



TECHNICAL MEMORANDUM #1: CORRIDOR VISION, DEFINITIONS AND BACKGROUND

Date: April 17, 2023
To: Project Management Team
From: Kittelson & Associates, Inc. & MIG/APG
Subject: OR 138E Design Concept Plan

Project #: 23021.032

Project Overview

In 2018, the City adopted the Diamond Lake Urban Renewal Plan (DLURP) for a study area of approximately 711.54 total acres: 578.99 acres of land in 925 tax lots and 132.55 acres of public rights-of-way. The DLURP includes detailed goals and objectives to guide the City's investment along OR 138E and its adjacent land use.

The OR 138E Concept Plan "project" will build upon the land use recommendations established as part of the DLURP and further advance solutions to address the transportation challenges along OR 138E. A particular focus will be placed on multimodal access, safety, and connectivity.

Purpose & Introduction

The purpose of this memorandum is to articulate the OR 138E Corridor Vision Statement, reflective of the community's values and desired outcomes. The Corridor Vision Statement is crafted based on a review of local plans described in the latter section of this memorandum.

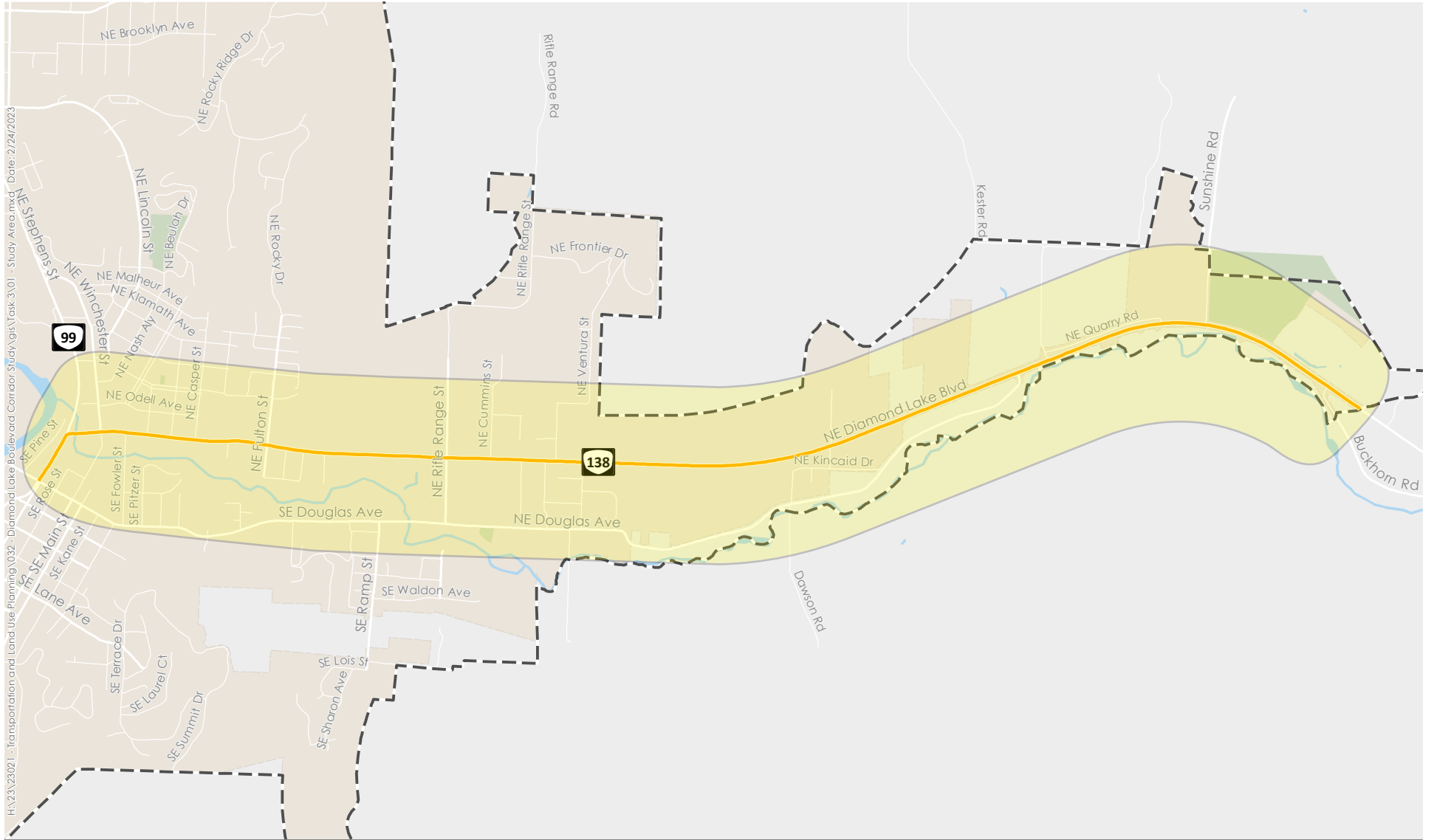
The draft Corridor Vision Statement will inform the selection of an urban context as identified within the Oregon Department of Transportation (ODOT) Highway Design Manual (HDM). Establishing the roadway context is an essential first step in the performance-based design decision framework, a framework that will be carried out as part of the project.

Problem Statement

The OR 138E corridor is in need of major improvements including extending existing roads, constructing new roads, providing multi-modal facilities and connecting people walking, biking, and rolling to the city's eastern edge at Sunshine Park. Identifying appropriate access points, highway frontage development requirements for private developers, and prioritizing public safety improvements is also needed.

Study Area

The study area is focused on the segment of OR 138E "Diamond Lake Boulevard" between SE Douglas Avenue/SE Stephens St and the City of Roseburg's eastern Urban Growth Boundary (UGB). Parallel and connecting roadways including but not limited to SE Douglas Avenue are included in the study area and will be analyzed for the purposes of alternative and scenario planning. Figure 1 illustrates the project study area.







-  OR 138E Study Corridor
-  Study Area Boundary
-  Roseburg City Boundary
-  Urban Growth Boundary



Figure 1

ESTABLISHING THE URBAN CONTEXT

ODOT's HDM establishes a framework for determining the urban context along state roadways. The HDM's approach to context sensitive design should be considered when planning and designing for state roadway improvements, as well as modifications to existing roadways as is the case with OR 138E in Roseburg.

Identifying the context helps understand the relative need of each type of users and the "intensity of use" that can be expected within each urban context.

Table 1 summarizes the six types of land use contexts as described in the HDM.

Table 1: ODOT Urban Context Matrix

Land Use Context	Setbacks <i>Distance from the building to the property line</i>	Building Orientation <i>Buildings with front doors that can be accessed from the sidewalks along a pedestrian path</i>	Land Use <i>Existing or future mix of land uses</i>	Building Coverage <i>Percent of area adjacent to right-of-way with buildings, as opposed to parking, landscape or other uses</i>	Parking <i>Location of parking in relation to the building along the right-of-way</i>	Block Size <i>Average size of blocks adjacent to the right-of-way</i>
Traditional Downtown/ CBD	Shallow/None	Yes	Mixed (residential commercial, park/ recreation)	High	On-street/ garage/ shared in back	Small, consistent block structure
Urban Mix	Shallow	Some	Commercial fronting, residential behind or above	Medium	Mostly off-street/ Single row in front/ In back/ On side	Small to medium blocks
Commercial Corridor	Medium to Large	Sparse	Commercial, institutional, industrial	Low	Off-street/ In front	Large blocks, not well defined
Residential Corridor	Shallow	Some	Residential	Medium	Varies	Small to medium blocks
Suburban Fringe	Varies	Varies	Varied, interspersed development	Low	Varies	Large blocks, not well defined
Rural Community	Shallow/None	Some	Mixed (residential, commercial, institutional, park/ recreation)	Medium	Single row in front/In back/ On side	Small to medium blocks

Roseburg Land Use

Existing Land Use

Between SE Douglas Avenue/SE Stephens and the Phoenix Charter School of Roseburg, land use is mixed, with commercial, institutional, industrial, and residential uses. Setbacks range from zero for some commercial and industrial uses on the western edge of the corridor in and near downtown, to shallow and medium for most commercial uses throughout the corridor. Large swaths of undeveloped and vacant land can be found throughout the corridor, including a large former mill site between NE Fulton Street and NE Rifle Range Street and the properties across from the Phoenix Charter School, both on the north side of the OR 138E. Sidewalks in the corridor terminate at the Phoenix School frontage on the south side, and just west of the school on the north side.

Most industrial uses have larger setbacks, and the majority of building entries are oriented to internal walkways and parking lots. Building coverage is mixed, with a wide variety of block and lot sizes, and most blocks are quite large and poorly defined. There are nodes along the corridor with smaller, grid-like arrangements of blocks including from downtown to NE Fulton Street, and in the area between ME Cummins Street and NE Patterson Street. Significant recent developments include the 70-unit Deer Creek Village Apartments on NE Douglas Avenue, and a new three-tenant commercial building at 1929 Diamond Lake Boulevard to include a chiropractor, beauty salon and insurance office.

Between the Phoenix Charter School of Roseburg and the City's eastern border, land use is predominantly industrial, but also includes several churches, commercial uses, and large swaths of undeveloped lands. This easternmost segment of the corridor has medium to large setbacks, large and poorly defined blocks, and automobile-oriented buildings and parking areas.

Significant new multi-family housing projects have been recently completed or are currently under construction in the area, including 190 units on the east side of Pomona Street, and 145 units on the west side of Sunshine Road at the city's edge. Sunshine Park recently received approval for an extensive network of biking and hiking trails on the hillsides above the existing parking area, ball fields and picnic areas.

Future Land Use

The DLURP identifies the Comprehensive Plan Designations and Zoning Designations for the land uses adjacent to OR 138E within the Plan study area. There are three primary comprehensive plan designations including COM (Commercial), IND (Industrial), and POS (Public/Open Space). Zoning along the corridor primarily consists of two primary zoning designations including C3 (General Commercial) and MU (Mixed Use). Other zoning designations present include M3 (Heavy Industrial), M2 (Medium Industrial), and PR (Public Reserve).

DLURP land use designation definitions are identified below and illustrated in Figure 2 and Figure 3, respectively.

Commercial (General Commercial)

Roseburg's commercial districts are primarily intended to provide economic opportunity for business owners and a suitable market of goods and services for the public by establishing zones and standards appropriate for certain types of business respective of surrounding Zoning Districts, uses, and infrastructure.

The C3 (General Commercial) zoning classification is intended to provide areas within which a variety of retail and wholesale business occurs. These areas serve general community-wide and regional commercial needs.

Industrial (Mixed Use)

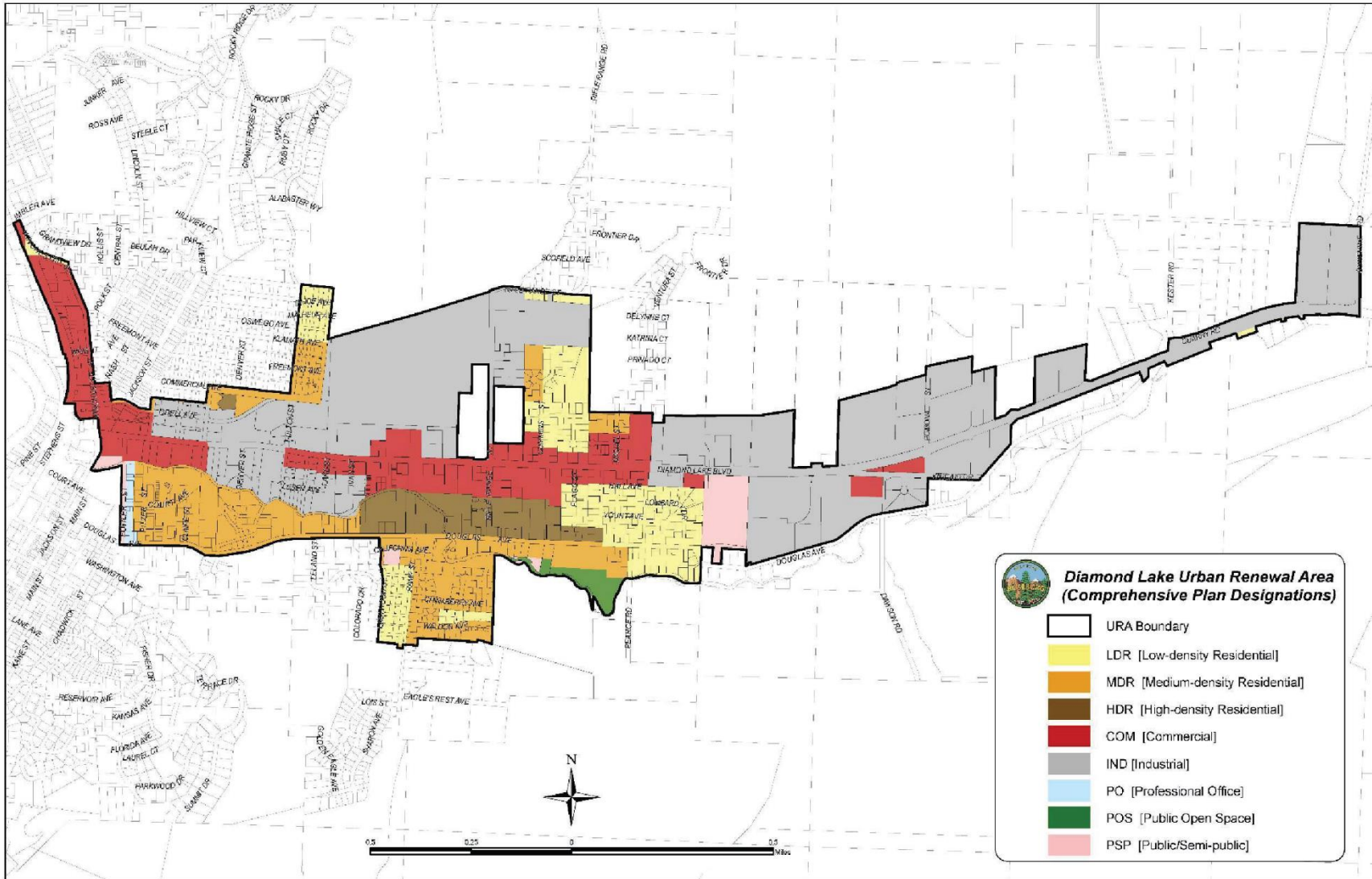
Roseburg's MU (Mixed Use) and Industrial Districts are intended to provide for a full range of industrial activity. The Mixed-Use zoning classification is intended to provide areas within which a variety of activity occurs. These areas serve community-wide and regional needs. Because of the potential for high-density uses, care is needed to ensure that uses are compatible with and do not adversely affect adjacent uses or the carrying capacity of public facilities. The proximity of other uses shall not be areas on for permitted uses to deviate from the standards established in other zones.

The Industrial Zones in the area include the MU or Mixed-Use Zone, which is increasingly being used to develop high-density residential apartment complexes through the Conditional Use process. These significant new housing projects are anticipated to increase throughout the corridor to address low supply and high demand for apartments, and the lack of specific public improvement requirements for walkways and trails create missed opportunities for public mobility improvements, proving the necessity for this plan.

Public/Open Space (Public Reserve)

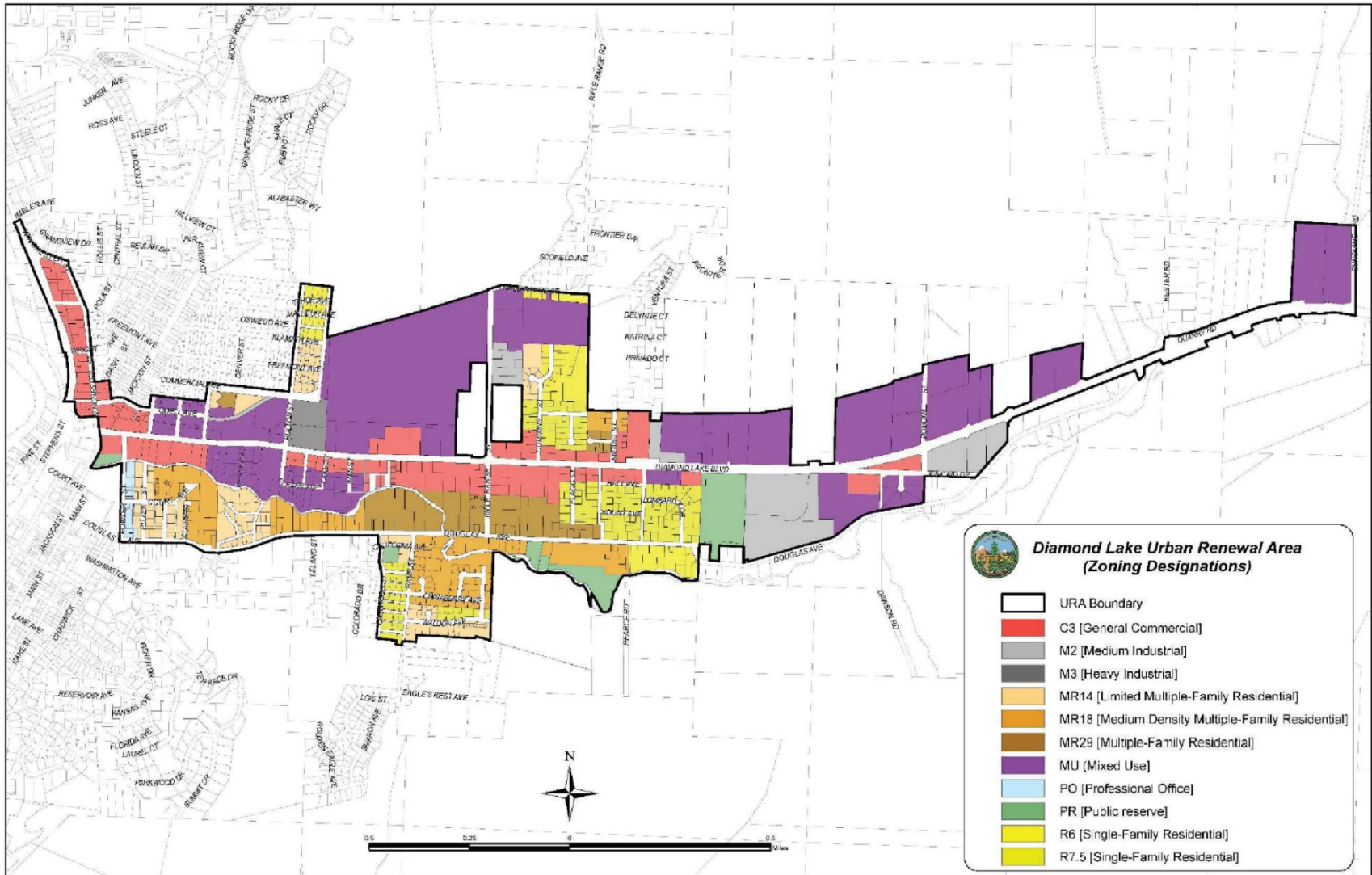
Roseburg's Public/Open Space Districts are intended to establish areas that have unique characteristics which require unique regulations. The PR (Public Reserve) District allows for a variety of public service activities, including parks, playground, schools, and other public/semi-public uses.

Figure 2: Diamond Lake Comprehensive Plan Designations



Source: City of Roseburg

Figure 3: Diamond Lake Zoning Designations



Source: City of Roseburg

Recommended Urban Contexts

The following section provides urban context recommendations for OR 138E based on a review of the existing OR 138E corridor, local implementation-oriented plans including the Roseburg Transportation System Plan (TSP), Diamond Lake Access Management Plan, Roseburg Bike and Pedestrian Plan, Umpqua Public Transportation District (UPTD) Transit Master Plan, Highway 138E Corridor Solutions, the DLURP Comprehensive Plan and Zoning Designations, and the future desired land use along the corridor.

The urban context recommendations for OR 138E consider the existing and future desired contexts of the corridor and surrounding land uses. Identifying an urban context that is reflective of a desired outcome rather than an existing condition will help decision-makers and practitioners achieve the overall corridor vision.

Based on a review of the existing and future land use, desired context, background planning documents, as well as the envisioned modal priorities, the following urban context are recommended for OR 138E.

- SE Douglas Avenue to Pomona Street: **Urban Mix**
- Pomona Street to the City's eastern UGB: **Suburban Fringe**

The recommended urban contexts extents are illustrated in Figure 4.

Modal Considerations

Table 2 identifies the relative importance of the user type with respect to varying land use contexts as identified in the HDM. Reviewing the users' needs will influence the recommendations as part of the performance-based design decision framework.

Table 2: General Modal Considerations in Different Urban Contexts

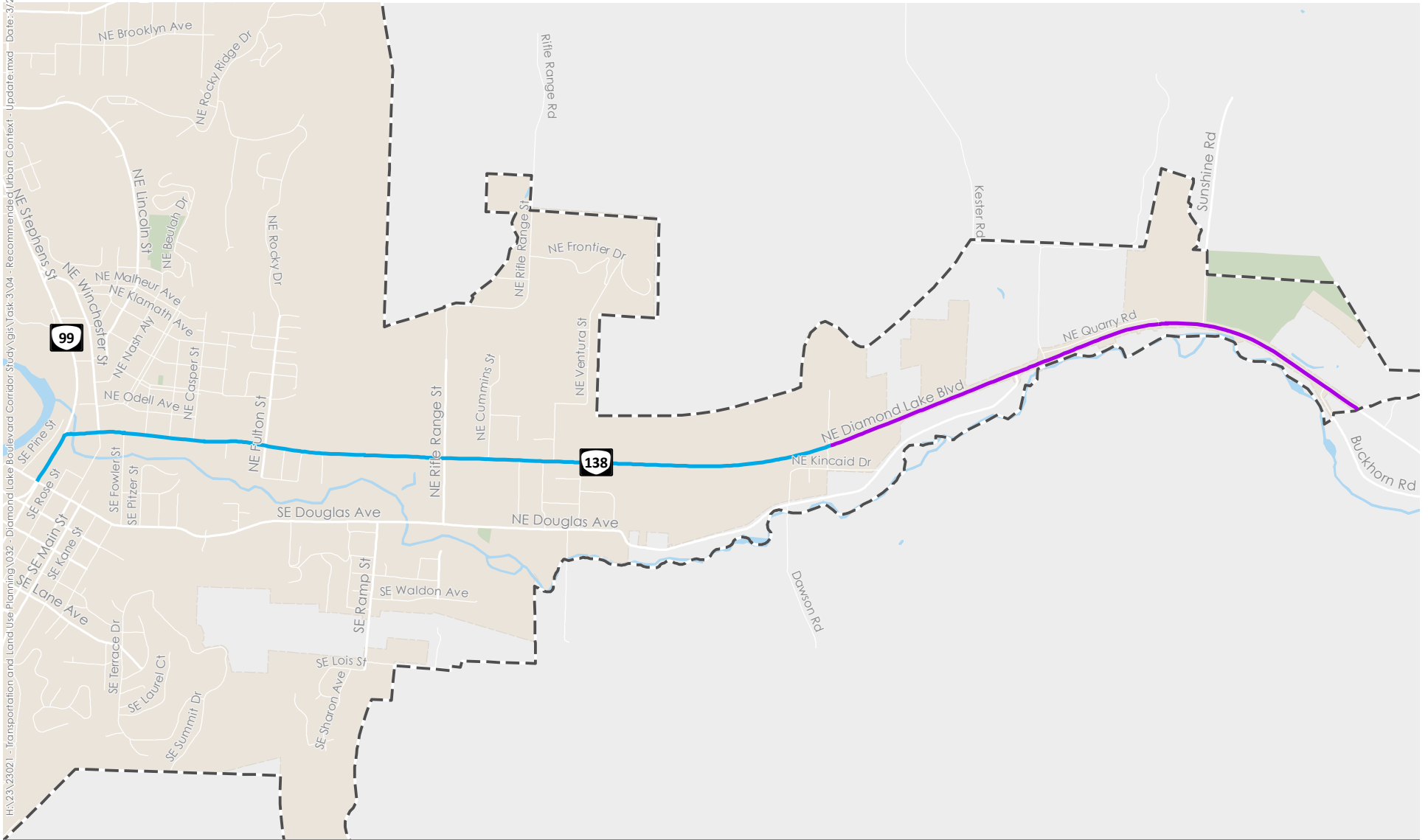
Land Use Context	Motorist	Freight	Transit	Bicyclist	Pedestrian ¹
Traditional Downtown/CBD	Low	Low	High	High	High
Urban Mix	Medium	Low	High	High	High
Commercial Corridor	High	High	High	Medium	Medium
Residential Corridor	Medium	Medium	Low	Medium	Medium
Suburban Fringe	High	High	Varies	Low	Low
Rural Community	Medium	Medium	Varies	High	High

High: Highest level of facility should be considered and prioritized over other modal treatments.

Medium: Design elements should be considered; trade-offs may exist based on desired outcomes and user needs.

Low: Incorporate design elements as space permits.

¹ Includes people rolling (people using wheelchairs, mobility devices, skateboarding, and other forms of innovative active transportation)



- Urban Mix
- Suburban Fringe
- Roseburg City Boundary
- Urban Growth Boundary



Figure 4

Designing Based on Context and Classification

The following section describes the guiding principles and design considerations based on the guidance provided in the ODOT HDM. These guiding principles and design considerations align with the project purpose, goals, and vision.

Urban Context Design Guidance

Urban Mix

“To best serve all users, vehicle speeds are typically 25 to 30 mph, and higher levels of congestion are acceptable. Transit stops should be placed in proximity to origins and destinations. Bicycle and pedestrian facilities should be relatively wide and comfortable to serve anticipated users. Where low speeds cannot be achieved, practitioners must consider a buffer between travel lanes and bicycle and pedestrian facilities. Curbside uses are important and may include loading/unloading, parking (vehicles, bicycles, etc.), and other uses. Landscaping and street trees, following ODOT placement and spacing guidelines, are appropriate in this context.”

Suburban Fringe

“Special attention should be paid to the expected future context of the roadway when determining the level of consideration paid to each mode. Speeds will generally be higher on these roadways with a range of 35 to 40 mph. Therefore, bicycle and pedestrian facilities should be separated from travel lanes by a buffer. This context often separates rural areas from more urban contexts, and vehicle speeds should be lowered through appropriate transition zones.”

Recommended Roadway Characteristics by Context

Table 3 compares the consistencies and inconsistencies between the recommended urban context guiding principles and existing conditions along the corridor, as described in the HDM.

Table 3: Designing Based on the Recommended Urban Context

Urban Context	Target Speed (MPH)	Median	Bicycle Facility	Sidewalk	Target Pedestrian Crossing Spacing Range (feet) ¹	On-street Parking
Urban Mix	25-30	Optional, use as pedestrian crossing refuge	Start with separated bicycle facility, consider roadway characteristics	Ample space for sidewalk activity (e.g., sidewalk cafes, transit shelters)	250-550 (1-2 blocks)	Consider on-street parking if space allows
Suburban Fringe	35-40	Optional, use as pedestrian crossing refuge	Start with separated bicycle facility, consider roadway characteristics	Continuous and buffered sidewalks	750-1,500	Not typical
Existing Conditions OR 138E Corridor	35-55	None – Two Way Left Turn Lane	Shoulder	Varies (gaps)	None	None

¹ Includes people rolling (people using wheelchairs, mobility devices, skateboarding, and other forms of innovative active transportation)

Existing and Proposed Roadway Approaches

Diamond Lake Boulevard Access Management Plan

The Diamond Lake Boulevard Access Management Plan (AMP) provides an inventory of existing and proposed driveway approaches along the corridor and identifies access management strategies to meet or bring development closer into compliance with ODOT plans and regulations. Additional context on the AMP is described later in this memorandum.

Figure 5 and Figure 6 illustrate the existing approach locations and status along Diamond Lake Boulevard whereas, Figure 7 and Figure 8 illustrated the proposed approach locations and local road connections.

City of Roseburg Transportation System Plan

The City of Roseburg Transportation System Plan (TSP) identifies planned roadways, bicycle and pedestrian projects, and future connections streets within the study area. Additional context on the TSP is described later in this memorandum.

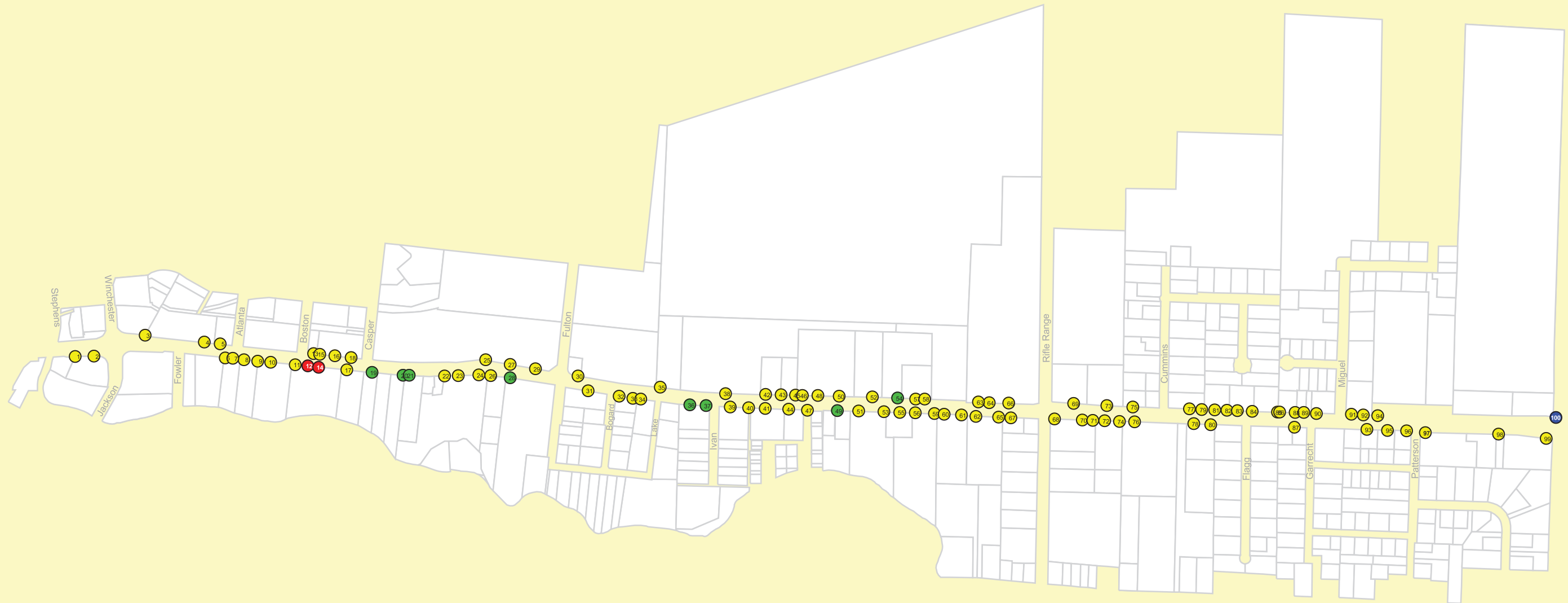
Figure 9 illustrates the Tier 1 TSP Projects including planned roadways, bicycle and pedestrian projects, and future connections.

Figure 2

Existing Approach Locations/Status

Segment 1, MP 0.00 - MP 1.61

Diamond Lake Blvd AMP, Roseburg, OR



0.5 0 0.5 Miles

- Permitted
- Reservation
- Grandfathered
- Illegal

Parcel



March 2003

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Figure 3

Existing Approach Locations/Status

Segment 2, MP 1.61 - MP 3.35
Diamond Lake Blvd AMP, Roseburg, OR



0.5 0 0.5 Miles

- Permitted
- Reservation
- Grandfathered
- Illegal

Parcel



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Figure 12

Proposed Approach Locations

Segment 1, MP 0.00 - MP 1.61
Diamond Lake Blvd AMP, Roseburg, OR








 Proposed Approach Locations	<p>Information displayed on this map was derived from multiple sources. These maps are only for graphic display and general planning purposes. This is not a survey product. The Oregon Department of Transportation and the City of Roseburg cannot accept responsibility for any errors nor guarantees the accuracy or completeness of this map.</p>  <p>March 2003</p>
 Parcel	
 New Local Streets	
 Existing Local Roads	

Figure 13

Proposed Approach Locations

Segment 2, MP 1.61 - MP 3.35
Diamond Lake Blvd AMP, Roseburg, OR



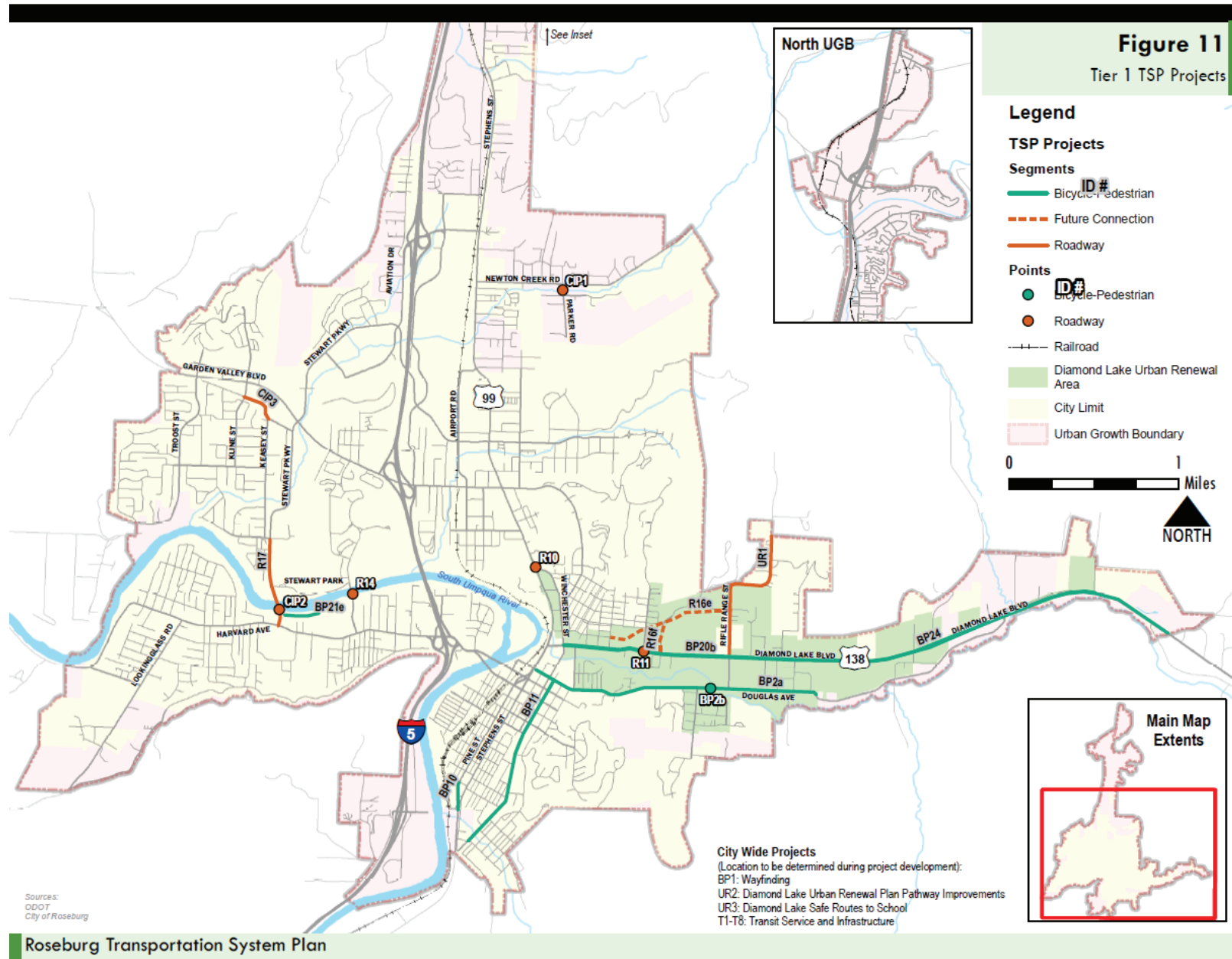
- Proposed Approach Locations
- Parcel
- - - New Local Streets
- Existing Local Roads

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March 2003



Figure 11. Tier 1 TSP Projects



CORRIDOR VISION STATEMENT

The primary purpose of the project is to **provide and encourage a safe, convenient, and economical transportation system**. As previously stated, the Corridor Vision Statement is crafted based on the goals, objectives, and desired outcomes identified in background planning documents. The Corridor Vision Statement pertains to the segment of OR 138E within the study area.

Corridor Vision Statement

The OR 138E corridor is a safe, convenient, and economically viable asset to the City of Roseburg and its transportation system. People of all ages and abilities can safely travel along and across the corridor, increasing connectivity to adjacent land uses and stimulating local businesses. Land use and development along OR 138E is appropriately scaled, creating a sense of place, and transitioning appropriately from the rural land use characteristics to the east.

GOALS, OBJECTIVES, & EVALUATION CRITERIA

The overall guiding principle of the project is to provide and encourage a safe, convenient, and economical transportation system. Goals, Objectives, and Evaluation Criteria have been established to achieve this guiding principle and further inform Corridor Vision Statement.

Evaluation metrics are helpful to achieve this and a means of aligning the project with the corridor vision.

The goals provide direction for project development, while the objectives provide a more detailed breakdown of the goal with specific outcomes the project desires to achieve.

- **Goals** are derived from the City of Roseburg TSP and are intended to be reflect the community's desires and vision for the transportation system.
- **Objectives** describe the purpose and general explanation of the goals.
- **Evaluation Criteria** provide a way for the community to measure progress towards meeting the goals.

The project team developed a set of goals and objectives that are consistent with existing City of Roseburg transportation policies and ODOT's expectations for the operations of a Regional Highway. The current Roseburg TSP was adopted in 2019 and provides guidance for planning transportation improvements in the OR 138E corridor. The project team reviewed goals and policies in the TSP to inform the proposed project goals and objectives.

The proposed evaluation criteria are based on the proposed goals and objectives. A qualitative process using the evaluation criteria will be used to evaluate potential solutions and prioritize project elements developed during the OR 138E planning process. Evaluation criteria provide tools to assess progress toward the established objectives.

The following method will be used to rate each evaluation criterion against each improvement.

- The project element addresses the criterion and/or makes substantial improvements in the criteria category (+2)
- The project element partially addresses the criterion and/or makes some improvements in the criteria category (+1)
- The criterion does not apply to the project element, or the project element has no influence on the criterion (+0)
- The project element does not support the intent of and/or negatively impacts the criteria category (-1)

The proposed project goals, objectives, and evaluation criteria for the OR 138E Diamond Lake Boulevard project is described in Table 4.

Table 4: Goals, Objectives, and Evaluation Criteria

GOAL	OBJECTIVE	EVALUATION CRITERIA
<p>1. Mobility and Accessibility</p> <p>Provide a comfortable, reliable, and accessible corridor that ensures safety and mobility for all members of the community.</p>	<ul style="list-style-type: none"> • Provide mobility and accessibility for all transportation modes where feasible while continuing to preserve the intended function of the OR 138E corridor. • Support multimodal access, with a focus on black, indigenous, and people of color (BIPOC), youth, seniors, persons with disabilities, and other disadvantaged populations. • Increase access to the OR 138E corridor for all modes regardless of age, ability, income, and geographic location. 	<ul style="list-style-type: none"> • Does the project element comply with the roadway functional classification? • Does the project element improve vehicle mobility? • Does the project element support ADA compliance?
<p>2. Vibrant Community</p> <p>Create an integrated multimodal corridor that enhances community livability.</p>	<ul style="list-style-type: none"> • Design access points along the OR 138E corridor to reduce conflicts among vehicles and other modes. • Improve pedestrian facilities, bikeways, and trails. 	<ul style="list-style-type: none"> • Does the project element provide multimodal connections between surrounding neighborhoods and destinations along the corridor?
<p>3. Transportation Options</p> <p>Provide for multimodal transportation options corridor that enhances connectivity.</p>	<ul style="list-style-type: none"> • Provide appropriate multimodal links to schools, commercial areas, and tourist destinations. • Develop and maintain bicycle and pedestrian facilities that encourage non-vehicular travel. • Support frequent and reliable transit service for transit stops in the corridor. 	<ul style="list-style-type: none"> • Does the project element provide “active” modal options and reduce reliance on single-occupancy vehicle trips?
<p>4. Economic Vitality</p> <p>Balance the need for access to businesses and land development for future economic development with regional freight movement and regional traffic.</p>	<ul style="list-style-type: none"> • Support transportation system management, including intersection improvements, intelligent transportation systems (ITS), and other strategies to improve traffic flow. • Facilitate access to local businesses by all modes of transportation. • Facilitate the through-movement of goods and services along the OR 138E corridor. 	<ul style="list-style-type: none"> • Does the project element promote the movement of freight? • Are there right-of-way impacts by the project element? • Does the project element encourage tourism and/or development of desired land uses and activities?
<p>5. Safety and Security</p> <p>Provide improvements that are safe and secure for all transportation modes and for people of all ability levels.</p>	<ul style="list-style-type: none"> • Enhance safety by prioritizing and mitigating high collision locations along the corridor. • Address existing safety issues at location with a history of fatal and severe injury vehicle, bicycle, and/or pedestrian-related crashes. • Assess and improve locations with a high risk of future fatal and severe injuries, with a particular focus on vulnerable road users. • Identify and improve safe crossings for vehicles, bicycles, and pedestrians across the highway. 	<ul style="list-style-type: none"> • Does the project element address an area with a crash history or risk factor? Is it expected to improve safety or slow speeds? • Does the project element reduce the level of stress experienced by people walking, and/or biking and/or provide them with safe, convenient, and direct routes?

EXISTING PLANS, REGULATIONS, AND POLICIES

The following section presents a review of existing plans, regulations, and policies that affect transportation planning in the corridor. The review explains the relationship between the document and the planning process and identifies key issues that will factor into the project. The plans and regulations will guide decisions regarding selection of preferred transportation improvements and identifies potential amendments to related plan documents that would occur later in the planning process.

Some documents in this review establish transportation-related standards, target, and guidelines with which the corridor study must be coordinated and consistent with; others contain transportation improvements that will need to be factored and reflected in the project. Local policy and regulatory requirements may be subject to recommended amendments in order to implement the recommendations of the OR 138E Corridor Plan.

The following table presents a review of local planning documents and regulations.

Plan (Year)	Plan Summary	OR 138E Relevancy
Roseburg Urban Area Comprehensive Plan (1984)	<p>The Roseburg Comprehensive Plan is a long-range guide for land use in the City's urban growth boundary consistent with Statewide Planning Goals. The Land Use and Urbanization Element of the Roseburg Comp Plan map identifies the Diamond Lake Corridor as a primarily Commercial and Industrial land use designations in the corridor.</p> <p>The Roseburg Comprehensive Plan Transportation Element references the TSP for all transportation related goals and policies.</p>	<p>The outcomes of this planning project will need to be consistent with this, the City's overarching policy document. Existing content in this plan does not provide much specific direction to achieving project objectives as most of the projects in this plan have already been completed.</p>
City of Roseburg Transportation System Plan, Volumes I & II (2019)	<p>The City of Roseburg Transportation System Plan (TSP) establishes the City's goals, policies, and action strategies for developing and improving the transportation system within the City's UGB.</p> <p>OR 138E Diamond Lake Blvd. is an ODOT facility and classified as a Principal Arterial. Roadways under ODOT's jurisdiction are subject to design standards in ODOT's Highway Design Manual</p> <p>While the OR 138E corridor should strive to meet as many TSP goals as possible, specific goals and policies that may be furthered by the OR 138E corridor plan include:</p> <ul style="list-style-type: none"> ● Goal 1: Provide a comfortable, reliable, and accessible transportation system that ensures safety and mobility for all members of the community. ● Enhance safety by prioritizing and mitigating high collision location within Roseburg. 	<p>The OR 138E Design Concept Plan is proposed as a refinement plan to the adopted TSP. This plan will incorporate, and refine as applicable, the recommended projects listed in the TSP and Diamond Lake Urban Renewal Plan (DLURP) reviewed separately. Tier 1 projects are most relevant to the OR 138E Design Concepts. Tier 1 projects are reasonably likely to be funded with existing funding sources.</p>

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Goal 2: Create an integrated multimodal transportation system that enhances community livability. <ul style="list-style-type: none"> ● 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. <p>The TSP highlights opportunity to increase bike and pedestrian connectivity through facilities that are parallel to Diamond Lake Blvd.</p> <p>Tier 1 (Financially Constrained) Improvements:</p> <ul style="list-style-type: none"> ● R16f: Klamath Ave Extension to Diamond Lake Blvd. ● BP20b: Diamond Lake Blvd. sidewalks, power poles, easements ● UR3: Safe Routes to School Diamond Lake Blvd to Douglas Ave (includes pedestrian bridge) <p>Additional Tier 1 projects are identified in the Diamond Lake Urban Renewal Plan (DLURP) reviewed separately below. Tier 2 list notes the importance of upgrading key transportation corridors like Diamond Lake Blvd. to improve multimodal connectivity.</p> <p>Diamond Lake corridor is expected to experience employment growth; Roseburg City Council is working towards a URA to encourage development along the corridor.</p> <p>Intersection of Diamond Lake Blvd. at Stephens St. is expected to exceed mobility targets in 2040.</p> <p>The TSP update recommended the following revisions to the Diamond Lake Blvd. AMP:</p> <ul style="list-style-type: none"> ● Identified deficiency: Residential development located near the Diamond Lake Boulevard/Kester Road intersection prompted a need for a multi-use path connecting to Sunshine Park. ● Project: The TSP recommends general concepts for consideration as part of AMP refinement. ● TSP Recommendations: <ul style="list-style-type: none"> ● Cul-De-Sac the eastern terminus of Quarry Road and close Quarry Road access to Diamond Lake Boulevard; 	

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Construct a multi-use path connecting the Quarry Road Cul-De-Sac east to Sunshine Road; and ● Construct a parallel road connecting Kester Road east to Sunshine Road. 	
Roseburg Code of Ordinances – 12.06.020 Public Improvement Requirements.	<p>The Roseburg Code of Ordinances implement the long-range land use vision embodied in the Comprehensive Plan and TSP. It regulates uses within the City and establishes standards for development and land divisions. Key existing development standards are summarized below.</p> <p>12.06.020.A. Driveways must be spaced min. 500' apart (arterial streets) and should be on the lowest classified street adjacent to the parcel.</p> <p>12.06.020.B.2. <i>“Permits for access to State highways shall be subject to review and approval by the Oregon Department of Transportation (ODOT), except when ODOT has delegated this responsibility to the City. In that case, the City shall determine whether access is granted based on ODOT and City adopted standards.”</i></p> <p>12.06.020.C. Traffic Impact Study.</p> <p>1. <i>“A Traffic Impact Study shall be required based on anticipated negative significant traffic and safety impacts projected to be caused by the proposed development as determined by the Community Development Director after a recommendation from the Public Works Director.”</i></p> <p>12.06.020.D and 12.06.020.E regulate intersection design; and sidewalks, curbs, gutters, and storm drainage, respectively. These standards will apply to the OR 138E Design Concept.</p>	Projects or improvements recommended in the OR 138E Design Concept will need to be consistent with applicable standards.
Diamond Lake Boulevard Access Management Plan (2003, amended 2019)	<p>The Diamond Lake Access Management Plan (AMP) provides an inventory of existing driveway approaches along the corridor and identifies access management strategies to meet or bring development closer into compliance with ODOT plans and regulations.</p> <p>OR 138E is classified as a Regional Highway and links I-5 and US 97. The corridor is divided into two segments. Segment 1 is between Stephens St. (MP 0.00) and existing City Limits (MP 1.61). Segment 2 is between existing City Limits (MP 1.61) to Sunshine Park (MP 3.35). The AMP summarizes requests for private and public approach deviations.</p> <p>The plan highlights:</p> <ul style="list-style-type: none"> ● Traffic signal locations: <ul style="list-style-type: none"> ● Existing signals are located at Winchester/Jackson St. and 	The OR 138E Design Concept will consider proposed future access points and parallel routes. The AMP does not address a potential extension of Diamond Lake Blvd. The OR 138E Concept will re-evaluate approaches to the highway, considering growth and re/development along the corridor and future access needs.

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Potential locations for new signals are proposed at Rifle Range Rd. and Fulton St. ● Access: <ul style="list-style-type: none"> ● Many of the existing driveways within Segment 1 and in some cases in Segment 2 are in close proximity to one another. Additionally, many of the properties fronting the highway also front onto local streets. ● Access strategies include closure of illegal approaches and approaches with alternate access, as well as approach consolidation and relocation. ● Table 16 and Figures 12 and 13 identify the proposed approach locations once all other strategies have been implemented. ● Land Use: <ul style="list-style-type: none"> ● Both segments contain large vacant or underdeveloped parcels, most are located in Segment 2. ● Driveway spacing with small parcels in Segment 1 is closer than desirable. ● Median/Aesthetics <ul style="list-style-type: none"> ● Installation of medians at: <ul style="list-style-type: none"> ○ intersection of Winchester/Jackson Streets ○ intersection of Fulton Street ○ intersection of Rifle Range Road. ● A raised median should also be considered on Rifle Range Road at its intersection with the highway. <p>Parallel Roads and Connections:</p> <ul style="list-style-type: none"> ● Quarry Rd. is proposed to extend eastward and connect with Sunshine Rd. ● The connections identified in Segment 1 are concentrated mainly on the vacant Champion Mill Site. When this property is redeveloped, a provision for a local street should be made, connecting Rifle Range to Diamond Lake Boulevard through approach 38, across from Ivan Street. In addition, connections should be made by extending Odell to this new street. 	

Plan (Year)	Plan Summary	OR 138E Relevancy
	<p>- Connection between Ivan and Lake</p>	
<p>City of Roseburg 2018-2023 Capital Improvement Program (2018-2023)</p>	<p>The Capital Improvement Program (CIP) provides the financial plan for the City's capital improvement projects for fiscal years 2018-2023.</p> <p>The CIP states the Diamond Lake URA is still being formed at the time of the plan. Consequently, the CIP does not identify capital improvement projects using funds from the recently adopted URA.</p> <p>This CIP includes a line item designating funding for drainage improvements at Diamond Lake Blvd. and Fulton St.</p>	<p>Projects identified in the CIP will be considered as design solutions and improvements are formulated and evaluated as part of this project.</p> <p>An outcome of this corridor planning effort will be to identify additional infrastructure needs and prioritize projects that will be incorporated in the CIP when it is next updated, particularly projects which are eligible for URA funds.</p> <p>The CIP represents the committed, funded projects in Roseburg. The Diamond Lake URA was not formed at the time this plan was written, however the area was proposed for creation. The Diamond Lake URA has since been formed; details regarding the URA can be found in the review of the DLURP.</p> <p>Projects identified in CIP that are within the project area include:</p> <ul style="list-style-type: none"> ● Drainage improvements at Diamond Lake Blvd. and Fulton St.
<p>Roseburg Bike and Pedestrian Plan (2009, bike plan currently being updated)</p>	<p>The adopted 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. The plan provides more detail to bike/ped system improvements proposed in the TSP.</p> <p>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 to the Diamond Lake Blvd. area include:</p> <p><i>Long-term improvements</i></p> <ul style="list-style-type: none"> ● Sidewalks 	<p>Improvements to OR 138E should reflect or be consistent with improvements recommended in this plan and in the TSP.</p> <p>While the ongoing bicycle and pedestrian efforts are in progress, they are more branding and wayfinding oriented.</p>

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Fulton Street – add sidewalks from Diamond Lake Boulevard north to end of public street. ● Bicycle lanes ● Jackson Street – OR 138/Diamond Lake Boulevard to Douglas Avenue <p>The City is currently in the process of updating the Bike Plan. The most recent technical memorandum available identifies improvement alternatives. Route NW-42, a separated bike lane facility, is included in the bike plan update and is identified as a planned Tier 1 project (project BP-20b in the TSP. A separate planning process will be needed to develop this route. It is considered a long term improvement project, which means it could be constructed by 2040 with anticipated available funding. Several proposed routes intersect OR 138E and will need to be considered in intersection and connection planning.</p>	
Diamond Lake Urban Renewal Plan (2018)	<p>The Diamond Lake Urban Renewal Area (DLURP) consists of 711.54 acres: 578.99 acres of land in 925 tax lots and 132.55 acres of public rights-of-way. The Plan is anticipated to use 30 years of tax increment collections to implement projects authorized in the Plan. The Plan includes goals and projects in a variety of areas, but they are primarily related to transportation network improvements.</p> <p>The URA authorizes the following transportation-related projects:</p> <ul style="list-style-type: none"> ● Economic Development <ul style="list-style-type: none"> ● Storm drainage improvements at Diamond Lake Blvd and Fulton Street; east of Ivan St.; east of Rifle Range St. ● Wetland mitigation, 10-20 acres ● Environmental Clean Up ● Façade improvements program ● Housing Incentives <ul style="list-style-type: none"> ● Resources allocated to provide incentives for cost associated with multifamily housing development. ● Public Safety <ul style="list-style-type: none"> ● Public safety training project partnership with Umpqua Community College and other regional partners 	<p>The DLURP serves as the catalyst for development along OR 138/Diamond Lake Boulevard. This document is important in facilitating changes to the land use and overall identity of the Diamond Lake corridor. The beautification element of this plan is meant to create a transition from the industrial to residential areas of the corridor. Projects prioritized out of this plan will be reviewed and refined for inclusion into the OR 138E/Diamond Lake Blvd. Design Concept.</p> <p>The URA defined in the DLURP is not coterminous with the study area defined for this corridor planning process. A possible outcome of this project may be a recommendation to expand the URA to include identified recommended improvements.</p> <p>Many of the sites west of Rifle Range are industrial sites; owners have been requesting zone changes from industrial to mixed use. Lots east of</p>

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Transportation <ul style="list-style-type: none"> ● Winchester St./Stephens St. intersection improvements ● Douglas Ave. multimodal improvements ● Rifle Range St. north of Diamond Lake Blvd. multimodal improvements ● Rifle Range St. extension over Deer Creek ● Patterson St. multimodal connection improvements ● Fleser St. connection to Diamond Lake Blvd. ● Transportation – Economic Development <ul style="list-style-type: none"> ● Diamond Lake Blvd. signals ● Odell Ave./Commercial St. to Rifle Range St. parallel connection. ● Site infrastructure improvements ● Transportation – Multi-Modal <ul style="list-style-type: none"> ● Diamond Lake Blvd. multi-modal connections improvements ● Pathway improvements ● Parallel multi-use path along Diamond Lake Blvd. and Douglas Ave ● Transportation – Safety <ul style="list-style-type: none"> ● Safe Routes to School ● Road and multi-modal improvements to connect Rocky Dr. and Fulton St. as properties develop ● ADA improvements ● Beautification <ul style="list-style-type: none"> ● Landscaping, signage, wayfinding, lighting, and other aesthetic improvements 	<p>Rifle Range are less developed and the land is generally less parcelized although recent development of large multi-family housing projects is expected to continue.</p>
<p>City of Roseburg Parks Master Plan (2008)</p>	<p>The parks master plan focuses on four key areas:</p> <ul style="list-style-type: none"> ● Existing Parks and Facilities 	<p>The OR 138E project will consider recommended improvements in the Parks Master Plan to develop</p>

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> ● Greenways and Natural Areas ● Park Partnership ● Local Park Access <p>The Planning Framework introduced in the Parks Master Plan focuses on providing an interconnected system, enhancing community wellness, maximizing resources, and providing diverse options. It recommends developing the City's bike and pedestrian network; adopted objectives could be furthered by enhancing facilities for these modes along OR 138E.</p>	<p>bicycle/pedestrian connections to Sunshine Park via facilities along Diamond Lake Boulevard.</p> <p>The City is in the process of obtaining approval to construct new mountain biking and hiking trails at Sunshine Park. New pedestrian and bike amenities could facilitate safe bicycle and pedestrian access to utilize these trails.</p>
UPTD Transit Master Plan (2022)	<p>The Umpqua Public Transportation District (UPTD) Transit Master Plan provides long-range planning guidance for operating and expanding transit service in the region.</p> <p>Existing and proposed transit routes along OR 138E/Diamond Lake Corridor include:</p> <ul style="list-style-type: none"> ● Greenline (existing fixed route) ● Crater Lake (proposed fixed route) <p>While there are no proposed changes to the Greenline route along OR 138E, the master plan proposes station/stop improvements and increased route frequency. There are multiple stops along OR 138E and Douglas.</p> <p>The plan identifies areas of support needed to implement transit upgrades in Roseburg. The OR138E corridor could potentially support these areas:</p> <ul style="list-style-type: none"> ● Use vehicle location data to identify bottleneck points; work within the City to implement transit signal priority and other improvements to enhance transit. ● Use passenger count data to identify high-priority stops, build out stop amenities and walking and biking connections 	<p>The OR 138E Design Concept will reflect the existing transit services and planned service enhancements along the corridor. Design alternatives should include consideration for increased route frequency. This plan could also begin to address transit system bottle neck points, and collaborate with UPTD to identify high-priority stops to build out with amenities and bike/ped connections.</p>
Highway 138E Corridor Solutions (2008)	<p>Completed jointly between the City of Roseburg and ODOT in 2008, the Highway 138 Corridor Solutions Study documents existing conditions and identifies recommended alternatives for a portion of OR 138E.</p> <p>The Plan identifies three alternative recommendations that would have an impact on the OR 138E corridor.</p> <ul style="list-style-type: none"> ● Alternative 3(a): Harvard-Diamond Lake Bridge Connection (RR At-grade) would include a new bridge connection over the South Umpqua River. 	<p>The OR 138E project will revisit the recommendations and consider the preferred alternatives as part of the new solutions in the Corridor Solutions Plan.</p>

Plan (Year)	Plan Summary	OR 138E Relevancy
	<ul style="list-style-type: none"> <li data-bbox="507 210 1506 274">● Alternative 6(a): Diamond Lake Boulevard – Odell Avenue Couplet would modify a portion of OR 138E as an eastbound couplet. <li data-bbox="507 300 1563 404">● Alternative 6(b): Diamond Lake Boulevard – Odell Avenue Couplet with Direct Connection would utilize the same design as 6(a) but would include a new bridge connection. 	

METHODOLOGY AND ASSUMPTIONS MEMORANDUM

Appendix A includes the draft Methodology and Assumptions Memorandum for existing conditions, future conditions, and concept analysis.

NEXT STEPS

The Draft TM1 Definitions and Background has been reviewed by the project management team (PMT) and updated to produce the Final TM1 Definitions and Background.

The Draft Appendix A: Methodology and Assumptions Memorandum has also been reviewed by ODOT TPAU Region 3 Traffic and City to produce the Final Appendix A: Methodology and Assumptions Memorandum.

The recommended urban contexts established within this document will be used to inform the performance-based design decision framework and ultimate conceptual design alternative development.

Appendix A: Methodology and Assumptions Memorandum