

Interstate 5 Interchange 19 (North Ashland)

Jackson County, Oregon

Interchange Area Management Plan

Technical Memorandum #2: Adopted Plans and Regulations

Prepared for

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July 2007

Introduction

Technical Memorandum #2 documents applicable state, regional, and local transportation and land use plans and regulations.

Review of Transportation and Land Use Plans and Policies

The plan and policy review section of this memorandum summarizes the relevant transportation and land use plans and policies, and identifies how they influence planning for the Interchange 19 (North Ashland) area. The purpose of this review is to ensure the necessary compatibility, consistency and compliance required by state law and ODOT policy. This section reviews the following transportation and land use plans and regulations:

- Statewide Planning Goals 1 (Citizen Involvement), 2 (Land Use Planning), 11 (Public Facilities and Services), 12 (Transportation), and 14 (Urbanization);
- Oregon Transportation Plan and amendments (OTP, Amended September 20, 2006);
- 1999 Oregon Highway Plan and amendments (OHP Amended July 2006);
- Oregon Administrative Rule 734-051 (Highway Approaches, Access Control, Spacing Standards and Medians);
- Oregon Administrative Rule 660 Division 12 (TPR-including recent amendments);
- Rogue Valley Metropolitan Planning Organization 2005-2030 Regional Transportation Plan (Adopted 2005);
- Jackson County Transportation System Plan (2005);
- Jackson County Comprehensive Plan (Adopted 1972, Amended 2004 and 2006);
- Jackson County Land Development Ordinance (Adopted 2004, Amended 2007);
- It also summarizes relevant information from the Interstate 5 State of the Interstate Report (2000), the Traffic Analysis Report Interstate 5 Interchanges 14 and 19 (2006), and the Jackson County System Development Charges.

State of Oregon Goals and Plans

OAR 731-015-0065 requires IAMPs to be in compliance with applicable statewide planning goals.

Statewide Planning Goal 1 (Citizen Involvement) and OAR 660, Division 4

Goal 1, Citizen Involvement, insures the opportunity for all citizens to be involved in all phases of the planning process. The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and understand the issues. Goal 1 requires federal, state, regional, and special districts agencies to coordinate their planning efforts with the City of Ashland and Jackson County and make use of existing local established citizen involvement programs.

Key components of Goal 1 include:

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- *To provide for widespread citizen involvement.* This means that the program shall involve a cross section of affected citizens in the City of Ashland as well as Jackson County.
- *To provide effective two-way communication with citizens.* Mechanisms shall be established to provide effective communication between citizens and the elected and appointed officials for the Ashland and Jackson County area.
- *To provide the opportunity for citizens to be involved in all phases of the planning process.* All phases include the process set forth and defined in the goals and guidelines that the City of Ashland and Jackson County rely on for Land Use Planning.
- *To assure technical information is available and provided in a user-friendly manner.* Policy decisions that affect citizens within the City of Ashland and Jackson County shall be available in an easy to understand format that is made readily available to the public with assistance to interpret the technical information.
- *To assure that policy makers provide feedback to citizens.* All recommendations resulting from involving citizens from the Ashland and Jackson County area and the rationale used to reach land-use policy decisions shall be compiled and made available in the form of a written record.

Statewide Planning Goal 2 (Land Use Planning) and OAR 660, Division 4

Goal 2, Land Use Planning, requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. This Goal is one of five statewide planning goals that play a key role in management planning for the Interchange 19 (North Ashland) Interchange area. The other goals are Goals 11 (Public Facilities and Services), 12 (Transportation), and 14 (Urbanization).

Goal 2 is important for three reasons. First, Goal 2 requires planning coordination between those local governments and state agencies “which have programs, land ownerships, or responsibilities within the area included in the plan.” In this case, Goal 2 will require that ODOT coordinate with Jackson County, the City of Ashland, and the Rogue Valley MPO. A small portion of the study area is within the City of Ashland UGB, which would have planning authority over that area, and the majority of the study area is within Jackson County and subject to its planning authority. Coordination is particularly important because development within both the City of Ashland and Jackson County will impact use of the proposed interchange, and land use decisions in the area could affect future use and operation of the interchange.

A second important element of Goal 2 is its provision that land use decisions and actions are supported by an “adequate factual base.” This requirement applies to both legislative and quasi-judicial land use actions and requires that such actions be supported by “substantial evidence.” In essence, it requires that there be evidence that a reasonable person would find to be adequate to support findings of fact that a land use action complies with the applicable review standards.

Third, Goal 2 requires that city, county, state and federal agency and special district plans and actions related to land use be “consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.” This technical memorandum reviews relevant adopted plans in order to ensure that the interchange improvements are consistent with the plans. This provision is important because elements of an IAMP developed for Interchange 19 (North Ashland) may need to be adopted by the City of Ashland, Jackson County, and the Rogue Valley MPO.

Statewide Planning Goal 11 (Public Facilities and Services) and OAR 660, Division 11

Statewide Planning Goal 11, Public Facilities and Services, 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. 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.”

Statewide Planning Goal 12 (Transportation) and OAR 660, Division 12

Goal 12, Transportation, requires cities, counties, metropolitan planning organizations (MPOs) and ODOT to provide and encourage a safe, convenient and economic transportation system. This is accomplished through development of TSPs based on inventories of local, regional and state transportation needs.

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, several of which warrant comment in this report.

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; and
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP. See also OAR 660-012-0060.

The Oregon Land Conservation and Development Commission’s rules implementing Goal 12 do not regulate access management. ODOT adopted OAR Chapter 734, Division 51 to address access management and it is expected that ODOT, as part of this project, will engage in access management consistent with its Access Management Rule.

Statewide Planning Goal 14 (Urbanization), and OAR 660, Divisions 14 and 22

Goal 14, Urbanization, requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of UGBs and unincorporated 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 higher intensity than in rural areas, which primarily include farm and forest uses.

Goal 14 is important because it focuses development within relatively compact boundaries of the UGB and to a lesser degree in unincorporated communities. This compact development helps contain the costs of public facilities such as transportation by reducing the need for facilities further out and helping jurisdictions better anticipate where growth will occur. The 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.

Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multi-modal 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 Plan supersedes the 1992 Oregon Transportation Plan. The 1992 OTP established a vision of a balanced, multi-modal transportation system and called for an expansion of ODOT's role in funding non-highway investments. The current OTP further 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. Development of IAMPs is integral to maintaining assets and optimizing system performance.

An IAMP must be consistent with the applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

Goal 1 - Mobility and Accessibility

Policy 1.3 – Relationship of Interurban and Urban Mobility

Goal 2 - Management of the System

Policy 2.1 - Capacity and Operational Efficiency

Policy 2.2 - Management of Assets

Goal 3 - Economic Vitality

Policy 3.1 – An Integrated and Efficient Freight System

Policy 3.2 – Moving People to Support Economic Vitality

Goal 4 – Sustainability

Policy 4.1 – Environmentally Responsible Transportation System

Policy 4.2 – Creating Communities

Goal 5 – Safety and Security

Policy 5.1 – Safety and Security

Goal 7 – Coordination, Communication and Cooperation

Policy 7.1 - A Coordinated Transportation System

Policy 7.3 – Public Involvement and Consultation

Policy 7.4 – Environmental Justice

Findings to the effect that all of the above pertinent policies are consistent with the adopted OTP need to be developed as part of an adoption package presented to the OTC. Oregon Transportation Plan policy can be obtained at <http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>

Oregon Highway Plan (1999, Amended July 2006)

OAR 734-051-0155 requires IAMPs to be consistent with the OHP. The 1999 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. The policies applicable to planning for interchange improvements are described below, with impacts to interchange planning shown in *italic*.

Goal 1. System Definition, the following policies are applicable to the project:

- Policy 1B (Land Use and Transportation), which recognizes the need for coordination between state and local jurisdictions;

Coordination with local jurisdictions will occur throughout the preparation of the IAMP. A Technical Advisory Committee (TAC) has been formed to inform the IAMP. Members include representatives from the Department of Land Conservation and Development, Rogue Valley Council of Governments, the City of Ashland, Jackson County, the City of Talent, the Rogue Valley MPO, the Federal Highway Administration, the Oregon Bridge Delivery Partners, and the Oregon Department of Transportation.

- Policy 1C (State Highway Freight System), which states the need to balance the movement of goods and services with other uses;

The traffic operations analysis will account for freight movement as well as passenger vehicle movement. Interstate 5 is a designated freight route.

- Policy 1F (Highway Mobility Standards), which sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards; and

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The purpose of the IAMP is to understand the relationship between land uses and traffic in the areas of the new interchange, and to enable land uses to be planned so that the public investment in the facility is best protected.

- Policy 1G (Major Improvements), which requires maintaining performance and improving safety by improving efficiency and management before adding capacity.

Reconstruction of Interchange 19 (North Ashland) is intended to reduce congestion while improving operations and safety, not to add capacity.

Goal 2. System Management, the following policies are applicable to the project:

- Policy 2B (Off-System Improvements), which helps local jurisdictions adopt land use and access management policies; and

The IAMP will include sections describing existing and future land use patterns and implementation measures as well as a summary of the Traffic Analysis Report for Interchange 14 and 19 (2006). Implementation of the IAMP may require an intergovernmental agreement between ODOT, the City of Ashland, and Jackson County and may require amendments to city, county, and MPO plans and ordinances.

- Policy 2F (Traffic Safety), which improves the safety of the highway system.

The purpose of the reconstructed interchange will be to improve safety as well as traffic operations.

Goal 3. Access Management, the following policies are applicable to the project:

- Policy 3A: (Classification and Spacing Standards), which sets access spacing standards for driveways and approaches to the state highway system;
- Policy 3C (Interchange Access Management Areas), which sets policy for managing interchange areas by developing an IAMP that identifies and addresses current interchange deficiencies and short, medium and long term solutions; and
- Policy 3D (Deviations), which establishes general policies and procedures for deviations from adopted access management standards and policies.

An access management plan will be developed as part of the IAMP effort that will identify approaches to the interchange crossroad that do not meet the OHP spacing standards and will require deviations.

Oregon Bicycle and Pedestrian Plan

ODOT Procedure No.: PLA 01 requires IAMPs to be compatible with affected modal plans. The purpose of the Oregon Bicycle and Pedestrian plan is 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.

Highway Design Manual (HDM)

ODOT Procedure No.: PLA 01 requires IAMPs to be consistent with the HDM when the facility plan involves new designs. The purpose of the HDM is to establish mobility standards when evaluating potential

design configurations. As the configuration for interchange 19 will likely change, the HDM standards will need to be met for year 2030 analysis.

OAR 660 Division 12 (TPR—including recent amendments)

The purpose of the Transportation Planning Rule (TPR) is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception. These include replacement of an intersection with an interchange, channelization, and medians. The local government must identify reasonable build design alternatives, assess their impacts, and select the alternative with the least impact.

The Land Conservation and Development Commission adopted amendments to the TPR in March, 2005 that clarify how plan amendments and zoning changes impact to transportation facilities are assessed. The amendments stipulate that a significant effect occurs only if a plan amendment or zone change affects the facility by the end of the planning period, not if the effect occurs at any point during the planning period. The primary focus of this rule is keeping land use and transportation in balance. The current amendments include new provisions that pay particular attention to proposed plan or land use regulation amendment within one-half mile of interstate interchanges. The concern here is to protect the state’s significant investments in interchanges and in the interstate system.

Oregon Administrative Rule Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)

OAR 734-051-0155 requires IAMPs to be consistent with applicable access management plans. OAR 734-051 governs the permitting, management, 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.

Section 734-051-0125, Access Management Spacing Standards for Approaches in an Interchange Area establishes interchange management area access spacing standards. Section 734-051-0155 specifies elements that are to be included in IAMPs, such as short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations within the interchange area.

An access management plan will be developed as a part of this IAMP effort to address the standards set forth in Division 51. 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.

Transportation Plans

Rogue Valley Metropolitan Planning Organization 2005-2030 Regional Transportation Plan (Adopted 2005)

The Rogue Valley Council of Governments (RVCOG), the designated metropolitan planning organization (MPO) for Jackson County and the seven cities (Ashland, Talent, Phoenix, Jacksonville, Medford, Central Point, and the unincorporated community of White City,) prepared the Regional Transportation Plan (RTP) as one of its transportation planning responsibilities. The RTP serves as a guide for the management of existing transportation facilities and for the design and implementation of future transportation facilities through the year 2030. The Rogue Valley Metropolitan Planning Organization has updated the Regional Transportation Plan. The final plans were adopted April 5, 2005. The new plan covers 2005-2030. The RTP contains 12 elements: transportation system management, transportation demand management, street system, parking, bicycle and pedestrian, transit system, land use, air transportation, rail transportation, freight transportation, traffic safety, and financial. The RTP goals are:

- Goal 1.** Plan for, develop, and maintain a balanced multi-modal transportation system that will address existing and future needs for transportation of people and goods in the region.
- Goal 2.** Optimize safety and security on the transportation system.
- Goal 3.** Use transportation investments to foster compact, livable communities. Develop a plan that builds on the character of the community, is sensitive to the environment, and enhances quality of life.
- Goal 4.** Develop a plan that can be funded and that reflects responsible stewardship of public funds.
- Goal 5.** Maximize the efficient utilization of existing and future transportation infrastructure to facilitate smooth movement of people and motorized and non-motorized vehicles.
- Goal 6.** Through the use of incentives, encourage regional multi-occupant and non-motorized vehicle facilities and services, so that these are the choices for an increased percent of regional trips.
- Goal 7.** Provide an open, objective, and credible process for planning and developing a transportation system that complies with state and federal regulations.
- Goal 8.** Provide environmentally sensitive and healthy transportation options.
- Goal 9.** Encourage use of cost-effective emerging technologies where appropriate to achieve regional transportation goals and policies.
- Goal 10.** Use transportation investments to foster economic opportunities.

Each goal has several associated objectives.

The land use element designates the City of Phoenix, approximately 8 miles north of the IAMP study area in North Ashland, as the nearest Transit Oriented Development (TOD) high-growth area. The TODs were originally developed in the Transit Oriented Development and Transit Corridor Design Strategies Final Report (August 1999).

Jackson County Transportation System Plan (2005)

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 County located outside the 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 plan and policy review, technical background and needs analysis, goals and policies, and TSP sections of the TSP will replace the transportation element in the County Comprehensive Plan. The technical background and needs section describes the road, public transit, bicycle and pedestrian, air, rail, marine, pipeline/transmission systems. The TSP also includes a financing section.

The TSP has livability, modal components, and integration goals with associated policies and strategies to implement each goal. 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." There are no policies or strategies related to this goal specifically applicable to the interchange project.

The TSP includes bicycle and pedestrian-related policies applicable to the project area. Policy 4.2.4-A,d "Provide bicycle lanes in urban areas and adequate shoulders in rural areas, in addition to parallel bikeways, as part of arterial and collector roadway improvement projects" illustrates Jackson County's desire to provide bicycle facilities and connections to make cycling an attractive alternative to driving. Pedestrian related policies are addressed in the TSP under Policy 4.2.3-A "The County will include pedestrian facilities and connections as a fundamental component in the maintenance and development of the overall County transportation system. The County transportation system will promote a safe, linked pedestrian system that connects residential areas to schools, recreation, commercial centers, employment centers, and other activity centers." The proposed improvements will address these policies by including pedestrian and bicycle amenities on the cross road for the new interchange.

The goal of the modal component is "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." One of the strategies under the vehicular system policies is that improvement projects should attempt to reduce conflicts between traffic generated by logging, agriculture, and aggregate and other traffic (4.2.1-B, b.). There are also policies to support freight mobility and coordination between the County and ODOT. The integration goal is "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. The TSP does not identify any Interchange 19 (North Ashland) improvements in its project list. However, the TSP does call for improvements to South Valley View Road from Interstate 5 to OR 99: widening to five lanes and adding bicycle and pedestrian facilities. Such improvements would have a direct impact on vehicular, bicycle, and pedestrian movements on the interchange.

Comprehensive Plan and Zoning Ordinance

OAR 731-015-0065 requires IAMPs to be compatible with the acknowledged comprehensive plans of affected cities and counties.

Jackson County Comprehensive Plan (Adopted 1972, Amended 2004 and 2006)

The Board of Commissioners approved amendments to the Jackson County Comprehensive Plan on January 12, 2004, which became effective March 12, 2004. Ordinance No. 2006-3 was adopted May 31, 2006 and became effective July 30, 2006. The Jackson County Comprehensive Plan and Map (see Figure 1) 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.

The Transportation Element provides findings, policies and implantation measures that aim to maintain and improve the County's transportation system.

The most recent County TSP was adopted March 16, 2005. The IAMP will include an analysis of comprehensive plan designations and land uses. The three land use scenarios evaluate various levels of build-out of vacant and under-utilized land. Upon completion, the county may adopt the IAMP as a policy and implementation document. If the IAMP is adopted, subsequent changes to the county's comprehensive plan will need to be compatible with the IAMP.

Jackson County Land Development Ordinance (Adopted 2004, Amended 2007)

The IAMP will include an analysis of zoning designations and land uses within the Interchange 19 vicinity (see Figure 2). The three land use scenarios will evaluate various levels of build-out of vacant and under-utilized land. Upon completion, the county may adopt the IAMP as a policy and implementation document. If the IAMP is adopted, subsequent changes to the county's comprehensive plan will need to be compatible with the IAMP.

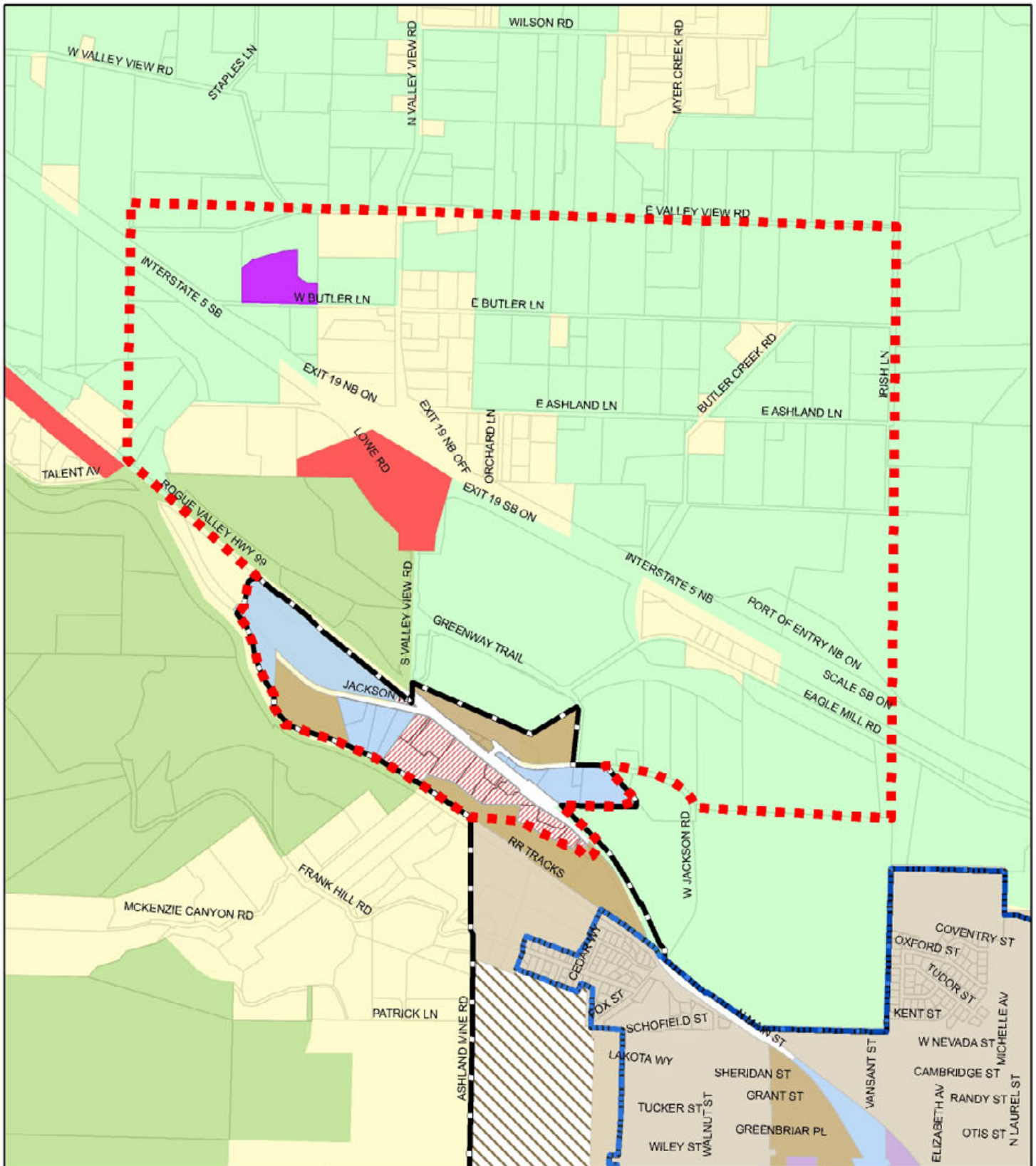
Other Plans

Interstate 5 State of the Interstate Report (2000)

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. The existing North Ashland Interchange 19 is a standard diamond configuration located between the cities of Ashland and Talent. Since its construction in 1964, the interchange underwent minor improvements such as installation of guardrail and concrete barriers, and regarding of shoulder slopes.

The existing geometric design of the North Ashland Interchange does not meet some current design guidelines. For example, the location of access points close to ramp terminals can create congestion and un-channelized ramp terminals that can confuse drivers and create a potential for wrong-way movements. A detailed deficiency assessment identified the following:

- The existing pavement width on the crossroad does not provide adequate shoulders for emergency stops or safe pedestrian and bicycle movement.



GIS Data Sources:
City of Ashland and Jackson County

Legend

- IAMP Management Area
- Ashland City Limits
- UGB
- Taxlots

Ashland Comprehensive Plan Designations

- Commercial
- Employment
- Health Care
- Multi-Family Residential
- Single Family Residential
- Single Family Residential Reserve

Jackson County Comprehensive Plan Designations

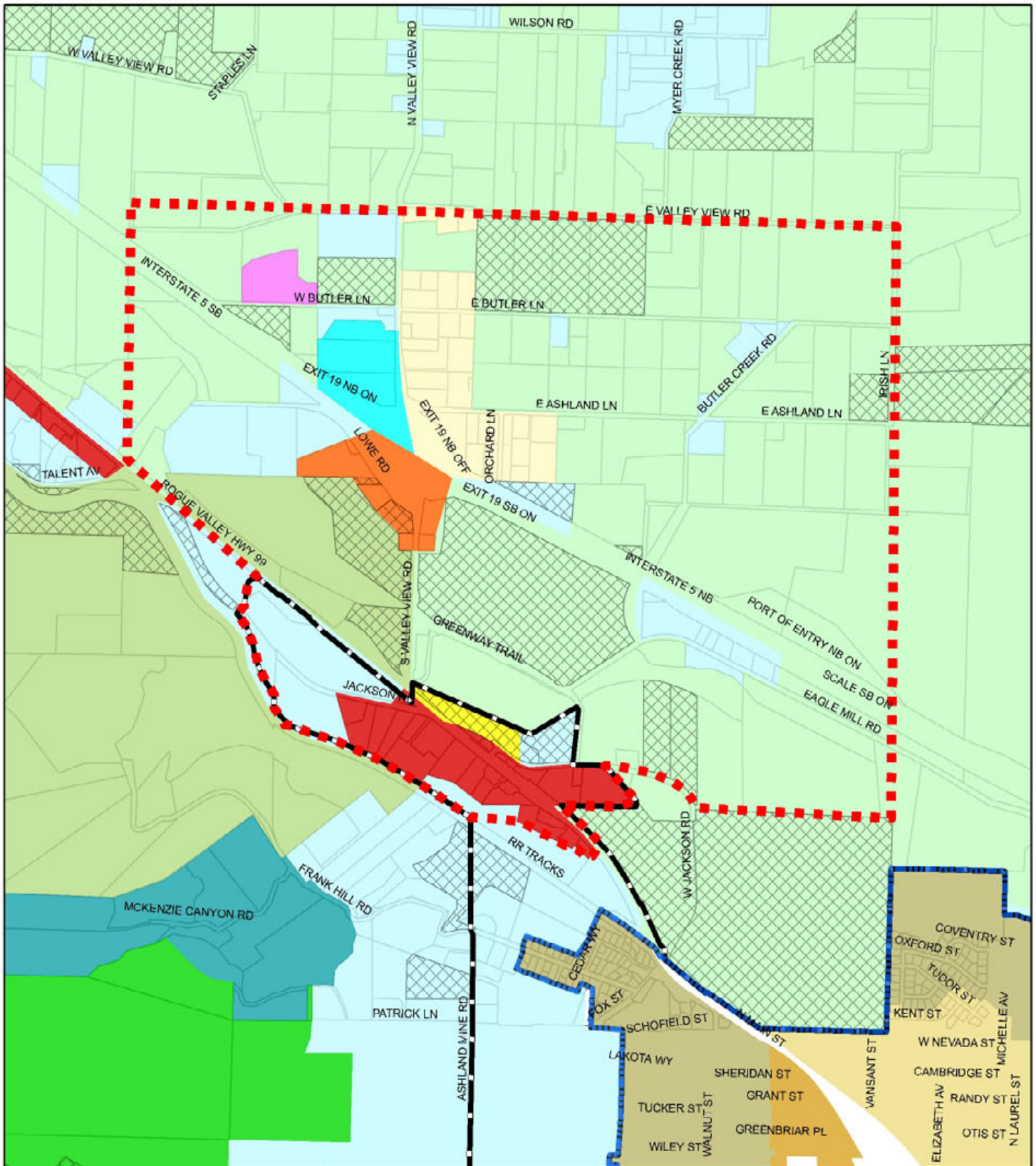
- Forestry/Open Space Land
- Agricultural Land
- Commercial Land
- Industrial Land
- Rural Residential Land

Interchange 19 (North Ashland)

Figure 1

Comprehensive Plan Designations

Interchange 19 Area Management Plan



GIS Data Sources:
City of Ashland and Jackson County

Legend

- IAMP Management Area
- Ashland City Limits
- UGB
- Taxlots
- Measure 37 Cases

City of Ashland Zoning

- Multi-Family Residential (R-2)
- Single Family Residential 5,000 sq ft (R-1.5)
- Single Family Residential 7,500 sq ft (R-1-7.5)

Jackson County Zoning

- Exclusive Farm Use (EFU)
- General Commercial (GC)
- Interchange Commercial (IC)
- Light Industrial (LI)
- Open Space Reserve (OSR)
- Rural Residential - 2.5 (RR-2.5)
- Rural Residential - 5 (RR-5)
- Rural Residential - 10 (RR-10)
- Rural Residential - 00 (RR-00)
- Urban Residential - 1 (UR-1)
- Woodland Resource (WR)

**Interchange 19
(North Ashland)
Figure 2
Zoning**

**Interchange 19
Area Management Plan**

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- The northbound and southbound exit ramps do not provide an adequate distance for deceleration based on the horizontal alignment.
- The northbound and southbound entrance ramps do not provide an adequate distance for acceleration based on the horizontal alignment.
- Signing at the northbound ramp terminals does not meet driver expectations.

Based on the State of the Interstate Report, year 2000 average daily traffic south of the interchange recorded 23,700 vehicles and 34,100 vehicles north of the interchange – suggesting increased volumes as the Interstate 5 corridor approaches the Medford vicinity. The traffic pattern is characteristic of commuters traveling back and forth between Medford and Ashland. Valley View Road crosses Interstate 5 at this interchange and has an average daily traffic volume of 13,500 vehicles. The stop sign controlled southbound off-ramp operates at a volume-to-capacity (V/C) ratio of 0.71, indicating moderately congested conditions. The northbound stop sign controlled off-ramp operates at a V/C ratio of 0.41, indicating less congested conditions.

An investigation of detailed crash data revealed 27 reported accidents within a 5-year period from 1994 to 1998 – a majority occurring in the northbound direction of travel.

The structure was evaluated as a part of the *Interstate 5 State of the Interstate Report* and found that the structure has a sufficiency rating of 94.0. Anything above a sufficiency rating of 80 precludes the structure for rehabilitation. Although deemed structurally sufficient, the bridge is nonetheless classified as “functionally obsolete” based on the National Bridge Inventory inspection criteria. As such, several safety features of the structure are inadequate according to current standards. The combined effect of these two rating systems implies that this structure should be a medium priority for improvements.

The 1997 ODOT Pavement Condition Report classifies the highway segment between mile point 18.70 and 28.33 as having an 85.3 and 62.7 overall section index – corresponding to a “good” and “fair” condition category. A good rating indicates a stable pavement with minor cracking, patching, and deformations. A fair rating indicates a generally stable pavement with moderate cracking, minor areas of structural weakness, and acceptable ride quality. According to the Interstate Report, action may be needed to ensure the highway segment does not fall below the fair category.

Traffic Analysis Report Interstate 5 Interchanges 14 and 19 (2006)

Critical design elements of the bridge improvements at Interchange 19 can be selected based in part on the results of the traffic analysis contained in this report. This report focuses on the design of the bridges, ramp terminals, and roadway sections immediately adjacent to the interchange. The purpose of the Traffic Analysis Report is: 1) to provide the Oregon Department of Transportation (ODOT) and the Oregon Bridge Delivery Partners (ODBP) with adequate safety and operations analysis information to select appropriate bridge improvements for the Bundle #314 projects, and 2) for subsequent use in the IAMP projects at the Green Springs and North Ashland Interchanges.

This report provides an inventory of existing roadways, provides existing and future traffic operations analyses, safety analysis, and evaluates several build options at each interchange designed to address existing or projected transportation needs.

This interchange has a standard diamond configuration. South Valley View Road, a Jackson County facility, is the interchange crossroad and provides access between the Rogue Valley Highway (OR 99) and Interstate

5. The intersection angle of South Valley View Road and Interstate 5 is slightly skewed but the existing ramp terminals intersect South Valley View Road at a 90-degree angle. While located outside of Ashland's Urban Growth Boundary, this interchange is heavily used by commuters within the Rogue Valley MPO area. The segment of South Valley View Road between OR 99 and Interstate 5 carries the highest traffic volumes of any Jackson County roadway.

The North Ashland Interchange analysis area consists of all the major intersections along South Valley View Road from East Ashland Lane located directly north of the Interstate 5 northbound ramp terminal intersection, to OR 99, which lies about 2500 feet south of the interchange.

Jackson County System Development Charges

The purpose of system development charges is to require a portion of the cost of capital improvements expended by Jackson County to be paid by developments that create increased need for and demands on capital improvements. In Section 1025.02 of Jackson County's Streets, Utilities, and Public Services Code, installation and modification of traffic signals, adding travel or turn lanes, widening road shoulders or bikeways are among the list of items that define capital improvements in Jackson County.

In 1991, Jackson County adopted a Countywide road projects System Development Charge (SDC) program. These SDCs are primarily used to add roadway width, which improves the multi-modal operations of Jackson County highways. The Transportation Element, of the 2007 Amended Jackson County Comprehensive Plan, indicates that expenditures of SDC funds are guided by a Capital Improvement Plan (CIP), which is adopted on an annual basis by the Board of Commissioners. Jackson County's CIP is a supporting document of the Transportation Element and lists the following areas relevant to the Interchange 19 IAMP:

- *Interstate 5:* Improved connections to the Interstate corridor are needed to serve the planned growth of Jackson County's urban area.
- *OR 99:* OR 99 remains a high volume primary highway, and a main street in five cities, even though Interstate 5 now carries most of the through traffic that once used OR 99.
- *Secondary Highways:* These Highways are located throughout Jackson County and have traffic volumes low enough that modernization is not usually needed outside of urban boundaries, although safety improvements, shoulder widening, and bridge replacements may require some realignment or right-of-way acquisition that might result in added capacity.
- *Scenic Roadways:* The Green Springs Highway and the Old Siskiyou Highway above Emigrant Lake are designated as historic and scenic highways by the state.