

**I-5 Exit 127 (North Roseburg)  
Interchange Area Management Plan  
Douglas County, Oregon**

**DRAFT Technical Memorandum #8  
Implementation**

**Prepared for**

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## 8. IMPLEMENTATION

This memorandum identifies the actions needed to implement the Interchange Area Management Plan (IAMP) for I-5 Exit 127 (North Roseburg). The management measures in the previous technical memoranda focus on physical changes to transportation facilities. This memorandum focuses on changes to plans and regulations which affect the land uses that generate trips.

### 8.1. Land Use and Transportation Issues

This memorandum uses the relevant plans and policies review in Appendix A of *Technical Memorandum #1: Definition and Background* as a basis for determining potential changes to plans and codes that would manage transportation and land uses, provide safe and efficient operations, and minimize future major improvements.

The key land use issue identified in Technical Memorandum #2: Existing Conditions Analysis is:

*Potential future development of industrial or mixed use designated lots could generate truck or other traffic along NW Edenbower Boulevard.*

The existing conditions technical memorandum identified 171 lots totaling 173.18 acres of vacant land and 259 lots totaling 380.91 acres of redevelopable land. The vacant parcels are distributed throughout the IMSA, with some concentration in the northeast area that is designated industrial (IND) and southwest areas that are designated commercial (COM) and Medium Density Residential (MDR). Large redevelopable parcels are east of I-5 and north of General Avenue, outside the city limits. These are designated IND and Residential Open Space (ROS). Figure 8-1 maps the vacant and redevelopable parcels in the IMSA.

Most of the southern two-thirds of the IMSA is developed with uses that are unlikely to redevelop during the 20-year planning period. The residential areas, airport, Army National Guard center, Mercy Medical Center, USFS office, and shopping center are unlikely to develop with more intensive uses that would generate additional traffic than considered in *Technical Memorandum #3: Future Baseline Traffic Conditions*. Some of the vacant lands north of Edenbower Boulevard are likely to be developed as zoned with industrial or residential uses. Development of these lands could add traffic in the IMSA via Aviation Drive or Stephens Street.

The key future operational issue identified in Technical Memorandum #3: Future Baseline Traffic Conditions is:

*Stewart Parkway at Edenbower Boulevard would fail to meet operational standards and experience significant queuing for several of the movements. Overall traffic demand is expected to exceed intersection capacity. Extensive queuing would create safety concerns.*

### 8.2. Adopted Policies, Plans, and Ordinances

The interchange improvements are consistent with the City of Roseburg Urban Area Comprehensive Plan, Transportation System Plan (TSP), and City of Roseburg Land Use and

Development Ordinance (LUDO). ODOT is relying on the currently adopted plans, policies, and codes to ensure that the land uses within the study area remain supportive of the function of the interchange. This study assumes that, within the management area, the City of Roseburg will:

- Maintain its current land use designations with current uses and densities
- Ensure that future designations for parcels currently within the UGB but outside the city limits will not generate more traffic than can be accommodated at the interchange.
- Maintain plan and code amendment processes that ensure adequate notification and opportunity for input to ODOT on land development applications that may affect state transportation facilities.
- Maintain requirements for traffic impact studies.
- Ensure that the threshold for traffic improvements provided by a development is adequate.

This IAMP assumes that the City of Roseburg either will retain the current comprehensive plan and zoning designations and code provisions that the IAMP relies on to protect the performance of the North Roseburg interchange, or that the City of Roseburg will notify ODOT and jointly undertake an evaluation of impacts to the interchange and potentially amend the IAMP if it proposes to change designations. The City of Roseburg Urban Area Comprehensive Plan and the LUDO maintain a variety of zoned uses within the management area, including residential, commercial, and employment, and public facilities designations. Changes to the current plan designations and land use zoning could dramatically affect the number of trips generated, trip patterns, and traffic volumes at intersections and the interchange. As a result, traffic operations at the interchange could approach capacity more rapidly than anticipated, shortening the life of the new interchange and hastening the need for costly investments for additional interchange improvements.

Since provisions of the City of Roseburg Urban Area Comprehensive Plan and LUDO are adopted by reference into this IAMP, ODOT has the ability to review and weigh in on proposed amendments to plans and codes, before their adoption by the City of Roseburg, to ensure that any changes to these land use controls would avoid development that would jeopardize the achievement of the goal and objectives of the IAMP. ODOT relies on requirements that local comprehensive plans and implementing ordinances be consistent with the OHP, which includes this IAMP once the OTC adopts it, to ensure that future land use actions do not create traffic volumes that will exceed the mobility performance standards for the interchange and related facilities.

The following provisions of the City of Roseburg Urban Area Comprehensive Plan and LUDO are adopted by reference into this IAMP:

1. The City of Roseburg Urban Area Comprehensive Plan designations within the IMSA, as shown on the adopted City of Roseburg Urban Area Comprehensive Plan Map and described in the City of Roseburg Urban Area Comprehensive Plan.

2. The City of Roseburg zoning designations within the Interchange Management Area, as shown on the adopted City of Roseburg zoning map (see Figure 1) and described in the City of Roseburg LUDO.

The IAMP relies on the provisions summarized in Table 8-1. The left column indicates the document reference and the right column indicates the relevant IAMP section(s).

**Table 8-1. Roseburg Documents Adopted by Reference with IAMP**

Provision	IAMP Reference						
<b>Roseburg Urban Area Transportation System Plan (2006), Chapter 7: Preferred Alternative, Roadway Plan</b>							
<p><b>Access Management, page 7-28</b></p> <p>Table 7.5 Proposed Roseburg Access Management – Minimum Spacing Standards</p> <table border="1" style="margin-left: 40px;"> <thead> <tr> <th style="text-align: center;">Functional Classification</th> <th style="text-align: center;">Minimum Spacing (Feet)</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">Arterial</td> <td style="text-align: center;">500</td> </tr> <tr> <td style="text-align: center;">Collector</td> <td style="text-align: center;">200</td> </tr> </tbody> </table>	Functional Classification	Minimum Spacing (Feet)	Arterial	500	Collector	200	<p>Access Management Plan</p>
Functional Classification	Minimum Spacing (Feet)						
Arterial	500						
Collector	200						
<p><b>Mobility Standards, page 7-44</b></p> <p>The following is the proposed performance measure standard for the City of Roseburg (not including Downtown District):</p> <p style="margin-left: 40px;">Volume-to-capacity ratios and level of service (LOS):</p> <p style="margin-left: 80px;">Arterial = 0.85/D or E</p> <p style="margin-left: 80px;">Collector = 0.85/D or E</p> <p style="margin-left: 80px;">Local = 0.90/D or E</p> <p style="margin-left: 40px;">Signalized intersections = D</p> <p style="margin-left: 40px;">Unsignalized intersections = E</p>	<p>Intersection Improvements, Interchange Ramp Improvements Transportation System Management Measures</p>						
<b>City of Roseburg Urban Area Comprehensive Plan</b>							
<p><b>Economics Element</b></p> <p><u>Objective 8.</u> Continue to develop the urban area as a regional distribution, trade and service center.</p> <p><u>Objective 10.</u> Ensure compatibility between industrial lands and adjacent areas.</p> <p><u>Objective 12.</u> Provide the necessary public facilities and services to allow economic development.</p>	<p>Land Use Management Measures, Transportation System Management Measures, Additional Improvements</p>						
<p><b>Public Facilities and Services Element</b></p> <p><u>Goal:</u> To provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for community development.</p> <p><u>Objective 1.</u> Provide a level of public facilities and services adequate to meet the needs of existing and planned development.</p> <p><u>Objective 2.</u> Direct the location and timing of urban development by means of capital improvement planning which is closely coordinated with the Comprehensive Plan.</p> <p><u>Objective 3.</u> Optimize the utilization of existing facilities.</p> <p><u>Objective 5.</u> Strive for continued and improved cooperation and coordination between other units of government as well as other public and private organizations which provide services to the urban area's citizens.</p> <p><u>Policy 1.</u> Facility and service planning in the Roseburg urban area shall use the Comprehensive Plan as the basis for decisions to ensure that needs of the urban area are met in a timely, orderly and efficient manner.</p>	<p>Additional Improvements</p>						

**Table 8-1. Roseburg Documents Adopted by Reference with IAMP**

Provision	IAMP Reference
<p><b>Land Use and Urbanization Element</b></p> <p><u>Objective 11.</u> Relate land use actions to housing, open space, recreation, transportation, utilities, shopping facilities, jobs, police and fire protection and other special needs.</p> <p><b><i>Urbanization. Land Use, and Growth Management</i></b></p> <p><b><u>Urban Growth</u></b></p> <p><u>Policy 6.</u> The extension of sewer, water, storm drainage, and transportation facilities within the urban growth boundary shall be in conformity with and adopted growth management program.</p> <p><b><u>Residential Development</u></b></p> <p><u>Goal:</u> To promote and encourage residential densities and designs that conserve land and energy, minimize unnecessary and costly public service extensions and maintain the unique geographic character of the urban area; to enhance and protect the quality of existing neighborhoods; and to ensure varied living areas and housing types for residents of all income levels and an adequate supply of serviced, developable land to support such housing.</p> <p><u>Objective 2.</u> Residential areas shall be protected by zoning ordinance, subdivision ordinance, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.</p> <p><b><u>Commercial Development</u></b></p> <p><u>Goal:</u> To encourage and promote the health and vitality of the central City core as a focus of civic and business life and to encourage the following variety of commercial activities in selected outlying areas:</p> <ol style="list-style-type: none"> <li>1. Community shopping and service facilities.</li> <li>2. Neighborhood shopping and service facilities.</li> <li>3. Convenience stores.</li> <li>4. Commercial office structure.</li> <li>5. Specialized shopping areas.</li> </ol> <p><b><u>Industrial Development</u></b></p> <p><u>Goal:</u> To encourage and promote industrial development which strengthens the economic base of the community and minimize air, noise, water, and visual pollution.</p> <p><b><u>Public and Semi-Public Buildings and Lands Development</u></b></p> <p><u>Goal:</u> To provide for an arrangement of public and semi-public facilities and services which complement private development and meet the needs of Roseburg area residents.</p> <p><b><u>Transportation Development</u></b></p> <p><u>Goal:</u> To insure the provision and coordination of transportation facilities and services that reflect desired development pattern and are timed to coincide with community needs and to minimize the adverse impacts of traffic on residential areas.</p> <p><u>Policy 1.</u> When practical, the circulation system shall utilize existing facilities and rights-of-way, and on-street parking shall be removed in preference to widening streets for additional travel lanes.</p> <p><u>Policy 3.</u> Transportation facilities shall be designed and constructed to minimize noise energy consumption, neighborhood disruption, cost, and social, environmental and institutional disruptions, and to encourage the use of public transit, bikeway, and walkways.</p> <p><u>Policy 4.</u> Traffic movement on arterial streets should be facilitated by limiting or controlling access wherever possible.</p>	<p>Land Use Management Measures, Transportation System Management Measures, Additional Improvements</p>

**Table 8-1. Roseburg Documents Adopted by Reference with IAMP**

Provision	IAMP Reference
<b>City of Roseburg Land Use and Development Ordinance</b>	
Section 2.030 Coordination of Development Approval, 1	Land Use Management Measures
Section 2.070 General Provisions Regarding Notice, 3	
Section 2.120 The Decision of the Director, 1	
Section 2.3.075 Criteria and Standards (Ord. No. 3279, 3/2008), 2-5	
Article 38, Zone Change, Section 3.38.200 Conditions Relative to the Approval of a Zone Change, 4 and 5	
Article 39, Conditional Use Permits, Section 3.39.040 Criteria, A. 3.	
Article 39, Conditional Use Permits, Section 3.39.050 Conditions, 4 and 5	
Section 4.100 General Requirements and Standards of Design and Development for Preliminary Plans	

### 8.3. Implementation Measures

Implementation of the I-5 Exit 127 IAMP will need to occur at the local and state level. The plan will be adopted as an amendment to the Oregon Highway Plan (OHP) by the Oregon Transportation Commission (OTC). It will also be adopted as part of the City of Roseburg TSP.

The elements recommended for formal adoption as part of the IAMP are specified below. Some actions are to be adopted by the OTC as a “facility plan” that implements the OHP. Other actions are adopted by the City of Roseburg.

#### 8.3.1. State Actions

Adoption of the OHP is a state responsibility. After the City of Roseburg IAMP adoption, the OTC will adopt the I-5 Exit 127 (North Roseburg) IAMP as a transportation facility plan—an amendment to the OHP, per PLA 01, ODOT Transportation Facility Plan Adoption Process effective October 12, 2006.

Additionally, a new policy statement describing the priorities associated with potential interchange improvements is recommended for the Investment Policies and Scenarios section of the OHP:

*Future investments by the State to increase capacity within the I-5 Exit 127 interchange management study area shall require the City of Roseburg to adopt the I-5 Exit 127 IAMP.*

ODOT will continue to coordinate with the City of Roseburg throughout the City of Roseburg Urban Area Comprehensive Plan and Roseburg LUDO amendment and development review process to ensure the interchange is protected.

### **8.3.2. City of Roseburg Actions**

The City of Roseburg will:

- Adopt this IAMP as a refinement plan to its TSP (City of Roseburg Urban Area Comprehensive Plan amendment).
- Retain, through adoption of the IAMP, current adopted Comprehensive Plan and Land Development Ordinance designations and regulations to ensure that the land uses within the IAMP study area remain supportive of the function of the interchange. The IAMP assumes that, within the study area the Roseburg will maintain their:
  - Current land use designations with current uses and densities
  - Plan and code amendment processes
  - Requirements for traffic impact studies
  - Processes for notification to ODOT regarding land use actions that may affect state transportation facilities
- Continue to coordinate with ODOT in evaluating land use actions (including amendments to the City of Roseburg Urban Area Comprehensive Plan, TSP, Roseburg LUDO, and UGB, and transportation improvements) that could affect the function of the interchange. In order to ensure that coordination is timely and that actions and improvements are consistent with the defined function of the IAMP.

Adoption of provisions of the City of Roseburg Urban Area Comprehensive Plan and LUDO by reference into this IAMP ensures that there would be no violation of the mobility performance standards for the interchange and related facilities. No amendments to the City of Roseburg Urban Area Comprehensive Plan, TSP, or LUDO are recommended, including overlay zones.

### **8.3.3. Future Interchange Design Changes**

If an alternative interchange design is proposed in the future, additional traffic work would be needed to amend the IAMP. Additional measures would need to be considered, and City of Roseburg amendments may be needed.

If future changes of other circumstances in the IMSA result in the need for changes to the IAMP, ODOT and the City shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.

*Attachments:*

*Figure 8-1. Vacant and Redevelopable Land*

