

**OR 140 Corridor Plan:
I-5 to Brownsboro–Eagle Point Road**

**DRAFT Technical Memorandum #1:
Review of Adopted Plans, Rules, and Regulations**

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 97201

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1. REVIEW OF ADOPTED PLANS, RULES, AND REGULATIONS

The purpose of the OR 140 Corridor Plan: I-5 to Brownsboro–Eagle Point Road (the Project) is to identify the deficiencies, and makes recommendations for short-, medium- and, long-term approaches to improving and preserving the safety and operations of this corridor. The study area is shown on Figure 1-1.

This memorandum provides an analysis of relevant state, regional, and local land use plans, rules, and regulations and identifies how they pertain to, influence, and govern planning for the Project. Resources reviewed in this memorandum are summarized followed by a brief description of their relevance to the Project.

Statewide Planning Documents

The following statewide planning documents were reviewed:

- Statewide Planning Goals 1, 2, 3, 11, 12, and 14
- Oregon Transportation Plan (2006)
- OAR Chapter 734, Division 51
- Oregon Highway Plan (1999, with amendments)
- Highway Design Manual (HDM) (2003, Revised 2008)
- OAR 734-051
- Highway Design Manual (HDM)
- Oregon Rail Plan
- Oregon Bicycle/Pedestrian Plan
- Oregon Public Transportation Plan
- Statewide Transportation Improvement Program (STIP)
- I-5 State of the Interstate Report
- Interchange Area Management Plan for Interchange 35

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

Goal 1, Citizen Involvement, ensures 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.

Project Relevance

Goal 1 requires federal, state, regional, and special districts agencies to coordinate their planning efforts with the White City Urban Unincorporated Community and Jackson County and make use of existing local established citizen involvement programs.

The key components of Goal 1 relevant to the project include:

To provide for widespread citizen involvement. This means that the program shall involve a cross section of affected citizens in the White City Urban Unincorporated Community and 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 White City Urban Unincorporated Community and Jackson County area.

To provide the opportunity for citizens to be involved in all phases of the planning process. Opportunities for involvement and comment will be provided for citizens of the White City Urban Unincorporated Community and Jackson County area throughout all phases of the Corridor Plan planning process.

To assure technical information is available and provided in a user-friendly manner. Policy decisions that affect citizens within White City Urban Unincorporated Community 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 of the White City Urban Unincorporated Community 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. Goal 2 plays a key role in transportation planning along with Goals 11 (Public Facilities and Services), 12 (Transportation) and 14 (Urbanization).

Project Relevance

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, compliance with Goal 2 will require that ODOT coordinate with White City and Jackson County. Coordination is key to meeting objectives of the project that include identifying and making recommendations regarding conforming and nonconforming accesses, the local road network, and land uses that could affect the facility.

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 are “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 corridor improvements are consistent with the plans. This provision is important because elements of the Corridor Plan may need to be incorporated and adopted into the White City Urban Unincorporated Community Plan, White City Transportation System Plan, Jackson County Comprehensive Plan, and Jackson County Transportation System Plan, and Jackson County Land Development Code.

Statewide Planning Goal 3 Agricultural Lands

Goal 3, Agricultural Lands, intent is to preserve and maintain agricultural lands. Agricultural lands shall 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 and 215.700. Zoning applied to agricultural land shall limit uses which can have significant adverse effects on agricultural and forest land, farm and forest uses or accepted farming or forest practices.

Project Relevance

A sizeable area of the study area is designated and zoned as agricultural lands. Allowed uses as described in ORS 215.243 and 215.700 should be reviewed during the alternatives development phase for the OR 140 Corridor Planning. The Corridor Plan must be consistent with Goal 3 although if this isn't feasible, a goal exception could be sought.

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.

Project Relevance

As it applies to this project, Goal 11 requires that projects and plans (urban 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 Transportation System Plans (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 purpose of the TPR is to “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 TPR is to promote more careful coordination of land use and transportation planning and to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

The TPR divides transportation planning into two phases: transportation system planning and transportation project development (660-012-0010(1)). 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. These include amendments to OAR 660-012-0060 (plan and land use regulation amendments). The primary focus of this rule is keeping land use and transportation in balance. When a plan or zoning amendment would result in levels of traffic that exceed the highway performance standards for a roadway, it is deemed to have a significant effect on the roadway.

Project Relevance

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

The project’s purpose is to: identify deficiencies, and makes recommendations for short-, medium- and, long-term approaches to improving and preserving the safety and operations of this corridor. The project is in response to potential for urban development in the area and OR

140's role as the primary west-east freight corridor for the movement of goods to and from a proposed truck-train freight transfer in the Greater Bear Creek Regional Problem Solving Plan. Therefore, the intent of the project is to meet the TPR's purpose.

The Rogue Valley Metropolitan Planning Organization, White City and Jackson County have adopted TSPs that address transportation facilities located within or near the study area. These TSPs and their applicable elements associated with the OR 140 study corridor are also addressed in this document under *Regional/Local Planning Documents*.

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 corridor and could affect future use and operation of the corridor.

Project Relevance

The relevance of Goal 14 to the project is underlined in Guideline B.4: "Local land use controls and ordinances should be mutually supporting, adopted and enforced to integrate the type, timing and location of public facilities and services in a manner to accommodate increased public demands as urbanizable lands become more urbanized." As part of the Bear Creek Regional Problem Solving project reviewed below, Goal 14 analysis was conducted and sorted according to the priorities found in the Division 21 Urban Reserve Rule for western portions of the study area.

Oregon Transportation Plan (2006)

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

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

Project Relevance

The Corridor Plan must be consistent with the applicable OTP goals and policies. The most pertinent OTP goals and policies for corridor planning are as follows:

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 1.3 – 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.

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.

OAR Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways.

OAR 734-051 policies 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

- Requirements regarding mitigation, modification, and closure of existing approaches as part of project development

Project Relevance

The access management component of this project will compare access spacing with adopted access standards. If future proposed improvements do not meet access spacing standards outlined in OAR 734-051-0125, the project will require deviation findings to interchange and roadway approach (public and private streets and driveways) access management spacing standards, as per OAR 734-051-0135.

Oregon Highway Plan (1999, with amendments)

The OHP establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The policies applicable to planning for corridor improvements are described below.

Project Relevance

An amendment to the Oregon Highway Plan (OHP) newly designates OR 140 from I-5 Interchange 35 to Leigh Way, White City as a statewide highway (See Attachment A). The eastern portion of OR 140 in the study area is already a designated statewide highway and a freight route. It is anticipated that the newly designated portion of OR 140 will eventually become an OHP designated freight route as well. The performance and mobility standards in the OHP vary by location and adjacent land use type, establishing a higher level of service expectation in the more rural areas and a lower level of service in urbanized areas. The Corridor Plan shall abide by the appropriate standards identified for the classification and be consistent with the below goals.

Goal 1 – System Definition

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

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

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

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

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

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

Goal 2 – System Management

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

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

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

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

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

Goal 4 – Travel Alternatives

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

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

Highway Design Manual (HDM) (2003, Revised 2008)

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

Application of these standards will be used in the development of the Alternatives and a Preferred Concept.

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. Specifically, they call for the following:

Connections to deep draft ports should be available under open access terms to all major railroads and trucking lines in the nearby vicinity of maritime port terminals where feasible (e.g. Astoria, Portland, Coos Bay and Newport).

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)

Ports and port systems handling substantial quantities of international and national freight (more than 3 million tons) should have multimodal connections, be able to operate in the international marketplace and have access to rail freight service (e.g. the lower Columbia River and Coos Bay).

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, 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.

Project Relevance

The primary railroad serving southwestern Oregon is the Central Oregon & Pacific Railroad (CORP), whose main line (Siskiyou Line) runs south from Eugene through Medford. The White City Terminal and Utility (WCTU) Railway Company, a short line that interchanges with CORP, operates in a large industrial park in White City, Oregon.

The following policies and actions are applicable to planning for the Corridor:

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

Actions:

2. Promote intermodal centers where freight may be interchanged between rail and other modes by identifying suitable locations with adequate potential volumes and, if necessary, funding rail improvements and providing adequate highway access.

Policy 2: Strengthen the retention of local rail service where feasible.

Actions:

1. Where necessary, seek alternative ownership and/or operation of rail facilities in order to preserve service.
2. Encourage increased use of rail service by promoting rail service opportunities, providing a wide range of intermodal facilities, and assisting localities and rail users to understand railroad economics, revenue needs of individual lines, and land use requirements.
3. Utilize federal or state funds for rail service continuation assistance where appropriate. Preference should be given to those lines that upon analysis have a positive benefit over cost ratio and will not require public assistance for ongoing operations.

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

Actions:

1. Recognize the social, economic and environmental importance of rail freight service. Encourage land use zoning and ordinances that enhance and protect existing rail freight service.
Work with communities to minimize conflicts between railroad operations and other urban activities.
Assist in removing constraints to improved railroad operating efficiency within urbanized areas. Work with communities to consolidate or close existing grade crossings and prevent the establishment of unjustifiable new grade crossings.
Encourage local jurisdictions to identify alternative uses for low-density branch line rights-of-way.

Oregon Bicycle and Pedestrian Plan

The 1995 Oregon Bicycle and Pedestrian Plan offers general principles and policies for providing bikeways and walkways along state highways and provides standards for planning, designing, and maintaining bikeways and walkways throughout the state. The goal of the plan is "To provide safe, accessible and convenient bicycling and walking facilities and to support and encourage increased levels of bicycling and walking." The plan is a modal element of the Oregon Transportation Plan. The plan is intended to provide a framework for cooperation between ODOT and local jurisdictions, and offers guidance to cities and counties for developing local bicycle and pedestrian plans. The plan also outlines the elements of the bicycle and pedestrian plan required for transportation system plans. The plan includes two major sections: policies and implementation strategies; and design, maintenance and safety information. Fundamentally, the plan is designed to fulfill the requirements of the Intermodal Surface

Transportation Efficiency Act (ISTEA), whereby each state must adopt a statewide bicycle and pedestrian plan, and Oregon Administrative Rule 660-12 (Transportation Planning Rule 12).

Project Relevance

The project will have to meet all applicable design criteria for bicycle and pedestrian facilities on a statewide highway. The following Actions are relevant overall and should be taken in consideration during planning for the Corridor improvement:

Action 1: Provide bikeway and walkway systems that are integrated with other transportation systems.

Action 2: Create a safe, convenient and attractive bicycling and walking environment.

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.

Project Relevance

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 achievement of these levels of service is dependent upon the availability of resources and therefore are not to be understood as performance mandates placed upon other jurisdictions.

Public transportation services in the project vicinity should:

Provide daily peak hour commuter service to the core areas of the city.

Provide a guaranteed ride home program to all users of the public transportation system and publicize it well.

Provide park-and-ride facilities along transit route corridors to meet reasonable peak and off-peak demand for such facilities.

Maintain vehicles at corresponding facilities in a cost-effective manner and replace vehicles when they reach the manufacturers' suggested retirement age.

Establish ridematching and demand management programs in communities of 5,000 where there are employers with 500 or more workers who are not already covered by a regional ridematching/demand management program.

Establish ridematching and demand management programs in communities of 10,000.

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 projects on the federal, state, city, and county transportation systems, multimodal projects (highway, passenger rail, freight, public transit, bicycle and pedestrian), and projects in the National Parks, National Forests, and Indian tribal lands.

Project Relevance

The 2010-2013 approved STIP lists the following project:

Kirtland Road/Ave G, Table Rock to 700' E of Pav Ave, Key number 17253. The project is described as: *Straighten 90-Degree Curves, Build to Rural Major Collector Standards* with construction scheduled to begin 2011.

This project will be integrated into the Corridor Plan.

Interstate 5 State of the Interstate Report

ODOT completed the I-5 State of the Interstate Report in June 2000. The report provides an assessment of the existing and forecasted safety, geometric, and operating conditions along the entire length of I-5 from California to Washington. The document covers a wide range of issues, including:

- Overview of related plans, policies, and studies
- Trends in population, employment, land use, and transportation
- Existing and forecasted conditions for each I-5 interchange and mainline freeway segment
- Environmental conditions and potential development impact areas
- Opportunities for short-term improvements

Project Relevance

The report states that, within ODOT's Region 3 (which encompasses southern Oregon, including Medford), travelers will experience significant congestion on I-5 by 2020. Many interchanges in this region are expected to have one or more components (e.g., ramp terminal intersection or ramp junction) operating at an unacceptable level of congestion, if no improvements are made.

The problems associated with interchanges are expected to occur more often in the populated portions of the corridor.

The interstate report mentions that Interchange 35 was part of the project to create a connection between I-5 and OR 140 (Lake of the Woods Highway)/OR 62 (Crater Lake Highway). It also states that pedestrian movements are not handled adequately through the interchange area. The shoulder on the existing overcrossing is narrow and does not have any sidewalks. The report notes that there will be a greater need for sidewalks as the area becomes more urban.

The report identifies several geometric deficiencies for Interchange 35; however, the freeway overcrossing and interchange were redesigned to address both structural and functional deficiencies. Construction was recently completed. An IAMP is being prepared to address the future management of the interchange. Recommendations from the IAMP will need to be integrated into the Corridor Plan.

Interchange Area Management Plan for Interchange 35

As outlined in OAR 734-051-0155(7), an Interchange Area Management Plan (IAMP) is “required for new interchanges and should be developed for significant modifications to existing interchanges.” Construction at Interchange 35 was recently completed to improve the safety and function of both the overpass and the connections with Oregon Highway (OR) 99 and Blackwell Road. In addition to building a new Blackwell Road overpass, the southbound off-ramp has been reconfigured as a loop ramp connecting to OR 99 from the east. The other ramps have also been constructed to meet highway design standards and improve spacing between ramps. With this investment in interchange improvements, the IAMP will assist the County, City of Central Point, and ODOT with the long-term transportation system management in the area around the interchange.

Project Relevance

The Corridor Plan and IAMP should be mutually reflective of any proposed changes related to the interchange and Corridor facilities. The Corridor Plan and IAMP should be coordinated to meet all applicable standards and goals as well as address existing facility deficiencies and the future anticipated facility needs.

Regional/Local Planning Documents

The following regional and local planning documents were reviewed:

- Rogue Valley Metropolitan Planning Organization (RVMPO) Regional Transportation Plan
- RVMPO Regional Transportation Improvement Program
- RVMPO Freight Study
- Rogue Valley Transit District (RVTD) Ten-Year Long Range Plan
- Bear Creek Greenway Management Plan
- Greater Bear Creek Valley Regional Plan
- Jackson County Comprehensive Plan
- Jackson County Transportation System Plan

Jackson County Land Development Ordinance
White City Transportation System Plan
White City Urban Unincorporated Community Plan

Rogue Valley Metropolitan Planning Organization 2009-2034 Regional Transportation Plan (Adopted 2009)

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 is a multi-modal transportation plan designed to meet the anticipated 25 year transportation needs within the MPO planning area boundary. 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 2034. The Rogue Valley Metropolitan Planning Organization updated and adopted the current Regional Transportation Plan for 2009-2034 on March 24, 2009. The RTP provides a summary of the regional transportation actions anticipated to occur in the planning area through 2034. The actions presented are in the context of the respective modes and planning issues and include: multi-modal safety and security; transportation system management; transportation demand management; street system; bicycle and pedestrian facilities; transit system; parking; future conditions; and plan consistency. The RTP goals, each of which has several associated policies and objectives, are:

- Goal 1.** Plan for, develop, and maintain a balanced multi-modal transportation system that will address existing and future needs.
- 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 use of transportation infrastructure for all users and modes.
- Goal 6.** Use incentives and other strategies to reduce reliance on single-occupant vehicles.
- Goal 7.** Provide an open, balanced, credible process for planning and developing the transportation system.
- Goal 8.** Encourage use of cost-effective emerging technologies to achieve regional transportation goals.
- Goal 9.** Use transportation investments to foster economic opportunities.

Project Relevance

The following projects listed in the RTP are in the Corridor study area and will be reflected, as appropriate, into any recommendations for the Corridor:

Project Number 805: Ave G - Kirtland Rd., Pacific Ave to Table Rock Rd New 2-lane urban industrial collector, short-term, \$2,250,000

Project Number 905: OR 140: White City to MP 8 Chip seal, short-term, \$600,000

Project Number 904: OR 140 Freight Extension Lane and shoulder widening for freight movements short-term, \$2,389,000

Project Number 815: Bear Creek Greenway: Upton to Seven Oaks Multi-use trail short-term, \$950,000

Project Number 852: Hale Way: Avenue A - Falcon St. Overlay short-term, \$325,000

Project Number 809: Foothill Rd., Corey Rd. to Atlantic St. New two lane rural major collector + signal medium, short-term, \$1,800,000

Rogue Valley Metropolitan Planning Organization, Metropolitan Transportation Improvement Program 2010-2013

The MTIP identifies transportation projects in the RVMPO that are expected to be implemented between federal fiscal years 2010-2013 (2010 year begins Oct. 1, 2010). Projects included in the MTIP are drawn from the RVMPO 2009-2034 Regional Transportation Plan (RTP). All of the projects selected and scheduled for implementation in the MTIP are consistent with the RTP.

Project Relevance

The short-term projects listed in the MTIP for the Study Area are consistent with those reflected above on the RTP.

RVMPO Freight Study

The study by the Rogue Valley Metropolitan Planning Organization into freight movement in the region included all modes of freight travel, their relationship to the industry and to one another and recommendations for improvement which are defined and evaluated. The report profiles the freight industry in the RVMPO area, closely examines the goods that move through the region through all modes of transport, examines the facilities used by the industry, and identifies improvements that might be made.

Project Relevance

The Study noted the local rail companies in the study area; the Central Oregon and Pacific Railroad (CORP) and the White City Terminal and Utilities (WCTU). The WCTU serves several manufacturers, especially the timber industry and plants in the White City industrial area.

The study also noted that:

Rail – Considering that one railroad car holds the same volume as some 2 ½ truckloads, rail provides important relief to the road system. According to one CORP official, 30 outbound railroad cars per day carry approximately 6,000,000 pounds of freight through our region and 15 inbound cars carry 3,000,000 pounds of freight. Rail use has grown over the past 8 years; the number of cars has grown from 35,000 carloads per year to 50,000 per year. CORP is a feeder line to Union Pacific. Highway 140 is crucial for the

eastward movement of goods. There are two main issues with 140, namely, the need for a direct connection with I-5 and the restrictions on length of trailer east of Klamath Falls.

Barriers – Barriers to freight movement were identified through surveys. Shippers and carriers were asked to describe any barriers to free movement of freight that they encounter. The majority of businesses that voiced this concern were located in White City. Points of concern include:

Out-of-direction travel –The study found evidence that out-of-direction travel has become the norm for many shippers and carriers. Manufacturers are taking circuitous routes to reach their warehouses. Shippers are using alternative routes to Highway 99, Highway 62, and particularly the northbound Highway 62/Interstate 5 interchange. This is placing significant burdens on the Central Point Interchange, Hamrick Road, Table Rock Road, Vilas Road, and Kirtland Road. These routes are de facto freight routes in our area.

Alternate Routes – Due to congestion, many carriers use alternate routes to avoid the North Medford Interchange and Highway 62. Heading to I-5 from White City and/or Highway 62, they use Vilas Road and Table Rock Road. Those heading north often connect with I-5 at the Seven Oaks Interchange via Kirtland Road. Leaving I-5, they use the Central Point I-5 exit to Hamrick and Table Rock or Kirtland Road. Interviewees identified several concerns about these alternate routes.

Direct comments from respondents regarding the freight movement in and near the study area include:

“Kirtland Rd. is narrow and curvy. It should be made wider and straighter.”

“We have a rock pit off 140 and make deliveries to White City and Eagle Point from there. From the haul road, it can be very hard to pull out onto 140 during summer and vacation times when people are driving their recreational vehicles to camping and fishing areas.”

“Another problem area is Leigh Way. Our trucks are coming off 140 and crossing straight ahead onto Leigh Way because it connects to Agate Road. Cars coming out of the Big R often cut in front of them.”

“140 should be punched through to I-5 to facilitate movement of trucks from 140. All the loads from the east come in on 140. Those are the national lines, as well as Gordon Trucking.”

“We want direct connection to I-5 from 140. This would solve the problem of heading west on Vilas to I-5. It could be a simple 2-lane road. You could take Leigh Way through Denman Preserve. Driving to Central Point for a connection to I-5 costs my business \$50K to \$100K per year.”

The freight routes and, to a lesser extent, the crash statistics reflect underlying zoning and land use patterns in the region. Areas with significant commercial and manufacturing enterprises generally are found near the freeway interchanges, along the Highway 99 and Highway 62 corridors, and White City, which has the greatest concentration of industrial zoning in the study area. This land use pattern leads to a triangle of heaviest truck freight hauling. The legs of the

triangle are: 1) the parallel I-5 and Highway 99 corridors, 2) the Highway 62 corridor, and 3) a northerly connection from Highway 62 to Interstate 5, using Antelope Road, Kirtland Road, and Blackwell Road. Highway 140, Table Rock Road, Biddle Road, and Vilas Road also experience high volumes of freight traffic.

The following projects within the study area are listed in the Freight Study:

- #4 – Smooth Avenue G and Kirkland Road Intersection
- #14 – Rehabilitate Avenue G
- #19 – Widen Kirtland Road- High Banks to Blackwell Road

Rogue Valley Transit District (RVTD) Ten-Year Long Range Plan

The RVTD Ten-Year Plan 2007-2017 is a multi-modal document focused on revenue forecasting, fixed-route and paratransit services, departmental needs assessment and establishment of creative programs that have been successfully implemented at other transit agencies. It is designed to meet the community's public transportation needs as determined by the future revenue potential. RVTD provides service to thousands of County residents with five intercity routes. Whenever the bus is outside of the city limits it begins to serve county populations.

Project Relevance

For the study area, the following existing conditions and priorities and needs are identified in the plan:

Transit service provides mobility to residents of the unincorporated town of White City who do not have access to automobiles, and provides an alternative to driving for those who do. White City has a larger population than the City of Phoenix and is considered to have a large blue-collar population.

Route 60 serves White City from Medford; this route has the second highest ridership on average in the district. Frequencies were increased from one hour to 30- minutes several years ago and this played a major part in the ridership demand seen today.

Priorities and Immediate Needs

Establish an express route to serve the White City area.

Provide service to the intersection of Table Rock Rd. and Antelope Rd. for employees of Amy's Kitchen, Kodak, Jackson County and RCC.

Provide service for earlier morning and swing shift for White City commuters.

Future Needs

Establish a route that uses Foothills Rd., which will be widened in the next few years as development is growing rapidly in this area.

Increase service to the Airport and the surrounding industrial area.

Bear Creek Greenway Management Plan

Effective, consistent management of the Greenway requires the coordinated participation, operation, and/or financial support of the following jurisdictions: Jackson County, Ashland, Talent, Phoenix, Medford, and Central Point. Current maintenance on the Greenway is coordinated by Jackson County, with Medford and Ashland managing the sections that run through their cities. Effective management of the greenway also requires adequate allocation of resources. A comprehensive Greenway Management Plan will identify coordination strategies, resource needs, and means of implementation. Preliminary options for implementation are included in this document, but final details are yet to be determined. This plan details the preferred options were chosen through a community involvement process. The management needs were grouped into categories of similar activities. These are: Public Safety, Emergency Services, Litter and Vandalism Control, Surface Management Vegetation Management, Natural Resource Protection, and Future Capital Facilities Plan Implementation.

Project Relevance

A section of the Bear Creek Greenway is proposed just south of Interchange 35 in the western end of the study area. The recommendations for the Greenway should be considered during development of suggestions for the Corridor.

Greater Bear Creek Valley Regional Problem Solving

The State of Oregon, Jackson County, and the cities of Ashland, Central Point, Eagle Point, Jacksonville, Medford, Phoenix, and Talent began a collaborative effort in April 2000 to launch the Greater Bear Creek Valley Regional Problem Solving (RPS) project. Under the authority of Oregon's Regional Problem Solving (RPS) Statute (Oregon Revised Statute (ORS) 197.652-658), multiple jurisdictions working in a collaborative effort may depart from state administrative rules where needed to implement creative solutions to mutually agreed-upon regional land use problems. The process must offer an opportunity to participate with appropriate state agencies and all local governments within the region affected by the problems that are the subject of the problem-solving process.

The RPS process has created a coordinated expansion plan for Jackson County and the cities of Ashland, Central Point, Eagle Point, Jacksonville, Medford, Phoenix, and Talent known as the *Greater Bear Creek Valley Regional Plan* (Regional Plan). Currently in the draft stage, the plan is the only effort of such complexity and scope under RPS to reach this final stage of adoption and acknowledgement. The Regional Plan, when implemented, will establish coordinated urban reserves between the seven participating cities and Jackson County, and will establish regional policies and mechanisms to balance rural and urban land needs to prepare for a future doubling of the regional population.

The purpose of the Greater Bear Creek Valley RPS process is to identify additional lands needed for urban development to accommodate a doubling of the region's population. The jurisdictions involved in the RPS project have agreed upon and adopted a set of goals and policies to guide the development of the Regional Plan.

Goal 1 – Manage Future Regional Growth for the Greater Public Good

Goal 1 includes policies calling for the use of intergovernmental agreements and amendments to comprehensive plans to implement the Regional Plan, increased residential densities across the region, identification of major infrastructure corridors, a more efficient network of public streets, and a balance of jobs and housing on the local and regional levels.

Goal 2 – Conserve Resource and Open Space Lands for their Important Economic, Cultural, and Livability Benefits

Goal 2 includes policies calling for a shared vision of maintaining a commercially viable agricultural land base, uniform standards of agricultural buffering, and the long-term preservation of regionally significant open space.

Goal 3 – Recognize and Emphasize the Individual Identity, Unique Features, and Relative Competitive Advantages and Disadvantages of Each Community within the Region

Goal 3 includes policies calling for mechanisms to enhance individual community identity, increase flexibility in the event of future boundary expansions, and permit an unequal distribution of certain land uses among jurisdictions, and the development of individual definitions of each community based on its unique identity and vision of future urban form.

Project Relevance

This Project will contribute to implementation of Goal 1 by studying and planning for a major infrastructure corridor in the Corridor. The November 2009, Greater Bear Creek Valley Regional Draft Plan, identifies two community buffers areas designated to preserve the separate identity of communities by maintaining existing uses typically agricultural, for the White City area, one between White City and Eagle Point to the north and one between White City and Medford to the south.

The Draft Plan also noted that the RVMPO, in coordination with the Oregon Department of Transportation's Transportation Planning Analysis Unit (TPAU) identified that the region will need an improved regional transportation network to avoid State facilities serving a more disproportionate local arterial connectivity function. The analysis suggested several roadways. Although none of the roadways are in the study area, two would potentially intersect with OR 140 in the study area:

- Foothills/North Phoenix Rd. – Phoenix to Eagle Point
- McLaughlin Dr. – Medford to White City

In the Draft Plan, the western portion of the study area near I-5 and Interchange 35 is within Central Point urban reserve planning areas. In summary, the Tolo area identified as area CP-1B in the Plan, located north of Interstate 5 and west of its junction with Highway 99, was generally found to be suitable for inclusion/protection as Urban Reserve. The Plan states:

Originally, the 1984 Urban Growth Boundary and Policy Agreement (updated in 1998) between the City and Jackson County designated lands in the vicinity of the Seven Oaks

Interchange (interchange 35) as unique because of the transportation facilities present. The area was designated as an Area of Mutual Planning Concern to protect it from premature development, but available for urbanization when it could be shown to warrant such development. However, much of the land within the Area of Mutual Planning Concern is intensively farmed and has been identified as part of the region's commercial agricultural land base. The Tolo area includes only the northern portion of the original Seven Oaks Interchange Area of Mutual Planning Concern. It also includes existing county exception and non-resource areas that are largely devoted to industrial uses already.

Central Point currently lacks attractive and suitable sites for new industrial development. The Tolo area's industrially-zoned sites could accommodate new industries and the expansion of existing industrial uses. The properties in this area are currently planned and zoned for industrial use by Jackson County and may be developed, pursuant to ORS 197.713, with industrial uses including buildings of any size and type that may be served by on-site sewer facilities notwithstanding land use planning goals related to urbanization (Goal 14) or public services and facilities (Goal 11).⁵ A county approved truck-train freight transfer site already exists near the interchange for the Cross Creek Trucking Company. The Hilton Fuel and Supply Company and North Valley Industrial Park are also, with Erickson Air Crane, significant existing employment lands within the CP-1B area.

To ensure that the interchange is able to function and continue to operate within the State's mobility standard over time, designation of CP-1B as an Urban Reserve is to be subject to the following condition adopted by the RPS Policy Committee:

Prior to the expansion of the Central Point Urban Growth Boundary into the CP-1B area, ODOT, Jackson County and Central Point shall adopt an Interchange Area Management Plan (IAMP) for the Seven Oaks Interchange Area.

Consequently, and subject to the above IAMP condition, CP-1B was found to be suitable for Urban Reserve designation as it will efficiently accommodate identified urban land needs, has reasonable access to public facilities and services including sewer and water, and is and will continue to be predominately devoted to industrial uses in a manner compatible with nearby agricultural and forest activities. Regional buffering standards will improve the current situation. Also, designation of the Tolo Area CP-1B will provide a substitute land base for the previously adopted Seven Oaks Interchange Area of Mutual Planning Concern which will be retained as Agricultural land rather than preserved for future Industrial use.

Jackson County Comprehensive Plan (Adopted 1972, Amended 2004)

The Board of Commissioners approved amendments to the Jackson County Comprehensive Plan on January 12, 2004 and they became effective March 12, 2004.

The Jackson County Comprehensive Plan 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.

Project Relevance

Goals applicable to the Corridor Plan 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 the 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.

Urban Lands Goal: To provide for an orderly, efficient, and environmentally sound plan for urban land uses within urban growth boundaries.

Policy: Unincorporated Urban Containment Boundaries (UCB) shall be established and maintained around the two unincorporated urban areas (Gibbons/Forest Acres, and Highway 99 Corridor between Medford and Phoenix), and an urban unincorporated community boundary around White City. The County shall allow both for the containment of existing development and allow in-fill development at urban densities where adequate urban level facilities exist. Once established, these boundaries shall not be expanded.

Implementation Strategy: Establishment of urban containment boundaries around two unincorporated urban areas (Gibbons/Forest Acres, and the Highway 99 corridor between Phoenix and Medford), and an urban unincorporated community boundary around a third unincorporated urban area (White City). These boundaries should be based on the existing extent of urban development, as defined by criteria set forth in the definition of urban land. The densities and land uses within these boundaries should be proposed and evaluated within the framework of the areawide plans.

The Jackson County Comprehensive Plan map identifies most of the parcels immediately around Interchange 35 (the western end of the study area) as Agricultural. Just north of the interchange, between I-5 and Blackwell Road, there is a small pocket of parcels designated Commercial. The Erickson Air Crane property is Industrial, as is the majority of land north of I-5 on both sides of the railroad line (and Gold Ray Road). North of the interchange, there is Urban Residential land west of Blackwell Road. Extending from Blackwell Road to Table Rock Road land use is designated Aggregate Resource, Agricultural and Forestry/Open Space to the north of the corridor. There are small areas of Aggregate Resource, Agricultural and Forestry/Open Space land uses closer to Blackwell Road and south of the study area, but the lands are primarily Industrial until reaching Table Rock Road. From Table Rock Road, the corridor is mostly designated Industrial, Commercial near OR 62, and abuts Urban Residential Areas of White City. From White City, the eastern portion of the study area is primarily designated Agricultural and Forestry/Open Space.

The purpose of the Agricultural Land designation is to implement Statewide Planning Goal 3 by preserving agricultural lands for farm use and preventing uses and activities incompatible with farm-related activities. Commercial Land is established to provide markets in appropriate locations for the efficient and economic exchange of goods and services. The comprehensive plan recognizes that the traveling public also has commercial needs that are related to transportation facilities. The purpose of the Forestry/Open Space Land designation is to conserve forest lands for forest uses and ensure a continued yield of forest products. The designation restricts the type and intensity of development in order to preserve the economic base and reduce conflicts between rural development and forest resource management. It also is intended to protect and provide for compatible forest uses and natural resources. The plan establishes criteria for removing parcels from Agricultural or Forestry/Open Space designations.

The Industrial Land designation is intended to provide a supply of sites of suitable sizes, types, locations, and service levels to meet the economic objectives of the region. Urban Residential Lands are areas that have been allowed through the Statewide Goal exception process or are within urban growth, urban containment, or urban unincorporated community boundaries. Urban Residential Lands within White City are designated in the White City Urban Unincorporated Community Plan reviewed further in this document. The Aggregate Resource Land designation is intended to protect such resources from incompatible uses, particularly residential uses.

Jackson County Transportation System Plan (Hearing Preparation Draft, 2004)

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

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

Project Relevance

The goals and policies most applicable to the Corridor Plan are described below.

Goal 4.1 – Livability

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

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

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

Goal 4.2 – Modal Components

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

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

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

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

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

Policies 4.2.6-A and B – Bulk Transport and Mass Freight System: Jackson County will continue to plan for rail service as a viable long-term transportation option for the Rogue

Valley (A). Jackson County will encourage bulk transportation facilities to provide efficient transport of bulk goods (B).

4.3.3 Area Specific Policies and Quasi-Judicial TSP Amendments

4.3.3-A The County will work with the Oregon Department of Transportation and the MPO to plan a direct route between White City and Interstate 5 to improve freight truck mobility. Significant improvements to the Seven Oaks interchange should occur in a context that will eventually facilitate a direct route between White City and Interstate 5.

White City has the highest concentration of industrial activity in Jackson County. The TSP states that Interchange 35 is underutilized by White City freight traffic because there is no direct connection between White City and the Interchange 35. Instead, much of the White City truck traffic uses the North Medford and Pine Street interchanges. The TSP concludes that a connection from Interchange 35 to OR 140 would allow the White City freight traffic to use the interchange, as well as providing access from I-5 to east of the Cascades for other traffic. The connection also would reduce congestion on OR 62 due to the truck delay. The interchange improvements do not preclude connection to a potential new alignment and extension of OR 140.

The TSP identifies the following projects in its project list:

Tier 1 Short and Medium Term (financially constrained through 2013)

Avenue A, Atlantic to Kershaw, New 2-Lane Rural Minor Collector, Capacity
 Agate Road, HWY 62 to Ave G, New 3-lane Industrial Collector, Capacity
 Atlantic Avenue, Avenue A to Avenue G, New 3-lane urban major collector, Capacity
 Avenue G, Agate to Kirtland Road, New 3-lane urban industrial collector, Capacity
 Avenue G, HWY 62 to Atlantic, New 3-lane urban major collector, Capacity
 Foothill Road, Corey to Atlantic, New 2-lane rural major collector, Capacity
 Highway 62, Agate Road Realign intersection and signalize, Safety & Operations
 Highway 62, Highway 140, Widen intersection approaches, Capacity
 White City/I-5 Freight Plan Implementation, Highway 140 to I-5, Placeholder for Freight
 Mobility Improvement Projects from Planning Project Freight

Tier 1 Long Term (financially constrained 2014-2023)

White City/I-5 Freight Plan Implementation, Highway 140 to I-5, Placeholder for Freight
 Mobility Improvement Projects from Planning Project Freight
 Antelope Road, Highway 62, Widen intersection approaches, Capacity
 West Antelope Road Kirtland Road, Realign intersection to make the south and west
 approaches the through movement, Operations/Freight

Jackson County Land Development Ordinance (2004)

The Jackson County Land Development Ordinance (LDO) 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.

Project Relevance

The zoning designations within the study area generally correspond to the comprehensive plan designations. The Jackson County Comprehensive South Zoning map identifies most of the parcels immediately around Interchange 35, the western end of the study area, as Agricultural. Just north of the interchange, between I-5 and Blackwell Road, there is a small pocket of parcels zoned Interchange Commercial (IC). There are clusters of parcels zoned Urban Residential (UR-1) west of Blackwell Road. Lands east of Blackwell Road are zoned Agricultural (EFU) and Aggregate Resource (AR). Parcels along Kirtland Road to the north until the White City Urban Unincorporated City are zoned EFU and AR with small pockets of Open Space Reserve (OSR) and Limited Use zoning (LU). To the south of Kirtland Road in the same area, zoning is EFU, AR and General Industrial (GI) closer to White City. From White City to the eastern end of the study area, zoning designations are mostly EFU and OSR.

The purpose of each zoning designation is described below:

EFU: The purpose of the (EFU) District (Section 4.2) is to conserve agricultural land and to implement implements 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.

OSR: The purpose of the Forest Resource (FR) zoning Districts (Section 4.3) is to conserve forest lands. This Section implements Statewide Planning Goal 4 (Forest Lands) and OAR 660.006. Depending on the type of transportation improvement, a Type 1 to Type 4 permitting review is required.

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.

UR-1: The purpose of these Urban Residential districts (Section 5.4.1) is to encourage, provide, and protect suitable environments for single- and multiple-family residences within urbanized areas of the County where public services and facilities are available, and to provide planned residential areas with densities up to 10 dwellings per acre. Depending on the type of transportation improvement, the project may be permitted outright or require a Type 1 to Type 2 permitting review.

Within the White City Urban Unincorporated Community (Section 5.4.3), urban residential areas provide for urban levels of residential development with densities up to 10 dwellings per acre for single family dwellings and up to 30 dwellings per acre for multiple family dwellings where public services and facilities are available. Unless otherwise specified in Chapter 12,

development in the WCUR districts is subject to all the requirements as the urban residential districts described in Section 5.4.1 and 5.4.2.

- GC:** The purpose of the General Commercial district (Section 5.5.1) is to provide locations for larger retail service commercial centers along major highways and within existing urban areas where public services and facilities are available. Depending on the type of transportation improvement, the project may be permitted outright or require a Type 1 to Type 2 permitting review.
- 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.
- GI:** The purpose of this district General Industrial (Section 5.6.1) is to provide for heavy industrial uses.
- LU:** The purpose of the Limited Use (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.

Other LDO zoning sections that may apply to the project include:

7.1 Environmental and Cultural Overlays

ASC 82-2 Bear Creek Greenway

ASC 90-4 Historic Resources

ASC 90-6 Archaeological Sites

ASC 90-10 Ecologically or Scientifically Significant Natural Areas

ASC 2003-2 Sports Park Noise Overlay

7.1.2 Floodplain Overlay

Chapter 259 of the Jackson County Land Development Ordinance for the White City Urban Unincorporated Community includes regulations regarding special notations on the:

zoning map

residential densities and uses

relocation of housing

approval requirements related to the Jackson County Sports Park

neighborhood commercial uses in industrial zones

street connectivity

connection to public sewer and water

land use buffering and screening

fences, wall and hedges

- street frontage landscaping
- street trees, landscape and xeriscape requirements
- deferment of improvements

White City Transportation System Plan (2005)

The White City Transportation System Plan (TSP) was initiated in 2000 by Jackson County, in partnership with the Oregon Department of Transportation (ODOT). The process was undertaken in anticipation of future incorporation of White City, and in conjunction with a parallel process for the County's TSP. The White City TSP will guide the management and development of appropriate transportation facilities within White City. It was developed to support White City's vision for transportation services and facilities, while remaining consistent with state, county, and regional plans. This plan provides White City with the necessary elements to be adopted as the transportation element of its Comprehensive Plan. This plan also provides ODOT, the Rogue Valley Council of Governments (RVCOG), and other agencies with recommendations that can be incorporated into their respective planning efforts.

Project Relevance

The White City TSP has livability, modal components, economic, vehicular and integration goals, among other, with associated policies and strategies to implement each goal. In general, the goals, policies, and strategies emphasize creating an appealing, livable, multi-modal residential community east of OR 62. At the same time, the TSP recognizes the importance of freight mobility for the industrial employment base of the area. The following TSP strategies address freight mobility:

- 4.1.5-A** Meet the transportation needs of the industrial area by balancing freight mobility against access to labor and services. (Livability Goal, Economic Policies)
- 4.2.1-D** West of Highway 62, the need for movement of goods is the highest priority for street use. Other uses of County arterials and State Highways west of Highway 62 should be balanced against this priority. (Modal Components Goal, Vehicular Component Policies)
- 4.3.3-B** Developing a long term freight mobility solution from White City to Interstate 5 is one of the highest long-range transportation planning project priorities for White City. (Integration Goal, Area Specific Policies)

Projects in the White City TSP are consistent with those in the Jackson County TSP. As in the RTP and County TSP, the White City plan includes a strategy to connect the area's bicycle paths to the Bear Creek Greenway. (4.2.4-A, Strategy a.)

The following is a planned project identified in the TSP: *White City/I-5 Freight Mobility Study/Seven Oaks Interchange*

This refinement plan would develop recommendations for improving truck circulation between I-5 and both the White City industrial area and Highway 140. RVCOG has been conducting a freight study concurrently with the County's development of the TSP. This freight study

identifies significant needs for freight mobility improvements from both the White City industrial area and from Highway 140 to I-5. The freight needs have also been identified through several County planning processes. The desire for a good route from Klamath Falls to the Coast has been popular for several decades. Delays to trucks occur due to out-of-direction travel factors. The existing Seven Oaks Interchange (Exit 35) is almost directly west of Highway 140. However, the only roads that connect from White City to the Interchange are along the Blackwell-Kirtland route. For trips to I-5 northbound leaving the White City area and for southbound I-5 trips headed to White City, there is approximately 2 miles of out-of-direction travel on this route for either trip. For trips to I-5 southbound from White City and from I-5 northbound to White City, the choice is either 4+ miles of out of direction travel or to take routes through Central Point or Medford that are often highly congested. See Policy 4.3.3-A (Strategy b) in Chapter 4.

The County and White City TSPs are applying short-term and long-term strategies to address these needs. The short-term strategy employs some small-scale site-specific construction projects to improve freight mobility on the existing Kirtland-Blackwell route. The short-term strategy addresses some of the intersection geometry problems and turning movement issues. The short-term strategy does not address the out-of-direction travel issues, however. The out-of-direction travel issue is especially apparent for connections to Highway 140. This planning project would develop the long-term strategy to provide a solution to freight issues for travel from the Seven Oaks interchange to Highway 140 and for freight mobility to and from the White City industrial area. A direct road extension from Highway 140 to the Seven Oaks interchange would have to address potentially significant environmental constraints (vernal pools) and Statewide Planning Goal 3.

White City Urban Unincorporated Community Plan (2003)

The Jackson County Board of Commissioners adopted the White City Urban Unincorporated Community Plan (WCUUCP), Phase 2 on September 17, 2003 as Chapter 12 of the County LDO, which then took effect on November 17, 2003.

Phase 1 of the WCUUCP was adopted by Jackson County on September 2, 1998. This first phase created the White City Urban Unincorporated Community Boundary. The WCUUCP functions in conjunction with the Jackson County Comprehensive Plan and Jackson County LDO in guiding development in White City. As part of the adoption process, White City was recognized by the State as an urban area. This allows White City to develop at urban densities and with urban uses, as adequate levels of public services and facilities are made available.

The plan amended the Jackson County Comprehensive Plan and the Jackson County LDO. The plan includes a White City Comprehensive Plan Map and White City Zoning Map which increases the residential densities from suburban to urban levels, and a Transportation Connectivity Plan which depicts important street connections throughout the community and regional road corridors for future study. One land use change is to include a neighborhood commercial zoning designation in White City.

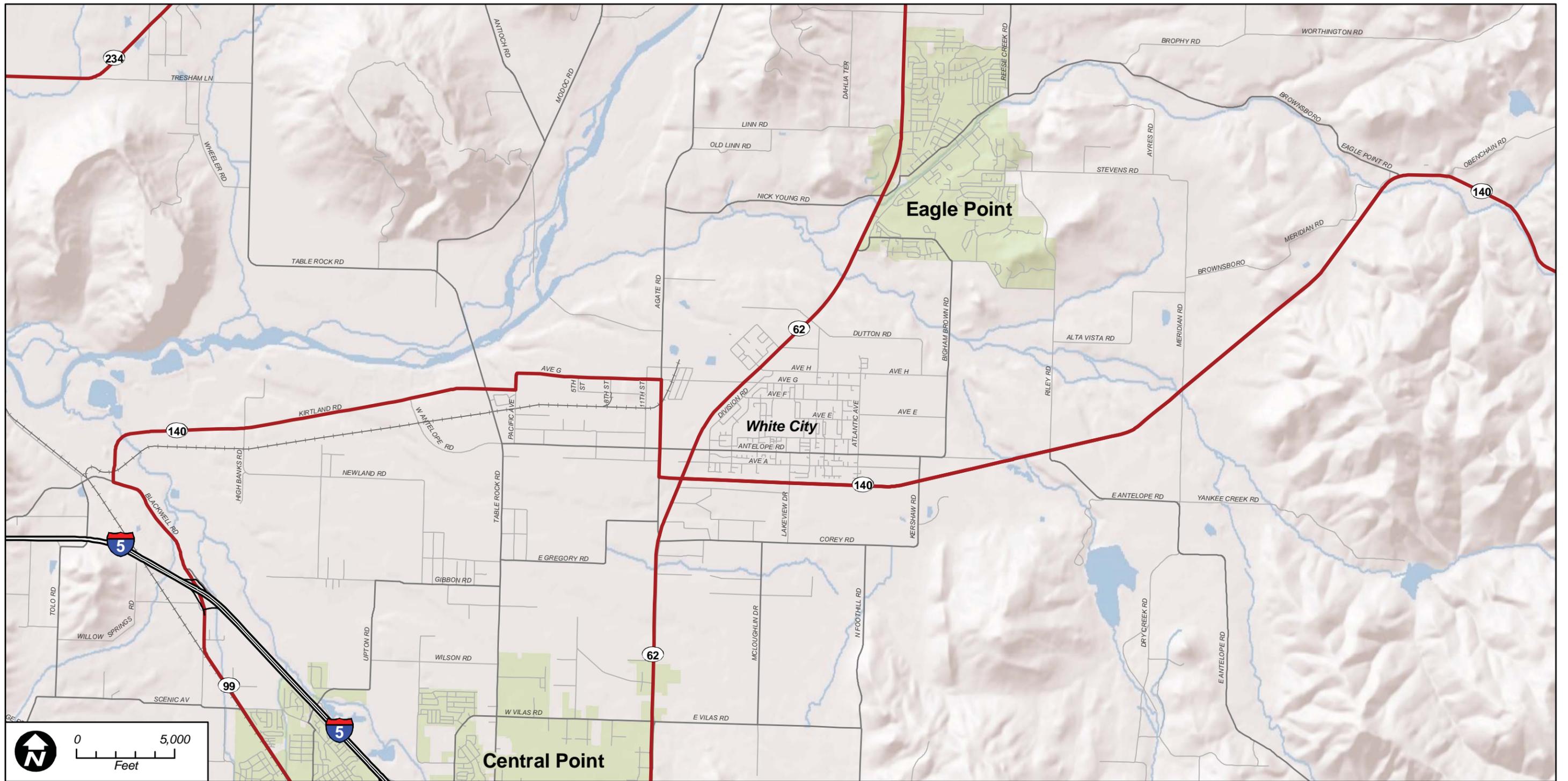
Project Relevance

The zoning map that accompanies the Plan designates most of the study area west of OR 66 as General Industrial except for a small swath of open space reserve. There is an area of land zoned Light Industrial along Antelope Road. East of OR 63 in the study area are commercial land uses immediately adjacent to OR 62 and then land zoned Urban Residential to the eastern edge of the community boundary.

The White City Transportation Connectivity Plan Map does not identify the eastern section of the study area as a potential state highway or arterial, however, it does identify a section for OR 62 as “Potential New Right-of-Way for State Highway”.

Attachments:

Figure 1-1. Project Vicinity



OR 140 Corridor Plan

- Legend**
- Interstate
 - Highways
 - Ramps
 - Major Roads
 - Minor Roads
 - Railroad

Source Data: Jackson County, ESRI, Oregon GEO

Figure 1-1
Study Area