

Section 2 Plan and Policy Review

PLAN AND POLICY REVIEW

INTRODUCTION

This section summarizes the plans and policies at the state, regional, and local levels that directly impact transportation planning in Jackson County. Although each document reviewed contains many policies, only the most pertinent policies and information are summarized here. This review provides a policy framework for the Jackson County TSP.

DOCUMENTS REVIEWED

Several jurisdictions own, manage, and/or operate the transportation facilities serving Jackson County. ODOT, which has jurisdiction over the state highway system, has developed statewide plans for specific transportation modes, a statewide transportation improvement program, and specific area studies. The RVCOG is the MPO responsible for regional planning and allocation of federal transportation funds in the Medford-Ashland urban area. The Rogue Valley Transportation District (RVTD) is the major public transportation provider. Jackson County has developed a large number of relevant planning documents, including the existing comprehensive plan and White City Unincorporated Community Plan. Transportation plans for individual cities were also reviewed.

The Jackson County TSP was developed to be consistent with the Oregon Transportation Plan (OTP) and the requirements of the TPR. The plan was developed to be consistent with the RTP and cities' plan policies. The projects in the RTP and in cities' plans were analyzed to identify a list of projects that are already planned to address needs identified in the County plan, and to identify any project inconsistencies that will need to be reconciled among the plans. The TSP is a living document and future changes to these plans may require amendments to the County TSP. The following sections list the major documents reviewed during the development of the TSP.

State Documents

- Oregon Transportation Plan (Updated 2006)
- Oregon Highway Plan (Updated 2011)
- Oregon Bicycle and Pedestrian Plan (Updated 2016)¹
- Oregon Transportation Options Plan (2015)¹
- Oregon State Rail Plan (2014)
- Oregon Freight Plan (2011)
- Oregon Public Transportation Plan (1997)

¹ The Oregon Bicycle and Pedestrian Plan and the Oregon Transportation Options plan were reviewed following the development of the draft TSP update.

- 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)
- OR 62: I-5 to Dutton Road Project Final Environmental Impact Statement (2013)
- OR 99 Rogue Valley Corridor Plan (2015)
- OR 140 Corridor Plan: I-5 Exit 35 to Brownsboro-Eagle Point Road (2013)
- I-5 Rogue Valley Corridor Plan (2011)
- Old Stage Road Corridor Management Plan (2000)
- I-5 Exit 19 (North Ashland) Interchange Area Management Plan (2011)
- I-5 Exit 33 (Central Point) Interchange Area Management Plan (2014)
- I-5 Exit 35 (Seven Oaks) Interchange Area Management Plan (2013)
- I-5 Exits 40 and 43 (Gold Hill) Interchange Area Management Plan (Draft)

Regional Documents

- Greater Bear Valley Regional Plan (2009)
- Rogue Valley Metropolitan Planning Organization (RVMPO) 2013-2038 Regional Transportation Plan
- RVMPT Transportation Demand Management Reference Guide (2012)
- Rogue Valley Transit District Ten-Year Long Range Plan (2007-2017)
- RVTD Strategic Business and Operations Plan (2008-2015)
- RVTD United We Ride Plan (2013)
- RVMPO Metropolitan Transportation Improvement Program (2015-2018)
- Bear Creek Greenway Management Plan (2005-2010)

County Documents

- Jackson County Comprehensive Plan (2004, Last Updated 2008)
- Jackson County Land Development Ordinance (LDO) (2004, Last Updated 2013)
- Jackson County Transportation System Plan (2005)
- Jackson County Capital Improvement Plan (2014-2018)
- White City Urban Unincorporated Community Plan and TSP

City Documents

- City of Ashland Transportation System Plan (2012)
- City of Central Point Transportation System Plan (2008)
- City of Eagle Point Transportation System Plan (2010)
- City of Jacksonville Transportation System Plan (2009)
- City of Medford Transportation System Plan (2013)
- City of Talent Transportation System Plan (2007)

SUMMARY OF POLICY AND PLAN REVIEW

The documents reviewed for this project were relevant to the TSP process in varying degrees. Some of the key documents and elements from this review are described below. A more detailed discussion of the plan and policy review is provided in Technical Memorandum #1: Goals and Policies, which is included in *Volume II* of the TSP.

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 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.

The **Oregon Highway Plan (OHP)** is a modal plan of the OTP that guides 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 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.

The intent of the **Oregon Bicycle and Pedestrian Plan (OBPP)** is to create a policy foundation that supports decision-making for walking and biking investments, strategies, and programs that help to develop an interconnected, robust, efficient, and safe transportation system. The OBPP establishes the role of walking and biking as essential modes of travel within the context of the entire transportation system, and recognizes the benefit to the people and places in Oregon.

The OBPP provides direction for what needs to be achieved, including 20 policies and associated strategies designed to help develop, sustain, and improve walking and biking networks. It identifies nine goals based upon the broader goals of the OTP that reflect statewide values and desired accomplishments relating to walking and biking:

- Goal 1: Safety
- Goal 2: Accessibility and Connectivity
- Goal 3: Mobility and Efficiency
- Goal 4: Community and Economic Vitality
- Goal 5: Equity
- Goal 6: Health
- Goal 7: Sustainability
- Goal 8: Strategic Investment
- Goal 9: Coordination, Cooperation, and Collaboration

The OBPP also provides background information, including relevant state and federal laws, funding opportunities, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. It outlines the role that jurisdictions play in the implementation of the Plan, including the development of pedestrian and bicycle plans as stand-alone documents or within TSPs.

The **Oregon Transportation Options Plan** is the first intermodal topic plan of its kind for the state. Transportation Options (TO) include strategies, programs, and investment that enhance traveler opportunities and choices to bike, walk, take transit, share rides, and telecommute. The Plan provides an overview of existing transportation options providers across the state, establishes a vision and policies, and presents key strategies and initiatives. These elements provide guidance to support and advance TO program activities and integration with capital investment planning. The guiding vision for the TO plan envisions a transportation system that provides travelers of all ages and abilities with transportation options to access goods, services, and opportunities across the state. The plan includes several goals, each of which is accompanied by a set of policies, strategies, and highlighted best practices.

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. 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.

The **Oregon Freight Plan (OFFP)** 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 OFFP. 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.

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 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. The TSP update process will coordinate with Rogue Valley Transit District (RVTD) long-range and strategic planning in the TSP study area. The project CAC included a representative from RVTD.

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

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. 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.

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 (OAR 660-012-0045). 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 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 (LDO) to ensure consistency with TPR requirements as well as to reflect TSP recommendations.

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. The standards are based on state highway classification and differ depending on posted speed and average daily traffic volume. 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 LDO is consistent with these access management requirements as well as TSP recommendations related to access management.

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 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.

The **Regional Transportation Plan (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 RTP establishes a set of transportation goals and associated policies, potential actions, and performance indicators. 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.

The **Jackson County Comprehensive Plan** is a long-range policy guide for land use in the unincorporated area within the county, outside of city UGBs. 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. 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 LDO 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.

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 STIP funding, System Development Charge (SDC) fees, other road funds, or other external sources. 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 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.

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 updated Jackson County TSP will update and include White City transportation policies and projects.

ONGOING PLANNING PROCESS

There are at least two major ongoing planning processes that could have significant impacts on the Jackson County TSP. While the full impact of these planning processes is undetermined at this time, the development of this TSP has attempted to anticipate the future planning implications that may result from these planning processes.

The first major planning project is the update to the RTP for 2017. Updates to the regional travel demand model and the RTP are being initiated to address changes in the UGBs of incorporated cities as well as new assumptions about travel demand and mode choice. The County's TSP policies address RTP coordination. The County's TSP policies are well coordinated with the RTP, but the County TSP process has identified some projects that are not currently in the RTP. These projects will be evaluated during the update process. Amendments to the County TSP will be required if these projects are not included in the 2017 RTP update.

The next major planning project is the OR 62 Corridor Project. This project will result in a new four-lane access-controlled expressway along the old Medco Haul Road. Most of the planning work for the new expressway is now complete; however, only cursory planning work has been done on the northernmost extension of the expressway from E Vilas Road to Dutton Road. Thus, the TSP includes policies and implementation strategies to address future planning of this facility.