CITY OF ROSEBURG
TRANSPORTATION SYSTEM PLAN UPDATE

Technical Memorandum #1
(Task 3.3 – Goals and Objectives/Review of Plans & Policy)

Prepared for
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Project Overview

Purpose and Introduction

The City of Roseburg is located in southern Oregon on Interstate 5 (I-5) and serves as the county seat and regional center of Douglas County. The 2016 population estimate for Roseburg within the City limits was 22,820¹ and within the larger Urban Growth Boundary (UGB) area, the 2015 population estimate was 29,870². The planning area includes all of the transportation facilities within the City’s UGB.

The Transportation System Plan (TSP) serves as the Transportation Element of the City’s Comprehensive Plan. It provides guidance and regulatory tools so that the City can develop its transportation system to meet community goals and aspirations through coordinated policies and planned improvements over the next 20 years. It also identifies planned transportation facilities in a manner consistent with the Transportation Planning Rule (OAR 660-012) and the Oregon Transportation Plan. More generally, the TSP helps to accomplish the following goals:

- Create a transportation system that helps make Roseburg a safer, more attractive, healthy and prosperous community.
- Assure adequate planned multimodal transportation facilities to support planned uses over the next 20 years;
- Provide certainty and predictability for improving public streets, county roads, state highways and other planned transportation improvements;
- Provide predictability for land development; and
- Help reduce the costs and maximize the efficiency of public spending on transportation facilities and services by coordinating land use and transportation decisions.

From a legal perspective, Oregon State law (Statewide Planning Goal 12, Transportation) requires that all Oregon communities prepare a transportation plan to address existing and future access and circulation needs of the community.

The transportation modes addressed in a TSP include:

- Motor vehicles (autos, trucks/freight)
- Bicycles
- Pedestrians
- Public transportation
- Other modes (rail, air, pipelines)

Each of these modes will be addressed in separate chapters of the TSP, which will be developed during several months of extensive transportation planning and engineering analysis.

¹ Portland State University Estimate, 2016
² Coordinated Population Forecast for Douglas County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2015-2065, Portland State University Population Research Center, June 2015
The key steps to the plan development process are:

- Develop vision, goals and objectives
- Inventory transportation system and collect data
- Evaluate existing conditions
- Project future travel demand
- Identify transportation deficiencies and needs by mode
- Develop draft improvement strategies
- Develop preferred action plans
- Develop cost estimates and identify funding sources
- Finalize the TSP

A TSP kick-off meeting was held in December 2016 to introduce the Public Advisory Committee (PAC) to the TSP planning process and purpose. Throughout the plan process, there will be opportunities for citizens of Roseburg to comment upon and shape the emerging plan through public open house meetings. Additional opportunities for the public to provide input on the TSP are expected to take place after key project milestones are met and the City of Roseburg is hosting a website and online public forum for the project.

The Project Management Team (PMT) will meet throughout the project to provide technical review and comment on TSP work products; to provide local, regional, and state policy direction; and to accept or make recommendations on project deliverables. The PMT is responsible for ensuring that TSP activities are consistent with other planning efforts in the area.

**Study Area**

I-5 and the South Umpqua River bisect Roseburg. I-5 generally runs in a north-south direction through town and connects to OR 138E and Old Highway 99. The South Umpqua River generally runs east to west and south parallel to I-5 (see Figure 1). The proposed study area for the Roseburg TSP includes the area within the UGB. The street network and area development conform to extreme topological and riparian constraints.

There are five I-5 interchanges that serve Roseburg: Exits 123, 124, 125, 127 and 129. Old Highway 99 parallels I-5 through Roseburg’s UGB and runs north/south through town. Old Highway 99 serves as a connection to I-5, OR 138, and to OR 42 southwest of Roseburg. OR 138E runs north/south as a shared route with I-5 from Sutherlin to Exit 124, east to Oak Avenue/Washington Avenue, north on Stephens Street, where it then runs east through town as Diamond Lake Boulevard and exits the UGB in the east. It connects to Old Highway 99 and I-5. OR-138E is a Freight Reduction Route subject to ORS 366.215(2), which prevents the permanent reduction in vehicle-carrying capacity.

The local street system in Roseburg largely consists of a two-way street grid system. Roseburg west of I-5 is predominantly residential, except for some concentrated commercial development on Garden Valley Boulevard, Stewart Parkway, and Harvard Avenue. The east side of Roseburg is the oldest part of the city, is a mix of residential and commercial areas, and houses the government center (county seat) with supporting offices.

Roseburg has east-west connectivity by way of several routes that cross the I-5 barrier. Roads such as Harvard Avenue, Garden Valley Boulevard, Edenbower Boulevard and Stewart Parkway allow traffic to navigate past the physical barrier of I-5. The multi-use path also provides an east-west connection for pedestrians and bicyclists under I-5 and a north-south crossing of the South Umpqua River.
City of Roseburg
Transportation System Plan
Why Should We Update the TSP?

There is significant rationale for updating the TSP from the current version. Since the adoption of the previous TSP, the City has experienced significant changes: increase in employment, population changes, shifting trends in travel choices, acute funding challenges, and outdated data sources including revised and state-approved 20-year population forecasts.

The current TSP project list is outdated, lacks findings of the Bicycle and Pedestrian Plan and is out of alignment with the current funding realities and current best practices. Revisiting the TSP project list through the lens of new financial parameters is essential.

Updating the TSP also provides an opportunity for the public to play a role in the development of the vision of their community and transportation system. Through the PAC and community events, the public can help shape the content, organization, and priorities of an updated plan. The City values the opportunity to be open and transparent, recognizing that successful public involvement leads to more sustainable decisions.

These reasons, in conjunction with the goals and objectives, will serve as a basis for the development and evaluation of concepts, and ultimately the selection of preferred improvements.

Goals and Objectives

This section revisits the current TSP’s goals and introduces the draft transportation-related goals and objectives that will be used to evaluate the Roseburg TSP. Development and implementation of the Roseburg TSP will be guided by a series of goals, policies and objectives. Once adopted they will become part of the City of Roseburg’s Comprehensive Plan.

For consistency and in order to assist in interagency transportation plan coordination, this memorandum contains specific definitions:

- **Goals** are broad statements of philosophy that describe the hopes of the community for the future, as it relates to transportation. A goal may never be completely attainable, but it is used as a point towards which to strive. Pursuit of these statements underpins all of the Plan’s objectives, policies and projects.

- **Policies** are statements adopted to provide a consistent course of action, moving the community towards attainment of its goals. **Objectives** are attainable targets that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

Current TSP (2006) Goals

This section summarizes the goals and objectives as they were written for the current Roseburg TSP (2006). The goals provide context for how Roseburg had previously established the direction for their transportation vision. The 2006 goals will be used to revise the goals and objectives as part of the TSP update; the themes associated with each goal were pulled out and are emphasized below in yellow boxes.
The objectives developed for the current TSP will need to be revised; in their current form, they are inconsistent with the definition of an objective and many of the statements overlap other objectives or would be more appropriate as a policy statement.

**Goal 1. Overall Transportation System**

Provide a transportation system for the Roseburg planning area that is safe, efficient, and accessible

A. Manage projected travel demand consistent with community, land use, environmental, economic, and livability goals.
B. Use the Transportation System Plan as the legal basis and policy foundation for decisions involving transportation issues.
C. Ensure that adequate access for all emergency services vehicles is provided throughout the City.
D. Enhance safety by prioritizing and mitigating high collision locations within the City.
E. Designate safe routes from residential areas to schools, and identify transportation improvements needed to ensure the safety of Roseburg’s children.
F. Provide satisfactory levels of maintenance to the transportation system in order to preserve user safety, facility aesthetics, and the integrity of the system.
G. Maintain access management standards for streets consistent with city, county, and state requirements to reduce conflicts among vehicles, trucks, bicycles, and pedestrians.
H. The City shall regularly consult with pedestrian, cycling, and the disabled communities regarding transportation needs, plans, and improvements.

**Goal 2. Enhanced Livability**

Enhance the livability of Roseburg through the location and design of transportation facilities to be compatible with the characteristics of the built, social, and natural environment.

A. Enhance the livability of Roseburg through proper location and design of transportation facilities. Design streets, highways, and multi-use paths to be compatible with the existing and planned characteristics of the surrounding built, social, and natural environment.
B. Locate and design recreational and multi-use paths to balance the needs of human use and enjoyment with resource conservation and social attractions in areas identified in the Comprehensive Plan.
C. Design roadways to enhance livability by ensuring that aesthetics and landscaping are an integral part of Roseburg’s transportation system.
D. Manage the transportation system for adequate and efficient operations.
E. Construct all transportation facilities to meet the requirements of the Americans with Disabilities Act and other applicable federal and state regulations. A comprehensive list of federal and state regulations is included in Appendix D.
F. The City shall every 3 to 5 years use the walkability and bikeability checklists as a tool to help determine how walkable and bikeable Roseburg is, and where improvements are needed.
G. In order to improve the health of Roseburg’s citizens and reduce the dependence on automobiles for all travel, developments or improvement plans will promote walking or cycling for many trips.
H. The design of Roseburg, its neighborhoods, and transportation systems shall encourage walking, bicycling, or other activities that would help more residents reach the recommended 30 minutes each day of moderately intense physical activity.

**Goal 3. Transportation and Land Use**

Maximize the efficiency of Roseburg’s transportation system through effective land use planning.

A. Facilitate development or redevelopment on sites that are best supported by the overall transportation system and that reduce motor vehicle dependency by promoting walking, bicycling, and transit. This may include altering land use patterns through changes to type, density, and design.

B. Plan land uses to increase opportunities for multi-purpose trips.

C. Support mixed-use development.

D. Integrate transportation and land use into development ordinances.

**Goal 4. Street System**

Provide a well-planned, comprehensive street system that serves the needs of the Roseburg UGB.

A. Develop a street classification system to provide an optimal balance between mobility and accessibility for all transportation modes consistent with street function.

B. Design the street system to safely and efficiently accommodate multiple travel modes within public rights-of-way.

C. Balance the needed street function for all travel modes with adjacent land uses through the use of context-sensitive street and streetscape design techniques.

D. Improve existing streets in the Roseburg UGB to City street design standards.

E. Improve local street connectivity in the Roseburg UGB to limit the use of I-5 by local traffic.

F. Undertake efforts to reduce per capita vehicle miles traveled (VMT) and single occupancy vehicle (SOV) demand through transportation demand management (TDM) strategies.

**Goal 5. Balanced Transportation System**

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

A. Develop a safe, complete, attractive, efficient, and accessible system of pedestrian way and bicycle ways including bike lanes, shared roadways, multi-use paths, and sidewalks.

B. Provide connectivity to each area of the City for convenient multimodal access. Ensure pedestrian, bicycle, transit, and vehicle access to schools, parks, employment, and recreational areas, and the Roseburg core city area by identifying and developing improvements that address connectivity needs.
C. Implement Roseburg street standards that recognize the multi-purpose nature of the street right-of-way for utility, pedestrian, bicycle, transit, truck, and auto use, and recognize these streets as important to the community identity.

D. Develop neighborhood and local connections to provide adequate circulation into and out of neighborhoods.

E. Construct multi-use paths where they can be developed with satisfactory design components that address safety, security, maintainability, and acceptable uses.

F. Work with regional and local public transportation providers to identify opportunities to improve public transportation service within the City and to surrounding communities.

G. Recognizing that maintenance is a major source of complaints and a widely cited reason for lack of use, increase maintenance of pedestrian and bicycle lanes and facilities.

H. The City shall investigate, and as appropriate, adopt incentives to promote ridesharing, walking, cycling (such as best parking spaces for carpools, covered/locked bike parking with fewer auto spaces, covered shelter for carpoolers or transit users, etc.)

I. The City shall educate the public about, and enforce laws protecting pedestrians and cyclists as one way to promote those activities.

J. The City shall regularly consult with state-wide pedestrian and bicycle groups regarding bicycle and pedestrian improvement ideas, safety, education, and improvements.

K. The City shall actively seek representatives from the pedestrian, cycling, and disabled communities on public works commission and similar groups.

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

Goal 6. Transportation that Supports Economic Development

Facilitate the provision of a multimodal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Roseburg UGB.

A. Promote accessibility to transport modes that fulfill the needs of freight shippers.

B. Balance the needs of moving freight with community livability.

C. Provide safe routing of hazardous materials consistent with federal guidelines, and provide for public involvement in the process.

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

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

F. Provide for the current and future needs of commercial and general aviation and facilities, consistent with the Roseburg Regional Airport Master Plan. Protect public investment at the Roseburg Regional Airport by allowing compatible land use and development within the airport environs to be consistent with the Roseburg Regional Airport Master Plan.

G. Promote the appropriate location of regional pipeline systems to enhance security, local service, and efficiency.

H. Meet federal and state safety compliance standards for operation, construction, and maintenance of the rail system.
I. Consider the needs of railroad transportation facilities to enhance economic resources. Add railroad safety components for railroad to be compliant with safety standards.

J. Plan for future parking in downtown Roseburg by addressing future parking needs.

K. Manage on-street parking in downtown Roseburg to assist in slowing traffic, facilitating pedestrian movement, and efficiently supporting local businesses and residences consistent with the land use and mobility goals for each street.

L. Require an appropriate supply and design of off-street parking facilities to promote economic vitality, neighborhood livability, efficient use of urban space, and reduced reliance on single occupancy motor vehicles.

**Goal 7. Funding Transportation System Improvements**

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

A. Regularly update the City’s System Development Charges for transportation system projects.

B. Regularly update the costs contained in the System Development Charges for transportation system projects to reflect increases in the rate of inflation.

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

D. Participate in regional transportation, growth management, and air quality improvement policies. Work with agencies to assure adequate funding of transportation facilities to support these policies.

E. Maintain a current Capital Improvement Program (CIP) that establishes the City’s construction and improvement priorities, and allocates the appropriate level of funding.

F. Establish rights-of-way at the time of land division or site development and, where appropriate, officially secure them by dedication of property.

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

H. Establish and provide adequate funding for maintenance of the capital investment in transportation facilities.

I. Ensure System Development Charges (SDCs) are available for all transportation modes.

**Revising Roseburg’s Transportation Vision**

At the most basic level, a TSP provides a blueprint for all modes of travel: motor vehicle (both personal and freight), bicycle, pedestrian, and transit. It is also an opportunity to build on community values and protect what makes Roseburg a great place to live, work, and visit. The TSP should support Roseburg’s vision to be an accessible, compact and livable community.

The TSP goals and objectives serve as the basis of evaluation criteria to assess multimodal plan options and identify plan priorities. The previous objectives generally support the 2006 TSP goals, however their organization is overwhelming and they could be targeted to better support the individual goals they are meant to embody.
Below is an example of what a revised list of goals could look like. They are based on the 2006 goals and objectives, with some refinement to align with existing Roseburg policies and the changing economic climate and priorities established today. These goals were crafted from feedback and input received from a meeting with the PAC. The revised goals provide a clearer theme which will allow for more targeted objectives.

**Mobility and Accessibility**

**Goal 1:** Provide a comfortable, reliable and accessible transportation system that ensures safety and mobility for all members of the community.

**Policies**

- Provide mobility and accessibility for all transportation modes where feasible while continuing to preserve the intended function of existing transportation assets.
- Support multimodal access, with a focus on youth, seniors, persons with disabilities and other disadvantaged populations.
- Support paratransit or alternative services where development patterns do not support fixed route transit.
- Increase access to the transportation system for all modes regardless of age, ability, income, and geographic location.
- Improve pedestrian and bicycle circulation within and between neighborhoods and commercial centers.
- Coordinate with law enforcement and emergency response agencies in the planning and design of transportation facilities and emergency response operations.
- Enhance safety by prioritizing and mitigating high collision locations within the City.

**Objectives**

- Continue to modernize existing streets and transportation facilities within the Roseburg UGB to current design standards.
- Increase annual transit ridership by improving frequency and reliability.
- Increase ADA compliant sidewalks and intersection curb ramps.
- Maintain or improve emergency vehicle access.
- Reduce overall traffic-related fatalities and serious injury collisions.

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3 Paratransit is special transportation services for people with disabilities, often provided as a supplement to fixed-route transit.
**Vibrant Community**

**Goal 2. Create an integrated multimodal transportation system that enhances community livability.**

**Policies**

- Coordinate transportation and land use decision-making to maximize the effectiveness of Roseburg’s transportation system.
- Design access points along major arterials to reduce conflicts among vehicles and other modes.
- Continue to develop safe, connected pedestrian and bicycle facilities near schools, residential districts, downtown, employment centers, and riverfront areas.
- Improve pedestrian, bikeways, and trails as well as directional signs to points of interest.
- Explore opportunities to utilize and enhance access to riverfronts and other attractive natural features.
- Encourage use of the transportation system to improve community health.
- Provide pedestrian and bicycle amenities downtown and at social spaces.
- Improve access to educational facilities for all students within the UGB.

**Objectives**

- Consider appropriate traffic calming measures in school zones.
- Improve quality of existing infrastructure to be in alignment with current design standards.
- Provide multi-modal connections to social spaces and schools.

**Transportation Options**

**Goal 3. Provide for multi-modal transportation system that enhances connectivity.**

**Policies**

- Continue to develop a multi-modal transportation system that integrates all modes and addresses system gaps or deficiencies.
- As development occurs, maintain a network of arterials, collectors, local streets and paths that are interconnected, appropriately spaced, and reasonably direct.
- Ensure neighborhood and local connections provide adequate circulation into and out of neighborhoods.
- Provide appropriate multi-modal links to schools, commercial areas and tourist destinations.

**Objectives**

- Improve cross-town connectivity where feasible considering environmental, land use, and topographical factors.
- Develop unused rights-of-way for pedestrian and bike ways or trails where appropriate.
Economic Vitality

Goal 4. Advance regional sustainability by providing a transportation system that improves economic vitality and facilitates the local and regional movement of people, goods and services.

Policies

- Support transportation system management (TSM) including intersection improvements, ITS and other strategies to improve traffic flow.
- Support the economic development of regionally defined economic activity centers.
- Facilitate access to local businesses and business districts by all modes of transportation.
- Facilitate efficient freight movement.
- Engage in public-private partnerships to address barriers to efficient development.
- Facilitate development or redevelopment on sites that are supported by the overall transportation system.
- Facilitate the through-movement of goods and services along city arterial streets and state highways.

Objectives

- Focus potential capacity improvements on routes accessing major employment areas.
- Design elements of the transportation system to be aesthetically pleasing to through travelers, residents, tourists, and users of adjoining land.
- Provide wayfinding signage to community attractions.
- Support truck access to industrial and manufacturing sites, including turn and acceleration/deceleration lanes where appropriate.
- Proactively identify and correct roadway design, safety and operations deficiencies on designated freight routes.
- Protect active freight railroads, and appropriate abandoned railroads that connect to active lines, from encroachment and/or reversion to other land uses.

Implementation

Goal 5. Provide a sustainable transportation system through responsible stewardship of financial and environmental resources.

Policies

- Support community education and involvement in transportation planning.
- Encourage preservation of the existing transportation system.
- Plan for an economically viable and cost-effective transportation system.

Objectives

- Adequately fund and maintain the existing transportation system.
- Implement new sources of funding to grow local transportation dollars.
• Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.
• Ensure open communication and collaboration across agencies.

Evaluation Criteria
It is possible that the full set of identified needs and/or desired projects will exceed available funding or conflict with other projects. It will be important to determine which potential projects should be proposed for adoption and potential funding opportunities, and when the projects should be constructed.

To address these larger questions, the goals and objectives presented earlier in this document were used in conjunction with the 2006 TSP criteria to develop project evaluation criteria to determine which projects would be advanced, and to group projects for short-range and longer-range implementation.

These criteria will be “applied” to each potential improvement project, typically requiring subjective assessments. In some cases, one or more of the evaluation criteria may not apply due to the nature of the project. If this is the case, it will be noted as “not applicable”.

Evaluation criteria for selecting the TSP Update project shall include, at a minimum:

• Mobility
• Cost
• Likelihood of being funded
• Safety
• Land use
• Environmental effects
• Effect on Title VI and Environmental Justice populations (Transportation Disadvantaged)

Further criteria were developed based on input received at a Project Advisory Committee (PAC) meeting to discuss the vision for the transportation system:

• Economic vitality
• Promotes a balanced system among all modes

As the TSP Update progresses and modal improvements are developed, they will be compared to the evaluation criteria, goals and objectives. The projects that best meet the evaluation criteria will move forward to the draft improvement project list.

Potential improvements for each travel mode will be summarized after the existing conditions and future analysis has been completed (Technical Memorandums 3 and 4). The potential solutions will be finalized by the Project Management Team (PMT) and PAC and presented to the public for their review.
# Plans and Policy Review Summary

## Overview

Table 1 presents a summary of the documents reviewed as part of the Plans and Policy review of this task. The documents reviewed include those identified in Task 3 of the Statement of Work, as well as a few additional City documents reviewed in previous plan documents. The individual document summaries and their relevance to the TSP are included as an attachment to this memorandum (Attachment A). Table 1 lists the plans reviewed and the page of Attachment A where each document summary is located.

## Table 1. Summary of Plans and Policy Review

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TECHNICAL MEMORANDUM #1: ATTACHMENT A

DATE: April 28, 2017
TO: City of Roseburg
FROM: Darci Rudzinski and Shayna Rehberg, Angelo Planning Group
Angela Rogge, PE, David Evans and Associates, Inc. (Consistency Revisions/Formatting)
Dana Shuff, EIT, David Evans and Associates, Inc. (Consistency Revisions/Formatting)

SUBJECT: Roseburg Transportation System Plan Update
Task 3.3, Final TM #1 (Policy Review)

Table 1 presents a summary of the documents reviewed. This memorandum presents the summaries of pertinent plans and their relevance to the TSP. The documents reviewed include those identified in Task 3 of the Statement of Work, as well as a few additional City documents reviewed in previous plan documents. Table 1 also lists the page of this document where each plan summary is located in this document.

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Oregon Transportation Plan (2006, recent update 2016)
The Oregon Transportation Plan (OTP) is the state’s multimodal transportation plan that assesses the needs of airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation and railroads through 2030. The OTP provides a framework for prioritizing transportation improvements to address the challenges Oregon faces based on various revenue conditions. This plan offers guidance for state, regional, local, and private transportation facilities.

The 2006 amendment supersedes the 1992 OTP, which established a vision of a balanced, multimodal transportation system and called for an expansion of ODOT’s role in funding non-highway investments. The current 2006 OTP furthers these policy objectives with emphasis on maintaining the assets in place, optimizing the existing system performance, creating sustainable funding, and investing in strategic capacity enhancements. The OTP was updated in 2016 to strengthen ODOT’s commitment with the Americans with Disabilities Act (ADA), Title II Transition Plan. The OTP strongly supports a transportation system with multiple travel choices that are easy to use, cost effective and accessible to all potential users, including the transportation disadvantaged. A new strategy was added to establish actions and funding priorities that ensure transportation facilities are accessible to all users. Note: The review is of the 2006 amendment, as the 2016 update was not the basis of current plans in the area. As state facility plans are updated, the 2016 (or current version) should be reviewed.
Project Relevance: Transportation improvements must be consistent with the applicable OTP goals and policies and, therefore, findings of compatibility with the OTP will be used in the TSP adoption process.

Oregon Transportation Options Plan (2015)
The Transportation Options Plan (OTO Plan) aims to implement and refine the Oregon Transportation Plan’s (OTP) goals, policies, and strategies. The purpose of the OTO Plan, specifically, is to “establish a vision and policy guidance that integrates transportation options in local, regional, and state transportation planning, programming, and investment.” The OTO Plan provides an outline for polices and strategies for state and local agencies to expand transportation systems, increase funding, and improve planning. The Plan promotes the use of existing transportation infrastructure to provide Oregon with an efficient and affordable transportation system. The OTO Plan:

- Identifies opportunities to expand transportation choices.
- Looks to increase funding opportunities for transportation options programs and investments.
- Provides information to better integrate transportation options into local, regional, and state transportation planning.

Project Relevance: Within the next 25 years, the population of Oregon is expected to increase by nearly 30 percent. As a local planning effort, the development of the TSP is an opportunity to embrace the OTO Plan’s goals and key initiatives by supporting transportation options programs, where feasible, in order to meet the growing demands in the community. The TSP will aim to address the growing populations and economy in the area while improving the efficiency and use of existing transportation systems in a cost-effective manner.

Oregon Highway Plan (1999 with 2006 amendments, recent updates through 2015 Amendments)
The Oregon Highway Plan (OHP) is a modal plan of the OTP that guides ODOT’s Highway Division in planning, operations, and financing.

Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The following policies, in particular, are relevant to the TSP Update. The OHP was updated in 2015 to incorporate all previous amendments through May 2015. This included five (5) new amendments since the OHP was last updated in 2006; (1) Mobility Standards Revisions; (2) Access Management Revisions; (3) Tolling and Pricing Policy Amendment; (4) Expressway Classifications Revisions; and (5) State Highway Freight System Policy Revisions and Adoption of Rule on Reduction of Vehicle-Carrying Capacity. Note: The review includes the 2006 amendments, as the 2015 amendments were not the basis of current plans in the area. As state facility plans are updated, the 2015 (or current version) should be reviewed.
**Project relevance:** Develop the TSP update in coordination with ODOT so that the plan’s projects, policies, and regulations are consistent with or move in the direction of meeting OHP policies, standards, and targets such as state highway classifications, mobility targets, and access spacing standards. A TAC, which will provide technical and policy guidance during plan preparation, should include representatives from the County, City, ODOT, and other transportation agencies.

**Policy 1A: State Highway Classification System**

The OHP classifies the state highway system into four levels of importance: Interstate, Statewide, Regional, and District. ODOT uses this classification system to guide management and investment decisions regarding state highway facilities. The system guides the development of facility plans, such as Interchange Area Management Plans (IAMPs), as well as ODOT’s review of local plan and zoning amendments, highway project selection, design and development, and facility management decisions including road approach permits.

Interstate 5 (I-5) and OR 138 (Harvard Avenue/North Umpqua Highway) in the study area are classified as Interstate and Regional highways in the state classification system. The purpose and management objectives of these highways are provided in Policy 1A, as summarized below.

- **Interstate highways** provide connections between major cities in a state, regions of the state, and other states. A secondary function in urban areas is to serve regional trips within the urban area. Their primary objective is to provide mobility and, therefore, the management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.
- **Regional highways** typically provide connections and links to regional centers, Statewide or Interstate highways, or economic or activity centers of regional significance. The management objective for these facilities is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways.

In addition to the state highway classification system, I-5 and OR 138 have been given other highway designations that are addressed by other policies.

- I-5 through the City is part of the National Highway System (NHS), and is a state freight route and federally designated truck route.
- OR 138 is a Scenic Byway from mile point 2.34 to 83.08.

**Policy 1B: Land Use and Transportation**

Policy 1B applies to all state highways. It is designed to clarify how ODOT will work with local governments and others to link land use and transportation in transportation plans, facility and corridor plans, plan amendments, access permitting and project development. Policy 1B recognizes that state highways serve as the main streets of many communities – as OR 138 does in Roseburg – and strives to maintain a balance between serving local communities (accessibility) and the through traveler (mobility). This policy recognizes the role of both the state and local governments related to the state highway system and calls for a coordinated approach to land use and transportation planning.
Policy 1C: State Highway Freight System
The primary purpose of the State Highway Freight System is to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system, made up of the Interstate Highways and select Statewide, Regional, and District Highways, includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, intermodal terminals, and urban areas. Highways included in this designation have higher highway mobility standards than other statewide highways.

Policy 1D: Scenic Byways
The Oregon Transportation Commission has designated Scenic Byways throughout the state on federal, state, and local roads which have exceptional scenic value. OR 138 (North Umpqua Highway) is a Scenic Byway in Roseburg starting just over two miles from I-5. For designated Scenic Byways, ODOT will consider aesthetic and design elements along with safety and performance considerations in managing and maintaining the roadway and will develop guidelines for aesthetic and design elements within the public right-of-way.

Policy 1F: Highway Mobility Standards Access Management Policy
Policy 1F sets mobility standards for ensuring a reliable and acceptable level of mobility on the state highway system. The standards are used to assess system needs as part of long range, comprehensive planning transportation planning projects during development review, and to demonstrate compliance with the Transportation Planning Rule (TPR).

Policy 1F provides policy framework for considering measures other than volume-to-capacity (v/c) ratios for evaluating mobility performance. V/c ratios established in Policy 1F are “targets.” These targets are to be used to determine significant effect pursuant to TPR Section -0060.

Table 2 includes the mobility targets include for the state facilities in the study area.

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<th>TABLE 2. STATE FACILITY MOBILITY TARGETS IN STUDY AREA</th>
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Policy 1G: Major Improvements
This policy requires maintaining performance and improving safety on the highway system by improving efficiency and management on the existing roadway network before adding capacity. The state’s highest priority is to preserve the functionality of the existing highway system. Tools that could be employed to improve the function of the existing interchanges include access management, transportation demand management, traffic operations modifications, and changes to local land use designations or development regulations.
After existing system preservation, the second priority is to make minor improvements to existing highway facilities, such as adding ramp signals, or making improvements to the local street network to minimize local trips on the state facility.

The third priority is to make major roadway improvements which could, in the case of interchange improvements, include adding lanes or reconfiguring on- or off- ramps.

**Policy 2B: Off-System Improvements**
This policy recognizes that the state may provide financial assistance to local jurisdictions to make improvements to local transportation systems if the improvements would provide a cost-effective means of improving the operations of the state highway system.

**Policy 2F: Traffic Safety**
This policy emphasizes the state’s efforts to improve safety of all users of the highway system. Action 2F.4 addresses the development and implementation of the Safety Management System to target resources to sites with the most significant safety issues.

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

Action 3A.2 calls for spacing standards to be established for state highways based on highway classification, type of area, and posted speed. Tables in OHP Appendix C present access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs. The access management spacing standards established in the OHP are implemented by access management rules in OAR 734, Division 51, addressed later in this report.

**Policy 3C: Interchange Access Management Areas**
This policy addresses management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. Action items include developing interchange area management plans to protect the function of existing interchanges, provide safe and efficient operations between connecting roadways, and minimize the need for major improvements.

The local jurisdiction’s role in access management includes the following: “necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place (Action 3C.2).”

**Policy 4A: Efficiency of Freight Movement**
This policy emphasizes the need to maintain and improve the efficiency of freight movement on the state highway system. I-5 is a state freight route and federally designated truck route.
Policy 4B: Alternative Passenger Modes
This policy encourages the development of alternative passenger services and systems as part of broader corridor strategies and promotes the development of alternative passenger transportation services located off the highway system to help preserve the performance and function of the state highway system. Umpqua Transit provides public transportation service in the study area.

Policy 6A: New Toll Facilities
This policy encourages the use of tolling for financing the construction, operations and maintenance of new roads, bridges or dedicated lanes if expected toll receipts will pay for an acceptable portion of project costs.

Policy 6E: Tolling Technology and Systems
This policy addresses tolling of state highways to implement a tolling system that enables cash-based motorist ready access to all-electronic toll facilities while eliminating the need for cash payment at the point of entry; and develop technology that facilitates interoperability with tolling systems of neighboring states and allows evolution of fully functional, non-proprietary tolling systems.

Oregon Bicycle and Pedestrian Plan (2011, recent update 2016)
The intent of the Oregon Bicycle and Pedestrian Plan (OBPP) is to provide safe and accessible bicycling and walking facilities in an effort to encourage increased levels of bicycling and walking. The plan is comprised of two parts: the Policy and Action Plan and the Oregon Bicycle and Pedestrian Design Guide.

The plan was adopted in 1995 and reaffirmed as an element of the OTP in 2006. The second part of the plan – the Design Guide – was updated in 2011. The Oregon Transportation Commission (OTC) updated the Oregon Bicycle and Pedestrian Plan on May 19, 2016. The plan directs the work of ODOT and will be used in the development of regional and local Transportation System Plans, other planning efforts, and in overall decision making that apply and refine the policies to specific geographic locations, framing solution identification, project selection, actions to help achieve the statewide vision of the Oregon Bicycle and Pedestrian Plan and meet the specific needs of the area. There are two types of policies in the plan, decision-making policies and deliverable-based policies.

Decision-Making Policies have an immediate and long lasting impact by providing direction in how to consider walking and biking across the state. The plan will help create tangible outcomes including, but not limited to:

- Opening opportunities to address speed concerns to improve safety.
- Assuring pedestrian and bicycle capacity is preserved.
- Increasing data collection over time to support decision-making.
- Providing safe ways to navigate construction zones or detour routes around.
- Continuing Safe Routes to School (SRTS) programmatic funding.

Deliverable-Based Policies are those policies that require further research and development for a particular item or topic, such as updating the ODOT Bicycle and Pedestrian Guidelines. For those items under the responsibility/authority of ODOT, an Oregon Bicycle and Pedestrian Plan (OBPP) Implementation Work Program will be created. Note: The review is of the 2011 update, as the 2016 update was not the basis of current plans in the area. As state facility plans are updated, the 2016 (or current version) should be reviewed.
The Policy and Action Plan provides background information, including relevant state and federal laws, and includes goals, actions, and implementation strategies proposed by ODOT to improve bicycle and pedestrian transportation. The plan states that bikeway and walkway systems will be established on state highways as follows:

- As part of modernization projects (bikeways and sidewalks will be included);
- As part of preservation projects, where minor upgrades can be made;
- By restriping roads with bike lanes;
- With improvement projects, such as completing short missing segments of sidewalks;
- As bikeway or walkway modernization projects;
- By developers as part of permit conditions, where warranted.

The Design Guide is the technical element of the plan that guides the design and management of bicycle and pedestrian facilities on state-owned facilities. It has been designated as a companion piece to the Highway Design Manual and includes updated and innovative pedestrian and bicycle treatments.

**Project relevance:** OBPP standards and guidelines will inform potential bicycle and pedestrian improvements to state facilities in the study area. Recommendations in the 2011 Design Guide (Appendix L in the Highway Design Manual) should be considered as “best practices” for potential applications on City facilities in the study area. Advisory committees for the project should include pedestrian and bicycle representatives.

The plan should reflect the goals (e.g., safety, connectivity, equity, health, sustainability, and coordination), policies, and strategies for implementation identified in the 2016 OBPP. The jurisdiction should work with adjacent local jurisdictions as well as regional and state agencies to help identify gaps in the regional walking and biking network and prioritize projects.

**Oregon Rail Plan (2014)**

The Oregon Rail Plan (ORP), another modal plan within the OTP, addresses long-term freight and passenger rail planning in Oregon. Currently, freight rail service in Roseburg is provided by Central Oregon & Pacific (CORP), Oregon’s second largest short line railroad. It operates in the southwest Oregon, serving the southern Willamette Valley to the California border and the central Oregon coast. The main north-south line provides connections from Eugene-Springfield to Cottage Grove, Roseburg, Glendale, Grants Pass, Medford, Ashland, and into California. The Oregon Transportation Commission (OTC) adopted the 2014 Oregon State Rail Plan in response to the 2008 Passenger Rail Investment and Improvement Act (PRIIA) which increased the level of state involvement in rail transportation and rail planning.

Oregon's residents and businesses can capitalize on the many benefits freight and passenger rail services provide:

- The rail system is a significant conduit for economic and job activity.
- The rail system improves connections for people and goods.
- The rail system provides travel choice and relieves congestion.
- Use of rail contributes positively to the environment.
- When coordinated, rail enhances community quality of life.
The Oregon State Rail Plan establishes a vision for the future of rail in Oregon supported by goals, policies, and strategies. The most relevant goals from this Plan are described below.

**Goal 1 - Partnership, Collaboration and Communication:** Partner, collaborate and communicate with rail system operators and other stakeholders to maximize benefits, align interests, remove barriers and bring innovative solutions to the rail system; and foster public understanding of rail’s importance.

**Goal 2 - Connected System:** Promote, preserve and enhance an efficient rail system that is accessible and integrated with Oregon’s overall multimodal transportation system.

**Goal 3 - System Investments and Preservation:** Enhance transportation system reliability, capacity, frequency and travel times through investments that preserve and improve freight and passenger rail assets and infrastructure.

**Goal 4 - Funding, Finance and Investment Principles:** Establish funding that meets the critical needs of the rail system in Oregon and achieves the objectives of this State Rail Plan.

**Goal 5 - System Safety:** Plan, construct, operate, maintain and coordinate the rail system in Oregon with safety and security for all users and communities as a top priority.

**Goal 6 - Preserving and Enhancing Quality of Life:** Increase use and investment in freight and passenger rail systems to conserve and improve Oregon’s environment and community cohesion.

**Goal 7 - Economic Development:** Increase opportunity and investment in freight and passenger rail assets to grow Oregon’s economy.

*Project relevance:* The ORP establishes minimum levels of service standards and policies for freight and passenger rail.

The TSP Update will consider rail freight needs (e.g., Central Oregon & Pacific rail, long-range plan for higher speed rail extension to Roseburg) in developing recommended policies and projects.

**Oregon Freight Plan (2011 – Currently Being Updated)**
The Oregon Freight Plan (OFP) is another modal plan of the OTP and implements the state’s goals, and policies related to the movement of goods and commodities. Its purpose statement is: “to improve freight connections to local, Native American, state, regional, national and global markets in order to increase trade-related jobs and income for workers and businesses.” The objectives of the plan include prioritizing and facilitating investments in freight facilities (including rail, marine, air, and pipeline infrastructure) and adopting strategies to maintain and improve the freight transportation system. The OFP must meet new federal requirements for the state to obligate federal formula freight funding beyond December 4, 2017. While several requirements are addressed by the 2011 OFP and other statewide policy plans, ODOT’s OFP amendment process will address the remaining requirements, including a tiered statewide inventory of freight transportation facilities with mobility needs; a list and map of urban and rural facilities designated as critical freight corridors; a five-year
fiscally constrained investment plan listing priority projects to make use of federal formula freight funding; and performance measures.

The plan defines a statewide strategic freight network. I-5 and parallel railroads – CORP in the study area – are designated as a strategic corridor in the OFP.

Policy and strategic direction provided in the OFP prioritizes preservation of strategic corridors as well as improvements to the supply chain achieved through coordination of freight and system management planning.

**Strategy 1.2:** Strive to support freight access to the Strategic Freight System. This includes proactively protecting and preserving corridors designated as strategic.

**Action 1.2.1.** Preserve freight facilities included as part of the Strategic Freight System from changes that would significantly reduce the ability of these facilities to operate as efficient components of the freight system unless alternate facilities are identified or a safety-related need arises.

**Strategy 2.4:** Coordinate freight improvements and system management plans on corridors comprising the Strategic Freight System with the intent to improve supply chain performance.

**Project relevance:** I-5 and CORP are designated as part of a strategic corridor in the OFP.

Maintaining and improving freight system efficiency will be part of the planning process. Advisory committees for the plan should include freight representatives.

**Oregon Public Transportation Plan (1997, Being Updated)**
The Oregon Public Transportation Plan (OPTP) is the modal plan of the OTP that provides guidance for ODOT and public transportation agencies regarding the development of public transportation systems. The vision guiding the Public Transportation Plan is as follows:

- A comprehensive, interconnected and dependable public transportation system, with stable funding, that provides access and mobility in and between communities of Oregon in a convenient, reliable, and safe manner that encourages people to ride
- A public transportation system that provides appropriate service in each area of the state, including service in urban areas that is an attractive alternative to the single-occupant vehicle, and high-quality, dependable service in suburban, rural, and frontier (remote) areas
- A system that enables those who do not drive to meet their daily needs
- A public transportation system that plays a critical role in improving the livability and economic prosperity for Oregonians.

The OPTP Implementation Plan directs ODOT investments towards commuter and mobility needs in larger communities and urban areas and also in smaller communities where warranted. It also prioritizes investments in intercity connections statewide. Long-term implementation and funding is geared toward both modernization and preservation projects while preservation projects are more the focus for short term implementation and funding.

Umpqua Transit provides intercity transit service in Roseburg. It operates three fixed routes, including one route entirely within the City of Roseburg, one route connecting the Winston/Green area with Roseburg and
Umpqua Community College (UCC), and one route connecting the cities of Sutherlin and Oakland with UCC and Roseburg. Umpqua Transit also provides Dial-A-Ride paratransit service for seniors and the disabled.

Project relevance: Initial ODOT objectives and a few draft policies for the updated OPTP have been released, and the TSP update process should work to be consistent with those objectives. The planning process should also be coordinated with Umpqua Transit long-range planning and other transit service providers in the study area as needed. Advisory committees for the plan should include transit agency and rider representatives.

Oregon Aviation Plan (2007)
The Oregon Aviation Plan (OAP) is a modal plan of the OTP that defines policies and investment strategies for Oregon’s public use aviation system for the next 20 years. The plan addresses the existing conditions, economic benefits, and jurisdictional responsibilities for the existing aviation infrastructure. The plan contains policies and recommended actions to be implemented by Oregon Department of Aviation in coordination with other state and local agencies and the Federal Aviation Administration.

The OAP categorizes airports based on functional role and service criteria. The Roseburg Regional Airport, located to the northeast of Exit 125, is classified as a Category III facility (Regional General Aviation). Category III airports serve regional transportation needs and support most twin and single-engine aircraft and possibly occasional business jets. The Roseburg Regional Airport is also home to a permanent US Forest Service fire base, which provides training for firefighters, staging areas for fire response, and storage of equipment and aircraft.

An individual report on each airport is provided in the OAP. The report on Roseburg Regional Airport identified potential lighting and fencing improvements to meet performance criteria for a Category III facility. The report includes taxiway, runway, apron, and fencing improvements as well as potential airport, hangar, and approach improvements to be considered, when recommended by airport management. Topography and wetlands surrounding the airport, as well as residential uses south of the airport, are noted as challenges and limits to future growth of the airport.

Project relevance: The OAP classifies the Roseburg Regional Airport as a Category III facility (Regional General Aviation) based on functions and service criteria. It includes policies and actions to be implemented by the Oregon Department of Aviation in coordination with federal, state, and local agencies, as well as individual reports and recommended improvements for each airport. The planning process will take into account policies and improvements recommended in the OAP, in addition to land uses adjacent to the airport.

Oregon Transportation Safety Action Plan (2011)
An element of the OTP, the Oregon Transportation Safety Action Plan (OTSAP) establishes a safety agenda to guide the investments and actions of ODOT and the state for the next 20 years. As indicated in the name of the plan, the emphasis of the OTSAP is action and implementation. Actions included in the OTSAP were chosen based on crash data and information provided by transportation safety experts.

Actions identified in the OTSAP that will guide or be addressed include:
- Focus on “safety areas of interest” such as intersection crashes and pedestrian/bicycle crashes with improvements such as advance signing, roundabouts, access management, signal timing, bulb-outs, refuge islands, bicycle signals, and rapid flashing beacons (Action 23).
- Elevate safety in local system plans by, for example, more widely implementing access management strategies and moving toward compliance with access management standards; and involving engineering, enforcement, and emergency service staff professionals, as well as local transportation safety advocacy groups, in planning (Actions 8 and 9).
- Design improvements for the increased safety of pedestrians, bicyclists, and other non-motorized vehicles, accommodating multiple users on a street and considering the needs of families, seniors, and children using transportation facilities (Action 4).

**Project relevance:** The OTSAP emphasizes implementation. Actions included in the OTSAP should be reflected in the plan’s Goals and Objectives and projects. Advisory committees should include ODOT Safety, local public safety, emergency services, and other safety and public health representatives.

**Transportation Planning Rule (OAR 660-012) (Amended 2011)**
The Transportation Planning Rule (TPR), OAR 660-012, implements Goal 12 (Transportation) of the statewide planning goals. The TPR contains numerous requirements governing transportation planning and project development, several of which are relevant to TSPs.

**Project Relevance:** The TPR includes several requirements governing transportation planning and project development. 2012 amendments include provisions for exempting proposed zone changes from significant effect determinations and proposed land use regulation amendments from mobility standards if a multi-modal mixed-use area is designated. These requirements should be reflected in the plan and in associated policy and development code amendments as needed.

**Section -0045**
OAR 660-012-0045 requires each local government to amend its land use regulations to implement its TSP. It also requires local government to adopt land use or subdivision ordinance regulations consistent with applicable federal and state requirements: “to protect transportation facilities, corridors and sites for their identified functions.”

Local compliance with TPR provisions is achieved through a variety of measures, including access control measures, standards to protect future operations of roads, and expanded notice requirements and coordinated review procedures for land use applications. Local development codes should also include a process to apply conditions of approval to development proposals, and regulations assuring that amendments to land use designations, densities, and design standards are consistent with the functions, capacities, and performance standards of facilities identified in the TSP.

**Section -0060**
The most recent amendments to TPR, effective January 1, 2012, include new language in Section -0060 that allows a local government to exempt a zone change from the “significant effect” determination if the proposed zoning is consistent with the comprehensive plan map designation and the TSP.
The amendments also allow a local government to amend a functional plan, comprehensive plan, or land use regulation without applying mobility standards (V/C, for example) if the subject area is within a designated multi-modal mixed-use area (MMA). Subsection (8) of Section -0060 establishes the criteria for a MMA.

Access Management Rule (OAR 734-051) (Amended 2012)
Oregon Administrative Rule (OAR) 734-051 defines the State’s role in managing access to highway facilities in order to maintain functional use and safety and to preserve public investment. The rule includes spacing standards for varying types of state roadways and criteria for granting right of access and approach locations onto state highway facilities.

Amendments to OAR 734-051 were adopted in early 2012 based on passage of Senate Bill 1024 and Senate Bill 264 in the 2010 and 2011 Oregon Legislature respectively. The amendments were intended to allow more consideration for economic development when developing and implementing access management rules, and involved changes to how ODOT deals with approach road spacing, highway improvements requirements with development, and traffic impact analyses requirements for approach road permits. Senate Bill 408, which passed in the 2013 legislative session and becomes effective January 1, 2014, is expected to result in further rulemaking. This bill provides new requirements for development of facility plans and directs ODOT to develop an access management strategy for each highway modernization or improvement project. ODOT must develop key principles for each facility plan, which will be used to evaluate how abutting properties may retain or obtain access to the state highway during and after plan implementation. In developing the key principles, the department must also develop a methodology to weigh the benefits of a highway improvement to public safety and mobility against the locally adopted TSP and land uses permitted in the local comprehensive plan, as well as the economic development objectives of affected real property owners who require access to the state highway. If a facility plan identifies the need to modify, relocate or close existing private approaches, the plan must include key principles for managing access to the state highway and a timeline for plan implementation. Each facility plan also must document that there was collaborative discussion and agreement between the department and the affected cities and counties regarding the location of county roads and city streets that intersect a state highway within the study area.

Project Relevance: 2012 amendments were designed to allow for more consideration of economic development in creating and implementing rules. 2013-2014 amendments set more rigorous requirements for facility plans seeking to limit local access on state highways. The plan will be developed consistent with applicable criteria in the rule, including meeting or moving in the direction of compliance with OHP spacing standards.

Highway Design Manual (2011)
The Highway Design Manual (HDM) provides design standards for state highways and associated highway elements. These standards are dependent on the highway’s functional classification and project type (e.g., Modernization, Preservation, Safety, Operations, or Maintenance). The purpose of the HDM is to establish mobility standards when evaluating potential design configurations.

1 The development of this IAMP, a planning-level document, will not result in an “access management strategy,” which is more specifically tied to project development and construction of improvements.
Project Relevance: The HDM provides design standards for state facilities depending on the facility’s functional classification and the project type. Plan projects will be developed to be consistent with the applicable HDM standards.

Classification of state facilities in Roseburg should be established through review of the OHP (addressed above). Once projects are identified later in the TSP update process, the project’s facility classification can be used along with project type to determine applicable HDM standards.

2018-2021 Statewide Transportation Improvement Program
The State Transportation Improvement Program (STIP) is the programming and funding document for transportation projects and programs statewide. The projects and programs undergo a selection process managed by ODOT Regions or ODOT central offices. The document covers a period of four years and is updated every two years.

OR-138E Diamond Lake Boulevard Access Management Plan
Though not reviewed as part of this Plan and Policy review, the TSP will follow the guidelines of the Access Management Plan for any potential improvements identified for OR-138E.

Interchange Area Management Plan: I-5 Exit 123 (August 2006)
IAMP 123 (2006) amends the OHP by establishing and prioritizing methods to improve safety and operational efficiency of the interchange management area. OHP Policy 3C requires that improvements necessary to support the recommendations of the IAMP are either identified in the local comprehensive plan and committed with an identified funding source or are already in place. Such improvements may include road networks, channelization, medians, and access control.

At the time the IAMP was completed, most of the IAMP 123 study area was outside of the Roseburg UGB. Since the completion of the IAMP, the Roseburg UGB has expanded.

The IAMP 123 primary recommendation would replace the structurally deficient I-5 overcrossing and improve the safety and operational efficiency of the interchange. Portland Avenue, the interchange crossroad, would be widened to four lanes with bike lanes and sidewalks on both sides. This width would be to accommodate traffic associated with large events at the Fairgrounds, not daily traffic. The ramp terminals would be made to intersect Portland Avenue at more perpendicular angles. Acceleration and deceleration lengths on the on- and off-ramps would be increased to meet current ODOT design standards. A sight distance deficiency caused by bridge columns at the southbound ramp terminals would also be corrected. The access management strategy included in IAMP 123 recommends the relocation of Frear Street to line up with Kendall Street should a bridge be constructed that connects Portland Avenue with Roseburg, or if the Fairgrounds proposed an expansion that would result in peak period traffic volumes. None of these recommendations have been constructed.

Project Relevance: The City should reference the IAMP during the development of the TSP to ensure that it will be consistent with the recommendations of the IAMP and achieve or move toward the mobility performance standards of the OHP for the interchange and related facilities.
Interchange Area Management Plan: I-5 Exits 124 & 125 IAMP Technical Memorandums #1-#5 (October 2013)

IAMP 124/125 is in the development stages. Once adopted by the Oregon Transportation Council, it will amend the OHP. The IAMP 124/125 will establish short-term and long-term goals to improve safety and operations within the IAMP management area, which is entirely within the Roseburg UGB. OHP Policy 3C requires that improvements necessary to support the recommendations of the IAMP are either identified in the local comprehensive plan and committed with an identified funding source or are already in place. Such improvements may include road networks, channelization, medians, and access control. The TSP should reference the plan to ensure consistency with the recommendations and performance standards of the IAMP.

**Project Relevance:** The City should reference the IAMP during the development of the TSP to ensure that it will be consistent with the recommendations of the IAMP and achieve or move toward the mobility performance standards of the OHP for the interchange and related facilities.

Interchange Area Management Plan: I-5 Exit 127 (December 2014)

IAMP 127 (2014) amends the OHP and identifies and prioritizes methods to improve safety and operations within the IAMP 127 study area, which includes Interchange 127 and supporting facilities in north Roseburg. OHP Policy 3C either requires that improvements necessary to support the recommendations of the IAMP are identified in the local comprehensive plan and committed with an identified funding source or are already in place. Such improvements may include road networks, channelization, medians, and access control.

IAMP 127 recommends the following projects:

- Edenbower Boulevard Signal Timing Coordination: Maintain signal coordination from the I-5 southbound ramp terminal through Stephens St (Ongoing)
- Edenbower Boulevard/Stewart Parkway Sight Distance Improvements: Mitigate the existing sight distance limitations that restrict visibility for drivers traveling through the intersection on the eastbound (Stewart Pkwy) and northbound (Edenbower Blvd) approaches (Medium Priority)
- Edenbower Boulevard/Stephens Street Intersection Improvements: Extend eastbound and northbound left-turn bays (Medium Priority)
- Edenbower Boulevard/I-5 Northbound Ramp Terminal Intersection Improvement: Install traffic signal (Low Priority)
- Edenbower Boulevard/I-5 Northbound Ramp Terminal Pedestrian Improvement: Improve pedestrian crossing on north side (High to Medium Priority)
- Edenbower Boulevard/Stewart Parkway Intersection Improvements: Add a second leftturn lane on the eastbound approach of Stewart Pkwy and add a second northbound receiving lane by widening Edenbower Blvd (Medium Priority). This project could be constructed in phases.
- Edenbower Boulevard/Aviation Drive Intersection Improvements: Modify the northeast corner of the intersection to extend the existing westbound right-turn bay (Low Priority)

**Project Relevance:** The TSP should reference the IAMP to ensure consistency with or progress toward meeting OHP policies, standards, and targets such as state highway classifications, mobility targets, and access spacing standards.
Interchange Area Management Plan: I-5 Exit 129 (March 2011)

IAMP 129 (2011) amends the OHP (1999) by identifying and prioritizing specific recommendations to improve safety and operations within the IAMP 129 study area. The IAMP 129 study area is mostly within the Roseburg UGB and partially within unincorporated Douglas County.

OHP Policy 3C requires that improvements necessary to support the recommendations of the IAMP are either identified in the local comprehensive plan and committed with an identified funding source or are already in place. Such improvements may include road networks, channelization, medians, and access control. The TSP should reference the plan to ensure consistency with the recommendations and performance standards of the IAMP.

IAMP 129 recommended the following transportation improvement projects:

- Signalize the intersection and add a second westbound through lane at the intersection of Del Rio Road and I-5 Southbound Ramp Terminal
- Add a second eastbound right turn lane at the intersection of Old Highway 99 and I-5 Northbound Ramp Terminal
- Add a second northbound left turn lane and add a southbound shared through/right turn lane at the intersection of Del Rio Road/ Umpqua College Road and Old Highway 99.

Since the completion of the IAMP, construction of the I-5: Del Rio Road/ Winchester Interchange (Exit 129) project was completed. The new interchange configuration moved all four interchange ramps and realigned Del Rio Road to lead directly into Umpqua College Road.

*Project Relevance:* The City should coordinate with ODOT in developing the TSP and evaluating land use actions that are likely to affect the function of the interchange so that the plan’s projects, policies, and regulations are consistent with or move in the direction of meeting OHP policies, standards, and targets such as state highway classifications, mobility targets, and access spacing standards.

ODOT Analysis Procedures Manual

The Analysis Procedures Manual (APM) was created to provide a comprehensive source of information regarding current methodologies, practices and procedures for conducting analysis of Oregon Department of Transportation (ODOT) plans and projects.

*Project Relevance:* The Consultant will follow the methodologies outlined in the APM for all traffic and multimodal analysis work. Any deviation from the APM is summarized in Technical Memorandum #1A: Methodology and Assumptions Memorandum.

City Documents

City of Roseburg Urban Area Comprehensive Plan (1984)

The City of Roseburg Comprehensive Plan is a long-range policy guide for land use in the city’s urban area. Transportation policy in the City TSP, as explored later in this report, is more recent and supersedes the older transportation policies in the Comprehensive Plan. The following are goals, objectives, and policies excerpted from the Comprehensive Plan that influence transportation system planning.
Economics Element

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

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

Public Facilities and Services Element

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

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

Objective 3. Optimize the utilization of existing facilities.

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

Urbanization, Land Use, and Growth Management

Residential Development

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

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

Commercial Development

Goal: To encourage and promote the health and vitality of the central City core as a focus of civic and business life....

Industrial Development

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

Public and Semi-Public Buildings and Lands Development

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

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

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

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

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

Project Relevance: Update of the City’s TSP constitutes an update of the City’s Comprehensive Plan, as the TSP is an element of the Comprehensive Plan. LUDO amendments that may be needed to implement the updated will be based on existing and updated Comprehensive Plan and TSP policies.

City of Roseburg Land Use and Development Ordinance (LUDO) (Updated 2016)
The City Land Use and Development Ordinance (LUDO) regulate all development within the city and implement the long-range land use vision embodied in the City Urban Area Comprehensive Plan. This is done through requirements for coordination of land use application review with ODOT, access management, and traffic impact studies (TISs). Coordination, access management, and TISs are addressed by development approval procedures in LUDO Chapters 3, 5, and 6.

Project Relevance: The LUDO regulates all development within the city and implements the long-range land use vision from the Comprehensive Plan. Implementation of the updated TSP will rely on existing and potential proposed amendments to LUDO provisions regarding agency coordination, access management, traffic impact studies, zoning districts, and site development and land division standards.

Coordination
Development approval procedures require that public agencies providing transportation facilities and services to be notified in the following cases:

- Land use applications that require a public hearing;
- Subdivision and partition applications;
- Applications that involve major private access to public streets and roads (e.g., private streets) and large commercial and multi-family developments; and
- Applications within the Airport Impact Overlay. ²
- Site development that accesses ODOT right-of-way; and

² LUDO Section 5.1.070 (General Provisions Regarding Notice)
• Land Use Actions that may impact ODOT right-of-way (e.g., zone changes adjacent to ODOT right-of-way).

Access Management
Access management standards are established in site development review provisions. They include driveway spacing standards according to roadway classification and land use and requirements that driveways take access from the lowest order of roadway. Access management standards also refer to the City and State for access permission.

Block standards are addressed in land division provisions. Maximum block lengths of 500 feet are established for local streets and recommended minimum block lengths of 1,000 feet and 1,800 feet are established for collector and arterial streets respectively.

Traffic Impact Studies
Traffic impact study requirements are established in site development review provisions. There are basic applicability criteria and content standards set in these provisions, with discretion left to the Public Works Director and Community Development Director about applicability and content.

Coordination, access management, and traffic impact study requirements are consistent with state regulations.

Zoning Districts
Zoning regulations are established in LUDO Chapter 2. A new zoning (overlay) district or new requirements for existing zoning districts may be considered as well.

City of Roseburg Transportation System Plan (2006)
This Transportation System Plan (TSP) provides guidance and regulatory tools so that the City can develop its transportation system through coordinated policies and planned improvements over the next 20 years. It also identifies planned transportation facilities and services needed to support planned land uses identified in the Comprehensive Plan in a manner consistent with the Transportation Planning Rule (OAR 660-012) and the Oregon Transportation Plan.

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

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

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3 LUDO Section 3.1.040(2) (Access, Parking, and Loading) and (3) (Access Permission)
4 LUDO Section 6.1.120 (Platting and Mapping Standards – Blocks)
5 LUDO Section 3.1.040(4)
Relevant goals and objectives include:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- **Arterials**: Edenbower Boulevard between Stephens Street and Stewart Parkway, Stephens Street, Stewart Parkway

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6 The Umpqua Regional Council of Governments is no longer active.
• Collector: Aviation Drive
• Minor collector: Edenbower Boulevard (between Renann Street and Stewart Parkway), Airport Road

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

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

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

Sidewalks gaps include:

• Aviation Drive south of Edenbower Boulevard (short-term)
• I-5 Westside Path adjacent to I-5 between Edenbower Boulevard to Dogwood Street or Hill Avenue (long-term)
• Broad Street: Bike lanes on Broad Street from the Edenbower Interchange to the new road connection and Sidewalk infill (long-term)
**Project Relevance:** The policies in the TSP supersede the older transportation policies in the Comprehensive Plan. The goals, policies, standards, and projects in the TSP will be fully updated as part of this planning process in order to meet identified needs and provide consistency with applicable regulations (e.g., TPR).

**City of Roseburg Bike and Pedestrian Master Plan (2009)**

The City Bike and Pedestrian Master Plan provides policy and design guidance for improvements to the bicycle and pedestrian system in the city as well as recommendations for programming to promote walking and bicycling. In terms of physical improvements to the system, the plan provides more detail to improvements proposed in the TSP.

In terms of infrastructure, the plan addresses on-road bicycle facilities, sidewalks, and paths. Proposed system improvements are categorized as short-term, medium-term, and long-term. Improvements proposed include:

**Short-term improvements**

- Oak and Washington Bridge – restriping
- Douglas Street (Fowler to Rifle Range Street) – striping and filling sidewalk gap
- West Harvard Avenue – storm grate elevation fixes
- Washington, Oak, and Douglas railroad crossing – improvements for pedestrians and bikes
- Harvard Avenue/I-5 – ramp safety improvements
- NW Garden Valley Road – refinement plan
- NE Stephens Street/Old Highway 99 – refinement plan
- Garden Valley Boulevard/I-5 overcrossing – restriping bike lane

**Medium-term improvements**

- West Harvard Avenue – refinement plan
- NE Stephens Street/Winchester – design and construction
- Garden Valley Boulevard/I-5 overcrossing – sidewalk widening and enhancements

**Long-term improvements**

- **Multi-use paths**
  - Deer Creek pathway – South Umpqua River to Douglas Avenue Bridge
  - Portland Avenue bridge – new crossing of South Umpqua River
  - Stewart Park – adjacent to Steward Park Drive from Harvard Avenue to South Umpqua River
  - South Umpqua River/East Riverbank – along east side of the river from Douglas Avenue to Portland Avenue (new crossing)
  - Jackson Street Trail – trail under Jackson Street Bridge over Deer Creek
  - Deer Creek Bridge – bridge across Deer Creek

- **Sidewalks**
  - Stewart Parkway/Garden Valley Boulevard – add sidewalk on Stewart Parkway north of Harvey Avenue and west along Garden Valley Boulevard
  - Fulton Street – add sidewalks from Diamond Lake Boulevard north to end of public street
  - Ramp Street – add sidewalks
  - Pine Street – add sidewalks from Rice Avenue south to existing sidewalks
o Main Street – add sidewalks from Rice Avenue south

- Bicycle lanes
  o Ramp Street – Douglas Avenue to east and proposed connection to Terrace Drive
  o Spruce Street – Douglas Avenue to Mosher Avenue
  o Garden Valley Boulevard – Stephens Street to Mulholland Drive
  o Main Street – add bike lanes on collector
  o Mosher Avenue – Spruce Street to Mill Street; add bike lanes on collectors
  o Rice Avenue – Mill Street to Pine Street
  o Jackson Street – OR 138/Diamond Lake Boulevard to Douglas Avenue

Project Relevance: The plan should reflect or be consistent with improvements and programs recommended in the Bike and Pedestrian Master Plan, as well as potentially propose additional improvements.

City of Roseburg Waterfront Master Development Plan (2010)
The City of Roseburg Waterfront Master Development Plan was prepared guided by the following directives:

- Place a high priority on passive, open space and recreational bicycle/pedestrian uses.
- Place a high priority on linking the waterfront area to Downtown Roseburg.
- Focus on protecting and enhancing the scenic and natural settings of the South Umpqua River and Deer Creek.
- Provide a theme that ties the community together to create a unique, special place, a place that welcomes people to the community as they exit Interstate 5 and enter Downtown Roseburg.

The plan makes many recommendations for the area between I-5, the South Umpqua Riverfront, Deer Creek, and Downtown ranging from park improvements and transportation facility and streetscape improvements to property redevelopment. The recommended transportation-related improvements include:

- Improve entry landscape at the I-5 interchange and roads leading into Downtown Roseburg.
- Improve bicycle and pedestrian facilities on the Oak and Washington Bridges. Add design elements that contribute to the function of the bridges as gateways to Roseburg.
- Improve the Bridge Undercrossing along Deer Creek to encourage pedestrians and cyclists to move between the river and the north part of Downtown.
- Improve north end of Pine Street with better paving and landscape and encourage redevelopment of adjoining properties.
- Focus streetscape improvements on Oak and Washington Avenues to encourage pedestrian movement between downtown and the riverfront.
- Improve under-crossings of Oak and Washington Bridges along the future Riverfront Loop Trail.
- Build connections for a complete Waterfront Loop Trail.
- Build a Portland Avenue Bicycle/Pedestrian Bridge.

Project Relevance: The plan should include projects identified in the Waterfront Master Development plan yet to be implemented, and may recommend additions to or modifications of these projects.

City of Roseburg Downtown Master Plan (2000)
The City of Roseburg Downtown Master Plan presents an extensive set of new development standards (primarily for a new Central Business District) and building design guidelines.
The master plan also addresses public improvements. While the Downtown Master Plan was refined in part by the Waterfront Development Plan, this earlier plan more broadly addresses the Downtown and needed public improvements. Transportation-related improvements that are recommended in the master plan include:

- Streetscape improvement programs Douglas Avenue, Jackson Street, and Downtown
- Gateway monuments at Stephens Street/Douglas Avenue and Stephens Street/Mosher Avenue
- Two-way operations on all Downtown streets except Pine Street/Stephens Street, Oak Street/Washington Street, and Jackson Street/Main Street
- Four-way stop control on all streets Downtown except Stephens Street/Pine Street
- Vacation of Main Street north of Douglas Avenue for expanded City Hall area
- New parking structures and improvements to existing structures.

**Project Relevance:** The transportation-related improvements recommended in the Downtown Master Plan were not incorporated into the 2006 TSP. A determination should be made in the TSP as to whether transportation-related projects and recommendations from the Downtown Master Plan have been implemented, and, if possible, a determination of whether these projects are still relevant and desired.

**Roseburg Downtown Plaza and Transit Station Project (2013)**

The Roseburg Downtown Plaza and Transit Station Project scope originally included a single potential site for the development of a downtown plaza, the former Rite Aid site, located at the intersection of Washington Avenue and Jackson Street. In March 2013, the project was expanded to include a suitability assessment of six additional potential sites in the downtown area. Out of seven potential sites, the existing Rite Aid site ultimately was selected as the preferred plaza site based on its ability to accommodate the most appropriate development opportunities, adjacency to downtown and the potential to provide the greatest economic impact to the downtown core. Through this process, and informed by public review and comments, three conceptual plaza design options have been developed for this site. The size of the plaza, the amount (in square feet) of retail accommodated, the amount and location of parking, and access to the site all vary between the options.

**Project Relevance:** To the extent necessary, recommendations developed during the planning process will be coordinated with the plaza and transit station improvements.

**City of Roseburg Public Works Standard Drawings (1995)**

The City of Roseburg Public Work Standard Drawings address detailed engineering elements of transportation facilities as well as other public facilities. The Standard Drawings related to transportation facilities establish specifications for collector streets (commercial) and local streets (residential) as well driveway approaches and sidewalks. The Standards Drawings give dimensions and grades for travel lanes, curb, gutter, and sidewalk for collectors and local streets as well as bike lanes on collectors.

The specifications in the Standard Drawings vary from TSP cross-sections in terms of roadway dimensions, the inclusion of parking on collectors and parking strips on collectors and local streets in the TSP, and the lack of an arterial cross-section in the Standard Drawings.

**Project Relevance:** The specifications in the Standard Drawings vary from 2006 TSP cross sections in terms of roadway dimensions, the inclusion of parking on collectors and parking strips on collectors and local
streets in the TSP, and the lack of an arterial cross section in the Standard Drawings. Inconsistencies between the Standard Drawings and the TSP should be resolved.

City of Roseburg Capital Improvement Plan (2016 - 2021)

The City of Roseburg 2016 - 2021 Capital Improvement Plan (CIP), adopted in March 2016, programs the funding and construction of significant capital projects for the next five years. The CIP addresses parks, bike trail, sidewalk/street light/traffic signal, transportation, airport, urban renewal, City facility/building replacement, storm drainage, and water projects. Several of these categories other than transportation – like parks, bike trail, airport, and urban renewal – include transportation-related projects.

Listed below are funded and programmed projects in the transportation element of the CIP.

- **Spruce/Parrott Street Improvements (Urban Renewal)** – This project will completely reconstruct both Spruce and Parrott Streets from Oak to Mosher. Parrott Street is a residential street that wyes into Spruce Street at Lane Avenue. Parrott Street serves as the alternate bicycle and pedestrian access for crossing under the Oak and Washington Street Bridges. Spruce Street serves an underdeveloped industrial area and is included within the Urban Renewal District. $400,000 (transportation element) in 2016-2017.

- **Stewart Parkway Bridge Deck Repairs** – Address the deteriorating condition of the concrete bridge deck on the Stewart Parkway Bridge over the South Umpqua River. ODOT is doing similar bridge work in summer of 2017, and staff is working with them to have this work included in their project. $200,000 in 2016-2017.

- **Stewart Parkway Widening – Valley View to Harvey** – Widen and realign Stewart Parkway between Valley View Drive and Harvey Court. Add a vehicle lane and bike lane northbound between Valley View Drive and the entrance to the Ford Family Foundation and sidewalk and storm drainage improvements on the east side of the roadway. From the Ford Family Foundation entrance south to Harvey Court, the widen the roadway to two lanes in each direction with bike lanes, realign the curves to meet current design standards, and install curb, gutter, sidewalk, street lighting and storm drainage improvements. Construct large detention ponds to alleviate flooding in the area that has previously been problematic. $3.75 million; $600,000 in 2016-2017, $3.15 million in 2017-2018.

- **Transportation Funding Options** – Budgeted to assist staff in identifying potential transportation funding options and potentially surveying voters regarding those options. $25,000 in 2016-2017.

- **Rifle Range Street LID** – Staff is considering formation of a Local Improvement District to fund improvements to Rifle Range Street. The project would serve a residential area north of Diamond Lake Boulevard. The overall project would reside in the Assessment Improvement Fund. The City’s potential contribution to the overall project: $750,000 in 2018-2019.

- **Valley View Improvements** – Improve Valley View Drive between Keasey Street and Kline Street. Staff is considering formation of a Local Improvement District to fund this project. The overall project funding would reside in the Assessment Improvement Fund. The City’s potential contribution to an LID project: $400,000 in 2018-2019.

- **Douglas Avenue Transportation Enhancement Improvements** – The City has applied to ODOT for a Transportation Enhancement grant to make improvements to Douglas Avenue from Stephens Street to the City Limits. Improvements west of Deer Creek would include improved ADA access ramps, street lighting, signage and striping to accommodate bicycles. Improvements east of Deer Creek would include widening to include bike lanes, curb, gutter, storm drainage, sidewalks and street lighting. The project may also include improvements to the multi-use path and pedestrian bridge connecting Eastwood Park to Eastwood School and an enhanced crossing treatment where the path meets
Douglas Avenue. The project is dependent upon receiving grant funding. The funding shown below is the matching funds and costs of repaving existing sections of Douglas Avenue. $475,000 in 2019-2020.

- **Fulton/Lake/Odell/Gardiner Street Improvements** – Full street improvements for sections of Fulton, Lake, Odell and Gardiner Streets. This project will provide connection to and be done in conjunction with other developer driven improvements in this area. This project is not fully funded. It is expected that a significant amount of funding will come from developers. $600,000; $50,000 in 2019-2020 and $550,000 in 2020-2021.

- **Stewart Parkway – Harvey South Design** – New bridge construction or bridge widening to accommodate additional travel lanes. This project would be the final phase of the multi-phase Stewart Parkway Improvements and would connect to planned improvements near the YMCA and complete the section south to Harvard Avenue. The following funding would be targeted at alternative analysis and design. $500,000 total; $250,000 in 2019-2020 and $250,000 in 2020-2021.

- **Winchester Intersection Improvements Design** – Construct safety improvements the intersection of Stephens Street and Winchester Street. This project is not fully developed and additional preliminary design will need to occur to define project scope and costs. Potential solutions may include realigning and/or signalizing the intersection. It is likely that additional funding will need to be identified to construct this project. $225,000 in 2020-2021.

- **GIS/Mapping Improvements** – Money budgeted annually for maintaining the City’s GIS system related to storm drainage. Funds will be used for maintaining/upgrading the computer system, handheld GPS units and related software and technical support. Money is also budgeted every five years to update the City’s aerial photos, next scheduled for 2017/18. $30,000; $5,000 in 2016-2017, $10,000 in 2017-2018, $5,000 in 2018-2019 and $5,000 in 2020-2021.

**Project Relevance:** Projects recommended in the plan should be coordinated with CIP projects as appropriate, including non-transportation projects in public right-of-way.

**Roseburg Regional Airport Layout Plan Report (2006)**

The Roseburg Regional Airport is northeast of Exit 125. The Airport Layout Plan (ALP) Report identifies the current, short-term, and long-term needs of the airport. It updates the airport layout plan, airspace plan, and land use plan for the airport and the surrounding area. According to the Draft 2012 City CIP, the Airport Master Plan and ALP will be updated in 2013/2014 – 2014/2015, following completion of the taxiway relocation, runway extension, and other airport improvements. It appears from the airport’s website that the taxiway relocation project is still underway and that the plan update has not yet begun.

**Airport Layout Plan**

The preferred alternative for the airport layout plan includes elements affecting land use and transportation planning in the study area.

- Based on current airline industry market conditions, it is believed that scheduled commercial air service by FAR Part 135 operators (commuter) may now be feasible.
- Scheduled commercial air service by operators such as Horizon Air is not anticipated during the 20-year planning period.
- A commercial air terminal reserve is recommended to be located adjacent to and west of the end of Runway 16.
Land Use Plan
Existing zoning has designated land around the airport (east and north) for manufacturing uses. This zoning is compatible with airport operations. Land south of the airport is zoned for residential use. Development of new residential areas, or increasing the densities of existing residential areas within the boundaries of the protected airspace surfaces of the airport, should be discouraged to ensure the long-term viability of the airport.

A "non-aviation commercial industrial reserve" is designated near the north end of the airport, beyond the future RPZ for Runway 16. This area (approximately 8 acres) is physically separated by Edenbower Boulevard and has several site constraints that prevent aviation-related development. The City of Roseburg should prepare necessary documentation for FAA review to support proposed non-aviation use and potential sale of this site, consistent with current planning.

Project Relevance: The planning process should take into consideration the facility and service expansions and possible development of airport property for non-aviation uses as recommended in the airport layout and land use plans.

City Urban Renewal Plan
The North Roseburg Urban Renewal Plan was adopted in 1989. The Second Amendment to the Urban Renewal Plan in 2005 made the following changes to the Urban Renewal Plan:

- Removed 116.58 acres of land from the Plan boundary, and added 161.88 acres, bringing the downtown area into the Plan boundary.
- Added additional projects to the list of projects to be carried out under the Plan.
- Changed the maximum indebtedness of the Plan from $30,150,133 to $77,250,133.
- Changed the “Amendments” section of the Plan to reflect the current status of wording in ORS 457.

It is anticipated that the year 2019-20 will be the year in which projects can be carried out, indebtedness paid and tax increment collection terminated.

Project Relevance: The planning process should take into consideration the planned end to Urban Renewal funds and the projects that are anticipated to be completed before then.

City Transportation System Analysis of Stephens Street from Garden Valley to Washington Street
This document was not available and thus not reviewed as part of this Plan and Policy review.

West Avenue Redevelopment Plan and Mill-Pine Neighborhood Master Plan
These documents outline plans for specific areas in the City of Roseburg. Though not reviewed as part of this Plan and Policy review, the TSP will need to ensure proposed improvements are in alignment with these adopted plans.

Miscellaneous Documents
American Association of State Highway and Transportation Officials (AASHTO) Policy of Geometric Design of Highways and Streets
Douglas County Transportation System Plan (1998) and Amendments (2001)
The TSP was compiled from the Douglas County Comprehensive Plan Transportation Element and support documents. The Transportation Element contains findings concerning: the background and existing conditions that affect Douglas County's transportation system; a description of Douglas County's transportation facilities; a County roadway network plan; a Bikeway Master Plan; transportation goals and policies; and bikeway policies. The support documents contain discussions of road, rail, air, waterways, pipeline, pedestrian and bicycle modes, and the transportation for the disadvantaged.

Transportation objectives and policies applicable to planning for the Roseburg TSP Update are excerpted below:

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

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

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

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

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

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

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

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

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

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

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

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

Bicycle transportation objectives and policies applicable to planning for the Roseburg TSP Update are excerpted below:
Objective E: To develop a set of standards for bikeway development and establish a prioritization of bikeway construction.

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

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

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

Project Relevance: Upon completion of the TSP, subsequent amendments to the County’s TSP will need to be compatible with the Roseburg TSP. If roadways are under County jurisdiction, County mobility targets apply.