

**I-5 Exit 127 (North Roseburg)
Interchange Area Management Plan
Douglas County, Oregon**

**DRAFT Technical Memorandum #1
Appendix A
Review of Plans and Policies**

Prepared for

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A. REVIEW OF PLANS AND POLICIES

The purpose of this review is to provide the IAMP's regulatory framework by identifying the required state and local plans with which the IAMP must be compatible or consistent as required by state law and ODOT policy. This review will be used to guide development of the IAMP's goals and objectives and decisions regarding selection of preferred alternatives and management measures.

After the IAMP draft is completed, this review will be used to make findings of compatibility and compliance with state and local policies and regulations. It will be used to identify where policy changes and plan amendments and/or local development code changes are needed to implement the IAMP. According to OAR 734-051-7010, IAMPs must be adopted by the Oregon Transportation Commission (OTC) as a transportation facility plan consistent with the provisions of OAR 731-015-0065. Prior to adoption by the OTC, Douglas County and the City of Roseburg may need to amend their comprehensive plans, transportation system plans and/or local land use and subdivision codes to ensure consistency. The OTC adoption package includes findings of consistency.

Each state and local policy, plan, and regulation is summarized and the relevance and requirement for the IAMP identified. Although each document reviewed contains many policies, only the pertinent policies are included. The standards and policies that most directly affect the planning or design of the interchange are highlighted in **bold**.

A.1. Review of Adopted State Plans

The following statewide planning documents are included:

- Statewide Planning Goals 1, 2, 3, 4, 5, 6, 7, 9, 11, 12, & 14
- Oregon Transportation Plan (2006)
- Oregon Highway Plan (Updated 2012)
- Oregon Bicycle and Pedestrian Plan (updated 2011)
- Oregon Freight Plan (2011)
- OAR Chapter 731 Division 15
- OAR Chapter 734 Division 051 (Division 51)
- OAR 660 Division 12 (TPR—including recent amendments)
- 2001 Oregon Rail Plan
- ODOT Right of Way Section
- ODOT Title VI
- Interchange Area Management Plan Guidelines (2011)
- Highway Design Manual (HDM)

A.1.1. Statewide Planning Goals

Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 statewide planning goals. Most of the goals are accompanied by guidelines, which are suggestions about how a goal may be applied. The goals express the state's policies on land use and related topics, such as citizen involvement, housing, and natural resources. Oregon's statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan, of which transportation system plans are a part, and the zoning and land-division ordinances needed to put the plan into effect. The local comprehensive plans must be consistent with the Statewide Planning Goals. When the state's Land Conservation and Development Commission (LCDC) officially approves a local government's plan, the plan is said to be acknowledged. It then becomes the controlling document for land use in the area covered by that plan. Oregon's planning laws strongly emphasize coordination—keeping plans and programs consistent with each other, with the statewide planning goals, and with acknowledged local plans. The goals that are most pertinent to transportation system planning, and therefore the Interchange 127 IAMP, are described below.

Statewide Planning Goal 1 (Citizen Involvement)

Goal 1, Citizen Involvement, ensures the opportunity for all citizens to be involved in all phases of the planning process. The citizen involvement program must be appropriate to the scale of the planning effort. The program must provide for continuity of citizen participation and of information that enables citizens to identify and understand the issues.

The citizen involvement program needs to incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.
2. Communication -- To assure effective two-way communication with citizens.
3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.
4. Technical Information -- To assure that technical information is available in an understandable form.
5. Feedback Mechanisms -- To assure that citizens will receive a response from policy-makers.
6. Financial Support -- To insure funding for the citizen involvement program.

Project Relevance

Goal 1 requires state, local, and special district agencies to coordinate their planning efforts, which in this case are ODOT, the City of Roseburg, and Douglas County. The scale of the public involvement program developed for the IAMP is appropriate for the project. It includes four Technical Advisory Committee (TAC) meetings, four Citizen Advisory Committee (CAC) meetings and two public meetings. The TAC provides technical and policy guidance to the project team during preparation of the IAMP. The CAC provides interested parties, the public, and

stakeholders an opportunity to give input to ODOT and the project team during preparation of the IAMP. The public meetings allow the general public at large to learn about and offer their comments and feedback on the development of IAMP. Additional components of the public involvement plan include preparing displays to clearly convey project information during public involvement meetings and comment forms for meeting attendees. Outreach efforts through the development of the IAMP are documented in an appendix of the IAMP.

Statewide Planning Goal 2 (Land Use Planning)

Goal 2 outlines the basic procedures of Oregon's statewide planning program. A land use planning process and policy framework must be established as a basis for all decisions and actions relating to the use of land. All local governments and state agencies involved in the land use action must coordinate with each other. City, county, and state agency and special district plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans adopted under ORS Chapter 268. Additionally, land use decisions and actions must be supported by an "adequate factual base." Evidence must be provided that a reasonable person would find sufficient to support a finding of fact that a land use action complies with the applicable review standards. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

Project Relevance

This memorandum serves as a policy framework for the development of the IAMP. The project's TAC will provide technical and policy guidance throughout the development of the IAMP. Although the IAMP will not amend land use designations, it may require county and/or city comprehensive plan, TSP or development code amendments in order to incorporate facility improvements or other management actions into the plans to protect the interchange and to make the IAMP and plans consistent. The technical memoranda prepared for the project will document the adequate factual base for any recommended plan changes.

Statewide Planning Goal 3 (Agricultural Lands)

Goal 3's intent is to preserve and maintain agricultural lands. Agricultural lands must be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest, and open space and with the state's agricultural land use policy expressed in ORS 215.243. Zoning applied to agricultural land limits uses which can have significant adverse effects on agricultural and forest land, farm and forest uses or accepted farming or forest practices.

Project Relevance

Portions of the northeast quadrant of the IAMP study area are zoned as farmed forest. A major task of the IAMP is to complete an existing conditions analysis that summarizes the comprehensive plan and zoning designations, including any overlays, and the land uses allowed within each zoning district within the study area. OAR 660-012-0065 identifies transportation

improvements permitted on rural lands consistent with Statewide Planning Goals 3, 4, 11 and 14 without the requirement of a goal exception. IAMP implementation measures will address consistency with designated agricultural lands and the allowed uses as described in ORS 215.243.

Statewide Planning Goal 4 (Forest Lands)

This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."

Project Relevance

Portions of the northeast quadrant of the IAMP study area are zoned as farmed forest. Improvements proposed in the corridor must comply with city and county policies, programs, and permitting that implement this goal. In general, the IAMP will be developed in respect of this goal. OAR 660-012-0065 identifies transportation improvements permitted on rural lands consistent with Statewide Planning Goals 3, 4, 11 and 14 without the requirement of a goal exception. IAMP implementation measures will address consistency with designated forest lands and the allowed uses as described in ORS 215.243.

Statewide Planning Goal 5 (Natural Resources)

The purpose of Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces, is to "protect natural resources and conserve scenic and historic areas and open spaces." This goal requires local governments to inventory natural and cultural resources in their jurisdictions and to develop and adopt programs to conserve and protect them. Among the resources to be inventoried are: riparian corridors, wetlands, federal Wild and Scenic Rivers, state Scenic Waterways, groundwater resources, wildlife habitat, natural areas, wilderness areas, open spaces, scenic views and sites, mineral and aggregate resource areas, energy sources, and historic and cultural areas. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resource and the uses that would conflict with it.

Project Relevance

Goal 5 resources on land in the study area will be inventoried Technical Memorandum #2: Existing Conditions Analysis. Improvements proposed in the study area must comply with city and county policies, programs, and permitting that implement this goal. In general, the IAMP must be developed in respect of this goal.

Statewide Planning Goal 6 (Resources Quality)

This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.

Project Relevance

The IAMP will be developed consistently with this goal. Improvements proposed in the study area must comply with federal, state, city and county policies, programs, and permitting that implement this goal.

Statewide Planning Goal 7 (Natural Hazardous)

Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development in areas of natural hazards.

Project Relevance

The IAMP will be developed consistently with this goal. Goal 7 resources on land in the study area will be identified in Technical Memorandum #2: Existing Conditions Analysis. Improvements proposed as part of the IAMP must comply with city and county policies, programs, and permitting that implement this goal.

Statewide Planning Goal 9 (Economic Development)

The intent of Goal 9, Economic Development, is to "provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens." Local comprehensive plans and policies must support this goal and include policies addressing economic development and development opportunities. Plans must also identify an adequate supply of land with characteristics suitable for a variety of employment and economic development. Development should be limited around identified industrial sites to that which is compatible with uses allowed on the sites.

Project Relevance

The IAMP will be developed consistently with this goal. The existing, intended, and allowed uses of land will be reviewed in Technical Memorandums #2: Existing Conditions Analysis and #3: Future Baseline Conditions Report and considered during the development of the IAMP.

Statewide Planning Goal 11 (Public Facilities and Services)

Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that local governments should plan public services in accordance with its community's needs and capacities rather than being forced to respond to development as it occurs. The goal requires that urban and rural development be "guided and supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served."

Project Relevance

The IAMP will be developed consistently with this goal.

Statewide Planning Goal 12 (Transportation)

The goal requires cities, counties, metropolitan planning organizations (MPOs), and ODOT to provide and encourage a safe, convenient, and economic transportation system. This is partially accomplished through development of Transportation System Plans (TSPs) based on inventories of local, regional, and state transportation needs.

The implementation portion of the Goal states that:

1. The number and location of major transportation facilities should conform to applicable state or local land use plans and policies designed to direct urban expansion to areas identified as necessary and suitable for urban development. The planning and development of transportation facilities in rural areas should discourage urban growth while providing transportation service necessary to sustain rural and recreational uses in those areas so designated in the comprehensive plan.
2. Plans for new or for the improvement of major transportation facilities should identify the positive and negative impacts on: (1) local land use patterns, (2) environmental quality, (3) energy use and resources, (4) existing transportation systems and (5) fiscal resources in a manner sufficient to enable local governments to rationally consider the issues posed by the construction and operation of such facilities.
3. Lands adjacent to major mass transit stations, freeway interchanges, and other major air, land and water terminals should be managed and controlled so as to be consistent with and supportive of the land use and development patterns identified in the comprehensive plan of the jurisdiction within which the facilities are located.
4. **Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.**

Project Relevance

The IAMP will recommend interchange improvements, transportation system network improvements and management measures to support 20-year traffic growth and future development of planned land uses within Roseburg's city limits and Urban Growth Boundary (UGB) and outside the UGB within Douglas County jurisdiction. Therefore, it meets the intent of Goal 12. The IAMP's Implementation section will assign measures and responsibilities.

Statewide Planning Goal 14 (Urbanization)

This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish a UGB to identify and separate urbanizable land from rural land. Land uses permitted within the urban areas are more urban in nature and higher intensity than in rural areas, which primarily include farm and forest uses. It specifies seven factors that must be considered in establishing a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses. Compact development helps contain the costs of public facilities such as transportation and helps jurisdictions better anticipate where growth will occur.

Project Relevance

The location, type, and intensity of development within the study area could affect future use and operation of the interchange. The interchange is within the northern edge of City of Roseburg UGB. The IAMP will be developed consistently with Goal 14 and in respect of local land use zoning designations and projected future development patterns.

A.1.2. Oregon Transportation Plan (2006)

The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP considers all modes of Oregon's transportation system as a single system. The current OTP assesses state, regional, and local public and private transportation facilities through 2030. The OTP establishes goals, policies, strategies, and initiatives that address the core challenges and opportunities facing Oregon. It also provides the framework for prioritizing transportation improvements based on varied future revenue conditions.

Relevant goals and policies are:

Goal 1 – Mobility and Accessibility

Policy 1.1 – Development of an Integrated Multimodal System: It is the policy of the State of Oregon to plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

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

Policy 1.3 – Relationship of Interurban and Urban Mobility: It is the policy of the State of Oregon to provide intercity mobility through and near urban areas in a manner that minimizes adverse effects on urban land use and travel patterns and provides for efficient long distance travel.

Goal 2 – Management of the System

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

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

Goal 3 – Economic Vitality

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

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

Policy 3.3 – Downtowns and Economic Development: It is the policy of the State of Oregon to provide transportation improvements to support downtowns and to coordinate transportation and economic development strategies.

Goal 4 – Sustainability

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

Policy 4.3 – Creating Communities: It is the policy of the State of Oregon to increase access to goods and services and promote health by encouraging the development of compact communities and neighborhoods that integrate residential, commercial, and employment land uses to help make shorter trips, transit, walking, and bicycling feasible, and that integrate features that support the use of transportation choices.

Goal 5 – Safety and Security

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

Policy 5.2 – Security: It is the policy of the State of Oregon to provide transportation security consistent with the leadership of federal, state, and local homeland security entities.

Goal 7 – Coordination, Communication and Cooperation

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

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

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

Project Relevance

The development of this IAMP is integral to maintaining the highway facility and optimizing system performance. Transportation improvements identified in the IAMP will be developed consistent with and to implement the goals of the OTP.

A.1.3. Oregon Highway Plan (Updated 2012)

The Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon's state highway system over a 20-year period and refines the goals and policies found in the OTP. 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.

I-5 is an interstate highway and part of the National Highway System (NHS). The OHP describes this designation as:

- Interstate Highways (NHS) provide connections to major cities, regions of the state, and 8 other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

The OHP policies applicable to IAMPs include:

Goal 1 – System Definition

Policy 1A: State Highway Classification System: It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

Policy 1B: Land Use and Transportation: This policy recognizes the role of both State and local governments related to the state highway system:

- State and local government must work together to provide safe and efficient roads for livability and economic viability for all citizens.
- State and local government must share responsibility for the road system.
- State and local government must work collaboratively in planning and decision-making relating to transportation system management.

It is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

- Maintain the mobility and safety of the highway system;
- Foster compact development patterns in communities;

- Encourage the availability and use of transportation alternatives;
- Enhance livability and economic competitiveness; and
- Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan.

Policy 1C: State Highway Freight System: It is the policy of the State of Oregon to balance the need for movement of goods with other uses of the highway system, and to recognize the importance of maintaining efficient through movement on major truck freight routes.

Policy 1E: Lifeline Routes: It is the policy of the State of Oregon to provide a secure lifeline network of streets, highways, and bridges to facilitate emergency services response and to support rapid economic recovery after a disaster.

Policy 1F: Highway Mobility Policy¹: It is the policy of the State of Oregon to maintain acceptable and reliable levels of mobility on the state highway system, consistent with the expectations for each facility type, location and functional objectives. Highway mobility targets will be the initial tool to identify deficiencies and consider solutions for vehicular mobility on the state system. Specifically, mobility targets shall be used for:

- Identifying state highway mobility performance expectations for planning and plan implementation;
- Evaluating the impacts on state highways of amendments to transportation plans, acknowledged comprehensive plans and land use regulations pursuant to the Transportation Planning Rule (OAR 660-12-0060); and
- Guiding operational decisions such as managing access and traffic control systems to maintain acceptable highway performance.

Policy 1G: Major Improvements: It is the policy of the State of Oregon to maintain highway performance and improve safety by improving system efficiency and management before adding capacity. ODOT will work in partnership with regional and local governments to address highway performance and safety needs.

Goal 2 – System Management

Policy 2A: Partnerships: It is the policy of the State of Oregon to establish cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system. These partnerships are relationships among ODOT and state and federal agencies, regional governments, cities, counties, tribal governments, and the private sector.

Policy 2B: Off-System Improvements: It is the policy of the State of Oregon to provide state financial assistance to local jurisdictions to develop, enhance, and maintain

¹ This excerpt is abbreviated.

improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system if:

- The off-system costs are less than or equal to on-system costs, and/ or the benefits to the state system are equal to or greater than those achieved by investing in on-system improvements;
- **Local jurisdictions adopt land use, access management and other policies and ordinances to assure the continued benefit of the off-system improvement to the state highway system;**
- **Local jurisdictions agree to provide advance notice to ODOT of any land use decisions that may impact the off-system improvement in such a way as to adversely impact the state highway system; and**
- **Local jurisdictions agree to a minimum maintenance level for the off-system improvement that will assure the continued benefit of the off-system improvement to the state highway system.**

Policy 2F: Traffic Safety: It is the policy of the State of Oregon to continually improve safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

Policy 2G: Rail and Highway Compatibility: It is the policy of the State of Oregon to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

Goal 3 - Access Management

Policy 3A: Classification and Spacing Standards: It is the policy of the State of Oregon to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure the safe and efficient operation of state highways consistent with the classification of the highways.

Action 3A.2: Establish spacing standards on state highways based on highway classification, type of area and speed. The tables in Appendix C show the access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs.

Policy 3C: Interchange Access Management Areas: It is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Action 3C.1: Develop interchange area management plans to protect the function of interchanges to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges.

Action 3C.2: To improve an existing interchange or construct a new interchange:

- **The interchange access management spacing standards are shown in Appendix C;**

- The standards do not apply retroactively to interchanges existing prior to adoption of this Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standards;
- Necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place;
- Access to cross streets shall be consistent with established standards for a distance on either side of the ramp connections so as to reduce conflicts and manage ramp operations. The Interchange Access Management Spacing Standards supersede the Access Management Classification and Spacing Standards (Policy 3A), unless the latter distance standards are greater (see Appendix C);
- Where possible, interchanges on Freeways and Expressways shall connect to state highways, or major or minor arterials;
- Interchanges on Statewide, Regional or District Highways may connect to state highways, major or minor arterials, other county or city roads, or private roads, as appropriate;
- The design of urban interchanges must consider the need for transit and park-and-ride facilities, along with the interchange's effect on pedestrian and bicycle traffic; and
- When possible, access control shall be purchased on crossroads for a minimum distance of 1320 feet (400 meters) from a ramp intersection or the end of a free flow ramp terminal merge lane taper.

Action 3C.3: Establish criteria for when deviations to the interchange access management spacing standards may be considered. The kinds of considerations likely to be included are:

- Location of existing parallel roadways (e.g., Highways 99W or 99E which parallel Interstate 5);
- Use of traffic controls;
- Potential queuing, increased delays and safety impacts; and
- Possible use of nontraversable medians for right-in/right-out movements.

Action 3C.4: When new approach roads or intersections are planned or constructed near existing interchanges, property is redeveloped or there is a change of use, wherever possible, the access spacing and operation standards in the Access Management Rule should be applied within the influence area of the interchange

(measurements are from ramp intersection or the end of a free flow ramp terminal merge lane taper).

Action 3C.5: As opportunities arise, rights of access shall be purchased on crossroads around existing interchanges. Whenever possible, this protective buying should be for a distance of 1320 feet (400 meters) on the crossroads.

Action 3C.6: Plan for and operate traffic controls within the influence area of an interchange with the priority of moving traffic off the main highway, Freeway or Expressway and away from the interchange area. Within the Interchange Access Management Area, priority shall be given to operating signals for the safe and efficient operation of the interchange.

Action 3C.7: Use grade-separated crossings without connecting ramps to provide crossing corridors that relieve traffic crossing demands through interchanges.

Goal 4 – Travel Alternatives

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

Policy 4D: Transportation Demand Management: It is the policy of the State of Oregon to support the efficient use of the state transportation system through investment in transportation demand management strategies.

While development of an IAMP must be consistent with the entirety of the OHP, Goal 3 and its polices provide direct guidance and requirements for development of an IAMP such as access spacing standards. Access spacing standards for interchanges are listed in Tables 16-19 of OHP Appendix C. Most applicable to this IAMP is Table 17, Minimum Spacing Standards Applicable to Freeway Interchanges with Two-Lane Crossroads for urban area:

- Distance between the start and end of tapers of adjacent interchanges = 1 mile
- Distance to the first approach on the right, right in/right out only = 1320 feet
- Distance to first intersections where left turns are allowed = 1320 feet
- Distance between the last right in/right out approach road and the start of the taper for the on-ramp = 990 feet

Project Relevance

The OHP establishes the state highway classification system to guide ODOT priorities for system investment and management. In addition, the OHP provides interchange spacing requirements, investment priorities, access management policy, and mobility standards. A TAC will provide technical and policy guidance during preparation of the IAMP. The TAC will include representatives from Douglas County, the City of Roseburg, ODOT, and other agencies.

Additionally, Policy 2B: Off-System Improvements provides the policy requirements local jurisdictions must comply with if they are going to use state money for off-system, or off state-system improvements. If these policies currently are not included in adopted local jurisdiction plans and policies, they may be included in an IAMP as necessary amendments to implement an IAMP.

A.1.4. Oregon Bicycle and Pedestrian Plan (updated 2011)

The Oregon Bicycle and Pedestrian Plan (OBPP) was originally prepared in 1995 to implement the Actions recommended by the OTP; guide ODOT and local governments in developing bikeway and walkway systems; explain the laws pertaining to the establishment of bikeways and walkways; fulfill the requirements of the TPR; and provide standards for planning, designing, and maintaining bikeways and walkways.

The OBPP policies applicable to IAMPs include:

Goal: To provide safe, accessible and convenient bicycling and walking facilities and to support and encourage increased level of bicycling and walking.

Action 1: Provide bikeway and walkway systems that are integrated with other transportation systems.

Strategy 1A: Integrate bicycle and pedestrian facility needs into all planning, design, construction and maintenance activities of the Oregon Department of Transportation, local governments and other transportation providers.

The 2011 updated design portion of the OBPP focuses on the importance of good design and understanding the context of facilities. The document includes chapters addressing on-road bikeways, restriping, bicycle parking, walkways, street crossings, intersections, shared-use paths. Both standards and minimums are recommended in the manual along with innovative designs that have been implemented successfully in Oregon or other parts of the county.

Project Relevance

Pedestrian and bicycle facility needs will be assessed and designed in respect of the standards of the OBPP and integrated into the IAMP as required.

A.1.5. Oregon Freight Plan (2011)

The purpose of the Oregon Freight Plan, which is an Element of the Oregon Transportation Plan, is to “improve freight connections to local, state, tribal, regional, national and international markets with the goal of increasing trade-related jobs and income for Oregon workers and businesses”. The plan documents the economic importance of freight movement in Oregon, identifies transportation networks important to freight-dependent industries and recommends multimodal strategies to increase strategic freight system efficiency. The plan identifies sixteen freight issues and strategies with action steps to address the issues.

The study area is in the Western Freight Corridor of the state. According to the Freight Plan, the Western Freight Corridor contains some of the major intermodal facilities in the state, which move both heavy and valuable goods to markets around the world. Transportation facilities area also identified as necessary to support resource based industries as those found in the study area and the area surrounding the study area. Additionally, the plan states that agriculture, forestry and fishing related shipments are expected to grow at a high rate of around 2.1 percent annually through 2035.

Interstate 5 carries the majority of north/south freight traffic in Oregon and connects the Oregon freight system with national and international destinations. In the eastern portion of the study area, Class 1 Central Oregon & Pacific (CORP) rail lines run north to south. There is one rail crossing in the study area on Edenbower Boulevard just west of NE Stephens Street. Additionally, the Roseburg Regional Airport is southeast of the interchange. As a Category III airport (a regional general aviation airport), measurable air cargo shipment volumes are expected (measurable volumes are expected only at category I, II and III airports).

Project Relevance

Maintaining and enhancing freight system efficiency will be integrated into the IAMP in consideration of the motor vehicle, aviation and rail freight networks in the study area.

A.1.6. OAR Chapter 731 Division 15

OAR 731 Division 15 establishes the procedures used by ODOT to implement the provisions of its State Agency Coordination Program which assure that ODOT programs are carried out in compliance with the statewide planning goals and in a manner compatible with acknowledged comprehensive plans, as required by ORS 197.180 and OAR 660, Divisions 30 and 31.

The section applicable to IAMPs is section 731-015-0065 Coordination Procedures for Adopting Final Facility Plans:

- (1) Except in the case of minor amendments, the Department shall involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development or amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that the Department determines are appropriate for the circumstances. The Department shall hold at least one public meeting on the plan prior to adoption.
- (2) The Department shall provide a draft of the proposed facility plan to planning representatives of all affected cities, counties and metropolitan planning organization and shall request that they identify any specific plan requirements which apply, any general plan requirements which apply and whether the draft facility plan is compatible with the acknowledged comprehensive plan. If no reply is received from an affected city, county or metropolitan planning organization within 30 days of the Department's request for a compatibility determination, the Department shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. The

Department may extend the reply time if requested to do so by an affected city, county or metropolitan planning organization.

- (3) If any statewide goal or comprehensive plan conflicts are identified, the Department shall meet with the local government planning representatives to discuss ways to resolve the conflicts. These may include:
 - (a) Changing the draft facility plan to eliminate the conflicts;
 - (b) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or
 - (c) Identifying the conflicts in the draft facility plan and including policies that commit the Department to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.
- (4) The Department shall evaluate and write draft findings of compatibility with acknowledged comprehensive plans of affected cities and counties, findings of compliance with any statewide planning goals which specifically apply as determined by OAR 660-030-0065(3)(d), and findings of compliance with all provisions of other statewide planning goals that can be clearly defined if the comprehensive plan of an affected city or county contains no conditions specifically applicable or any general provisions, purposes or objectives that would be substantially affected by the facility plan.
- (5) The Department shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of affecting cities and counties and findings of compliance with applicable statewide planning goals.
- (6) The Transportation Commission shall adopt findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals when it adopts the final facility plan.
- (7) The Department shall provide copies of the adopted final facility plan and findings to DLCDD, to affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and to others who request to receive a copy.

Project Relevance

The IAMP Findings will document compliance with the above procedures 1 through 4. ODOT will follow procedures 5 through 7 during the facility plan adoption process.

A.1.7. OAR Chapter 734 Division 051 (Division 51)

The purpose of Division 51 is to balance development needs with transportation safety and access management objectives of state highways in a manner consistent with local transportation system plans and the land uses permitted in applicable local comprehensive plan(s). Division 51 provides standards to govern highway approaches, access control, spacing standards, medians, and restriction of turning movements, in compliance with statewide

planning goals and in a manner compatible with acknowledged comprehensive plans and consistent with Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), and the Oregon Highway Plan (OHP). The Oregon Highway Plan serves as the policy basis for implementing division 51, and guides the administration of access management rules, including mitigation and public involvement.

Section 734-051-7010 Access Management Plans and Interchange Area Management Plans provides a framework of criteria that need to be addressed in an IAMP:

- (7) Interchange Area Management Plan Criteria. An interchange area management plan must comply with the following criteria, unless the plan documents why compliance with a criterion is not applicable:
 - (a) Be developed no later than the time an interchange is designed or is being redesigned.
 - (b) Identify opportunities to improve operations and safety in conjunction with roadway projects and property development or redevelopment and adopt policies, provisions, and development standards to capture those opportunities.**
 - (c) Include short, medium, and long-range actions to improve operations and safety within the designated study area.**
 - (d) Consider current and future traffic volumes and flows, roadway geometry, traffic control devices, current and planned land uses and zoning, and the location of all current and planned approaches.**
 - (e) Provide adequate assurance of the safe operation of the facility through the design traffic forecast period, typically twenty (20) years.**
 - (f) Consider existing and proposed uses of all the property within the designated study area consistent with its comprehensive plan designations and zoning.**
 - (g) Be consistent with any applicable access management plan, corridor plan or other facility plan adopted by the commission.**
 - (h) Include polices, provisions and standards from local comprehensive plans, transportation system plans, and land use and subdivision codes that are relied upon for consistency and that are relied upon to implement the interchange area management plan.**

Project Relevance

The IAMP will evaluate access control, spacing standards and other applicable standards and will be developed in respect of the applicable criteria of Division 51 including Section 734-051-7010(7).

A.1.8. OAR 660 Division 12 (TPR—including recent amendments)

Goal 12 is implemented through OAR 660, Division 12, the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development. The TPR requires local governments to adopt land use regulations consistent

with state and federal requirements “to protect transportation facilities, corridors and sites for their identified functions OAR 660-012-0045(2).” This policy is achieved through a variety of measures, including:

- Access control measures which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities
- Standards to protect future operations of roads
- A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites
- Regulations to provide notice to ODOT of land use applications that require public hearings, involve land divisions, or affect private access to roads.

OAR 660-012-0065 identifies transportation improvements on rural lands which may be permitted on rural lands consistent with Goals 3, 4, 11 and 14 without requiring a goal exception. OAR 660-012-0070, exceptions for transportation improvements on rural lands, applies if improvements do not meet OAR 660-012-0065 requirements.

The TPR was amended in 2011 in response to the Department of Land Conservation and Development and ODOT recognizing that the TPR and OHP were having unintended consequences on planning and development objectives including economic goals. Therefore, amendments to the TPR were made to:

- Streamline the regulatory process to allow local governments to rezone land without analyzing traffic if the rezoning is consistent with the comprehensive plan map designation and the transportation system plan.
- Allow for local decisions to be made without traffic analysis if the action includes conditions to prevent any increase in traffic generated at the site.
- Adjust the balance between multiple objectives for economic development projects to reduce the burden of mitigating traffic impacts.
- Allow local governments to designate areas where compact urban development is desirable and thus traffic congestion will not be a factor in zoning decisions.

Project Relevance

The IAMP will be developed in consideration of OAR 660 and its governing principles.

A.1.9. 2001 Oregon Rail Plan

The Oregon Rail Plan is a modal element of the OTP. It is intended to implement the OTP’s long-range vision of a viable freight and passenger rail system in Oregon. The Oregon Rail Plan is a comprehensive assessment of the state’s rail planning, freight rail, and passenger rail systems. The Oregon Rail Plan identifies specific policies and planning processes concerning rail in the state, including minimum level of service standards for statewide freight and passenger rail

systems. The freight element describes existing conditions in the different regions of the state and improvements that are needed. It also identifies issues that should be considered in rail planning during local land use planning like preparation of a TSP and comprehensive plan policies to support the TSP.

To meet the goals of the OTP, service standards for minimum levels of service are specified for each freight service. These minimum levels of service pertain to intermodal freight and ports, highway freight, and rail freight.

- Connections to deep draft ports should be available under open access terms to all major railroads and trucking lines in the nearby vicinity of maritime port terminals where feasible (e.g. Astoria, Portland, Coos Bay and Newport).
- To the extent possible, major intermodal rail/truck facilities should exist on rail main lines with a service area radius of 150 miles (e.g. Portland, Eugene, Klamath Falls, Umatilla/Boardman, and Ontario). Intermodal reload facilities are to be encouraged at other locations, as the market demands (e.g. Medford, Bend/Redmond, Salem, Baker City, and La Grande, and coastal ports)
- Ports and port systems handling substantial quantities of international and national freight (more than 3 million tons) should have multimodal connections, be able to operate in the international marketplace and have access to rail freight service (e.g. the lower Columbia River and Coos Bay).
- Highway freight accessing intermodal truck/rail terminals or moving within Oregon should experience level of service C or better on Oregon highways during off-peak periods (e.g. Portland, Eugene, Medford, Klamath Falls, and Umatilla/Boardman).
- Branch rail lines within Oregon should be maintained to allow a minimum speed of operation of 25 miles per hour whenever upgrading can be achieved with a favorable cost-benefit ratio.
- Rail main lines within Oregon should provide convenient ramp, terminal and reload facilities for transfers from truck to rail for long haul movement of freight. High quality highway access should be provided to these sites. Priority right-of-way should be preserved for potential public use or ownership when abandonment proceedings are initiated (e.g. corridors where there are future alternative uses, especially near expanding urban area).
- Reload facilities should be encouraged and, if warranted, supported where they provide the most cost efficient and environmentally effective response to branch line abandonment.

Applicable policies and actions include:

Policy 1: Increase economic opportunities for the State by having a viable and competitive rail system.

Policy 4: Integrate rail freight considerations into the State's land use planning process.

Action 3: Work with communities to minimize conflicts between railroad operations and other urban activities.

CORP is Oregon's second largest short line railroad. It operates on 391 route miles and 8 miles of trackage rights in Oregon. Its route miles comprise 16 percent of all route miles statewide. CORP operates in the southwestern quadrant of the state 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. CORP's Coos Bay Branch provides connections between Eugene and coastal communities such as Reedsport, Coos Bay and Coquille.

Additionally, extension of service to Roseburg is identified as a second stage for higher speed rail: Upgrade Willamette Valley to higher maximum speeds (90-110 mph with elimination of speed restrictions in selected locations); extension of service to Roseburg; increased service frequencies; added feeder buses.

Project Relevance

The IAMP will consider the needs of the rail freight system in developing recommended projects. The TAC includes members from ODOT Rail and ODOT Freight and the CAC includes members representing local freight needs.

A.1.10. ODOT Right of Way Section

The ODOT Right of Way Section provides expertise in real estate and other right of way matters for ODOT and implements Public Law 91-646, the Uniform Relocation Assistance, and Real Property Policies of 1970, as amended. In general, the Right of Way section provides guidance regarding Federal, State, and local laws that govern public project and program activities as they pertain the process of acquiring private property for public purposes.

Project Relevance

The project team will consider the federal, state and local laws governing right of way acquisition as the IAMP is developed and potential right of way needs are generally identified. Specific right-of-way locations and needs are identified during project design and delivery.

A.1.11. ODOT Title VI

The Title VI Program was established to carry out the Oregon Department of Transportation's commitment to ensure that the most fundamental principles of equality of opportunity and human dignity are upheld in all decisions and in any activity or process as ODOT conducts its business, sets its policy, delivers its projects, and provides its services to any member of the public that it serves.

In order to receive federal financial assistance, ODOT instituted a Title VI Program to address nondiscrimination laws that impact transportation investment decision making. Title VI of the Civil Rights Act of 1964 and related statutes and policies prohibit discrimination on the basis of

race, color, national origin, gender, age, and disability in ODOT's programs, activities and services. The purpose of the Title VI and related statutes and policies is to ensure that public funds are not spent in a way that encourages, subsidizes or results in discrimination.

Planning, design, construction, and operations and maintenance projects across all travel modes have well defined Title VI and Environmental Justice compliance components. ODOT and its transportation partners are committed to developing and refining its technical capability to assess the benefits and adverse effects of all of its transportation activities, among different population groups, and use that capability to develop appropriate procedures, goals, and performance measures in all aspects of its mission.

To address Environmental Justice, Executive Order 12898 and the USDOT and FHWA orders, ODOT is committed to:

1. Avoid, minimize or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
2. Ensure the full and fair participation by all potentially affected communities in the transportation decision-making process.
3. Prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and/or low-income populations.

Project Relevance

The development of the IAMP includes consideration of Title VI and Environmental Justice requirements throughout the process. Public outreach targeted at these protected populations will be performed by ODOT and a memorandum documenting the steps taken for identification of, outreach to, and inclusion of Title VI and Environmental Justice populations will be included in the IAMP. In the inventory phases of developing the IAMP, protected populations for the study area will be mapped and summarized based on US Census Data. Existing transportation barriers (motorized and non-motorized) for Title VI and Environmental Justice populations will be identified. When evaluating improvement concepts, the mapping and land use data to identify land use and transportation impacts and benefits of alternatives to Title VI and Environmental Justice populations.

A.1.12. Interchange Area Management Plan Guidelines (2011)

The Interchange Area Management Plan Guidelines provide a guiding resource for preparation of IAMPs. The Guidelines provide a background to why IAMPs are prepared, what they are, what their regulatory significance is, and their purpose. Additionally, the Guidelines identify the general process to develop an IAMP. The Guidelines describe the elements of an IAMP, what an IAMP should accomplish, and how to meet expectations and objectives.

Project Relevance

The project team will use the Guidelines as a tool during development of the IAMP

A.1.13. Highway Design Manual (HDM)

The HDM provides design standards for state highways and associated highway elements. These standards are dependent on the highway's functional classification and project type (e.g., Modernization, Preservation, Safety, Operations, or Maintenance). The purpose of the HDM is to establish mobility standards when evaluating potential design configurations.

Project Relevance

The IAMP alternatives will be developed to be consistent with the applicable HDM Standards for an Interstate.

A.2. Local Plans and Ordinances

The following local planning documents were reviewed:

- City of Roseburg Urban Area Comprehensive Plan
- City of Roseburg Transportation System Plan
- City of Roseburg Urban Area Land Use and Development Ordinance
- Draft City of Roseburg Capital Improvement Plan Update (CIP) 2012-2017
- Roseburg Regional Airport Layout Plan Report (2006)
- Douglas County Comprehensive Plan (2010)
- Douglas County Transportation System Plan (1998) and Amendments (2001)
- Douglas County Land Use and Development Ordinance (2010)

A.2.1. City of Roseburg Urban Area Comprehensive Plan

The Roseburg Urban Area Comprehensive Plan is a long-range general policy guide in which the City of Roseburg and Douglas County jointly set forth major policies concerning desirable future growth for the Roseburg area. The Plan establishes land-use categories throughout the urban area and provides a unified set of policies for the physical, social and economic development of the community.

Goals and objectives applicable to planning for the IAMP are excerpted below:

Economics Element

Objective 8. Continue to develop the urban area as a regional distribution, trade and service center.

Objective 10. Ensure compatibility between industrial lands and adjacent areas.

Objective 12. Provide the necessary public facilities and services to allow economic development.

Public Facilities and Services Element

Goal: To provide a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for community development.

Objective 1. Provide a level of public facilities and services adequate to meet the needs of existing and planned development.

Objective 2. Direct the location and timing of urban development by means of capital improvement planning which is closely coordinated with the Comprehensive Plan.

Objective 3. Optimize the utilization of existing facilities.

Objective 5. Strive for continued and improved cooperation and coordination between other units of government as well as other public and private organizations which provide services to the urban area's citizens.

Policy 1. Facility and service planning in the Roseburg urban area shall use the Comprehensive Plan as the basis for decisions to ensure that needs of the urban area are met in a timely, orderly and efficient manner.

Land Use and Urbanization

Objective 11. Relate land use actions to housing, open space, recreation, transportation, utilities, shopping facilities, jobs, police and fire protection and other special needs.

Urbanization, Land Use, and Growth Management

Urban Growth

Policy 6. The extension of sewer, water, storm drainage, and transportation facilities within the urban growth boundary shall be in conformity with and adopted growth management program.

Residential Development

Goal: To promote and encourage residential densities and designs that conserve land and energy, minimize unnecessary and costly public service extensions and maintain the unique geographic character of the urban area; to enhance and protect the quality of existing neighborhoods; and to ensure varied living areas and housing types for residents of all income levels and an adequate supply of serviced, developable land to support such housing.

Objective 2. Residential areas shall be protected by zoning ordinance, subdivision ordinance, and other regulations from any land use activity involving an excessive level of noise, pollution, traffic volume, nuisances, and hazards to residents.

Commercial Development

Goal: To encourage and promote the health and vitality of the central City core as a focus of civic and business life and to encourage the following variety of commercial activities in selected outlying areas:

1. Community shopping and service facilities.
2. Neighborhood shopping and service facilities.
3. Convenience stores.

4. Commercial office structure.
5. Specialized shopping areas.

Industrial Development

Goal: To encourage and promote industrial development which strengthens the economic base of the community and minimize air, noise, water, and visual pollution.

Public and Semi-Public Buildings and Lands Development

Goal: To provide for an arrangement of public and semi-public facilities and services which complement private development and meet the needs of Roseburg area residents.

Transportation Development

Goal: To insure the provision and coordination of transportation facilities and services that reflect desired development pattern and are timed to coincide with community needs and to minimize the adverse impacts of traffic on residential areas.

Policy 1. When practical, the circulation system shall utilize existing facilities and rights-of-way, and on-street parking shall be removed in preference to widening streets for additional travel lanes.

Policy 3. Transportation facilities shall be designed and constructed to minimize noise energy consumption, neighborhood disruption, cost, and social, environmental and institutional disruptions, and to encourage the use of public transit, bikeway, and walkways.

Policy 4. Traffic movement on arterial streets should be facilitated by limiting or controlling access wherever possible.

Project Relevance

The IAMP may rely on some or all existing policies for consistency with the IAMP and to implement the IAMP. Particularly, the IAMP may rely on policies related to:

- *Current land use designations with current uses and densities;*
- *Plan and code amendment processes;*
- *Requirements for traffic impact studies; and*
- *Processes for notification to ODOT regarding land use actions that may affect state transportation facilities.*

Amendments may be proposed to the Comprehensive Plan to ensure the Plan has sufficient policies intact to protect the function of the interchange and surrounding street network. Therefore, the IAMP and Comprehensive Plan must be consistent or amended to be made consistent. Upon completion of the IAMP, the county may need to adopt the IAMP as a policy and implementation document before ODOT can present the IAMP to the OTC for adoption.

A.2.2. City of Roseburg Transportation System Plan

This Transportation System Plan (TSP) provides guidance and regulatory tools so that the City can develop its transportation system through coordinated policies and planned improvements over the next 20 years. It also identifies planned transportation facilities and services needed to support planned land uses identified in the Comprehensive Plan in a manner consistent with the Transportation Planning Rule (OAR 660-012) and the Oregon Transportation Plan.

More generally, the TSP helps to accomplish the following goals:

- Assure adequate planned transportation facilities to support planned uses over the next 20 years;
- Provide certainty and predictability for locating new public streets, roads, highway improvements, and other planned transportation improvements;
- Provide predictability for land development; and
- Help reduce the costs and maximize the efficiency of public spending on transportation facilities and services by coordinating land use and transportation decisions.

Relevant goals and objectives to IAMP planning include:

Goal 1. Overall Transportation System: Provide a transportation system for the Roseburg planning area that is safe, efficient, and accessible.

Objective A. Manage projected travel demand consistent with community, land use, environmental, economic, and livability goals.

Objective B. Use the Transportation System Plan as the legal basis and policy foundation for decisions involving transportation issues.

Objective H. Maintain access management standards for streets consistent with city, county, and state requirements to reduce conflicts among vehicles, trucks, bicycles, and pedestrians.

Goal 3. Transportation and Land Use: Maximize the efficiency of Roseburg's transportation system through effective land use planning.

Objective D. Integrate transportation and land use into development ordinances.

Goal 5. Balanced Transportation System: Facilitate the development of bus stops, bike lanes, sidewalks, and multi-use paths in the Roseburg UGB to provide more transportation options for Roseburg residents and visitors.

Objective L. City plans and the Land Use and Development Ordinance need to address the need to maximize the comfort level of driving (such as fewer distractions and driveways, increase sight distances, etc.) consistent with the needs for access.

Goal 6. Transportation that Supports Economic Development: Facilitate the provision of a multimodal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Roseburg UGB.

Objective D. Designate arterial routes and freeway access are essential for efficient movement of goods. Design these facilities and adjacent land uses to reflect the needs of goods movement.

Objective E. Encourage and support the operation, maintenance, and expansion of facilities and services provided at or near the Roseburg Regional Airport that accommodate passenger air travel, air cargo, and charter services.

Goal 7. Funding Transportation System Improvements: Implement the transportation plan by working cooperatively with federal, state, regional, and local governments, the private sector, and residents. Create a stable, flexible financial system for funding transportation improvements.

Objective C. Coordinate transportation projects, policy issues, and development actions with all affected governmental units in the area. Key agencies for coordination include Douglas County, Oregon Department of Transportation, URCOG², and Umpqua Transit.

Objective G. Working in partnership with Oregon Department of Transportation, Douglas County, and other jurisdictions and agencies, develop a long-range financial strategy to make needed improvements to the transportation system and support operational and maintenance requirements.

The roadway classifications in the study area identified in the TSP as follows:

- Arterials: Edenbower Boulevard between Stephens Street and Stewart Parkway, Stephens Street, Stewart Parkway
- Collector: Aviation Drive
- Minor collector: Edenbower Boulevard (between Renann Street and Stewart Parkway), Airport Road

The typical cross section for arterials and collectors includes a 6- to 8-foot sidewalk, a 7- to 8-foot landscape strip, and a 6-foot (or 5-foot on Industrial collectors) bike lane.

The following improvements are identified in the TSP in or near the study area:

- Edenbower Boulevard between the I-5 ramps: add two through lanes in each direction through the I-5 ramp terminal intersections.
- Edenbower Boulevard and I-5 northbound off-ramp: widen off-ramp to two lanes and add northbound double lefts and a channelized westbound right-turn lane. A new northbound on-ramp in partial cloverleaf configuration is recommended as identified in the Environmental Impact Statement (EIS). Edenbower Boulevard and I-5 southbound off-ramp: widen off-ramp to two lanes.
- Stephens Street at Edenbower Boulevard: add northbound double left-turn lanes and an eastbound right-turn lane.

² The Umpqua Regional Council of Governments is no longer active.

- Stewart Parkway at Edenbower Boulevard: add eastbound double left-turn lanes, westbound double left-turn lanes, add an exclusive northbound right-turn lane, and add two exclusive southbound right-turn lanes.
- Stewart Parkway Improvements (0-5 years): This project is proposed to widen Stewart Parkway to four lanes between Harvey Avenue and Garden Valley Parkway, straighten the S-curves, and build a new bridge over the South Umpqua River. In addition, new bike lanes and sidewalk are proposed with this project to promote other modes of transportation. Also, an access management plan is proposed to be included as part of this project. The safety improvement at the intersection of Harvard Avenue at Stewart Parkway includes adding turn lanes (as recommended in the intersection improvements). By adding turn lanes, the vehicles stopped to make turns are taken out of the through traffic stream to reduce rear-end type crashes (predominant crash type). This project is part of the Roseburg CIP.
- Broad Street to Edenbower Boulevard (16-20 years): To improve safety and mobility, this project proposes reconstruct Broad Street to collector street design standards, construct drainage facilities, and construct pedestrian facilities. This project is part of the Roseburg CIP.
- The Stephens Street / Pine Street Safety Improvement Project (0-5 years) (from Mosher Avenue to Edenbower Blvd) proposes the project to include traffic signal coordination along the corridor (as recommended per roadway improvement projects), intersection turn lanes (as recommended under intersection improvements), and multimodal considerations.

Sidewalks gaps include:

- Aviations Drive south of Edenbower Boulevard (short-term)
- I-5 Westside Path adjacent to I-5 between Edenbower Boulevard to Dogwood Street or Hill Avenue (long-term)
- Broad Street: Bike lanes on Broad Street from the Edenbower Interchange to the new road connection and Sidewalk infill (long-term)

Project Relevance

Upon completion of the IAMP, the city may need to adopt the IAMP before ODOT can present the IAMP to the Oregon Transportation Commission (OTC) for adoption. After adoption of the IAMP, subsequent amendments to the city's TSP will need to be compatible with the adopted IAMP.

A.2.3. City of Roseburg Urban Area Land Use and Development Ordinance

The Ordinance guides the development and use of lands in the Roseburg Urban Area. Additionally, it is designed to implement the Roseburg Urban Area Comprehensive Plan and the goals and policies of the Plan.

Chapter 2 addresses development approval procedures. Standards from Chapter 2 that guide IAMP development and which may be relied upon to protect the function of the interchange are cited below:

Section 2.030 Coordination of Development Approval

1. The Director shall be responsible for the coordination of a development application and decision making procedures, and shall approve or recommend that the approving authority approve developments when proper application is made and the proposed development is in compliance with the provisions of this Ordinance and the Roseburg Urban Area Comprehensive Plan. Before approving or recommending approval of any development, the Director shall be provided with information by the applicant sufficient to establish full compliance with the requirements of this Ordinance and the Plan. Before approving any development, the Director shall consider comments received from other public agencies during the comment and public hearing period.

Section 2.070 General Provisions Regarding Notice

3. Public agencies providing transportation facilities and services shall be notified of the following:
 - a. Land use applications that require a public hearing
 - b. Subdivision and partition applications
 - c. Applications that involve major private access to public streets and roads, such as private streets, and large commercial and multifamily developments
 - d. Applications within the Airport Impact Overlay (3.35.600) (Ord. No. 3279,3/2008)

Section 2.120 The Decision of the Director

1. In making a decision on an administrative action under Section 2.080 or 2.090, the Director shall consider the following:
 - a. The burden of proof is placed upon the applicant seeking an action pursuant to the provisions of this Chapter. Unless otherwise provided for in this Article, such burden shall be to prove:
 - (1) The proposed action fully complies with the applicable land use map element of the Comprehensive Plan, and also the written policies of the Comprehensive Plan.
 - (2) The proposed action is in accordance with the applicable criteria of this Ordinance.
 - b. Written comments from parties.

Section 2.3.075 Criteria and Standards (Ord. No. 3279, 3/2008)

In addition to the other specific requirements of this Ordinance and other applicable ordinances, development plans submitted to the Director shall comply with the following standards and criteria:

2. Access, Parking and Loading. Review of access and driveways shall include a review of driveway location in relation to intersecting streets and driveway spacing. With respect to vehicular, bicycle and pedestrian ingress, egress, and circulation, including walkways, interior drives, and parking and loading areas, the location and number of access points for normal and emergency uses, general interior circulation, protection of pedestrian and bicycle traffic from vehicular traffic, and arrangement of parking, loading, and service areas and driveways shall be reviewed for safety, convenience, and mitigation of potential adverse impacts on neighboring properties, on the operation of public facilities, and on the traffic flows of adjacent and nearby streets, and shall also be reviewed for conformance with the standards established in Sections 3.35.100 through 3.35.300. Driveway access to local streets is generally encouraged in preference to access to streets of higher classification.
 - a. Driveway access to arterial and collector streets may be permitted if no reasonable alternative street access exists or where heavy use of local streets is inappropriate due to traffic impacts in residential areas.
 - b. Where a proposed development abuts an existing or proposed Arterial or Collector Street, the development design and offstreet improvements shall minimize the traffic conflicts.
 - c. To reduce traffic conflicts, bus turn out lanes may be required consistent with an adopted transit plan.
 - d. Additional improvements or design modifications necessary to resolve identified transportation conflicts may be required on a case by case basis.
 - e. Driveways shall be designed to allow safe and efficient vehicular ingress and egress in accordance City of Roseburg Public Works Standards.
 - f. Except where specified in an adopted access management plan, minimum separation between a standard driveway (measured from the end of the curb radius at the driveway or the top of the transition) and the nearest intersection curb return (measured at the end of the curb radius at an intersection or the top of the transition) or between two driveways (except driveways for single family residential and duplex on local street) on the same side of the street shall be as shown in Table A.
3. Access Permission. The following shall apply to all public and private streets within the City and to all properties that abut these streets:
 - a. Permission to access City streets shall be subject to review and approval by the Public Works Director based on the standards contained in this Chapter, Public Works Standards, any access management plans, and any access management agreements between ODOT and the City. Access will be evaluated and determined as a component of the land use decision process. Construction shall be as detailed in the review and decision of the land use.

- b. Permits for access to State highways shall be subject to review and approval by the Oregon Department of Transportation (ODOT), except when ODOT has delegated this responsibility to the City. In that case, the City shall determine whether access is granted based on ODOT and City adopted standards.

4. Traffic Impact Study

- a. A Traffic Impact Study (TIS) shall be required based on anticipated negative significant traffic and safety impacts projected to be caused by the proposed development as determined by the Community Development Director after a recommendation from the Public Works Director. Negative significant traffic and safety impacts may include, but not be limited to:
 1. An anticipated increase of at least 5% of the current traffic volume during the peak hour and at least 100 trips per day.
 2. Additional traffic and turn movement projected to result from the proposed development is projected to exceed the applicable volume to capacity ratio and/or level of service:
 - Volume to Capacity Ratio:
 - Arterial: 0.85
 - Collector: 0.90
 - Local: 0.95
 - Level of Service Standard:
 - Signalized intersection: LOS D
 - Unsignalized intersection: LOS E
 - Downtown Intersection: 0.95 and LOS E
 3. A significant capacity and/or safety problem is likely to be caused by, or increased by the development.
- b. When required, the TIS shall, at a minimum:
 1. Utilize a Scope of Work and an Analysis Methodology approved or accepted by the Community Development Director.
 2. Consider cumulative impacts of existing and proposed development in the study area.
 3. Include long-term impact (20 year) of the development in the context of the projected traffic environment at 5-year increments.
 4. Consider circulation and safety needs for pedestrians, bicyclists, and transit in addition to motor vehicles.
 5. Extend the analysis coverage of the street system until the peak traffic impact becomes less than 5%.
5. Intersections. Intersections shall be designed and constructed in accordance with the following requirements.

- a. In order to minimize traffic conflicts and provide for efficient traffic signalization, intersections involving curb return driveways and streets, whether public or private, shall be directly opposed, unless a Traffic Impact Study indicates that an offset intersection benefits public safety to a greater degree.
- b. Streets shall intersect one another at an angle as near to a right angle as is practicable, considering topography of the area and previous adjacent layout, but in no case at an angle less than sixty (60) degrees. The right of way and street paving within the acute angle shall have a minimum of thirty (30) feet centerline radius. At intersections, each collector or arterial street shall be straight or shall have a radius greater than 600 feet for a distance of 100 feet from each intersection.
- c. Intersections shall be so designed that no offset dangerous to the traveling public is created as a result of staggering intersections. The minimum offset between two local streets that do not have left turn storage needs shall be 200 feet. The minimum offset between two streets other than local streets shall be determined by the Community Development Director after a recommendation from the Public Works Director. In all cases, the minimum distances shall be the offset of the centerlines of side streets or driveways. These minimums may be increased based on traffic safety considerations.

Chapter 3 addresses zoning regulations. Standards from Chapter 3 that guide IAMP development and which may be relied upon to protect the function of the interchange are cited below:

Article 1, Introductory Provisions, Section 3.1.080 Overlay Districts

1. Airport Impact Overlay (AI). The Airport Impact Overlay District is intended to protect the public health, safety, and welfare by assuring that development within areas impacted by airport operations is appropriately planned to mitigate the impact of such operations, and to prevent the establishment of air space obstructions in air approaches through height restrictions and other land use controls as specified in Section 3.35.600.
2. Floodplain Districts (FP). A district shall be given a floodplain overlay designation when such district has been identified as subject to periodic inundations by the Department of Housing and Urban Development. Since such inundation adversely affects the public health, safety, and general welfare, development in said district shall be in conformance to the provisions of Article 30 of this Ordinance, in addition to the requirements of the underlying zone.
3. Hillside Development/Geologic Hazards Overlay (HD). A Hillside Development/Geologic Review Area is particularly applicable to areas of active or potential mass movement (landslide areas) and to all area identified on the City of Roseburg Slope Map adopted by reference herein and/or greater than twelve percent (12%) slope. Prior to development approval, assurance shall be made that the public health, safety and welfare is not jeopardized by land use or development

being proposed. Such approval shall be pursuant to Section 3.35.700 of this Ordinance.

Lands directly adjacent to the interchange are predominantly industrial to the east and commercial to the southwest, with areas of mixed use. There are hillside areas within the western portion of the IAMP study area. The purposes of the zoning designations near the IAMP, as outlined in Chapter 3 of the Code, are:

- **Public Reserve (PR):** The Public Reserve classification is intended to establish districts within which a variety of public service activities may be conducted without interference from inappropriate levels of residential, commercial, or industrial activities. It is intended to be applied primarily, though not exclusively, to publicly owned lands.
- **Low Density Residential (R110):** The Low Density Residential District is intended to preserve and protect existing and future residential neighborhoods utilizing predominately larger lot sizes (10,000 square feet or larger).
- **Medium Density Multiple Family Residential (MR18)** The Medium Density Multiple Family Residential District is intended to provide for a variety of housing types at varying densities. Because of the mix of housing types, care is needed in determining the location of the MR18 District to ensure that both the physical and aesthetic carrying capacity of the area is not exceeded.
- **High Density Multiple Family Residential (MR40):** The High Density Multiple Family Residential District is intended to provide opportunities for multifamily housing with densities ranging up to forty (40) dwelling units per acre. Placement of the MR40 District needs to be made with great care, as public facilities may be easily outstripped by the permitted density. Certain limited commercial uses are allowed conditionally in the MR40 District to serve the needs of the denser population.
- **Airport District (AP):** The Airport District classification is intended to protect airport facilities and operations from incompatible uses; to provide for future airport expansion; and to preserve airport lands for future commercial and industrial uses, which will be directly dependent on air transportation.
- **Light Industrial (M1):** The Light Industrial classification is intended to create, preserve and enhance areas containing secondary manufacturing and related establishments and intense commercial uses with limited external impact.
- **Medium Industrial (M2):** The Medium Industrial classification is intended to create, preserve, and enhance areas containing a wide range of manufacturing and related establishments, and is typically appropriate to areas providing a wide variety of sites with good rail or highway access.
- **Mixed Use (MU):** The Mixed Use classification is intended to provide areas within which a variety of activity occurs. These areas serve communitywide and regional needs. Because of the potential for high density uses, care is needed to insure that adjacent uses are compatible and do not adversely affect other uses or the carrying capacity of public facilities. The proximity of other uses shall not be a reason for permitted uses to deviate from the standards established in other zones.

Additional standards from Chapter 3 which may be relied upon to protect the function of the interchange include:

Article 30 FLOODPLAIN OVERLAY, Section 3.30.020 STATEMENT OF PURPOSE

It is the purpose of this statute to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas by provisions designed:

Article 35, Supplementary Provisions, Section 3.35.050 Clear Vision Areas (Rev. Ord. No. 3289, 9/2008)

A clear vision triangle area shall be maintained at the corner of all properties at the intersections of two (2) streets, or at a street and a railroad. Within the clear vision triangle area nothing shall be erected including plantings, fences, walls, signs, structures, vehicles, or temporary or permanent obstructions between three (3) feet and twelve (12) feet in height above the finished grade, except as provided in items 1 through 5 below.

1. A single public utility pole;
2. A single tree trimmed (to the trunk) to a line at least eight (8) feet above the level of the intersection;
3. An official street sign, warning sign or signal;
4. Two (2) sign poles other than above the clear vision height, with a maximum cross section of any sign pole not exceeding twelve (12) inches;
5. A place where the natural contour of the ground is such that there can be no cross visibility at the intersection.

Article 35, Supplementary Provisions, Section 3.35.600 Airport Impact Overlay

The purpose of the Airport Impact Overlay District is to protect the public health, safety, and welfare by assuring the development within areas impacted by airport operations is appropriately planned to mitigate the impact of such operations. Further, this overlay district is intended to prevent the establishment of air space obstructions in air approaches through height restrictions and other land use controls, as deemed essential to protect the public health, safety, and welfare consistent with Federal Aviation Regulations (FAR) Part 77. The Airport Approach and Clear Zone plan is shown on page 12 of the Roseburg Municipal Airport Master Plan.

Article 35, Supplementary Provisions, Section 3.35.700 Purpose and Intent (Hillside Development/Geologic Review Overlay)

The intent of Sections 3.35.700 through 3.35.740 is to provide regulations for development in hillsides that relates to topography, geology, hydrology, and fire risks. These regulations relate to the steepness of slopes and geologic conditions. The specific purpose of the Section is to ensure that Hillside Development occurs in a manner that:

- Ensures public health, safety, and general welfare.

- Provides for appropriate Hillside Development consistent with the allowed density provided by the zoning classifications.
- Addresses potential risks that can result from steeply sloped sites and geologic hazard areas.
- Minimizes potential hazards from fire, water, and unstable soils.
- Helps ensure stability of steep slopes and protection of environmental resources.

Article 38, Zone Change, Section 3.38.200 Conditions Relative to the Approval of a Zone Change

Reasonable conditions may be imposed, as are necessary to ensure the compatibility of a zone change to surrounding uses and as are necessary to fulfill the general and specific purposes of this Ordinance. Such conditions may include, but are not limited to, the following:

4. Street dedication and improvements or traffic control devices or facilities or bonds or other monetary contributions in lieu of improvements. (Ord. No. 3279, 3/2008)
5. Control of points of vehicular ingress and egress.

Article 39, Conditional Use Permits, Section 3.39.040 Criteria

- A Conditional Use Permit shall be granted only if the approval authority finds that the proposal conforms with all five of the following criteria, the conditions set forth in Article 3 Site Plan Review, and any additional criteria made applicable by other sections of this Ordinance
3. That the site for the proposed development is served by streets and highways which are adequate in width, construction, and placement to safely carry the quantity and kind of traffic generated by the proposed use;

Article 39, Conditional Use Permits, Section 3.39.050 Conditions

In addition to the requirements of site plan review detailed in Article 3, the approval authority may designate conditions in granting a Conditional Use Permit as it deems necessary to secure the purpose of this Article and may require guarantees and evidence that such conditions shall be met. Such conditions may include:

4. Street right-of-way dedications and street improvements.
5. Regulation of points of vehicular ingress and egress.

Chapter 4 addresses land divisions. Standards from Chapter 4 that guide IAMP development and which may be relied upon to protect the function of the interchange are cited below:

Section 4.100 General Requirements and Standards of Design and Development for Preliminary Plans

The following are the requirements and standards to which the preliminary plan and improvement plan of a subdivision or partition or common boundary line adjustment must conform.

1. Conformity with the Comprehensive Plan. All divisions of land and common boundary line adjustments shall conform with the Roseburg Urban Area Comprehensive Plan with respect to the type and intensity of use, population densities, locations, and sizes of public areas, rights-of-way and improvements of streets, and any other aspects governed by comprehensive plan goals, policies or maps.
4. Relation to Adjoining Street System and Bicycle System. A subdivision or partition shall provide for the continuation of major and secondary streets existing in adjoining subdivisions or partitions, or for their proper projection when adjoining property is not subdivided or partitioned, and such streets shall be of a width not less than the minimum requirements for streets set forth in these regulations. The connecting street network shall have capacity to support the proposed land uses. Connections shall also be made for pedestrian, bicycle, and vehicle access to schools, parks, employment, and recreation areas. Where the approving authority finds that topographic conditions make such continuation or conformity impractical, appropriate exceptions to this requirement shall be made. (Ord. No. 3279, 3/2008)

Project Relevance

The IAMP may rely on some or all existing standards to protect the function of the interchange. Particularly, the IAMP may rely on polices related to:

- *Current land use designations with current uses and densities;*
- *Plan and code amendment processes;*
- *Requirements for traffic impact studies; and*
- *Processes for notification to ODOT regarding land use actions that may affect state transportation facilities.*

The IAMP and Ordinance must be consistent or amended to be made consistent. Amendments may be proposed to the Ordinance to ensure it has sufficient provisions to protect the function of the interchange and surrounding street network. Tech Memo #8 will identify any amendments needed and include proposed changes. Upon completion of the IAMP, the county may need to adopt the IAMP as a policy and implementation document before ODOT can present the IAMP to the OTC for adoption.

A.2.4. Draft City of Roseburg Capital Improvement Plan Update (CIP) 2012-2017

The City of Roseburg CIP is a five year plan (years 2012 through 2017) for financing and constructing projects that require significant capital investment. The CIP lists the City's capital improvement projects, places the projects in a priority order, and schedules the projects for funding and construction.

Projects in the CIP that are in the IAMP study area include:

- **Aviation/Edenbower Phase 2 (2012-13):** This project will modify the intersection of Aviation Drive and Edenbower Boulevard with two primary components. The first is the addition of a right turn lane from southbound Aviation Drive onto westbound Edenbower Boulevard. The second is the reconstruction of the north leg of the intersection to improve sight distance at the intersection. The vertical curve on the north leg of the intersection will be flattened in order to increase sight distance entering the intersection. This improvement will facilitate changes to the timing of the traffic signal that will allow the northbound and southbound movements to occur simultaneously. This will add capacity to the intersection and reduce delays to the travelling public.
- **Edenbower/Stewart Parkway Intersection (2012-13):** The intent of this project is to construct an additional lane southbound to provide a right turn lane for the westbound movement. The right turn movement from Edenbower will be phased to occur at the same time as the left turns from Stewart Parkway. These are the two heaviest movements at this intersection. By reconfiguring the intersection and changing the signal timing, the project will increase the capacity at this intersection.

Project Relevance

The IAMP will assume construction of these funded projects in the future conditions analysis.

A.2.5. Roseburg Regional Airport Layout Plan Report (2006)

The Roseburg Regional Airport is southeast of the interchange. The Airport Layout Plan Report identifies the current, short-term, and long-term needs of the airport. It updates the airport layout plan, airspace plan and land-use plan for the airport and its surrounding areas.

Some of the key information from the report includes:

- Scheduled commercial air service by FAR Part 121 operators such as Horizon Air is not anticipated during the current twenty-year planning period.
- Based on current airline industry market conditions, it is believed that scheduled commercial air service may now be feasible for Roseburg by carriers operating under FAR Part 135 (commuter).

The City of Roseburg and Douglas County should ensure through their comprehensive planning that development of lands in the vicinity of the airport is compatible with airport activities. Maintaining Manufacturing zoning in the areas surrounding the airport provides effective land use compatibility with airport operations. Development of new residential areas, or increasing the densities of existing rural residential areas within the boundaries of the protected airspace surfaces of the airport should be discouraged to ensure the long-term viability of the airport as an important transportation facility within the region. The City of Roseburg should prepare necessary documentation for FAA review to support proposed non-aviation use and potential sale of airport property located near the north end of the airport (beyond the future runway protection zone), on the north side of Edenbower Road, consistent with current planning.

Project Relevance

The IAMP will take into consideration the current and future airport configuration and operating plans.

A.2.6. Douglas County Comprehensive Plan (2010)

The Douglas County Comprehensive Plan officially establishes the findings, goals, objectives, policies, and policy implementation statements addressing 17 elements including Agriculture, Energy, Transportation and Land Use.

Objectives and Policies applicable to planning for the IAMP are excerpted below:

Citizen Involvement Process

Objective: To involve a cross section of affected citizens in a program which ensures effective communication between citizens and decision making bodies.

Policy 7. During review and revisions of the Comprehensive Plan and Land Use and Development Ordinance, Douglas County recognizes and encourages participation by affected governmental units in accordance with the requirements of ORS 215.060 and 215.223, and pursuant to 2.065 and 6.600 of the Douglas County Land Use and Development Ordinance.

Forest Resource Policies

Objective A: To encourage that the forest lands base in Douglas County is maintained for the continuous growing and harvesting of forest tree species as the leading land use consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Policy 1.d. The Timberlands and Farm/Forest Transitional designations in this Plan, as implemented by the Land Use and Development Ordinance, substantially limits alternatives for the use of such lands. However, the necessity of preserving such lands for the economic base of Douglas County justifies such restrictions.

Agricultural Resource Management

Objective B: To minimize conflicts between agricultural and nonagricultural uses.

Policy 3. Roads through designated agricultural areas shall be encouraged to locate where they have minimum effects on agricultural management and the area's established land use pattern.

Water Resources

Objective G: To utilize the water resources of Douglas County in an efficient manner.

Policy 2. Consider, in land development and road construction, actions which minimize the degradation of water quality.

Air Quality

Objective C: To initiate specific measures to minimize or eliminate air pollution from the following sources: open burning, dust, smoke stacks, automotive exhaust, industrial and commercial operation.

Policy 2. Encourage pathways for non-motorized travel to be provided within urban areas.

Energy

Objective A: Reduce the need for energy through sound planning and economic principles.

Policy 16. Encourage the placement of bike and pedestrian equipment (e.g., bike racks and covers) along routes of heavy traffic and at termini (e.g. shopping centers government buildings and schools).

Population

Objective A: Develop a land use plan that provides for orderly growth which reduces the cost of essential services while preserving the basic elements of our environment.

Policy 6. Coordinate planning efforts of local governments and special districts to maximize efficiency of public facilities, and have land use actions reflect goals of the plan.

Public Facilities and Services

Objective E. To provide for facilities, utilizes and services that ensure a strong foundation for the County economy.

Applicable polices for transportation are the same as what is in the Douglas County TSP excerpted under that section.

Project Relevance

The IAMP may rely on some or all existing policies to protect the function of the interchange. Particularly, the IAMP may rely on polices related to:

- *Current land use designations with current uses and densities;*
- *Plan and code amendment processes;*
- *Requirements for traffic impact studies; and*
- *Processes for notification to ODOT regarding land use actions that may affect state transportation facilities.*

Amendments may be proposed to the TSP to ensure it has sufficient provisions to protect the function of the interchange and surrounding street network. Therefore, the IAMP and Comprehensive Plan must be consistent or amended to be made consistent. Upon completion of the IAMP, the county may need to adopt the IAMP as a policy and implementation document before ODOT can present the IAMP to the OTC for adoption.

A.2.7. Douglas County Transportation System Plan (1998) and Amendments (2001)

The TSP was compiled from the acknowledged Douglas County Comprehensive Plan Transportation Element and support documents. The Transportation Element contains findings concerning: the background and existing conditions that affect Douglas County's transportation system; a description of Douglas County's transportation facilities; a County roadway network plan; a Bikeway Master Plan; transportation goals and policies; and bikeway policies. The support documents contain discussions of road, rail, air, waterways, pipeline, pedestrian and bicycle modes, and the transportation for the disadvantaged.

Transportation objectives and policies applicable to planning for the IAMP are excerpted below:

Objective: To be consistent with the state transportation plan.

Policies:

- The preparation and revisions of the County Transportation System Plan shall be coordinated with the Oregon Department of Transportation.
- The County Transportation System Plan relies upon the Oregon Transportation System Plan and its modal and multi-modal plans for analysis and policy direction on state facilities and relies upon the Oregon Department of Transportation to apply plan policies and programs on state facilities.
- Douglas County acknowledges the portions of the Oregon Transportation System Plan and its modal and multi-modal plans are applicable to the County Transportation System Plan.

Objective A: To accommodate existing and projected transportation demands in Douglas County.

Policy 2. The evaluation of all proposed Comprehensive Plan and Land Use Regulation amendments should specifically address the Transportation Planning Rule requirements that an amendment to land use designations, densities, and design standards are consistent with the functions, capacities and performance standards of facilities identified in the Transportation System Plan.

Policy 3. Existing and planned transportation facilities and corridors shall be protected from conflicting land uses.

Policy 4. All transportation facilities should be periodically evaluated for their adequacy to accommodate existing demand.

Policy Implementation: The evaluation of all proposed Comprehensive Plan and Land Use Regulation amendments shall address the transportation criteria found in the Land Use and Development Ordinance, Quasi-judicial Plan Amendment Chapter, Amendment Standards, of the Application Form and Content section.

Objective B: To develop and utilize design standards for road construction which promote vehicular safety and economy of construction.

Policy 1. The following classification system will be used for the planning and maintenance of all roads within the County maintenance system: a Principal Highway, b. Arterial, c. Major Collector, d. Minor Collector, e. Local

Policy 3. Pursuant to the Oregon Highway Plan, direct access points to state managed interstate highway and interchanges shall be prohibited. Direct access to remaining principal highways and arterial roadways should be discouraged to avoid conflicts with through traffic.

Policy 4. Direct access to non-interstate Principal Highways should be provided within unincorporated communities at levels which are consistent with land use classifications and facility operations.

Policy 5. Access to state roads is the jurisdiction of the Oregon Department of Transportation.

Objective F: To encourage, coordinate and assist in the development of transportation modes other than private vehicle.

Policy 1. The installation of spur lines in industrial areas as means of facilitating the use of rail transportation shall be encouraged.

Bicycle transportation objectives and policies applicable to planning for the IAMP are excerpted below:

Objective E: To develop a set of standards for bikeway development and establish a prioritization of bikeway construction.

Policy 4. The State of Oregon Department of Transportation is encouraged to install appropriate bikeway improvements on highways and roads under their jurisdiction (and within their maintenance system) as improvement projects are conducted on designated County bikeways.

Proposed urban and rural preferred alternatives that are considered conceptual in nature with no funding identified that are incorporated in the TSP include:

- Extend Vine Street north from Roseburg City Limits to NE Stephens near the new east-west facility that connects to the north Roseburg Interchange. This project should be completed as the area develops and may address two needs. The route will serve as a frontage road to local street networks and should reduce the local traffic usage of North Stephens.

Project Relevance

Upon completion of the IAMP, the county may need to adopt the IAMP before ODOT can present the IAMP to the Oregon Transportation Commission (OTC) for adoption. After adoption of the IAMP, subsequent amendments to the County's TSP will need to be compatible with the IAMP.

A.2.8. Douglas County Land Use and Development Ordinance (2010)

The Douglas County Land Use and Development Ordinance (LUDO) governs the development and use of lands and to implements the Douglas County Comprehensive Plan. The County maintains the LUDO online³. The most recent amendments were completed in December 2010.

Lands directly adjacent to the interchange are predominantly industrial to the east and residential to the west. Commercial uses are south of the interchange. The purposes of the zoning designations near the IAMP are:

- **(M-2) Medium Industrial:** The Medium Industrial classification is intended to create, preserve and enhance areas containing a wide range of manufacturing and related establishments, and is typically appropriate to areas providing a wide variety of sites with good rail or highway access.
- **(M-3) Heavy Industrial:** The Heavy Industrial classification is intended to provide, protect and recognize areas well suited for medium and heavy industrial development and uses free from conflict with commercial, residential and other incompatible land uses. This district is intended to be applied generally only to those areas which have available excellent highway, rail or other transportation.
- **(C-3) General Commercial:** The General Commercial classification is intended to provide areas within which a variety of retail and wholesale business will occur. These areas would serve general community needs with types of activities which need not be conducted wholly within an enclosed building.
- **(R-1) Single-Family Residential:** The Single-Family Residential classification is intended to provide for a medium density urban residential use plus related compatible uses such as schools and parks. The classification is designed for those areas adjacent or close to existing cities or areas with an urban character in which urban services such as public water and sewer is available.
- **(R-2) Multiple Family Residential:** The Multiple-Family Residential classification is intended to provide a wide range of housing density and type while preserving the residential character of an area. This zone applies to properties with minimal topographic limitations; locations which are readily accessible by and to major streets; and adjacent to public open space or commercial services.
- **(R-5) Rural Residential-5:** classification is intended to provide for low density rural homesites in an open space environment in order to encourage the continued existence of rural family life. The 5R zone is also intended to provide a transition from more intense residential development to the agriculture, timber, and open space areas of the County. The zone may be applied to areas committed to nonresource use or reserved for rural residential expansion at this density, as specifically provided in the Douglas County Comprehensive Plan.

³ http://www.co.douglas.or.us/planning/tbl_cont.asp

- **(FG) Exclusive Farm Use-Grazing:** The purpose and intent of the Exclusive Farm Use-Grazing zone is to provide areas for the continued practice of agriculture and permit the establishment of only those new uses which are compatible with agricultural activities. It is the purpose of this zone classification to provide the automatic farm use valuation for farms which automatically qualify under the provisions of ORS 308. Therefore, the Exclusive Farm Use Zone is to be applied to all lands designated "Agriculture" in the Comprehensive Plan in accordance with LCDC Goal No. 3 and the Douglas County Agricultural Element. The Exclusive Farm Use Zone is intended to guarantee the preservation and maintenance of the areas so classified for farm use free from conflicting nonfarm uses and influences.
- **(PR) Public Reserve:** This classification is intended to establish districts within which a variety of public service activities may be conducted without interference from inappropriate levels of residential, commercial or industrial activities. It is intended to be applied primarily, though not exclusively, to publicly owned lands.
- **(ME) Rural Industrial:** This classification is intended to maintain pre-existing rural area industrial uses and to create and enhance opportunities for small scale low impact and resource related industrial uses. It is also intended to provide for new uses that will not exceed the capacity of the area to provide water and absorb sewage. While uses located within this zone may provide employment opportunities, it is the intent of this zone to support resource related industries and rural levels of industrial development which have a limited impact on surrounding uses and communities and cities and which do not require public sewage disposal.

Additional standards applicable to the project may include:

Article 30: (FP) Floodplain Overlay

The flood hazard areas of Douglas County are subject to periodic inundation, resulting in loss of life and property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, impairment of the tax base, and adverse effects on the public health, safety and general welfare.

Article 32 Supplementary Provisions for Natural Resource Areas

This article is designed to provide protection for a number of natural resource areas throughout Douglas County. The article consists of several overlay districts that provide additional development standards or special processes for development in protected areas. The overlay districts are designed to minimize uses which conflict with the resource values being protected and manage the resource areas so as to preserve their original character.

Section 3.35.400 Cultural, Historic and Archaeological Resources Overlay (CHA)

The purpose of this overlay district is to reasonably assure that resources classified as "significant" in Douglas County's Historic Resource Register are conserved and

protected, while providing an expedient process for reviewing land use actions that may affect identified sites.

Section 3.35.500 Geologic Hazards Overlay (GH)

The purpose of the Geologic Hazards overlay district is to protect the public health, safety and welfare by assuring that development in hazardous or potentially hazardous areas is appropriately planned to mitigate the threat to man's life and property.

Section 3.35.800 Airport Impact Overlay (AIO)

The purpose of the Airport Impact Overlay District is to protect the public health, safety and welfare by assuring that development within areas impacted by airport operations is appropriately planned to mitigate such operations. This overlay district is also intended to prevent the establishment of air space obstructions in air approaches through height restrictions and other land use controls, as deemed essential to protect the public health, safety and welfare.

Section 3.35.050 Access onto County Roads

Standards of access for new lots and parcels or development onto County roads are regulated by the Douglas County Public Works Department and are initiated with an access permit application. These standards of access shall be maintained in accordance with the provisions of Chapter 4 of this ordinance; except standards of access for multi-family and condominium development, development which will generate more than 300 trips per day on County facilities; and, other identified development shall be as follows....

Section 3.35.060 Coordination of Development Review

To maintain a process for coordinated review of future land use decisions affecting transportation facilities, corridors and sites and to provide information to ODOT, City of Roseburg, City of Myrtle Creek, Ports of Umpqua and Coos Bay and affected school districts in Douglas County of applications made under Sections 2.060 (3) & (4), land divisions, developments generating more than 300 trips per day and development within Airport Impact Zones, Douglas County will:

1. Provide written information to the affected jurisdiction describing the proposed action prior to making a final land use decision; and
2. Provide an opportunity to the affected jurisdiction to qualify as a party to the proceeding.

Section 3.35.065 Access onto State Roads

ODOT has responsibility and authority in managing access to State Highways. This section outlines the County coordination process with ODOT when an ODOT access permit, for direct access to a state highway, is required. Douglas County will:

1. Provide applicants with information related to the need for a State access permit;

2. Refer land use permits, including those which result from actions listed in Section 3.35.060, with direct access to State Highways to ODOT, and
3. Require applicant(s) to provide either authorization of an approved State access permit, or a State access permit, prior to a land use application or permit being considered complete.
 - a. If the applicant and ODOT cannot agree on an access permit, the permit or application will not be accepted as complete.
 - b. If the applicant agrees to specific conditions for the access permit, the agreement may be referenced in the County's land use decision.

Section 3.35.940 Right-of-Way Protection Overlay (RW)

The Right-of-Way Protection Overlay (RW) classification is intended to protect future streets identified in the Circulation Plans and Land Use Element of the Comprehensive Plan from significant conflicting uses. Requiring development to be in accordance with the requirements of the overlay zone and preventing preemptory uses along identified routes ensures that sufficient and appropriate streets can be provided for future community development.

The RW Overlay shall be applied to designated principal highways, arterials, major and minor collectors, and necessary local streets shown on the Circulation Plans for Green, Glide, and Tri City which require future right-of-way.

Chapter 2 Development Approval Procedures, Section 2.065 Notice

1. At least twenty (20) days prior to the date of a quasi-judicial public hearing under §2.060.3.a., b., c. and e., and §2.060.4.a., b., c., e. and f., notice shall be sent by mail to:
 - a. The applicant and all owners or contract purchasers of record of the property which is the subject of the application;
 - b. All owners of property within:
 - i. 100 feet of the property which is the subject of the notice if such property is wholly or partially within an urban unincorporated area or an urban growth boundary;
 - ii. 250 feet of the property which is the subject of the notice if such property is outside an urban growth boundary and not within a farm or forest zone;
 - iii. 500 feet of the property which is the subject of the notice if such property is within a farm or forest zone and outside of an urban unincorporated area or an urban growth boundary.
 - c. The appropriate Planning Advisory Committee; and
 - d. Any public school district, and any other affected governmental agency which has entered into an agreement with Douglas County to coordinate planning efforts and to receive notices of such hearings.

Section 3.38.200 Development Review Following a Zone Change

Reasonable conditions may be imposed on the development review process, and building permits, as are necessary to insure the compatibility of a zone change to surrounding uses, and as are necessary to fulfill the general and specific purposes of this ordinance by application.

4. Street dedication and improvements or bonds in lieu of improvements.
5. Control of points of vehicular ingress and egress.

Article 39 Conditional Use Review, Section 3.39.100 Conditions

Reasonable conditions necessary to ensure the compatibility of a conditional use to adjacent permitted uses and as are necessary to fulfill the purpose stated in §3.39.000, pursuant to §2.120.3. Such conditions may include but are not limited to the following:

4. Street dedication and improvements or bonds in lieu of improvements.
5. Control of points of vehicular ingress and egress.

Chapter 4 Land Divisions, Section 4.100 General Requirements and Standards of Design and Development for Preliminary Plans

The following are the requirements and standards to which the preliminary plan of a subdivision or partition must conform. All divisions of land shall conform with the Comprehensive Plan of Douglas County with respect to the type and intensity of use, population densities, locations and sizes of public areas, rights-of-way and improvements of streets, and any other aspects governed by Comprehensive Plan goals, policies or maps.

5. Access for New Development
 - b. Each unit of land proposed to be created shall have access by way of a County road except as provided below:
 - (7) Douglas County may, upon the recommendation of the Director of the Public Works Department, require a Traffic Impact Study (TIS) for
 - (a) subdivisions or partitions when the new development will exceed 15 lots or parcels with access to a state highway or county road;
 - (b) any new subdivision creating 15 or more lots either initially or through phased development with access onto a state highway or county road; or
 - (c) as provided for in §3.35.050.6, "Access onto County Roads."

The TIS shall be prepared by a licensed traffic engineer and shall address the impacts of traffic, generated directly or indirectly by the proposed development, on the surrounding transportation system. The TIS shall also address traffic projections and transportation plans adopted by city, county, or state agencies if applicable to the proposed development.

8. Streets Adjacent to Railroads, Freeways and Parkways

When the proposed subdivision contains or is adjacent to a railroad, freeway or parkway, a street parallel to the railroad, freeway or parkway shall be provided. In the case of a railroad, a land strip of not less than twenty-five (25) feet in width shall be provided along such railroad right-of-way for screen planting between the railroad and residential lots. When such parallel streets are less than eighty (80) feet from a freeway or parkway, the intervening property between the freeway or parkway and the parallel streets shall be held for and developed only for park or thoroughfare purposes. Where such parallel streets intersect streets that cross a railroad, the intersections shall be located at sufficient distance from the railroad to make full provision for any possible grade separations on the cross streets.

Project Relevance

The IAMP may rely on some or all existing standards for consistency with the IAMP and to implement the interchange area management plan. Particularly, the IAMP may rely on polices related to:

- *Current land use designations with current uses and densities;*
- *Plan and code amendment processes;*
- *Requirements for traffic impact studies; and*
- *Processes for notification to ODOT regarding land use actions that may affect state transportation facilities.*

Amendments may be proposed to the LUDO to ensure it has sufficient provisions to protect the function of the interchange and surrounding street network. Therefore, the IAMP and Ordinance must be consistent or amended to be made consistent. Upon completion of the IAMP, the county may need to adopt the IAMP as a policy and implementation document before ODOT can present the IAMP to the OTC for adoption.