

# White City Transportation System Plan

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# White City Transportation System Plan

Jackson County, Oregon

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# Table of Contents

<b>Executive Summary .....</b>	<b>iii</b>
<b>Section 1            Introduction.....</b>	<b>2</b>
1.1    Overview.....	2
1.2    Study Area .....	2
1.3    Public Involvement .....	4
1.4    TSP Organization and Methodology .....	4
<b>Section 2            Plan and Policy Review .....</b>	<b>7</b>
2.1    Introduction.....	7
2.2    Documents Reviewed .....	7
2.3    Summary of Policy and Plan Review .....	8
2.4    Ongoing planning processes .....	10
<b>Section 3            Technical Background and Needs Analysis.....</b>	<b>13</b>
3.1    Introduction.....	13
3.2    Road System .....	13
3.3    Public Transit Service .....	16
3.4    Bicycle and Pedestrian System .....	16
3.5    Air System .....	20
3.6    Rail System .....	20
3.7    Marine System .....	20
3.8    Pipeline / Transmission Systems .....	20
<b>Section 4            Goals and Policies .....</b>	<b>23</b>
4.1    Livability.....	23

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4.2	Modal Components .....	25
4.3	Integration .....	33
<b>Section 5</b>	<b>Transportation System Plan .....</b>	<b>40</b>
5.1	Introduction.....	40
5.2	Street System Plan .....	40
5.3	Public Transportation Plan.....	62
5.4	Pedestrian and Bicycle Plan.....	64
5.5	Rail Plan.....	65
5.6	Air, Marine, and Pipeline Plans .....	65
<b>Section 6</b>	<b>Transportation Financing Plan .....</b>	<b>67</b>
6.1	Urban renewal transportation project financing .....	67
6.2	Transportation Planning Expenses.....	68
6.3	Estimate of Capital Project Revenue Through 2023.....	69
6.4	Transportation Improvement Projects.....	69
<b>Section 7</b>	<b>Transportation Planning Rule Compliance.....</b>	<b>74</b>
<b>Section 8</b>	<b>Glossary of Terms and Acronyms .....</b>	<b>86</b>

## List of Figures

Figure 1-1	Study Area Map .....	3
Figure 3-1	Roadway and Intersection Needs .....	15
Figure 3-2	Bike Facilities and Sidewalk Needs .....	19
Figure 4-1	White City Neighborhood Core .....	28
Figure 5-1	Functional Classification Plan .....	43
Figure 5-2	Urban Arterial and Major Collector Street Design Standards .....	44
Figure 5-3	Urban Minor and Industrial Collector Street Design Standards .....	45
Figure 5-4	Urban Local Street Design Standards .....	46
Figure 5-5	Planning Project Areas .....	53
Figure 5-6	Street Improvement Plan .....	55
Figure 5-7	Transit System Plan .....	63

## List of Tables

Table 3-1	Intersection Capacity and Safety Needs Summary .....	14
Table 5-1	White City Functional Classification Descriptions .....	41
Table 5-2	White City Street Standards and Specifications .....	47
Table 5-3	Street Improvement Projects .....	54
Table 6-1	Planning Project Costs .....	68
Table 6-2	Transportation Improvement Projects .....	71
Table 7-1	TPR Requirements and the 2003 (Draft) Jackson County Land Development Ordinance (LDO) .....	75

# Preface

This project was funded by the Oregon Department of Transportation and Jackson County. This document does not necessarily reflect the views or policies of the State of Oregon.

The progress of this Transportation System Plan (TSP) was guided by the Jackson County Roads & Parks Department, the White City Planning Commission, the Jackson County Planning Commission, Technical Advisory Committee (TAC), and the Consultant Team identified below. In addition, the Rogue Valley Council of Governments conducted the public involvement process in support of the TSP with the help of Jackson County Urban Renewal funds.

## **Jackson County Management Team**

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## **Technical Advisory Committee (TAC)**

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Kim Parducci City of Medford	Mark Gallagher City of Medford
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Ken Johnson Fire District #3	Maynard Hadley White City Planning Commission

The Technical Advisory Committee members and White City Planning Commission devoted a substantial amount of time and effort to the development of the White City Transportation System Plan (TSP), and their participation was instrumental in the development of the recommendations that are presented in this report. The Consultant Team and Management Team believe that White City's transportation system will be better because of their commitment.

## **Consultant Team:**

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## Executive Summary

# Executive Summary

The White City Transportation System Plan (TSP) was initiated in 2000 by Jackson County, in partnership with the Oregon Department of Transportation (ODOT). The process was undertaken in anticipation of future incorporation of White City, and in conjunction with a parallel process for the County's TSP. The White City TSP will guide the management and development of appropriate transportation facilities within White City. It was developed to support White City's vision for transportation services and facilities, while remaining consistent with state, county, and regional plans. This plan provides White City with the necessary elements to be adopted as the transportation element of its Comprehensive Plan. This plan also provides ODOT, the Rogue Valley Council of Governments (RVCOG), and other agencies with recommendations that can be incorporated into their respective planning efforts.

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

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

The TPR requires that alternative travel modes be given equal consideration with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance regulations to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment and institutional areas. These planning efforts must be well coordinated with applicable county, regional, and state transportation plans.

In addition to addressing the policies and requirements outlined in the statewide Transportation Planning Rule, the White City TSP process was heavily coordinating with the Rogue Valley Council of Government (RVCOG) Regional Transportation Plan (RTP), which covers the urban core of Jackson County, including the entire White City Urban Unincorporated Community Boundary (WCUUCB).

## TSP PROCESS

The White City TSP was developed through a process that (1) reviewed and updated the community's current transportation policies, (2) identified transportation needs, (3) developed and analyzed potential projects addressing those needs, and (4) developed a financial plan containing the projects that best address the community's needs within the limits of the funding expected to be available during the next 20 years. The following steps were involved in this process:

- Reviewing state, county, and regional transportation plans and policies with which the White City TSP must either comply or be consistent.
- Facilitating public open houses to provide project information to, and gather feedback from, the public at key points during the TSP development process; establishing project advisory committees; and, developing transportation plan goals and objectives.
- Evaluating existing transportation needs.
- Evaluating transportation needs in the year 2023, if growth occurs as expected, but no transportation improvements are made other than those already funded.
- Developing, modeling, and analyzing alternative transportation improvement packages to address White City’s future transportation needs.
- Estimating the revenue available for transportation capital projects through the year 2023, assuming no increase from current funding levels.
- Developing a prioritized, financially constrained, consultant-recommended alternative with projects that meet the community’s goals and objectives.
- Modifying the consultant-recommended alternative, based on County staff, public, and advisory committee input, to develop the preferred alternative that forms the heart of this TSP.
- Developing a list of unfunded priority projects, in the event that additional transportation funding becomes available in the future.
- Auditing the County’s new Land Development Ordinance for compliance with TPR and for implementation of the TSP policies. Ordinance changes are provided for identified deficiencies and suggestions are provided for improved ordinance performance.
- Compiling the results of this work into this TSP document, for review and adoption by the Jackson County Board of Commissioners. If White City were to incorporate in the future, White City’s City Council would take over responsibility for the TSP at that point in time.

## TRANSPORTATION SYSTEM PLAN

The “Goals and Policies” and “Transportation System Plan” chapters of this document (Chapters 4 and 5) contain the majority of the material that will form the transportation element of White City’s comprehensive plan. The preferred alternative at the heart of this plan balances White City’s transportation needs with available resources. Projects are prioritized based on need and when funding is expected to be available.

The TSP chapter includes the following elements:

- Transportation goals and policies;
- A street system plan, including functional classifications and representative street cross-sections;
- Pedestrian and bicycle plans that identify the locations of future facilities;

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

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

Section 1

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Introduction

# Introduction

## 1.1 OVERVIEW

State of Oregon planning rules require that a city's Transportation System Plan (TSP) be based on the current comprehensive plan land use map. Because White City was not incorporated at the time this study was undertaken, the TSP is based on the results of concurrent land use planning efforts for the area within the White City Urban Unincorporated Community Boundary (WCUUCB). The TSP provides a transportation system that accommodates the expected 20-year growth in population and employment that will result from expected development in accordance with the land use plan.

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

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

This TSP includes a transportation financing plan that helps identify future unfunded transportation needs and potential revenue sources. The TPR requires that alternative travel modes be given equal consideration with the automobile, and that reasonable effort be applied to the development and enhancement of the alternative modes in providing the future transportation system. In addition, the TPR requires that local jurisdictions adopt land use and subdivision ordinance regulations to protect transportation facilities and to provide bicycle and pedestrian facilities between residential, commercial, and employment and institutional areas. These planning efforts must be well coordinated with applicable county, regional, and state transportation plans.

## 1.2 STUDY AREA

Figure 1-1 shows a map of the White City Urban Unincorporated Community Boundary (WCUUCB) and the immediate surrounding vicinity. This boundary establishes the study area for the White City TSP. The TPR generally limits the study of roadways and intersections to those with the highest classifications—collectors and arterials—as well as state highways. However, local street issues such as street connectivity, design standards, and safety issues are also discussed to provide a well connected system.

# Figure 1-1 Study Area Map

### 1.3 PUBLIC INVOLVEMENT

The Technical Advisory Committee (TAC) guided the planning process for the TSP. The TAC was made up of representatives from relevant local, state, and federal agencies, transportation providers, RVCOG, and the Jackson County Fire District #3. A full list of the TAC is provided in the plan's preface. The TAC was responsible for reviewing the technical aspects of the TSP and developing draft the TSP from a policy perspective. This work included reviewing the TSP goals and policies and the transportation project evaluation criteria.

In addition to the TAC, several public involvement programs were used to inform White City citizens and businesses about the TSP project goals and process, obtain information from the community on transportation issues and concerns, incorporate community feedback into the TSP, and review TSP products and receive comments. RVCOG led two key pieces of the public involvement program: preparing and distributing newsletters in January 2002 and March 2003, and conducting open houses at key points during the development of the TSP.

Several work sessions with the White City Planning Commission focused exclusively on the TSP. These work sessions focused on topics such as street standards, maintenance of planter strips, plan amendment policies, etc. The TSP development has included presentations on the TSP to local community groups. Additional public involvement will continue through final plan development and adoption.

### 1.4 TSP ORGANIZATION AND METHODOLOGY

The development of the White City Transportation System Plan began with a review of the county, regional, and statewide plans and policies that guide land use and transportation planning in White City. The reviewed documents are listed and briefly summarized in **Section 2** of this plan. Goals and policies for the TSP, as developed by the TAC, Jackson County planning staff, and the White City Planning Commission are presented in **Section 4**.

A technical analysis of existing transportation facilities was performed, which allowed for an objective assessment of the system's existing physical characteristics, operational performance, safety, and general function. Upon completion of the existing conditions analysis, the focus of the project shifted to forecasting future travel demand and the corresponding long-term future transportation system needs. The development of long-term (year 2023) transportation system forecasts was based on population growth forecasts for White City. There was extensive coordination with Jackson County, RVCOG, and ODOT's Transportation Planning Analysis Unit (TPAU) in developing the forecast traffic conditions.

The combination of the existing and future conditions analyses revealed the transportation deficiencies addressed by the TSP in the form of project alternatives. Based on comments received from County staff, ODOT, local residents, and the TAC, a preferred plan was developed that reflected a consensus on the elements to be incorporated into White City's long-term transportation system. The analyses of existing and future conditions and the project alternatives are summarized in **Section 3**.

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

**Section 6**, Transportation Financing Plan, provides an analysis and summary of the alternative funding sources available to pay for the identified transportation system improvements. **Section 7**, Transportation Planning Rule Compliance, lists the TPR's requirements and identifies how the White City TSP satisfies each criterion.

Finally, **Section 8**, Glossary of Terms and Acronyms provides the list and the description of the terms and acronyms used in the document.

The detailed technical memoranda that were developed during the TSP process are provided in a companion *Background Document*.

## Section 2

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### Plan and Policy Review

# Plan and Policy Review

## 2.1 INTRODUCTION

This section summarizes the plans and policies at the state, regional, and county levels that directly impact transportation planning in White City. Although each document reviewed contains many policies, only the most pertinent policies and information are summarized here. This review provides a policy framework for the White City TSP process. A more detailed discussion of the plan and policy review is provided in Technical Memorandum #2wc, which is included in the TSP's *Background Document*.

## 2.2 DOCUMENTS REVIEWED

Several jurisdictions own, manage, plan for, and/or operate the transportation facilities serving White City. The Oregon Department of Transportation (ODOT), which has jurisdiction over the state highway system, has developed statewide plans for specific transportation modes, a statewide transportation improvement program, and specific area studies. The Rogue Valley Council of Governments (RVCOG) staffs the Metropolitan Planning Organization (MPO) which is responsible for regional planning and allocation of federal transportation funds in the Medford-Ashland urban area. The Rogue Valley Transportation District (RVTD) is the major public transportation provider. Jackson County has developed a large number of relevant planning documents, including the existing comprehensive plan and the White City Unincorporated Community Plan. White City is also in an Urban Renewal district, and the plan for this urban renewal district includes many transportation improvement projects.

The following sections list the major documents reviewed during the development of the TSP.

### State/ODOT

- Transportation Planning Rule
- Oregon Transportation Plan
- 1999 Oregon Highway Plan
- 2004-2007 draft Statewide Transportation Improvement Program
- Draft 2001 Oregon Rail Plan
- Executive Order No. EO-00-07, Development of a State Strategy Promoting Sustainability in Internal State Government Operations
- Executive Order No. EO-00-23, Use of State Resources to Encourage the Development of Quality Communities
- ODOT Access Management rules (OAR 734-051)
- Oregon Bicycle and Pedestrian Plan
- Oregon Aviation Plan
- Freight Moves the Oregon Economy

**RVCOG**

- 2001-2023 Regional Transportation Plan
- Highway 62 Corridor Solutions Project – North Medford Interchange Draft Environmental Assessment
- Draft Report on Rural & Community Transportation Options (The Job Council Project)
- Crater Lake Highway Transportation and Land Use Study
- Regional Freight Study

**RVTD**

- Transit Oriented Design (TOD) and Transit Corridor Development Strategies for the Rogue Valley Transportation District – Final Report

**Jackson County**

- Jackson County Comprehensive Plan
- Jackson County Land Development Ordinance
- Jackson County Road System Plan
- Jackson County Road Improvement Projects
- Jackson County Standards & Specifications for County Roads
- Rogue Valley International-Medford Airport Master Plan
- Rogue Valley International-Medford Airport Environmental Assessment
- Jackson County Bicycle Master Plan
- Urban Unincorporated Community Plan for White City, Oregon, Phase 1
- Urban Growth Boundary Management Agreements
- White City Urban Renewal Program Plan

**2.3 SUMMARY OF POLICY AND PLAN REVIEW**

The documents reviewed for this project were relevant to the TSP process in varying degrees. The TSP has been developed to be consistent with adopted plans and policies. Changes to existing plans, and new plans developed for White City, may need to be incorporated into the TSP in the future. Some of the key documents and elements from this review are described below.

In April 1991, the Land Conservation and Development Commission (LCDC), with the concurrence of ODOT, adopted the **Transportation Planning Rule** (TPR), OAR 660 Division 12. The TPR requires all cities to prepare and adopt a TSP. The TPR identifies specific requirements for the TSP. Therefore, review of and compliance with the TPR was integral to the White City TSP process.

The **Oregon Transportation Plan** is a policy document developed by ODOT in response to federal and state mandates for planning for the future of Oregon's transportation system. It recognizes the need to integrate all modes of transportation and encourages use of the mode that is the most appropriate for each type of travel. The Plan defines goals, policies, and actions for the state for a 40-year period. The Plan's System Element identifies a coordinated multimodal transportation system, to be developed over a 20-year period, to implement the Plan's goals and policies.

The **1999 Oregon Highway Plan (OHP)** is one modal element of the Oregon Transportation Plan. The OHP outlines policies and strategies to guide the Highway Division's operating and fiscal activities. The **Oregon Access Management Rules (OAR 734-051)** govern the issuance of permits for public and private accesses onto state highways. The rules affect all roadways under state jurisdiction within White City. For consistency, local access management rules should be updated to be consistent with the state rules in the vicinity of intersections and interchanges with state highways. The rules promote the protection of emerging development areas, rather than the retrofit of existing built-up roadways, and include spacing standards for the different types of state highways. The access management rules also include provisions for commercial centers, urban business areas, and special transportation areas discussed in the OHP.

The **Jackson County Comprehensive Plan** contains a Transportation Element that addresses policy guidance for the multimodal transportation needs in the county for the next 20-25 years. The Transportation Element provides findings, policies and implementation measures intended to maintain and improve the County's transportation system. According to the Comprehensive Plan, the transportation issues facing Jackson County are those of a small metropolitan area serving a larger, more rural region, such as the required travel distance among trip generators in the County. An updated County TSP developed in parallel with this White City TSP will become the Comprehensive Plan's new Transportation Element.

The **Jackson County Road System Plan** includes sections describing the plan's purpose and goals; background information on roads in Jackson County; road conditions, inventories, and functional classifications; road maintenance and improvement strategies; modernization needs; funding sources; and a capital improvements plan.

The **Statewide Transportation Improvement Program** identifies the transportation projects that the state will fund over a four-year program. The program is updated every two years. The projects include roadway and transit projects, as well as funding for a variety of ongoing state, regional, and county programs. Additional small projects within White City could be funded through one of these programs, although they would not be specifically called out in the STIP. The next update of the STIP, 2004-2007, is still in draft form.

The **Interim Regional Transportation Plan Update 2000-2020 (RTP)** and, later, the **2001-2023 Regional Transportation Plan** (adopted April 2002), provide multimodal transportation improvements planned to meet anticipated 20-year transportation needs within the greater Medford-Ashland metropolitan area. The RTP examines the expected population and employment growth within its planning area and how different modes of transportation should function together for an efficient future transportation system. The RTP serves as the regional transportation system plan required by the Transportation Planning Rule. The RTP is relevant for the Rogue Valley Metropolitan Organization Planning Area, which includes White City and surrounding urbanizing areas. The RTP adopted seven alternative measures to meet the state's TPR requirement to reduce VMT over the 20-year planning period.

The **Oregon Bicycle and Pedestrian Plan** provides guidance to local jurisdictions for developing safe, connected bicycle and pedestrian systems. The plan includes two major sections: (1) policies and implementation strategies, and (2) design, maintenance, and safety information. This document was used to help develop criteria and general guidelines for bicycle and pedestrian facilities for the White City TSP. The **Jackson County Bicycle Plan** identified additional bicycle needs and planned projects.

The **Oregon Aviation Plan** identifies a primary state aviation system and system needs. The plan recommends policies to guide the state in protecting, maintaining, and developing the airport system. The **Rogue Valley International-Medford Airport Master Plan** more specifically addresses the aviation issues that related to White City, including an outline for future development and details of an airport layout plan.

The **Draft 2001 Oregon Rail Plan** addresses both freight and passenger rail transportation. The Plan's freight element has four major purposes: (1) describe Oregon's freight rail system in terms of the carriers and the individual properties that make up the state railroad system; (2) describe the commodities transported by rail in Oregon; (3) identify funding needs and potential funding sources for railroads in Oregon; and (4) assess what shippers want from rail service in Oregon.

The stated purpose of **Freight Moves the Oregon Economy** is to demonstrate the importance of freight to the Oregon economy. It identifies current and future freight mobility needs. The plan discusses the relationships between freight movement, the economy, and transportation planning. The **Regional Freight Study** conducted by RVCOG identifies concerns and potential solutions for freight movement in Jackson County.

The **Urban Unincorporated Community Plan for White City (Phase 1)** provides guidance on White City's goals and objectives and details specific transportation and land development issues. The Community Plan's Transportation section addresses roadway needs, urban renewal projects, public transportation, bicycle and pedestrian travel, rail transportation, and air transportation. This TSP was developed in coordination with a concurrent White City zoning process to increase residential development densities east of Highway 62.

The **White City Urban Renewal Program Plan** includes many transportation improvements. Jackson County Board of Commissioners Ordinance No. 93-30 adopted this plan. The plan identifies many transportation improvements on pages 14-17. This plan was formulated almost fifteen years ago when there was more uncertainty about the eventual re-development of White City. The plan provides a series of improvement 'laundry lists'. Based on the recently adopted land use plan for the area, some of the projects in the original Urban Renewal Plan may not be warranted. However, the vast majority of the projects in the Urban Renewal plan were warranted and a considerable number of the projects have now been completed.

## 2.4 ONGOING PLANNING PROCESSES

There are at least three major ongoing planning processes that could have significant impacts on the the White City TSP. While the outcome of these planning processes is undetermined at this time, the development of this TSP has attempted to anticipate the future planning implications that may result from these planning processes.

The broadest and largest of the on-going planning projects is Regional Problem Solving (RPS). The County has been participating in RPS for several years. The RPS process seeks to take advantage of a statute that provides for some regional flexibility in application of the State of Oregon land use rules, provided the plan will meet the Statewide Planning Goals and all statutory requirements. Much of the process to date has focused on city growth and identifying future urbanizable growth areas. Since White City is an Urban Unincorporated Community, RPS is not considering any future growth areas for White City. However, the process has looked at how future growth areas would impact White City. The planning horizon for RPS extends far beyond the planning horizon of this TSP. Some of the growth proposals that have been considered in RPS could have significant

transportation impacts at full development, but these impacts would generally be at or beyond the planning horizon of the TSP

The next major planning project is the update to the Regional Transportation Plan (RTP). The MPO was almost doubled in geographic area in 2003. A major update to the regional travel demand model and the RTP is being initiated to address the expansion. The White City TSP and County TSP policies address RTP coordination. These TSP policies are well coordinated with the existing RTP, but both TSP's have identified some projects that are not currently in the RTP. These projects will be evaluated during the RTP update process. Amendments to the White City TSP will be required if any of the regionally significant White City projects are not included in the RTP update, such as reconstruction of Avenue G. Amendments to the White City TSP may also be required if County projects that are critical to the White City TSP are not included in the RTP update, such as the Atlantic to Foothill connection.

The third major planning project is the proposed 'Highway 62 Expressway'. This project would build a major new expressway along the old Medco Haul road. The City of Medford has completed their TSP and this facility is included on their functional classification map. Most of the planning focus on the facility has addressed what would happen with the existing Highway 62 and how the expressway would work within the City of Medford, up to Vilas Road. However, only cursory planning work has been done on an extension north. Thus, the White City TSP includes policies and implementation strategies to address future planning of this facility.

## Section 3

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# Technical Background and Needs Analysis

# Technical Background and Needs Analysis

## 3.1 INTRODUCTION

The development of the White City Transportation System Plan (TSP) began with an assessment of current and forecast transportation system conditions. The current facilities for all transportation modes were inventoried and analyzed to identify any existing system deficiencies. This was followed by an analysis of anticipated future conditions. The future conditions analysis was conducted to approximate year 2023 conditions, based on population and employment estimates for the area. Relevant transportation and land use projects were incorporated into the analysis to most accurately estimate future conditions, identify future transportation issues, and evaluate potential mitigations. Details of the technical analysis and project alternatives are provided in the *Background Document* that accompanies this plan. The key findings are summarized below for each transportation mode.

## 3.2 ROAD SYSTEM

Roadways serve the largest share of trips in White City, supporting many of the modes discussed in previous sections of this chapter. Motor vehicles, bicycles and pedestrians, transit, and freight transportation all rely on roadways to some degree. Roadways also provide vehicle, bicycle, pedestrian, and transit access to air and rail facilities.

At the time of writing, the public roadways in White City are owned and maintained by ODOT and Jackson County. If White City were to incorporate, it is anticipated that jurisdiction of local County streets, and potentially some collectors and arterials, will be transferred to White City. The State highways that serve White City are listed below, along with their functional classifications and special designations from the 1999 Oregon Highway Plan:

- Lake of the Woods Highway (Highway 140) is classified as a Statewide Highway. These highways typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas not directly served by Interstate Highways.
- Crater Lake Highway (Highway 62) is a Statewide Highway south of Highway 140. North of Highway 140, it is classified as a Regional Highway. The latter classification typically provides connections to regional centers, Statewide, and Interstate Highways, and economic or activity centers of regional significance. Highway 62 is also a designated expressway between Delta Waters Road in Medford and Linn Road in Eagle Point. The *expressway* designation is intended to provide high volume travel between cities and connections to ports and major recreation areas with minimal interruptions.

White City recently underwent substantial land use changes that re-zoned the residential area east of Highway 62. A new roadway functional classification map was adopted for White City as part of these changes (White City Connectivity Plan Map). This map provided a general classification of roads according to their intended purpose and the amount and kind of traffic (local or through) they are expected to carry. The classifications in the Connectivity Plan provide the following classifications:

- **Arterials** provide the greatest mobility at the highest speeds and generally the shortest distances for through traffic. There is little or no access to local property on an arterial.

- **Collectors** provide both for the mobility of through traffic and for land access. Collectors provide essential connections between arterials and local streets.
- **Local** streets are primarily for access to land rather than mobility.

The White City Connectivity Plan’s functional classifications have been used as the starting point for the TSP’s functional classifications. The TSP refines the classifications in the White City Connectivity Plan into a five-tier classification system.

### Traffic Operations

The current weekday p.m. peak hour operations of all intersections of collectors and arterials were analyzed to identify potential future capacity problems. The current operations of state and county road segments between intersections were also evaluated, based on average daily traffic volumes.

Future (year 2023) traffic volume estimates were developed based on long-range population and employment forecasts, considering anticipated land development patterns. The analysis identified intersections and road sections that are expected to have capacity or other operational problems by the year 2023. Figure 3-1 show the intersections and roadway segments for which existing or future needs were identified. The locations shown in Figure 3-1 were the focus of the planning process for the roadway system; specifically, the development and analysis of roadway improvement alternatives. The intersection needs are summarized in Table 3-1.

**TABLE 3-1 INTERSECTION CAPACITY AND SAFETY NEEDS SUMMARY**

Map Key	Intersection	Location	Needs	Description
1	Antelope Rd/Agate Rd	At the intersection	Operations	2023 LOS F, v/c > 1.0
2	Highway 62/Agate Rd	At the intersection	Operations	2023 LOS F, v/c > 1.0
3	Highway 62/Antelope Rd	At the intersection	Operations/ Safety	2023 LOS F, v/c > 1.0
4	Highway 62/Highway 140	At the intersection	Operations	2023 LOS F, v/c > 1.0
5	Table Rock Rd/Antelope Rd	At the intersection	Operations	2023 LOS F, v/c > 1.0

Note: LOS = level of service, v/c = volume-to-capacity ratio, ADT = average daily traffic. See the Background Document for details.

### Pavement Conditions

According to Jackson County’s Pavement Management System, all of the arterial and collector roadways within White City are currently maintained in “Fair” or better condition. Although the County does not have an adopted good-fair-poor pavement standard, it would meet ODOT’s standard of 90% of pavement in “Fair” or better condition. Highways 62 and 140 within White City are also entirely in “Fair” or better condition.

### Roadway Freight Issues

Freight movement is vital to the County’s economy and White City is a center of industrial activity. The ability to move freight efficiently is affected by the existence of a connected roadway network, the availability of roadway capacity, the location of weight-restricted roadway and bridges, and the ease of access to freight terminals. Freight issues are especially important in White City, which has the highest concentration of industrial activity in Jackson County. White City is also located at the junction of roadways that provide access to and from Interstate 5 for regional shipments. The capacity issues identified for the roadway system impact freight movement by causing delays or forcing out-of-direction travel to avoid congestion.

## Figure 3-1 Roadway and Intersection Needs

ODOT and RVCOG recently produced a *Regional Freight Study*, identifying overall freight needs, strengths and weaknesses, and potential mitigation measures. The study refers to a “triangle” of highest-volume truck freight routes comprised of the parallel I-5 and Highway 99 corridors; the Highway 62 corridor; and a northerly connection from Highway 62 to I-5 using Antelope Road, Kirtland Road, and Blackwell Road. Many of the roadway capacity deficiencies identified in the Jackson County TSP are located along these roadways.

### 3.3 PUBLIC TRANSIT SERVICE

Public transportation service within White City includes fixed-route service operated by the Rogue Valley Transportation District (RVTD), and specialized transportation services provided by others for users such as senior citizens and persons with disabilities. Intercity transit service is provided by Greyhound with a station in Medford. Amtrak Thruway bus service provides connections from Medford to Amtrak rail service serving Klamath Falls.

The identification of transit service needs is based on community policies and goals, rather than quantitative standards. The Regional Transportation Plan (RTP) establishes service goals related to transit. Because these are adopted regional goals, failure to achieve them can be considered an unmet need. The RTP’s transit goals and policies are provided in the TSP’s *Background Document*.

### 3.4 BICYCLE AND PEDESTRIAN SYSTEM

Pedestrian and bicycle modes serve a variety of needs, including relatively short trips to major attractors, recreational trips and circulation, and access to transit (generally for walking trips under ¼ mile to bus stops). Bicycle travel can be a viable commuting option, particularly where supported by facilities such as bicycle lanes or paved shoulders, secure bicycle parking, work-place showers, and bus-mounted bicycle racks. Walking is also a viable choice for commute trips where mixed-use development occurs and when people choose to live near where they work.

Land use changes were planned concurrently with this TSP for the urbanization of the residential portion of White City. These land use changes increased the allowable density for residential uses from 1 dwelling per acre to a range of 4 to 30 dwelling units per acre. In addition, neighborhood commercial uses are now allowed as part of a high-density development plan. These land-use changes dramatically increased the intensity of land uses allowed in the residential portion of White City. Compliance with the TPR for these land use changes was based on findings that the residential portion of White City is planned as a mixed-use pedestrian friendly neighborhood. The eventual development of the residential side of White City into a mixed-use pedestrian friendly area requires the provision of a sufficient and well-connected bicycle and pedestrian system.

The subsequent sections on bicycle and pedestrian facilities detail the remaining needs for the system. In general, the non-motorized system is in pretty good shape with all the improvements done through Urban Renewal. However, there is still considerable vacant and underdeveloped land in White City. Much of the public investment in the non-motorized system will be underused if individual developments do not provide direct and convenient access to the non-motorized system. Provision of direct and convenient non-motorized connections will be one of the primary non-motorized transportation needs White City will face during the planning horizon.

#### Bicycle Facilities

Figure 3-2 maps the existing bicycle network. The facilities shown in the industrial area with shoulder bikeways generally have at least a minimal 4’ shoulder. A 4’ shoulder is adequate from a

bicycle network analysis perspective in the industrial area. However, future shoulder widening on these roads should meet the TSP standard, because all of the 'shoulder bikeway' facilities carry substantial amounts of traffic. The primary bicycle network deficiency on the west side of Highway 62 is Avenue G, because it is the only higher order facility in the White City Connectivity Plan that does not have at least a minimal shoulder bikeway.

On the residential side of Highway 62, bike lanes are in place on Ave C, Division and will be striped on Antelope when the ongoing reconstruction project is complete. The primary bicycle deficiencies in the residential area network are on Avenue G and Atlantic Avenue. The White City Connectivity Plan designates both of these streets as collectors, but the existing streets have an open ditch cross-section with little or no shoulder. There are also a few less problematic deficiencies on Hale, Wilson Way, Division, and Avenue F. These streets will form the base-grid network for the White City residential area bicycle network. These streets have been improved through Urban Renewal to an adequate width to provide for re-striping of bike lanes. This re-striping would provide a good grid network of bike facilities. Local streets in the residential area have traffic volumes that are low enough, that dedicated bicycle lanes are not necessary.

The commercial area along Highway 62 does not have dedicated bike lanes, but Division Street on the east side has bike lanes and there is a non-motorized pathway on the west side of Highway 62. These facilities provide an adequate cycling facility network that is parallel and proximate to Highway 62. Bike lanes need to be included in higher order street standards for the commercial area along Highway 62.

The other deficiency on the White City system is an attractive crossing of Highway 62. There are signalized crossings at both the Antelope Road and Avenue G intersections, but Highway 62 is so wide that it still impedes crossing to a certain extent. This section of Highway is designated as an Expressway under the Oregon Highway Plan which serves the vehicular 'through trip' function well, but does not address the needs of the White City community to have an attractive non-motorized crossing of Highway 62. White City still needs an attractive crossing of Highway 62 in this area.

### **Pedestrian Facilities**

The local street sidewalk network for the residential area of White City is being constructed as part of a Jackson County Urban Renewal project. This area is bounded by Highway 62, Avenue A, Avenue H, and Atlantic Avenue. The majority of the planned roadway construction identified in the White City Urban Unincorporated Community Plan, including sidewalks, is complete. Figure 3-2 reflects the project status as of the time of writing. The only streets that do not have sidewalks on the residential side of White City are one block of 29<sup>th</sup>, Atlantic Ave, Avenue G, and half of Avenue H. The remaining streets have sidewalks, with the exception of a few that are either under construction currently or are in the design phase and will go to bid soon. Sidewalks are required as part of any new development outside the industrial area. Street design cross-sections that have been applied in White City have included a 5' sidewalk and no planter strips. Planter strips separate pedestrians from travel lanes, making the sidewalk area more desirable. This is especially true on higher volume streets. Where maintenance concerns can adequately be addressed, planter strips should be available in the standard design cross-section. Where planter strips are not provided on higher order streets, 5' sidewalks should be discouraged in favor of wider sidewalks.

In addition to sidewalks, Figure 3-2 shows roadways with paved shoulder bikeways in the industrial area that can accommodate pedestrian travel. While a paved shoulder may not be inviting for pedestrian travel it is adequate from a safety and network perspective for the industrial area. There are two designated multi-purpose paths within the White City Urban Unincorporated Community

Plan. The plan calls for construction of a path from the 29<sup>th</sup> street area through the neighborhood core to Highway 62 (not shown in Figure 3-2). An informal pedestrian path was formalized in the connectivity plan along the west side of Highway 62, connecting Antelope Road to the VA Domiciliary. The trail has asphalt paving approximately two to three feet wide, but the pathway is not constructed to ODOT separated pathway standard and does not yet have that designation.

The commercial corridor along Highway 62 lacks sidewalks in many locations. This area is generally undeveloped or underdeveloped. The Jackson County Land Development Ordinance requires sidewalks in these areas as part of the site development plan review process, so the pedestrian network will be completed through development review.

## Figure 3-2 Bike Facilities and Sidewalk Needs

### 3.5 AIR SYSTEM

There are no public air transportation facilities within White City. The largest public airport serving White City is the Rogue Valley International-Medford Airport, located approximately five miles southwest of White City. Access between White City and the airport is provided via Crater Lake Highway 62 and Table Rock Road.

Airport issues relevant to the White City TSP primarily relate to access to the airport for passengers and freight and policies applicable to private airports. The RTP identifies expanded bus service to the Rogue Valley International Airport as a Tier 1 (i.e., financially constrained) improvement project.

### 3.6 RAIL SYSTEM

This section primarily addresses White City's freight rail facilities. The nearest Amtrak passenger rail stations are located in Klamath Falls, Oregon and Dunsmuir, California, which are served once daily in each direction by the "Coast Starlight" route between Seattle and Los Angeles. Eugene, Oregon is also served by the Coast Starlight, as well as by two daily "Cascades" trains to Seattle. Connecting Amtrak Thruway bus service is available from Medford to Klamath Falls.

The Central Oregon & Pacific Railroad (CORP) is a short-line operator that serves the I-5 corridor, connecting with the Union Pacific Railroad in Black Butte, California and at Springfield Junction near Eugene, Oregon. Freight service is provided on weekdays, with one trip each way between Medford and White City. There are two yard-engines in Medford, which are used on demand.

The White City Terminal Railroad (WCTR) operates in the White City industrial area. The major commodities moved by WCTR are chemicals and wood products.

The *Oregon Rail Plan* surveyed shippers and all of the state's short-line railroads. The survey concluded that in order to accommodate shippers' preferences for larger shipments, most short-line railroads would need to rehabilitate their tracks and facilities. The CORP identified funding needs of \$6,043,725 for cross-tie renewal, surface, and line improvements for its entire line. The 2003 Regional Freight Study confirmed the shippers' needs.

### 3.7 MARINE SYSTEM

White City does not have a significant water-borne transportation system or facilities.

### 3.8 PIPELINE / TRANSMISSION SYSTEMS

The Medford Water Commission (MWC) operates and maintains the water system that delivers drinking water to over 90,000 Rogue Valley residents, including White City. The MWC's principal source of water is Big Butte Springs, located about thirty miles northeast of Medford, Oregon and five miles east of the town of Butte Falls. The Rogue River is used as a supplemental source during the summer months of May through September.

Avista Utilities is the natural gas provider serving White City and the rest of Jackson County. Natural gas is transmitted from the north via the Williams Pipeline, which runs generally along the I-5 corridor. The PG&E Northwest Pipeline runs across Eastern Oregon, connecting Klamath Falls

with Medford. A distribution network distributes natural gas throughout Jackson County and neighboring counties.

Pacific Power is the provider of electric power in Jackson County. Efforts to obtain information regarding the power transmission system have not been successful to date.

## Section 4

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# Goals and Policies

# Goals and Policies

This section provides the guiding principles for the future of the White City transportation system. Three primary goals are presented for Livability, Modal Components, and Integration. The policies provide a position for accomplishment of the goals and have the force of law. The strategies guide actions to address the policies. The White City TSP will be the transportation element of the Comprehensive Plan applicable to White City

In addition, adoption of the White City Transportation System Plan will rescind the following policies in the Phase 1 White City Urban Unincorporated Community Plan:

LAND USE PLANNING AND COMMUNITY APPEARANCE AND GENERAL WELL BEING:

Policy 5 and 6 under Goal 4

TRANSPORTATION:

All Goals, Policies and Strategies

## 4.1 LIVABILITY

**Livability Goal:** To develop and maintain a transportation system that advances the development of White City as a desirable urban area to live and enterprise while minimizing adverse impacts from urbanization.

### 4.1.1 MOBILITY POLICIES

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

**Strategy:**

a. Planter strip street trees should be limited to certain varieties that minimize the likelihood of sidewalk upheaval.

4.1.1-B Work with cities, regional agencies, and the State to provide transportation services for the transportation disadvantaged.

### 4.1.2 CONNECTIVITY POLICIES

4.1.2-A Prohibit new or expanded development proposals that conflict with and/or could increase the cost of construction and/or major improvements to the higher order street connections and non-motorized paths shown in the White City Transportation System Plan.

4.1.2-B East of Highway 62, provide well-spaced local streets and right-angled street connections for the eventual development of a grid-type street pattern. Where street connections cannot be made, accessways are necessary unless they would not improve circulation for pedestrians and cyclists (RTP 10-4).

**Strategies:**

- a. Prohibit dead-end street configurations, such as culs-de-sac, unless it is the only feasible development alternative available and future connectivity is not possible.
- b. Allow half-street improvements in instances where interim local circulation will be adequate to serve the development.
- c. Establish both maximum and minimum block lengths in the LDO.
- d. Provide financial incentives for developing local street connectivity plans.

4.1.2-C East of Highway 62, require commercial, institutional, multi-family, and office developments to provide internal bicycle and pedestrian circulation patterns that make reasonably direct connections with external bicycle and pedestrian facilities.

**4.1.3 COMMUNITY INVOLVEMENT POLICIES**

4.1.3-A Major amendments to the White City TSP will include community outreach throughout the planning process.

4.1.3-B Roadway Improvement Projects must be consistent with a facility's functional classification in the TSP. If a Roadway Improvement Project is not consistent with the functional classification in the TSP, then an amendment to the TSP will be required to assure adequate alternatives analysis and citizen involvement.

**4.1.4 SAFETY AND AESTHETICS POLICIES**

4.1.4-A Maintain a detailed street tree plan and implementing ordinance for White City.

4.1.4-B East of Highway 62, provide planter strips in the street design standards in the White City TSP to improve street appearances and separate vehicular traffic from pedestrians.

**Strategies:**

- a. Develop ordinances that will provide for landscaping and the long-term maintenance of planter strips by the adjacent property owners.
- b. Develop ordinances that require public utility easements as part of development to prevent conflicts between planter strip trees and utility lines.

4.1.4-C Funding for the operation and maintenance of street lighting is a high priority for the residential area of White City. Once funding for operations and maintenance is assured, street lighting will be provided in conjunction with Street Improvement Projects and as part of development proposals in this area.

4.1.4-D Provide a transportation system that supports emergency access for emergency vehicles.

4.1.4-E White City will promote well-designed site plans for on-site loading and circulation to ensure that developments provide appropriate safety, efficiency, and aesthetic elements.

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

**Strategies:**

a. Undertake, as needed, special traffic studies in problem areas, especially around schools, to determine appropriate traffic controls to effectively and safely manage automobile and pedestrian traffic.

b. Jackson County will coordinate with other agencies to promote traffic safety education and awareness. This should include bicycle and pedestrian safety education (RTP 10-8, 16-1).

c. Actively enforce the County and State motor vehicle codes to increase traffic safety, including enforcement of bicycle and pedestrian laws and regulations. (RTP 10-8, 16-2)

d. Work with local law enforcement to identify transportation system modifications that can reduce unlawful activity.

e. Encourage commercial vehicle regulations that improve safety. (RTP 15-1(2))

4.1.4-G Require private property owners to maintain clear vision areas (sight triangle) adjacent to intersections so as not to obstruct the necessary views of motorists, bicyclists, and pedestrians. (RTP 16-3)

#### **4.1.5 ECONOMIC POLICIES**

4.1.5-A Meet the transportation needs of the industrial area by balancing freight mobility against access to labor and services.

4.1.5-B Support commercial land use opportunities along Highway 62, to the extent these uses are consistent with the Oregon Highway Plan.

4.1.5-C Meet the transportation needs of the residential area by providing diverse transportation options for accessibility to regional employment and activity centers. Development as mixed-use pedestrian friendly system that minimizes vehicle trip production by maximizing opportunities for non-auto local trip is critical for provision of transportation options.

#### **4.2 MODAL COMPONENTS**

Modal Goal: To plan a transportation system that can respond to the changing needs of White City by providing integrated transportation alternatives.

#### 4.2.1 VEHICULAR COMPONENT POLICIES

4.2.1-A White City is committed to maintaining a maximum volume-to-capacity ratio of 0.95 for weekday P.M. peak hour vehicular traffic.

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

**Strategy:**

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

4.2.1-C Traffic engineering will be applied in White City as a critical component of efficient transportation system management.

**Strategies:**

a. Existing traffic signals and signal systems will be maintained and updated to improve traffic flow and functionality. This includes removal of traffic signals that are no longer necessary as a result of changes in land use. (RTP 6-2, 6-3, 6-5)

b. Whenever financially possible and technically justified, signals shall be interconnected and coordinated with a link to a master control system for optimizing the traffic flow along the street system. (RTP 6-4)

c. Consider intersection geometric improvements that would increase the capacity and safety for all road users. (RTP 6-6)

d. Consider prohibition of turn movements at major intersections to increase capacity and minimize modal conflicts. (RTP 6-7)

e. Install new traffic signals when warranted at major intersections. The Manual on Uniform Traffic Control Devices (MUTCD) will be used as a guideline to identify new traffic signal locations. (RTP 6-9)

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

4.2.1-E Street designs in the neighborhood core of White City (see map in Figure 4-1) will encourage a pedestrian friendly street environment by providing street designs that discourage vehicle speeds above the posted speed limit.

**Strategies:**

a. As part of new street construction and/or major reconstruction projects in the neighborhood core, the street design process should include an assessment of the need for additional traffic calming design elements. Curb extensions (bulb-outs) should be included in the assessment, except on the Local Street A cross-section. Other design concepts to consider may include speed tables, islands, traffic circles, raised crosswalks, and additional landscaping.

- b. Intersection improvement projects in the neighborhood core area will include pedestrian crosswalk treatments.

4.2.1-F The Street Design Guidelines contained in the White City Transportation System Plan are being adopted as the design and construction standards for new streets. Roadway Improvement Projects on existing streets will be based on these guidelines, unless sufficient right-of-way acquisition would result in substantial structural setback encroachment. Where applicable, streets will also be developed in accordance with the requirements of the White City Urban Renewal Plan (while applicable) and the standards of Jackson County. Where right-of-way acquisition will encroach on the existing structural setback area, the following hierarchy of right-of-way reduction solutions will be employed:

- a. Elimination of the Planter Strip
- b. Reduction on the sidewalk width to the minimum (5')
- c. Reduction of the center-turn lane width (if a center turn lane is applicable)
- d. Reduction of travel lanes.

4.2.1-G Complete the higher order street network shown in the White City TSP as funding becomes available.

## Figure 4-1 White City Neighborhood Core

## **Transportation Demand Management**

4.2.1-H Implement transportation demand management primarily through application of a mixed-use, pedestrian-friendly land-use plan. Encourage other methods of transportation demand management as feasible opportunities arise. (RTP 7-1)

### **Parking**

4.2.1-I Off-street parking regulations will be proportional to the land uses they will serve. Shared off-street parking for uses that can fill spaces at different times will be encouraged. Excessive parking is inefficient and will be discouraged.

#### **Strategies:**

- a. Encourage shared parking as part of the development review process for integrated residential/neighborhood commercial developments.
- b. When a discretionary development review for a new commercial or industrial facility is required, provide flexibility in the base parking standards to reduce excess parking when conditions of approval will assure that the public street system will not be overburdened.
- c. Develop standards to lower the minimum site development parking requirements when covered and/or enclosed bike parking is provided.
- d. Establish and maintain both maximum and minimum off-street parking requirements.

4.2.1-J The supply and type of on-street parking in White City will be managed to provide a safe, efficient and attractive street system.

#### **Strategies:**

- a. Large vehicles such as recreational vehicles, delivery trucks, and semi's can cause safety and traffic flow concerns. On-street parking of these vehicles should be prohibited on arterials, collectors, and streets built to the low-volume local street standard. Additional parking restrictions on these types of vehicles should be handled on a case-by-case basis.
- b. The street design guidelines in the TSP provide the option for striping of on-street parking along one side of minor collectors. Provide on-street parking on all (non-industrial) local streets. Minor collectors that provide parking will have the parking strips on the south side of east-west streets and the east side of north-south streets, unless approved by the County Engineer.
- c. Include provisions in the LDO parking requirements to allow on-street parking to be considered when establishing off-street parking requirements for development applications on streets where on-street parking is provided.
- d. Absent a specific regulation, Jackson County should take a community response

approach to parking management by listening to community concerns and applying restrictions to deal with site specific concerns.

### **Coordination**

4.2.1-K White City adopts as part of its TSP, and incorporates by reference, the Regional Transportation Plan (RTP) for all regionally significant transportation facilities in White City. This adoption does not include the policies as they are written in the RTP. The RTP policies as adopted, are amended, referenced, and incorporated directly in the Goals and Policies Section of the WCTSP. (RTP 18-2, 18-3)

4.2.1-L A representative from White City should work with the MPO on updates to the RTP. Updates that change policies or effect regionally significant facilities in White City will require an amendment to the WCTSP to maintain plan consistency.

4.2.1-M The White City TSP is not additive to the Jackson County TSP. Coordination and consistency issues between these two plans will be evaluated as if the White City TSP were a separate TSP for an incorporated city.

4.2.1-N Coordinate transportation decision-making with emergency fire services and other emergency services agencies.

4.2.1-O White City will coordinate with ODOT to assure that highway designations in White City are appropriate to achieve the Goals and Policies of the Oregon Highway Plan and the White City TSP.

### **4.2.2 TRANSIT COMPONENT POLICIES**

4.2.2-A Adopt and maintain land use regulations for White City that allow for park-and-ride lots and other major transit facilities in appropriate locations, recognizing these uses as a cost-effective means to increase the efficiency of the existing transportation system. (RTP 7-6)

4.2.2-B Coordinate with the Rogue Valley Transportation District (RVTD) to develop improved public transit service to the community.

#### **Strategies:**

- a. Encourage and facilitate the extension of public transportation routes into White City's westerly industrial area.
- b. Facilitate communication and coordination between RVTD and the major employers in White City to develop methods to encourage transit usage.
- c. Coordinate new roads and major reconstruction projects with RVTD to include features beneficial to transit riders and RVTD operations, such as bus shelters and ADA compliant bus stop pads in planter strip areas.
- d. Work with RVTD to identify location for key bus stops near public amenities such as drinking fountains, public phones, restrooms, garbage receptacles etc.

4.2.2-C Growth in White City will cause an increasing need for transit programs to meet the special needs of the elderly, disabled, and transportation disadvantaged. Planning in White City needs to be flexible to allow operation of these types of service programs in White City.

4.2.2-D Support the provision of transit amenities in White City, because a successful public transit system depends on commercial, multi-family, and institutional developments that have integrated transit facilities at key locations.

**Strategies:**

- a. When these uses are located near a major transit stop, development regulations should require the main entrance to the development face the transit stop and be located near the transit stop.
- b. Coordinate with RVTD on land use permits, to assure that these types of developments will be designed to function well with public transit services.

#### **4.2.3 PEDESTRIAN COMPONENT POLICIES**

4.2.3-A In areas zoned for general industrial, sidewalk alternatives may be substituted consistent with the shoulder bikeways provided in the industrial street standards in the White City TSP.

4.2.3-B Development of an attractive and functional pedestrian system is critical for the successful redevelopment of the White City residential area. Pedestrian needs will be incorporated in street design, construction, and maintenance activities.

**Strategies:**

- a. East of Highway 62, new streets and major street improvement projects will provide sidewalks consistent with the street design standards included in the TSP.
- b. Provide for sidewalk connections to all transit stops, schools, public facilities, and between adjacent commercial destinations.
- c. Require developments to provide pedestrian accessways between adjacent developments when roadway connections cannot be provided or would cause significant out-of-direction travel, unless an accessway would not improve circulation for pedestrians and cyclists now or in the future. (RTP 10-4)
- d. Marked crosswalks shall be provided at all signalized intersections. (RTP 10-9)
- e. Work with ODOT for designation of the VA Domiciliary to Antelope Road Pathway as a separated bicycle and pedestrian facility. Pathway improvements within the Highway 62 right-of-way should occur in accordance with the standards of the Oregon Bicycle and Pedestrian Plan.
- f. Planter strips may be provided as part of a development proposal when they are part of the standard cross-section for the facility. When provided, require

encroachment permits, or another adequate legal mechanism, that assures sidewalks and planter strips are well maintained.

g. Where planter strips are included in the standard cross-section for an Urban Renewal Roadway Improvement Project, planter strips will be provided and landscaped for adjacent landowners who volunteer to obtain encroachment permits, or another adequate legal mechanism, that ensures sidewalks and planter strips are well maintained.

h. Provide sidewalks and other amenities to enhance pedestrian and bicycle access to bus stops. (RTP 10-6)

i. Work with ODOT to develop at least one safe and convenient bicycle and pedestrian crossing of Highway 62.

j. Where planter strips are shown in the cross-section illustration but are not constructed, the sidewalk should be built to the maximum width provided in the applicable design standard. This requirement may be relaxed where it would result in substantial structural setback nonconformity.

4.2.3-C Require the construction of non-motorized pathways designated in the WCTSP as part of the development review process.

4.2.3-D The location and design of all sidewalks will comply with the requirements of the Americans with Disabilities Act. (RTP 10-5)

#### 4.2.4 BICYCLE COMPONENT POLICIES

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

##### Strategies:

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

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

c. Provide regular maintenance of existing bicycle facilities. Roads with designated bicycle facilities will receive the highest priority for street sweeping. (RTP 10-3)

d. Work with ODOT to develop at least one safe and convenient bicycle and pedestrian crossing of Highway 62.

4.2.4-B East of Highway 62, bike lanes will be provided as part of Roadway Improvement Projects on all higher order streets (RTP 10-1).

- 4.2.4-C West of Highway 62, adequate shoulders for cycling will be provided as part of Roadway Improvement Projects on all higher order streets. (RTP 10-1)
- 4.2.4.D White City is committed to improving and expanding its inventory of bicycle amenities to make cycling a desirable transportation alternative.

**Strategies:**

- a. Maintain development ordinance regulations that require bicycle parking installation with certain types of development such as at schools, transit centers, shopping centers, apartments, etc. Development ordinance regulations should be proportional to the size of the development.
- b. Establish development ordinance incentives when the installation of covered and/or enclosed bicycle parking is provided in new commercial, institutional, multiple-family, and mixed use developments.
- c. Bicycle parking design standards should be established to assure functional bike parking facilities. These standards should address such concerns as: locations for bicycle lockers, interior identified bike parking spaces, bike rack design, and bike rack proximity to building entrances.

### 4.3 INTEGRATION

Integration Goal: To achieve the livability and modal elements goals by integrating land use planning, system financial planning, environmental planning, and application of policies for specific locations.

#### 4.3.1 LAND USE COORDINATION POLICIES

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

**Strategies:**

- a. Ensure that legislative land use changes will not result in land uses incompatible with the public transportation facilities they will use, through compliance with, and direct application of, OAR 660 Division 12.
- b. Ensure that quasi-judicial comprehensive plan changes and/or zone changes will not result in land uses that are incompatible with the public transportation facilities they will use. To meet the criteria for a quasi-judicial plan amendment and/or zone change, criteria A and B and (either C or D) below must be demonstrated through a transportation impact study completed by a registered professional engineer with expertise in transportation. The TIS requirement may be waived if the Planning Director and the County Engineer administratively concur that sufficient evidence is provided from affected transportation management agencies that the cumulative effect of approving the proposed plan amendment and/or zone change, along with similar approvals on similarly situated parcels in White City, will not significantly affect a transportation facility. (RTP 6-1).

- i. Approval of the proposed changes and the cumulative impact of similar approvals for similarly situated parcels in White City would not change the functional classification of an existing or planned transportation facility nor would it change standards implementing the functional classification system (unless the change can be made in conjunction with a TSP amendment pursuant to policy 4.3.3-D).
- ii. Approval of the proposed changes and the cumulative impact of similar approvals on parcels within White City would not allow types or levels of land uses which would result in levels of travel or access which are inconsistent with the functional classification of a transportation facility.
- iii. For applications to increase intensity of use or change the type of use without intensifying it, approval of the proposed land use changes and the cumulative impact of similar approvals on similarly situated parcels within White City would not cause a facility to exceed the adopted performance standards for facilities used by the subject parcel. A facility used by the subject parcel is defined as any facility where approval of the proposed land use changes, and the cumulative impact of similar approvals on similarly situated parcels in White City, would increase traffic by more than 3% of the total capacity for collectors and/or 2% of the total capacity for arterials and state highways; ODOT may determine that additional state facilities will be used by the subject parcel, beyond this definition in accordance with the Oregon Highway Plan.

Within the Neighborhood Core Area and where substantial findings demonstrate that the land use change will improve upon the existing plan for mixed-use pedestrian friendly development of the Neighborhood Core Area (Figure 4-1), performance standard compliance will be assumed under this section on an acre-by-acre 'trade-off' basis. 'Trade-off' credits will be provided based on areas that have been minimally developed for the requested zone (the requested zone allowing more intensive use). An area will be considered minimally developed for 'trade-off' purposes, if an area that is zoned for the requested zoning district has developed elsewhere within the Neighborhood Core area after November 17, 2004 between the minimum density allowed and the minimum density plus 25%). An individual minimally developed area cannot be used to 'trade-off' for multiple zone change requests; staff report findings regarding application of a property in a previous 'trade-off' will be provided to ODOT and other affected transportation agencies as part of agency notification of the land use action.

- iv. For applications to decrease intensity of use, approval of the proposed land use changes and the cumulative impact of similar approvals on similarly situated parcels within White City would not result in insufficient density to support a mixed-use pedestrian- friendly urban environment.

c. TSP planned projects may have to be altered or cancelled at a later time to meet changing budgets or unanticipated conditions such as environmental constraints. However, demonstration of compliance with strategy (b) of this

section may rely on planned facility improvements under the following circumstances<sup>1</sup>:

- i. For local facilities (facilities that are not regionally significant), projects that are in the financially constrained TSP projects list and are in either the short or medium range Tier 1 lists.
  - ii. For regionally significant facilities and State facilities, the facility improvement must be in the short or medium term RTP Tier 1 project list.
- d. If a concurrent quasi-judicial TSP amendment is submitted (See Policy 4.3.3-D) with the proposed comprehensive plan amendments and/or zone changes, the actions may be considered together. If the TSP amendment can be made then any projects included in the TSP amendment may be counted under section c for compliance with section b.

4.3.1-B For the residential area east of Highway 62, provide land use policies that will reduce reliance on the automobile and support the TSP by facilitating a compact community of mixed uses and development that is oriented to the use of public transportation and non-motorized travel. (RTP 18-1)

**Strategies:**

- a. Provide development regulations that will harmonize with the transportation system to support the development of White City as a mixed-use pedestrian friendly neighborhood. Examples of these types of regulations could include allowing the 'non-garage' portion of a house to encroach on the standard front-yard setback area, prohibiting drive-through windows in neighborhood commercial areas, allowing for a mix of commercial and residential development in specified areas, requiring street trees, and limiting the height of fencing that can be constructed in a front yard.
- b. Provide development ordinances that provide for and encourage alternative housing types and patterns, planned unit developments, mixed uses, transit-oriented development and other innovations.
- c. Improving the jobs-housing spatial match in White City is an important strategy to reduce VMT. Work with the community, developers, and industrial employers to provide land use planning that supports desirable housing for White City industrial area employees.

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

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<sup>1</sup> Some project descriptions identify additional planning work that needs to be completed, such as inclusion in the RTP or a Goal 5 ESEE analysis. Projects that have not completed the requisite local and regional planning work may not be relied upon for approval of a land use action.

**Strategies:**

- a. Amend the Land Development Ordinance to address the deficiencies identified in the TPR audit conducted as part of the transportation system planning process.
- b. Development ordinance regulations should require frontage improvements to appropriate standards commensurate with development, dedication of sufficient right-of-way for public roads, local road construction to County standards, and standards and requirements to allow for deferral of frontage improvements in circumstances where the integrity of the system will not be degraded as a result of deferral.

4.3.1-D Regardless of whether adequate capacity exists, changes in land use and new or expanded development proposals will not be approved if they will create, or would worsen, a safety problem on a public or quasi-public transportation system or facility. If a safety problem would be created or worsened without mitigation, then a mitigation plan that resolves the concern must also be approved and included in the proposal in order for the land use change and/or development proposal to be approved. Where a safety concern exists, study by a registered professional engineer with expertise in transportation should be considered to determine if a problem would be created or worsened.

**4.3.2 FINANCING POLICIES**

4.3.2-A Transportation projects in White City will maximize the opportunities for facility improvements made possible through Urban Renewal.

4.3.2-B White City will prioritize transportation projects with the most benefits for the cost. This prioritization will not discount the value of qualitative differences between projects.

4.3.2-C New or expanding development proposals in White City will be financially responsible for on-site improvements concurrent with new development, or will contribute a fair share for such improvements.

**Strategies:**

- a. New on-site local road construction to County standards shall be entirely at developer expense.
- b. Where developers are required to make on-site improvements that benefit the general public, such as improvements on collectors and arterials, provide appropriate system development charges.

4.3.2-D New or expanded development proposals in White City will be required to contribute a fair share for adequate off-site system improvements.

**Strategies:**

- a. System development charges and dedication requirements are the preferred methods to assure that new development bears a proportionate share of the cost of off-site capital facilities. Ordinances should be maintained to reflect this

preference. These funds shall be dedicated to the cumulative need for off-site capital improvements to arterials and collectors.

b. When a quasi-judicial TSP amendment is approved for compliance with Policy 4.3.1-B for a quasi-judicial plan amendment and/or zone change an equitable, sufficient, and timely funding mechanism for any associated off-site facility improvements must be assured at the time of the plan amendment and/or zone change.

c. When off-site improvements are necessary for development of a specific site or area, the county should develop and maintain a 'tool bag' of financing options. SDC surcharge districts, reimbursement districts, SDC credit banks, and LID's are examples of tools that should be available.

#### **4.3.3 AREA SPECIFIC POLICIES AND QUASI-JUDICIAL TSP AMENDMENTS**

4.3.3-A The well-being of White City is very dependent on Highways 62 and 140. White City will work collaboratively with ODOT on planning and project development for these Highways.

##### **Strategies:**

a. An EIS process has been on-going for the Highway 62 Expressway bypass that is included in the Medford TSP. The EIS and final analysis for the corridor that ties back into Highway 62 has not been completed. Construction of the portion of the expressway that is north of the Medford UGB would require a legislative amendment to the Jackson County Comprehensive Plan. This legislative action would require an amendment to the White City TSP. The location and design for the re-connection to Highway 62 will have wide ranging impacts on the White City TSP. A review and analysis of land use impacts near the expressway should be conducted; the legislative action should incorporate results of this review and analysis. Since the Highway 62 Expressway is an ODOT facility requiring a legislative action by Jackson County, ODOT and Jackson County should develop a unified planning work plan and negotiate a financing agreement for completion of the planning project. This work plan should include specific White City Planning Commission tasks to address land use and transportation impacts on White City.

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

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

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

##### **Strategies:**

a. Work with ODOT to develop and prioritize a consolidated ODOT/County

planning project that will define the corridor and identify necessary projects to improve freight mobility from Highway 140 to Interstate 5.

b. Work with MPO/RVCOG staff to implement the RTP freight element and the results of the Regional Freight Study through a coordinated planning project that will define the corridor and identify necessary projects to improve freight mobility from Highway 140 to Interstate 5.

4.3.3-C Quasi Judicial TSP amendments will only be considered where the amendment meets legal requirements for a quasi-judicial land use decision and will not have extensive consequences or cause any inconsistencies with the balance of the White City TSP.

**Strategies:**

a. Examples of TSP amendments that are not Quasi-Judicial in nature and would require a legislative amendment to the TSP include but are not limited to the following: Text amendments to policies or definitions, text amendments to access management guidelines, alterations to standards implementing the functional classification system, and changes to adopted facility performance standards.

b. Examples of TSP amendments where a quasi-judicial process may be appropriate include but are not limited to the following: Addition of projects into the financially constrained projects list that will bring a facility up to the functional classification standard and will not affect the relative position of any other projects in the list, the change from one functional classification to an adjacent classification in the hierarchy (e.g. from minor collector to major collector) for a single road segment (a segment being the portion between two higher order intersections), addition of a project for a new higher order facility that will not change the functional classifications of other facilities in the plan.

## Section 5

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# Transportation System Plan

# Transportation System Plan

## 5.1 INTRODUCTION

This section presents the individual transportation modal elements that comprise the White City Transportation System Plan (TSP). The TSP addresses those components necessary for the development of the future transportation network, including:

- Street System Plan;
- Public Transportation System Plan;
- Bicycle & Pedestrian System Plan;
- Air/Water/Pipeline System Plan; and,
- Implementation Plan.

All of the TSP elements presented in this section are based on the requirements of Oregon's Transportation Planning Rule (TPR). The modal plans have been developed based on the findings of the existing conditions, future conditions, and alternatives evaluations, taking into consideration the interest of citizens, business owners, and governmental agencies, as expressed by the Technical Advisory Committee (TAC), county staff, and citizen input.

## 5.2 STREET SYSTEM PLAN

The White City street system plan reflects the anticipated operations and circulation needs through the year 2023 and provides guidance on how to facilitate that travel over the next 20 years. The plan is based on the transportation connectivity plan provided in the White City Urban Unincorporated Community Plan (UUCP). The plan focuses on the proposed collector and arterial system identified in the UUCP, although road standards are also provided for local streets.

### Functional Classifications

A street's functional classification determines its intended purpose, the amount and character of traffic it is expected to carry, the degree to which non-auto travel is emphasized, and the connections the street makes. The classification considers the adjacent land uses and the kinds of transportation modes that should be accommodated. The public right-of-way should also provide sufficient space for utilities to serve adjacent land uses.

The functional classifications for the White City TSP refines the functional classifications adopted in the *White City Transportation Connectivity Plan Map*. Adoption of the White City TSP functional classification map replaces the *White City Transportation Connectivity Plan Map*. The TSP streets have five levels of classification categories: Major Arterials, Minor Arterials, Major Collectors, Minor Collectors and Local Streets. A separate design standard for collectors and local streets in the industrial area is included because the primary purpose of the streets is to serve freight movements; Table 5-1 provides a detailed description of each classification.

Figure 5-1 presents the functional classifications for all existing and planned collectors and arterials. The alignments shown for future streets should be considered conceptual: the end points of the roads are fixed, but the alignments between end points may vary depending on design requirements at the time the roads are constructed.

TABLE 5-1 WHITE CITY FUNCTIONAL CLASSIFICATION DESCRIPTIONS

Functional Classification	Traffic Function Description	Connectivity Function	Planned Average Daily Traffic Range
Freeway	Primary function is to carry high levels of regional vehicular traffic and public transit at high speeds; full access control, with access limited to interchanges; street crossings via grade separations; widely spaced access points; has a median; pedestrian and bicycle traffic discouraged or prohibited. High volumes of through freight traffic.	Primary connectivity function is to connect major interstate and intrastate destinations. Also, freeways should connect some major intra-regional destinations.	>20,000 (rural/urban)
Arterial	Primary function is to serve both local and through traffic as it enters and leaves urban areas; serves major traffic movements; access control may be provided through medians and/or channelization; restricted on-street parking; sidewalks and bicycle facilities provided; will be used by public transit. Carries high volumes of freight traffic that have both local and external destinations	Primary function is to make connection between major intra-county and regional destinations, and to connect cities and communities. Connects to adjacent counties. Connects the collector system to freeways.	>15,000 (urban)
Minor Arterial Major Collector	Primary function is to serve traffic between neighborhoods and community facilities; provides some degree of access to adjacent properties, while maintaining circulation and mobility for all users; carries lower traffic volumes at slower speeds than major arterials; typically has two or three lanes; pedestrian and bicycle facilities provided; may be used by public transit in urban areas. Some freight traffic is destined for local delivery or local markets.	Primarily connects local roads and minor collectors to arterials and other major collectors. Connects local areas to regional destinations.	5,000-18,000 (urban minor arterial) 3,500-14,000 (urban major collector)
Minor Collector	Primary function is to get traffic from neighborhoods and business areas to the arterial and major collector system; has slower speeds enhancing safety for pedestrians and bicyclists; on-street parking may be provided in urban areas; pedestrian and bicycle facilities are provided; bicycle facilities should be exclusive in urban areas; may be used by public transit in urban areas. Freight traffic tends to be destined for local delivery or local markets.	Primarily connects local roads and other minor collectors to major collectors and arterials. Connects local areas to local destinations.	1,500-7,000 (urban)
Local Street	Primary function is to provide direct access to adjacent land uses; characterized by short roadway distances, slow speeds, and low volumes; offers a high level of accessibility; serves passenger cars, pedestrians, and bicycles, but not through trucks; may be used by public transit; pedestrian facilities are provided in nonindustrial areas. Low volumes of freight traffic outside commercial and industrial areas.	Primarily connects local areas to one another and the higher order system. May connect local destinations.	0-2,000 (urban)

### Street Design Standards

The street design standards are based on Jackson County's urban road standards. The standards take into consideration street functional and operational characteristics, including travel volume,

capacity, operating speed, and safety. The standards are necessary to ensure that as the street system develops, it will be capable of safely and efficiently serving the traveling public, while also accommodating the orderly development of adjacent lands.

White City's street design standards are shown in Figures 5-2 through 5-4. The typical street cross sections include the following elements: right-of-way width, number of travel lanes, bicycle and pedestrian facilities, and amenities such as landscape strips. These figures are intended for planning purposes for new road construction, as well as for those locations where it is physically and economically feasible to improve existing streets. Table 5-2 presents the street standards in tabular form.

## Figure 5-1 Functional Classification Plan

## Figure 5-2 Urban Arterial and Major Collector Street Design Standards

## Figure 5-3 Urban Minor and Industrial Collector Street Design Standards

## Figure 5-4 Urban Local Street Design Standards

**TABLE 5-2 WHITE CITY STREET STANDARDS AND SPECIFICATIONS**

	Local Street A	Local Street B	Industrial Local	Industrial Collector	Minor Collector	Major Collector	Minor Arterial	Major Arterial
Typical ADT (Average Daily Traffic)	0-750	0-2,000	0-3,000	2,750-15,000	1,500-7,000	3,500-14,000	5,000-18,000	>15,000
Design Speed	25	25	25	30	25	40	45	50
-Minimum	25	25	25	35	35	45	50	55
-Recommended								
Number of Travel Lanes	2	2	2	2 CTL Option	2	2 + CTL	2 + CTL	4 + CTL
Lane Width	14 ft.	10 ft.	11 ft.	12 ft.	11 ft.	11-12-11 ft.	11-12-11 ft.	11-11-12-11-11 ft.
-Minimum <sup>①</sup>		10 ft.	12 ft.	14 ft.	12 ft.	12-14-12 ft.	12-14-12 ft.	12-12-14-12-12 ft.
-Recommended								
Bike Lanes	No	No	No	No	4-5 ft.	5-6 ft.	6 ft.	6 ft.
On-Street Parking, Width	Both Sides	Both Sides, 7 ft.	No	No	One side, 8 ft. (optional)	No	No	No
Pavement Width	28 ft.	34 ft.	32-34 ft.②	36-54 ft.②	34-44 ft.②	44-50 ft.②	46-50 ft.②	68-74 ft.②
Minimum Access Spacing <sup>③</sup>	N/A	N/A	N/A	200 ft.	100 ft.	225 ft.	300 ft.	300 ft.
Sidewalk Width	5 ft.	5 ft.	5 ft. Shoulder	6 ft. Shoulder	5-7 ft.	5-7 ft.	5-7 ft.	5-7 ft.
Landscape Strip Width	None	7 ft.⑤	None	None	7 ft.⑤	7 ft.⑤	7 ft.⑤	7 ft.⑤
Right-of-Way Width	40 ft.	48-60 ft.	72 ft.	70-84 ft.	66-74 ft.	68-80 ft.	70-80 ft.	92-104 ft.
Surface Type	H.M.A.C.	H.M.A.C.	H.M.A.C.	H.M.A.C.	H.M.A.C.	H.M.A.C.	H.M.A.C.	H.M.A.C.
Horizontal Curve Radius	190'	190'	190'	275'	190'	470'	675'	820'
-Maximum <sup>④</sup>				385'	385''	675''	820''	955'
-Recommended								
Minimum Stopping Sight Distance	200 ft.	200 ft.	240 ft.	240 ft.	225 ft.	325 ft.	400 ft.	450 ft.
Maximum Grade	15%	15%	12%	12%	9%	9%	9%	9%
Minimum Vertical Distance	16 ft.	16 ft.	16 ft.	16 ft.	16 ft.	16 ft.	16 ft.	16 ft.
Load Design (Structures)	HS 20-44	HS 20-44	HS 20-44	HS 20-44	HS 20-44	HS 20-44	HS 20-44	HS 20-44
Applicable Specifications	④	④	④	④	④	④	④	④

- ① Design for Recommended Standard unless approved by the County Engineer
- ② Width depends on design widths for travel lanes. The Industrial Collector may have a Center Turn Lane depending on adjacent land uses.
- ③ See Access Management Guidelines
- ④ Roads will be constructed to standards approved by the County Engineer.
- ⑤ Placement of planter strips is subject to the applicable pedestrian system policies (Section 4.2.3)

## Access Management

Safety is the first priority for access management. Access permits to the County Road system should not be issued where safe access cannot be assured. Generally, access management enhances safety by minimizing the number and type of potential conflict points. Accesses to state facilities are governed by ODOT's access standards. ODOT's standards may also apply to access spacing on County facilities located within the management area of a freeway or expressway interchange, when the County and ODOT jointly adopt an interchange management plan. Access management may be included as part of a corridor management plan; access management as part of an adopted corridor management plan supercede any additional access management provisions for the corridor.

Managing access to the County's road system is necessary to preserve the capacity of the County's arterial and collector system. Capacity is preserved by minimizing the number of points where traffic flow may be disrupted by traffic entering and exiting the roadway. Access management will be administered through the road approach and land use permitting processes. Land use permits that require commercial or aggregate site plan review and/or Type 3 or 4 uses should have access points analyzed and conditions of approval should limit undue impacts on road capacity.

All accesses to facilities under County jurisdiction, regardless of location or functional classification, are subject to safety analysis and Priority Level 1 of the Jackson County Access Management Guidelines. Priority Level 2 and Level 3 apply to all non-local streets under County jurisdiction. If the basic access management provisions are not well suited to a particular development proposal then a site-specific circulation plan that is prepared by a registered professional engineer with expertise in transportation may be substituted. This type of circulation plan must show the net effects on the capacity of the system and safety hazards are no greater than with application of the basic provisions. The LDO contains specific access management provisions that pertain to Avenue A. These access management guidelines complement the LDO provisions for Avenue A, but in the event of a conflict, the specific LDO provisions should be prioritized.

### ***Jackson County Access Management Guidelines:***

The access management guidelines are hierarchically prioritized according to the system below (Level 1 is the highest priority). Where an access request would support a higher priority guideline at the expense of a lower priority guideline, the access that accomplishes the higher priority should be promoted.

#### **Priority Level #1:**

##### **Avoid Negative Effects on Intersection Operations**

Certain conditions, such as accesses that are too close to intersections with large peak hour queues, cause safety hazards and poor intersection operations. Taking applicable factors into consideration, such as parcel configuration and opportunities for shared access, access locations should minimize adverse impacts on intersection operations. Specific access designs and turning movement restrictions may be required to minimize adverse effects on intersection operations, such as an access with right-in and right-out turning movements only.

**Priority Level #2:****Minimize Access Points**

Allow only one access point for each parcel or parcels under the same ownership. When a property has frontage on two or more roadways, provide access from the roadway with the lower functional classification. More than one access may be granted if it can be determined that it will not negatively affect the safety and efficiency of the roadway within the planning horizon and that the additional access(es) are reasonably necessary for circulation.

**Access Alignments**

When feasible, road approaches should be lined up with approaches on the opposite side of the roadway to minimize left turn conflicts.

**Shared Access**

The use of a shared access point for adjacent property owners is encouraged. Costs incurred by property owners in the creation of a shared access point may be eligible for SDC credits as a financial incentive to help maintain the capacity of the street. Jackson County Roads would determine the value for any credits.

**Priority Level #3****Access Spacing**

Tables 5-2 provides the recommended minimum access spacing for all driveways and private roads on the applicable facilities. The recommended spacing may be reduced when approved by Jackson County Roads. Reductions in the recommended spacing will consider site specific issues including but not limited to: no other public road access is possible, adverse impacts to access management priorities levels #1 or #2, and sight distance constraints.

**Traffic Operations Standards**

As stated in the TSP's Goals and Policies section, White City is committed to providing a safe, convenient, and economical transportation system. The TSP includes performance standards that set a maximum volume-to-capacity (v/c) ratio of 0.95 (.85 for roundabouts) for all County-maintained intersections during a weekday P.M. peak hour. Traffic operations standards balance the need for convenient and safe operations for all transportation modes against the need to efficiently use public investment in the transportation system. Adopting a performance standard will also provide a baseline to assess the need for future transportation improvements to accommodate new development.

There are two standard ways of measuring facility performance Level of Service (LOS) and the ratio of volumes to capacity (v/c). LOS measures delay, whereas v/c measures the amount of roadway capacity being used. The two measurements often correlate; intersections approaching capacity with a v/c ratio near 1.0 are likely to have a poor LOS (long delays). However, depending on how the operations are measured, a particular intersection may meet one performance measurement but not the other. The v/c measurement standard was chosen for a couple of reasons. The v/c measurement is employed by ODOT. This will result in consistent traffic analysis between the County and ODOT, simplifying coordination. The v/c ratio is also conceptually simpler. This should make application of the adopted standards somewhat easier in a public hearing format.

At intersections where one or more approaches is maintained by ODOT, the more restrictive of the County's or other agency's performance standards will be applied. For signalized intersections, the v/c ratio is based on the intersection's critical movement(s). For unsignalized intersections, the ratio is based on the overall intersection operation. All intersection operations analysis will follow the methodology described in the most recent edition of the Highway Capacity Manual.

The v/c standard of .95 allows for modest congestion. While acceptance of modest congestion may inconvenience some motorists, this inconvenience can actually encourage an efficient transportation system. For example, some congestion encourages the use of public transportation and flexible work schedules, maximizing the use of public transportation investments over time.

### **Street Projects**

White City will undertake three main categories of street projects over the course of the planning horizon. Planning Projects address system needs or system goals that require detailed and specific studies that are too extensive for inclusion in the initial system plan. Street Improvement Projects are systemic in scale and usually provide noticeable systemic improvements at project completion. Street Betterment and Maintenance Projects are local in scale and usually make improvements that are not detectable on a systemic level at project completion.

### **Street Betterment and Maintenance Projects**

Since individual Street Betterment and Maintenance Projects are too small to have significant measurable impacts on the system, these projects are not detailed in the TSP project list. However, Street Betterment and Maintenance Projects constitute a significant portion of County expenditures on the transportation system. These projects are critical to the overall health of the system.

Generally, Street Betterment and Maintenance Projects do not significantly alter the horizontal alignment, vertical alignment, or the cross-section of a roadbed for a large segment of the street. The following are examples (not an all inclusive list) of Street Betterment and Maintenance Projects that are too small in scale and/or localized to be included as Roadway Improvement Projects in the TSP.

1. Chip sealing and pavement overlays.
2. Channelization projects and minor realignment projects, as defined in OAR 660-12-0065, at unsignalized intersections.
3. Bridge replacements where the existing bridge is consistent with the functional classification design standards for the applicable road segment; minor localized road realignments that would normally be associated with this type of bridge replacement.
4. Accessory Transportation Improvements, as defined in OAR 660-12-0065.

While street betterment and maintenance projects may be too small for inclusion in the TSP, transportation projects, particularly those in resource zoned areas, should be coordinated with Jackson County Planning to determine whether any land use review is required for impacts to farm and forest land.

## Planning Projects

Planning Projects address system needs or system goals that require detailed and specific studies that are too extensive or too detailed for the original TSP development. Planning projects are one of the most challenging types of transportation projects because the outcome is uncertain. For example, the planning projects identified in this plan are presented in the street system section, but the outcome of a planning project may result in a solution that is not a street solution at all. Some planning projects are very costly and never make it through the final adoption process. This high degree of uncertainty limits available funding sources. There are some funding opportunities for planning projects in Oregon because of the prominence of statewide planning and the coordination between the Department of Land Conservation and Development (DLCD) and the Oregon Department of Transportation (ODOT).

While opportunities for external funding for planning projects may be limited, successfully competing for State and Federal capital improvement funding is often dependent on submitting projects that have completed the local planning process. If the local planning process has developed a broad base of community support, then the project will be even more competitive in Federal and State applications. Thus, the long-term outlook for the County's transportation system will depend on the effective management and allocation of transportation planning resources to complete the planning projects, so that capital construction project funding can be procured.

### ***1. Highway 62 Expressway***

The Medford TSP plans a new four-lane arterial Statewide Highway that would have an Oregon Highway Plan designation as an Expressway. The need for this facility was identified in the Medford TSP to address congestion around the southern terminus of Highway 62. In the Medford TSP, the expressway ends at Vilas Road. The expressway would be designed to handle over 30,000 ADT, whereas the capacity of Vilas Road is about 14,000 ADT. The Highway 62 Expressway, as planned in the Medford TSP, would be grossly underused because any through traffic would be forced to use a facility with much less available capacity (Vilas Road).

This planning project carries out Policy 4.3.3-A (Strategy a) and would plan for impacts of the entire Highway 62 Expressway corridor on White City to assure that this facility is well connected with the rest of the system. This is a very extensive project for both Jackson County and ODOT. Planning this facility requires an Environmental Impact Statement. Construction of any portion of the expressway that is north of the Medford UGB requires a legislative amendment to the Jackson County Comprehensive Plan. This legislative action would require goal exceptions and an amendment to the County TSP. Depending on the selected solution, an amendment to the White City TSP may also be required. The White City TSP did not rely on construction of the Expressway; an amendment to the TSP would need to address impacts of the expressway on existing facilities and planned projects. A review and analysis of land use impacts near the expressway should also be conducted to identify land-use protection measures that may be necessary to assure available capacity for through traffic is not consumed by new local traffic.

Also, this project would have extensive impacts on the regional system, which is planned through the Regional Transportation Plan (RTP) developed by the Metropolitan Planning Organization (MPO). The current plan does not include any portion of this facility. The County may wish to consider postponing this planning project until the Medford portion of the facility has been included in the RTP. Then the impacts on the regional system for extension of this facility north of Vilas Road will need to be carefully coordinated with the Regional Transportation Plan.

## **2. White City/I-5 Freight Mobility Study/Seven Oaks Interchange**

This refinement plan would develop recommendations for improving truck circulation between I-5 and both the White City industrial area and Highway 140. RVCOG has been conducting a freight study concurrently with the County's development of the TSP. This freight study identifies significant needs for freight mobility improvements from both the White City industrial area and from Highway 140 to I-5. The freight needs have also been identified through several County-planning processes. The desire for a good route from Klamath Falls to the Coast has been popular for several decades. Delays to trucks occur because of a couple of factors. The existing Seven Oaks Interchange (Exit 35) is almost due west of Highway 140. However, the only roads that connect from White City to the Interchange are along the Blackwell-Kirtland route. For trips to I-5 northbound leaving the White City area and for southbound I-5 trips headed to White City there is approximately 2 miles of out-of-direction travel on this route for either trip. For trips to I-5 southbound from White City and from I-5 northbound to White City the choice is either 4+ miles of out of direction travel or routes through Central Point or Medford that are often highly congested. See Policy 4.3.3-A (Strategy b) in Chapter 4.

The County and White City TSPs are applying short-term and long-term strategies to address these needs. The short-term strategy employs some small-scale site-specific construction projects to improve freight mobility on the existing Kirtland-Blackwell route. The short-term strategy addresses some of the intersection geometry problems and turning movement issues. The short-term strategy does not address the out-of-direction travel issues, however. The out-of-direction travel issue is especially apparent for connections to Highway 140. This planning project would develop the long-term strategy to provide a solution to freight issues for travel from the Seven Oaks interchange to Highway 140 and freight mobility to the White City industrial area. A direct road extension from Highway 140 to the Seven Oaks interchange would have to address severe environmental constraints (vernal pools) and Statewide Planning Goal 3.

## **3. Highway 62 Streetscape and Access Management Study**

Highway 62 forms the main commercial street of White City, acts as a barrier between the two sides of White City, and serves a high volume of through traffic. The Oregon Transportation Commission has designated the entire length of Highway 62 within White City as an expressway, which serves the through trip function, but which is not necessarily compatible with commercial access and east-west connectivity needs. In 1990, the RVCOG led the development of an access management plan for Highway 62 between Medford and Eagle Point; however, the White City portion of the plan now requires updating as a result of the adoption of an updated comprehensive plan for White City, which significantly increases White City's anticipated future population. In addition, ODOT's access management rules have changed significantly since 1990. This project would develop a plan for the Highway 62 corridor through White City that would identify access management needs, streetscape enhancements, pedestrian crossing treatments, sidewalk and bicycle facility improvements, and transit needs. A central component of this plan would be to develop at least one safe, convenient, and attractive bike-ped crossing at or between the intersections of Antelope and Ave G. A good pedestrian crossing in this area would address some of the bike-ped conflicts caused by this section of Highway 62 being designated as an expressway. The plan should include ODOT recognition of the White City to VA DOM path as a separated non-motorized pathway and should include an improvement plan for this pathway. The plan should consider both local and through traffic needs, and should consider the potential impacts of a Highway 62 Unit 3 Expressway.

## Figure 5-5 Planning Project Areas

## Street Improvement Projects

Various street improvement projects have been developed to address the needs identified during the TSP process. These projects include new street connections, widened streets to accommodate future traffic volumes, and corridor refinement planning to identify improvement options. The detailed analysis of the improvements is provided in the *Background Document*. Financially constrained capital projects (Tier 1) are divided into short/medium term (2004-2013) and long term (2014-2023). Other unfunded projects (Tier 2) are also identified. Table 5-3 lists the street improvement projects. The italicized projects in the list are County TSP projects that are entirely outside the WCUUCB. These County projects are included in the White City TSP because they are critical to the White City TSP. Figure 5-6 shows the locations of the projects. The financing plan in Chapter 6 estimates costs for and prioritizes each project. Brief descriptions of the projects are provided below.

**TABLE 5-3 STREET IMPROVEMENT PROJECTS**

Map Key	Project	Section	Description	Project Type
<b>Short and Medium Term Tier 1 (2004-2013)</b>				
1	<i>Avenue A</i>	<i>Atlantic to Kershaw</i>	<i>New 2-Lane rural minor collector</i>	<i>Capacity</i>
2	Agate Road	HWY 62 to Ave G	New 3-Lane Industrial Collector	Capacity
3	Antelope Road	Agate Road	New traffic signal	Capacity
4	Antelope Road	Table Rock to 7 <sup>th</sup>	Widen to 5 lanes with bike lanes, sidewalks	Capacity
5	Atlantic Ave	Ave A to Ave G	New 3-lane urban major collector	Capacity
6	Ave G	Agate to Kirtland	New 3-lane Industrial Collector	Capacity
7	Ave G	HWY 62 to Atlantic	New 3-lane	Capacity
8	Ave H	Wilson to UUCB	New 2-lane Minor Collector	Capacity
9	<i>Foothill Rd</i>	<i>Corey to Atlantic</i>	<i>New Rural 2-Lane Major Collector</i>	<i>Capacity</i>
10	Highway 62	Agate Road	Realign intersection and signalize	Safety & Operations
11	Highway 62	Highway 140	Widen intersection approaches	Capacity
12	Leigh Way	Agate to Antelope	New 3-lane street w/shoulder bikeway	Capacity
13	Table Rock Road	Wilson to Antelope	Widen to 5 lanes with bike lanes, sidewalks	Capacity
14	White City/I-5 Freight Connector	Highway 140 to I-5	Placeholder for implementing recommendations of the White City/I-5 Freight Mobility Study	Freight
<b>Long Term Tier 1 (2014-2023)</b>				
15	<i>Lakeview Drive</i>	<i>Lakeview to McLoughlin</i>	<i>New 2-lane rural minor collector</i>	<i>Capacity</i>
16	White City/I-5 Freight Connector	Highway 140 to I-5	Placeholder for implementing recommendations of the White City/I-5 Freight Mobility Study	Freight
17	Wilson Way	Avenue H to Dutton Rd	Upgrade to Minor Collector in WCUUCB	Capacity
<b>Tier 2 (Unfunded)</b>				
18	Antelope Road	Highway 62	Widen intersection approaches	Capacity
19	Crater Lake Avenue	Corey Road to Gramercy	New 2-lane urban minor collector	Capacity
20	West Antelope Road	Kirtland Road	Realign intersection to make the south and west approaches the through movement	Operations & Freight
21	West Dutton Road	Terminus to Agate	New 2-lane urban minor collector	Capacity
22	Wilson Way	Avenue G to Avenue F	New 2-lane urban minor collector	Capacity

## Figure 5-6 Street Improvement Plan

## **Tier 1 (Short and Medium Term 2004-2013)**

### ***1. Avenue A (Atlantic to Kershaw)***

This section of Avenue A is currently a gravel road in a dedicated Right-of-Way, but the County does not maintain the road. This project has been prioritized for CMAQ funding because of the air quality problems caused by the gravel road. The functional classification map designates this section of Avenue A as a minor collector, but the minor collector designation will not apply until the project is complete and the County accepts maintenance of the facility.

### ***2. Agate Road (HWY 62 to Avenue G)***

Freight traffic on Agate is expected to increase throughout the planning horizon. There are already several accesses along Agate Road in this area and through freight traffic will be hampered by local traffic without the addition of a center turn lane. This project will add a center turn lane and bring Agate Road up to the local industrial collector standard. It is important to note that this is the 'minimal' work that is expected on this road segment in the planning horizon. Outcomes of both the White City Freight Study and the Highway 62 Expressway planning projects may alter this project in the future.

### ***3. Antelope Road/Agate Road Signal***

The future conditions analysis of the TSP identified intersection operations failure at this intersection, consistent with expectations in the RTP. The project would signalize the Antelope Road/Agate Road intersection. The 2023 weekday p.m. peak hour operation of the traffic signal is anticipated to be at LOS "B" with a v/c ratio of 0.60. Thus, significant capacity would exist beyond the planning horizon. Also, capacity would be available to address the short-term problem of freight mobility from I-5 to Highway 140.

### ***4. Antelope Road***

This RTP project widens Antelope Road to five lanes, with bike lanes and sidewalks, between Table Rock Road and 7<sup>th</sup> Street. This project will improve freight mobility on this section of Road and will compliment the Leigh Way Extension.

### ***5. Atlantic Avenue (Avenue A to Avenue G)***

This section of Atlantic Avenue has a rural cross-section. As part of Urban Renewal in White City, this street will be upgraded to the Urban Major Collector standard with three lanes bike lanes and sidewalks. Existing Right-of-Way is 80', so no new ROW acquisition will be required for construction of the major collector standard.

### ***6. Avenue G (Agate to Kirtland)***

To improve truck mobility in the White City industrial area, this project reconstructs most of Avenue G and provides a direct connection from Avenue G to Kirtland Road.

The realignment of Avenue G provides a direct connection to Kirtland Road. This improvement would cross the Ken Denman wildlife refuge. This is a Goal 5 protected resource and road building is listed as a conflicting use. A new ESEE would need to be completed to amend the County's acknowledged Goal 5 plan to allow construction of this facility. The Denman Wildlife Refuge is

owned and managed by the Oregon Department of Fish and Wildlife, so the Goal 5 amendment would need to be well coordinated with ODFW's management goals. Also, there are wetlands in the vicinity that may prove challenging for this project. A detailed wetlands assessment would need to be conducted as part of project development.

This project is one of three projects that comprise the TSP's short-term solution for improving freight mobility from White City to I-5. The other two projects are the Leigh Way Connection and the realignment of the Kirtland – Antelope intersection. The Avenue G project will be completed first. The traffic flows will then be reanalyzed to determine the extent to which the Avenue G improvements are drawing traffic away from Antelope Road. Then the Leigh Way Connection will be built. Traffic flows will be reanalyzed to see how much traffic has moved back to Antelope west of 7<sup>th</sup>. Then the Kirtland-Antelope intersection will be reanalyzed to determine if the dominant movement has shifted from through on Kirtland to westbound from Antelope. If the dominant movement has not shifted then the intersection at Kirtland and Antelope will be left as-is until completion of the freight planning project. If the dominant movement has shifted to westbound from Antelope as a result of the Leigh Way Connection then the Kirtland-Antelope intersection will be realigned to make the westbound on Antelope the through movement.

### ***7. Avenue G (HWY 62 to Atlantic)***

This section of Avenue G has a rural cross-section. As part of Urban Renewal in White City, this street will be upgraded to the Urban Major Collector standard with three lanes bike lanes and sidewalks. This project should include some specific design elements near the new middle school. These design elements should focus on minimizing conflicts between through auto traffic on Avenue G and non-auto traffic crossing Avenue G at the school site. Existing Right-of-Way is 80' to 90', so no new ROW acquisition will be required for construction of the major collector standard.

### ***8. Avenue H (Wilson Way to UUCB)***

This section of Avenue H has a rural cross-section. As part of Urban Renewal in White City, this street will be upgraded to the Urban Minor Collector standard with two lanes bike lanes and sidewalks.

### ***9. Foothill Road Extension (County TSP Project)***

This is a County TSP project that extends Foothills Road from Corey Road to Atlantic Avenue just south of the White City Urban Unincorporated Boundary. The project was initially identified as part of urbanizing land use changes in White City. The project would provide a much-needed additional north-south connection between White City and Medford. In reviewing the TSP, the Bike committee ranked Foothills among the 5 highest priority projects. The regional transportation demand model was run to assess impacts on Highway 62. The model indicated that several segments of Highway 62 would benefit from this connection between White City and Medford. This project addresses some of the intersection operations needs identified at Highway 140 and Highway 62 and Antelope Road and Highway 62. The new road would be constructed as a rural major collector consistent with the functional classification for the rest of the facility between Medford and White City. This is a regionally significant project that must be incorporated into the RTP before it will be considered a planned project.

This project would add an intersection on Highway 140. The intersection meets Oregon Highway Plan spacing standards for this segment of Highway 140. Highway 140 has considerable available capacity under its adopted v/c and this intersection is not expected to cause the Highway 140 facility to exceed its adopted performance standard within the planning horizon. The one challenge

that this project may face is that no access rights may exist for the adjacent properties. Region 3 ODOT staff has been contacted regarding this issue; a definitive ODOT determination for existence of an access right has not been made at this time. The County's TSP has been carefully coordinated with ODOT planning staff and they support the project as an effective way to reduce volumes on an Expressway (Highway 62) at the expense of a small reduction in capacity on a Statewide Highway. Thus, if no access rights exists, Jackson County will need to work with ODOT for a grant of access right in addition to the usual administrative rule procedures for the actual access permit. The grant of access may add costs to the project estimate.

### ***10. Highway 62 and Agate Road Realignment and Signalization***

These RTP projects realign Agate Road to intersect Highway 62 at a right angle, and signalize the new intersection, to improve safety and operations. There are no specific spacing standards for traffic signals on this corridor, but the planned signal would not be inconsistent with ODOT's access spacing standards. This signal should be coordinated with adjacent signals on Highway 62. In the longer term, the intersection will likely need to be converted to an interchange if the Unit 3 Expressway is constructed. The Background Document provides concepts for street realignments in the area, should the expressway be constructed. An analysis of signal warrants should be conducted prior to construction. The state traffic engineer must approve all new traffic signals on ODOT facilities. This project is described as it was conceived in the Regional Transportation Plan. ODOT staff has indicated, through the coordinated planning process, that this project may be modified in the next update of the RTP

### ***11. Highway 62/Highway 140***

To improve intersection operations, this project adds a second westbound left-turn lane to the Highway 140 approach, and provides protected signal phasing to the east and west approaches. Depending on the outcomes of the I-5/White City Freight Mobility Planning Project and the Highway 62 Expressway Planning Project additional intersection modification may be necessary. For example, this intersection may need to be grade separated in the distant future.

The generalized growth model Kittelson used for intersection analysis indicates peak hour traffic volumes of approximately 2,200 per hour northbound and southbound with opposing left turning movements around 150 per hour. Thus, if this intersection had only these two movements, then the v/c would be about .89. The dual left turn lanes on the west bound approach will add about 10% to the capacity of the intersection based on these volumes, so it is worth doing, but the v/c will still be 1.36 if volumes materialize as projected. However, the projected critical movement volumes are more than twice the current volumes and projects in the TSP add one north-south connection (Foothills) and dramatically increase the capacity of another (Table Rock). Both of these connections are parallel to Highway 62 and should have substantial available capacity at the end of the planning horizon. If these routes eventually take around 400 additional north-south trips as Highway 62 becomes more congested during the peak hour, then the v/c would return to around 1.15.

The implications of these alternative route improvements will be able to be verified more precisely when the regional travel demand model is updated. Also, it is important to note that the generalized growth model used in the Kittelson analysis was a high volume estimate. The Kittelson analysis estimated 2023 ADT over 30,000 for this segment of Highway 62 and the RTP model forecasts were over not 30,000.

### ***12. Leigh Way Connection***

This RTP project extends Leigh Way from its current terminus at Agate Road to Antelope Road. The new connection would be a three-lane street with shoulders and would make a more direct connection from Highway 140 to the industrial area of White City. The project would reduce turning movements by eliminating the use of Agate Road for trips from Highway 140 to I-5.

The general alignment for this connection would cross the Ken Denman wildlife refuge. This is a Goal 5 protected resource and road building is listed as a conflicting use. A new ESEE would need to be completed to amend the County's acknowledged Goal 5 plan to allow construction of this facility. The Denman Wildlife Refuge is owned and managed by the Oregon Department of Fish and Wildlife, so the Goal 5 amendment would need to be well coordinated with ODFW's management goals. Also, there are mapped vernal pools wetlands in the vicinity may prove challenging for this project. These vernal pools may be habitat for an endangered species of fairy shrimp. A detailed wetlands assessment would need to be conducted as part of project development.

This project is one of three projects that comprise the TSP's short-term solution for improving freight mobility from White City to I-5. The other two projects are the Avenue G reconstruction/realignment and the realignment of the Kirtland – Antelope intersection. The Avenue G project will be completed first. The flows will then be reanalyzed to determine the extent to which the Avenue G improvements are drawing traffic away from Antelope Road. Then the Leigh Way Connection will be built. Traffic flows will be reanalyzed to see how much traffic has moved back to Antelope west of 7<sup>th</sup>. Then the Kirtland-Antelope intersection will be reanalyzed to determine if the dominant movement has shifted from through on Kirtland to westbound from Antelope. If the dominant movement has not shifted then the intersection at Kirtland and Antelope will be left as-is until completion of the freight mobility planning project. If the dominant movement has shifts to westbound from Antelope as a result of the Leigh Way Connection then the Kirtland-Antelope intersection will be realigned to make the westbound on Antelope the through movement.

### ***13. Table Rock Road (Antelope to Wilson)***

To accommodate future traffic volumes, this Tier 1 RTP project widens Table Rock Road to a five-lane cross-section with bike lanes and sidewalks between Antelope Road and Wilson Road.

### ***14. White City to I-5 Freight Improvements***

This project is a funding placeholder that anticipates future projects that will be identified from the White City freight mobility planning project.

## **Tier 1 (Long Term 2014-2023)**

### ***15. Lakeview to McLoughlin Connection***

This is a significant north-south roadway realignment/connection project from Lakeview Drive to McLoughlin Road in the area between White City and Medford. The project was identified as part of the land use planning process in White City. The project provides the northern portion of an alternative north-south route between White City and Medford, in addition to the Foothills extension. Direct benefits to Highway 62 from both connections would be difficult to make at this time, which would then trigger a goal exception and/or expansion of the Medford UGB to make

McLoughlin connect all the way to the Medford system. Since the need for both connections would be difficult to justify at this time, the completion of this connection is a lower priority than the Foothills extension. However, since the spacing is good and the eventual connection appears reasonable the northern component of the connection is included as a project. The new road would be constructed as a rural minor collector. This project would need to be included in the RTP before it would be considered a planned facility.

#### ***16. White City to I-5 Freight Improvements***

This project is a funding placeholder that anticipates future projects that will be identified from the White City freight mobility planning project.

#### ***17. Wilson Way (Ave H to Dutton Road)***

This project will improve Wilson Way to an urban minor collector standard in the WCUUCB and to a rural minor collector standard outside the WCUUCB. This road is currently dirt and is not maintained by the County. The functional classification of this facility as a minor collector will not occur until the road is upgraded to the minor collector standard and maintenance responsibilities are accepted by the County.

### **Tier 2 (Unfunded)**

#### ***18. Antelope Road/Highway 62***

To improve future operations at this intersection, Antelope Road would be widened at the intersection to provide additional through and/or turn lanes, subject to right-of-way constraints. A number of different combinations of turn lanes are possible that would improve the intersection in 2023. The project could add westbound and eastbound lanes that would serve as a through and dual left turn lanes dividing the projected through and left-turn movements into three lanes. This project must be added to the RTP.

The generalized growth model Kittelson used for intersection analysis indicates traffic volumes of approximately 2,200 per hour northbound with opposing left turning movements around 150 per hour. Thus, if this intersection had only these two movements, then the v/c would be about .89. The dual left turn lanes on the west bound approach will add about 10% to the capacity of the intersection, so it is worth doing, but the v/c will still be well above 1 if volumes materialize as projected. However, the projected critical movement volumes are more than twice the current volumes and projects in the TSP add one north-south connection (Foothills) and dramatically increase the capacity of another (Table Rock). Both of these connections are parallel to Highway 62 and should have substantial available capacity at the end of the planning horizon. If these routes eventually take around 400 additional north-south trips during the peak hour then v/c would return to around 1.23.

The implications of these alternative route improvements will be able to be verified more precisely when the regional travel demand model is updated. Also, it is important to note that the generalized growth model used in the Kittelson analysis was the highest volume estimate. The Kittelson analysis estimated 2023 ADT over 30,000 for this segment of Highway 62 and neither the ODOT forecasts nor the RTP model forecasts were over 30,000.

**19. Crater Lake Avenue Extension**

If the Highway 62 Expressway were developed, there would likely be new access restrictions onto Highway 62 between Corey Road and Highway 140. This project would extend Crater Lake Avenue from its current terminus at Corey Road to Gramercy Drive, providing a frontage road to serve the local access needs of properties adjacent to Highway 62. The new connection would be constructed as an urban minor collector with bike lanes and sidewalks. This project should be re-evaluated as part of the Expressway Planning project. The effectiveness of this project is limited by the feasibility of the Gramercy Drive extension. If Gramercy Drive is not extended to Division, then this project would only serve a localized area and may not provide for extended circulation through White City that would justify project costs.

**20. West Antelope Road/Kirtland**

To improve truck mobility, this project realigns the Antelope Road/Kirtland Road intersection so that the west and south approaches become the through movement, and vehicles must turn off the main roadway to continue east on Kirtland Road.

This project is one of three projects that comprise the TSP's short-term solution for improving freight mobility from White City to I-5. The other two projects are the Leigh Way Connection and the realignment/reconstruction of Avenue G. The Avenue G project will be completed first. The traffic flows will then be reanalyzed to determine the extent to which the Avenue G improvements are drawing traffic away from Antelope Road. Then the Leigh Way Connection will be built. Traffic flows will be reanalyzed to see how much traffic has moved back to Antelope west of 7<sup>th</sup>. Then the Kirtland-Antelope intersection will be reanalyzed to determine if the dominant movement has shifted from through on Kirtland to westbound from Antelope. If the dominant movement has not shifted then this project will be postponed until completion of the freight planning project. If the dominant movement has shifted to westbound from Antelope as a result of the Leigh Way Connection then this project will make the westbound on Antelope the through movement.

**21. West Dutton Road Extension**

This project extends West Dutton Road from its current terminus west of Highway 62 to Agate Road. It provides an additional connection in a northern portion of White City that has the potential to be developed in the future. The new connection would be constructed as an urban industrial collector. There are some vernal pools that may prevent development of this road. Also, the road would primarily provide circulation for additional industrial land, so the project will not be a high priority until demand for industrial development in this portion of White City increases.

**22. Wilson Way**

This is the follow-up TSP project for the connection identified in the White City Connectivity plan. This project extends Wilson Way from Avenue F to Avenue G. It would provide a continuous north-south connection for motor vehicles and bicycles, including an additional connection from the elementary school located on Wilson Way. The new connection would be constructed to the two-lane urban minor collector standard.

### 5.3 Public Transportation Plan

Although Jackson County does not provide public transportation services, it can provide policies and facilities that support the provision and usage of transit service. Transit service provides mobility to the residents who do not have access to personal automobiles and provides an alternative to driving for those who do.

Public transportation service to and from White City includes fixed-route service operated by the Rogue Valley Transportation District (RVTD) and specialized transportation for users such as senior citizens and persons with disabilities

The RTP proposes seven alternative measures to meet the TPR requirement of reducing the per capita VMT by 5% within the 20-year planning period. These measures and its targets are designed reduce automobile reliance and increase the usage of alternate modes of travel. To meet the targets of the measures, the RTP identifies Tier 1 (financially constrained) and Tier 2 (desirable) levels of transit service within the MPO area, as illustrated in Figure 5-7. White City should work with RVTD and RVCOG to identify means of implementing the Tier 2 program by the year 2023. The residential sidewalk program in White City, when completed, will provide sidewalk access to all transit stops within the residential portion of White City. The Highway 62 Streetscape and Access Management Plan project will address pedestrian access needs to transit stops along Highway 62. That project would improve conditions for future transit passengers walking to and waiting at future transit stops along that portion of Antelope Road.

#### Major Transit Stops

The TPR requires that cities identify “major transit stops” which serve more than the usual number of passengers. These stops may require greater levels of passenger amenities (e.g., shelters, lighting), larger waiting areas, and/or improved pedestrian access. Developing a map of future major stop locations that is supported by RVTD has been a difficult component of the White City TSP planning process. Within White City, the V.A. Domiciliary and stops at the Highway 62/Antelope Road intersection are designated as major transit stops: the former, because it is a major institutional use with potentially transit-dependent residents, and the latter because the intersection will become White City’s transfer point when either the Tier 2 local bus system is implemented, or when intercity service between Medford and Eagle Point is established. The location of stops at the intersection (e.g., near-side vs. far-side) may change over time. For example, the relative priorities of facilitating transfers vs. minimizing traffic signal delay to buses by taking advantage of the signal timing may dictate the stop location.

## Figure 5-7 Transit System Plan

#### 5.4 Pedestrian and Bicycle Plan

Providing a connected network of pedestrian facilities is important for:

- Serving shorter pedestrian trips from neighborhoods to activity centers, such as schools, churches, and neighborhood commercial uses;
- Providing access to public transit; and,
- Meeting residents' recreational needs.

White City's design standards provide sidewalks on all new streets within White City, except for industrial streets, where paved shoulders are provided. The industrial streets have paved shoulders so that the open ditch drainage system can continue to be used. Urban Renewal has been building sidewalks throughout White City and the sidewalk system on existing streets in the residential portion of White City will soon be complete. The street reconstruction projects undertaken in White City have provided adequate pavement widths for a connected bicycle system on the higher order street system. The requisite re-stripping for bike lanes will occur with the adoption of the functional classification system included in the TSP.

The need to develop a multi-use pathway and trail system carries forward from the White City Connectivity Plan into this TSP. In addition to upgrading the existing path on the west side of Highway 62 between Antelope Road and the V.A. Domiciliary, the need for an east-west non-motorized pathway between Division Road and 29<sup>th</sup> Street has been identified.

Highway 62 is often perceived as a barrier to pedestrian travel in White City. The intersections at Avenue G and Antelope Road both include marked and signalized pedestrian crossings, but the sheer size of the crossing is uninviting. The Highway 62 Streetscape and Access Management Plan project will identify means of improving pedestrian crossings from one side of Highway 62 to the other, as well as means of improving pedestrian and bicycle travel along the section of the highway through White City. Some design level analysis of the planned improvements to the existing path should be considered as part of this study.

The bicycle plan establishes a network of bicycle lanes to provide a safer, interconnected bicycle system for recreational and commuter use. White City's network is designed to connect to the larger County bicycle lane network that will be developed over the next 20 years. White City may also wish to designate and sign bicycle routes in locations with a discontinuous street system, to provide route guidance to bicyclists. Although the grid-like street system poses few navigational challenges to bicyclists, the connection from Wilson Way to either Lakeview Drive or the future Foothill-Atlantic connection may be useful to sign.

Most all of the street improvement projects include improvements to bicycle and pedestrian facilities. In addition, the White City TSP identifies the following bicycle/pedestrian projects.

##### ***PB1. East-West Pathway***

This project provides a new multi-use path between Division Road and a planned local street located northeast of the Avenue C/29<sup>th</sup> Street intersection, connecting residential areas to White City Elementary School and the commercial strip along Highway 62.

**PB2. VA Dom-Antelope Rd Pathway**

This project rebuilds the multi-use path between Antelope Road and the VA Domiciliary. The existing pathway is paved, but the pavement is deteriorating and does not meet the Oregon Bicycle and Pedestrian Plan standards for a separated multi-use pathway. This project will reconstruct the pathway to a modern standard and add some pedestrian amenities.

**5.5 Rail Plan**

Rail service in White City is provided by the White City Terminal Railroad (WCTR). It operates in the industrial park located west of Highway 62. The major commodities moved by WCTR are chemicals and wood products. WCTR is in FRA excepted track status (lower than Class 1, with a maximum freight speed of 10 mph and restrictions on use), except for certain tracks, which are used to carry hazardous materials, which are maintained in Class 1 condition.

The Jackson County TSP identifies a CORP Line Rehabilitation Economic Analysis study to evaluate the potential economic benefits of public investment in improvements to accommodate heavier rail cars and double-stacked containers on the section of the Central Oregon Pacific Railroad (CORP) between Grants Pass and Black Butte, CA. The economic analysis should take into consideration the affects of such improvements on the White City industrial area, which is one of the main industrial areas in the County.

**5.6 Air, Marine, and Pipeline Plans****Air Plan**

Air transportation service in White City is provided by the Rogue Valley International-Medford Airport, which is located approximately five miles south of White City. The 2001 Airport Master Plan forecasts an annual growth rate of 2.5% in enplanements-per-capita. The growth forecast takes into consideration regional population growth, including White City. None of the projects listed in the master plan capital improvements program fall directly under White City jurisdiction.

**Marine Plan**

No economically navigable waterways are located within White City.

**Pipeline and Transmission Plan**

The private utilities providing natural gas and electricity to White City identified no long-term needs with their transmission systems.

**Section 6**

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**Transportation Financing Plan**

# Transportation Financing Plan

The White City Transportation system plan

The Transportation Planning Rule (OAR 660-12-040) requires that City TSPs include a financing plan. The financing plan includes:

- A list of planned transportation facilities and major improvements;
- A general estimate of the timing for planned transportation facilities and major improvements;
- Determination of rough cost estimates for the transportation facilities and major investments identified in the TSP (intended to provide an estimate for the fiscal requirements to support the land uses in the acknowledged comprehensive plan and allow jurisdictions to assess the adequacy of existing and possible alternative funding mechanisms; and
- A discussion of existing and potential financing sources to fund the development of each transportation facility and major improvement (which can be described in terms of guidelines or local policies).

No specific information was available on specific funding resources that might be available to White City upon incorporation. For the purposes of this TSP, it is assumed that Jackson County will retain jurisdiction of White City's public street system, and will fund the County projects shown in the RTP and County TSP. With the exception Urban Renewal financing discussed below, the financial section of the County's TSP is referenced by the White City TSP as the basis for 'financial constraint' in the White City TSP.

Should jurisdiction of some or all of the streets be transferred to White City through the incorporation process, the financial structure of the White City street system would be altered to a substantial degree. Incorporation of White City would likely necessitate revision of this section of the TSP.

The timing and financing provisions in the transportation financing program are not considered a land use decision as defined by the TPR and ORS 197.712(2)(e) and, therefore, cannot be the basis of appeal under State law. In addition, the transportation financing program is intended to inform the comprehensive plan policies, which provide for phasing of major improvements to encourage infill and redevelopment of urban lands, prior to facilities that would cause premature development of urbanizable areas or conversion of rural lands to urban uses.

The White City TSP does include one financial component that is distinct from the County system. This is due to the presence of Urban Renewal. The White City Urban Unincorporated Community is also an Urban Renewal area. The Transportation Financing Plan portion of this TSP presents a detailed discussion of Urban Renewal Project financing.

## 6.1 URBAN RENEWAL TRANSPORTATION PROJECT FINANCING

In 1991 Jackson County approved an Urban Renewal Agency for the White City area. The plan, aimed at eliminating slums and blight, contained an aggressive transportation improvement program. The transportation improvements have included retrofitting existing neighborhoods with sidewalks, improving higher order streets with curb, gutter and sidewalks, and reconstructing or resurfacing the majority of streets in White City. Since fiscal year 2001-2002 the Agency has expended:

2001-2002	2002-2003	2003-2004
\$2,433,821	\$4,038,258	\$4,300,579

The Urban Renewal Plan is a 25 year plan, however due to the success of the program it is highly likely the agency will cease taxing in 2008. The agency, currently and in the future will issue no long-term debt, as the annualized tax revenue is commensurate with the agency's annual expenditures and the debt commitments. Based on the Urban Renewal expenditures above, a conservative estimate of Urban Renewal funds available for the short term projects list is \$14 million (\$3.5 million a year for fiscal years 2004-2005 through 2007-2008). The White City TSP identifies \$13.15 million in short-term projects, which is within the anticipated Urban Renewal Revenues.

## 6.2 TRANSPORTATION PLANNING EXPENSES

The County has both day-to-day transportation planning expenditures and transportation planning project expenditures. Day-to-day expenditures include things such as participation in the MPO, participation on Technical Advisory Committees for other jurisdiction's planning projects, and internal meetings and coordination on a variety of transportation issues. Day-to-day expenditures on transportation planning are relatively small, usually less than \$10,000 a month. If White City were to incorporate in the future, revision of the transportation financing section should identify the day-to-day financing costs.

Planning projects tend to be much more expensive than day-to-day planning activities. The development of this TSP is an example of a transportation planning project expenditure. The consultant contract was about \$130,000 with almost equal expenditure of County staff work. The TSP has identified several planning projects for the planning horizon. Table 6-2 provides very rough cost estimates for completion of these planning projects:

**TABLE 6-1 PLANNING PROJECT COSTS**

Project	Cost	Potential Revenue Sources (Not Including County)
Highway 62 Expressway	\$200,000	ODOT
White City/ I-5 Freight Mobility Study/ Seven Oaks Interchanges	\$250,000	ODOT, Private Sector
HWY 62 Streetscape and Access Management Study	\$225,000	ODOT
<b>Total</b>	<b>\$675,000</b>	

It is important to reiterate that the actual planning costs could differ substantially from these estimates. There is no magic formula for estimating the costs of these planning projects. The numbers just represent County staff's rough approximation of how much the project would cost in current dollars. In all these projects, substantial data collection and analysis would be necessary. Also the costs reflect, approximate study and adoption costs. They do not include potential legal defense costs. For any of these planning projects to have much value, Board adoption of the product would be required. Litigation is always possible for any large-scale land use action and any of these projects could have substantial legal costs in addition to the planning costs. However, the better and more credible the planning product the more defensible it would be.

### 6.3 ESTIMATE OF CAPITAL PROJECT REVENUE THROUGH 2023

Generally, the County's TSP does not fund transportation improvement projects inside the White City Urban Unincorporated Community Boundary. The County's plan anticipates that most all of the funding for transportation improvements in White City will be funded by Urban Renewal or through private development projects. Discussion of Urban Renewal funding is in Section 6.1 above. See the County TSP for County project revenue projections.

### 6.4 TRANSPORTATION IMPROVEMENT PROJECTS

The five-year capital improvement program included with Jackson County Road's budget includes about \$1.8 million a year for roadway improvement projects. Historical expenditures support this as a reasonable figure to use in the County's TSP for projected funding available for projects. One other factor that effects the funding outlook for the County TSP is jurisdictional exchanges and transfer payments to cities. Many of the projects in the County TSP are entirely within UBG's and it is anticipated that some cost sharing will occur.

The TSP presents both a financially constrained capital project plan (Tier 1), and other unfunded projects (Tier 2) that are required to fully address all of the transportation needs identified through the TSP process for the White City area. New sources of funding, and/or increasing the revenue available from existing funding sources, will be required to meet all of the county's transportation needs. However, because of the presence of Urban Renewal funding in White City, most of the needs identified for the White City area are expected to have available funding.

The sequencing plan presented in the TSP is not detailed to the point of a schedule identifying specific years when infrastructure should be constructed. Instead, projects are assigned to short-term and mid-term (0-10 years) and long-term (11-20 years) horizon periods. In this manner, the implementation of identified system improvements has been staged to spread investment in the county's transportation infrastructure over the 20-year life of the plan. The county will need to periodically update its TSP, and will review the need and timing for longer-term improvements at those times. Prioritizing specific near-term projects will occur annually when the county updates its capital improvement program for the upcoming year. A specific update will need to address jurisdictional issues and associated financing changes if White City incorporates.

This section includes the projects that are included in the RTP and also includes STIP projects in the county. Some of the funding for these projects may come from local cities and the state, as indicated in Table 6-5. Cost estimates for RTP and STIP projects were obtained from those programs; planning-level cost estimates for other TSP projects were developed for the TSP. Due to differences in cost estimation methodologies, projects with similar lengths may have differing cost estimates. Costs will be refined as projects proceed into design and construction.

Projects in and around White City generally were selected for Tier 1 (financially constrained) status using the following criteria:

- Projects appearing in the draft 2004-07 STIP were included as short-term projects. Although the draft STIP is subject to change until the final version is adopted, it is assumed that any projects removed from the final STIP would still have high priority for funding in future STIPs. A number of short-term high-cost projects on state facilities are currently proposed for funding in the draft STIP. The total cost of these projects exceeds the assumed 20-year budget for non-bridge projects. As a result, no major new state capital projects were added to the TSP

- State and County projects appearing in the RTP's Tier 1 list were generally included, and generally in the same timeframes identified in the RTP, with appropriate time adjustments reflecting the different adoption dates of the RTP and the TSP. A few project adjustments were required due to the dramatic increase in geographic area of the MPO since the last RTP update.
- Once the previously planned projects were allocated with applicable adjustments, the remaining dollars were applied to the highest priority projects identified through the TSP process. The paragraphs above provide the basis for expected available dollars for projects at an allocation rate of \$1.8 million per year for the first 10-years. An additional \$14 million in Urban Renewal dollars is anticipated for the short term in the Urban Unincorporated Area. This budget was generally sufficient to accommodate the short- and medium-term Tier 1 RTP projects and most all of the needs identified for the White City area.

The construction of roads, water, sewer, and electrical facilities in conjunction with local development activity should be coordinated if Jackson County is to develop in an orderly and efficient way. Consequently, the plans proposed in the TSP should be considered in light of developing infrastructure sequencing plans, and may need to be modified accordingly.

TABLE 6-2 TRANSPORTATION IMPROVEMENT PROJECTS

Project Number	RTP/ STIP Project ID Number	Facility	Location	Description	Primary Project Purpose	Funding Sources					Project Cost in Millions	County Share in Millions
						ODOT	County	Urban Renewal	Other			
<b>Tier 1 - Short and Medium Range Transportation Improvements (financially constrained 2004-2013)</b>												
1	(CMAQ)	Avenue A	Atlantic to Kershaw	New 2-Lane Rural Minor Collector	Capacity			X			\$0.80	\$0.00
2		Agate Rd	Hwy 62 to Ave G	Upgrade to Industrial Collector	Capacity			X			\$1.50	\$0.00
3		Antelope Road	Agate Intersection	New Traffic Signal	Capacity			X			\$0.38	\$0.00
4		Antelope Road	Table Rock to 7th	Widen to 5 Lane Urban Arterial	Capacity			X			\$2.88	\$0.00
5		Atlantic Avenue	Ave A to Ave G	Upgrade to Urban Standard	Capacity			X			\$2.60	\$0.00
6		Avenue G	Agate to Kirtland	Upgrade to Industrial Collector	Capacity			X			\$2.00	\$0.00
7		Avenue G	HWY 62 to Atlantic	Upgrade to 3-Lane Urban Standard	Capacity			X			\$2.60	\$0.00
8		Avenue H	Wilson Way to WCUUCB	Upgrade to Urban Standard	Capacity			X			\$0.40	\$0.00
9		Foothill Road	Corey to Atlantic	New Two Lane Rural Major Collector	Capacity		X				\$1.50	\$1.50
10	RTP-8/ 23	HWY 62	Agate Intersection	Realign and Signalize	Operation	X					\$0.66	\$0.00
11		Highway 62	HWY 140	Widen Approaches	Capacity	x	X				\$0.50	\$0.50
12	RTP-226	Leigh Way	Agate to Antelope	New Rural Arterial	Capacity		X				\$1.75	\$1.75
13	RTP-215	Table Rock	Wilson to Antelope	Widen to 5 Lane Urban Arterial	Capacity		X				\$2.94	\$2.94
14		Placeholder for White City Freight Mobility Improvement Projects from Study.			Freight	x	X			TBD		\$1.00
PB-1		East-West Pathway	29th Area to Division	White City Residential Bike/Ped Path	Bike/Ped				X		\$0.58	\$0.00
<b>Total Planned Transportation Improvement Expenses</b>											<b>\$21.09</b>	<b>\$7.69</b>

Project Number	RTP/ STIP Project ID	Facility	Location	Description	Primary Project Purpose	Funding Sources				Project Cost in Millions	County Share in Millions
						ODOT	County	Urban Renewal	Other		
<b>Tier 1 - Long Range Transportation Improvement Projects (financially constrained 2014-2023)</b>											
15		Lakeview Dr.	Lakeview to McLoughlin	Realign minor collector	Capacity		X			\$1.39	\$1.39
16		Placeholder for Freight Mobility improvements from study.			Capacity	x	X			\$2.00	\$2.00
17		Wilson Way	Ave H to Dutton	Upgrade to Standard	Capacity				X	\$0.30	\$0.30
PB-2		VA Dom	to Antelope Rd	Multi-Use Pathway	Bike/Ped	x			x	\$0.65	\$0.00
<b>Total Planned Expenditures on Transportation Improvement Projects (20014-2023)</b>										<b>\$4.34</b>	<b>\$3.69</b>

Project Number	RTP/ STIP Project ID	Facility	Location	Description	Primary Project Purpose	Funding Sources				Project Cost in Millions	County Share in Millions
						ODOT	County	Urban Renewal	Other		
<b>Tier 2 - Unfunded Transportation Improvement Projects</b>											
18		Antelope Rd	HWY 62 Intersection	Widen Intersection Approaches	Capacity	x	X			\$0.60	\$0.60
19		Crater Lake Av	Corey to Grammercy	New Rural Minor Collector	Capacity		X			\$1.74	\$1.74
20		W. Antelope	Kirtland Intersection	Realign Intersection	Capacity		X			\$0.70	\$0.70
21		W. Dutton	Terminus to Agate	New Industrial Collector	Capacity		x		X	\$3.43	\$1.50
22		Wilson Way	Ave G to Ave F	New Urban Minor Collector	Capacity		X			\$1.17	\$1.17
<b>Total Tier 2 - Unfunded Transportation Improvement Projects</b>										<b>\$7.64</b>	<b>\$5.71</b>

## Section 7

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# Transportation Planning Rule Compliance

# Transportation Planning Rule Compliance

In 1991, the Oregon Transportation Planning Rule (TPR) was adopted to implement State Planning Goal 12, Transportation (amended in May and September 1995). The Transportation Planning Rule requires all jurisdictions to complete a Transportation System Plan, including policies and ordinances to implement that plan.

The applicable portion of the Transportation Planning Rule is found in OAR Section 660-12-045, Implementation of the Transportation System Plan. In summary, the Transportation Planning Rule requires that local governments revise their land use regulations to implement the Transportation System Plan (TSP) in the following manner:

- Amend land use regulations to reflect and implement the Transportation System Plan.
- Clearly identify which transportation facilities, services, and improvements are allowed outright, and which will be conditionally permitted or permitted through other procedures.
- Adopt land use or subdivision ordinance measures, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions, to include the following topics:
  - access management and control;
  - protection of public use airports;
  - coordinated review of land use decisions potentially affecting transportation facilities;
  - conditions to minimize development impacts to transportation facilities;
  - regulations to provide notice to public agencies providing transportation facilities and services of land use applications that potentially affect transportation facilities;
  - regulations assuring that amendments to land use applications, densities, and design standards are consistent with the Transportation System Plan.
- Adopt land use or subdivision regulations for urban areas and rural communities to provide safe and convenient pedestrian and bicycle circulation and bicycle parking, and to ensure that new development provides on-site streets and accessways that provide reasonably direct routes for pedestrian and bicycle travel.
- Establish street standards that minimize pavement width and total right-of-way.

This memorandum provides a preliminary draft of changes to the Jackson County Land Development Ordinance (LDO) that will likely be needed to fully implement the new TSP2 and comply with the TPR. These draft changes are intended to provide staff, Planning Commission, and City Council members with a preliminary look at the suggested modifications to the LDO that may

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<sup>2</sup> The TSP document referenced is the Jackson County, Oregon, Transportation System Plan (“JCTSP” or “County TSP”), October 2003 Draft Report. A separate White City Transportation System Plan (“White City TSP”) is being completed in tandem with the County’s TSP but was not reviewed as part of this TPR compliance review.

be recommended for adoption as part of the TSP planning process. The *2003 Recommended Jackson County Land Development Ordinance* was the basis of this review. The LDO is divided into 13 chapters, with Chapter 12 dedicated to the White City Urban Unincorporated Community. Process and review provisions relevant to the TPR are found in Chapter 2, Review and Decision-Making, and Chapter 3, Application Review and Decision. Most of the transportation-related regulations are in Chapters 9, General Development Regulations, and Chapter 10, Land Division. Other Chapters of the LDO that include sections that address TPR requirements are Chapter 6, Use Regulations, Chapter 4, Resource Districts, Chapter 7, Overlays, and Chapter 8, Dimensional Standards.

The following table lists the applicable implementation elements of the TPR (OAR 660-012-0045) and demonstrates where the LDO complies with the TPR and where the LDO may need amendments to language or additional language to comply with the TPR. Comments are included in ***bold italic*** text where amendments are suggested. In addition, the Definitions section of the LDO (Chapter 13) will need to be reviewed and possibly amended dependent on other amendments made throughout the ordinance.

**TABLE 7-1 TPR REQUIREMENTS AND THE 2003 (DRAFT) JACKSON COUNTY LAND DEVELOPMENT ORDINANCE (LDO)**

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
(1) Each local government shall amend its land use regulations to implement the TSP.	
(b) A transportation facility, service, or improvement may be allowed without further land use review if it is permitted outright or if it is subject to standards that do not require interpretation or the exercise of factual, policy or legal judgment.	<p><b>Chapter 6, Use Regulations</b>, includes use-specific regulations. Section 6 covers Transportation Uses. Unless subject to overlay standards, transportation improvements such as bridges, culverts, streets, roads, highways, bike paths and pedestrian access do not require land use application approval for installation, repair or replacement within existing rights-of-way (Section 6.3.5(C)(1)).</p> <p>Off-road recreational bike paths are Type 1 uses (permitted by-right, non-discretionary staff review) within any development. Bike paths (“all types”) require a Type 2 permit in all zones (Table 6.2.1: Use Table for Base Zoning Districts).</p> <p>Per <b>Chapter 3, Application Review and Decision</b>, creation of public roads or streets requires a Type 4 application procedure; partitions that include the creation of a private road or street are processed as a Type 3 procedure (Section 3.3.2).</p> <p><b>Chapter 4, Resource Districts</b>, includes permitted use tables for Exclusive Farm Use (EFU), Forest Resource (FR), and Aggregate Removal (AR). EFU and FR use tables include transportation use regulations and the governing OAR sections; transportation improvements are Type 1 uses in the AR district.</p> <p>In the EFU District transportation use regulations include personal use airports (Section 4.2.9(A); relevant ORS and OARs cited) and roads, highways, and other transportation facilities and improvements (Section 4.2.9(B)); OAR 660-012-0065, -0070 cited).</p> <p>Section 4.3.8(A), transportation use regulations for the FR District, lists the public road and highway projects in ORS 215.283(1)(k)-(n) (widening roads within existing rights-of-way). Section (B) includes public road and highway projects in ORS 215.283(2)(p)-(r) and requires these uses to be</p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
	<p>reviewed as a Type 2 use.</p> <p><b>Chapter 7, Overlays</b>, includes Environmental and Cultural, Transportation and Public Facility, and Urban Overlays.</p> <p>Section 7.1, Environmental and Cultural Overlays, specifies that use of land so designated will be governed by the underlying zoning regulations. Section ASC 90-9 Scenic Resources does specify that existing road rights-of-way will be used whenever possible in order to avoid creating new roadways for access, but does not prohibit new transportation facilities.</p> <p>Section 7.1.2, Floodplain Overlay, does not require a floodplain review for parking areas, bike paths and roadways unless a building permit is required for excavation or fill or the development will be in the FEMA mapped floodway (7.1.2(B)(2)(a)).</p> <p>Section 7.1.3, Jackson County Public Park (JCPP) Overlay, includes the provision that uses allowed in the underlying zoning district may be permitted in the JCP Overlay subject to the requirements, standards and approval procedure required by the underlying zone (7.1.3.(C)(2)).</p> <p>Section 7.2, Airport Approach (AA) and Airport Concern (AC) Overlays, does not contain provisions related to permitted transportation facilities.</p> <p><i>Comment: Chapter 7 could be amended to include a general section regarding permitted transportation facilities and/or clarification that the underlying zoning regulations apply. Alternatively, each overlay in Chapter 7 could include a section that addresses transportation improvements.</i></p> <p>Section 7.2.2, Airport Boundary Overlay, identifies permitted airport uses, but does not include roadway, parking, pedestrian or bicycle uses.</p> <p><i>Comment: Section 7.2.2 should be amended to specify airport-specific transportation uses.</i></p> <p>Section 7.2.3(A) ASC 93-2 Transit Oriented Development (Areas of Special Concern) includes requirements for "transit trunk routes" in the County, identified as the ASC 93-2 Transit Oriented Development area. Requirements include transit facilities, park-and-ride lots, and, for new retail, office and institutional buildings, "preferential access" (building orientation).</p> <p>Section 7.3.2, Area of Special Concern, ASC 92-1 Whetstone Industrial Park, includes access to parcels and circulation of interior roads but does not include facilities or standards for circulation of cyclists or pedestrians.</p> <p><i>Comment: The LDO should be amended to include non-motorized modes of transportation in Whetstone Industrial Park Area of Special Concern.</i></p> <p><b>Chapter 12, The White City Urban Unincorporated Community</b>, includes a section regulating street intersections, design and connectivity, as well as bicycle and pedestrian connectivity (12.8), but does not specify use type for transportation facilities.</p> <p><i>Comment: Chapter 12 should be amended to either</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
	<p><i>reference use regulations in Chapter 6, or should include a section that clarifies what transportation facilities are permitted outright.</i></p>
<p>(c) Local governments shall provide a review and approval process that is consistent with 660-012-0050 (Transportation Project Development). Local governments shall amend regulations to provide for consolidated review of land use decisions required to permit a transportation project.</p>	<p><b>Chapter 2, Review and Decision-Making</b>, includes procedures for land use application review. While applications for more than one land use decision may be combined and heard or reviewed concurrently (Section 2.6.5), this consolidated review does not specifically address transportation projects.</p> <p><i>Comment: The County should consider amending this Chapter 2 to include a section specific to consolidated review of land use decisions related to transportation projects.</i></p> <p><i>Regarding White City, Section 12.1, Applicability, states that when standards or criteria in Chapter 12 conflict with other parts of the LDC, the standards and criteria in Chapter 12 will govern development approvals granted within White City. It does not state that when Chapter 12 is silent regarding procedures or criteria for approval that the applicable section of the LDO applies. The County should amend Chapter 12 to include such "catch all" language, or include a specific provision that states procedures for land use application review are in Chapter 2 of the LDO.</i></p>
<p>(2) Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities for their identified functions.</p>	
<p>(a) Access control standards</p>	<p><b>Chapter 9, General Development Regulations</b>, includes a section on access design standards (Section 9.5). The County may control access via a "control strip/street plug" to prevent or limit access to arterials and collectors (9.5.1(C)(5)).</p> <p><i>Comment: Section 9.5 does not discuss other methods of access control (such as frontage roads). In addition, the LDO does not contain driveway spacing standards and may need to be amended to conform to standards in the Oregon Highway Plan.</i></p> <p><i>The Highway 62 Special Land Area Use Plan and Highway 99 Medford-Phoenix Special Area Plan (Areas of Special Concern, Section 7.2.3, identified as "reserved" sections in the October Draft LDO) should include access control standards.</i></p> <p><b>Chapter 12, The White City Urban Unincorporated Community</b>, includes standards to restrict access to Avenue "A" (Section 12.3.2).</p> <p><i>Comment: The County may want to establish access control standards for other major streets in White City, or specify that provisions in Chapter 9 also apply.</i></p>
<p>(b) Standards to protect the future operations of roadways and transit corridors</p>	<p><b>Chapter 3, Application Review and Decision</b>, includes site development approval criteria. Section 3.2.4(C) states that the site design must promote "a proper relationship between existing and proposed streets and highways...in order to assure the safety and convenience of pedestrian and vehicular traffic; to ensure efficient traffic flow and control;... and so</p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
	<p>as not to create or contribute to undue traffic congestion on abutting streets."</p> <p><i>Comment: The approval criteria in Chapter 3, while providing guidance to decision-makers, does not constitute standards that are designed to protect transportation facilities. The LDO should be amended to include, or make reference to, projected ADT and street cross-sections, level-of-service, traffic impact analysis, and future transit operations. This information would best be included in the design and improvement standards in Chapter 10, Land Division, or Chapter 9 General Development Regulations. Standards specific to White City should be included in Chapter 12.</i></p>
(c) Control of land use around airports	<p>In the <b>Airport Approach (AA) Overlay</b> parking areas and park-and-ride lots must be located so that vehicle lights will not interfere with the piloting of planes (6.3.3(V)).</p> <p>Section 6.3.6 requires that proposed transmission facilities be reviewed and approved by the Oregon Dept. of Aviation and FAA to ensure that proposed towers will not encroach into protected airspace (Section 6.3.6(A)(5)(d)).</p> <p>The Airport Approach (AA) and Airport Concern (AC) Overlays includes restrictions on specific uses (Section 7.2(C)); the Airport Boundary (AB) Overlay, identifies permitted airport uses.</p>
(d) Coordinated review of future land use decisions affecting transportation facilities	<p><b>Chapter 2, Review and Decision-Making</b>, includes procedures for "simultaneous" land use application review (Section 2.6.5). The Chapter also requires that notification be made to "any agencies or other jurisdictions that may be affected by the proposed action."</p> <p><i>Comment: The LDO does not contain specific requirements for notice to ODOT for applicable land use applications. Chapter 2 should be amended to include such provisions.</i></p> <p><i>Chapter 12 should be amended to clarify that procedures for land use application review are in Chapter 2 of the LDO.</i></p>
(e) Process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities	<p><b>Chapter 2, Review and Decision-Making</b>, allows for the application for conditions to development proposals (Section 2.6.7).</p> <p><b>Chapter 10, Land Division</b>, states that the County may impose conditions of approval necessary to implement the Comprehensive Plan and the LDO when granting approval of a tentative plan (Section 10.3(B)).</p> <p><i>Comment: While Section 10.3 specifies that conditions may include dedication of land for roads, the County may want to add that minimizing impacts to transportation facilities will be also be a factor in imposing conditions.</i></p> <p><i>Chapter 12 should be amended to clarify that conditions of approval may be imposed, per Chapter 2 and/or Chapter 10 of the LDO.</i></p>
(f) Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of: land use applications that require public hearings,	<p><b>Chapter 2, Review and Decision-Making</b>, includes the notice requirements for the standard review procedure for development applications.</p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
<p>subdivision and partition applications, applications which affect private access to roads, applications within airport noise corridor and imaginary surfaces which affect airport operations.</p>	<p><i>Comment: Chapter 2 does not contain specific requirements for notice to ODOT, RVMPO/RVCOG, or other agencies for applicable land use applications and should be amended to include such provisions. Section 7.2.1 (Airport Approach and Airport Concern Overlays) could also be amended to specify the type of public agency notification necessary for land use applications that may affect airport operations.</i></p> <p><i>Chapter 12 should be amended to clarify that procedures for land use application review are in Chapter 2 of the LDO.</i></p>
<p>(g) Regulations assuring amendments to land use designations, densities, design standards are consistent with the function, capacities, and levels of service of facilities designated in the TSP.</p>	<p><b>Chapter 3, Application Review and Decision,</b> requires that amendments to the to the Comprehensive Plan or Zoning Maps must comply with all applicable Statewide Planning Goals, Administrative Rules and the County’s Comprehensive Plan (Section 3.7.3). In addition, Minor Comprehensive Plan Map or Zoning Map amendments require that adequate transportation facilities exist, or can be provided to the subject property (Section 3.7.3(C)(1)).</p> <p><i>Comment: The standards in Chapter 3 do not directly require amendment consistency with the function, capacities, and levels of service of facilities designated in the JCTSP and should be amended to include the standards identified in the JCTSP.</i></p> <p><i>Chapter 12 should be amended to include similar language, referencing the White City TSP.</i></p>
<p>(3) Local governments shall adopt land use or subdivision regulations for urban areas and rural communities as set forth in 660-012-0040(3)(a-d):</p>	
<p>(a) Provide bike parking in multifamily developments of 4 units or more, new retail, office and institutional developments, transit transfer stations and park-and-ride lots</p>	<p><b>Chapter 9, General Development Regulations,</b> requires bicycle parking for “multi-family development in excess of four units, commercial, or parks/public/quasi-public uses within the AQMA.” The requirement to provide a designated area for bicycle parking within 50 feet of a public entrance applies when new vehicle parking areas exceed 10 motorized spaces (Section 9.4.7).</p> <p>Section 9.5.5(C) specifies that non-residential uses or multi-family uses require on-site bicycle parking areas.</p> <p><b>ASC 93-2 Transit Oriented Development (7.2.3 Areas of Special Concern)</b> requires that transfer stations and park-and-ride lots will provide bicycle parking facilities as part of the development (7.2.3(2)(b)).</p> <p><i>Comment: It is not clear that multifamily development of 4 units or more, new retail, office and institutional developments are all land uses that require bike parking, in all areas of the County where such developments are allowed. Section 9.4.7 in the LDO should be revised to include the specific uses and, if necessary, clarify that the AQMA is subject to additional requirements.</i></p> <p><i>Chapter 12 should be amended to include bicycle parking provisions, consistent with the White City TSP, or include language that references standards in other sections of the LDO.</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
<p>(b) Provide "safe and convenient" (per subsection 660-012-0045.3(d)) pedestrian and bicycle connections from new subdivisions/multifamily development to neighborhood activity centers; bikeways are required along arterials and major collectors; sidewalks are required along arterials, collectors, and most local streets in urban areas except controlled access roadways</p>	<p>Sidewalks and bike paths are included in <b>Chapter 9, General Development Regulations</b>, requirements. Section 9.5.5(C) specifies that non-residential uses or multi-family uses require bicycle pathways between public bicycle lanes or trails. The County may require dedicated bicycle pathways when such pathways are designated in the Jackson County Bicycle Master Plan. <b>Chapter 10, Land Division</b>, further specifies that bicycle access will be required for divisions when necessary to provide for intra urban or inter urban bicycle transportation (Section 10.4.3(E)).</p> <p>Sidewalks <u>may be</u> required when a proposed development or land division is within an urban growth boundary or urban unincorporated community. Sidewalks may also be required outside these areas if 1) the subject property is located within one-quarter mile of a school, shopping center, recreation area, or other use likely to induce pedestrian traffic, or 2) the surrounding area has developed with sidewalks or is zoned for urban residential, commercial, or industrial uses (Sections 9.5.6(A) and 10.4.3(F)(1), (2). Section 10.4.3(F) states that sidewalks <u>will be</u> required when a proposed division is within an urban growth boundary or urban unincorporated community and lists the conditions under which they are required outside these areas.</p> <p>Buffering requirements in <b>Chapter 8, Dimensional Standards</b>, Measurements and Adjustments, specify that sidewalks will be required along primary road frontages in commercial zones located within the White City Urban Unincorporated Community and the South Pacific Highway Containment Boundary (Section 8.4.3(B)(4)).</p> <p><b>Chapter 12, The White City Urban Unincorporated Community</b>, contains street standards specific to this area, which include bicycle and pedestrian access standards (12.8.1(H)). This section emphasizes connectivity and references the White City Transportation Connectivity Plan Map, the Comprehensive Bicycle Plan for Jackson County, and the Jackson County Transportation System Plan.</p> <p><i>Comment: Chapter 9 should be amended to address the provision of bicycle lanes and sidewalks on arterials and collectors. Sections in Chapter 9 and 10 should be revised for consistency and amended to require sidewalks in new residential developments and along local streets.</i></p> <p><i>The design and improvement standards in Chapter 10 (Section 10.4) should be amended to include or reference street cross-sections that identify bicycle lanes and/or sidewalks, such as those shown in the October 2003 Jackson County Transportation System Plan. Chapter 9 (Sections 9.5.5 and 9.5.6) could be amended to include standards for bicycle lanes and sidewalks (such as width and construction material). For bicycle-related</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
	<p><i>Improvements, the LDO could cross-reference standards in the Jackson County Bicycle Master Plan.</i></p> <p><i>Chapter 12, The White City Urban Unincorporated Community, should also include standards for bicycle lanes and sidewalks that address location, design, and construction, or reference the applicable sections in the LDO and JCTSP or Jackson County Bicycle Master Plan.</i></p>
<p>(c) Off-site road improvements required as a condition of development approval must accommodate bicycle and pedestrian travel, including facilities on arterials and major collectors</p>	<p><i>Comment: The LDO does not specifically require bicycle or pedestrian improvements on arterials and major collectors. Chapter 10, Land Division, or Chapter 9, General Development Regulations, should be amended to include this requirement. Chapter 12 should also address this TPR requirement.</i></p>
<p>(e) Provide internal pedestrian circulation within new office parks and commercial developments</p>	<p>Required road improvements for commercial and industrial land divisions in <b>Chapter 9, General Development Regulations</b>, may include dedication of right-of-way for, and construction of, sidewalks (Section 9.5.1(D)(1), (2)).</p> <p><i>Comment: Sections in Chapter 9 and 10 that address sidewalks should be amended to state that sidewalks are required in new office parks and commercial developments for purposes of internal pedestrian circulation.</i></p> <p><i>Section 12.7.1, Development Standards, for industrial zones in the White City Urban Unincorporated Community should also include provisions for internal pedestrian circulation.</i></p>
<p>5) In MPO areas, local governments shall adopt land use and subdivision regulations to reduce reliance on the automobile:</p>	
<p>(a) Allow TODs on lands along transit routes</p>	<p><b>ASC 93-2 Transit Oriented Development</b> (7.2.3 Areas of Special Concern) specifies the required design elements of transit routes, when transit stops are required, and commercial building orientation.</p> <p><i>Comment: The Transit Oriented Development section of the LDO does not contain land use densities, uses, or building design and location specifications typically associated with transit oriented development. While the LDO does not expressly disallow TOD's, the County's code should be revised to include the allowance of TOD's along transit routes. The County should consider revising section 7.2.3 or adding a new overlay district in Chapter 7 that addresses TOD land use elements. The County could also consider revising Chapter 5 to include a new TOD zone district. amending Chapter 6, Use Regulations, and including this land use type in Chapter 12, The White City Urban Unincorporated Community.</i></p>
<p>(b) Implement a transportation demand management program to meet measurable standards</p>	<p><i>Comment: The LDO does not contain language relating to a measurable transportation demand management program and should be amended to include such provisions in accordance with revised RTP findings.</i></p>
<p>(c) Implement a parking plan that reduces parking spaces by 10% in the MPO area, allows for redevelopment of existing parking spaces,</p>	<p><i>Comment: The County has the option to follow the direction of subsection (d), below, instead of implementing a parking plan.</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
<p>sets minimum and maximum parking requirements</p>	
<p>(d) As option to (c) above, revise ordinance requirements for parking to reduce minimum off-street parking requirements for all non-residential uses from 1990 levels; allow provision of on-street, long-term lease, shared parking to meet minimum off-street parking requirements; establish off-street parking maximums in appropriate locations; exempt structured parking and on-street parking from parking maximums; require street-like features in large parking lots; provide for designation of residential parking districts</p>	<p>Off-street parking and loading standards in <b>Chapter 9, General Development Regulations</b>, apply to any new building constructed and any new use established (Section 9.4.1(A)). Parking minimums and maximums are listed in Table 9.4.1, Off-Street Parking Schedule "A." There is a provision for shared parking for developments or uses with different operating hours or different peak business periods (9.4.3(C)). These standards bring the County into compliance with this TPR requirement, as they result in a reduction of off-street parking requirements for non-residential uses from 1990 levels.</p> <p><i>Comment: The County could amend Chapter 9 to include the allowance (conditionally or outright) of alternative methods designed to accommodate parking needs. The County could also consider adding design provisions specifically for large parking lots, such as major employers and industrial uses require. The County could address structured parking in the development requirements, specifically exemptions of such facilities from parking maximums. The County may also want to specify under what circumstances, or in what locations, on-street parking could be used to meet minimum parking requirements.</i></p> <p><i>Chapter 12 should be amended to clarify that general development regulations found in Chapter 9 also apply to White City.</i></p>
<p>(e) Require major industrial, institutional, retail, and office developments to provide transit access</p>	<p><b>ASC 93-2 Transit Oriented Development</b> (7.2.3 Areas of Special Concern) requires that industrial, institutional, retail or office developments generating over 250 trips per day either connect to an existing transit stop or provide a new transit stop site in accordance with RVTD recommendations (Section 7.2.3.(2)(c)).</p> <p><i>Comment: The County may want to consider reducing the number of trips that would trigger this requirement, or eliminate the requirement entirely and give the RVTD more discretion in requiring transit stops.</i></p> <p><i>This section implies that only employment or institutional uses along existing transit routes will be subject to RVTD recommendations. In order to anticipate future transit routes, the County may want to clarify that these special requirements apply to "existing or planned" routes, or could eliminate this qualifier and require transit amenities from all new employment and institutional developments.</i></p> <p>Chapter 12, <b>The White City Urban Unincorporated Community</b>, specifies that transit stops may be required as part of a land use application (Section 12.8.1(E)). Chapter 12 does not address transit access in this section where street intersections, design and connectivity are covered, nor is it included in Section 12.7, Special Uses in White City Industrial Zones.</p> <p><i>Comment: Chapter 12 should be amended to specify that transit access is required for specific uses.</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
<p>(6) As part of the pedestrian and bicycle circulation plans, local governments shall identify improvements to facilitate bicycle and pedestrian trips to meet local travel needs in developed areas.</p>	<p><b>Chapter 9, General Development Regulations</b>, includes section on bicycle access (9.5.5) and sidewalks (9.5.6). Provisions in Section 9.5.5 include providing bikeways as part of County road construction to provide intra urban or inter urban bicycle transportation and requiring bicycle pathways in nonresidential uses and multi-family uses. Section 9.5.6 outlines under what conditions sidewalks may be required when a proposed development or land division is within an urban growth boundary or urban unincorporated community.</p> <p><b>Chapter 10, Land Division</b>, specifies that bicycle access will be required for divisions when necessary to provide for intra urban or inter urban bicycle transportation (Section 10.4.3(E)). Section 10.4.3(F) requires sidewalks when a proposed division is within an urban growth boundary or urban unincorporated community and lists the conditions under which they are required outside these areas.</p> <p><i>Comment: A Pedestrian and Bicycle Plan (Section 5.4) is part of the October 2003 Draft Jackson County Transportation System Plan. Included is a list of pedestrian and bicycle improvement projects (Table 5-6). Chapter 9 should be amended to reference Section 5.4 of the Jackson County Transportation System Plan. Chapters 9 and 10 could be amended to reference the intent behind providing a connected network of pedestrian and bicycle facilities, as described in the JCTSP.</i></p> <p><b>Chapter 12, The White City Urban Unincorporated Community</b>, includes bicycle and pedestrian access standards (12.8.1(H)). This section emphasizes connectivity and references the White City Transportation Connectivity Plan Map, the Comprehensive Bicycle Plan for Jackson County, and the Jackson County Transportation System Plan.</p> <p><i>Comment: It isn't clear from the language in Section 12.8.1(H) that there is a specific list of proposed improvements in the (draft) White City Transportation System Plan. The TPR standard is that local governments need to "identify improvements" in their adopted plans. This section of the LDO should reference the project list in either the County TSP or, if one is being specifically developed for this area, the White City TSP.</i></p>
<p>(7) Local governments shall establish standards for local streets and accessways that minimize pavement width and total ROW consistent with the operational needs of the facility.</p>	<p><i>Comment: The LDO does not currently include or reference the standards for (public) County roads. The Jackson County roadway system plan is included in the October 2003 Jackson County Transportation System Plan. The roadway design standards take into consideration "roadway functional and operational characteristics, including travel volume, capacity, operating speed, and safety (p. 35)." Street cross-sections for the different functional classifications illustrate the required standards (Figures 5-2 - 5-6).</i></p> <p><i>Chapter 9 and/or Chapter 10 should be revised to include or reference public street standards as illustrated in the JCTSP. Section 12.8.1, Street Standards for White City, should also be similarly revised.</i></p>

TPR Requirement (OAR 660.012-0045)	LDO Compliance/Recommendations
	<p><i>In 2000, the state published Neighborhood Street Design Guidelines through the Transportation Growth Management program to give local governments guidelines on how to comply with this section of the TPR. The widest street cross-section illustrated in this handbook is an option for a 52-56' right-of-way (28' paved with sidewalks and parking on both sides) local street. By comparison, a similar cross section in the Draft JCTSP (Urban Medium-Volume Local Street B) requires a 60' right-of-way and 32' of paved road. It is possible that the County will be required to revise the LDO and Transportation System Plan to include a reduced pavement local street option.</i></p> <p><i>If unique street standards are being developed for White City, then Chapter 12 of the LDO should be amended to include roadway design standards and street cross sections illustrating these standards.</i></p>

## Section 8

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# Glossary of Terms and Acronyms

## Glossary of Terms and Acronyms

**DLCD** - Department of Land Conservation and Development) An Oregon state agency that administers all land use planning statutes and executive and commission policies that affect land.

**Functional Classification** - Generally, functional classifications are comprehensive plan map designations for roads and/or streets that identify the role the roadway will serve in the road network. Jackson County's functional classification criteria are provided in the Road System Plan section of this document.

**HMAC** – Hot Mix Asphaltic Concrete

**LOS** - (Level of Service) A concept developed to quantify the degree of comfort (including such elements as travel time, number of stops, total amount of stopped delay, and impediments caused by other vehicles) afforded to drivers as they travel through an intersection or roadway segment. Six grades are used to denote the various level of service from A to F, with F being the most congested.

**MPO** - (Metropolitan Planning Organization) An organization which has the responsibility of planning, programming and coordination of federal highway and transit investments within Federally designated metropolitan areas. The Rogue Valley Council of Government (RVCOG) staffs the Metropolitan Planning Organization.

**OAR** – Oregon Administrative Rule.

**ODOT** – Oregon Department of Transportation

**RTP** - (Regional Transportation Plan) A blueprint to guide transportation investments in the Rogue Valley region. This is the regional transportation plan adopted by the Metropolitan Planning Organization.

**RVCOG** - (Rogue Valley Council of Governments) is a voluntary association of 15 local governments and six other jurisdictions in southwestern Oregon's Jackson and Josephine Counties. RVCOG's job is defined by the charter forming the council and with direction from its board.

**RVTD** - (Rogue Valley Transportation District) Public transportation service district agency providing transit and other associated transportation services to the southern Oregon cities of Ashland, Talent, Phoenix, Medford, White City, Central Point, and Jacksonville and unincorporated areas of Jackson County within the service district.

**STIP** - (Statewide Transportation Improvement Program) The Oregon Department of Transportation's (ODOT) short term capital improvement program, providing project funding and scheduling information for the department and the state's metropolitan planning organizations. It is a four-year program developed through the coordinated efforts of the department, federal and local governments, area commissions on transportation, tribal governments and the public.

**TPR** - (Transportation Planning Rule) A rule adopted by DLCD and ODOT in April 1991 governing transportation planning requirements for all cities and counties in Oregon. This rule implements statewide planning goal 12.

**TSP** - (Transportation System Plan) The long-range plan to guide transportation investments in a city or county. Minimum requirements for a TSP are set forth in the TPR.

**UCB** - Urban Containment Boundary

**UUCB** – Urban Unincorporated Community Boundary

**UGB** - (Urban Growth Boundary) A local government regulatory measure that delineates a twenty year supply of land for urban growth. Land within the UGB is made available for urban development while land outside the UGB remains primarily rural for farming, forestry, or low-density residential development.

**UUA** - Urban Unincorporated Area

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Volume: \_\_\_\_\_ Page: \_\_\_\_\_

**BEFORE THE BOARD OF COMMISSIONERS  
STATE OF OREGON, COUNTY OF JACKSON**

**ORDINANCE NO. 2005-4**

AN ORDINANCE ADOPTING THE WHITE CITY TRANSPORTATION SYSTEM PLAN (WCTSP) AS THE APPLICABLE TRANSPORTATION PLAN FOR THE WHITE CITY URBAN UNINCORPORATED COMMUNITY, AND ADDING SECTIONS 1-5 OF THE WCTSP TO THE EXISTING COMPREHENSIVE PLAN TRANSPORTATION ELEMENT. Planning File #2001-02-OA.

**RECITALS:**

1. Pursuant to Oregon Revised Statutes (ORS) Chapters 197 and 215, and in conformance with the Statewide Planning Goals, the Jackson County Comprehensive Plan (The Plan) was adopted in 1982 by the Jackson County Board of Commissioners and acknowledged by the Oregon Land Conservation and Development Commission (LCDC) as being in compliance with the Oregon Statewide Planning Goals ("the Goals") on May 16, 1983, through Compliance Acknowledgment Order 83-ACK-93.
2. Post-acknowledgment amendments to local plans and implementing ordinances are subject to the procedural requirements of ORS 197.610-615. Further, OAR 660, Division 18 (Plan and Land Use Regulation Amendment Review Rule) is directly applicable to this amendment.
3. The standards for initiating a legislative, post-acknowledgment amendment to the Comprehensive Plan were contained in Chapter 277 of the 2000 Jackson County Land Development Ordinance and are now contained in Section 3.7 of the 2004 Land Development Ordinance. They state, in part, that a legislative amendment to the Plan or LDO may be initiated by the Planning Commission or Board of Commissioners; that the Planning Commission will hold a public hearing and forward its recommendation to the Board of Commissioners; and that the Board of Commissioners, upon receiving a favorable recommendation from the Planning Commission, will hold a public hearing.
4. The existing Comprehensive Plan does not include a comprehensive set of long-range transportation plan maps. The White City Transportation System Plan establishes a governing set of comprehensive and consolidated transportation plan maps and provides a policy basis addressing the transportation needs of White City over the next 20 years. The White City Transportation System Plan includes policies, projects, design standards, and system management guidelines that will preserve and improve public investment in the transportation system consistent with the Oregon Transportation Plan, the Regional Transportation Plan and the Transportation Planning Rule (OAR 660-12).
5. The White City Planning Commission and planning staff, under the direction of the Board of County Commissioners and Urban Renewal Agency, employed a variety of agency coordination and citizen involvement strategies, such as public work sessions, open houses, a Citizen Input Committee, one-on-one outreach when appropriate, etc. Following this intensive TSP development process, the White City Transportation System Plan was transmitted to the White City Planning Commission for an initial public hearing on Tuesday, May 25, 2004.
6. The Department of Land Conservation and Development (DLCD) received and commented on advance copies of the proposed amendments throughout the three-year review process. The draft TSP and

supporting findings were transmitted to DLCD 45 days prior to the first hearing before the Planning Commission as required by ORS 197.610.

7. Media notice of the Planning Commission Public Hearing was published Saturday, May 15, 2004 in the Medford Mail Tribune. In addition, the notice of hearing was mailed to the Ashland Daily Tidings, Upper Rogue Independent, and affected agencies and parties.
8. On May 25, 2004 the White City Planning Commission convened a public hearing to consider the proposed Comprehensive Plan Transportation Element amendment, following public notice in accordance with the Jackson County Land Development Ordinance and State law. The Planning Commission closed the record and deliberated to a decision the same day. The Planning Commission, by motion and unanimous vote recommended approval of a revised Comprehensive Plan Transportation Element to the Jackson County Board of Commissioners.
8. On February 9, 2005 the Jackson County Board of Commissioners held a properly noticed public work session to discuss proposed Comprehensive Plan Transportation Element amendments. At the work session the Board of Commissioners directed staff to prepare adopting ordinances for the Jackson County Transportation System Plan, White City Transportation System Plan and consistency amendments to Codified Ordinances Chapter 1024.
10. Notice of the Board of Commissioners' public hearing and second reading of this ordinance was published in the Medford Mail Tribune on Sunday, March 6, 2005. Proper legal notice was sent on February 14, 2005 to potentially affected unincorporated county property owners pursuant to ORS 197.610 through 615 and ORS 215.503. Notice of the public hearing was sent to interested parties and affected agencies on February 24, 2005.
11. At the Board of County Commissioners' properly advertised March 16, 2005 public hearing the Board of Commissioners considered the White City Planning Commission's recommendation, and additional evidence and testimony. The Board, by motion and vote, closed the public hearing and accepted exhibits into the record.
12. On March 16, 2005, after considering the evidence and testimony the Board, by motion and vote, approved the White City Transportation System Plan, as revised and shown in "Exhibit 2."

**Now Therefore**, the Board of County Commissioners of Jackson County hereby makes the following findings and conclusions:

## **SECTION 1. FINDINGS**

- 1.1 The Board of Commissioners hereby adopts the Findings of the White City Planning Commission, record pages 35 through 85, and contained in "Exhibit 1," as the basis for their decision to amend the Jackson County Comprehensive Plan Transportation Element adding the White City Transportation System Plan Sections 1 through 5 as shown in "Exhibit 2."

## **SECTION 2. LEGAL FINDINGS:**

- 2.1 The Board of County Commissioners finds that proper public notice was published in the Legal Notices Section of Mail Tribune March 6, 2005 edition.
- 2.2 The Board finds that individual public notices were sent to unincorporated property owners of record where a new roadway improvement project is likely to cross their property in the future on February 14,

2005. In addition, affected agencies and known interested persons, and parties who participated in the hearings at the local level were mailed notice of the final hearing on February 24, 2005.

- 2.3 Satisfaction of the Transportation Planning Rule requirement for adoption of a Transportation System Plan is the primary basis for these Comprehensive Plan amendments.

**SECTION 3. CONCLUSION**

- 3.1 The Board of County Commissioners concludes that proper public notice has been given.
- 3.2 The Board of County Commissioners concludes that the proposed Comprehensive Plan Transportation Element amendments are consistent with all applicable Statewide Planning Goals, ORS Chapters 197 and 215, and Oregon Administrative Rule 660, as applicable.
- 3.3 The Board of Commissioners further concludes that the proposed amendment to the Comprehensive Plan Transportation Element is consistent with and implements the goals and policies of other portions of the Comprehensive Plan, specifically the Public Facilities and Services Element, Economy Element, Energy Conservation Element, and Urban Lands Element.

**SECTION 4. DECISION**

**Now, Therefore, the Board of County Commissioners of Jackson County ordains as follows:**

- 4.1 The Board of County Commissioners hereby amends the Comprehensive Plan Transportation Element as shown in "Exhibit 2."
- 4.2 To best coordinate the provisions of Section 14(8) of the Jackson County Charter and the land use laws of the State of Oregon, this ordinance will go into effect 60 days from the date of adoption or upon acknowledgment by the State of Oregon, whichever occurs later.
- 4.3 Invalidity of a section or part of this ordinance shall not affect the validity of the remaining sections or parts of sections.

APPROVED this 16<sup>th</sup> day of March, 2005, at Medford, Oregon.

**JACKSON COUNTY BOARD OF COMMISSIONERS**

Absent  
Jack Walker, Chair

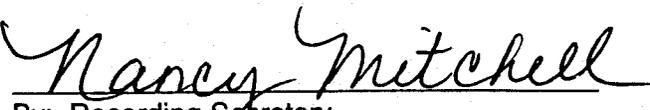
[Signature]  
Dennis C.W. Smith, Commissioner

[Signature]  
Dave Gilmour, Commissioner

APPROVED AS TO FORM:

  
\_\_\_\_\_  
County Counsel

ATTEST:

  
\_\_\_\_\_  
By: Recording Secretary

This ordinance represents the Board of Commissioner's final decision on these amendments. Pursuant to State law, Jackson County will notify all persons who participated in the hearings, either in writing or orally, or persons who have requested notice on these amendments, who will then have 21 days from the date the County's notice is mailed to appeal the decision to the Land Use Board of Appeals (LUBA). For appeal information, contact LUBA, State Library Building #306, 250 Winter Street NE, Salem, Oregon 97310-0590, 1-503-373-1265.

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**BEFORE THE BOARD OF COMMISSIONERS  
STATE OF OREGON, COUNTY OF JACKSON**

**ORDINANCE NO. 2005-5**

**AN ORDINANCE ADOPTING A REVISED CHAPTER 1024 (CONSTRUCTION STANDARDS AND SPECIFICATIONS) OF THE CODIFIED ORDINANCES OF JACKSON COUNTY.**

**RECITALS:**

1. Pursuant to Chapter 197 and 215 of the Oregon Revised Statutes and in conformance with the Statewide Planning Goals, Jackson County's Comprehensive Plan and implementing ordinances have been acknowledged by the Land Conservation and Development Commission (LCDC).
2. The Transportation Element of the Jackson County Comprehensive Plan includes policies and implementation strategies that must be coordinated with Jackson County road requirements.
3. Jackson County Ordinance 2005-3 and Ordinance 2005-4 amend the Jackson County Comprehensive Plan Transportation Element to plan for the transportation needs of Jackson County and White City, respectively, over the next 20 years. To ensure consistency between the County's guiding Comprehensive Plan transportation policies and implemented road design and construction standards, amendment of Chapter 1024 is necessary.
4. Chapter 1024 of the Codified Ordinances of Jackson County was originally adopted by Resolution and Order of the Board of Commissioners on August 18, 1976, and has been periodically amended as needed by Jackson County.
5. Media notice of the Planning Commission Public Hearing on the Jackson County Transportation System Plan and revised Codified Ordinance Chapter 1024 was published Sunday, October 17, 2004 in the Medford Mail Tribune. In addition, the notice of hearing was mailed to the Ashland Daily Tidings, Upper Rogue Independent, and affected agencies and parties.
6. On October 28, 2004 the Jackson County Planning Commission convened a public hearing to consider the proposed Comprehensive Plan Transportation Element amendment and revised Codified Ordinance Chapter 1024. The Planning Commission, by motion and unanimous vote recommended approval of a new Comprehensive Plan Transportation Element and revised Codified Ordinance Chapter 1024 to the Jackson County Board of Commissioners.
7. On February 9, 2005 the Jackson County Board of Commissioners held a properly noticed public work session to discuss proposed Comprehensive Plan Transportation Element amendments and Chapter 1024 revisions. At the work session the Board of Commissioners directed staff to prepare adopting ordinances for the Jackson County Transportation System Plan, White City Transportation System Plan and consistency amendments to Codified Ordinances Chapter 1024.

8. Notice of the Board of Commissioners' public hearing and second reading of this ordinance was published in the Medford Mail Tribune on Sunday, March 6, 2005. Notice of the public hearing was sent to interested parties and affected agencies on February 24, 2005.
9. At the Board of County Commissioners' properly advertised March 16, 2005 public hearing the Board of Commissioners considered the Planning Commission's recommendation, and additional evidence and testimony. The Board, by motion and vote, closed the public hearing and accepted exhibits into the record.
10. On March 16, 2005, after considering the evidence and testimony the Board, by motion and vote, approved the revised Codified Ordinance Chapter 1024 as shown in "Exhibit 1."

**Now Therefore**, the Board of County Commissioners of Jackson County hereby makes the following findings and conclusions:

### **SECTION 1. FINDINGS**

- 1.1 The Board of Commissioners finds that Chapter 1024 of the Jackson County Codified Ordinances is not consistent with the revised Jackson County Comprehensive Plan Transportation Element adopted through Ordinance 2005-3 and Ordinance 2005-4.
- 1.2 The Board of County Commissioners finds that proper public notice was given to the Mail Tribune for publication in the Legal Notices Section of the March 6, 2005 edition.

### **SECTION 2. CONCLUSION**

- 2.1 The Board of Commissioners concludes that proper public notice was given.
- 2.2 The Board of Commissioners finds that amendments to the Jackson County Comprehensive Plan Transportation Element adopted through Ordinance 2005-3 and Ordinance 2005-4 are directly implemented by Chapter 1024.
- 2.3 The Board of Commissioners concludes that Chapter 1024 of the Codified Ordinances of Jackson County must be revised and readopted in its entirety to ensure consistency between the County's guiding transportation policies and implemented road design standards.
- 2.3 The Board of Commissioners further concludes that adoption of a fully revised Codified Ordinance Chapter 10424 is consistent with the goals and policies of the Comprehensive Plan and related standards contained in the 2004 Land Development Ordinance.

### **SECTION 3. DECISION**

**Now, Therefore**, the Board of County Commissioners of Jackson County ordains as follows:

- 3.1 Chapter 1024 (Construction Standards and Specifications) is hereby deleted in its entirety.

- 3.2 Exhibit 1 attached hereto is hereby adopted as a new Chapter 1024 (Construction Standards and Specifications) of the Codified Ordinances of Jackson County.
- 3.3 Contrary to Section 14(8) of the Jackson County Charter, this ordinance will go into effect simultaneously with Ordinance 2005-3 and Ordinance 2005-4, provided those ordinances go into effect no less than 60 days after they are signed.
- 3.4 Invalidity of a section or part of this ordinance shall not affect the validity of the remaining sections or parts of sections.

APPROVED this 16<sup>th</sup> day of March, 2005, at Medford, Oregon.

**JACKSON COUNTY BOARD OF COMMISSIONERS**

absent  
Jack Walker, Chair

Dave Gilmour  
Dave Gilmour, Commissioner

Dennis C.W. Smith  
Dennis C.W. Smith, Commissioner

APPROVED AS TO FORM:  
[Signature]  
County Counsel

ATTEST:  
Nancy Mitchell  
By: Recording Secretary