

**Exhibit A  
Staff Report**

**I-5, Exit 19 Interchange Area Management Plan (IAMP)  
October 2011**

**Requested Action**

Region 3 requests that the OTC adopt the I-5, Exit 19 Interchange Area Management Plan (IAMP) to amend the Oregon Highway Plan (OHP) and implement Policy 3C of the OHP. Copies of the plan were forwarded to state (DLCD) and local agencies, and a Notice of Intent to Adopt was sent to local jurisdictions (City of Ashland and Jackson County). No comments have been received. Oregon Department of Transportation (ODOT) staff has developed findings documenting the IAMP's consistency with the local plans.

**Background**

Interchange 19 is located on I-5, roughly equidistant between the cities of Ashland and Talent. It provides access to South Valley View Road, and serves as the primary route for traffic heading south to Ashland. It was constructed in 1961 as a standard diamond configuration, but with a non-standard stop-control configuration at the northbound ramp terminal. The Valley View Road over-crossing has been identified as structurally and geometrically and in need of replacement.

The Interchange 19 Immediate Build (2010-2012 reconstruction) project was originally programmed solely for the replacement of a deficient bridge – not as a “modernization project” increasing interchange capacity to meet future land use needs. However, during the project development process, opportunities were identified to further enhance the capacity of the interchange and surrounding street network as the budgetary constraints allowed. As a result, an Immediate Build was selected through ODOT's project development process to replace the deficient structure and identify future enhancements to the local street network. The improvements identified will provide for adequate capacity through the 20-year planning horizon.

The Immediate Build will increase the number of through lanes on the bridge to three, with a wider shoulder to accommodate bicyclists and pedestrians. The IAMP also calls for a future widening of South Valley View Road from three to five lanes and related local road improvements, from the interchange to OR99, to accommodate and expected growth in commuter traffic between Ashland and communities to the north.

OAR 734-051-0155(6) states: “Interchange Area Management Plans are required for new interchanges and should be developed for significant modifications to existing interchanges....” This IAMP was prepared in accordance with the OAR because of planned significant modifications to Interchange 19.

**IAMP 19 Purpose and Function**

OTC Brief  
I-5, Exit 19 IAMP  
October 2011

In light of the Immediate Build interchange improvements and the policy to prepare IAMPs, the purposes of this IAMP are to: evaluate the long-term operation of Interchange 19; assess the limitations and issues of concern; and in general terms, identify possible future long-range needs attributable to background traffic growth and planned development in the area. The IAMP recommends operational and physical improvements and access management to provide efficient operation of the interchange and accommodate anticipated traffic volumes.

Based on the classification of I-5 and applicable policies, the intended function of Interchange 19 is to safely and efficiently accommodate future traffic demands associated with current and planned land uses consistent with the Jackson County Comprehensive Plan. The Immediate Build is not intended to facilitate new commercial development in the study area – especially in areas designated for agricultural, open space, and rural residential uses. However, interchange and local street improvements are intended to accommodate existing and future traffic through traffic volumes, and to accommodate future traffic associated with current and planned land uses.

### **Goals and Objectives**

The goals of this IAMP are to preserve the investment being made in the new interchange facility and to maintain the interchange's intended function.

The objectives of the IAMP are to:

- Identify necessary capacity improvements to the interchange and the area transportation system;
- Evaluate interchange options for the OTIA III bridge project;
- Develop an access management plan; and
- Develop and evaluate potential management actions that have the potential to protect the future function, capacity, and mobility of the interchange.

### **Management Measures**

The Interchange 19 Immediate Build reconstruction project, in addition to the future improvements comprising the Ultimate Build, represents a significant investment in the area's transportation infrastructure. The following transportation system strategies to protect the investment made in these facilities include:

- Installation of a non-traversable median barrier from the I-5 southbound ramp terminal approximately 750 feet southward along South Valley View Road.
- Consolidation of the local road system into a single point of access to the state highway system.

### **Implementation**

The IAMP includes Ultimate Build Transportation Improvement Projects that will be needed following the completion of the Immediate Build. These additional projects are

anticipated to be funded and constructed by development as it occurs. The “Ultimate Build” improvement represents the transportation system that will be necessary to accommodate future traffic demands in the year 2030 to meet mobility standards at all intersections and for the South Valley View corridor between exit 19 and OR99. The Ultimate Build projects are summarized in the table below.

**Exit 129 Interchange Area Ultimate Build Transportation Improvement Projects**

Roadway	Improvement Projects
South Valley View Road (south of interchange)	Widen to five lanes Add bicycle/pedestrian facilities Install non-traversable median barrier from southbound ramp terminal south approximately 750'
South Valley View Road (north of interchange)	Consolidate/close driveways from northbound ramp terminal to East Butler Lane Close existing E. Ashland Lane approach to South Valley View Road, concurrent with extending Orchard Lane north to East Butler Lane
Lowe Road / Eagle Mill Road @ South Valley View Road	Realign Lowe Road opposite Eagle Mill Road Consolidate accesses along new Lowe Road Render other accesses along South Valley View Road right-in/right-out

**Public Involvement**

During development of the IAMP a Technical Advisory Committee (TAC) was utilized. The TAC was composed of key staff members from ODOT, DLCD, the City of Ashland, and Jackson County. The TAC provided guidance on both technical issues and policy issues. All TAC meetings were open public meetings.

During development of the IAMP a Citizens Advisory Committee (CAC) was utilized. The CAC was composed of City of Ashland and Jackson County residents. The CAC provided guidance on policy issues, and provided invaluable local input on interchange and local road improvement options. All CAC meetings were open public meetings.

**Public Meetings**

A public open house was conducted to introduce the project, present the goals and objectives, and outline preliminary analysis of existing and future conditions, management actions, and construction projects. The meeting included presentations and an open house format to answer questions.

**Summary of Draft Findings**

ODOT’s State Agency Coordination Agreement requires that the OTC adopt findings of fact when adopting facility plans (OAR 731-015-0065). Pursuant to these requirements, ODOT has developed findings to support the OTC adoption of the Interchange 19 IAMP. For all applicable policies, the IAMP has been found to be compatible with adopted state and local policies. ODOT is not exceeding its authority.

Exhibit C Findings of Compliance for the IAMP is organized into three categories:

- Compatibility
  - City Comprehensive Plans

- Compliance
  - Statewide Planning Goals which specifically apply
- Consistency
  - OTP
  - OHP
  - HDM

**Suggested Motion Language**

I move to adopt the I-5, Exit 19 Interchange Area Management Plan as an amendment to the Oregon Highway Plan and adopt the findings in support of this action.

## Exhibit C

### **Findings of Compliance with OAR 731-0015-0065 19 (North Ashland) Interchange Area Management Plan (IAMP).**

ODOT's State Agency Coordination Agreement requires that the Oregon Transportation Commission (OTC) adopt findings of fact when adopting facility plans (OAR 731-015-065). ODOT in coordination with the City of Ashland and Jackson County developed an IAMP for Interstate 5 Interchange 19 (North Ashland), pursuant to OAR 734-051-0155. Staff is requesting that the OTC adopt the IAMP and supporting findings as a facility plan pursuant to OAR 731-015-0065.

Pursuant to these requirements ODOT provides the following findings to support the OTC adoption of the Interstate I-5 Interchange 19 Interchange Area Management Plan. ODOT is not exceeding its authority. This Facility Plan, attached as Exhibit D, seeks to implement the OHP.

#### **1. 731-015-0065**

##### **Coordination Procedures for Adopting Final Facility Plans**

(1) Except in the case of minor amendments, the Department shall involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that the Department determines are appropriate for the circumstances. The Department shall hold at least one public meeting on the plan prior to adoption.

**Finding:** The exit 19 IAMP process used an open and ongoing public and agency involvement process which included the City of Ashland, Department of Land Conservation and Development, Jackson County and numerous interested citizens. An integrated, interdepartmental (local and state) planning and decision-making procedure completed the public process. Public information and involvement were project priorities, as evidenced by public meetings, technical and citizens' advisory committees, and meetings with property owners.

##### **Committees**

During development of this IAMP a Technical Advisory Committee (TAC) was utilized. The TAC, which was composed of key staff members from the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development, the Oregon Bridge Delivery Partners, the City of Ashland, Jackson County, and the Rogue Valley Metropolitan Planning Organization was established specifically to guide this study. The committee provided guidance on both technical issues and policy issues. A total of six TAC meetings were held during development of the IAMP.

During development of this IAMP a Citizens Advisory Committee (TAC) was utilized. The CAC was composed of citizens from the City of Ashland, Jackson County and a representative from the City of Ashland Planning Commission. The committee provided guidance on policy issues and served as the primary mechanism for public input. All CAC meetings were open public meetings. A total of six CAC meetings were held during development of the IAMP.

### **Public Meeting**

A public meeting was conducted on August 6, 2007 to introduce the project, present the goals and objectives, preliminary analysis of existing and future conditions, management actions, and construction projects. The meeting included presentations and an open house format to answer questions of attendees.

### **Property Owner Outreach**

The Senior Transportation Planner and Oregon Bridge Delivery Partner representatives met with property owners within project limits to discuss access and gather input. Communication efforts occurred throughout planning and design and guided decisions regarding actions on individual approaches to be carried out with the project.

The Plan is scheduled for the Oregon Transportation Commission's November meeting.

(2) The Department shall provide a draft of the proposed facility plan to planning representatives of all affected cities, counties and metropolitan planning organization and shall request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. If no reply is received from an affected city, county or metropolitan planning organization within 30 days of the Department's request for a compatibility determination, the Department shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. The Department may extend the reply time if requested to do so by an affected city, county or metropolitan planning organization.

**Finding:** The interchange lies within the jurisdiction of Jackson County. Jackson County was sent a Notice of Intent to Adopt and consistency determination request. No comments were received.

A copy of the IAMP was sent to DLCD Planning Coordinator and Region 3 Field Representative requesting a determination that the plan was compatible with statewide plan. No comments were received.

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

(a) Changing the draft facility plan to eliminate the conflicts;

(b) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or

(c) Identifying the conflicts in the draft facility plan and including policies that commit the Department to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.

**Finding:** No statewide goal or comprehensive plan conflicts have been identified with the draft Facility Plan.

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

**Finding:** These draft findings are submitted for the Commission's consideration. These findings address compliance with applicable statewide planning goals and the comprehensive plan of the affected county. (See findings in Section 2 below).

(5) The Department shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of the affected cities and counties and findings of compliance with applicable statewide planning goals.

**Finding:** The Final Draft Facility Plan is attached for the Commission's consideration. These findings address compliance with applicable statewide planning goals (See Section 2 below).

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

**Finding:** These draft findings are submitted for the Commission's consideration and adoption. These findings address compliance with applicable statewide planning goals and compatibility with the local comprehensive plan of the affected cities.

(7) The Department shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and to others who request to receive a copy.

**Finding:** The Department will provide copies of the Adopted IAMP, including all required findings, to DLCD, the affected local jurisdiction, and others who request a copy.

The following findings are organized into three categories:

- Compatibility
  - Rogue Valley Metropolitan Planning Organization Regional Transportation Plan
  - Jackson County Transportation System Plan
- Compliance
  - Statewide Planning Goals which specifically apply
  - Other Statewide Planning Goals that can be clearly defined
- Consistency
  - OTP
  - OHP
  - HDM

## **2. Compatibility with Acknowledged County and City Comprehensive Plans**

The Draft IAMP was sent to Jackson County and the Rogue Valley Region Metropolitan Planning Organization.

### **Jackson County Comprehensive Plan**

The Jackson County Comprehensive Plan is the official long-range land use policy document for Jackson County. The plan sets forth general land use planning policies and allocates land uses to resource, residential, commercial, and industrial categories. The plan serves as the basis for coordinated development of physical resources and the development or redevelopment of the county based on physical, social, economic and environmental factors. The comprehensive plan establishes the purpose, map designation, criteria and the basis for determining the appropriate zoning for each land use.

Transportation System Plan establishes a system of transportation facilities and mobility standards that is adequate to meet the County's transportation needs. The Jackson County TSP includes a determination of future transportation needs for road, transit, bicycle, pedestrian, air, water, rail, and pipeline systems; policies and regulations for the implementation of the TSP; and a transportation funding program.

**Finding:** The IAMP used the Jackson County Comprehensive Plan current and future land uses and zoning designations in identifying future traffic volumes and transportation facility needs. The IAMP preferred bridge configuration and future improvements are tailored to the planned land uses contained within the Jackson County Comprehensive Plan.

The proposed improvements are consistent with the county comprehensive plan. The only aspect of the IAMP implicating the Jackson County comprehensive plan is the

widening of South Valley View Road. However, South Valley View Road was recently jurisdictionally transferred to the State of Oregon. Further, the widening project is already identified in the Jackson County TSP as a tier 2 (needed but unfunded) project.

The Jackson County TSP concerns itself only with “regionally significant roads”. Future improvements impacting non-state roads other than South Valley View Road (i.e. E. Ashland Lane, East Butler Lane, Lowe Road, and Eagle Mill Road) impact only local roads. As no “regionally significant roads” are impacted by future recommended improvements, the Jackson County TSP is not affected.

### **Rogue Valley Metropolitan Planning Organization Regional Transportation Plan**

The Rogue Valley Metropolitan Planning Organization is the designated metropolitan planning organization for Jackson County and the cities with the Rogue Valley, and prepared a Regional Transportation Plan as one of its transportation planning responsibilities. The Regional Transportation Plan is a multi-modal transportation plan designed to meet the future transportation needs within the metropolitan planning area. The goals of the Regional Transportation Plan are:

- Goal 1.** Plan for, develop, and maintain a balanced multi-modal transportation system that will address existing and future needs.
- Goal 2.** Optimize safety and security on the transportation system.
- Goal 3.** Use transportation investments to foster compact, livable communities. Develop a plan that builds on the character of the community, is sensitive to the environment, and enhances quality of life.
- Goal 4.** Develop a plan that can be funded and that reflects responsible stewardship of public funds.
- Goal 5.** Maximize the efficient use of transportation infrastructure for all users and modes.
- Goal 6.** Use incentives and other strategies to reduce reliance on single-occupant vehicles.
- Goal 7.** Provide an open, balanced, credible process for planning and developing the transportation system.
- Goal 8.** Encourage use of cost-effective emerging technologies to achieve regional transportation goals.
- Goal 9.** Use transportation investments to foster economic opportunities.

**Finding:** The IAMP goals parallel the RTP goals. The IAMP goals to “maintain the function of the interchange over the 20-year planning period to preserve the investment in the facility” and “minimize the need for future major improvements to the interchange” support RTP Goal 1 to maintain the system for existing and future needs and Goal 5 to maximize existing and future infrastructure.

The IAMP operational analysis used the forecast population and employment values from the RTP and the traffic volumes forecast using the regional traffic forecasting model to demonstrate that the reconstructed interchange would meet ODOT mobility standards in

year 2030. The first management measure included in the IAMP is to implement the Access Management Strategy developed during the new interchange design process.

Reconstruction of the interchange was initiated and designed to reduce congestion while improving the safety and function of the interchange, consistent with RTP goals 2 and 5.

The interchange is identified as part of Bridge Bundle 314 on the list of ODOT system projects in the RTP as a bridge targeted for replacement. Among a list of street system projects in the RTP that are situated within the IAMP study area are bridge replacement at the interchange and widening South Valley View Road to five lanes.

### **3. Compliance with Applicable Statewide Planning Goals**

Relevant statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) include: Goal 1 (Citizen Involvement); Goal 2 (Land Use Planning); Goal 11 (Public Facilities Planning); Goal 12 (Transportation); and Goal 14 (Urbanization).

#### **Goal 1: Citizen Involvement.**

**Requirement:** “the opportunity for citizens to be involved in all phases of the planning process.”

**Finding:** The exit 19 IAMP process used an open and ongoing public and agency involvement process which included the City of Ashland, Department of Land Conservation and Development, Jackson County and numerous interested citizens. An integrated, interdepartmental (local and state) planning and decision-making procedure completed the public process. Public information and involvement were project priorities, as evidenced by public meetings, technical and citizens’ advisory committees, and meetings with property owners.

#### **Committees**

During development of this IAMP a Technical Advisory Committee (TAC) was utilized. The TAC, which was composed of key staff members from the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development, the Oregon Bridge Delivery Partners, the City of Ashland, Jackson County, and the Rogue Valley Metropolitan Planning Organization was established specifically to guide this study. The committee provided guidance on both technical issues and policy issues. A total of six TAC meetings were held during development of the IAMP.

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### **Public Meeting**

A public meeting was conducted on August 6, 2007 to introduce the project, present the goals and objectives, preliminary analysis of existing and future conditions, management actions, and construction projects. The meeting included presentations and an open house format to answer questions of attendees.

### **Property Owner Outreach**

The Senior Transportation Planner and Oregon Bridge Delivery Partner representatives met with property owners within project limits to discuss access and gather input. Communication efforts occurred throughout planning and design and guided decisions regarding actions on individual approaches to be carried out with the project.

### **Goal 2: Land Use Planning.**

**Requirements:** “Establish a land use planning process and policy framework as the basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.”

**Findings:** The only potential impacts to land uses are those related to the preferred interchange design, and those related to recommended future transportation improvements.

Land use planning in the IAMP was the coordinated efforts of ODOT, Jackson County, and the City of Ashland, and the Rogue Valley Metropolitan Planning Organization. Further, and as noted above, public input on the plan was solicited at a series of public hearings and meetings. The IAMP document contains all information required for implementation, with supporting documentation in appendices.

Preparation of the IAMP was based on a series of broad phases, from the general to the specific. The first phase was development of a project description, and purpose, goals, and objectives for the interchange.

The second phase entailed an examination of the regulatory framework within which the interchange operates. An IAMP study area was set pursuant to OAR 734-051, with consideration of the local street network and local land uses. Further, state and local regulations, plans, and policies were examined to ensure the plan was developed to be compatible, compliant, or consistent, as appropriate.

The third phase consisted of assembling existing conditions. Conditions inventoried include: transportation facilities operations; geometric conditions; safety and crash analyses; land uses near the interchange; and natural and historic resources.

The first three phases laid the foundation for the land use and transportation planning.

The fourth phase detailed planning area improvements and developed future transportation forecasts. The methodology for the IAMP included a multi-step approach.

The first was to evaluate approximate development potential by land use category. The second involved approximating the peak hour traffic generation potential of those areas. The third step involved comparing the trip generation potential with the traffic growth indicated in the Rogue Valley Regional Transportation Model. The last step was to conduct a sensitivity analysis that illustrates the effect of different growth rates on the need to implement various capacity-increasing improvements. Land use decisions and actions were based upon the land use planning and input from affected local jurisdictions and citizens.

The fifth phase dealt strictly with access management. Standards were culled from OAR 734-051 and the OHP. Existing accesses and permits were inventoried. Finally, an access management plan was developed.

The final phase identified necessary future improvements to the transportation network to accommodate anticipated future traffic growth within the interchange influence area.

**Goal 11: Public Facilities and Services.**

**Requirements:** “a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”

**Findings:** The stated goal of the IAMP is to preserve the investment being made in the new interchange facility and to maintain the interchange’s intended function, which is to safely and efficiently accommodate future traffic demands associated with current and planned land uses consistent with the Jackson County Comprehensive Plan over the planning period.

The IAMP documents the current and future transportation needs in the vicinity of Interchange 19 and identifies a design alternative that details appropriate future improvements to meet these needs.

Identified transportation improvements were based on projected year 2030 population and employment forecasts, growth rates, vacant and underdeveloped, and site specific growth in the urban growth boundary. Transportation improvements were designed to be adequate to serve the future needs of Jackson County and the Rogue Valley urban and urbanizable land uses, while conforming to the requirements of the OHP and either conforming to or moving in the direction of the requirements of OAR 734-051.

**Goal 12: Transportation.**

**Requirements:** “Provide and encourage a safe, convenient and economic transportation system.”

**Findings:** The IAMP documents existing and future conditions for Interchange 19 and identifies deficiencies. The IAMP includes an access management plan (recommended medium- and long-term actions) to ensure the safe and efficient operation of the transportation system in the vicinity of the interchange. Included in the access management plan is the intention to maintain or move in the direction of access spacing

of 1320 feet from the ramp terminals to the first approach road to ensure that the interchange will continue to function efficiently and safely.

Improvements to the interchange area were initially focused upon the replacement of a substandard bridge structure over 1-5. The proposed improvements address and replace this bridge deficiency and will address other operational deficiencies within the interchange area. Such improvements will enhance safe and efficient access to particular undeveloped industrial sites supporting the long term economic goals of the area. In developing these plans ODOT analyzed current and future safety conditions. The safety analysis shows that none of the intersections in the study area has a crash rate significantly greater than that of the surrounding area or average State Highway Crash Rates.

The IAMP documents the current and future transportation needs in the vicinity of Interchange 19 and identifies future build transportation improvements to meet these needs. These adopted improvements allow for phased implementation to provide capacity as needed.

The development of the IAMP was coordinated with Jackson County, City of Ashland, Department of Land Conservation and Development, the Oregon Bridge Delivery Partners, and the Rogue Valley Metropolitan Planning Organization.

**Goal 14: Urbanization.**

**Requirements:** an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, ensuring efficient use of land, and providing for livable communities.

**Findings:** Interchange 19 is located within rural Jackson County, with the cities of Talent approximately one mile to the north and Ashland approximately one mile to the south. As noted in the plan, there is some commercially-zoned land within the immediate area of the interchange. However, the remainder of the land near the interchange is either open space, agricultural, or rural residential.

However, the interchange serves as a major commuter route for traffic moving between Ashland to the south and the greater Rogue Valley population centers to the north. Traffic analysis shows the potential for a dramatic increase in traffic in this area, though not generated by land uses within the interchange management area. Given the potential for increased traffic, the IAMP noted and incorporated from the Jackson County TSP the future recommended improvement of widening South Valley View Road from three to five lanes. This project would also include changes to the local road network to improve access management and ensure a safer and more efficient commuter corridor.

**4. Consistency with the Oregon Transportation Plan and applicable modal plans, and the Highway Design Manual**

**Oregon Transportation Plan**

The Oregon Transportation Plan (OTP) is a policy document developed by ODOT in response to the federal and state mandates for systematic planning for the future of Oregon's transportation system. The OTP is intended to meet statutory requirements (ORS 184.618(1)) to develop a state transportation policy and comprehensive long-range plan for a multi-modal transportation system that addresses economic efficiency, orderly economic development, safety, and environmental quality.

**Findings:** The OTP does not specifically address improvements to 19, but offers a broad policy framework and standards for improving state highway systems. The IAMP has been developed to be consistent with the OTP, specifically the Oregon Highway Plan, which is an element of the OTP (see section below).

### **Oregon Highway Plan**

#### **Goal 1: System Definition**

##### **Policy 1A – Highway Classification**

This policy calls for ODOT to apply the state highway classification system to guide priorities for system investment and management.

**Finding:** The interchange is located on Interstate 5, which is part of the NHS interstate system. The interchange connects South Valley View Road which is classified as a district highway from the interchange to OR99, and a local interest road from the interchange to areas north. The IAMP includes recommendations for improvements to interchange 19 consistent with Interstate Highway and Local Interest Road classifications in the OHP to determine mobility performance standards applicable to the intersections, and then incorporates improvements to achieve compliance of the planning period. The performance mobility standards and the Access Management Plan are based on the classifications.

##### **Policy 1B – Land Use and Transportation**

This policy recognizes the role of both the State and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

**Finding:** The IAMP has been prepared with the participation of the City of Ashland, Jackson County, ODOT, the Rogue Valley Metropolitan Planning Organization and with input from a variety of stakeholders and the general public. During development of this IAMP a Technical Advisory Committee (TAC) was utilized to provide input. The TAC was composed of key staff members from the ODOT, the Oregon Department of Land Conservation and Development, the City of Ashland, Jackson County, and the Rogue Valley Metropolitan Planning Organization. The committee provided guidance on both technical issues and policy issues. All TAC meetings were open public meetings.

##### **Policy 1C – State Highway Freight System**

This policy recognizes the need for the efficient movement of freight through the state. I-5 is listed as a Designated Freight Route.

**Finding:** Interchange 19 is located on I-5, which is listed in the OHP as a Designated Freight Route. The IAMP includes recommended improvements to Interchange 19 that will improve safety and mobility for freight movement. The ultimate build interchange design meets Highway Design Mobility standards with future anticipated traffic volumes and modern design standards. The IAMP includes an Access Management Plan that maximizes capacity and improves operations at the interchange by minimizing conflicts from traffic operations at nearby driveways and intersections with nearby streets. The IAMP includes future recommended improvements to the roadway to accommodate anticipated traffic volumes that ensure the future efficient movement of freight.

#### **Policy 1D – Scenic Byways**

This policy is intended to preserve and enhance scenic byways.

**Finding:** There are no scenic byways within the interchange influence area.

#### **Policy 1E – Lifeline Routes**

This policy is intended to provide a secure lifeline of transportation routes that facilitate emergency services response and support rapid economic recovery after a disaster.

**Finding:** The recommended interchange design alternative for the OTIA III construction project and future system improvements improve the safety and efficiency of the interchange and local road network. The improved safety and efficiency of the transportation system facilitates improved emergency services response and support economic recovery after a disaster.

#### **Policy 1F – Highway Mobility Standards**

This policy addresses the state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges. This policy sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with the OHP. The OHP sets volume-to-capacity ratio standards that are not to be exceeded for state highways.

**Finding:** The interchange design and future recommended improvements meet the volume-to-capacity ratio and mobility standards through the 20-year planning horizon.

#### **Policy 1G – Major Improvements**

This policy directs ODOT to maintain highway performance and improve safety by improving system efficiency and management before adding capacity.

**Finding:** The interchange was identified by the Oregon Bridge Delivery Partners as in need of replacement due to structural deficiencies. Given the rural nature of the interchange influence area, and the lack of developable commercial property near the

interchange, land use and access management measures were determined to have an insignificant impact on the efficiency and safety of the preferred interchange alternative.

The future preferred alternatives enhance access management by moving local interest roads away from the interchange and in the direction of ODOT access management standards. Further, access management for the small commercial area adjacent to the interchange includes the installation of a median to render access right-in/right-out, concurrent with the realignment of the local road network.

Finally, the future capacity improvements to South Valley View Road were determined necessary by “background traffic” growth in the Rogue Valley. That is, commuter traffic between population centers to the north and south of the area has the largest impact on the interchange and nearby road network. It was determined that improving system efficiency and management within the interchange influence area would have no effect on traffic originating outside the interchange influence area.

### **Policy 1H – Bypasses**

This policy provides guidance to ODOT and local governments in determining whether a bypass is justified.

**Finding:** Traffic analysis shows that interchange 19 primarily serves intra-regional, commuter traffic. Further, interchange 19 serves as a connector to OR99 when OR99 acts as an alternative freight route to I-5. Given the primary functions of interchange 19, a bypass is not justified and was not examined.

## **Goal 2: System Management**

### **Policy 2A – Partnerships**

This policy directs ODOT to establish cooperative partnerships with state and federal agencies, regional governments, cities, counties, tribal governments and the private sector to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system.

**Finding:** The exit 19 IAMP process used an open and ongoing public and agency involvement process which included the City of Ashland, Department of Land Conservation and Development, Jackson County and numerous interested citizens. An integrated, interdepartmental (local and state) planning and decision-making procedure completed the public process. Public information and involvement were project priorities, as evidenced by public meetings, technical and citizens’ advisory committees, and meetings with property owners.

### **Committees**

During development of this IAMP a Technical Advisory Committee (TAC) was utilized. The TAC, which was composed of key staff members from the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development, the Oregon Bridge Delivery Partners, the City of Ashland, Jackson County, and the Rogue

Valley Metropolitan Planning Organization was established specifically to guide this study. The committee provided guidance on both technical issues and policy issues. A total of six TAC meetings were held during development of the IAMP.

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### **Public Meeting**

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### **Property Owner Outreach**

The Senior Transportation Planner and Oregon Bridge Delivery Partner representatives met with property owners within project limits to discuss access and gather input. Communication efforts occurred throughout planning and design and guided decisions regarding actions on individual approaches to be carried out with the project.

### **Policy 2B – Off-System Improvements**

This policy identifies when the State of Oregon should provide financial assistance to local jurisdictions to develop, enhance, and maintain improvements to local transportation systems when they are a cost-effective way to improve the operation of the state highway system.

**Finding:** The future recommended improvements identified in the IAMP provide for improvements to the local road network that enhance the operations and safety of the state system. Improvements to the local road network include Lowe Road and East Ashland Lane.

Lowe Road currently accesses the state system within approximately 50 feet of the interchange 19 southbound ramp terminal, creating an operational and safety issue. The future improvement of widening South Valley View Road calls for the concurrent realignment of Lowe Road south opposite Eagle Mill Road.

East Ashland Lane currently accesses a county road within approximately 70 feet of the interchange 19 northbound ramp terminal, creating an operational and safety issue. The future improvement of closing the East Ashland Lane access concurrent with a new connector road north to East Butler Lane, will enhance the operations and safety of the interchange.

### **Policy 2C – Interjurisdictional Transfers**

This policy provides standards for considering interjurisdictional transfers of roads and/or roadway segments between the State of Oregon and local governments.

**Finding:** The IAMP determined that the section of South Valley View Road between I-5 and OR99 was a prime candidate for consideration for interjurisdictional transfer as it primarily serves as a connector between those two highways. An interjurisdictional transfer of South Valley View Road between I-5 and OR99 has already been completed under a separate process.

Other roads within the interchange influence area are “local interest roads” that serve a low volume of traffic in a primarily rural environment and do not rise to the level of consideration for an interjurisdictional transfer.

### **Policy 2D – Public Involvement**

This policy provides standards for ensuring that citizens, businesses, regional and local governments, state agencies, and tribal governments have opportunities to have input into decisions that impact the state highway system.

**Finding:** The exit 19 IAMP process used an open and ongoing public and agency involvement process which included the City of Ashland, Department of Land Conservation and Development, Jackson County and numerous interested citizens. An integrated, interdepartmental (local and state) planning and decision-making procedure completed the public process. Public information and involvement were project priorities, as evidenced by public meetings, technical and citizens’ advisory committees, and meetings with property owners.

### **Committees**

During development of this IAMP a Technical Advisory Committee (TAC) was utilized. The TAC, which was composed of key staff members from the Oregon Department of Transportation, the Oregon Department of Land Conservation and Development, the Oregon Bridge Delivery Partners, the City of Ashland, Jackson County, and the Rogue Valley Metropolitan Planning Organization was established specifically to guide this study. The committee provided guidance on both technical issues and policy issues. A total of six TAC meetings were held during development of the IAMP.

During development of this IAMP a Citizens Advisory Committee (TAC) was utilized. The CAC was composed of citizens from the City of Ashland, Jackson County and a representative from the City of Ashland Planning Commission. The committee provided guidance on policy issues and served as the primary mechanism for public input. All CAC meetings were open public meetings. A total of six CAC meetings were held during development of the IAMP.

### **Public Meeting**

A public meeting was conducted on August 6, 2007 to introduce the project, present the goals and objectives, preliminary analysis of existing and future conditions, management

actions, and construction projects. The meeting included presentations and an open house format to answer questions of attendees.

### **Property Owner Outreach**

The Senior Transportation Planner and Oregon Bridge Delivery Partner representatives met with property owners within project limits to discuss access and gather input. Communication efforts occurred throughout planning and design and guided decisions regarding actions on individual approaches to be carried out with the project.

### **Policy 2E – Intelligent Transportation Systems**

This policy provides standards for the consideration of Intelligent Transportation Systems to improve system efficiency and safety in a cost-effective manner.

**Finding:** One of the standards for consideration of Intelligent Transportation Systems is that they should be used in “corridor and transportation system plans and [Intelligent Transportation Systems] proposals in the Statewide Transportation Improvement Program process...”

This IAMP considers a single interchange within the Rogue Valley. The IAMP study area does not include an area large enough for the consideration of Intelligent Transportation Systems. However, data and public comments from the IAMP that could influence the consideration of Intelligent Transportation Systems along the I-5 corridor were forwarded to the I-5 Rogue Valley Corridor Study.

### **Policy 2F – Traffic Safety**

This policy directs the continual improvement of safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

**Finding:** IAMP planning processes do not include education and enforcement analysis.

The IAMP preferred interchange alternative included improvements to operations and safety for all users. Traffic engineering identified a preferred lane configuration for through traffic. Providing a wide shoulder on the bridge, consistent with the Oregon Bicycle and Pedestrian Plan, for bicyclists and pedestrians. Finally, by using traffic engineering to examine different stop-control options for the northbound and southbound ramp terminals that took into account the needs of all users. Improvements to operations and safety of the interchange enhance the ability of emergency medical services’ response times.

Traffic engineering conducted for the IAMP identified future improvement recommendations that provide better safety for all users. The widening of South Valley View Road will include the addition of either wider shoulders or sidewalks and bicycle lanes, depending upon whether the area has shifted from rural to urban. The relocation of

the Lowe Road and East Ashland Lane access away from the interchange ramp terminals will enhance safety by reducing the distance between conflict points.

### **Policy 2G – Rail and Highway Compatibility**

This policy directs the improvement of safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

**Finding:** There are no railroads within the interchange influence area.

### **Goal 3: Access Management**

#### **Policy 3A – Classification and Spacing Standards**

This policy addresses the location, spacing and type of road and street intersections and approach roads on state highways. The adopted standards can be found in Appendix C of the Oregon Highway Plan. It includes standards for each highway's importance or as posted speed increases.

**Finding:** The IAMP compared existing spacing to the standards in the OHP for the specific roadways based on their classification. The interchange is located on Interstate 5, which is part of the NHS system. The IAMP includes recommendations for improvements consistent with the standards set for Interstate 5 and Local Interest Roads. Construction projects and land use changes near Interchange 19 accessing ODOT roadways will require approach permits from ODOT. The access management plan includes actions and objectives to ensure moving in the direction of access standards as prescribed in OAR 734-051 (*Highway Approaches, Access Control, Spacing Standards and Medians*).

Specifically, the future improvements and access management plan direct the relocation of Lowe Road and East Ashland Lane away from the interchange ramp terminals and in the direction of the access standards prescribed in OAR 734-051. Further, the installation of a non-traversable median barrier concurrent with the relocation of Lowe Road from the southbound ramp terminal approximately 750 feet south along South Valley View Road will render commercial accesses right-in/right-out.

#### **Policy 3B – Medians**

This policy directs the management and placement of medians and the location of median openings to enhance the safety and efficiency of the highways and support land use development patterns that are consistent with approved transportation system plans.

**Finding:** The IAMP future improvements include the installation of a non-traversable median barrier from the southbound ramp terminals south approximately 750 feet along South Valley View Road.

The installation of the median is intended to occur concurrently with the widening of South Valley View Road from three to five lanes. The widening of South Valley View Road is intended to occur when traffic volumes exceed approximately 28,000 vehicles

per day, or when the section of roadway has an ODOT Safety Priority Index System rating in the top 10 percent.

The installation of the median under the above circumstances was determined necessary to manage the safety and efficiency of commercial access points along South Valley View Road. Anticipated land uses are supported by the concurrent realignment of the local road network to provide a frontage road and full access point at a point south of the commercially-zoned area.

### **Policy 3C – Interchange Access Management Areas**

This policy addresses the need to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

**Finding:** The IAMP identifies specific measures to manage access within the interchange influence area.

The IAMP future improvements include the relocation of the access points closest to the interchange (Lowe Road and East Ashland Lane), and development of a local street network to move those access points in the direction of applicable access standards. Further, the installation of a non-traversable median from the southbound ramp terminal south approximately 750 feet along South Valley View Road renders commercial accesses near the interchange right-in/right-out.

### **Policy 3D – Deviations**

This policy provides for the management of requests for state highway approach permits that require deviations from the adopted access management spacing standards and policies.

**Finding:** This policy does not apply to the IAMP. Any deviations required for the identified future improvements will be acquired prior to construction.

### **Policy 3E – Appeals**

This policy provides for the management of appeals for denied requests for approach roads and/or deviations.

**Finding:** This policy does not apply to the IAMP. The IAMP does not prescribe alternate standards for the denial of a request for approach and/or deviation.

## **Goal 4: Travel Alternatives**

### **Policy 4A – Efficiency of Freight Movement**

This policy emphasizes the State's role in managing access to highway facilities in order to maintain functional use, safety and to preserve public investment.

**Finding:** The IAMP includes a recommended build alternative for Interchange 19 that improve safety and mobility for freight movement. The selected interchange design meets Highway Design Mobility standards with future traffic volumes and modern design

standards. The IAMP includes and Access Management Plan that maximizes capacity and improves operations at the interchange by minimizing conflicts from traffic operations at nearby driveways and intersections with nearby streets.

**Policy 4B – Alternative Passenger Modes**

This policy advances and supports alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

**Finding:** Interchange 19 is located within rural Jackson County, and serves primarily through commuter traffic between population centers to the north and south. The interchange influence area has no major attractors or generators of traffic. For those reasons, land uses and travel demands near the interchange do not support alternate travel modes.

**Policy 4C – High Occupancy Vehicle (HOV) Facilities**

This policy promotes the utilization of HOV facilities to improve the efficiency of the highway system in locates where travel demand, land use, transit, and other factors are favorable to their effectiveness.

**Finding:** Interchange 19 is located within rural Jackson County, and serves primarily through commuter traffic between population centers to the north and south. The interchange influence area has no major attractors or generators of traffic. The primary transit provider in the area, the Rogue Valley Transit District, does not use this interchange for any routes. For those reasons, interchange 19 does not justify HOV facilities.

**Policy 4D – Transportation Demand Management**

This policy supports the efficient use of the state transportation system through investment in transportation demand management strategies.

**Finding:** Interchange 19 is located within rural Jackson County, and serves primarily through commuter traffic between population centers to the north and south. The interchange influence area has no major attractors or generators of traffic. The primary transit provider in the area, the Rogue Valley Transit District, does not use this interchange for any routes. Although transportation demand management strategies were examined relative to the interchange influence area, they were found not to be applicable to interchange 19 due to the rural nature of land uses, lack of traffic attractors and generators in the area, lack of transit, and nature of through traffic.

**Policy 4E – Park-and-Ride Facilities**

This policy encourages the efficient use of the existing transportation system and seeks cost-effective solutions to the highway system’s passenger capacity through development of park-and-ride facilities.

**Finding:** Interchange 19 serves primarily through commuter traffic. However, the beginning and destination points for commuter traffic are far enough removed from interchange 19 that a park-and-ride facility is not a feasible option.

### **Goal 5: Environmental and Scenic Resources**

#### **Policy 5A – Environmental Resources**

This policy supports the natural and built environment by establish standards for the design, construction, operation and maintenance of the state highway system.

**Finding:** This policy does not apply to the IAMP, as the IAMP does not include design, construction, operation or maintenance of the state highway system. Further, the IAMP is not a “corridor plan”, as the term is used in Action 5A.17.

#### **Policy 5B – Scenic Resources**

This policy provides for scenic resources management.

**Finding:** IAMP does not include transportation facility designs, and therefore does not include transportation facility aesthetics. Further, no scenic resources were identified.

#### **Oregon Bicycle and Pedestrian Plan**

The Oregon Bicycle and Pedestrian Plan implements the Actions recommended by the Oregon Transportation Plan, guide ODOT and local governments in developing bikeway and walkway systems, explains the laws pertaining to the establishment of bikeways and walkways, fulfills the requirements of the Transportation Planning rule, and provides standards for planning, designing, and maintaining bikeways and walkways.

**Finding:** The intended function of the interchange is to safely and efficiently accommodate future vehicle, bicycle, and pedestrian traffic demands generated by population and employment growth in the region.

Interchange 19 is located in rural Jackson County, and the interchange influence area has a small population. The Oregon Bicycle and Pedestrian Plan identifies wide shoulders as an appropriate bicycle and pedestrian facility in sparsely populated rural areas. The preferred bridge design identified in the plan includes wide shoulders for bicyclists and pedestrians.

The preferred future improvement for South Valley View Road widens the road from three to five lanes. Should the road be widened, bicycle and pedestrian facilities appropriate to the surroundings may be implemented at that time.

#### **Highway Design Manual**

The Highway Design Manual (HDM) implements OHP policies and is a multi-modal design manual. Chapter 9, *Intersection and Interchange Design*, covers the design standards, guidelines, and processes for designing road approaches, signalized and unsignalized at-grade intersections, and interchanges for State Highways. Chapter 10, *Special Design Elements*, prescribes planning standards for highway facilities.

**Finding:** The HDM was used in alternatives analysis and development of the preferred bridge alternative and future improvements. The preferred bridge alternative and future improvements meet mobility performance standards prescribed in the HDM through the 2030 planning horizon.

## **Exhibit B**

### **19 Interchange Area Management Plan**

Copies of the I-5 Exit 19 Interchange Area Management Plan can be obtained by downloading it at [ftp://ftp.odot.state.or.us/outgoing/19\\_IAMP\\_OTC/](ftp://ftp.odot.state.or.us/outgoing/19_IAMP_OTC/) or contacting:

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