TRANSPORTATION SYSTEM PLAN

City of Jacksonville
Oregon
June 2009

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LIST OF ACRONYMS USED IN THIS TSP (alphabetical order):

ATR: Automatic Traffic Recorder (stations with traffic counters)
CORP: Central Oregon and Pacific (Railroad)
DLCD: Department of Land Conservation and Development
HARC: Historic and Architectural Review Commission
HDM: Highway Design Manual
ITS: Intelligent Transportation System
ILUTP: Integrated Land Use and Transportation Plans
LOS: Level of Service
LTP: Long-Term Potential
NEPA: National Environmental Policy Act
NWI: National Wetlands Inventory
OAR: Oregon Administrative Rule
ODOT: Oregon Department of Transportation
OHP: Oregon Highway Plan
ORS: Oregon Revised Statutes
OAR: Oregon Administrative Rule
OTC: Oregon Transportation Commission
OTP: Oregon Transportation Plan
PM_{10}: Particulate Matter: 10 parts per million (air quality term)
ROW: Right of Way
RRVR: Rogue River Valley Railway
RTP: Regional Transportation Plan
RVCOG: Rogue Valley Council of Governments (also: COG)
RVMPO: Rogue Valley Metropolitan Planning Organization (also MPO)
RVTD: Rogue Valley Transit District
SDC: Systems Development Charge
SOV: Single Occupancy Vehicle
STA: Special Transportation Area
STIP: Statewide Transportation Improvement Program or TIP: not statewide
TAC: Technical Advisory Committee
TDM: Transportation Demand Management
TMA: Transportation Management Association
TOD: Transit Oriented Development
TPAU: Transportation Planning and Analysis Unit (branch of ODOT)
TPR: Transportation Planning Rule
TSM: Transportation System Management
TSP: Transportation Systems Plan (this document)
UGB: Urban Growth Boundary
UGBMA: Urban Growth Boundary Management Agreement
V/C Volume to Capacity Ratio (also used as: v/c)
VMT: Vehicle Miles Traveled

PREFACE:

This project was conducted under funding from the Oregon Department of Transportation (ODOT) and the Rogue Valley Council of Governments (RVCOG).

The progress of this plan was guided by a Technical Advisory Committee (TAC) comprised of City of Jacksonville staff, ODOT staff, RVCOG staff, Rogue Valley Transit District (RVTD) staff, Jackson County staff, Department of Land Conservation and Development (DLCD) staff, Medford School District staff, Parametrix (who performed the engineering study) and a representative of the Jacksonville business community.

Members of the TAC:

Paul Wyntergreen	Jacksonville City Manager
Jeff Alvis	Jacksonville Director of Public Works
John Renz	DLCD
John McDonald	ODOT
Paige Townsend	RVTD
Mark Button	Medford School District
Mike Kuntz	Jackson County
Susan Lee	Jackson County
Linda Graham	Jacksonville Businesses
Anne Sylvester	Parametrix

RVCOG staff:

Vicki Guarino	Program Manager
Dick Converse	Principal Planner
Eric Heesacker	Associate Planner

The above-mentioned people spent a large amount of time and effort in developing the Jacksonville Transportation System Plan (TSP), and their participation was essential to develop the recommendations that are presented in this report.

The consultant team consisted of several individuals who work at Parametrix and Greenlight Engineering, the firm that provided the traffic counts/studies utilized to complete this TSP.

Executive Summary

Overview

The City of Jacksonville, in conjunction with ODOT and RVCOG, initiated a study of the City's transportation system in 2007. This TSP will assist in guidance of management and development of existing/future transportation facilities within Jacksonville. The TSP incorporates visions of the community and is consistent with all applicable plans and statutes applicable to TSP creation. This TSP provides the necessary elements for the City of Jacksonville to incorporate the TSP as a part of the city's comprehensive plan while at the same time provides recommendations which can be utilized by ODOT and Jackson County.

Contents of this TSP are guided by Oregon Revised Statute (ORS) 197.712 and DLCD's administrative rule: The Transportation Planning Rule (TPR). These laws and rules dictate that Oregon jurisdictions develop the following:

- a road plan for the network of arterial and collector streets;
- a public transit plan;
- a bicycle/pedestrian plan;
- an air, rail, water, and pipeline plan;
- a transportation financing plan; and,
- policies/ordinances to implement the TSP.

Oregon's TPR dictates that alternative travel modes be considered equally with automobiles and that effort be applied to development/enhancement of these alternative modes in preparation of a TSP. Findings in this TSP indicate a lack of automobile capacity issues in Jacksonville. Alternative travel modes are therefore an emphasis of this TSP. Oregon's TPR also requires local jurisdictions to adopt land use/subdivision ordinance amendments to protect transportation facilities and to provide alternative transportation links between differing land uses. Local communities are further required to coordinate local plans with applicable county, regional, and state transportation plans.

TSP Process

Jacksonville's TSP was developed by identifying transportation needs, by developing and analyzing proposed projects that address those needs, and by developing a fundable TSP which includes those projects best addressing Jacksonville's needs. The following steps were involved in this process:

- A review of applicable state, regional, county, and local transportation plans/policies with which the Jacksonville TSP must comply.
- Provision of public open houses to distribute applicable information and to collect feedback from the public. The development of transportation goals and objectives, and the establishment of a TAC was essential.
- Evaluation of existing transportation needs.

- Evaluation of transportation needs required by future growth of the community.
- Development of different alternatives/planned projects intended to address Jacksonville's future transportation needs.
- Estimating revenue available, and required, to fund those future transportation needs.
- Compilation of results of this work into a TSP document for review, amendment, and adoption by the Jacksonville City Council.

Public Involvement

Public and agency involvement was secured by holding public meetings and creation of a TAC to guide creation of the TSP. The TAC was made up of staff of applicable agencies that provided essential guidance for TSP creation. Interested individuals and groups were including on mailing lists and meeting notifications. At least two public meetings and five TAC meetings were held for TSP review and the city's Transportation Committee, Planning Commission, and City Council all provided review before final adoption of the document.

Plan and Policy Review

All Oregon TSP's are required to be consistent with state, regional, county, and local plans. ODOT, Jackson County, and the City of Jacksonville all own roads within the city. The Jacksonville Development Code and Comprehensive Plan were reviewed for compliance/consistency with applicable state and county documents.

Existing Conditions

- **Public Transportation:** RVTD currently serves the Jacksonville area. The Route 30 line currently has a 45 minute headway and serves riders from downtown Jacksonville to the West Medford Transit center.
- **Pedestrian:** Element #4 provides a brief description of pedestrian activity within the city center and on those streets where sidewalks are provided.
- **Bicycle:** There are bike lanes painted on the state facilities running through the city. Details regarding bicycle traffic can be found in Element #4.
- **Pipelines/Transmission Systems:** Electric, water, natural gas, and sewer lines current serve the city; sewer and gas do not serve the northwest quadrant however. No issues have been identified with these services.
- **Rail:** While no rail systems currently serve the city, there are future plans for a trolley service, and there is an existing right-of-way (ROW) from a defunct railroad that connects Jacksonville with Medford. Current plans call for utilizing this ROW as a public pedestrian, bicycle easement.
- **Air:** There are no public airports located in Jacksonville. Medford international is located about six miles to the east.

- **Marine:** There are no marine facilities/waterways in Jacksonville.
- **Roadway Operations/Safety:** State Highway 238 traverses Jacksonville and operates well below capacity for all hours except late-morning Sundays when large volumes of traffic traverse Jacksonville from west to east. Traffic volumes then cause delays in the LOS "F" range for about 90 minutes at the California/Oregon Streets intersection. Recommendations in the TSP suggest how to mitigate this 90 minute condition. There are no other safety or capacity warrants in Jacksonville.
- **Truck Movement:** There are several quarries located to Jacksonville's northwest. There have been numerous complaints about trucks hauling aggregate through the city on Highway 238. To alleviate this problem, Jacksonville does have a vision to construct an arterial connector around the north edge of the city which would reroute most of this truck traffic around the town's center. This arterial connector is discussed at length in the TSP.

Future Transportation Conditions

As explained in the "Planned Projects" element of the TSP, there are plans to enhance the city's pedestrian, bicycle, and automotive transportation systems. While there are no safety or capacity warrants for roadways in the city, Jacksonville has a vision for how the future transportation network will look. There are plans to create more bike paths, more pedestrian pathways ("C" and "Bybee" streets and Main Street) and plans to create an arterial connector to take truck traffic north of the city center. These details are all discussed in Elements 6, 7, and 8 of the TSP.

Alternative Analysis

This analysis turns out to be very brief in the form that local decision makers are informed that they do not have to act upon any of the planned projects out of necessity. The planned projects are planned to enhance and facilitate the city's desire to be a more pedestrian friendly city and to maintain its historic ambiance.

Roadway Connectivity

There are plans to enhance some local connectivity (see Connectivity Map: Appendix I) for automobiles while other improvements are conceptualized to provide more connectivity for bicycles and pedestrians.

Transit

While Jacksonville is currently served with RVTD's transit service, there are currently no long range plans to enhance the service. There are some concepts being discussed to enhance service during BRITT festivals (a local summer music festival that attracts visitors from outside Jacksonville) and RVTD does have some long range plans for service expansion but funding for expansion has not been identified.

Planned Transportation Facilities and Major Improvements

The most significant planned improvement is for an arterial connector that will remove truck traffic from Jacksonville's downtown core and reroute this traffic to the north edges of the city. This project has been studied locally and is included in the previous Jacksonville TSP, Jackson County's TSP, and is also included in the Regional Transportation Plan (RTP) as an 'unfunded, Tier 2' project. Prior to any final construction plans for this connector is a determination regarding which design standards will apply to the connector. Also, all environmental concerns will need to be addressed in compliance with the National Environmental Policy Act (NEPA).

Other major improvements are centered on bicycle and pedestrian facilities, as well as a few minor improvements to local roadways to enhance auto circulation within Jacksonville. Elements 6, 7, and 8 discuss these improvements and their funding sources.

Priority and Timing of Planned Facilities and Improvements

There are an estimated $2,600,000 in costs that Jacksonville will be responsible for (based on planned projects) over the planning horizon but does not include conceptual projects. The TSP prescribes this schedule, based on input from Jacksonville for project implementation.

0-5 years:	$2,599,000	(100%)
5-10 years:	$0	(0%)
10-15 years:	$0	(0%)
*15-20 years:	$Unknown(percentage unknown)	

*Reflects two conceptual projects; see Elements 6-8 for explanation

As shown above, all but one project (arterial connector) are proposed to be completed within the first ten years of the planning horizon. In 1998 total cost of the arterial connector was projected to approach $26 million.

Transportation Financing and Funding Overview

To meet TPR requirements, Jacksonville's TSP must have a transportation financing program which includes:

- A list of planned transportation facilities and major improvements.
- Estimates regarding timing of improvements.
- Determination of rough conceptual capital cost estimates.
- Narrative regarding existing and potential funding sources.
- Alternative funding strategies for capital projects.

Brief descriptions of funding sources are provided in Element 8 of the TSP. Alternative funding sources include state motor vehicle, bicycle-pedestrian funds, street utility fees and gas taxes.

INTRODUCTION

Study Area and Context

The City of Jacksonville is located about six miles west of Medford and I-5 in Jackson County, located in Oregon's southwest corner. The city has a population of 2,655 according to 2008 figures provided by Portland State University (PSU). This represents a 3.1% increase over figures provided by PSU for 2006.

Jacksonville's beginnings can be traced to a gold rush in 1851. The town, then called Table Rock City, quickly grew to include more than 2000 people, most of whom were seeking the elusive yellow metal, while the remainder made a living from ancillary activities.

From 1852-1884, Jacksonville flourished as southwestern Oregon's largest commercial center. By 1927 most of the valley's growth took place in Medford and the county seat was reestablished there from Jacksonville. By this time, Jacksonville was quickly becoming an agricultural center.

Jacksonville was designated a national historic landmark district in 1966 and the town has managed to remain an historical resource for southwest Oregon. The visions for transportation improvements contained in this TSP reflect that desire to remain an historical destination through design and implementation of nonmotorized transportation improvements.

Public Involvement Process

Public input to this TSP process has occurred on more than one occasion with two public meetings being held to discuss the TSP and what it is designed to accomplish. The city's existing TSP was adopted in 1995 and this TSP update is sorely needed. Through funds provided by ODOT and RVCOG, COG staff have prepared this TSP in conjunction with private consultants (Parametrix and Greenlight Engineering) and through solicitation of input from many different entities and agencies.

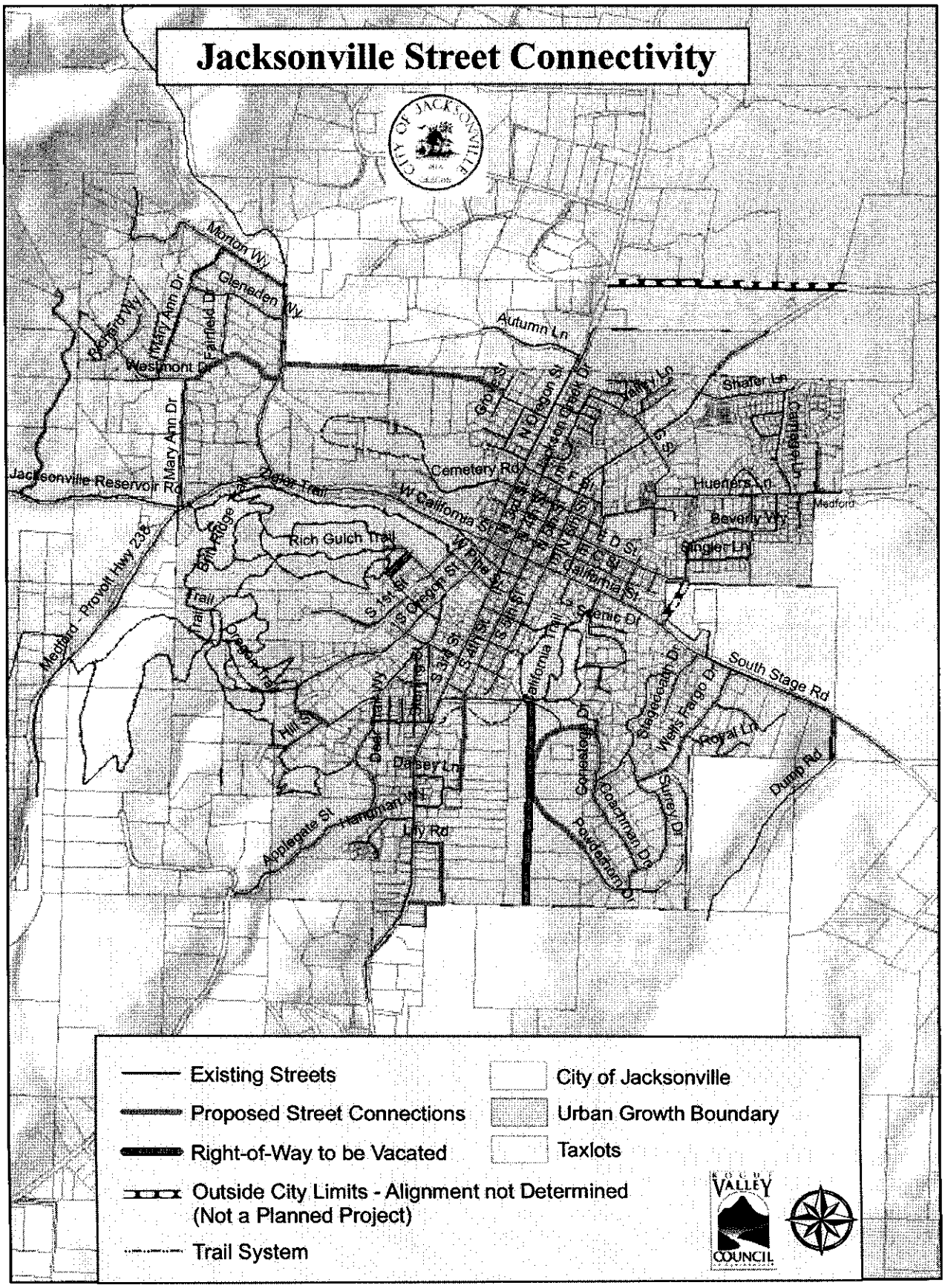
Jacksonville Street Connectivity
CITY OF JACKSONVILLE
Morton Wy
Glenaden Wy
Mary Ann Dr
Fairfield Dr
Westmont Dr
Autumn Ln
Shafer Ln
Jackson Creek Dr
Valley Ln
Cemetery Rd
Jacksonville Reservoir Rd
Zigler Trail
W California St
Huerters Ln
Medford
Beverly Wy
Singler Ln
Rich Gulich Trail
Medford - Provolt Hwy 238
Trail
Oregon Trail
Scenic Dr
South Stage Rd
Stagedeaan Dr
Wells Fargo Dr
Royal Ln
Dump Rd
Hill St
Dalsey Ln
Applegate St
Hangman Wy
Lily Rd
Conestoga Dr
Coachman Dr
Powderhorn Dr
Surrey Dr
Existing Streets
Proposed Street Connections
Right-of-Way to be Vacated
Outside City Limits - Alignment not Determined
(Not a Planned Project)
Trail System
City of Jacksonville
Urban Growth Boundary
Taxlots
ROGUE VALLEY COUNCIL

Figure xii