I-5 Exits 40 and 43 (Gold Hill)
Interchange Area Management Plans

DRAFT Technical Memorandum #1
Review of Plans and Policies

Prepared for

Oregon Department of Transportation, Region 3
3500 NW Stewart Parkway
Roseburg, Oregon 97470

Prepared by

David Evans and Associates, Inc.
2100 SW River Parkway
Portland, Oregon

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1. REVIEW OF PLANS AND POLICIES

The purpose of this review is to provide a regulatory framework for the Interchange Area Management Plan (IAMP) by identifying the required state and local plans with which the IAMP must be compatible or consistent with as required by state law and Oregon Department of Transportation (ODOT) policy. This review will be used to guide development of the IAMP's goals and objectives and decisions regarding selection of preferred alternatives, management actions and land use measures (see Figure 1-1).

After the IAMP draft is completed, this review will be used to make findings of compatibility and compliance with state and local policies and regulations. It will be used to identify where policy changes and plan amendments and/or local development code changes are needed to implement the IAMP. According to OAR 734-051-7010, IAMPs must be adopted by the Oregon Transportation Commission (OTC) as a transportation facility plan consistent with the provisions of OAR 731-015-0065. Prior to adoption by the OTC, Jackson County and the City of Gold Hill may need to amend their comprehensive plans, transportation system plans and/or local land use and subdivision codes to ensure consistency with the IAMP. The OTC adoption package will include the findings of consistency.

Each state and local policy, plan, and regulation is summarized and the relevance and requirement for the IAMP identified. Although each document reviewed contains many policies, only the pertinent policies are included. The standards and polices that most directly affect the planning or design of the interchange are indicated in **bold type**.

1.1. Review of Adopted State Plans

The following statewide planning documents are included:

- Statewide Planning Goals 1, 2, 3, 4, 5, 6, 7, 9, 11, 12, & 14
- Oregon Transportation Plan (2006)
- Oregon Highway Plan (Updated 2012)
- Oregon Bicycle and Pedestrian Plan (updated 2011)
- Oregon Freight Plan (2011)
- Oregon Public Transportation Plan (1997)
- Oregon Rail Plan (2001)
- OAR Chapter 731 Division 15
- OAR Chapter 734 Division 51 (Division 51)
- OAR 660 Division 12 ODOT Right-of Way-Section
- ODOT Title VI
- Interchange Area Management Plan Guidelines (2011)
- Highway Design Manual (HDM)
- Statewide Transportation Improvement Program (STIP)
- Interstate 5 State of the Interstate Report

1.1.1. Statewide Planning Goals

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 statewide planning goals. Most of the goals are accompanied by guidelines, which are suggestions about how a goal may be applied. The goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources. Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan, of which transportation system plans are a part, and the zoning and land-division ordinances needed to put the plan into effect. Thus, the local comprehensive plans must be consistent with the Statewide Planning Goals. When the state's Land Conservation and Development Commission (LCDC) officially approves a local government's plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan. Oregon's planning laws strongly emphasize coordination – keeping plans and programs consistent with each other, with the statewide planning goals, and with acknowledged local plans. The goals most pertinent to transportation system planning, and thus IAMPs, are described below.

Statewide Planning Goal 1 (Citizen Involvement)

Goal 1, Citizen Involvement, ensures the opportunity for all citizens to be involved in all phases of the planning process. The citizen involvement program must be appropriate to the scale of the planning effort. The program must provide for continuity of citizen participation and of information that enables citizens to identify and understand the issues.

The citizen involvement program needs to incorporate the following components:

1. Citizen Involvement – To provide for widespread citizen involvement.
2. Communication – To assure effective two-way communication with citizens.
3. Citizen Influence – To provide the opportunity for citizens to be involved in all phases of the planning process.
4. Technical Information – To assure that technical information is available in an understandable form.
5. Feedback Mechanisms – To assure that citizens will receive a response from policy-makers.
6. Financial Support – To insure funding for the citizen involvement program.

Project Relevance

Goal 1 requires state, local, and special district agencies to coordinate their planning efforts, which in this case are ODOT, the City of Gold Hill (City), and Jackson County (County). The scale of the public involvement program outlined for the IAMP is appropriate for the project. It includes four Technical Advisory Committee (TAC) meetings and two open houses. The TAC will include local, regional, and state staff representing a variety of disciplines and interests. The TAC provides technical and policy guidance to the project team during preparation of the IAMP. The public open houses allow the general public at large to learn about and offer their

comments and feedback on the development of IAMP. Additional components of the public involvement plan include preparing displays to clearly convey project information during public involvement meetings and comment forms for meeting attendees to fill-out. Outreach efforts through the development of the IAMP will be documented as part of the IAMP.

Statewide Planning Goal 2 (Land Use Planning)

Goal 2 outlines the basic procedures of Oregon's statewide planning program related to use of land. A land use planning process and policy framework must be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, and state agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268. Additionally, land use decisions and actions must be supported by an "adequate factual base." Evidence must be provided that a reasonable person would find sufficient to support a finding of fact that a land use action complies with the applicable review standards. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

Project Relevance

This memorandum serves as a policy framework for the development of the IAMP. The project's TAC will provide technical and policy guidance throughout the development of the IAMP to ensure consistency with applicable land use policy. Although the IAMP will not amend land use designations, it may require county and/or city comprehensive plan, Transportation System Plan or development code amendments in order to incorporate facility improvements or other management actions into the plans to protect the interchange and to make the IAMP and plans consistent. The technical memoranda prepared for the project will document the adequate factual base for any recommended plan changes.

Statewide Planning Goal 3 (Agricultural Lands)

Goal 3's intent is to preserve and maintain agricultural lands. Agricultural lands must be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest, and open space and with the state's agricultural land use policy expressed in ORS 215.243. Zoning applied to agricultural land limits uses which can have significant adverse effects on agricultural and forest land, farm and forest uses or accepted farming or forest practices.

Project Relevance

Portions of both of the study areas (40 and 43) are zoned as agricultural lands. A major task of the IAMP is to complete an existing conditions analysis that summarizes the comprehensive plan and zoning designations, including any overlays, and the land uses allowed within each zoning district within the study area. OAR 660-012-0065 identifies transportation improvements permitted on rural lands consistent with Statewide Planning Goals 3, 4, 11 and 14 without the

requirement of a goal exception. IAMP implementation measures will address consistency with designated agricultural lands and the allowed uses as described in ORS 215.243.

Statewide Planning Goal 4 (Forest Lands)

This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

Project Relevance

Areas adjacent to the IAMP study areas are zoned as forest land. Improvements proposed in the corridor must comply with city and county policies, programs, and permitting that implement this goal. In general, the IAMP will be developed in respect of this goal. OAR 660-012-0065 identifies transportation improvements permitted on rural lands consistent with Statewide Planning Goals 3, 4, 11 and 14 without the requirement of a goal exception. IAMP implementation measures will address consistency with designated forest lands and the allowed uses as described in ORS 215.243.

Statewide Planning Goal 5 (Natural Resources)

The purpose of Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces, is to "protect natural resources and conserve scenic and historic areas and open spaces." This goal requires local governments to inventory natural and cultural resources in their jurisdictions and to develop and adopt programs to conserve and protect them. Among the resources to be inventoried are: riparian corridors, wetlands, federal Wild and Scenic Rivers, state Scenic Waterways, groundwater resources, wildlife habitat, natural areas, wilderness areas, open spaces, scenic views and sites, mineral and aggregate resource areas, energy sources, and historic and cultural areas. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

Project Relevance

Goal 5 resources on land in the study area will be inventoried in Technical Memorandum #2: Existing Conditions Analysis. Improvements proposed in the study area must comply with City and County policies, programs, and permitting that implement this goal. In general, the IAMP must be developed in respect of this goal.

Statewide Planning Goal 6 (Resources Quality)

This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

Project Relevance

The IAMP will be developed to be consistent with this goal. Improvements proposed in the study area must comply with federal, state, city and county policies, programs, and permitting that implement this goal.

Statewide Planning Goal 7 (Natural Hazards)

Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development in areas of natural hazards.

Project Relevance

The IAMP will be developed to be consistent with this goal. Goal 7 resources on land in the study area will be identified in Technical Memorandum #2: Existing Conditions Analysis. Improvements proposed as part of the IAMP must comply with city and county policies, programs, and permitting that implement this goal.

Statewide Planning Goal 9 (Economic Development)

The intent of Goal 9, Economic Development, 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." Local comprehensive plans and policies must support this goal and include policies addressing economic development and development opportunities. Plans must also identify an adequate supply of land with characteristics suitable for a variety of employment and economic development. Development should be limited around identified industrial sites to that which is compatible with uses allowed on the sites.

Project Relevance

The IAMP will be developed consistently with this goal. The existing, intended, and allowed uses of land will be identified in Technical Memorandums #2: Existing Conditions Analysis and #3: Future Baseline Conditions Report and considered during the development of the IAMP.

Statewide Planning Goal 11 (Public Facilities and Services)

Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that local governments should plan public services in accordance with its community's needs and capacities rather than being forced to respond to development as it occurs. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Project Relevance

The IAMP will be developed consistently with this goal.

Statewide Planning Goal 12 (Transportation)

Goal 12 requires cities, counties, metropolitan planning organizations (MPOs), and ODOT to provide and encourage a safe, convenient, and economic transportation system. This is partially

accomplished through development of Transportation System Plans (TSPs) based on inventories of local, regional, and state transportation needs.

The implementation portion of the Goal states that:

1. The number and location of major transportation facilities should conform to applicable state or local land use plans and policies designed to direct urban expansion to areas identified as necessary and suitable for urban development. The planning and development of transportation facilities in rural areas should discourage urban growth while providing transportation service necessary to sustain rural and recreational uses in those areas so designated in the comprehensive plan.
7. Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems and (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities.
8. **Lands adjacent to major mass transit stations, freeway interchanges, and other major air, land and water terminals should be managed and controlled so as to be consistent with and supportive of the land use and development patterns identified in the comprehensive plan of the jurisdiction within which the facilities are located.**
9. **Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.**

Project Relevance

The IAMP will recommend interchange improvements, transportation system network improvements, and management measures to support 20-year traffic growth and future development of planned land uses within the study areas which are within unincorporated Jackson County jurisdiction and outside of, but adjacent to, the City of Gold Hill UGB. Therefore, it meets the intent of Goal 12. The IAMP's Implementation section will assign measures and responsibilities.

Statewide Planning Goal 14 (Urbanization)

This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish a UGB to identify and separate urbanizable land from rural land. Land uses permitted within the urban areas are more urban in nature and higher intensity than in rural areas, which primarily include farm and forest uses. Goal 14 specifies seven factors that must be considered in establishing a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses. Compact development helps contain the costs of public facilities such as transportation and helps jurisdictions better anticipate where growth will occur.

Project Relevance

The location, type, and intensity of development within the study area could affect future use and operation of the interchanges. Exit 40 is adjacent to the UGB. The IAMP will be developed consistently with Goal 14 and in respect of local land use zoning designations and projected future development patterns.

1.1.2. Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP considers all modes of Oregon's transportation system as a single system. 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.

Relevant goals and policies are:

Goal 1 – Mobility and Accessibility

Policy 1.1 – Development of an Integrated Multimodal System: 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.

Policy 1.2 – Equity, Efficiency and Travel Choices: 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.

Policy 1.3 – Relationship of Interurban and Urban Mobility: 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.

Policy 3.3 – Downtowns and Economic Development: It is the policy of the State of Oregon to provide transportation improvements to support downtowns and to coordinate transportation and economic development strategies.

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.

Project Relevance

The development of this IAMP is integral to maintaining the highway facility and optimizing system performance. Transportation improvements identified in the IAMP will be developed consistent with and to implement the goals of the OTP.

1.1.3. Oregon Highway Plan (Updated 2012)

The Oregon Highway Plan (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 local road, bicycle, pedestrian, transit, rail, and air systems.

I-5 is an interstate highway and part of the National Highway System (NHS). The OHP describes this designation as:

> Interstate Highways (NHS) provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

The OHP policies applicable to IAMPs include:

Goal 1 – System Definition

<u>Policy 1A: State Highway Classification System</u>: It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

<u>Policy 1B: Land Use and Transportation</u>: This policy recognizes the role of both State and local governments related to the state highway system:

- State and local government must work together to provide safe and efficient roads for livability and economic viability for all citizens.
- State and local government must share responsibility for the road system.
- State and local government must work collaboratively in planning and decision-making relating to transportation system management.

It is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

- Maintain the mobility and safety of the highway system;
- Foster compact development patterns in communities;
- Encourage the availability and use of transportation alternatives;
- Enhance livability and economic competitiveness; and
- Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan.

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

Policy 1E: Lifeline Routes: It is the policy of the State of Oregon to provide 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 Policy[1]: It is the policy of the State of Oregon to maintain acceptable and reliable levels of mobility on the state highway system, consistent with the expectations for each facility type, location and functional objectives. Highway mobility targets will be the initial tool to identify deficiencies and consider solutions for vehicular mobility on the state system. Specifically, mobility targets shall be used for:

- Identifying state highway mobility performance expectations for planning and plan implementation;
- Evaluating the impacts on state highways of amendments to transportation plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060); and
- Guiding operational decisions such as managing access and traffic control systems to maintain acceptable highway performance.

Policy 1G: Major Improvements: It is the policy of the State of Oregon to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. ODOT will work in partnership with regional and local governments to address highway performance and safety needs.

Goal 2 – System Management

Policy 2A: Partnerships: It is the policy of the State of Oregon to establish cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system. These partnerships are relationships among ODOT and state and federal agencies, regional governments, cities, counties, tribal governments, and the private sector.

Policy 2B: Off-System Improvements: It is the policy of the State of Oregon to provide state financial assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system if:

- The off-system costs are less than or equal to on-system costs, and/or the benefits to the state system are equal to or greater than those achieved by investing in on-system improvements;

[1] This excerpt is abbreviated.

- **Local jurisdictions adopt land use, access management and other policies and ordinances to assure the continued benefit of the off-system improvement to the state highway system;**
- **Local jurisdictions agree to provide advance notice to ODOT of any land use decisions that may impact the off-system improvement in such a way as to adversely impact the state highway system; and**
- **Local jurisdictions agree to a minimum maintenance level for the off-system improvement that will assure the continued benefit of the off-system improvement to the state highway system.**

Policy 2F: Traffic Safety: It is the policy of the State of Oregon to continually improve safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

Policy 2G: Rail and Highway Compatibility: It is the policy of the State of Oregon to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

Goal 3 - Access Management

Policy 3A: Classification and Spacing Standards: It is the policy of the State of Oregon to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure the safe and efficient operation of state highways consistent with the classification of the highways.

Action 3A.2: Establish spacing standards on state highways based on highway classification, type of area and speed. The tables in Appendix C show the access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs.

Policy 3C: Interchange Access Management Areas: It is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Action 3C.1: Develop interchange area management plans to protect the function of interchanges to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges.

Action 3C.2: To improve an existing interchange or construct a new interchange:

- **The interchange access management spacing standards are shown in Appendix C;**
- **The standards do not apply retroactively to interchanges existing prior to adoption of this Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standards;**

- **Necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place;**
- **Access to cross streets shall be consistent with established standards for a distance on either side of the ramp connections so as to reduce conflicts and manage ramp operations. The Interchange Access Management Spacing Standards supersede the Access Management Classification and Spacing Standards (Policy 3A), unless the latter distance standards are greater (see Appendix C);**
- **Where possible, interchanges on Freeways and Expressways shall connect to state highways, or major or minor arterials;**
- **Interchanges on Statewide, Regional or District Highways may connect to state highways, major or minor arterials, other county or city roads, or private roads, as appropriate;**
- **The design of urban interchanges must consider the need for transit and park-and-ride facilities, along with the interchange's effect on pedestrian and bicycle traffic; and**
- **When possible, access control shall be purchased on crossroads for a minimum distance of 1320 feet (400 meters) from a ramp intersection or the end of a free flow ramp terminal merge lane taper.**

<u>Action 3C.3</u>: Establish criteria for when deviations to the interchange access management spacing standards may be considered. The kinds of considerations likely to be included are:

- **Location of existing parallel roadways (e.g., Highways 99W or 99E which parallel Interstate 5);**
- **Use of traffic controls;**
- **Potential queuing, increased delays and safety impacts; and**
- **Possible use of nontraversable medians for right-in/right-out movements.**

<u>Action 3C.4</u>: When new approach roads or intersections are planned or constructed near existing interchanges, property is redeveloped or there is a change of use, wherever possible, the access spacing and operation standards in the Access Management Rule should be applied within the influence area of the interchange (measurements are from ramp intersection or the end of a free flow ramp terminal merge lane taper).

<u>Action 3C.5</u>: As opportunities arise, rights of access shall be purchased on crossroads around existing interchanges. Whenever possible, this protective buying should be for a distance of 1320 feet (400 meters) on the crossroads.

<u>Action 3C.6</u>: Plan for and operate traffic controls within the influence area of an interchange with the priority of moving traffic off the main highway, Freeway or Expressway and away from the interchange area. Within the Interchange Access

Management Area, priority shall be given to operating signals for the safe and efficient operation of the interchange.

<u>Action 3C.7</u>: Use grade-separated crossings without connecting ramps to provide crossing corridors that relieve traffic crossing demands through interchanges.

Goal 4 – Travel Alternatives

<u>Policy 4A: Efficiency of Freight Movement</u>: It is the policy of the State of Oregon to maintain and improve the efficiency of freight movement on the state highway system and access to intermodal connections. The State shall seek to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban areas and rural communities.

<u>Policy 4D: Transportation Demand Management</u>: It is the policy of the State of Oregon to support the efficient use of the state transportation system through investment in transportation demand management strategies.

While development of an IAMP must be consistent with the entirety of the OHP, Goal 3 and it's polices provide direct guidance and requirements for development of an IAMP such as access spacing standards. Access spacing standards for interchanges are listed in Tables 16-19 of OHP Appendix C. Most applicable to this IAMP is Table 17, Minimum Spacing Standards Applicable to Freeway Interchanges with Two-Lane Crossroads for rural area:

- Distance between the start and end of tapers of adjacent interchanges = 2 miles
- Distance to the first approach on the right, right in/right out only = 1,320 feet
- Distance to first intersections where left turns are allowed = 1,320 feet
- Distance between the last right in/right out approach road and the start of the taper for the on-ramp = 1,320 feet

Project Relevance

The OHP establishes the state highway classification system to guide ODOT priorities for system investment and management. In addition, the OHP provides interchange spacing requirements, investment priorities, access management policy, and mobility standards. A TAC will provide technical and policy guidance during preparation of the IAMP. The TAC will include representatives from Jackson County, the City of Gold Hill, ODOT, and other agencies.

Additionally, Policy 2B: Off-System Improvements provides the policy requirements local jurisdictions must comply with if they are going to use state money for off-system, or off state-system improvements. If these policies currently are not included in adopted local jurisdiction plans and policies, they may be included in an IAMP as necessary amendments to implement an IAMP.

1.1.4. Oregon Bicycle and Pedestrian Plan (updated 2011)

The Oregon Bicycle and Pedestrian Plan (OBPP) was originally prepared in 1995 to implement the Actions recommended by the OTP; guide ODOT and local governments in developing

bikeway and walkway systems; explain the laws pertaining to the establishment of bikeways and walkways; fulfill the requirements of the TPR; and provide standards for planning, designing, and maintaining bikeways and walkways.

The OBPP policies applicable to IAMPs include:

Goal: To provide safe, accessible and convenient bicycling and walking facilities and to support and encourage increased level of bicycling and walking.

- Action 1: Provide bikeway and walkway systems that are integrated with other transportation systems.
- Strategy 1A: Integrate bicycle and pedestrian facility needs into all planning, design, construction and maintenance activities of the Oregon Department of Transportation, local governments and other transportation providers.

The 2011 updated design portion of the OBPP focuses on the importance of good design and understanding the context of facilities. The document includes chapters addressing on-road bikeways, restriping, bicycle parking, walkways, street crossings, intersections, shared-use paths. Both standards and minimums are recommended in the manual along with innovative designs that have been implemented successfully in Oregon or other parts of the county.

Project Relevance

Pedestrian and bicycle facility needs will be assessed and designed in respect of the standards of the OBPP and integrated into the IAMP as required.

1.1.5. Oregon Freight Plan (2011)

The purpose of the Oregon Freight Plan (OFP), which is an Element of the OTP, 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 areas are in the Western Corridor, Strategic Freight Corridors and Connectivity 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 are also identified as necessary to support resource based industries as those found in the study areas and the area surrounding the study areas. Additionally, the plan states that agriculture, forestry and fishing related shipments are expected to grow at a high rate of around 2.1 percent annually through 2035.

Interstate 5 carries the majority of north/south freight traffic in Oregon and connects the Oregon freight system with national and international destinations. In the eastern portion of the study area, Central Oregon & Pacific (CORP) rail lines maintained to a FRA Class 1 and Class

2, condition run north to south. There is one rail crossing in the Exit 43 study area east of N River Road and just north of where OR 99 intersects N River Road.

Project Relevance

Maintaining and enhancing freight system efficiency will be integrated into the IAMP in consideration of the motor vehicle, aviation and rail freight networks in the study area.

1.1.6. 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.

For a smaller community such as Gold Hill but one that is closer to urban areas, the following public transportation service should be provided:

> "Public transportation would provide mobility-related connections within communities through a dial-a-ride and local bus services and would provide connections between communities with intercity bus services. Commuter connections would also be available but on a more limited basis than in Oregon's larger communities."

Minimum level of service for public transportation services in the project vicinity should include:

- Provide public transportation service to the general public based on locally established service and funding priorities.

- Provide an accessible ride to anyone requesting service.
- Provide a coordinated centralized scheduling system.
- Connect local public transpiration and senior and disabled services to intercity bus services.
- Provide at least 1.7 annual hours of public transpirations service per-capita with fixed-route, dial-a-ride or other service types.

Project Relevance

Public transit service goals will be considered throughout development of the IAMP.

1.1.7. Oregon Rail Plan (2001)

The Oregon Rail Plan is a modal element of the OTP. It is intended to implement the OTP's long-range vision of a viable freight and passenger rail system in Oregon. 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. The freight element describes existing conditions in the different regions of the state and improvements that are needed. It also identifies issues that should be considered in rail planning during local land use planning like preparation of a TSP and comprehensive plan policies to support the TSP.

To meet the goals of the OTP, service standards for minimum levels of service are specified for each freight service. These minimum levels of service pertain to intermodal freight and ports, highway freight, and rail freight. The standards relevant to this interchange are:

- To the extent possible, major intermodal rail/truck facilities should exist on rail main lines with a service area radius of 150 miles (e.g. Portland, Eugene, Klamath Falls, Umatilla/Boardman, and Ontario). Intermodal reload facilities are to be encouraged at other locations, as the market demands (e.g. Medford, Bend/Redmond, Salem, Baker City, and La Grande, and coastal ports)
- Highway freight accessing intermodal truck/rail terminals or moving within Oregon should experience level of service C or better on Oregon highways during off-peak periods (e.g. Portland, Eugene, Medford, Klamath Falls, and Umatilla/Boardman).
- Branch rail lines within Oregon should be maintained to allow a minimum speed of operation of 25 miles per hour whenever upgrading can be achieved with a favorable cost-benefit ratio.
- Rail main lines within Oregon should provide convenient ramp, terminal and reload facilities for transfers from truck to rail for long haul movement of freight. High quality highway access should be provided to these sites. Priority right-of-way should be preserved for potential public use or ownership when abandonment proceedings are initiated (e.g. corridors where there are future alternative uses, especially near expanding urban area).

- Reload facilities should be encouraged and, if warranted, supported where they provide the most cost efficient and environmentally effective response to branch line abandonment.

Applicable policies and actions include:

Policy 1: Increase economic opportunities for the State by having a viable and competitive rail system.

Policy 4: Integrate rail freight considerations into the State's land use planning process.

Action 3: Work with communities to minimize conflicts between railroad operations and other urban activities.

CORP is Oregon's second largest short line railroad. It operates on 391 route miles and eight miles of trackage rights in Oregon. Its route miles comprise 16 percent of all route miles statewide. CORP operates in the southwestern quadrant of the state serving the southern Willamette Valley to the California border and the central Oregon coast. The main north-south line provides connections from Eugene-Springfield to Cottage Grove, Roseburg, Glendale, Grants Pass, Medford, Ashland and into California. CORP's Coos Bay Branch provides connections between Eugene and coastal communities such as Reedsport, Coos Bay and Coquille.

Project Relevance

The IAMP will consider the needs of the rail freight system in developing recommended projects. Freight interests will be represented in the TAC which may include members from ODOT Rail and ODOT Freight.

1.1.8. OAR Chapter 731 Division 15

OAR 731 Division 15 establishes the procedures used by ODOT to implement the provisions of its State Agency Coordination Program which assure that ODOT programs are carried out in compliance with the statewide planning goals and in a manner compatible with acknowledged comprehensive plans, as required by ORS 197.180 and OAR 660, Divisions 30 and 31.

The section most applicable to IAMPs is section 731-015-0065 Coordination Procedures for Adopting Final Facility Plans:

(1) Except in the case of minor amendments, the Department shall involve DLCD 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.

(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.

(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.

(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.

(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.

(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.

(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.

Project Relevance

The technical advisory committee (TAC) convened for this IAMP includes representatives of the City and County. The TAC will meet at key points during the development of the IAMP to review and provide input on existing conditions, future conditions, development and evaluation of improvement projects and other implementation measures, and the draft IAMP. The IAMP

Findings will document compliance with the above procedures 1 through 4. ODOT will follow procedures 5 through7 during the facility plan adoption process.

1.1.9. OAR Chapter 734 Division 51 (Division 51)

The purpose of Division 51 is to balance development needs with transportation safety and access management objectives of state highways in a manner consistent with local transportation system plans and the land uses permitted in applicable local comprehensive plan(s). Division 51 provides standards to govern highway approaches, access control, spacing standards, medians, and restriction of turning movements, in compliance with statewide planning goals and in a manner compatible with acknowledged comprehensive plans and consistent with Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), and the Oregon Highway Plan (OHP). The Oregon Highway Plan serves as the policy basis for implementing Division 51, and guides the administration of access management rules, including mitigation and public involvement.

Section 734-051-7010 Access Management Plans and Interchange Area Management Plans provides a framework of criteria that need to be addressed in an IAMP:

(7) Interchange Area Management Plan Criteria. An interchange area management plan must comply with the following criteria, unless the plan documents why compliance with a criterion is not applicable:

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

Project Relevance

The IAMP will evaluate access control, spacing standards, and other applicable standards and will be developed in respect of the applicable criteria of Division 51 including Section 734-051-7010(7).

1.1.10. OAR 660 Division 12

Goal 12 is implemented through OAR 660, Division 12, the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development. 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 OAR 660-012-0045(2)." This policy is achieved through a variety of measures, including:

- Access control measures which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities.
- Standards 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 use applications that require public hearings, involve land divisions, or affect private access to roads.

OAR 660-012-0065 identifies transportation improvements on rural lands which may be permitted on rural lands consistent with Goals 3, 4, 11 and 14 without requiring a goal exception. OAR 660-012-0070, exceptions for transportation improvements on rural lands, applies if improvements do not meet OAR 660-012-0065 requirements.

The TPR was amended in 2011 in response to the Department of Land Conservation and Development and ODOT recognizing that the TPR and OHP were having unintended consequences on planning and development objectives including economic goals. Therefore, amendments to the TPR were made to:

- Streamline the regulatory process to allow local governments to rezone land without analyzing traffic if the rezoning is consistent with the comprehensive plan map designation and the transportation system plan.
- Allow for local decisions to be made without traffic analysis if the action includes conditions to prevent any increase in traffic generated at the site.
- Adjust the balance between multiple objectives for economic development projects to reduce the burden of mitigating traffic impacts.
- Allow local governments to designate areas where compact urban development is desirable and thus traffic congestion will not be a factor in zoning decisions.

Project Relevance

The IAMP will be developed in consideration of OAR 660 Division 12 and its governing principles and will be consistent.

1.1.11. ODOT Right-of Way-Section

The ODOT Right-of-Way Section provides expertise in real estate and other right-of-way matters for ODOT and implements Public Law 91-646, the Uniform Relocation Assistance, and Real Property Policies of 1970, as amended. In general, the Right-of-Way section provides guidance regarding Federal, State, and local laws that govern public project and program activities as they pertain to the process of acquiring private property for public purposes.

Project Relevance

The project team will consider the federal, state and local laws governing right-of-way acquisition as the IAMP is developed and potential right-of-way needs are generally identified. Specific right-of-way locations and needs are identified during project design and delivery.

1.1.12. ODOT Title VI

The Title VI Program was established to carry out the Oregon Department of Transportation's commitment to ensure that the most fundamental principles of equality of opportunity and human dignity are upheld in all decisions and in any activity or process as ODOT conducts its business, sets it policy, delivers its projects, and provides its services to any member of the public that it serves.

In order to receive federal financial assistance, ODOT instituted a Title VI Program to address nondiscrimination laws that impact transportation investment decision making. Title VI of the Civil Rights Act of 1964 and related statutes and policies prohibit discrimination on the basis of race, color, national origin, gender, age, and disability in ODOT's programs, activities and services. The purpose of the Title VI and related statutes and policies is to ensure that public funds are not spent in a way that encourages, subsidizes or results, in discrimination.

Planning, design, construction, and operations and maintenance projects across all travel modes have well defined Title VI and Environmental Justice compliance components. ODOT and its transportation partners are committed to developing and refining its technical capability to assess the benefits and adverse effects of all of its transportation activities, among different population groups, and use that capability to develop appropriate procedures, goals, and performance measures in all aspects of its mission.

Projects that use federal funding or that require federal permits are required to comply with Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, and the U.S. Department of Transportation (USDOT) and Federal Highway Administration (FHWA) orders regarding environmental justice. Not all ODOT projects require federal funding or permits, nevertheless, ODOT is committed meeting the intent of the orders by:

1. Avoiding, minimizing or mitigating disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
10. Ensuring the full and fair participation by all potentially affected communities in the transportation decision-making process.
11. Preventing the denial of, reduction in, or significant delay in the receipt of benefits by minority and/or low-income populations.

Project Relevance

The development of the IAMP includes consideration of Title VI and Environmental Justice requirements throughout the process. Public outreach targeted at these protected populations will be performed by ODOT and a memorandum documenting the steps taken for identification of, outreach to, and inclusion of Title VI and Environmental Justice populations will be included in the IAMP. In the inventory phases of developing the IAMP, protected populations for the study area will be mapped and summarized based on US Census Data. Existing transportation barriers (motorized and non-motorized) for Title VI and Environmental Justice populations will be identified. When evaluating improvement concepts, the mapping and land use data to identify land use and transportation impacts and benefits of alternatives to Title VI and Environmental Justice populations will be used.

1.1.13. Interchange Area Management Plan Guidelines (2011)

The Interchange Area Management Plan Guidelines provide a guiding resource for preparation of IAMPs. The Guidelines provide a background to why IAMPS are prepared, what they are, what their regulatory significance is, and their purpose. Additionally, the Guidelines identify the general process to develop an IAMP. The Guidelines describe the elements of an IAMP, what an IAMP should accomplish, and how to meet expectations and objectives.

Project Relevance

The project team will use the Guidelines as a tool during development of the IAMP.

1.1.14. Highway Design Manual (HDM)

The HDM provides design standards for state highways and associated highway elements. These standards are dependent on the highway's functional classification and project type (e.g., Modernization, Preservation, Safety, Operations, or Maintenance). The purpose of the HDM is to establish mobility standards when evaluating potential design configurations.

Project Relevance

The IAMP alternatives will be developed to be consistent with the applicable HDM Standards for an Interstate.

1.1.15. Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program, known as the STIP, is Oregon's four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. It includes multimodal projects (highway, passenger rail, freight, public transit, bicycle, and pedestrian) projects on the federal, state, city, and county transportation systems, and projects in the National Parks, National Forests, and Indian tribal lands.

The 2012-2015 STIP identified the following project outside but near the study area:

Rogue River Trail: Sardine Creek -Rock Point Bridge - Key #: 16814, Project Description: Design and Construction of Multi-Use Path, Timing: Construction scheduled to begin in 2013

Project Relevance

The IAMP will assume the project listed in the 2012-2015 STIP is constructed as part of the future baseline conditions.

1.1.16. Interstate 5 State of the Interstate Report

The Interstate 5 State of the Interstate Report (2000) describes the existing and forecasted operating, geometric, safety, and physical conditions for the Interstate 5 mainline and interchanges within Oregon.

Below is a description of Interchange 41 based on the Interstate 5 State of the Interstate Report:

Geometric Conditions: This interchange provides access to and from the City of Gold Hill. The interchange was constructed in 1954 and underwent major modifications in 1963 into a full diamond. The existing geometric design of the interchange is common to older interchanges and does not meet some of today's updated design guidelines. The location of access points close to ramp terminals can create congestion, and unchannelized ramp terminals can work against driver expectancy creating a potential for wrong way movements. Deficiencies include:

- The existing pavement width on the crossroad bridge structure does not provide adequate shoulders for emergency stops or safe pedestrian and bicycle movements.
- The northbound and southbound exit ramps do not provide adequate distances for deceleration.
- The northbound and southbound entrance ramps do not provide adequate distances for acceleration.

Operational Conditions: All of the intersections at or near the interchange function substantially below the State Highway volume-to-capacity standard and are expected to continue to operate acceptably by year 2020.

Safety Conditions: There were 14 reported accidents within a 5-year period (1994-1998) with one fatality. However, there appeared to be no apparent pattern to the collisions.

Bridge Conditions: The bridge is classified as "functionally obsolete" by National Bridge Inventory inspection criteria and was identified as a medium priority for improvements.

Project Relevance

Information regarding the conditions of the interchanges will be used throughout IAMP development.

1.2. Local Plans and Ordinances

The following local planning documents were reviewed:

- Jackson County Comprehensive Plan
- Jackson County Transportation System Plan
- Jackson County Land Development Ordinance
- City of Gold Hill Comprehensive Plan (1984)
- City of Gold Hill/Jackson County Urban Growth Boundary and Policy Agreement
- Rogue River Recreational Corridor and Greenway Maps

1.2.1. Jackson County Comprehensive Plan

The Jackson County Comprehensive Plan, adopted in 2004 with subsequent amendments through 2008, is the official long-range land use policy document for Jackson County. The plan sets forth general land use planning policies and allocates land uses to resource, residential, commercial and industrial categories. The plan serves as the basis for the coordinated development of physical resources and the development or redevelopment of the county based on physical, social, economic and environmental factors.

The comprehensive plan establishes the purpose, map designation criteria, and the basis for determining the appropriate zoning district for each land use.

Goals applicable to IAMP 40/43 include:

- Agricultural Goal: To Preserve and Maintain Agricultural Land.
- Citizen Involvement Goal: To provide opportunities for Citizens to be involved in all phases of the Jackson County Planning Process.
- Economy Goal**:** To improve and diversify the economic base of Jackson County in balance with Air, Water, Land and Human Resources.
- Energy Goal: To affect the optimum conservation of energy and use of local renewable resources.
- Environmental Quality Goal: To ensure and improve the quality of Jackson County's natural environment and resources in a responsible manner which will maintain and enhance the life sustaining environment.
- Forest Uses Goal: To conserve forest lands for forest uses and to ensure a continued yield of forest products.

- Natural and Historic Goal: To preserve and conserve open space lands; protect and maintain existing and establish new, historic and scenic and wildlife areas and ensure the wise utilization of natural resources.
- Natural Hazards Goal: To protect life and property from natural disasters and hazards.

The Jackson County Comprehensive Plan map (see Figure 1-2) identifies most of the parcels immediately around I-5 Exit 40 interchange as Rural Residential. There are areas of agricultural land in the southeastern and southwestern section of the study area. In addition, there is an area designated limited use between I-5 and Old Stage Road. Land use surrounding Exit 43 consists of agricultural south of the interchange except for the area where N River Road and OR 99 intersect which has parcels designated rural residential. North of the interchange, there is commercial land north of Main Street along OR 99 with rural residential parcels past the commercial area. In the northwestern study area there is a lot zoned industrial with rural residential parcels north of it.

Aerial observations show undeveloped land adjacent and southeast of Exit 40. Beyond the undeveloped areas to the east are agricultural and rural residential uses. To the south, is a KOA Kampground. Northeast of the interchange is a church east of Lampman Road and rural and agricultural uses to the north and east. There is a fire station along Access Road. The Rogue River is approximately a quarter of a mile east of the interchange. Southwest of the interchange are rural residential uses including a mobile home park and a golf course west of the mobile home park. Northwest of the interchange is undeveloped land and a creek with rural agricultural uses east of Old Stage Road. West of Old Stage Road is the Rogue Valley Zipline Adventure and Moose Family Center with rural and agricultural use beyond.

Exit 43Aerial observations surrounding Exit 43 show undeveloped land, and primarily rural residential uses east of the interchange and undeveloped land with one commercial use west of Exit 43. The Rogue River is less than 0.15 miles from I-5 in the vicinity of Exit 43.

Project Relevance

Upon completion, the County may need to adopt the IAMP before ODOT can present the plan to the OTC for adoption. After adoption of the IAMP, subsequent amendments to the county's Comprehensive Plan will need to be compatible with the IAMP.

1.2.2. Jackson County Transportation System Plan

The Jackson County TSP, adopted in 2005, consists of all areas of Jackson County located outside the Urban Growth Boundaries (UGBs) of incorporated cities, although it does include issues identified in local TSPs or the Regional Transportation Plan (RTP) that affect state and county facilities inside UGBs. The OR 140 Corridor Plan transportation 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."

The goals and policies most applicable to IAMP 40/43 are described below:

Goal 4.1 – Livability: To develop and maintain a safe 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.

Policy 4.1.1 A Mobility Policies: Eliminate barriers to the handicapped in transportation facilities under County jurisdiction and control. Jackson County will meet or exceed state and federal regulations for the transportation disadvantaged.

Policy 4.1.2-A – Connectivity: Jackson County will promote a well-connected street and road system to minimize travel distances

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: To plan an integrated transportation system that maintains existing facilities and responds to the changing needs of Jackson County by providing effective multi-modal 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.

Policy 4.2.1-G – Truck Freight: 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.

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.

Policy 4.2.1-R – Jackson County will coordinate with cities on transportation planning and transportation projects to provide well-connected transitions from city to County transportation systems.

Policy 4.2.1-T – Jackson County will engineer traffic flow to provide efficient transportation system management.

Policy 4.2.1-U – Jackson County will manage road approaches to preserve the safe and efficient operation of the County's roadways, consistent with their functional classification.

Goal 4.3 Integration**:** To achieve the livability and modal elements goals by integrating land use planning, system financial planning, environmental planning and application of policies to address transportation needs in specific locations.

In addition, Jackson County Access Management Guidelines incorporate the following property structure:

- Priority Level #1: Avoid Negative Effects on Intersection Operations
- Priority Level #2: Minimize Access Points, Access Alignments, Shared Access

- Priority Level #3: Access Spacing

Along with guiding goals and policies, the TSP has standards for both rural and urban roads standards. Table 5-2 Rural County Roadway Standards and Specifications, includes the standards most applicable to roads in the interchange study areas. The table includes standards and specifications for: design speed, land width, shoulder width, pavement width, access spacing, surface type, ROW width, curve radius, stopping sight distance, grade, vertical distance, load design, and applicable specifications.

Identified projects in the TSP or near the interchange study areas are all in support of bicycle improvements:

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

7. **Old Stage Road (Winter Brook to Blackwell)**

   This Tier 1 RTP project adds paved shoulders on Old Stage Road between Winterbrook Road and the MPO boundary. In reviewing the TSP, the Bike committee ranked Old Stage Road among the 5 highest priority projects. The Bicycle Master Plan identifies Old Stage Road as needing bicycle facilities. This project completes the bicycle connection between Central Point and Gold Hill. A continuous bicycle facility on Old Stage Road provides a major north-south connection on the western edge of the MPO boundary and serves recreational needs.

Tier 2 (Unfunded):

24. **Highway 234**

    This project widens shoulders on Highway 234 between Antioch Road and 4th Avenue in Gold Hill. This project completes the bicycle network between Central Point, Gold Hill, and Eagle Point. In reviewing the TSP, the Bike committee ranked Highway 234 among the 5 highest priority projects.

28. **Highway 99 (Josephine County Line to Gold Hill)**

    Identified as one of the bicycle needs in the Bicycle Master Plan, this project widens shoulders on Highway 99 from the Josephine County line to the I-5 Rogue River Road interchange. This project would extend the project identified in the Bicycle Master Plan all the way to Gold Hill to provide a safer bicycling environment along a scenic stretch of the Rogue River and offers the potential for an eventual bicycle link to Grants Pass.

32. **North River Road (Gold Hill to Rogue River)**

    The Communities of Rogue River and Gold Hill identified this project to improve bicycle facilities between Gold Hill and Rogue River. This facility is a major collector, but is outside the MPO. The traffic volumes on this road segment do not currently meet the threshold (3,000 ADT) set in the TSP whereby a lack of shoulders would be considered a deficiency. However, the volumes toward the end of the planning horizon are expected to be approaching the applicable threshold. As such, the project has been added the unfunded project list.

Planning Horizon:

- Greenway Extension to County Line (Table 6-2)

Project Relevance

Upon completion, the County may need to adopt the IAMP before ODOT can present the plan to the OTC for adoption. After adoption of the IAMP, subsequent amendments to the county's TSP will need to be compatible with the IAMP.

1.2.3. Jackson County Land Development Ordinance

The Jackson County Land Development Ordinance (LDO) was originally adopted in 2004 with subsequent amendments through 2012. It regulates uses, activities, and structures on lands within the unincorporated areas of the county. The LDO provides the standards for construction of improvements that are monitored through the land use approvals/permitting process. These standards are included in the following sections:

CHAPTER 2. REVIEW AND DECISION-MAKING – Outlines the administration of the ordinance and the applicable approval authority.

CHAPTER 3. APPLICATION REVIEW AND DECISION – Provides the types of land use permits, and related procedures and approval criteria.

CHAPTER 9. GENERAL DEVELOPMENT REGULATIONS – provides the regulations development comply with including access design standards (section 9.5).

CHAPTER 10. LAND DIVISION - Establishes minimum requirements and standards necessary for land divisions. Authorization and minimum standards for the Ordinance are provided by Oregon Revised Statutes (ORS) Chapters 92 and 215.

The zoning designations within the study area generally correspond to the comprehensive plan designations as shown *on Figure 1-3*.

The purpose of each zoning designation is described below:

- EFU: The purpose of the Exclusive Farm Use (EFU) District (Section 4.2) is to conserve agricultural land and to implement the Oregon Agricultural Land Use Policy, ORS 215.243, Statewide Planning Goal 3 (Agricultural Lands), and OAR 660-033. Depending on the type of transportation improvement, a Type 1 to Type 4 permitting review is required.
- FR, WR: Forest Resource (FR); Woodland Resource (WR). These districts are intended to conserve forest lands and implement the Oregon Administrative Rules, and Statewide Planning Goal 4 (Forest Lands) (Section 4.3).
- IC: The purpose of the Interchange Commercial district (Section 5.5.2) is provide for commercial uses that serve the immediate needs of the traveling public, and are located at freeway interchanges with state highways or county roads. Depending on the type of transportation improvement, the project may be permitted outright or require a Type 1 to Type 2 permitting review.

- RR : The purpose of the rural residential zoning districts is to provide for large-lot residential areas, consistent with the predominant rural character of the area and the physical capability of the land.
- AR: The purpose of the Aggregate Removal (AR) District (Section 4.4) is to allow for the protection and utilization of aggregate and other mineral resources, and to ensure the reclamation of mined land. Transportation improvements typically require a Type I review.
- RLI: The purpose of the Rural Light Industrial district is to provide for industrial uses that rely on site-specific natural resources for their processes and activities, or create a byproduct of substantial direct benefit to resource-producing lands or uses.
- LU: The purpose of the Limited Use (LU) (Section 5.7.1) district is to limit uses and activities to those justified in a Comprehensive Plan Amendment "Reasons" exception statement adopted by the County and acknowledged by the state pursuant to ORS 197.732(1)(c) as required by OAR 660-004-0018(4)(a), or to recognize existing lawfully established nonconformities as permitted uses.

Section 7.1 of the LDO addresses Environmental and Cultural Overlays include the following zoning sections which may apply to the interchange study areas:

7.1.1 Areas of Special Concern

- ASC 90-1 Deer and Elk Habitat
- ASC 90-4 Historic Resources
- ASC 90-6 Archaeological Sites
- ASC 90-10 Ecologically or Scientifically Significant Natural Areas

7.4 Urban Overlays

7.4.1 Areas of Mutual Planning Concern and Urban Growth Boundaries

Incorporated communities may agree with the County to designate lands lying immediately beyond their urban growth boundaries as areas where the County and city will coordinate planning activities, including those pertaining to requests for changes in land use. All such agreements will be subject to mutual review and adoption by the governing bodies of the affected city and the County. Agreements currently in effect are hereby adopted by reference and govern County land use actions in their respective areas. Development standards adopted through such agreements supersede the development standards of this Ordinance when specified in the agreement.

Project Relevance

Upon completion, the County may need to adopt the IAMP before ODOT can present the plan to the OTC for adoption. Amendments to the LDO may be necessary to implement the IAMP. After adoption of the IAMP, subsequent amendments to the county's ordinance will need to be compatible with the plan.

1.2.4. City of Gold Hill Comprehensive Plan (1984)

The purpose of the City of Gold Hill Comprehensive Plan is to:

1. To guide the future growth and development.
2. To correct problems and maximize potentials.
3. To act as a guide to decision-making.

Some of the applicable policies for the IAMP include:

Information and Technical Assistance

Policy A-2: The City shall remain aware of ongoing plans and activities of Jackson County and other communities with the region that pertain to economic development planning and promotion.

Planning and Regulation

Policy B-1: The City shall strive to maximize the use of major existing facilities that are in place but underutilized, including the railroad, Highway 234, and vacant lots within the city limits.

Policy B-3: The City shall continue to review and update the zoning ordinance requirements pertaining to land use buffering to ensure that all land uses will be compatible with neighboring uses.

Public Facilities and Services

Policy C-1: The City shall ensure that all future plans for public facilities or utilities improvements are designed in accordance with proposed land uses as shown on the City's Comprehensive Plan map.

Site Development

Policy D-1: The City shall ensure, through its Plan Review process, that all new development will be consistent with the Comprehensive Plan and will be of the highest physical and aesthetic quality.

Policy D-4: The City shall ensure that all new development is in conformance with applicable state and federal requirements as well as with city codes.

Efficient Patterns of Land Use

Policy 3. The City will discourage suburban sprawl development that is not consistent with the Comprehensive Plan and City/County urbanization agreement, and that might put an undue strain on the City's ability to provide needed services and facilities.

Transportation Polices

Policy 4. The City will strive to site industrial and major commercial facilities on or near major highways and rail facilities, to maximize the use of these facilities and meet the transportation needs of those business and their patrons.

Policy 5. The City shall coordinate its transportation plans with those the County, State, and other affected agencies as appropriate.

Project Relevance

The policies of the City of Gold Hill Comprehensive Plan will be considered throughout development of the IAMP.

1.2.5. City of Gold Hill/Jackson County Urban Growth Boundary and Policy Agreement

The agreement was entered into on September 26, 1984. The Gold Hill Urbanizable Area includes lands currently within the City and encompasses selected lands around the City which are planned for future urban growth, and which are likely to require the extension of City services. The area is delineated by an Urban Growth Boundary imposed on the official Comprehensive Plan and Zoning Map of Jackson County. Applicable polices from the agreement to planning for interchange improvements include:

4) The City, County and affected agencies shall coordinate the expansion and development of all urban facilities and services within the Gold Hill urbanizable area.
6) Long-range transportation and air and water quality planning for the urbanizable area shall be a joint City/County process coordinated with all affected agencies.
7) All County road construction and reconstruction resulting from new development, redevelopment, or land division, in the urbanizable area shall be to urban standards, except that the term “reconstruction” does not include normal road maintenance by the County.
8) The City of Gold Hill and Jackson County acknowledge the importance of protecting resource lands, specifically agricultural lands zoned Exclusive Farm Use (EFU) and forest lands zoned Woodland Resource (WR), other than those that may be within the urbanizable area or in the identified direction of urban growth. Both jurisdictions will continue to maintain policies pertaining to the buffering of such lands. Urban development may be allowed to occur on lands adjacent to resource lands when the controlling jurisdiction determines that such development will be compatible with the resource land’s use or character. Buffering shall occur on the urbanizable lands adjacent to the UGB as required to protect the resource lands. Buffering options may include:
   A) Special setbacks for new urban structures adjacent to the Urban Growth Boundary;
   B) Acquisition by public agencies;
   C) Lower densities at the periphery of the Urban Growth Boundary than allowed elsewhere in the City;
   D) Strategic location of roads, golf courses, or other major public areas or facilities; and/or
   E) Use of vegetative screens, earthen berms, and fences of sufficient height and substance to help reduce trespass of people, animals, and vehicles.
   F) A deed declaration recognizing common, customary, and accepted farming practices shall be required for all development that is allowed to occur within three-hundred (300) feet of any land that is zoned for Exclusive Farm Use.

G) The City shall request the County's recommendations concerning the buffering of any EFU lands from adjacent urban development.

AMENDMENTS AND CORRECTIONS

1) Amendment Procedures for UGB and Urbanization Policies:
   E) Major revision proposals shall be subject to a mutual City and County review and an agreement process that involves affected agencies, citizen advisory committees, and the general public.

Project Relevance

The policies of the agreement will be considered throughout development of the IAMP.

1.2.6. Rogue River Recreational Corridor and Greenway Maps

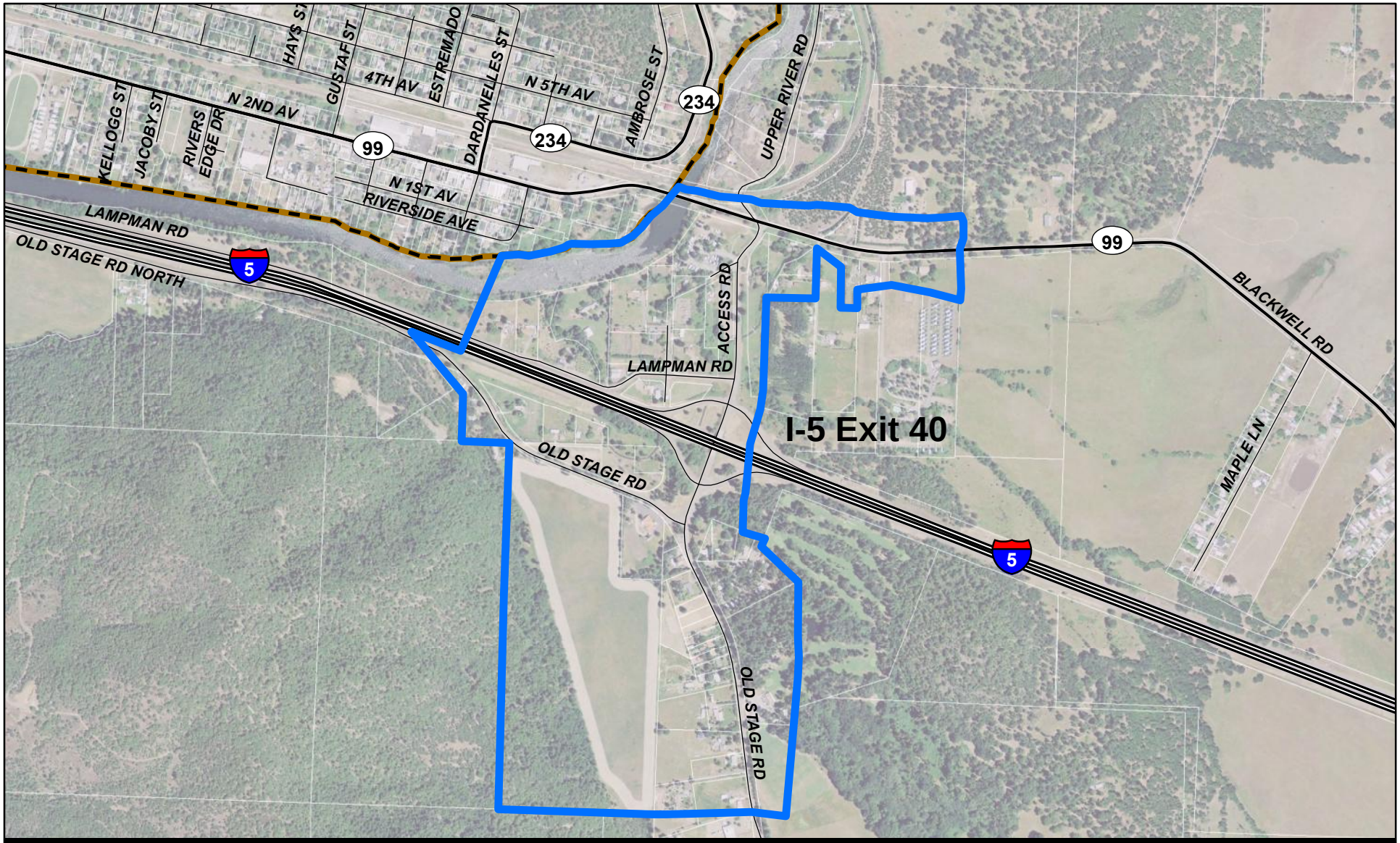
The Rogue River Greenway trail will connect with the Bear Creek Greenway in Central Point, and then will follow the Rogue River to Gold Hill. It will connect with an existing section of the trail and continue along the Rogue River to the Valley of the Rogue State Park and the City of Rogue River. Then the Greenway trail will continue north along the river to Grants Pass. When completed, the combined Rogue River Greenway Trail and Bear Creek Greenway will extend more than 50 miles and connect 2 counties and 8 cities. The completion of the Bear Creek Greenway Project will span 20 miles from Ashland through Talent, Phoenix and Medford to Central Point. Southern Oregon has been working for over 30 years to connect its communities with a Greenway corridor.

Project Relevance

The Rogue River Greenway Trail map shows the trail passing the interchanges east of the river and I-5. However, it crosses the river and I-5 just north of Exit 43. Old Stage Road in the Exit 40 study area is an identified bike route which provides connections to downtown Gold Hill and the Greenway trail via Access Road.

Attachments:

Figure 1-1. Project Vicinity and Study Area
Figure 1-2. Jackson County Comprehensive Plan Designations
Figure 1-3. Jackson County Zoning Designations



I-5 Exits 40 and 43 Interchange Area Management Plans

N

1,000 500 0 1,000

Feet

Source Data: ESRI, Jackson County, NAIP 2009

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

DRAFT Figure 1-1a

Project Vicinity and Study Area

I-5 Exit 40

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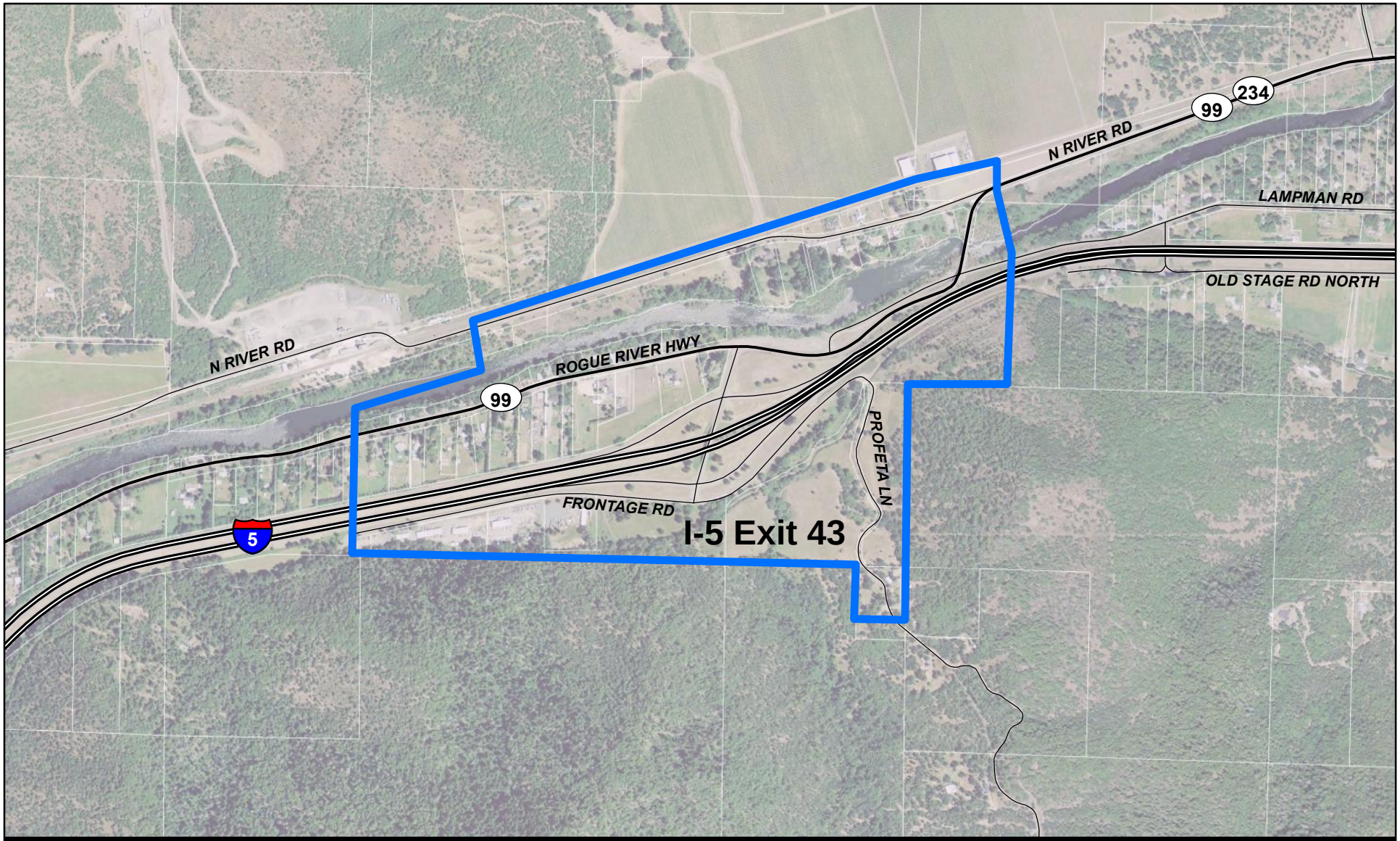

I-5 Exits 40 and 43 Interchange Area Management Plans

N

1,000 500 0 1,000

Feet

Source Data: ESRI, Jackson County, NAIP 2009

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

DRAFT Figure 1-1b

Project Vicinity and Study Area

I-5 Exit 43

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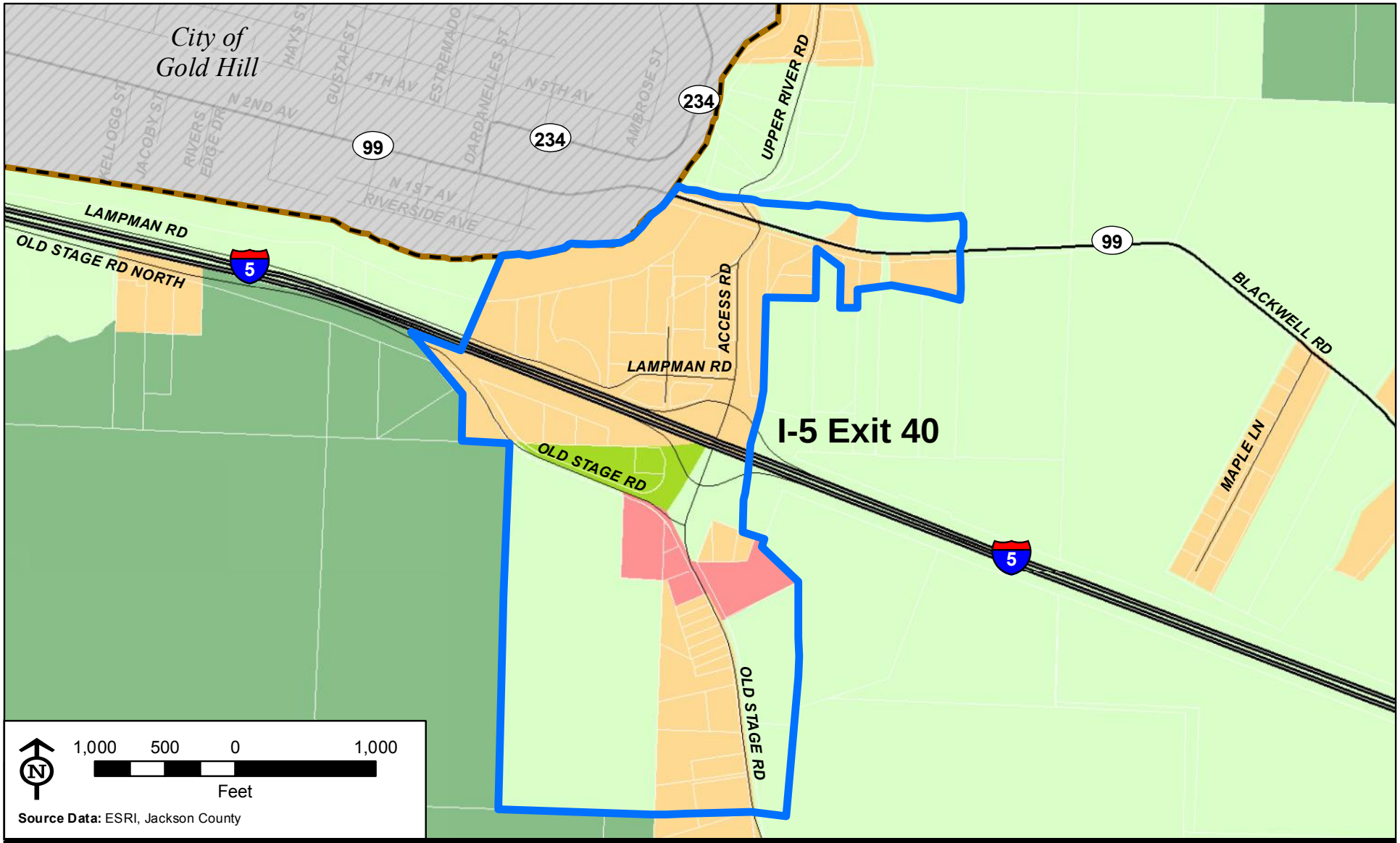

I-5 Exits 40 and 43 Interchange Area Management Plans

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

Jackson County Comprehensive Plan Designations

- Agricultural Land
- Commercial Land
- Forestry / Open Space Land
- Limited Use Land
- Rural Residential Land
- No Data

DRAFT Figure 1-2a
Jackson County Comprehensive Plan Designations
I-5 Exit 40

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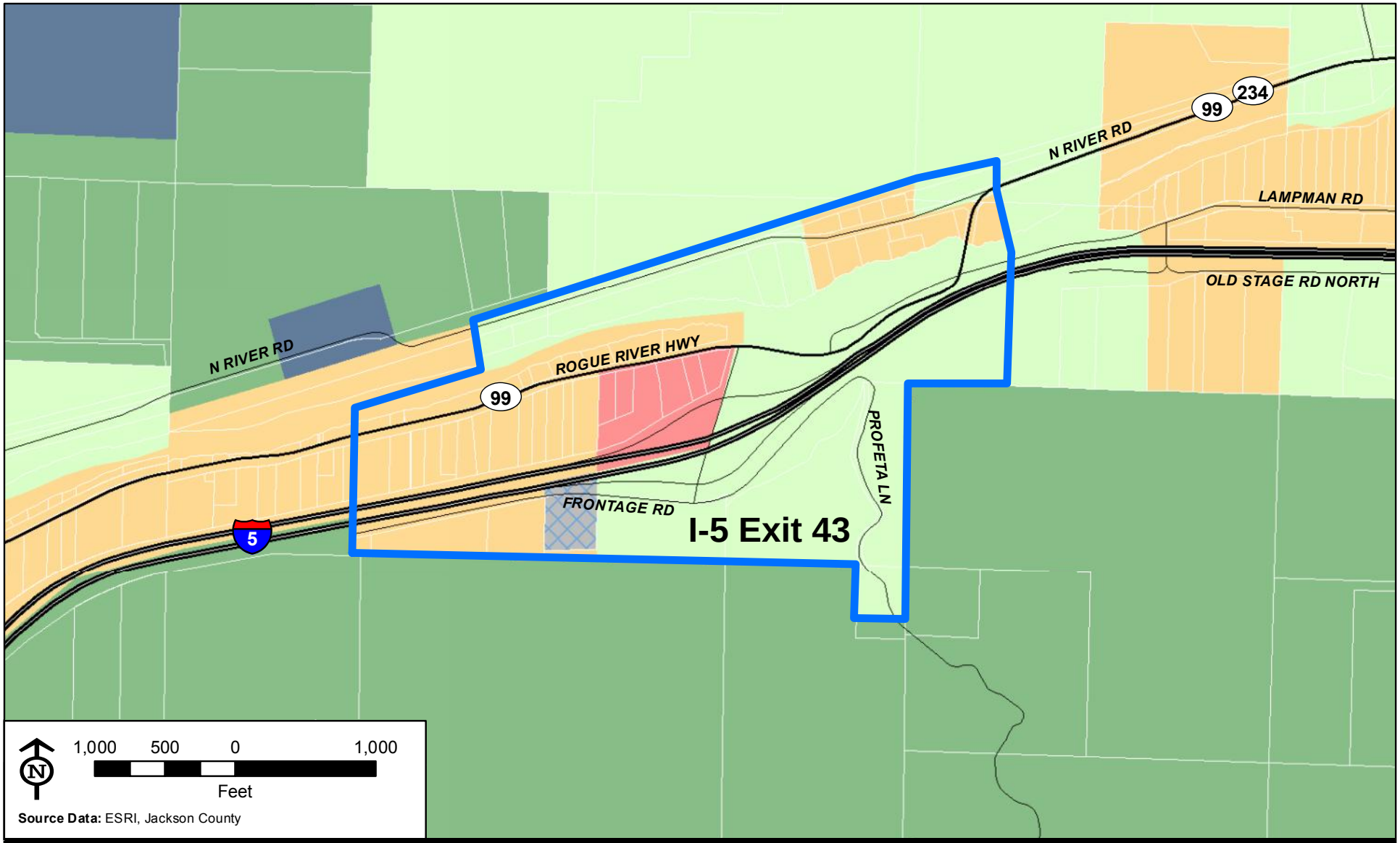

I-5 Exits 40 and 43 Interchange Area Management Plans

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

Jackson County Comprehensive Plan Designations

- Aggregate Removal Land
- Agricultural Land
- Commercial Land
- Forestry / Open Space Land
- Industrial Land
- Rural Residential Land

DRAFT Figure 1-2b

Jackson County Comprehensive Plan Designations
I-5 Exit 43

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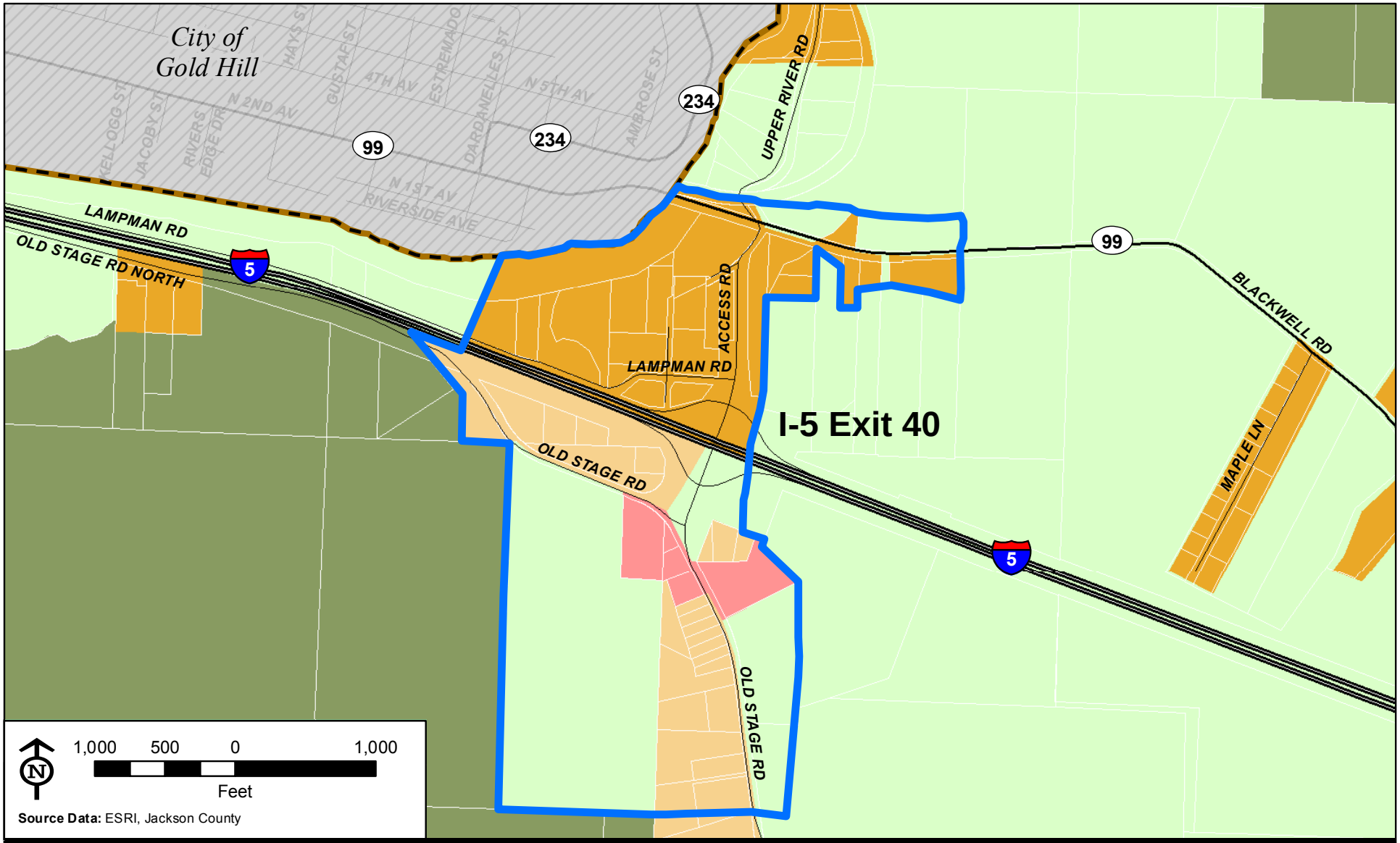

I-5 Exits 40 and 43 Interchange Area Management Plans

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

Jackson County Zoning Designations

- Exclusive Farm Use (EFU)
- Interchange Commercial (IC)
- Rural Residential - 2.5 (RR-2.5)
- Rural Residential - 5 (RR-5)
- Woodland Resource (WR)

DRAFT Figure 1-3a
Jackson County Zoning Designations
I-5 Exit 40

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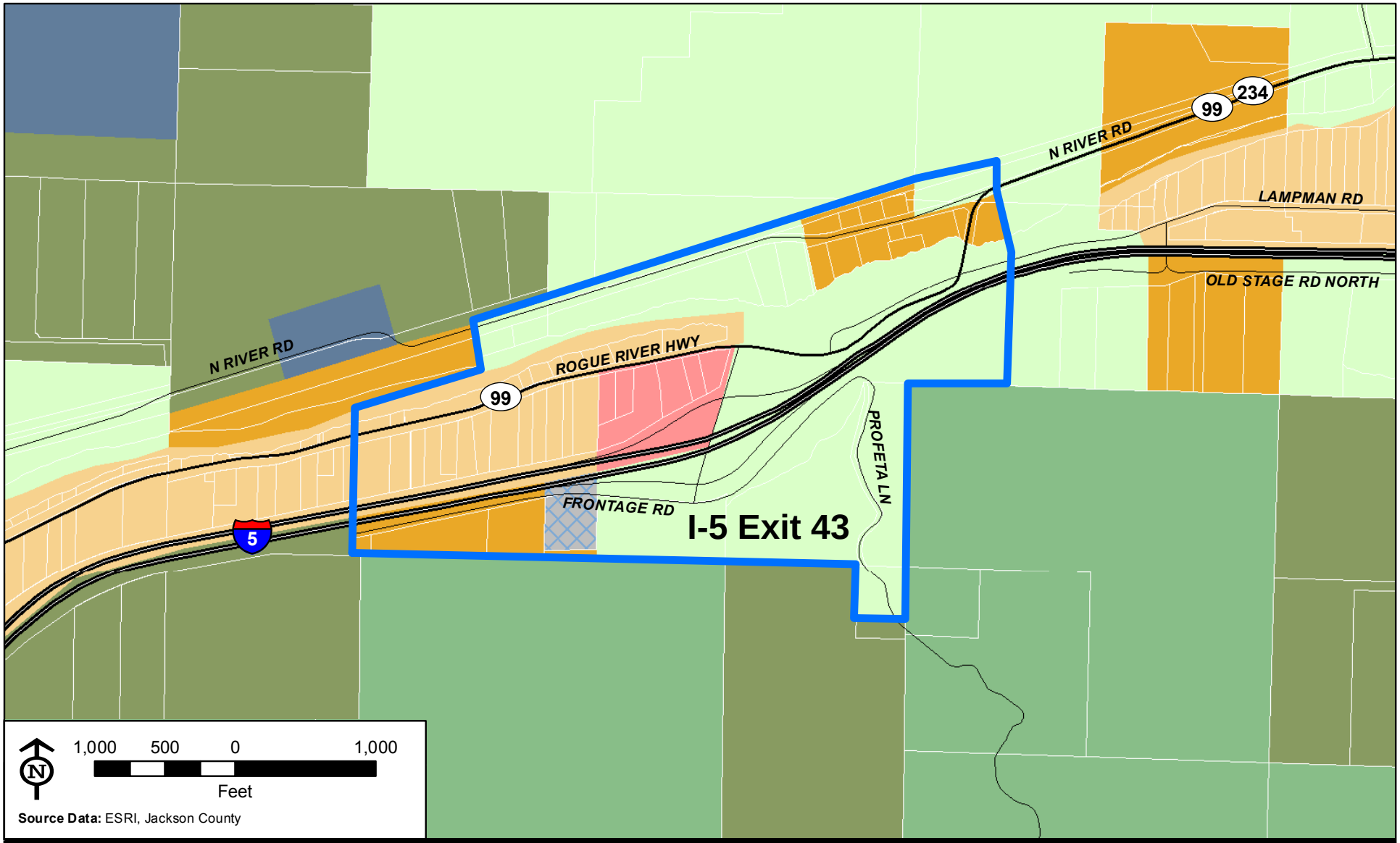

I-5 Exits 40 and 43 Interchange Area Management Plans

Legend

- Interchange Management Study Area (IMSA)
- Urban Growth Boundary (UGB)
- Taxlot Boundaries indicated in white
- Interstate
- Highway
- Local Road

Jackson County Zoning Designations

- Aggregate Removal (AR)
- Exclusive Farm Use (EFU)
- Forest Resource (FR)
- Interchange Commercial (IC)
- Rural Light Industrial (RLI)
- Rural Residential - 2.5 (RR-2.5)
- Rural Residential - 5 (RR-5)
- Woodland Resource (WR)

DRAFT Figure 1-3b
Jackson County Zoning Designations
I-5 Exit 43

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