



MEMORANDUM

Date: April 15, 2015

Project #: 18018.0

To: Mike Kuntz, Jackson County

CC: Allie Coates, Oregon Department of Transportation, Region 3

From: Matthew Bell and Susan Wright, P.E. Kittelson & Associates, Inc.

Project: Jackson County Transportation System Plan (TSP) Update

Subject: Draft Tech Memo #1: Goals and Objectives (Subtask 3.1)

PURPOSE AND INTRODUCTION

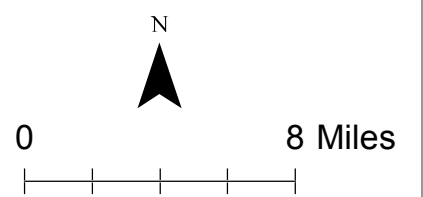
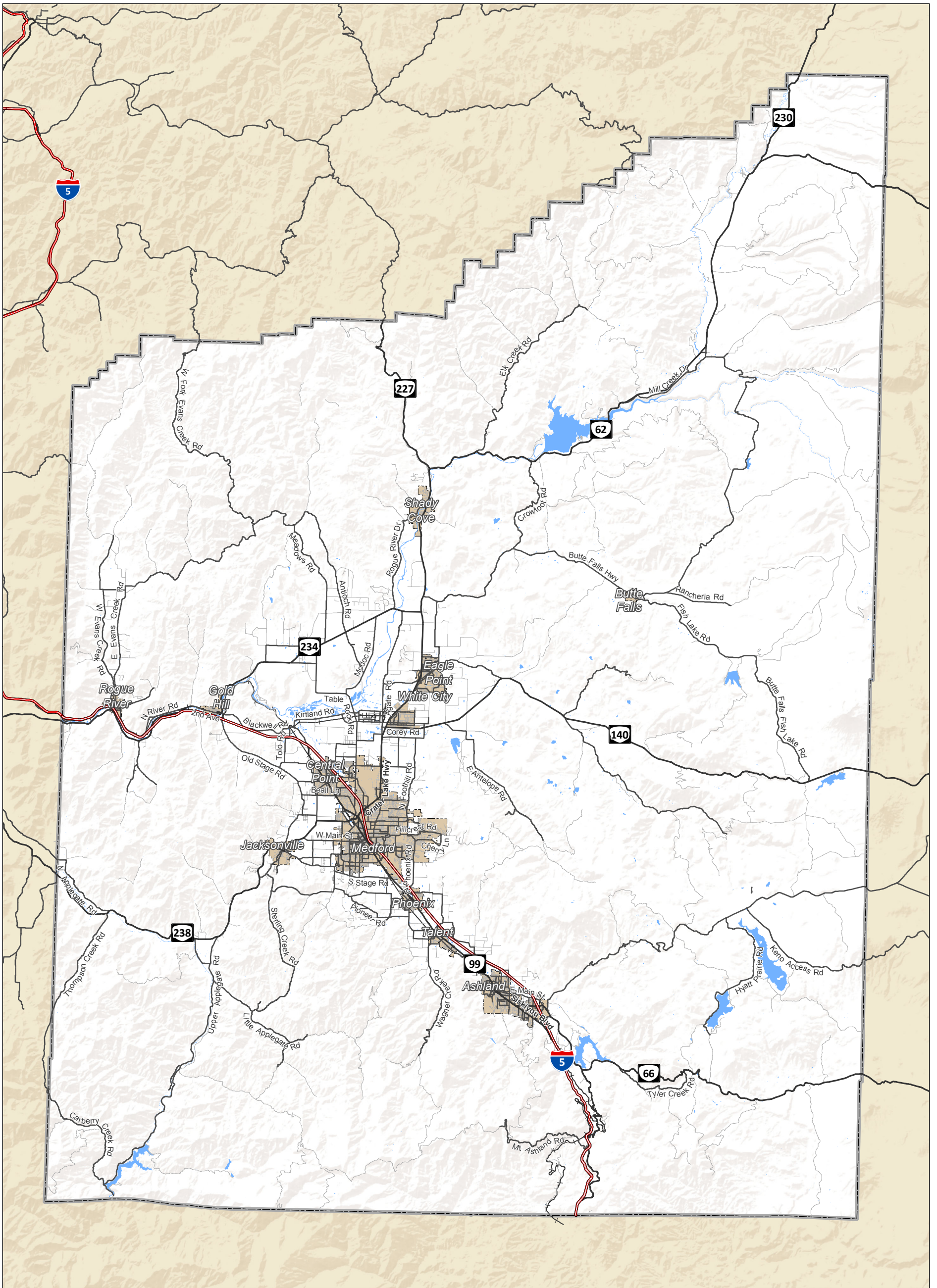
This memorandum 1) presents draft goals and objectives for the Jackson County Transportation System Plan (TSP) update, 2) provides a policy context for the plan including standards, compliance, and coordination issues with other land use and transportation plans in the study area, and 3) provides a funding forecast to consider in development of the plan.



The project study area consists of the unincorporated areas of Jackson County, with an emphasis on the County's arterial and collector streets. Figure 1 illustrates the study area.

PROBLEM STATEMENT

Jackson County has undergone several changes since adopting its current TSP in 2005. Most significantly, the current TSP was adopted at a time when Oregon & California (O & C) timber revenues were high and the TSP assumptions anticipated they stay that way. O & C timber revenues are now all but gone, and are anticipated to remain around five percent of previous levels for the foreseeable future. The loss of the O & C timber revenues has changed the way Jackson County looks at every transportation decision. The County needs the TSP to reflect these differences in funding and decision making.

In addition, with the ever increasing speed of technology and the tight economic climate, both citizens and businesses are demanding that local government be more responsive to public needs and opportunities. For example, the public is becoming more demanding regarding bicycle and pedestrian facilities in the rural areas and the County needs the TSP to define related priorities and policy so they



-  City Boundaries
-  County Boundary

Study Area
Jackson County, OR

Figure
1

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can respond in a timely fashion. The County needs to maximize flexibility and responsiveness with the TSP, to the extent allowed by law.

Further, the project list included in the current TSP is out of date. Many projects have been built and some are no longer a priority due to changes in traffic patterns, land use assumptions and available budget. The inventory of existing transportation facilities needs updating and a fresh look at capacity issues for both intersections and road segments is needed. A full project update using fresh data within the new financial parameters is required. The TSP also needs to be updated to be consistent with the recently adopted 2013-2038 Rogue Valley Regional transportation Plan (RTP).

GOALS AND OBJECTIVES

The TSP goals and objectives will help guide the update process and serve as a basis for the development and evaluation of transportation system alternatives and the selection of a preferred alternative. The evaluation criteria associated with the goals and objectives will be used to compare, select, and prioritize projects for the TSP update.

The goals and objectives presented below are based on an evaluation of the goals in the 2005 Jackson County and White City TSPs and on direction provided by County and Oregon Department of Transportation (ODOT) staff. The evaluation criteria were developed to provide a qualitative process to evaluate alternatives based on the TSP goals and objectives

2005 TSP Goals

The 2005 Jackson County TSP includes three goals to achieve the desired outcomes for the transportation system, including Livability, Modal Components, and Integration. Each goal is followed by a number of policies and strategies. The policies provide direction for accomplishment of the goals and have the force of law. The strategies guide actions to address the policies.

The livability goal ensures that the County will develop and maintain a safe multi-modal transportation system capable of meeting the diverse transportation needs of Jackson County while minimizing adverse impacts to the environment and to the County's quality of life. The Modal Component Goal ensures that the County will plan an integrated transportation system that maintains existing facilities and responds to the changing needs of Jackson County by providing effective multi-modal transportation options. The Integration Goal ensures that the County will achieve the livability and modal elements goals by integrating land use planning, system financial planning, environmental planning and application of policies to address transportation needs in specific locations.

Proposed TSP Update Goals

The 2005 TSP goals were reviewed and refined to align with existing County policies and the changing economic climate and priorities established today. As a result, the following four goals are proposed to

help guide the development of the Jackson County TSP update, including Safety, Access, Integration, and Economic Development.

1. Safety: Ensure a safe and efficient transportation system for all users in a state of good repair.
2. Access: Expand affordable, accessible, multimodal options to better connect all users of the transportation system to jobs and services.
3. Integration: Integrate land use, financial, and environmental planning to promote strategic transportation investments.
4. Economic Development: Build and maintain the transportation system to support economic vitality in the County.

The Safety goal recognizes the importance of a safe transportation system that is reliable and in a state of good repair. The access goal focusses on providing a transportation system available to all users, regardless of mode or economic status. The integration goal ensures compatibility with local and regional plans or programs while addressing other factors affecting transportation and land use. Finally, the economic development goal seeks to leverage the transportation system as a catalyst for economic vitality in the County.

An underlying goal of the TSP update is to satisfy the requirements of the OAR 660-012, or the Transportation Planning Rule (TPR). This includes compliance with Title VI (civil rights) requirements and collaborating with plan area residents and transportation users through the County Planning Commissions, County Board of Commissioners, public open houses, key participant workshops, and the public website. It also includes ensuring compliance with the TSP content requirements of the TPR and consistency with the Oregon Transportation Plan (OTP), Oregon Highway Plan (OHP), adopted local, regional and state plans, and ODOT's TSP guidelines.

Objectives

The following objectives were developed based on the Goals for the TSP update.

Goal #1: Safety Objectives

- 1A. Develop a multi-modal transportation system that incorporates safety and operational improvements for bicyclists and pedestrians.
- 1B. Reduce the number of fatal and serious crashes in the plan area by 50% over the next 20 years.
- 1C. Reduce the frequency of bicycle and pedestrian related crashes in the plan area by 50% over the next 20 years.
- 1D. Meet applicable County and/or State operational performance measures.

- 1E. Preserve and maintain the existing transportation system in a state of good repair.
- 1F. Improve the safety and operational components to roads not meeting width or horizontal or vertical alignment standards.

Goal #2: Access Objectives

- 2A. Design transportation facilities that provide mode choices and accommodate all users of the transportation system.
- 2B. Develop an integrated transportation system that improves connectivity across multiple modes.
- 2C. Increase availability of transit service to target populations.
- 2D. Consider impacts and transportation affordability to low income or minority populations when assessing the impacts of transportation infrastructure projects.

Goal #3: Integration Objectives

- 3A. Develop transportation investments in coordination with local land use, comprehensive and regional plans.
- 3B. Encourage strong community involvement throughout the planning process.
- 3C. Prioritize transportation projects that provide the most benefit for the cost.
- 3D. Maintain and develop an environmentally sensitive transportation system.
- 3E. Incorporate new technologies to enhance the transportation system and extend the useful life of the existing facilities.

Goal #4: Economic Development Objectives

- 4A. Improve the movement of goods and delivery of services throughout the County while balancing the needs of all users with a variety of travel modes.
- 4B. Prioritize efficient freight movement on identified freight routes.
- 4C. Ensure adequate capacity for future travel demand and minimize travel times.
- 4D. Identify lower cost alternatives or provide funding mechanisms for transportation improvements necessary for development to occur.
- 4E. Program transportation improvements to facilitate the development of desired land uses.

Evaluation Criteria

The following evaluation criteria were developed based on the goals and objectives for the TSP update. The evaluation criteria will help assess the progress towards each goal.

Goal #1: Safety Evaluation Criteria

- 1C1. Number of conflict points or barriers between all modes of travel including crossing points for pedestrians and bicyclists along major arterials.
- 1C2. Intersection visibility and sight distances available to motorists, pedestrians, and bicyclists at intersections and key decision points.
- 1C3. Estimated number of fatal and serious injury crashes.
- 1C4. Estimated number of bicycle and pedestrian related crashes.
- 1C5. Percent of facilities meeting applicable operational performance measures.
- 1C6. Impact on emergency response time.
- 1C7. Percentage of acceptable pavement conditions based on roadway classification or extended lifespan of pavement.

Goal #2: Access Evaluation Criteria

- 2C1. Impact of transportation projects on low income and minority populations
- 2C2. Miles of designated facilities (on-street and off-street) for bicyclists and pedestrians provided.
- 2C3. Potential impact on bicycle and pedestrian volumes.
- 2C4. Impact on system-wide connectivity and availability of more direct routes accommodating all modes of transportation.
- 2C5. ADA Compliance.
- 2C6. Viability of non-auto travel.
- 2C7. Incorporation of safe, convenient, and comfortable multimodal facilities.
- 2C8. Impact on transit ridership.

Goal #3: Integration Evaluation Criteria

- 3C1. Compliance with local land use plans, comprehensive plans, regional and statewide transportation plans.
- 3C2. Transparency of the planning process and the availability for the community to be involved throughout the planning process.

- 3C3. Cost/benefit analysis and potential impact on forecasted expenditures.
- 3C4. Impacts on air quality, environmentally sensitive areas, and water and soil quality.

Goal #4: Economic Development Evaluation Criteria

- 4C1. Roadway geometry accommodates freight movement where it is warranted.
- 4C2. Capacity at Railroad crossings.
- 4C3. Traffic operations performance on designated freight routes.
- 4C4. System-wide congestion and travel time.
- 4C5. External funding opportunities leveraged and financially responsible development proposals.
- 4C6. Potential attraction to desired businesses and developers.

Evaluation Process

A qualitative process using the evaluation criteria described above will be used to evaluate the alternatives and prioritize projects developed through the TSP update. The rating method used to evaluate the alternatives is described below.

- Most Desirable: The concept addresses the criterion and/or makes substantial improvements in the criteria category. (+2)
- Moderately Desirable: The concept partially addresses the criterion and/or makes some improvements in the criteria category. (+1)
- No Effect: The criterion does not apply to the concept or the concept has no influence on the criteria. (0)
- Least Desirable: The concept does not support the intent of and/or negatively impacts the criteria category. (-1)

At this level of screening, the criteria will not be weighted; the ratings will be used to inform discussions about the benefits and tradeoffs of each alternative. Table 1 presents the evaluation matrix that will be used to qualitatively evaluate the policies and alternatives developed through the TSP update.

Table 1: Evaluation Matrix

Criteria Number	Evaluation Criteria	Evaluation Measures
Goal 1: Ensure a safe and efficient transportation system for all users in a state of good repair.		
1C1	Number of conflict points between all modes of travel including crossing points for pedestrians and bicyclists along major arterials.	To what extent does the alternative increase safety by reducing vehicle to vehicle, vehicle to pedestrian/bicycle, or pedestrian/bicycle to pedestrian/bicycle conflict points? Measured as relative impact between alternatives in regards to the number of conflict between modes and speed differential.
1C2	Intersection visibility and sight distances available to motorists, pedestrians, and bicyclists at intersections and key decision points.	To what extent does the alternative improve sight distance for all system users, allowing each adequate time to identify and react to conflicts? Measured as relative impact between alternatives for providing adequate sight distance based on desired operating speeds.
1C3	Estimated number of fatal or serious injury crashes.	To what extent does the alternative reduce the estimated frequency of fatal and serious injury crashes? Whenever possible, measure using Oregon calibrated crash modification factors (CMFs) from the Highway Safety Manual for estimating relative change in predicted crash frequency.
1C4	Estimated number of bicycle and pedestrian related crashes.	To what extent does the alternative reduce the estimated frequency of pedestrian and bicycle related crashes? Whenever possible, measure using Oregon calibrated crash modification factors (CMFs) from the Highway Safety Manual for estimating relative change in predicted crash frequency.
1C5	Percent of facilities meeting applicable operational performance measure.	To what extent are operational performance measures met for the alternative? Measured by the percent of facilities where operational performance measures are met.
1C6	Impact on emergency response time.	To what degree does the alternative reduce emergency response time? Measured by whether or not an alternative provides a more direct connection for emergency response vehicles or provides improvements that reduce overall travel time.
1C7	Percentage of acceptable pavement conditions based on roadway classification or extended lifespan of pavement.	To what extent will the project preserve or extend the life of the existing pavement condition? Measured by whether or not the project improves the pavement condition index.
Goal 2: Expand affordable, accessible, multimodal options to better connect all users of the transportation system to jobs and services.		
2C1	Impact of transportation project on low income and minority populations.	To what extent does the alternative affect low income and minority populations? Measured as relative ability of each alternative to spread the impacts and benefits of transportation improvements equitably to all populations.
2C2	Miles of designated facilities (on-street and off-street) for bicyclists and pedestrians provided.	To what extent does the alternative increase the number of miles of pedestrian and bicycle facilities? Measured by potential expansions of the pedestrian and bicycle systems.
2C3	Potential impact on bicycle and pedestrian volumes.	To what degree does the alternative increase pedestrian and bicyclist travel? Measured by potential increase in pedestrian and bicyclist volume relative to baseline conditions.
2C4	Impact on system-wide connectivity and availability of more direct routes accommodating all modes of transportation.	To what extent does the alternative improve the connectivity of the existing transportation system or provide a more direct route accommodating all modes? Measured by the extent to which each alternative increases connectivity and provides facilities for all modes.
2C5	ADA Compliance.	To what extent does the alternative provide opportunities to upgrade pedestrian facilities to ADA standards? Measured by percent of pedestrian facilities meeting ADA standards.

2C6	Viability of non-auto travel.	To what degree are transportation facilities (transit service, sidewalks, bicycle lanes, separated mixed-use paths, parks) for non-auto travelers integrated into the alternative? Measured relative to facilities and integration present in baseline conditions.
2C7	Incorporation of safe, convenient, and comfortable multimodal facilities.	To what degree does the alternative further multimodal transportation? Measured by degree to which alternatives provides for robust facilities and network connectivity.
2C8	Impact on transit ridership.	To what degree does the alternative promote transit ridership or make transit a more viable option for all users? Measured by whether or not an alternative is able to increase transit ridership.
Goal 3: Integrate land use, financial, and environmental planning to promote strategic transportation investments.		
3C1	Compliance with local land use plans, comprehensive plans, and regional transportation plans.	To what extent does the alternative comply with local or regional land use, comprehensive, and transportation plans? Measured by whether or not an alternative is identified or compatible with an adopted plan.
3C2	Transparency of the planning process and the availability for the community to be involved throughout the planning process.	To what extent did the alternative involve the public during the planning process? Measured by the extent to which the public had access to participate throughout the planning process or stay informed during the decision making process.
3C3	Cost/benefit analysis and potential impact on forecasted expenditures.	To what degree does the alternative leverage a positive return on investment? Measured by the calculated cost/benefit analysis and alignment with current funding projections.
3C4	Impacts on air quality, environmentally sensitive areas, and water and soil quality.	To what degree does the alternative impact environmentally sensitive areas? Measured by the potential adverse impacts of the alternative to the environment.
Goal 4: Build and maintain the transportation system to support economic vitality in the County.		
4C1	Roadway geometry accommodates freight movement where it is warranted.	To what extent does the alternative accommodate the design vehicle for designated freight routes? Measured by whether or not an alternative is able to accommodate the design vehicle without potential adverse impacts to other modes.
4C2	Capacity at Railroad crossings.	To what extent does the alternative accommodate existing and forecasted freight capacity at railroad crossings? Measured by whether or not an alternative is able to accommodate existing and forecasted capacity.
4C3	Traffic operations performance on designated freight routes.	To what extent does the alternative provide acceptable performance along designated freight routes? Measured by operational performance along freight routes.
4C4	System-wide congestion and travel time.	To what extent does the alternative relieve congestion or reduce travel times on the transportation system? Measured by whether or not an alternative relieves congestion or reduces travel time.
4C5	External funding opportunities leveraged and financially responsible development proposals.	To what extent does the alternative leverage other private funding sources or include transportation improvements as part of a development proposal? Measured by whether or not an alternative leverages additional funding sources or is included as part of a development proposal.
4C6	Potential increased attraction to desired businesses and developers.	To what extent does the alternative eliminate roadblocks to development caused by the transportation system? Measured by the critical transportation improvements funded relative to Baseline.

POLICY REVIEW

The policy review included in Attachment “A” presents a review of existing plans, regulations, and policies that affect transportation planning in the Jackson County Transportation System Plan (TSP) update study area. The review explains the relationship between the documents and planning in this area, identifying key issues that will guide the TSP development process. The policy review is intended to inform the review of the proposed TSP Update goals and explains the context for preparing the TSP.

Some documents included in the review establish transportation-related standards, targets, and guidelines with which the TSP shall coordinate and be consistent; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory documents described in this review – such as the County’s Land Development Ordinance (LDO) – may be subject to recommended amendments in order to implement the updated TSP. The policy review helps set the stage for those potential amendments, which will be prepared as part of project Task 8.2 – Implementing Ordinances and Code Changes.

Table 2 provides a list of the documents reviewed as part of the policy review and identifies their relevance to the TSP Update.

Table 2: Summary of Documents Reviewed and Relevance to TSP Update

State Documents	Relevance to TSP Update
Oregon Transportation Plan (Updated 2006)	<i>Projects, policies, and regulations proposed as part of the updated TSP will reflect the policies of the Oregon Transportation Plan and will comply with or move in the direction of meeting the standards and targets established in the OHP related to safety, access, and mobility. State modal plans will inform recommended improvements in the updated TSP; TSP recommendations will be consistent with state policy and requirements.</i>
Oregon Highway Plan (Updated 2011)	
Oregon Bicycle and Pedestrian Plan (Updated 2011)	
Oregon State Rail Plan (2014)	
Oregon Freight Plan (2011)	
Oregon Public Transportation Plan (1997)	
Oregon Aviation Plan (2007)	
Oregon Transportation Safety Plan (2011)	
Transportation Planning Rule (OAR 660-012) with 2011 Amendments	
Access Management Rule (OAR 734-051) with 2012 Amendments	

2012-2015 Statewide Transportation Improvement Program (STIP)	<i>The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to eventually amend the STIP to include projects from the updated TSP. These projects will most likely be projects that are eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.</i>
OR 62: 1-5 to Dutton Road Project Final Environmental Impact Statement (2013)	<i>Recommended projects from these refinement plans will be considered during the future conditions and project alternatives evaluation phase of the TSP update. Projects from these plans that are in financially constrained documents such as the STIP will be incorporated into the TSP's recommended project list to support the preferred transportation system.</i>
Rogue Valley Corridor Plan (May 2014 Draft)	
Error! Reference source not found.	
Error! Reference source not found.	
Error! Reference source not found.	
Error! Reference source not found.	<i>Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system.</i>
Error! Reference source not found.	
Error! Reference source not found.	
Error! Reference source not found.	
Regional Documents	
Error! Reference source not found.	<i>Projects considered for the updated TSP will reflect and be consistent with projects and programs identified in the Regional Plan.</i>
Error! Reference source not found.	<i>Projects developed through the TSP update process will be consistent with the goals, policies, performance indicators, and projects that are in the RTP. The updated TSP will include recommendations to update the RTP with identified county projects, as appropriate.</i>
Error! Reference source not found.	<i>Recommendations from the Transportation Demand Management Reference Guide will be considered as part of this planning process and specific measures that reflect regional TDM goals and strategies will be included in the draft TSP and associated proposed implementation measures.</i>
Error! Reference source not found.	<i>The Strategic Business and Operations Plan will be consulted for up-to-date recommendations for service improvements. Recommendations from the RVTD Long Range Plan related to local coordination and development review will inform potential Land Development Ordinance amendments that will be prepared and recommended for adoption as part of the TSP update process.</i>
Error! Reference source not found.	<i>Update of the transit element in the TSP will be consistent with the recommendations and service improvements identified in the RVTD Strategic Business and Operations Plan.</i>
Error! Reference source not found.	<i>Update of the transit element in the TSP will be consistent with recommendations related to routes and infrastructure in the United We Ride Plan. Potential projects and strategies identified in this plan can inform potential ordinance amendments that will be prepared and adopted as part of the TSP update process.</i>
Error! Reference source not found.	<i>Where necessary, improvements recommended in the updated TSP will be coordinated with projects programmed in the MTIP for the next five years.</i>

Error! Reference source not found.	<i>Projects considered for the updated TSP will be coordinated with potential capital improvements identified in the Management Plan as needed.</i>
County Documents	
Error! Reference source not found.	<i>The updated TSP will be adopted as the transportation element of the City's Comprehensive Plan, replacing the 2005 TSP. Policy changes considered as part of the TSP update process must either be consistent with existing policies or propose amendments to adopted policies.</i>
Error! Reference source not found.	<i>LDO amendments related to transportation improvements such as pedestrian and bicycle access and connectivity, transit access, traffic impact analyses, and agency coordination may be recommended as part of this planning process in order to implement the updated TSP, provide consistency between the LDO, TSP, and Country Roads standards, and strengthen compliance with the TPR.</i>
Error! Reference source not found.	<i>The TSP update process will review goals, policies, standards, and recommended projects from the current plan and will determine what to retain or change in the updated TSP. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these determinations.</i>
Error! Reference source not found.	<i>As needed, improvements recommended in the updated TSP will be coordinated with projects programmed in the CIP for the next five years or identified for programming in the next 15 years.</i>
Error! Reference source not found.	<i>The updated Jackson County TSP will update and include White City transportation policies and projects.</i>
City Documents	
Error! Reference source not found.	<i>The TSP update will consider city policies and planned projects as they relate to transportation planning and coordination between the city and county and the potential impact on county roadways or services.</i>
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FUNDING FORECAST

The following section identifies and summarizes existing and potential future funding sources available for implementing the Jackson County Transportation System Plan (TSP) update. The funding information provides context for evaluating projects and defining priorities that will allow the County to utilize all available funding opportunities and maximize current resources to preserve and improve current infrastructure.

Current and Historical Funding Sources

Key funding sources that have contributed to transportation improvement projects within Jackson County over the last several years include the Surface Transportation Program, system development charges, the County's Road Fund, and federal grants.

Surface Transportation Program

The Surface Transportation Program (STP) provides flexible funding that may be used by states and localities, such as Jackson County, for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including intercity bus terminals. Jackson County currently receives an average of \$550,000 each year in STP funds. Every year the county dedicates \$25,000 to spend on small safety projects. Every other year the County spends the remaining \$525,000 on their pavement overlay program. The balance, approximately \$525,000 every other year, is spent on capital improvement projects identified in the TSP.

System Development Charges

System Development Charges (SDC) are fees assessed on development for impacts created to public infrastructure. All revenue is dedicated to transportation capital improvement projects designed to accommodate growth. The County can offer SDC credits to developers that provide public improvements beyond the required street frontage, including those that can be constructed by the private sector at a lower cost. For example, an SDC credit might be given for providing end-of-trip bike facilities within the new development. Jackson County currently receives an average of \$290,000 each year in SDC funds.

General Road Fund

The County's General Road Fund revenues are primarily funded through the State gas tax and vehicle registration fees, which are projected to flatten (less than inflation). The expenditures of the General Road Fund are restricted for construction, reconstruction, improvement, repair, maintenance, operation, use and policing of public highways, roads and streets within the County. The County currently receives an average of \$12,000,000 each year in revenues for the General Road Fund, of

which \$100,000 is earmarked for capital improvement projects identified in the TSP. The rest is used for road maintenance and administration.

Federal Grants

In addition to STP funds, Jackson County currently receives an average of \$750,000 each year in federal grants, such as the Congestion Mitigation and Air Quality (CMAQ) program. Additional information on these programs is provided below.

The current annual average transportation funding sources are summarized in Table 3.

Table 3: Current Transportation Funding Sources

Funding Source	Annual Average
Surface Transportation Program (STP)	\$550,000
System Development Charges (SDC)	\$290,000
General Road Fund	\$12,000,000
Federal Grant Funds	\$750,000
SubTotal	\$13,590,000
Pavement Overlay Program	\$262,500 ¹
Maintenance and Administration	\$11,900,000
Total	\$1,427,500

1. The average annual amount spent on the County's pavement overlay program is $\$550,000 - \$25,000 / 2 = \$262,500$.

Based on the information shown in Table 3, Jackson County receives an average of \$1,427,500 each year for capital projects identified in the TSP, including \$25,000 earmarked for safety improvements.

Other Revenue Sources

Jackson County has historically benefited from a number of other revenue sources, such as transportation improvement grants and other miscellaneous programs administered by the Oregon Department of Transportation (ODOT) and the Federal Highway Administration (FHWA). Although they shouldn't be considered consistent and reliable funding sources, they have contributed (or will contribute) to several major projects currently identified in the County's Capital Improvement Plan (CIP). These other revenue sources include:

- ODOT's Statewide Transportation Improvement Program (STIP),
- FHWA's Congestion Mitigation and Air Quality (CMAQ) program,
- ODOT's Bicycle and Pedestrian Grant Program (This particular program ended as a standalone solicitation process in 2012. Grants now distributed through the ODOT STIP "Enhance" process), and

- The Rogue River Greenway Foundation.

Additional information on these revenue sources as well as additional potential revenue sources is included in Attachment “B”.

Funding Forecast

Table 4 below summarizes the average annual and future forecasted funds potentially available for capital transportation projects in Jackson County. It does not include funding for either the Bear Creek or Rogue River Greenways.

Table 4: Funding Forecast

Revenue Source	Average Annual	5-Year Forecast	10-Year Forecast	20-Year Forecast
Surface Transportation Program (STP) ¹	\$287,500	\$1,437,500	\$2,875,000	\$5,750,000
System Development Charges (SDC)	\$290,000	\$1,450,000	\$2,900,000	\$5,800,000
Road Fund	\$100,000	\$500,000	\$1,000,000	\$2,000,000
Federal Grant Funds	\$750,000	\$3,750,000	\$7,500,000	\$15,000,000
Total	\$1,428,000	\$7,138,000	\$14,750,000	\$28,550,000

1 Excludes \$550,000 dedicated to pavement overlays every other year.

Based on the information shown in Table 4, Jackson County may have \$28,550,000 for transportation improvement projects available over the next 20 years. Of the \$28,550,000, \$500,000 is earmarked for small safety projects, leaving \$28,050,000 for capital projects.

ATTACHMENTS

- A. Policy Review
- B. Current and Potential Funding Sources

Attachment "A"

Policy Review

Memorandum

Date: April 15, 2015
To: Jackson County TSP Project Management Team
From: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group
cc: Susie Wright and Matt Bell, Kittelson & Associates
Re: Jackson County Transportation System Plan (TSP) Document Review (Task 3.2) - REVISED

Overview

This memorandum presents a review of existing plans, regulations, and policies that affect transportation planning in the Jackson County Transportation System Plan (TSP) update study area. The review explains the relationship between the documents and planning in this area, identifying key issues that will guide the TSP development process. This memorandum is intended to inform Technical Memorandum #1, which defines project goals and explains the context for preparing the TSP.

Some documents included in this review establish transportation-related standards, targets, and guidelines with which the TSP shall coordinate and be consistent; others contain transportation improvements that will need to be factored into the future demand modeling and otherwise reflected in the draft TSP. Local policy and regulatory documents described in this review – such as the County’s Land Development Ordinance (LDO) – may be subject to recommended amendments in order to implement the updated TSP. This memorandum helps set the stage for those potential amendments, which will be prepared as part of project Task 8.2.

Table 1 provides a list of the documents reviewed in this memorandum, their project relevance, and the page on which they can be found.

Table 1: Summary of Documents Reviewed and Project Relevance

	Project Relevance	Page
State Documents		
Oregon Transportation Plan (Updated 2006)	<i>Projects, policies, and regulations proposed as part of the updated TSP will reflect the policies of the Oregon Transportation Plan and will comply with or move in the direction of meeting the standards and targets established in the OHP related to safety, access, and mobility. State modal plans will inform recommended improvements in the updated TSP; TSP recommendations will be consistent with state policy and requirements.</i>	5
Oregon Highway Plan (Updated 2011)		5
Oregon Bicycle and Pedestrian Plan (Updated 2011)		9
Oregon State Rail Plan (2014)		10
Oregon Freight Plan (2011)		10
Oregon Public Transportation Plan (1997)		11
Oregon Aviation Plan (2007)		12
Oregon Transportation Safety Action Plan (2011)		12
Transportation Planning Rule (OAR 660-012) (Updated 2011)		13
Access Management Rule (OAR 734-051) (Updated 2012)		14
Statewide Transportation Improvement Program		<i>The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to eventually amend the STIP to include projects from the updated TSP. These projects will most likely be projects that are eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.</i>
OR 62: I-5 to Dutton Road Project Final Environmental Impact Statement (2013)	<i>Recommended projects from these refinement plans will be considered during the future conditions and project alternatives evaluation phase of the TSP update. Projects from these plans that are in financially constrained documents such as the STIP will be incorporated into the TSP's recommended project list to support the preferred transportation system.</i>	17
OR 99 Corridor Plan (May 2014 Draft)		20
OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road (2013)		21
I-5 Rogue Valley Corridor Plan (2011)		22
Old Stage Road Corridor Management Plan (2000)		24
I-5 Exit 19 (North Ashland) Interchange Area Management Plan (2011)		25
I-5 Exit 33 (Central Point) Interchange Area Management Plan (2014)	<i>Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system.</i>	26
I-5 Exit 35 (Seven Oaks) Interchange Area Management Plan (2013)		28



	Project Relevance	Page
I-5 Exits 40 and 43 (Gold Hill) Interchange Area Management Plan (Draft)		30
Regional Documents		
Greater Bear Creek Valley Regional Plan (2009)	<i>Projects considered for the updated TSP will reflect and be consistent with projects and programs identified in the Regional Plan.</i>	31
Rogue Valley Metropolitan Planning Organization (RVMPO) 2013-2038 Regional Transportation Plan	<i>Projects developed through the TSP update process will be consistent with the goals, policies, performance indicators, and projects that are in the RTP. The updated TSP will include recommendations to update the RTP with identified county projects, as appropriate.</i>	33
RVMPO Transportation Demand Management Reference Guide (2012)	<i>Recommendations from the Transportation Demand Management Reference Guide will be considered as part of this planning process and specific measures that reflect regional TDM goals and strategies will be included in the draft TSP and associated proposed implementation measures.</i>	34
Rogue Valley Transit District Ten-Year Long Range Plan (2007-2017)	<i>The Strategic Business and Operations Plan will be consulted for up-to-date recommendations for service improvements. Recommendations from the RVTD Long Range Plan related to local coordination and development review will inform potential Land Development Ordinance amendments that will be prepared and recommended for adoption as part of the TSP update process.</i>	35
RVTD Strategic Business and Operations Plan (2008-2015)	<i>Update of the transit element in the TSP will be consistent with the recommendations and service improvements identified in the RVTD Strategic Business and Operations Plan.</i>	35
RVTD United We Ride Plan (2013)	<i>Update of the transit element in the TSP will be consistent with recommendations related to routes and infrastructure in the United We Ride Plan. Potential projects and strategies identified in this plan can inform potential ordinance amendments that will be prepared and adopted as part of the TSP update process.</i>	36
RVMPO Metropolitan Transportation Improvement Program (2015-2018)	<i>Where necessary, improvements recommended in the updated TSP will be coordinated with projects programmed in the MTIP for the next five years.</i>	37
Bear Creek Greenway Management Plan (2005-2010)	<i>Projects considered for the updated TSP will be coordinated with potential capital improvements identified in the Management Plan as needed.</i>	38
County Documents		
Jackson County Comprehensive Plan (2004, Last Updated 2008)	<i>The updated TSP will be adopted as the transportation element of the City's Comprehensive Plan, replacing the 2005 TSP. Policy changes considered as part of the TSP update process must either be consistent with existing policies or propose amendments to adopted policies.</i>	38
Jackson County Land Development Ordinance (LDO)	<i>LDO amendments related to transportation improvements such as pedestrian and bicycle access and connectivity,</i>	41



	Project Relevance	Page
(2004, Last Updated 2013)	<i>transit access, traffic impact analyses, and agency coordination may be recommended as part of this planning process in order to implement the updated TSP, provide consistency between the LDO, TSP, and Country Roads standards, and strengthen compliance with the TPR.</i>	
Jackson County Transportation System Plan (2005)	<i>The TSP update process will review goals, policies, standards, and recommended projects from the current plan and will determine what to retain or change in the updated TSP. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these determinations.</i>	44
Jackson County Capital Improvement Plan (2014-2018)	<i>As needed, improvements recommended in the updated TSP will be coordinated with projects programmed in the CIP for the next five years or identified for programming in the next 15 years.</i>	45
White City Urban Unincorporated Community Plan and TSP	<i>The updated Jackson County TSP will update and include White City transportation policies and projects.</i>	46
City Documents		
City of Ashland	<i>The TSP update will consider city policies and planned projects as they relate to transportation planning and coordination between the city and county and the potential impact on county roadways or services.</i>	48
City of Central Point		51
City of Eagle Point		52
City of Jacksonville		54
City of Medford		55
City of Talent		56

Oregon Transportation Plan (Updated 2006)

The Oregon Transportation Plan (OTP) is a comprehensive plan that addresses the future transportation needs of the State of Oregon through the year 2030. The primary function of the OTP is to establish goals, policies, strategies and initiatives that are translated into a series of modal plans, such as the Oregon Highway Plan and Oregon Bike and Pedestrian Plan.

The OTP emphasizes:

- Maintaining and maximizing the assets in place
- Optimizing the performance of the existing system through technology
- Integrating transportation, land use, economic development and the environment
- Integrating the transportation system across jurisdictions, ownerships and modes
- Creating sustainable funding
- Investing in strategic capacity enhancements

Project Relevance: The Jackson County TSP update will seek to maximize performance of the existing transportation system by, for example, the use of technology and system management before considering larger and costlier additions to the system.

Oregon Highway Plan (Updated 2011)

The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides Oregon Department of Transportation's (ODOT's) Highway Division in planning, operations, and financing. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The following policies, in particular, are relevant to the TSP update process.

Policy 1A: State Highway Classification System

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of facility plans, as well as ODOT's review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

Interstate 5 (I-5), OR 140, OR 62, OR 99, OR 66, OR 227, and OR 238 are classified highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- **Interstate highways (I-5)** provide connections between major cities in a state, regions of the state, and other states. A secondary function in urban areas is to serve regional trips within the urban area. Their primary objective is to provide mobility and, therefore, the management

objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

- **Statewide highways** (OR 140) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.
- **Regional highways** (OR 62) typically provide connections and links to regional centers, Statewide or Interstate highways, or economic or activity centers of regional significance. The management objective for these facilities is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.
- **District highways** (OR 99, OR 66, OR 227, and OR 238) are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements.

In addition to the state highway classification system, I-5, OR 62, OR 99, and OR 140 have been given the following designations:

- I-5 – National Highway System (NHS), State Freight Route (FR), federally designated Truck Route (TR)
- OR 62 – National Highway System (NHS), State Freight Route (FR), federally designated Truck Route (TR), Expressway (EXPR) from milepoints 1.59 to 10.06¹
- OR 140 – National Highway System (NHS), State Freight Route (FR), federally designated Truck Route (TR)
- OR 99 – Special Transportation Area (STA) from milepoints 11.43 to 11.85, Urban Business Area (UBA) from milepoints 18.44 to 19.19, Special Transportation Area (STA) from milepoints 19.19 to 19.46

Policy 1B: Land Use and Transportation

Policy 1B applies to all state highways. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and

¹ In November 2014 the Oregon Transportation Commission adopted a series of OHP amendments to reflect the Environmental Impact Statement (EIS) prepared for the Oregon 62: I-5 to Dutton Road project selected the OR 62 Bypass as the Preferred Alternative. The project will improve highway safety and mobility along a 4.5 mile segment of OR 62 (Crater Lake Highway).

corridor plans, plan amendments, access permitting and project development. Policy 1B recognizes that state highways serve as the main streets of many communities and strives to maintain a balance between serving local communities (accessibility) and the through traveler (mobility). 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. Inside designated Special Transportation Area (STAs) local access is a priority; inside designated Urban Business Areas (UBAs), mobility is balanced with local access. The Phoenix OR 99 couplet through the city’s downtown is a designated STA. A segment of OR 99 through Ashland is a UBA, including the northern part of the Main Street couplet; the remainder of the couplet is a designated STA. Highway segment designations may change the applicable ODOT design standards, mobility standards and access management spacing standards within the segment.

Policy 1C: State Highway Freight System

The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system, made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

Policy 1F: Highway Mobility Standards Access Management Policy

Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long range, comprehensive planning transportation planning projects (such as this IAMP), during development review, and to demonstrate compliance with the Transportation Planning Rule (TPR).

Significant amendments to Policy 1F were adopted at the end of 2011. The recent revisions were made to address concerns that state transportation policy and requirements have led to unintended consequences and inhibited economic development. Policy 1F now provides a clearer policy framework for considering measures other than volume-to-capacity (v/c) ratios for evaluating mobility performance. Also as part of these amendments, v/c ratios established in Policy 1F were changed from being standards to “targets.” These targets are to be used to determine significant effect pursuant to TPR Section -0060.

Table 2 includes the mobility targets include for the state facilities in the TSP study area.

Table 2: State Facility Mobility Targets

Highway/Category	Inside UGB	Outside UGB	
		<i>Unincorporated Communities</i>	<i>Rural Lands</i>
	<i>MPO</i>		
Interstate Highway (I-5)	0.80 v/c	0.70 v/c	0.70 v/c
Statewide Expressway (OR 62)	0.80 v/c	0.70 v/c	0.70 v/c

Freight Route on a Statewide Highway (OR 62 and OR 140)	0.80 v/c	0.70 v/c	0.70 v/c
District/Local Interest Roads (OR 99, OR 66, OR 227 and OR 238)	0.90 v/c	0.80 v/c	0.75 v/c

Policy 1G: Major Improvements

This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state’s highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing interchanges include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.

After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements such as adding lanes to increase capacity on existing roadways. As part of this TSP process, ODOT will work with Jackson County and other stakeholders to determine appropriate strategies and tools that can be implemented at the local level that are consistent with this policy.

Policy 2B: Off-System Improvements

This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system. As part of this TSP update process, ODOT will work with the County and project stakeholders to identify improvements to the local road system that support the planned land use designations in the study area and that will help preserve capacity and ensure the long-term efficient and effective operation of high functional class facilities.

Policy 2F: Traffic Safety

This policy emphasizes the state’s efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.

Policy 3A: Classification and Spacing Standards

It is the policy of the State of Oregon to manage the location, spacing, and type of road intersections on state highways to ensure the safe and efficient operation of state highways consistent with the classification of the highways.

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing

standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by access management rules in OAR 734, Division 51, addressed later in this report.

Policy 4A: Efficiency of Freight Movement

This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. I-5, OR 62 and OR 140 are state freight routes and federally designated truck routes.

Policy 4B: Alternative Passenger Modes

This policy encourages the development of alternative passenger services and systems as part of broader corridor strategies and promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Rogue Valley Transit District provides public transportation service in the study area and improving safety, access, and mobility for pedestrians and bicyclists is an objective of this process.

Project Relevance: The TSP update is being developed in coordination with ODOT so that projects, policies, and regulations proposed as part of the updated TSP will comply with or move in the direction of meeting the standards and targets established in the OHP related to safety, access, and mobility.

Oregon Bicycle and Pedestrian Plan (Updated 2011)

The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to provide safe and accessible bicycling and walking facilities in an effort to encourage increased levels of bicycling and walking. The plan is comprised of two parts: the Policy and Action Plan and the Oregon Bicycle and Pedestrian Design Guide.

The plan was adopted in 1995 and reaffirmed as an element of the OTP in 2006. The second part of the plan – the Design Guide – was updated in 2011. ODOT is currently updating the OBPP. According to the ODOT scope of work, because it has not been updated since 1995, the updated will include a broader policy framework and be reviewed for consistency with OTP modal plan requirements, federal requirements, and the statewide planning program. The plan is scoped to be developed in collaboration with stakeholders representing a wide variety of transportation interests. The update is due to be completed before the end of 2015.

The existing Policy and Action Plan provides background information, including relevant state and federal laws, and includes goals, actions, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. The plan states that bikeway and walkway systems will be established on state highways as follows:

- As part of modernization projects (bike lanes and sidewalks will be included);
- As part of preservation projects, where minor upgrades can be made;
- By restriping roads with bike lanes;
- With improvement projects, such as completing short missing segments of sidewalks;
- As bikeway or walkway modernization projects;
- By developers as part of permit conditions, where warranted.

The Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It has been designated as a companion piece to the Highway Design Manual and includes updated and innovative pedestrian and bicycle treatments.

Project Relevance: The standards and guidelines for pedestrian and bicycle improvements in the OBPP can serve as “best practices” and inform recommended bicycle and pedestrian improvements in the updated TSP. In addition, advisory committees for the project include members that represent pedestrian and bicycle interests.

Oregon State Rail Plan (2014)

The Oregon State Rail Plan (“State Rail Plan”), a state modal plan under the OTP, addresses long-term freight and passenger rail planning in Oregon. The State Rail Plan provides a comprehensive assessment of the state’s rail planning, freight rail, and passenger rail systems. The State Rail Plan identifies specific policies and planning processes concerning rail in the state, establishes a system of integration between freight and passenger elements into the land use and transportation planning processes, and calls for cooperation between state, regional and local jurisdictions in completing the plan.

Currently, freight rail service in Jackson County is provided by Central Oregon & Pacific (CORP), Oregon’s second largest short line railroad, as well as the White City Terminal Railroad that operates in the White City industrial area and connects to the CORP system. The CORP line operates in the southwest Oregon, serving the southern Willamette Valley to the California border and the central Oregon coast. The main north-south line provides connections from Eugene-Springfield to Cottage Grove, Roseburg, Glendale, Grants Pass, Medford, Ashland, and into California. There is currently no passenger rail service in Jackson County.

Project Relevance: The TSP update will consider the needs of the rail freight system in developing recommended policies and projects related to improving safety and mobility in the county. In addition, the project technical advisory committee includes ODOT representatives that will advise on rail and freight interests.

Oregon Freight Plan (2011)

The Oregon Freight Plan (OFP) is another modal plan of the OTP and implements the state’s goals, and policies related to the movement of goods and commodities. Its purpose statement identifies the state’s intent “to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system.

The plan defines a statewide strategic freight network. I-5 and parallel railroads are designated as a strategic corridor in the OFP.

The following policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

Strategy 1.2: *Strive to support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.*

Action 1.2.1. *Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to operate as efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.*

Strategy 2.4: *Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.*

Project Relevance: Maintaining and enhancing efficiency of the truck and rail freight system in the study area will be integrated into the updated TSP. The project advisory committees include representatives from ODOT and local freight interests.

Oregon Public Transportation Plan (1997)

The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The vision guiding the Public Transportation Plan is as follows:

- *A comprehensive, interconnected and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable, and safe manner that encourages people to ride*
- *A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural, and frontier (remote) areas*
- *A system that enables those who do not drive to meet their daily needs*
- *A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.*

The OPTP Implementation Plan directs ODOT investments towards commuter and mobility needs in larger communities and urban areas and also in smaller communities where warranted. It also prioritizes investments in intercity connections statewide. Long-term implementation and funding is geared toward both modernization and preservation projects while preservation projects are more the focus for short term implementation and funding.

Rogue Valley Transit District (RVTD) provides fixed-route inter-city and intra-city transit service in the urbanized areas of Jackson County, and is the primary provider of transit service in the county. RVTD long-range and shorter-range strategic plans are reviewed later in this memorandum.

Project Relevance: The TSP update process will coordinate with Rogue Valley Transit District long-range and strategic planning in the TSP study area. The project Citizen Advisory Committees includes a representative from the Rogue Valley Transit District.

Oregon Aviation Plan (2007)

The Oregon Aviation Plan (OAP) is a modal plan of the OTP that defines policies and investment strategies for Oregon’s public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and recommended actions to be implemented by Oregon Department of Aviation in coordination with other state and local agencies and the Federal Aviation Administration.

The OAP categorizes airports based on functional role and service criteria. The study area has two airports: the Rogue Valley International Airport in Medford and the Ashland Municipal Airport. The Rogue Valley Airport is classified as a Category I facility (Commercial Service Airport). According to the OAP, commercial service airports typically service a larger geographic area when compared to general aviation airports because people are willing to travel greater distances to access the national air transportation system. Service areas for these facilities were set at a 120-minute drive time.

The Ashland Municipal Airport is classified as a Category III facility (Regional General Aviation). Category III airports serve regional transportation needs and support most twin and single-engine aircraft and possibly occasional business jets.

In 2014 the state undertook an update of the Economic Impact Study that was completed as part of the 2007 OAP. The Economic Impact Study Update (“update”) was conducted to determine the value of the Oregon Aviation System. As two of the fifty-seven Oregon airports listed in the National Plan of Integrated Airport Systems (NPAIS), the update included the Rogue Valley International Airport and Ashland Municipal Airport. The analysis measured economic impacts of these airport facilities, within the region and throughout the state. The direct effect of airport activities on the economy for both of Jackson County’s airports was calculated in terms of jobs, wages and business sales.

Project Relevance: The TSP update will consider access to the Rogue Valley International Airport and Ashland Municipal Airport in developing its policies and projects.

Oregon Transportation Safety Action Plan (2011)

An element of the OTP, the Oregon Transportation Safety Action Plan (Action Plan) establishes a safety agenda to guide the investments and actions of ODOT and the state for the next 20 years. As indicated in the name of the plan, the emphasis of the OTSAP is action and implementation. Actions included in the OTSAP were chosen based on crash data and information provided by transportation safety experts.

Actions identified in the Action Plan that will guide or be addressed in the TSP process include:

- Focus on “safety areas of interest” such as intersection crashes and pedestrian/bicycle crashes with improvements such as advance signing, roundabouts, access management, signal timing, bulb-outs, refuge islands, bicycle signals, and rapid flashing beacons (Action 23).
- Elevate safety in local system plans by, for example, more widely implementing access management strategies and moving toward compliance with access management standards; and involving engineering, enforcement, and emergency service staff professionals, as well as local transportation safety advocacy groups, in planning (Actions 8 and 9).
- Design improvements for the increased safety of pedestrians, bicyclists, and other non-motorized vehicles, accommodating multiple users on a street and considering the needs of families, seniors, and children using transportation facilities (Action 4).

Project Relevance: Consistent with the state’s Action Plan, the TSP update process will identify sites with high occurrences of safety problems and will consider safety in the selection and prioritization of transportation projects to meet the county’s future system needs for all modes of transportation.

Transportation Planning Rule (OAR 660-012) (Updated 2011)

The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the statewide planning goals. The TPR contains numerous requirements governing transportation planning and project development, including the required elements of a TSP. In addition to plan development, the TPR requires each local government to amend its land use regulations to implement its TSP (-0045). It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements: “to protect transportation facilities, corridors and sites for their identified functions.”

Local compliance with -0045 provisions is achieved through a variety of measures, including access control requirements, standards to protect future operations of roads, and notice and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations ensuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

The TPR does not regulate access management. ODOT adopted OAR 734-051 to address access management and it is expected that ODOT, as part of this project, will coordinate with the county in planning for access management on state roadways consistent with its Access Management Rule. See the review of OAR 734-051 in the next section for a review of these access management rules.

The most recent amendments to TPR, effective January 1, 2012, include new language in Section -0060 that allows a local government to exempt a zone change from the “significant effect” determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP.

The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (V/C, for example) if the subject area is within a designated multi-modal mixed-use area (MMA).

Project Relevance: The TPR directs local TSP development and requires specific transportation elements be implemented in the local development ordinance. Local requirements such as access management, coordinated land use review procedures, and transportation facility standards and requirements are meant to protect road operations and safety and provide for multi-modal access and mobility. Implementation measures that will be developed with the TSP update may entail proposed amendments to the Land Development Ordinance to ensure consistency with TPR requirements as well as to reflect TSP recommendations.

Access Management Rule (OAR 734-051) (Updated 2012)²

Oregon Administrative Rule (OAR) 734-051 defines the State’s role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. OHP Policy 3A and OAR 734-051 set access spacing standards for driveways and approaches to the state highway system.³ The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume. These standards for highways in Jackson County are presented in Tables 3, 4 and 5 below.

Table 3. Spacing Standards for Highways, ADT < or = 5,000 (OR 62, OR 99, OR 227 and OR 238)

Posted Speed (mph)	Spacing (feet)			
	Regional and District Highways, Rural and Urban (feet)	Statewide Highways, Rural Areas (feet)	Statewide Highways, Urban Areas (feet)	Highways, Unincorporated Communities, Rural Areas (feet)
55 and higher	650	1,320	1,320	1,320
50	425	1,100	1,100	1,100
40-45	360	990	360	750
30-35	250	770	250	425

² Amendments to OAR 734-051 were adopted in early 2012 based on passage of Senate Bill 1024 and Senate Bill 264 in the 2010 and 2011 Oregon Legislature respectively. The amendments were intended to allow more consideration for economic development when developing and implementing access management rules, and involved changes to how ODOT deals with approach road spacing, highway improvements requirements with development, and traffic impact analyses requirements for approach road permits.

³ ODOT Access Management Standards – OHP Appendix C Revisions to Address Senate Bill 264 (2011): http://www.oregon.gov/ODOT/TD/TP/docs/ohp_am/apdxc.pdf

Posted Speed (mph)	Spacing (feet)			
	25 and lower	150	550	150

Table 4. Spacing Standards for Statewide Highways, ADT > 5,000 (OR 140)

Posted Speed (mph)	Spacing (feet)			
	Expressway, Rural Area	Expressway, Urban Area	Rural Area	Urban Area
55 and higher	5,280	2,640	1,320	1,320
50	5,280	2,640	1,100	1,100
40-45	5,280	2,640	990	800
30-35	-	-	770	500
25 and lower	-	-	550	350

Table 5. Spacing Standards for District Highways, ADT > 5,000 (OR 66)

Posted Speed (mph)	Spacing (feet)			
	Expressway, Rural Area	Expressway, Urban Area	Rural Area	Urban Area
55 and higher	5,280	2,640	700	700
50	5,280	2,640	550	550
40-45	5,280	2,640	500	500
30-35	-	-	400	350
25 and lower	-	-	400	250

Project Relevance: OAR 734-051 regulates access management on state roadways; analysis for the TSP update and final project recommendations will need to reflect state requirements for state facilities. Implementation measures that will be developed for the TSP update may entail local code amendments to ensure that the Land Development Ordinance is consistent with these access

management requirements as well as TSP recommendations related to access management.

Statewide Transportation Improvement Program

The State Transportation Improvement Program (STIP) is the four-year programming and funding document for transportation projects and programs for state and regional transportation systems, including federal land and Indian reservation road systems, interstate, state, and regional highways, bridges, and public transit. It includes state- and federally-funded system improvements that have approved funding and are expected to be undertaken during the upcoming four-year period. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices, a process that is held every two years in order to update the STIP.

The STIP document is organized by county. Projects within Jackson County for which the county is the applicant are presented in Tables 6 and 7 below. Table 6 presents projects from the 2012-2015 Adopted STIP and Table 7 presents projects from the 2015-2018 Final STIP. There are also many regionally significant projects and programs in Jackson County where ODOT or Rogue Valley Transit District (RVTD) are the applicants; those are so numerous that the STIP should be consulted directly.

Table 6: Jackson County Projects in the 2012-2015 Adopted STIP⁴

Project Name	Description	Cost	Year(s)
Table Rock Road, Wilson St to Elmherst Rd	Widen to add center turn lane, bike lanes, and sidewalks	\$2 million	2014
Peachey Rd: Walker to Hillview	Pave and improve	\$861,216	2011-2013
Mill Creek Dr: N Fork Rogue River Bridge	Rehab bridge	\$2.2 million	2009, 2012
Rogue River Trail: Sardine Creek-Rock Point Bridge	Construction of multi-use path and pedestrian bridge	\$1.4 million	2010-2011, 2014
Bear Creek Greenway Root Repair Test Pilots	Test root damage repair project	\$54,000	2010
Kirtland Rd/Ave G, Table Rock to 700 E of Pacific Ave	Straighten curves, build to rural major collector standards	\$1.4 million	2014
Bear Creek Greenway Trail: Pine St – Upton Rd	Construct trail	\$1.8 million	2012-2013
Bear Creek Greenway Signage	Signage	\$38,000	2012
McKee Br Rd: Applegate R	Replace roof & var bottom chord	\$555,851	2013-

⁴ Project Management Team members provided the following status updates of projects included in the 2012-2015 Adopted STIP: Kirtland/Ave G completed in 2012; and the Bear Creek Greenway OR 62 Connection to be completed in 2015.

Project Name	Description	Cost	Year(s)
(McKee Covered Br) Rehab	members, post-tension bottom chords, retune & camber truss, etc.		2014
Bear Creek Greenway: OR 62 Connection (Medford) [Jackson County/ODOT]	Bike/ped connections from Greenway to OR 62 and N Medford Interchange	\$539,500	2014
W Jackson Rd Realignment	Realignment for safety and local capacity	\$773,000	2012-2014
Lozier Lane [Jackson County/Medford]	Widen to add center turn lane, bike lanes, and sidewalks	\$8.3 million	2015-2016

Table 7: Jackson County Projects in the 2015-2018 Final STIP

Project Name	Description	Cost	Year(s)
Table Rock Road: I-5 to Biddle	Widen to add center turn lane, bike lanes, and sidewalks	\$8.0 million	2015-2018
Regional Active Transportation Plan	Active Transportation Plan for RVMPO area	\$200,000	2016

Project Relevance: The TSP update analysis will take into account projects that are programmed in the STIP. An expected outcome of this planning process is proposed recommendations to eventually amend the STIP to include projects from the updated TSP. These projects will most likely be projects that are eligible for funding through the ODOT Enhance program, which awards funding through a competitive application process.

OR 62: I-5 to Dutton Road Project Final Environmental Impact Statement (2013)

The OR 62: I-5 to Dutton Road Final Environmental Impact Statement (FEIS) documents the analysis to support a preferred alternative for improving safety and mobility in the Crater Lake Highway (OR 62) corridor. The FEIS identified safety issues, in particular high crash rates at corridor intersections, and existing and expected capacity issues. ODOT and the Federal Highway Administration have identified as the Preferred Alternative the “Split Diamond Alternative with Design Option C.”⁵ The map set included in Figure 2-4 in Chapter 2 of the FEIS depicts the Preferred Alternative alignment and design details.

⁵ OR 62: I-5 to Dutton Road Final Environmental Impact Statement, p. ES-5.

The alternative selected through the EIS process is a new 7.5-mile, four-lane, access-controlled bypass extending from the existing OR 62 interchange with I-5 in Medford to approximately Dutton Road north of White City. The following elements are part of the Preferred Alternative:⁶

- Four interchanges:
 - A new split diamond interchange at I-5 and existing OR 62;
 - A tight diamond interchange with Vilas Road, about 3 miles north of I-5;
 - An interchange with existing OR 62 on the south side of White City, about 5 miles north of I-5; and
 - A northern terminus interchange with existing OR 62 near Dutton Road.
- Four 12-foot travel lanes (two in each direction), a 10-foot center median, and 8-foot shoulders, which will also serve as a bikeway/walkway;
- An overcrossing of I-5, Biddle Road, Hilton Road, and Bullock Road, parallel to existing OR 62;
- An overcrossing of Commerce Drive;
- Termination of Coker Butte Road in a cul-de-sac at the bypass;
- Widening of Vilas Road from three lanes to five lanes between existing OR 62 and Table Rock Road;
- Local street modifications in the vicinity of the Vilas Road interchange:
 - Enterprise Drive will be extended in two locations;
 - Helo Drive will terminate in a cul-de-sac at Vilas Road; and
 - A new local street will be built connecting the east end of Helicopter Way to Vilas Road.
- Justice Road will terminate in a cul-de-sac on both sides of the bypass, with emergency access gates to enable emergency vehicles to enter or leave the bypass;
- Gregory Road will terminate in a cul-de-sac just west of its current intersection with Agate Road and east of its current intersection with existing OR 62;
- Displacement of Agate Road between existing OR 62 and Avenue G by the new bypass;
- An overcrossing to carry the bypass over Antelope Road;
- Leigh Way and Avenue A will terminate in cul-de-sacs at the bypass;
- 11th Street will be improved to Jackson County standards between Antelope Road and Avenue G;
- 14th Street will be improved to Jackson County standards and extended south of Avenue F;
- A viaduct structure above Agate Road north of Avenue G to carry the bypass;
- Realignment of West Dutton Road to the north;
- A new local road located along the west and northwest edge of the VA SORCC property lines and cross over the bypass to connect to the realigned West Dutton Road;
- East Dutton Road will terminate in a cul-de-sac at existing OR 62; and
- A new local road will be built to connect East Dutton Road to residences east of existing OR 62 near the northern terminus of the bypass.

A revision to the EIS was made in 2014, after ODOT determined that an alternative crossing design for Commerce Drive would better connect the properties along the east side of the Medford Airport and would create an opportunity to leverage private funding.⁷ The Commerce Drive crossing that was part of the Selected Alternative provided the same access to the properties that exists today and would

⁶ OR 62: I-5 to Dutton Road Project Record of Decision, April 2013

⁷ <http://www.odotmovingahead.com/2014/12/utility-relocations-on-oregon-62-precede-major-construction-in-2015/>

have a marginal connection to several properties poised for eventual industrial development; the redesign will help connect industrial properties along existing Coker Butte Road instead of Commerce Drive.

The Jobs and Transportation Act (JTA)⁸ Phase – the initial, first construction of the alternative – is scheduled to begin construction in 2015. The relationship of the JTA Phase to the Selected Alternative is depicted in Figure ES-6 of the FEIS. This phase of the multi-modal project adds sidewalks and transit-related enhancements on the existing OR 62 corridor and includes a four-lane access-controlled expressway that provides faster travel and improved safety within and through the region.⁹

Through the EIS process, ODOT examined whether the identified transportation need could be met through alternative transportation strategies involving one or a combination of transportation system management (TSM), transportation demand management (TDM) measures, or a mass transit alternative.¹⁰ A description of TSM and TDM elements that were incorporated into the Preferred Alternative can be found in Section 2.1.3 in Chapter 2 (Alternatives) of the FEIS. For transit, ODOT examined replacing RVTD's existing Route 60 with an express bus on OR 62 and two local routes. The express bus system would include three park-and-ride lots, as well as queue-bypass lanes at key intersections. The express system's increased frequency of service and queue-bypass features would reduce transit travel times while the two new local routes would expand transit access. While these improvements are not part of the Selected Alternative, the FEIS documents that ODOT may consider implementing additional measures described in Appendix M, Recommendations for Transit and Non-Motorized Transportation, separately from the OR 62: I-5 to Dutton Road project.

FEIS Appendix M includes references to the OR 62 Transit Study and includes the outcome of that study – a list of capital improvements that could be implemented to improve transit in and around OR 62 (Summary of Transit Subcommittee Recommendations, November 15, 2011). The project list is organized into the following categories: sidewalks; pedestrian crossings; bicycle facilities; bus stop amenities and rider information; bus pull-outs; park-and-rides; and intersection operations. Projects are further identified as a high, medium, or low priority.

Study subcommittee members also discussed the idea of converting the bypassed segment of OR 62 into a boulevard. Because of the design and engineering challenges, such a project was deemed beyond the scope of the Transit Study. The study recommends that the City of Medford and Jackson County lead any subsequent plan to modify that segment of the roadway once the jurisdictional transfer of ownership from ODOT to the local jurisdictions is complete.

⁸ Jobs and Transportation Act (JTA) was enacted by the Oregon Legislature in 2009.

⁹ The 4.5-mile expressway will start with three lanes of eastbound traffic at Poplar and Bullock Roads near Fred Meyer. Through traffic will turn left on a small directional interchange located across from Whittle Road. Traffic will then travel along a four-lane expressway on the east side of the Medford Airport, span over Vilas Road and Coker Butte, and then connect to the existing Crater Lake Highway near Corey Road. Traffic destined for commercial centers such as Costco, Lowe's, and Safeway will continue as is done today. For westbound traffic, three lanes of traffic will extend through the Poplar-Bullock intersection. The existing Hilton Road jug-handle design from Biddle Road will change so that merging traffic will stop before it enters the westbound OR 62 lanes. See

http://www.oregon.gov/ODOT/HWY/REGION3/pages/hwy62_index.aspx

¹⁰ OR 62: I-5 to Dutton Road Final Environmental Impact Statement, Chapter 2 Alternatives, Section 2.1.3

Project Relevance: Projects associated with the Preferred Alternative, as revised, will be included in the updated TSP. Projects that were recommended as a result of the Transit Study that are located within the county will be considered during the project alternatives evaluation phase of the TSP update and incorporated into the TSP’s recommended project list, where appropriate. The TSP update will consider the funded projects included in the FEIS as a result of forecasts of future transportation conditions. The bypass, the interchange configurations, and local roadway connections and terminations will be reflected in figures in the updated TSP showing the future transportation network.

OR 99 Corridor Plan (May 2014 Draft)

The OR 99 Corridor Plan (Corridor Plan) focuses on the section of OR 99 that extends from Garfield Road in South Medford to S. Valley View Road, at the north end of Ashland. The Corridor Plan includes portions of the highway that go through Medford, Phoenix, Talent, and Ashland, as well as Jackson County. A 20-year multi-modal plan, the Corridor Plan examines existing and future highway conditions; identifies strategies to preserve and improve highway safety and capacity consistent with a District Highway classification and local policies; and incorporates improvements for all travel modes.

The study area passes linearly through the southern portion of Medford, and through Phoenix, Talent, and northern Ashland. Areas between each city are largely agricultural, except for an area between Medford and Phoenix, which is primarily urbanized.¹¹ The Corridor Plan was developed using assumptions consistent with local jurisdictions’ existing land use conditions, as adopted in comprehensive plans and zoning ordinances. The Corridor Plan is based on future land use assumptions that are consistent with Jackson County and regional forecasts by the RVMPO.

The recommended Corridor Plan improvements address highway deficiencies, improve the multi-modal functionality of the corridor, and allow the corridor to accommodate traffic, including freight, safely and efficiently into the future. Table 9 in the Corridor Plan provides a summary of the recommended OR 99 Corridor Plan improvements; Figure ES-1 shows the locations of Corridor Plan improvements and includes a brief description of the improvement project along with a general priority level. There are no Corridor Plan projects in the county that are listed as “High Priority.” Projects listed as “Low Priority” or “Medium Priority” include improving a turning radius and sight distances on OR 99/Northridge Terrace Intersection (Project 5), restriping or widening the highway between Phoenix and Talent (Projects 13 and 13A), restriping or widening the highway between Talent and either S. Valley View Road or the Talent Avenue Intersection (Projects 18, 18A, and 18B), and improvement to the OR 99/S. Valley View Road Intersection (Project 19, widen S. Valley View Road to provide dual westbound left turn lanes at OR 99). The Corridor Plan includes detailed project sheets for each of these highway improvements.

In addition to the highway improvements, the Corridor Plan includes other management actions to protect and extend the life of the corridor and provide for incremental implementation of highway improvements. Section 6, Other Management Actions, includes: Transportation System Management Measures, Transportation Demand Management Measures, Bicycle and Pedestrian Facilities, and

¹¹ Draft OR 99 Corridor Plan, Chapter 2.2 Land Use

Transit Operations. The Corridor Plan supports improved connections to the Bear Creek Greenway and notes that these improvements will involve partnering with Jackson County, as well as the Cities of Medford, Phoenix, and Talent, and greenway proponents. Projects 20 and 21 in Table 9 include wayfinding signage and other amenities (a “High Priority”) and improve connections to OR 99/Bear Creek Drive at 4th Street and Oak Street to provide parallel and convenient bicycle and pedestrian facilities (a “Medium Priority”).

Project Relevance: Recommended Corridor Plan Projects will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP’s recommended project list to support the preferred transportation system.

OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road (2013)

The Oregon Route (OR) 140 Corridor Plan (Corridor Plan) focuses on the section of OR 140 that extends from I-5 Exit 35 (Seven Oaks Interchange), east through unincorporated White City, to Brownsboro-Eagle Point Road. The Corridor encompasses recently traded roadways with Jackson County which are now under ODOT jurisdiction. Beginning at the Exit 35-Blackwell/Seven Oaks Interchange, it includes Blackwell Road, Kirtland Road, Pacific Avenue, Avenue G, Agate Road to Leigh Way and east of White City on the highway to the intersection of Brownsboro Road.

The Corridor Plan includes an inventory the existing conditions, identified highway deficiencies, and recommendations for improving safety and operations. Transportation elements reviewed include access (driveway) management/consolidation, capacity improvements, intersection safety and improvements to the local road network. Concurrent with the adoption of the Corridor Plan by the Oregon Transportation Commission, the Statewide Highway classification of OR 140 between the I-5 Exit 35 and OR 62 was changed to Freight Route, consistent with the transportation analysis and plan recommendations. Plan goals include Economic Vitality (Goal 4), with one of the objectives being to serve projected regional growth and expansion, particularly in the White City industrial areas.

Figure ES-1 indicates the locations of Corridor Plan improvements and includes a brief description of the improvement project along with a general priority level. Table 8 is the Summary of Corridor Plan Improvements, where projects are indicated as being within White City, west of White City’s Urban Unincorporated Boundary, or east of this boundary. All of the projects are within the county; however the Blackwell Road Segment widening improvements fall within Urban Reserve (CP-1B) in the 2011 Greater Bear Creek Valley Regional Plan.

The Access Management Plan, Chapter 5, identifies actions that may be triggered as; (1) land use changes occur (new development or redevelopment); (2) future highway improvements are implemented; or (3) highway safety and operational issues arise. For each segment of the corridor, the Access Management Plan includes a list of recommended actions and figures illustrating where improvement projects and access consolidation and closures are necessary.

The projects in both the Corridor Plan and the Access Management Plan include triggers that identify when a project and/or a strategy may be warranted. The Corridor Plan recommends periodic traffic monitoring to identify when projects may be needed. The monitoring program includes data

collection for traffic and crash data and Traffic Impact Studies (TIS) for proposed development.¹² For development proposals in the county, this would entail setting minimum trip thresholds for when a TIS is required that are consistent with monitoring needs of the Corridor Plan and incorporating into conditions of approval the improvements that are triggered by a proposed development project.

All travel modes were considered in the development of the Corridor Plan improvements. Bicycle and pedestrian facilities were included with improvements in the form of bike lanes, sidewalks, or multiuse paths on the urban sections within the White City boundary and wider shoulders on rural sections of highway. In addition to improving or adding new facilities to the system, the Corridor Plan recommends that future improvements should seek opportunities to enhance greenway trails by partnering with Jackson County and greenway proponents.¹³ To support transit ridership and the existing RVTD Bus Route 60, the Corridor Plan recommends that locations for a future park-and-ride facility be investigated at the intersection of OR 140 and OR 62. Options listed include taking advantage of existing parking that is underutilized during the day, incorporating the facility as part of a future shared-use development, or developing it as a stand-alone parking lot.¹⁴

Project Relevance: Recommended Corridor Plan projects will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system.

I-5 Rogue Valley Corridor Plan (2011)

The I-5 Rogue Valley Corridor Plan (Corridor Plan) assesses existing and future transportation conditions along 25 miles of the I-5 mainline from Interchange 11 south of Ashland to Interchange 35 north of Central Point. The Corridor Plan evaluated future conditions for two scenarios: year 2034 using the forecasting assumptions from the Regional Transportation Plan (RTP) and year 2050 using the growth assumptions that were the basis for the Regional Problem Solving (RPS), which assumes that population in the Rogue Valley doubles. The Corridor Plan identifies strategies and improvements to enhance transportation safety and capacity within the corridor. The four goals of the Corridor include improved efficiency of traffic operations; safety in the I-5 corridor; mainline operations at interchanges; and freight operations.

Through the planning process twenty corridor concepts - strategies to improve future traffic operation and safety deficiencies – were developed and evaluated. These corridor concepts were based on project goals and objectives, the results of the existing conditions and future year analysis, and priorities developed by the project management team.

To help prioritize potential improvements in the Corridor Plan, a set of evaluation criteria were developed and applied to each concept. Three categories of criteria were developed: (1) the degree to which the concept maximizes benefits, (2) the degree to which the concept minimizes impacts, and

¹² OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road, Chapter 7 Plan Monitoring and Funding

¹³OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road, Chapter 6 Other Management Actions, Section 6.5

¹⁴ OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road, Chapter 6 Other Management Actions, Section 6.5

(3) the cost opinion. Corridor Concept Evaluation Criteria and Scoring Matrix is Figure 5-1 in the Corridor Plan. Ultimately, seven high performing concepts were identified in three categories:

- Safety Enhancement Measures
 - Port of Entry—Auxiliary Lane Option: Extend NB on-ramp into an auxiliary lane with Interchange 19 off-ramp
 - Southbound Weigh Station: Extend Interchange 19 SB off-ramp into an auxiliary lane with SB Weigh Station
 - Emergency Turnaround: Upgrade existing emergency turn-out to provide truck turnaround during winter pass closures
 - Incident Response System/Vehicles: Add incident response vehicles to the corridor
- Transportation System Management (TSM)
 - OR 99 Corridor Coordinated Traffic Signal System: Synchronize traffic signals along the entire length of the OR 99 corridor
 - Ramp Metering: Incorporate dynamic ramp metering at applicable interchanges
- Capacity Enhancement Measures
 - Enhanced Local Arterial/Collector Connections – Area 2 (Medford to Phoenix): Improve local street connections that provide viable local alternative routes

Section 4, Corridor Concepts, describes each proposed concept, including an identification of the problem, the proposed solution, and a summary of the strengths and impacts for each. The locations of each physical improvement are shown graphically in Figure 4-1 for 2034 and Figure 4-2 for 2050.

The described benefits of the Enhanced Local Arterial/Collector Connections corridor concept in Area 2 include a decrease in traffic volume in certain areas along I-5 and a decrease in 2050 traffic volumes on OR 99 through parts of downtown Medford. The following is a description of Area 2 local street connections necessary to provide viable local alternative routes:

Area 2 connectors are North Phoenix Road/North Foothills Road, Crater Lake Avenue, Table Rock Road and Highland Drive/Sunrise Avenue/Springbrook Road. From Corey Road, North Foothills Road would be extended north to Atlantic Avenue through White City as described in the Jackson County Transportation System Plan. Where Atlantic Avenue currently truncates at Avenue H, the roadway would cross and extend northwestward to East Dutton Road, where it would connect with OR 62 (Crater Lake Highway). A Crater Lake Avenue corridor extension would follow East Main Street south on Willamette Avenue, then east onto Siskiyou Boulevard to Highland Drive, then south on Highland Drive to Interchange 27. North beyond Delta Waters Road, the Highland Drive/Sunrise Avenue/Springbrook Road corridor could eventually continue to Coker Butte Road.¹⁵

Corridor concepts were grouped into three phases: short term (2 to 5 years), medium term (6 to 15 years), and long term (more than 15 years). The corridor concepts are shown in Figure 5-1 of the

¹⁵ I-5 Rogue Valley Corridor Plan, Chapter 4 Corridor Concepts, p. 4-12

Corridor Plan; Figure 5-2 shows the phasing. Concept 14 is the Medford to Phoenix - Interchange 30 to 24 corridor concept; it is shown as a Medium-term project.¹⁶

Project Relevance: County arterial and collector enhancements recommended in the Corridor Plan as part of a “high performing” corridor concept will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP’s recommended project list to support the preferred transportation system.

Old Stage Road Corridor Management Plan (2000)

The Old Stage Road Corridor Management Plan (CMP) was prepared to document issues that affect the Old Stage Road Corridor and a recommended prioritized set of actions to address these issues. The CMP follows the guidelines established for the preparation of corridor management plans for National Scenic Byways by the Federal Highway Administration (FHWA). Stretching from the Jacksonville city limits to I-5 in the Rogue River Valley area, this highway, the first “public highway in Jackson County, retains many of its historic features, including tight curves and a narrow cross-section.¹⁷ The principal goal of the CMP is to create a balance between protecting important historic resources and public safety. Specific CMP goals include identifying roadway design standards that safely accommodate a variety of roadway users, “including bicyclists, motorists, joggers, and walkers.” An associated plan objective is to identify design criteria for roadway cross-sections.

The CMP includes a Safety and Transportation Plan for the facility, the intent of which is to identify special rural highway design standards for the corridor, including measures to increase safety. Safety and Transportation (“ST”) actions are described in Section 4.4 and include adopting a 29-foot paved roadway cross-section (Action ST-2, Figure 4.1) and designating the facility as a shared bikeway facility (Action ST-5). Other actions pertain to traffic control signs, including reduced speed advisory signs.

Section 4.7, Voluntary Design Guidelines, contains “images and ideas” addressing design features, such as fences and retaining walls, during future road construction. The CMP Action Plan (Table 5.1) includes a summary table of recommended actions, each with an assigned priority (high-level, mid-level and low-level) and the agency responsible for its implementation. The County Roads Department is assigned primary responsibility for items related highway design and construction and signage; County Planning is assigned primary responsibility for protecting the viewshed through the use of land use and development regulations and adopting the standards in the CMP.

Project Relevance: The Old Stage Road Corridor Management Plan was adopted by reference into the 2005 TSP. CMP policies and roadway design standards are therefore indirectly part of the adopted 2005 TSP. View protection standards in the CMP will be reviewed for potential incorporation into proposed development code amendments that will be prepared in the implementation phases of this process.

¹⁶ Note that the Enhanced Local Arterial/Collector Connections - Area 1: Central Point and North Medford - Interchange 30 to 35 is also listed as a “Medium-term” corridor concept in Figure 5-2, but it is not identified as a “high performing” concept.

¹⁷ Old Stage Road Corridor Management Plan, Figure 1.1 Project Location

I-5 Exit 19 (North Ashland) Interchange Area Management Plan (2011)

The I-5 Interchange 19 overpass was planned to be replaced with an overpass designed to have three traffic lanes and wide shoulders to accommodate bicycle and pedestrian facilities, which were not previously provided. Given this significant modification of the interchange, an Interchange Area Management Plan (IAMP) was prepared and adopted in 2011. The objectives of the IAMP included:

- Identify necessary capacity improvements to the interchange and the area transportation system;
- Evaluate a number of interchange alternatives;
- Develop an access management plan; and
- Develop and evaluate potential management actions that could protect the future function, capacity, and mobility of the interchange.

The development of the IAMP involved traffic operations analysis of four interchange alternatives under three different future land use scenarios. The analysis identified improvements to the interchange area that could address potential future operational deficiencies resulting from increased traffic volumes. The analysis did not find that trip budgets or limits on Comprehensive Plan amendments or zone changes were needed; however, it supported recommendations that are outlined as follows:

- Access Management Strategy – Implement the Access Management Strategy for the Interchange 19 area. Medium-term and long-term recommendations include a non-traversable barrier from the I-5 southbound ramp terminal to approximately 700 feet south along South Valley View Road and consolidation or closure of driveways along South Valley View Road, where feasible, as properties redevelop between the I-5 northbound ramp terminal and East Butler Lane.
- Local Street Network Improvements – Enhance the local street network as land develops by enhancing existing street connections and accessways between developments and providing links to promote modes of transportation other than motor vehicles. Local street enhancements include realigning Lowe Road to form a four-way intersection with South Valley View Road and Eagle Mill Road, and widening South Valley View Road to five lanes between I-5 and OR 99 as well as improvements associated with the recommended Access Management Strategy: closure of East Ashland Lane approach to South Valley View Road in conjunction with extension of Orchard Lane northwest to East Butler Lane and construction of a new road extending north from Eagle Mill Road that can serve property along the east side of South Valley View Road.
- Transportation System Management – Apply Transportation System Management strategies when implementing traffic signal systems, particularly potential future signals at the interchange ramp terminals. These strategies include signal interconnect, coordination, and optimization.
- Transportation Demand Management – Implement Transportation Demand Management strategies in cooperation with other jurisdictions within the RVMPO. Consider forming a

Transportation Management Association (TMA) to promote travel options, provide incentives to participants, coordinate shared rides, secure grants, and advocate for transit service that Jackson County and Ashland could require or offer incentives to large employers to participate in.

- Consider inclusion of Interchange 19 if the RVMPO ITS/ATMS or ramp metering system is employed. While such systems would not be sensible to implement just in the Ashland area, the area could be included as part of regional implementation. It is ODOT's authority to determine implementation of such systems, but implementation would benefit from Jackson County and City of Ashland's involvement.

Project Relevance: Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system.

I-5 Exit 33 (Central Point) Interchange Area Management Plan (2014)

The I-5 Exit 33 (Central Point) Interchange is an urban interchange that has geometric deficiencies and is expected to experience dramatic increases in traffic volumes by 2030 due to population growth in Central Point, traffic on OR 99 and OR 62 wanting to access I-5 (particularly freight traffic), potential development from two newly designated URAs to the north and east of the interchange, and future fairground expansion. Further, there are access spacing deficiencies at the ramp terminals and along East Pine Street.

Objectives for developing an IAMP for the interchange included the following:

- Protect the function of the interchange and East Pine Street as specified in the Oregon Highway Plan (OHP), RVMPO Regional Transportation Plan, and City of Central Point Transportation System Plan.
- Develop concepts to improve safety and maximize operational efficiency of the freeway and interchange to address existing and future needs.
- Evaluate the need for capacity improvements based on the adopted comprehensive land use plans of Central Point and Jackson County.
- Develop an access management plan that provides for safe and acceptable operations on the transportation network, and meets OHP requirements and the access spacing standards in Oregon Administrative Rule (OAR) 734-051.
- Incorporate the Greater Bear Creek Valley Regional Plan into the design and management systems for I-5 Exit 33, including recommended strategies for land use control.
- Incorporate the analysis of the City's Pine Street Four-Lane to Three-Lane Conversion study.

The IAMP preferred alternative consists of new projects, new transportation system management measures (TSM), and Central Point TSP projects that are in the Interchange Management Study Area (IMSA).

- Bicycle Signal at I-5 Southbound Ramp Terminal – Install bicycle signal on eastbound approach to regulate eastbound right-turn movements when bicyclists are present (High Priority)
- South Sidewalk between Ramp Terminals – Add 5-foot sidewalk to south side of bridge and connect to the existing sidewalk network and the ramp terminals (High Priority)
- I-5 Southbound Ramps/E Pine Street Intersection Improvements – Widen E Pine St between ramps and bridge to add a second westbound left-turn lane and widen southbound on-ramp for two receiving lanes (Medium to Low Priority)
- E Pine Street/10th Street/Freeman Road Improvements – Restrict or close access on E Pine St between 10th St/Freeman Rd and ramps; extend westbound left-turn lane storage (No Priority Assigned)
- E Pine Street/Peninger Road Improvements – Adjust signal timing and install flashing yellows at all left-turns (No Priority Assigned)
- E Pine Street/Hamrick Road Improvements (TSP Tier 1 Project #216) – Add second eastbound left-turn lane on E Pine St and widen Hamrick Rd to provide a second northbound receiving lane (Medium Priority)
- Central Point Tier 2 TSP Project #236 – Widen E Pine St to provide a third westbound through lane between Bear Creek Bridge through Peninger Rd and feeding into right-turn lane at northbound on-ramp (Low Priority)
- Central Point Tier 2 TSP Project #240 – Extend Peninger Rd south and construct a bridge across Bear Creek to connect to Hamrick Rd (Low Priority)
- Central Point Tier 2 TSP Project #245 – Extend Peninger Rd eastward and construct a bridge across Bear Creek to connect to Beebe Rd; remove signal at Peninger Rd/E Pine St intersection and restrict turning movements (Low Priority)

Recommended IAMP management strategies address access management, transportation system management, transportation demand management, and land use management.

- Access management – Potential consolidation or closure of driveways when properties develop or redevelop, roadway improvements are constructed, or the annual accident rate exceeds statewide annual average accident rate for similar roadways and when reasonable or alternative access can be provided with a single access point, via a local street, or otherwise, was recommended on East Pine Street from Front Street to the I-5 southbound ramp terminal and from the I-5 northbound ramp terminal to Hamrick Road. Evaluation of traffic control, potential turn limitations, left-turn lane, and right-turn lane needs for East Pine Street/Peninger Road intersection were recommended before planning and design for planned expansion of the local road network north and south of East Pine Street (per Central Point TSP). Management of business' access on East Pine Street/Biddle Road from Hamrick Road to Table Rock Road by Jackson County, along with City of Central Point, was recommended; this segment has few existing access points and is beyond 1,320 feet from the interchange but presents an opportunity to manage future accesses in the corridor.
- Transportation system management (TSM) – TSM measures have been included in the IAMP preferred alternative, including traffic control, turn restrictions, restriping, bicycle and pedestrian connections between the ramp terminals and adjacent roadways, and additional turn lanes needed to address future operational deficiencies at the interchange. Future signal optimization and coordination were assumed for the IMSA. Measures such as ramp meters,

preferential lanes, and signal priority were not recommended because freeway congestion was not projected to be a concern through 2038, but can be considered if congestion becomes an issue. Coordination with the 20-year Rogue Valley Intelligent Transportation Systems (RVITS) plan was recommended.

- Transportation demand management (TDM) – TDM measures – such as carpooling, vanpooling, transit, bicycling, and walking programs, flexible work schedules, off-peak shifts, and telecommuting – were recommended and are easiest to implement where there are large employers or where a TMA has been established to pool the efforts of smaller employers. The Rogue Valley TMA, which was established in 2002 but has been inactive in recent years, has been identified for CMAQ funding in the RTP and has been programmed in the current RVMPO MTIP.
- Land use management – In addition to changes to City of Central Point Zoning Code and the City TSP, the IAMP recommended changes to the Jackson County Land Development Ordinance. These amendments include: adding land use application notice requirements for notifying ODOT when the proposal may affect a state facility; adding requirements that the IAMP be used to evaluate development proposals and determine mitigation; and adding requirements that abutting development provides its share of right-of-way dedication and improvement costs, particularly when the proposed development necessitates expansion of existing facilities or construction of new facilities that have not been identified in the CIP or STIP.

Project Relevance: Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP’s recommended project list to support the preferred transportation system. Land use management recommendations as they relate to the Land Development Ordinance will also be reevaluated as part of this planning process.

I-5 Exit 35 (Seven Oaks) Interchange Area Management Plan (2013)

Interchange 35 (Seven Oaks) is principally a rural interchange that connects I-5 with OR 99 to the south and Blackwell Road to the north. The study area for the IAMP is partially located within the City of Central Point’s Urban Reserve Area CP-4D and Urban Reserve Area CP-1B. The IAMP is a follow-up to the I-5 Interchange 35 Improvement Project Interchange Area Study, and was prepared in coordination with Jackson County and the City of Central Point.

The IAMP objectives included the following:

- Protect the function of the interchange as specified in the Oregon Highway Plan (OHP) and Jackson County Transportation System Plan (TSP).
- Provide safe and efficient operations on I-5 and OR 99 as specified in the OHP and Jackson County TSP.
- Identify system improvements and management techniques that would not preclude connection to the newly designated OR 140 to the OR 62/140 junction.

- Develop an access management plan that provides for safe and acceptable operations on the transportation network, and meet OHP requirements and the access spacing standards in Oregon Administrative Rule (OAR) 734-051.
- Incorporate the Greater Bear Creek Valley Regional Plan into the design and management systems for Interchange 35, including recommended strategies for land use control.
- For areas outside of the Greater Bear Creek Valley Regional Plan, identify future land uses that would be inconsistent with the operation and safety of the new interchange and develop strategies for recommended land use controls.

The Preferred Alternative package of improvements that was recommended in the IAMP consists of the following:

- I-5 Southbound Ramp Improvements – These include restriping and reconfiguring lanes in Phase 1 (in next 10-15 years) and in Phase 2 (after 20 years, unless Tolo area begins to develop).
- I-5 Northbound Ramp Improvements – These include adding a turn lane and retaining stop sign control in Phase 1 and signalizing the ramp in Phase 2.
- Kirtland/Blackwell Road Improvements – These include restriping the median in Phase 1 and signalizing the intersection in Phase 2. These improvements relate to those in the OR 140 Corridor Plan, reviewed earlier in this memorandum, including widening OR 140, modifying curves, and installing roadway delineation depending on crash rates, traffic growth, and development of URA CP-1B.

The IAMP also recommends a set of management measures.

- Access management – Recommended access management measures included the following.
 - Construct local roads parallel and both east and west of Blackwell Road to serve development with connections to Blackwell Road that move toward meeting the ¼-mile access spacing from the interchange as well as spacing standards for a statewide freight route (OR 140). Access will need to be determined between ODOT, Jackson County, and property owners. The local road network will be developed as adjacent property is developed.
 - Extend the existing Dean Creek Frontage Road to connect with the new local road east of Blackwell Road concurrent with adjacent development and coordinated with other network improvements. Work with Jackson County to identify an alternative access for the current connection immediately north of the interchange if operational or safety issues warrant.
 - Orient new driveway connections along these new parallel routes north of the interchange. Modify driveways as needed with construction of local network improvements or development of adjacent properties.
 - Close the Seven Oaks Road connection to OR 99 when the Twin Creeks railroad crossing is constructed and the Scenic Road railroad crossing and connection to OR 99 is improved, which are projects that are outside of the IAMP.
 - Consolidate or close driveways within ¼ mile of the interchange as feasible upon property development or redevelopment.

- Transportation system management (TSM) – TSM recommendations consisted of the same recommendations as were made in the I-5 Exit 33 (Central Point) IAMP, reviewed previously in this memorandum.
- Transportation demand management (TDM) – TDM recommendations consisted of the same recommendations as were made in the I-5 Exit 33 (Central Point) IAMP, the previous review in this memorandum. However, this IAMP acknowledges that, given the existing low density and more rural nature of development in its IMSA, TDM measures may be less feasible in the near term but may be implemented once more development occurs in the Tolo area (identified in the Regional Plan) and in the IMSA in general.
- Land use management – Land use-related actions recommended for Jackson County included requirements for development to improve the local street network and address access in the IMSA and for coordination of planning, design, and construction of these improvements with ODOT and the City of Central Point.

Project Relevance: Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system. Land use management recommendations will also be reevaluated as part of this planning process.

I-5 Exits 40 and 43 (Gold Hill) Interchange Area Management Plan (Draft)

The I-5 Exits 40 and 43 (Gold Hill) Interchange Area Management Plan (IAMP) is in the process of being developed. Interchange 40 primarily provides access to Gold Hill and nearby outdoor recreation areas, and Interchange 43 primarily provides access to outdoor recreation areas and associated activities.

The objectives of the IAMP include the following:

- Protect the function of the interchanges as specified in the Oregon Highway Plan (OHP) and Jackson County Transportation System Plan (TSP).
- Provide safe and efficient operations on I-5, Access Road, and Main Street as specified in the OHP and Jackson County TSP.
- Facilitate freight travel to the interchange from nearby resource lands.
- Maintain existing emergency routes and identify improvements to the transportation system that may enhance emergency vehicle access.
- Identify safe and convenient bicycle and pedestrian improvements to connect and enhance non-motorized travel at and around the interchanges, including access to the Rogue River Greenway.
- Incorporate bicycle and pedestrian elements, such as sidewalks and bike lanes or shoulders, in roadway upgrades.
- Incorporate current and planned land uses into the design and management systems for Exits 40 and 43, including recommended strategies for land use control.

- Consider the 2009 Regional Plan (specifically inclusion and buildout of the adjacent Tolo industrial area) when evaluating design modifications and management systems for Exits 40 and 43, including recommended strategies for land use control.
- Develop an access management plan that provides for safe and acceptable operations on the transportation network, and meet OHP requirements and the access spacing standards in Oregon Administrative Rule (OAR) 734-051.
- Provide a process to educate and involve the public in the planning and funding for future transportation system improvements.

A Draft Alternatives Analysis (Technical Memorandum #6) was completed in June 2014, and it presents and evaluates concepts for interchange ramp, intersection, and multi-modal improvements for Exits 40 and 43. The analysis does not identify a Preferred Alternative, but the alternatives consist of the following general improvement concepts:

Exit 40

- Interchange ramp improvements – northbound and southbound off-ramp extensions, on-ramp extensions, and ramp terminal turning radius improvements
- Intersection improvements – turning radius improvements at 2nd Avenue/Blackwell Road at Access Road and at Access Road/Old Stage Road
- Multi-modal improvements – 2nd Avenue (OR 99) Bridge multi-modal improvements, Blackwell Road multi-modal access, and 2nd Avenue/Blackwell Road/Access Road expanded multi-modal system

Exit 43

- Interchange ramp improvements – northbound and southbound off-ramp extensions and ramp terminal turning radius improvements
- Intersection improvements – Rogue River Highway/Main Street intersection modifications, Rogue River Highway/Main Street turning radius improvements, Rogue River Highway/2nd Avenue/N River Road intersection enhancements
- Multi-modal improvements – IMSA roadway multi-modal access enhancements and Rogue River Bridge multi-modal access enhancements

Project Relevance: Recommended IAMP projects and management measures will be considered during the future conditions and project alternatives evaluation phase of the TSP update and, where appropriate, incorporated into the TSP's recommended project list to support the preferred transportation system.

Greater Bear Creek Valley Regional Plan (2009)

Jurisdictions in Jackson County participated in a Regional Problem Solving (RPS) process from approximately 2000-2009. This was a coordinated and collaborative approach to addressing challenges associated with growth in the region using a state-sanctioned process to develop local solutions that support Statewide Land Use Planning Goals, but provide flexibility in complying with some of the corresponding Oregon Administrative Rules (OARs).

The Regional Problem Solving process yielded the Greater Bear Creek Valley Regional Plan (Regional Plan) in 2009. Jackson County adopted the Regional Plan into its Comprehensive Plan and

participating cities incorporated parts of the plan that were applicable into their respective local comprehensive plans and implementing ordinances.

A major focus of the process was developing a set of Urban Reserve Areas (URAs) around cities in the region; urban reserves are permitted under OAR 660-021-0000 to provide a supply of urbanizable land that can accommodate up to an additional 30 years of expected growth beyond the 20-year supply required in each UGB. Development of the URAs was based on extensive land use and transportation scenario modeling.

Implementation measures for the Regional Plan were guided by goals and policies developed for the Regional Problem Solving process. Transportation-specific policies under Goal 1 (Manage future regional growth for the greater public good) include the following:

- The Region will identify major infrastructure corridors needed in the future and develop strategies to achieve their long-term preservation.
- The Region’s jurisdictions will ensure a well-connected network of public streets as a means to reduce dependence on state highways for intra-city travel.

Transportation-specific implementation measures for the Regional Plan include the following:

- Regional Transportation Network Strategy – Rogue Valley Metropolitan Planning Organization (RVMPO) and Oregon Department of Transportation’s (ODOT’s) Transportation Planning Analysis Unit (TPAU) worked together to develop a list of major transportation planning projects needed to implement the Regional Plan. Among the projects are those that avoid State facilities and provide more connectivity on local facilities (called “connector roadways”) on roads such as Hanley Road (Central Point to Jacksonville), South Stage Road (Medford to Jacksonville), Foothills/North Phoenix Road (Phoenix to Eagle Point), and McLaughlin Drive (Medford to White City). RVMPO was to continue to study and develop a prioritized list of long-term regional arterial improvements to serve the Regional Plan’s needs. This network strategy involves Goal exceptions and right-of-way acquisitions; RVMPO was directed to develop financial plans for right-of-way acquisition as part of prioritized project development and based upon the conceptual planning that the cities are to conduct for the URAs.
- Conceptual Transportation Plans – Conceptual Transportation Plans were to be prepared following the RPS process in order to identify and protect regionally significant transportation corridors within each URA. These plans were to be prepared by the cities in collaboration with the RVMPO, Jackson County, applicable irrigation districts, and other affected agencies; they were to identify a general network of regionally significant arterials under local jurisdiction, transit corridors, bike and pedestrian paths, and associated projects to provide mobility throughout the region. The plans were to be adopted by Jackson County and the city prior to or in conjunction with a UGB amendment within that URA.

Project Relevance: Projects considered for the updated TSP will reflect and be consistent with projects and programs identified in the Regional Plan. Consistent with the Regional Plan, the TSP update will consider ways to reduce reliance on state facilities and increase local connectivity through the development of local arterials. To date participating Bear Creek cities have not prepared URA conceptual plans. The

development of URA conceptual plans and associated transportation projects are to be monitored and potentially included in future updates of the Jackson County TSP.

Rogue Valley Metropolitan Planning Organization (RVMPO) 2013-2038 Regional Transportation Plan

As part of its transportation planning responsibilities, RVMPO prepares and regularly updates its Regional Transportation Plan (RTP). The RTP is a multi-modal transportation plan designed to meet the anticipated 25-year transportation needs within the RVMPO planning area boundary. The RTP serves as a guide for management of existing transportation facilities and for the design and implementation of future transportation facilities.

The RVMPO contains two separate air quality maintenance areas that must be monitored for conformity with federal air quality standards: the Medford-Ashland Air Quality Maintenance Area (AQMA), which makes up most of the RVMPO area, designated as an attainment and maintenance area for particulate matter (PM10), and the Medford UGB area, an attainment and maintenance area for carbon monoxide (CO). The RTP has been found to conform to the requirements of the Clean Air Act and well as Oregon air quality rules.

The RTP establishes a set of transportation goals and associated policies, potential actions, and performance indicators. The goals and policies guided project selection. The goal framework is composed of the following:

- Goal 1 – A balanced multi-modal system addressing existing and future needs
- Goal 2 – Safety and security
- Goal 3 – Compact and livable communities
- Goal 4 – Financing and responsible stewardship
- Goal 5 – System efficiencies
- Goal 6 – Reducing reliance on single-occupant vehicles
- Goal 7 – Planning process that is open and balanced
- Goal 8 – Fostering economic opportunities

The focus of the RTP is the presentation of the region's funded projects. Pursuant to Federal Highway Administration rules (23 CFR Part 450.322), MPO plans must show capital investment, operations, and management strategies that promote an integrated multi-modal transportation system over a horizon of at least 20 years. The projects must be “financially constrained;” funding for all projects in the plan must be identified, or there must be a reasonable expectation for funding.

The projects in the RTP are presented in tables and in maps, by jurisdiction and by project type and system need through 2038. Projects are categorized in terms of short-, medium-, and long-range implementation.

Project Relevance: Projects developed through the TSP update process will be consistent with the goals, policies, performance indicators, and projects that are in the RTP. The updated TSP will include recommendations to update the RTP with identified county projects, as appropriate.

RVMPO Transportation Demand Management Reference Guide (2012)

The RVMPO Transportation Demand Management Reference Guide (guide) is a distillation of 12 technical memoranda that were written from 2008-2011 in order to refine the RTP's Transportation Demand Management (TDM) element. The guide was prepared to support compliance with RTP Alternative Measures¹⁸ and to serve as a resource for communities in the RVMPO that are looking to increase the effectiveness of their TDM programs.

The Alternative Measures consist of the following:

1. Transit and bicycle/pedestrian mode share
2. Percentage of dwelling units within a ¼ mile walk to 30-minute headway transit service
3. Percentage of collectors and arterials with bicycle facilities
4. Percentage of collectors and arterials in TOD areas with sidewalks
5. Percentage of mixed-use dwelling units in development
6. Percentage of mixed-use employment in new development
7. Alternative transportation funding

Recommendations from the guide that may be reflected in the updated Jackson County TSP and associated implementing measures include the following:

- Adopting maximum parking space requirements and an option to decrease parking further with the use of TDM measures such as providing attractive bicycle and pedestrian facilities, and carpool spaces within ¼ mile of transit service.
- Prioritizing all county bicycle and pedestrian construction projects to be complete in the earlier phases of this Plan.
- Encouraging developments with a large footprint to have a bicycle and pedestrian circulation plan.
- Adopting traffic-calming street design standards.
- Modifying land use codes to require creation of non-motorized infrastructure on public roadways.
- Modifying parking standards to require fewer spaces or set a maximum number of spaces to reduce the amount of land consumed by parking and, and to some extent, the convenience of parking.
- Providing for park-and-ride lots.
- Modifying street and parking lot standards to enforce connectivity.

Project Relevance: Recommendations from the RVMPO Transportation Demand Management Reference Guide will be considered as part of this planning process and specific measures that reflect regional TDM goals and strategies will be included in the draft TSP and associated proposed implementation measures.

¹⁸ In December 2001, the Land Conservation and Development Commission approved seven Alternative Measures adopted by the RVMPO in place of the VMT reduction standards contained in the state Transportation Planning Rule (TPR). The Alternative Measures meet requirements to reduce reliance on the automobile established in OAR 660-012-0035(5).

Rogue Valley Transit District Ten-Year Long Range Plan (2007-2017)

The Rogue Valley Transit District (RVTD) Ten-Year Long Range Plan (plan) is RVTD's most recent comprehensive planning document related to transit planning. The plan addresses revenue forecasting, fixed-route and paratransit services, departmental needs, and program recommendations. The plan is designed to meet the community's public transportation needs to the extent possible given future revenue potential.

Four revenue scenarios were developed (Figure 1.3 in the plan), as were three tiers of potential service expansions and improvements (Figure 5.1 in the plan). The intention, upon adoption of the plan, was that RVTD would determine the revenue scenario that would best serve the needs of the community. Based on the preferred revenue option RVTD would then prepare a Strategic Business and Operations Plan (reviewed in this memorandum).

The plan includes a section on local coordination and development review, which documents that RVTD receives notice of proposed development from each jurisdiction it serves. RVTD treats these development proposals as opportunities to improve bus stop facilities along existing routes and preserve right-of-way along planned routes. The plan recommends that RVTD staff should become more involved in early planning stages, specifically at site review meetings, and that RVTD staff provide more detailed information about future transit needs and planned facilities and amenities so that jurisdictions can more easily require these facilities and amenities as part of development approval.

Project Relevance: The RVTD Strategic Business and Operations Plan will be consulted for more up-to-date recommendations for service improvements. Recommendations from the RVTD Long Range Plan related to local coordination and development review will inform potential Land Development Ordinance amendments that will be prepared and recommended for adoption as part of the TSP update process.

RVTD Strategic Business and Operations Plan (2008-2015)

The Rogue Valley Transit District Strategic Business and Operations Plan is a five-year plan that consists of the following elements related to strategic planning and operations:

- Budget forecast
- Market analysis
- Ten-year long range plan (Tier 1)
- Capital and operations plan
- Anticipated revenue and operating costs
- Management and organization

The ten-year long range plan identifies four sets of service improvements including:

1. Southeast Medford – new route/service
2. Service hour extension – system-wide extension of hours to 4 a.m. or 5 a.m. to 10 p.m. Monday-Friday for most routes, with varied frequencies per route
3. West White City – new route/loop/link

4. Saturday service – extension of limited service on Saturdays

The plan also identifies capital and operations needs (additional buses and employees) that are necessary to implement the long range service improvements.

Project Relevance: Update of the transit element in the TSP will be consistent with the recommendations and service improvements identified in the RVTD Strategic Business and Operations Plan.

RVTD United We Ride Plan (2013)

The 2013 RVTD United We Ride Plan serves as an update to RVTD’s 2006 Public Transportation-Human Services Coordination Plan.¹⁹ The Coordinated Plan focused on improving the mobility of three target populations: people with disabilities, seniors, and people of low income. The United We Ride Plan also states other purposes:

- To identify changing mobility needs within Jackson County and the resources available for target populations;
- To document new unmet transportation needs and validate previously identified needs; and
- To prioritize needs to receive funding as funding becomes available.

The plan culminates in a set of goals, objectives, and strategies that emphasize the need for partnerships and resources (i.e., funding) in meeting mobility needs identified in the plan and implementing potential projects and strategies. Many of the recommended potential projects and strategies deal with program and temporal elements of RVTD’s services. The objectives and associated projects and strategies in Table 8 have the most applicability to the TSP update process.

Table 8: RVTD United We Ride Plan Objectives, Projects, and Strategies

Objective	Potential Projects and Strategies
Improve access to jobs, education, and services by addressing spatial gaps in service.	<ul style="list-style-type: none"> • Address unserved pockets within RVTD district boundaries, as funding allows.
Enhance the customer experience through improved on-street infrastructure.	<ul style="list-style-type: none"> • Make bus stop improvements, including benches, signage, and shelters, focusing on corridors/routes of high use by target populations. • Work with City and County partners to secure funding and install improvements.
Encourage multi-modal planning that anticipates growth in bicycle use, vanpools, and rideshare.	<ul style="list-style-type: none"> • Support the growing use of bicycles among people of low income by advocating for better bicycling infrastructure. • Establish mechanisms to capture the potential of vanpools and ridesharing to meet transportation needs

¹⁹ Per Federal Transit Authority circular requirements, Coordinated Plans should be updated every four years.

Objective	Potential Projects and Strategies
	in low-demand areas where public transit is not affordable.
Support pedestrian-oriented planning to promote safety and ease in accessing bus stops.	<ul style="list-style-type: none"> • Support improvements to sidewalks, pedestrian crossings, and safety mechanisms that enhance access to transit.
Promote regional connectivity through partnerships with neighboring counties and public/private sector organizations.	<ul style="list-style-type: none"> • Work with Josephine County, as funding permits, to establish transit service between Medford and Grants Pass.

Project Relevance: Update of the transit element in the TSP will be consistent with recommendations related to routes and infrastructure in the United We Ride Plan. Potential projects and strategies identified in this plan can inform potential ordinance amendments that will be prepared and adopted as part of the TSP update process.

RVMPO Metropolitan Transportation Improvement Program (2015-2018)

The most recent RVMPO Metropolitan Transportation Improvement Program (MTIP) includes transportation projects and associated funding in the region for the federal fiscal years 2015-2018. Projects in the MTIP are drawn from the RVMPO 2013-2038 Regional Transportation Plan (RTP), and are “financially constrained,” which means that required funds are expected to be available for implementation based on federal, state, and local consultation and best estimates. The MTIP was prepared as a collaborative effort between RVMPO jurisdictions, with direction from a Technical Advisory Committee, a Public Advisory Council, and public input.

The MTIP document consists primarily of the table of projects, which specifies whether the programming is for planning, design, acquisition, and/or construction. Projects are organized by jurisdiction; jurisdictions with projects in the 2015-2018 MTIP include:

- Ashland
- Central Point
- Eagle Point
- Medford
- Phoenix
- Jackson County
- Rogue Valley Transit District (RVTD)
- RVCOG (Congestion Mitigation and Air Quality Improvement (CMAQ) program allocation for MPO area)

Project Relevance: Where necessary, improvements recommended in the updated TSP will be coordinated with projects programmed in the MTIP for the next five years.

Bear Creek Greenway Management Plan (2005-2010)

The Bear Creek Greenway is an 18-mile paved multi-use path that links the cities of Ashland, Talent, Phoenix, Medford and Central Point; it is continuous from the Ashland Dog Park to Pine Street in Central Point.²⁰ Completed in 2005, the Bear Creek Greenway Management Plan, was prepared by the RVMCOG and represents a collaboration between the Bear Creek Valley Foundation, Jackson County, RVMPO, ODOT, and the Cities of Ashland, Talent, Phoenix, Medford, and Central Point.

The plan addresses the following operations:

- Public safety and emergency services
- Litter and vandalism control
- Surface management
- Vegetation management
- Natural resources protection

It categorizes operations into essential or potential activities, recommends frequency, identifies preferred equipment and training needed, and approximates cost (in 2005\$). The plan also identifies capital improvements – including interpretive signs, information kiosks, off-street parking at trailheads, restrooms, drinking fountains, and benches – for the Greenway, and documents public feedback received regarding these improvements. However, these are identified only as potential improvements, with no cost estimates for the improvements or assignment of responsibility for the improvements.

Project Relevance: Projects considered for the updated TSP will be coordinated with potential capital improvements identified in the Bear Creek Greenway Management Plan as needed.

Jackson County Comprehensive Plan (2004, Last Updated 2008)

The Jackson County Comprehensive Plan is a long-range policy guide for land use in the unincorporated area within the county, outside of city urban growth boundaries (UGBs).²¹ The Comprehensive Plan originally included a Transportation Element, but this was wholly replaced by the Jackson County TSP upon its adoption in 2005. While transportation policies are established in the County TSP and not in the County Comprehensive Plan, the Comprehensive Plan contains policies in sections on rural and suburban lands, urban lands, regional planning, and implementation that address the relationship between land use planning and transportation planning otherwise have bearing on the long-range transportation planning that characterize this TSP update.

²⁰ <http://www.bearcreekgreenway.com/>

²¹ City comprehensive plans and urban growth area management agreements between cities and Jackson County govern land use planning and development in unincorporated areas in UGBs.

Rural and Suburban Lands

The Rural and Suburban Lands section includes policies for developed areas designated as Rural Service Centers.²²

Policy 1: It is the Policy of Jackson County to reduce and reallocate the overall allowable density and intensity of rural and suburban lands to the extent necessary to minimize further degradation of air quality, reduce energy consumption and reduce the long-range cost of providing public facilities and services.

Policy 2: All land partitioning shall be designed to minimize long-range public costs resulting from property division or development. [Implementation Strategies: C) Consider systems development charges and similar programs to minimize public costs resulting from development.]

Policies 4 and 7: Existing committed general commercial and rural industrial areas outside of urban growth boundaries should not expand except for fill-in development, and where possible should be upgraded, improving appearance, safety and neighborhood compatibility.

Policy 6: Selected interchange commercial areas should be allowed to serve the needs of the traveling public at freeway interchange areas if they satisfy the following criteria: A) The uses do not conflict with adjacent city business areas; B) Adjacent land uses are buffered from the commercial areas; C) Resource lands are not materially affected by the use; D) The operation and effectiveness of the interchange are not impacted by the commercial use; E) The uses can be provided without requiring the extension of urban level services to the site.

Policy 8: Limited industrial and commercial uses are desired near the airport, in the area impacted by noise as an option to existing residential use, and as a means to serve some industries desiring a location near the air transportation facility.

Applegate [Rural Unincorporated Community] Policy A3: Maintain the current level of transportation facilities [Highway 238].

Ruch [Unincorporated Rural Community] Policy R4: Maintain the current level of transportation in support of a rural community environment.

Sams Valley [Rural Service Center] Policy SV4: Ensure the safety of the transportation facilities.

²²Note that not all of the communities have associated policies that have a direct bearing on County transportation facilities and planning. According to the Comprehensive Plan, there are 20 rural unincorporated communities and rural service centers in the county.

Urban Lands

The Urban Lands section establishes policies for areas designated as Urban Unincorporated Communities in the county. There are three urban unincorporated areas identified in the Comprehensive Plan: White City; Highway 99 Area (between Medford and Phoenix); and Gibbons/Forest Acres Area (along Table Rock Road, north of Medford). Policies related to the transportation and land use planning relationship in this section include the following:

Policy 3: Unincorporated urban containment boundaries (UCB) shall be established and maintained around the two unincorporated urban areas (Gibbons/Forest Acres, and Highway 99 Corridor between Medford and Phoenix), and an urban unincorporated community boundary around White City. The County shall allow fill-in development at urban densities where adequate urban level facilities existing. Once established, these boundaries shall not be expanded.

Policy 9: The White City Urban Unincorporated Community Plan, Phases 1 and 2, will be the basis for building development within the White City unincorporated community boundary and acts as part of the Jackson County Comprehensive Plan. [Implementation Strategies: B) Adopt implementing regulations to ensure compliance with the White City Urban Unincorporated Community Plan.]

Policy 11: The Gibbons/Forest Acres unincorporated containment boundary should ultimately be included within an urban growth boundary of an adjacent city.

Policy 12: Future development in the South Pacific Highway 99 unincorporated containment boundary should only occur in a manner which will not further degrade the traffic capacity and safety of the highway.

Policy 13: Future major amendments to the Medford or Phoenix urban growth boundaries should consider the option of including a portion of the Highway 99 Area in each boundary.

Regional Plan

The Regional Plan element lays the groundwork for the Greater Bear Creek Valley Regional Problem Solving planning process. The Greater Bear Creek Valley Regional Problem Solving Plan, and its associated policies and projects, is reviewed earlier in this memorandum.

General Implementation

This section recognizes capital improvement programming and adequate public facilities programming as two “police power regulatory devices” available to the county in implementing the Comprehensive Plan. These county functions represent the relationship between land use planning, growth management, transportation planning, and transportation system development.

Project Relevance: The updated TSP is intended to be adopted as the transportation element of the City’s Comprehensive Plan, replacing the 2005 TSP. Policy changes considered as part of the TSP update process must either be consistent with existing policies, including those identified above, or propose amendments to adopted policies. Amendments to the Land Development Ordinance will also likely be needed in order to implement the updated TSP; proposed amendments will be based on existing, revised or new policies related to land use designations (use and density regulations), plan and code amendment procedures, land use review coordination, and/or protection of transportation facilities.

Jackson County Land Development Ordinance (LDO) (2004, Last Updated 2013)

The Jackson County Land Development Ordinance (LDO) regulates development within unincorporated Jackson County and implements the long-range land use vision embodied in the County Comprehensive Plan. The LDO contains several sets of requirements that address the relationship between land use development and transportation system development. Those requirements are discussed below an address access and connectivity, design standards, performance standards, traffic impact studies, parking, and application review and conditions of approval.

Street Access and Connectivity

Access is primarily addressed in the LDO in the following ways:

- Minimum design standards for access to new and existing structures (Section 9.5.5);
- Block length and width guidelines for land divisions (Section 10.4.1); and
- Access spacing standards for collectors and arterials in White City²³ (Section 12.8.1).

Minimum access spacing standards for driveways and private roads on Jackson County collectors and arterials are established in Tables 5-2 and 5-3 of the 2005 TSP, and are not included or referred to in the LDO. Pursuant to the TSP, upon approval by Jackson County Roads the recommended spacing may be reduced for conditions including topographic constraints, sight distance constraints, and where no other public road access is feasible.

Regarding road layout and connectivity, Section 9.5.1 of the LDO requires that new public roads be consistent with road plans in adopted transportation plans and prohibits private roads from being approved in road alignments shown in these plans. In cases where a planned improvement would not result in complete connectivity with the planned road system, the LDO allows the road segment to be barricaded with county approval until needed, or until connectivity can be assured.

Street Design Standards

There is a general reference to county street design standards in LDO Section 9.5.2 (Public Roads), which requires roads in undeveloped dedicated or platted rights-of-way to be improved to applicable

²³ White City is an urban unincorporated community in Jackson County with its own LDO chapter (Chapter 12).

city, county, or state agency standards, unless Jackson County Roads approves a deferral of improvements or a local improvement district is formed to fund and construct improvements. Street design standards (cross-sections) are not included in the LDO; they are established in the 2005 TSP (Figures 5-2 - 5-6). TSP figures show typical dimensions for right-of-way, shoulders, sidewalks, planting strips, on-street parking, bike lanes, travel lanes, and center turn lanes, as applicable. The standards were developed according to roadway functional classifications, which include urban and rural arterials, collectors, and local streets.

Pedestrian and Bicycle Access and Connectivity

Bicycle and pedestrian access are addressed in LDO Sections 9.5.6 and 9.5.7. Bikeways are required on roads that “provide for intra urban or inter urban bicycle transportation,” or where a bikeway is identified in the TSP.²⁴

Sidewalks may be required when a proposed development or land division is within an urban growth boundary or urban unincorporated community (Section 9.5.7). In addition, sidewalks may be required outside these areas when the site is located within one-quarter mile of a school, shopping center, recreation area, or other use pedestrian destination or the surrounding area has developed with sidewalks and is zoned for urban residential, commercial, or industrial uses.²⁵

Providing pedestrian and bicycle accessways/connectivity through long blocks or other areas where roadway connections are not provided or feasible is not an LDO requirement. The exception is bike paths in separate rights-of-way, which may be required through a site if such a connection is identified in the TSP.

Walkways internal to a site may be required when the proposed development is within a UGB or urban unincorporated community. Pursuant to Section 9.5.8, these walkways should “connect the interior of a proposed development with adjacent sidewalks and nearby schools, parks, shopping centers, and other facilities.”

Performance Standards and Traffic Impact Studies

Performance standards for roadway operations are established in the TSP and not in the LDO.²⁶

Pursuant to the TPR, the link between these performance standards and land use development must be provided in the LDO. Approval criteria for discretionary land use review procedures generally

²⁴ Section 9.5.6 requires bikeways where they are identified in the Jackson County Bicycle Master Plan. However, the 2005 TSP states that the TSP updated the Jackson County Bicycle Master Plan and replaced it. Section 9.5.6 is reiterated in Section 10.4.3(E) regarding bicycle access in land divisions. Figures 5-2 - 5-6 in the 2005 TSP show bikeways (as bike lanes) on urban arterials and collectors, except for industrial streets; the same is shown for White City in the Jackson County Standard Drawings. The TSP shows an average of five-foot-wide paved shoulders on rural arterials and collectors that can serve as bikeways.

²⁵ Section 9.5.7 is reiterated in 10.4.3(F) for sidewalks in land divisions. Figures 5-2 - 5-6 in the TSP show sidewalks on all urban streets except industrial streets, which have paved shoulders, as is the also the case for White City, which is shown in the County Standard Drawings. Sidewalks are not included in cross sections for rural roads; however, rural arterials and collectors have wide paved shoulders.

²⁶ The TSP sets a maximum volume-to-capacity (v/c) ratio of 0.85 outside the MPO area and a v/c ratio of 0.95 inside the MPO for all County-maintained intersections during a weekday peak hour.

provide this connection. An approval criterion in Section 3.1.4(B) for Type 3 and Type 4 permits requires that “(a)adequate public facilities (e.g., transportation) are available or can be made available to serve the proposed use.” An approval criterion in Section 3.2.4(C) for site development plans reviewed under Type 2-4 procedures allows the county to require a traffic impact assessment and identification of mitigation measures.

Parking

Section 9.4 (Off-Street Parking and Loading) establishes the minimum number of off-street parking spaces required, as well as the maximum number of spaces allowed, for new development and expansion of an existing development consistent with the proposed (or existing expanding) land use. The LDO section also establishes other use and design provisions, including shared parking (Section 9.4.3) and parking area dimensions (Section 9.4.11).

Section 9.4 does not include standards for pedestrian circulation around and through parking areas, requirements for preferential parking for carpools and vanpools, or for allowing transit-related uses such as park-and-rides in parking areas.

Bicycle parking requirements are established in Section 9.4.7 for multi-family housing (with more than four units), commercial uses, and parks, public, and quasi-public uses within an Air Quality Maintenance Area (AQMA). Bicycle parking is also required for transit centers and park-and-rides in transit-oriented development designated as Area of Special Concern 93-2 along transit trunk routes in Jackson County, pursuant to Section 7.3.3(A).

Application Review and Conditions of Approval

Existing LDO provisions generally allow for coordination of application review with other agencies. Section 2.7.3 allows the county to send notice of a complete Type 3 or 4 application to “(a)ny agencies or other jurisdictions that may be affected by the proposed action.” This does not require the County to send such notice to agencies and jurisdictions, however, nor does it specify agencies that provide transportation facilities or services that may be affected by the application. Section 2.6.5 (Simultaneous Application Review) allows for applications for more than one land use proposal on the same site to be combined and reviewed and heard concurrently.

Several sections of the LDO address the authority of the county to impose conditions of approval on proposed development. Section 2.6.7 establishes general authorization of the county to impose conditions of approval in order to ensure compliance with applicable LDO provisions, the Comprehensive Plan, or other requirements of law. This section requires that conditions of approvals be directly related to the impacts of the proposal and be roughly proportional in both extent and amount to the anticipated impacts of the proposal.

Section 9.5.2 allows the county to condition approval on roads being built to standard and dedication to the local jurisdiction for proposals that will be served by new public roads. Section 10.3.1, approval criteria for tentative land division plans, describes conditions that may be imposed, including dedication of land for roads and other public improvements and/or construction of off-site public improvements or payment of a money equivalent.

TPR Compliance

Approval criteria for amendments to the Comprehensive Plan or Zoning Maps and for text amendments to the LDO (Sections 3.7.3 and 3.8.3) require that the amendments comply with all applicable Statewide Planning Goals and Oregon Administrative Rules The Transportation Planning Rule, namely Section -0060 regarding potential “significant effects” of the proposed amendments, is not specified. An approval criterion for Minor Comprehensive Plan Map or Zoning Map Amendments requires that proposed amendments ensure that “(a)adequate public safety, transportation, and utility facilities and services can be provided to the subject property. In the case of a minor zoning map amendment, adequate transportation facilities must exist or be assured.”

Project Relevance: Amendments to LDO provisions related to transportation improvements such as pedestrian and bicycle access and connectivity, transit access, traffic impact analyses, and agency coordination may be recommended as part of this planning process in order to implement the updated TSP, provide consistency between the LDO, TSP, and Country Roads standards, and strengthen compliance with the TPR.

Jackson County Transportation System Plan (2005)

The Jackson County Transportation System Plan (TSP) is the County’s long-range plan for developing and managing its transportation system. It establishes goals, policies, and improvements to support planned land uses and population growth over the next 20 years.

Existing policies are grouped under goals identified as livability, modal components, and integration. These goals and policies were examined as part of developing the project Goals and Objectives (see Technical Memorandum #1); potential changes to these policies will be considered as part of implementation of the updated TSP (project Task 8.2).

The TSP establishes a set of standards for the design and management of county roads, primarily based on functional classification designations shown in Figure 5-1 and described in Table 5-1 of the TSP. Typical street design standards for urban and rural arterials, collectors, and local streets are established in Figures 5-2 - 5-6 and Tables 5-2 and 5-3. Likewise, access management/spacing standards are established by functional classification and shown in Tables 5-2 and 5-3 in the TSP.

Mobility standards for county roadways are established in the TSP, shown in volume-to-capacity (v/c) ratios for areas inside and outside of the Metropolitan Planning Organization (MPO) boundary. A maximum v/c ratio of 0.85 is set outside the MPO area, and a maximum v/c ratio of 0.95 is set inside the MPO area for all county-maintained intersections during a weekday peak hour.

The TSP recommends a set of long-term planning projects as well as a set of short-, medium-, and long-term roadway improvement projects. The planning projects include the following.

1. Highway 62 Expressway
2. White City/I-5 Freight Mobility Study/Seven Oaks Interchange
3. Jacksonville Arterial Connector Refinement Plan
4. Highway 62 Streetscape and Access Management Study
5. South Stage Road Long-Term Potential Corridor

Table 5-4 presents recommended roadway improvement projects for Jackson County roadways, categorized as capacity, modernization, safety and operations, bicycle/pedestrian, and freight projects and prioritized as follows:

- Tier 1 short- and medium-term projects (financially constrained through 2013);
- Tier 1 long-term projects (financially constrained 2013-2014); and
- Tier 2 unfunded.

Project Relevance: The TSP update process will review goals, policies, standards, and recommended projects from the current plan and will determine what to retain or change in the updated TSP. Updated data, stakeholder and community involvement, and evaluation criteria will be used in making these determinations.

Jackson County Capital Improvement Plan (2014-2018)

The Jackson County Capital Improvement Plan (CIP) programs the funding and construction of significant capital projects for five years. The current CIP for Jackson County Roads presents approximately 28 transportation projects or project categories (e.g., miscellaneous safety improvements) for the 2014-2018 programming period. The projects include bridge improvements, trail improvements, addition of turn lanes, roadway realignment, installation of signals, improvement of existing roadways to county standards, overlays, preliminary engineering, and acquisition of right-of-way. The document tracks the estimated cost of the projects and breaks them down by funding source; the funding source categories include STP funding, SDC fees, other road funds, or other external sources.

The document also includes lists of the following:

- High priority projects to be moved next into the CIP;
- Priority projects that may be moved into funded status within the next 10-15 years;
- Moderate priority projects that will likely not move into a funded status for 15 years or more; and
- County Collectors not currently meeting county road standards and not currently identified for future improvement; and
- County roads within city limits for which projects are not funded and will require outside funding sources and jurisdictional exchange with the City before the County plans improvements.

Project Relevance: As needed, improvements recommended in the updated TSP will be coordinated with projects programmed in the CIP for the next five years or identified for programming in the next 15 years. There may also be opportunities to coordinate projects recommended in in the updated TSP with non-transportation projects, such as storm drainage and water, when these projects occur in public right-of-way and are part of other county departments' CIPs.

White City Urban Unincorporated Community Plan and TSP

The White City Urban Unincorporated Community Plan was adopted by the Jackson County Board of Commissioners in September 2003. Subsequently, the White City TSP was developed and adopted in 2005. This project will incorporate the White City TSP into the County TSP, but the updated document will still address White City's system and needs separately. The following White City TSP policies shed light on how transportation planning is addressed within this unincorporated urban area :²⁷

Policy 4.1.1-A. Eliminate barriers to persons with disabilities in transportation facilities under County jurisdiction and control by meeting or exceeding state and federal regulations.

Policy 4.1.4-F. Public safety will be a primary consideration in the planning and design of all Jackson County transportation systems. (RTP 16-4)

Policy 4.2.1-B. Prioritize preservation and maintenance of the existing street system rather than increasing vehicular capacity. (RTP 8-1)

Strategy. Apply the Jackson County Roads Department access management plan incorporated in the Transportation System Plan to minimize excessive access points and preserve the capacity of the higher order street system.

Policy 4.2.1-D. West of Highway 62, the need for movement of goods is the highest priority for street use. Other uses of County arterials and State Highways west of Highway 62 should be balanced against this priority. (RTP 6-11)

Policy 4.2.4-A. Development of an attractive and functional bicycle system that effectively connects residential areas to schools, commercial centers, and other activity centers is important for redevelopment of White City (RTP 10-1)

Strategy a. Seek out opportunities to make a non-motorized path connection from the White City bicycle system to the Bear Creek Greenway.

Strategy b. Integrate bicycle facility needs into all planning, design, construction, and maintenance activities of Jackson County.

Policy 4.3.1-A. Plan amendments and zone changes need to demonstrate that adequate transportation planning has been done to support the proposed land use.

Strategy b. Ensure that quasi-judicial comprehensive plan changes and/or zone changes will not result in land uses that are incompatible with the public transportation facilities they will use. To meet the criteria for a quasi-judicial plan amendment and/or zone change, criteria A and B and (either C or D) below must be demonstrated through a transportation impact study completed by a registered professional engineer with expertise in transportation.

²⁷ White City TSP policies are organized into the categories of Livability, Modal Components, and Integration as are the existing Jackson County TSP policies.

4.3.1-C White City will establish and maintain land development ordinance regulations to protect and improve the transportation system.

Strategy b. Development ordinance regulations should require frontage improvements to appropriate standards commensurate with development, dedication of sufficient right-of-way for public roads, local road construction to County standards, and standards and requirements to allow for deferral of frontage improvements in circumstances where the integrity of the system will not be degraded as a result of deferral.

Policy 4.3.3-A. The well-being of White City is very dependent on Highways 62 and 140. White City will work collaboratively with ODOT on planning and project development for these Highways. [Note: Corridor plans for Highway 62 and Highway 140 have been prepared and they are reviewed earlier in this memorandum.]

Strategy b. Joint County/ODOT corridor plan(s) for these highways in White City should be developed that includes ways to improve the appearance of the highway(s).

Strategy c. Joint County/ODOT corridor plan(s) for these highways in White City should be developed that includes an access plan that effectively manages traffic conflicts, roadway capacity, travel convenience and safety.

Policy 4.3.3-B. Developing a long term freight mobility solution from White City to Interstate 5 is one of the highest long-range transportation planning project priorities for White City.

Strategy a. Work with ODOT to develop and prioritize a consolidated ODOT/County planning project that will define the corridor and identify necessary projects to improve freight mobility from Highway 140 to Interstate 5.

The county currently has jurisdiction of White City’s public street system and is responsible for funding the White City projects in in the RTP and the County TSP, with the exception White City’s urban renewal financed projects.

Street improvement projects are listed in Table 5-3, shown in Figure 5-6, and identified as financially constrained projects (Tier 1) or unfunded projects (Tier 2). Tier 1 projects are divided into short- or medium-term (2004-2013) and long-term (2014-2023). The Pedestrian and Bicycle Plan consists of two pathway projects in Section 5.4 of the TSP.

Two planning projects of note that are recommended in the White City TSP include Highway 62 expressway planning and White City/I-5 Freight Mobility Study/Seven Oaks Interchange refinement planning. The Highway 62 expressway project has gone through an EIS process and is scheduled to begin construction in mid-2015, as was discussed in the review of the OR 62: I-5 to Dutton Road Project FEIS review earlier in this memorandum. The Seven Oaks Interchange refinement planning was addressed by the I-5 Exit 35 (Seven Oaks) IAMP that was completed and adopted in 2013, also addressed earlier in this memorandum.

Project Relevance: The updated Jackson County TSP will update and include White City transportation policies and projects.

City Transportation Plans

The transportation policies and plans for the more populous cities in Jackson County have been included below. The TSP update will consider city policies and planned projects as they relate to transportation planning and coordination between the city and county and the potential impact on county roadways or services. The TSP update will assess future needs for county facilities within the urban growth boundaries of cities.

City of Ashland

Project Relevance: The Jackson County TSP update will consider City policies and projects within city boundaries. The TSP update will assess needs for county roads in the city. The City of Ashland 2005 Comprehensive Plan transportation element have been superseded by goals and objectives included in the City of Ashland 2012 TSP. Goals and objectives in the 2012 TSP that most closely relate to the Jackson County TSP include the following:

- Goal #2: Make safety a priority for all modes of travel.
- Objective 2E. Recommend appropriate means for managing state highways and major arterials to meet local and through traffic needs in terms of mobility, access, and safety.
- Goal #4: Create a system-wide balance for serving and facilitating pedestrian, bicycle, rail, air, transit, and vehicular traffic in terms of mobility and access within and through the City of Ashland.
- Objective 4A. Identify ways to improve street connectivity to provide additional travel routes to the state highways for bicyclists, pedestrians, and autos.

The City of Ashland and Jackson County jointly manage several roadways within the City limits, including E Main Street, Tolman Creek Road, and Clay Street. The following policies and projects from the 2012 TSP apply to these roadways.

E Main Street

- Policy #21 (L21) Access Management, Study #7 - (S7) E Main Street from Siskiyou Boulevard (OR 99) to Wightman Street. Conduct access management spacing study and provide near- and long-term recommendations for improvement. Low priority (15-25 Years). Estimated cost \$75,000.
- Intersection and Roadway Projects (Table 10-3)
 - (R5) Lithia Way (OR 99 NB)/E Main Street Intersection Improvements – Improve visibility of signal heads. Identify and install treatments to slow vehicles on northbound approach; Safety; High priority (0-5 Years); \$50,000.
 - (R8) Ashland Street (OR 66)/Oak Knoll Drive/E Main Street Intersection Improvements – Realign E Main Street approach to eliminate offset and install speed reduction treatments; Safety; High priority (0-5 Years); \$706,000.

- (R9) Ashland Street (OR 66)/Oak Knoll Drive/E Main Street Intersection Improvements – Install a roundabout; Low priority (15-25 Years); \$3,150,000.
- (R19) Normal Avenue Extension – Extend Normal Avenue to E Main Street consistent with the IAMP Exit 14 Access Management on Ashland Street (OR 66); Coordinate with Project X3; Medium priority (5-15 Years); \$2,705,000.
- (R26) New Roadway (D) – Construct a new roadway from E Main Street to Ashland Street (OR 66) consistent with the IAMP Exit 14 Access Management on Ashland Street (OR 66); \$2,422,000.
- (R42) E Main Street/N Mountain Avenue Streetscape Enhancements – Widen and reconstruct sidewalks with street trees, stormwater planters and bus shelters. E Main Street/N Mountain Avenue intersection enhancement with concrete crosswalks and paving, and ornamental lights; Pedestrian Places Planning; Development Driven; \$1,500,000. *Note: Exhibits 11-1 – 11-4 in the TSP provide design concept, circulation, and cross section illustrations for the N Mountain/E Main Street Pedestrian Place.*

Tolman Creek Road

- Policy #17 (L17) Provide Bicycle Storage – As project opportunities arise through CIP investments or development, incorporate bicycle storage at major transit stops, including the downtown core, Southern Oregon University (SOU), and the Ashland Street (OR 66)/Tolman Creek Road intersection (*Goals 3 and 4*).
- Policy #22 (L22) Alternative Mobility Standards on State Highways – Alternative mobility standards are not needed within the horizon year (2035) of the current TSP update. However, there are two locations within Ashland, including the Ashland Street (OR 66)/Tolman Creek Road intersection, where it will be useful to the City to have alternative mobility standards to provide additional flexibility as development occurs. The City will pursue an alternative mobility standard (resulting in a higher volume-to-capacity ratio operations standard) of 0.90 for this intersection. The Oregon Transportation Commission (OTC) must approve the alternative mobility standard.
- Pedestrian Projects (Table 7-1)
 - (P57a) Tolman Creek Road From Siskiyou Boulevard to City Limits (west side) – Fill gap in existing sidewalk network; High priority (0-5 Years); \$425,000
 - (P57b) Tolman Creek Road From Siskiyou Boulevard to City Limits (east side) – Fill gap in existing sidewalk network; Low priority (15-25 Years); \$425,000
- Bicycle Projects (Table 8-1)
 - (B25) Tolman Creek Road Bike Lane From Siskiyou Boulevard to Greenmeadows Way – Fill gap in existing bicycle network; Medium priority (5-15 Years); \$100,000.
 - (TR1) Northside Trail Multi-use Path From Orchid Avenue to Tolman Creek Road – Expand existing bicycle network; High priority (0-5 Years); \$2,000,000.
 - (TR2) New Trail Multi-Use Path From Clay Street to Tolman Creek Road – Expand existing bicycle network; Medium priority (5-15 Years); \$400,000.
- Intersection and Roadway Projects (Table 10-3)

- (R6) Siskiyou Boulevard (OR 99)/Tolman Creek Road Intersection Improvements – Conduct a speed study. Identify and install speed reduction treatments on northbound approach; High priority (0-5 Years); \$61,000.
- (R25) Washington Street Extension to Tolman Creek Road – Extend Washington Street to Tolman Creek Road consistent with the IAMP Exit 14 Access Management on Ashland Street (OR 66); City-funded project; High priority (0-5 Years); \$1,055,000.
- (R41) Ashland Street/Tolman Creek Road Streetscape Enhancements – Widen and reconstruct sidewalks with street trees, stormwater planters and bus shelters. Ashland Street/Tolman Creek Road intersection enhancements to include concrete crosswalks, paving, and ornamental lights; Pedestrian Places Planning; Development Driven; \$1,500,000. *Note: Exhibits 11-9 – 11-11 in the TSP provide design concept, circulation, and cross section illustrations for the Tolman/Ashland Pedestrian Place.*
- (R44) Tolman Creek-Mistletoe Road Streetscape Enhancements – Widen and reconstruct sidewalks with street trees, stormwater planters and bus shelters consistent with the Croman Mill District standards; Development Driven; \$3,478,000.

Clay Street

- Pedestrian Projects (Table 7-1)
 - (P37) Clay Street From Faith Avenue to Siskiyou Boulevard – Fill gap in existing sidewalk network; \$1,000,000.
 - (P38a) Clay Street From Siskiyou Boulevard to Mohawk Street – Fill gap in existing sidewalk network; High priority high (0-5 Years); \$300,000.
 - (P38b) Clay Street From Mohawk Street to southern terminus – Fill gap in existing sidewalk network; Low priority (15-25 Years); \$300,000.
- Bicycle Projects (Table 8-1)
 - (B22) Clay Street Bicycle Boulevard From E Main Street to Ashland Street – Fill gap in existing bicycle network; Low priority (15-25 Years); \$60,000.
 - (B28) Clay Street Bicycle Boulevard From the rail line to Siskiyou Boulevard – Fill gap in existing bicycle network; Low priority (15-25 Years); \$50,000.
 - (B37) Clay Street Bicycle Boulevard From Siskiyou Boulevard to Mohawk Street – Fill gap in existing bicycle network; Medium priority (5-15 Years); \$20,000.
 - *Note regarding these projects in Table 8-1: Jackson County currently does not have standards for Bicycle Boulevards and may not permit the use of sharrows.*
- Intersection and Roadway Projects (Table 10-3)
 - (R22) New Roadway (B) – Construct a New Roadway from Clay Street to Tolman Creek Road consistent with the IAMP Exit 14 Access Management on Ashland Street (OR 66) if and when Tolman Creek Manufactured Park is redeveloped; the location of the connection shall be determined at the time of redevelopment; Developer Responsibility.
 - (R27) Grizzly Drive Extension – Extend Grizzly Drive from Jacquelyn Street to Clay Street; Development Driven.
 - (R47) Mary Jane Avenue Extension – Extend Mary Jane Avenue south to the UGB then east to Clay Street; Development Driven.

Other County Roads

- Policy #26 (L26) Eagle Mill Road – The City of Ashland supports the an alternative route around the downtown area to areas south and east of downtown from the I-5/Valley View Road interchange that includes Eagle Mill Road from Valley View Road to Oak Street and N Mountain Avenue from E Nevada Street to E Main Street. The City of Ashland encourages Jackson County to make improvements to Eagle Mill Road on a similar timeframe as the City’s Nevada Street Extension project.

Finally, the 2012 TSP includes a recommendation and outline for a multi-modal and safety-based development review process to be considered as an alternative development review process for inclusion in the City’s development code. For proposed development that is anticipated to generate 10 or more peak hour trips, a transportation assessment must be prepared that addresses multiple safety and multi-modal elements including the safety and multi-modal access for “person trips” generated by the proposed development at identified “safety focus” intersections, including the following intersections that involve county roads: Ashland Street (OR 66)/Oak Knoll Drive/E Main Street; Siskiyou Boulevard (OR 99)/Lithia Way (OR 99)/E Main Street; E Main Street (OR 99 Southbound)/Oak Street; Siskiyou Boulevard (OR 99)/Tolman Creek Road; and Ashland Street (OR 66)/Tolman Creek Road.

City of Central Point

Transportation policies in the City of Central Point 1983 Comprehensive Plan Circulation/Transportation Element were updated by the City’s 2008 TSP. The TSP states that the goals and policies of the TSP were reviewed against the 2005 Jackson County TSP and were found to be consistent.²⁸ One set of City goals and policies that involve and refer to the county include the following:

GOAL 11.1: To identify and maintain a truck freight system within the City that serves the City’s and region’s freight needs in an efficient and safe manner, with minimal adverse impacts on adjacent land uses.

Policy 11.1.1. The City shall cooperate with the RVMPO, Jackson County, ODOT and the City of Medford in the coordination of design, funding, and improvement of the freight system within the City that enhances freight movement, while improving the overall capacity of the City’s street system.

The TSP acknowledges that Jackson County has jurisdiction over several roads within the Central Point UGB, including many sections of the City’s arterial and collector street system such as the following:

- | | |
|-----------------------------|---------------------|
| • East and West Pine Street | • Freeman Road |
| • Hanley Road | • North 10th Street |
| • Beall Lane | • Upton Road |
| • Grant Road | • Beebe Road |
| • Taylor Road | • Gebhard Road |

²⁸ City of Central Point 2008 Transportation System Plan, Section 2.5.9

The TSP goes on to note that, as a result of the loss of Timber Revenue Sharing funds, the county has declared that it will no longer maintain or otherwise compensate cities for jurisdictional exchange of roads within a city's jurisdiction and that the County does not anticipate any short-term solutions to this situation.

In terms of planned projects, the TSP describes connections to other regional and municipal bicycle facilities and plans. In particular, the City's Bicycle Plan (Figure 8.1) was developed to provide to connections to the Bear Creek Greenway and facilities in the City of Medford TSP and Jackson County TSP.

The TSP lists Jackson County roadway projects within the City's urban area that have been identified as necessary to support the City's transportation objectives²⁹, with the expectation that the county will include the projects in its next TSP update. The projects include the following:

- Beall Ln, Hwy 99 to Merriman Rd – widen to add continuous turn lane with bike lanes and sidewalks
- Table Rock Rd, Bear Creek to Biddle Rd – widen to add continuous turn lane with bike lanes and continuous sidewalks
- Table Rock Rd and Wilson Road – widen to five lanes with sidewalks and bike lanes; install a signal when warranted or restrict movements to right-in, right-out, and left-in
- E Pine St, Table Rock Rd to Hamrick Rd – add bike lanes and sidewalks
- Hanley Rd, W Pine to Beall Ln – widen to three lanes, add bike lanes and sidewalks

The TSP's bicycle short-term bicycle projects list includes a county facility: Taylor Road, which provides access to Mae Richardson Elementary School, Twin Creeks Development, and is an important connection to the Jackson County bicycle system along Grant Road.³⁰

City of Eagle Point

Policies in the City of Eagle Point 2010 TSP replaced those in the transportation element of its Comprehensive Plan. Goals and policies that demonstrate the land use and transportation planning relationship between the city and county are cited below.

HIGHWAY 62 GOAL

Ongoing, coordinated management of Highway 62 in a manner consistent with its classification as a State highway, including balancing safe and efficient, continuous interurban traffic flow with local circulation and access.

Policy 1. The City shall work closely with the County and ODOT to make certain that future improvements made on the Highway will continue to ensure its efficiency and safety.

²⁹ City of Central Point 2008 Transportation System Plan, Table 7.5

³⁰ City of Central Point 2008 Transportation System Plan, Table 8.4.: Prioritized Bicycle Facility Projects – Short-Term (5–10 years)

ARTERIALS, COLLECTORS, AND LOCAL STREETS GOAL

Creation of a street system providing for the efficient and safe movement of people and goods throughout the City.

Policy 6. The City shall work with the County to ensure that Policy Number Five of the UGB adoption: “All County road construction and reconstruction in the urbanizable areas shall be rebuilt to urban standards.” The City and County shall also evaluate the transfer of authority for County roads in the city from the County to the City, particularly for small county road segments.

Policy 15. All land use decisions shall include a consideration of their impact on existing and planned transportation facilities, protection of the safety and function of transportation facilities. [...] The City shall adopt mobility standards for its local roads and adhere to State and County mobility standards for roads under their respective jurisdictions. These jurisdictional mobility standards shall be used in determining transportation impacts.

BICYCLE AND PEDESTRIAN FACILITIES AND PROGRAMS GOAL

Provision of a safe, accessible system of bicycle and pedestrian facilities, connecting important community destinations, featuring a range of off-road and on-road facilities, and including amenities that make walking and bicycling attractive and feasible in Eagle Point.

Policy 1. The City shall work with the County and ODOT to implement the bikeways planned for the City’s urban growth boundary as indicated in the Local Street Network Plan.

Policy 2. The City shall work with the County to develop a bicycle and pedestrian trail system along Little Butte Creek. It is recognized that, in central Eagle Point, where there is intensive residential development, this trail probably will need to be confined to the existing or extended road right-of-way.

Jackson County manages major roads in the city, such as Royal Avenue, Riley Road, and sections of Alta Vista Road and Linn Road; jurisdiction of major roadways within the City of Eagle Point are identified in Appendix A of the TSP. Projects involving county roads that were recommended in the TSP include the following:

- Linn Road/Loto Street from Highway 62 to North Royal Avenue – Upgrade to arterial road standards; high priority; \$1.9 million.
- Alta Vista Road from South Shasta Avenue to Robert Trent Jones Boulevard – Upgrade to arterial road standards; medium priority; \$4.2 million.
- North Royal Avenue from Loto Street to Reese Creek Road – Upgrade to arterial road standards; medium priority; \$2.9 million.
- Alta Vista Road from Robert Trent Jones Boulevard to Riley Road – Upgrade to arterial road standards; low priority; \$3.3 million.
- Alta Vista Road/Riley Road – Improve intersection control for converging traffic; \$10,000.

- Riley Road from Stevens Road to Alta Vista Road – Upgrade to arterial road standards; low priority; \$4.7 million.
- Linn Road/Loto Street from Highway 62 to North Royal Avenue – Upgrade to arterial road standards with bike lanes and fill in sidewalk gaps; 2021-2034; \$1.6 million.
- Royal Avenue from Loto Street/Lava Street to Reese Creek Road – Upgrade to arterial road standards with pedestrian and bicycle improvements; 2021-2034; \$1.8 million.
- Royal Avenue from Highway 62 to Loto Street/Lava Street – Upgrade to arterial road standards with pedestrian and bicycle improvements; 2021-2034; \$2.3 million.

Projects for the City’s URA are included in Appendix B of the TSP.

City of Jacksonville

The City of Jacksonville 2009 TSP replaced the transportation element in the City’s Comprehensive Plan. The following TSP policy addresses an element of the transportation and land use relationship between Jacksonville and Jackson County.

Policy 7-2 Encourage Jackson County officials to evaluate the effect on traffic circulation of significant new or expanded uses west of Jacksonville. If impacts are determined to be significant, the county should work with the city to impose appropriate conditions to reduce the impact.

County roads serving Jacksonville include the following:

- Old Stage Road, from the north, connecting to Central Point, becomes Oregon Street in the city. Road is under city jurisdiction inside city limits.
- South Stage Road, from the east, connecting to South Medford, becomes East California Street in the city. East California Street between Stagecoach Drive and Sixth Street is in county jurisdiction. West of Fifth Street, and continuing to city limits, the road is in city jurisdiction.
- Cady Road from the south, connects to state Highway 238 (Ruch and Applegate communities), and becomes Applegate Street inside the city.

While there are not projects in the Jacksonville TSP identified for these roads, the most significant planned improvement in the TSP is an arterial connector on the north side of the city that will re-route traffic from Jacksonville’s historic downtown core, particularly truck traffic, and that was included in the previous Jacksonville TSP and the 2005 Jackson County TSP; it was also included in the RTP as an ‘unfunded, Tier 2’ project. The Jacksonville TSP cites two county TSP policies relating to the Jacksonville arterial connector:

Policy 4.3.3-C: Support planning of an alternative transportation route to move regional through traffic, particularly logging, agriculture and aggregate generated truck traffic, out of historic downtown Jacksonville. Work with the City of Jacksonville to expand its (Urban Growth Boundary) UGB to include the areas proposed for its “north arterial connector” as the preferred alternative to address the city’s through-traffic issues.

Policy 4.2.1-M: Jackson County establishes Long-Term Potential (LTP) Comprehensive Plan corridor areas where planning for future road connections beyond the planning horizon of the TSP are probable. [Note: The north arterial connector was one of the corridor areas established.]

The connector will require some combination of an amendment of the City's UGB to bring land for the connector inside the City's UGB, a Goal 3 exception for siting a transportation facility on land zoned exclusive farm (EFU), and likely an environmental documentation process (e.g., Environmental Impact Statement). The TSP states that the City was seeking to amend its UGB at the time that the TSP was being prepared. However, it is reported on the Jackson County website that the City removed its request in March 2011.³¹

Regarding other county-supported projects, the County owns a partially in-tact easement over the Rogue River Valley Railway (RRVR) right-of-way between Jacksonville and Medford.³² The City of Jacksonville calls on the County and the City of Medford to establish requirements whereby new development is required to reserve the easement for future bicycle/pedestrian transportation needs and projects.

Project Relevance: The Jackson County TSP update will consider City policies and projects within city boundaries. The TSP update will assess needs for county roads in the city.

City of Medford

The Transportation Element of the City of Medford Comprehensive Plan is an abbreviated version of the City of Medford 2013 TSP, and consists of the TSP's Executive Summary, the Transportation and Land Use chapter, the goals and policies, implementation strategies, and various significant maps and tables. The following policies and strategies address the land use and transportation relationship between Medford and Jackson County:

- Street System Strategies – The City, County and ODOT should use access management, including access location and spacing, as a strategy to increase the capacity and safety of the transportation system.
- Roadway and Intersection Improvements
 - Urban upgrades of County roads must meet City design standards.
 - In cooperation with RVMPO, Jackson County and ODOT, identify street improvements that enhance freight mobility. Establish a priority list of improvements for implementation and secure funding. [Note: Table 6-1 of the full TSP document can be used in developing a preliminary list of these improvements, including locations where the City's Level Of Service Study identified specific improvement needs.]
- Bicycling policy and strategies

³¹ <http://www.co.jackson.or.us/page.asp?navid=3741>

³² Project Management Team members have noted that there are substantial gaps in this right-of-way that will be difficult to acquire. Their acquisition would likely require condemnation, which the County Board of Commissioners may not be willing to pursue.

- The City of Medford shall encourage bicycling as an alternative mode of transportation as well as a recreational activity.
- Continue to coordinate with local and regional bicycling proponents, such as the Jackson County Bicycle Advisory Committee and the Bear Creek Greenway Committee.
- Initiate a “Share the Road” or similar public information campaign, coordinated with agencies such as the Rogue Valley Transportation District, the Rogue Valley Council of Governments, Jackson County, local bicycling organizations, and nearby municipalities.

Roads that Jackson County maintains at least sections of in Medford include the roads below, and are listed in Table 3-1 of the TSP.

- Cherry Lane
- Coker Butte Road
- Columbus Avenue
- E. Vilas Road
- Foothill Road
- Ellendale Drive

The TSP notes that this list changes regularly as areas are annexed into the city, but maintenance responsibility is not necessarily transferred concurrently. The TSP refers to an informal agreement that was made shortly before the TSP was developed to transfer all non-local-access roads to the City over a 12-year period.

The TSP includes a summary table of street system capacity and operations improvements that include Jackson County Tier 1 improvements drawn from the 2001-2023 RTP, as well as from the City’s 2003 Level of Service Study.³³ These improvements consist primarily of addition of travel lanes, turn lanes, bike lanes, and sidewalks (i.e., bringing county facilities up to City road standards). The RTP and Level of Service Study pre-date the 2005 Jackson County TSP, so they should already be reflected in the existing TSP.

City of Talent

The 2007 update of the City of Talent Transportation System Plan replaced the Transportation Element of the City of Talent Comprehensive Plan. Policies in the TSP acknowledge the City’s land use and transportation planning relationship with the county in a limited way. The following bicycle-related policy is an example: “The City shall coordinate bicycle planning efforts with Jackson County and the Jackson County Bicycle Master Plan.” [Note: The Jackson County Bicycle Master Plan was replaced by the bicycle plan in the Jackson County 2005 TSP.]

The TSP identifies county roads within the Talent UGB, including Colver Road and sections of Talent Avenue and West Valley View Road; the street inventory tables in the TSP appendices specify streets maintained by Jackson County.

The county has secondary responsibility for the following projects in the Talent TSP:

³³ City of Medford 2013 Transportation System Plan, Table 5-8

- Project S.01, Rapp Road - RR crossing to Wagner Creek Rd. – Rebuild and upgrade to major collector standard; ODOT primary, county secondary.³⁴
- Project L.01, Westside Bypass - Wagner Creek Road/Rapp Road to Colver Road – Construct new collector street west of city limits to relieve internal traffic burdens from external traffic sources and to facilitate movement; city primary, county and developers secondary.³⁵

A budget shortfall of \$7 million over the TSP 20-year planning horizon is estimated for funding recommended projects in the TSP. Therefore, the City resolves in the TSP to work with Jackson County and ODOT to explore alternative funding sources to implement the recommended improvements.

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³⁴ City of Talent 2007 Transportation System Plan, Table 7-5(a), Transportation Facility Projects List, Short Range (2007–2012)

³⁵ City of Talent 2007 Transportation System Plan, Table 7-5(a), Transportation Facility Projects List, Long Range (2015–2020)

Attachment "B"

Current and Potential Funding Sources

CURRENT AND POTENTIAL FUNDING SOURCES

This section describes current and potential federal, state, and local funding sources the County could pursue to fund transportation improvement projects.

Federal Sources

Congestion Mitigation and Air Quality (CMAQ)

The Congestion Mitigation and Air Quality (CMAQ) program provides funding for projects that help reduce emissions and meet national air quality standards, such as transportation demand management programs, bicycle and pedestrian improvements, transit projects, diesel retrofits, and vehicle emissions reductions programs. As indicated previously, Jackson County has received grant funds through the CMAQ program to support improvements to the transportation system.

More Information: http://www.fhwa.dot.gov/environment/air_quality/cmaq/

Highway Safety Improvement Program (HSIP)

The Highway Safety Improvement Program (HSIP) provides funding for infrastructure and non-infrastructure projects that improve safety on all public roads, including non-State-owned public roads and roads on tribal lands. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads that focuses on performance. ODOT administers HSIP funding through the All Roads Transportation Safety (ARTS) program described below.

More information: <http://safety.fhwa.dot.gov/hsip/>

Transportation Alternatives Program (TAP)

The Transportation Alternatives Program (TAP) provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

More Information: <http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm>

State Sources

All Roads Transportation Safety (ARTS)

The All Roads Transportation Safety (ARTS) program (formerly known as Jurisdictionally Blind Safety Program) is intended to address safety needs on all public roads in Oregon. By working collaboratively

with local road jurisdictions (cities, counties, MPO's and tribes) ODOT expects to increase awareness of safety on all roads, promote best practices for infrastructure safety, compliment behavioral safety efforts and focus limited resources to reduce fatal and serious injury crashes in the state of Oregon. The program is *data driven* to achieve the greatest benefits in crash reduction and should be blind to jurisdiction. The ARTS program primarily uses federal funds from the HSIP.

More Information: <http://www.oregon.gov/ODOT/HWY/TRAFFIC-ROADWAY/Pages/ARTS.aspx>

ConnectOregon

ConnectOregon is a lottery bond based initiative to invest in air, rail, marine, transit, and bicycle/pedestrian infrastructure to ensure Oregon's transportation system is strong, diverse, and efficient. *ConnectOregon* projects are eligible for up to 80% of project costs for grants and 100% for loans. A minimum 20% cash match is required from the recipient for all grant funded projects. Projects eligible for funding from state fuel tax revenues (section 3a, Article IX of the Oregon Constitution, the Highway Trust Fund), are not eligible for *ConnectOregon* funding. If a highway or public road element is essential to the complete functioning of the proposed project, applicants are encouraged to work with their ODOT region, city, or county to identify the necessary funding sources.

More Information: <http://www.oregon.gov/ODOT/TD/TP/pages/connector.aspx>

Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program (STIP) is ODOT's four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. It includes projects on the federal, state, city, and county transportation systems, multimodal projects (highway, passenger rail, freight, public transit, bicycle and pedestrian), and projects in the National Parks, National Forests, and Indian tribal lands. STIP project lists are developed through the coordinated efforts of ODOT, federal and local governments, Area Commissions on Transportation, tribal governments, and the public.

The STIP is divided into two broad categories: Fix-It and Enhance. The Enhance category funds activities that enhance, expand, or improve the transportation system. The project selection process for the Enhance category has undergone significant changes in the last few years and reflects ODOT's goal to become a more multimodal agency and make investment decisions based on the system as a whole, not for each mode or project type separately. The agency has requested assistance from its local partners in developing Enhance projects that assist in moving people and goods through the transportation system. The projects are selected through a competitive application process. The Fix-it category funds activities that fix or preserve the transportation system. These projects are developed mainly from ODOT management systems that help identify needs based on technical information for things like pavement and bridges.

More information: <http://www.oregon.gov/ODOT/TD/STIP/Pages/default.aspx>

Transportation and Growth Management Grants (TGM)

The Transportation Growth Management (TGM) program supports community efforts to expand transportation choices for people. By linking land use and transportation planning, TGM works in partnership with local governments to create vibrant, livable places in which people can walk, bike, take transit or drive where they want to go. TGM is partnership between the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. The program receives support from the State of Oregon and the Federal Highway Administration of the U.S. Department of Transportation. TGM grants are awarded on an annual basis in two categories: transportation system planning and integrated land use & transportation planning.

More Information: <http://www.oregon.gov/LCD/TGM/pages/index.aspx>

Local Sources

The following section describes local funding options available to implement the projects contained within the TSP Update. Each description includes the potential funding level, the action needed to implement the option, the administrative cost of implementation, anticipated community acceptance of the action, and the types of projects that could be implemented through the option. All options discussed are legal in Oregon and in use in communities today. Some require specific action in order to establish the program for the first time.

Economic Improvement Districts (EIDs)

Transportation improvements can often be included as part of larger efforts aimed at business improvement and retail district beautification. Economic Improvement Districts collect assessments or fees on businesses in order to fund improvements that benefit businesses and improve customer access within the district. Adoption of a mutually agreed upon ordinance establishing guidelines and setting necessary assessments or fees to be collected from property owners is essential to ensuring a successful EID.

Local Bond Measures

Local bond measures, or levies, are usually initiated by voter-approved general obligation bonds for specific projects. Bond measures are typically limited by time, based on the debt load of the local government or the project under focus. Funding from bond measures can be used for right-of-way acquisition, engineering, design, and construction of transportation facilities. Transportation-specific bond measures have passed in other communities throughout Oregon. Though this funding source is one that can be used to finance a multitude of project types, it must be noted that the accompanying administrative costs are high and voter approval must be gained.

Local Fuel Tax and/or Registration Fee

Every state collects an excise tax on fuel, and this includes diesel and biodiesel. Only nine states permit cities or counties to impose a local fuel tax, and Oregon is one of those states. Other Oregon County's cities, such as Multnomah County, have chosen to implement this mechanism in order to pay for street operation, maintenance and preservation activities.

Local Improvement Districts (LIDs)

Local Improvement Districts (LIDs) are most often used by County's to construct localized projects such as streets, sidewalks, or bikeways. Through the LID process, the costs of local improvements are generally spread out among a group of property owners within a specified area. The cost can be allocated based on property frontage or other methods such as trip generation. Though the costs of an LID project are borne primarily by the property owners, moderate administrative costs must be factored in, and the public involvement process must still be followed.

Rod District

The County may establish a road district within the boundaries of its incorporated cities for the purpose of improving County roads. Any construction, maintenance and repairs on roads within the boundaries of a city that constitutes an entire and separate road district shall be only on such public roads. The City may cooperate with the County in the construction, maintenance, and repairs of the roads within the boundaries of the city. The road district may assess, levy and collect each year a tax on all taxable property within the road district to fund requested improvements.

Additional information: <http://www.oregonlaws.org/ors/chapter/371>

Urban Growth Management Agreement

An Urban Growth Management Agreement (UGMA) is an intergovernmental agreement that outlines how facilities are managed in the area outside the City limits, but inside the City's Urban Growth Boundary (UGB). Jackson County and Medford currently have an UGMA. Per the agreement, the County maintains County roads within the City's Urban Reserve (UR). The County will retain jurisdiction and be responsible for the continued maintenance of these roads until annexation by the City. When the City's UGB is expanded into the UR, the County will require (e.g., through a condition of approval of UGB amendment) that the City assume jurisdiction over the county roads within the proposed UGB at the time of annexation regardless of the design standard used to construct the roads and regardless of when and how the roads became county roads. The County could establish similar agreements with other the incorporated Cities of Jackson County to prevent the ongoing maintenance of roads within the City limits.

Urban Renewal District/Tax Increment Financing

Urban Renewal Districts are separate taxing districts created to remove blight within a District as defined by State statute and local Urban Renewal Plans. Each Urban Renewal Plan has identified actions

that will remove the blight within the District. Those actions are funded by debt financing (e.g., bonds) using the incremental tax revenue generated from improvements on private property that increase the tax assessable value of that property that then create additional property tax revenue. The additional tax revenue (i.e., tax increment) is then directed to the Urban Renewal District to be used for blight removal. This public finance method is referred to as Tax Increment Financing (TIF) and is limited to Urban Renewal in the State. Jackson County implemented an Urban Renewal program within the White City area, which resulted in the replacement of sewer lines, new roads, storm drains, streetlights, sidewalks and water lines, the purchase of parks and community facilities, and housing rehabilitation. The program was completed in 2011.

More information: http://www.co.jackson.or.us/files/wcur_completed_projects.pdf