City of Talent and Jackson County. The Exit 21 Interchange is located approximately 21 miles north of the Oregon/California border in the City of Talent and Jackson County. The interchange accesses the City of Talent to the west and rural lands to the east via West Valley View Road, which crosses over I-5. The purposes of IAMP 21 are to:

- Preserve the capacity of the interchange and the capacity of West Valley View Road and OR 99 in the vicinity of the interchange.
- Ensure the safe and efficient operation of the interchange and these roadways and protect their functional integrity, operations, and safety.

The goal of this IAMP is to ensure the function of the Exit 21 Interchange to safely and efficiently serve statewide, regional, and local travel through 2038. This IAMP seeks to achieve the following objectives to the greatest extent possible:

1. Provide for the safe and efficient operation of the interchange and approaches to it by meeting applicable ODOT mobility performance targets and access spacing standards.
2. Protect the function of I-5 as an Interstate Highway, part of the National Highway System, a State Freight Route, and a Federally Designated Truck Route and the functions of OR 99 as a District Highway.
3. Meet the performance standards applicable to I-5, the interchange, OR 99, and West Valley View Road through 2035.
4. Provide for the transportation needs of current and planned land uses, as contained in the City of Talent Comprehensive Plan.
5. Provide adequate access to developable lands in the interchange area, within the constraints required to ensure continued function of the interchange and local street network.
6. Take into consideration the likelihood that redevelopment will occur west of the interchange inside the Talent UGB.
7. Minimize adverse impacts on existing businesses and residences in the interchange area.
8. Meet the needs of racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly, and avoid adversely impacting them.
9. Meet the community's needs for pedestrian and bicycle facilities and meet or exceed the related ODOT and City of Talent standards.

The IAMP includes the following actions.

1. Pavement overlay and restriping of West Valley View Road between OR 99 and the Exit 21 Interchange from two travel lanes in each direction, a center turn lane, and 4 to 6-foot painted bike lanes to one travel lane in each direction, a center turn lane, 6-foot wide bike lanes, and 5 to 7-foot wide bike lane buffers. Except where West Valley View Road crosses Wagner and Bear Creeks, the bike lane buffers will be landscaped. One travel lane in each direction and a center turn lane are adequate to meet applicable motor vehicle performance standards through the planning period. The action will advance the City of Talent and ODOT goals to encourage bicycle travel, including use of West Valley View Road to access the Bear Creek Greenway. The intent is to take this action as soon as funding is available. The pavement overlay and restriping is estimated to cost roughly $250,000 and the landscaped bike land buffers roughly an additional $200,000, including preliminary and construction engineering.
2. Amend the City of Talent Zoning Code to clarify the inclusion of right-of-way dedication as an allowed condition of approval of a site development plan. The intent is to clarify City authority to require the dedication of additional right-of-way, 6-foot wide bike lanes, and a landscaped bike lane buffer, as with the bike lanes and buffers further east. This would apply to West Valley View Road between OR 99 and approximately 300 feet to the east when the property on the south side of the road is developed.
3. Make striping and signage improvements at the northbound ramp intersection, including:
   - extending the center double-line stripes, striping "STOP" in front of the off-ramp stop bar, striping an eastbound right turn flange and island at the on-ramp, and,
   - installing improved signage facing West Valley View Road near the end of the off-ramp.

     These improvements should be made when funding is available. They are estimated to cost roughly $140,000, including preliminary and construction engineering.
4. At the interchange, itself:
   - Retrofit the bridge to remove the outdated bridge barriers and replace them with new F-shaped concrete barriers and metal protective fencing, which will add 2 feet to the existing shoulders to improve safety and update the bridge face.
   - On both sides of West Valley View Road between Siskiyou View Road and the bridge and between the bridge and the I-5 northbound ramps, widen and restripe the shoulders, as needed, to a width of 8-feet.

- Apply ODOT's standard for rural area interchange bridges, should the bridge be replaced during the planning period for unforeseen reasons, such as damage or destruction from an earthquake.

The bridge rail retrofit and widening the off-bridge segments of West Valley View Road should be done when funding is available and are estimated to cost roughly $550,000, including preliminary and construction engineering.

5. Conduct a speed study to examine reducing the allowed speed on West Valley View Road from its intersection with Suncrest Road through the interchange and posting the speed limit. A speed study is estimated to cost roughly $20,000 and should be done as soon as funding is available.
6. Widen West Valley View Road from Suncrest Road to the northbound interchange ramps from the existing 24 feet to 32 feet and add striped 5-foot shoulders to make this segment of West Valley View Road consistent with the applicable Jackson County design standard. The cost is estimated to be roughly $650,000, which includes approximately $100,000 for right-of-way if necessary to perform the work. The improvements should be constructed if funding is made available.
7. Apply the access management plan included in the IAMP.

INTRODUCTION

The Oregon Department of Transportation (ODOT) prepared this interchange area management plan (IAMP) for the Interstate 5 (I-5) Exit 21 Interchange. The Exit 21 Interchange is located approximately 21 miles north of the Oregon/California border in the City of Talent and Jackson County. The interchange accesses the City of Talent to the west and rural lands to the east via West Valley View Road, which crosses over I-5. The interchange accommodates all directional motor vehicle movements between I-5 and West Valley View Road.

ODOT developed this IAMP to comply with an ODOT policy to prepare plans to manage the safe, efficient operations, functional integrity and public investment in interchanges. The policy was intended to maximize the value the people of Oregon receive from the large expenditure of tax dollars required to construct a new interchange or expand the capacity of a new interchange. This reflects ODOT's elevated fiduciary responsibility that has resulted from the increasing scarcity of public funds for transportation investments relative to need. It also reflects a more thorough understanding of the relationships between transportation facilities and land use and between local and state transportation networks. Together, these changes have also increased the importance of collaboration between ODOT and the communities like the City of Talent in which its transportation network is located.

In light of the policy to prepare IAMPs referred to above, the purposes of IAMP 21 are to:

- Preserve the capacity of the interchange and the capacity of West Valley View Road and OR 99 in the vicinity of the interchange.
- Ensure the safe and efficient operation of the interchange and these roadways and protect their functional integrity, operations, and safety.

DEFINITION OF PROJECT AREA

The Study Area for the IAMP is the area within which changes in land use would have measurable effects on traffic volumes at the interchange and on West Valley View Road between the interchange and OR 99. The Area of Primary Impact (API) for the IAMP is the area within which roadway improvements the IAMP proposes are located. The Area of Social Impact (ASI) for the IAMP is area within which live the people who will be most affected as pedestrians and cyclists, in addition to as motorists, by improvements the IAMP calls for. Figure 1 shows the Study Area, Figures 2 the API, and Figure 3 the ASI.

Figure 1. Study Area

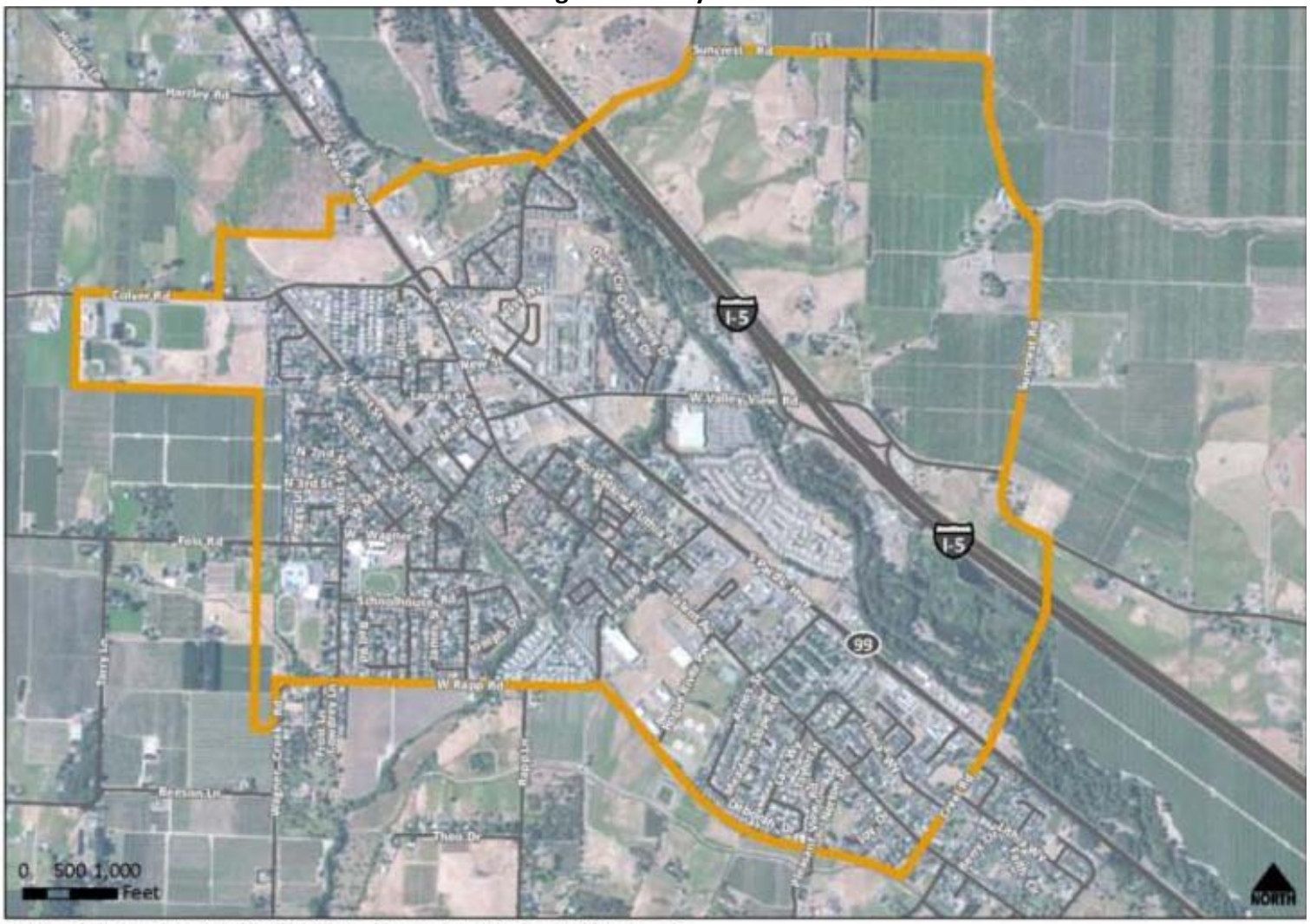


Figure 2. Area of Primary Impact

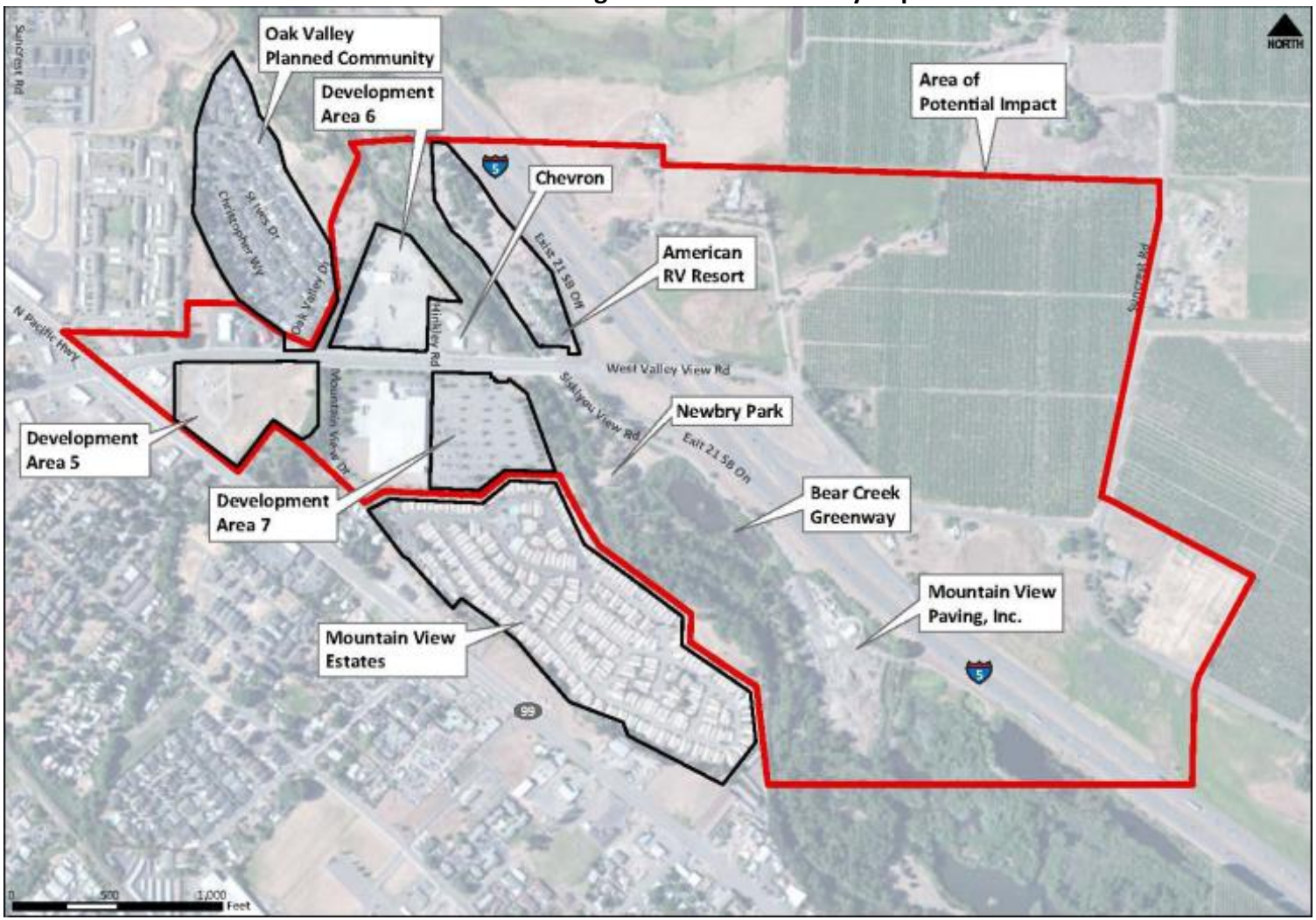
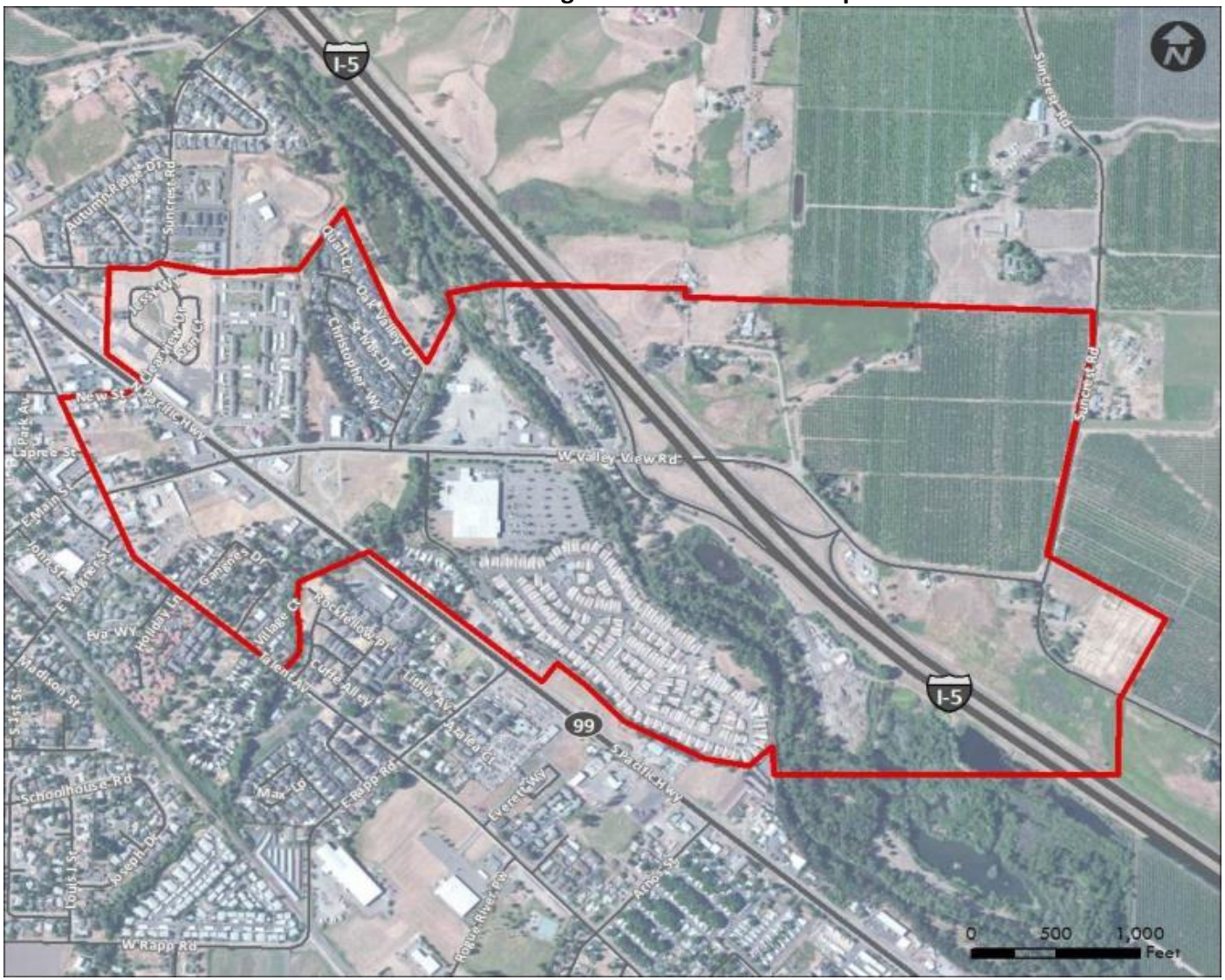


Figure 3. Area of Social Impact



INTERCHANGE FUNCTION

The Exit 21 Interchange is an urban interchange that functions as the main access to the City of Talent and to provide access to rural areas to the east and access via back road routes to outlying areas of Phoenix to the north and Ashland to the south. The interchange ramps connect to West Valley View Road, which is classified as a Minor Arterial west of I-5 and a Collector street east of I-5. The type of development along West Valley View Road and the resulting function of West Valley View Road differs significantly east and west of the interchange. From the interchange east to Suncrest Road, West Valley View Road serves land zoned Exclusive Farm Use and low-density, rural residential properties in unincorporated Jackson County. From the interchange west to OR 99, West Valley View Road serves mainly commercial land uses, along with residential uses and a park. Unlike the east side of I-5, there is a large amount of vacant land with development potential along West Valley View Road west of I-5, which is inside the City of Talent urban growth boundary (UGB) and has City services.

The interchange layout includes a gull wing configuration east of I-5 at the northbound freeway ramp terminals and a half-diamond configuration west of I-5 at the southbound terminals. The northbound and southbound ramps are approximately 1,380 feet apart and are connected by a two-lane bridge over I-5 with no sidewalks or bike lanes. Both the northbound and southbound ramp terminals have single-lane approaches to West Valley View Road and connect via stop-controlled intersections.

IAMP GOAL AND OBJECTIVES

The goal of this IAMP is to ensure the function of the Exit 21 Interchange to safely and efficiently serve statewide, regional, and local travel through 2038. This IAMP seeks to achieve the following objectives to the greatest extent possible:

1. Provide for the safe and efficient operation of the interchange and approaches to it by meeting applicable ODOT mobility performance targets and access spacing standards.
2. Protect the function of I-5 as an Interstate Highway, part of the National Highway System, a State Freight Route, and a Federally Designated Truck Route and the functions of OR 99 as a District Highway.
3. Meet the performance standards applicable to I-5, the interchange, OR 99, and West Valley View Road through 2035.
4. Provide for the transportation needs of current and planned land uses, as contained in the City of Talent Comprehensive Plan.
5. Provide adequate access to developable lands in the interchange area, within the constraints required to ensure continued function of the interchange and local street network.
6. Take into consideration the likelihood that redevelopment will occur west of the interchange inside the Talent UGB.

7. Minimize adverse impacts on existing businesses and residences in the interchange area.
8. Meet the needs of racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly, and avoid adversely impacting them.
9. Meet the community's needs for pedestrian and bicycle facilities and meet or exceed the related ODOT and City of Talent standards.

RELATED POLICIES

The introduction describes ODOT's policies on IAMPs. Appendix A is an inventory of other State of Oregon policies and City of Talent and Jackson County policies relevant to the IAMP.

EXISTING CONDITIONS

Appendix B describes existing conditions, including the transportation system, land use, demographics, and environmental conditions. Environmental conditions in the API will not constrain implementation of any of the actions in this IAMP described below.

DISADVANTAGED POPULATIONS

The presence of disadvantaged populations is important to an IAMP. Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, and national origin in programs and activities receiving federal financial assistance. Executive Order 12898, entitled Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, requires agencies undertaking federally funded projects to identify low-income and minority populations, ensure their participation in the decision-making process, and avoid disproportionately high and adverse impacts on them. Under the Americans with Disabilities Act, federally funded projects must provide to persons with disabilities the same degree of convenience, accessibility, and safety available to the general public. Policy 1.2, Equity, Efficiency and Travel Choices, of the Oregon Transportation Plan, states, "It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged." The transportation disadvantaged are defined as "those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability." Taken together, these laws and policies protect racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly.

The ASI is believed to have lower-income housing opportunities at the American RV Resort next to the Exit 21 Interchange. This is based on long-term rental rates at RV parks generally being more affordable. The ASI is also believed to provide lower-income housing to populations of elderly persons living in the Oak Valley Planned Community and Mountain View Estates subdivisions (see Figure 3). This is based on

signs at the entrances to both subdivisions, which identify them as for residents 55 years of age or older. Housing conditions in the rest of the ASI do not suggest other concentrations of low-income or elderly populations. The boundaries of the areas used by the U.S. Bureau of the Census to report data limit the data's usefulness for identifying protected populations in the ASI.[1] However, the data does not suggest the presence of concentrations of minority populations in the ASI. Based on consultations with the Jackson County Public Health Division and Oregon Department of Human Services data bases, there do not appear to be any facilities serving the elderly or disabled, such as adult foster care homes, in the ASI.

INTERCHANGE AREA DEFICIENCIES

Based on the assessment of current system operations in Appendix C and the forecasts in the Appendix D, this IAMP is intended to address the following deficiencies. Appendix E describes the deficiencies in greater detail.

Roadway Deficiencies

1. West Valley View Road from the southbound ramps to Siskiyou View Road has 11-foot wide travel lanes instead of the 12-foot wide travel lanes called for by the applicable ODOT standard.
2. West Valley View Road from Siskiyou View Road to OR 99 has right-of-way from 60 to 80 feet wide instead of the 90 feet called for by the applicable City of Talent standard and 11-foot wide travel lanes instead of the 12-foot wide travel lanes called for by the applicable City of Talent standard.

Pedestrian and Bicycle Facility Deficiencies

1. West Valley View Road from Suncrest Road to the interchange lacks the 4-foot wide shoulders called for by the applicable Jackson County standard.
2. West Valley View Road from the northbound interchange ramps to Siskiyou View Road lacks the 8-foot wide striped bicycle lanes and 6-foot wide sidewalks called for by the applicable ODOT standards.
3. The north side of West Valley View Road from Siskiyou View Road to Hinkley Road has 5-foot wide sidewalks instead of the 8-foot wide sidewalks called for by the applicable City of Talent standard.
4. West Valley View Road from Hinkley Road to OR 99 has 4-foot wide striped bike lanes instead of the 6-foot wide striped bike lanes called for by the applicable City of Talent standard and 5-foot wide sidewalks instead of the 8-foot wide sidewalks called for by the applicable City of Talent standard.

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[1] See IAMP 21 Technical Memorandum 2, Existing Conditions, p. 18.

Access Spacing Deficiencies

The API contains 34 instances where an access (street or driveway) does not meet the applicable ODOT spacing standard.

Bridge Deficiencies

The Exit 21 Interchange bridge is rated functionally obsolete based on the bridge deck geometry, under-clearances, and/or approach roadway alignments. The bridge paved width of 30 feet is considered deficient because it does not meet the minimum design standards.

ACTIONS

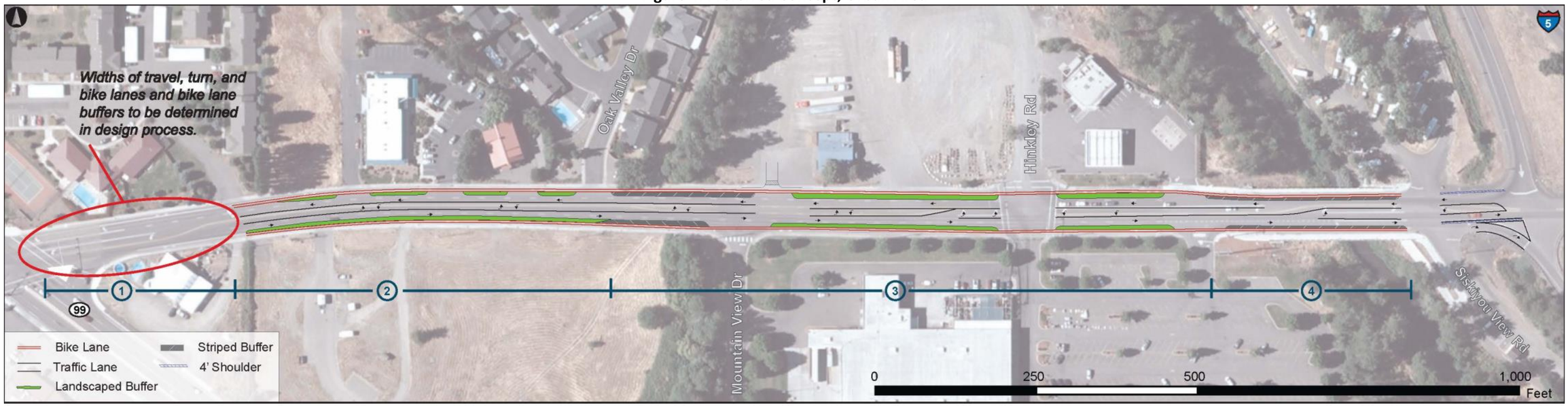
Based on the evaluation in Appendix F and the advice of Technical Advisory Committee (TAC) members, this IAMP includes the following actions. The actions are summarized from Appendices G and H. Table 11 in Appendix F is an evaluation matrix which addresses whether actions considered for inclusion in this IAMP met the criteria developed to evaluate potential actions.

URBAN AREA

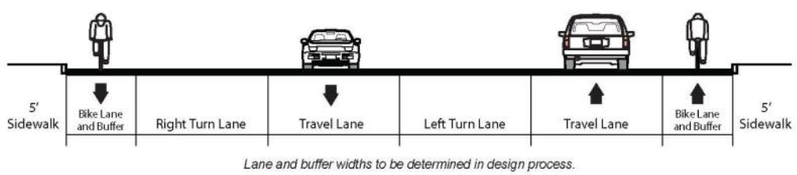
Three-Lane Section with Buffered Bike Lanes

The action is to perform a pavement overlay and restripe West Valley View Road between OR 99 and the Exit 21 Interchange from two travel lanes in each direction, a center turn lane, and 4 to 6-foot painted bike lanes to one travel lane in each direction, a center turn lane, 6-foot wide bike lanes, and 5 to 7-foot wide bike lane buffers. See Figure 4. Except where West Valley View Road crosses Wagner and Bear Creeks, the bike lane buffers will be landscaped. Figure 5a is a photograph of a striped buffered bike lane. Figure 5b is a photograph of a landscaped buffer with a design similar to what is planned. The landscaped buffer will vary in width between 4 feet and 7 feet (including a 6-inch curb on the travel lane side). Proposed plantings include low growing vegetation in narrower sections and trees in wider sections. A 1-foot shy distance is included between the curbed edge of the landscaped buffer and the adjacent 11 or 12-foot travel lane. When the improvements are designed, the configuration and widths of the through, turn, and bike lanes and shy distance between OR 99 and approximately 300 feet to the east will be determined. The pavement width in this segment is too narrow to include bike lane buffers. When the land on the south side of this segment of West Valley View Road is developed, this action includes requiring the dedication of additional right-of-way, 6-foot wide bike lanes, and a landscaped bike lane buffer, as with the bike lanes and buffers further east. With that exception, planned improvements do not include widening either the existing paved width of West Valley View Road or its right-of-way. Planned improvements do not include widening the existing 5-foot wide sidewalks. Appendix H contains additional details on this action.

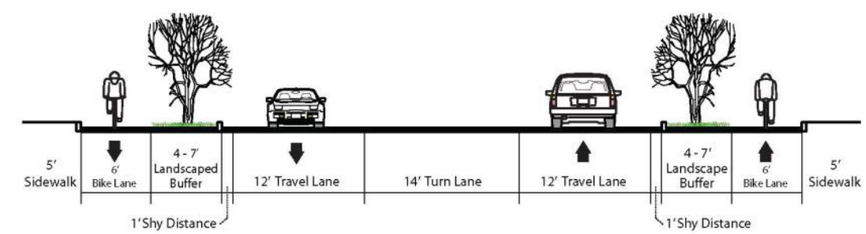
Figure 4. Preferred Concept, Urban Area



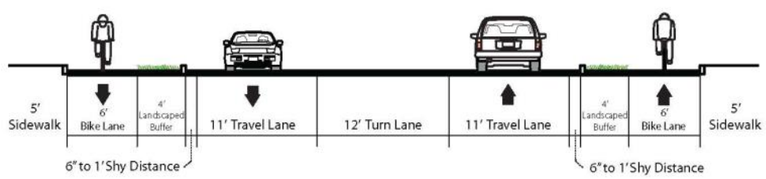
Plan View



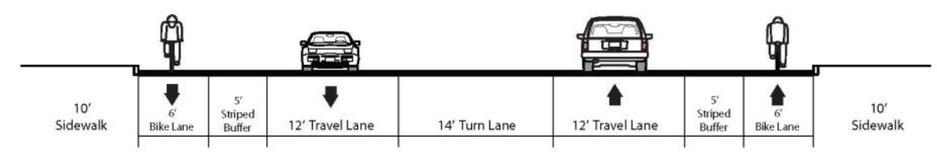
1 OR 99 to Approximately 300' East



3 Oak Valley Drive to Bear Creek Bridge



2 Approximately 300' East of OR 99 to Oak Valley Drive



4 Bear Creek Bridge to Siskiyou View Road

Cross Sections

BACK OF FIGURE 4

Figure 5a. Striped Buffered Bike Lane

Figure 5b. Landscaped Buffered Bike Lane

The definition of this action reflects the following considerations.

- Taking into account existing and planned development along West Valley View Road and in the region, one travel lane in each direction and a center turn lane are adequate to meet applicable motor vehicle performance standards through the planning period.
- The City of Talent and ODOT wish to encourage bicycle travel, including use of West Valley View Road to access the Bear Creek Greenway.
- The 11- and 12-foot travel lane widths are considered adequate because the motor vehicle speeds along West Valley View Road are expected to decrease as a result of the three-lane design.
- Installing landscaped bike lane buffers on the bridges over Wagner and Bear Creeks is infeasible.
- Securing funds to pay for widening West Valley View Road to meet applicable City of Talent facility standards is unlikely.

Appendix H expands on the rationale for this action.

The City of Talent should proceed with this action as soon as it can secure funding. The improvements could be implemented in two phases. Phase 1 would include a pavement overlay and restriping only, including the bike lanes and bike lane buffers. Phase 1 is estimated to cost roughly $250,000. Funding for this phase may be provided through an All Roads Transportation Safety (ARTS) Program, which the City of Talent applied for in March of 2015. Phase 2 would add landscaping and irrigation to the bike lane buffers, except over the bridges. Phase 2 is estimated to cost roughly $200,000. These costs include preliminary and construction engineering. Potential sources of funding are the Surface Transportation Program and Congestion Mitigation and Air Quality (STP/CMAQ) program and tax increment financing through the Talent Urban Renewal Agency. In 2016, the Rogue Valley Metropolitan Planning Organization will solicit projects for funding in Fiscal Year 2019-2021. To use tax increment financing, the Talent Urban Renewal Agency would have to be extended after 2016. The City of Talent may dissolve the agency after all current projects are completed by the end of 2016.

Amendment of City of Talent Zoning Code

This action is to amend the City of Talent Zoning Code to clarify the inclusion of right-of-way dedication as an allowed condition of approval of a site development plan. While the language of Section 8-3L.160 of the Code clearly addresses City authority to require roadway and sidewalk improvements, it does not explicitly reference the dedication of right-of-way as a possible condition of site plan approval. The provisions of the Talent Subdivision Code clearly contemplate the dedication of right-of way as a possible condition of approval. Approval of the development of the land on the south side of West Valley View Road between OR 99 and approximately 300 feet to the east could occur under either the site development plan approval provisions of the City's Zoning Code or under the

provisions of the City's Subdivision Code. As described in the description of the previous action, it includes requiring the dedication of additional right-of-way, 6-foot wide bike lanes, and a landscaped bike lane buffer, as with the bike lanes and buffers further east. Appendix I contains the Zoning Code amendment this action calls for.

INTERCHANGE

Restriping and Signage Improvements at Northbound Ramp Intersection

This action is to make the following improvements at the intersection of the I-5 northbound ramps with West Valley View Road:

- striping improvements, including extending the center double-line stripes, striping "STOP" in front of the off-ramp stop bar, striping an eastbound right turn flange and island at the on-ramp, and,
- installation of improved signage facing West Valley View Road near the end of the off-ramp.

A rough estimate of the cost of these improvements is $140,000, including preliminary and construction engineering. The improved signage could be done as a first phase and striping performed as a second phase. These improvements should be implemented when funding is available.

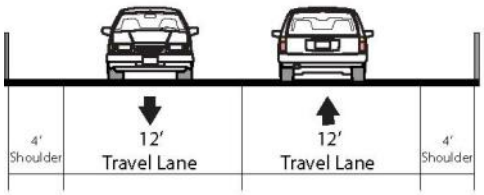
Figure 6. Preferred Concept, Northbound Ramp Signing/Striping

Bridge Rail Retrofit

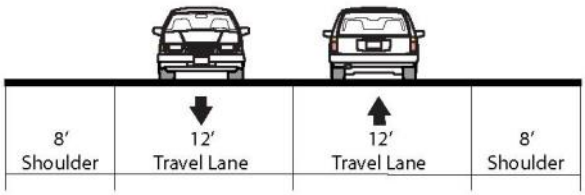
This action includes:

- Retaining the existing interchange configuration and existing interchange bridge.
- Retrofitting the bridge to remove the outdated bridge barriers and replace them with new F-shaped concrete barriers and protective screening. This will add 2 feet to the existing shoulders to improve safety and update the bridge face. See Figures 7, 8a, and 8b.
- On both sides of West Valley View Road between Siskiyou View Road and the bridge and between the bridge and the I-5 northbound ramps, widen and restripe the shoulders, as needed, to a width of 8-feet.
- Application of ODOT's standard for rural area interchange bridges, should the bridge be replaced during the planning period for unforeseen reasons, such as damage or destruction from an earthquake.

Figure 7. Preferred Concept, Interchange Area



Bridge Cross Section



Off-Bridge Cross Section

Figure 8a. Existing Outdated Bridge Rail

Figure 8b. Sample Retrofitted Bridge Rail

The bridge rail retrofit and widening the off-bridge segments of West Valley View Road should be done when funding is available. If implemented in 2015, these improvements are estimated to cost roughly $550,000, including preliminary and construction engineering.

Speed Study

This action is to conduct a speed study to examine reducing the allowed speed at the interchange and posting it. Under current conditions, the allowed speed on West Valley View Road from its intersection with Suncrest Road through the interchange, including the westbound approach to the southbound ramp intersection, is an un-posted speed of 55 mile per hour. East of the southbound ramps the speed limit on West Valley View Road is 40 miles per hour and is posted. A speed study is estimated to cost roughly $20,000, if conducted in 2015.

RURAL AREA

The action is to widen West Valley View Road from Suncrest Road to the northbound interchange ramps from the existing 24 feet to 32 feet, adding striped 5-foot shoulders and retaining the two 11-foot wide travel lanes. See Figures 9, 10a, and 10b. This will make this segment of West Valley View Road consistent with the Jackson County design standard for a rural minor collector. The cost is estimated to be roughly $650,000, which includes $100,000 for additional right-of-way if necessary to perform the work. The improvements should be constructed if funding is made available.

Figure 9. Preferred Concept, Rural Area

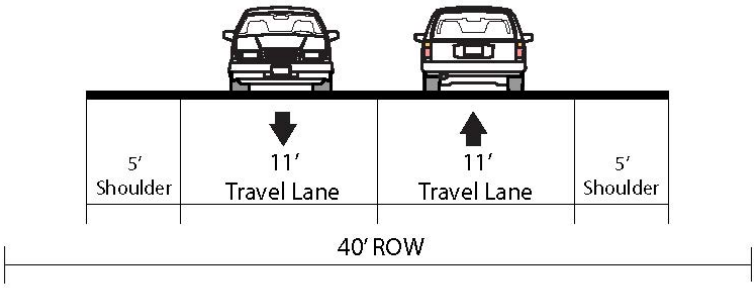


Figure 10a. Existing Conditions

Figure 10b. Sample Street Section

ACCESS MANAGEMENT PLAN

This IAMP includes the access management plan contained in Appendix J.

APPENDICES

Appendix A

POLICY REVIEW

INTRODUCTION

This appendix identifies laws and policies relevant to the Interstate 5 (I-5) Exit 21 Interchange Area Management Plan (IAMP 21). It covers state, regional, and local transportation and land use regulations and policies relevant to the Exit 21 Interchange, related roadways, nearby land use, and affected units of government. These units of government are the Oregon Department of Transportation (ODOT), the City of Talent, and Jackson County.

Laws and policies are relevant in several ways:

1. State laws, including statutes and agency administrative rules, apply to the Exit 21 Interchange, IAMP 21, and how ODOT, the City of Talent, and Jackson County exercise their planning authority.
2. IAMP 21 must comply with the Statewide Planning Goals.
3. IAMP 21 must be consistent with applicable policies in statewide ODOT plans.[1]
4. ODOT policy is to seek consistency between IAMP 21 and City of Talent and Jackson County plans, and Oregon planning law requires compatibility with local plans.[2]
5. State law may contain requirements that can support IAMP 21 in accomplishing its purposes.

This section addresses in sequence City of Talent policies and regulations, Jackson County policies and regulations, regional plans policies, and State of Oregon regulations and policies. Specifically, it addresses the:

- City of Talent Comprehensive Plan, including its Transportation System Plan (TSP)
- City of Talent Development Codes

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[1] The statewide ODOT plans make up its transportation system plan, which IAMP 21 will become a part of. IAMP 21 will become part of the Oregon Highway Plan (OHP), when adopted, and the OHP is part of the transportation system plan. Thus, departures from the core policies of the OHP could be considered consistent, because IAMP 21 could be considered to have amended the OHP. However, it is likely that the Oregon Transportation Commission, which approves interchange management plans, will expect IAMP 21 to be consistent with the OHP's core policies.

[2] OAR 734-051-7010 states, in part, "Prior to adoption by the commission, the department will work with local governments on any amendments to local comprehensive plans and transportation system plans and local land use and subdivision codes to ensure the proposed access management plan and interchange area management plan are consistent with the local plan and codes. OAR 660-012-0015(1)(b), part of the Transportation Planning Rule, states "State transportation project plans shall be compatible with acknowledged comprehensive plans as provided for in OAR 731, Division 15."

- City of Talent Capital Improvement Program
- Jackson County Land Development Ordinance
- Jackson County Comprehensive Plan, including its TSP
- Jackson County Capital Improvement Program
- Greater Bear Creek Valley Regional Plan
- Rogue Valley Metropolitan Planning Organization (RVMPO) Bear Creek Greenway Management Plan
- 2013-2015 Metropolitan Transportation Improvement Program
- 2013-2038 Regional Transportation Plan
- RVMPO North-South Travel Demand Study
- RVMPO Transportation Demand Management Refinement Plan
- Rogue Valley Transit District Strategic Business and Operations Plan
- Draft OR 99 Corridor Plan
- Transportation Analysis Report for Exit 21 (Oregon Bridge Delivery Partners)
- 2012-2015 Statewide Transportation Improvement Program
- Statewide Planning Goals
- 2006 Oregon Transportation Plan
- State Agency Coordination Rules
- Transportation Planning Rule
- I-5 State of the Interstate Report
- Access Management Rule
- Senate Bill 408
- Reduction in Capacity (ORS 366.215)
- Oregon Highway Plan
- State Modal Plans (Bicycle and Pedestrian, Rail, Freight, Public Transportation)
- 2012 Oregon Highway Design Manual
- I-5 Rogue Valley Corridor Plan
- Federal Highway Administration Access to Interstate System Policy

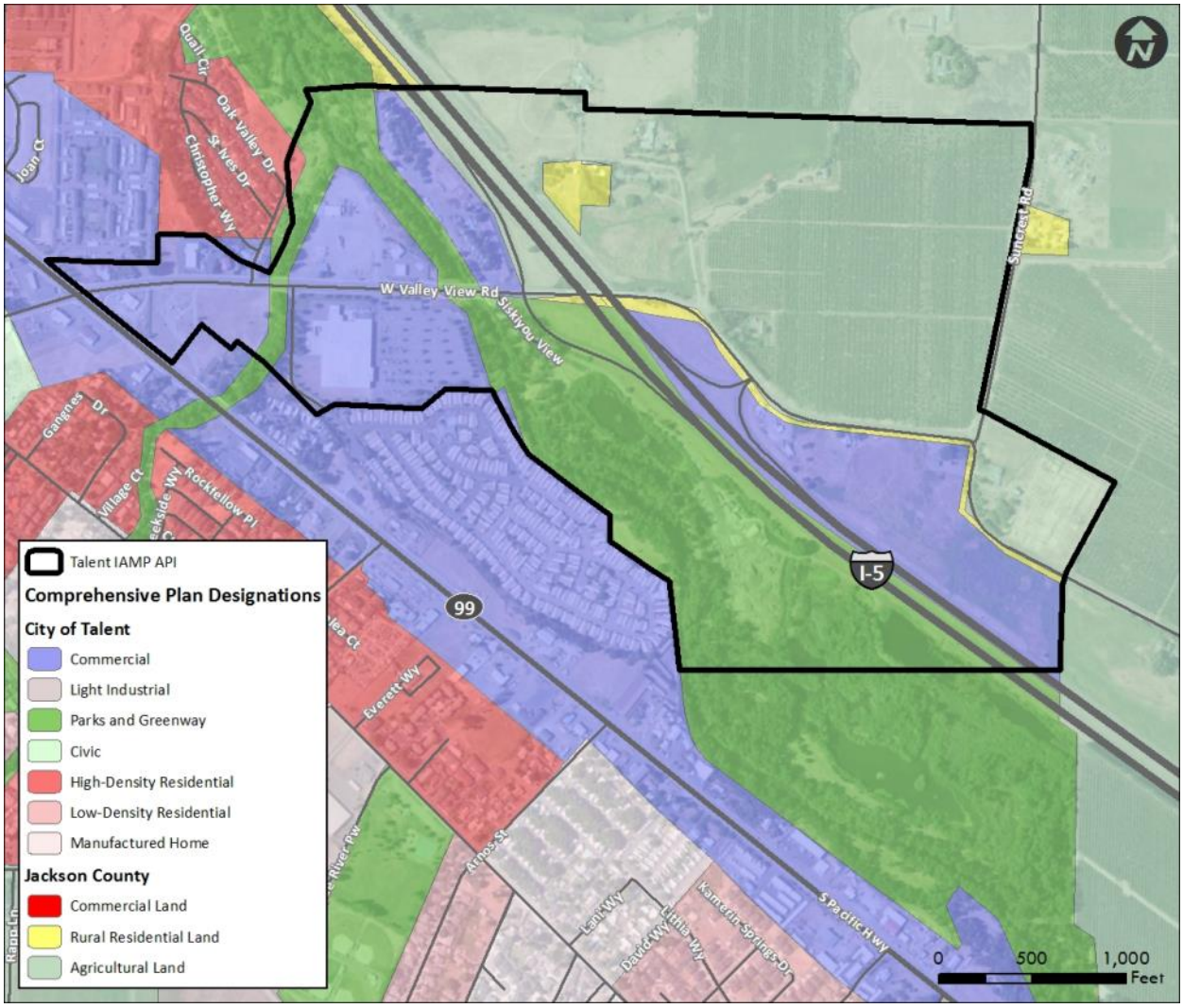
CITY OF TALENT

Talent Comprehensive Plan

Elements Other than the Transportation System Plan

Figure A-1 shows the land use designations of the Talent Comprehensive Plan in the area of the Exit 21 Interchange.

Figure A-1. Comprehensive Plan Designations



Lynn Newbry Park is located adjacent to the interchange. Parks, Recreation, and Open Space Policy 1, Preservation, states, "It is the policy of the City of Talent to implement a comprehensive strategy that will mitigate and reduce risks of flood damage from naturally occurring flood events."[3]

[3] Ibid., Element C, Natural Hazards, p. C-4.

Several Economic Element policies are relevant to IAMP 21:

- Policy 1, Business Development: The City will plan for and nurture a favorable environment to attract and maintain new businesses.[4]
- Policy 3, Business Support and Assistance: The City will support, and encourage retention and expansion of existing business.[5]
- Policy 4, Infrastructure Support: The City will continue to pursue funding for needed infrastructure to support economic development activities.

Transportation System Plan

The City of Talent TSP was initially adopted in April 2002, with updates to the TSP adopted in March 2007 and September 2015. The overall goal of the Talent TSP is to provide a safe and efficient transportation system that reduces energy requirements, regional air contaminants and public costs, and provides for the needs of those not able or wishing to drive automobiles. Goals and policies of the TSP are found within Appendix A.

Specific goals within Appendix A of the TSP that are applicable to the IAMP include:

> General Policies
>
> Policy 3. Investments that preserve the existing transportation system and demand management measures, enhanced transit service, and provisions for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before street widening projects are considered.
>
> Policy 4. Transportation facilities shall be designed and constructed to minimize noise, energy consumption, neighborhood disruption, economic losses to the private or public economy and social, environmental and institutional disruptions, and to encourage the use of public transit, bikeways and walkways.
>
> Policy 6. The rapid and safe movement of fire, medical, and police vehicles shall be an integral part of the design and operation of the transportation system. Transportation facilities shall be designed to support development of alternate transportation routes to respond to emergency needs.
>
> Policy 7. The City shall coordinate transportation planning and construction efforts with County, regional, State and Federal plans.
>
> Policy 9. The TSP shall identify transportation needs relevant to the City and the scale of the transportation network being planned to meet the needs of the transportation disadvantaged, including low-income, elderly, youth, and disabled populations that require non-single occupant vehicle (SOV) modes for mobility and access.

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[4] Ibid., Element E, p. E-29.
[5] Ibid., p. E-31.

Policy 10. The City shall determine local transportation needs based upon population and employment forecasts and distributions that are consistent with the City's Comprehensive Plan and the RVMPO Regional Transportation Plan.

Policy 11. The City shall design and operate its transportation system to reduce vulnerability of the public, goods movement, and critical transportation infrastructure to crime, emergencies, and natural hazards.

Policy 12. The City shall support 20-year regional alternative performance measures adopted by RVMPO to demonstrate reduced reliance on the automobile and bring the RTP into compliance with the TPR. The following seven measures were adopted in 2000 (with 2020 targets in parenthesis):

- Transit and bicycle/pedestrian mode shar (3% transit and 11% bike/ped)
- Percentage of dwelling units within ¼ mile walk to 30 minute transit service (50%)
- Percentage of collectors and arterials with bicycle facilities (60%)
- Percentages of collectors and arterials in TOD areas with sidewalks (75%)
- Percentage of mixed-use DUs in new development (49%)
- Percentage of mixed-use employment in new development (44%)
- Regional funding dedicated to alternate transportation ($6.4 million)

Land Use

Policy 7. The City shall coordinate land use planning for properties with access onto Highway 99 and West Valley View Road, and other projects large enough to impact traffic counts on those roads, with the Oregon Department of Transportation. To this end, the City will provide notice of pending decisions and invite ODOT to make suggestions for design improvement and conditions of approval, and to participate in pre-application conferences whenever practical.

Access Management

- Policy 1. The City shall develop and adopt specific access management standards to be contained in the Department of Public Works Standard Details, based on the following principles:

* * *

B. Any one development along the arterial street system shall be considered in its entirety, regardless of the number of individual parcels it contains. Individual driveways will not be considered for each parcel.

* * *

D. Shared, mutual access easements shall be designed and provided along arterial street frontage for both existing and future development.

E. The spacing of access points shall be determined based on street classification. Generally, access spacing includes accesses along the same side of the street or on the opposite side of the street. Access points shall be located directly across from existing or future access, provided adequate spacing results.

- Policy 2. The City shall incorporate access management standards into all of its arterial street design projects. Access management measures may include, but are not limited to, construction of raised median, driveway consolidation, driveway relocation, and closure of local street access to the arterial.

Streets

Objective 5: Improve the street to accommodate travel demand created by growth and development in the community.

Policy 1. The City shall require Traffic Impact Analyses as part of land use development proposals to assess the impact that a development will have on the existing and planned transportation system. Thresholds for having to fulfill this requirement and specific analysis criteria shall be established in the Talent Zoning Code.

Bicycle

Objective 1: Create a comprehensive system of bicycle facilities.

- Policy 2. The City shall support and promote bicycling for transportation and recreation recognizing the benefits to human health, economic, and environmental for the individual and community.
- Policy 4. The City of Talent shall progressively develop a linked bicycle network, focusing on the arterial and collector street system, and concentrating on the provision of bicycle lanes, to be completed within the planning period (20 years). The bikeway network will serve bicyclists needs for travel to employment centers, commercial districts, transit centers, institutions and recreational destinations.
- Policy 5. The City of Talent shall use all opportunities to add bike lanes in conjunction with road reconstruction and restriping projects on collector and arterial streets.

Pedestrian

Objective 1: Create a comprehensive system of pedestrian facilities.

- Policy 4. All future development shall include sidewalk and pedestrian

access construction as required by the Talent Zoning Code and adopted Street Standard Details. All road construction or renovation projects shall include sidewalks.

Objective 2: Support mixed-use development that encourages pedestrian travel by including housing close to commercial and institutional activities.

- Policy 4. The City shall encourage the development of connecting, multi-use trail networks, using linear corridors including, but not limited to: Bear Creek, Wagner Creek, utility easements, and rail lines, that complement and connect to the sidewalk system.

Observations:

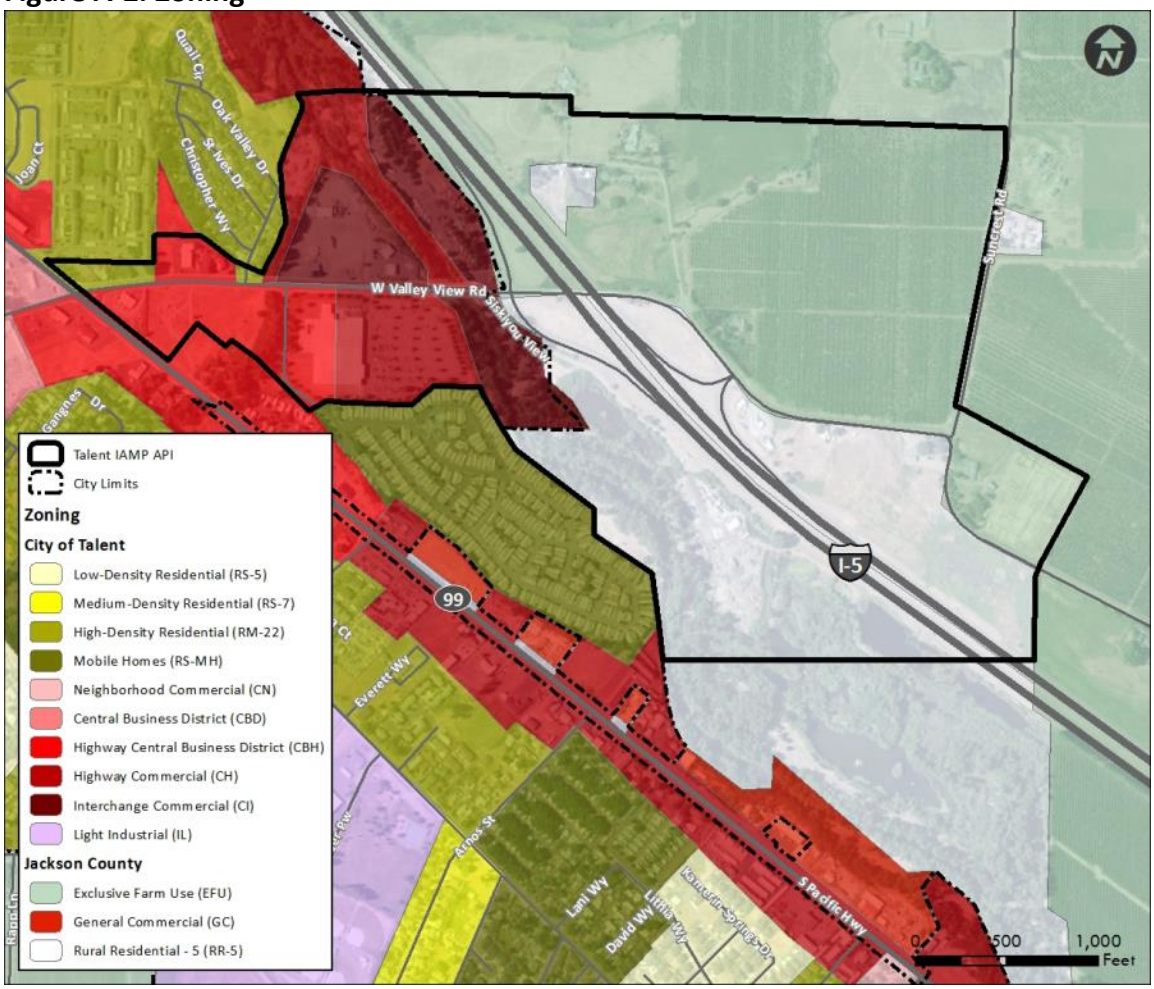
Access management spacing standards on West Valley View will be in accordance with Table 3. on page 54 of the transportation system plan. Minimum spacing between driveways and/or streets is 300 feet.

Interstate 5 Interchange upgrades are discussed on page 7-44 of the comprehensive plan. Proposed upgrades include replacing the two-lane bridge over the freeway with a four-lane bridge, replacing the two-lane bridge over Bear Creek with a four-lane bridge, upgrading the on and off ramps to I-5, and making safety improvements at points of access to West Valley View between the Bear Creek bridge and the northbound off-ramp.

Development Code

Figure A-2 shows the City of Talent zoning in the area of the Exit 21 Interchange. Following are the Development Code regulations for the zones in the API. Included are the purposes of each zone, as stated in the Development Code, and allowed and conditional uses. Development regulations can be determined from the full Development Code, which is available online at http://www.cityoftalent.org/Page.asp?NavID=38.

Figure A-2. Zoning



Highway Commercial (CH)

8-3D.410 Description and Purpose

The Highway Commercial Zone (CH) is intended to accommodate businesses and trade oriented toward automobile and truck usage. Tourist trade and heavy commercial or light industrial uses can also be accommodated in this zone. The zone is best located along arterial streets, and due to its exposure, high appearance standards are important. Uses permitted in this zone are frequently incompatible with pedestrian-oriented areas such as Central Business District Zones.

Allowed uses (none of which shall include “drive-in,” “drive-up,” or “drive-through”) include:

- Existing residential uses, without any increase in density
- Dwelling units, provided the units are above stores or offices and the ground floor is devoted entirely to business permitted in this Article
- Any use permitted subject to site development plan review without a required public hearing in the Highway Central Business District Zone (CBH), except civic center buildings or other buildings of a public service nature

- Automobile parts sales, automobile repair and servicing, tire sales and service
- Automobile, boat, trailer, and motorcycle sales
- Equipment sales, service, rental, and repair
- Commercial recreation facilities such as bowling alleys, skating rinks, and dance halls
- Retail and wholesale business and service establishments providing home furnishings; nursery supplies; retail lumber, paint and wall paper; plumbing, heating and electrical sales and service; drapery, floor covering, and tile sales
- Veterinary clinics and hospitals operated entirely within an enclosed building
- Places for public assembly such as churches, meeting halls, auditoriums, lodges, clubs, fraternal organizations, and mortuaries
- Feed and fuel stores
- Automobile service stations
- Storage buildings for household goods and private vehicles
- Any use permitted subject to site development plan review with a required public hearing in the CBH zone
- Commercial or trade schools
- Motels
- Tanks for storage or redistribution of fuel or recyclable material
- Uses customarily incidental to the above uses, including the usual accessory buildings and structures including accessory buildings and structures provided for in the low-density residential zones

Buildings and uses permitted subject to conditional use review include:

- "Drive-in," "drive-up," or "drive-through" facilities
- Wholesale establishments other than those listed above
- Overnight recreation vehicle parks
- Single family dwelling constructed after the effective date of this Chapter, to be occupied as living quarters of the owner or operator of a permitted use which is located on the same lot as the dwelling
- Drive-in theater, golf driving range
- Public utility buildings and structures
- Automobile wrecking yards
- Mobile home for the infirm, subject to the supplemental provisions of Section 8-3L.250
- Buildings over two and one-half stories in height or thirty feet, whichever is the lesser
- Light manufacturing, assembly, fabricating, or packaging of products from materials such as cloth, plastic, paper, fiberglass, leather, precious or semi-precious metals or stones, subject to the provisions and requirements of the IL zone

- Manufacture of food products, pharmaceuticals, and the like, but not including the production of fish, meat, or fermented foods such as vinegar, or the rendering of fats and oils, subject to the provisions and requirements of the IL zone
- Scientific research or experimental development of materials, methods, or products, including engineering and laboratory research, subject to the provisions and requirements of the IL [Light Industrial] zone
- Light fabrication and repair shops such as blacksmith, cabinet, electric motor, heating, machine, sheet metal, stone monuments, upholstery, welding, auto body and truck repair, subject to the provisions and requirements of the IL zone
- Mobile Home sales business (6-2-83 SUD-83-2)
- Adult Business as defined in Article 8-3B.1 (Ord. No. 654)

Interchange Commercial (CI)

8-3D.510 Description and Purpose

The Interchange Commercial Zone (CI) is intended to provide a location for freeway user and tourist-oriented commercial development to serve the traveling public at or near freeway interchanges. Due to the area's exposure to the traveling public and location as a major entrance into Talent, high appearance standards are important.

Allowed uses (none of which shall include "drive-in," "drive-up," or "drive-through") include:

- Automobile service station
- Hotel or motel
- Eating and drinking establishments
- Gift shops
- Public parks
- Necessary or customarily incidental services maintained as a convenience to the traveling public, such as barber shop, beauty shop and dress shop, when carried on in the same building or on the same lot as the service station, gift shop, restaurant, bar, hotel or motel to which they are accessory
- Any use, building or structure customarily appurtenant to a permitted use, such as incidental storage facilities
- Overnight recreational vehicle park
- Truck stop facilities and repair shops
- Buildings and uses of a public works, public service or public utility nature, but not including equipment storage or repair yards, warehouses or related activities
- Bins or containers along streets used for temporary storage of garbage or materials for recycling

Buildings and uses permitted subject to conditional use review include:

- Buildings over two-and-a-half stories or thirty feet in height, whichever is the lesser
- "Drive-in", "drive-up" or "drive-through" facilities
- Recreational vehicle sales as an incidental use in an RV park (3-24-83 p.c. file #58 SUD 83-1)

Highway Central Business District (CBH)

8-3D.310 Description and Intent

Akin to the CBD zone, the Highway Central Business District (CBH) Zone shall serve as the hub of government, public services and social activities; shall permit retail trade, personal and business services; and shall include residential uses to strengthen and enliven the community core. The CBH zone shall be developed with fill accommodation for all travel modes, but will tend to be more automobile oriented than the CBD zone.

Allowed uses include (none of which shall include "drive-in", "drive-up", or "drive-through:

- Existing residential uses, without any increase in density, or any expansion of use, floor area or improvements
- Any use permitted subject to site plan review without a required public hearing in the Neighborhood Commercial Zone (CN) and CBD
- Retail stores, and offices; personal, business and repair services
- Eating and drinking establishments (which may include entertainment)
- Churches
- Performing arts theaters and motion picture theaters (not including drive-ins)
- Public and commercial off-street parking lots or structures
- Live-work units
- Public parks, playgrounds and other similar publicly owned recreational areas
- Craft Manufactory & Retail, provided the structure housing the manufactory is sound and suitable for the intended use
- Passenger terminals for bus or rail
- Public and semi-public buildings essential to the physical welfare of the area, such as fire and police substations, libraries
- Civic center buildings
- Multi-family housing

Buildings and uses permitted subject to conditional use review include:

- Automobile service stations
- Commercial amusement establishments, including bowling alleys, pool halls, or similar amusements
- Craft Manufactory & Retail uses with more than 15 employees at any one time
- Contractor offices and storage yards

- Retail and wholesale business and service establishments providing home furnishings, drapery and floor coverings; nursery supplies; retails lumber, paint and wallpaper; plumbing, heating and electrical sales and service
- Guest Lodging
- Commercial or trade schools
- Buildings over two-and-a-half stories or thirty feet in height, whichever is the lesser. Only residential units are permitted above 30 feet in height (maximum height of 40 feet)
- "Drive-in", "drive-up" or "drive-through" facilities

Traffic Impact Studies

The Talent Development Code requires traffic impact studies for comprehensive plan amendments and conditional use permits. Section 8-3M.150(2)(2) states:

> A traffic impact study shall be required if the proposal generates more than 500 vehicle trips. The study shall address, at a minimum, the transportation system, including pedestrian ways and bikeways, the drainage system, the parks system, the water system, the sewer system, and the noise impacts of the development. For each public facility system and type of impact, the study shall propose improvements necessary to meet City standards and to minimize the impact of the development on the public at large, public facilities systems, and affected private property users. In situations where the Subdivision Code and/or Talent Zoning Code requires the dedication of real property to the City, the applicant shall either specifically agree to the dedication requirement, or provide evidence that clearly demonstrates that the real property dedication requirement is not roughly proportional to the projected impacts of the development

Capital Improvement Program

The City doesn't have a capital improvement program (CIP) in place at this time.[6]

JACKSON COUNTY

Jackson County Land Development Ordinance

Figure A-2 shows Jackson County and City of Talent zoning in the interchange area. The purpose of each zone in the interchange area and the regulations that apply within them are too lengthy to include in this technical memorandum. They are available online at http://www.co.jackson.or.us/page.asp?navid=3724.

Jackson County Comprehensive Plan, including its TSP

Jackson County and ODOT began updating the transportation element of the comprehensive plan in 2001 and completed the adopted Jackson County TSP in March of 2005. The primary study area for the TSP consists of all areas of Jackson

[6] Personal communication from Zac Moody, Community Development Director, City of Talent, February 10, 2014.

County located outside the Urban Growth Boundaries (UGBs) of incorporated cities, although it does include issues identified in local TSPs or the RTP that affect state and county facilities inside UGBs. The proposed improvements are required to be compatible with Jackson County TSP goals and policies.

The TSP has three primary goals: livability, modal components, and integration. The TSP includes associated policies that provide direction for accomplishment of the goals and that "have the force of law."

Project Relevance

The goals and policies applicable to IAMP 21 are described below.

Goal 4.1 – Livability

The Livability Goal is to "develop and maintain a safe and multi-modal transportation system capable of meeting the diverse transportation needs of Jackson County while minimizing adverse impacts to the environment and to the County's quality of life." Policies applicable to the Corridor Plan are as follows:

Policy 4.1.2-A – Connectivity: Jackson County will promote a well-connected street and road system to minimize travel distances. This policy, in turn, could potentially spur alternative routes for I-5 and OR 99.

Policy 4.1.4-A – Safety: Jackson County will provide a transportation system that supports access for emergency vehicles and provides for evaluation in the event of a wildfire hazard or other emergency.

Goal 4.2 – Modal Components

The Modal Components Goal is to plan an integrated transportation system that maintains existing facilities and responds to the changing needs of Jackson County by providing effective multimodal transportation options.

Policy 4.2.1-A – Vehicular System: Jackson County will prioritize preservation and maintenance of the existing road system rather than increasing vehicular capacity.

Policies 4.2.1-G through J – Truck Freight: Jackson County will: Balance the need for movement of goods with other uses of county arterials and state highways by maintaining efficient through movement on major truck routes (G). Work with ODOT to identify roadway obstacles and barriers to efficient truck movements on state highways and coordinate highway projects with other freight movement projects and infrastructure (H). Support employment of technology to improve freight mobility (I). Jackson County is committed to maintaining and improving roadway facilities serving inter-modal freight facilities (J).

Policy 4.2.1-P – Coordination: Jackson County will coordinate with ODOT to ensure that highway designations and management policies are appropriate and meet the Goals and Policies of the OHP and the Jackson County TSP. Jackson County will work with ODOT for effective management of highway capacity.

Policies 4.2.1-S and T – MPO Area Traffic Engineering and Performance Standard: Jackson County is committed to maintaining a volume-to-capacity ratio of 0.95 for weekday peak hour vehicular traffic in the MPO area (S). Jackson County will engineer traffic flow to provide efficient transportation system management (T).

Policies 4.2.6-A and B – Bulk Transport and Mass Freight System: Jackson County will continue to plan for rail service as a viable long-term transportation option for the Rogue Valley (A). Jackson County will encourage bulk transportation facilities to provide efficient transport of bulk goods (B).

5.4 Roadway Plan

Tier 1 Short and Medium Range projects (financially constrained 2004-2013) in or near the Study Area include:

10. Fern Valley Road - Bear Creek Bridge - This RTP project widens the bridge on Fern Valley Road over Bear Creek to add capacity to the roadway, matching the capacity improvements in the vicinity of the I-5 interchange. This project is entirely within Phoenix, but the section of Fern Valley from the bridge to HWY 99 is still under county jurisdiction. This project will facilitate jurisdictional transfer of this facility.

Tier 1 Long Range projects (financially constrained 2014 – 2023) in or near the Study Area include:

28. Fern Valley Road Signal -The Fern Valley Road/North Phoenix Road intersection will be signalized with this project, improving traffic operations in the area in conjunction with other projects on Fern Valley Road. The traffic signal is anticipated to operate at LOS "C" and v/c ratio of 0.60 during the 2023 weekday p.m. peak hour period.

34. South Valley View Road - To accommodate anticipated future traffic volumes, this project widens South Valley View Road to a five-lane cross-section with bike lanes and sidewalks between the I-5 interchange and OR 99. The needs analysis in the TSP anticipates failure of the intersection with OR 99 at the end of the planning horizon. The additional travel lanes, in conjunction with increased loading of Eagle Mill Road, should extend the functioning of this intersection within the ODOT performance standard through the planning horizon. Expected v/c would be .67. This road improvement lies outside an acknowledged urban growth boundary and adds travel lanes across a resource zoned (OSR) parcel. At a minimum, a review for compliance with ORS 215.293 (implemented by the County's LDO) and potentially an exception to Statewide Planning Goal 4 (Forest Lands) would be required. However, a corollary to this project is Lowe Road. This is a local road that intersects with S. Valley View immediately south of the I-5 Interchange. This access is much too close to the interchange and ODOT has expressed a desire to move the intersection. It would be logical to upgrade S. Valley View and move Lowe Road in a coordinated project. Depending on final project design and absent an action to rezone the property, an

additional road across OSR zoned land may require a goal exception because the project would not meet the requirements of OAR 660-12-0065.

5.4 Pedestrian and Bicycle Plan

Tier1 Short and Medium Range (Financially constrained 2004 – 2013):

1. Bear Creek Greenway - This project is identified in the Jackson County Bicycle Master Plan. It completes the County portions of the Bear Creek Greenway from Ashland to Central Point at Upton Road.

Tier1 Long Range (Financially constrained 2014 – 2023):

13. Pioneer Road Phase 1 (Colver to Coleman Creek) – This Tier 1 RTP project widens Pioneer Road to two lanes with paved shoulders between Colver Road and Coleman Creek.

Tier 2 (Unfunded):

29. OR 99 (Medford to Ashland) - OR 99 between Medford and Ashland carries relatively high volumes of traffic, but lacks sidewalks and bicycle facilities in many locations. It is also part of the bus route connecting Medford with Ashland. Due to right-of-way constraints, constructing both bike lanes and sidewalks is not feasible in all locations. Given the proximity of the parallel Bear Creek Greenway and the provision of bicycle racks on RVTD buses, bicycle lanes are considered a lower priority for this corridor, but should still be provided to serve local access needs where the combination of adequate right-of-way, east-west connections to the Greenway, and compatible land uses exist. Sidewalks should be developed in all built-up areas along OR 99, and at least to the nearest cross street from RVTD bus stops in other locations.

Capital Improvement Program

The Jackson County Roads Capital Plan serves as the CIP for transportation improvements. It includes no projects in the API. It includes "West Valley View Road Interstate 5 to Suncrest" Road in a list of "Moderate priority projects which will likely not move into a funded status for 10 years or more."[7]

REGIONAL PLANS

Greater Bear Creek Valley Regional Plan

The Greater Bear Creek Valley Regional Plan includes a series of urban reserves that are intended to accommodate a doubling of the region's population over a roughly 50-year time frame. It includes five urban reserves adjacent to the City of Talent's Urban growth boundary (UGB). None of these urban reserves is contained within the API shown in Figure 1 of Technical Memorandum 1. However, three of the urban reserves are within the IAMP 21 Study Area, which contains the area within which

[7] Jackson County, Jackson County Roads Capital Plan, March 1, 2014, p. 3.

development is expected to affect traffic volumes at the Exit 21 Interchange. See Figure 2 of Technical Memorandum 1. IAMP development will include formulation of development scenarios for the three areas. The City of Talent is preparing conceptual plans for two of the urban reserves.

Bear Creek Greenway Management Plan

The Bear Creek Greenway is a narrow corridor of publicly owned land that follows the Bear Creek streambed from Ashland (Nevada Street) to Central Point (Pine Street). Development of the Bear Creek Greenway bicycle and pedestrian path began in 1973 when ODOT built the first 3.4-mile section of the pedestrian/bicycle path through Medford. The Bear Creek Greenway currently includes two primary sections:

- Pine Street in Central Point to Barnett Road in Medford; and
- Blue Heron Park in Phoenix to Nevada Street in Ashland.

When complete, the Bear Creek Greenway will provide a 20-mile, multi-use path from the
I-5/Seven Oaks Interchange in Central Point to Nevada Street in Ashland. It will serve as an important facility for intercity travel in the I-5/OR-99 corridor. Additionally, a Rogue River Greenway is currently in the planning stages. This greenway will connect the communities of Grants Pass, Rogue River, and Gold Hill and would eventually be linked to the Bear Creek Greenway at the Seven Oaks Interchange.

Project Relevance

Due to its proximity to the Bear Creek Greenway, IAMP 21 should be developed in consideration of the Greenway and its planned goal.

2013-2015 Metropolitan Transportation Improvement Program

The plan includes only one project in Talent, which is to resurface a parking lot.[8]

2013-2038 Regional Transportation Plan

The 2013-2038 Regional Transportation Plan (RTP) is a long-range, multimodal transportation plan designed to meet the anticipated 25-year transportation needs within the RVMPO planning area. It provides the framework and policy foundation for decision-making. The plan relies heavily on increasing facility efficiency, supporting alternatives to single-occupancy vehicles, and balancing competing demands for services and resources. The federal and state rules requiring completion and adoption of the plan include the federal transportation act Moving Ahead for Progress in the 21st Century, the U.S. Clean Air Act amendments of 1990, and Oregon's Transportation Planning Rule (TPR). The RTP serves as the regional transportation system plan required by the TPR.

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[8] Rogue Valley Metropolitan Planning Organization, Metropolitan Transportation Improvement Program for Federal Fiscal Years 2012-2015, January 24, 2010, p. 10.

Local jurisdictions initially involved in the planning activities of the RVMPO were Central Point, Jackson County, and Medford. Phoenix was added to the urbanized area in 1990 and subsequently became a member of the RVMPO. The 2000 Census showed that the Medford urbanized area again expanded to include Ashland, Jacksonville, and Talent, and the RVMPO was required under federal law to once again expand its boundary to include those jurisdictions.

The RTP is routinely amended to include local projects that are newly nominated to receive federal funding. The 2013-2038 RTP updates the federally mandated multimodal plan that was first adopted by the RVMPO in 1995. Relevant goals and policies of the RTP include the following.

Goal 1 - Plan for, develop, and maintain a balanced multi-modal transportation system that will address existing and future needs.

- Policy 1-1: Improve the accessibility, connectivity, efficiency and viability of the transportation system for all users.

- Policy 1-2: As transportation facilities are developed in urban areas, use design standards, landscaping and other amenities to encourage people to walk and ride bicycles.

Goal 2 - Optimize Safety and Security of the transportation system.

- Policy 2-2: Inventory crash-prone areas and place a higher priority on investments that correct safety-related deficiencies in all modes.

- Policy 2-5: Support development of alternate transportation routes to respond to emergency needs.

Goal 3 – Use transportation investments to foster compact, livable unique communities.

- Policy 3-1: Recognize the connection between transportation efficiency and land use and densities.

- Policy 3-2: Promote street and pathway connectivity, including off-road corridors, for non-motorized users.

- Policy 3-3: Provide environmentally sensitive and healthy transportation options.

Goal 5 – Maximize efficient use of transportation infrastructure for all users and modes.

- Policy 5-1: Add or remove traffic signals and signal networks, including interstate access ramp signals, to improve system efficiency.

- Policy 5-2: Optimize intersection and interchange design.

- Policy 5-3: Manage street access to improve traffic flow.

- Policy 5-4: Effectively integrate technology with transportation infrastructure consistent with RVMPO Intelligent Transportation Systems (ITS) program.

Goal 6 – Use diverse strategies to reduce reliance on single-occupant vehicles.

- Policy 6-1: Support Transportation Demand Management strategies.

- Policy 6-3: Enhance bicycle and pedestrian systems.

- Policy 6-4: Support transit service

Goal 7 – Provide an open and balanced process for planning and developing the transportation system.

- Policy 7-1: Coordinate existing and future land use and development with plans for the transportation system.

Goal 8 – Use transportation investments to foster economic opportunities.

- Policy 8-1: Accommodate travel demand to create a regional transportation system that supports the local economy.

- Policy 8-2: Consider effects on freight mobility when prioritizing projects.

- Policy 8-3: Support projects that reduce and remove identified barriers to safe, reliable and efficient goods movement.

- Policy 8-5: Plan for enhanced train-truck-transit interface for movement of goods and people.

There are no projects listed in the RTP that are relevant to the Exit 21 IAMP.

RVMPO North-South Travel Demand Study

The purpose of the North-South Travel Demand Study is to develop a long-term, multi-modal concept plan for the OR 99 Corridor Area, as an alternative to I-5 north-south travel, from Seven Oaks Interchange in Central Point to I-5 in Ashland. The study focuses on the role land use and multimodal transportation (bicycle, pedestrian, transit, and ITS) can play to improve peak-hour travel, reduce vehicular congestion, improve air quality, and support economic development along the north-south corridor and beyond.

Project relevance: The RVMPO North-South study focuses on ways to reduce vehicular traffic congestion and support economic development along the OR 99 Corridor. Because the Exit 21 IAMP will be underway concurrently with Phase II of the plan, coordination among the two projects is recommended.

RVMPO Transportation Demand Management Refinement Plan

In 2007, the RVMPO began a process to refine the RTP's transportation demand management (TDM) element. Twelve technical memorandums were incorporated into a single document that serves as the foundation for revisions to the TDM element. The intent of the refinement plan is to build on the RVTD TDM Program, extend it to cover the full RTP planning horizon (2034), identify specific implementation measures needed to support the TDM policies listed in RVTD's program, and identify additional measures needed to specifically support the implementation of the RVMPO's alternative measures and meet the TPR's TDM requirements for Integrated Land Use and Transportation Plans.

Project relevance: No corridors for TDM strategies were identified in Talent near the Exit 21 Interchange under existing, 2020, or 2038 estimated conditions.

Rogue Valley Transit District Strategic Business and Operations Plan

The plan includes no changes in transit service in Talent. The Rogue Valley Transit District provides bus service on OR 99 through Talent at 30-minute intervals Monday through Friday and 60-minute intervals on Saturdays

Draft OR 99 Corridor Plan

The OR 99 Corridor Plan is being prepared to evaluate the section of OR 99 from Garfield Road in Medford to South West Valley View Road in Ashland. The purpose of the Corridor Plan is to determine how the existing highway functions and project operations 20 years into the future. It will identify strategies and improvements to enhance transportation safety and capacity within the corridor consistent with state and local policy.

Project relevance: The Talent segment of the study extends from Colver/Suncrest Road to south of Creel Road on OR 99. Four improvement concepts in this segment have been proposed, one of which includes signal timing modification improvements at the signalized intersection of West Valley View/OR 99. Because the Exit 21 IAMP will be underway concurrently with the OR 99 Corridor Plan, coordination among the two projects is recommended.

STATEWIDE PLANS AND REGULATIONS

2012-2015 Statewide Transportation Improvement Program

The 2012-2015 Statewide Transportation Improvement Program includes one project in Talent. It is to add a left turn refuge and sidewalks on OR 99 at Creel

Road.[9] Creel Road is the road that intersects OR 99 at the very southern edge of the area shown in Figures 1 and 2 of Technical Memorandum 1.

Oregon Statewide Planning Goals

The Statewide Planning Goals are relevant to IAMP 21 in two ways. The first is that amendments to comprehensive plans and implementing ordinances must comply with the Statewide Planning Goals. This would be the case if the City of Talent or Jackson County amended its comprehensive plan or zoning code as part of a management measure to implement IAMP 21. The same would be true if either jurisdiction adopted IAMP 21 into its comprehensive plan. The most relevant goals likely would be:

Goal 1, Citizen Involvement, which is "To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process." Meeting each jurisdiction's notice and public hearing requirements would likely meet this goal.

Goal 2, Land Use Planning, which is "to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions." The deliberative process being used to develop IAMP 21 and supporting adoption by findings of fact would likely meet this goal.

Goal 9, Economic Development, which is "to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Any amendment of the Talent or Jackson County comprehensive plans would have to be consistent with this Goal.

Goal 11, Public Facilities and Services, which requires cities and counties to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. Development needs to be guided and supported by the types and levels of public facilities, but limited to the needs of the served areas.

Goal 12, Transportation, which is "To provide and encourage a safe, convenient and economic transportation system." IAMP 21 must comply with the requirements of the TPR, which implements Goal 12. The TPR includes requirements for city and county transportation system plans. See the separate treatment of the TPR below.

Goal 14, Urbanization, which requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of UGBs and unincorporated urban communities. UGBs and unincorporated community boundaries separate urbanizable land from rural land. Land uses permitted within the urban areas are more urban in nature and of higher intensity than in rural areas, which primarily include farm and forest uses. This is important because the

[9] Statewide Transportation Improvement Program, 2012-2015, undated, project 17478, p. 167.

location, type, and intensity of development within the Study Area will impact use of the interchange and could affect future use and operation of the interchange.

The second way in which the Statewide Planning Goals are relevant to IAMP 21 is that, pursuant to ODOT's State Agency Coordination Program (addressed below), provisions of the TPR which implement Statewide Planning Goal 12, Transportation, apply to the IAMP. See the treatment of TPR Section 660-012-0015 under the TPR heading below. However, for the reasons stated immediately below, neither Goal 12 itself, nor any sections of the TPR other than Section 660-012-0030, nor any other of the Statewide Planning Goals, apply to IAMP 21 as an ODOT facility plan. The treatment of the TPR below describes other ways in which the TPR relates to IAMP 21.

For proposed facility plans, Section 731-015-0065(4) of ODOT's State Agency Coordination Program states:

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

OAR 660-030-0065(3)(d) is part of the Land Conservation and Development Commission's rules that establish requirements for state agency coordination programs, including ODOT's. OAR 660-030-0065(3) states:

> A state agency shall adopt findings demonstrating compliance with the statewide goals for an agency land use program or action if one or more of the following situations exists:
>
> * * *
>
> (d) A statewide goal or interpretive rule adopted by the [Land Conservation and Development (LCDC)] Commission under OAR chapter 660 establishes a compliance requirement directly applicable to the state agency or its land use program.

OAR 660-012-0015, Preparation and Coordination of Transportation System Plans, and 660-012-0030, Determination of Transportation Needs, apply directly to ODOT and its transportation planning, including formulation of a facility plan. The section below on the TPR quotes the applicable provisions of OAR 660-012-0015 and 660-012-0030. Of the other sections of Division 12 of Chapter 660 listed in this quote, OAR 660-012-0035 is not applicable to IAMP 21 because it addresses the transportation system for an entire jurisdiction; OAR 660-012-0050 is not applicable because it addresses project development, not facility plans; and OAR 660-012-0065 and OAR 660-012-0070 are not applicable because they address transportation improvements on rural lands.

Compliance with Statewide Planning Goals or implementing administrative rules other than TPR Section 660-012-0015 and 660-012-0030 are not expected to be required unless the City of Talent's comprehensive plan lacks conditions specifically applicable to and general provisions, purposes, and objectives that would be substantially affected by the Facility Plan. Section 2 of OAR 660-030-0065, Agency Compliance with the Statewide Planning Goals, states:

> Except as provided in section (3) of this rule [subsection d of which is quoted above], a state agency shall comply with the statewide goals by assuring that its land use program is compatible with the applicable acknowledged comprehensive plan(s) * * *

The Oregon Transportation Plan

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). The OTP considers all modes of Oregon's transportation system as a single system and addresses the future needs of Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation, and railroads. The current OTP assesses state, regional, and local public and private transportation facilities through 2030. The OTP establishes goals, policies, strategies, and initiatives that address the core challenges and opportunities facing Oregon. It also provides the framework for prioritizing transportation improvements based on varied future revenue conditions.

This OTP supersedes the 1992 OTP, which established a vision of a balanced, multimodal transportation system and called for an expansion of ODOT's role in funding non-highway investments. The current OTP furthers these policy objectives with emphasis on maintaining the assets in place, optimizing the existing system performance, creating sustainable funding, and investing in strategic capacity enhancements.

Project Relevance

Transportation improvements must be consistent with the applicable OTP goals and policies and, therefore, findings of compatibility with the OTP will be part of the basis for adoption of the TSP Update. The most pertinent OTP goals and policies for the IAMP 21 are as follows:

Goal 1 – Mobility and Accessibility

<u>Policy 1.1 – Development of an Integrated Multimodal System</u>: It is the policy of the State of Oregon to plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

<u>Policy 1.3 – Relationship of Interurban and Urban Mobility</u>: It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner that minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

Goal 2 – Management of the System

Policy 2.1 - Capacity and Operational Efficiency: It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long-term benefit of people and goods movement.

Policy 2.2 - Management of Assets: It is the policy of the State of Oregon to manage transportation assets to extend their life and reduce maintenance costs.

Goal 3 – Economic Vitality

Policy 3.1 – An Integrated and Efficient Freight System: It is the policy of the State of Oregon to promote an integrated, efficient, and reliable freight system involving air, barges, pipelines, rail, ships, and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national, and international markets.

Policy 3.2 – Moving People to Support Economic Vitality: It is the policy of the State of Oregon to develop an integrated system of transportation facilities, services, and information so that intrastate, interstate, and international travelers can travel easily for business and recreation.

Goal 4 – Sustainability

Policy 4.1 – Environmentally Responsible Transportation System: It is the policy of the State of Oregon to provide a transportation system that is environmentally responsible and encourages conservation and protection of natural resources.

Policy 4.3 – Creating Communities: It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging the development of compact communities and neighborhoods that integrate residential, commercial, and employment land uses to help make shorter trips, transit, walking, and bicycling feasible, and that integrate features that support the use of transportation choices.

Goal 5 – Safety and Security

Policy 5.1 – Safety and Security: It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.

Policy 5.2 – Security: It is the policy of the State of Oregon to provide transportation security consistent with the leadership of federal, state, and local homeland security entities.

Goal 7 – Coordination, Communication and Cooperation

Policy 7.1 - A Coordinated Transportation System: It is the policy of the State of Oregon to work collaboratively with other jurisdictions and agencies with the objective of removing barriers so the transportation system can function as one system.

Policy 7.3 – Public Involvement and Consultation: It is the policy of the State of Oregon to involve Oregonians to the fullest practical extent in transportation

planning and implementation in order to deliver a transportation system that meets the diverse needs of the state.

Policy 7.4 – Environmental Justice: It is the policy of the State of Oregon to provide all Oregonians, regardless of race, culture or income, equal access to transportation decision-making so all Oregonians may fairly share in benefits and burdens and enjoy the same degree of protection from disproportionate adverse impacts.

ODOT State Agency Coordination Program

Oregon Statewide Planning Program law requires ODOT and other state agencies to carry out their duties "in a manner compatible with" local comprehensive plans and land use regulations. In addition, they are required to have policies to coordinate with other agencies and local governments in the performance of their duties under the Statewide Planning Program. ODOT implemented these requirements as applied to facility plans like the Exit 21 IAMP by adopting an administrative rule, referred to as ODOT's State Agency Coordination Program. Part of the Program will apply to ODOT adoption of IAMP 21. It is OAR 731-015-0065, Coordination Procedures for Adopting Final Facility Plans. Applicable provisions follow.

OAR 731-015-0065(1)

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

OAR 731-015-0065(2)

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

OAR 731-015-0065(3)

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

(a) Changing the draft facility plan to eliminate the conflicts;

(b) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or

(c) Identifying the conflicts in the draft facility plan and including policies that commit the Department to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.

OAR 731-015-0065(4)

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

OAR 731-015-0065(5)

The Department shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of affecting cities and counties and findings of compliance with applicable statewide planning goals.

OAR 731-015-0065(6)

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

OAR 731-015-0065(7)

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

Transportation Planning Rule

The TPR, which is Division 12 of OAR 660, implements Statewide Planning Goal 12, Transportation. The purpose of this division is to direct transportation planning in coordination with land use planning to promote the development of transportation systems, encourage and support the availability of a variety of transportation choices, provide for all modes of travel, protect existing and planned transportation

facilities, provide for construction and implementation of facilities, ensure coordination among affected local agencies, and ensure consistency among state, regional and local transportation plans.

TPR Provisions Generally Relevant to IAMP 21

The TPR contains numerous requirements governing transportation planning and project development, several of which are relevant to the I-5 Exit 21 IAMP. The TPR requires local governments to adopt land use regulations consistent with state and federal requirements "to protect transportation facilities, corridors and sites for their identified functions."[10] This policy is achieved through a variety of measures, including:

- Access controls measures which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;
- Mobility standards in the Oregon Transportation Plan (OTP) to protect future operations of roads;
- A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;
- Regulations to provide notice to ODOT of land applications that requires public hearings, involve land divisions, or affect private access to roads; and
- Regulations ensuring 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. See also OAR 660-012-0060.

Amendments to the TPR adopted by the LCDC and effective January 1, 2012, mainly focus on clarifying how plan amendment and zone change impacts on transportation facilities are assessed. The amendments clarify that a significant effect occurs only if a plan amendment or zone change affects the facility by the end of the planning period. In recognition of the special role and importance of interchanges, decisions about whether plan amendments within one-quarter mile of the ramp terminal intersection of an existing or planned interchange on an Interstate Highway or the interchange area as defined in an interchange area management plan have a significant effect are to be based on facilities and improvements where there is some level of funding commitment in place.[11]

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[10] OAR 660-012-0045(2).

[11] 660-012-0060(4)(b).

TPR Sections Specifically Applicable to IAMP 21

Two TPR provision apply directly to IAMP 21 because it will become part of the state TSP, when adopted by the Oregon Transportation Commission (OTC).

OAR 660-012-0015(1) states:

> ODOT shall prepare, adopt and amend a state TSP [transportation system plan] in accordance with ORS 184.618, its program for state agency coordination certified under ORS 197.180, and OAR 660-012-0030, 660-012-0035, 660-012-0050, 660-012-0065 and 660-012-0070. The state TSP shall identify a system of transportation facilities and services adequate to meet identified state transportation needs:
>
> (a) The state TSP shall include the state transportation policy plan, modal systems plans and transportation facility plans as set forth in OAR 731; (emphasis added)

* * *

Section 660-012-0030, Determination of Transportation Needs states:

> (1) The TSP shall identify transportation needs relevant to the planning area and the scale of the transportation network being planned including:
>
> (a) State, regional, and local transportation needs;
>
> (b) Needs of the transportation disadvantaged;
>
> (c) Needs for movement of goods and services to support industrial and commercial development planned for pursuant to OAR 660-009 and Goal 9 (Economic Development).

* * *

> (3) Within urban growth boundaries, the determination of local and regional transportation needs shall be based upon:
>
> (a) Population and employment forecasts and distributions that are consistent with the acknowledged comprehensive plan, including those policies that implement Goal 14. Forecasts and distributions shall be for 20 years and, if desired, for longer periods; and
>
> (b) Measures adopted pursuant to OAR 660-012-0045 to encourage reduced reliance on the automobile.
>
> (4) In MPO areas, calculation of local and regional transportation needs also shall be based upon accomplishment of the requirement in OAR 660-012-0035(4) to reduce reliance on the automobile.

OAR 660-012-0035(4) states:

> In MPO areas, regional and local TSPs shall be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile. Adopted standards are intended as means of measuring progress of metropolitan areas towards developing and implementing transportation

systems and land use plans that increase transportation choices and reduce reliance on the automobile. It is anticipated that metropolitan areas will accomplish reduced reliance by changing land use patterns and transportation systems so that walking, cycling, and use of transit are highly convenient and so that, on balance, people need to and are likely to drive less than they do today,.

Access Management Rule

OAR 734-051 governs the permitting, managing, and standards of approaches to state highways to ensure safe and efficient operation of the state highways and address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an access management plan; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development

An access management plan addressing the standards set forth in Division 51 is an element of an IAMP. It includes an inventory of existing public and private approaches and documents constraints and considerations that will be factored into findings for compliance with Division 51 including deviations. The access management element of an IAMP may include recommendations for ODOT to purchase access rights on local streets. ODOT has the authority to do so when there is an adverse effect on the state system.

Senate Bill 408

Senate Bill 408 relates to highway access management and establishes presumption that certain existing unpermitted approach roads have ODOT's written permission. It changes Oregon law concerning management of access (private driveways) onto state highways. Temporary administrative rules implementing Senate Bill 408 took effect on January 1, 2014. The temporary rules expire July 1, 2014. ODOT is developing permanent administrative rules that will take effect when the temporary rules expire. The temporary rules:

- Provide that written permission qualifies as an approach permit.
- Require a property owner, who has an approach permit, to be responsible for the cost and performance of maintaining the approach road.
- Provide requirements for the development of facility plans.
- Direct the department to develop an access management strategy for each highway modernization project.
- Define "access management strategy."

Attachment 2 contains the complete text of OAR 734-051-8010 through 8030.

Reduction in Capacity (ORS 366.215)

ORS 366.215 states the Oregon Transportation Commission may not permanently reduce the vehicle-carrying capacity of an identified freight route. Specific exceptions to this prohibition are allowed by statute. The documents on this webpage are provided to support the implementation of ORS 366.215.

Oregon Highway Plan

The Oregon Highway Plan (OHP) identifies OR 99, which runs parallel to Interstate 5 (I-5), as a designated District Highway in portions of Medford and Ashland. The OHP further defines specific performance standards for district highways, including priorities to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movement.

The performance and mobility standards in the OHP vary by location and adjacent land use type, establishing a higher level of service expectation in the more rural areas and a lower level of service in urbanized areas.

The OHP establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. 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 the local road, bicycle, pedestrian, transit, rail, and air systems.

Project Relevance

The policies applicable to planning for IAMP 21 are described below.

Goal 1 – System Definition

Policy 1A – State Highway Classification System: Establishes that the management objective of Interstate Highways is to provide for safe and efficient, high-speed, continuous-flow operation in urban and rural areas; and for District Highways, to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas and moderate to low-speed operation in urban and urbanizing areas.

Policy 1B – Land Use and Transportation: Recognizes the need for coordination between state and local jurisdictions.

Policy 1C – State Highway Freight System: States the need to balance the movement of goods and services with other uses of the highway system, and to recognize the importance of maintaining efficient through movement on major truck freight routes.

Police 1E – Lifeline Routes: Recognizes the need for a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster.

Policy 1F – Highway Mobility Standards: Sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system based on highway classification and location by providing the appropriate standards that would allow the corridor area and associated interchanges to function in a manner consistent with OHP mobility standards.

Policy 1G – Major Improvements: Requires maintaining performance and improving safety by improving efficiency and management before adding capacity.

Goal 2 – System Management

Policy 2A – Partnerships: Establishes cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system.

Policy 2B – Off-System Improvements: Helps local jurisdictions identify and evaluate off-system improvements that would be cost-effective in improving performance of the state highway.

Policy 2E – Intelligent Transportation Systems: Considers services to improve system efficiency and safety through effective incident management, en-route driver information, and traffic control.

Policy 2F – Traffic Safety: Improves the safety of the highway system.

Policy 2G – Rail and Highway Compatibility: States the need to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

Goal 4 – Travel Alternatives

Policy 4A – Efficiency of Freight Movement: Seeks to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban and rural areas.

Policy 4D – Transportation Demand Management: Supports the efficient use of the state transportation system through investment in efforts that reduce peak period congestion.

State Modal Plans (Bicycle and Pedestrian, Rail, Freight, Public Transportation)

Oregon Bicycle and Pedestrian Plan (1995)

The 1995 Oregon Bicycle and Pedestrian Plan offers general principles and policies for providing bikeways and walkways along state highways and provides standards for planning, designing, and maintaining bikeways and walkways throughout the state. The plan is intended to provide a framework for cooperation between ODOT

and local jurisdictions, and offers guidance to cities and counties for developing local bicycle and pedestrian plans. Fundamentally, the plan is designed to fulfill the requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA), whereby each state must adopt a statewide bicycle and pedestrian plan, and Oregon Administrative Rule 660-12 (Transportation Planning Rule 12).

Project Relevance

IAMP 21 will take guidance on bikeway and walkway development into account.

Oregon Rail Plan (2001)

The Oregon Rail Plan is a comprehensive assessment of the state's rail planning, freight rail, and passenger rail systems. The Oregon Rail Plan identifies specific policies and planning processes concerning rail in the state, including minimum level of service standards for statewide freight and passenger rail systems.

Project Relevance

The primary railroad serving southwestern Oregon is the Central Oregon & Pacific Railroad (CORP), whose main line (Siskiyou Line) runs south from Eugene through Medford to Weed, California. There is no passenger service currently along the line. Since 2008, the Siskiyou Line has been inactive south of Medford, requiring wood product companies in California to transport raw materials by truck over the Siskiyou Summit to timber-processing facilities in the Rogue Valley. Moreover, all railroad traffic along the CORP line from Medford and points north that are destined for California must currently go through Eugene, then divert east across the Cascade summit and south through Klamath Falls, Oregon along the Union Pacific Railroad (UPRR) mainline.

In 2012, CORP was awarded a $7 million federal Transportation Investment Generating Economic Recovery (TIGER) grant to fund rail improvements on the Siskiyou Line. When completed, the Siskiyou Summit Railroad Revitalization project will allow CORP to reinstate service on the line. In December 2013, CORP was awarded $4.5 million in state lottery grants for a separate project that will enlarge four railroad tunnels near Glendale to allow enough vertical clearance for modern high-capacity freight cars.

Oregon Public Transportation Plan (1997)

The Oregon Public Transportation Plan (OPTP) forms the transit modal plan of the Oregon Transportation Plan (OTP). The vision guiding the public transportation plan calls for the following:

- 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 plan contains goals, policies, and strategies relating to the whole of the state's public transportation system. The plan is intended to provide guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The OPTP also identifies minimum levels of service, by size of jurisdiction, for fulfilling its goals and policies.

The Public Transportation 2015 Section of the plan identifies minimum levels of service, by size of jurisdiction, for fulfilling its goals and policies. The OPTP also recognizes, however, that the achievements of these levels of service is dependent upon the availability of resources and therefore are not to be understood as performance mandates placed upon other jurisdictions.

Public transportation services in the project vicinity should:

- Provide daily peak hour commuter service to the core areas of the city.
- Provide a guaranteed ride home program to all users of the public transportation system and publicize it well.
- Provide park-and-ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities.

Project Relevance

IAMP 21 will take guidance on public transportation development into account.

Oregon Freight Plan (2011)

The purpose of the Oregon Freight Plan, which is an Element of the Oregon Transportation Plan, is to "improve freight connections to local, state, tribal, regional, national and international markets with the goal of increasing trade-related jobs and income for Oregon workers and businesses". The plan documents the economic importance of freight movement in Oregon, identifies transportation networks important to freight-dependent industries and recommends multimodal strategies to increase strategic freight system efficiency. The plan identifies sixteen freight issues and strategies with action steps to address the issues.

The study area is in the Western Freight Corridor of the state. According to the Freight Plan, the Western Freight Corridor contains some of the major intermodal facilities in the state, which move both heavy and valuable goods to markets around the world. Transportation facilities area also identified as necessary to support resource based industries as those found in the study area and the area surrounding the study area. Interstate 5 carries the majority of north/south freight traffic in Oregon and connects the Oregon freight system with national and international

destinations. Besides I-5, the Western Corridor Freight Facilities, in or near Talent include:

- Shortline rail: Central Oregon & Pacific Railroad, WCTU Railway
- Categories I, II and III Airports: Ashland Municipal Airport, Grants Pass Airport, Rogue Valley International-Medford Airport
- Facilities Providing Connectivity: U.S. 199 & OR 227, OR 140

The study area is in the Rogue Valley Area Commission on Transportation (ACT). In the Rogue Valley ACT, the largest commodity group is Machinery, Instruments, Transportation Equipment and Metals in terms of value, and Forest or Wood Products in terms of tons. However, neither of these commodity groups is expected to grow particularly fast over the next 25 years. The Petroleum, Coal and Chemicals group is expected to nearly double over the next 25 years both in terms of value and tons.

Project Relevance

Maintaining and enhancing freight system efficiency will be integrated into IAMP 21.

Highway Design Manual

The 2012 Highway Design Manual provides uniform standards and procedures for ODOT. It is intended to provide guidance for the design of new construction; major reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); or resurfacing (1R) projects. The manual shall be utilized by all Department personnel for planning studies and during project development. It is generally in agreement with the American Association of State Highway and Transportation Officials (AASHTO) document "A Policy on Geometric Design of Highways and Streets – 2011". However, sound engineering judgment must continue to be a vital part in the process of applying the design criteria to individual projects. The flexibility contained in the 2012 Highway Design manual supports the use of Practical Design concepts and Context Sensitive Design practices.

The 2012 Highway Design Manual is to be used for all projects that are located on the state highways. National Highway System or Federal-aid projects on roadways that are under the jurisdiction of cities or counties will typically use the 2011 AASHTO design standards or ODOT 3R design standards. State and local planners will also use the manual in determining design requirements as they relate to the state highways in Transportation System Plans, Corridor Plans, and Refinement Plans.

The 2012 Highway Design Manual will replace previous versions of the Highway Design manual and related Technical Bulletins and letters. It is not a legal document.

I-5 Rogue Valley Corridor Plan

The I-5 Rogue Valley Corridor Plan assesses existing and future transportation conditions along I-5 from Exit 11 south of Ashland to Exit 35 north of Central Point.

It identifies strategies and improvements to enhance transportation safety and capacity within the corridor. The purpose of the plan is to assess the physical and operating conditions of the statewide I-5 corridor.

Project relevance: One of the recommended improvements from the plan includes resurfacing and adding one lane along the I-5 southbound off-ramp at Exit 21 in 2028.

Federal Highway Administration Access to Interstate System Policy

The Interstate System is a critical element of the surface transportation system, providing a network of limited access freeways which facilitate the distribution of virtually all goods and services across the United States. The Interstate System also influences the mobility and safety of people and goods by providing access to local highway and networks of public streets. As a result, it is in the national interest to preserve and enhance the Interstate System to meet the needs of the surface transportation system of the United States for the 21st Century.

Appendix B

EXISTING CONDITIONS

INTRODUCTION

This technical memorandum describes land use, comprehensive plan designations, and zoning in the Study Area, populations protected by federal and state laws and policies in the Area of Social Impact (ASI), and the transportation system and environmental conditions in the Area of Primary Impact (API). Figure B-1 shows the boundaries of the Study Area, Figure B-2 the boundaries of the ASI, and Figure B-3 the boundaries of the API.

EXISTING LAND USE

Figure B-4 shows existing land use within the Study Area. The majority of the Study Area is within the City of Talent urban growth boundary (UGB), with predominantly urban uses. Adjacent to the interchange to the east, land use is primarily agricultural, with some rural residential. Immediately adjacent to the interchange to the west, the Bear Creek Greenway parallels Interstate 5 (I-5) and Lynn Newbry Park is located just south of West Valley View Road. Also along West Valley View Road to the west of the interchange there are commercial and industrial uses, including a recreational vehicle (RV) campground, gas station, truck stop, and motorcycle manufacturing plant. Some land along West Valley View Road is vacant or underused. Further west from the interchange, land use is primarily residential, with commercial uses near and along OR 99.

Figure B-5 shows City of Talent and Jackson County Comprehensive Plan designations for the Study Area. East of the interchange, the Study Area is predominantly designated Agricultural Land, although land in the southeast quadrant of the interchange is designated Commercial. West of the interchange, land along Bear Creek is designated Parks and Greenway. Land adjacent to OR 99 and West Valley View Road is designated Commercial. High-Density Residential designations are concentrated around Talent Avenue and East Rapp Road, as well as on the north edge of the Study Area between OR 99 and I-5. The remainder of the Study Area is designated Low-Density Residential and Manufactured Home. On its western edge, the Study Area extends beyond the UGB to include four of the urban reserves in the Greater Bear Creek Valley Regional Plan.

Figure B-6 shows City of Talent and Jackson County zoning for the Study Area. To the east of the interchange, most land is zoned Exclusive Farm Use. However, land in the Study Area south of West Valley View Road is zoned Rural Residential – 5 by Jackson County. To the west of the interchange, land nearest the interchange is zoned Interchange Commercial and Highway Commercial and land along West Valley View Road closer to OR 99 is zoned Highway Central Business District. The only land in the Study Area zoned for industrial use is west of Talent Avenue between East Rapp Road and Arnos Street. As Figure B-6 shows, other land in the

Study Area is zoned High-Density Residential, Mobile Homes, and Low-Density Residential.

Within the Study Area, there are eight major areas of vacant and developable land, as shown in Figure B-7. Table B-1 lists the number of parcels and vacant acreage in each area.

Figure B-1. Study Area

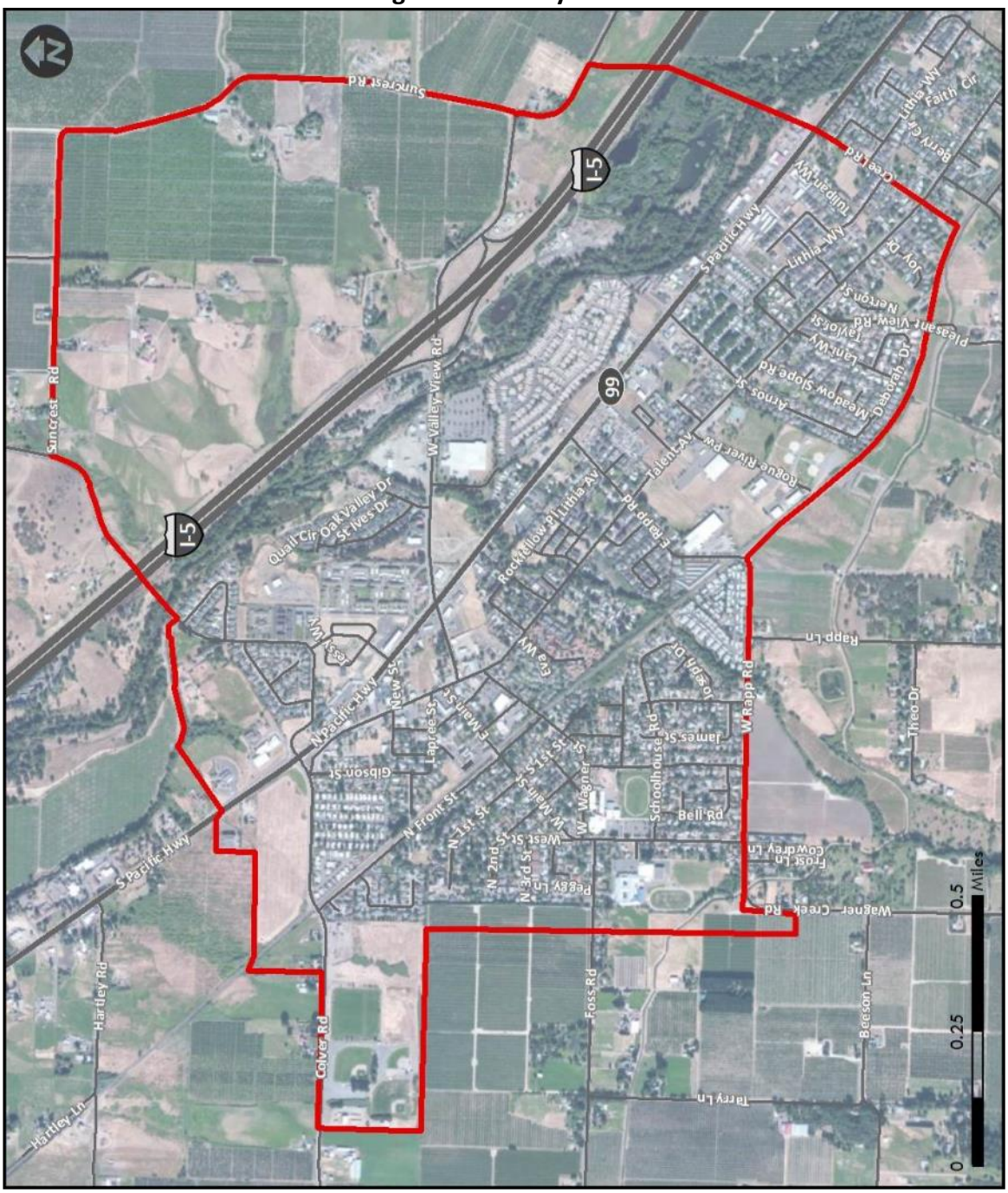


Figure B-2. Area of Social Impact

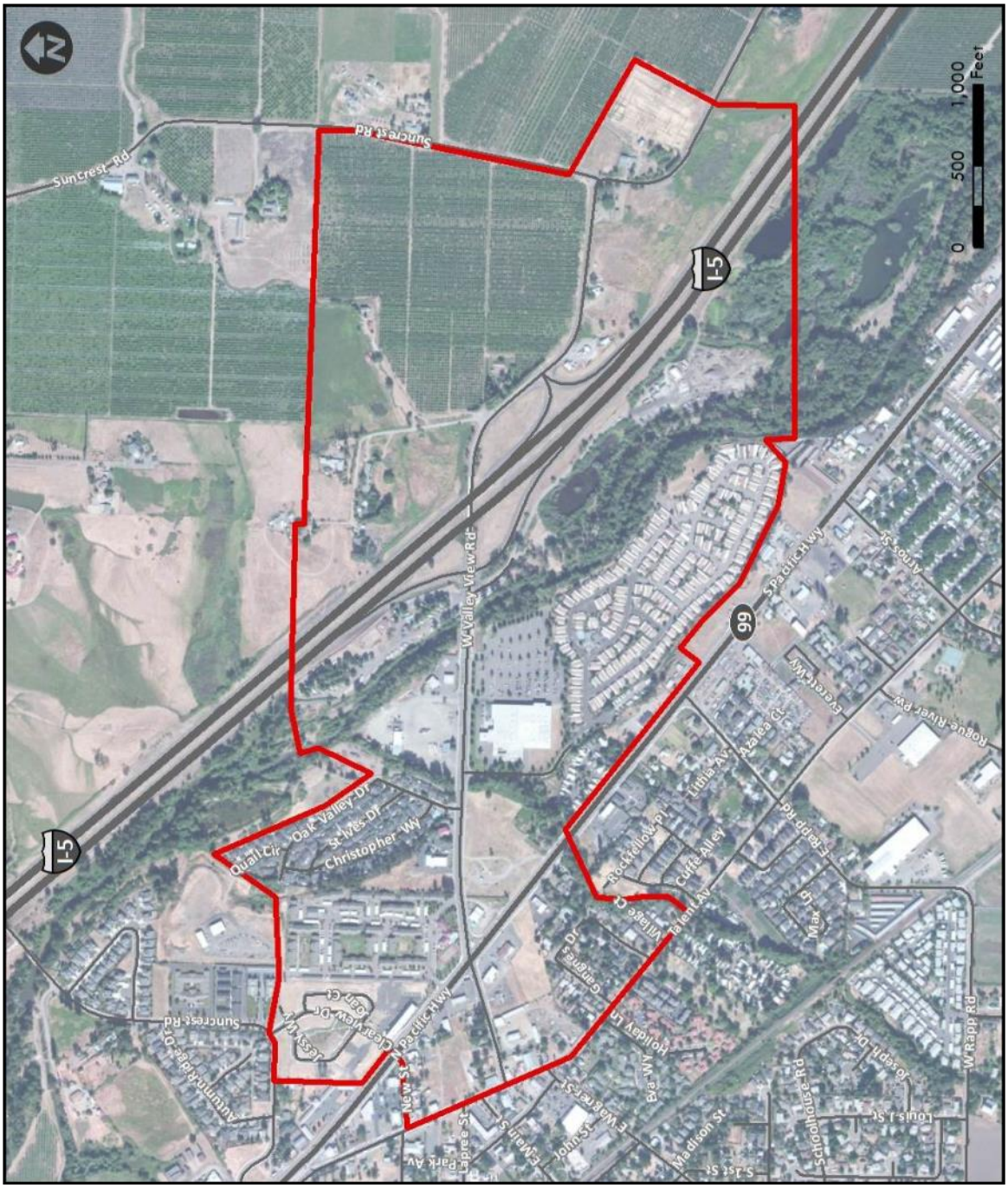


Figure B-3. Area of Primary Impact

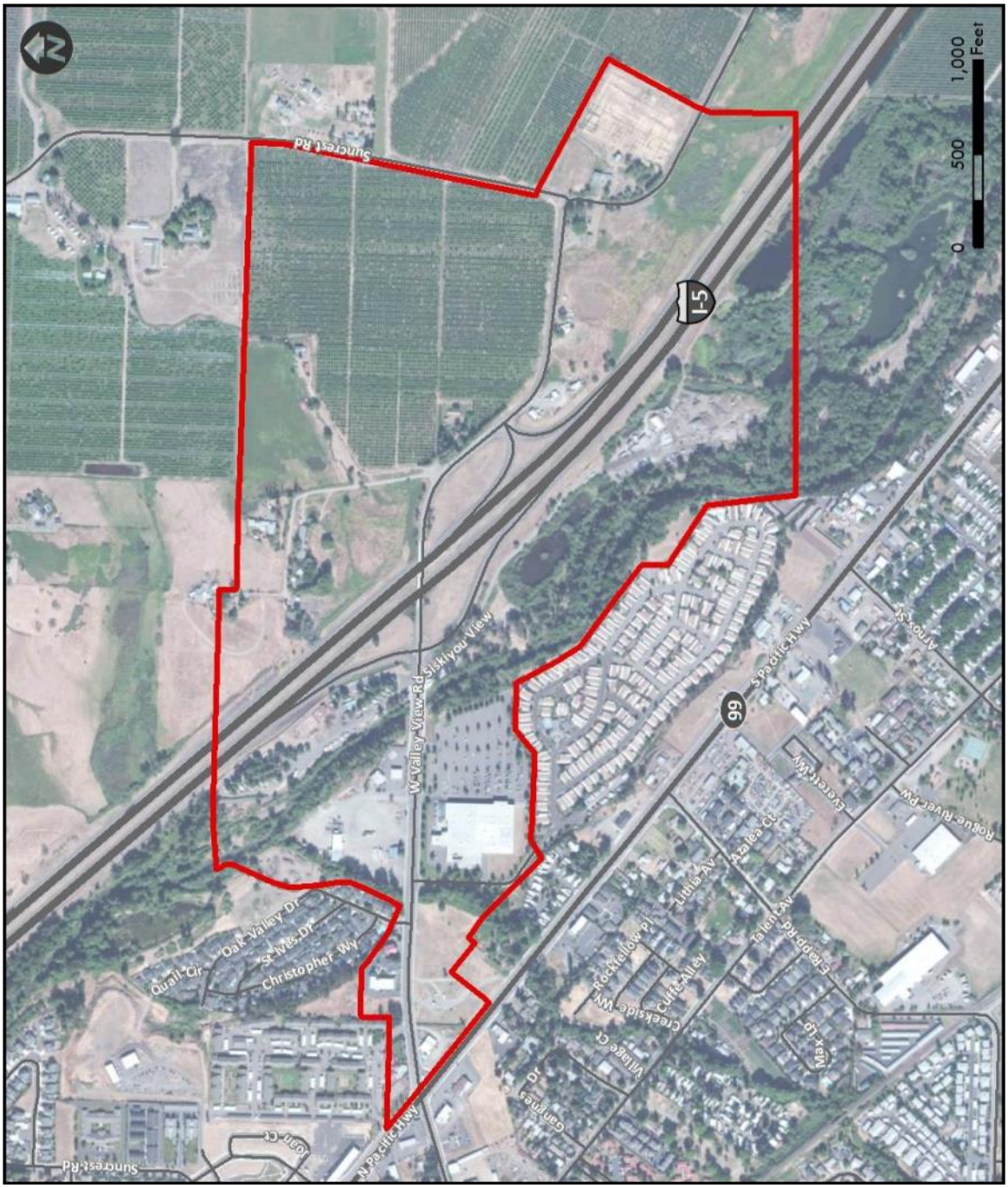


Figure B-4. Existing Land Use in the Study Area

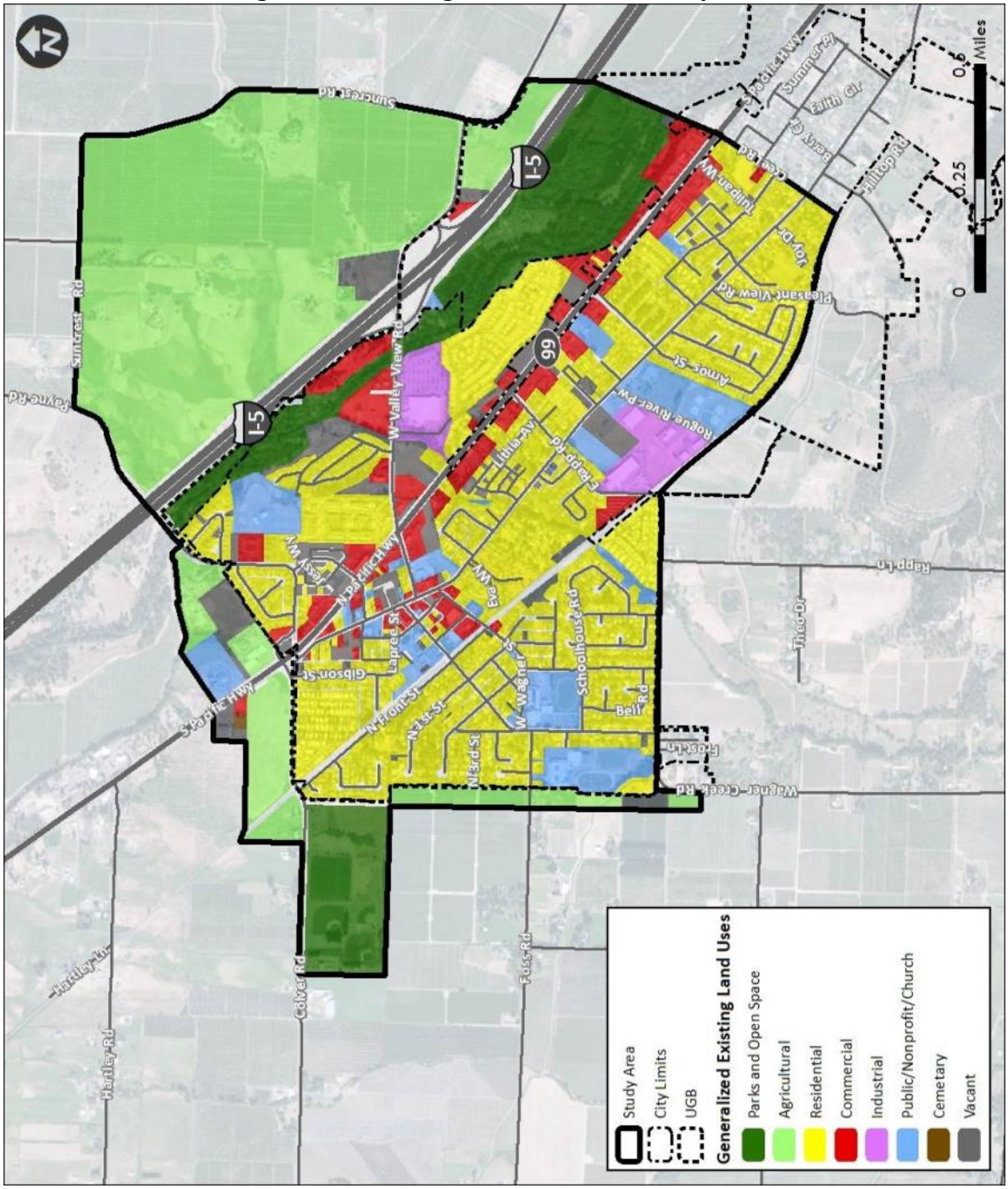


Figure B-5. Study Area Comprehensive Plan Designations

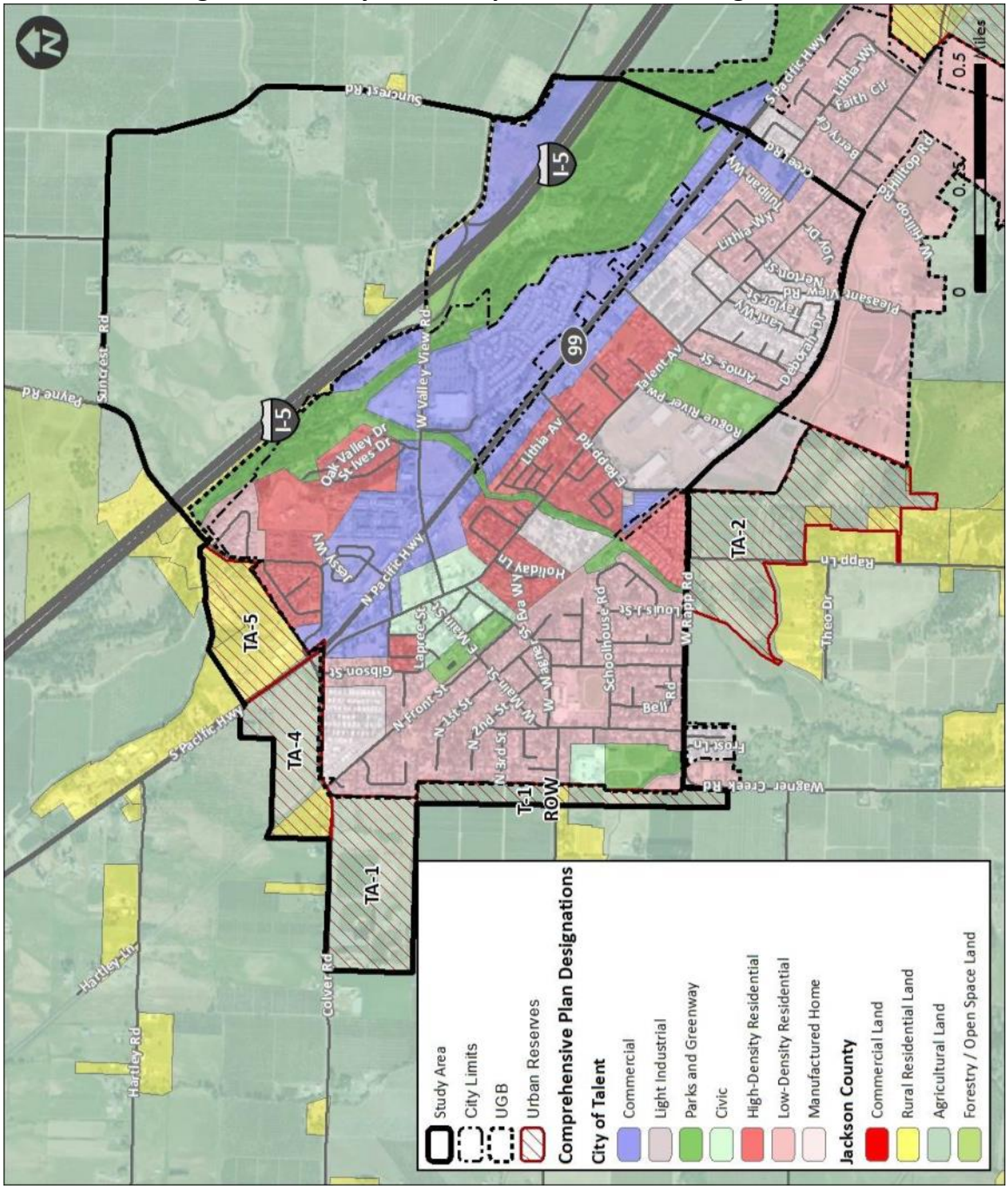


Figure B-6. Study Area Zoning

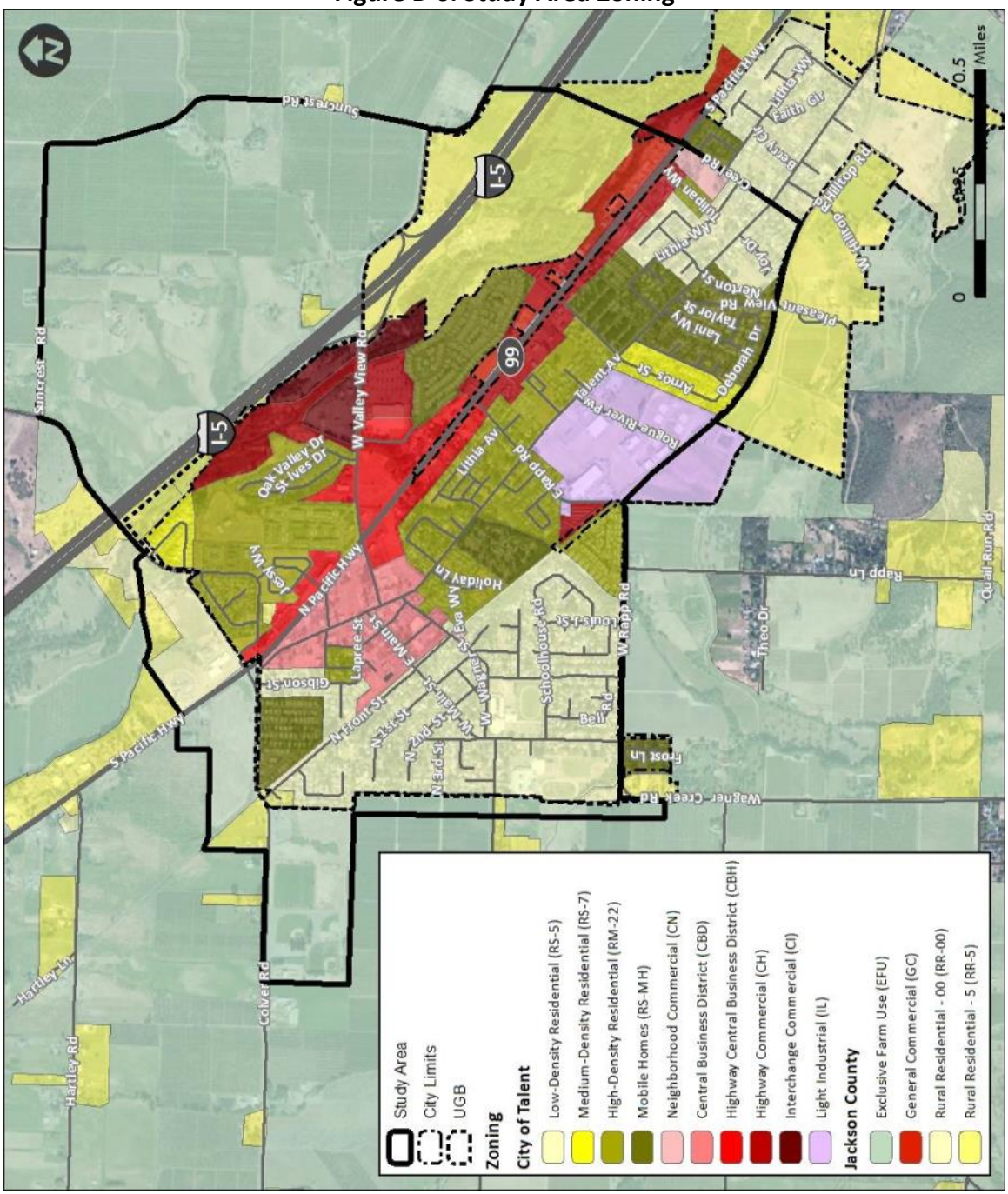


Figure B-7. Major Areas of Vacant and Developable Land in the Study Area

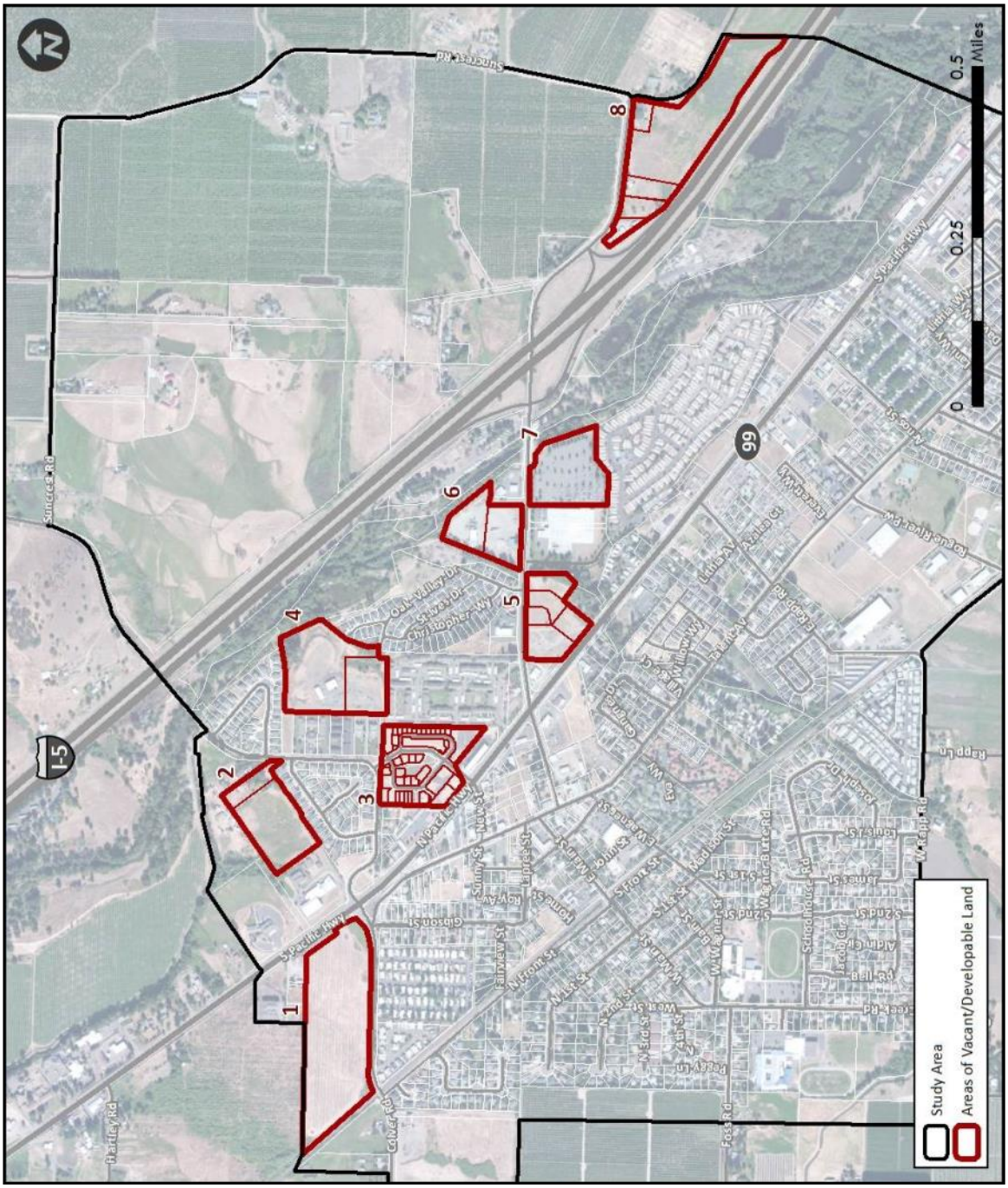

Study Area
Areas of Vacant/Developable Land
0
0.25
0.5
Miles
1
2
3
4
5
6
7
8
I-5
99
Sunrise Rd
Harley Rd
Crover Rd
Fess Rd
S Pacific Hwy
N Pacific Hwy
Oak Valley Dr
Silver Dr
Christopher Wy
Glenn Ave
Glenn St
Glenn Ave
Glenn St
Glenn Ave
Glenn St

Table B-1. Major Areas of Vacant and Developable Land in the Study Area

Area Number on Figure B-7	Number of Parcels	Total Acreage
1	1	17.36
2	2	7.42
3	40	5.56
4	2	11.07
5	6	7.76
6	2	5.61
7	1	6.73
8	5	16.90

EXISTING TRANSPORTATION SYSTEM

STREET NETWORK

The Exit 21 Interchange is an urban interchange that functions as the main access to the City of Talent and provides access to back road routes to outlying areas of the City of Phoenix to the north and the City of Ashland to the south. The interchange ramps connect to West Valley View Road, which is classified as a major arterial west of I-5 and as a minor collector east of I-5. The function of West Valley View Road differs significantly east and west of the interchange because of the different land uses described above.

West Valley View Road is a two-lane roadway from Suncrest Road to approximately 500 feet west of the southbound I-5 ramps, where it widens to five lanes, with sidewalks and bike lanes on both sides. Access points on both sides of I-5 are spaced irregularly, have varying widths and numerous cuts per property. The portion west of I-5 intersects with OR 99 and serves as the gateway to downtown Talent.

Table B-2 contains an inventory of the roads and streets in the API. Table B-3 contains additional information for the higher order streets.

The interchange layout has a gull-wing configuration east of I-5 at the northbound freeway ramp terminals and a half-diamond configuration west of I-5 at the southbound terminals. The northbound and southbound ramps are approximately 1,380 feet apart and are connected by a two-lane bridge over I-5 with no sidewalks or bike lanes. Both the northbound and southbound ramp terminals have single lane approaches to West Valley View Road and connect via stop-controlled intersections.

A deficiency is that private driveways and public streets are too close to I-5 on/off ramp terminals.

Table B-2. Roadways in the API

Roadway/Highway Name	Jurisdiction	ODOT Functional Classification	City Functional Classification	Posted Speed (mph)	No. of Lanes
I-5 (Pacific Highway No. 1)	ODOT	Interstate Hwy, NHS, FR, TR	-	65	4
I-5 Northbound & Southbound Ramps	ODOT	Interstate Hwy, NHS, FR, TR	-	-	1
West Valley View Road east of I-5	Jackson County	Urban Collector	Minor Collector	55	2
West Valley View Road west of I-5	City of Talent	Minor Arterial	Minor Arterial	40	3-5
OR 99	ODOT	District Highway	Major Arterial	40	5
Suncrest Road	Jackson County	Urban Collector	Minor Collector	55	2
Mountain View Dr	City of Talent	-	Private Street	-	-
Oak Valley View Dr	City of Talent	-	Private Street	-	-
Siskiyou View	City of Talent	-	Private Street	-	-

Note: NHS: National Highway System; FR: Freight Route; TR: Truck Route

Table B-3. API Arterial and Collector Characteristics

Roadway/ Highway	Section	Pavement Type/Width (ft)/ Condition	Shoulder Type	ROW Width (ft)	No. of Lanes/ Lane Widths (ft)	Medians Type/Width (ft)
West Valley View Road	Suncrest Road to I-5 NB ramps	Asphalt/22/good	Gravel	60	2/11	None
	I-5 NB ramps to bridge	Asphalt/24/good	Asphalt	60	2/12	None
	Bridge to I-5 SB ramps	Asphalt/22/excellent	Asphalt	50	2/11	None
	I-5 SB ramps to Siskiyou View	Asphalt/58/excellent	Asphalt	60	3/11-16	None
	Siskiyou View to Hinkley Road	Asphalt/60-66/excellent	Curb	60-66	4-5/11	None
	Hinkley Road to Mountain View	Asphalt/66/excellent	Curb	80	5/11	None
	Mountain View to Oak Valley	Asphalt/54-66/excellent	Curb	72-80	4-5/11	None
	Oak Valley to OR 99	Asphalt/54-58/excellent	Curb	66	4/11	None
OR 99	South of West Valley View	Asphalt/72/excellent	Curb	72	5/12	Concrete/6
	North of West Valley View	Asphalt/72 / excellent	Curb	72	5/12	Concrete/6
Suncrest Road	North of West Valley View	Asphalt/22/good	Gravel	40	2/11	None
	South of West Valley View	Asphalt/22/good	Gravel	40	2/11	None

ACCESSES

An access inventory was obtained from aerial photography and site visits. The following information includes public street intersections, as well as both public and private access points to businesses and residences. Thirty-eight access points were identified (26 west of I-5 and 12 east of I-5).

Figure B-8 shows existing access locations. Table B-4 corresponds to the figure and provides details for all approaches in the API, including type of use, width, side of road, tax lot information, and distance to the next access point. Access spacing is measured along the same side of the roadway.

The spacing between the northbound and southbound ramp terminals is 1,380 feet, which meets the Oregon Department of Transportation (ODOT) spacing standard of 1,320 feet (1/4 mile) in the Oregon Highway Plan (OHP). Other access points along West Valley View Road, however, do not meet ODOT spacing standards. Two driveways (one on each side of West Valley View Road) west of I-5 are within 160 feet of the southbound ramp terminals, and another driveway east of I-5 is within 150 feet of the northbound off ramp. Numerous driveways and private street intersections within a 1/4 mile of the ramp terminals fail to meet ODOT spacing standards. The City of Talent Transportation System Plan (TSP) contains recommended access management guidelines by roadway functional classification and appropriate adjacent land use type. Table 3 on page 55 in the TSP indicates a minimum spacing standard of 300 feet within a 30-40 mile per hour zone for minor arterials, but most accesses along West Valley View Road do not currently meet this standard.

BRIDGES

Table B-5 profiles the West Valley View Road Bridge over I-5 at the Exit 21 Interchange. The sufficiency rating is the product of a complex formula that takes into account four separate factors to obtain a numeric value rating of the ability of a bridge to service demand. A sufficiency rating of 100 would represent an entirely sufficient bridge and zero percent would represent an entirely insufficient or deficient bridge. Bridges with a sufficiency ration of 50 or less are eligible for replacement.

Two additional elements are used to rate bridge conditions: structural deficiency and functional obsolescence. Structural deficiency is determined based on the condition rating for the deck, superstructure, substructure, or culvert and retaining walls. It may also be based on the appraisal rating of the structural condition or waterway adequacy. Functional obsolescence is determined based on the appraisal rating for the bridge deck geometry, under-clearances, and approach roadway alignment. It may also be based on the appraisal rating of the structural conditions or waterway adequacy.

The West Valley View Road Bridge is shown in Table B-5 to be functionally obsolete with fair to good structural condition.

Figure B-8. API Accesses

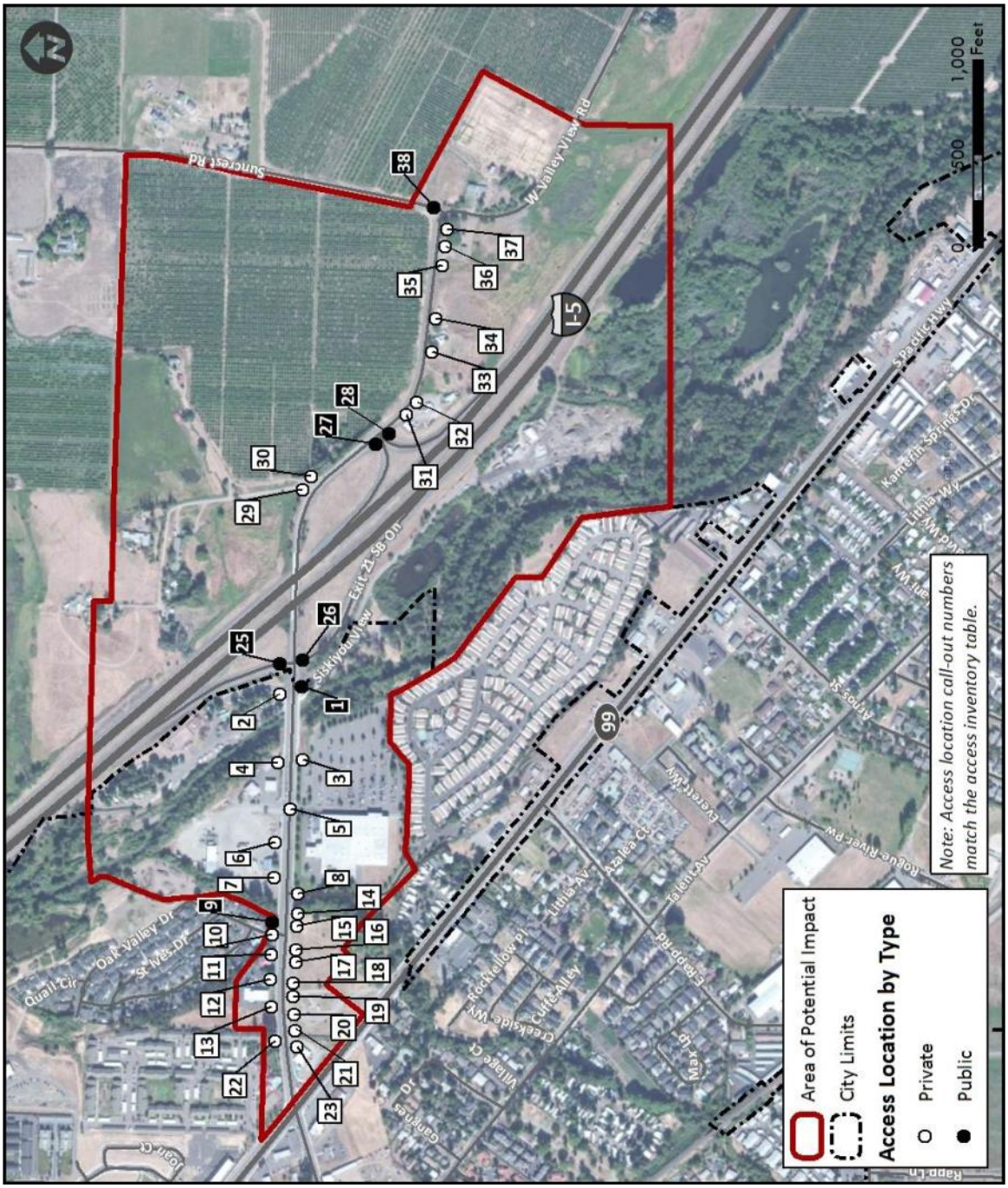


Table B-4. West Valley View Road Access Inventory

ID	Public vs Private/Type	Site Use	Distance to Nearest Access (ft)	Access Road Width (ft)	Tax Lot Number	Traffic Control
West of I-5 SB Ramps						
1	Public/Street - Park	Siskiyou View Newbry Park	160	62	381W24C TL 1400	Stop Controlled
2	Private/Commercial	American RV Resort	160	44	381W24C TL 1700	Stop Controlled
3	Private/Commercial	Brammo RIRO	272	54	381W23D TL 1900	Stop Controlled
4	Private/Commercial	Chevron	240	44	381W23D TL 100	Stop Controlled
5	Public/Street	Hinkley Rd	190	64	-	Signal
6	Private/Commercial	Talent Truck Stop	185	100	381W23D TL 201	None
7			74	100		
8	Private/Residential	Mountain View Estates	74	62	-	Stop Controlled
9	Public/Easement	Wagner Creek Maintenance	90	24	381W23D TL 102	Stop Controlled
10	Private/Street	Oak Valley	90	28	-	Stop Controlled
11	Private/Commercial	Country Store	112	28	381W23DD TL 3300	None
12	Private/Commercial	Talent Plaza	118	25	381W23DD TL 3202	None
13			190	28		
14	Private/Commercial	Organic Grind Coffee Stand	90	22	381W23D TL 1206	None
15			100	22		
16			22	22	381W23D TL 1203	None
17			22	22		
18			22	22	381W23D TL 1204	None
19			22	22		
20			100	37	381W23D TL 1200	None
21			40	22		
22	Private/Residential	Anjou	190	45	381W23D TL 800, 901	None
23	Private/Commercial	Suntym Pools	40	22	381W23D TL 1000, 1100	None
24	Public/Street	OR 99	370	72	-	Signal
I-5 Ramp Terminals						
25	Public/Street	I-5 SB Off Ramp	160	60	-	Stop Controlled
26		I-5 SB On Ramp		125	-	
27	Public Street	I-5 NB On Ramp	62	56	-	Stop Controlled
28		I-5 NB Off Ramp	62	47	-	

Table B-4. West Valley View Road Access Inventory (continued)

ID	Public vs Private/Type	Site Use	Distance to Nearest Access (ft)	Access Road Width (ft)	Tax Lot Number	Traffic Control
	East of NB Ramps					
29	Private/Residential	Residential	44	55	381W24C TL 400	None
30	Private/Residential	Residential	44	55	381W24C TL 800	None
31	Private/Commercial	Oil	60	90	381W24C TL 900	None
32			60	18		None
33	Private/Residential	Residential	170	65	381W24C TL 1100	None
34			170	24		
35	Private/Residential	Residential	100	36	381W25A TL 600	None
36			45	32		
37			45	12		
38	Public/Street	Suncrest Road	125	80	-	Stop Controlled

Table B-5. Profile of the West Valley View Road Bridge Over I-5 at the Exit 21 Interchange

Milepost	Bridge #	Name	Year Built	Length (ft)	Sufficiency Rating	Structural Condition	Deficiencies
21	08681	Valley View Rd Conn #2 over Hwy 1	1962	358	71.1	Deck: Satisfactory Superstructure: Fair Substructure: Good	Functionally Obsolete

Note: From ODOT's Trans GIS web site at https://gis.odot.state.or.us/transgis/ and the ODOT 2014 Bridge Log at http://www.oregon.gov/ODOT/HWY/BRIDGE/docs/brlog.pdf.

BICYCLE AND PEDESTRIAN NETWORK

Almost the entire stretch of West Valley View Road from OR 99 to I-5 includes sidewalks and marked bike lanes and no on-street parking. Sidewalks and street lights have been added along vacant parcel frontages to close gaps and create a continuous path to the Bear Creek Greenway. The sidewalks and bike lanes on the west side of I-5 are in good to excellent condition. Both bike lanes and sidewalks end at Siskiyou View Road, just west of I-5. From Siskiyou View Road east, West Valley View Road has neither sidewalks nor bike lanes and is difficult to walk or bike along because of meandering shoulders of various widths and condition. Table B-6 provides a summary of these facilities. Figure B-9 shows existing bicycle and pedestrian improvements.

Table B-6. Bicycle and Pedestrian Facilities in the API

Location	Segment	Bicycle Facilities		Pedestrian Facilities		On-Street Parking	Crosswalks
		Type	Width (ft)	Type	Width (ft)		
West Valley View Road	East of I-5	None	-	None	-	No	No
	I-5 to Siskiyou View	None	-	None	-	No	No
	Siskiyou View to Hinkley	Lane	6	Sidewalk	5-7	No	Yes (At Hinkley)
	Hinkley Road to Mountain View	Lane	4	Sidewalk	5	No	No
	Mountain View to Oak Valley	Lane	4	Sidewalk	5	No	No
	Oak Valley to OR 99	Lane	4	Sidewalk	5	No	Yes (At OR 99)
OR 99	ODOT	Lane	6	Sidewalk	6	No	Yes
Suncrest Road	Jackson County						No
Oak Valley View Drive	Private	None	-	Sidewalk	5	Yes	No
Mountain View Drive	Private	None	-	Sidewalk	5	Yes	No
Hinkley Road	Private	None	-	None	-	Yes	Yes
Siskiyou View	Private	None	-	None	-	No	No

Two locations along West Valley View Road likely draw bicyclists and pedestrians. One is the Chevron service station, due to its proximity to the Bear Creek Greenway. The other is Talent Plaza, which includes an assortment of retail and office uses that are within walking/biking distance of residential subdivisions in the surrounding area. Figure B-9 shows the locations of the Chevron service station and Talent Plaza.

Deficiencies include a lack of curb, gutter, sidewalks, or bike lanes on West Valley View Road from Siskiyou View Road to Suncrest Road.

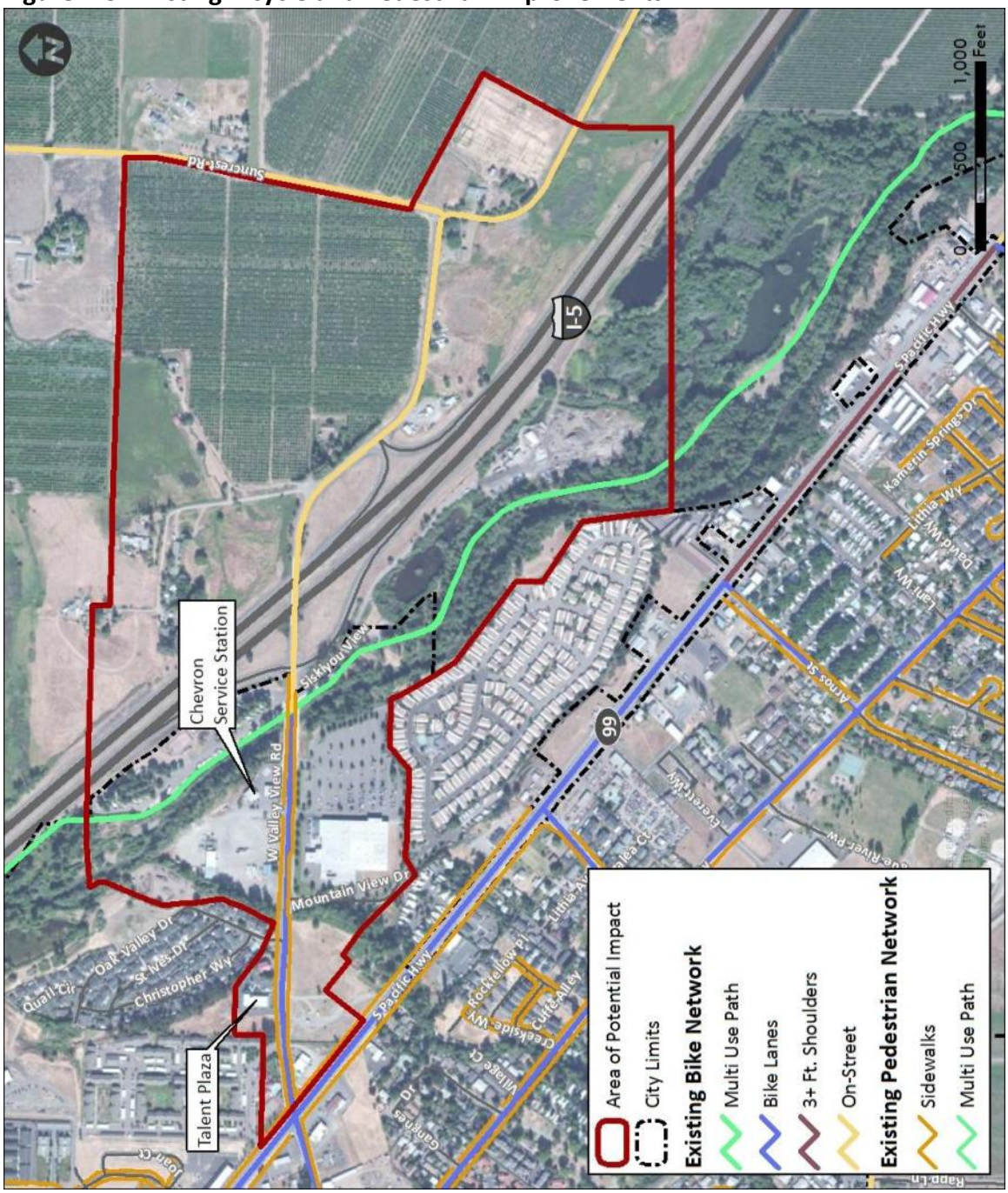
PUBLIC TRANSIT SERVICES

The Rogue Valley Transportation District (RVTD) serves the Talent area with fixed-route bus service and on-demand services. RVTD Route 10 connects Talent to the Cities of Phoenix, Medford, Central Point, and Ashland via OR 99. In Talent, Route 10 follows Talent Avenue, which is west of OR 99.

RAILWAYS

The Central Oregon and Pacific rail lines run north and south through Talent about 1,900 feet west of OR 99. There are seven at-grade street crossings within the city limits and UGB. None are located within the API.

Figure B-9. Existing Bicycle and Pedestrian Improvements



RACIAL AND ETHNIC MINORITIES, LOW-INCOME PERSONS, THE PHYSICALLY AND MENTALLY DISABLED, AND THE ELDERLY

Title VI of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, color, and national origin in programs and activities receiving federal financial assistance. Executive Order 12898, entitled Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, requires agencies undertaking federally funded projects to identify low-income and minority populations, ensure their participation in the decision-making process, and avoid disproportionately high and adverse impacts on them. Under the Americans with Disabilities Act, federally funded projects must provide to persons with disabilities the same degree of convenience, accessibility, and safety available to the general public. Policy 1.2, Equity, Efficiency and Travel Choices, of the Oregon Transportation Plan, states, "It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged." The transportation disadvantaged are defined as "those individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability." Taken together, these laws and policies protect racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly.

The ASI is believed to contain a population of low-income persons who live in the American RV Resort located next to the Exit 21 Interchange and populations of elderly persons living in the Oak Valley Planned Community and Mountain View Estates subdivisions (Figure B-10). This is based on the use of dilapidated RVs for permanent housing at the American RV Resort and the signs at the entrances to both subdivisions, which identify them as for residents 55 years of age or older. Housing conditions in the rest of the ASI do not suggest other concentrations of low-income or elderly populations. As described in the remainder of this section, the boundaries of the areas used by the U.S. Bureau of the Census to report data limit the data's usefulness for identifying protected populations in the ASI. However, the data does not suggest the presence of concentrations of minority populations in the ASI. Based on consultations with the Jackson County Public Health Division and Oregon Department of Human Services data bases, there do not appear to be any facilities serving the elderly or disabled, such as adult foster care homes, in the ASI.

The ability to draw inferences about the ASI from U.S. Bureau of the Census data is limited because the ASI boundaries do not align with Census bureau enumeration area boundaries. As shown in Figure B-11, the ASI contains portions of census block groups (BGs) 1, 3, and 4 of Census Tract (CT) 17. BG 1 of CT 24 also intersects the ASI, but statistics for it are not reported here. This is because BG 1 of CT 24 is sparsely populated and its population is concentrated at the north end in the vicinity of Phoenix. All BGs referenced below are in CT 17.

Census statistics are consistent with concentrations of the elderly in the Oak Valley Planned Community and Mountain View Estates. As shown in Table B-7, the population of BG 1 has around the same median age (41) as the state (38) and Jackson County (42). However, BG 1 has a higher percentage population age 65 or older (22 percent) than both the state (14 percent) and Jackson County (18 percent). The median age in BG 3 is much higher (58) than that of the state and Jackson County. In addition, the percentage of population 65 and over is considerably higher (40 percent). However, the population of BG 4 is, on average, younger (median age of 37) than the state and Jackson County. In addition, the percentage of the population 65 or older is lower (13 percent) than the state and Jackson County.

Table B-7. Population By Age

Geographic Area		Total Population	Median Age	Under 18		65 and Older	
				Pop.	*%*	*Pop.*	*%*
Oregon		3,831,074	38	866,453	23	533,533	14
Jackson County		203,206	42	44,312	22	35,834	18
Area of Social Impact	*CT 17 BG 1*	1,672	41	296	18	362	22
	CT 17 BG 3	586	58	72	12	233	40
	CT 17 BG 4	2,895	37	722	25	374	13

Source: U.S. Census Bureau, 2010 Decennial Census. Table P12, Sex by Age.

A "low-income" individual is a person whose household income is at or below the poverty levels defined in U.S. Department of Health and Human Services guidelines. Poverty levels vary depending on the number of adults and children in a household. Data on the low-income populations of the ASI BGs are limited by the statistical reliability issues of the American Community Survey. CT 17 is estimated to have a slightly higher percent low income population (18 percent) than the state (16 percent) and Jackson County (17 percent). While low-income data for BG 3 were not statistically reliable, BG 1 and BG 4 are estimated to have percent low-income populations similar to the state and Jackson County (both 17 percent), suggesting that the higher low-income population of CT 17 is likely concentrated in BG 3. Table B-8 summarizes low-income population data for the ASI BGs.

Figure B-10. Areas of Concentrated Elderly and Low-Income Populations

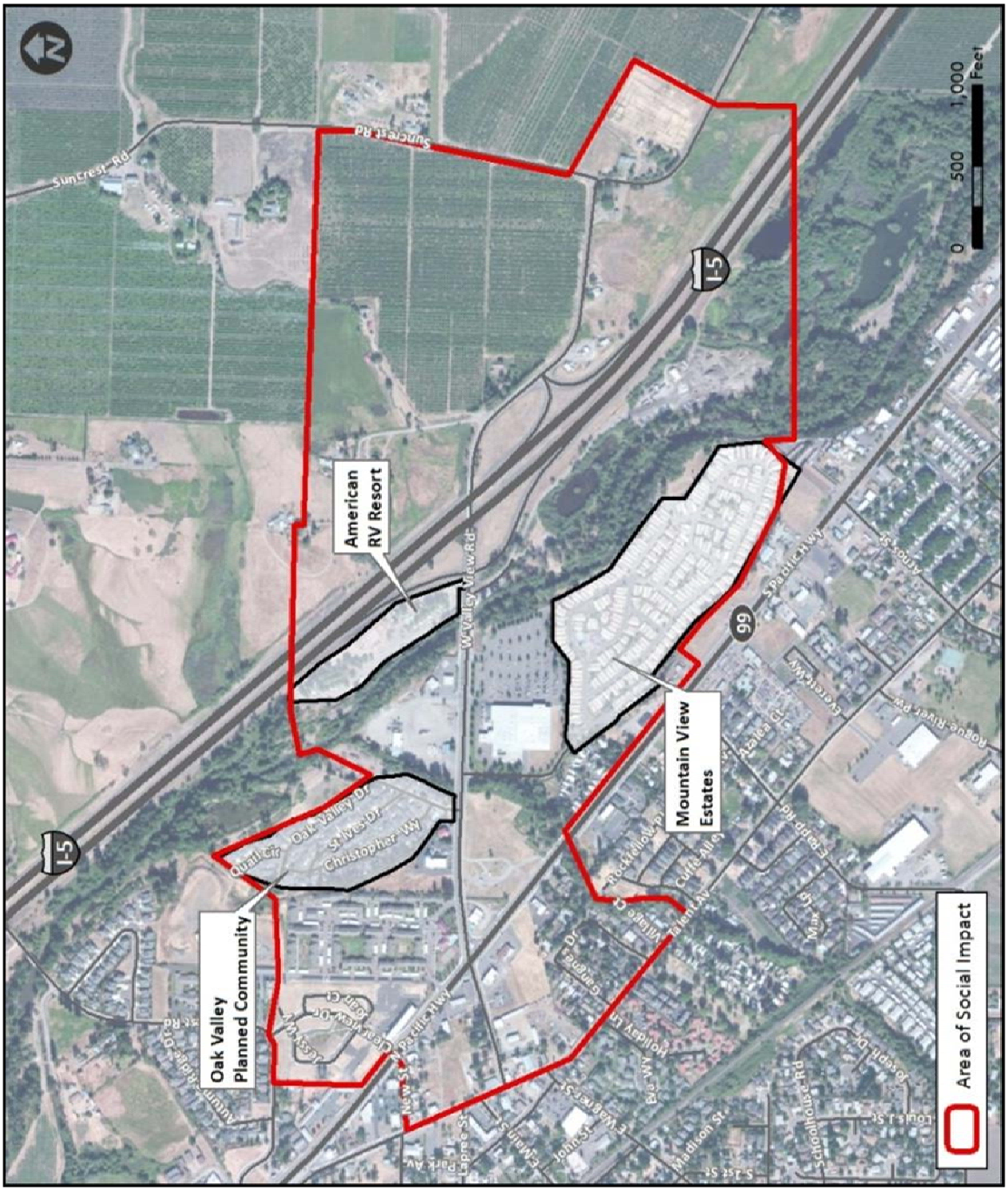


Figure B-11 Area of Social Impact Census Block Groups

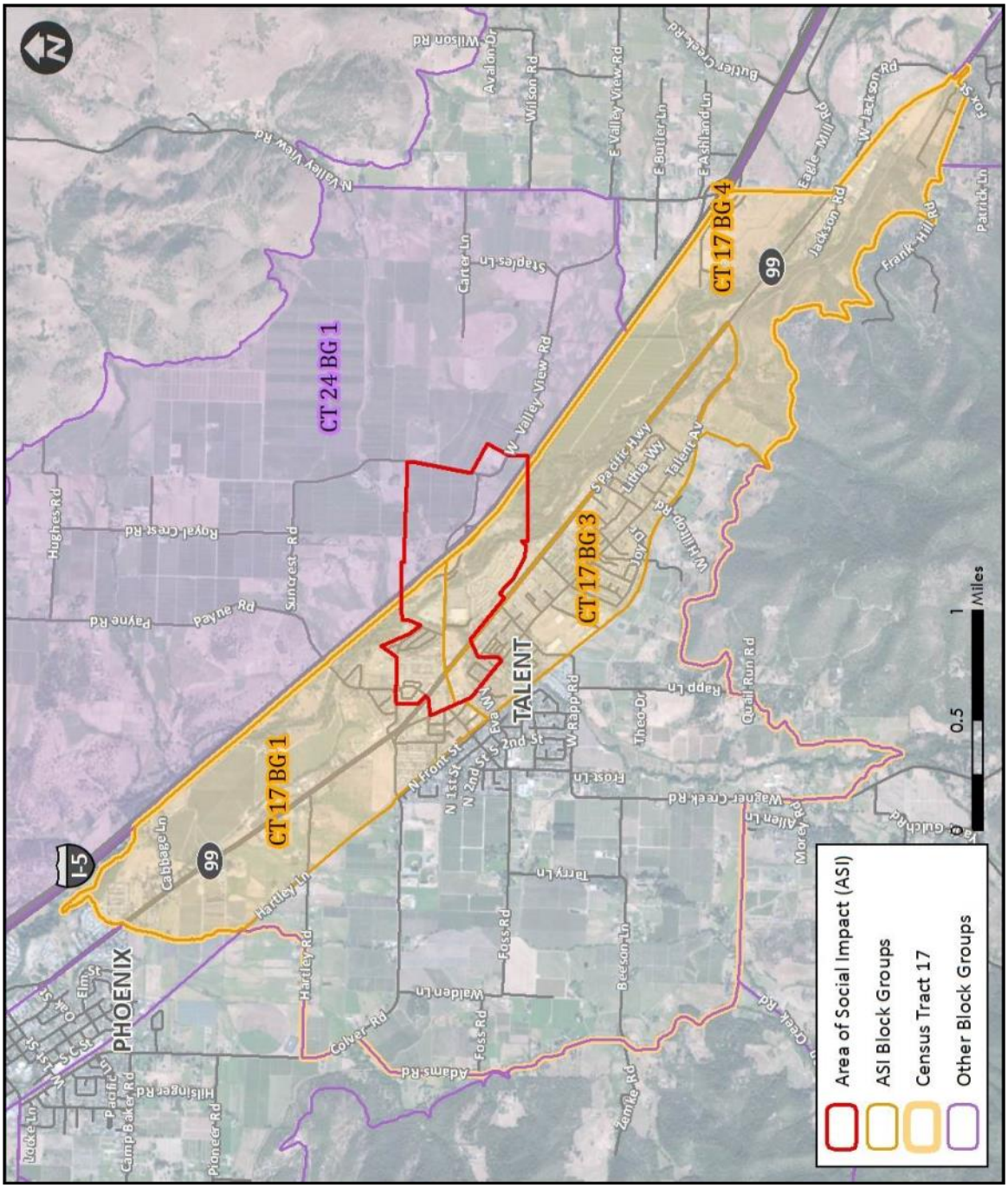


Table B-8. Low-Income Population

Geographic Area		Est. Total Population (MOE)	Income at or below Federal Pov. Level	
			Est. Pop. (MOE)	*Est. %*
Oregon		3762697 (1244)	584059 (9609)	16
Jackson County		201153 (364)	33346 (2104)	17
Area of	*CT 17*	7225 (323)	1328 (412)	18
Social	*CT 17 BG 1*	1512 (389)	253* (154)	17
Impact	*CT 17 BG 3*	421 (93)	*NSR*	*NSR*
Block	*CT 17 BG 4*	3238(417)	562* (325)	17

Note: 1. The total population for these data is the population for which poverty status is determined. This differs from the total population reported in Table 9 above because this data comes from the 2008-2012 American Community Survey 5-Year Estimates, which is based on a sample of the total population, while the data in Table 9 comes from the 2010 Decennial Census, which is a 100 percent count.
2. American Community Survey data is based on a sample of the total population, so there is a range of uncertainty in the data. There are substantial margins of error (MOE) for smaller geographies, such as block groups. All published American Community Survey MOEs are based on a 90 percent confidence level. The MOE can be interpreted roughly as providing a 90 percent probability that the interval defined by the estimate minus the margin of error and the estimate plus the margin of error (the lower and upper confidence bounds) contains the true value. There is no MOE for decennial census data since it is based on a 100 percent count rather than a sample.
3. The MOE provided by the U.S. Census Bureau can be used to calculate coefficients of variation (CV). The CV provides an indication of the reliability of the American Community Survey data. CVs less than 15 percent are considered generally statistically reliable. Estimates that have a CV between 15 percent and 30 percent are somewhat less reliable and are noted with an asterisk (*). CVs above 30 percent are considered not statistically reliable (NSR).
Sources: U.S. Census Bureau. 2012. American Community Survey 2008-2012 5-Year Estimates. Table S1701 Poverty Status in the Past 12 Months and B17021 Poverty Status of Individuals in the Past 12 Months by Living Arrangement.

Based on the 2010 Decennial Census, combined, the ASI BGs have a higher percent minority population (22 percent) than Jackson County (16 percent), but similar to the state as a whole (22 percent). BG 4 has a much higher percent minority population than Jackson County (27 percent), while BG 1 is only slightly higher (18 percent) and BG 3 is significantly lower (12 percent). In all ASI BGs, the minority population is predominantly Hispanic or Latino. Table B-9 provides a summary of race and ethnicity data for the ASI BGs.

Table B-9. Population By Race and Ethnicity

Geographic Area		Total Population	Black or African American		American Indian and Alaska Native		Asian		Native Hawaiian and Other Pacific		Some Other Race		2 or More Races		Hispanic or Latino (of any race)		Total Minority Population		Non-minority Population (White, Not Hispanic or	
			Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%
	Oregon	3,831,074	64,984	1.7	42,706	1.1	139,436	3.6	12,697	0.3	5,502	0.1	109,839	3	450,062	12	825,226	22	3,005,848	78
	Jackson County	203,206	1,227	0.6	1,874	0.9	2,304	1.1	562	0.3	229	0.1	5,242	3	21,745	11	33,183	16	170,023	84
ASI Block Groups	*Combined ASI BGs*	5,153	37	0.7	55	1.1	45	0.9	11	0.2	8	0.2	141	3	845	16	1,142	22	4,011	78
	CT 17 BG 1	1,672	24	1.4	31	1.9	14	0.8	6	0.4	2	0.1	50	3	169	10	296	18	1376	82
	CT 17 BG 3	586	1	0.2	5	0.9	7	1.2	0	0.0	0	0.0	19	3	40	7	72	12	514	88
	CT 17 BG 4	2,895	12	0.4	19	0.7	24	0.8	5	0.2	6	0.2	72	2	636	22	774	27	2121	73

Source:U.S. Census Bureau. 2010. 2010 Decennial Census. Table DP-1 Profile of General Population and Housing Characteristics.

The Americans with Disabilities Act defines a disabled person as a person who has a physical or mental impairment that substantially limits one or more major life activities, has a record of such impairment, or is perceived by others as having such impairment. American Community Survey estimates of disabled population[1] within the ASI are not statically reliable at the block group level. CT 17 is estimated to have a higher percent disabled population (18 percent) than the state (14 percent) and Jackson County (16 percent). BG 3 is likely to have a high percent population with a disability given the high concentration of residents 65 or over (40 percent), who are more likely to have a disability. Table B-10 summarizes ACS disability estimates for the ASI.

Table B-10. Disabled Population

Geographic Area		Est. Total Population (MOE)	Population with a Disability	
			Est. Pop. (MOE)	*Est. %*
	Oregon	3796881 (426)	511297 (4669)	14
	Jackson County	202450 (218)	32259 (1208)	16
Area of Social Impact Block	*CT 17*	7277 (322)	1318 (270)	18
	CT 17 BG 1	NSR	NSR	NSR
	CT 17 BG 3	NSR	*NSR*	*NSR*
	CT 17 BG 4	NSR	NSR	NSR

Note: 1. The total population for these data is the population for which disability status is determined. This differs from the total population reported in Table 9 above because this data comes from the 2008-2012 American Community Survey 5-Year Estimates, which is based on a sample of the total population, while the data in Table 9 comes from the 2010 Decennial Census, which is a 100 percent count.
Sources: U.S. Census Bureau. 2012. American Community Survey 2008-2012 5-Year Estimates. Table B18101 Sex By Age By Disability Status

[1] The American Community Survey covers six disability types: hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and independent living difficulty. ACS respondents who report any one of the six disability types are considered to have a disability.

ENVIRONMENTAL CONDITIONS

Existing environmental conditions within the API were assessed to identify potential constraints to the improvements proposed by the IAMP. This section summarizes the results of a desktop review; information was obtained primarily from published documents and maps, agency websites, and geographic information system data.

STATEWIDE PLANNING GOAL 5 RESOURCES

Statewide Planning Goal 5 requires cities and counties to protect natural resources and conserve scenic and historic areas and open spaces. The API includes two Goal 5 resources, a segment of the Bear Creek Greenway and Lynn Newbry Park, which is part of the Bear Creek Greenway. City of Talent policy protects the Park and Greenway. Policy 1 of the parks element of the Talent Comprehensive Plan states, "It is the policy of the City of Talent to preserve and enhance the quality of its existing parks and recreation resources."[2] The Talent Comprehensive Plan does not identify any historic resources in the API.[3] The Jackson County API lists no Goal 5 Resources in the API.[4]

FLOODPLAINS

The Federal Emergency Management Agency (FEMA), acting through local planning agencies, regulates development within floodplains. FEMA defines the base floodplain as the area having a 1 percent chance of being flooded in any given year, or "100-year floodplain." FEMA-designated 100-year floodplain boundaries within the API are shown on Figure B-11.[5] Bear Creek parallels I-5 diagonally across the API. Wagner Creek flows into the API from the southwest and enters Bear Creek near the northern boundary of the API. Both Bear Creek and Wagner Creek have mapped 100-year floodplains. The City of Talent requires a planning review for development within the base floodplain as defined by FEMA. Similarly, Jackson County requires review and approval before construction within floodplains and regulates development within riparian areas.

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[2] City of Talent, Talent Comprehensive Plan, Element B, Parks, Recreation, Open Space and Urban Forestry, undated, p. 4.

[3] Ibid., Element A, The History of Talent and Historic Preservation Policies And Strategies, undated.

[4] Jackson County, Comprehensive Plan, Chapter 16, Natural And Historic Resources, as amended June 29, 2008, and Goal 5 Resources Background Document (Open Spaces, Scenic and Natural Areas, and Historic Resources), 1990.

[5] Federal Emergency Mapping Agency, 2011. Flood Insurance Rate Map 41029C182F. Available online at https://msc.fema.gov/webapp/wcs/stores/servlet/MapSearchResult?storeId=10001&catalogId=10001&langId=-1&panelIDs=41029C2182F$&Type=pbp&nonprinted=&unmapped=. Accessed March 5, 2014.

WETLANDS

The Oregon Wetlands geographic database compiles wetland data from several sources, including the U.S. Fish and Wildlife Service National Wetland Inventory and approved local wetland inventories. Oregon Wetlands maps numerous wetlands within the API (Figure B-11).[6] Wetlands west of I-5 are generally located along Bear Creek and are primarily associated with historical sand and gravel mining activity. Wetlands east of the highway appear to be associated with irrigation water returning from Jeffrey Creek and associated laterals.

The U.S. Department of Agriculture Natural Resources Conservation Service (NRCS) soil survey for Jackson County shows the majority of the API underlain by moderately to excessively well-drained soils, which are not considered hydric by the NRCS.[7] Hydric soil is mapped in the southeast corner of the API (Figure B-12).

Two perennial streams and one intermittent stream flow within the API. Bear Creek, a perennial stream and tributary to the Rogue River, flows generally northwest, parallel to I-5 on the west side of the highway. Wagner Creek, also a perennial stream, is a tributary to Bear Creek. It flows generally northeast through Talent, crosses into the API through a culvert under OR 99, and enters Bear Creek near the northern boundary of the API, as stated above. The Oregon Department of State Lands (DSL) has designated both Bear and Wagner Creeks as Essential Salmonid Habitat.[8] Jeffrey Creek is an intermittent stream that flows southwest towards Bear Creek via its main channel and several associated irrigation laterals that return water to apparent wetland areas along the east side of I-5.

At the state level, wetlands and waters are primarily regulated by the DSL under the Removal-Fill Law (ORS 196.795, et seq.). The City of Talent and Jackson County also have local wetland regulations, including setbacks, intended to protect wetlands and waters from development.

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[6] Oregon Natural Heritage Information Center and The Wetlands Conservancy, 2009. Oregon Wetland Cover, Dated 20091030. ESRI file geodatabase. Oregon Natural Heritage Information Center, Oregon State University.

[7] Natural Resource Conservation Service, 2013. Web Soil Survey. Available online at: http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm. Accessed February 28, 2014.

[8] Oregon Department of State Lands, 2013. Essential Salmonid Habitat, Jackson County. Available online at: http://www.oregon.gov/dsl/PERMITS/docs/maps/jackson.pdf. Accessed March 6, 2014.

Figure B-11. 100-Year Floodplain and Wetlands

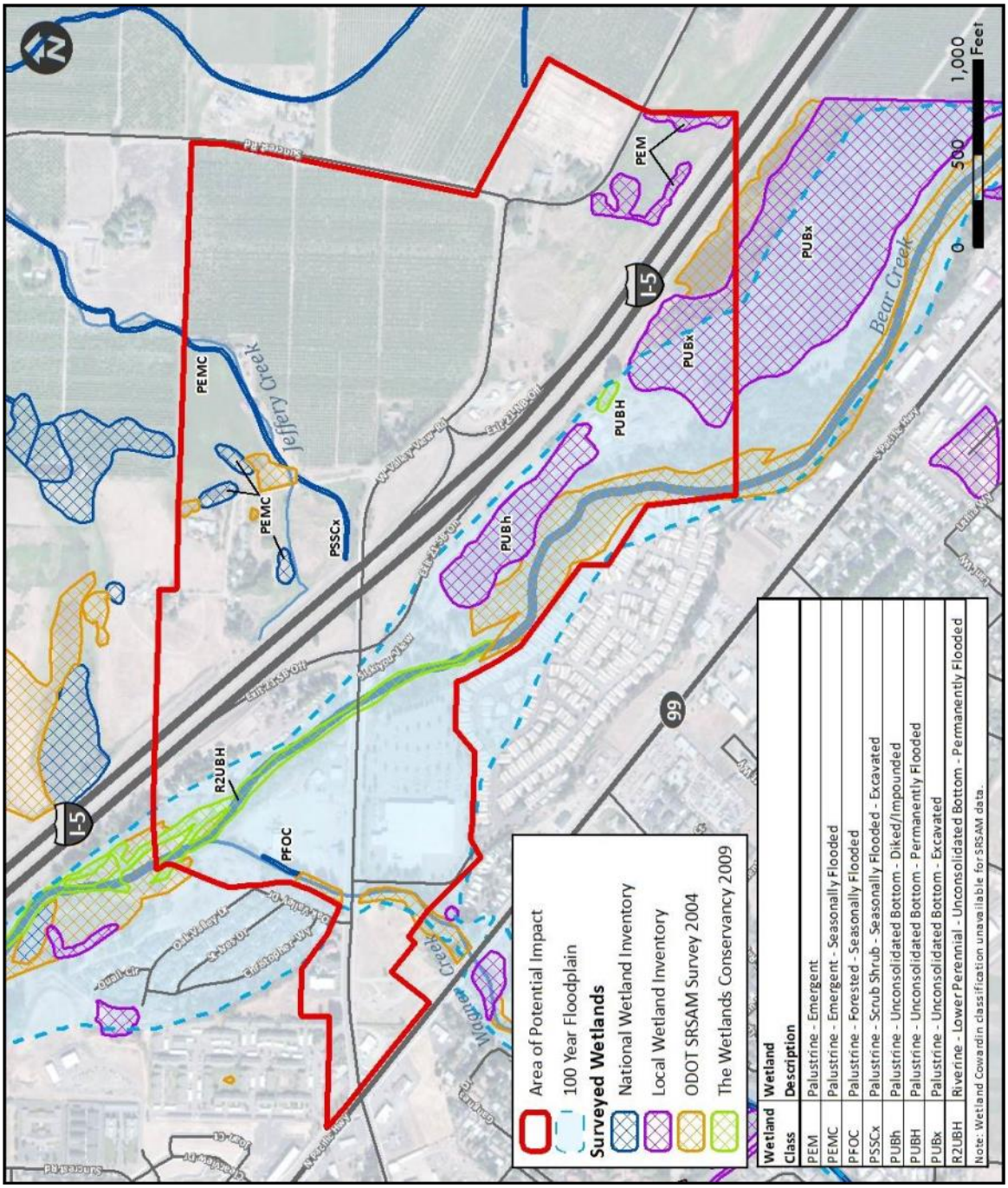
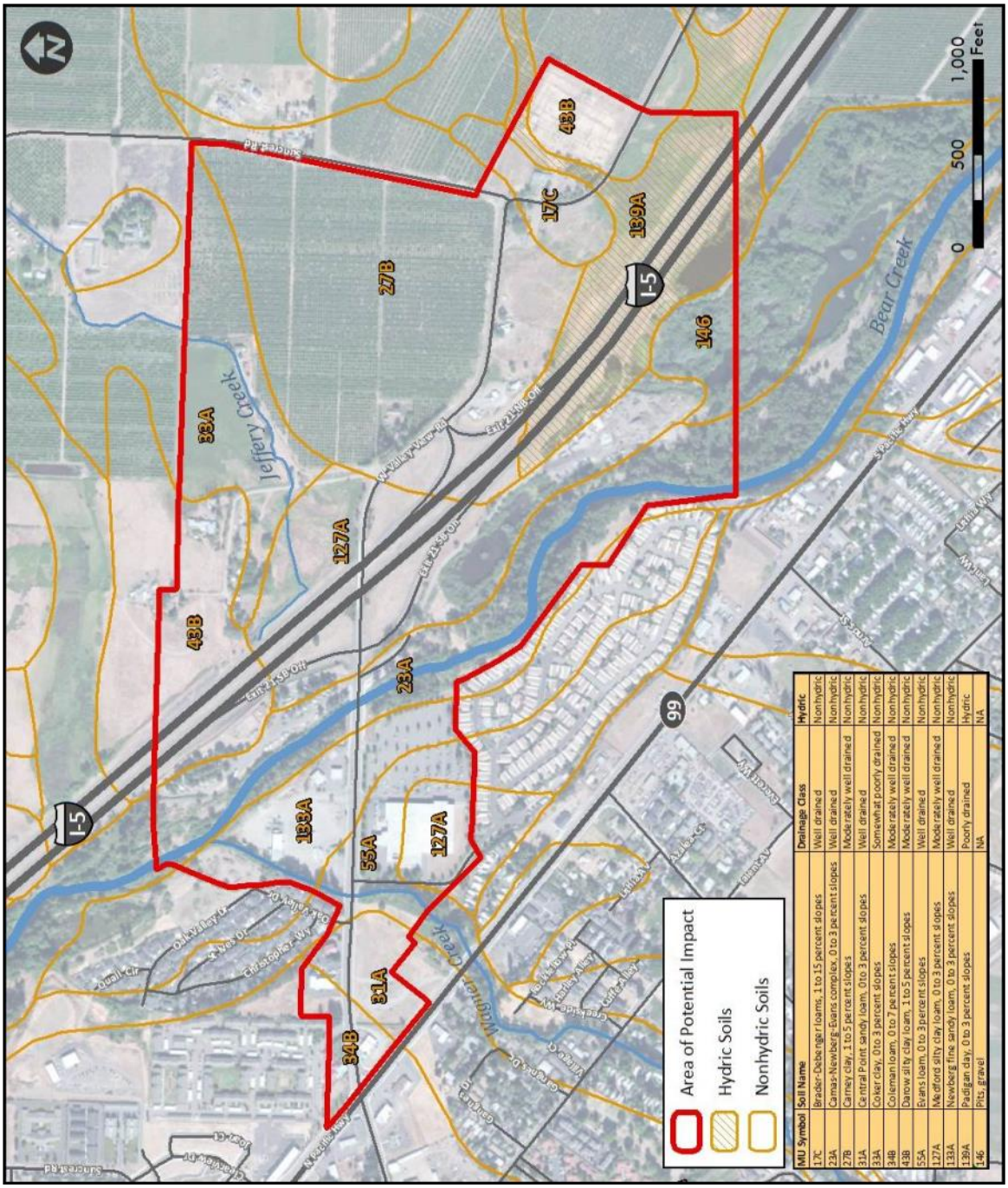


Figure B-12. Soils



HISTORIC AND ARCHAEOLOGICAL RESOURCES

The Oregon Historic Sites Database (accessed through the State Historic Preservation Office [SHPO] website) lists historic Oregon properties included in the National Register of Historic Places. The database was queried to determine if historic resources are present within the API. While over 100 historic sites are mapped in the Talent vicinity, none are mapped within the API.[9] To protect archeological resources, the locations of known archaeological sites are not readily available to the public. Improvements proposed by the IAMP may require consultation with the SHPO and other parties to review potential impacts to existing sites prior to construction.

THREATENED AND ENDANGERED SPECIES

The Oregon Biodiversity Information Center (ORBIC) maintains a database of federally listed and state-listed threatened and endangered species found statewide. Improvements proposed by the IAMP will require review for potential impacts on threatened and endangered species. A location-specific list of species that may be present within the API is available through special order from ORBIC.

SECTION 4(F) AND 6(F) RESOURCES

Parks-Related Regulations

Two federal parks-related laws may apply to any improvements at the Exit 21 Interchange. They are Section 4(f) of the U.S. Department of Transportation (USDOT) Act [referred to here as Section 4(f)] and Section 6(f) of the Land and Water Conservation Fund (LWCF) [referred to here as Section 6(f)]. Although these two laws and regulations that implement them often apply to the same parks, there are important distinctions between the two. Not all parks are protected by Section 6(f) and not all projects are subject to Section 4(f).

Section 4(f) applies to parks, recreational facilities, wildlife refuges, and historic resources with respect to projects that receive USDOT funding. Those projects are required to avoid or minimize use of Section 4(f) lands. Where use cannot be avoided, projects must demonstrate either that there is no prudent and feasible alternative to the use or that the use is so minor that it is considered *de minimis*. If there is a Section 4(f) use, mitigation is required. The form of mitigation varies according to the type of impact and the amount of use. "Use" typically refers to converting land from a park to a transportation facility (i.e., purchase of right-of-way), but it can also refer to projects that impede recreational activities, such as a construction project that would temporarily close a recreational multi-use path.

Section 6(f) applies to public outdoor recreation facilities that were acquired or improved with LWCF grants. Any project that would permanently convert Section

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[9] Oregon State Parks. 2014. Oregon Historic Sites Database. Available online at http://maps.prd.state.or.us/histsites/historicsites.html. Accessed February 28, 2014.

6(f) land to another use is required to replace the land with land of equivalent value, size, and utility. The replacement land must also serve the same community as the converted land: a conversion of a neighborhood park must provide replacement land in that same neighborhood, while a conversion of a regional park could provide replacement land somewhat farther away.

Unlike Section 4(f), Section 6(f) applies to all projects regardless of funding source and regardless of the agency overseeing the project. However, it only applies to outdoor recreation facilities where LWCF funds were involved.

Section 4(f) and 6(f) Resources in the API

As shown in Figure B-13, the API contains Lynn Newbry Park and the Bear Creek Greenway. Lynn Newbry Park is owned by the State of Oregon, leased to Jackson County and managed by the City of Talent. It is 2.46 acres in size.[10] The Bear Creek Greenway runs through a portion of this park. The Bear Creek Greenway is a recreational multi-use path that extends from Ashland to Central Point and is generally located adjacent to Bear Creek. It is owned and managed by Jackson County and the five cities through which it passes. The nonprofit Bear Creek Greenway Foundation is also involved in developing and enhancing the Greenway. The Greenway has been built in segments over the past 40 years with funding from a variety of sources, including LWCF grants.

Section 4(f) will restrict any impacts interchange improvements could have on either Lynn Newbry Park or the Bear Creek Greenway. How it could likely apply to the Greenway is illustrated by two recent USDOT-funded projects: the Fern Valley Interchange project in Phoenix and the OR 62 I-5 to Dutton Road project in Medford. In both cases, the Section 4(f) resource was defined as the paved path itself (approximately 12 feet wide) and a 10-foot buffer on either side of the path, thus creating a 32-foot-wide corridor. Under Section 4(f), realigning a multi-use recreational path does not constitute a Section 4(f) use, so long as the path's attributes, features, and recreational activities are not impacted. As noted above, closing a multi-use path, even temporarily, is considered a Section 4(f) use.

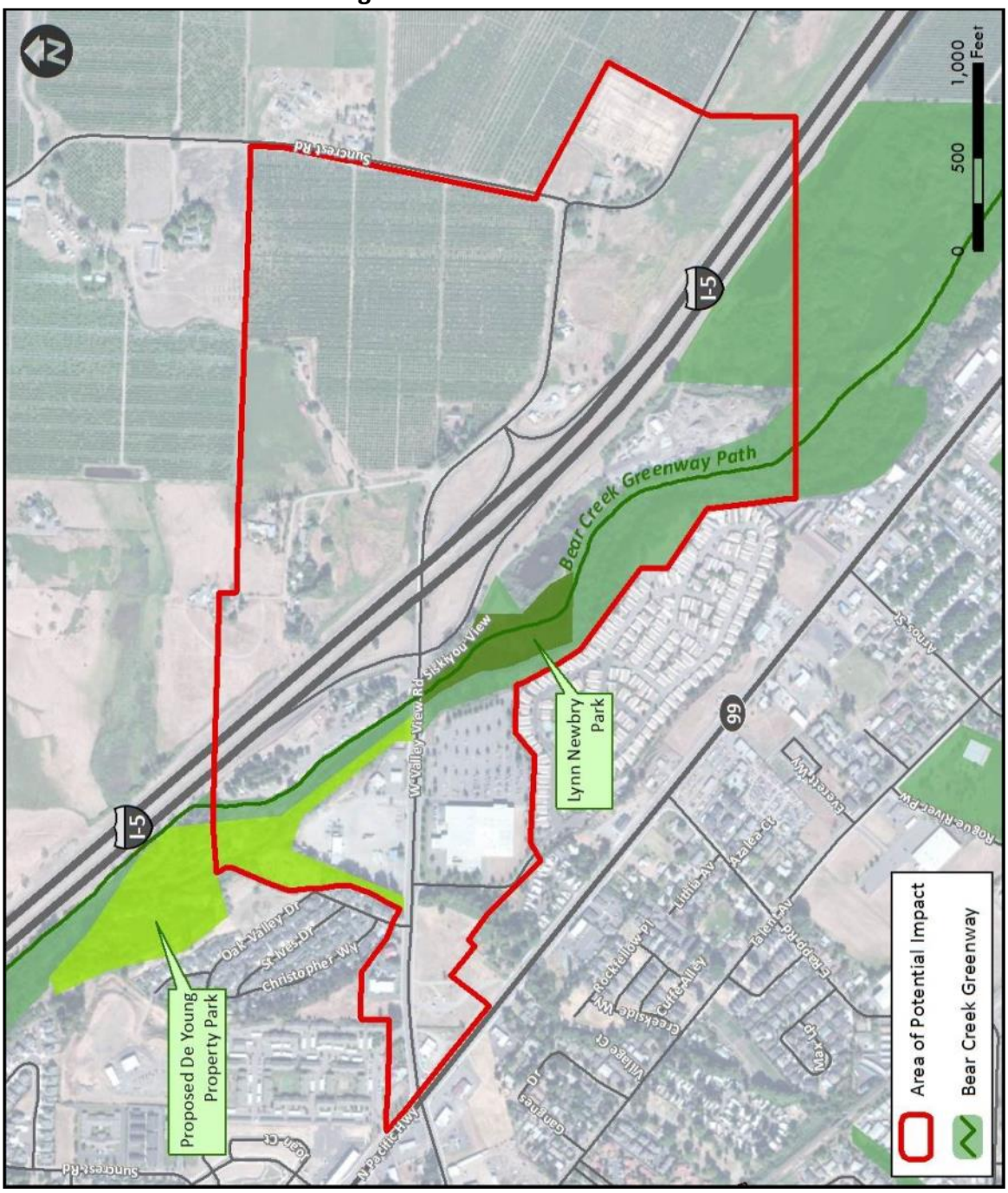
If interchange improvements would impact either Lynn Newbry Park or the Bear Creek Greenway, it will be necessary to determine from the Oregon Parks and Recreation Department (OPRD) whether any LWCF grants were used to purchase or improve either.

Figure B-13 shows a parcel of land that is privately owned but that is identified as a planned park in the Talent Parks Master Plan. Planned parks that are owned by the agency that will develop the park are protected by Section 4(f). The City of Talent does not own this land, so it is not currently protected by Section 4(f). If the City were to acquire the land for the purposes of creating the park, the land would be protected by Section 4(f), once it comes under City ownership. No LWCF grants have

[10] City of Talent, Parks Master Plan, 2006.

been awarded to purchase or develop this property, so Section 6(f) would not apply at this time. It would apply if LWCF grants are awarded in the future.

Figure B-13. Parks and Trails



Appendix C

CURRENT SYSTEM OPERATIONS

This appendix evaluates existing transportation conditions as they relate to Interchange 21 in Talent, Oregon. It covers existing vehicular, freight, pedestrian, and bicyclist volumes; intersection operations; and safety for the area surrounding Interchange 21, which is referred to as the Area of Primary Impact (API).

EXISTING TRAFFIC VOLUMES

Existing traffic volumes were compiled from turning movement counts at API intersections collected by ODOT in 2010, 2012, and 2014. Average daily traffic volumes were derived from 2012 and 2014 48-hour tube counts, as well as online data.

Turning Movement Counts

Manual traffic counts for this analysis were compiled by ODOT in 2010, 2012, and 2014. Traffic counts at intersections with local streets were of 3-hour duration. Counts at Interstate 5 (I-5) ramps and the signalized intersection at OR 99 were of 16-hour duration. All counts included a federal classification breakdown. Table C-1 provides a list of intersection count type and location.

Table C-1 Traffic Count Locations and Types

Location	Type of Count	Count Date
OR 99 & W Valley View Road	16-hour[2]	7/15/2010
Oak Valley View Road & W Valley View Road	3-hour PM Peak Period[1]	4/9/2014
Mountain View Road & W Valley View Road	3-hour PM Peak Period[1]	4/8/2014
Chevron & W Valley View Road	3-hour PM Peak Period[1]	4/9/2014
Siskiyou View Road & W Valley View Road	3-hour PM Peak Period[1]	4/8/2014
I-5 SB ramps & W Valley View Road	16-hour[2]	9/11/2012
I-5 NB ramps & W Valley View Road	16-hour[2]	9/11/2012
Suncrest Road & W Valley View Road	3-hour PM Peak Period[1]	4/8/2014

Notes:
1. 3-hour counts collected from 3:00 to 6:00 PM that included turning movement and vehicle classification
2. 16-hour counts collected from 6:00 AM to 10:00 PM that included turning movement and vehicle classification
NB=northbound; SB=southbound

Design Hourly Volumes

ODOT requires transportation facilities to be analyzed using design hourly volumes (DHVs), also known as 30th highest hour volumes. The 30th highest hour volume represents the 30th highest traffic volume for the year. It is calculated by multiplying a peak hour volume by a seasonal factor. The seasonal factor is determined from automatic traffic recorders (ATR) or seasonal trends. The seasonal factor for OR 99 used data from an on-site ATR (Sta. 15-014) south of Creel Road. Local street intersections with West Valley View Road used a seasonal commuter trend factor. Freeway ramps at Interchange 21 used a combination of the seasonal trend factors and data from two ATRs with comparable characteristics to the mainline segment through Talent.

A global peak hour of 4:30-5:30 PM was used throughout the API. Peak hour count data were seasonally adjusted and balanced within the network to develop 2014 no-build design hour volumes. Refer to Figure 2 for 2014 no-build traffic volumes and operations.

Average Daily Traffic Volumes

Average daily traffic counts were derived using 48-hour tube counts and ODOT average annual daily traffic (AADT) volumes. Volumes within the API are summarized in Table C-2.

Table C-2 Average Daily Traffic Volumes

Location	Volume	Year
OR 99 – north of W Valley View Road	11,500 vpd[1]	2014
OR 99 – south of W Valley View Road	9,100 vpd[2]	2011
W Valley View Road – east of OR 99	10,000 vpd[1]	2014
Oak Valley View Road – north of W Valley View Road	500 vpd[1]	2014
Mountain View Road – south of W Valley View Road	950 vpd[1]	2014
W Valley View Road – east of Mountain View Road	8,300 vpd[1]	2012
Siskiyou View Road – north of W Valley View Road	500 vpd[1]	2014
Siskiyou View Road – south of W Valley View Road	425 vpd[1]	2014
I-5 SB off ramp	3,650 vpd[3], 3,910 vpd[1]	2012, 2014
I-5 SB on ramp	1,700 vpd[3], 1,560 vpd[1]	2012, 2014
W Valley View Road – between I-5 ramps	5,650 vpd[1], 5,550 vpd[1]	2012, 2014
I-5 NB off ramp	2,200 vpd[3], 1,720 vpd[1]	2012, 2014
I-5 NB on ramp	3,570 vpd[3], 4,160 vpd[1]	2012, 2014
Suncrest Road – north of W Valley View Road	625 vpd[1]	2014
W Valley View Road – south of W Valley View Road	900 vpd[1]	2014
I-5 SB – north of W Valley View Road	20,100 vpd[3]	2012
I-5 SB – south of W Valley View Road	18,150 vpd[3]	2012
I-5 NB – south of W Valley View Road	17,330 vpd[3]	2012
I-5 NB – north of W Valley View Road	18,700 vpd[3]	2012

Notes:
1. Data derived from 48-hour tube counts
2. Data from ODOT online volume tables
3. Data from ODOT online ramp volumes
NB=northbound; SB=southbound; vpd=volume per day

EXISTING TRAFFIC OPERATIONS

Existing PM peak hour traffic operations were evaluated at API intersections to provide a baseline scenario. Operational criteria and procedures are discussed below.

Operational Criteria

Intersection operations are generally measured by either level of service (LOS) or volume to capacity (v/c). Level of service is based on total delay, defined as the total elapsed time from when a vehicle stops at the end of a queue until the vehicle departs from the stop line. It ranges from “A” to “F,” with “A” indicating the most desirable condition and “F” an unsatisfactory condition. Volume-to-capacity ratios compare the peak hour traffic volume on a roadway to the maximum volume the roadway can handle. If the traffic volume exceeds the capacity, traffic queues will form and lengthen for as long as there is excessive demand. When a v/c ratio

approaches 1.00, traffic flow becomes unstable. Similarly, as a LOS approaches "F," congestion and delays increase.

The City of Talent in their TSP Update created a mobility standard for traffic operations which considers a dual standard based on v/c ratio and level of service. Their standards on page 56 of the TSP apply a maximum v/c ratio standard of 0.95 and a minimum level of service standard "D" for signalized intersections and "E" for unsignalized intersections. Jackson County and ODOT require intersections to meet specified mobility measures provided in the 1999 Oregon Highway Plan (OHP). These measures vary according to functional classification, location, travel speed, and role within the National Highway System. Level of service and OHP v/c ratio performance measures are provided in Table C-3.

The Exit 21 Interchange layout includes a gull wing configuration east of I-5 at the northbound freeway ramp terminals and a half-diamond configuration west of I-5 at the southbound terminals. The northbound and southbound ramps are connected by a two-lane bridge over I-5. Both ramp terminals have single-lane approaches to West Valley View Road and connect via stop-controlled intersections. Each direction of I-5 traffic experiences one diverge and one merge within the influence area of the interchange. The influence area includes all merge, diverge, acceleration, and deceleration lanes.

Level of service in merge and diverge influence areas is determined by density and represented by LOS A-F. LOS F exists in merges when total flow departing from a merge area exceeds the capacity of the downstream freeway segment. Similarly, in diverges, LOS F exists when demand flows exceed the capacity of the approaching freeway segment. LOS A through E assumes stable operations with no breakdowns within the merge or diverge influence area. Volume-to-capacity ratios are derived from calculated flow rates and interpolated capacities provided in the *2010 Highway Capacity Manual* (HCM).

Operational Procedures

Operations were conducted utilizing the methodologies outlined in the HCM, as well as guidelines outlined in ODOT's *Analysis Procedures Manual* (APM). HCM 2000 methodology was used for signalized intersection analysis. Capacity and level of service calculations were prepared using SYNCHRO analysis software.

Existing PM Peak Hour Traffic Operations

Free-flow operations were evaluated at I-5 ramps to and from West Valley View Road, as well as I-5 segments upstream, downstream, and in-between the ramps under existing year 2014 PM peak hour conditions. Results are summarized in Table C-3.

Table C-3 Existing Year 2014 PM Peak Hour Free-Flow Merge/Diverge Analysis Results

Segment	V/C	LOS
I-5 NB freeway (south of off-ramp)	0.32	B
I-5 NB off-ramp diverge	0.32	B
I-5 NB freeway (in between on/off ramps)	0.28	B
I-5 NB freeway (north of on-ramp)	0.34	B
West Valley View Road to I-5 NB loop ramp merge	0.34	B
I-5 SB freeway (north of off-ramp)	0.53	C
I-5 SB off-ramp diverge	0.53	B
I-5 SB freeway (in between off/on ramps)	0.41	B
I-5 SB freeway (south of on-ramp)	0.44	B
West Valley View Road to I-5 SB ramp merge	0.43	B

Notes:
1. Data derived from 2010 HCM output
NB=northbound; SB=southbound; v/c=volume to capacity; LOS=level of service

The merge and diverge analysis for the design hour between 4:30-5:30 PM show that the freeway and the merge and diverge points associated with Interchange 21 ramps are currently operating well below the mobility standard of 0.80. During this period, the southbound direction has the higher directional flow on the freeway.

Existing year 2014 traffic operations were evaluated at API intersections during the PM peak hour. Results are summarized in Table C-4. Refer to Figures 1 and 2 for intersection lane configurations/traffic control and traffic operations.

Table C-4 Existing Year 2014 PM Peak Hour Traffic Operations

Intersection	Performance Standard			2014 PM Peak Hour	
	OHP[1]	City	Movement	V/C	LOS
OR 99 & W Valley View Road	0.90	D/0.95	Overall	0.44	B
Oak Valley View Road & W Valley View Road	N.A.	E/0.95	SB L/R WBT	0.02 0.25	B A
Mountain View Road & W Valley View Road	N.A.	E/0.95	NB L/R WBT	0.07 0.18	B A
Chevron & W Valley View Road	N.A.	D/0.95	Overall	0.32	A
Siskiyou View Road & W Valley View Road	N.A.	E/0.95	NB L/T/R WBT/R	0.05 0.36	C A
I-5 SB ramps & W Valley View Road	0.85	N.A.	SB L/T EBT	0.48 0.20	N.A.
I-5 NB ramps & W Valley View Road	0.85	N.A.	EB L/R SBT/R	0.21 0.22	N.A.
Suncrest Road & W Valley View Road	0.95	D	WB L/R NBT/R	0.04 0.03	A A

Notes:
1. 1999 Oregon Highway Plan (OHP), Policy 1F applies to existing and no-build conditions through the planning horizon
EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Results of the existing year 2014 PM peak hour analysis show that all API intersections operate within performance standards and have available capacity.

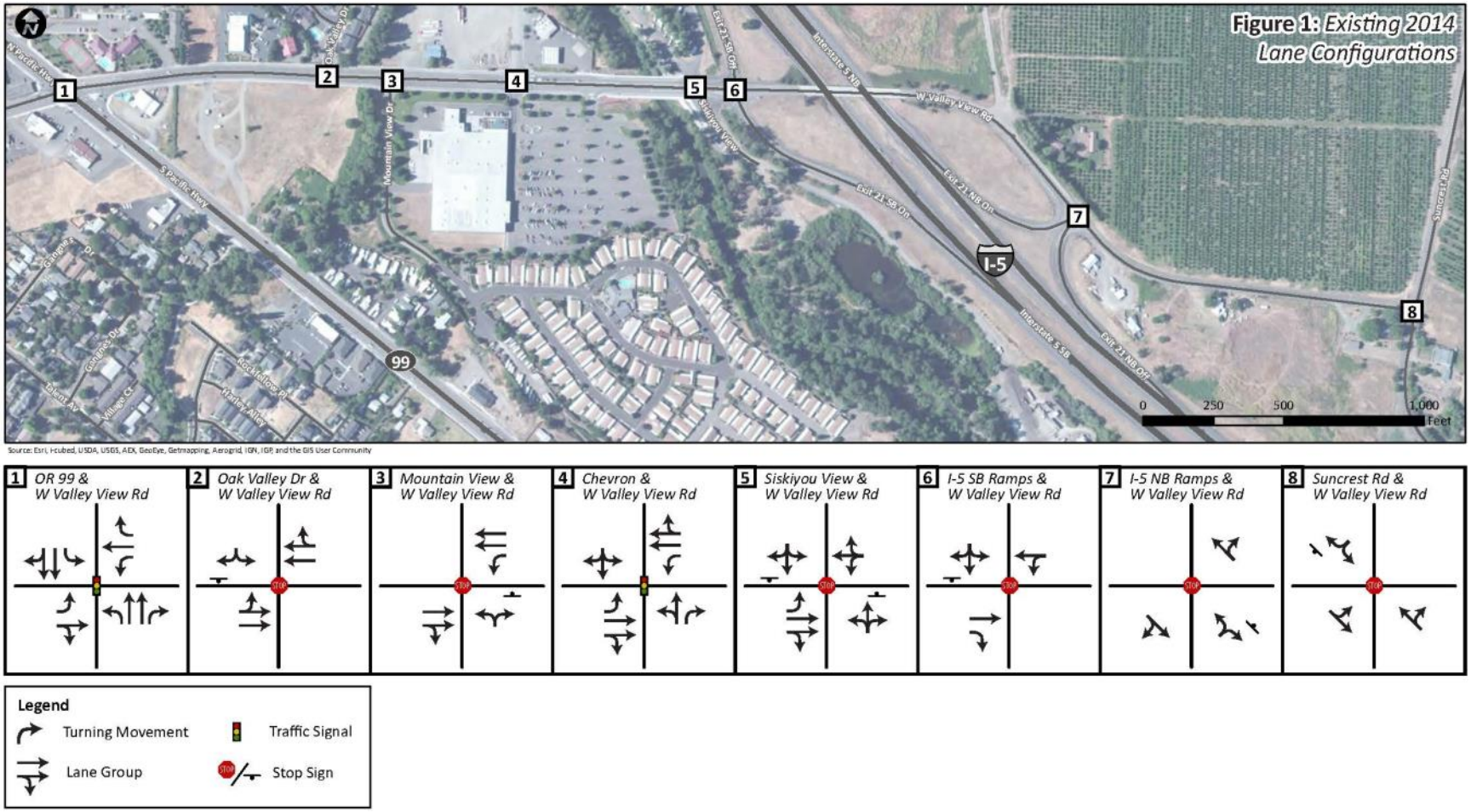


Figure 1: Existing 2014 Lane Configurations
1
2
3
4
5
6
7
8
W Valley View Rd
S Pacific Hwy
Mountain View Dr
Oak Valley Dr
Siskiyou View
Exit 21 SB On
Interstate 5 NB
Exit 21 NB On
Exit 21 SB On
I-5
Interstate 5 SB
Exit 21 NB Off
Suncrest Rd
99
0
250
500
1,000
Feet
1 OR 99 & W Valley View Rd
2 Oak Valley Dr & W Valley View Rd
3 Mountain View & W Valley View Rd
4 Chevron & W Valley View Rd
5 Siskiyou View & W Valley View Rd
6 I-5 SB Ramps & W Valley View Rd
7 I-5 NB Ramps & W Valley View Rd
8 Suncrest Rd & W Valley View Rd
Legend
Turning Movement
Traffic Signal
Lane Group
Stop Sign

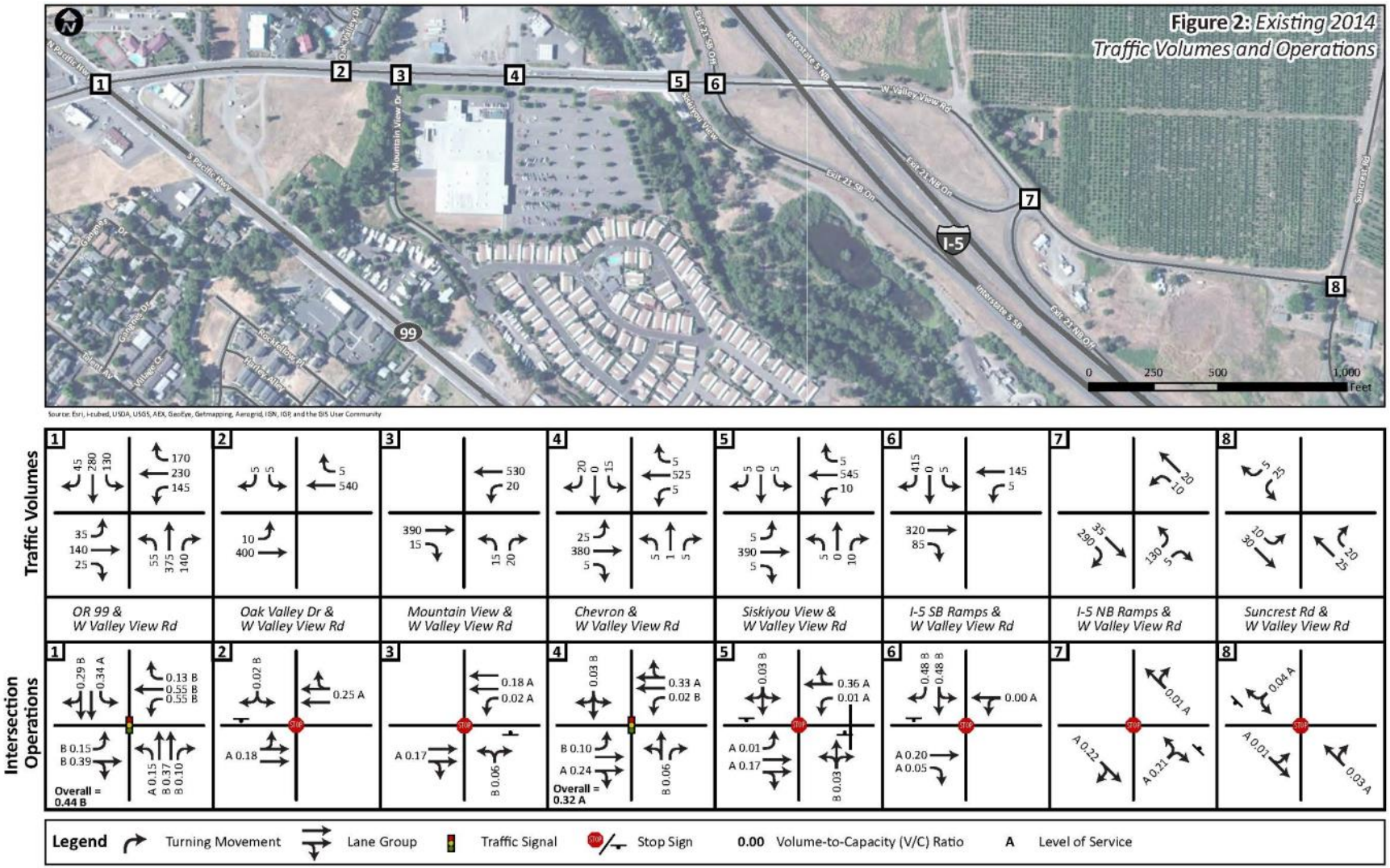


Figure 2: *Existing 2014 Traffic Volumes and Operations*

Source: Esri, i-cubed, USDA, USGS, AEX, GeoEye, Getmapping, Aerogrid, IGN, IGP, and the GIS User Community

Queuing and Blocking

Queuing is the stacking up of vehicles for a given lane movement and can have a significant effect on roadway safety and the overall operation of a transportation system. Queue lengths that exceed the provided storage at turn lanes can block the adjacent through lane, thus creating a temporary reduction in capacity. Long queue lengths in through lanes can block access to turn lanes, driveways, and minor street approaches. The estimation of queue lengths is an important aspect of the analysis process for determining how a transportation corridor operates.

Queue lengths are reported as the average, maximum, or 95th percentile queue length. The 95th percentile queue length is used for design purposes and is the queue length reported in this analysis. Queue lengths were derived at API intersections using SimTraffic. SimTraffic was calibrated in accordance with ODOT's APM, including but not limited to, adjustments for vehicle length, fleet percentages, storage lengths, taper lengths, lane alignments, headway factors, and turning speeds. Vehicles exited were also checked to ensure proper model calibration. Results of the analysis showed that no link distances were exceeded under existing conditions during the PM peak hour.

Little to no congestion is observed at API intersections in the field during the PM peak hour, which is consistent with simulation output results. No inconsistencies between the simulation output and field conditions are noted.

Freight Movements

I-5 is a designated freight route and freight from I-5 accesses City of Talent businesses via West Valley View Road. Table C-5 summarizes the percentage of truck traffic on API roadways.

Table C-5 Existing Truck Traffic Percentages

Location	Truck Percentages		
	Single Unit	Multi-Unit	Total
I-5 Ramps			
SB Off-Ramp	2.5[2]	2.3[2]	4.8[2]
SB On-Ramp	2.3[2]	3.6[2]	5.9[2]
NB Off-Ramp	1.5[2]	3.1[2]	4.6[2]
NB On-Ramp	10.7[2]	4.0[2]	14.7[2]
W. Valley View Road			
East of I-5 NB Ramps	2.5[2]	3.0[2]	5.5[2]
In Between I-5 Ramps	2.5[2]	3.3[2]	5.8[2]
West of I-5 SB Ramps	2.4[2]	2.9[2]	5.3[2]
East of OR 99	2.1[1]	0.7[1]	2.8[1]
West of OR 99	2.2[1]	0.5[1]	2.7[1]
OR 99			
North of W. Valley View Road	2.7[1]	0.6[1]	3.3[1]
South of W. Valley View Road	2.6[1]	0.8[1]	3.4[1]

Notes:
1. ODOT 16-hour turning movement count collected in 2010
2. ODOT 16-hour turning movement count collected in 2012
NB=northbound; SB=southbound

Approximately 11 percent of I-5 traffic northbound and southbound is freight traffic. This freight traffic accounts for about 13 percent of traffic to/from the City of Talent and Jackson County in the project vicinity using West Valley View Road as the connecting route. No issues were identified with freight traffic in terms of congestion, roadway geometrics, weight/height restrictions, or overall safety. Land east of I-5 is mainly rural residential and agricultural in nature, while land west of I-5 is commercial and industrial.

Non-Motorized Movements

Non-motorized transportation movements were assessed by volume, type, and direction at all API intersections and summarized in Table C-6.

Table C-6 West Valley View Road Non-motorized Transportation Movements

Location	Pedestrians/Cyclists			
	Eastbound	Westbound	Northbound	Southbound
W. Valley View Road				
@ OR 99	3/3	5/3	3/0	3/1
@ Oak Valley View Road	3/3	5/3	0/0	0/0
@ Mountain View Road	3/3	5/3	0/0	0/0
@ Chevron signal	3/3	5/3	1/0	0/0
@ American RV Resort	2/4	5/3	2/0	3/0
@ I-5 SB ramps	0/0	0/0	0/0	0/0
@ I-5 NB ramps	0/0	0/0	0/0	0/0
@ Suncrest Road	0/0	0/0	0/1	0/4

NB=northbound; SB=southbound

The majority of pedestrian and bicycle trips were shown to travel east and west along West Valley View Road between the greenway and OR 99 during the PM peak hour. None were shown to/from Oak Valley View Road or Mountain View Road, but there were trips to/from the Chevron service station parcel and American RV Resort. Pedestrian and bicycle movements decreased to zero east of I-5 and were

not shown again in counts until Suncrest Road, where there were bicycle trips northbound and southbound.

Pedestrian and bicycle facilities on West Valley View Road are complete west of I-5 but are limited east of I-5 where West Valley View Road becomes rural and changes jurisdiction from City of Talent to Jackson County.

SAFETY ANALYSIS

A safety analysis was conducted to determine whether any significant safety concerns exist within the interchange area. The analysis evaluates crash history, critical crash rates, and ODOT Safety Priority Index System (SPIS) data.

Crash History

A crash analysis is provided for all API intersections along West Valley View Road from OR 99 to Suncrest Road. Crash history was supplied by the ODOT's Crash Analysis and Reporting Unit for the period between January 1, 2008, and December 31, 2013. This provided the most recent 6 years of crash data available at the time of the analysis. Table C-7 compares intersection crash rates with ODOT published 90th percentile and statewide crash rates. Table C-8 provides a summary of crash history collision type and severity.

Table C-7 API Crash Rates

Type	API Crashes									ODOT
	2008	2009	2010	2011	2012	2013	Total Crashes	AADT	Crash Rate	Crash Rate
Intersection										
West Valley View Road at										
OR 99	2	2	3	5	2	4	18	21,500	0.38	0.860[1]
Oak Valley View Road	0	0	0	0	1	0	1	10,500	0.04	0.293[1]
Mountain View Road	2	0	2	0	0	0	4	9,200	0.20	0.293[1]
Chevron	0	0	0	0	0	0	0	N.A.	0.00	0.860[1]
Siskiyou View Road	0	0	0	0	0	0	0	8,800	0.00	0.408[1]
I-5 SB ramps	0	0	0	2	1	1	4	9,300	0.20	0.408[1]
I-5 NB ramps	0	0	0	0	0	0	0	7,300	0.00	0.408[1]
Suncrest Road	0	0	0	0	0	0	0	1,000	0.00	0.475[1]
Segment										
I-5 NB (1 mile south of Interchange)	2	2	0	3	1	3	11	17,330	0.29	0.29[2]
I-5 NB (1 mile north of Interchange)	2	2	1	2	3	1	11	18,700	0.27	0.29[2]
I-5 SB (1 mile north of Interchange)	1	0	1	2	2	1	7	20,100	0.16	0.29[2]
I-5 SB (1 mile south of Interchange)	1	0	0	1	5	1	8	18,150	0.20	0.29[2]

Notes:
1. 90th Percentile crash rate from Exhibit 4-1 in ODOT's Analysis Procedures Manual
2. Statewide average crash rate from Table II in ODOT Crash Tables
AADT=Average Annual Daily Traffic; NB=northbound; SB=southbound

Table C-8 Crash History at API intersections

Location	Performance Standard								Total	Severity	
	Rear End	Fixed object	Angle	Turning	Sideswipe	Backing	Pedestrian	Cyclist		Injury	Property Damage
West Valley View Road at											
OR 99	5	1	2	5	1	1	2	1	18	9	9
Oak Valley View Road	1	0	0	0	0	0	0	0	1	0	1
Mountain View Road	1	1	0	2	0	0	0	0	4	2	2
Chevron	0	0	0	0	0	0	0	0	0	0	0
Siskiyou View Road	0	0	0	0	0	0	0	0	0	0	0
I-5 SB ramps	2	0	1	1	0	0	0	0	4	1	3
I-5 NB ramps	0	0	0	0	0	0	0	0	0	0	0
Suncrest Road	0	0	0	0	0	0	0	0	0	0	0

Abbreviations: NB=northbound and SB=southbound

Intersection and segment crash rates were compared to ODOT published 90th percentile and statewide crash rates. Results show that crash rates at all API intersections are less than the 90th percentile crash rate. Similarly, I-5 segment crash rates were shown to be less than or equal to the statewide crash rate. No further review is shown to be necessary.

Safety Priority Index System

The SPIS is a method used in Oregon to identify safety problem areas along State highways. Highways are evaluated in approximately one-tenth mile increments and each year these segments are ranked with a SPIS score based on the frequency and severity of crashes observed. When a segment is ranked in the top 10 percent of the index, a crash analysis is typically warranted and corrective actions are considered. No segments of I-5 at Exit 21 are identified in the top 10 percent of the most recent (2013) SPIS rankings. Similarly, no segments of West Valley View Road within the API are identified in the top 10 percent of SPIS rankings.

Appendix D

FUTURE SYSTEM OPERATIONS

INTRODUCTION

This appendix provides a summary of the future traffic conditions as they relate to Interstate 5 (I-5) Interchange 21 in Talent, Oregon. It covers future vehicular, freight, pedestrian, and bicyclist volumes; intersection operations; and safety for the area surrounding Interchange 21, which is referred to as the Area of Primary Impact (API). The appendix was prepared as part of the development of an interchange area management plan (IAMP) for Interchange 21.

FUTURE YEAR (2038) TRAFFIC CONDITIONS

The future year traffic analysis evaluates conditions for the year 2038, which is consistent with regional forecasting for the Rogue Valley. The analysis evaluates growth within the API based upon population and employment forecasts.

FUTURE TRAFFIC VOLUME DEVELOPMENT

Future traffic volumes were developed using the Rogue Valley Metropolitan Planning Organization (RVMPO) travel demand model version 3.1, which is based upon regional long-range land use assumptions for the year 2038. The travel demand model is maintained by the Oregon Department of Transportation's (ODOT's) Transportation Planning Analysis Unit and includes a base year of 2006 and a future year of 2038. The base and future year travel demand models were used as the basis for comparison between existing and future conditions.

Turning movement traffic forecasts for intersections within the API were developed from the 2006 and 2038 model forecasts and existing year 2014 30th highest design hour volumes. Percentage changes in the base and future model volumes were calculated and applied to existing year 2014 30th highest design-hour volumes to develop future year 2038 design-hour volumes. Inbound and outbound links were post-processed, balanced, and then converted into turning movements at intersections, consistent with ODOT's Analysis Procedures Manual.

FUTURE YEAR (2038) OPERATIONAL ANALYSIS

A future year 2038 analysis was prepared for study area intersection within the API using future traffic volumes developed using the previously described methodology. The following subsections summarize the results of that analysis.

Future Year (2038) Analysis Assumptions

No major transportation improvements for the API area are currently included in the Statewide Transportation Improvement Program, 2013-2038 Regional Transportation Plan, or a City of Talent capital improvement program. Furthermore, no improvements funded by other means are currently planned for the API. As such, the future year analysis described in this memorandum assumed the same lane

configurations as exist today. One exception to this is an assumption that the 4-lane section of West Valley View Road between OR 99 and Oak View Drive will be widened to a 5-lane section when the property on the south side of West Valley View Road between Mountain View Drive and OR 99 is developed. This will create a continuous 5-lane section between the bridge over Bear Creek immediately west of I-5 and OR 99. The City is currently updating its Transportation System Plan (TSP) and is considering a 3-lane section scenario along West Valley View between I-5 and OR 99. The evaluation of strategies for inclusion in the IAMP will consider this scenario.

Future Year (2038) Intersection Analysis

Traffic analyses for the future year 2038 scenario were performed at API intersections and for merge/diverge sections of I-5. Free-flow operations were evaluated at I-5 ramps to and from West Valley View Road, as well as I-5 segments upstream, downstream, and in-between the ramps under future year 2038 PM peak-hour conditions. Results are summarized in Table D-1.

Table D-1. Future Year 2038 PM Peak Hour Free-Flow Merge/Diverge Analysis Results

Segment	V/C	LOS
I-5 NB freeway (south of off-ramp)	0.47	C
I-5 NB off-ramp diverge	0.47	B
I-5 NB freeway (in between on/off ramps)	0.42	B
I-5 NB freeway (north of on-ramp)	0.50	B
West Valley View Road to I-5 NB loop ramp merge	0.42	C
I-5 SB freeway (north of off-ramp)	0.61	C
I-5 SB off-ramp diverge	0.61	C
I-5 SB freeway (in between off/on ramps)	0.55	C
I-5 SB freeway (south of on-ramp)	0.57	C
West Valley View Road to I-5 SB ramp merge	0.55	C

Notes:
1. Data derived from 2010 Highway Capacity Manual output.
NB=northbound; SB=southbound; v/c=volume to capacity; LOS=level of service

The merge and diverge analysis for the design hour between 4:30 and 5:30 PM shows that the freeway and the merge and diverge points associated with Interchange 21 ramps are forecasted to operate well below the mobility standard of 0.80. During this period, the southbound direction continues to have the higher directional flow on the freeway.

Future year 2038 traffic operations were evaluated at API intersections during the PM peak hour. Results are summarized in Table D-2. Refer to Figures 1 and 2 for future intersection lane configurations/traffic control and traffic operations. The results show that all API intersections are forecasted to operate within performance standards and have available capacity.

Table D-2. Future Year 2038 PM Peak-Hour Traffic Operations

Intersection or Driveway Approach	Performance Standard		Movement	2038 PM Peak Hour	
	OHP[1]	City		V/C	LOS
OR 99 & W Valley View Road	0.90	D/0.95	Overall	0.53	B
Development Area 5[2] & W Valley View Road	N.A.	E/0.95	NB L/T/R WBT	0.17 0.26	C A
Oak Valley View Road & W Valley View Road	N.A.	E/0.95	SB L/R WBT	0.02 0.27	B A
Mountain View Road & W Valley View Road	N.A.	E/0.95	NB L/R WBT	0.07 0.20	B A
Brammo (formerly Walmart)[3] & W Valley View Road	N.A.	D/0.95	Overall	0.42	B
Siskiyou View Road & W Valley View Road	N.A.	E/0.95	SB L/T/R WBT/R	0.07 0.41	C A
I-5 SB ramps & W Valley View Road	0.85	N.A.	SB L/T EBT	0.59 0.25	N.A.
I-5 NB ramps & W Valley View Road	0.85	N.A.	EB L/R SBT/R	0.29 0.26	N.A.
Suncrest Road & W Valley View Road	0.95	D	WB L/R NBT/R	0.04 0.03	A A

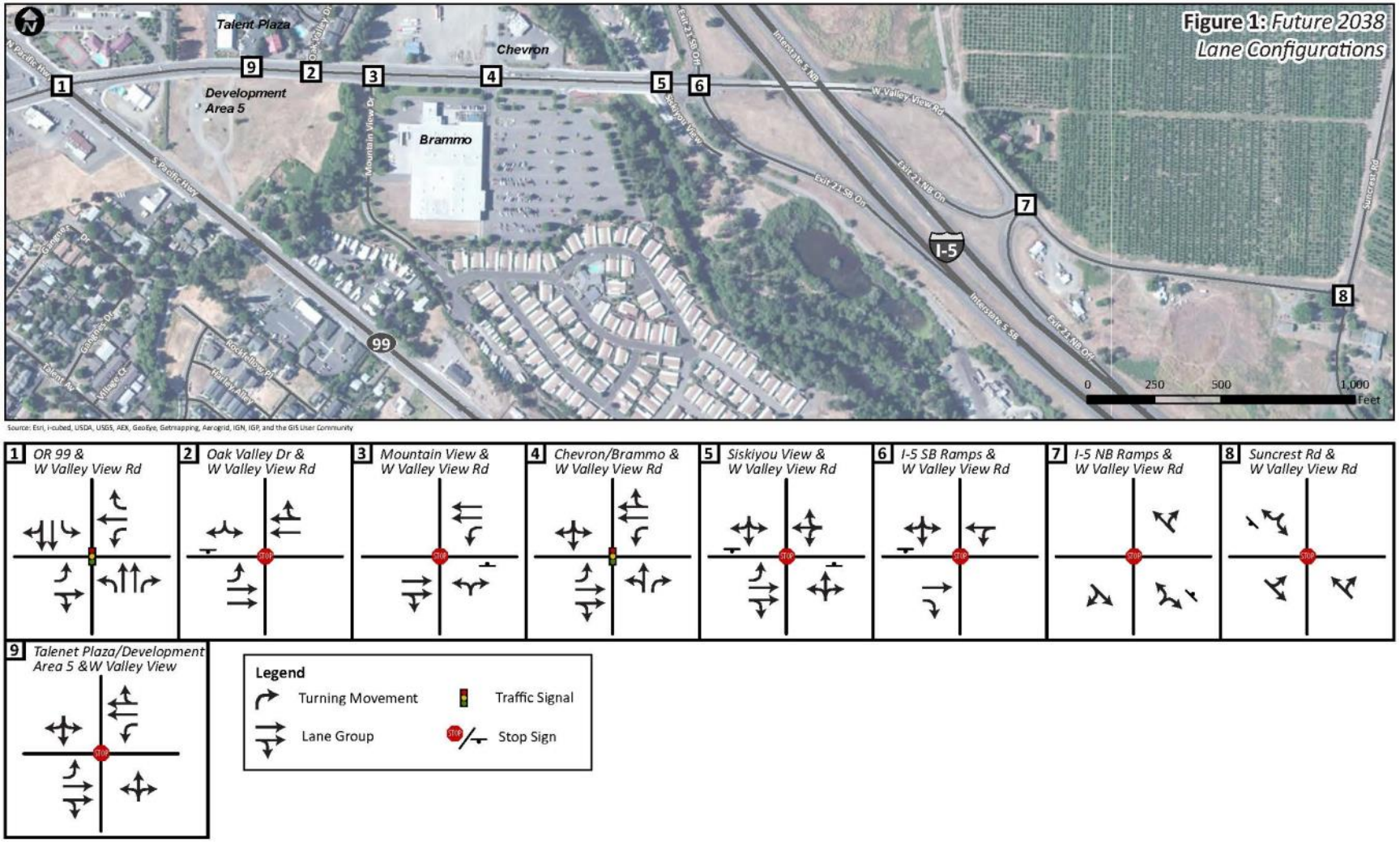
Notes:

1. 1999 Oregon Highway Plan Policy 1F applies to existing and no-build conditions through the planning horizon.
2. Figures 1 and 2 show the location of Development Area 5. It is area 5 shown in Figure 7, Major Areas of Vacant and Developable Land in the Study Area, in Technical Memorandum 2, Existing Conditions. The evaluation of operations included a street intersection or driveway approach from Development Area 5 directly across from Talent Plaza and the Talent Plaza driveway approach.
3. Figures 1 and 2 show the location of Brammo, which occupies the former Walmart building. The evaluation of operations included the driveway approach from Brammo and the driveway approach from the Chevron service station directly across from Brammo.

EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level ofservice

Queuing and Blocking

Queue lengths for future year 2038 conditions are reported as the 95th percentile queue length. Queue lengths were derived at API intersections using SimTraffic. Five simulations were run and averaged. Results of the analysis showed that no link distances were exceeded under future conditions during the PM peak hour.



Source: Esri, i-cubed, USDA, USGS, AEX, GeoEye, Getmapping, Aerogrid, IGN, IGP, and the GIS User Community

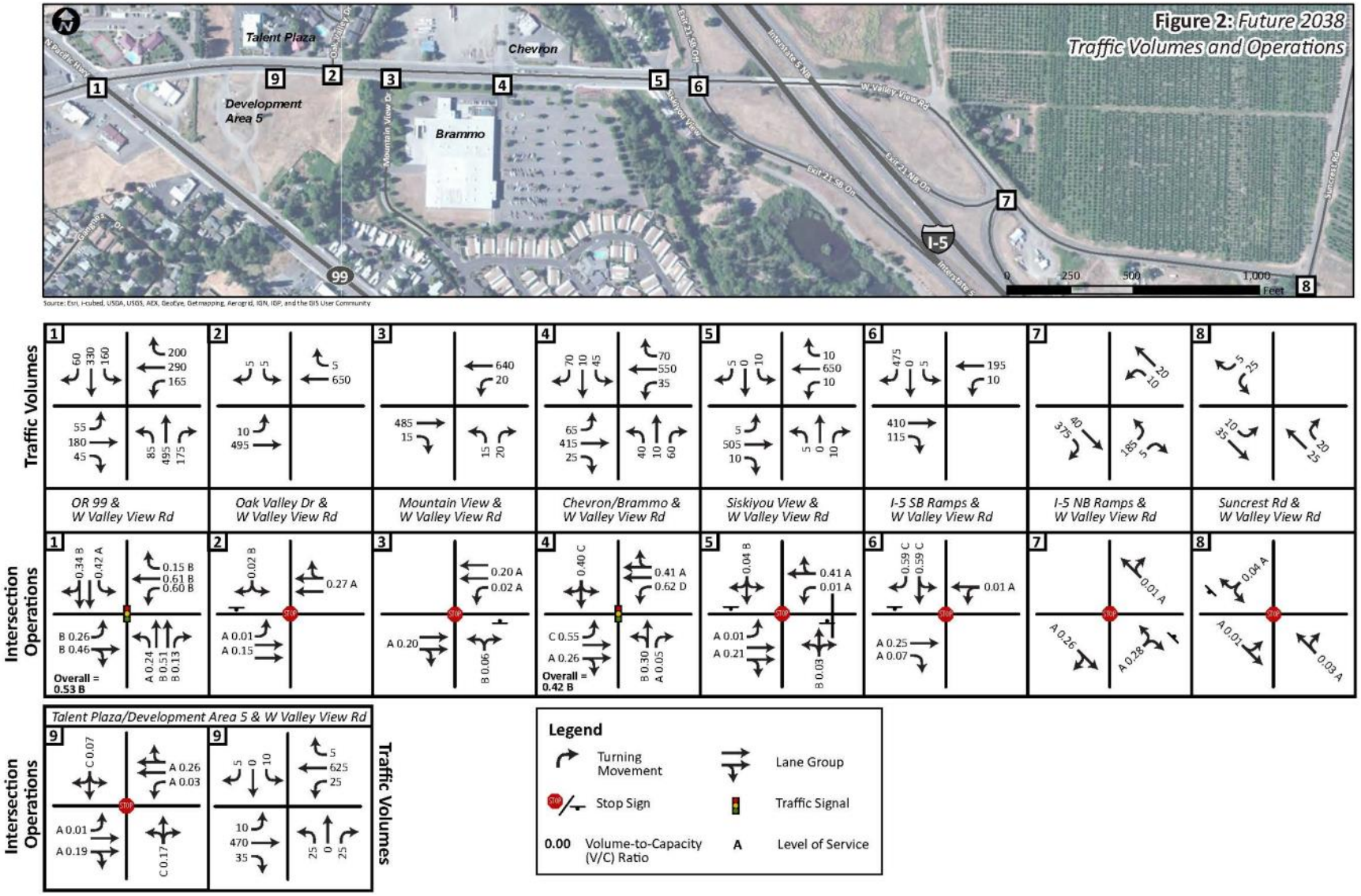


Figure 2: Future 2038
Traffic Volumes and Operations
Talent Plaza
Chevron
Development Area 5
Brammo
W Valley View Rd
I-5
99
Traffic Volumes
Intersection Operations
OR 99 & W Valley View Rd
Oak Valley Dr & W Valley View Rd
Mountain View & W Valley View Rd
Chevron/Brammo & W Valley View Rd
Siskiyou View & W Valley View Rd
I-5 SB Ramps & W Valley View Rd
I-5 NB Ramps & W Valley View Rd
Suncrest Rd & W Valley View Rd
Overall = 0.53 B
Overall = 0.42 B
Talent Plaza/Development Area 5 & W Valley View Rd
Legend
Turning Movement
Lane Group
Stop Sign
Traffic Signal
0.00 Volume-to-Capacity (V/C) Ratio
A Level of Service

Freight Movements

I-5 is a designated freight route and freight from I-5 accesses City of Talent businesses via West Valley View Road. No issues were identified with freight traffic under existing conditions, and this continues to be the case under future conditions. Land east of I-5 is mainly rural residential and agricultural and is not expected to change by the future year 2038. Most land west of I-5 is either developed for commercial uses or zoned for commercial uses and expected to develop accordingly. However, this is not expected to create any issues with freight traffic as a result of congestion, roadway geometrics, weight/height restrictions, or overall safety.

Non-Motorized Movements

Pedestrian and bicycle facilities on West Valley View Road are complete west of I-5, but are limited east of I-5 where West Valley View Road becomes rural and changes jurisdiction from the City of Talent to Jackson County. Pedestrian and bicycle facilities east of I-5 are expected to stay the same under future year 2038 conditions, because development east of I-5 is expected to be limited and pedestrian and bike improvements are unlikely as a result. West of I-5, pedestrian and bicycle facilities are complete, but may undergo changes as a result of concepts being evaluated in the City's TSP update. These concepts seek to improve bike and pedestrian activity along West Valley View and provide better facilities to and from the Bear Creek Greenway.

Appendix E

EXISTING AND FUTURE DEFICIENCIES

INTRODUCTION

This appendix summarizes existing and future transportation system deficiencies and needs within the Area of Primary Impact (API) of Interstate 5 (I-5) Interchange 21 in Talent, Oregon. Figure E-1 shows the API. This appendix covers deficiencies for both vehicular and non-vehicular traffic, areas with specific safety concerns, deficiencies related to the populations specified in Task 4.5, and deficiencies related to freight. The memorandum was prepared as part of the development of an interchange area management plan (IAMP) for Interchange 21.

SUMMARY OF NEEDS AND DEFICIENCIES

This section presents needs and deficiencies identified in Technical Memorandum #3 (Existing Conditions) and Technical Memorandum #4 (Future Conditions). Deficiencies are organized in the following subsections:

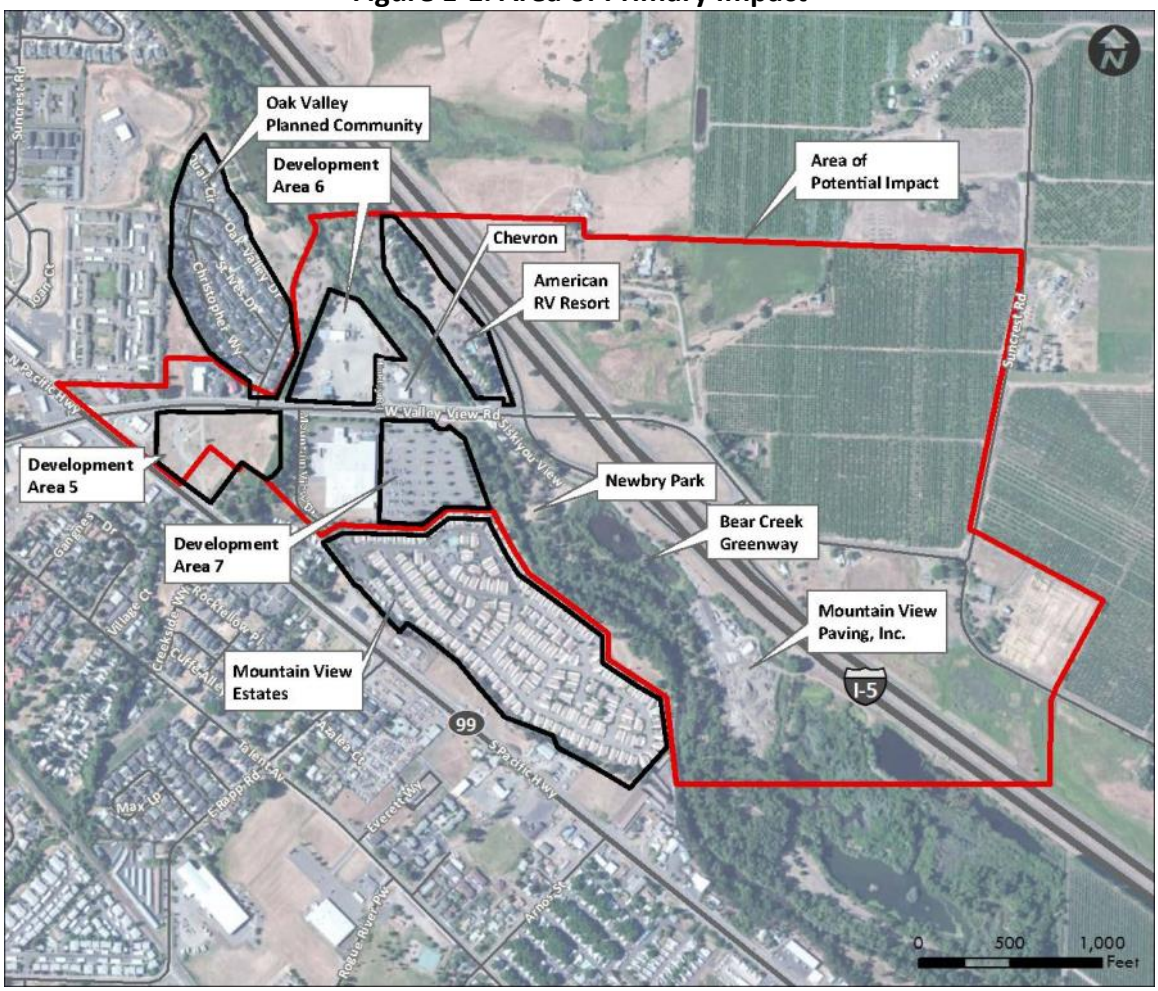
- **Vehicular Traffic** – Summarizes intersection operational deficiencies at API intersections under existing (2014) and future (2038) conditions.
- **Non-Vehicular Modes of Travel** – Summarizes deficiencies related to pedestrian, bicycle, and transit networks.
- **Freight Traffic** – Summarizes deficiencies related to freight within the API under existing and future conditions.
- **Safety Areas** – Summarizes safety deficiencies identified at intersections and roadway segments within the API under existing year 2014 and future year 2038 conditions.
- **Roadway Standards** – Summarizes roadway deficiencies along West Valley View Road within the API.
- **Access Spacing** – Summarizes access spacing deficiencies along West Valley View Road within the API.
- **Bridge Standards** – Summarizes bridge deficiencies along West Valley View Road within the API.
- **Populations** – Summarizes deficiencies related to Title VI of the Civil Rights Act of 1964 , Environmental Justice, the Americans with Disabilities Act, and elderly populations

VEHICULAR TRAFFIC

Intersections along West Valley View Road within the API were evaluated operationally under existing and future conditions and shown to operate within performance standards. I-5 and merge/diverge points associated with Interchange

21 ramps operate well below the mobility standard under existing conditions and continue to have available capacity under future conditions.

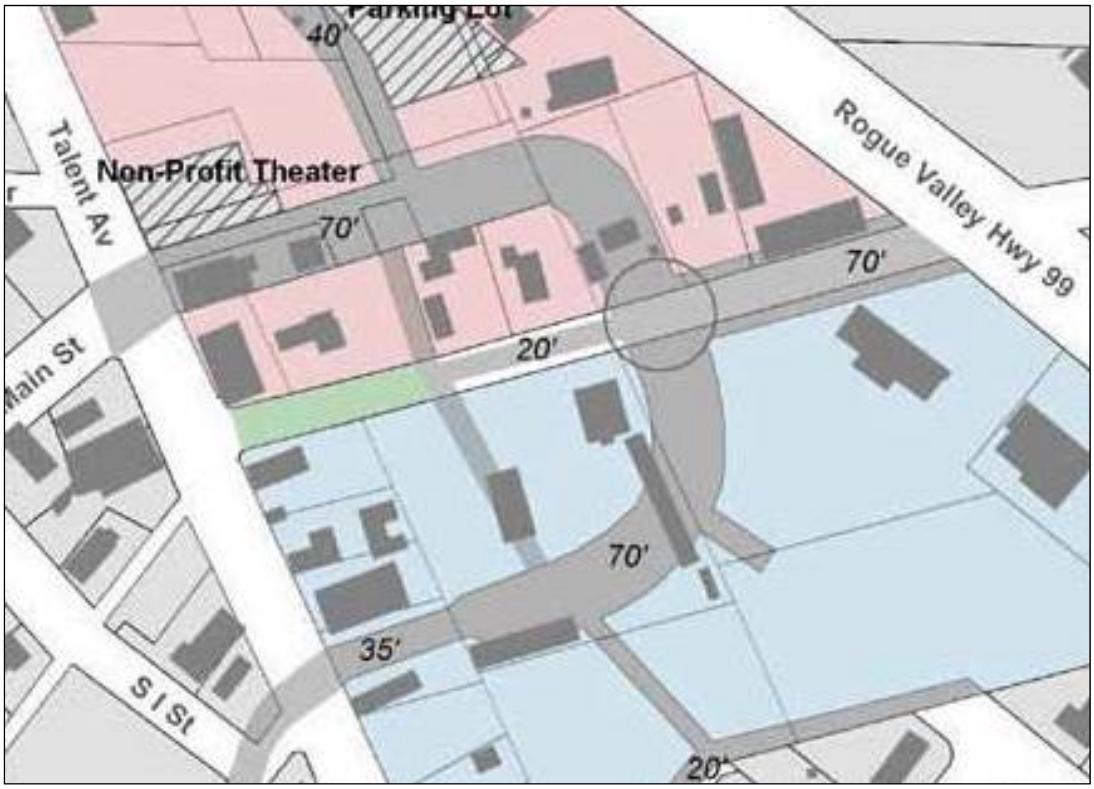
Figure E-1. Area of Primary Impact



95th percentile queue lengths were evaluated under existing and future conditions and not shown to exceed link distances or block upstream/downstream intersections. The west approach of the signalized intersection of OR 99/West Valley View Road was the only link identified to potentially exceed its available storage length in the future and this resulted solely from a roundabout that was constructed approximately 250 feet west of OR 99 on West Valley View as part of the West Valley View Vision Master Plan. Prior to the roundabout, the west approach to the signalized intersection had 250 feet of storage for the eastbound left-turn movement and 700 feet of storage for the eastbound through/shared right-turn movement. See Figure E-2. After construction of the roundabout, the west approach has 150 feet of storage for the left-turn movement and 250 feet of storage for the through/shared right-turn movement, which are considerably less. See Figure E-3. The 95th percentile queue lengths are not projected to reach the

Figure E-2. Before Roundabout

Figure E-3. After Roundabout



roundabout under future conditions, but could be reached if higher growth occurs than expected and/or traffic patterns change by 2038.

NON-VEHICULAR MODES OF TRAVEL

Pedestrian and bicycle facilities on West Valley View Road are complete from OR 99 to Siskiyou View Road, which connects to Newbry Park and the Bear Creek Greenway. Both facilities end at Siskiyou View Road. From Siskiyou View Road to Suncrest Road, West Valley View Road becomes rural and changes jurisdiction from City of Talent to Jackson County. Along this rural section, the road has neither sidewalks nor bike lanes and is difficult to traverse because of meandering shoulders of various widths and conditions.

Within the API, West Valley View Road is designated as a minor arterial under City of Talent jurisdiction from OR 99 to the east city limits (which are at Siskiyou View Drive). The street standards for a minor arterial include a 6-foot bike lane in each direction, 6-8 foot parkrows, and 6-8-foot sidewalks. In commercial areas, sidewalks are to be 8 feet wide. Tree wells may be substituted for the parkrow if on-street parking is included to allow direct sidewalk access from vehicles. From the east city limits to the I-5 northbound off-ramp, West Valley View Road is under the jurisdiction of the Oregon Department of Transportation (ODOT), and is shown as a minor arterial on the federal classification map. The ODOT standard for minor arterials requires 12-foot travel lanes, an 8-foot bike lane, and a 6-foot sidewalk. From the I-5 northbound off-ramp to Suncrest Road, West Valley View Road is under Jackson County jurisdiction and is classified as a rural minor collector. The Jackson County standard for a rural minor collector requires a minimum 4-foot paved shoulder (5 foot desirable), but has no requirement for curb, gutter, bike lanes or sidewalks. Table E-1 lists pedestrian and bicycle facility deficiencies, i.e., instances where existing West Valley View Road improvements fall short of the applicable City, ODOT, and County standards.

Table E-1. Pedestrian and Bicycle Deficiencies on West Valley View Road Within the API

Segment	Bicycle Facilities		Pedestrian Facilities	
	Standard	Actual	Standard	Actual
I-5 NB ramps to I-5 SB ramps	8 ft. lane*	None*	6 ft. sidewalk	None*
I-5 SB ramps to Siskiyou View Dr.	8 ft. lane*	7 ft. shoulder*	6 ft. sidewalk	None*
Siskiyou View to Hinkley Road	6 ft. lane	6 ft.	8 ft. sidewalk	5-10 ft.
Hinkley Road to Mountain View Drive	6 ft. lane	4 ft.	8 ft. sidewalk	5 ft.
Mountain View Drive to Oak Valley Drive	6 ft. lane	4 ft.	8 ft. sidewalk	5 ft.
Oak Valley Drive to OR 99	6 ft. lane	4 ft.	8 ft. sidewalk	5 ft.

* The ODOT standard for urban minor arterials requires sidewalks and striped bike lanes.

FREIGHT TRAFFIC

I-5 is a designated freight route and freight from I-5 accesses City of Talent businesses via West Valley View Road. Freight traffic accounts for about 13 percent of traffic to/from the City of Talent and Jackson County in the project vicinity using West Valley View Road as the connecting route. Roughly 5 percent of traffic at the I-5 northbound and southbound off-ramps, 6 percent at the southbound on-ramp, and 15 percent at the northbound on-ramp are trucks.

No issues were identified with freight traffic in terms of congestion, roadway geometrics, weight/height restrictions, or overall safety under existing or future conditions. More than a decade ago, a truck stop occupied Development Area 6, as shown in Figure E-1, and attracted higher truck percentages to/from I-5. It has seen little to no development since closing and remains vacant. A truck stop is not anticipated on Development Area 6 in the future because of competing truck stops at I-5 exits 24, 30, and 33.

Freight traffic is expected to increase as commercial development occurs within the API over the next 20-plus years, but this is not expected to create any issues. Land east of I-5 is expected to remain rural residential and agricultural. Most land west of I-5 is either developed with commercial uses or zoned for commercial uses and expected to develop accordingly.

City of Talent staff has expressed concern about the potential for an expansion of operations at the site of Mountain View Paving, Inc., as shown in Figure 1. Access to the site is via Siskiyou View Drive, which intersects West Valley View Road near the southbound on-ramp to I-5. The likelihood of such an expansion and whether it would be allowable under the Jackson County Land Development Ordinance are undetermined. However, such an expansion would affect the volume of freight traffic to/from I-5 and on West Valley View Road.

SAFETY AREAS

Crash rates were calculated as part of the existing conditions analysis and reported for intersections and roadway segments within the API. All intersections and roadway segments were shown to have crash rates less than ODOT-published 90th percentile and statewide crash rates. Similarly, I-5 segment crash rates were reported to be less than the statewide crash rate. No segments of I-5 or West Valley View Road were identified in the top 10 percent of the most recent (2013) Safety Priority Index System rankings.

ROADWAY STANDARDS

City of Talent standards for minor arterial streets include one 12-foot travel lane and a 14-foot center left-turn lane, for a 50-66 foot wide roadway (depending upon whether on-street parking exists), curb to curb, within an 80-90-foot right-of-way (Pages 50 and 51 of the TSP). ODOT's design standard for a rural minor arterial includes 12-foot travel lanes and 8-foot shoulders (plus 2 feet for barrier clearance, if a guardrail exists). ODOT's urban design standard for a district level highway

requires 12-foot travel lanes, 6 to 8-foot bike lanes in both directions (depending upon roadway speed), and 6-foot sidewalks. Jackson County's rural minor collector roadway standard includes minimum 11-foot travel lanes and minimum 4-foot paved shoulders for a 30-foot wide roadway within a 60-foot wide right-of-way. Roadway deficiencies are summarized in Table E-2.

Table E-2. Roadway Deficiencies within the API

Roadway	Segment	R.O.W.		Shoulder		Travel Lanes	
		Standard	Actual	Standard	Actual	Standard	Actual
West Valley View Road	Suncrest Road to I-5 NB ramp	ND	ND	4-5 ft. paved	None	ND	ND
	I-5 NB ramps to I-5 SB ramps	-	-	6-8 ft.	2-4 ft. paved	ND	ND
	I-5 SB ramps to Siskiyou View Drive	-	60 ft.	6 ft.	7 ft.	12 ft. plus 14 ft. LTL	11 ft.
	Siskiyou View Drive to Hinkley Road	100 ft.	60-66 ft.	ND	ND	12 ft. plus 14 ft. LTL	11 ft.
	Hinkley Road to Mountain View Drive	100 ft.	80 ft.	ND	ND	12 ft. plus 14 ft. LTL	11 ft.
	Mountain View Drive to Oak Valley Drive	100 ft.	72-80 ft.	ND	ND	12 ft. plus 14 ft. LTL	11 ft.
	Oak Valley Drive to OR 99	100 ft.	66 ft.	ND	ND	12 ft. plus 14 ft. LTL	11 ft.
Suncrest Road	Within API	60 ft.	40 ft.	4 ft. paved	None	ND	ND

LTL – Left-Turn Lane

ND – Not Deficient

ACCESS SPACING

The City of Talent access minimum spacing standard for a minor arterial within a 30-40 mile per hour zone is 300 feet. ODOT's access spacing standard is 0.25 mile from interchange ramp terminals. The Jackson County access spacing standard for a rural roadway is 150 feet. Many access points within the API do not meet these standards. Accesses with deficient spacing are summarized in Table E-3.

Table E-3. Access Spacing Deficiencies Within the API

Section of West Valley View	Distance to Nearest Access (ft)		No. of Accesses
	Standard	Actual	
West of I-5 SB Ramps			
I-5 SB to Mountain View	1,320 ft. from I-5 SB Ramps/ 750 ft. if RIRO	1,235 ft./ 535 ft. to RIRO	7/2
Mountain View to OR 99	300 ft.	<300 ft.	15
I-5 SB Ramp to I-5 NB Ramp			
In Between I-5 Ramps	1,320 ft. from I-5 Ramps	<1,320 ft.	2
East of I-5 NB Ramps			
I-5 NB to Suncrest Road	1,320 f.t from I-5 NB Off-Ramp	<1,320 ft.	8

RIRO – Right In Right Out

BRIDGE STANDARDS

The West Valley View Road Bridge over 1-5 at the Exit 21 interchange was given a sufficiency rating of 71.1 in ODOT's Trans GIS website or 2014 Bridge Log, where 100 would represent an entirely sufficient bridge and zero an entirely insufficient or deficient bridge. Its deck condition was rated satisfactory, with a fair superstructure and good substructure. It was rated functionally obsolete based on the appraisal rating of the bridge deck geometry, under-clearances, and/or approach roadway alignments. The existing bridge width is 33-34 feet (paved roadway width of 30 feet), which is considered deficient because it does not meet the minimum design standards, which, for a minor arterial, include minimum 12-foot travel lanes and 8-foot shoulders, or a minimum width of 42 feet.

POPULATIONS

There are no existing or projected future deficiencies regarding the racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly. As described in Technical Memorandum 2, Existing Conditions, within the API, these populations consist of low-income persons in the American RV Resort and elderly residents of the Oak Valley Planned Community and Mountain View Estates subdivisions. See Figure E-1 for the location of the American RV Resort and the two subdivisions. As stated above, there are no existing or projected deficiencies in operations for motor vehicle travel, and no deficiencies in bicycle or pedestrian facilities in the API. In addition to sidewalks and bicycle lanes along West Valley View Road between I-5 and OR 99, there are traffic signals and marked crosswalks on West Valley View Road at both the Chevron service station and the intersection with OR 99.

Appendix F

CONCEPTS AND EVALUATION

INTRODUCTION

This appendix contains the concepts that were evaluated for possible inclusion in the interchange area management plan (IAMP) for the Interstate 5 (I-5) interchange at Exit 21in Talent, Oregon. The evaluation used the standards that were in the Talent Transportation System Plan (TSP) at the time. The concepts addressed deficiencies within the Interchange 21 Area of Primary Impact (API). The purpose of the evaluation was to help in deciding which concepts to include in the IAMP and how the included concepts should be modified. The remainder of this appendix has not been updated from the evaluation in Technical Memorandum 6 of the IAMP development process.

Concepts are proposed in three areas within the API. Figure F-1 shows the API.

- **Urban Area** – These concepts focus on the urban section of West Valley View Road, which is from OR 99 to the I-5 southbound ramps, and include improvements to sidewalks, bike lanes, travel lanes, and access points. The concepts include three-lane and five-lane alternatives because these are being considered as part of the on-going City of Talent Transportation System Plan update process.
- **Interchange Area** – These concepts address bridge and ramp deficiencies at the interchange, itself.
- **Rural Area** – These concepts address the rural section of West Valley View Road from the I-5 northbound ramps to Suncrest Road and include improvements to shoulders, travel lanes, and access spacing.

No concepts for Transportation Demand Management, Transportation System Management, or changes to land use plans, zoning, or zoning regulations are proposed. This is because forecasted intersection performance in 2038, taking into account allowed development in the API and forecasted development elsewhere in Talent and the region, falls well within the applicable standards. This is documented in Technical Memorandum 5, Existing and Future Deficiencies. Amendments to Talent Zoning Code development regulations may be necessary to implement the concepts for improvements to West Valley View Road included in this memorandum.

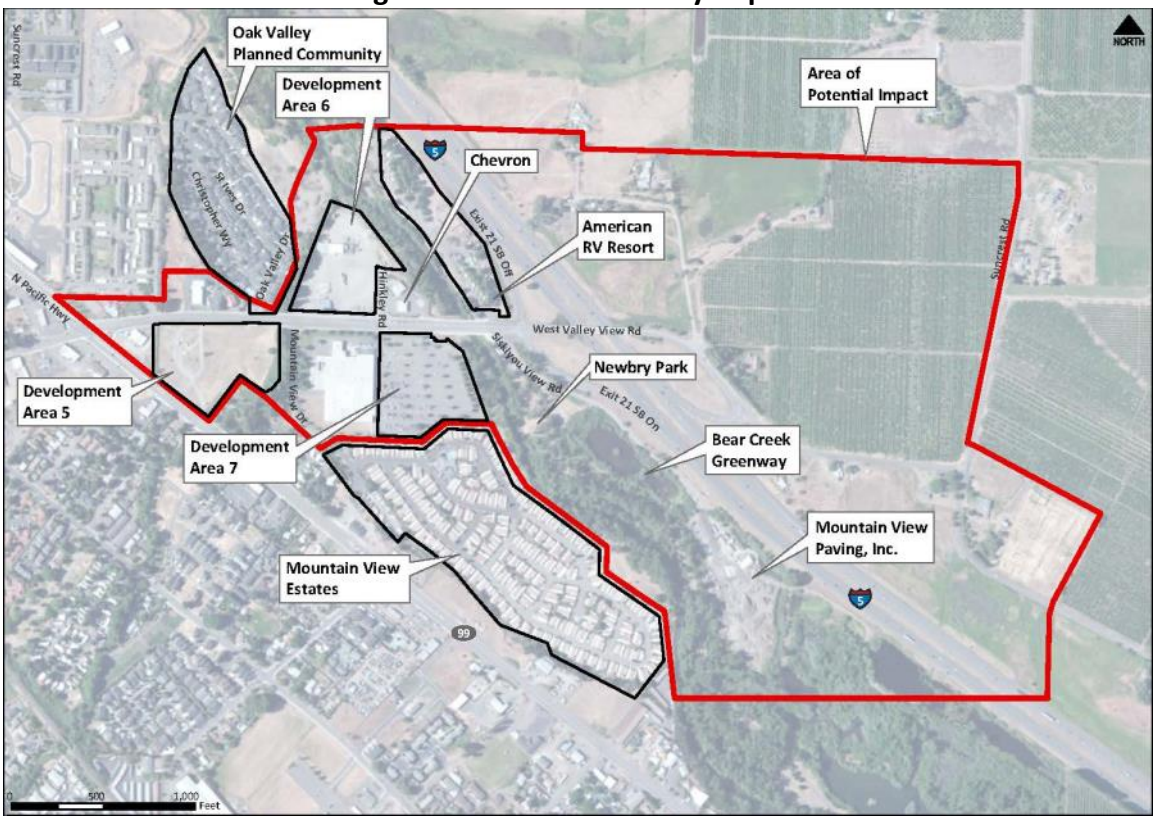
EVALUATION METHODOLOGY

TRAFFIC OPERATIONS

Traffic operations with the proposed concepts were evaluated for future operational deficiencies using volume-to-capacity (v/c) ratios and level of service (LOS) ratings under forecasted 2038 conditions. Results for state roadway segments were

compared to the mobility standards in the Highway Design Manual and results for City and County roadway segments were compared to their standards.

Figure F-1. Area of Primary Impact



ROADWAY GEOMETRIES AND RIGHT-OF-WAY REQUIREMENTS

Infrastructure improvements and access consolidation as a result of roadway geometry and/or ROW needs were identified. Concept drawings illustrate proposed cross sections.

ENVIRONMENTAL RESOURCES

Impacts to environmental resources were assessed using the information in Technical Memorandum 2, Existing Conditions.

FREIGHT IMPACTS/BENEFITS

Impacts/benefits to freight traffic were evaluated by assessing how each concept would affect truck movement.

IMPACTS/BENEFITS FOR RACIAL AND ETHNIC MINORITIES, LOW-INCOME PERSONS, THE PHYSICALLY AND MENTALLY DISABLED, AND THE ELDERLY

Each concept was assessed for its effect on low-income residents of the American RV Resort located next to the Exit 21 Interchange and elderly persons living in the Oak Valley Planned Community and Mountain View Estates subdivisions. Technical Memorandum 2, Existing Conditions, found that these were the only populations of racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly potentially affected by IAMP measures.

COST ESTIMATES

Rough, order of magnitude cost estimates have been developed for each concept using present day dollar. The estimates include a contingency factor but do not include ROW costs, utility relocation, or mitigation of hazardous material sites. The cost estimates are intended to help differentiate between concepts by approximating the relative costs of each project.

URBAN AREA CONCEPTS

Three concepts are proposed to address roadway geometry, ROW standard, pedestrian and bicycle facilities, and access deficiencies identified in Technical Memorandum 5. Table F-1 provides a brief summary of the concepts.

Table F-1. Summary of Urban Area Concepts

Concept	Location	General Description	Reason
U-1	West Valley View Road, OR 99 to I-5 southbound ramps	• Widen to five-lane facility with wider sidewalks, bike lanes and travel lanes to address ROW requirements, design standards, and pedestrian and bicycle travel. Transition back to existing conditions at westbound approach to OR 99 signalized intersection. • Combine access points to decrease the number of conflicts	Roadway Design Standards and Access Control
U-2	West Valley View Road, OR 99 to I-5 southbound ramps	• Restripe section to three-lane facility with wider sidewalks, bike lanes and travel lanes to address ROW requirements, design standards, and pedestrian and bicycle travel. Transition back to existing conditions at westbound approach to OR 99 signalized intersection. • Combine access points to decrease the number of conflicts	Roadway Design Standards and Access Control
U-3	Hinkley Road and I-5 SB ramp intersections with West Valley View Road	• Install single lane roundabouts at Hinkley Road and I-5 SB ramp intersections, in conjunction with three-lane concept U-2, to address access deficiencies and queuing	Operations and Access Control

CONCEPT U-1, FIVE-LANE WEST VALLEY VIEW ROAD FACILITY

Concept U-1 was developed to address ROW, roadway design standard, and access deficiencies. See Figure F-2. The concept would include the following improvements:

- Widen West Valley View Road between OR 99 and the I-5 southbound ramps to include two 12-foot travel lanes in each direction, a 14-foot center turn lane, 6-foot bike lanes, and 8-foot sidewalks.
- Combine access points along West Valley View Road west of I-5 to better meet access spacing requirements. Specifically:
  - If Development Area 7, as shown in Figure F-1, were redeveloped, access would be limited to the intersection at Hinkley Road.
  - Only one access to West Valley View Road from the south side would be allowed between Mountain View Drive and OR 99.
  - Access to Development Area 6 would be limited to Hinkley Road; no direct access to West Valley View Road would be allowed.

The ROW would be 90 feet wide.

Traffic Operations

Table F-2 summarizes traffic operations for concept U-1. Results are reported for all intersections within the API west of the I-5 southbound ramps.

Table F-2. Intersection Operations with Concept U-1

Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Applicable Standard[1]
OR 99 (signalized)	Overall	0.53	B	None	v/c 0.85, LOS D
Development Area 5[2]	NB L/T/R WBT	0.17 0.26	C A	None	LOS D
Oak Valley View Road	SB L/R WBT	0.02 0.27	B A	None	LOS D
Mountain View Road	NB L/R WBT	0.07 0.20	B A	None	LOS D
Hinkley Road (signalized)	Overall	0.42	B	250-foot WBT queue reaches right-in driveway to Chevron Station	LOS D
Siskiyou View Road	SB L/T/R WBT	0.06 0.27	C A	None	LOS D

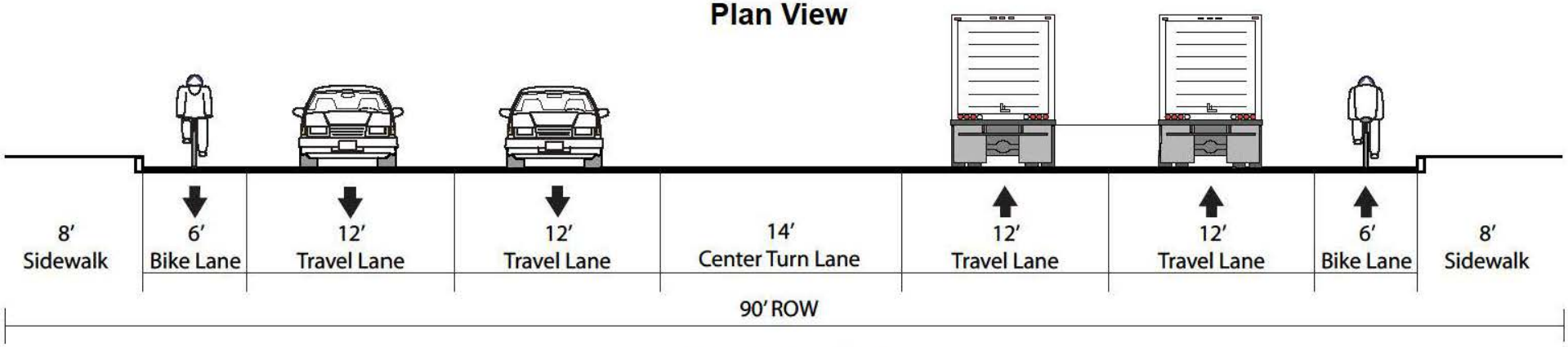
Notes:

4. Mobility/performance standards are taken from Table 10-1 of the 2012 ODOT Highway Design Manual and the Talent TSP.
5. Figure F-1 shows the location of Development Areas 5, 6, and 7.

EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Figure F-2. Concept U-1, Five-Lane West Valley View Road Facility

Plan View



Cross Section

Roadway Geometries and Right-of-Way Requirements

Concept U-1 would address roadway design standards and ROW requirements for West Valley View Road between OR 99 and the I-5 southbound ramps, as illustrated in Figure F-2. Wider travel lanes, bike and pedestrian facilities, and/or buffer areas are provided to meet roadway design standards for a major arterial street. The proposed 90-foot ROW is below the City's 100-foot standard. West Valley View Road would need to be widened and varying amounts of ROW obtained, because the existing ROW varies from 60 feet to 80 feet. The bridges over Bear Creek and Wagner Creek would not be replaced, so the cross-sections would be narrower where the road crosses the bridges. At the Bear Creek Bridge, the travel lanes would remain 11 feet wide, the center turn lane would be 12 feet wide, and the bike lane on the north side would be 4 feet wide. On the south side, cyclists would use the existing 10-foot wide sidewalk. The existing 5-foot wide sidewalk on the north side of the bridge would remain. At the Wagner Creek Bridge, travel lanes would be widened to 12 feet, the center turn lane would be eliminated, and the bike lanes would be widened to 6 feet. The existing 5-foot wide sidewalks across the Wagner Creek Bridge would remain. Access points would be limited, as specified above.

Environmental Impacts

Concept U-1 could require the acquisition of a small amount of land at the entrance to Lynn Newbry Park. The acquisition would likely qualify as *de minimis* under Section 4(f) of the U.S. Department of Transportation Act. No other material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

A five-lane West Valley View Road facility will provide a freight benefit between the I-5 southbound ramps and the right-in right-out driveways to Brammo and Chevron. This section currently has three to four lanes of varying widths and a five-lane section would provide more maneuvering room for large vehicles.

Impacts on Low-Income and Elderly Residents

Concept U-1 would benefit these residents by providing sidewalks and bicycle lanes that are wider than the existing sidewalks and bicycle lanes. The pedestrian crossing distance at West Valley View Road and Hinkley Road would be about 12 percent longer than under existing conditions, but the signalized crosswalks at Hinkley Road and OR 99 would remain. The pedestrian crossing distance at OR 99 would be unchanged.

Cost Estimate

The rough, order of magnitude cost estimate for concept U-1 is $19 million. This cost does not include ROW acquisition, utility relocation, or costs to address potential hazardous waste.

CONCEPT U-2, THREE-LANE WEST VALLEY VIEW ROAD FACILITY

Concept U-2 was developed to address ROW, roadway design standard, and access spacing deficiencies. See Figures 3 and 4. The concept includes the following improvements:

- Re-stripe West Valley View Road between OR 99 and the I-5 southbound ramps to include one 12-foot travel lane in each direction, a 14-foot center turn lane, and 6-foot bike lanes. One option would provide 10-foot sidewalks. Under this option, the ROW would be 80 feet wide. A second option would provide 8-foot sidewalks and 11-foot parkrows separating the bike lanes from the sidewalks. Under this option, the ROW would be 88 feet wide.
- Combine access points along West Valley View Road west of I-5 to better meet access spacing requirements, as specified for Concept U-1

Traffic Operations

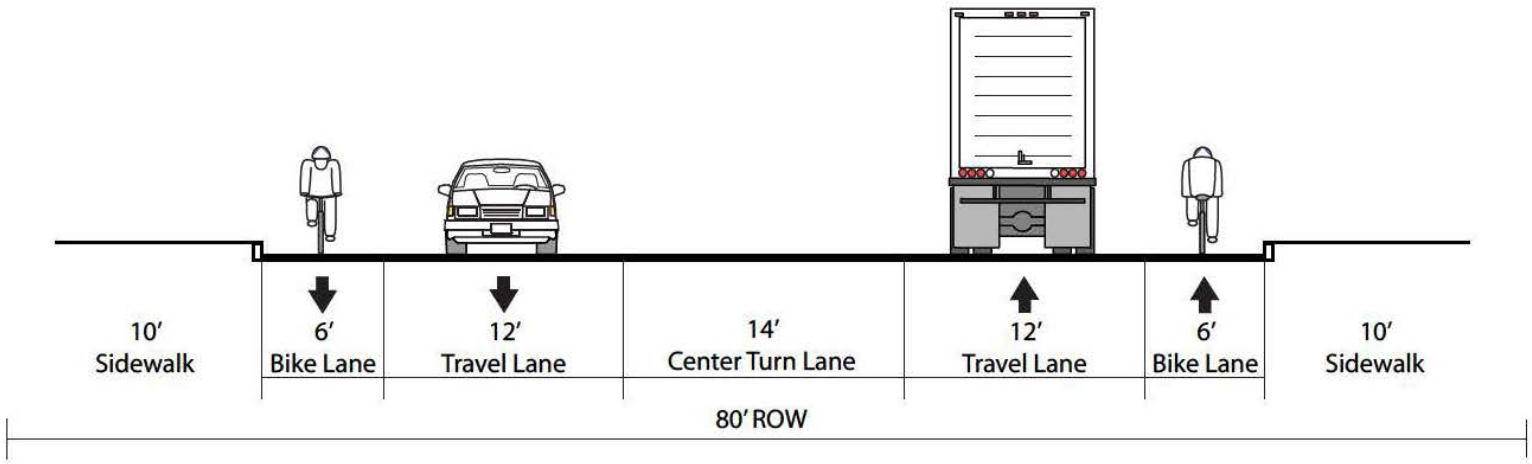
Table F-3 summarizes the traffic operations for concept U-2.

ROADWAY GEOMETRIES AND RIGHT-OF-WAY REQUIREMENTS

Concept U-2 would address roadway design standards and ROW requirements for West Valley View Road between OR 99 and the I-5 southbound ramps, as illustrated in Figures 3 and 4. Wider travel lanes, bike and pedestrian facilities, and/or buffer areas are provided to meet roadway design standards for a major arterial street. The proposed 80-foot ROW under the without parkrow option and 88-foot ROW under the with parkrow option are below the City's 100-foot standard. West Valley View Road would need to be widened in some locations and varying amounts of ROW obtained, because the existing ROW varies from 60 feet to 80 feet. The bridges over Bear Creek and Wagner Creek would not be replaced because the existing pavement width is 60 feet and more than adequate to support a three-lane facility that meets current City standards. Re-striping would occur to include 12-foot travel lanes (where they are currently 11-foot), a 14-foot center lane, and 6-foot bike lanes. The additional 10 feet of pavement would serve as a buffer between the travel lanes and bike lanes. The sidewalks across the Bear Creek Bridge would remain 5 to 10 feet and the sidewalks across the Wagner Creek Bridge would remain 5 feet. Access points would be limited, as specified above.

Figure F-3. Concept U-2 Without Parkrow

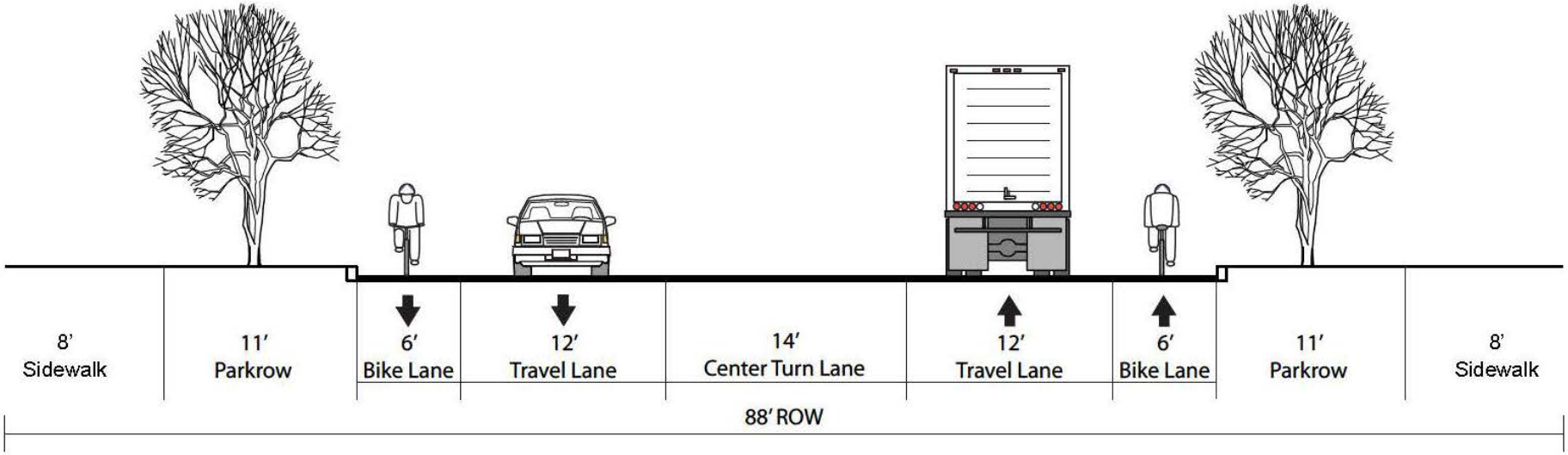
Plan View



Cross Section

Figure F-4. Concept U-2 With Parkrow

Plan View



Cross Section

Table F-3. Intersection Operations with Concept U-2

Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Applicable Standard[1]
OR 99 (signalized)	Overall	0.53	B	None	v/c 0.85, LOS D
Development Area 5[2]	NB L/T/R WBT	0.25 0.39	D A	None	LOS D
Oak Valley View Road	SB L/R WBT	0.03 0.41	B A	None	LOS D
Mountain View Road	NB L/R WBT	0.09 0.40	B A	None	LOS D
Hinkley Road (Brammo)[2] (signalized)	Overall	0.67	B	650-foot WBT queue blocks Siskiyou View Road 400-foot EBT queue reaches Mountain View Road	LOS D
Siskiyou View Road	SB L/T/R WBT	0.09 0.41	D A	None	LOS D

Notes:
1. Mobility/performance standards are taken from Table 10-1 of the 2012 ODOT Highway Design Manual and the Talent TSP.
2. Figure F-1 shows the location of Development Areas 5, 6, and 7.

EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Environmental Impacts

As with Concept U-1, Concept U-2 could require the acquisition of a small amount of land at the entrance to Lynn Newbry Park. The acquisition would likely qualify as *de minimis* under Section 4(f) of the U.S. Department of Transportation Act. No other material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

A three-lane West Valley View Road facility impacts freight traffic by providing less maneuvering room within travel lanes for larger vehicles, which may need to use the bike lanes for turns. In addition, queue lengths at signalized intersections will result from reduced capacity, causing more stop-and-go movements for trucks.

Impacts on Low-Income and Elderly Residents

As with Concept U-1, Concept U-2 would benefit these residents by providing sidewalks and bicycle lanes that are wider than the existing sidewalks and bicycle lanes. In addition, the pedestrian crossing distance at West Valley View Road and Hinkley Road would be reduced by about one quarter compared to existing conditions. The signalized crosswalks at Hinkley Road and OR 99 would remain. The pedestrian crossing distance at OR 99 would be unchanged.

Cost Estimate

The rough, order of magnitude cost estimate for concept U-2 without a parkrow is $17 million. The rough, order of magnitude cost estimate for concept U-2 with a parkrow is $19 million. These costs do not include ROW acquisition, utility relocation, or costs to address potential hazardous waste.

CONCEPT U-3, THREE-LANE FACILITY WITH ROUNDABOUTS

Concept U-3 was developed to address access deficiencies. See Figure F-5. The concept is the same as Concept U-2, but would include the following additional improvements:

- Restrict access between West Valley View Road and Siskiyou View Road and between West Valley View Road and the American RV Park to right-in right-out only to better meet access spacing requirements. A median would prevent left turns onto West Valley View Road from Siskiyou View Road and the American RV Park.
- Install a single-lane roundabout at Hinkley Road to enable vehicles from the American RV Park to proceed eastbound and install a single-lane roundabout at the I-5 southbound ramps to enable vehicles from Siskiyou View Road to proceed westbound. Both roundabouts would be designed to handle WB-67 semi-trucks.

Figure F-5 shows Concept U-3 without parkrows. As an option, Concept U-3 could include parkrows.

Concept U-3 Traffic Operations

Table F-4 summarizes traffic operations for concept U-3.

Table F-4. Intersection Operations with Concept U-3

Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Applicable Standard[1]
Hinkley Road[2] (roundabout)	SB WB	0.27 0.76	B C	200-foot WBT queue reaches right-in Chevron access	LOS D
Siskiyou View Road	SBR WBT	0.04 0.42	B A	None	LOS D
I-5 Southbound Ramps (roundabout)	SB EB	0.57 0.52	B A	None	0.85

Notes:

1. Mobility/performance standards are taken from Table 10-1 of the 2012 ODOT Highway Design Manual and the Talent TSP.
2. Figure F-1 shows the location of Development Areas 5, 6, and 7.

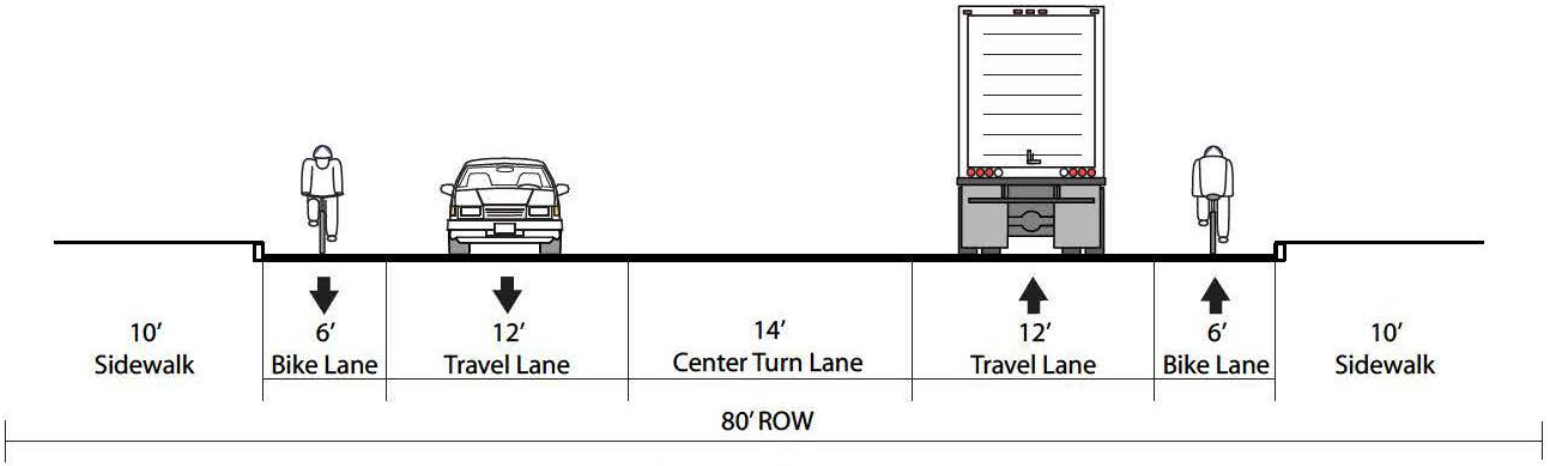
EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Roadway Geometries and Right-of-Way Requirements

Concept U-3 would address access spacing standards for West Valley View Road between Hinkley Road and the I-5 southbound ramps, as illustrated in Figure F-5. The roundabouts at the intersections of West Valley View Road and the southbound ramps would be provided for large vehicle turnarounds necessitated by restricting access between West Valley View Road and Siskiyou View Road and the American RV Park to right-in right-out only. Configuring and signalizing these intersections to allow U-turns would not be sufficient. While U-turns at the intersections would replace the left turn movements for automobiles and light trucks, they would not

Figure F-5. Concept U-3, Three-Lane Facility With Roundabouts (Without Parkrow)

Plan View



Cross Section

replace the left-turn movements for large trucks or RVs. Additional ROW may be necessary to accommodate the roundabouts. The inscribed circle diameter range would need to be 130-180-foot to accommodate large vehicles (i.e., WB-67 semi-trucks).

Environmental Impacts

As with Concept U-1, Concept U-2 could require the acquisition of a small amount of land at the entrance to Lynn Newbry Park. The acquisition would likely qualify as *de minimis* under Section 4(f) of the U.S. Department of Transportation Act. No other material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

Roundabouts at the Hinkley Road and I-5 southbound ramp intersections with West Valley View Road would have positive impacts for freight traffic if designed properly for large vehicles. The roundabouts would reduce the queuing caused by reducing West Valley View Road to a three-lane facility and improve intersection operations at the I-5 southbound ramp intersection. The Hinkley Road intersection would operate roughly the same as with signalized intersection operations. The major difference at this intersection would be reduced queue lengths with a roundabout, which in turn means less stop and go for freight traffic.

Impacts on Low-Income and Elderly Residents

As with Concept U-1 and Concept U-2, Concept U-3 would benefit these residents by providing sidewalks and bicycle lanes that are wider than the existing sidewalks and bicycle lanes. West Valley View Road would be slightly wider to cross. Pedestrian crossings at the Hinkley Road roundabout could be designed to provide a level of safety equivalent to the existing signalized crosswalks. The signalized crosswalk at OR 99 would remain.

Cost Estimate

The rough, order of magnitude cost estimate for concept U-3 is $20 million. This cost does not include ROW acquisition, utility relocation, or costs to address potential hazardous waste.

INTERCHANGE AREA IMPROVEMENTS

Two concepts are proposed to address roadway geometry, pedestrian and bicycle facilities, and bridge deficiencies identified in Technical Memorandum 5. Table F-5 provides a brief summary of the concepts.

Table F-5. Summary of Interchange 21 Improvement Concepts

Concept	Location	General Description	Reason
I-1	West Valley View Road, I-5 southbound ramps to I-5 northbound ramps	Widen to two-lane facility with wider sidewalks, bike lanes and travel lanes to address design standards and pedestrian and bicycle travel, applying ODOT's standard for an urban minor arterial.	Roadway Design Standard and Safety
I-2	West Valley View Road, I-5 southbound ramps to I-5 northbound ramps	Widen to two-lane facility with wider sidewalks, bike lanes and travel lanes to address design standards and pedestrian and bicycle travel, applying ODOT's standard for an rural minor arterial.	Roadway Design Standard and Safety

CONCEPT I-1, ROADWAY WIDENING TO URBAN STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT

Concept I-1 was developed to address roadway design standard and safety deficiencies. The concept consists of widening West Valley View Road between the I-5 northbound and southbound ramps, including the bridge over I-5, to include one 12-foot travel lane in each direction, combined 8-foot bike lane/buffer areas, and 6-foot sidewalks. See Figure F-6.

Concept I-1 Traffic Operations

Table F-6 summarizes traffic operations for concept I-1.

Table F-6. Intersection Operations with Concept I-1

Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Mobility Standard[1]
I-5 Southbound Ramps	SB L/T EBT	0.59 0.25	N.A.	None	0.85
I-5 Northbound Ramps	EB L/R SBT/R	0.29 0.26	N.A.	None	0.85

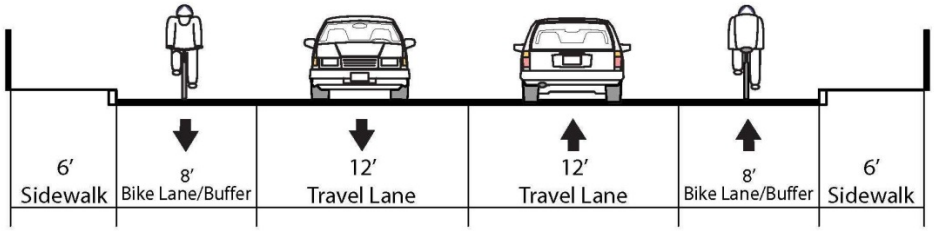
Notes:
1. The mobility standard is taken from Table 10-1 of the 2012 ODOT Highway Design Manual.
EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Roadway Geometries and Right-of-Way Requirements

Concept I-1 addresses roadway design standards for West Valley View Road between the I-5 northbound and southbound ramps, as illustrated in Figure F-6. Bike lanes, buffer areas, and sidewalks are provided to meet ODOT's roadway design standards for an urban minor arterial. West Valley View Road would be widened and additional ROW obtained. The bridge over I-5 would be widened by approximately 30 to 32-feet, nearly doubling the width of the existing structure (which is 33 to 34-feet wide) or replaced to accommodate the wider cross section.

Figure F-6. Concept I-1, Roadway Widening to Urban Standard, Including Bridge Widening or Replacement

Plan View



Cross Section

Environmental Impacts

No material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

Widening West Valley View Road and the bridge over I-5 to incorporate bike lanes, buffer areas, and sidewalks will have a positive impact on freight traffic by providing more maneuvering area for large vehicles and additional separation between large vehicles and pedestrians and cyclists.

Impacts on Low-Income and Elderly Residents

The bicycle lanes and sidewalks would benefit low-income residents of the American RV Park and elderly residents of the Oak Valley Planned Community and Mountain View Estates subdivisions who walk or bicycle across the interchange. The number of such trips is small.

Cost Estimate

The rough, order of magnitude cost estimate for concept I-1 is $10 million, if the bridge is widened and $14 million if the bridge is replaced. These costs do not include ROW acquisition, utility relocation, or costs to address potential hazardous waste.

CONCEPT I-2, ROADWAY WIDENING TO RURAL STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT

Concept I-2 was developed to provide an alternative to Concept I-2, because no urban development is expected east of the interchange during the planning period. This means that volumes of pedestrian and bicycle travel are expected to remain low. Instead of meeting ODOT's standards for an urban minor arterial, Concept I-2 would meet the standards for a rural minor arterial. As illustrated in Figure F-7, the concept widens West Valley View Road and the bridge over I-5 between the I-5 northbound and southbound ramps to include one 12-foot travel lane in each direction and an 8 to 10-foot shoulder.

Traffic Operations

Table F-7 summarizes traffic operations for concept I-2.

Table F-7. Intersection Operations with Concept I-2

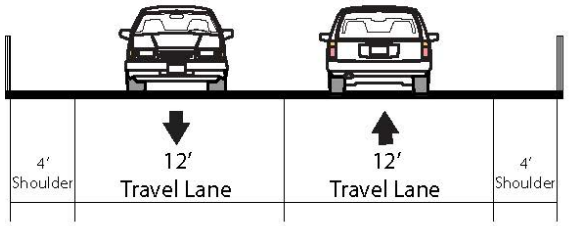
Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Mobility Standard[1]
I-5 Southbound Ramps	SB L/T EBT	0.59 0.25	N.A.	None	0.85
I-5 Northbound Ramps	EB L/R SBT/R	0.29 0.26	N.A.	None	0.85

Notes:

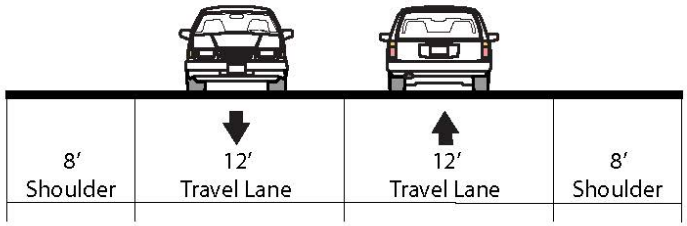
1. Mobility standards are taken from Table 10-1 of the 2012 ODOT Highway Design Manual.

EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Figure F-7. Concept I-2, Roadway Widening to Rural Standard, Including Bridge Widening or Replacement



Bridge Cross Section



Off-Bridge Cross Section

Roadway Geometries and Right-of-Way Requirements

Concept I-2 would address roadway design standards for West Valley View Road between the I-5 northbound and southbound ramps, as illustrated in Figure F-7. Wide shoulders are provided for the low volume of bicyclists and pedestrians on West Valley View Road and to meet roadway design standards for rural conditions east of I-5. West Valley View Road would be widened, but no additional ROW would be needed. The bridge over I-5 would be widened by approximately 14 feet, but likely would not need to be replaced.

Environmental and Land Use Assessment

No material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

Widening West Valley View Road and the bridge over I-5 to incorporate shoulders will have a positive impact on freight traffic by providing more maneuvering area for large vehicles and additional separation between large vehicles and pedestrians and cyclists within the shoulder area.

Impacts on Low-Income and Elderly Residents

The wider shoulders would benefit low-income residents of the American RV Park and elderly residents of the Oak Valley Planned Community and Mountain View Estates subdivisions who walk or bicycle across the interchange. The number of such trips is small.

Cost Estimate

The rough, order of magnitude cost estimate for concept I-2 is $8 million. This cost does not include ROW acquisition, utility relocation, or costs to address potential hazardous waste.

RURAL AREA IMPROVEMENTS

One concept is provided to address roadway design standard and access deficiencies identified in baseline conditions. A brief summary of concepts is provided in Table F-8.

Table F-8. Summary of Rural Area Improvement Concepts

Concept	Location	General Description	Reason
R-1	West Valley View Road, I-5 northbound ramps to Suncrest Road	• Widen to include 11-foot travel lanes and 5-foot paved shoulders • Consolidate access points to reduce conflicts	Roadway Design Standard, Safety, and Access

CONCEPT R-1, RURAL WEST VALLEY VIEW ROAD FACILITY

Concept R-1 was developed to address roadway design standard, safety, and access deficiencies. See Figure F-8. The concept would include the following improvements:

- Widen and restripe West Valley View Road between the I-5 northbound ramps and Suncrest Road to include one 11-foot travel lane in each direction and 5-foot paved shoulders.
- Combine access points along West Valley View Road east of I-5 to better meet Jackson County access spacing requirements.

Concept R-1 Traffic Operations

Table F-9 summarizes traffic operations for concept R-1.

Table F-9. Intersection Operations with Concept R-1

Intersection with West Valley View Road	Movement	V/C Ratio	LOS	Queuing Issues	Jackson County Standard[1]
Suncrest Road	WB L/R NBT/R	0.04 0.03	A A	None	0.95

Notes:
1. The Jackson County Transportation System Plan traffic operational standard for county roadways inside the MPO is 0.95.

EB=eastbound; WB=westbound; NB=northbound; SB=southbound; L=left; T=through; R=right; v/c=volume to capacity; LOS=level of service

Roadway Geometries and Right-of-Way Requirements

Concept R-1 would address roadway design standards for West Valley View Road east of the I-5 northbound ramps, as illustrated in Figure F-8. Shoulders are provided for the low volume of bicyclists and pedestrians on West Valley View Road and to meet County roadway design standards for rural conditions. West Valley View Road would need to be widened and re-striped, but no additional ROW would be needed.

Environmental Impacts

No material environmental impacts or regulatory issues are anticipated. Treatment of stormwater runoff will have to be addressed when improvements are implemented.

Freight Impacts/Benefits

Widening West Valley View Road east of I-5 to incorporate 5-foot shoulders would have a positive impact on freight traffic by providing more maneuvering area for large vehicles and additional separation between large vehicles and pedestrians and cyclists within the shoulder area.

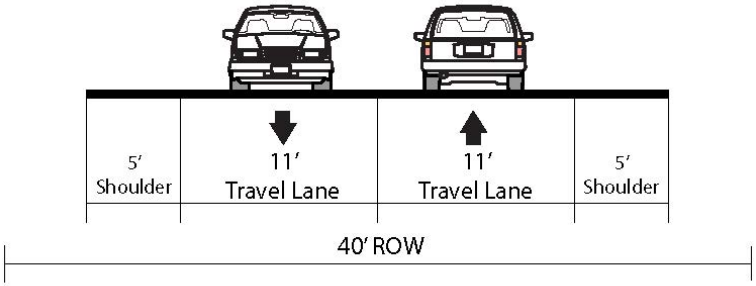
Impacts on Low-Income and Elderly Residents

The wider shoulders would benefit low-income residents of the American RV Park and elderly residents of the Oak Valley Planned Community and Mountain View Estates subdivisions who walk or bicycle across the interchange and into the rural area east of the interchange. The number of such trips is small.

Cost Estimate

The rough, order of magnitude cost estimate for concept R-1 is $1.5 million. This cost does not include utility relocation or costs to address potential hazardous waste.

Figure F-8. Concept R-1, Rural West Valley View Road



FUTURE TRAFFIC SAFETY CONSIDERATIONS

No concepts were developed to specifically address a safety concern because the review of existing and future baseline conditions did not identify any safety concerns. Therefore, a crash modification factor analysis was not conducted.

ROADWAY SYSTEM CLASSIFICATION CHANGES

None of the concepts evaluated require a change in roadway classification. West Valley View Road within the City of Talent would remain classified as a major arterial under Concepts U-1, U-2, and U-3; within the interchange it would remain classified by ODOT as an urban minor arterial under Concepts I-1 and I-2; and east of the interchange it would remain classified by Jackson County as a rural minor collector under Concept R-1.

QUALITATIVE MULTI-MODAL LOS ASSESSMENT

A multimodal level of service analysis (MMLOS) analysis provides a comprehensive assessment of all travel modes. The analysis conducted for this technical memorandum uses information from existing, baseline, and concept scenarios. Table F-10 summarizes performance for each mode, using a ranking system with four categories, from poor to very good. These rankings consider travel lanes, bike lanes, sidewalks/paths, shoulders/buffer areas, parking lanes, vehicle volumes/speeds, pavement conditions, traffic control, crossing width, medians, access, and other factors that influence level of service for each mode.

EXISTING BASELINE

The existing baseline condition includes an urban four to five lane section of West Valley View Road from OR 99 to Siskiyou View Road. Along this section, very few facilities meet design standards for a major arterial street, but facilities for the most part are included for pedestrians, bicyclists, and automobiles. The rating for automobiles is good along the entire length, except between Oak Valley View Drive and the western boundary of Development Area 5, where no center turn lane is provided. Pedestrian and bicycle facilities are rated good along segments within this section of West Valley View Road, but are rated fair at unsignalized intersections within five-lane segments and good at unsignalized intersections within four-lane segments because of longer crossing distances.

From Siskiyou View Road to the I-5 northbound ramps, West Valley View Road is considered urban, but has a much more rural feel to it. It has 7 to 8-foot shoulders

Table F-10. Qualitative Multimodal Assessment

Travel Mode				
Location	**Bicycle**	**Pedestrian**	**Transit**	**Auto**
EXISTING				
West Valley View Road at OR 99	Fair	Fair	NA	Good
OR 99 to Oak Valley View	Good	Good	NA	Fair
West Valley View Road at Oak Valley	Good	Good	NA	Fair
Oak Valley View to Hinkley Road	Good	Good	NA	Good
West Valley View Road at Mountain View	Fair	Fair	NA	Good
West Valley View Road at Hinkley Road	Fair	Fair	NA	Good
Hinkley Road to Siskiyou View	Very Good	Good	NA	Good
West Valley View Road at Siskiyou View	Fair	Fair	NA	Good
West Valley View Road at I-5 SB	Poor	Poor	NA	Very Good
Siskiyou View to I-5 NB	Poor	Poor	NA	Very Good
West Valley View Road at I-5 NB	Poor	Poor	NA	Very Good
I-5 NB to Suncrest Road	Poor	Poor	NA	Very Good
West Valley View Road at Suncrest Road	Poor	Poor	NA	Very Good
FUTURE BASELINE				
West Valley View Road at OR 99	Fair	Fair	NA	Good
OR 99 to Oak Valley View	Good	Good	NA	Good
West Valley View Road at Development Area 5	Fair	Fair	NA	Good
West Valley View Road at Oak Valley	Fair	Fair	NA	Good
Oak Valley View to Hinkley Road	Good	Good	NA	Good
West Valley View Road at Mountain View	Fair	Fair	NA	Good
West Valley View Road at Hinkley Road	Fair	Fair	NA	Good
Hinkley Road to Siskiyou View	Very Good	Good	NA	Good
West Valley View Road at Siskiyou View	Fair	Fair	NA	Good
West Valley View Road at I-5 SB	Poor	Poor	NA	Very Good
I-5 SB to I-5 NB	Poor	Poor	NA	Very Good
West Valley View Road at I-5 NB	Poor	Poor	NA	Very Good
I-5 NB to Suncrest Road	Poor	Poor	NA	Very Good
West Valley View Road at Suncrest Road	Poor	Poor	NA	Very Good
CONCEPT U-1 FIVE-LANE SECTION				
OR 99 to Siskiyou View	Very Good	Very Good	NA	Very Good
West Valley View Road at Hinkley Road signalized intersection	Good	Good	NA	Very Good
CONCEPT U-2 THREE-LANE SECTION				
OR 99 to Siskiyou View	Good	Very Good	NA	Good
West Valley View Road at Hinkley Road signalized intersection	Very Good	Very Good	NA	Fair
CONCEPT U-3 THREE-LANE SECTION WITH ROUNDABOUT				
Hinkley Road to I-5 SB	Very Good	Very Good	NA	Very Good
West Valley View Road at Hinkley Road roundabout	Very Good	Good	NA	Good
West Valley View Road at Siskiyou View	Very Good	Very Good	NA	Good
West Valley View Road at I-5 SB roundabout	Very Good	Very Good	NA	Very Good
CONCEPT I-1 ROADWAY WIDENING TO URBAN STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT				
I-5 SB to I-5 NB	Good	Very Good	NA	Very Good
CONCEPT I-2 ROADWAY WIDENING TO RURAL STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT				
I-5 SB to I-5 NB	Good	Good	NA	Very Good
CONCEPT R-1 RURAL WEST VALLEY VIEW ROAD				
I-5 NB to Suncrest Road	Good	Good	NA	Very Good
West Valley View Road at Suncrest Road	Good	Good	NA	Very Good

Note: Rankings Description: Poor - inadequate or no facility provided, Fair - substandard facility provided, Good - adequate facility provided, Very Good - facility provided that meets design standard
EB=eastbound; WB=westbound; NB=northbound; SB=southbound

between Siskiyou View Road and the I-5 southbound ramps, but then decreases in width between the I-5 ramps and provides 2 to 4-foot shoulders that meander in and out. This section is considered to have an adequate number of travel lanes, and so is rated good for automobiles, but poor for pedestrians and bicyclists due to a lack of facilities.

From the I-5 northbound ramps to Suncrest Road, West Valley View Road is considered rural and is adequate in the number of and width of travel lanes, but lacks consistent paved shoulders. For this reason, this section of West Valley View Road is rated good for automobiles and poor for pedestrians and bicyclists.

There is no existing or planned transit along West Valley View Road within the API.

FUTURE BASELINE

The future baseline scenario differs from existing conditions only in the section of West Valley View Road between Oak Valley View Drive and the western edge of Development Area 5. This section includes four lanes with no center turn lane under existing conditions and is assumed to include five lanes with a center turn lane under future conditions when Development Area 5 improves. The addition of a center turn lane improves the qualitative auto assessment along this segment and at the intersection of Oak Valley View and West Valley View Road from fair to good, but decreases the rating for pedestrians and bicyclists at unsignalized intersections to fair because of creating longer crossing distances. No other changes are anticipated within the API.

CONCEPT U-1, FIVE-LANE SECTION

Concept U-1 widens West Valley View Road from OR 99 to Siskiyou View to a five-lane section that meets City standards. This increases the rating for automobiles, pedestrians, and bicyclists along the roadway segments to very good, but decreases the rating for pedestrians and bicyclists at unsignalized intersections to good because of the longer crossing distance.

CONCEPT U-2, THREE-LANE SECTION

Concept U-2 reduces West Valley View Road to a three-lane urban section from OR 99 to Siskiyou View Road. This is better for pedestrians and bicyclists at unsignalized intersections because of creating a shorter crossing distance, but this concept puts a higher volume of traffic in the outer travel lane along segments, which is not as good for bicyclists. Automobiles have fewer lanes to cross at unsignalized intersections, which is an improvement operationally, but the reduction in travel lanes decreases capacity and increases queue lengths at signalized intersections.

CONCEPT U-3, THREE-LANE SECTION WITH ROUNDABOUTS

Concept U-3 reduces West Valley View Road to a three-lane section from OR 99 to Siskiyou View Road, restricts access at Siskiyou View Road to right-in right-out only,

and adds single lane roundabouts at the I-5 southbound ramps and Hinkley Road intersections. The three-lane section has similar ratings as Concept U-2, but is better for pedestrians and bicyclists at the I-5 southbound ramps intersection because of the roundabout. A roundabout in place of an unsignalized intersection is considered an improvement for pedestrians and bicyclists, but is not considered an improvement when replacing a signalized intersection, so the Hinkley Road roundabout lowers the pedestrian and bicyclist rating. Additional delay is created for automobiles at signalized intersections with a reduced, three-lane facility, and this improves on the main line when a roundabout replaces the traffic signal at Hinkley Road. The roundabout at the I-5 southbound ramps creates additional delay for automobiles on West Valley View Road, but decreases delay for the I-5 southbound off-ramp approach.

CONCEPT I-1, ROADWAY WIDENING TO URBAN STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT

Concept I-1 widens the bridge over I-5 (and possibly requires replacing the bridge) and the section of West Valley View Road between the bridge and the I-5 northbound ramps to include one travel lane in each direction, bike lanes, buffer areas, and sidewalks. Adequate travel lanes are already provided under existing conditions, so the auto rating continues to be very good in this concept. The pedestrian rating improves from poor to very good and the bicyclist rating improves from poor to good because of it being adjacent to the single travel lane in each direction.

CONCEPT I-2, ROADWAY WIDENING TO RURAL STANDARD, INCLUDING BRIDGE WIDENING OR REPLACEMENT

Concept I-2 widens the bridge over I-5 and the section of West Valley View Road between the bridge and the I-5 northbound ramps to include one travel lane in each direction and paved shoulders. Adequate travel lanes are already provided under existing conditions, so the auto rating continues to be very good in this concept. The pedestrian and bicyclist ratings improve from poor to good because both are placed in the shoulder, which is adjacent to the single travel lane in each direction.

CONCEPT R-1, RURAL WEST VALLEY VIEW ROAD

Concept R-1 widens and restripes West Valley View Road to include adequate travel lanes and paved shoulders in accordance with Jackson County rural standards. Adequate travel lanes are already provided under existing conditions so the auto rating continues to be very good in this concept, but the pedestrian and bicyclist rating improves from poor to good because both are placed in the shoulder, which is adjacent to the single travel lane in each direction.

EVALUATION MATRIX

An evaluation matrix was developed to compare concepts based on the evaluation criteria in Technical Memorandum 1, Goals and Objectives and Policy Review. Table F-11 contains the results.

Table F-11. Evaluation Matrix

Evaluation Criteria	Concept					
	U-1 Five-lane Facility	U-2 three-lane Facility	U-3 Roundabouts	I-1 Widening to Urban Standard	I-2 Widening to Rural Standard	R-1 Rural W. Valley View
Meet applicable ODOT mobility performance targets	Yes	Yes[3]	Yes	Yes	Yes	Yes
Meet applicable ODOT access spacing standards	No[1]	No[1]	No[2]	No[1]	No[1]	No[1]
Cost no more than can reasonably be expected to be funded with federal, state, and local funds	Yes	Yes	Yes	No	Yes	Yes
Provide for implementation on an incremental basis when traffic volumes establish need and funds become available	Yes	Yes	Yes	No	Yes	Yes
Avoid unsafe conditions	Yes	Yes	Yes	Yes	Yes	Yes
Ensure that the interchange and local roadway network meet the traffic generation needs of land development and that land development does not overtax the capacity of the interchange and local roadway network	Yes	Yes	Yes	Yes	Yes	Yes
Avoid and minimize adverse environmental impacts	Yes	Yes	Yes	Yes	Yes	Yes
Improve facilities and conditions for pedestrians and bicyclists	Yes	Yes	Yes	Yes	Yes	Yes
Avoid adverse impacts on racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly, as well as meet their needs	Yes	Yes	Yes	Yes	Yes	Yes

Notes:

1. The ODOT access spacing requirement within an interchange area is 1320-foot to the nearest full movement access and 750-foot to the nearest right-in right-out access.
2. Although it doesn't meet the spacing requirement, this concept is the only concept that restricts access at Siskiyou View Road to right-in right-out movements and makes the best attempt to comply with access spacing requirements.
3. Queuing causes downstream access points to be blocked eastbound and westbound at Hinkley Road/West Valley View Road.

Appendix G

PREFERRED CONCEPTS

INTRODUCTION

This appendix contains the preferred concepts for each of three areas within the area of potential impact (API) for the interchange area management plan (IAMP) for the Exit 21 Interchange on Interstate-5 (I-5) in Talent, Oregon. Figure G-1 shows the API. The three areas are the:

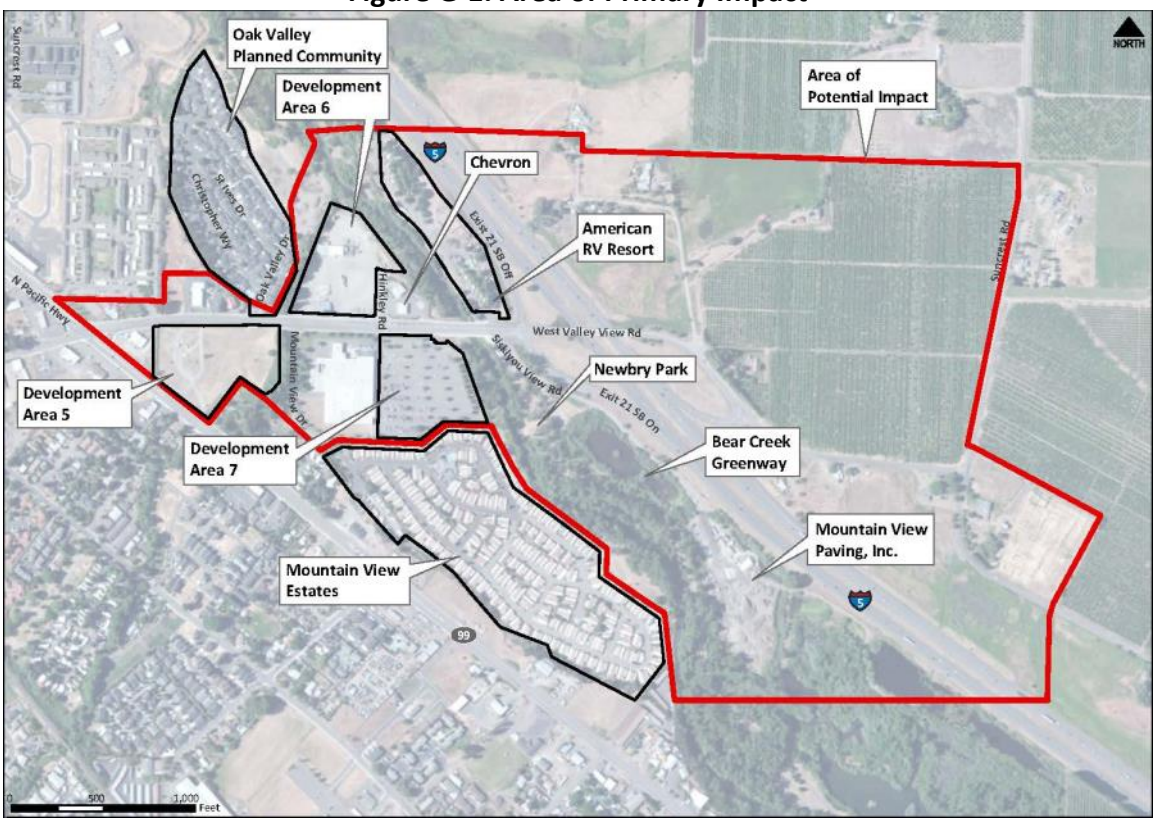
- **Urban Area** – The urban section of West Valley View Road, which is from OR 99 to the I-5 southbound ramps.
- **Interchange Area** – The bridge, ramps, and West Valley View Road at the interchange, itself.
- **Rural Area** – The rural section of West Valley View Road from the I-5 northbound ramps to Suncrest Road.

This memorandum first describes the process used to evaluate and select the preferred concept for each area, then describes the preferred concepts and explains why their components were included. Once the preferred concepts have been refined in response to reviews of this memorandum by staff of the Oregon Department of Transportation (ODOT), City of Talent, Jackson County, and Rogue Valley Council of Governments and by members of the public, they will be incorporated into the IAMP. The IAMP will also include two other components. One will be an access management plan (AMP) for the interchange area, which will provide a scheme for changes to local approaches to West Valley View Road, including streets and driveways. The AMP is being developed and will be made available for review. The other component will include interchange management measures, such as changes to the Talent Zoning Code or proposals for methods to fund transportation improvements. TM 8 will address these measures and the implementation of the measures in this TM.

EVALUATION AND SELECTION PROCESS

To select the preferred concept for each area, ODOT prepared TM 6, Concepts and Evaluation, distributed it to members of the IAMP 21 Technical Advisory Committee (TAC) and Citizen Advisory Committee (CAC), conducted a meeting to discuss TM 6 and obtain feedback, then provided an additional opportunity to submit comments. In addition, ODOT conducted a public open house on the IAMP at the Talent Community Hall January 20, 2015, in conjunction with an open house on the update of the Talent Transportation System Plan. Members of the public were able to discuss the alternative concepts with project staff. Three members of the public wrote comments regarding the alternative concepts. A comment log contains these comments, comments recorded in notes on the meeting of the TAC, and responses to the comments.

Figure G-1. Area of Primary Impact



TM 6 described three alternative concepts for the urban area, two alternative concepts for the interchange, itself, and one concept for the rural area. It also evaluated each concept for:

- traffic operations
- roadway geometries
- right-of-way requirements
- environmental impacts
- freight impacts
- impacts on racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly
- cost

In addition, TM 6 compared how the alternatives met the evaluation criteria in Technical Memorandum 1, Goals and Objectives and Policy Review. These criteria are:

1. Meet applicable ODOT mobility performance targets.
2. Meet applicable ODOT access spacing standards.

3. Cost no more than can reasonably be expected to be funded with federal, state, and local funds, including contributions from properties benefited by interchange improvements.
4. Provide for implementation on an incremental basis when traffic volumes establish need and funds become available.
5. Avoid unsafe conditions.
6. Ensure that the interchange and local roadway network meet the traffic generation needs of land development and that land development does not overtax the capacity of the interchange and local roadway network.
7. Avoid and minimize adverse environmental impacts.
8. Improve facilities and conditions for pedestrians and bicyclists.
9. Avoid adverse impacts on racial and ethnic minorities, low-income persons, the physically and mentally disabled, and the elderly, as well as meet their needs.

PREFERRED CONCEPTS AND REASONS FOR SELECTION

URBAN AREA

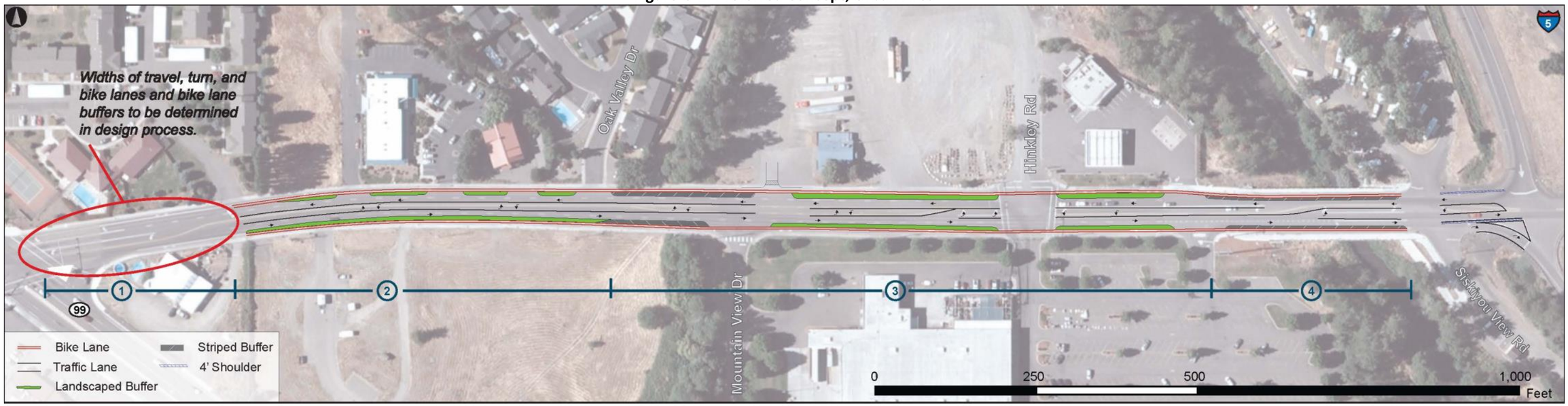
Description

The urban area includes the segment of West Valley View Road under City of Talent jurisdiction from OR 99 to the I-5 southbound ramps. The paved width varies from approximately 55 feet to 66 feet across the segment. The preferred concept:

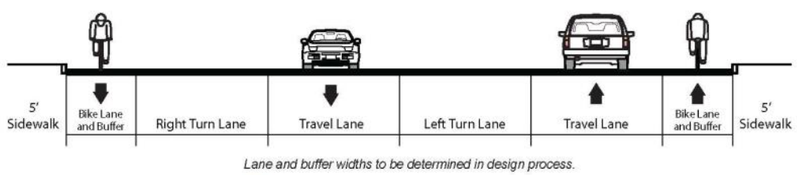
- Reduces the number of travel lanes to one in each direction with a center left-turn lane
- Retains the existing right-of-way width
- Retains the existing pavement curb-to-curb, i.e., does not widen the existing roadway
- Retains the existing sidewalks rather than reconstructing new ones
- Includes a bike lane with a consistent width
- Creates a buffer between the travel lanes and bike lanes

Figure G-2 shows the preferred concept for the urban area. As a result of varying pavement widths between OR 99 and the I-5 southbound ramps, lane widths and the type and width of bike lane buffers varies under the preferred concept. Except at the Wagner Creek and Bear Creek Bridges, a landscaped buffer is included between the bike lane and travel lane on all segments where there is adequate width. This landscaped buffer varies in width between 4 feet and 7 feet (including a 6-inch curb on the travel lane side). Proposed plantings in landscaped buffers include low growing vegetation in narrower sections and trees in wider sections. A 1-foot shy

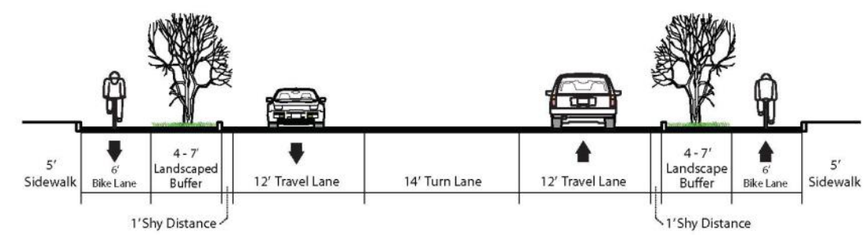
Figure G-2. Preferred Concept, Urban Area



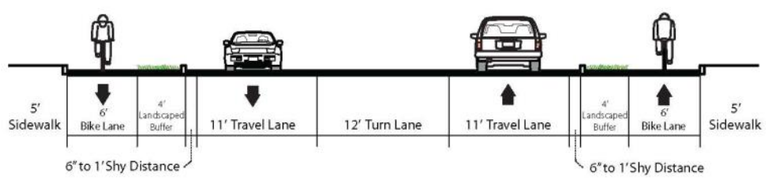
Plan View



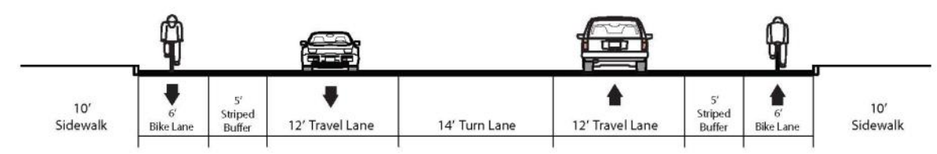
1 OR 99 to Approximately 300' East



3 Oak Valley Drive to Bear Creek Bridge



2 Approximately 300' East of OR 99 to Oak Valley Drive



4 Bear Creek Bridge to Siskiyou View Road

Cross Sections

distance is included between the curbed edge of the landscaped buffer and the adjacent 11 or 12-foot travel lane.[23] This is considered to be adequate because the speed along West Valley View Road is expected to reduce as a result of the three-lane design. The edge of the landscaped buffer adjacent to the bike lane is proposed to be flush to allow a smooth transition between the bike lane and buffer.

The cross section of West Valley View Road under the preferred concept would vary, as follows.

OR 99 to Approximately 300 Feet to the East

Initially, as with the existing segment, there would be one through lane in each direction, a westbound right-turn lane, a westbound left-turn lane, bike lanes in both directions, and the existing 5-foot wide sidewalks. At the time when the improvements to segments to the east, as described below, are designed, a design for this segment would be developed. This would include consideration of reductions in the widths of the through and turn lanes, buffering and/or widening the bike lanes, and altering how the eastbound right-turn lane and bike lane interact to improve bicycle safety. When the land on the south side of West Valley View Road is redeveloped in the future, the City of Talent could seek the dedication of 5 feet of additional right-of-way, installation of a landscaped bike lane buffer like the landscaped buffers included in the roadway segments to the east (including a 1-foot separation between the eastbound travel lane and the buffer), and reconstruction of the sidewalk.

Approximately 300 Feet East of OR 99 to Oak Valley Drive

Along this segment of West Valley View, the roadway would be restriped to include one 11-foot travel lane in each direction, a 12-foot center turn lane, 6-foot bike lanes, and 4-foot landscaped bike lane buffers. Additionally, there would be a 1-foot separation between the travel lane and the adjacent bike lane buffer in each direction.[24] The existing 5-foot wide sidewalks would remain.

Oak Valley Drive to the Bear Creek Bridge

Between the east side of Oak Valley Drive and Mountain View Drive, the pavement widens from 60 feet to 66 feet and remains 66 feet until the west end of the Bear Creek Bridge, where it narrows to 60 feet. In this segment, the paved roadway would transition to one 12-foot travel lane in each

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[23] In the segment from OR 99 to approximately 300 feet to the east, the inclusion and width of shy distances would be decided in the design process for the segment. As described below, in the segment from approximately 300 Feet east of OR 99 to Oak Valley Drive, the shy distance would be less than 1 foot where the roadway is narrower than 56 feet.

[24] However, the shy distance would be less than 1 foot in the portion of this segment with a roadway width of less than 56 feet. In this segment, the roadway widens from 55 feet on the west to 60 feet on the east.

direction, a 14-foot center turn lane, 6-foot bike lanes, and 4 to 7-foot landscaped buffers with a 1-foot separation between the travel lane and buffer. Low vegetation is proposed in the narrower landscaped buffers because they wouldn't be wide enough to support trees. The wider landscaped buffers would include a mix of low vegetation and trees. The bike lane buffers across the Wagner Creek Bridge would be striped. This is because extending the landscaped buffers, which will be flush with the bike lanes, across the bridge would require removing the bridge deck under the buffers, which is not considered feasible. The existing 5-foot wide sidewalks would remain.

Bear Creek Bridge to Siskiyou View Road

The existing pavement width is 60 feet across the bridge to Siskiyou View Road. The preferred concept includes one 12-foot travel lane in each direction, a 14-foot center turn lane, 6-foot bike lanes, and 5-foot wide striped bike lane buffers across the Bear Creek Bridge to Siskiyou View Road. As with the Wagner Creek Bridge, extending the landscaped buffers across the bridge would require removing the bridge deck under the buffers, which is not considered feasible. The existing sidewalks across the bridge, which are 5 feet wide on the north side and 10 feet wide on the south side, would remain.

The preferred concept includes consideration of a clustered signal at the intersections of West Valley View Road with Siskiyou View Road and the southbound I-5 ramps in the future, if warranted by unforeseen traffic volume growth and/or an increase in crashes. A clustered signal would consist of traffic lights at both intersections that would operate as one system and provide separate traffic phases for the I-5 southbound off-ramp, Siskiyou View Road, and the American RV Resort movements, as well as protected pedestrian crossings.

Reasons for Selection

Reducing to Three-Lane Section

The preferred concept includes a three-lane cross-section because existing and forecasted traffic volumes are low enough to be supported with three lanes, and this cross-section allows for buffered bike lanes along most or all of West Valley View Road.[25] The eastbound and westbound queue lengths along West Valley View Road at the Hinkley Road signal were shown in TM 6 to reach or block downstream intersections under future conditions. Signal timing optimization will be required at the Hinkley Road signal to address queuing on West Valley View Road.

[25] Whether bike lane buffers can be included in the segment from OR 99 to 300 feet to the east will depend on the outcome of the design process for this segment.

Lane Widths
Eleven to 12-foot travel lanes and a 12 to14-foot center left-turn lane are included to meet the applicable range of widths being proposed in the City of Talent Transportation System Plan (TSP) update for a minor arterial street standard. The minimum allowed lane width in the TSP update is 10 feet, which could be considered in the design of the restriping and other improvements to the segment of West Valley View Road from OR 99 to 300 feet to the east.

Six-Foot Bike Lanes
Where there is sufficient pavement width, a 6-foot wide bike lane is included to meet the applicable City of Talent standard.

Bike Lane Buffers
A buffer between the travel lane and bike lane is included to increase safety and the comfort level for cyclists and permit a uniform bike lane width through roadway segments of varying pavement widths. The City wishes to encourage cyclists to use West Valley View Road to access the Bear Creek Greenway. Both landscaped and striped buffers are proposed. The landscaped buffers are included to improve the appearance of West Valley View Road, which serves as the gateway to Talent for travelers arriving from I-5.

Maintaining Existing Sidewalks
The preferred concept retains the existing sidewalks rather than include the construction of new ones with additional width because securing funds to pay for sidewalk reconstruction and widening is considered unrealistic.

INTERCHANGE AREA

Description

The Interchange Area includes the section of West Valley View Road under ODOT jurisdiction, which is from a point east of Siskiyou View to the I-5 northbound ramps. The pavement width varies from approximately 28 feet to 40 feet. The preferred concept for this section is intended to:

- Retain one existing travel lane in each direction
- Widen the shoulders
- Make the I-5 northbound ramp intersection clearer for drivers, in particular to reduce the chance that a driver would unintentionally enter I-5 on the northbound off-ramp
- Reduce travel speeds

The preferred concept includes:

- A bridge rail retrofit to remove the outdated bridge barriers and replace them with new F-shaped concrete barriers and protective screening. This will add 2 feet to the existing shoulders to improve safety, and update the bridge face.

- An 8-foot wide shoulder on both sides of West Valley View Road between Siskiyou View Road and the bridge and between the bridge and the I-5 northbound ramps.
- Retention of the existing interchange configuration and existing interchange bridge.
- Application of ODOT's standard for rural area interchange bridges, should the bridge be replaced during the planning period for unforeseen reasons, such as damage or destruction from an earthquake.
- At the I-5 northbound ramps
    - striping improvements, including extending the center double-line stripes, striping "STOP" in front of the off-ramp stop bar, striping an eastbound right turn flange, and striping an island at the on-ramp, and,
    - installation of large "Wrong Way" signs facing West Valley View Road near the end of the off-ramp.
    - A speed study to justify reducing the allowed speed and posting it. Under current conditions, the speed on West Valley View Road changes from a posted speed of 40 miles per hour at the I-5 southbound ramps to an un-posted speed of 55 mile per hour east of the southbound ramps.

See Figure G-3.

Reasons for Selection

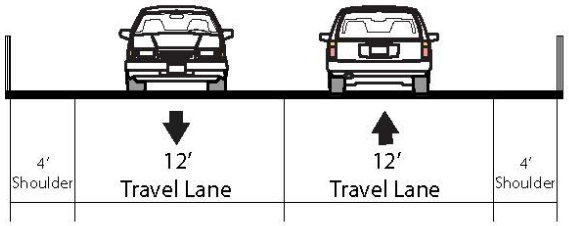
Retention of the Existing Interchange Configuration

Reconfiguration of the interchange to replace the existing "gullwing" design of the northbound ramps is not included in the preferred concept because the interchange is forecasted to operate at acceptable levels. The only drawback of the "gullwing" is that the entrance and exit ramps are close to each other. Elsewhere in the United States, compared to more conventional interchange designs, designs where entrance and exit ramps are located close to each other have seen more instances of drivers entering the freeway using the off-ramp, resulting in head-on collisions. According to ODOT interchange staff, this has not been an issue at the northbound ramps of this interchange, but this is not necessarily the case at other, similar interchanges. In addition, the improved signing and striping at the northbound ramps included in the preferred concept are intended to reduce the chance of a motorist entering I-5 using the off-ramp.

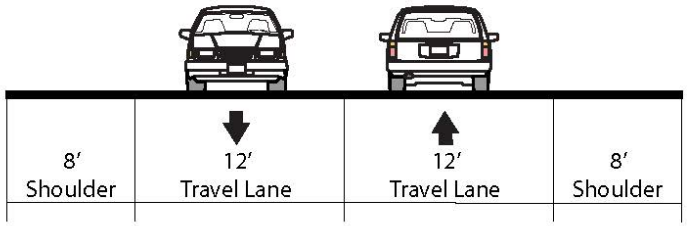
Retention of the Existing Bridge

The retention of the existing bridge resulted from the consensus view of TAC members, which included six representatives of ODOT. There are no structural

Figure G-3. Preferred Concept, Interchange Area



Bridge Cross Section



Off-Bridge Cross Section

issues with the bridge. In the absence of structural or operational problems, securing funding to replace the bridge is considered unlikely.

Application of the ODOT Standard for Rural Bridges, If the Bridge Were Replaced
This, too, was the consensus view of TAC members. While the applicable ODOT standard results from the fact that the bridge is within the Talent urban growth boundary, no urban development is expected east of the interchange. Forecasted pedestrian and bicycle volumes are low because of this and because there are no substantial destinations for pedestrian or bicycle trips east of the interchange. ODOT's Region 3 Roadway Manager indicated his support.

Travel Lane Width
Retention of the existing 12-foot travel lane widths is based on the applicable ODOT standard and expected volumes of truck and recreation vehicle traffic to and from I-5.

Shoulders
The interchange bridge rail retrofit will widen the paved width from 28 feet to 32 feet. This provides enough width for 12-foot travel lanes and 4-foot shoulders. It was the consensus of the TAC to create a consistent shoulder for pedestrians and cyclists only if possible within the existing pavement width across the interchange bridge. This would have meant providing a minimum of 4-foot shoulders between Siskiyou View Road and the bridge and between the bridge and the northbound ramps. However, ODOT's Region 3 Roadway Manager, who would need to approve an exception to ODOT's Highway Design Manual for 4-foot shoulders, indicated he would require 8-foot wide shoulders, except at the bridge, which is the standard applicable to rural interchanges.

Signing and Striping
Striping improvements are proposed at the I-5 northbound ramps to make traffic movements clearer. Extending the center double-line further into the intersection from the east will reduce the potential for a westbound left turning driver to enter into the off-ramp. Striping an eastbound right turn flange and island at the I-5 northbound on-ramp will make it clearer for drivers stopped at the off-ramp to determine whether the eastbound vehicle is continuing through or turning. Striping "STOP" in advance of the off-ramp stop bar will reinforce the need to stop before continuing into the intersection. Installation of large "Wrong Way" signs facing West Valley View Road near the end of the off-ramp will reduce the chances of a motorist entering the off-ramp. All of these proposed striping and signage improvements address problems mentioned by TAC members and by citizens at the open house.

Speed Study
A speed study is recommended within the Interchange Area to justify reducing the speed on West Valley View Road. Currently, the posted speed on West Valley View Road between OR 99 and Siskiyou View Road is 40 miles per hour. Travel speeds are expected to decrease when West Valley View Road is restriped to a three-lane section with landscaped bike lane buffers. The allowed speed east of the I-5 southbound ramps is 55 miles per hour, which is neither likely justified nor

necessary. Citizens who attended the January 2015 open house reported westbound vehicles on West Valley View Road approaching the intersection with the southbound off-ramp at high speeds, impairing their ability to turn onto West Valley View Road. A speed study will provide the necessary justification to have the posted speed reduced within the interchange area. This will reduce the potential for and severity of crashes and make the corridor safer for pedestrians and cyclists.

RURAL AREA

Description

The rural area section includes the section of West Valley View Road under Jackson County jurisdiction from the I-5 northbound ramps to Suncrest Road. The preferred concept for this section is intended to:

- Be consistent with the County design standard for rural minor collectors, while also staying within the existing 40-foot right-of-way
- Retain one existing travel lane in each direction
- Create a shoulder with a consistent width

The preferred concept includes:

- 11-foot travel lanes and 5-foot shoulders on West Valley View Road between the I-5 northbound off-ramp and Suncrest Road.
- A speed study to justify reducing the speed. Under current conditions, the speed on West Valley View Road changes from a posted speed of 40 miles per hour at the I-5 southbound ramps to an un-posted speed of 55 mile per hour east of the ramps to Suncrest Road. A speed study is proposed for the entire section east of the I-5 southbound ramps.

See Figure G-4.

Reasons for Selection

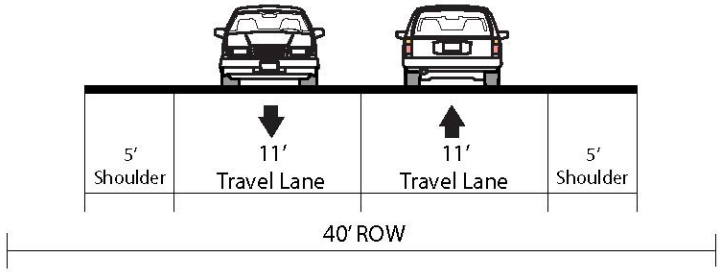
Travel Lanes

The decision to retain one 11-foot travel lane in each direction is based on need. No operational issues were identified as a result of existing or forecasted traffic volumes with a two-lane section. Eleven-foot travel lanes meet the Jackson County design standard for minor rural collectors, which is how this segment of West Valley View Road is classified.

Shoulder

It was the consensus of the TAC to create a consistent shoulder for pedestrians and cyclists while staying within the existing right-of-way. The County rural design standard recommends a 4 to 5-foot shoulder and sufficient right-of-way (40-feet) currently exists to include 5-foot shoulders for pedestrians and cyclists. It was for

Figure G-4. Preferred Concept, Rural Area



this reason that the larger 5-foot shoulder was incorporated into the preferred concept.

Speed Study

A speed study is included to justify reducing the speed on West Valley View Road to better transition between the urban area west of the interchange and the rural area to the east, as well as increase safety. The speed on West Valley View Road east of the I-5 southbound ramps is 55 miles per hour, which increases the potential for and severity of crashes. It also lowers the comfort level for pedestrians and cyclists along the shoulder of the roadway. Reducing the speed within this section will improve conditions for all travel modes.

Appendix H

EVALUATION OF POTENTIAL MANAGEMENT MEASURES

INTRODUCTION

This memorandum, which is Technical Memorandum (TM) 8, evaluates management measures for possible inclusion in the Interchange Area Management Plan (IAMP) for the Exit 21 interchange on Interstate-5 (I-5) in Talent, Oregon. The Exit 21 IAMP will consist of concepts for improvements to the Exit 21 interchange and West Valley View Road that came out of TM 7, Preferred Concepts; an access management plan; and management measures described and evaluated in this TM.

This TM describes and evaluates management measures that warrant consideration for inclusion in the Exit 21 IAMP.

POTENTIAL MANAGEMENT MEASURES FOR INCLUSION IN THE IAMP

Management measures identified for inclusion in the Exit 21 IAMP serve the purpose of preserving the capacity of the interchange, while providing improved multi-modal connections across the interchange from rural facilities to the east to more urban facilities to the west. There are five categories of applicable management measures:

- Access Management Measures – measures that increase roadway capacity, reduce congestion, improve traffic flow, reduce the potential for collisions, and reduce conflicting vehicular movements
- Transportation System Management Measures – measures that improve system efficiency and reduce delays
- Phasing of Improvements to West Valley View Road – a plan for implementing improvements
- Zoning Code Amendments – amendments to the Talent Zoning Code
- Tax Increment Financing – adaptation of Talent's urban renewal district to help pay for improvements to West Valley View Road, if needed

The interchange ramps connect to West Valley View Road, which serves as the gateway to Talent from I-5. The type of development and function of West Valley View Road differs significantly east and west of the interchange. On the east side of I-5, the land accessed by West Valley View Road is rural, with little potential for development. On the west side of I-5, the land accessed by West Valley View Road is urbanized, with established neighborhoods, existing businesses, and vacant parcels with a high potential for development.

ACCESS MANAGEMENT MEASURES

Access management measures promote safe and efficient use of the transportation network. They can extend the life of an interchange by reducing congestion,

improving traffic flow, reducing the potential for collisions, and reducing conflicting vehicular movements.

Description

Access management measures encompass a set of key principals that state and local governments can use to control access to a highway or other higher order roadways. Measures applicable to West Valley View Road and the Exit 21 Interchange include:

- Driveway Spacing – fewer driveways spaced further apart can allow for more orderly merging of traffic and present fewer challenges to drivers
- Median Treatments – non-traversable, raised medians are some of the most effective means to control access and reduce crashes
- Center Turn Lanes – two-way left turn lanes are effective in reducing rear-end, head-on, and turning-related crashes.

Standards contained in the City of Talent Transportation System Plan (TSP), the Jackson County TSP, Division 51 of Chapter 734 of the Oregon Department of Transportation's (ODOT's) administrative rules, and Oregon Highway Plan (OHP) for private driveway and public road approach spacing are based on roadway classifications and speeds. Within the API, West Valley View Road is not a state facility, but the Oregon Department of Transportation (ODOT) has jurisdiction over the section of West Valley View Road within the interchange, i.e., between the northbound and southbound ramp terminals. West of the interchange, jurisdiction belongs to the City of Talent, where the applicable access spacing standard is 500 feet between accesses. East of the interchange, jurisdiction belongs to Jackson County, where the applicable spacing standard is 150 feet between accesses.

Evaluation

Access management measures are necessary to minimize conflicts along West Valley View Road and ensure sufficient capacity for development to occur. For each section of West Valley View Road, each of which is under a different jurisdiction, applicable measures, potential barriers to effectiveness, and actions required for implementation are described.

OR 99 to I-5 Southbound Ramp Terminal

City of Talent access spacing standards are not currently met for any private approach or public roadway between I-5 and OR 99. To work toward meeting spacing standards, the City should consolidate or close driveways along West Valley View Road when properties develop or redevelop and when reasonable access can be provided with a single access point. To reduce multi-modal conflicts and crash potential, the City should implement a center two-way-left-turn-lane (TWLTL) on West Valley View Road between OR 99 and Oak Valley Drive, and incorporate landscaped bicycle lane buffer medians where there is enough room within the existing paved width.

These measures, if implemented, will help control access, reduce conflicts between automobiles and bicyclists, reduce crash potential, and move toward achieving applicable access spacing standards. Implementation of the measures would require one or both of two types of actions. One is to require access consolidations and/or construction of landscaped bicycle lane buffer medians as a condition of approval of development of land adjacent to West Valley View Road. A second is to include the measures in the City's capital improvements program (CIP).

In-between the Interchange Ramp Terminals

This section of roadway includes two access points east of the I-5 bridge and north of the I-5 northbound ramp terminal. Under ODOT's access management rules, no access is permitted between ramp terminals. To bring West Valley View Road into compliance, ODOT should close these driveways if the adjacent properties are developed or redeveloped and reasonable access can be provided outside the ramp terminals.

This measure will bring West Valley View Road into compliance with ODOT access management policies between the interchange ramp terminals. A barrier to implementation is finding a viable access location outside the ramp terminals without an interchange reconfiguration, which is not recommended in the preferred concept for this segment, as described in TM 7.

I-5 Northbound Ramp Terminal to Suncrest Road

Two existing driveways along this section of West Valley View Road meet the applicable Jackson County access spacing standard. To work toward meeting access spacing standards for remaining driveways, Jackson County should consolidate or close driveways along West Valley View Road if properties develop or redevelop and when reasonable access can be provided with a single access point.

This measure will help control access and move toward achieving applicable access spacing standards. For implementation, Jackson County could require improvements if properties develop/redevelop or make improvements when funding becomes available through grants or improvement plans.

TRANSPORTATION SYSTEM MANAGEMENT MEASURES

Transportation system management measures enhance existing transportation facilities through better management and operation, and are designed to improve traffic flow and air quality while improving system accessibility and safety.

Description

Transportation system management measures often incorporate low-cost but effective measures that include, but are not limited to, intersection and signal improvements, data collection, system monitoring, and special events management strategies. Measures applicable to West Valley View Road and the Exit 21 Interchange include:

- Signal timing changes

- Turn lanes
- Signage and striping changes
- Speed changes

Evaluation

TM 6, Concepts and Evaluation, examined transportation system management measures and TM 7, Preferred Concepts, included transportation system management measures. For each section of West Valley View Road, applicable measures, potential barriers to effectiveness, and actions required for implementation are described.

OR 99 to I-5 Southbound Ramp Terminal

West Valley View Road currently varies between four and five lanes between I-5 and OR 99, with narrow bike and pedestrian facilities. To enhance multi-modal traffic, improve traffic flow, and reduce traffic conflicts and the potential for collisions, the City should restripe West Valley View Road to include two travel lanes, a center turn lane, bike lanes, and striped bicycle lane buffers on both sides where there is insufficient roadway width for landscaped bicycle lane buffer medians. The City and ODOT should consider implementation of a clustered signal at the West Valley View Road intersections with Siskiyou View Road and the I-5 southbound ramps, if an increase in crashes occurs at either intersection due to their close proximity to one another or if higher than forecasted traffic volumes meet warrants.[26] ODOT should consider signal timing changes and/or coordination between signals (at OR 99, Hinkley Road, and the proposed clustered signal), if queuing becomes excessive and additional green time is necessary to maintain traffic flow on West Valley View Road.

These measures, if implemented, will help regulate traffic flow, reduce congestion, improve air quality, enhance multi-modal traffic, and reduce crash potential. Implementation of the measures by the City would require one or both of two types of actions. One is to require the striped bicycle lane buffers as a condition of approval of development of land adjacent to West Valley View Road. A second is to include the measures, including its part of a clustered signal, in the City's CIP. ODOT will require approval from the State Traffic Engineer for implementation of a clustered signal, and would be required to show that applicable warrants are met before gaining approval. The City and ODOT should work together during the design and construction process of any measures.

In-between the Interchange Ramp Terminals

West Valley View Road is currently a two lane section between the interchange ramp terminals, with varying, insufficient shoulder widths. To enhance multi-modal traffic, improve traffic flow, and increase safety, ODOT should consider a bridge rail

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[26] Warrants are traffic volume standards that determine eligibility for the installation of traffic signals.

retrofit to remove the outdated bridge barrier and replace it with a new F-shaped concrete barrier and protective screening, striping a 4-foot wide shoulder on both sides of West Valley View Road for bicyclists and pedestrians, and incorporate signing and striping improvements at the I-5 northbound ramps. Signing and striping improvements at the I-5 northbound ramps include extending the center double-line stripes, striping "STOP" in front of the off-ramp stop bar, striping an eastbound right-turn flange,[27] striping an island at the on-ramp, and installing large "Wrong Way" signs facing West Valley View Road near the end of the off-ramp. ODOT and Jackson County should also consider reducing the speed limit on West Valley View Road from an un-posted limit of 55 miles per hour to a posted limit of 45 miles per hour.

These measures, if implemented, will enhance multi-modal traffic, reduce the potential for and severity of collisions, improve traffic flow, and reduce driver confusion. To implement a speed change, ODOT will need to conduct a speed study and obtain the approval of the State Traffic Engineer. A bridge rail retrofit and other signing/striping improvements would require inclusion in the State Transportation Improvement Program.

I-5 Northbound Ramp Terminal to Suncrest Road

West Valley View Road east of the I-5 northbound ramps is currently a two-lane facility with no shoulders. To enhance multi-modal traffic, improve traffic flow, and increase safety, Jackson County should consider constructing a 5-foot shoulder on both sides of West Valley View Road for bicyclists and pedestrians. Jackson County should also pursue reducing the speed limit on West Valley View Road east of the I-5 southbound ramps from an un-posted limit of 55 miles per hour to a posted limit of 45 miles per hour.

These measures, if implemented, will enhance multi-modal traffic, reduce the potential for and severity of collisions, improve traffic flow, and bring West Valley View Road into compliance with the County rural design standard. For implementation of a speed change, Jackson County would be required to request a speed study by ODOT and gain approval from the State Traffic Engineer. For widening and striping changes, Jackson County could require improvements if properties develop/redevelop or include a project to widen and restripe the road in its CIP.

PHASING OF IMPROVEMENTS TO WEST VALLEY VIEW ROAD

Phasing of improvements provides a means for agencies to incrementally implement improvements while allowing individual components to be funded and constructed when needed.

[27] A flange is a short turn lane.

Description

A phasing plan for improvements to West Valley View Road is essential to ensure implementation. Phasing should consider factors such as, but not limited to, cost, need, safety, efficiency, multi-modal impacts, likelihood of funding, and future development impacts.

Evaluation

The Exit 21 Interchange has the potential for significant traffic growth in the future, specifically west of I-5, where there is greater development possibility. Roadway improvements have been identified to address area growth and a need for enhanced bicycle and pedestrian facilities, but a phasing plan is an equally important and necessary component to ensure implementation.

There were no intersections within the API found to exceed operational performance standards under existing or future conditions, but deficiencies were identified relating to travel lane widths and multi-modal facilities. Proposed improvements were recommended and incorporated into a preferred concept described in Technical Memorandum 7 and have been expanded upon in this memorandum. A proposed phasing plan includes short-term, medium-term, and long-term improvements.

Short term improvements include low-cost improvements or changes that can be made within the existing paved width and do not require roadway widening. These include:

- Striping changes to West Valley View Road between OR 99 and the I-5 southbound ramps that incorporate east of Oak Valley Drive, two 12-foot travel lanes, a 14-foot center turn lane, 6-foot bicycle lanes, and striped bicycle lane buffers, where landscaped bicycle lane buffer medians aren't proposed under the preferred concept in TM 7 and, west of Oak Valley Drive (where the roadway is narrower), two 11-foot travel lanes, a 12-foot center turn lane, and 6-foot bicycle lanes
- Landscaped bicycle lane buffer medians, where proposed under the preferred concept in TM 7
- Signing and striping changes at the I-5 northbound ramps that include extending the center double-line stripes, striping "STOP" in front of the off-ramp stop bar, striping an eastbound right turn flange, striping an island at the I-5 northbound on-ramp, and installing large "Wrong Way" signs facing West Valley View Road near the end of the off-ramp
- A speed study to investigate reducing the speed of West Valley View Road from an un-posted speed of 55 miles per hour to a posted speed of 45 miles per hour east of the I-5 southbound ramps

Medium term improvements include improvements that can be funded and constructed in coordination with larger projects. These include:

- Bridge rail retrofit improvements to remove the outdated bridge barrier and replace it with a new F-shaped concrete barrier and protective screening

- Striping changes across the bridge that incorporate two 12-foot travel lanes and 4-foot shoulders for bicyclists and pedestrians
- Widening the shoulders to 8 feet between the SB ramps and the bridge and between the bridge and the NB ramps

Long term improvements include higher cost improvements or improvements that require specific conditions to occur such as warrants being met or safety concerns arising. These include:

- A clustered signal at the West Valley View Road intersections with Siskiyou View Road and the I-5 southbound ramps
- Roadway widening and striping changes between the I-5 northbound ramps and Suncrest Road that incorporate two 11-foot travel lanes and 5-foot shoulders

Traffic forecasts indicate that a clustered signal will not meet warrants by 2038 and will likely be implemented before then only if safety becomes a concern due to the close proximity of Siskiyou View Road to the I-5 southbound ramps, if traffic volumes exceed the forecast, and/or there is an unforeseen increase in crashes. If such a safety concern arises, an analysis with updated traffic data would be required to determine whether a clustered signal would operate acceptably in conjunction with the Hinkley Road signal.

To assist in implementation of access, transportation system, and phasing measures, the IAMP should be adopted into the City of Talent and Jackson County transportation system plans.

ZONING CODE AMENDMENT

Description

There is a need to amend the City of Talent Zoning Code to clarify the inclusion of right-of-way dedication as an allowed condition of approval of a site development plan. The description in TM 7 of the preferred concept for West Valley View Road between OR 99 and the interchange describes the proposal for the segment extending approximately 300 feet from OR 99 by stating:

> . . . When the land on the south side of West Valley View Road is redeveloped in the future, the City of Talent could seek the dedication of 5 feet of additional right-of-way, installation of a landscaped buffer like the landscaped buffer included in the roadway segments to the east (including a 1-foot separation between the eastbound travel lane and the buffer), and reconstruction of the sidewalk.

City of Talent approval of the development of the land on the south side of West Valley View Road in this stretch could occur under either the site development plan approval provisions of the City's Zoning Code or under the provisions of the City's Subdivision Code. The provisions of the Subdivision Code clearly contemplate the

dedication of right-of way as a possible condition of approval.[28] While the Zoning Code contains language addressing sidewalk and roadway improvements, the language should be clarified to include right-of-way dedication. Referring to required site development plans, Section 8-3L.150 of the Zoning Code, Required Findings for Approval of Plan, states:

> After an examination of the site, the Planning Commission shall approve, or approve with conditions the site development plan if all of the following findings are made:
>
> * * *
>
> G. The applicant has made any required street and other needed public facility and service improvements in conformance with the standards and improvements set forth in this Chapter and the applicable portions of the City Subdivision Code, or has provided for an adequate security arrangement with the city to ensure that such improvements will be made.

Section 8-3L.160 of the Zoning Code, Conditions and Restrictions, states:

> In approving a site development plan or the substantial alteration of an existing development plan, the Planning Commission may impose conditions and require the installation of improvements which it considers necessary to conform to the provisions of the zoning ordinance and to permit the necessary findings set forth in Section 5 to be made.

As used here, "Section 5" refers to Section 8-3L.150, including Subsection G, quoted above.

Section 8-3L.170 of the Zoning Code, Compliance, states:

> A. Any development subject to the provisions of this Article shall be carried out in accordance with the approved plans and any conditions imposed by the planning commission, and shall be maintained in conformance as a continuous condition of use and occupancy. The written findings of the planning commission shall be retained in the City's planning files.
>
> B. The building official of the City shall not grant a certificate of use and occupancy or release utilities until satisfied that all improvements and

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[28] Section 8-2.330.A of the Subdivision Code lists approval criteria for preliminary subdivision plats. The criterion in Subsection 3 states:

> The proposed streets, roads, sidewalks, bicycle lanes, pathways, utilities, and surface water management facilities are laid out so as to conform or transition to the plats of subdivisions and maps of major partitions already approved for adjoining property as to width, general direction, and in all other respects; and are consistent with the City's Transportation System Plan. *All proposed public improvements and dedications are identified on the preliminary plat*; (emphasis added)

Section 8-2.330.D states, "City staff, Planning Commission, or City Council may attach such conditions as are necessary to carry out provisions of this Code, and other applicable ordinances and regulations."

conditions imposed by the planning commission on the approved plans have been complied with or until an agreement for improvements and a financial security arrangement, as set forth in 8-2.460(A), has been approved by the City Council and filed with the City Recorder.

C. Any approval or permit granted pursuant to this Article shall be deemed automatically revoked if substantial construction or development in conformance with the plan has not occurred within one (1) year of the date of approval, unless an extension of up to six (6) months is granted by the planning commission, after written application stating the reasons that the extension is requested.

While the language of Section 8-3L.160 clearly addresses City authority to require roadway and sidewalk improvements, it does not explicitly reference the dedication of right-of-way as a possible condition of site plan approval. There is a need to amend the City of Talent Zoning Code to clarify the inclusion of right-of-way dedication as an allowed condition of approval of a site development plan.

Evaluation

Adoption of an amendment to the Talent Zoning Code by the Talent City Council would be needed to implement this measure. The amendment would avoid any ambiguity about the City's authority to require the dedication of right-of-way. Adoption of the amendment would depend on the City Council, after initial consideration by the Talent Planning Commission. Under Code provisions for site development plan approval, the Talent Planning Commission approves site development plans and appeals are decided by a hearings officer. Therefore, if the approval of development on the south side of West Valley View Road occurs under the Zoning Code, it would be a decision of the Planning Commission, subject to appeal to a hearings officer, whether to use clarified language in the Zoning Code to require the dedication of right-of-way, along with the construction of landscaped bike land buffer medians and the reconstruction of the sidewalk. (As with site development plan approval under the Zoning Code, under the City's Subdivision Code, the Planning Commission issues approval decisions, subject to appeal to a hearings officer.)

TAX INCREMENT FINANCING

Description

As relevant to IAMP 21, tax increment financing is a potential way to finance all or a portion of the improvements to West Valley View Road between OR 99 and the interchange described in TM 7 and in the sections above on transportation system management measures and phasing. These improvements include the restriping of West Valley View Road to provide one travel lane in each direction, a center TWLTL, wider bike lanes, and bike lane buffers. They also include the installation of landscaped bike lane buffers. Tax increment financing uses a portion of the increase in property tax revenue in an area to repay municipal bonds sold to pay for

infrastructure improvements and other public investments. Tax increment financing is implemented through urban renewal districts.

Talent has had an urban renewal district, administered by the Talent Urban Renewal Agency, since 1991. It has funded and constructed a range of improvements in the City, including streets, sidewalks, parks, and civic spaces. The district boundaries include a large portion of the City's area, but not land abutting West Valley View Road east of OR 99, except for the properties on the north side of the road to about 300 feet east of OR 99. All Talent Urban Renewal Agency projects are expected to be completed by the end of 2016, at which time the district and agency may be dissolved. City officials are discussing extending the district and agency beyond 2016.

Evaluation

Use of the Talent Urban Renewal District and Agency to fund the proposed improvements to West Valley View Road would require amendment of the District's boundaries to include the properties along the road from OR 99 to the interchange, to capture revenue from the increase in their value. Extending the life of the Talent Urban Renewal District and Agency and amending its boundaries would require action by the Talent City Council, preceded by a feasibility analysis and formulation of a proposal by experts in urban renewal. City of Talent staff are pursuing a grant for the improvements to West Valley View Road from the All Roads Transportation Safety (ARTS) program administered by ODOT. If funds sufficient to pay the cost of the improvements to West Valley View Road cannot be obtained from the ARTS program or other sources of funding, the City of Talent should consider adapting the Talent Urban Renewal District to provide funding.

Appendix I

ORDINANCE REVISIONS

Amend Section 8-3L.150 of the Talent Zoning Code, Required Findings for Approval of Plan, as follows.

> After an examination of the site, the Planning Commission shall approve, or approve with conditions the site development plan if all of the following findings are made:
>
> * * *
>
> G. The applicant has made any required <u>public right-of-way dedications and</u> street and other needed public facility and service improvements in conformance with the standards and improvements set forth in this Chapter and the applicable portions of the City Subdivision Code, or has provided for an adequate security arrangement with the city to ensure that such improvements will be made.

Amend Section 8-3L.160 of the Talent Zoning Code, Conditions and Restrictions, as follows.

> In approving a site development plan or the substantial alteration of an existing development plan, the Planning Commission may impose conditions and require <u>the dedication of public right-of-way and</u> the installation of improvements which it considers necessary to conform to the provisions of the zoning ordinance and to permit the necessary findings set forth in Section 5 to be made.

Appendix J

ACCESS MANAGEMENT PLAN

Access management is the proactive management of vehicular access points to land parcels adjacent to all manner of roadways. Sufficient access management promotes safe and efficient use of the transportation network. Access management is addressed in the interchange area management plan (IAMP) for the Exit 21 interchange on Interstate-5 (I-5) to protect the function of the interchange. In the vicinity of the interchange, the IAMP considers access to and from the interchange, capacity for traffic flow and operations, and overall safety.

Access management encompasses key principles that state and local governments can use to control access to highways, major arterials, and other roadways. It requires effective ingress and egress to a facility, efficient spacing and design, and overall operational viability of street systems. It considers facility hierarchy, intersection and interchange spacing, driveways spacing, traffic signal spacing, median treatments, turning and auxiliary lanes, and street connections. When access management techniques are implemented, the benefits are seen through increased roadway capacity, reduced crashes, and shortened travel times for motorists. There is a need of adjacent property owners to maintain roadway access to their businesses and residents, but a successful access management plan balances the competing needs of compatible land uses, private access, and the function of the transportation system.

Although access management imposes some restrictions and a reduction of access for properties along West Valley View Road, access management actions in this plan do not prevent the properties from being used and developed in a manner consistent with their adopted comprehensive planning designations. Access management will help to ensure that property owners continue to be able to utilize their properties by improving traffic circulation and mobility.

The access management measures identified in this plan represent medium and long-term actions that may be triggered as land use changes occur (new development or redevelopment), future improvement projects are implemented, or as safety and operational issues arise.

ACCESS STANDARDS

The 1999 Oregon Highway Plan (OHP) addresses the importance of access management, with the most recent revisions adopted in March 2012, which included adoption of Senate Bill 264. More detailed requirements, action definitions, and the access spacing standards for state highways are specified in Division 51 of Chapter 734 of the Oregon Administrative Rules (OARs), Highway Approaches, Access Control, Spacing Standards, and Medians (referred to here as Division 51). The most current OAR 734-051 revisions were adopted June 30, 2014.

The goal of an access management plan is to set in place provisions by which access within the project limits can be made fully compliant with Division 51. In many instances, however, access needed for existing development will not allow these standards to be met. When the requirements and standards cannot be met, progress toward meeting the applicable standards must be demonstrated.

Standards contained in Division 51 and the OHP for private driveway and public road approach spacing are based on roadway classifications and speeds. Access spacing standards are measured from the center of one access to the center of the next access on the same side of the road. These standards were used in the preparation of this access management plan.

Within the Area of Primary Impact (API), which is shown in Figure 1, West Valley View Road is not a state facility, but ODOT has jurisdiction over the section of West Valley View Road within the interchange, i.e., between the northbound and southbound ramp terminals. West of the interchange, jurisdiction belongs to the City of Talent. East of the interchange, jurisdiction belongs to Jackson County. ODOT works with agencies having jurisdiction of roadways near an interchange if the roadway is not under ODOT jurisdiction, which is the case for West Valley View Road. The City access spacing standard applicable west of the interchange is for a major arterial with a posted speed of 40 miles per hour. The County standard applicable east of the interchange is for a rural minor collector.

The access management standards applicable to this project are summarized in Table I-1.

Table I-1. Access Spacing Standards Within the API

Segment Characteristic	Access Spacing Standard
ODOT Jurisdiction (Between the Interchange Ramps)	
Distance from off-ramp to first right-in, right-out approach	990 feet[1]
Distance from off-ramp to first full movement approach	1,320 feet[1]
City of Talent (West of the I-5 Southbound Ramps)	
Distance between accesses	300 feet[2]
Jackson County (East of the I-5 Northbound Ramps)	
Distance between accesses	150 feet[3]

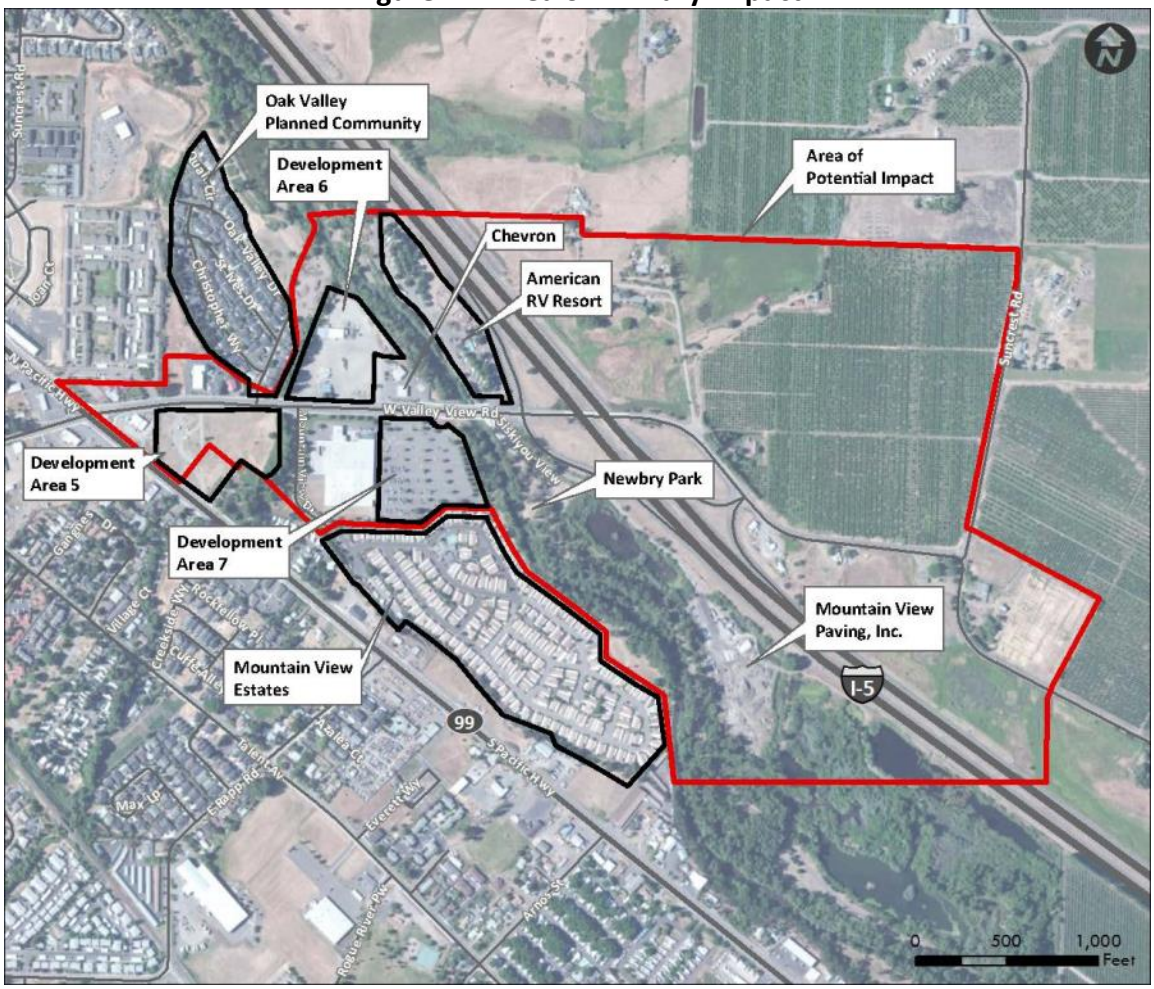
Notes:
1. These distances are based on fewer than 85 percent of the parcels along the facility within the influence area west of the interchange being developed at urban densities and on the rural standard within the influence area east of the interchange, from Table 17, Access Management Spacing Standards for Freeway Interchanges with Two-Lane Crossroads, of the OHP, as amended May 3, 2012.
2. City of Talent Transportation System Plan, standard for Minor Arterials, p. 55, Table 3.
3. Jackson County Transportation System Plan, standard for Rural Minor Collectors, p. 58, Table 5-2.

The applicable access management standards on West Valley View vary depending upon the agency having jurisdiction. West of the I-5 southbound ramps, City of Talent standards apply. East of the I-5 northbound ramps, Jackson County standards apply. Between the I-5 ramps, ODOT Division 51 access management standards apply. When applying Division 51 access management standards, a private approach already in existence is presumed to have written permission under OAR 734-051-3015 (2)(a) (adopted in June of 2014), if documentation exists that it was in existence prior to January 1, 2014. The standards and criteria for approving new private approaches are provided in OAR 734-051-4020, with access management

spacing standards (subsection 8) applied when a new approach or change of use of an approach is required under ORS 374.312, infill development/redevelopment occurs, or a highway or interchange project occurs. When determining whether a new approach can or cannot be approved, ODOT "shall determine whether the approach road spacing or safety is improved by moving in the direction of the spacing standards." Requests for deviations from these standards can be made, and are outlined in OAR 734-051-3050. Public approaches do not require a permit to operate.

ODOT and Jackson County implement their access spacing standards by requiring access permits for private new approaches to their roadways. The City of Talent implements its access spacing standards through land use approvals.

Figure I-1. Area of Primary Impact



EXISTING ACCESS INVENTORY

Access inventory data within the API was obtained from aerial photography and field visits. This data includes public street intersections and public/private approaches to West Valley View Road. Aerial mapping depicting access locations is

shown in Figure I-2. Table I-2 provides details for public and private approaches, including type, width, and distance to next intersection/driveway along the same side.

Within the API, West Valley View Road has 24 access points west of the interchange, two access points in-between the interchange ramps, and eight access points east of the interchange within the API. Two access points east of the interchange currently meet spacing standards.

Figure I-2. API Accesses

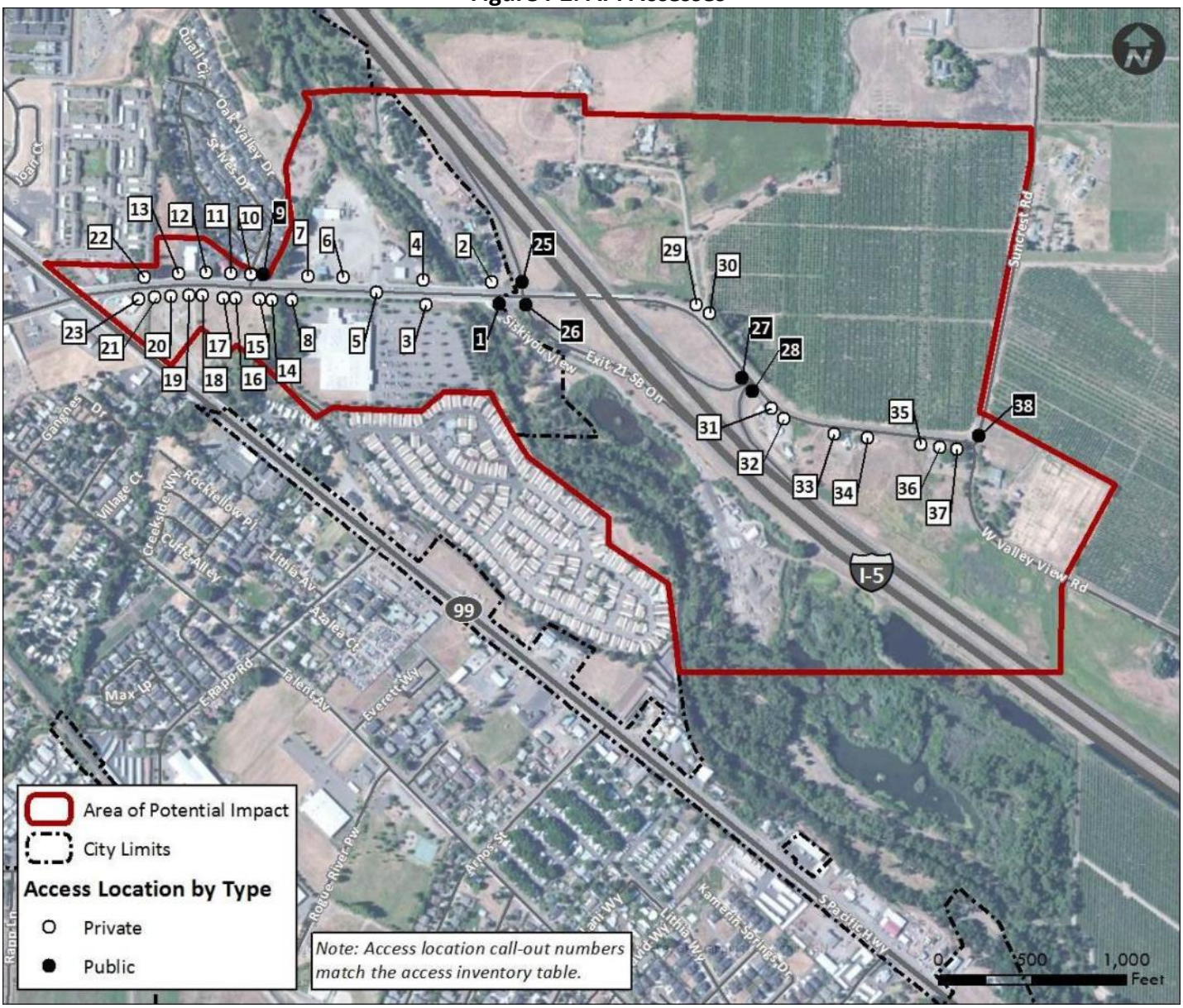


Table I-2. Access Spacing Between Public/Private Roadways

ID	Public vs Private/Type	Site Use	Distance to Nearest Access (ft)	Access Road Width (ft)	Spacing Standard (ft)		
					State		Local
West of I-5 SB Ramps							
1	Public/Street - Park	Siskiyou View Newbry Park	160	62	NA		300[1]
2	Private/Commercial	American RV Resort	160	44			
3	Private/Commercial	Brammo RIRO	272	54			
4	Private/Commercial	Chevron	240	44			
5	Public/Street	Hinkley Rd	190	64			
6	Private/Commercial	Talent	185	100			
7		Truck Stop	74	100			
8	Private/Residential	Mountain View Estates	74	62			
9	Public/Easement	Wagner Creek Maintenance	90	24			
10	Private/Street	Oak Valley	90	28			
11	Private/Commercial	Country Store	112	28			
12	Private/Commercial	Talent Plaza	118	25			
13			190	28			
14	Private/Commercial	Organic Grind Coffee Stand	90	22			
15			100	22			
16			22	22			
17			22	22			
18			22	22			
19			22	22			
20			100	37			
21			40	22			
22	Private/Residential	Anjou	190	45			
23	Private/Commercial	Suntym Pools	40	22			
24	Public/Street	OR 99	370	72			
Between I-5 Ramp Terminals							
25	Public/Street	I-5 SB Off Ramp	160	60	1,320[2]	990[2]	NA
26		I-5 SB On Ramp		125			
27	Public Street	I-5 NB On Ramp	62	56			
28		I-5 NB Off Ramp	62	47			
East of NB Ramps							
29	Private/Residential	Residential	44	55	NA		150[3]
30	Private/Residential	Residential	44	55			
31	Private/Commercial	Oil	60	90			
32			60	18			
33	Private/Residential	Residential	170	65			
34			170	24			
35	Private/Residential	Residential	100	36			
36			45	32			
37			45	12			
38	Public/Street	Suncrest Road	125	80			

Notes:
1. City of Talent Transportation System Plan, p. 55, Table 3.
2. These distances are based on fewer than 85 percent of the parcels along the facility within the influence area being developed at urban densities, based on Table 17, Access Management Spacing Standards for Freeway Interchanges with Two-Lane Crossroads, of the OHP, as amended May 3, 2012.
3. Jackson County Transportation System Plan standard for Rural Minor Collectors, p. 58, Table 5-2

ACCESS MANAGEMENT KEY PRINCIPLES

Access management encompasses a set of key principles that the state and local agencies can use to control access to a highway or other higher order roadways that extend the operational life of the facility by reducing congestion, improving traffic flow, reducing crashes, and reducing conflicting vehicle movements. Access management key principals applicable to West Valley View include:

- Controlling Intersection Spacing: Maintaining minimum distances between intersections, particularly those with traffic signals, can improve the flow of traffic, which reduces congestion and improves air quality for heavily traveled corridors
- Managing Driveway Spacing: Fewer driveways spaced further apart can allow for more orderly merging of traffic and present fewer challenges to drivers
- Installing Median Treatments: Non-traversable, raised medians are some of the most effective means to control traffic movements and reduce crashes
- Incorporating Center Turn Lanes: Two-way left turn lanes are effective in reducing rear-end, head-on, and turning-related crashes.
- Managing Spacing Between Traffic Signals: Providing adequate and efficient spacing between signalized intersections enhances progression within a corridor by minimizing stops and delays, which reduces fuel consumption and improves air quality.

Objectives when implementing access management along West Valley View Road include:

- Consider exceptions to access spacing standards to take advantage of existing property boundaries and to accommodate environmental constraints.
- Replace private approaches with public streets, where feasible, to provide consolidated access to multiple properties.
- Ensure all properties impacted by improvements on the roadway are provided reasonable access to the transportation system.
- Align approaches on opposite sides of the roadway, where feasible, to reduce turning conflicts.
- Implement median treatments with landscaped buffered bicycle medians, where feasible, to reduce automobile/bicycle conflicts and regulate access.

ACCESS MANAGEMENT AND IMPLEMENTATION

The access management plan for West Valley View Road includes a variety of key principles that can be applied as appropriate to the roadways and adjacent land use characteristics. Access management principles will be applied with a desire to move towards achieving applicable access spacing standards over time.

Access management techniques would be implemented when one or more of the following triggers occur:

- Applications for land use changes or development are submitted
- Future roadway improvements move into design and construction
- Safety and/or operational problems arise

OR 99 to I-5 Southbound Ramp Terminal

This section of roadway is the gateway to the City and includes three major commercial development areas with future growth potential, Development Areas 5, 6 and 7, as shown on Figure 1. It should continue to be managed by the City of Talent to serve the needs of businesses and residents, by applying the TSP's access spacing standards in Table 1. The City should consider consolidation or closure of driveways when properties develop or redevelop and when reasonable access can be provided with a single access point. Three actions have been identified along this segment of roadway as part of the IAMP. They include consolidation or closure of driveways, a landscaped bicycle lane buffer median, and, if safety and/or operation problems arise, implementation of a clustered signal.

Recommended access management actions are illustrated in Figure 3 and summarized below.

1. Consolidate/close driveways in an effort to move toward achieving applicable access spacing standards.

- Consolidation or closure of driveways should be considered when properties develop or redevelop and when reasonable access can be provided with a single access point.
- Consolidation or closure of driveways should be considered along the frontage of Development Areas 5, 6, and 7 when development or redevelopment occurs to reduce turning conflicts between OR 99 and the southbound ramp terminal.

2. Implement median treatments to regulate access and reduce conflicts between automobiles and bicyclists.

- Landscaped bicycle lane buffer medians should be considered where there is sufficient roadway width to regulate access points and reduce the number of conflicts between automobiles and bicyclists.

3. Install clustered signal in an effort to improve safety and preserve the function of the interchange.

- A clustered signal should be considered when ingress/egress at the Siskiyou View Road intersection with West Valley View Road becomes difficult and safety and/or operational problems arise.

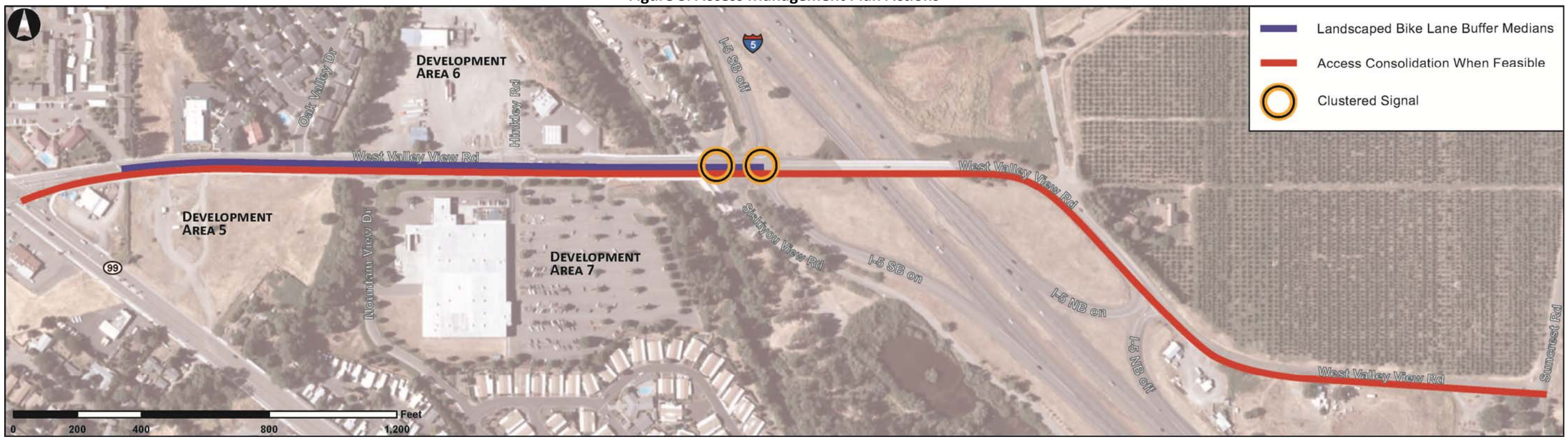
In-between the Interchange Ramp Terminals

This section of roadway is under ODOT jurisdiction and currently includes two access points east of the I-5 bridge (north of the I-5 northbound ramp terminal). Under ODOT Division 51 access management policies, no access is permitted between ramp terminals. However, both access points were in existence prior to January 1, 2014, so revisions to Division 51 do not apply, unless there's a change of use, new approach request, infill development/redevelopment, or a highway or interchange project. ODOT should consider closure of these driveways when properties develop or redevelop and when reasonable access can be provided outside the ramp terminals.

I-5 Northbound Ramp Terminal to Suncrest Road

This section of roadway is under County jurisdiction and is rural in nature with little development potential. It should continue to be managed by Jackson County to serve the rural needs of businesses and residents, while still maintaining safe and efficient operations of a minor collector. Jackson County should consider consolidation or closure of driveways when properties develop or redevelop and when reasonable access can be provided with a single access point.

Figure 3. Access Management Plan Actions



BACK OF FIGURE 3