

Technical Memorandum 1

DEFINITION AND BACKGROUND

IAMP 21

Interchange Area Management Plan for the
Interstate-5 Exit 21 Interchange

March 17, 2014

Revised October 28, 2014

Oregon Department of Transportation

Region 3

INTRODUCTION

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

ODOT is developing this IAMP to comply with the ODOT policy to prepare such plans. The applicable ODOT administrative rules define an IAMP as “a plan to manage the safe, efficient operations, functional integrity and public investment of a grade-separated interchange. . .”¹ The rules also state, “The department and local governmental agencies develop interchange area management plans to protect the function of interchanges by maximizing the capacity of the interchanges for safe movement from the mainline facility, to provide safe and efficient operations between connecting roadways, and to minimize the need for major improvements of existing interchanges.”² ODOT adopted the policy as a way to maximize the value the people of Oregon receive from the large expenditure of tax dollars required to construct a new interchange or expand the capacity of a new interchange. This reflects ODOT’s elevated fiduciary responsibility that has resulted from the increasing scarcity of public funds for transportation investments relative to need. It also reflects a more thorough understanding of the relationships between transportation facilities and land use and between local and state transportation networks. Together, these changes have also increased the importance of collaboration between ODOT and the communities like the City of Talent in which its transportation network is located.

PURPOSES OF THE IAMP

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

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

PROBLEM STATEMENT

As understood now, the principal problem is to determine what improvements to the interchange and nearby road network need to be made, how to sequence the

¹ Oregon Administrative Rule (OAR) 734-051-1070(38). The Oregon Transportation Commission (OTC) adopted this administrative rule. The OTC establishes ODOT policy.

² OAR 734-051-7010(6)(a).

1 improvements to land development and traffic volume growth in the interchange
2 area, and how to fund the improvements. Identification of specific problems needs
3 to be deferred until the IAMP team has conducted a detailed inventory of
4 interchange conditions and forecasted traffic volume growth. Areas of concern are
5 expected to be access spacing, interchange configuration, and facilities for
6 pedestrians and bicyclists in the interchange area.

7 **INTERCHANGE FUNCTION**

8 The Exit 21 Interchange is an urban interchange that functions as the main access to
9 the City of Talent and to provide access to rural areas to the east and access via back
10 road routes to outlying areas of Phoenix to the north and Ashland to the south. The
11 interchange ramps connect to West Valley View, which is classified as a Major
12 Arterial west of I-5 and a Collector street east of I-5. The type of development along
13 and resulting function of West Valley View Road differs significantly east and west
14 of the interchange. From the interchange east to Suncrest Road, West Valley View
15 Road serves land zoned Exclusive Farm Use and low-density, rural residential
16 properties in unincorporated Jackson County with County services. From the
17 interchange west to OR 99, West Valley View Road serves mainly commercial and
18 industrial land uses, along with residential uses and a park. A significant amount of
19 land is undeveloped on both sides of I-5, but there is a greater potential for
20 development on the west side, which is inside the City of Talent urban growth
21 boundary (UGB), is already partially developed, and has City services.

22 West Valley View Road is a two-lane roadway from Suncrest Road to approximately
23 500 feet west of the southbound I-5 ramps, where it widens out to a five-lane facility
24 with sidewalks and bike lanes on both sides. Access points on both sides of I-5 are
25 spaced irregularly and have varying widths and numerous cuts per property. The
26 portion west of the interstate intersects with OR 99 and serves as the gateway to
27 downtown Talent.

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

GOAL AND OBJECTIVES

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

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

EVALUATION CRITERIA

The following evaluation criteria are proposed to evaluate potential measures for inclusion in the IAMP.

1. Meet applicable ODOT mobility performance targets.
2. Meet applicable ODOT access spacing standards.
3. Cost no more than can reasonably be expected to be funded with federal, state, and local funds, including contributions from properties benefited by interchange improvements.
4. Provide for implementation on an incremental basis when traffic volumes establish need and funds become available.
5. Avoid unsafe conditions.
6. Ensure that the interchange and local roadway network meet the traffic generation needs of land development and that land development does not overtax the capacity of the interchange and local roadway network.
7. Avoid and minimize adverse environmental impacts.

- 1 8. Improve facilities and conditions for pedestrians and bicyclists.
- 2 9. Avoid adverse impacts on racial and ethnic minorities, low-income persons, the
- 3 physically and mentally disabled, and the elderly, as well as meet their needs.

4 **AREA OF PRIMARY IMPACT AND STUDY AREA**

5 Figure 1 shows the Area of Primary Impact for the IAMP and Figure 2 shows the

6 IAMP Study Area.

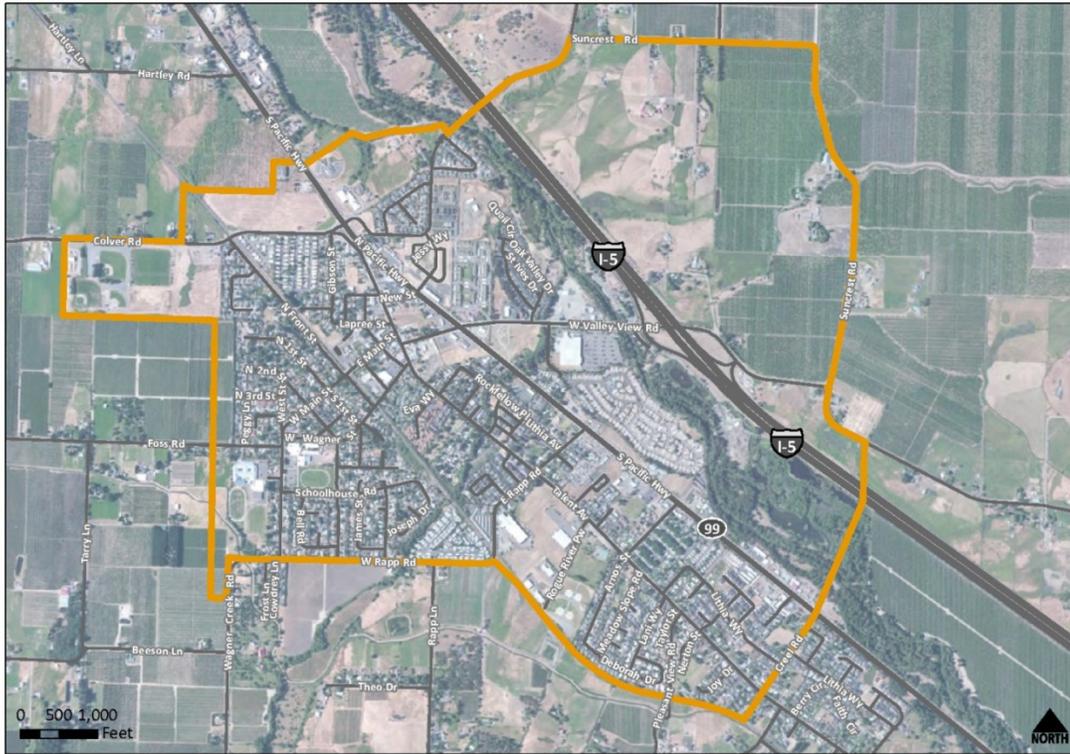
7 **Figure 1. Area of Primary Impact**



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Figure 2. Study Area



Aerial Image Credits: Source: Esri, i-cubed, USDA, USGS, AEX, GeoEye, Getmapping, Aerogrid, IGN, KFP, and the GIS User Community

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POLICY REVIEW

4

Appendix A contains a review of laws, plans, policies, and studies relevant to IAMP 21. The purpose is to assemble them in one place so that participants in the development of IAMP 21 can be cognizant of them.

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6

TRAFFIC ANALYSIS METHODOLOGY

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Appendix B is a memorandum describing the methodology to be used in conducting the traffic analyses for IAMP 21. ODOT traffic forecasting and analysis specialists in both ODOT's Salem headquarters and Southwestern Oregon Region reviewed the memorandum to ensure that the methodology meets ODOT's standards.

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1 Appendix A

2 **POLICY REVIEW**

3 **INTRODUCTION**

4 This section identifies laws and policies of which participants in the development of
5 the Interstate 5 (I-5) Exit 21 Interchange Area Management Plan (IAMP 21) should
6 be aware. It covers state, regional, and local transportation and land use regulations
7 and policies relevant to the Exit 21 Interchange, related roadways, nearby land use,
8 and affected units of government. These units of government are the Oregon
9 Department of Transportation (ODOT), the City of Talent, and Jackson County.

10 Laws and policies are relevant in several ways:

- 11 1. State laws, including statutes and agency administrative rules, apply to the Exit
12 21 Interchange, IAMP 21, and how ODOT, the City of Talent, and Jackson County
13 exercise their planning authority.
- 14 2. IAMP 21 must comply with the Statewide Planning Goals.
- 15 3. IAMP 21 must be consistent with applicable policies in statewide ODOT plans.³
- 16 4. ODOT policy is to seek consistency between IAMP 21 and City of Talent and
17 Jackson County plans, and Oregon planning law requires compatibility with local
18 plans.⁴
- 19 5. State law may contain requirements that can support IAMP 21 in accomplishing
20 its purposes.

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

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

³ The statewide ODOT plans make up its transportation system plan, which IAMP 21 will become a part of. IAMP 21 will become part of the Oregon Highway Plan (OHP), when adopted, and the OHP is part of the transportation system plan. Thus, departures from the core policies of the OHP could be considered consistent, because IAMP 21 could be considered to have amended the OHP. However, it is likely that the Oregon Transportation Commission, which approves interchange management plans, will expect IAMP 21 to be consistent with the OHP’s core policies.

⁴ OAR 734-051-7010 states, in part, “Prior to adoption by the commission, the department will work with local governments on any amendments to local comprehensive plans and transportation system plans and local land use and subdivision codes to ensure the proposed access management plan and interchange area management plan are consistent with the local plan and codes. OAR 660-012-0015(1)(b), part of the Transportation Planning Rule, states “State transportation project plans shall be compatible with acknowledged comprehensive plans as provided for in OAR 731, Division 15.”

- 1 • City of Talent Capital Improvement Program
- 2 • Jackson County Land Development Ordinance
- 3 • Jackson County Comprehensive Plan, including its TSP
- 4 • Jackson County Capital Improvement Program
- 5 • Greater Bear Creek Valley Regional Plan
- 6 • Rogue Valley Metropolitan Planning Organization (RVMPO) Bear Creek
- 7 Greenway Management Plan
- 8 • 2013-2015 Metropolitan Transportation Improvement Program
- 9 • 2013-2038 Regional Transportation Plan
- 10 • RVMPO North-South Travel Demand Study
- 11 • RVMPO Transportation Demand Management Refinement Plan
- 12 • Rogue Valley Transit District Strategic Business and Operations Plan
- 13 • Draft OR 99 Corridor Plan
- 14 • Transportation Analysis Report for Exit 21 (Oregon Bridge Delivery Partners)
- 15 • 2012-2015 Statewide Transportation Improvement Program
- 16 • Statewide Planning Goals
- 17 • 2006 Oregon Transportation Plan
- 18 • State Agency Coordination Rules
- 19 • Transportation Planning Rule
- 20 • I-5 State of the Interstate Report
- 21 • Access Management Rule
- 22 • Senate Bill 408
- 23 • Reduction in Capacity (ORS 366.215)
- 24 • Oregon Highway Plan
- 25 • State Modal Plans (Bicycle and Pedestrian, Rail, Freight, Public Transportation)
- 26 • 2012 Oregon Highway Design Manual
- 27 • I-5 Rogue Valley Corridor Plan
- 28 • Federal Highway Administration Access to Interstate System Policy

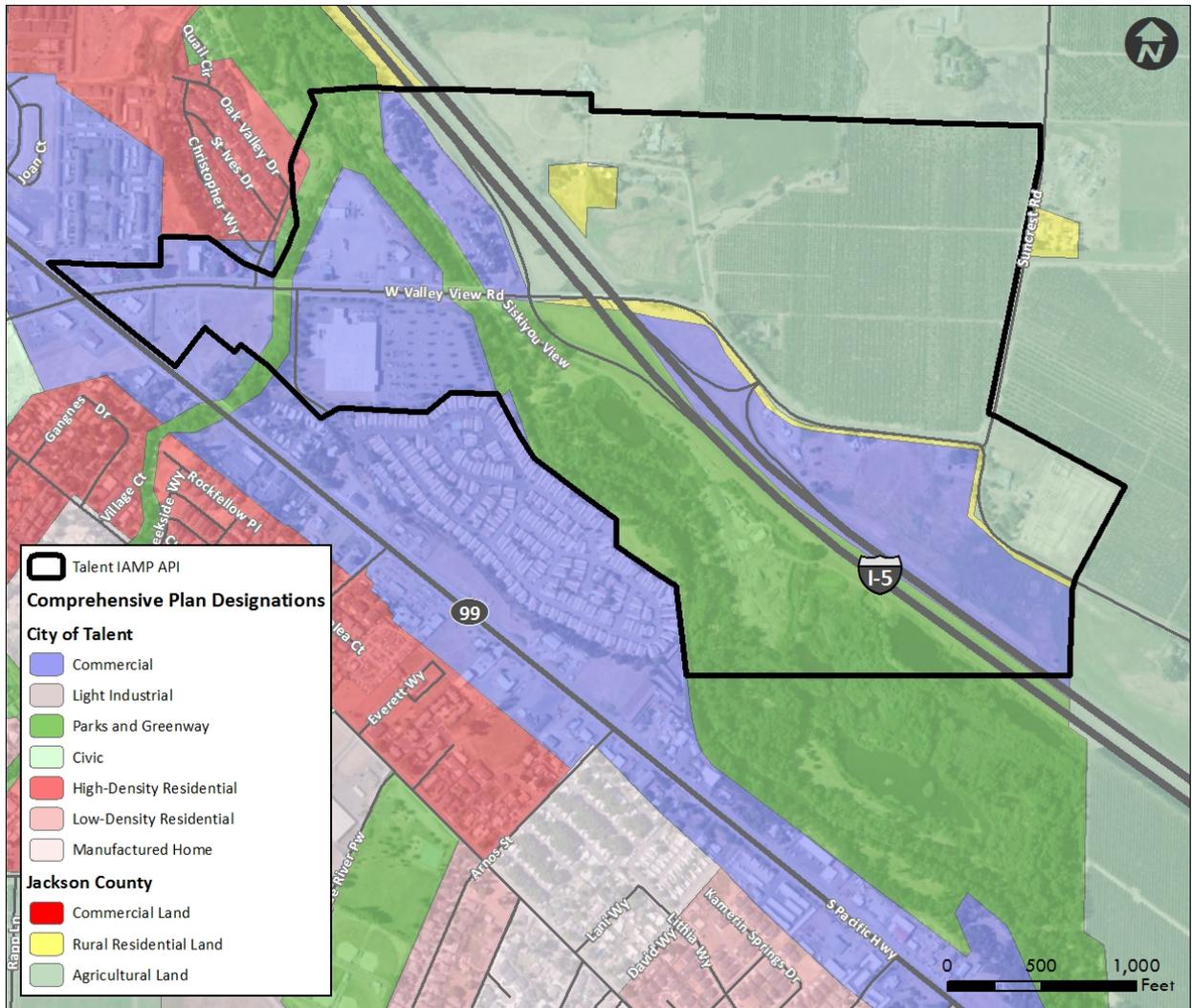
1 **CITY OF TALENT**

2 ***Talent Comprehensive Plan***

3 **Elements Other than the Transportation System Plan**

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

6 **Figure A-1. Comprehensive Plan Designations**



9 Lynn Newbry Park is located adjacent to the interchange. Parks, Recreation, and
10 Open Space Policy 1, Preservation, states, “it is the policy of the City of Talent to
11 preserve and enhance the quality of its existing parks and recreation resources.”⁵

⁵ City of Talent, Comprehensive Plan, Element B, Parks, p. B-4.

1 Areas within the Area of Primary Impact (API) along Bear Creek are within the 100-
2 year floodplain. Policy 1.1, Flood Hazards, states, “It is the policy of the City of Talent
3 to implement a comprehensive strategy that will mitigate and reduce risks of flood
4 damage from naturally occurring flood events.”⁶

5 Several Economic Element policies are relevant to IAMP 21:

- 6 • Policy 1, Business Development: The City will plan for and nurture a favorable
7 environment to attract and maintain new businesses.⁷
- 8 • Policy 3, Business Support and Assistance: The City will support, and encourage
9 retention and expansion of existing business.⁸
- 10 • Policy 4, Infrastructure Support: The City will continue to pursue funding for
11 needed infrastructure to support economic development activities.

12 **Transportation System Plan**

13 The City of Talent TSP was initially adopted in April 2002, with an update to the TSP
14 adopted in March 2007. The overall goal of the Talent TSP is to provide a safe and
15 efficient transportation system that reduces energy requirements, regional air
16 contaminants, and public costs and provides for the needs of those not able or
17 wishing to drive automobiles. Goals and policies of the TSP are found within
18 Element D: Transportation of the Comprehensive Plan.

19 Specific goals within Element D of the TSP that are applicable to the IAMP include:

20 **General Transportation Policies**

- 21 • Goal 3. The implementation of transportation system and demand management
22 measures, enhanced transit service, and provisions for bicycle and pedestrian
23 facilities shall be pursued as a first choice for accommodating travel demand and
24 relieving congestion in a travel corridor, before street widening projects are
25 considered.
- 26 • Goal 4. Transportation facilities shall be designed and constructed to minimize
27 noise, energy consumption, neighborhood disruption, economic losses to the
28 private or public economy and social, environmental and institutional
29 disruptions, and to encourage the use of public transit, bikeways and walkways.
- 30 • Goal 6. The rapid and safe movement of fire, medical, and police vehicles shall be
31 an integral part of the design and operation of the transportation system.
- 32 • Goal 7. The City shall coordinate transportation planning and construction
33 efforts with County, regional, State and Federal plans.

34 **Land Use**

- 35 • Policy 7. The City shall coordinate land use planning for properties with access

⁶ Ibid., Element C, Natural Hazards, p. C-4.

⁷ Ibid., Element E, p. E-29.

⁸ Ibid., p. E-31.

1 onto Highway 99 and West Valley View Road, and other projects large enough to
2 impact traffic counts on those roads, with the Oregon Department of
3 Transportation. To this end, the City will provide notice of pending decisions and
4 invite ODOT to make suggestions for design improvement and conditions of
5 approval, and to participate in pre-application conferences whenever practical.

6 Access Management

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

10 * * *

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

14 * * *

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

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

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

25 Streets

26 Objective 5: A street system that is improved to accommodate travel demand
27 created by growth and development in the community.

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

33 Bicycle

34 Objective 1: The City of Talent will create a comprehensive system of bicycle
35 facilities.

- 36 • Policy 3. The City of Talent shall progressively develop a linked bicycle network,
37 focusing on the arterial and collector street system, and concentrating on the
38 provision of bicycle lanes, to be completed within the planning period (20
39 years). The bikeway network will serve bicyclists needs for travel to

1 employment centers, commercial districts, transit centers, institutions and
2 recreational destinations.

- 3 • Policy 4. The City of Talent shall use all opportunities to add bike lanes in
4 conjunction with road reconstruction and restriping projects on collector and
5 arterial streets.

6 Pedestrian

7 Objective 1: The City of talent shall create a comprehensive system of pedestrian
8 facilities.

- 9 • Policy 4. All future development shall include sidewalk and pedestrian access
10 construction as required by the Talent Zoning Code and adopted Street Standard
11 Details. All road construction or renovation projects shall include sidewalks.

12 Objective 2: Mixed-use development that encourages pedestrian travel by including
13 housing close to commercial and institutional activities will be encouraged. As the
14 zoning code is updated, existing provisions for mixed-use developments shall be
15 reviewed to consider changes that will increase opportunities and incentives for
16 mixed-use development.

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

21 Observations:

22 The policy above to encourage mixed-use developments is inconsistent with what is
23 discussed on page 5-2 under the concentration of commercial establishments
24 section. In this section, it is stated that spreading the commercial development along
25 both Talent Avenue and West Valley View Road would require additional route
26 mileage for buses and be detrimental to the transit service, which implies that
27 mixed-use would not be encouraged within the commercial areas along West Valley
28 View near I-5.

29 Access management spacing standards on West Valley View will be in accordance
30 with Table 7-4 on page 7-17 of the comprehensive plan. Minimum spacing between
31 driveways is 350 feet.

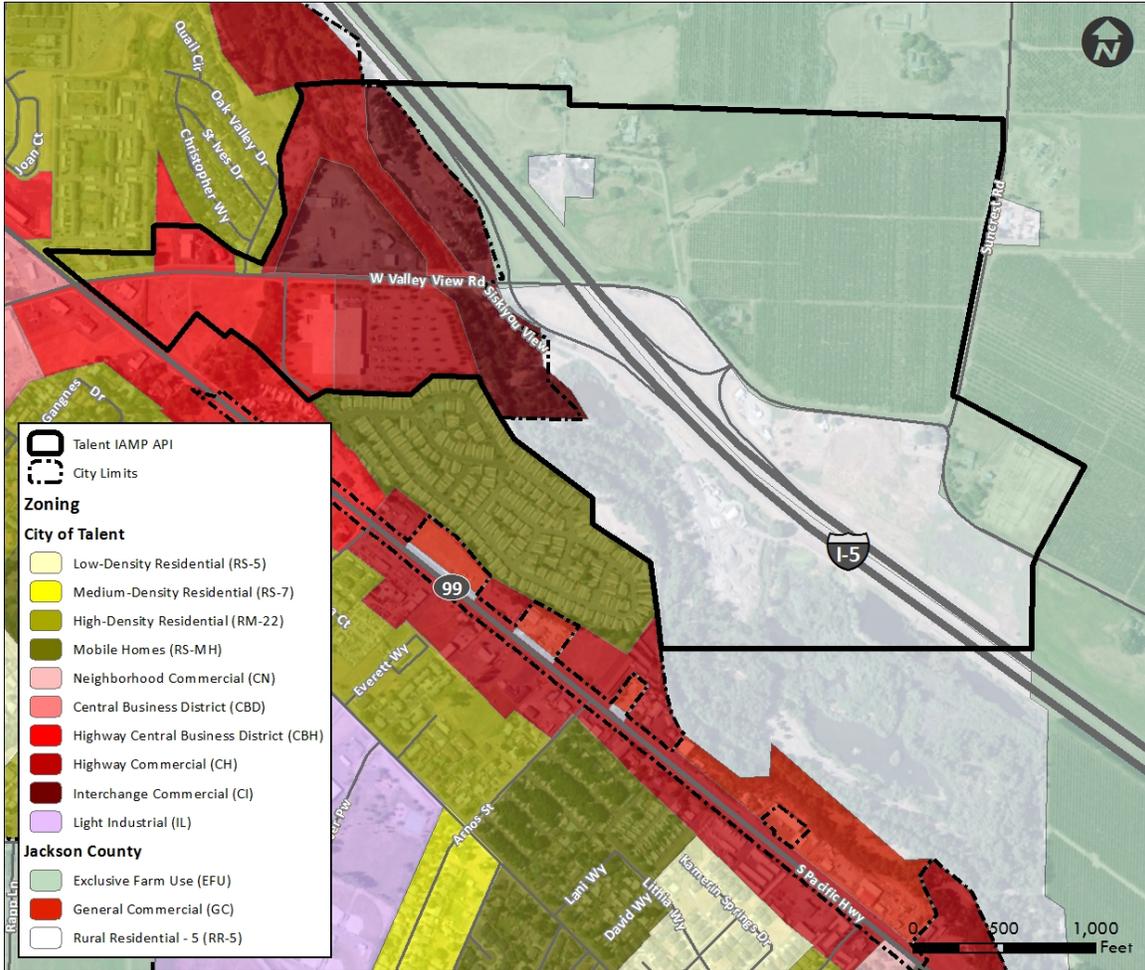
32 Interstate 5 Interchange upgrades are discussed on page 7-44 of the comprehensive
33 plan. Proposed upgrades include replacing the two-lane bridge over the freeway
34 with a four-lane bridge, replacing the two-lane bridge over Bear Creek with a four-
35 lane bridge, upgrading the on and off ramps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

38 ***Development Code***

39 Figure A-2 shows the City of Talent zoning in the area of the Exit 21 Interchange.
40 Following are the Development Code regulations for the zones in the API. Included

1 are the purposes of each zone, as stated in the Development Code, and allowed and
 2 conditional uses. Development regulations can be determined from the full
 3 Development Code, which is available online at
 4 <http://www.cityoftalent.org/Page.asp?NavID=38>.

5 **Figure A-2. Zoning**



6
 7 **Highway Commercial (CH)**

8 **8-3D.410 Description and Purpose**

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

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

- 17
- Existing residential uses, without any increase in density

- 1 • Dwelling units, provided the units are above stores or offices and the ground
- 2 floor is devoted entirely to business permitted in this Article
- 3 • Any use permitted subject to site development plan review without a
- 4 required public hearing in the Highway Central Business District Zone (CBH),
- 5 except civic center buildings or other buildings of a public service nature
- 6 • Automobile parts sales, automobile repair and servicing, tire sales and
- 7 service
- 8 • Automobile, boat, trailer, and motorcycle sales
- 9 • Equipment sales, service, rental, and repair
- 10 • Commercial recreation facilities such as bowling alleys, skating rinks, and
- 11 dance halls
- 12 • Retail and wholesale business and service establishments providing home
- 13 furnishings; nursery supplies; retail lumber, paint and wall paper; plumbing,
- 14 heating and electrical sales and service; drapery, floor covering, and tile sales
- 15 • Veterinary clinics and hospitals operated entirely within an enclosed
- 16 building
- 17 • Places for public assembly such as churches, meeting halls, auditoriums,
- 18 lodges, clubs, fraternal organizations, and mortuaries
- 19 • Feed and fuel stores
- 20 • Automobile service stations
- 21 • Storage buildings for household goods and private vehicles
- 22 • Any use permitted subject to site development plan review with a required
- 23 public hearing in the CBH zone
- 24 • Commercial or trade schools
- 25 • Motels
- 26 • Tanks for storage or redistribution of fuel or recyclable material
- 27 • Uses customarily incidental to the above uses, including the usual accessory
- 28 buildings and structures including accessory buildings and structures
- 29 provided for in the low-density residential zones
- 30

31 Buildings and uses permitted subject to conditional use review include:

- 32 • “Drive-in,” “drive-up,” or “drive-through” facilities
- 33 • Wholesale establishments other than those listed above
- 34 • Overnight recreation vehicle parks
- 35 • Single family dwelling constructed after the effective date of this Chapter, to
- 36 be occupied as living quarters of the owner or operator of a permitted use
- 37 which is located on the same lot as the dwelling
- 38 • Drive-in theater, golf driving range
- 39 • Public utility buildings and structures
- 40 • Automobile wrecking yards
- 41 • Mobile home for the infirm, subject to the supplemental provisions of Section
- 42 8-3L.250
- 43 • Buildings over two and one-half stories in height or thirty feet, whichever is
- 44 the lesser

- 1 • Light manufacturing, assembly, fabricating, or packaging of products from
- 2 materials such as cloth, plastic, paper, fiberglass, leather, precious or semi-
- 3 precious metals or stones, subject to the provisions and requirements of the
- 4 IL zone
- 5 • Manufacture of food products, pharmaceuticals, and the like, but not
- 6 including the production of fish, meat, or fermented foods such as vinegar, or
- 7 the rendering of fats and oils, subject to the provisions and requirements of
- 8 the IL zone
- 9 • Scientific research or experimental development of materials, methods, or
- 10 products, including engineering and laboratory research, subject to the
- 11 provisions and requirements of the IL [Light Industrial] zone
- 12 • Light fabrication and repair shops such as blacksmith, cabinet, electric motor,
- 13 heating, machine, sheet metal, stone monuments, upholstery, welding, auto
- 14 body and truck repair, subject to the provisions and requirements of the IL
- 15 zone
- 16 • Mobile Home sales business (6-2-83 SUD-83-2)
- 17 • Adult Business as defined in Article 8-3B.1 (Ord. No. 654)

18 **Interchange Commercial (CI)**

19 8-3D.510 Description and Purpose

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

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

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

- 1 • Craft Manufactory & Retail uses with more than 15 employees at any one
- 2 time
- 3 • Contractor offices and storage yards
- 4 • Retail and wholesale business and service establishments providing home
- 5 furnishings, drapery and floor coverings; nursery supplies; retails lumber,
- 6 paint and wallpaper; plumbing, heating and electrical sales and service
- 7 • Guest Lodging
- 8 • Commercial or trade schools
- 9 • Buildings over two-and-a-half stories or thirty feet in height, whichever is the
- 10 lesser. Only residential units are permitted above 30 feet in height
- 11 (maximum height of 40 feet)
- 12 • “Drive-in”, “drive-up” or “drive-through” facilities

13 **Traffic Impact Studies**

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

16 A traffic impact study shall be required if the proposal generates more than
17 500 vehicle trips. The study shall address, at a minimum, the transportation
18 system, including pedestrian ways and bikeways, the drainage system, the
19 parks system, the water system, the sewer system, and the noise impacts of
20 the development. For each public facility system and type of impact, the
21 study shall propose improvements necessary to meet City standards and to
22 minimize the impact of the development on the public at large, public
23 facilities systems, and affected private property users. In situations where
24 the Subdivision Code and/or Talent Zoning Code requires the dedication of
25 real property to the City, the applicant shall either specifically agree to the
26 dedication requirement, or provide evidence that clearly demonstrates that
27 the real property dedication requirement is not roughly proportional to the
28 projected impacts of the development

29 **Capital Improvement Program**

30 The City doesn't have a capital improvement program (CIP) in place at this time.⁹

31 **JACKSON COUNTY**

32 **Jackson County Land Development Ordinance**

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

⁹ Personal communication from Zac Moody, Community Development Director, City of Talent, February 10, 2014.

1 **Jackson County Comprehensive Plan, including its TSP**

2 Jackson County and ODOT began updating the transportation element of the
3 comprehensive plan in 2001 and completed the adopted Jackson County TSP in
4 March of 2005. The primary study area for the TSP consists of all areas of Jackson
5 County located outside the Urban Growth Boundaries (UGBs) of incorporated cities,
6 although it does include issues identified in local TSPs or the RTP that affect state
7 and county facilities inside UGBs. The proposed improvements are required to be
8 compatible with Jackson County TSP goals and policies.

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

12 *Project Relevance*

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

14 *Goal 4.1 – Livability*

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

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

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

25 *Goal 4.2 – Modal Components*

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

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

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

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

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

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

14 *5.4 Roadway Plan*

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

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

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

25 28. Fern Valley Road Signal -The Fern Valley Road/North Phoenix Road
26 intersection will be signalized with this project, improving traffic operations
27 in the area in conjunction with other projects on Fern Valley Road. The traffic
28 signal is anticipated to operate at LOS “C” and v/c ratio of 0.60 during the
29 2023 weekday p.m. peak hour period.

30 34. South Valley View Road - To accommodate anticipated future traffic
31 volumes, this project widens South Valley View Road to a five-lane cross-
32 section with bike lanes and sidewalks between the I-5 interchange and OR
33 99. The needs analysis in the TSP anticipates failure of the intersection with
34 OR 99 at the end of the planning horizon. The additional travel lanes, in
35 conjunction with increased loading of Eagle Mill Road, should extend the
36 functioning of this intersection within the ODOT performance standard
37 through the planning horizon. Expected v/c would be .67. This road
38 improvement lies outside an acknowledged urban growth boundary and
39 adds travel lanes across a resource zoned (OSR) parcel. At a minimum, a
40 review for compliance with ORS 215.293 (implemented by the County’s LDO)
41 and potentially an exception to Statewide Planning Goal 4 (Forest Lands)
42 would be required. However, a corollary to this project is Lowe Road. This is

1 a local road that intersects with S. Valley View immediately south of the I-5
2 Interchange. This access is much too close to the interchange and ODOT has
3 expressed a desire to move the intersection. It would be logical to upgrade S.
4 Valley View and move Lowe Road in a coordinated project. Depending on
5 final project design and absent an action to rezone the property, an
6 additional road across OSR zoned land may require a goal exception because
7 the project would not meet the requirements of OAR 660-12-0065.

8 *5.4 Pedestrian and Bicycle Plan*

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

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

13 Tier1 Long Range (Financially constrained 2014 – 2023):

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

17 Tier 2 (Unfunded):

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

30 ***Capital Improvement Program***

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

¹⁰ Jackson County, Jackson County Roads Capital Plan, March 1, 2014, p. 3.

1 **REGIONAL PLANS**

2 ***Greater Bear Creek Valley Regional Plan***

3 The Greater Bear Creek Valley Regional Plan includes a series of urban reserves that
4 are intended to accommodate a doubling of the region’s population over a roughly
5 50-year time frame. It includes five urban reserves adjacent to the City of Talent’s
6 Urban growth boundary (UGB). None of these urban reserves is contained within
7 the API shown in Figure 1 of Technical Memorandum 1. However, three of the urban
8 reserves are within the IAMP 21 Study Area, which contains the area within which
9 development is expected to affect traffic volumes at the Exit 21 Interchange. See
10 Figure 2 of Technical Memorandum 1. IAMP development will include formulation
11 of development scenarios for the three areas. The City of Talent is preparing
12 conceptual plans for two of the urban reserves.

13 ***Bear Creek Greenway Management Plan***

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

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

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

30 *Project Relevance*

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

33 ***2013-2015 Metropolitan Transportation Improvement Program***

34 The plan includes only one project in Talent, which is to resurface a parking lot.¹¹

¹¹ Rogue Valley Metropolitan Planning Organization, Metropolitan Transportation Improvement Program for Federal Fiscal Years 2012-2015, January 24, 2010, p. 10.

1 **2013-2038 Regional Transportation Plan**

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

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

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

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

- 24 • Policy 1-1: Improve the accessibility, connectivity, efficiency and viability of
25 the transportation system for all users.
- 26
- 27 • Policy 1-2: As transportation facilities are developed in urban areas, use
28 design standards, landscaping and other amenities to encourage people to
29 walk and ride bicycles.
- 30

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

- 32 • Policy 2-2: Inventory crash-prone areas and place a higher priority on
33 investments that correct safety-related deficiencies in all modes.
- 34
- 35 • Policy 2-5: Support development of alternate transportation routes to
36 respond to emergency needs.
- 37

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

- 40 • Policy 3-1: Recognize the connection between transportation efficiency and
41 land use and densities.
- 42

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

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

6
7 Goal 5 – Maximize efficient use of transportation infrastructure for all users and
8 modes.

9
10 • Policy 5-1: Add or remove traffic signals and signal networks, including
11 interstate access ramp signals, to improve system efficiency.

12
13 • Policy 5-2: Optimize intersection and interchange design.

14
15 • Policy 5-3: Manage street access to improve traffic flow.

16
17 • Policy 5-4: Effectively integrate technology with transportation
18 infrastructure consistent with RVMPO Intelligent Transportation Systems
19 (ITS) program.

20
21 Goal 6 – Use diverse strategies to reduce reliance on single-occupant vehicles.

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

23
24 • Policy 6-3: Enhance bicycle and pedestrian systems.

25
26 • Policy 6-4: Support transit service

27
28 Goal 7 – Provide an open and balanced process for planning and developing the
29 transportation system.

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

32
33 Goal 8 – Use transportation investments to foster economic opportunities.

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

36
37 • Policy 8-2: Consider effects on freight mobility when prioritizing projects.

38
39 • Policy 8-3: Support projects that reduce and remove identified barriers to
40 safe, reliable and efficient goods movement.

41
42 • Policy 8-5: Plan for enhanced train-truck-transit interface for movement of
43 goods and people.

1

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

3 ***RVMPO North-South Travel Demand Study***

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

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

15 ***RVMPO Transportation Demand Management Refinement Plan***

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

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

27 ***Rogue Valley Transit District Strategic Business and Operations Plan***

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

31 ***Draft OR 99 Corridor Plan***

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

38 Project relevance: The Talent segment of the study extends from Colver/Suncrest
39 Road to south of Creel Road on OR 99. Four improvement concepts in this segment

1 have been proposed, one of which includes signal timing modification
2 improvements at the signalized intersection of West Valley View/OR 99. Because
3 the Exit 21 IAMP will be underway concurrently with the OR 99 Corridor Plan,
4 coordination among the two projects is recommended.

5 **STATEWIDE PLANS AND REGULATIONS**

6 ***2012-2015 Statewide Transportation Improvement Program***

7 The 2012-2015 Statewide Transportation Improvement Program includes one
8 project in Talent. It is to add a left turn refuge and sidewalks on OR 99 at Creel
9 Road.¹² Creel Road is the road that intersects OR 99 at the very southern edge of the
10 area shown in Figures 1 and 2 of Technical Memorandum 1.

11 ***Oregon Statewide Planning Goals***

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

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

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

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

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

¹² Statewide Transportation Improvement Program, 2012-2015, undated, project 17478, p. 167.

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

5 Goal 14, Urbanization, which requires an orderly and efficient transition from rural
6 to urban land use. This is accomplished through the establishment of UGBs and
7 unincorporated urban communities. UGBs and unincorporated community
8 boundaries separate urbanizable land from rural land. Land uses permitted within
9 the urban areas are more urban in nature and of higher intensity than in rural areas,
10 which primarily include farm and forest uses. This is important because the
11 location, type, and intensity of development within the Study Area will impact use of
12 the interchange and could affect future use and operation of the interchange.

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

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

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

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

34 A state agency shall adopt findings demonstrating compliance with the
35 statewide goals for an agency land use program or action if one or more of
36 the following situations exists:

37 * * *

38 (d) A statewide goal or interpretive rule adopted by the [Land Conservation
39 and Development (LCDC)] Commission under OAR chapter 660 establishes a
40 compliance requirement directly applicable to the state agency or its land
41 use program.

1 OAR 660-012-0015, Preparation and Coordination of Transportation System Plans,
2 and 660-012-0030, Determination of Transportation Needs, apply directly to ODOT
3 and its transportation planning, including formulation of a facility plan. The section
4 below on the TPR quotes the applicable provisions of OAR 660-012-0015 and 660-
5 012-0030. Of the other sections of Division 12 of Chapter 660 listed in this quote,
6 OAR 660-012-0035 is not applicable to IAMP 21 because it addresses the
7 transportation system for an entire jurisdiction; OAR 660-012-0050 is not
8 applicable because it addresses project development, not facility plans; and OAR
9 660-012-0065 and OAR 660-012-0070 are not applicable because they address
10 transportation improvements on rural lands.

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

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

21 ***The Oregon Transportation Plan***

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

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

39 *Project Relevance*

40 Transportation improvements must be consistent with the applicable OTP goals and
41 policies and, therefore, findings of compatibility with the OTP will be part of the

1 basis for adoption of the TSP Update. The most pertinent OTP goals and policies for
2 the IAMP 21 are as follows:

3 *Goal 1 – Mobility and Accessibility*

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

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

11 *Goal 2 – Management of the System*

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

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

17 *Goal 3 – Economic Vitality*

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

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

27 *Goal 4 – Sustainability*

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

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

37 *Goal 5 – Safety and Security*

38 Policy 5.1 – Safety and Security: It is the policy of the State of Oregon to
39 continually improve the safety and security of all modes and transportation

1 facilities for system users including operators, passengers, pedestrians,
2 recipients of goods and services, and property owners.

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

6 *Goal 7 – Coordination, Communication and Cooperation*

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

11 Policy 7.3 – Public Involvement and Consultation: It is the policy of the State of
12 Oregon to involve Oregonians to the fullest practical extent in transportation
13 planning and implementation in order to deliver a transportation system that
14 meets the diverse needs of the state.

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

19 **ODOT State Agency Coordination Program**

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

29 **OAR 731-015-0065(1)**

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

38 **OAR 731-015-0065(2)**

39 The Department shall provide a draft of the proposed facility plan to
40 planning representatives of all affected cities, counties and metropolitan
41 planning organization and shall request that they identify any specific plan

1 requirements which apply, any general plan requirements which apply and
2 whether the draft facility plan is compatible with the acknowledged
3 comprehensive plan. If no reply is received from an affected city, county or
4 metropolitan planning organization within 30 days of the Department's
5 request for a compatibility determination, the Department shall deem that
6 the draft plan is compatible with that jurisdiction's acknowledged
7 comprehensive plan. The Department may extend the reply time if requested
8 to do so by an affected city, county or metropolitan planning organization.

9 **OAR 731-015-0065(3)**

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

- 13 (a) Changing the draft facility plan to eliminate the conflicts;
- 14 (b) Working with the local governments to amend the local comprehensive
15 plans to eliminate the conflicts; or
- 16 (c) Identifying the conflicts in the draft facility plan and including policies
17 that commit the Department to resolving the conflicts prior to the conclusion
18 of the transportation planning program for the affected portions of the
19 transportation facility.

20 **OAR 731-015-0065(4)**

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

29 **OAR 731-015-0065(5)**

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

34 **OAR 731-015-0065(6)**

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

39 **OAR 731-015-0065(7)**

40 The Department shall provide copies of the adopted final facility plan and
41 findings to DLCD, to affected metropolitan planning organizations, cities,

1 counties, state and federal agencies, special districts and to others who
2 request to receive a copy.

3 ***Transportation Planning Rule***

4 The TPR, which is Division 12 of OAR 660, implements Statewide Planning Goal 12,
5 Transportation. The purpose of this division is to direct transportation planning in
6 coordination with land use planning to promote the development of transportation
7 systems, encourage and support the availability of a variety of transportation
8 choices, provide for all modes of travel, protect existing and planned transportation
9 facilities, provide for construction and implementation of facilities, ensure
10 coordination among affected local agencies, and ensure consistency among state,
11 regional and local transportation plans.

12 **TPR Provisions Generally Relevant to IAMP 21**

13 The TPR contains numerous requirements governing transportation planning and
14 project development, several of which are relevant to the I-5 Exit 21 IAMP. The TPR
15 requires local governments to adopt land use regulations consistent with state and
16 federal requirements “to protect transportation facilities, corridors and sites for
17 their identified functions.”¹³ This policy is achieved through a variety of measures,
18 including:

- 19 • Access controls measures which are consistent with the functional
20 classification of roads and consistent with limiting development on rural
21 lands to rural uses and densities;
- 22 • Mobility standards in the Oregon Transportation Plan (OTP) to protect future
23 operations of roads;
- 24 • A process for coordinated review of future land use decisions affecting
25 transportation facilities, corridors or sites;
- 26 • A process to apply conditions to development proposals in order to minimize
27 impacts and protect transportation facilities, corridors or sites;
- 28 • Regulations to provide notice to ODOT of land applications that requires
29 public hearings, involve land divisions, or affect private access to roads; and
- 30 • Regulations ensuring that amendments to land use designations, densities,
31 and design standards are consistent with the functions, capacities, and
32 performance standards of facilities identified in the TSP. See also OAR 660-
33 012-0060.

34 Amendments to the TPR adopted by the LCDC and effective January 1, 2012, mainly
35 focus on clarifying how plan amendment and zone change impacts on
36 transportation facilities are assessed. The amendments clarify that a significant
37 effect occurs only if a plan amendment or zone change affects the facility by the end
38 of the planning period. In recognition of the special role and importance of

¹³ OAR 660-012-0045(2).

1 interchanges, decisions about whether plan amendments within one-quarter mile of
2 the ramp terminal intersection of an existing or planned interchange on an
3 Interstate Highway or the interchange area as defined in an interchange area
4 management plan have a significant effect are to be based on facilities and
5 improvements where there is some level of funding commitment in place.¹⁴

6 **TPR Sections Specifically Applicable to IAMP 21**

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

9 OAR 660-012-0015(1) states:

10 ODOT shall prepare, adopt and amend a state TSP [transportation system
11 plan] in accordance with ORS 184.618, its program for state agency
12 coordination certified under ORS 197.180, and OAR 660-012-0030, 660-012-
13 0035, 660-012-0050, 660-012-0065 and 660-012-0070. The state TSP shall
14 identify a system of transportation facilities and services adequate to meet
15 identified state transportation needs:

16 (a) The state TSP shall include the state transportation policy plan, modal
17 systems plans and transportation facility plans as set forth in OAR 731;
18 (emphasis added)

19 * * *

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

21 (1) The TSP shall identify transportation needs relevant to the planning area
22 and the scale of the transportation network being planned including:

23 (a) State, regional, and local transportation needs;

24 (b) Needs of the transportation disadvantaged;

25 (c) Needs for movement of goods and services to support industrial and
26 commercial development planned for pursuant to OAR 660-009 and Goal 9
27 (Economic Development).

28 * * *

29 (3) Within urban growth boundaries, the determination of local and regional
30 transportation needs shall be based upon:

31 (a) Population and employment forecasts and distributions that are
32 consistent with the acknowledged comprehensive plan, including those
33 policies that implement Goal 14. Forecasts and distributions shall be for 20
34 years and, if desired, for longer periods; and

35 (b) Measures adopted pursuant to OAR 660-012-0045 to encourage reduced
36 reliance on the automobile.

¹⁴ 660-012-0060(4)(b).

1 (4) In MPO areas, calculation of local and regional transportation needs also
2 shall be based upon accomplishment of the requirement in OAR 660-012-
3 0035(4) to reduce reliance on the automobile.

4 OAR 660-012-0035(4) states:

5 In MPO areas, regional and local TSPs shall be designed to achieve adopted
6 standards for increasing transportation choices and reducing reliance on the
7 automobile. Adopted standards are intended as means of measuring progress
8 of metropolitan areas towards developing and implementing transportation
9 systems and land use plans that increase transportation choices and reduce
10 reliance on the automobile. It is anticipated that metropolitan areas will
11 accomplish reduced reliance by changing land use patterns and
12 transportation systems so that walking, cycling, and use of transit are highly
13 convenient and so that, on balance, people need to and are likely to drive less
14 than they do today,.

15 ***Access Management Rule***

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

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

25 OAR 734-051-7010 contains requirements for IAMPs and access management plans.
26 Attachment 1 is a copy of OAR 734-051-7010.

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

34 ***Senate Bill 408***

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

1 developing permanent administrative rules that will take effect when the temporary
2 rules expire. The temporary rules:

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

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

11 ***Reduction in Capacity (ORS 366.215)***

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

16 ***Oregon Highway Plan***

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

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

27 The OHP establishes policies and investment strategies for Oregon’s state highway
28 system over a 20-year period and refines the goals and policies found in the OTP.
29 Policies in the OHP emphasize the efficient management of the highway system to
30 increase safety and to extend highway capacity, partnerships with other agencies
31 and local governments, and the use of new techniques to improve road safety and
32 capacity. These policies also link land use and transportation, set standards for
33 highway performance and access management, and emphasize the relationship
34 between state highways and the local road, bicycle, pedestrian, transit, rail, and air
35 systems.

36 *Project Relevance*

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

1 *Goal 1 – System Definition*

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

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

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

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

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

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

25 *Goal 2 – System Management*

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

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

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

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

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

1 *Goal 4 – Travel Alternatives*

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

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

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

10 ***Oregon Bicycle and Pedestrian Plan (1995)***

11 The 1995 Oregon Bicycle and Pedestrian Plan offers general principles and policies
12 for providing bikeways and walkways along state highways and provides standards
13 for planning, designing, and maintaining bikeways and walkways throughout the
14 state. The plan is intended to provide a framework for cooperation between ODOT
15 and local jurisdictions, and offers guidance to cities and counties for developing
16 local bicycle and pedestrian plans. Fundamentally, the plan is designed to fulfill the
17 requirements of the Intermodal Surface Transportation Efficiency Act (ISTEA),
18 whereby each state must adopt a statewide bicycle and pedestrian plan, and Oregon
19 Administrative Rule 660-12 (Transportation Planning Rule 12).

20 *Project Relevance*

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

22 ***Oregon Rail Plan (2001)***

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

27 *Project Relevance*

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

38 In 2012, CORP was awarded a \$7 million federal Transportation Investment
39 Generating Economic Recovery (TIGER) grant to fund rail improvements on the
40 Siskiyou Line. When completed, the Siskiyou Summit Railroad Revitalization project

1 will allow CORP to reinstate service on the line. In December 2013, CORP was
2 awarded \$4.5 million in state lottery grants for a separate project that will enlarge
3 four railroad tunnels near Glendale to allow enough vertical clearance for modern
4 high-capacity freight cars.

5 ***Oregon Public Transportation Plan (1997)***

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

- 9 • A comprehensive, interconnected and dependable public transportation system,
10 with stable funding, that provides access and mobility in and between
11 communities of Oregon in a convenient, reliable and safe manner that
12 encourages people to ride.
- 13 • A public transportation system that provides appropriate service in each area of
14 the state, including service in urban areas that is an attractive alternative to the
15 single-occupant vehicle, and high-quality, dependable service in suburban, rural,
16 and frontier (remote) areas.
- 17 • A system that enables those who do not drive to meet their daily needs.
- 18 • A public transportation system that plays a critical role in improving the livability
19 and economic prosperity for Oregonians. The plan contains goals, policies, and
20 strategies relating to the whole of the state's public transportation system. The
21 plan is intended to provide guidance for ODOT and public transportation
22 agencies regarding the development of public transportation systems. The OPTP
23 also identifies minimum levels of service, by size of jurisdiction, for fulfilling its
24 goals and policies.

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

30 Public transportation services in the project vicinity should:

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

36 *Project Relevance*

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

1 **Oregon Freight Plan (2011)**

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

10 The study area is in the Western Freight Corridor of the state. According to the
11 Freight Plan, the Western Freight Corridor contains some of the major intermodal
12 facilities in the state, which move both heavy and valuable goods to markets around
13 the world. Transportation facilities area also identified as necessary to support
14 resource based industries as those found in the study area and the area surrounding
15 the study area. Interstate 5 carries the majority of north/south freight traffic in
16 Oregon and connects the Oregon freight system with national and international
17 destinations. Besides I-5, the Western Corridor Freight Facilities, in or near Talent
18 include:

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

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

30 *Project Relevance*

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

32 **Highway Design Manual**

33 The 2012 Highway Design Manual provides uniform standards and procedures for
34 ODOT. It is intended to provide guidance for the design of new construction; major
35 reconstruction (4R); resurfacing, restoration, and rehabilitation (3R); or resurfacing
36 (1R) projects. The manual shall be utilized by all Department personnel for planning
37 studies and during project development. It is generally in agreement with the
38 American Association of State Highway and Transportation Officials (AASHTO)
39 document “A Policy on Geometric Design of Highways and Streets – 2011”. However,
40 sound engineering judgment must continue to be a vital part in the process of
41 applying the design criteria to individual projects. The flexibility contained in the

1 2012 Highway Design manual supports the use of Practical Design concepts and
2 Context Sensitive Design practices.

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

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

12 ***I-5 Rogue Valley Corridor Plan***

13 The I-5 Rogue Valley Corridor Plan assesses existing and future transportation
14 conditions along I-5 from Exit 11 south of Ashland to Exit 35 north of Central Point.
15 It identifies strategies and improvements to enhance transportation safety and
16 capacity within the corridor. The purpose of the plan is to assess the physical and
17 operating conditions of the statewide I-5 corridor.

18 Project relevance: One of the recommended improvements from the plan includes
19 resurfacing and adding one lane along the I-5 southbound off-ramp at Exit 21 in
20 2028.

21 ***Federal Highway Administration Access to Interstate System Policy***

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

Appendix B
Traffic Analysis Methodology Memorandum