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## MEMORANDUM

# Technical Memorandum #5: Policy and Ordinance Amendments, Findings US 199 Corridor Plan

DATE November 14, 2022  
TO Project Management Team  
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## INTRODUCTION

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This memorandum outlines an approach for amending the State of Oregon and Josephine County’s plans and regulation to incorporate the goals, objectives, and design concepts identified in the US 199 Corridor Plan project. Recommended regulatory amendments are intended to implement project recommendations and to ensure consistency with adopted planning regulations. The memorandum also specifies implementation roles and responsibilities to clarify state and local expectations.

The US 199 Corridor Plan project provided a process to coordinate goals, regulations, and design concepts between Josephine County and the Oregon Department of Transportation (ODOT). The County has authority for land use and local street network planning while ODOT has authority to plan for highway (US 199) facility improvements and access management on the corridor. The US 199 Corridor Plan is the document that memorializes these responsibilities and actions and is recommended to be adopted by each governing body to guide the direction and actions moving forward that will implement needed upgrades to US 199.

Upon adoption, the US 199 Corridor Plan would update the County’s Transportation System Plan (RTSP) – the transportation element of the County’s Comprehensive Plan – with a focus on increasing safety on the highway corridor. Adoption of the Corridor Plan by the Oregon Transportation Commission (OTC) would ensure that this detailed refinement plan for the corridor will guide the design and location of highway improvements and future state investment.

This memorandum provides a list of recommended modifications to the Josephine *Rural Land Development Code* (RLDC) to be consistent with and implement the US 199 Corridor Plan. The RLDC recommendations are summarized below and are accompanied by draft code language provided in Attachment A.

This memorandum also provides sample adoption findings to support adoption of the Corridor Plan and the updated TSP as part of Josephine County's Comprehensive Plan.

## **JOSEPHINE COUNTY TRANSPORTATION SYSTEM PLAN AND US 199 CORRIDOR ADOPTION PROCESS**

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Josephine County completed a planning study in 2020 to update the County's Transportation System Plan (2020 TSP). The County did not officially adopt at that time due to complications resulting from the COVID-19 pandemic. The 2020 TSP will need to be adopted to ensure that transportation facilities and improvements are consistent with the planned transportation networks.

The US 199 Corridor Plan – a refinement to the 2020 TSP – would need to be adopted by the County and the State to ensure that state facilities and improvements are consistent with the planned transportation networks. The State and Josephine County should take action to adopt the recommendations of the US 199 Corridor Plan; however, the processes for each are different, as are the roles and responsibilities at each level of government. Ultimately, the Corridor Plan will be presented to the OTC for adoption as a state facility plan and an amendment to the Oregon Highway Plan (OHP). Prior to adoption by the OTC, the County, with support from ODOT, would amend local policy documents to support the US 199 Corridor Plan and to ensure consistency between the study's recommendations, local plans, and development regulations.

Upon adoption, the 2020 TSP will provide long-range guidance for transportation planning in the County and the Corridor Plan will become the planning document that governs future transportation investment in the corridor. Future changes to local plans and development requirements will need to be found consistent with the adopted TSP and Corridor Plan.

### **Josephine County**

- Josephine County will adopt the 2020 TSP prior to the end of 2022 to establish conformance with TPR requirements. Josephine County should subsequently adopt the Highway 199 Corridor Plan. If adopted, the Corridor Plan would be considered a refinement to the 2020 TSP.
- Through a separate adoption process, Josephine County should consider amending Rural Land Development Code (RLDC) to implement the recommendations of the 2020 TSP and the Highway 199 Corridor Plan as needed.
- Amendments to adopt the 2020 TSP and Highway 199 Corridor Plan as a refinement to the Josephine County Comprehensive Plan would be initiated by Planning Commission pursuant to 19.46 JCC.

## ODOT

- The corridor plan will be adopted by the OTC as a refinement to the OHP. The OTC will consider amendments once the County has adopted the plan.
- The corridor plan will be considered a refinement of the OHP once adopted.

## JOSEPHINE COUNTY POLICY AMENDMENTS

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This memorandum anticipates the 2020 TSP will be adopted as the transportation element of the Josephine County Comprehensive Plan prior to adoption of the US 199 Corridor Plan. A number of transportation Goals from the 2020 TSP were identified as relevant to achieving the Corridor Plan objectives; Goals and Objectives are in Corridor Plan Appendix A - Technical Memorandum #1: Goals and Policy Review. The 2020 TSP includes policies that achieve specific transportation goals and objectives; similarly, the Corridor Plan will include policies that provide a framework for future decisions along US 199.

Proposed policies related to US 199 planning and future improvements are provided below.

*The County and ODOT will work cooperatively to implement location-specific recommendations for different corridor segments along US 199, consistent with the US 199 Corridor Plan.*

*In locations that are not directly addressed in the US 199 Corridor Plan, future project development will be guided by systemic, corridor-wide strategies that are based on the applicable context zone as described in the plan.*

*Through the refinement planning and design phase of planned capital projects, the County and ODOT will coordinate with affected parties to balance mobility and access needs along the corridor and help minimize impacts due to right of way acquisition.*

*Through future land use permitting and approvals, the County will seek opportunities to provide alternate access to US 199, consolidate existing access points, and improve access onto the highway from parcels fronting the highway, consistent with the US 199 Corridor Plan.*

*The County will ensure that future land use decisions are consistent with and implement US 199 Corridor Plan safety objectives.*

*The County will work with ODOT to identify future grant funding for planning pilot projects to reduce speeds and enhance safety in the unincorporated rural communities of Kirby, Selma, and O'Brian. Through these long-range planning projects, the County will explore updating policy and development requirements around placemaking, land use and design, multi-modal access, and streetscape enhancements outside of the highway right-of-way.*

## JOSEPHINE COUNTY RURAL LAND DEVELOPMENT CODE RECOMMENDATIONS

Table 1 provides a list of recommended RLDC amendments that are intended to be consistent with the goals and objectives of the draft corridor plan and implement the Comprehensive Plan. Specifically, the intent of the recommended list of amendments is to ensure that the County's development regulations require future development to be consistent with and implement the planned transportation system. Corresponding recommended modifications to code requirements are provided in Attachment A.

*Table 1: Recommended Code Amendments*

#	RLDC Section	Recommended Amendment
1	19.11.030	Modify the definition of "applicant" to include a transportation agency.
2	19.81.070 Easements	Add language regarding cross-access easements. New standards for joint use access easements and maintenance agreements
3	19.81.080 Relation to Adjoining Street System	Add "transportation" to subsection C.
4	19.81.190 Standard Drive Approaches	Add access spacing requirements (reference to adopted TSP for local standards; ODOT and corridor plan for highway standards). Add authority to require driveway placement and design to accommodate joint access when spacing requirements cannot be met.

Note that the 2020 TSP includes recommended code amendments that also support Corridor Plan recommendations (see *Technical Memorandum 8: Implementing Ordinances and Code Changes* included in Attachment C). The amendments recommended in Table 1 are in addition to those proposed to support TSP implementation; both sets of recommendations should be considered by the County for adoption. Notably, code recommendations in the memo provided in Attachment C that will support implementation of the US 199 Corridor Plan include new transportation impact assessment requirements, multi-modal connectivity requirements, and shared and off-site parking requirements.

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## **ADOPTION FINDINGS**

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This memorandum includes findings in Attachment B that demonstrate the US 199 Corridor Plan is in compliance with the following:

- Statewide Planning Goals
- Oregon Highway Plan
- Oregon Transportation Plan
- Oregon Administrative Rule (OAR) 734-051

Attachment B includes draft findings to support the US 199 Corridor Plan to be compatible with the Josephine County TSP.

## ATTACHMENT A: RECOMMENDED RURAL LAND DEVELOPMENT CODE AMENDMENTS

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The following Rural Land Development Code modifications correspond to recommendations in Table 1 of *Technical Memorandum #5: Policy and Ordinance Amendments, Findings*. Recommended changes are in an adoption-ready format; text that is recommended to be added is shown as **underlined and bold**, and text recommended to be removed is shown in ~~strikeout~~.

### Chapter 19.11

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#### 19.11.030 A definitions

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“Applicant” means the property owner (or contract purchaser, attorney, **a transportation agency**, or representative holding a valid power of attorney) requesting approval of a proposed land use action by a Review or Hearing Body.

Note, alternative terminology could use any of the following:

- a public agency with condemnation rights
- a government entity dealing with transportation projects
- a public agency that has the right to possess property under ORS Chapter 35
- a public utility or transportation agency when dealing with land involving the location of facilities necessary for public services
- a public utility or transportation agency, when dealing with land involving the location of facilities necessary for public services.

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### Chapter 19.81 ACCESS STANDARDS

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#### 19.81.070 Easements.

**A.** Easements for public facilities, public or private utilities, slopes, drainage, etc., shall be dedicated wherever necessary. The Review Body may require the developer to acquire and dedicate easements on adjoining property when necessary to protect the public health, safety, and general welfare. Private road easements shall be described by deed and shall not serve more than four lots.

**B. Where the County approves a joint use driveway pursuant to Section 19.81.190, the property owners shall record an easement with the deed allowing joint use of and cross access between adjacent properties. The owners of the properties agreeing to joint use of the driveway shall record a joint maintenance agreement with the deed, defining maintenance responsibilities of property owners. The applicant shall provide a fully executed copy of the agreement to the County for its records, but the County is not responsible for maintaining the driveway or resolving any dispute between property owners.**

#### 19.81.080 Relation to adjoining street system.

A. Applicants for a subdivision, partition, replat, property line adjustment, planned unit development subdivision or site plan review shall provide for the continuation of the principal streets existing in adjoining subdivisions or for their proper projection when the adjoining property is not subdivided. The streets shall be a width not less than the minimum requirements for streets set out in JCC 19.81.130(A) and 19.81.200(F).

B. Where, in the opinion of the Review Body, topographic conditions make the continuation or conformity impractical with the existing, principal streets, an exception may be made **concurrent with County approval of a joint use driveway pursuant to Section 19.81.190.**

C. Where an adopted **transportation, access management,** neighborhood, area, or rural community plan is in place, the subdivision partition, replat, property line adjustment, or planned unit development subdivision shall conform to the adopted plan.

D. Where the plat submitted covers only a part of the developer's tract, a drawing of the prospective future street system on the part submitted shall be considered in light of its conformity to the street system of the entire tract.

E. Loop road systems are to be provided where possible in order to provide more than one route for traffic in the case of an emergency. Cul-de-sac roads are to be kept as short as practical to facilitate better emergency access.

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19.81.190 Standard drive approaches.

~~Standard drive approaches shall be installed pursuant to design standards administered by the Director of Public Works.~~ **Approaches and driveways shall conform to all the following development standards.**

**A. Approach and driveway development standards. Approaches and driveway shall conform to all the following development standards.**

**1. The number of approaches on higher classification streets (e.g., collector and arterial streets) shall be minimized; where practicable, access shall be taken first from a lower classification street.**

**2. Approaches shall conform to the spacing standards in Subsection B below.**

**3. Where the spacing standards of the roadway authority limit the number or location of connection to a street or highway, the County may require a driveway to extend to one or more edged of a parcel and be designed to allow for future extension and inter-parcel circulation as adjacent properties develop. The County may also require the owner(s) to record an access easement for future joint use of the approach and driveway as the adjacent property(ies) develop(s).**

**4. Construction of approaches along acceleration or deceleration lanes, and along tapered (reduced width) portions of the roadway, shall be avoided; except where no reasonable alternative exists and the approach does not create safety or traffic operation concern.**

**5. Where a new approach onto a state highway or a change of use adjacent to a state highway requires ODOT approval, the applicant is responsible for obtaining ODOT approval. The County may approve a development conditionally, requiring the applicant first obtain required ODOT permit(s) before commencing development, in which case the County will work cooperatively with the applicant and ODOT to avoid unnecessary delays.**

**6. Where an approach or driveway crosses a drainage ditch, canal, railroad, or other feature that is under the jurisdiction of another agency, the applicant is responsible for obtaining all required approvals and permits from that agency prior to commencing development.**

**7. Where a proposed driveway crosses a culvert or drainage ditch, the County may require the developer to install a culvert extending under and beyond the edges of the driveway on both sides of it, pursuant to applicable public works design standards.**

**B. Approach Separation from Street Intersections. Except as provided in Section A above, or as required to maintain street operations and safety, the minimum distances shall be maintained between approaches and street intersections, consistent with the access spacing requirements in Section 206 of the Josephine County Public Work Design and Construction Standards and Specifications.**

**C. Exceptions and Adjustments. The County may approve adjustments to the spacing standards in Subsection B where an existing connection to a County street does not meet the standards of the roadway authority and the proposed development moves in the direction of compliance. The County, through quasi-judicial review procedure, may approve deviation to the spacing standards on roads under the County's jurisdiction where it finds that mitigation measures, such as consolidated access, joint use driveways, directional limitation, turning restrictions, or other mitigations alleviate traffic operation and safety concerns.**

**D. Joint Use Access Easement and Maintenance Agreement. Where the County approves a joint use driveway, the property owner(s) shall record an easement with the deed allowing joint use of the driveway. The owner(s) of the property(ies) agreeing to joint use of the driveway shall record a joint maintenance agreement with the deed, defining maintenance responsibilities of property owners. The applicant shall provide a fully executed copy of the agreement to the County for its records, but the County is not responsible for maintaining the driveway or resolving any dispute.**

**E. Access to state highways shall comply with Oregon Administrative Rule (OAR) 734-051 Division 51 procedures, standards, and approval criteria used by the Oregon Department of Transportation to govern highway approach permitted and access management.**



## ATTACHMENT B: JOSEPHINE COUNTY ADOPTION FINDINGS

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This attachment provides sample findings to support local adoption of the Corridor Plan as part of Josephine County's Comprehensive Plan and a refinement to the County's TSP. findings demonstrate the action's compliance with applicable policies and requirements in the following:

- Statewide Planning Goals
- Oregon Transportation Plan
- Oregon Highway Plan
- Oregon Administrative Rule (OAR) 734-051

### Statewide Land Use Goals

*Goal 1: Citizen Involvement.* To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

**Finding:** The US 199 Corridor Plan planning process provided an opportunity for stakeholders, businesses, and residents along the corridor to participate in exploring transportation and safety solutions. The Project Management Team (PMT), comprised of ODOT and County Staff and consultants, engaged Josephine County and the Project Advisory Committee (PAC) at key stages of the corridor plan development. Engagement with the general public included sharing information via the project website and virtual open houses. Public engagement consisted of three PAC meetings that were open to the public; two virtual open house events; and on-going opportunities for people to subscribe to receive project updates, review materials, and submit comments on the project website.

*Goal 2: Land Use Planning.* To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

**Finding:** Preliminary tasks in the development of the US 199 Corridor Plan included a thorough review and analysis of relevant state, regional, and local planning documents (see Appendix A - Technical Memorandum #1: Goals and Policy Review). This review identified how the existing policy framework, as documented in adopted documents, influences planning in the US 199 corridor and helped to establish a planning process and policy framework for future decisions on the corridor (see Chapter 4, Implementation Recommendations). .

The US 199 Corridor Plan was prepared jointly by Josephine County and ODOT, and coordination between the two agencies took place routinely throughout the planning process. This coordination occurred through regularly scheduled PMT meetings and coordination between the County, ODOT and the project's consultants on an as-needed basis. The County will continue to coordinate with ODOT on development activity and land use actions within the highway corridor.

ODOT provided direction to the PMT throughout the process of developing the Corridor Plan to ensure compliance with applicable rules. This findings document provides findings of compliance with applicable provisions of the Oregon Transportation Plan (OTP) and Oregon Highway Plan (OHP) to ensure consistency of the proposed amendment with the existing policy framework.

*Goal 9: Economic Development. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**Finding:** The US 199 highway provides a direct connection between Grants Pass, Interstate 5, and the California state border. The highway also provides access to several unincorporated communities in the County that lie along the corridor. Planned improvements, once implemented, would ensure the highway facility can continue to operate at acceptable mobility levels and are intended to increase safety throughout the corridor. Components of the identified improvements will support existing and planned commercial uses in the unincorporated communities by providing a safer connection between communities and to Grants Pass.

The existing safety concerns along the corridor negatively impact the mobility of freight and passenger vehicles through the region. Businesses in the immediate area are directly impacted by the when accidents occur, impeding the movement of freight and deterring customers or preventing access. Proposed improvements recommended by the Corridor Plan will address identified safety concerns to the benefit of local businesses and goods movement.

*Goal 11: Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

**Finding:** Goal 11 addresses needed public facilities and services, including transportation. Approval of the US 199 Corridor Plan will signal the County's support of the solutions documented in the plan to improve a transportation facility that is vital for urban and rural uses in the County. The US 199 Corridor Plan will refine the County's Transportation System Plan to address the safety concerns within the corridor. The Corridor Plan establishes strategies and site-specific improvements that will improve corridor safety and ensure the facility continues to operate at acceptable levels.

*Goal 12: Transportation. To provide and encourage a safe, convenient, and economic transportation system.*

*OREGON ADMINISTRATIVE RULE (OAR) 660-0012: The Transportation Planning Rule (TPR), Oregon Administrative Rule 660, Division 12, defines how to implement Statewide Planning Goal 12 and outlines the necessary elements of a local Transportation System Plan (TSP). The overall purpose of the TPR is to provide and encourage a safe, convenient, and economic transportation system. The TPR directs TSPs to integrate comprehensive land use planning with transportation needs and to*

*promote multi-modal systems that make it more convenient for people to walk, bicycle, use transit and drive less.*

**Finding:** The adoption of the Corridor Plan improvements will ensure that the corridor operates safely and efficiently in the future. Plan development was guided by the following principle: “Reduce crash risk and provide convenient access for all road users in support of residents as well as the local, regional, and state economy.” The overall objectives of the Corridor Plan are to reassess transportation deficiencies identified in the Josephine County TSP related to safety, operations, and people walking and biking; develop cost-effective solutions to reduce crash risk and improve access for all road users; and provide a policy framework for US 199’s performance

Chapter 2 of the Corridor Plan identifies corridor-wide strategies that can be implemented throughout the corridor that are applicable within different context zones. Chapter 3 of the Corridor Plan identifies location-specific recommendations that would apply different treatments to improve the overall safety and efficiency of the corridor. Chapter 4 presents systemic and policy recommendations for ODOT and the County to undertake to further implement the Corridor Plan after adoption. In adopting the Corridor Plan as a refinement to the TSP, the County is adopting updated policy statements specifically related to US 199 planning and future improvements.

## Oregon Transportation Plan

*Policy 1.2 – Equity, Efficiency and Travel Choices. It is the policy of the State of Oregon to promote a transportation system with multiple travel choices that are easy to use, reliable, cost-effective and accessible to all potential users, including the transportation disadvantaged.*

**Finding:** The Corridor Plan identifies improvements that enhance mobility and safety for roadway users in the corridor. Chapter 2 of the Corridor Plan identifies several corridor-wide strategies to meet the plan’s objectives. These include improvements that help identify community limits, distinguishing where a change in driver behavior is warranted and reinforcing contextual changes and speed reduction within unincorporated communities. Also, Implementation of plan projects will provide facilities for people walking and biking along and across the highway in unincorporated communities, as well as encouraging slower speeds in transition areas adjacent to unincorporated communities.

The Corridor Plan will support transit ridership as well. Chapter 3 includes recommendations for evaluating transit stop locations and installing transit signs and amenities in specific corridor segments. These improvements are planned in corridor segments 1, 2, 4, and 13.

The Corridor Plan will also support pedestrian and bicyclist safety and accessibility throughout the corridor. Chapter 3 includes pedestrian safety improvement recommendations in specific corridors. Safety improvements include shared-use paths, curbed sidewalks, pedestrian crossings, pedestrian-scaled lighting, and roadway bicycle facilities. Some or all of these types of safety improvements are identified in segments 4, 9, 12, 13, 14, 15, and 16.

The Corridor Plan includes implementation recommendations to guide future actions, post adoption. These implementation recommendations identify actions for the County and ODOT to take and includes coordination with a variety of agencies on educational activities to raise awareness about safe driving behaviors.

*Policy 2.1 – Capacity and Operation Efficiency. It is the policy of the State of Oregon to manage the transportation system to improve its capacity and operational efficiency for the long term benefit of people and goods movement.*

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

**Finding:** The type, condition, and performance of facilities that provide transportation for people, goods, and services is documented in Technical Memorandums #2 (Baseline Inventories) and #3 (Transportation System Conditions).

The Corridor Plan recommends increasing maintenance activities within the corridor to keep the facility in good repair while also maintaining or improving safety. Maintenance activities include replacing signage, delineators, recessed pavement markings, and striping.

It also identifies corridor-wide strategies that are designed to preserve and maintain the transportation network. This includes improving visibility and evaluating access management opportunities at roadway curvatures, intersections, and driveways. Chapter 3 identifies specific areas where these improvements are recommended, including in segments 2, 3, 4, 9, 10, 12, 13, 14, 15, 16, and 17.

*Policy 3.1 – An integrated and efficient freight system. It is the policy of the State of Oregon to promote an integrated, efficient and reliable freight system involving air, barges, pipelines, rail, ships, and trucks to provide Oregon a competitive advantage by moving goods faster and more reliably to regional, national and international markets.*

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

**Finding:** US 199 is designated as a Statewide Highway and a Freight Corridor. The improvements identified in the Corridor Plan are consistent with the objectives of this facility's highway functional classification, which is to provide safe and efficient, high-speed, continuous-flow operation.

The existing safety concerns along the corridor negatively impact the mobility of freight and passenger vehicles through the region. When accidents occur, businesses in the immediate area are directly impacted, as is the through- movement of freight. Proposed improvements associated with the Corridor Plan will address the identified safety concerns to the benefit of local businesses and goods movement.

The Corridor Plan recommends coordination with the freight industry when designing and securing funding to implement capital improvements. It recognizes the need to maintain freight mobility as improvements are constructed, particularly construction projects that may reduce the freight vehicle-carrying capacity.

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

**Finding:** Improving pedestrian and bicycle networks is generally considered to provide the greatest benefit for encouraging non-auto trips, thereby minimizing energy consumption and air quality impacts. The Corridor Plan identifies pedestrian and bicycle improvements that enhance safety and efficiency of non-motorized travelling.

As noted in the finding to Policy 1.2, Chapter 2 of the Corridor Plan identifies several corridor-wide projects that would provide facilities for people walking and biking along and across the highway in unincorporated communities, as well as encourage slower speeds in transition areas adjacent to unincorporated communities.

The Corridor Plan will support pedestrian and bicyclist safety and accessibility throughout the corridor. Chapter 3 includes pedestrian safety improvement recommendations in specific corridors. Safety improvements include shared-use paths, curbed sidewalks, pedestrian crossings, pedestrian-scaled lighting, and roadway bicycle facilities. Segments where some or all of these types of safety improvements include segments 4, 9, 12, 13, 14, 15, and 16.

The Corridor Plan acknowledges the need to factor in environmental impacts and mitigation when developing detailed cost estimates during project design development. This is particularly relevant in corridor segments where environmental constraints exist, and the development impacts will need to be factored and mitigated for during project design and construction. Notably, the Applegate River and bridge will require environmental evaluation to determine specific impacts and appropriate mitigation when project designs are developed. Similar considerations are identified for natural features like creeks and rivers in segments 3 and 11.

*Policy 5.1 – Safety. It is the policy of the State of Oregon to continually improve the safety and security of all modes and transportation facilities for system users including operators, passengers, pedestrians, recipients of goods and services, and property owners.*

**Finding:** The guiding principle of the Corridor Plan is to reduce crash risk and provide convenient access. Transportation alternatives for the corridor were developed and evaluated to address transportation needs based on current and future transportation conditions, including traffic operation and safety performance. The Corridor Plan included a detailed analysis of the corridor's operations and safety (see Appendix B – Technical Memorandum #2: Baseline Inventories and Appendix C – Technical Memorandum #3: Transportation System Conditions). This includes an analysis of reported crash data to understand safety performance and concerns along the corridor.

The Corridor Plan identifies corridor-wide strategies that are intended to improve safety performance for motorized users by increasing the ability of a user to recover after leaving a lane; reducing the risk of hitting an object; reducing the severity of a crash by reducing speed; and increasing awareness of potential conflicts such as intersections and driveways. In addition, the Plan also identifies a need for education and enforcement programs. These programs should be used in conjunction with infrastructure changes to encourage safe travel behavior and can inform Josephine County's future policies updates and actions.

The Corridor Plan also identifies transportation improvement projects in corridor segments to address safety and mobility needs. These include a mixture of maintenance practices, low-cost signage and striping recommendations, and larger capital improvement projects. The specific locations where these strategies are recommended can be found in Chapter 3 of the Corridor Plan. Relative priorities are identified for the corridor-specific improvements based on the historical crash frequency and severity. These include segments 4, 5, 15, 16, and 17.

*Policy 7.1 – A Coordinated Transportation System. It is the policy of the State of Oregon to work collaboratively with other jurisdiction and agencies with the objective of removing barriers so the transportation system can function as one system.*

**Finding:** Josephine County and ODOT cooperatively undertook the development this long-range plan. The County's adoption of the plan as a refinement to the adopted TSP memorializes the County's support of the recommendations in the Corridor Plan. Ultimately, the Corridor Plan will be adopted by the Oregon Transportation Commission as an amendment to the Oregon Highway Plan to guide ODOT's corridor investments. Through refinement planning and the design phase of planned capital projects, the County and ODOT will continue to coordinate to balance mobility and access needs along the corridor and help minimize impacts due to right-of-way acquisition.

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

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

**Finding:** The Corridor Plan planning process included several opportunities for public involvement and input as described in the findings for Statewide Goal 1 of this report. Information regarding the planning process was made available through the project's website. Two virtual open house events were held where the public could learn about the project at key stages of the planning process and provide input. There were also on-going opportunities for people to subscribe to receive project updates, review materials, and submit comments on the project website.

## Oregon Highway Plan

*Policy 1A (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.*

*Policy 1C (State Highway Freight System) states the need to balance the movement of goods and services with other uses.*

**Finding:** The US 199 Corridor is regulated according to a functional classification that establishes its primary function (moving people across the state, regions, or providing access to local destinations) and regulates access management (standards to minimize the number of access points onto highways to preserve capacity). Access management for State facilities is outlined in OAR 734-051; spacing standards are dependent upon several variables, including average annual daily traffic volumes, posted speed, and functional classification.

US 199 is designated as a Statewide Highway and a Freight Corridor. The improvements identified in the Corridor Plan were selected to facilitate operations consistent with the highway's functional classification - for Statewide Highways this is to provide safe and efficient, high-speed, continuous-flow operation.

*Policy 1B (Land Use and Transportation) recognizes the need for coordination between state and local jurisdictions.*

**Finding:** As has been described previously, and particularly in response to Statewide Goals 1 and 2 and OTP Policy 7.1, development of the Corridor Plan involved close coordination between County, ODOT, and other affected stakeholders.

Technical Memorandum 2, Baseline Inventories, reviews the demographics, land uses, and development patterns in the corridor (Appendix B – Technical Memorandum #2: Baseline Inventories). These inventories helped identify needs and develop projects for the Corridor Plan.

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

**Finding:** The Corridor Plan summarizes the existing and future mobility conditions for key intersection from the Josephine County TSP (see Appendix C - Technical Memorandum #3: Transportation System Conditions). The intersections in the corridor will have sufficient capacity for the anticipated traffic growth by the year 2040 and will meet mobility targets.

*Policy 1G (Major Improvements) requires maintaining performance and improving safety by improving efficiency and management before adding capacity. ODOT works with regional and local governments to address highway performance and safety.*

**Finding:** Transportation analysis revealed no roadway or intersection capacity issues are anticipated within the planning horizon (see Appendix C - Technical Memorandum #3:

Transportation System Conditions). Performance and safety improvements to enhance roadway efficiency are addressed in Chapters 2 and 3 in the Corridor Plan. Many of these projects include intersection improvements that will mitigate the need for adding capacity while addressing safety issues.

*Policy 2B (Off-System Improvements) helps local jurisdictions adopt land use and access management policies.*

**Finding:** The Corridor Plan identifies a corridor-wide strategy to evaluate access management opportunities for intersection and driveways throughout the corridor. This includes evaluating opportunities for access consolidation, access control, and/or new frontage roads to minimize the number of conflict points on the highway.

Chapter 3 identifies location specific recommendations, including areas to conduct an access management plan that will explore opportunities for access consolidation. This includes locations in segments 2, 3, 4, 9, 10, 12, 13, 14, 15, and 16.

*Policy 2F (Traffic Safety) improves the safety of the highway system.*

**Finding:** As described in the response to OTP Policy 5.1, the guiding principle of the Corridor Plan is to reduce crash risk and provide convenient access. Transportation alternatives for the corridor were developed and evaluated to address transportation needs based on current and future transportation conditions, including traffic operation and safety performance. The Corridor Plan includes a detailed analysis of the corridor's operations and safety conditions (see Appendix B – Technical Memorandum #2 Baseline Inventories and Appendix C – Technical Memorandum #3: Transportation System Conditions). This includes an analysis of reported crash data to understand safety performance and concerns along the corridor.

The Corridor Plan identifies corridor-wide strategies that are intended to improve safety performance for motorized users by increasing the ability of a user to recover after leaving a lane, reducing the risk of hitting an object, reducing the severity of a crash by reducing speed, and increasing awareness of potential conflicts such as intersections and driveways. In addition, the Plan also identifies a need for education and enforcement programs, which should be used in conjunction with infrastructure changes to encourage safe travel behavior.

The Corridor Plan also identifies transportation improvement projects in corridor segments to address safety and mobility needs. These include a mixture of maintenance practices, low-cost signage and striping recommendations, to larger capital improvement projects. The specific locations where these strategies are recommended can be found in Chapter 3. The Plan identifies relative priorities among the corridor-specific improvements based on the historical crash frequency and severity. These include segments 4, 5, 15, 16, and 17.

*Policy 3A (Classification and Spacing Standards) sets access spacing standards for driveways and approaches to the state highway system.*



**Finding:** As described in OHP Policy 2B findings of the, the Corridor Plan identifies a corridor-wide strategy to evaluate access management opportunities for intersection and driveways throughout the planning area. This includes evaluating opportunities for access consolidation, access control, and/or frontage roads to minimize the number of conflict points in the highway.

Chapter 3 identifies location specific recommendations, including areas where a process to undertake an access management plan should be undertaken to explore opportunities for access consolidation. This includes opportunities in segments 2, 3, 4, 9, 10, 12, 13, 14, 15, and 16.

*Policy 4A (Efficiency of Freight Movement) It is the policy of the State of Oregon to maintain and improve the efficiency of freight movement on the state highway system and access to intermodal connections. The State shall seek to balance the needs of long distance and through freight movements with local transportation needs on highway facilities in both urban areas and rural communities.*

**Finding:** As documented in the findings to OHP Policy 1C and OTP Policy 3.1, US 199 is designated as a Statewide Highway and a Freight Corridor. The improvements identified in the Corridor Plan were selected to continue facilitating the highway functional classification, which is to provide safe and efficient, high-speed, continuous-flow operation.

The existing safety concerns along the corridor negatively impact the mobility of freight and passenger vehicles through the region. Businesses in the immediate area are directly impacted by the when accidents occur, which also impedes the movement of goods and freight. Implementation of proposed plan improvements will address the identified safety concerns to the benefit of local businesses and goods movement.

The Corridor Plan recommends coordination with the freight industry when designing and securing funding to implement capital improvements. The Corridor Plan recognizes the need to maintain freight mobility as improvements are constructed, particularly ones that may reduce the freight vehicle-carrying capacity.

## **Oregon Administrative Rule (OAR) 734-051**

Division 51 establishes procedures, standards, and approval criteria used by ODOT to govern highway approach permitting and access management consistent with Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), statewide planning goals, acknowledged comprehensive plans, and the Oregon Highway Plan (OHP).

OAR 734-051 policies address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure safe and efficient operation of the highway;
- The purpose and components of an access management plan; and

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

**Finding:** As described in the finding to Policy 2B and 3A of the OHP, the Corridor Plan identifies a corridor-wide strategy to evaluate access management opportunities for intersection and driveways throughout the corridor. This includes evaluating opportunities for access consolidation, access, control, and/or frontage roads to minimize the number of conflict points in the highway.

Chapter 3 identifies location-specific recommendations, including areas to conduct an access management plan that will explore opportunities for access consolidation. Opportunities to more specifically address access through an access management plan are identified for segments 2, 3, 4, 9, 10, 12, 13, 14, 15, and 16. ODOT must follow the OAR Chapter 731, Division 511 procedures, standards, and approval criteria that govern highway access management and approach permitting.

## Local Ordinance Review

19.46.040 Plan amendment review criteria.

*A. Amendments to a plan and zone map shall demonstrate compliance with all applicable statewide and County goals and policies.*

**Finding:** Findings are provided for all applicable statewide goals and policies in this findings document. This criterion is met.

*B. Requests involving changes for lands from a resource designation to a nonresource designation shall either comply with statewide exception criteria contained in ORS 197.732, and as implemented in OAR Chapter 660-004 or demonstrate the land is nonresource pursuant to the criteria contained in JCC 19.46.050.*

**Finding:** The proposed action is for the adoption of the US 199 Corridor Plan. It does not include a request for a comprehensive plan zone change from resource land to a non-resource land. This criterion is not applicable.

*C. Requests involving changes to the plan and/or zone maps shall demonstrate the land has adequate carrying capacity to support the densities and types of uses allowed by the proposed plan and zone designations. The adequacy of carrying capacity, at a minimum, shall be evaluated using the criteria listed below. The criteria are to be considered together to determine whether the geography of the land is suited to support the kind of development associated with the proposed designations. With the exception of subsection (C)(1) of this section, the application of any one criterion is not intended to be determinative of carrying capacity alone, unless the Review Body finds the importance of a specific benefit or detriment associated with the criterion overrides the consideration of other criteria. Nevertheless, in order to determine the adequacy of carrying capacity, the analysis must consider and address all of the listed criteria in relationship to one*

*another. Sites may be altered to achieve adequate carrying capacity, but as alterations become more extensive, technical or difficult to perform or maintain, the greater the burden of proof shall be on the applicant to demonstrate compliance with the following criteria:*

**Finding:** This land use action is for the adoption of the US 199 Corridor Plan, a refinement plan to the County's TSP, which is the transportation element of the adopted Comprehensive Plan. It does not include a request for a change to a plan or zone map. This criterion is not applicable.

*D. The density and types of uses authorized by the proposed plan and zoning designations are appropriate based on the requirements of subsections (D)(1) and (2) of this section:*

**Finding:** This land use action is for the adoption of the US 199 Corridor Plan, a refinement to the County's TSP. It does not include a request to change to a plan or zone map and therefore is not requesting a change to authorized uses in the corridor. This criterion is not applicable.

*E. Requests involving changes to the plan and/or zone maps within established exception areas shall demonstrate the change complies with the criteria contained in OAR 660-004-0018 governing plan and zone changes within exception areas.*

**Finding:** This land use action is for the adoption of the US 199 Corridor Plan, a refinement to the County's TSP. It does not include a request to change a plan or zone map within an established exception area. This criterion is not applicable.

## **ATTACHMENT C: TECHNICAL MEMORANDUM 8 – IMPLEMENTING ORDINANCES AND CODE CHANGE, JOSEPHINE COUNTY TSP**

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TM8 Implementing  
Ordinances and Coc