



# Oregon

John A. Kitzhaber, MD, Governor

## Department of Transportation

Office of the Director, MS 11

355 Capitol St NE

Salem, OR 97301-3871

**DATE:** September 4, 2013

**TO:** Oregon Transportation Commission

**FROM:** Matthew L. Garrett  
Director

**SUBJECT:** **Agenda F**– Adopt the Interstate 5, Exit 35 Interchange Area Management Plan (IAMP)

### Requested Action

Request to adopt the Interstate 5, Exit 35 Interchange Area Management Plan as an element of the Oregon Highway Plan and adopt the findings in support of this action. The adoption of this plan implements Policy 3C of the Oregon Highway Plan. Findings in support of this action are found in Exhibit B. Adoption of the plan will constitute an amendment to the Oregon Highway Plan.

### Background

The plan was prepared in coordination with the City of Central Point, Jackson County and the Rogue Valley Metropolitan Planning Organization (MPO). The Oregon Department of Transportation (ODOT) worked with these jurisdictions to develop a plan that protects the function of the system and identifies needed improvements. The county is in the process to adopt the IAMP into its comprehensive plan and implement ordinances into its land use code. A notice of intent to adopt and a copy of the plan were sent to Jackson County and the Rogue Valley MPO. No comments were received. Region planning staff contacted Department of Land Conservation and Development (DLCD), which indicated support for the plan; however, no written correspondence was received.

### Attachments:

- Exhibit A – Staff Report
- Exhibit B – Findings
- Exhibit C – Contact Information
- Location and Vicinity Maps
- PowerPoint Presentation

### Copies (w/attachments) to:

Jerri Bohard

Dale Hormann

Patrick Cooney

Lisa Martinez

Paul Mather

Erik Havig

McGregor Lynde

Mike Baker

Frank Reading

Kelly Jacobsen



**Exhibit A  
Staff Report**

**I-5, Exit 35 Interchange Area Management Plan (IAMP)  
September 2013**

**Requested Action**

Region 3 requests that the OTC adopt the I-5, Exit 35 Interchange Area Management Plan (IAMP) to implement Policy 3C of the Oregon Highway Plan.

**Background**

This Interchange Area Management Plan (IAMP) for interchange 35, is a follow-up to the Interstate-5 (*I-5 Interchange 35 (Seven Oaks) Improvement Project Interchange Area Study* (Int. 35 IAS)).

This project summarizes information contained in the prior study, develops new traffic baselines for current year conditions and forecast traffic conditions, identifies system problems and solutions, develops a local street network, and other measures necessary to ensure the safety and mobility of traffic on and around interchange 35 through the planning horizon.

The IAMP was developed with in coordination with the City of Central Point and Jackson County.

Jackson County is in the process of adopting the IAMP. Notices of Intent to Adopt and consistency determination requests were sent to Jackson County and DLCD, and no responses were received.

**Plan Purpose and Function**

Interchange 35 (Seven Oaks) is principally a rural interchange that connects Interstate 5 (I-5) with Oregon Highway (OR) 99 to the south and Blackwell Road to the north. OR 99 is a district level highway that serves the nearby community of Central Point to the south. Blackwell Road serves some employment lands northeast of the interchange and provides a connection with White City to the southeast. Blackwell Road serves significant truck trips between the interchange and White City, and is part of the OR 140 highway connecting OR 62 and I-5.

The intended function of Interchange 35 is to safely and efficiently accommodate future traffic demands. Typically, the traffic demands are based on the current rural and limited future employment land uses in the interchange vicinity. However, as a result of the Greater Bear Creek Valley Regional Plan (GBCVRP), the interchange improvements outlined in this IAMP are designed to accommodate proposed future development as well. This IAMP is not intended to facilitate major commercial or residential development in the interchange area.

## **Plan Goals and Objectives**

The goal of this IAMP is to maintain the function of Interchange 35 and maximize the utility of the recent investment in upgrading the interchange.

The objectives of the IAMP are to:

- Protect the function of the interchange as specified in the Oregon Highway Plan (OHP) and Jackson County Transportation System Plan (TSP).
- Provide safe and efficient operations on I-5 and OR 99 as specified in the OHP and Jackson County TSP.
- Identify system improvements and management techniques that would not preclude connection to the newly designated OR 140 to the OR 62/140 junction.
- Develop an access management plan that provides for safe and acceptable operations on the transportation network, and meet OHP requirements and the access spacing standards in Oregon Administrative Rule (OAR) 734-051.
- Incorporate the Greater Bear Creek Valley Regional Plan into the design and management systems for Interchange 35, including recommended strategies for land use control.
- For areas outside of the Greater Bear Creek Valley Regional Plan, identify future land uses that would be inconsistent with the operation and safety of the new interchange and develop strategies for recommended land use controls.

## **Traffic Analysis**

The IAMP examined year 2008 and year 2034 traffic and safety conditions within the IAMP Study Area.

## **Management Measures**

The following management measures were developed:

- ODOT shall coordinate with Jackson County and the City of Central Point to plan for local road improvements to maintain and enhance access and protect the operation of the interchange as development occurs.
- Apply Transportation System management measures as needed.
- Include Interchange 35 in the implementation of the RVITS plan.
- Require the improvement of the local street network as development occurs.
- Consider and implement Transportation Demand Management strategies.

## **Access Management Measures**

The access management plan provides the framework for ODOT decisions to permit approach roads within the interchange management area. It inventories existing approach roads and identifies minimum spacing standards for future approaches. The OR 140 and OR 99 standards were based on existing approach roads, driveways and local street connections that existed when Jackson County jurisdictionally transferred OR 140 to ODOT. Future approach roads or driveways will be consistent with or move in the direction of current standards.

The access management plan met the spirit and intent of Senate Bill 408 by ensuring that affected property owners and Jackson County were aware of the planning concepts, including implications to private approach roads, driveways and local street connections. Property/business owners and Jackson County staff participated in the planning process. Additionally, ODOT staff sent a direct mailing inviting property owners abutting OR 140 to the public open house, advising them that some of the planning concepts may impact their approach roads or driveways including, but not limited to, closure, consolidation or realignment.

### **Public Involvement**

The IAMP public involvement process utilized the standing City of Central Point Citizens Advisory Committee. Staff made regular presentations to the Committee regarding the IAMP and recommended measures. All meetings were advertised, open to the public and held at an ADA-accessible facility.

The IAMP was presented to the public at three open houses, providing information and soliciting opinions on the IAMP measures.

Staff met personally with property and business owners and/or their representatives regularly during development of the IAMP. This included meetings with representatives of Erickson Air-Crane and Consolidated Freight.

### **Summary of Draft Findings**

ODOT's State Agency Coordination Agreement requires that the OTC adopt findings of fact when adopting facility plans (OAR 731-015-0065). Pursuant to these requirements, ODOT has developed findings to support the OTC adoption of the I-5, Exit 35 IAMP. For all applicable policies, the plan has been found to be compliant with adopted state and local policies.

Exhibit B Findings of Compliance for the plan is attached and address compatibility and/or compliance with state and local plans, policies, and ordinances/statutes/rules.

## **Exhibit B Findings**

### **I-5, Exit 35 Interchange Area Management Plan September 2013**

The adoption of facility plans is governed by Oregon Administrative Rule (OAR) 731-015-0065, Coordination Procedures for Adopting Final Facility Plans. A “facility plan” is defined by OAR 731-015-0015 as “... a plan for a transportation facility...”. This I-5, Exit 35 Interchange Area Management Plan (IAMP) is a long-range management plan for the Interchange 35 transportation facility. As such, it meets the definition of OAR 731-015-0015, and OAR 731-015-0065 applies.

#### **OAR 731-015-0065 Coordination Procedures for Adopting Final Facility Plans**

- (1) Except in the case of minor amendments, [ODOT] shall involve Department of Land Conservation and Development (DLCD) and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development of amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that [ODOT] determines are appropriate for the circumstances. [ODOT] shall hold at least one public meeting on the plan prior to adoption.
- (2) [ODOT] 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 [ODOT’s] request for a compatibility determination, [ODOT] shall deem that the draft plan is compatible with that jurisdiction’s acknowledged comprehensive plan. [ODOT] 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, [ODOT] shall meet with the local government planning representative 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 [ODOT] to resolving the conflicts prior to the conclusion of the transportation planning program for the affected portions of the transportation facility.
- (4) [ODOT] 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 would be substantially affected by the facility plan.
- (5) [ODOT] 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) [ODOT] shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state federal agencies, special districts and to others who request to receive a copy.

### **Findings of Compliance with OAR 731-015-0065**

Pursuant to the requirements of OAR 731-015-0065. ODOT provides the following findings to support the OTC adoption of the IAMP.

#### **Requirement: OAR 731-015-0065(1)**

Except in the case of minor amendments, [ODOT] shall involve DLCD and affected metropolitan planning organizations, cities, counties, state and federal agencies, special districts and other interested parties in the development of amendment of a facility plan. This involvement may take the form of mailings, meetings or other means that [ODOT] determines are appropriate for the circumstances. [ODOT] shall hold at least one public meeting on the plan prior to adoption.

#### *Finding:*

To develop the IAMP ODOT established a Technical Advisory Committee (TAC) composed of local and state staff, utilized the established City of Central Point Citizens Advisory Committee for public input, met individually with affected businesses and property owners and provided opportunities to comment to local and state agencies.

The TAC included representatives of Jackson County, the City of Central Point, the Rogue Valley Metropolitan Planning Organization (RVMPO) and ODOT. The TAC met regularly to review and comment on materials, provide direction and oversight for the plan, and to reach consensus on system improvements and recommended measures.

Regular public presentations and opportunities for input were made to the established City of Central Point Citizens Advisory Committee. Committee meetings were advertised, open to the public and held in an ADA-accessible facility.

The IAMP was presented to the public at a series of open houses for both the IAMP and OR 140 Corridor Plan, on 7/27/11, 11/16/11 and 11/15/12. The open houses including graphic presentations and a Spanish-language translator.

ODOT staff met several times with affected business and property owners and their representatives, including Erickson Air-Crane and Consolidated Transport. The meetings provided information to ODOT staff that reduced the impact to business and property owners.

ODOT staff provided copies of the draft IAMP to Jackson County, the City of Central Point, DLCD and affected business and property owners. Comments received were addressed prior to finalizing the IAMP.

A copy of the final IAMP, request for consistency determination and notice of intent to adopt were sent to Jackson County and DLCD. No comments were received from DLCD. Jackson County requested that one policy be removed, and it was. After removing the policy Jackson County had no further comments.

**Requirement: OAR 731-015-0065(2)**

[ODOT] 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 [ODOT's] request for a compatibility determination, [ODOT] shall deem that the draft plan is compatible with that jurisdiction's acknowledged comprehensive plan. [ODOT] may extend the reply time if requested to do so by an affected city, county, or metropolitan planning organization.

*Finding:*

ODOT provided draft IAMPs to Jackson County, the City of Central Point, the RVMPO and DLCD, along with a notice of intent to adopt and a request for a determination that the draft IAMP is compatible with the acknowledged comprehensive plan.

One comment was received from Jackson County regarding a proposed notification procedure that would require Jackson County to coordinate with ODOT and land use proposals and zone changes. It was determined that the proposed procedure was already addressed by the Transportation Planning Rule and that the proposed procedure was therefore redundant. The proposed procedure was removed and is not included in the final IAMP.

**Requirement: OAR 731-015-0065(3)**

If any statewide goal or comprehensive plan conflicts are identified, [ODOT] shall meet with the local government planning representative to discuss ways to resolve the conflicts. These may include:

- (1) Changing the draft facility plan to eliminate the conflicts;
- (2) Working with the local governments to amend the local comprehensive plans to eliminate the conflicts; or
- (3) Identifying the conflicts in the draft facility plan and including policies that commit [ODOT] to resolving the conflicts prior to the conclusion of the

transportation planning program for the affected portions of the transportation facility.

*Finding:*

No conflicts were identified with any statewide planning goals or acknowledged comprehensive plans.

**Requirement: OAR 731-015-0065(4)**

[ODOT] 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 would be substantially affected by the facility plan.

*Finding:*

The IAMP will be adopted as an amendment to the Jackson County Transportation System Plan, an element of the Jackson County Comprehensive Plan. As part of the OTC adoption process, Jackson County Planning Department staff conducted a compatibility determination, determined the IAMP compatible with the Jackson County Comprehensive Plan and will recommend adoption by the Jackson County Board of Commissioners.

Compliance with Statewide Planning Goals which specifically apply as determined by OAR 660-030-0065(3)(d): “A state agency shall adopt findings demonstrating compliance with the statewide goals for an agency land use program or action if ... a statewide goal or interpretive rule adopted by the [Land Conservation and Development Commission] under OAR chapter 660 establishes a compliance requirement directly applicable to the state agency or its land use program ...” . .

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 would be substantially affected by the facility plan

*Findings:*

*Statewide Planning Goal 1 – Citizen Involvement*

The IAMP was prepared in collaboration with Jackson County, the only other transportation provider in the interchange management area. Regular updates were provided to the City of Central Point Citizens Advisory Committee regarding the IAMP, proposed transportation system improvements and measures. The City of Central Point Citizens Advisory Committee meetings are advertised, open to the public and held in an ADA-accessible facility.

Targeted outreach was conducted to local business and property owners, including Erickson Air-Crane and Consolidated Transport. Regular meetings and correspondence were held with representatives to ensure a minimal impact of the IAMP recommendations.

*Statewide Planning Goal 2 – Land Use Planning*

The IAMP is not a land use planning document. The IAMP relied upon the Jackson County Comprehensive Plan, Land Use and Development Ordinance, and zoning plan for all land use assumptions. The IAMP does not recommend any land use changes.

*Statewide Planning Goal 3 – Agricultural Lands*

The IAMP relied upon the Jackson County Comprehensive Plan and zoning map to identify agricultural lands within the interchange management area. The IAMP recommendations have no impact to Agricultural Lands.

*Statewide Planning Goal 4 – Forest Lands*

The IAMP relied upon the Jackson County Comprehensive Plan and zoning map to identify forest lands within the interchange management area. The IAMP recommendations have no impact to Forest Lands.

*Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces*

The IAMP includes an inventory of natural resources, scenic and historic areas and open spaces in the interchange management area. Transportation system improvements recommended in the IAMP avoided all natural resources, scenic and historic areas and open spaces.

*Statewide Planning Goal 6 – Air, Water and Land Resources Quality*

This Statewide Planning Goal addresses waste and process discharges from future and current development. The IAMP does not contribute to waste and process discharges. Prior to implementation of improvements identified in the IAMP, the appropriate ODOT business line will secure all necessary permits relative to this goal.

*Statewide Planning Goal 7 – Areas Subject to Natural Hazards*

Interchange 35 was not identified as an area subject to natural hazards. The IAMP was developed in collaboration with Jackson County and was determined by Jackson County staff to be compatible and consistent with the Jackson County Comprehensive Plan.

*Statewide Planning Goal 8 – Recreational Needs*

This Statewide Planning Goal addresses the quantity, quality and location of recreational areas. There is one recreational-type facility in the interchange management area: the Bear Creek Greenway, a bicycle/pedestrian path extending from the southern to northern boundaries of the Rogue Valley. The measures and improvements proposed in the IAMP do not impact the Bear Creek Greenway.

*Statewide Planning Goal 9 – Economic Development*

The IAMP identifies transportation system deficiencies and improvements to correct those deficiencies through the planning horizon. The IAMP identified deficiencies based on land use assumptions contained in the Jackson County Comprehensive Plan, which itself identified those lands necessary for the economic development of the area. The improvements identified in the IAMP therefore accommodate the economic development being proposed in the interchange management and surrounding area as expressed through the Jackson County Comprehensive Plan.

#### Statewide Planning Goal 10 – Housing

The IAMP identifies transportation system deficiencies and improvements to correct those deficiencies through the planning horizon. The IAMP identified deficiencies based on land use assumptions contained in the Jackson County Comprehensive Plan, which itself identified those lands necessary for the housing in the area. The improvements identified in the IAMP therefore accommodate the housing types being proposed in the interchange management and surrounding area as expressed through the Jackson County Comprehensive Plan.

#### Statewide Planning Goal 11 – Public Facilities and Services

This Statewide Planning Goal concerns public facilities that are not transportation. Non-transportation public facilities are outside the scope of the IAMP. See Statewide Planning Goal 12 for transportation public facilities.

#### Statewide Planning Goal 12 – Transportation

The IAMP is a transportation plan addressing the transportation deficiencies and improvements for Interchange 35 through the planning horizon. The IAMP considered all modes of transportation available in the interchange management area, including auto, bicycle and pedestrian. The IAMP is based on and is determined by Jackson County staff to be compatible and consistent with the Jackson County Comprehensive Plan, Land Use Development Ordinance, zoning maps and population and employment growth rates. The IAMP inventoried lands and population, but found no concentrations of transportation disadvantaged people in the interchange management area. The IAMP avoids reliance on one mode of transportation (auto) by referring to the Oregon Bicycle and Pedestrian Plan standards in the provision of transportation facilities. The IAMP identifies a series of low-cost improvements that may be phased in over time as funding allows. The IAMP has no impact on energy. The IAMP improvements are shown by traffic analysis to preserve the operations and safety of the interchange through the planning horizon and facilitating the flow of goods and services thereby. The IAMP complies with the Jackson County Comprehensive Plan, as evidenced by the local determination of compatibility.

The Transportation Planning Rule implements Statewide Planning Goal 12. The following provisions apply to the state transportation plan, including facility plans such as this IAMP.

#### OAR 660-012-0030 – Determination of Transportation Needs

The Jackson County Comprehensive Plan identifies land uses through the planning horizon. The Jackson County Comprehensive Plan and population and employment growth rates were used to determine transportation needs at the interchange through the planning horizon. Transportation needs includes the need to accommodate motor vehicle traffic, which includes meeting state and local transportation needs for the movement of goods and services to support industrial and commercial development. They also include the needed improvements to bicycle and pedestrian facilities.

The improvements to Interchange 35 are based on the 20-year forecasts of motor vehicle traffic which are based on 20-year forecasts of population and employment. These forecasts are consistent with the Jackson County Comprehensive Plan.

OAR 660-012-0035 – Evaluation and Selection of Transportation System Alternatives  
The IAMP evaluated improvements to system alternatives and identified a series of phased improvements that accommodate anticipate transportation needs through the planning horizon. The IAMP evaluated new facilities, and included an expansion of the southbound ramp terminal and enhancements to the local street network as necessary future system improvements. The IAMP evaluated transportation system management measures, and identified improvements to the local street network that were forwarded to Jackson County Planning Department for consideration in the next transportation system plan update. The IAMP evaluated transportation demand management measures but, given the rural nature and low population near the interchange, determined none to be of benefit. The IAMP evaluated a no-build alternative but found it did not meet the transportation needs of the anticipated users through the planning horizon.

The IAMP supports urban and rural development by providing a transportation facility appropriate to the anticipated land uses and population and employment needs through the planning horizon and as expressed in the Jackson County Comprehensive Plan.

Interchange 35 is not located in an urban fringe.

#### Statewide Planning Goal 13 – Energy Conservation

This Statewide Planning Goal concerns land uses and land use planning which are outside the scope of the IAMP. However, the IAMP relied upon the Jackson County Comprehensive Plan, Land Use Development Ordinance, zoning maps, and population and economic forecasts for all land use assumptions.

#### Statewide Planning Goal 14 – Urbanization

This Statewide Planning Goal concerns the shift from rural to urban land and is therefore outside the scope of the IAMP. However, the IAMP relied upon the Jackson County Comprehensive Plan, Land Use Development Ordinance, zoning maps, and population and economic forecasts for all land use assumptions, including those lands that are expected to be urbanized through the planning horizon.

Further, the IAMP relied on the local Regional Problem Solving assumptions and requirements. Specifically, the requirement that an IAMP be developed for interchange 35 prior to any proposed urbanization.

Statewide Planning Goal 15 – Willamette River Greenway  
Interchange 61 is not located within the Willamette River Greenway.

Statewide Planning Goal 16 – Estuarine Resources  
Interchange 61 is located inland, far removed from estuarine resources.

Statewide Planning Goal 17 – Coastal Shorelands  
Interchange 61 is located inland, far removed from coastal shorelands.

Statewide Planning Goal 18 – Beaches and Dunes  
Interchange 61 is located inland, far removed from beaches or dunes.

Statewide Planning Goal 19 – Ocean Resources  
Interchange 61 is located inland, far removed from ocean resources.

**Requirement: OAR 731-015-0065(5)**

[ODOT] shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals.

*Finding:*

This Exhibit B constitutes ODOT's findings of compatibility with acknowledged comprehensive plans of affected cities and counties and findings of compliance with applicable statewide planning goals. The specific findings are listed immediately below, in Requirement: OAR 731-015-0065(6).

**Requirement: OAR 731-015-0065(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.

*Finding:*

This requirement will be completed upon adoption of the facility plan and findings by the Oregon Transportation Commission.

**Requirement: OAR 731-015-0065(7)**

[ODOT] shall provide copies of the adopted final facility plan and findings to DLCD, to affected metropolitan planning organizations, cities, counties, state federal agencies, special districts and to others who request to receive a copy.

*Finding:*

This requirement will be completed upon adoption of the facility plan and findings by the Oregon Transportation Commission.

### **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.

#### *Finding:*

The IAMP was prepared in collaboration with Jackson County, the only other transportation provider in the interchange management area. Regular updates were provided to the City of Central Point Citizens Advisory Committee regarding the IAMP, proposed transportation system improvements and measures. The City of Central Point Citizens Advisory Committee meetings are advertised, open to the public and held in an ADA-accessible facility.

Targeted outreach was conducted to local business and property owners, including Erickson Air-Crane and Consolidated Transport. Regular meetings and correspondence were held with representatives to ensure a minimal impact of the IAMP recommendations.

**Finding:** The interchange lies within the jurisdiction of Jackson County. Jackson County was sent a Notice of Intent to Adopt and consistency determination request. No comments were received.

A copy of the IAMP was sent to the Department of Land Conservation and Development Planning Coordinator and Region 3 Field Representative requesting a determination that the plan was compatible with statewide plan. No comments were received.

(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.

**Finding:** No statewide goal or comprehensive plan conflicts have been identified with the draft Facility Plan.

(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.

**Finding:** These draft findings are submitted for the Commission's consideration. These findings address compliance with applicable statewide planning goals and the comprehensive plan of the affected county. (See findings in Section 2 below).

(5) The Department shall present to the Transportation Commission the draft plan, findings of compatibility with the acknowledged comprehensive plans of the affected cities and counties and findings of compliance with applicable statewide planning goals.

**Finding:** The Final Draft Facility Plan is attached for the Commission's consideration. These findings address compliance with applicable statewide planning goals (See Section 2 below).

(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.

**Finding:** These draft findings are submitted for the Commission's consideration and adoption. These findings address compliance with applicable statewide planning goals and compatibility with the local comprehensive plan of the affected cities.

(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.

**Finding:** The Department will provide copies of the Adopted IAMP, including all required findings, to DLCDD, the affected local jurisdiction and others who request a copy.

The remaining findings are organized into three categories:

- Compatibility

- Jackson County Transportation System Plan
- Compliance
  - Statewide Planning Goals which specifically apply
  - Other Statewide Planning Goals that can be clearly defined
- Consistency
  - Oregon Transportation Plan
  - Oregon Highway Plan
  - Highway Design Manual

## **2. Compatibility with Acknowledged County and City Comprehensive Plans**

The Draft IAMP was sent to Jackson County and the RVMPO.

### **Jackson County Comprehensive Plan**

The Jackson County Comprehensive Plan is the official long-range land use policy document for Jackson County. The plan sets forth general land use planning policies and allocates land uses to resource, residential, commercial, and industrial categories. The plan serves as the basis for coordinated development of physical resources and the development or redevelopment of the county based on physical, social, economic and environmental factors. The comprehensive plan establishes the purpose, map designation, criteria and the basis for determining the appropriate zoning for each land use.

The Jackson County Transportation System Plan (TSP) establishes a system of transportation facilities and mobility standards that is adequate to meet the County's transportation needs. The Jackson County TSP includes a determination of future transportation needs for road, transit, bicycle, pedestrian, air, water, rail and pipeline systems; policies and regulations for the implementation of the Jackson County TSP; and a transportation funding program.

**Finding:** The IAMP used the Jackson County Comprehensive Plan current and future land uses and zoning designations in identifying future traffic volumes and transportation facility needs. The IAMP preferred bridge configuration and future improvements are tailored to the planned land uses contained within the Jackson County Comprehensive Plan.

The proposed improvements are consistent with the Jackson County Comprehensive Plan. The only aspect of the IAMP implicating the Jackson County TSP is the enhanced local road network. Identification and inclusion of the enhanced local road network was developed in coordination with Jackson County Planning and Roads Departments staff.

## **3. Compliance with Applicable Statewide Planning Goals**

Relevant statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) include: Goal 1 (Citizen Involvement); Goal 2 (Land Use

Planning); Goal 11 (Public Facilities Planning); Goal 12 (Transportation); and Goal 14 (Urbanization).

**Goal 1: Citizen Involvement.**

**Requirement:** “the opportunity for citizens to be involved in all phases of the planning process.”

**Finding:** The Exit 35 IAMP process used an open and ongoing public and agency involvement process which included the City of Central Point, Jackson County and numerous interested citizens. An integrated, interdepartmental (local and state) planning and decision-making procedure completed the public process. Public information and involvement were project priorities, as evidenced by public meetings, TAC committee, and meetings with business and property owners.

**Committees**

During development of this IAMP a Technical Advisory Committee (TAC) was utilized. The TAC, which was composed of key staff members from the Oregon Department of Transportation, City of Central Point, Jackson County, and the Rogue Valley Metropolitan Planning Organization was established specifically to guide this study. The committee provided guidance on both technical issues and policy issues.

During development of this IAMP the established City of Central Point Citizens Advisory Committee was utilized. The committee provided guidance on policy issues and served as the primary mechanism for public input. All meetings were advertised, open public and held in an ADA-accessible facility.

**Property Owner Outreach**

ODOT staff met regularly with local business and property owners, including Erickson Air-Crane and Consolidated Transport.

**Goal 2: Land Use Planning.**

**Requirements:** “Establish a land use planning process and policy framework as the basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.”

**Findings:** The only potential impacts to land uses are those related to the preferred interchange design, and those related to recommended future transportation improvements.

Land use planning in the IAMP was the coordinated efforts of ODOT, Jackson County and the RVMPO. Further, and as noted above, public input on the plan was solicited at a series of public meetings. The IAMP document contains all information required for implementation, with supporting documentation in appendices.

Preparation of the IAMP was based on a series of broad phases, from the general to the specific. The first phase was development of a project description, and purpose, goals, and objectives for the interchange.

The second phase entailed an examination of the regulatory framework within which the interchange operates. An IAMP study area was set pursuant to OAR 734-051, with consideration of the local street network and local land uses. Further, state and local regulations, plans and policies were examined to ensure the plan was developed to be compatible, compliant, or consistent, as appropriate.

The third phase consisted of assembling existing conditions. Conditions inventoried include: transportation facilities operations; geometric conditions; safety and crash analyses; land uses near the interchange; and natural and historic resources.

The first three phases laid the foundation for the land use and transportation planning.

The fourth phase detailed planning area improvements and developed future transportation forecasts. The methodology for the IAMP included a multi-step approach. The first was to evaluate approximate development potential by land use category. The second involved approximating the peak hour traffic generation potential of those areas. The third step involved comparing the trip generation potential with the traffic growth indicated in the Rogue Valley Regional Transportation Model. The last step was to conduct a sensitivity analysis that illustrates the effect of different growth rates on the need to implement various capacity-increasing improvements. Land use decisions and actions were based upon the land use planning and input from affected local jurisdictions and citizens.

The fifth phase dealt strictly with access management. Standards were culled from OAR 734-051 and the OHP. Existing accesses and permits were inventoried. Finally, an access management plan was developed.

The final phase identified necessary future improvements to the transportation network to accommodate anticipated future traffic growth within the interchange influence area.

**Goal 11: Public Facilities and Services.**

**Requirements:** “a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.”

**Findings:** The stated goal of the IAMP is to preserve the investment being made in the new interchange facility and to maintain the interchange’s intended function, which is to safely and efficiently accommodate future traffic demands associated with current and planned land uses consistent with the Jackson County Comprehensive Plan over the planning period.

The IAMP documents the current and future transportation needs in the vicinity of Interchange 35 and identifies a design alternative that details appropriate future improvements to meet these needs.

Identified transportation improvements were based on population and employment forecasts, growth rates, vacant and underdeveloped, and site specific growth in the interchange management area. Transportation improvements were designed to be adequate to serve the future needs of Jackson County and the Rogue Valley urban and urbanizable land uses, while conforming to the requirements of the OHP and either conforming to or moving in the direction of the requirements of OAR 734-051.

**Goal 12: Transportation.**

**Requirements:** “Provide and encourage a safe, convenient and economic transportation system.”

**Findings:** The IAMP documents existing and future conditions for Interchange 35 and identifies deficiencies. The IAMP includes an access management plan (recommended medium- and long-term actions) to ensure the safe and efficient operation of the transportation system in the vicinity of the interchange.

Improvements to the interchange area were initially focused upon the interchange ramp terminals. The proposed improvement addresses deficiencies and will address other operational deficiencies within the interchange area. The improvement will enhance safe and efficient access to particular undeveloped industrial sites supporting the long term economic goals of the area. In developing these plans ODOT analyzed current and future safety conditions. The safety analysis shows that none of the intersections in the study area has a crash rate significantly greater than that of the surrounding area or average State Highway Crash Rates. Further, the IAMP proposes an enhanced local road network that will provide greater access management and ensure safe and efficient movement of vehicles in the interchange management area.

The IAMP documents the current and future transportation needs in the vicinity of Interchange 35 and identifies future build transportation improvements to meet these needs. These adopted improvements allow for phased implementation to provide capacity as needed.

**Goal 14: Urbanization.**

**Requirements:** an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, ensuring efficient use of land, and providing for livable communities.

**Findings:** Interchange 35 is located within rural Jackson County, with the City of Central Point approximately two miles south. As noted in the IAMP, the land is identified in the Rogue Valley Regional Problem Solving Plan as future industrial.

The IAMP identified transportation improvements necessary to ensure the adequate provision of transportation facilities supportive of uses identified in the Jackson County Comprehensive Plan and Rogue Valley Regional Problem Solving Plan.

#### **4. Consistency with the Oregon Transportation Plan and applicable modal plans, and the Highway Design Manual**

##### **Oregon Transportation Plan**

The Oregon Transportation Plan (OTP) is a policy document developed by ODOT in response to the federal and state mandates for systematic planning for the future of Oregon's transportation system. The OTP is intended to meet statutory requirements (ORS 184.618(1)) to develop a state transportation policy and comprehensive long-range plan for a multi-modal transportation system that addresses economic efficiency, orderly economic development, safety, and environmental quality.

**Findings:** The OTP does not specifically address improvements to interchange 35, but offers a broad policy framework and standards for improving state highway systems. The IAMP has been developed to be consistent with the OTP, specifically the Oregon Highway Plan, which is an element of the OTP (see section below).

##### **Oregon Highway Plan**

###### **Goal 1: System Definition**

###### **Policy 1A – Highway Classification**

This policy calls for ODOT to apply the state highway classification system to guide priorities for system investment and management.

**Finding:** The interchange is located on Interstate 5, which is part of the NHS interstate system. The interchange connects OR 140, OR 99 and Interstate 5. The IAMP includes recommendations for improvements to interchange 35 consistent with the highway classifications in the OHP to determine mobility performance standards applicable to the intersections, and then incorporates improvements to achieve compliance of the planning period. The performance mobility standards and the Access Management Plan are based on the classifications.

###### **Policy 1B – Land Use and Transportation**

This policy recognizes the role of both the State and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.

**Finding:** The IAMP has been prepared with the participation of Jackson County, The City of Central Point, the RVMPO, ODOT and with input from a variety of stakeholders and the general public. During development of this IAMP a Technical Advisory Committee (TAC) was utilized to provide technical guidance and oversight. The TAC

was composed of key staff members from Jackson County, the City of Central Point, ODOT, and the RVMPO.

### **Policy 1C – State Highway Freight System**

This policy recognizes the need for the efficient movement of freight through the state. I-5 is listed as a Designated Freight Route.

**Finding:** Interchange 35 is located on I-5, which is listed in the OHP as a Designated Freight Route. The IAMP includes recommended improvements to Interchange 35 that will improve safety and mobility for freight movement. The proposed improvements meet Highway Design Mobility standards with future anticipated traffic volumes and modern design standards. The IAMP includes an Access Management Plan that maximizes and improves operations at the interchange by minimizing conflicts from traffic operations at nearby driveways and intersections with nearby streets. The IAMP includes future recommended improvements to the roadway to accommodate anticipated traffic volumes that ensure the future efficient movement of freight.

### **Policy 1D – Scenic Byways**

This policy is intended to preserve and enhance scenic byways.

**Finding:** There are no scenic byways within the interchange influence area.

### **Policy 1E – Lifeline Routes**

This policy is intended to provide a secure lifeline of transportation routes that facilitate emergency services response and support rapid economic recovery after a disaster.

**Finding:** The recommended system improvements improve the safety and efficiency of the interchange and local road network. The improved safety and efficiency of the transportation system facilitates improved emergency services response and support economic recovery after a disaster.

### **Policy 1F – Highway Mobility Standards**

This policy addresses the state highway performance expectations, providing guidance for managing access and traffic control systems related to interchanges. This policy sets mobility targets for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with the OHP. The OHP sets volume-to-capacity ratio targets that are not to be exceeded for state highways.

**Finding:** The interchange design and future recommended improvements meet the volume-to-capacity ratio and mobility targets through the 20-year planning horizon.

### **Policy 1G – Major Improvements**

This policy directs ODOT to maintain highway performance and improve safety by improving system efficiency and management before adding capacity.

**Finding:** Given the rural nature of the interchange influence area, and the lack of developable commercial property near the interchange, land use and access management measures were determined to have an insignificant impact on the efficiency and safety of the preferred interchange alternative.

The enhanced local road network improves system efficiency and safety by shifting the first full access away from the northbound ramp terminal, and moves the closest full access point in the direction of Division 51.

#### **Policy 1H – Bypasses**

This policy provides guidance to ODOT and local governments in determining whether a bypass is justified.

**Finding:** Traffic analysis shows that interchange 35 primarily serves intra-regional, commuter traffic and industrial uses in the surrounding areas. Further, interchange 35 serves as a connector to OR99 and OR140. Given the primary functions of interchange 35, a bypass is not justified and was not examined.

### **Goal 2: System Management**

#### **Policy 2A – Partnerships**

This policy directs ODOT to establish cooperative partnerships with state and federal agencies, regional governments, cities, counties, tribal governments and the private sector to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system.

**Finding:** The exit 35 IAMP process used an open and ongoing public and agency involvement process which included Jackson County, the City of Central Point, the RVMPO, ODOT, an established local citizen involvement committee, and interested business and property owners. An integrated, interdepartmental (local and state) planning and decision-making procedure was used to complete the process.

#### **Policy 2B – Off-System Improvements**

This policy identifies when the State of Oregon should provide financial assistance to local jurisdictions to develop, enhance, and maintain improvements to local transportation systems when they are a cost-effective way to improve the operation of the state highway system.

**Finding:** There are no improvements to the local road system that are likely to require state funding. The proposed enhancements to the local road network are recommended to be funded and constructed by property owners and developers as development of individual parcels occurs.

#### **Policy 2C – Interjurisdictional Transfers**

This policy provides standards for considering interjurisdictional transfers of roads and/or roadway segments between the State of Oregon and local governments.

**Finding:** There are no roads or roadway segments proposed by the IAMP for interjurisdictional transfer.

### **Policy 2D – Public Involvement**

This policy provides standards for ensuring that citizens, businesses, regional and local governments, state agencies, and tribal governments have opportunities to have input into decisions that impact the state highway system.

**Finding:** The exit 35 IAMP process used an open and ongoing public and agency involvement process which included Jackson County, the City of Central Point, the RVMPO, ODOT, an established local citizen involvement committee, and interested business and property owners. An integrated, interdepartmental (local and state) planning and decision-making procedure was used to complete the process.

### **Policy 2E – Intelligent Transportation Systems**

This policy provides standards for the consideration of Intelligent Transportation Systems to improve system efficiency and safety in a cost-effective manner.

**Finding:** One of the standards for consideration of Intelligent Transportation Systems is that they should be used in “corridor and transportation system plans and [Intelligent Transportation Systems] proposals in the Statewide Transportation Improvement Program process...”

This IAMP considers a single interchange within the Rogue Valley. The IAMP study area does not include an area large enough for the consideration of Intelligent Transportation Systems.

### **Policy 2F – Traffic Safety**

This policy directs the continual improvement of safety for all users of the highway system using solutions involving engineering, education, enforcement, and emergency medical services.

**Finding:** IAMP planning processes do not include education and enforcement analysis.

The IAMP preferred interchange alternative included improvements to operations and safety for all users. Traffic engineering identified a preferred lane configuration for through traffic. Providing a wide shoulder on the bridge, consistent with the Oregon Bicycle and Pedestrian Plan, for bicyclists and pedestrians. Finally, by using traffic engineering to examine different stop-control options for the northbound and southbound ramp terminals that took into account the needs of all users. Improvements to operations and safety of the interchange enhance the ability of emergency medical services’ response times.

### **Policy 2G – Rail and Highway Compatibility**

This policy directs the improvement of safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users.

**Finding:** There are no railroads within the interchange management area.

### **Goal 3: Access Management**

#### **Policy 3A – Classification and Spacing Standards**

This policy addresses the location, spacing and type of road and street intersections and approach roads on state highways. The adopted standards can be found in Appendix C of the Oregon Highway Plan. It includes standards for each highway's importance or as posted speed increases.

**Finding:** The IAMP compared existing spacing to the standards in the OHP for the specific roadways based on their classification. The interchange is located on Interstate 5, which is part of the NHS system. The IAMP includes recommendations for improvements consistent with the standards set for Interstate 5 and Local Interest Roads.

Specifically, the future improvements and access management plan directs the development of an enhanced local street network. Once the local street network is completed, it will provide the first full access at a point further from the interchange than currently exists. The IAMP provides that the local street network will be constructed over time, by individual developers and property owners as development occurs.

#### **Policy 3B – Medians**

This policy directs the management and placement of medians and the location of median openings to enhance the safety and efficiency of the highways and support land use development patterns that are consistent with approved transportation system plans.

**Finding:** Traffic analysis conducted for the IAMP did not find a need for medians.

#### **Policy 3C – Interchange Access Management Areas**

This policy addresses the need to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

**Finding:** The IAMP identifies specific measures to manage access within the interchange influence area.

The IAMP future improvements include the expansion of the southbound ramp terminal to provide for safe and efficient operations, and the development of a local street network to provide for improved access.

#### **Policy 3D – Deviations**

This policy provides for the management of requests for state highway approach permits that require deviations from the adopted access management spacing standards and policies.

**Finding:** This policy does not apply to the IAMP. Any deviations required for the identified future improvements will be acquired prior to construction.

**Policy 3E – Appeals**

This policy provides for the management of appeals for denied requests for approach roads and/or deviations.

**Finding:** This policy does not apply to the IAMP. The IAMP does not prescribe alternate standards for the denial of a request for approach and/or deviation.

**Goal 4: Travel Alternatives**

**Policy 4A – Efficiency of Freight Movement**

This policy emphasizes the State’s role in managing access to highway facilities in order to maintain functional use, safety and to preserve public investment.

**Finding:** The IAMP includes recommended improvements to the interchange and local road network that will provide for the safe and efficient movement of freight. The recommended improvements have been analyzed and compared to mobility targets and safety standards.

**Policy 4B – Alternative Passenger Modes**

This policy advances and supports alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

**Finding:** Interchange 35 is located within rural Jackson County. The interchange influence area currently has no major attractors or generators of traffic. For those reasons, land uses and travel demands near the interchange do not support alternate travel modes.

**Policy 4C – High Occupancy Vehicle (HOV) Facilities**

This policy promotes the utilization of HOV facilities to improve the efficiency of the highway system in locates where travel demand, land use, transit, and other factors are favorable to their effectiveness.

**Finding:** Interchange 35 is located within rural Jackson County. The interchange influence area currently has no major attractors or generators of traffic. For those reasons, land uses and travel demands near the interchange do not support HOV facilities.

**Policy 4D – Transportation Demand Management**

This policy supports the efficient use of the state transportation system through investment in transportation demand management strategies.

**Finding:** Interchange 35 is located within rural Jackson County. The interchange influence area currently has no major attractors or generators of traffic. For those reasons, land uses and travel demands near the interchange do not support Transportation

Demand Management measures. However, there is a policy in the IAMP providing that Jackson County should review Transportation Demand Management measures as development occurs.

**Policy 4E – Park-and-Ride Facilities**

This policy encourages the efficient use of the existing transportation system and seeks cost-effective solutions to the highway system’s passenger capacity through development of park-and-ride facilities.

**Finding:** Interchange 35 is located within rural Jackson County. The interchange influence area currently has no major attractors or generators of traffic. For those reasons, land uses and travel demands near the interchange do not support Park-and-Ride facilities.

**Goal 5: Environmental and Scenic Resources**

**Policy 5A – Environmental Resources**

This policy supports the natural and built environment by establish standards for the design, construction, operation and maintenance of the state highway system.

**Finding:** This policy does not apply to the IAMP, as the IAMP does not include design, construction, operation or maintenance of the state highway system. Further, the IAMP is not a “corridor plan”, as the term is used in Action 5A.17.

**Policy 5B – Scenic Resources**

This policy provides for scenic resources management.

**Finding:** IAMP does not include transportation facility designs, and therefore does not include transportation facility aesthetics. Further, no scenic resources were identified.

**Oregon Bicycle and Pedestrian Plan**

The Oregon Bicycle and Pedestrian Plan implements the Actions recommended by the Oregon Transportation Plan, guide ODOT and local governments in developing bikeway and walkway systems, explains the laws pertaining to the establishment of bikeways and walkways, fulfills the requirements of the Transportation Planning rule, and provides standards for planning, designing, and maintaining bikeways and walkways.

**Finding:** The intended function of the interchange is to safely and efficiently accommodate future vehicle, bicycle, and pedestrian traffic demands generated by population and employment growth in the region.

Interchange 35 is located in rural Jackson County, and the interchange influence area has a small population. The Oregon Bicycle and Pedestrian Plan identifies wide shoulders as an appropriate bicycle and pedestrian facility in sparsely populated rural areas. The improvements identified in the plan includes wide shoulders for bicyclists and pedestrians.

### **Highway Design Manual**

The Highway Design Manual (HDM) implements OHP policies and is a multi-modal design manual. Chapter 9, *Intersection and Interchange Design*, covers the design standards, guidelines, and processes for designing road approaches, signalized and unsignalized at-grade intersections, and interchanges for State Highways. Chapter 10, *Special Design Elements*, prescribes planning standards for highway facilities.

**Finding:** The HDM was used in alternatives analysis and development of the preferred alternative and future improvements. The preferred alternative and future improvements meet mobility performance standards prescribed in the HDM through the planning horizon.

**Exhibit C**  
**Contact Information**  
**I-5, Exit 35 Interchange Area Management Plan (IAMP)**

Copies of the I-5, Exit 35 Interchange Area Management Plan can be obtained by downloading:

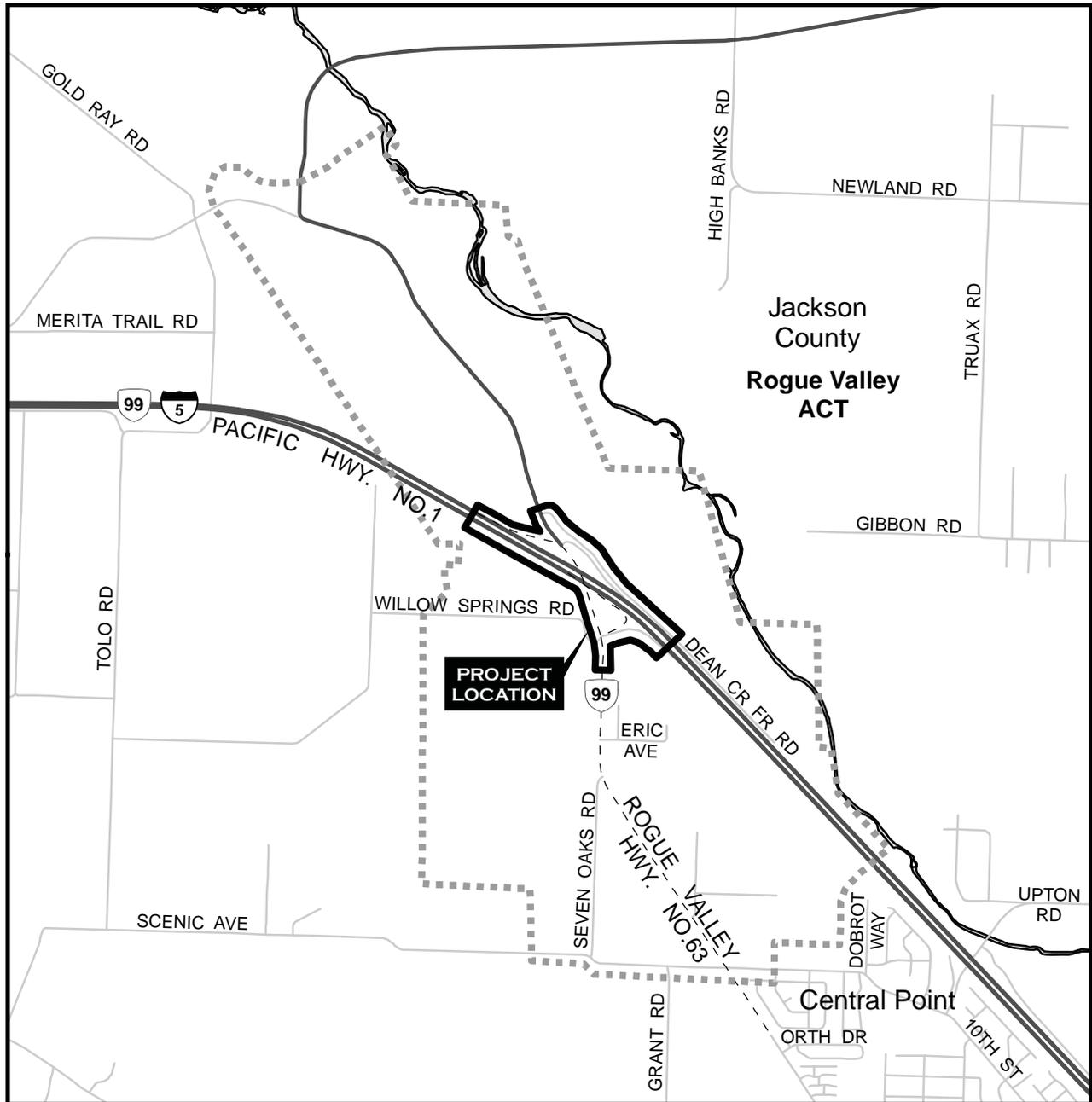
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# PROJECT LOCATION

## ODOT REGION 3



### LEGEND

-  PROJECT LOCATION
-  SITE AREA
- STATE HIGHWAY CLASSIFICATION
-  INTERSTATE
-  STATEWIDE
-  REGIONAL / DISTRICT
-  REGIONAL BOUNDARY
-  COUNTY BOUNDARY
-  ACT BOUNDARY

## I-5 EXIT 35 INTERCHANGE AREA MANAGEMENT PLAN

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GIS No. 23-52



# I-5 Interchange 35 (Seven Oaks) Interchange Area Management Plan Volume I



Prepared by:



Prepared for:

Oregon Department of  
Transportation



# **I-5 Interchange 35 (Seven Oaks)**

## **Jackson County**

### **Interchange Area Management Plan**

#### **Prepared for**

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**September 2013**

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### IAMP VOLUME 2: REFERENCE MATERIAL (COMPANION DOCUMENT)

- Technical Memorandum #1: Definition and Background
- Technical Memorandum #2: Review of Plans and Policies
- Technical Memorandum #3: Existing Traffic Conditions
- Technical Memorandum #4: Future Baseline Traffic Conditions
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- Technical Memorandum #6: Interchange Management Actions

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## 1. INTRODUCTION

The Oregon Department of Transportation (ODOT) encourages the development of Interchange Area Management Plans (IAMPs) to maintain and improve highway performance and safety by improving system efficiency and management before adding capacity. The development of this Interchange Area Management Plan is intended to protect the function of the interchange for the foreseeable future.

### 1.1. Interchange Function

Interchange 35 (Seven Oaks) is principally a rural interchange that connects Interstate 5 (I-5) with Oregon Highway (OR) 99 to the south and Blackwell Road to the north. OR 99 is a district-level highway that serves the nearby community of Central Point to the south. Blackwell Road serves some employment lands northeast of the interchange and provides a connection with White City to the southeast. Blackwell Road serves significant truck trips between the interchange and White City, and is part of the OR 140 Freight Route connecting OR 62 and I-5.

The intended function of Interchange 35 is to safely and efficiently accommodate future traffic demands. Typically, the traffic demands are based on the current rural and limited future employment land uses in the interchange vicinity. However, as a result of the Greater Bear Creek Valley Regional Plan (GBCVRP), the interchange improvements outlined in this IAMP are designed to accommodate proposed future development as well. This IAMP is NOT intended to facilitate major commercial or residential development in the interchange area.

### 1.2. Problem Statement

Interchange 35 includes the Blackwell Road overpass on I-5, which was found to be functionally obsolete and structurally deficient. The safety and function of both the overpass and the connections with OR 99 and Blackwell were recently improved at the interchange. In addition to the Blackwell Road overpass replacement, the southbound off-ramp was reconfigured as a loop ramp connecting to OR 99 from the east. The other ramps were also constructed to meet highway design standards and improve spacing between ramps. With this investment in interchange improvements, a plan to assist Jackson County (the County), the City of Central Point (the City), and ODOT with the long-term transportation system management in the area around the interchange is critical.

Although Interchange 35 is a rural interchange, it currently serves as the north access to the City of Central Point and also provides freeway access to the Tolo employment area. Additionally, it connects to White City via Blackwell and Kirtland Roads. In the future, traffic demand at the interchange is expected to increase as a result of nearby development as well as growth from the City of Central Point to the south.

The current Central Point population is approximately 17,275<sup>1</sup> residents. By the year 2030, Central Point's population is estimated to be almost 26,000,<sup>2</sup> making it the second largest city in the Rogue Valley. Interchange 35 will be affected by growing traffic volumes on OR 99 and more traffic destined for I-5.

The Tolo employment area lies primarily north of Interchange 35. Although the development density is currently low, its nearby access to I-5 makes this area more desirable in the future. The development potential for the interchange area is documented in the GBCV Regional Plan. In the long term, it is expected that this area will become part of the City of Central Point, functioning as an intermodal employment hub, with increasing demand at the interchange and the interchange area's higher order streets.

Interchange 35 also functions as the western terminus of OR 140, which connects OR 62 in White City and I-5. A corridor plan has been developed for this statewide freight route that identifies short- and long-term improvements to facilitate traffic flow and accommodate future growth. Over time, more traffic will be accessing the interchange from the north via Blackwell Road. Not only will the freight route increase demand at the interchange, but the potential for conflicts with access to adjacent employment land will become a greater concern.

### 1.3. IAMP Study Area

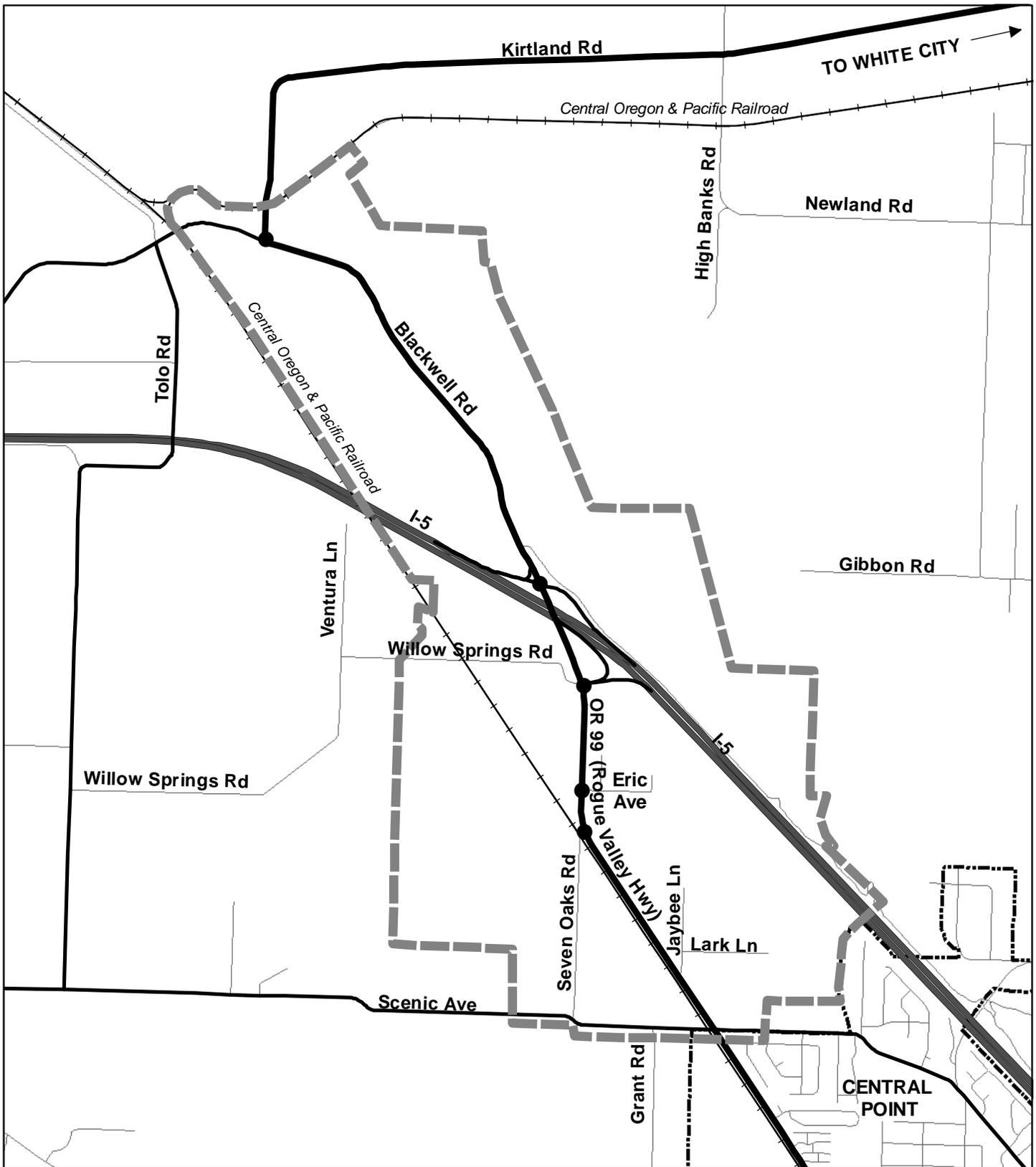
The IAMP study area delineates the vicinity in which transportation facilities, land uses, and approaches may affect operations at the interchange. The study area includes the existing interchange, the immediate surrounding area where the new ramps were constructed, commercial and industrial parcels immediately north and west of the interchange, and the area south of the interchange that is of mutual concern to Jackson County and the City of Central Point. The IAMP study area is partially located within the City of Central Point's Urban Reserve Area CP-4D and Urban Reserve Area CP-1B. See Volume 2 for maps of Central Point's Urban Reserve Areas. Although the IAMP study area is under County jurisdiction, development within the urban reserves will be coordinated in accordance with an Urban Reserve Management Agreement (URMA) and the Urban Growth Boundary Management Agreement adopted by the City and County as part of the GBCV Regional Plan.

The IAMP study area is roughly bound by Bear Creek to the east, Scenic Avenue to the south, and Kirtland Road to the north. North of the interchange, the western boundary is the CORP railroad line. South of the interchange, the western boundary is approximately 2,700 feet west of OR 99. Figure 1 shows the IAMP study area.

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<sup>1</sup> Population Estimate, Portland State University, July 1, 2012

<sup>2</sup> City of Central Point Transportation System Plan, 2008 to 2030, Draft July 18, 2008, page 14.



Source: Jackson County GIS

Map Prepared By:



DAVID EVANS  
AND ASSOCIATES INC.

**Legend**

-  IAMP Study Area
-  Central Point UGB
-  Study Intersections

**Figure 1**

*IAMP Study Area  
and Street Network*

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

## 1.4. IAMP Goals and Objectives

The goal of this IAMP is to maintain the function of Interchange 35 and maximize the utility of the recent investment in upgrading the interchange.

The objectives of the IAMP are to:

- Protect the function of the interchange as specified in the Oregon Highway Plan (OHP) and Jackson County Transportation System Plan (TSP).
- Provide safe and efficient operations on I-5 and OR 99 as specified in the OHP and Jackson County TSP.
- Identify system improvements and management techniques that would not preclude connection of the newly designated OR 140 to the OR 62/140 junction.
- Develop an access management plan that provides for safe and acceptable operations on the transportation network, and meet OHP requirements and the access spacing standards in Oregon Administrative Rule (OAR) 734-051.
- Incorporate the Greater Bear Creek Valley Regional Plan into the design and management systems for Interchange 35, including recommended strategies for land use control.
- For areas outside of the Greater Bear Creek Valley Regional Plan, identify future land uses that would be inconsistent with the operation and safety of the new interchange and develop strategies for recommended land use controls.

## 1.5. Planning Process

The IAMP for Interchange 35 was developed through a series of technical analyses.

Key elements of the process include:

- Evaluation of baseline conditions, such as existing and future traffic operations, environmental constraints, land use designations, and community facilities (Evaluation of Baseline Conditions); and evaluation of the projected URA impacts within the planning horizon
- Alternatives development and evaluation (Concept Development and Analysis)
- Creation of the IAMP, including access management and local system improvements (Management Strategies)
- Implementation measures (Summary of Recommended Actions)

This document provides a summary of each of these elements. A second volume provides the detailed analysis and supporting documentation that led to the development of the plan.

Three advisory committee meetings were held for Interchange 35 that included technical, citizen, and City staff. ODOT and the City of Central Point provided technical representation. The meetings included graphic presentations and facilitated discussion to solicit input. The meetings occurred on January 16, 2009, February 24, 2009, and September 23, 2009.

Consistency with the OR 140 Corridor Plan was also an element of the planning process because the study areas overlap between the intersection of Blackwell/Kirtland Road and Interchange 35. Technical, citizen advisory and public meetings were conducted as part of the OR 140 Corridor Plan project and focused on alternatives, the freight route status and designation throughout the corridor, and safety. These meetings included representatives from ODOT, Department of Land Conservation Department (DLCD), Rogue Valley Metropolitan Planning Organization (RVMPO), and Jackson County, the City of Central Point, Oregon Department of Fish and Wildlife (ODFW), and Rogue Valley Transit District (RVTD).

## 2. EVALUATION OF BASELINE CONDITIONS

This section summarizes baseline conditions in the IAMP study area including an overview of the regulatory framework that guides the process. Land use within the study area is presented and potential land use or environmental constraints are identified. Existing transportation system and traffic conditions in the study area are evaluated to identify deficiencies. Future traffic operations and safety are then assessed to determine how conditions may worsen.

### 2.1. Overview of the Regulatory Framework

State and local regulations, policies, and transportation and land use plans provided the legal framework for preparing the IAMP. (For a complete list of the guiding framework, refer to the summary description of all relevant plans and policies included in Technical Memorandum #2 in Volume 2 of this IAMP.) The language contained within these documents provides guidance to the state and local jurisdictions on how to manage transportation facilities and land uses in the study area to protect the interchange function, provide for safe and efficient operations, and minimize the need and expense for making major improvements to the interchange through the 2034 planning horizon.

The operational standards for study area roadway facilities designated by ODOT and Jackson County, and the access management standards designated by ODOT are all discussed below.

#### 2.1.1. Operational Standards

The Oregon Highway Plan (OHP)<sup>3</sup> has established several policies that enforce general objectives and approaches for maintaining highway mobility. Of these policies, the Highway Mobility Policy (Policy 1F) establishes mobility targets for peak hour operating conditions for all highways in Oregon based on the location and classification of the highway segment being examined. These targets are based on the volume-to-capacity (v/c) ratio, where volume is the traffic demand and capacity is maximum throughput. The OHP policy also specifies that the v/c ratio standards be maintained for ODOT facilities through a 20-year horizon. For the concept evaluation, the Highway Design Manual (HDM)<sup>4</sup> was used.

A v/c ratio of less than 1.00 indicates that the volume is less than capacity. When it is closer to 0.00, traffic conditions are generally good with little congestion and low delays for most intersection movements. As the v/c ratio approaches 1.00, traffic becomes more congested and unstable with longer delays. Another standard for measuring traffic capacity and quality of service of roadways at intersections is level of service (LOS). Six standards have been

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<sup>3</sup> Table 6: Volume to Capacity Targets for Peak Hour Operating Conditions, 1999 Oregon Highway Plan, OHP Policy 1F Revisions Adopted by Oregon Transportation Commission: December 21, 2011, Oregon Department of Transportation.

<sup>4</sup> Table 10-1: 20 Year Design-Mobility Standards (Volume/Capacity [V/C] Ratio), Highway Design Manual, Oregon Department of Transportation, Salem, OR, 2003.

established ranging from LOS A where there is little or no delay, to LOS F, where there is delay of more than 50 seconds at unsignalized intersections, or more than 80 seconds at signalized intersections.

The applicable target for the freeway (I-5) is a maximum v/c ratio of 0.85, but the freeway ramps are guided by requirements of the intersecting roadway system. The Interchange 35 ramps intersect with two state highways—OR 140 and OR 99. OR 140 begins at the northbound ramp terminal and runs northward along Blackwell Road as a statewide highway and designated freight route. Between the ramp terminals, OR 99 is classified as a statewide highway and designated freight route. South of the southbound ramp terminal, OR 99 is a district highway. The interchange is located just outside the Urban Growth Boundary (UGB) for the City of Central Point but lies within the City's urban reserve area, and the Rogue Valley Metropolitan Planning Organization (RVMPO) boundaries.

For interchange ramp terminals, the OHP states the maximum v/c ratio shall be the smaller of the v/c ratio of the crossroad or 0.85. The v/c ratio in the OHP for a statewide highway (freight route) is 0.85. The applicable standard for both the ramp terminals is 0.85.

### **2.1.2. Applicable Access Management Standards**

Managing access to the roadway system around the interchange protects the public investment in the interchange facilities, thus the OHP devotes an entire section<sup>5</sup> to the discussion of access management for state facilities and the surrounding roadways. More detailed requirements, definitions of actions, and the access spacing standards for state highways are specified in OAR 734-051 (Division 51): Highway Approaches, Access Control, Spacing Standards, and Medians.<sup>6</sup> Ideally, a project will include provisions by which access within the project limits can be made fully compliant with Division 51. In many instances, however, access needed for existing development will not allow these standards to be met. When the requirements and standards cannot be met, progress toward meeting the applicable standards must be demonstrated by increasing access spacing closer to the standard in Division 51.

Interchange 35 is located outside of a UGB and thus is subject to the rural spacing standards. On the freeway, the desired spacing between interchanges (ramp-to-ramp) is 2 miles. On the intersecting roadway, the desired spacing between the interchange ramps and the next closest access is ¼ mile (1,320 feet). Private accesses (driveways) are generally subject to the same spacing standards as public accesses, with exceptions for those grandfathered in (legally constructed prior to 1949) or where a right of access has been given through a reservation of access or a grant of access.

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<sup>5</sup> Appendix C: Access Management Standards, 1999 Oregon Highway Plan, Technical Amendment 06 - 21 to include changes adopted as Amendments 04 - 13 and 05 - 16, Oregon Department of Transportation.

<sup>6</sup> A complete copy of Division 51 can be found online at:  
[http://www.oregon.gov/ODOT/HWY/ACCESSMGT/docs/DIVISION\\_51.pdf](http://www.oregon.gov/ODOT/HWY/ACCESSMGT/docs/DIVISION_51.pdf)

## **2.2. Land Use**

Existing and planned land uses affect traffic patterns and the operations of transportation facilities.

### **2.2.1. Existing Land Uses**

Land use in the immediate vicinity of the interchange is mostly agricultural-based except for Erickson Air-Crane, which is located west of the interchange and north of Willow Springs Road. The area east of Blackwell Road in the study area is used for rural uses, agricultural, and rural residential. West of Blackwell Road, rural uses, agricultural, and rural residential still dominate; however, there are small areas of industrial uses.

### **2.2.2. Existing Land Use Designations and Zoning**

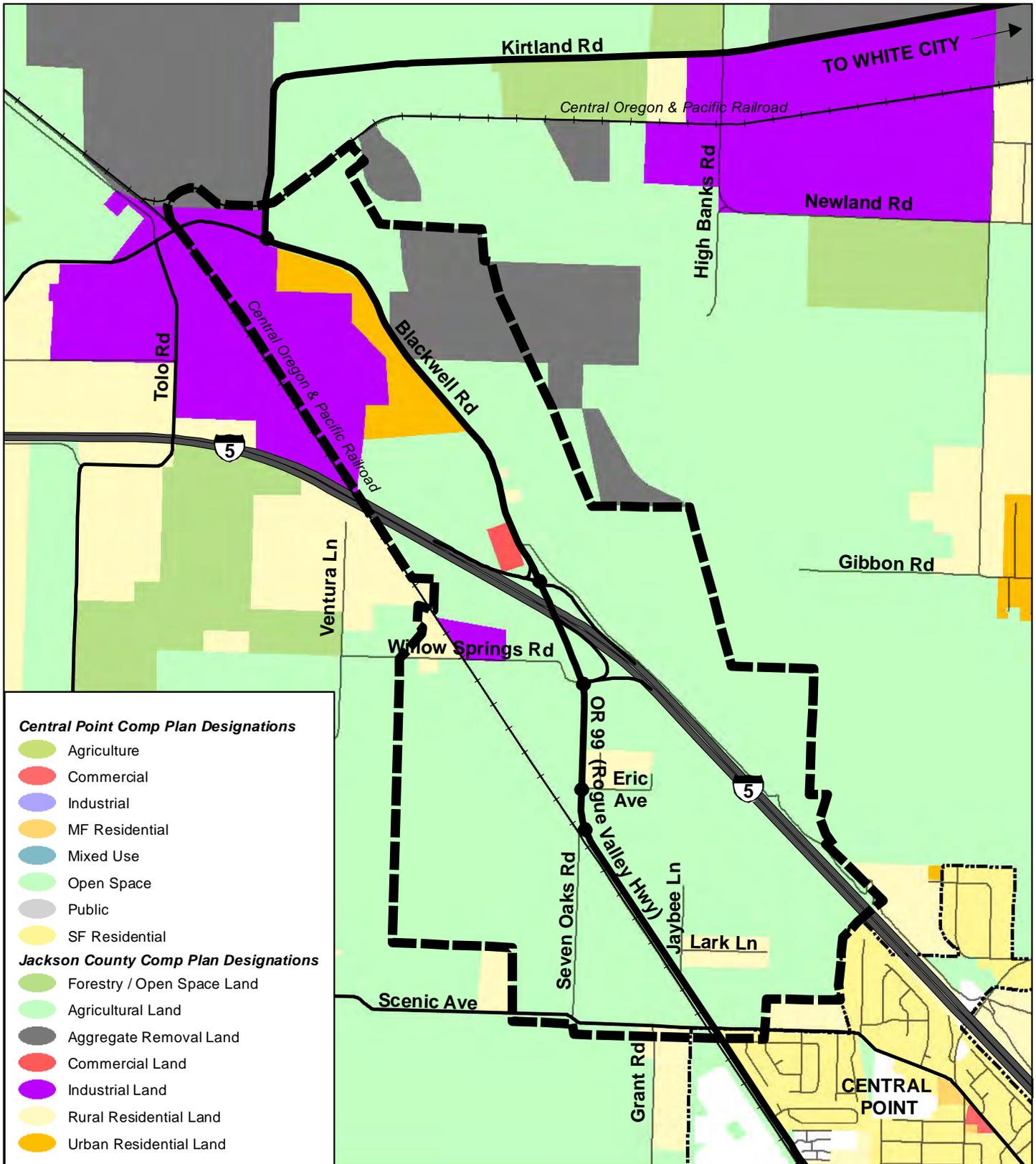
The Jackson County Comprehensive Plan map identifies most of the parcels immediately around the interchange as Agricultural (see Figure 2). Just north of the interchange, between I-5 and Blackwell Road, there is a small pocket of parcels designated Commercial. The Erickson Air Crane property is designated Industrial, as is the majority of land north of I-5 on both sides of the railroad line (and Gold Ray Road). Farther north of the interchange, there are lands designated Agricultural west of Blackwell Road and lands designated Aggregate Resource east of Blackwell Road.

Jackson County zoning immediately surrounding the interchange is primarily Exclusive Farm Use (EFU), except for a small pocket north of the interchange that is zoned Interchange Commercial (IC) (see Figure 3). The remaining parcels in the study area are designated EFU, Open Space Reserve, Woodland Resource, Aggregate Resource, and Urban Residential 1. There are three clusters of parcels zoned Rural Residential (RR-5) within the study area. One is west of Erickson Air Crane, one is east of OR 99 and north of Eric Avenue, and the third is off of Lark Lane. There are clusters of parcels zoned Urban Residential (UR-1) west of Blackwell Road. The Erickson Air Crane property and a portion of the area east of Tolo Road north of the interchange are zoned General Industrial (GI). East of Blackwell Road and south of the railroad tracks are parcels zoned Aggregate Removal.

### **2.2.3. Future Jackson County Land Use**

The Greater Bear Creek Valley Regional Plan (GBCVRP) identifies the Tolo area as an urban reserve designated for future employment lands (CP-1B) and open space lands (CP-4D). Figure 4 shows the Urban Reserve Area (URA) boundaries for CP-1B and CP-4D, and the existing Jackson County designations and development patterns.

There have been discussions between ODOT and property owners regarding commercial uses ancillary to and supportive of industrial land. Any future commercial uses will need to go through the local approval process and ODOT will provide comment at that time.



**Figure 2**  
*Jackson County*  
*Comprehensive Plan*

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

925 462.5 0 925 Feet

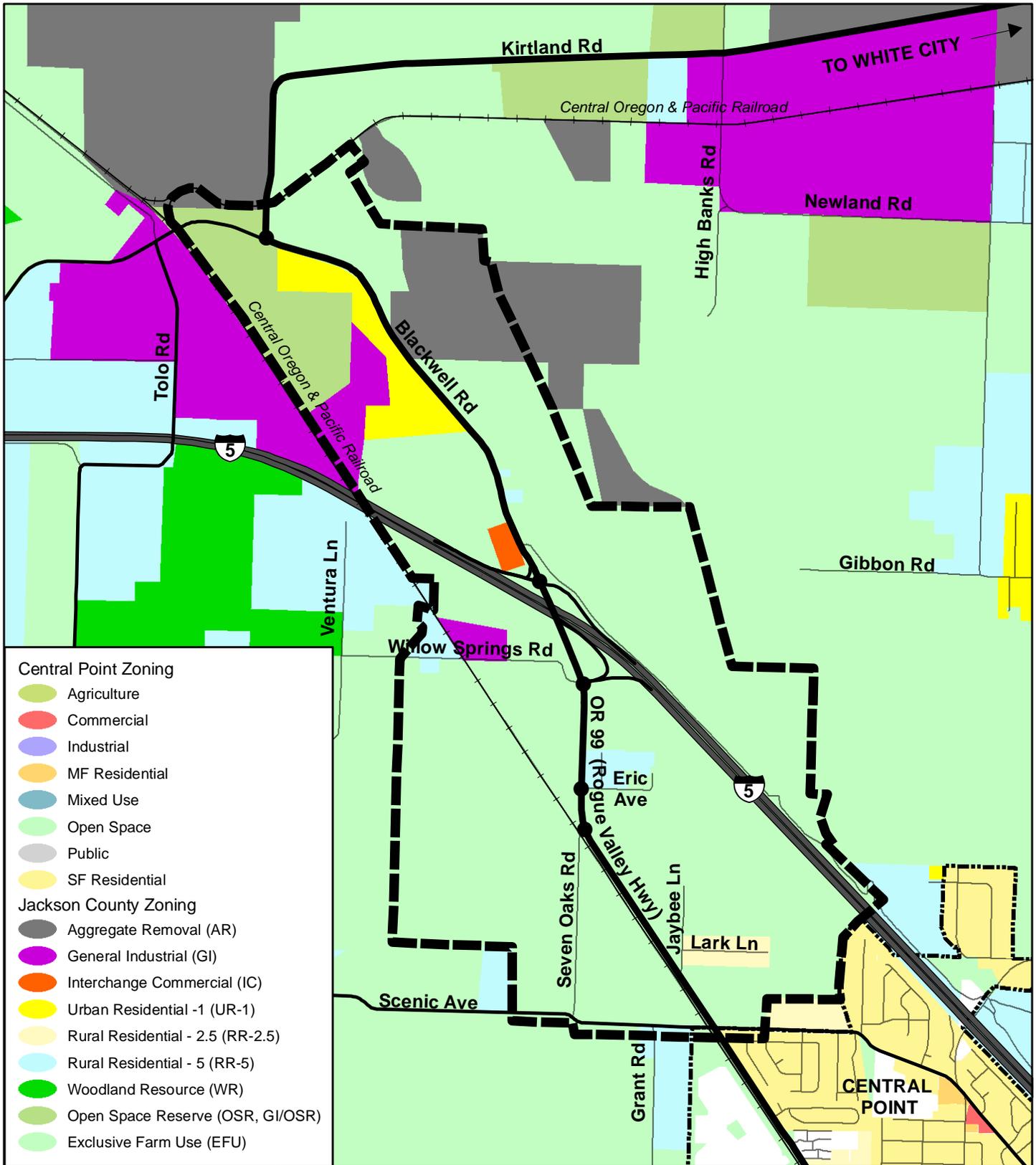
Source: Jackson County GIS

Map Prepared By:

DAVID EVANS  
AND ASSOCIATES INC.

**Legend**

- IAMP Study Area
- Study Intersections
- Central Point UGB



**Figure 3**  
*Jackson County*  
*Zoning Designations*

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

925 462.5 0 925 Feet

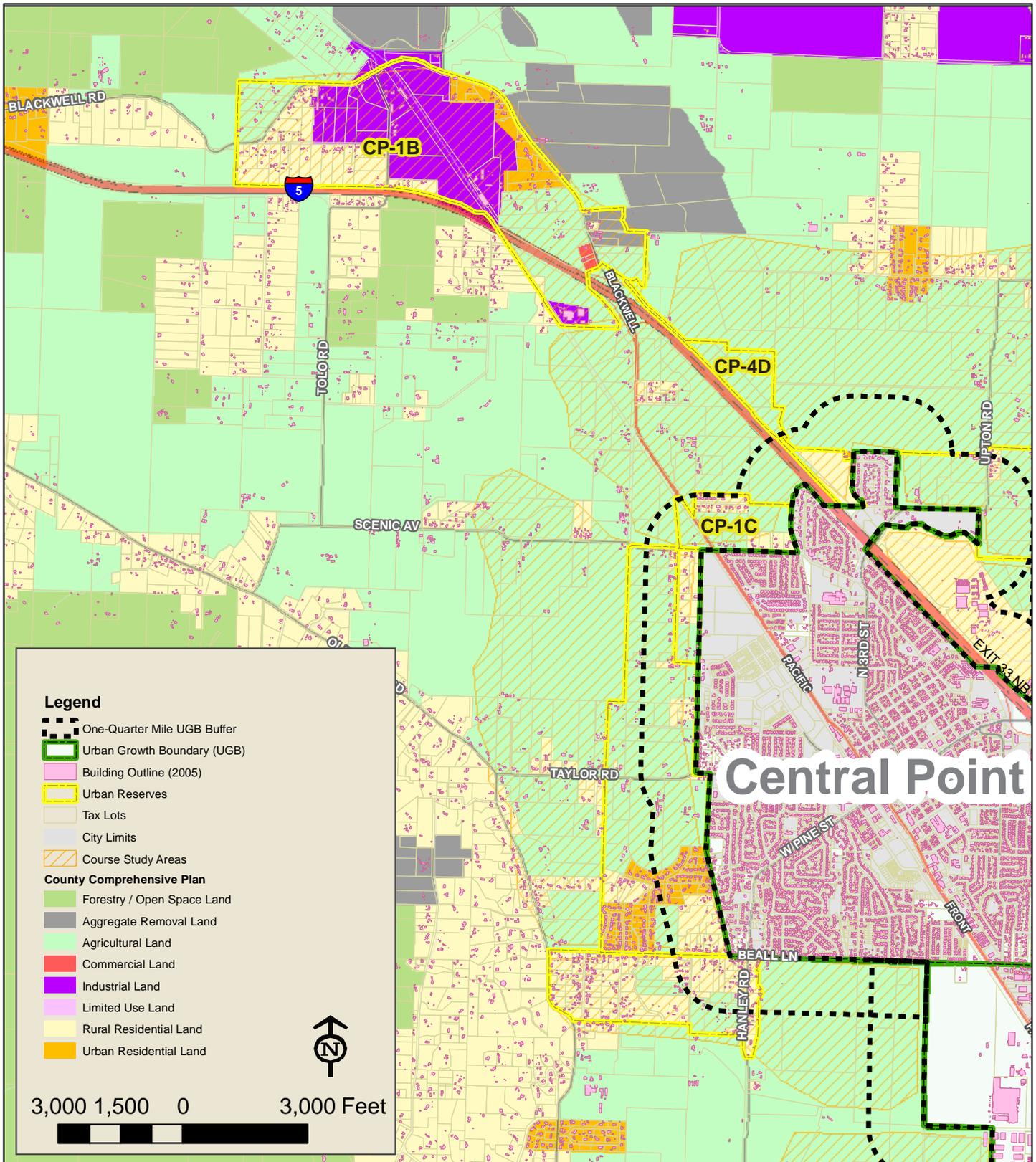
Source: Jackson County GIS

Map Prepared By:

DAVID EVANS  
AND ASSOCIATES INC.

**Legend**

- IAMP Study Area
- Study Intersections
- Central Point UGB



Source:  
 Greater Bear Creek Valley Regional Plan.  
 Existing Development Patterns Map,  
 Central Point. November 2009.

Map Prepared By:



**Figure 4**

*Existing Development  
 Patterns Map*

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

The City of Central Point is in the process of amending its UGB and annex this land area, likely through multiple UGB updates. The GBCVRP designates 100 percent of the 521 net acres (544 gross) in Central Point Urban Reserve CP-1B (Tolo area) for employment, and 100% of CP-4D is designated for open space.. “Employment land” includes three categories: retail, industrial, and public. However, the GBCVRP envisions the Tolo area employment land as primarily designated for industrial uses similar to those in an industrial park:

*Consequently, and subject to the above IAMP condition, CP-1B was found to be suitable for Urban Reserve designation as it will efficiently accommodate identified urban land needs, has reasonable access to public facilities and services including sewer and water (Atlas, Map 5 – Water and Sewer), and **is and will continue to be predominately devoted to industrial uses in a manner compatible with nearby agricultural and forest activities** [emphasis added]. Regional buffering standards will improve the current situation. Also, designation of the Tolo Area CP-1B will provide a substitute land base for the previously adopted Seven Oaks Interchange Area of Mutual Planning Concern which will be retained as Agricultural land rather than preserved for future Industrial use.*

The current City of Central Point Industrial designations (M-1, Industrial District and M-2, Industrial General District) allow a broad range of uses and have no site area (size) requirements. The districts are sufficiently flexible to accommodate industrial development. In addition, the districts conditionally permit “business offices and commercial uses that are compatible with and closely related in their nature of business to permitted uses in the M-1 district, or that would be established to serve primarily the uses, employees, or customers of the M-1 district.” The Tolo area is identified to serve as a strategic transportation hub (the convergence of railroad, OR 99, and I-5) and potentially to include a nearby truck-train freight transfer site.

### **2.3. Environmental, Community, and Cultural Resources**

In 2005, a narrative<sup>7</sup> was prepared summarizing existing environmental, community, and cultural resources in the vicinity of Interchange 35 to help inform the development of conceptual alternatives for the Blackwell Road overpass and the associated interchange improvements. The narrative is based on previous work<sup>8</sup> prepared as part of the Oregon Transportation Investment Act (OTIA) III that focused on replacing deficient bridges across the state.

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<sup>7</sup> Existing Soils, Agriculture, and Natural Resources Narrative, David Evans and Associates, Inc., 2004.

<sup>8</sup> Environmental Baseline Report for the OTIA III Statewide Bridge Delivery Program, Jackson County, ODOT Region 3, Southern Oregon Coastal Basin, Oregon Highways 99 and 66, Interstate 5, Parametric, 2004, and a Supplemental Environmental Baseline Report, Mason, Bruce & Girard, 2004.

The narrative addressed the following resources:

- Aquatic resources
- Botanical protected species habitat
- Anadromous fish
- Hazardous materials
- Noxious weeds
- Section 4(f) and Section 6(f) resources
- Historical and archaeological resources
- Sensitive noise receptors
- Water quality
- Wetlands
- Floodplains
- Wildlife

Potential resource issues identified because of the proximity of the resources to the study area include:

- Bear, Willow, and Dean Creeks flow through the IAMP study area and support various fish species. Bear Creek supports the Southern Oregon/Northern California Coasts Evolutionarily Significant Unit coho salmon, Chinook salmon, steelhead, and resident fish species (rainbow trout and sculpin). It is also highly likely that the creeks support the federal and state species of concern Pacific lamprey.
- Two resources were identified as “Eligible” in the Oregon Historic Sites Database for National Register listing in the study area between Blackwell Road and I-5 just north of the interchange.
- Three single-family residences were identified as Sensitive Noise Receptors.
- Two hazardous materials sites were identified near the interchange.

Design of the interchange and Best Management Practices (BMPs) minimize and mitigate impacts to resources. Additionally, construction associated with the IAMP will follow all applicable federal and local regulatory processes and permitting associated with protection of environmental, community, and cultural resources.

## 2.4. Existing Transportation Conditions

This section summarizes existing (2008) PM peak hour intersection operations and safety issues. At the time of the existing conditions analysis, Interchange 35 was completing construction to replace the functionally obsolete and structurally deficient Blackwell Road overpass. The newly constructed overpass includes reconfiguration of the southbound ramp terminal to provide a looping southbound off-ramp and a standard diamond on-ramp. The northbound terminal remains in the standard diamond configuration. The overpass is a three-lane structure with bicycle lanes. I-5 runs underneath with two travel lanes each in the northbound and southbound directions. These improvements were assumed to be completed

for the existing analysis. (Detailed discussions of existing conditions can be found in Technical Memorandum #3 in Volume 2 of this IAMP.)

### 2.4.1. Roadway Inventory

The roadways within the Interchange 35 study area are largely rural in nature, with no sidewalks and few bike lanes. The major roadways in the study area include I-5, OR 99, OR 140, Blackwell Road, Kirtland Road, Willow Springs Road, Seven Oaks Road, and Scenic Avenue. Table 1 presents an inventory of study area roadways and their general characteristics.

**Table 1. IAMP 35 Study Area Roadway Inventory**

Roadway	State Functional Classification	County Functional Classification	Posted Speed (mph)	Right-of-Way Width (feet)	Paved Width (feet)	Shoulder Width (feet)	No. of Travel Lanes
<b>ODOT Jurisdiction</b>							
I-5	Interstate Highway		65	250	NB: 38 SB: 38	NB: 6 SB: 6	4
OR 99 South of I-5 SB Ramps	District Highway	Arterial	45 <sup>1</sup> /55 <sup>2</sup>	105 <sup>1</sup> /80 <sup>2</sup>	48 <sup>1</sup> /60 <sup>2</sup>	6	3 <sup>1</sup> /4 <sup>2</sup>
OR 99 Between I-5 Ramps	Statewide Highway/ Freight Route	Arterial	45	105	48	6	3
Blackwell Rd/OR 140	Statewide Highway/ Freight Route	Minor Arterial	45	60 <sup>4</sup>	30-32	3-4	2
Kirtland Rd/OR 140	Statewide Highway/ Freight Route	Minor Arterial	45	60 <sup>4</sup>	26	1-2	2
<b>Jackson County Jurisdiction</b>							
Blackwell Rd (west of Kirtland Road)	Rural Major Collector	Minor Arterial	45	60	32	4	2
Willow Springs Rd	Local	Local	not posted <sup>3</sup>	60	26	2	2
Seven Oaks Rd	Local	Local	not posted <sup>3</sup>	60	26	2	2
Scenic Ave	Minor Collector	Minor Collector	45	60	26	2	2

Notes:

1. From Interchange 35 to Mile Point (MP) 0.51 (approximately 0.13 miles north of Eric Avenue).
2. From MP 0.51 to southern boundary of IAMP study area.
3. Basic Rule applies: Motorist must drive at speed that is reasonable and prudent at all times by considering other traffic, road, and weather conditions, dangers at intersections, and any other conditions that affect safety and speed.
4. Widths may vary at realigned Blackwell Road/Kirtland Road intersection.

I-5 runs northwest to southeast through the study area. For the purposes of the IAMP, I-5 is assumed as an east-west facility. Parallel facilities to the north include Kirtland Road and to the south Willow Springs Road, Eric Avenue, Seven Oaks Road, and Scenic Avenue. Blackwell Road, also known as OR 99 (between the ramp terminals and south) and as OR 140 (north of the interchange), provides access to the interchange and also serves north-south travel through the study area. The interchange is the northernmost I-5 access to the City of Central Point, connected by OR 99. Additionally, Interchange 35 connects to the White City area and many industrial developments via OR 140.

### 2.4.2. Existing Access Inventory

The OHP standards for access locations are two miles between interchange ramps on I-5, and 1,320 feet (¼ mile) between on- and off-ramps and roadway intersections or driveways. This ¼-mile area is called the Influence Area of the interchange. Along the statewide section of OR 99

and OR 140 the access spacing standard is 990 feet.<sup>9</sup> The district highway section between the interchange and Eric Avenue is 500 feet,<sup>10</sup> while south of Eric Avenue the district highway spacing standard is 700 feet.<sup>11</sup>

Interchange 35 spacing on I-5 currently meets access spacing standards. It is approximately 2 miles from the next full interchange to the south (Interchange 33) and approximately 5 miles from the next full interchange to the north (Interchange 40).

At the southbound ramps, Willow Springs Road connects to OR 99 opposite the southbound on- and off-ramps. The connection was actually rebuilt with the construction of the interchange improvements but does not meet OHP standards, which prohibit local road connections at ramp terminals.

North of the interchange, multiple driveways and roadways in the study are closer to the ramp terminals than ODOT's standards (see Figure 5). North of I-5, the first access point is the realigned Dean Creek Frontage Road, which is located approximately 600 feet away and does not meet the spacing standard of 1,320 feet. The Dean Creek Frontage Road provides access to farm parcels and a residence but has been under consideration for higher intensity development by a number of developers. Between the realigned intersection of Blackwell/Kirtland Road and Dean Creek Frontage Road on the west side, there are 17 driveways with an average access spacing of 360 feet. In this same section on the east side, there are 20 driveways with an average access spacing of 315 feet. In this section of roadway, neither side meets the ODOT access spacing standard of 990 feet.

South of the interchange, there are four driveways along OR 99 (three to the west and one to the east) within 1,320 feet of the southbound ramps that provide single-family residential, farm, and commercial access. Average spacing between these driveways is approximately 370 feet, compared to the standard of 500 feet. Eric Avenue is located approximately 1,500 feet from the southbound ramps.

Because Willow Springs Road connects to OR 99 opposite the southbound ramp terminals, accesses along this county road were also inventoried. There are four access points (three to the north, one to the south) along Willow Springs Road providing single-family residential, farm, and business access (Erickson Air Crane) to the interchange. The average access spacing is approximately 300 feet; however, there is no ODOT spacing standard along Willow Springs Road.

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<sup>9</sup> Posted speed is 45 miles per hour north of Interchange 35.

<sup>10</sup> Posted speed is 45 miles per hour south of Interchange 35.

<sup>11</sup> Posted speed is 55 miles per hour south of Eric Avenue.



I-5 Interchange 35 (Seven Oaks) IAMP

### Access Locations

- Private
- Public

Note: Side of call out does not indicate side of access location.

Source Data: Jackson County, ESRI  
 Path: \\Pdx\1\project\0\ODOT\00000625\0600\INFO\GSArcMap\AccessLocations.mxd

Figure 5  
 Existing Access Inventory



### 2.4.3. Existing Traffic Volume Development

Traffic counts were collected prior to construction of the interchange improvements (year 2008) and seasonally adjusted to correspond to traffic volumes that are seen in the peak months of the year (July/August), also known as the Design Hourly Volume (DHV). The ODOT Transportation Planning Analysis Unit (TPAU) procedures were followed. After peak hour count data was seasonally adjusted, volumes were balanced to achieve a uniform dataset for analysis. These volumes, including percentages of trucks (heavy vehicles), are illustrated in Figure 6.

Note that volumes at the interchange were rerouted to reflect the interchange improvements that were under construction in 2008. However, designation of the OR 140 extension and construction of the Blackwell Road/Kirtland Road intersection improvements had not begun, thus the existing conditions analysis reflects the lane configuration in 2008.

### 2.4.4. Existing Intersection Operations

Table 2 summarizes the analysis results for all study area intersections and Figure 6 shows volumes and lane configurations.

**Table 2. Existing 2008 PM Peak Hour Traffic Operations Analysis Results**

Intersection	Critical Movement <sup>1</sup>	V/C Ratio <sup>2</sup>	Delay (seconds) <sup>2</sup>	LOS <sup>3</sup>	Mobility Standard <sup>4</sup>
<b>Signalized Intersections</b>					
I-5 Southbound Ramps at OR 99/Willow Springs	Overall	0.67	23.0	C	0.85
<b>Unsignalized Intersections</b>					
Kirtland Road at Blackwell Road	SB L/R	>1.00	82.0	F	0.85
I-5 Northbound Ramps at Blackwell Road	WB LT/R	0.58	17.0	D	0.85
OR 99 at Eric Avenue	WB L	0.02	5.0	B	0.95
OR 99 at Seven Oaks Road	EB L	0.04	8.0	B	0.95

Acronyms: NB = northbound, SB = southbound, EB = eastbound, WB = westbound, L = left-turn movement, T = through movement, R = right-turn movement. Two or more travel movements permitted in one lane group are indicated with a slash.

Notes:

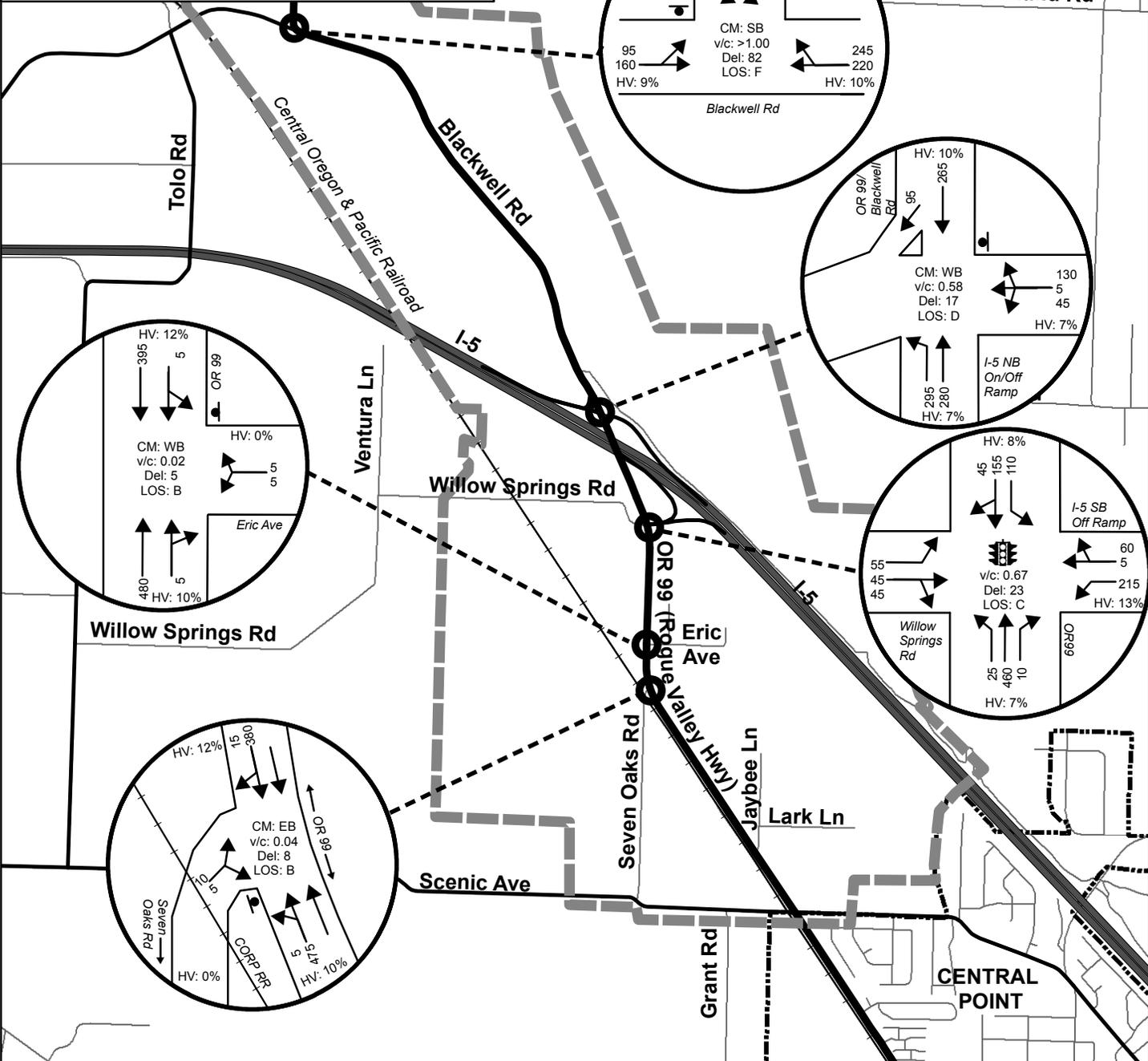
1. At signalized intersections, the critical movement is represented by the overall intersection operations. At unsignalized intersections, the critical movement was identified as the stopped movement with the worst v/c ratio.
2. The v/c ratios and levels of service (LOS) are calculated from the Synchro macrosimulation analysis, which cannot account for the influence of signalized intersections on unsignalized intersection operations or reflect the effects of queue spillover from adjacent lanes or nearby intersections.
3. The delay is based on the SimTraffic microsimulation analysis and reflects the effects of queuing from upstream intersections.
4. The applicable mobility standards are 0.85 for OR 140 (statewide, freight route in MPO) and 0.95 for OR 99 (district highway in MPO) based on the 1999 Oregon Highway Plan.

**Shaded** results indicate where mobility standards are not met.

Source: Synchro HCM Intersection Analysis Report and SimTraffic microsimulation

With the exception of the Kirtland/Blackwell Road intersection, all study area intersections meet applicable operational standards. The southbound Kirtland Road approach at Blackwell Road is calculated to operate with a v/c ratio greater than 1.00 with substantial delay and queuing. However, this intersection has subsequently been reconstructed and has no significant operational issues at this time.

**Legend**  
**CM** = Critical Movement  
**v/c** = Critical volume-to-capacity ratio (unsignalized)  
 Intersection volume-to-capacity ratio (signalized)  
**Del** = Critical movement control delay (unsignalized)  
 Intersection average control delay (signalized)  
**LOS** = Critical movement level of service (unsignalized)  
 Intersection level of service (signalized)  
**HV** = Percent Heavy Vehicles



Source: Jackson County GIS  
 Map Prepared By:



DAVID EVANS AND ASSOCIATES INC.

**Legend**  
 IAMP Study Area  
 Central Point UGB  
 Study Intersections  
 Stop Control  
 Traffic Signal

**Figure 6**  
 Year 2008 PM  
 Peak Hour Conditions

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

### **2.4.5. Crash History Analysis**

A crash history analysis was conducted to determine whether any significant, documented safety issues exist within the study area. The summary includes data from years 2003 through 2007. The crash patterns presented in this summary for the southbound ramps at OR 99/Willow Spring Road and Kirtland Road/Blackwell Road intersections do not reflect the recent modifications because construction was either underway or had not yet begun at the time the analysis was completed. With the possible exception of the OR 99/Scenic Avenue intersection, it appears that no safety countermeasures are necessary beyond those that were recently constructed.

Of the 53 total crashes reported during this five-year period of analysis, there was one fatality along Blackwell Road, and 33 injury-related crashes. The intersection with the greatest number of crashes was OR 99 and Scenic Avenue, which accounted for over a quarter of the crashes in the study area. Six fixed-object collisions, one rollover fatality, and three rear-end collisions occurred on Blackwell Road between the interchange and the Kirtland Road intersection. An evaluation of the circumstances surrounding each of the crashes reveals no consistent pattern. Most of the crashes occurred on curved sections and were caused by motorists driving too fast for conditions.

There are no 2008 Top 10% Safety Priority Index System (SPIS) locations on either I-5 or OR 99 near Interchange 35.

### **2.4.6. Alternative Modes**

The Bear Creek Greenway runs through the study area. The intersection of Blackwell/Kirtland Road was recently reconfigured with a pedestrian tunnel under OR 140 to provide for the safe movement of bicyclists and pedestrians.

## **2.5. Future Baseline Conditions**

The analysis of future baseline conditions examines long-term operational and safety concerns of the financially constrained Regional Transportation Plan (RTP) system for two land use scenarios. (Detailed discussions of existing conditions can be found in Technical Memorandum #4 in Volume 2 of this IAMP.)

### **2.5.1. Land Use Scenarios**

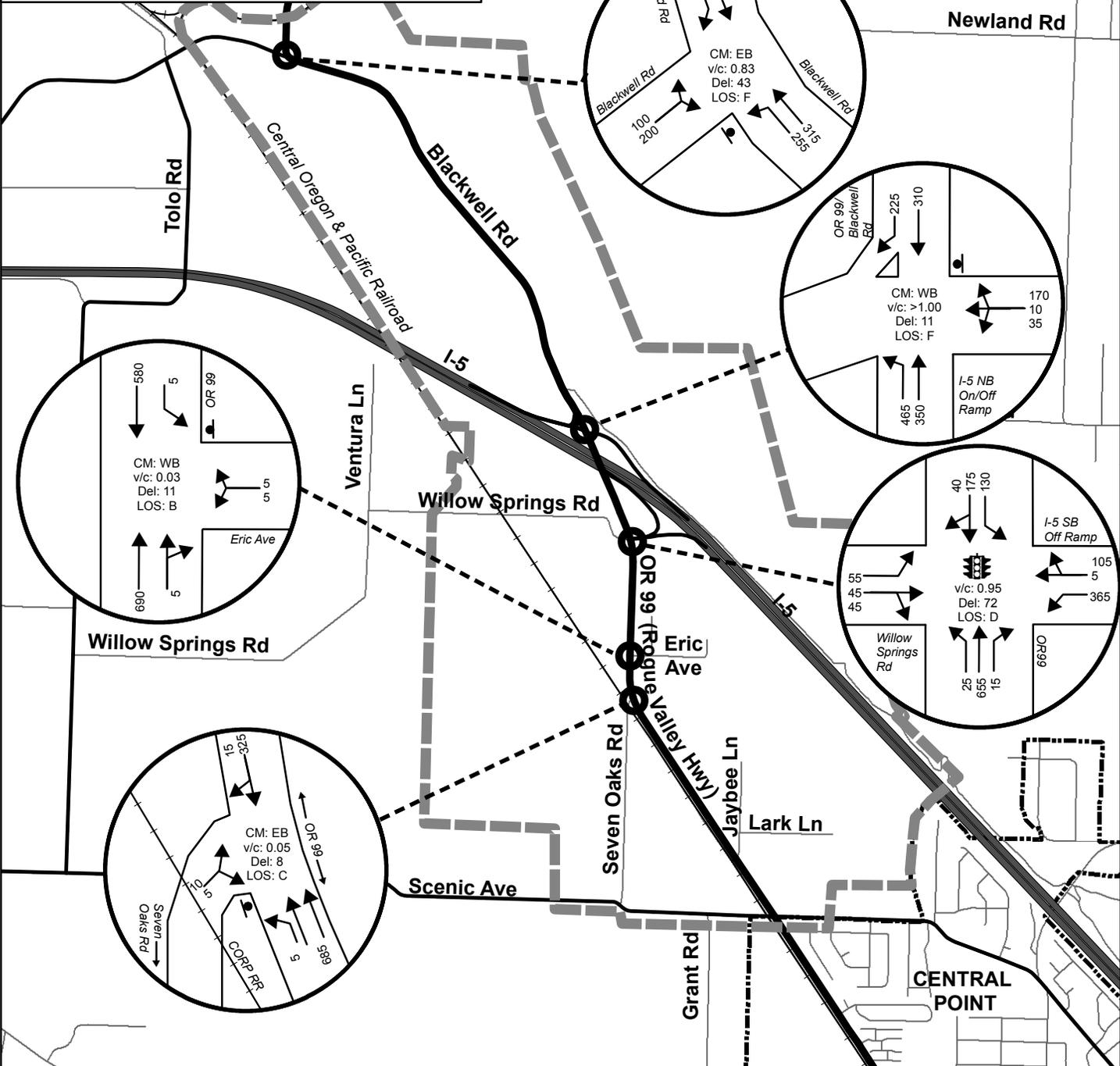
The future baseline analysis is based on two land use scenarios. One of the land use scenarios for the future baseline analysis is consistent with the Rogue Valley Metropolitan Planning Organization (RVMPO) RTP forecasts through the year 2034. The second land use scenario examines the long-term impact of potential development in the area based on the Greater Bear Creek Valley Regional Plan (GBCVRP).

### **2.5.2. Future Baseline Peak Hour Traffic Volumes**

Turning movement traffic forecasts for the study area intersections were developed from the 2006 and 2034 forecasting models and the 2008 existing traffic data. The process followed the procedures in ODOT's APM.

The resulting volumes are shown in Figure 7 for the 2034 RTP Scenario and Figure 8 for the GBCVRP Scenario. Note that the GBCVRP scenario does not have a specific forecast year but is assumed to occur sometime beyond the 2034 forecast year for the RTP Scenario.

**Legend**  
**CM** = Critical Movement  
**v/c** = Critical volume-to-capacity ratio (unsignalized)  
 Intersection volume-to-capacity ratio (signalized)  
**Del** = Critical movement control delay (unsignalized)  
 Intersection average control delay (signalized)  
**LOS** = Critical movement level of service (unsignalized)  
 Intersection level of service (signalized)



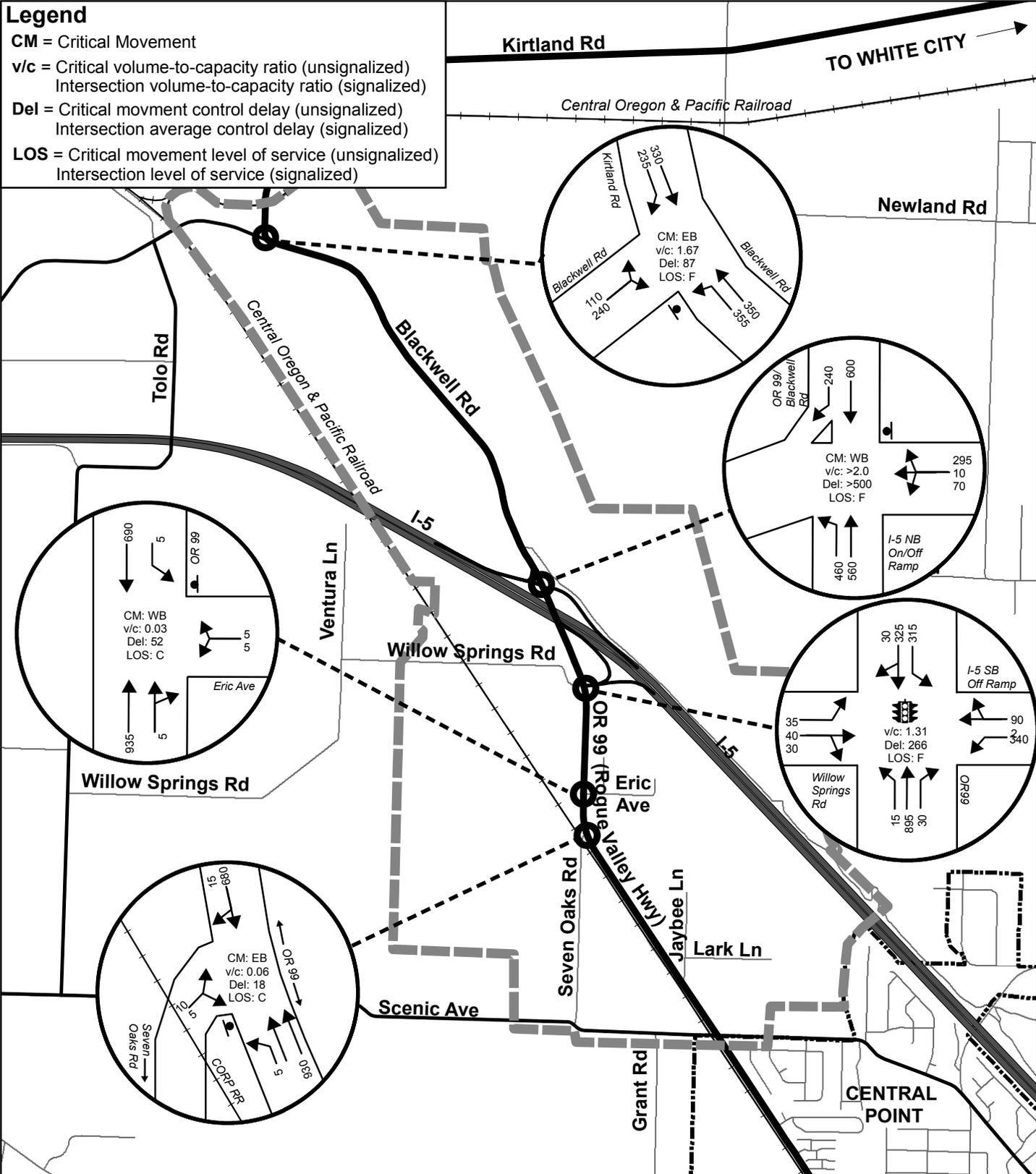
960 480 0 960 Feet  
 Source: Jackson County GIS  
 Map Prepared By:  
  
 DAVID EVANS AND ASSOCIATES INC.

**Legend**

- IAMP Study Area
- Central Point UGB
- Study Intersections
- Stop Control
- Traffic Signal

**Figure 7**  
*Future Baseline Conditions*  
*2034 RTP Scenario*  
*PM Peak Hour*  
 I-5 Interchange 35 (Seven Oaks)  
 Interchange Area Management Plan

**Legend**  
**CM** = Critical Movement  
**v/c** = Critical volume-to-capacity ratio (unsignalized)  
 Intersection volume-to-capacity ratio (signalized)  
**Del** = Critical movement control delay (unsignalized)  
 Intersection average control delay (signalized)  
**LOS** = Critical movement level of service (unsignalized)  
 Intersection level of service (signalized)



970 485 0 970 Feet

Source: Jackson County GIS

Map Prepared By:

DAVID EVANS  
AND ASSOCIATES INC.

**Legend**

- IAMP Study Area
- Central Point UGB
- Study Intersections
- Stop Control
- Traffic Signal

**Figure 8**  
*Future Baseline Conditions*  
*GBCVRP Scenario*  
*PM Peak Hour*

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

### 2.5.3. Future Intersection Operations - 2034 RTP Scenario

The 2034 RTP Scenario future baseline traffic analysis results are summarized below. Table 3 presents the operational analysis results for all major study area intersections. Figure 7 shows volumes and lane configurations for the 2034 RTP Scenario. The future condition assumes the completed Blackwell Road/Kirtland Road intersection reconfiguration.

**Table 3. Traffic Operations – 2034 RTP Scenario – Future Baseline Conditions**

Intersection	Critical Movement <sup>1</sup>	V/C Ratio <sup>2</sup>	LOS <sup>2</sup>	Average Delay <sup>3</sup>	Mobility Standard <sup>4</sup>
<b>Signalized Intersections</b>					
I-5 Southbound Ramps at OR 99/Willow Springs	Overall	0.95	D	72 sec	0.85
<b>Unsignalized Intersections</b>					
Blackwell Road at OR 140 (Kirtland/Blackwell Road)	EB L/R	0.83	F	43 sec	0.85
I-5 Northbound Ramps at Blackwell Road (OR 140)	WB L/T/R	1.33	F	11 sec	0.85
OR 99 at Eric Avenue	WB L/R	0.03	B	11 sec	0.95
OR 99 at Seven Oaks Road	EB L/R	0.05	C	8 sec	0.95

Acronyms: NB = northbound, SB = southbound, EB = eastbound, WB = westbound, L = left-turn movement, T = through movement, R = right-turn movement. Two or more travel movements permitted in one lane group are indicated with a slash.

Notes:

1. At signalized intersections, the critical movement is represented by the overall intersection operations. At unsignalized intersections, the critical movement was identified as the stopped movement with the worst v/c ratio.
2. The v/c ratios and levels of service (LOS) are calculated from the Synchro macrosimulation analysis, which cannot account for the influence of signalized intersections on unsignalized intersection operations or reflect the effects of queue spillover from adjacent lanes or nearby intersections.
3. The delay is based on the SimTraffic microsimulation analysis and reflects the effects of queuing from upstream intersections.
4. The applicable mobility standards are 0.85 for OR 140 (statewide, freight route in MPO) and 0.95 for OR 99 (district highway in MPO) based on the 1999 Oregon Highway Plan.

**Shaded** results indicate where mobility standards are not met.

Source: Synchro HCM Intersection Analysis Report and SimTraffic microsimulation

Under future baseline conditions, two of the study area intersections would not meet mobility standards:

- The I-5 southbound ramps at OR 99/Willow Springs Road would operate with a v/c ratio of 0.95 and at LOS D during the peak hour for the 2034 RTP Scenario. Moderate queuing in the northbound direction and minimal queuing in the southbound direction are anticipated.
- The estimated v/c ratio of 1.33 for the I-5 northbound ramps at Blackwell Road would exceed the OHP mobility standard as well as the capacity of the intersection. The intersection is expected to exceed the OHP mobility standard within the next five years. However, traffic simulations indicate that average delays for the westbound left-turn movement would average about 11 seconds, which is generally considered acceptable. Simulations also show that queues would remain relatively short, although they would increase delays for vehicles turning right. ODOT's preliminary traffic signal warrants do not support the need for a traffic signal at this location for the next 20 years.

The analysis above assumes the new Blackwell Road/Kirtland Road intersection which is STOP-controlled on the eastbound (Blackwell Road) approach with free-flowing movements on the

northbound (Blackwell Road) and southbound (Kirtland Road) approaches. Future traffic operations analysis indicates that the eastbound left-turn movement would experience some congestion during peak conditions; however, the extent of that congestion depends on how drivers execute the left-turn movement. Some drivers turn left directly into the northbound travel lane while others may be using the center median refuge to execute a “two-stage” left turn. A two-stage turn is made when the eastbound driver at the STOP sign seeks a gap in the southbound traffic and turns left into the median, waits for a gap in the northbound traffic, then pulls into the northbound travel lane. If drivers take advantage of the center median refuge, the forecast v/c could be below 0.50. A survey of driver behavior at this location has not been conducted, so the number of left turns that are executed in the two-stage method is not available.

#### 2.5.4. Future Intersection Operations - GBCVRP Scenario

The GBCVRP Scenario future baseline traffic analysis results are summarized below. Table 4 presents the operational analysis results for all major study area intersections. Figure 8 shows volumes and lane configurations for the GBCVRP Scenario.

**Table 4. Traffic Operations – GBCVRP Scenario – Future Baseline Conditions**

Intersection	Critical Movement <sup>1</sup>	V/C Ratio <sup>2</sup>	LOS <sup>2</sup>	Average Delay <sup>3</sup>	Mobility Standard <sup>4</sup>
<b>Signalized Intersections</b>					
I-5 Southbound Ramps at OR 99/Willow Springs	Overall	1.31	F	266 sec	0.85
<b>Unsignalized Intersections</b>					
Blackwell Road at OR 140(Kirtland/Blackwell Road)	EB L/R	1.67	F	87 sec	0.85
I-5 Northbound Ramps at Blackwell Road (OR 140)	WB L/T/R	> 2.0	F	> 500 sec	0.85
OR 99 at Eric Avenue	WB L/R	0.03	C	52 sec	0.95
OR 99 at Seven Oaks Road	EB L/R	0.06	C	18 sec	0.95

Acronyms: NB = northbound, SB = southbound, EB = eastbound, WB = westbound, L = left-turn movement, T = through movement, R = right-turn movement. Two or more travel movements permitted in one lane group are indicated with a slash.

Notes:

1. At signalized intersections, the critical movement is represented by the overall intersection operations. At unsignalized intersections, the critical movement was identified as the stopped movement with the worst v/c ratio.
2. The v/c ratios and levels of service (LOS) are calculated from the Synchro macrosimulation analysis, which cannot account for the influence of signalized intersections on unsignalized intersection operations or reflect the effects of queue spillover from adjacent lanes or nearby intersections.
3. The delay is based on the SimTraffic microsimulation analysis and reflects the effects of queuing from upstream intersections.
4. The applicable mobility standards are 0.85 for OR 140 (statewide, freight route in MPO) and 0.95 for OR 99 (district highway in MPO) based on the 1999 Oregon Highway Plan.

**Shaded** results indicate where mobility standards are not met.

Source: Synchro HCM Intersection Analysis Report

The results show that, future baseline conditions with the GBCVRP Scenario would significantly worsen at three study area intersections. All three intersections would exceed capacity and mobility standards:

- The I-5 southbound ramps at OR 99/Willow Springs Road would operate with a v/c ratio of 1.31 and at LOS F during the peak hour for the GBCVRP Scenario. Significant queuing on all approaches is anticipated, and southbound queues would interfere with

operations at the northbound ramps. The northbound queues would extend southward through the OR 99 intersections with Eric Avenue and Seven Oaks Road.

- The eastbound Blackwell Road approach to the realigned Kirtland/Blackwell Road (OR 140) is calculated to operate with a v/c ratio of 1.67, with substantial delay and queuing under future baseline conditions with the GBCVRP Scenario.
- The estimated v/c ratio for the I-5 northbound ramps at Blackwell Road would worsen considerably under the GBCVRP Scenario and future baseline conditions. The v/c ratio is expected to exceed 2.0. A review of delay and queuing indicates that LOS F conditions would prevail for the critical westbound left-turn movement on the ramp, and queues would worsen, likely impacting mainline I-5 travel. Traffic simulations support this finding.

### 3. CONCEPT DEVELOPMENT AND ANALYSIS

This section summarizes the development of alternatives to address long-range deficiencies at Interchange 35 and at the Kirtland/Blackwell Road intersection, as well as local street system alternatives to support future development and address access in the vicinity of the interchange. The improvements were developed to meet the identified goals and objectives of this plan, and specifically address issues identified in the problem statement. (Detailed discussions of concept development can be found in Technical Memorandum #5 in Volume 2 of this IAMP.)

Further improvements east of the interchange are identified in the OR 140 Corridor Plan.

#### 3.1. Preliminary Concepts to Address Operational Deficiencies

After evaluating existing and future baseline conditions, an initial list of solutions was created to address operational deficiencies. These solution concepts were to provide an understanding of the diverse range of actions that could be implemented. Concepts initially targeted improvements unique to individual intersections knowing that different combinations of improvements could be paired together.

Three intersections were identified as having deficiencies under either the 2034 RTP Scenario or with the longer-range forecast for the GBCVRP scenario. The concepts considered for each intersection include:

##### I-5 Southbound Ramps (SR) at OR 99/Willow Springs:

- SR Concept 1a - Slip Ramp without Willow Springs Connection
- SR Concept 1b - Flyover Ramp with Willow Springs Connection
- SR Concept 2a - Dual Lefts without Willow Springs Connection
- SR Concept 2b - Dual Lefts with Willow Springs Connection
- SR Concept 3a - Northbound Through without Willow Springs Connection
- SR Concept 3b - NB Through with Willow Springs Connection

##### I-5 Northbound Ramps (NR) at Blackwell Road:

- NR Concept 1 - Left-Turn Lane
- NR Concept 2 - Traffic Signal
- NR Concept 3 - Signal and Left-Turn Lane

##### Blackwell Road (BK) at OR 140 (Kirtland/Blackwell Road):

- BK Concept 1 - Traffic Signal
- BK Concept 2 - Roundabout

Operational analyses were performed at key intersections for some of the concepts to help determine their efficacy in addressing deficiencies. In addition, right-of-way needs, concept resource impacts, and preliminary-level cost estimates were prepared to compare the concepts to each other.

Finally, the preferred alternative was developed by combining the most promising concepts for intersection and local street improvements, as described later in this section.

### **3.2. Local Street System Concepts**

One of the elements of an Interchange Area Management Plan (IAMP) is an access management plan and policy that preserve the functionality of the interchange, protecting its ability to accommodate traffic volumes safely and efficiently into the future. Access to the roads connecting to the interstate system is vital to the adjacent property owners who need access for their businesses and residences. It has also been shown, however, that a proliferation of driveways and minor street intersections near a ramp terminal can drastically increase conflicts, causing operational problems, decreasing the capacity of the intersections, and generally degrading service for all system users.

Several local street system concepts were developed to support future development and address access in the vicinity of the interchange. These concepts would likely be implemented over time as additional interchange improvements are implemented or as future development begins to occur.

On the north side of the interchange, one local network concept was developed by ODOT in cooperation with local property owners for the north side of the interchange through discussions between ODOT staff and local property owners. The north side concept was built around two new parallel streets that connect with Blackwell Road (OR 140) at locations at least ¼ mile north of the interchange ramps.

On the south side of the interchange, four local network concepts were initially developed around the idea of closing the non-conforming Willow Springs Road connection to OR 99 opposite the southbound ramps. Four street network concepts were developed for the area south of the interchange to address this closure. One element of all four concepts is the closure of the Seven Oaks Road rail crossing.

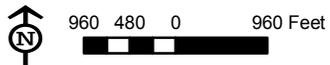
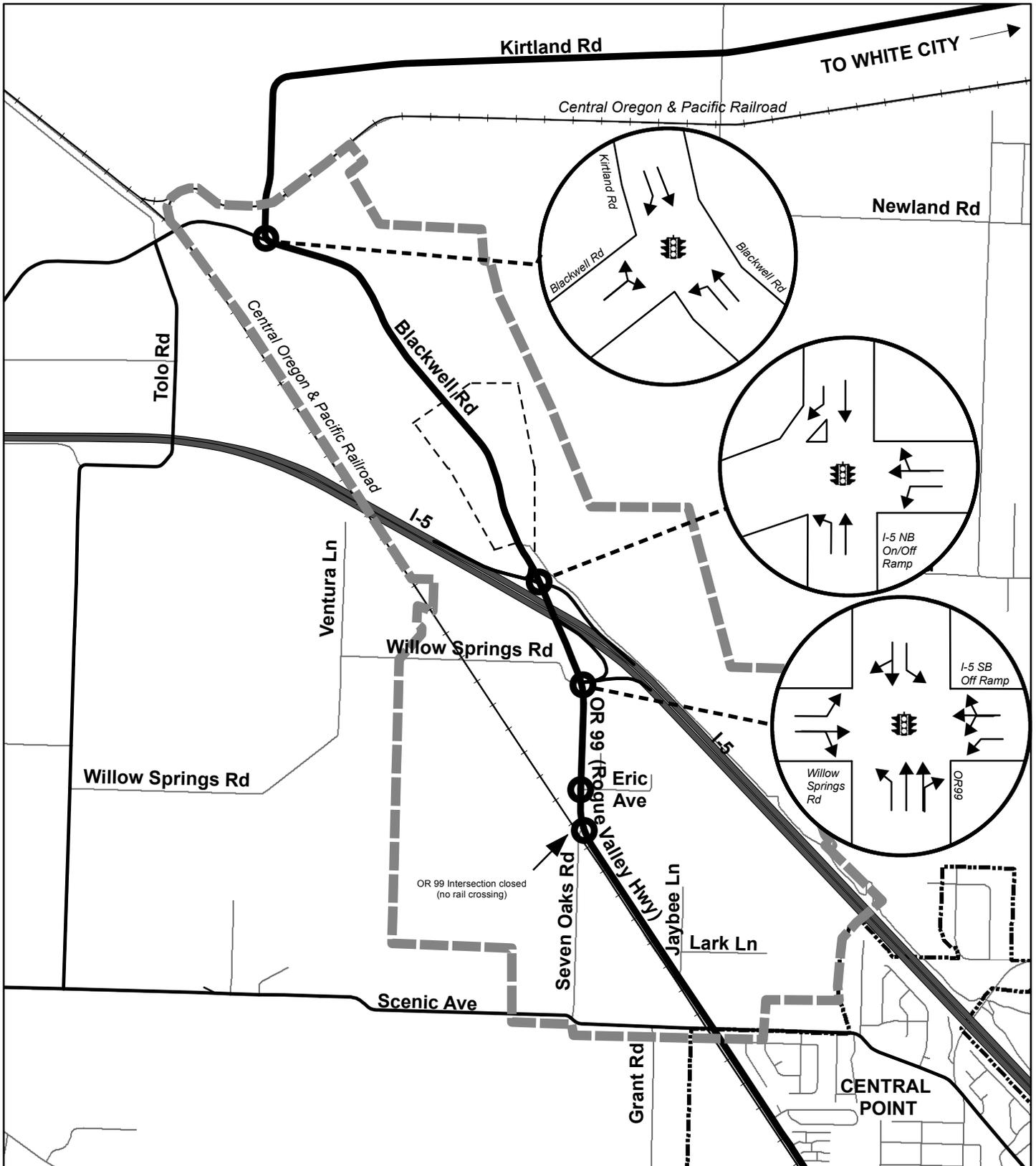
### **3.3. Preferred Alternative**

The Preferred Alternative was developed as a result of screening the intersection and local street network concepts with the City of Central Point. The Preferred Alternative addresses deficiencies at each ramp terminal, the Blackwell/Kirtland Road intersection as well as local street networks, while limiting the impacts to nearby Willow Springs Road.

#### ***3.3.1. Preferred Alternative Improvements***

The improvements that have been incorporated into the Preferred Alternative are intended to address future capacity issues at three of the study area intersections, preserve the functionality of the interchange, and protect its ability to accommodate traffic volumes safely and efficiently into the future. The Preferred Alternative includes elements of the following intersection concepts: SR Concept 3b, NR Concept 3, BK Concept 1. Phased implementation has been identified for some of the improvements.

The proposed improvements are summarized below and are organized by the deficiency or issue they address. Additionally, benefits of the improvement and options for future consideration are also included. Figure 9 shows the proposed improvements. Two of the three preferred alternatives shown have been constructed.



Source: Jackson County GIS

Map Prepared By:



DAVID EVANS  
AND ASSOCIATES INC.

**Legend**

-  IAMP Study Area
-  Central Point UGB
-  Study Intersections
-  Traffic Signal

**Figure 9**

*Preferred Alternative*

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

## I-5 Southbound Ramp Improvements

### *Description:*

- Maintain the Willow Springs Road connection in its current configuration.
- Widen the north leg of intersection to receive two northbound through lanes, tapering to a single lane prior to the bridge structure.
- Restripe to add additional westbound left-turn capacity to the east leg of the intersection (southbound loop off-ramp).
- Restripe/widen south leg of intersection to receive dual westbound left-turn movements from the southbound loop off-ramp and restripe northbound right-turn lane to shared through-right lane.

### *Benefits and Considerations:*

- Operational benefits are similar to installing the slip ramp but without requiring closure of Willow Springs Road which would impact existing businesses.
- Operations would meet OHP mobility standards for the 2034 RTP Scenario and would also meet the Highway Design Manual (HDM) v/c ratios for roadway improvements.
- Operations would be below capacity with the longer term GBCVRP scenario.
- Improvements could be phased.
- Preliminary costs were lower than other alternatives, including the slip ramp with closure of Willow Springs Road.

### *Phasing and Triggers:*

- Phase 1: Construct the extra northbound through lane capacity when overall intersection operations exceed applicable mobility standards. Based on straightline growth between existing and future analysis years, mobility standards will likely be met or exceeded within the next 10 to 15 years.
- Phase 2: Restripe the southbound off-ramp and restripe/widen the south leg of the intersection when the Phase 1 improvements are no longer adequate to meet mobility standards. This is not expected to occur within the next 20 years unless substantial development in the Tolo area occurs.

## I-5 Northbound Ramp Improvements

### *Description:*

- Widen the northbound off-ramp to provide a designated westbound left-turn lane with a minimum storage distance of 200 feet.
- Install a traffic signal.

### *Benefits and Considerations:*

- Queue length on the northbound off-ramp would be reduced by providing extra storage for the left-turning vehicles.
- Improvements could be phased.
- Signal warrants are not currently met at the intersection and may not be met unless substantial development in the Tolo area occurs. (Meeting preliminary signal warrants

does not guarantee placement of a traffic signal; rather, approval of the State Traffic Engineer would be needed.)

- Signal timing can be coordinated between the ramp terminals.
- The OR 140 Corridor Plan may consider widening Blackwell Road to three or more lanes in the future. Coordination will be required. This project has been identified in the Draft 2015 STIP.

*Phasing and Triggers:*

- Phase 1: Construct a left-turn lane when the intersection operations exceed mobility standards or queue lengths along the off-ramp no longer provide safe stopping distance for traffic exiting I-5. Based on straightline growth between existing and future analysis years, mobility standards could be exceeded within the next 5 years. However, with the drop in traffic volumes and slow recovery, standards may not be exceeded for 5 to 10 years.
- Phase 2: Install the traffic signal when warrants are met or when queue lengths along the off-ramp no longer provide safe stopping distance for traffic exiting I-5. This is not expected to occur within the next 20 years unless substantial development in the Tolo area occurs.

## **Blackwell/Kirtland Road (OR 140) Intersection Improvements**

*Description:*

- Investigate striping modifications to facilitate two-stage left turns from the eastbound STOP-controlled approach.<sup>12</sup>
- Install a traffic signal, but no additional lane capacity.

*Benefits and Considerations:*

- Use of the median for two-stage left turns is apparent from tire track patterns visible in the roadway but it is not yet confirmed whether or not restriping to indicate travel movements are legally permitted in the median can be implemented.
- If roadway striping can be modified to encourage the two-stage left-turn maneuver and drivers adjust, sufficient capacity may be available with the current STOP-controlled configuration under the 2034 RTP Scenario.
- Signal warrants are not currently met at the intersection, though preliminary signal warrants indicate that the intersection would meet warrants within the planning horizon. (Meeting preliminary signal warrants does not guarantee placement of a traffic signal; rather, approval of the State Traffic Engineer would be needed.)
- The OR 140 Corridor Plan may consider widening Blackwell Road to three or more lanes in the future. Coordination will be required.

*Phasing and Triggers:*

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<sup>12</sup> This improvement was identified in the OR 140 Corridor Plan Concept Development.

- Phase 1: Modify striping to facilitate the two-stage left turns from the eastbound STOP-controlled approach. This should occur when the crash rate elevates this to a SPIS site, traffic growth warrants, or substantial development in the Tolo area occurs.
- Phase 2: Install the traffic signal when warrants are met. This may occur within the next 20 years especially if substantial development in the Tolo area occurs.

## Local Network Circulation Improvements North of the Interchange

### *Description:*

- Construct a local road parallel and east of Blackwell Road to serve development with connections to Blackwell Road that meet the minimum ¼-mile access spacing from the interchange as well as spacing standards for a statewide freight route (OR 140).
- Construct a local road parallel and west of Blackwell Road to serve development with connections to Blackwell Road that meet the minimum ¼-mile access spacing from the interchange as well as spacing standards for a statewide freight route (OR 140).
- Extend existing Dean Creek Frontage Road to connect with the local road east of Blackwell Road. Coordinate with Jackson County to close or restrict access at the current connection immediately north of the interchange should safety or operational conditions warrant, and upon completion of the eastside local road network that has been accepted for operations by a public agency.
- Orient new driveway connections along these newly created parallel routes north of the interchange.

### *Benefits and Considerations:*

- This north side local street network would meet access management spacing standards and provide a local street network to serve adjacent land use and accommodate the forecast demand.
- This north side local street network concept would generally improve safety by consolidating driveways but it may result in some out-of-direction travel.
- This north side local street network concept could be developed to minimize impacts to properties, developable acreage, and resource lands (until the Tolo area is rezoned).
- This north side local street network concept could impact area resources including, but not limited to, Willow Creek and a potentially eligible historic property.
- Consideration will need to be given to new driveway requests along Blackwell Road before this concept is implemented.
- The OR 140 Corridor Plan may consider widening Blackwell Road to three or more lanes in the future. Coordination will be required.

### *Phasing and Triggers:*

- Construction of the local road network will most likely occur incrementally as adjacent properties develop or redevelop and phasing will depend on development patterns rather than specific volume triggers.

## Local Network Improvements South of the Interchange

### *Description:*

- Maintain Willow Springs Road connection with OR 99 (opposite the southbound ramps).
- Close Seven Oaks Road railroad crossing and connection to OR 99.

### *Benefits and Considerations*

- This concept will not improve access spacing south of the interchange but existing access points are all low volume driveways with little potential to develop to higher trip generators.

### *Phasing and Triggers:*

- Close the Seven Oaks Road railroad crossing and connection to OR 99 when the Twin Creeks railroad crossing is constructed and the Scenic Road railroad crossing and connection to OR 99 is improved. These projects are independent of the IAMP. These projects may require multiple phase funding and may need to be constructed independently.

## OR 140 Corridor Plan Improvements

During development of the IAMP a corridor plan was developed for the OR 140 corridor, extending from the Interchange 35 to a point approximately four miles east of the OR 140 connection with OR 62.

*The OR 140 Corridor Plan recommends the following improvements in the Interchange Management Area:*

- Widen Blackwell Road to three (3) lanes, and provide a setback for five (5) lanes.
- Install a traffic signal at the Kirtland Road intersection with OR 140.
- Install additional roadway delineation, such as textured striping or rumble strips.

For a complete explanation of the recommended improvements, see the OR 140 Corridor Plan.

### **3.3.2. Future (2034) Operations with Preferred Alternatives**

The Preferred Alternative network includes phased improvements at three intersections as well as local street network improvements. The evaluation uses future traffic volumes from the 2034 RTP and GBCVRP land use scenarios to confirm that the combined concepts would address operational deficiencies identified under baseline conditions.

It must be noted that the GBCVRP land use scenario is historic, and that development patterns may not occur precisely as envisioned. Future traffic studies may be needed to determine the exact impact of an individual development, and whether and to what degree any of the preferred alternatives are required to be implemented.

The Preferred Alternative results were compared to the mobility standards set forth in the HDM; however, a design exception can be supported for improvements that meet the OHP mobility targets. The applicable HDM standard for the v/c ratio for statewide freight route is

0.85 and the standard for a district highway is 0.85. The operational results for the Preferred Alternative are presented in Table 5.

The Preferred Alternative results do not include the OR 140 Corridor Plan improvements.

**Table 5. Future Conditions Preferred Alternative Peak Hour Traffic Operations**

Intersection	Critical Movement <sup>1</sup>	2034 RTP Scenario		GBCVRP Scenario	
		V/C Ratio <sup>2</sup>	LOS <sup>2</sup>	V/C Ratio <sup>2</sup>	LOS <sup>2</sup>
I-5 Southbound Ramps at OR 99/Willow Springs					
Phase 1 – Add Northbound Through Lane	Overall	0.71	C	1.00	E
Phase 2 – Add Westbound Left-Turn Lane	Overall	0.59	C	0.90	F
I-5 Northbound Ramps at Blackwell Road (OR 140)					
Phase 1 – Add Westbound Left-Turn Lane	WB L	0.92	F	>2.0	F
Phase 2 – Add Traffic Signal	Overall	0.62	B	0.86	C
BK Concept 1 – Traffic Signal					
Phase 1 – Stripe Two-Stage Left-Turn Lane <sup>3</sup>	EB L	0.46	C	0.56	c
Phase 2 – Add Traffic Signal	Overall	0.46	A	0.58	B
OR 99 at Eric Avenue (No Changes)	WB L/R	0.03	B	0.03	C
OR 99 at Seven Oaks Road (Closed)	--	--	--	--	--

Acronyms: NB = northbound, SB = southbound, EB = eastbound, WB = westbound, L = left-turn movement, T = through movement, R = right-turn movement. Two or more travel movements permitted in one lane group are indicated with a slash.

Notes:

1. At signalized intersections, the critical movement is represented by the overall intersection operations.
2. The v/c ratios and levels of service (LOS) are calculated from the Synchro macrosimulation analysis.
3. The v/c ratio and delay estimate for the two-stage left-turn is dependent on the portion of users that opt to use the median lane to execute left-turns. The range shown reflects high usage to low usage.

**Shaded** results indicate where HDM mobility standard of 0.75 (statewide freight route) or 0.85 (district highway) is not met.

Source: David Evans and Associates, Inc.

When all phases of the identified intersection improvements are implemented, the Preferred Alternative would result in adequate operations for study area intersections. However, there is an operational challenge for the Preferred Alternative, which includes meeting signal warrants at the northbound ramp terminal and at Blackwell/Kirtland Road intersection.

### 3.3.3. Phasing Options

Table 6 summarizes the phased improvements in Preferred Alternative. For each phase, recommendations for timing of the improvements or triggers for the need are identified. Whether or not the phase is contingent upon other phases or development is also identified.

**Table 6. Preferred Alternative (IAMP Improvements) Phasing Summary**

Description	Phase Timing/Trigger
<b>I-5 Southbound Ramp Improvements</b>	
Phase 1: <ul style="list-style-type: none"> <li>Restripe northbound right-turn lane to a through-right lane</li> <li>Widen the north leg of intersection to receive two northbound through lanes, tapering to a single lane prior to the bridge structure.</li> </ul>	<ul style="list-style-type: none"> <li>Implement when traffic volumes increase resulting in substandard operations</li> <li>Estimated need in 10-15 years</li> </ul>
Phase 2: <ul style="list-style-type: none"> <li>Restripe southbound off-ramp (westbound approach) to include one left-turn lane and a shared left-turn/through/right-turn lane</li> <li>Widen/restripe the south leg of the intersection for additional southbound receiving lane capacity</li> </ul>	<ul style="list-style-type: none"> <li>Implement when Phase 1 improvements no longer meet mobility standards or queue lengths on the off-ramp no longer provide safe stopping distance for traffic exiting I-5</li> <li>Not needed in 20-year planning horizon unless the Tolo area begins to develop</li> </ul>
<b>I-5 Northbound Ramp Improvements</b>	
Phase 1: <ul style="list-style-type: none"> <li>Widen northbound off-ramp to add a left-turn lane</li> <li>Retain STOP-control</li> </ul>	<ul style="list-style-type: none"> <li>Implement when traffic volumes increase resulting in substandard operations or when queue lengths along the off-ramp no longer provide safe stopping distance for traffic exiting I-5</li> <li>Estimated need in 5-10 years</li> </ul>
Phase 2: <ul style="list-style-type: none"> <li>Install traffic signal</li> </ul>	<ul style="list-style-type: none"> <li>Implement when traffic signal warrants are met or when queue lengths along the off-ramp no longer provide safe stopping distance for traffic exiting I-5</li> <li>This is not expected to occur within the next 20 years unless substantial development in the Tolo area occurs.</li> </ul>
<b>Kirtland/Blackwell Road Improvements</b>	
Phase 1: <ul style="list-style-type: none"> <li>Restripe median on north side of intersection to encourage two-stage left-turn from eastbound STOP-controlled approach</li> </ul>	<ul style="list-style-type: none"> <li>Implement when traffic volumes increase resulting in substandard operations, or when the crash rate results in this becoming a SPIS site.</li> </ul>
Phase 2: <ul style="list-style-type: none"> <li>Install traffic signal</li> </ul>	<ul style="list-style-type: none"> <li>Implement when traffic volumes increase resulting in substandard operations and traffic signal warrants are met.</li> </ul>
OR 140 Corridor Plan*: <ul style="list-style-type: none"> <li>Widen to provide a 3-lane rural section (with setbacks for 5 lanes) and modify curves for higher design speed</li> </ul>	<ul style="list-style-type: none"> <li>Implement when crash rates, traffic growth, or development of the CP-1B area warrants.</li> </ul>
OR 140 Corridor Plan*: <ul style="list-style-type: none"> <li>Install additional roadway delineation such as textured striping or rumble strips</li> </ul>	<ul style="list-style-type: none"> <li>Implement when there occurs a pattern of run-off-the-road crashes.</li> </ul>

\*See the OR 140 Corridor Plan for a detailed description of the improvement and analysis.

### 3.3.4. Cost Estimates

Cost estimates were developed for the Preferred Alternative. These estimates were broken out by the location of the deficiency being addressed by the improvements. Phasing of these improvements, where identified, would assist with funding limitations and allow improvements to be made as they are needed, in response to growth and development in the area. Estimates

are preliminary and include engineering and construction. The estimates include a contingency factor but do not include right-of-way costs, and may change as the design is refined. In addition, the estimates do not account for utility costs or the potential costs of environmental analyses or environmental mitigation. Cost estimates are shown in Table 7.

**Table 7. Preferred Alternative Preliminary Cost Estimates**

Concept	Cost (2011 \$)	ODOT	County	City	Private
I-5 Southbound Ramp at OR 99 Improvements	\$1,200,000	Whether and to what degree the state, County, City, or private development contributes to improvements will need to be determined as traffic volumes increase or safety conditions warrant. Cost allocations based on development will need to be negotiated at the time of improvement.			
I-5 Northbound Ramp at Blackwell Road (OR 140) Improvements	\$1,100,000				
Blackwell/Kirtland Road Intersection Improvements	\$500,000				
Local Street Network Enhancements North of the Interchange	\$6,800,000				
Local Street Network Enhancements South of the Interchange	\$50,000				
<b>TOTAL</b>	<b>\$ 9,650,000</b>				

## 4. MANAGEMENT STRATEGIES

An integral part of the IAMP process is providing a strategy and plan to protect the function of the interchange and its influence area. Management actions can extend the life of the interchange and provide for incremental implementation of Interchange 35 area improvements, allowing individual components to be funded and built when needed. Given the funding constraints and statewide demand for interchange improvements, it will likely require several years for ODOT, The Rogue Valley Metropolitan Planning Organization, Jackson County, and the City of Central Point to develop a funding package and construct all the improvements recommended in the IAMP.

### 4.1. Access Management Plan

Access management is an essential tool for protecting the operation of interchange, access to and from the interchange, and maintaining capacity, traffic flow, and safety in the vicinity of the interchange. Implementation of access management measures has the effect of protecting the public investment in an interchange and enabling it to accommodate traffic volumes safely and efficiently into the future while ensuring circulation necessary for good access to the freeway. The IAMP acknowledges the vital need of adjacent and nearby property owners to maintain roadway access to their businesses and residences. However, driveways and minor street intersections near a freeway ramp terminal can increase conflicts, causing operational problems, reducing the capacity of the intersections, and generally degrading service for all system users. Hence, the IAMP must balance the competing needs for compatible land uses, private access, and the function of the transportation system.

This access management measures for this IAMP form an **Access Management Plan**, which represents medium-/long-term measures that may be triggered as land use changes occur (new development or redevelopment), as future improvements are implemented, or as safety and operational issues arise. It includes access management actions that can be taken by ODOT, and Jackson County and the City of Central Point to protect the facilities.

#### 4.1.1. Access Management Plan and Enhanced Local Network

The IAMP calls for local street network enhancements to the north and south of the interchange. This new configuration will greatly increase the distance between the access points and the ramp terminals, thus reducing access conflicts and improving safety at the Interchange 35. Figure 10 shows the IAMP improvements and ¼-mile influence area for the interchange, excluding ODOT right-of-way.

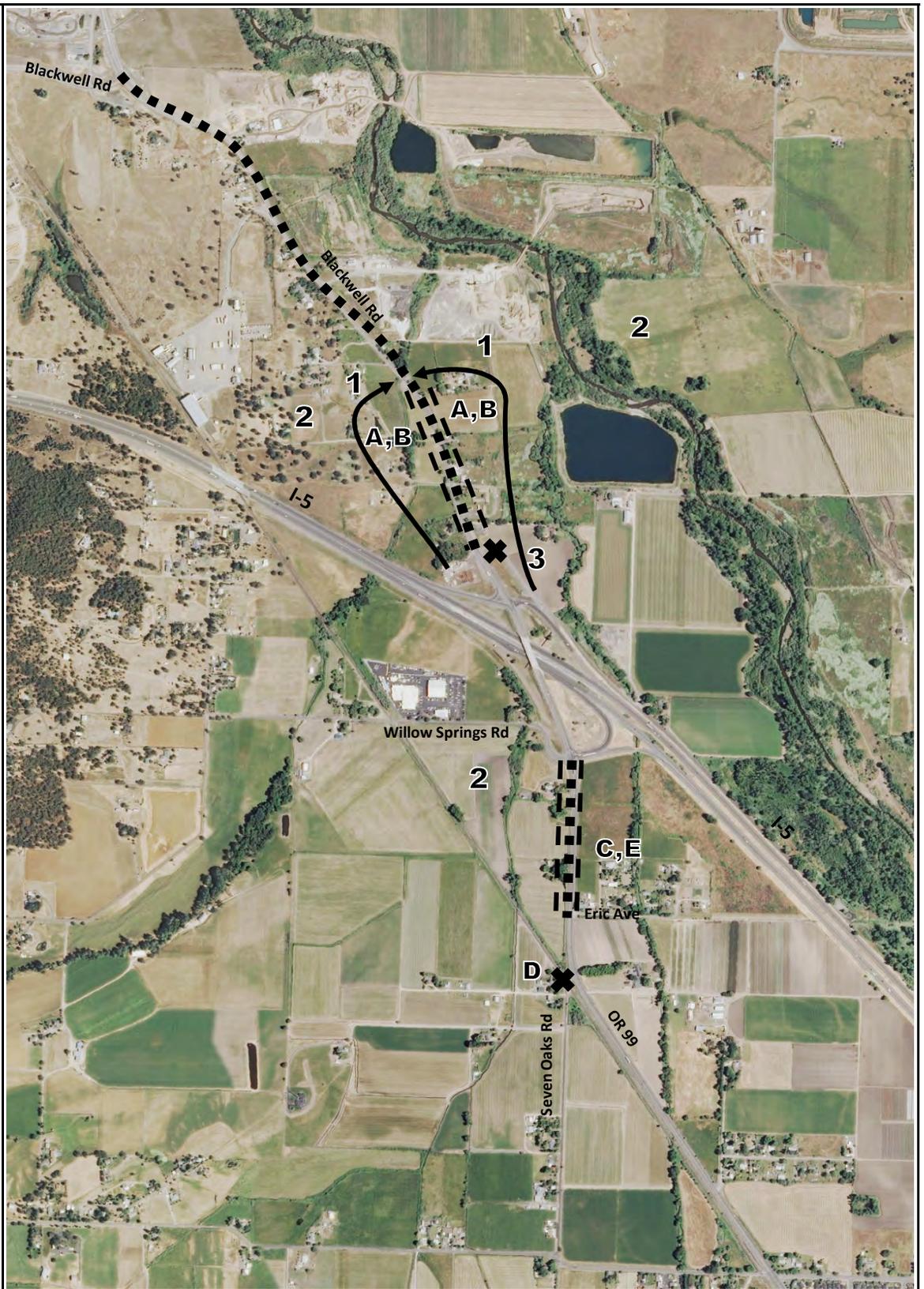
A draft concept plan for a frontage road was developed and is contained in Volume 2. Although the nature and pace of development may require changes, the concept frontage road plan provides a snapshot of what ODOT believes will be required as congestion and safety issues occur.

**Access Management Measures:**

- A. Consolidate/close driveways along Blackwell Road (between the northbound ramp terminal and ¼ mile north) as properties redevelop and alternative access becomes available
- B. Limited/no new access to Blackwell Road between the northbound ramp terminal and the Blackwell/Kirtland intersections
- C. Consolidate/close driveways along OR 99 (between the southbound ramp terminal and Eric Avenue) as properties redevelop and alternative access becomes available
- D. Close access from OR 99 to Seven Oaks Road and Railroad crossing
- E. Limited/No new access to OR 99 between the southbound ramp terminal and Eric Avenue

**Enhance Local Street Network:**

- 1. Develop a local road network north of the interchange to the east and west of Blackwell Road to provide access to undeveloped parcels as well as developed parcels adjacent to Blackwell Road
- 2. New developments north of the interchange should be accessed via a network of new streets linked to Blackwell Road
- 3. Extend and reroute the existing Dean Creek Road north ¼ mile



Prepared By:  
  
 DAVID EVANS  
 AND ASSOCIATES INC.

**Legend**

-  Access consolidation/closure
-  New street connections
-  Limited/no new direct access
-  Close Access/RR Crossing



**Figure 10**  
 Access Management Plan and  
 Enhanced Local Street Network  
 I-5 Interchange 35 (Seven Oaks)  
 Interchange Area Management Plan

### 4.1.2. Access Management Actions

The following actions are recommended as part of the IAMP and will be included in local TSPs when adopted:

- Construct a local road parallel and east of Blackwell Road to serve development with connections to Blackwell Road that move toward meeting a ¼-mile access spacing from the interchange as well as spacing standards for a statewide freight route (OR 140). However, meeting the ¼-mile access spacing from the interchange may be neither feasible or necessary and the exact location of the access will need to be determined as part of a collaborative effort between ODOT, Jackson County and property owners.

*The local road network will be developed in increments as property is developed .*
- Construct a local road parallel and west of Blackwell Road to serve development with connections to Blackwell Road that move toward meeting a ¼-mile access spacing from the interchange as well as spacing standards for a statewide freight route (OR 140). However, meeting the ¼-mile access spacing from the interchange may be neither feasible or necessary and the exact location of the access will need to be determined as part of a collaborative effort between ODOT, Jackson County and property owners.

*The local road network will be developed in increments as property is developed .*
- Extend existing Dean Creek Frontage Road to connect with the new local road east of Blackwell Road. Coordinate with Jackson County to identify an alternative access for the current connection immediately north of the interchange should operational or safety issues warrant.

*Extension should occur concurrently with adjacent development and should be coordinated with other network improvements.*
- Orient new driveway connections along these newly created parallel routes north of the interchange.

*Modifications to driveways may occur with construction of local network improvements or as properties redevelop.*
- Close the Seven Oaks Road connection to OR 99.

*Closure should occur when the Twin Creeks railroad crossing is constructed and the Scenic Road railroad crossing and connection to OR 99 is improved. These projects are independent of the IAMP.*

In addition to these specific actions, driveway consolidation or closure within ¼-mile of the interchange should be considered as properties in the vicinity of the interchange are either developed or redeveloped.

### 4.2. Transportation Demand Management Measures

Transportation Demand Management (TDM) measures are designed to reduce vehicle demand, especially for commuter trips in the peak periods. Goals and policies of the State of Oregon, the

Rogue Valley Metropolitan Planning Organization (RVMPO), Jackson County, and the City of Central Point contain provisions that embrace TDM measures.

TDM measures include strategies that shift modes like carpooling, vanpooling, transit, bicycling, and walking programs; strategies that shift trips to non-peak periods, such as flexible work schedules and off peak shifts; and telecommuting, which eliminates trips. TDM strategies are most effective in areas with high concentrations of employment and where a robust transit system exists. Generally, the strategies are easiest to implement where there are large employers or where a transportation management association (TMA) has been established to pool the efforts of many smaller employers. The Rogue Valley TMA, encompassing the Medford metropolitan area (including the City of Central Point) was established in 2002 but has been inactive in recent years. Funds for the program are identified in the RTP and are programmed in the current Metropolitan Transportation Improvement Program (MTIP). The funding would come from a Congestion Mitigation and Air Quality grant.

The current low density development in the vicinity of Interchange 35 does not support many TDM measures; however, with development of the Tolo area, as identified in the GBCVRP, some TDM strategies should be considered for implementation as development occurs in the vicinity of the interchange.

### **4.3. Transportation System Management Measures**

Transportation System Management (TSM) measures are designed to make maximum use of existing transportation facilities. A number of TSM measures have been included in the preferred alternative including traffic control, restriping, and additional turn lanes needed to address future operational deficiencies at the interchange. Traffic signal optimization and coordination between signals were assumed for the future analysis of the interchange study area.

Facility management measures, such as ramp meters, preferential lanes, and signal priority, will not likely be considered at Interchange 35 in the short term since freeway congestion is not expected to be a concern in 2030. If I-5 should become congested in the future, metering of interchange ramp terminals throughout the Rogue Valley region may become necessary.

In addition to these TSM measures, coordination with the Rogue Valley Intelligent Transportation Systems (RVITS) plan is recommended. Completed in 2004, the RVITS plan is a 20-year plan that identifies advanced technologies and management techniques that can relieve traffic congestion, enhance safety, provide services to travelers, and assist transportation system operators in implementing suitable traffic management measures.

### **4.4. Summary of Recommended Actions**

The implementation of the Interchange 35 IAMP will require the following actions by ODOT, Jackson County, and the City of Central Point.

## ODOT Actions

- Coordinate with Jackson County and the City of Central Point to plan for local road improvements to maintain and enhance access and protect the operation of the interchange as development occurs.

*Improving the local street network in the vicinity of the interchange is essential to maximizing the life of Interchange 35. To the north, two new streets that parallel Blackwell Road (OR 140) and the rerouting of Dean Creek Frontage Road to the east are identified. To the south, a new local network may be needed for the closure of the Seven Oaks Road railroad crossing. Local street development will be incremental, as properties are developed.*

- Apply TSM measures when adding new traffic signals to the state highway or local road network in the vicinity of the interchange.

*Signal interconnect, coordination, and optimization should be included when future signals (Interchange 35 north ramp terminal and Blackwell/Kirtland Road) are designed and constructed.*

- Include Interchange 35 in the implementation of the RVITS Plan.

*Interchange 35 should be included in the implementation of the RVITS Plan, and ramp metering should be considered at Interchange 35 as part of the long-term management of the freeway system. The ultimate decision about the deployment of ramp metering and other ITS measures would belong to ODOT, but would benefit from the cooperation of Jackson County and the City of Central Point.*

- Encourage the use of and incorporate by reference ODOT Practical Design policies and guidelines by all agencies.

## Jackson County Actions

- Require the improvement of the local street network by future development to support future development and address access in the vicinity of the interchange and coordinate the planning, design, and construction of these improvements with ODOT and the City of Central Point.

*Improving the local street network in the vicinity of the interchange is essential to maximizing the life of Interchange 35. To the north, two new streets that parallel Blackwell Road (OR 140) and the rerouting of Dean Creek Frontage Road to the east are identified. To the south, no new local network is needed for the closure of the Seven Oaks Road railroad crossing.*

*Local street development will be incremental, as properties are developed.*

- Consider and Implement, as needed, TDM strategies in coordination with ODOT and the City of Central Point for the local road network in the vicinity of the interchange.

*TDM strategies that encourage the use of carpools, vanpools, bicycling, and walking should be continued. Reactivation of the Transportation Management Association (RVTMA) should be pursued to promote travel options, coordinate shared rides, obtain*

*grants, advocate for transit service, and provide incentives to participants. Jackson County and the City of Central Point may wish to establish a mechanism by which employers of a certain size are required to participate in a TMA, or provide incentives to employers who choose to participate in a TMA.*

- Approve and adopt the IAMP.

*GBCVRP Performance Indicator 2.9.1 CP-1B requires that, prior to the expansion of the Central Point Urban Growth Boundary into the CP-1B area, ODOT, Jackson County, and the City of Central Point shall adopt an Interchange Area Management Plan (IAMP) for the Seven Oaks Interchange Area.*

### City of Central Point Actions

- Coordinate with ODOT and Jackson County, as applicable, the planning and design of improvements to the local street network to support future development and address access issues in the vicinity of the interchange.

*Improving the local street network in the vicinity of the interchange is essential to maximizing the life of Interchange 35. To the north, two new streets that parallel Blackwell Road (OR 140) and the rerouting of Dean Creek Frontage Road to the east are identified. To the south, no new local network is needed for the closure of the Seven Oaks Road railroad crossing. It is anticipated that Jackson County will maintain ownership and control of the Dean Creek Frontage Road and access.*