

JACKSON COUNTY TRANSPORTATION SYSTEM PLAN

March 2017

Prepared for:

Jackson County
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Transportation System Plan

2016 Jackson County Transportation System Plan

Jackson County, Oregon

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Project No. 18018.0

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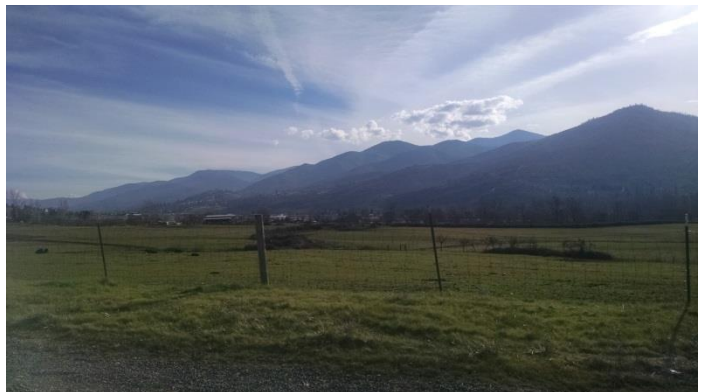


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PREFACE

This Transportation System Plan (TSP) was developed in collaboration with Jackson County, Oregon Department of Transportation, Rogue Valley Metropolitan Planning Organization, and the incorporated cities of Jackson County. This TSP has been the collective effort of the following people:

Project Management Team (PMT)

- Mike Kuntz Jackson County Roads
- John Vial, Jackson County Roads
- Craig Anderson, Jackson County Development Services
- Allie Coates, Oregon Department of Transportation (ODOT)
- Don Morehouse, Oregon Department of Transportation (ODOT)

Consultant Team

- Susan Wright, Kittelson & Associates, Inc. (KAI)
- Matthew Bell, Kittelson & Associates, Inc. (KAI)
- Darci Rudzinski, Angelo Planning Group (APG)
- Shayna Rehberg, Angelo Planning Group (APG)

Technical Advisory Committee (TAC)

- Paige Townsend, Rogue Valley Transit District (TVTD)
- Josh LeBombard, Oregon Department of Land Conservation and Development (DLCD)
- Alex Georgevitch, City of Medford
- Matt Samitore, City of Central Point
- Robert Miller, City of Eagle Point
- John Krawczyk, City of Rogue River
- Dan Moore, Rogue Valley Metropolitan Planning Organization (RVMPO)
- Jerry Marmon, Oregon Department of Transportation (ODOT)
- Jenna Stanke Marmon, Jackson County Greenway

Citizens Advisory Committee (CAC)

- Tina Grimes, CRC & Real Estate
- Joe Fisher, CRC & Trucking
- Jay Harland, Jackson County Chamber of Commerce

- Andrea Carlson, SOREDI
- Tom Lavagnino, Jackson County Planning Commission
- Harlan Bittner, J.C. Bicycle Committee
- Edgar Hee, Member at Large
- Steve Mitchell, City of Shady Cove
- George Pelch, Amy's Kitchen

The Technical Advisory Committee (TAC) and Citizens Advisory Committee (CAC) members devoted a substantial amount of time and effort to the development of this TSP, and their participation was instrumental in the development of the recommendations that are presented in this report. The Project Management Team and Consultant Team believe that Jackson County's future transportation system will be better because of their commitment.

EXECUTIVE SUMMARY

Jackson County, in conjunction with the Oregon Department of Transportation (ODOT), initiated a study of the county's transportation system in summer 2015. This transportation system plan (TSP) will guide the management and development of transportation facilities within Jackson County over the next 20 years. This TSP incorporates the county's vision for the transportation system while remaining consistent with state, regional, and local plans. Sections 1 through 3 provide an introduction to the TSP planning process, an overview of the plan and policy review, and a summary of the technical background and needs analysis.



Sections 4 and 5 of this document include the main plan elements including goals, policies, standards, and projects. Section 6 describes the financially constrained plan. Section 7 identifies Land Development Ordinance updates to implement the TSP and comply with current state land use and transportation rules. In addition, this plan provides ODOT, Rogue Valley Council of Governments (RVCOG), and other agencies with recommendations that can be incorporated into their respective planning efforts.

The contents of this TSP were guided by Oregon Revised Statute (ORS) 197.712 and the Department of Land Conservation and Development (DLCD) administrative rule known as the Transportation Planning Rule (TPR). These laws and rules require that counties develop the following:

- A road plan for a network of arterial and collector streets;
- A public transit plan;
- A bicycle and pedestrian plan;
- An air, rail, water, and pipeline plan; and
- Policies and ordinances for implementing the transportation system plan.

This TSP also includes a transportation financing plan to help the County identify future unfunded transportation needs and potential revenue sources. The TPR requires that alternative travel modes be given equal consideration with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system.

A major component of the TSP planning process was coordinating with the Rogue Valley Council of Government (RVCOG) to ensure consistency with the RTP. The RTP currently covers the urban core of Jackson County, including Medford, Central Point, Eagle Point, Talent, Phoenix, and Ashland. The current RTP is being updated to reflect changes in the UGBs of incorporated cities as well as new assumptions about travel demand and mode choice. Anticipating changes to the RTP that will result from this process was one of the major challenges for the County's TSP.

TSP PROCESS

The Jackson County TSP was developed through a process that (1) reviewed and updated the current transportation policies, (2) identified transportation needs, (3) developed and analyzed potential projects addressing those needs and, and (4) prioritized the projects into Tier 1 Financially Constrained and Tier 2 Unconstrained project lists. The Financially Constrained project list only includes projects that can be developed and implemented within the amount of funding expected to be available during the next 20 years. The following steps were involved in this process:

- Reviewing state and regional plans and policies that the Jackson County TSP must comply with, and reviewing local cities' plans so that the County plan is well coordinated with city plans.
- Reconciling the results from the plan review with existing policies in the Transportation Element to develop a recommended set of updated policies.
- Facilitating public meetings to provide project information to, and gather feedback from, the public at key points during the TSP development process.
- Establishing project advisory committees and developing transportation plan goals and objectives.
- Evaluating existing transportation needs.
- Evaluating future transportation needs in accordance with OAR 660-12-0030. The needs analysis identified where deficiencies are likely to occur if growth occurs as expected, but no transportation improvements are made, other than those already funded.
- Developing, modeling, and analyzing alternative transportation improvement packages intended to address Jackson County's future transportation needs.
- Estimating the revenue available for transportation capital projects through the year 2038, assuming no increase from current funding levels.
- Developing a prioritized, financially constrained, consultant-recommended alternative that includes projects that meet the project's goals and objectives, and that best address future transportation needs within the funding available.
- Modifying the consultant-recommended alternative, based on staff, public, and advisory committee input, to develop the preferred alternative that forms the heart of this TSP.
- Developing a list of unfunded priority projects, in the event that additional transportation funding becomes available in the future.
- Recommending ordinance updates for implementing the TSP.
- Compiling the results of this work into this TSP document, for review and adoption by the Jackson County Board of Commissioners.

TRANSPORTATION SYSTEM PLAN

The TSP includes the following elements:

- Transportation goals and policies;
- A street system plan, including functional classifications and representative street sections;
- Pedestrian and bicycle plans that identify the locations of future facilities;
- A transit plan that identifies major transit stops and streets that may have future transit service, potential locations for implementing traffic signal priority for buses, and transit supportive programs;
- Pipeline, air, rail, marine, and freight plans; and
- An implementation plan, including a prioritized, financially constrained transportation improvement program, and a list of other priority projects that could be funded if new sources of transportation revenue can be developed.

The remainder of this report summarizes the background information used to develop the TSP. Details of the TSP development process are documented in a series of technical memoranda, which are included in Volume II of the TSP.

Section 1 Introduction

INTRODUCTION

OVERVIEW

State of Oregon planning rules require that the County's Transportation System Plan (TSP) be based on the current comprehensive plan land use map. The TSP must provide a transportation system that accommodates the expected 20-year growth in population and employment in accordance with the County's land use plan as well as the land use plans for the cities within Jackson County. The RVMPO travel demand mode (version 3.1), which was used in the future conditions analysis, includes population, household, and employment (retail, service, and other) estimates for Jackson County for the base year of 2006 and the forecast year of 2038, consistent with the County's current land use plan.

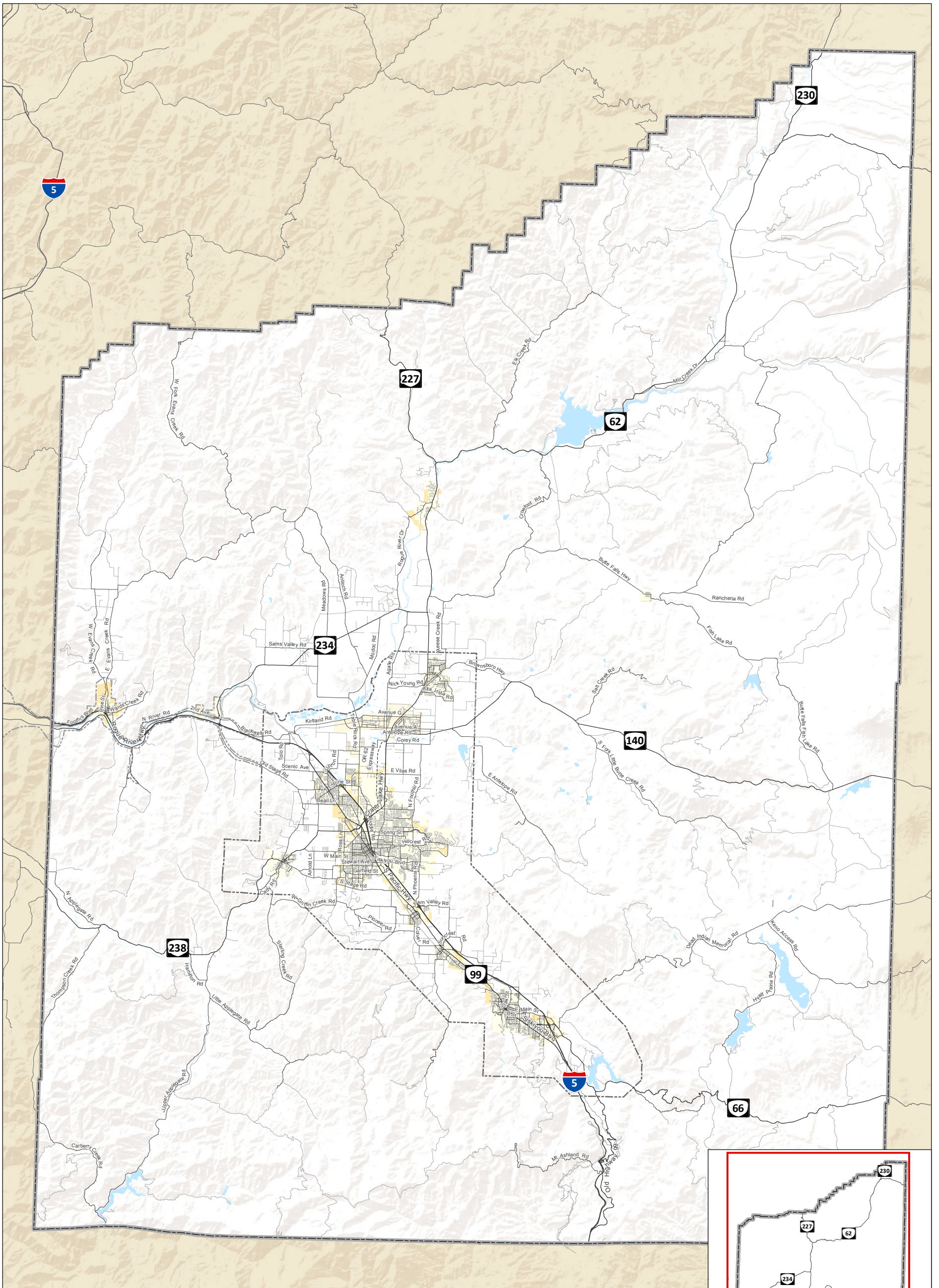
The contents of this TSP are guided by Oregon Revised Statute (ORS) 197.712 and the Department of Land Conservation and Development (DLCD) administrative rule known as the Transportation Planning Rule (TPR). These laws and rules require that jurisdictions develop:







- A road plan for a network of arterial and collector streets;
- A public transportation plan;
- A bicycle and pedestrian plan;
- An air, rail, water, and pipeline plan; and
- Policies and ordinances for implementing the transportation system plan.

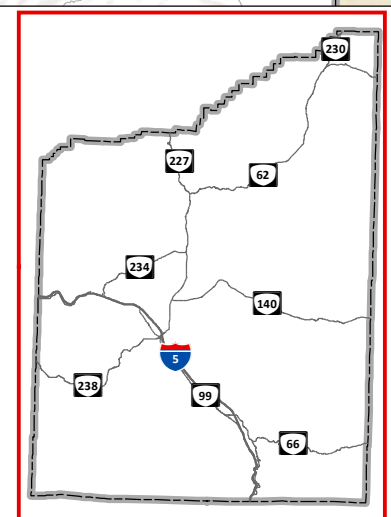
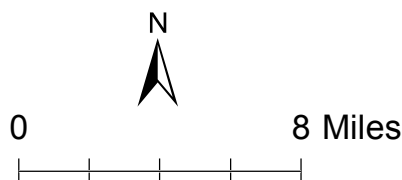
This TSP includes a transportation financing plan to help the County identify future unfunded transportation needs and potential revenue sources. The TPR requires that alternative travel modes be given equal consideration with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance amendments to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, employment, and institutional areas. It is further required that counties coordinate their respective plans with applicable city, regional, and state transportation plans.

STUDY AREA AND SCOPE

The study area for the Jackson County TSP consists of all areas within Jackson County located outside the Urban Growth Boundaries (UGB) of the incorporated cities. The County generally defers to the applicable city TSPs for County and State facilities within UGBs and to the Regional Transportation Plan (RTP) for regionally significant facilities in the Metropolitan Planning Organization (MPO) areas. However, significant issues identified in the City TSPs and the RTP that affect State and County facilities inside UGBs are also shown because they influence the function of the overall County transportation system. Figure 1 shows a map of Jackson County, including the UGBs of the incorporated cities, the MPO boundaries, the Urban Containment Boundaries (UCB).



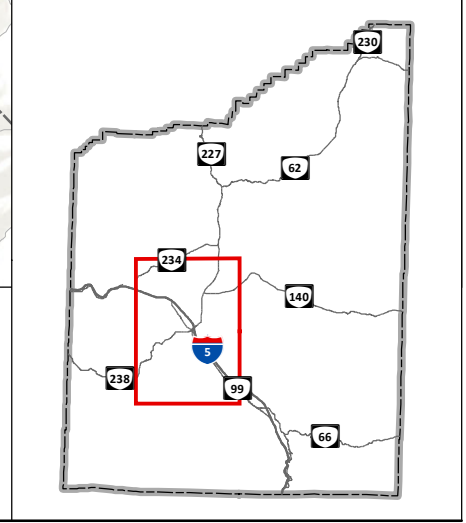
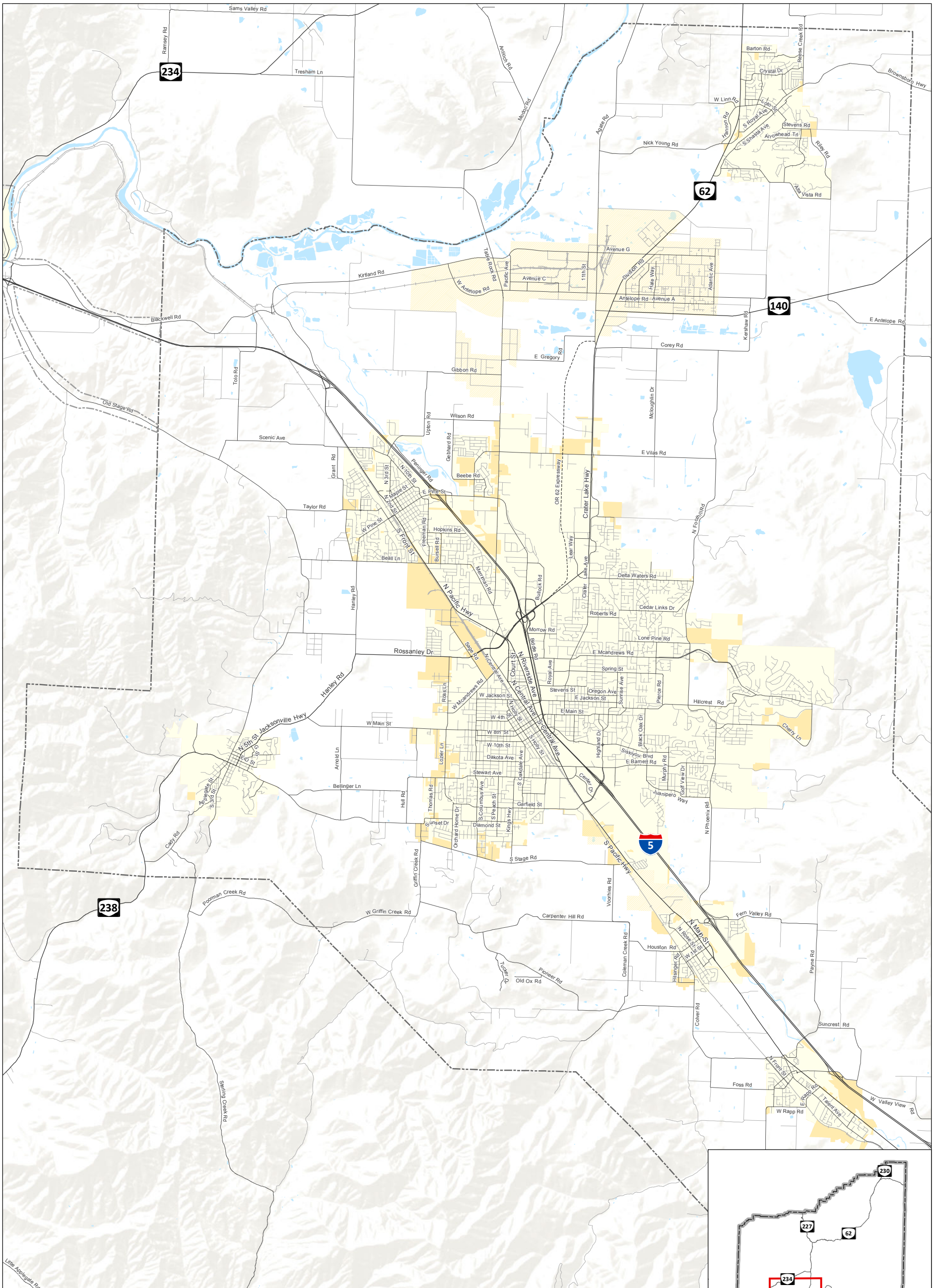
-  City Boundary
-  Urban Containment Boundary
-  Urban Growth Boundary
-  Middle Rogue MPO
-  Rogue Valley MPO
-  County Boundary



Study Area
Jackson County, OR

Figure
1A

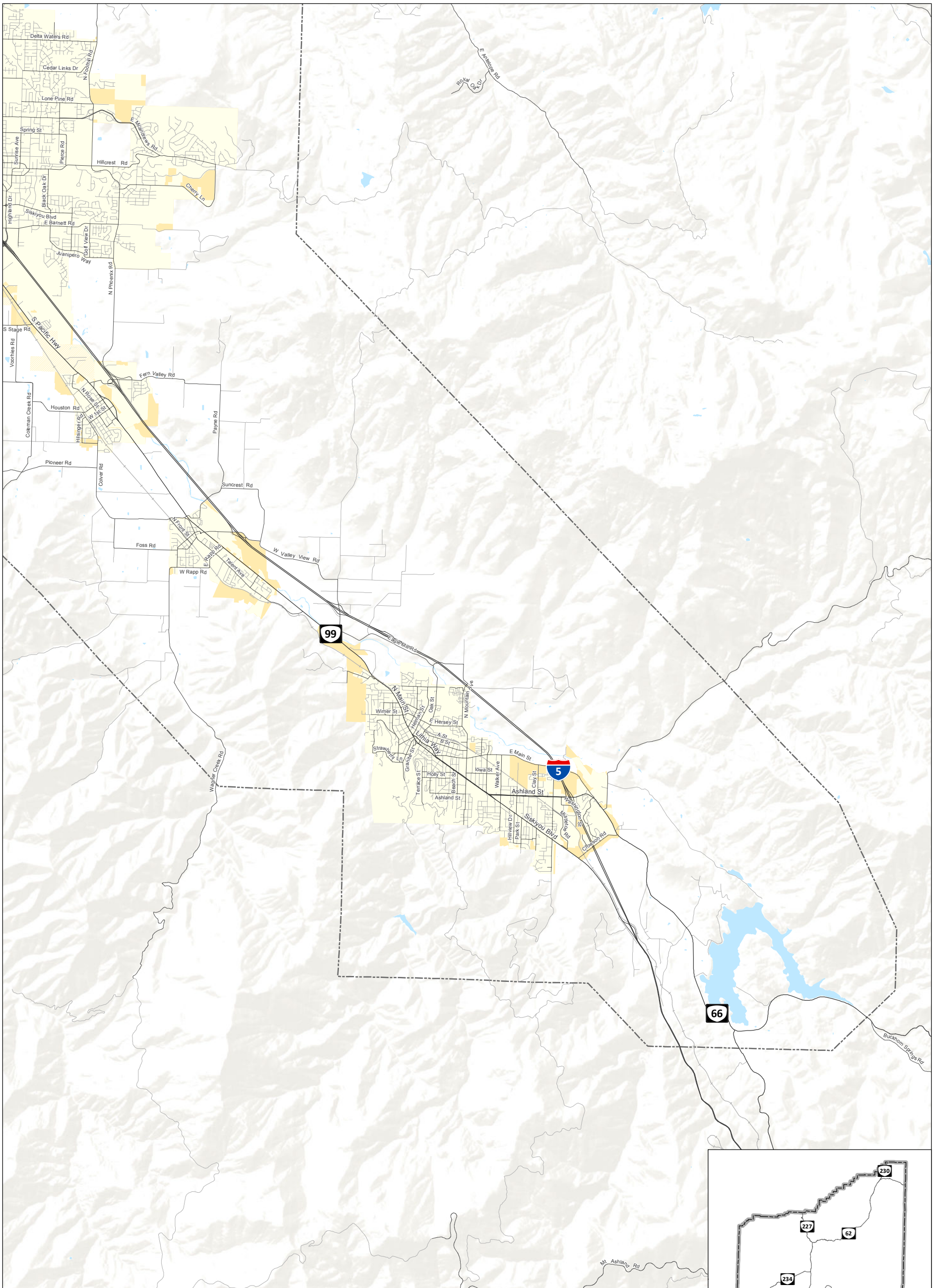
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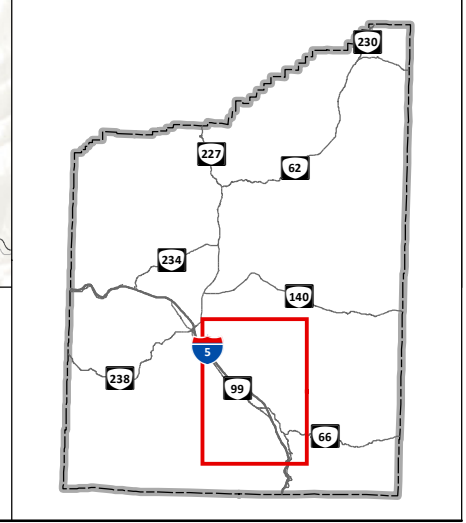
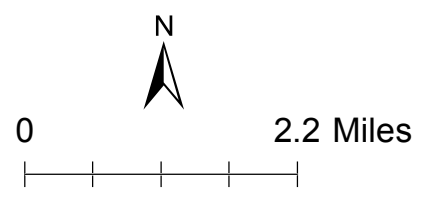
Study Area
Jackson County, OR

Figure
1B

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-  City Boundary
-  Urban Containment Boundary
-  Urban Growth Boundary
-  Middle Rogue MPO
-  Rogue Valley MPO
-  County Boundary



Study Area
Jackson County, OR

Figure
1C

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Based on the requirements of the TPR, the study of County roadways and intersections is generally limited to those with the highest classifications – collectors and arterials – as well as state highways. Local street issues, such as street connectivity and design standards, were analyzed for general consistency with the TPR and the goals and policies.

PUBLIC INVOLVEMENT AND PLAN COORDINATION

The Technical Advisory Committee (TAC) guided the initial planning process for the TSP. The TAC was made up of representatives from relevant state and county agencies, transportation providers, local jurisdictions, and the Rogue Valley Council of Governments (RVCOG). A full list of the TAC is provided in the plan's preface. The TAC was responsible for reviewing the technical aspects of the TSP, and evaluating the TSP from a policy perspective. This work included reviewing the TSP goals and policies, as well as the transportation evaluation criteria.

Public involvement for the TSP was addressed in several ways. Throughout the process, several public and virtual meetings were held to inform citizens and businesses in Jackson County of the TSP project goals and process, obtain information from the community on transportation issues and concerns, and incorporate community feedback into the TSP analysis. Citizens could either attend meetings in person or virtually online to provide input. The County led the public meetings and distributed meeting minutes and project documents on the TSP website at key points during the development of the TSP. In addition to the TAC, a Citizen Advisory Committee (CAC) was established to provide staff with a broad spectrum of opinions on the Technical Memorandum and the draft TSP. The CAC included members from a variety of backgrounds and interests. Most of the members had at least some basic understanding of transportation planning. Their ideas and concerns were critical in addressing major elements of the plan. A full list of the CAC is provided in the plan's preface. Also, the County is very lucky to have a standing Bike Committee. The Bike Committee provided a focused review of the bicycle and pedestrian aspects of the TSP throughout the process. Public work sessions with the Planning Commission were scheduled to provide an opportunity for the public to have access to the policy makers before official public hearings were conducted to provide a more relaxed atmosphere for the public to voice concerns with the plan. Finally, public hearings must be held before both the Planning Commission and the Board of Commissioners for adoption.

TSP ORGANIZATION AND METHODOLOGY

The development of the Jackson County Transportation System Plan began with a review of the local, regional, and statewide plans and policies that guide land use and transportation planning in Jackson County. The reviewed documents are listed and briefly summarized in **Section 2** of this plan. Goals and policies for the TSP are presented in **Section 4**.

A technical analysis of the existing transportation facilities was performed, which allowed for an objective assessment of the system's existing physical characteristics, operational performance, safety, and general function. Upon completion of the existing conditions analysis, the focus of the project

shifted to forecasting future travel demand and the corresponding long-term future transportation system needs. The development of long-term (year 2038) transportation system forecasts was based on population growth forecasts for Jackson County. There was extensive coordination between Jackson County staff, RVCOG, and Oregon Department of Transportation's (ODOT's) Transportation Planning Analysis Unit (TPAU) in developing the forecast traffic conditions. The County relied primarily on the MPOs regional travel demand model (version 3.1) for determination of future travel demand on regionally significant facilities within the MPO.

While forecast traffic volumes are not exact, they provide an estimate to evaluate how the existing system will function in 20 years. Those numbers were used to identify locations where existing system capacity would be exceeded by the estimated future volume. The combination of the existing and future conditions analyses revealed the transportation deficiencies to be addressed by the TSP. Project alternatives were developed to address these needs. Based on comments received from Jackson County and ODOT staff as well as members of the TAC, CAC, and general public, a preferred plan was developed that reflected a consensus on which elements should be incorporated into the County's long-term transportation system. The analyses of existing and future conditions and system needs are summarized in **Section 3** of this report.

Having identified the system needs and a preferred set of alternatives, the next phase of the planning process involved presenting and refining the individual elements of the TSP through a series of decisions and recommendations. The recommendations identified in **Section 5**, Transportation System Plan, include a Roadway System Plan, Public Transportation Plan, Bicycle and Pedestrian Plan, and plans for other transportation modes serving Jackson County.

Section 6, Transportation Financing Plan, provides an analysis and summary of the funding sources available to pay for the identified transportation system improvements and identifies the priority projects for the projected available funds. The recommended code modifications are presented in **Section 7**, Transportation Planning Rule Compliance. This section lists the requirements of the Oregon Transportation Planning Rule (OAR 660 Division 12) and identifies land development ordinance updates for TPR compliance.

Finally, **Section 8**, Glossary of Terms and Acronyms provides list of the terms and acronyms used in the document, along with their definitions.

The detailed technical memoranda that were developed during the TSP process and support each of the TSP sections are provided in *Volume II* of the TSP.