

The
Comprehensive
Plan

XI.
CIRCULATION/
TRANSPORTATION

CIRCULATION/TRANSPORTATION

The
COMPREHENSIVE PLAN
for
Central Point, Oregon

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ROGUE VALLEY COUNCIL OF GOVERNMENTS

CONTENTS

	<u>PAGE</u>
<u>INTRODUCTION</u>	XI-1
GOALS	XI-1
<u>MOBILITY</u>	XI-2
NEEDS AND BENEFITS	XI-2
<u>LOCAL STREETS AND HIGHWAYS</u>	XI-3
INTERSTATE 5 FREEWAY	XI-5
MAJOR ARTERIALS	XI-6
SECONDARY ARTERIALS	XI-7
COLLECTOR STREETS	XI-8
LOCAL STREETS	XI-9
SPECIAL PURPOSE STREETS	XI-9
POLICIES FOR CITY STREET DEVELOPMENT	XI-11
<u>OTHER FACILITIES</u>	XI-12
RAILROAD	XI-12
MEDFORD/JACKSON COUNTY AIRPORT	XI-13
PUBLIC TRANSPORTATION	XI-14
PEDESTRIAN FACILITIES	XI-15
BICYCLE FACILITIES	XI-15
<u>CORRECTIVE MEASURES TO SPECIFIC PROBLEMS</u>	XI-18
REDUCTION OF NOISE	XI-18
REDUCTION OF THROUGH TRAFFIC IN RESIDENTIAL NEIGHBORHOODS	XI-19
REDUCING CONGESTION IN DOWNTOWN AREA	XI-21

HOPKINS ROAD EXTENSION	XI-21
SCENIC/UPTON INTERSECTION	XI-22
PINE STREET INTERCHANGE	XI-22
OFF-STREET PARKING	XI-22
THE TRANSPORTATION DISADVANTAGED	XI-23
<u>CIRCULATION/TRANSPORTATION POLICIES</u>	XI-26
<u>CENTRAL POINT TRANSPORTATION PLAN (MAP)</u>	XI-28

INTRODUCTION

Probably the two most influential elements of the Comprehensive Plan, in terms of guiding future development and change, are the Circulation/Transportation and Land Use Elements. Through these two elements, the City considers the physical, social, environmental, economic, and other factors that have been discussed in the other elements of the Plan and brings them all together into the overall physical land use and circulation Plan for the community.

While the Land Use Element is concerned with the types and intensities of development on all lands within the City and its urbanizable area, the Circulation/Transportation Element provides for easy access to all the lands and properties with a minimum of congestion and also provides for adequate traffic-handling capacity on all City streets. This Element also addresses alternatives to the present methods of circulation and transportation. Since not all residents travel by automobile, other modes of transportation are discussed in consideration of the particular needs of all Central Point residents, including pedestrians and the increasing numbers of bicyclists.

Because of the very close relationship between the Land Use and Circulation/Transportation Elements, they were prepared simultaneously to help ensure their integration and development as a system rather than as two separate entities. In addition, all findings, conclusions, and recommendations of the other Plan elements were considered and utilized in the preparation of these two elements. The combined components of circulation and land uses illustrated on the Plan map actually represent the culmination of the planning process and the overall physical Comprehensive Plan for the City of Central Point to the year 2000.

GOALS

Statewide planning goal #12 (Transportation) states:

"To provide and encourage a safe, convenient and economic transportation system."

In addition to the statewide planning goal, Central Point has established the following goals that pertain more directly to this Comprehensive Plan and the needs of the community.

- To develop a comprehensive circulation system that is closely correlated with the Land Use Element and that can be easily integrated with the plans of other local, county, state and federal agencies.
- To consider the transportation needs of all Central Point residents, including the "transportation disadvantaged".

MOBILITY

NEEDS AND BENEFITS

The Land Use Element of the Central Point Comprehensive Plan clearly shows that the City will continue to grow and change. As some areas of the community age and deteriorate they will be replaced by new uses, often at a higher density. A major objective of this Plan is to carefully plan for this transitional growth, as well as new growth, to ensure that the higher densities are clustered around major "activity centers" to a much greater extent than has been done in the past. A primary purpose for this type of development is directly related to the mobility of the community's residents. Clustering of residential or commercial land uses to form activity centers tends to reduce reliance on motor vehicles and encourages walking and bicycling, which are generally considered to be healthy, non-polluting, energy conserving modes of transportation.

Higher density residential areas along major transportation routes will help to reduce neighborhood traffic to a minimum while increasing the City's potential for public transit service, which relies heavily on ridership levels. The Comprehensive Plan map illustrates the City's attempt to implement this concept by providing for high density residential land uses primarily along the major arterial streets, within easy walking distance of potential public transit routes, the downtown area, and other shopping and employment centers.

Even with areas of high and medium density, Central Point will continue to have neighborhoods of single-family homes that are at relatively low densities and will not be conveniently served by public transit. However, these differences in lifestyles are important to the overall quality of the community and must also be served with adequate streets and, in some cases, bicycle paths.

The basic mobility needs of the future can be summarized as follows:

- Personal -- The individual and family needs for transportation to and between areas of employment, shopping, education facilities, church and medical facilities.
- Recreational -- The need of the residents and visitors for access to points of interest and recreation.
- Commercial -- The needs of the residents to transport goods to their places of business and to deliver merchandise to homes or other purchasers.
- Industrial -- The need of the industrialist to bring raw materials to his facility and to transport the finished products to points within and beyond the local market area.

The benefits of an improved transportation system accrue from its efficiency and its ability to positively influence the realization of other, wider community goals. Basically, the primary benefits are accrued through the highest possible degree of community mobility, and thereby access to goods and services, housing, and educational, recreational and cultural opportunities.

LOCAL STREETS & HIGHWAYS

The major focus of this element is on the thoroughfares, transportation routes, and other major circulation facilities within and surrounding Central Point. The term "circulation" is defined as the process whereby people and commodities move within and through the area, how they are moved, the channels used, etc.

This section of the element deals with the City's streets and highways system and includes a general description of the types of streets, standards for the development and improvement of those streets, and specific improvement recommendations. The twenty year plan for the circulation system (streets and highways) is shown on the Comprehensive Plan map with the land use plan.

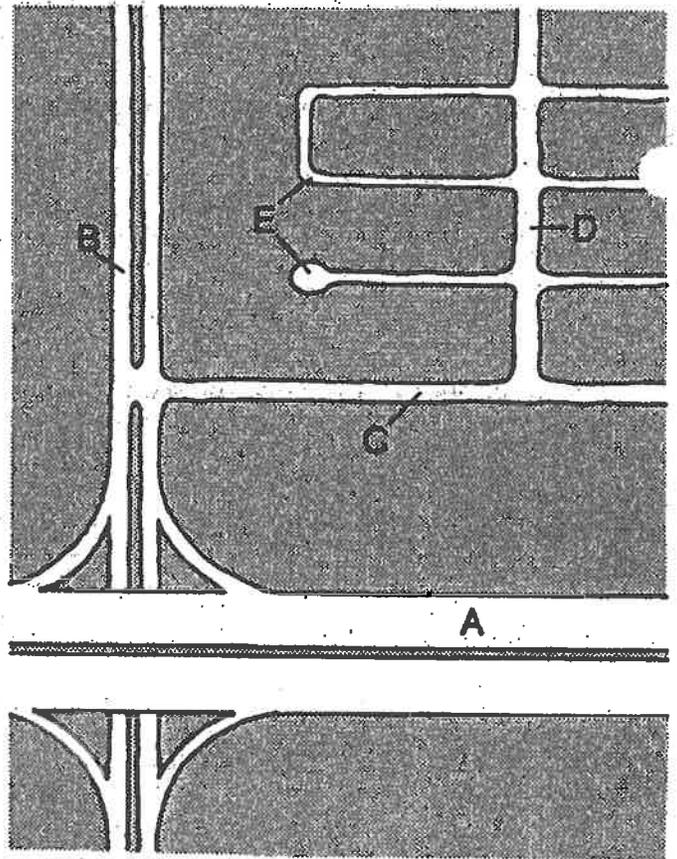
The final circulation/transportation plan was arrived at after a thorough process of research and analysis of the existing street system, the anticipated population growth, overall Community needs and trends, physical and environmental factors, and economic factors related to the financing of new or improved streets and highways.

A major objective was to utilize the already existing streets and highways as the backbone of the expanded street system. Specifically, the City's "transportation triangle", made up of Pine Street, Highway 99, and the I-5 Freeway, would provide the basic major arterial system on the west side of Bear Creek. All of these facilities are existing and, in some cases, are underutilized and could accommodate considerable additional development and traffic. On the east side of Bear Creek, the major arterial system would consist of Table Rock Road, Head Road, Vilas Road and Hamrick Road, all of which currently exist but not necessarily at major arterial standards of development.

Within the existing City limits, there will be few changes to the present street system. There are some proposed and recommended improvements to existing streets and intersections and the proposed extension of Hopkins Road to Highway 99 to increase circulation to newer neighborhoods and to the hospital. However, because of the far-sighted planning in the past, there will be no need for extensive right-of-way acquisitions in order to widen existing streets, if needed.

The Central Point Circulation/Transportation Element is concerned with five basic classifications of streets and highways. The following illustration and brief descriptions of each type show the relationships of each street type to the others and the functions of each, based on what is often termed the "hierarchy of streets".

- A -- Freeways are the largest of the street and highway types. Because of their size, traffic capacity and traffic speed, access is provided to the freeway only by major arterials. Freeways are grade-separated at intersections with other freeways or streets and direct access is not permitted from adjacent properties.
- B -- Major Arterials are the main arteries of the City. Because they carry large amounts of traffic, including trucks, they are intended primarily to move traffic and not to provide access to property.
- C -- Secondary Arterials serve to distribute traffic from the major arterials to the business districts and other centers of Community activity, and also to the collector streets.
- D -- Collector Streets, as the name implies, collect the traffic from residential areas and local streets and transfer this traffic to the arterials. These streets serve to "feed" traffic in and out of the neighborhoods.
- E -- Local Streets are intended to provide access to homes and not intended to carry through traffic. All local streets should connect with a collector or secondary arterial to provide a safe transition out of the neighborhood and onto larger thoroughfares.



INTERSTATE 5 FREEWAY

A major advantage of Central Point's location is the presence of the I-5 Freeway, the major transportation route along the entire west coast. This facility is important to the City's economy, local tourism, industry, and other sectors, in addition to providing easy access to other parts of the Rogue Valley and to points north and south.

The Comprehensive Plan maximizes access to the freeway system at both the Pine Street interchange and the Seven Oaks Interchange. Although the Seven Oaks area was removed from the City's Urban Growth Boundary, the Highway 99/Seven Oaks Interchange (I-5) will become increasingly important as an access point for major industrial traffic and will help to keep this type of traffic out of the central business district of Central Point.

The Pine Street/I-5 Interchange is the only direct access point to the freeway from most points in the City. There is already a noticeable deficiency in this interchange during peak traffic periods. The interchange is not a "clover-leaf" type at the present time and traffic is controlled by stop signs at the off-ramps at Pine Street. This interchange is the primary access point for the County's Expo Park and fairgrounds and, to a lesser extent, the airport. This combination of traffic generated by the City, Expo Park and the airport occasionally cause major traffic congestion and hazardous traffic conditions at the Pine Street Interchange. As the City grows and the park and airport continue to expand, the situation can only worsen and there will be an increasing need to complete the interchange development to a full clover-leaf configuration, widen the bridge, and provide an additional access point from the freeway to the Expo Park, as proposed in this Element of the Comprehensive Plan.

Policies:

1. Continue to work with the Oregon Department of Transportation and other transportation agencies to coordinate the local circulation/transportation system with local area freeways and major highways.
2. Formally propose that the Pine Street/I-5 Interchange be upgraded to a full clover-leaf design and the bridge widened to adequately provide for the future growth of the City, Expo Park, and the airport.
3. Work with transportation officials and the County to create an additional access point from the I-5 Freeway to Expo Park. (Possibilities should include a frontage road off-ramp for northbound traffic north of Pine Street, and the possible improvement of the Upton Road bridge to include freeway access.)

MAJOR ARTERIALS

Major arterials are streets and highways designed to move large volumes of traffic between freeway systems and between the freeway and local areas of traffic congestion. In some cases, arterial highways parallel the freeway to carry traffic between communities, as is the case of Highway 99. Intersections are at-grade and arterials normally utilize traffic signals at intersections.

Access from private property (driveways, etc.) or intersections with collector streets are usually discouraged, as is on-street parking in areas that may cause a reduction in safety or traffic flow. In the case of divided arterials, median strips wide enough for left turn pockets are usually provided, often with extensive landscaping to reduce headlight glare and increase the overall aesthetic impact of the route.

The following are generally-accepted standards for major arterial streets and highways:

Right-of-way width -----	100-110 feet
Curb-to-curb width -----	84 feet
Moving Lanes (each direction) ---	4 to 6
Parking Lanes -----	0 to 2
Daily Traffic Volumes -----	10 - 40,000 ADT

The following streets and highways in the Central Point area are shown on the Comprehensive Plan map as major arterials:

- PINE STREET -- I-5 Freeway west to Hanley Road
- HANLEY ROAD -- Pine Street to Beall Lane
- HEAD ROAD ---- I-5 Freeway east to Table Rock Road and beyond.
- HIGHWAY 99 --- From proposed Highway 140 near Seven Oaks Interchange south to Beall Lane and beyond.
- HAMRICK ROAD/VILAS ROAD -- From Head Road north to Table Rock Road and beyond.
- TABLE ROCK ROAD -- From I-5 Freeway at southeast corner of UGB north to northeast corner of UGB and beyond.

SECONDARY ARTERIALS

Secondary arterials are streets that are located and designed to collect and distribute traffic from the major arterials to less intensively used streets and also to the various traffic destinations such as schools, shopping centers, recreational areas and employment centers. They also serve to link neighborhoods and, in some cases, act as a peripheral edge for homogenous land uses, communities, or neighborhoods. Physically, secondary streets are similar to major arterials in that they both have at-grade intersections, use traffic signals at intersections, and restrict parking in some areas where necessary or desirable. However, the basic differences are the physical size and traffic volumes.

The following are generally-accepted standards for Secondary Arterial streets:

Right-of-way width -----	80 to 88 feet
Curb-to-curb width -----	60 to 64 feet
Moving Lanes -----	2 to 4
Parking Lanes -----	0 to 2
Daily Traffic Volumes -----	5 - 10,000 ADT

The following streets in the Central Point area are shown on the Comprehensive Plan map as secondary arterials:

- BEALL LANE -- From Merriman Road/Hopkins Road (extension) west to Grant Road and beyond.
- GRANT ROAD -- Beall Lane north to Taylor Road.
- TAYLOR ROAD -- Grant Road east to Highway 99.
- HASKELL STREET -- Taylor Road south to Pine Street.
- HOPKINS ROAD -- From Highway 99 east, extended south to Merriman Road.
- FREEMAN ROAD -- Hopkins Road north to Pine Street.
- TENTH STREET -- Pine Street north to Upton Road.
- THIRD STREET -- Pine Street north to Tenth Street.
- SCENIC AVENUE -- Upton Road west to Highway 99.
- UPTON ROAD -- Scenic Avenue northeast beyond UGB.
- MANZANITA STREET -- Highway 99 east to Tenth Street.
- BEEBE ROAD -- West of Hamrick Road to Gebhard Road.
- GEBHARD ROAD -- North of Beebe Road to Wilson Road beyond UGB.

COLLECTOR STREETS

Collector streets, although lower in classification and physical size than the arterials, perform the equally important function of collecting neighborhood traffic from the local streets and transferring it to larger arterial streets or to the more local activity areas such as schools, neighborhood shopping centers, parks and employment centers.

In order to minimize congestion and possible safety hazards, the use of "T" intersections are suggested wherever collectors meet arterials, especially since most of these are not traffic-controlled intersections. Also, since the collector streets serve to provide access into neighborhoods, these streets should not form a continuous system through the City. This would make them available to through traffic or traffic seeking a "short-cut". This would diminish their "collecting" function.

The following are generally-accepted standards for Collector Streets:

- Right-of-way width ----- 60 to 66 feet
- Curb-to-curb width ----- 40 feet
- Moving Lanes ----- 2
- Parking Lanes ----- 0 to 2
- Daily Traffic Volumes ----- 2,500 to 5,000 ADT

The following streets in the Central Point area are shown on the Comprehensive Plan map as Collector streets:

- HASKELL STREET -- From Pine Street south to Chickory Lane.
- CHICKORY LANE --- From Beall Lane north to meet the extension of Haskell Street.
- BRAD WAY/SAXBURY DRIVE -- From Taylor Road south to Pine Street.
- HAZEL STREET ---- Tenth Street west to Third Street.
- MAPLE STREET ---- Tenth Street west to Highway 99.
- ASH STREET ----- Freeman Road west to Highway 99.
- FOURTH STREET --- Pine Street south to Hopkins Road.
- BURSELL ROAD ---- Hopkins Road south to Beall Lane.
- *LARK LANE ----- North of Highway 99 into new neighborhood.
- PENINGER ROAD --- Head Road north to Upton Road (paralleling the freeway) to provide Expo Park access.
- PROPOSED STREET - From Highway 99 in the vicinity of the high school, westward to Grant Road.

*This general area north of Scenic Avenue has been removed from the present UGB and any improvements to Lark Lane will be beyond year 2000.

LOCAL STREETS

Local streets are intended to be low-speed, low-volume streets that provide access to properties in the City. Since most of the residences in the City are located on local streets, these areas should be kept as quiet and free of disturbances as possible. The primary method of accomplishing this is to discourage through traffic in these neighborhoods. Since the main function of local streets is to "provide access", traffic should be routed via collectors to the arterial streets which provide through traffic to other areas of the City and to other communities.

Local streets are generally 36 to 40 feet between curbs with 50 to 60-foot rights-of-way. The past policy of the City has been to retain a wider than normal right-of-way in the older areas of the community to allow for possible widening as transitional development occurs, as is now happening. Many of the older local streets have rights-of-way of 60 and 80 feet, which will make it much easier to upgrade Manzanita Street to a Secondary arterial as well as other local streets to collector or secondary classifications to meet the changing needs of the community.

In newer subdivisions, local streets are often designed as loop or cul-de-sac streets to discourage through traffic, increase privacy, and add a unique character to the area. Because of the large number of local streets, they are not shown individually on the Comprehensive Plan map.

All local streets are not residential streets. In commercial and business districts greater widths may be required for the local service streets. Depending on the type of parking, sidewalk widths, and the volume and turning movements of vehicles, these widths can vary from 60 to 100 feet for the right-of-way. Local industrial streets must also be designed and constructed in accordance with the weight and maneuvering characteristics of the vehicles that use them.

SPECIAL PURPOSE STREETS

One-way Streets:

One-way streets are designed to carry high traffic volumes for relatively short distances, especially in central business districts of cities. Since these streets allow both right and left turns without the hazards of oncoming traffic, this system is usually more efficient in areas of potential congestion. In some cases, one-way streets are a temporary solution to congestion problems until other major arterials can be widened.

If the circulation system is coordinated and balanced with the land uses it serves, there should be no need for one-way streets. These streets often cause confusion, especially for visitors and others that are not familiar with the local street patterns, and often

result in collision hazards at intersections, especially during nighttime hours when signs are more difficult to read.

Currently, there is no need to establish one-way streets in Central Point, although the possibility has been investigated. The widening of Pine Street and improvements to the Pine Street Interchange and West Pine Street will help to alleviate traffic congestion in the downtown area. Also, the establishment of Manzanita Street as a secondary arterial linked to Taylor Road will provide an alternate route through the business district.

Truck Routes:

Truck routes are usually major or secondary arterial streets that are designated for truck use. These streets should provide direct access to, and circulation within, areas which require truck service, primarily the industrial and commercial areas of the community. Such routes not only benefit the trucks, but also benefit the City's residents by preventing truck movements on residential streets or through quiet residential neighborhoods. The routes most suitable for truck traffic in Central Point are:

HIGHWAY 99 --- Beall Lane to Seven Oaks Interchange.

HANLEY ROAD/PINE STREET -- Beall Lane to I-5 Freeway.

HEAD ROAD ---- I-5 Interchange east to Table Rock Road.

TABLE ROCK ROAD -- Full length.

WILLOW SPRINGS ROAD -- Between Highway 99 and the railroad.

SEVEN OAKS ROAD -- Scenic Avenue north to Highway 99.

SCENIC AVENUE -- Highway 99 west to Seven Oaks Road.

AMY STREET --- South of Taylor Road in the industrial area.

Cul-de-sac Streets:

The dead-end or cul-de-sac street provides for the most complete privacy and traffic separation of all the residential streets. This type of street closure clearly distinguishes an individual group of homes while providing access to them without the intrusion of through traffic. The turning radius and other standards for cul-de-sac streets are included in Central Point's ordinances. Additional discussion of cul-de-sac street applications is included in a later section of this element.

POLICIES FOR CITY STREET DEVELOPMENT:

1. Optimize the utilization and operation of existing streets and highways as the backbone of circulation facility extensions.
2. Include in all future specific or neighborhood plans, provisions for reducing through traffic in residential neighborhoods.
3. Coordinate industrial sites (Land Use Element) with those major arterial streets that provide the optimum truck routes into and from industrial areas.
4. Continue to upgrade Pine Street through the downtown area to major arterial status as a high priority.
5. Provide a 20-year program, coordinated with the City's Comprehensive Plan, for the improvement of all major, secondary, and collector streets to the planned levels, as proposed in this element and on the Plan map.
6. Study the feasibility of closing some local streets that intersect with arterial streets to reduce the number of unnecessary arterial intersections and to channel local traffic to collector streets or secondary arterials, as illustrated in the "hierarchy of streets" concept on p.XI-4.
7. Include considerations of bicycle and pedestrian facilities in all street improvements and in the design of new streets.
8. Consider the need to develop a street tree and landscaping plan for all City streets, including guidelines for new subdivisions that will increase the visual appearance of the development.
9. In future planning, continue to emphasize the most efficient use of the automobile within the Community and also provide for non-motorized transportation alternatives, with emphasis on pedestrian and bicycle facilities.
10. Coordinate all street planning and improvement efforts with the plans and activities of other jurisdictions and agencies.

OTHER FACILITIES

RAILROAD

The Southern Pacific Railway serves the Central Point area and parallels Highway 99 through the Community. The railroad played a key role in the City's development during the late 1800s and into this century. The original City grid pattern of streets was laid out shortly after the rail line was built.

The railroad no longer provides passenger service to Central Point or the Rogue Valley, and the Central Point depot is no longer in existence. However, the rail facilities still play a significant role in the area's economy and serve the industries that are located along its route, mostly within the present City limits. Previous studies have indicated that the rail facilities that exist are not being used to their maximum potential. Also, recent changes in rail rates for shipping products have made rail usage more competitive with truck transport.

Because of the City's lack of adequate industrial sites within the City limits, the Comprehensive Plan attempts to maximize the use of the existing rail facilities for industrial uses. The major proposed industrial sites are located primarily along the west side of the railroad right-of-way from Beall Lane on the south to Scenic Avenue on the north. The Seven Oaks Interchange area, north of the City, is also a very desirable industrial location which includes freeway, Highway 99, and railroad access. The City of Central Point, through agreement with Jackson County, will eventually expand to the Seven Oaks area, but only after other industrial lands within the present UGB are utilized. The Seven Oaks Interchange, however, will continue to be a direct traffic route from the freeway to much of Central Point's industry.

To minimize conflicts with the railroad's operations, rail crossings are kept to a minimum, as is urban development on the west side of the railroad. All rail crossings will be improved to provide safe and smooth crossings with proper signing and signalization.

The City is also looking to the future possibility that rail passenger service may return. The form of such service could be AMTRAK passenger trains or a more localized form of rail shuttle service within the Valley or between here and Grants Pass, as has been suggested. If such service is eventually provided, Central Point already has a small public park site along Highway 99 that could easily be converted to a passenger terminal. In the meantime, emphasis will remain on maximizing the industrial potential of the Southern Pacific while ensuring that conflicts are minimized.

MEDFORD/JACKSON COUNTY AIRPORT

The Airport is located outside the City of Central Point and east of the Urban Growth Boundary. However, it is an important transportation feature of the Valley and is physically close to and economically important to the City. Although airports are initially located outside urban areas where conflicts are minimal, they tend to attract development that is often in conflict with airport operations or safety considerations. Central Point realizes the importance of the Airport as a major transportation facility that is continually growing and can be expected to directly influence the development of industries, offices, tourist accommodations, and other types of land uses that often grow in the vicinity of such airport facilities.

Through the Comprehensive Plan, Central Point is attempting to provide for its needed community development while also providing opportunities for future airport-related commercial, tourist, office and industrial development, and at the same time ensure that the types and locations of future development will not adversely impact airport expansion plans, and will not result in community land uses that are impacted by airport operations.

Fortunately, Central Point is located to the west of the main runway of the Airport and well outside the limits of airport impact zones. The only exception is a very small section of the UGB (northeast corner) that lies within the airport's 65 L_{dn} noise contour, as shown on the Airport Noise Contours map in the Environmental Management Element. * This does not pose a problem to future development at this time. The area is not expected to develop within the next ten to fifteen years, which will give the City ample time to monitor any changes in the noise contours and develop the appropriate noise attenuation requirements to apply to future development in the area.

No lands in the Central Point area or within the UGB are within airport "Clear Zones", which would otherwise preclude urban development. Beyond the Clear Zones are the airport approach safety zones, which are most important to the major north-south runway and not as critical to the east-west runway which would have a more direct effect on Central Point. The importance of controlling the approach areas is closely related to the types of aircraft using the runway, and includes considerations of the amount of jet traffic, likelihood of local development, characteristics of the terrain and other factors. The light aircraft that normally use the east-west runway require much less space in which to maneuver and, in many cases, the clear zone provides adequate space.

The Central Point Comprehensive Plan is ensuring that incompatible land uses do not occur within any clear zone and that the maximum height limit in any approach zone does not exceed 35 feet, which is within the recommended limits. Also, the Comprehensive Plan shows

*This area is proposed for light industrial uses along Table Rock Road and no residential attenuation is anticipated.

the area to the west of the east-west runway's clear zone as industrial. This is probably the most compatible non-agricultural land use, since it is non-residential, would not be impacted by aircraft noise, and would not necessitate or encourage large trees, birds, and other features that could interfere with aircraft operation

Access to the Airport is important to the City for transportation purposes. Access should be as direct and unobstructed as possible, to minimize airport-related congestion. The primary access route is the Head Road/Biddle Road arterial highway that leads directly from downtown Central Point (Pine Street) to the airport terminal. Another major access, also a major arterial in the Plan, is Vilas Road which provides access around the northern end of the airport to facilities on the east side, and to Crater Lake Highway.

The Airport Master Plan outlines the facilities and its expansion and operation plans. A copy is on file in City Hall. The City should maintain an awareness of any changes in the airport's plans and policies and ensure that the plans of the community and the airport are compatible.

PUBLIC TRANSPORTATION

Currently, public mass transit is not available in Central Point. The Rogue Valley Transit District serves other communities within the Valley and has considered extending service to Central Point. However, to do so would require a resolution by the City Council and a vote of the people, which has failed in the past.

The RVTB sent out a mail survey to get public input on transportation issues, including service to Central Point. This survey was conducted this past spring and the results have not been tabulated at the time of this writing. Past failures to join the District may be attributed to the fact that Central Point is a relatively young community with a high growth rate and a small proportion of elderly residents, as compared to other local communities. However, as the City grows and higher residential development is concentrated more effectively along major transportation corridors, the feasibility of mass transit will also increase.

According to current RVTB estimates, joining the District would add a tax of about \$.29 per \$1,000 of True Cash Value to the tax bills of property owners. Apparently, Central Point residents, who now rely heavily on the family car, do not feel that joining the District is appropriate at this time. However, it will eventually be to the City's advantage and the inclusion of mass transit will help to increase the mobility of many residents while reducing the present reliance on the automobile and, thereby, reducing auto emissions.

PEDESTRIAN FACILITIES

Walking is an important mode of transportation that is used by most residents, but is often overlooked in the design of the community. People often seek parking spaces that are as close to their destination as possible, especially in downtown areas. This behavior is caused by the fact that walking in many major activity centers and downtown areas has become unpleasant and, at times, hazardous. Pedestrians and vehicles are often forced to compete in parking lots and street intersections. The combination of heavy pedestrian and vehicle traffic results in having to stand and wait, often with armloads of packages or sacks of groceries.

The Comprehensive Plan attempts to make walking more convenient and pleasant. A major consideration is the separation of pedestrian and vehicular traffic. This is often done in larger cities through the construction of pedestrian malls, enclosed shopping centers and other designs that are "people-oriented".

In Central Point, the emphasis is on the clustering of commercial activities in such a way that shoppers will be encouraged to walk, window shop, and stroll at their leisure. Small convenience shopping centers located in residential neighborhoods will encourage people to walk to the center. In the downtown area, sign controls, quality architecture and design, landscaping and street trees, and other pedestrian facilities will help to make the downtown more attractive and increase pedestrian usage. Such features should be included in a Downtown Improvement Plan, as proposed in the Land Use Element of this Plan. The main emphasis in this Element is that planning for streets and other transportation facilities should take into consideration the needs and potential of the pedestrian, as an important mode of transportation.

BICYCLE FACILITIES

The bicycle, a fairly common mode of transportation throughout the world, is one of the most economical and efficient modes that exist today and one that is readily available to a large segment of the population.

The mechanical efficiency of a bicycle has been found to be very high and the owner can often perform most or all of the repairs and maintenance. Also, bicycles are much less expensive to own and operate than are automobiles or motorcycles and related facilities; are much less expensive to construct. Where bicycle-related facilities are provided, there is usually very little, if any, destruction to the natural environment, large expanses of parking are not required, noise levels are minimal, and the riders are much safer than they would otherwise be on unmarked city streets.

In recent years, the use of modern light-weight materials and gear systems have increased the efficiency and popularity of bicycles. In order to better provide for this mode of personal transportation, many cities and counties have included bicycle planning as an integral part of the comprehensive planning process.

Any plans for bicycle routes or other bicycle facilities in Central Point should be coordinated with the plans of adjoining jurisdictions in order to create a continuous system that will ultimately mesh into a regional system. The Parks and Recreation Element of this Plan includes a section on bicycle facilities and a map showing a proposed bikeways system for Central Point that is coordinated with the plans of Medford and Jackson County.

The term "bikeways" is defined as those facilities which are provided to support bicycle travel. "Bikelanes" are bikeways established on a street, whereas "bikepaths" are established specifically for bicycle traffic and are separated physically from motor vehicle traffic, but not necessarily from pedestrian traffic. As has been proven on Medford's Bear Creek bikepath, pedestrians and cyclists can use the same facilities, if properly designed and the volumes of traffic are not excessive.

Three basic classifications of bikeways are considered in Central Point's bikeways plan, as follow:

CLASS I: Exclusive Bikeway

These bikeways are completely separated rights-of-way designated for the exclusive use of bicycles, or shared with pedestrians. Street crossings are minimized whenever possible. Potential locations for exclusive bikeways are public parks and open space areas, abandoned railroad rights-of-way, stream channels and other utility easements, or other available linear open areas that presently exist or could be developed as a part of new developments, including residential and commercial planned unit developments.

The most appropriate locations for this type of facility are within the Bear Creek Greenway corridor, along portions of Griffin Creek, and through linear parks, as shown on the Comprehensive Plan map.

CLASS II: Restricted Bikeway

This classification includes restricted rights-of-way for the preferential use of bicycles, usually within the cross-section of the roadway in the outside lane adjacent to the curb. This creates a separate right-of-way for bicycles and motorists and reduces accidents, according to past studies and statistics. However, these don't eliminate all of the conflicts and problems will occur where the bikeway must be crossed by motorists, such as to gain access to driveways and parking lots.

CLASS III: Shared Bikeway

This type of bikeway is marked by signs and stencilled markings on the pavement. The route is shared with motor vehicles and pedestrians at times. Such routes should only be established on low-speed, low-volume roadways, such as local residential streets. In cases where some degree of safety cannot be provided, Class II bikeways should be considered as an alternative.

Restricted Class II bikeways have been accused in the past of providing a sense of false security for the bicyclist that may contribute to accidents rather than prevent them. Cyclists will continue to ride on the City's streets regardless of whether or not they are marked for bicycles. However, the marking of key bicycle routes will help to make the motorist aware of possible bicycle traffic ahead and to avoid driving in that portion of the roadway set aside for bicycles.

Most bicycle trips, especially those made by children, are of a short distance and often between home, school, a friend's house or the neighborhood park. The City cannot provide facilities to accommodate these types of trips. However, it can provide a community-wide system of bikeways that effectively link the major activity centers, the schools and parks, and other key locations. Route maps and additional information could be provided by the City and distributed through the City Hall, local businesses, the schools, or available at the parks. It may also be to the City's advantage to promote the safe use of bicycles in any way possible. Bicycle safety programs in cooperation with the schools and park programs is one way of reducing the number of bicycle accidents, since the greatest number of accidents are caused by improper or reckless riding techniques.

CORRECTIVE MEASURES TO SPECIFIC PROBLEMS

The preceding sections of this element have discussed the various components of the circulation/transportation system of Central Point. In addition to the general descriptions and proposals, there are some overall problems or concerns that pertain directly to transportation that may affect the quality of the community or the quality of life. There are also some opportunities that have not been mentioned previously but should be given consideration.

REDUCTION OF NOISE

The Environmental Management Element contains a section on Noise Impact that discusses the impacts of all major noise sources in the Community, including transportation-related noise. The emphasis is on controlling noise at the source. The Comprehensive Plan has considered all the major noise generators and has attempted to provide the best possible configuration of future land uses to minimize noise impact. A summary of some of the major considerations are:

- Minimizing residential development along major arterial streets and highways.
- Ensuring that no residential neighborhoods are located immediately adjacent to the railroad right-of-way.
- Providing buffers between industrial and residential areas whenever possible and including guidelines and policies related to the orientation of neighborhoods away from industrial and commercial development.
- Minimizing residential and commercial development in areas that could be affected by airport flight patterns.
- Using the Bear Creek Greenway and linear parks to buffer residential areas from the I-5 Freeway.
- Providing a distance separation of approximately one-half mile between the Expo Park (fairgrounds) and future residential neighborhoods to the east.
- Locating the majority of new industrial development opportunities in the northwest corner of the UGB to minimize noise impact on the community and to ensure the best possible truck access via the Seven Oaks interchange rather than through the downtown area.
- Orienting all downtown commercial businesses to Manzanita, Pine, and Oak Streets to avoid commercial/residential land use and traffic conflicts.
- Locating higher intensity land uses, including high density residential development, near major transportation routes to reduce traffic within residential neighborhoods.

Even with the steps that have been taken in the location or orientation of land uses throughout the community, there will be an increasing amount of noise generated from City streets as traffic increases.

Landscaping could play a part in reducing traffic-related noise. Studies have shown that landscaping and trees are only slightly effective in reducing noise. A very dense row of trees along with ground cover and shrubs would have some effect. An even more effective quality of trees is that of "masking", or blocking out the less desirable sounds from the street with their own more pleasing sounds caused by the wind rustling the leaves and branches.

Probably the best sound barrier available for areas burdened by a great deal of noise from the street is a solid wall of masonry, stone, or other heavy material. The wall can then be landscaped to make it even more effective and attractive. Such walls have been used very successfully in many communities, especially along major arterial streets and highways. With an orientation of the neighborhood away from the arterial, the wall would form a decorative edge along the neighborhood and along the rear property lines. This type of treatment would be most suitable in areas of Central Point where the freeway or Highway 99 (in the vicinity of Scenic Avenue) could result in noise problems.

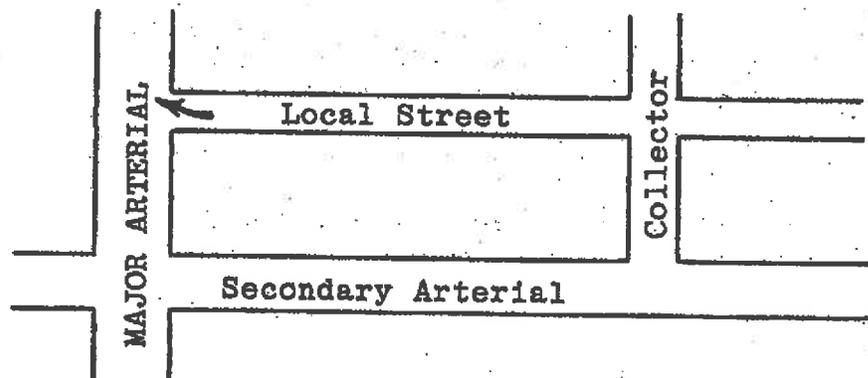
REDUCTION OF THROUGH TRAFFIC IN RESIDENTIAL NEIGHBORHOODS

On page XI-4 of this element is an illustration showing the recommended relationship of the various street classifications. This arrangement provides for heavy traffic flow (arterials) and access to neighborhoods and residences (collectors and local streets).

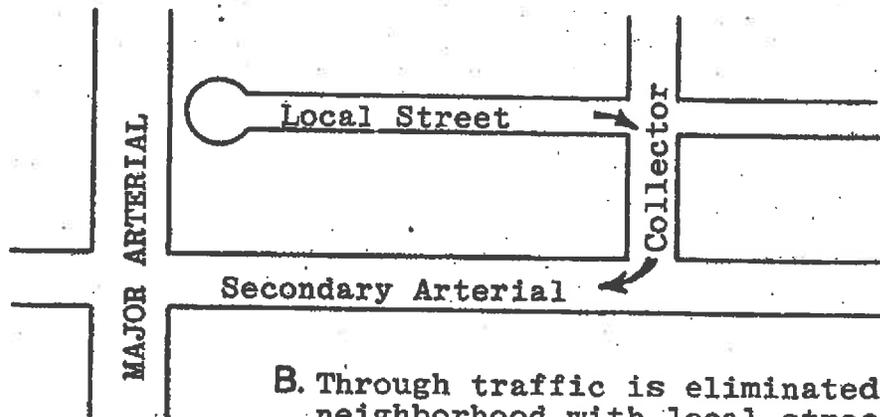
Because of the existing grid system of streets in Central Point, primarily in the older sections, the street system does not function as effectively as it could to provide a quiet environment in the residential neighborhoods. Collector streets and even local streets often intersect with major arterials and many local streets provide an unobstructed through route for motorists wishing to take a shortcut. Only the newer subdivisions of the City are effectively planned to provide limited access and to discourage through traffic. This situation not only invades neighborhood privacy but also causes potential hazards since local streets are often playgrounds for children and are often not well lighted at night.

In order to reduce through traffic in neighborhoods where this is currently a problem or could become a problem as the City grows, Central Point should study the possibility of closing some local streets to through traffic and creating cul-de-sac streets, especially in locations where the local street now intersects with a major arterial street.

By creating a cul-de-sac where the local street meets an arterial, traffic would flow back to the collector street instead of directly onto the arterial. This would also have a beneficial effect on the arterial's traffic flow since there would be fewer intersections dumping traffic onto the faster street. This would reduce congestion and help traffic to flow smoother. An example of this concept is shown in the illustration below.



A. Local street traffic flows through neighborhood and onto Major Arterial.



B. Through traffic is eliminated in the neighborhood with local street traffic diverted to a Collector Street rather than directly onto the Major Arterial.

REDUCING CONGESTION IN DOWNTOWN AREA

The previous discussion of reducing through traffic in neighborhoods is very closely related to congestion in the downtown area. The Land Use Element includes a section on "Downtown Improvements" that proposes the consolidation of blocks and closing of some key streets to create a more efficient downtown circulation system. There are currently 14 intersections along Pine Street between the Freeway and Highway 99. As traffic volumes increase, the level of traffic congestion at these points will also increase, slowing traffic flows and causing delays and excessive auto emissions. By closing some streets and/or creating neighborhood cul-de-sac streets, traffic would be diverted to the collector streets, neighborhood privacy would increase, and circulation in the downtown area would be improved.

The Land Use Element also suggests the City develop a Downtown Improvement Plan. This Plan should include circulation planning and off-street parking in addition to the other aspects. The Plan should cover the entire downtown area and carefully provide for the most efficient downtown traffic patterns, coordinated with access routes from adjacent neighborhoods. It should also include a plan for signalization of key intersections aimed at moving traffic smoothly through the downtown area, particularly along Pine Street and Manzanita Street.

HOPKINS ROAD EXTENSION

The Comprehensive Plan calls for residential development to fill in the currently vacant areas southeast of the present City limits and west of the freeway. To adequately provide for circulation in this area, Hopkins Road is proposed to be extended eastward and southward to join Merriman Road leading into Medford. Hopkins Road would be classified as a secondary arterial street and the intersection with Beall Lane would be modified to create a right-angle "T" intersection.

Hopkins Road, at its western end, currently joins Fourth Street which extends north into the downtown area. There is no direct access to Highway 99 or to the hospital from Hopkins Road. The Comprehensive Plan proposes to extend Hopkins Road westward from Fourth Street, past the hospital and to Highway 99. This would provide a direct access route for many residents in the southeast areas of the community to the hospital, the proposed medical office park, and to the Highway. It would also reduce traffic in adjacent neighborhoods, particularly along Fourth Street.

SCENIC/UPTON INTERSECTION

A circulation problem currently exists where Tenth Street, Third Street, Scenic Avenue and Upton Road come together. This is what might be termed an extended intersection since it is not a perfect right-angle intersection but, rather, a more general location where four streets come together at different angles. Traffic speeds vary considerably and stop signs are sometimes confusing and not totally effective. The Comprehensive Plan calls for a complete restructuring of this area and creating two separate "T" intersections. Scenic Avenue/Tenth Street would become a through secondary arterial street with Upton Road and Third Street meeting it at right angles. Traffic control could be accomplished initially with stop signs, but as traffic increases, there may be a need at a later time to install a traffic signal at the Third Street Intersection.

PINE STREET INTERCHANGE

This interchange is the primary access point to the I-5 Freeway from Central Point. As the community grows to the northwest within the "transportation triangle" much of the additional traffic will be diverted to the Seven Oaks Interchange. However, the continuing development of Exposition Park and the airport will put additional pressure on the Pine Street Interchange and increase traffic congestion. Earlier in this element, it was proposed that the Pine Street Interchange be developed into a full clover-leaf design and also that an additional access point be developed to accommodate Expo Park traffic. A possibility is the development of the Upton Road location into a partial freeway interchange.

The Freeway is a major transportation facility of the Valley and the entire west coast. It is essential that Central Point residents and visitors have adequate access to it. With the future growth of all communities along the freeway in the Valley, traffic will have to use the freeway to a greater extent for travel between cities. Policies are included in this Element to emphasize the importance of upgrading the Pine Street Interchange and to indicate to state and federal transportation officials that this is a very high priority of the City of Central Point and a project that would greatly benefit other users of the Expo Park and airport as well.

OFF-STREET PARKING

Off-street parking is one of the problems that will become increasingly serious in the downtown area as the City grows and as the downtown businesses grow or expand. Since the majority of Central Point residents rely heavily on the private automobile for transportation, some form of parking space must be made available in addition to spaces currently available on city streets. Off-street parking should be addressed and planned for as part of the Downtown Improvement Plan that has been proposed.

Probably the two most important considerations in parking area design are (1) the size of the spaces and (2) the number of spaces. Already, the City has parking space standards that provide for a required number of spaces for different types of land uses. Today, with the rapidly increasing cost of fuel and automobiles, the trend is toward more economical smaller cars. Obviously, a small economy car does not require the same amount of parking space as does a full sized luxury car. Many communities are currently including small car parking provisions in their zoning ordinances, often as a percentage of the total parking spaces provided. In this way, a developer can provide the same number of spaces, but since a percentage of the spaces are smaller, he saves land area which can be used for more extensive landscaping, etc.

The Comprehensive Plan that was adopted by the City in 1980 recommended that the City consider the inclusion of a compact car "bonus" that could be applied to any parking area large enough to make this provision appropriate. Central Point has followed up on that recommendation and the Zoning Ordinance now contains Section 17.64.070 - Compact Car Adjustment. This section establishes size standards for compact car parking spaces and permits up to 25 percent of the parking spaces to be allocated for compact cars. This bonus applies only to parking lots having at least ten spaces, or space requirements, to begin with.

Another consideration when evaluating parking is that an employee parking space that is entered once a day does not need the same space as a customer parking space at a supermarket where a customer often unloads packages from a shopping cart into the car. Therefore, the frequency and length of time of the visit are also important, as is the basic reason for the visit.

THE TRANSPORTATION DISADVANTAGED

A very large portion of the poor, the young, the elderly, and the disabled are considered "transportation disadvantaged", according to an Oregon Department of Transportation document entitled "The Transportation Disadvantaged in Oregon" (1977). These sub-groups of the population do not share the level of mobility enjoyed by most. Of these, many cannot drive, others who could make use of public transit have none available, and others cannot use public transit when it is provided. The ODOT report states that about 39 percent of the state's total population fall into this group, a significantly high percentage. Of these, about 65 percent are handicapped and/or elderly, two characteristics that often overlap.

Governmental agencies tend to define "transportation disadvantaged" in different ways and there is not a nationally accepted definition. The Lane County Transit District has probably come as close as anyone in defining a transportation disadvantaged person as one who "experiences varying degrees of immobility due to lack of physical, economic, or mental ability." The ability of a person to be

independently mobile is probably the major consideration, and this is often based on access to and/or ability to operate an automobile, since that is the predominant mode of personal transportation today.

The Poor:

According to the 1980 Census, about 12.0 percent of Jackson County residents had incomes below the poverty level. The rate almost doubled for those 65 years of age and older. The disabled also experienced a much higher rate of poverty than average (22.7 percent). Obviously, the poor include young people, elderly people and disabled or handicapped, which only compounds the problems of providing adequate transportation.

The poor tend to be less likely to own an automobile, have difficulty keeping up with the rising maintenance and operating costs, and may also have difficulty affording the fares for public transit, where it exists. Transportation barriers, in turn, often interfere with their earning ability since getting to and from a place of employment is essential.

The City, in assisting the poor, is providing for higher density residential areas (and lower cost) in close proximity to shopping and employment centers to reduce reliance on the automobile and make it possible to walk or bicycle on most short trips. Since these higher density areas are also along major transportation routes, it is hoped that these residents will be able to enjoy the convenience of mass transit when this service is extended to Central Point.

The Young:

Generally, the problems of the young revolve around their ability to afford adequate transportation, as well as their age and lack of mature ability to drive an automobile. Older teenagers, although they may have the ability to walk or bicycle to most destinations, often have the objective of owning their own car. The very young, who do not venture far beyond their own home or neighborhood can usually walk or bicycle without major inconvenience.

The Comprehensive Plan provides for the young by planning neighborhoods around a school facility and neighborhood park, which are popular destinations of this age group. Also, the transportation system and street system attempts to limit through traffic in residential areas, making it safer to walk and bicycle on local streets. The Bikeways Plan, proposed in the Parks and Recreation Element, would provide safe routes connecting all neighborhoods, schools, parks, and the Bear Creek Greenway trails system, thus increasing the mobility of the younger residents of Central Point who will use these facilities for both transportation and recreation.

The Elderly:

As a group, elderly residents often suffer from a series of physical and/or financial limitations to their mobility. Although age is not as important as a person's functional impairment or state of health, the elderly are usually defined as anyone beyond the age of 60 or 65. Central Point is a relatively young community and has a lower proportion of elderly residents than the County. However, the mobility of all age groups is an important consideration in local transportation planning and land use planning.

The Comprehensive Plan affects the elderly population in a positive way by providing higher density locations in close proximity to shopping and major transportation corridors. Although many elderly residents will continue to live in single-family homes, many others will not be able to continue to maintain their homes or afford the costs of home-ownership and will opt to move to a condominium, apartment, mobile home or other housing that is more suited to their individual needs and in a more convenient location. It is also recognized that many senior citizens ride bicycles, or would like to if safe facilities are provided. The bicycle plan calls for bikeways connecting all areas of higher density housing as well as the major mobile home parks which have a high percentage of elderly occupants.

The Disabled:

This group is probably the most difficult to estimate. There are two distinct transportation problems in meeting the needs of this group; (1) dealing with problems caused by physical limitations which restrict or preclude the use of an automobile or other forms of transportation demanding normal physical capabilities, and (2) dealing with problems caused by the inability to comprehend or respond appropriately to stimuli (signs, verbal instructions, schedules, sounds, etc.).

The State estimates that there are more than 350,000 disabled persons in Oregon, more than 16 percent of the total population. Those living in Central Point are scattered throughout the community and are of all ages. It will be very difficult to directly provide transportation to these residents. The City can, however, work to remove existing obstacles to pedestrian and wheelchair travel throughout the community, especially in the downtown area and at public facilities and buildings. Later, when mass transit is introduced to Central Point, the City can play a part in expanding local service to include wheelchair lifts and other handicapped facilities on buses and at bus stop locations.

Meeting the needs of the "transportation disadvantaged" will be a major challenge in the years to come. This section of the Element is primarily to inform decision-makers of the various needs and to point out steps the City can take and should seriously consider.

CIRCULATION/TRANSPORTATION POLICIES

1. This Circulation/Transportation Element should be reviewed and updated periodically in coordination with local and regional comprehensive plans and area-wide transportation plans.
2. Whenever feasible, the City will utilize existing streets, highways, and other transportation facilities to the fullest extent possible to maximize the return on past public investments.
3. Urban streets and highways should avoid dividing existing economic farm units within the Urban Growth Boundary until such time as their construction is necessary to provide for planned growth in that particular area.
4. In all transportation planning decisions, the City will assess the positive and negative impacts on local land use patterns, environmental quality, energy use and resources, and the existing transportation system.
5. Transportation and Land Use plans will continue to emphasize the most efficient use of the automobile and also the provision of non-motorized transportation alternatives, including improved pedestrian facilities and a bikeway system.
6. Long-range land use planning decisions should be consistent with this Comprehensive Plan in the location of major activity centers and higher density population concentrations along the City's major transportation corridors.
7. The City will continue to cooperate with transportation agencies at all levels of government to ensure coordination and recognition of local needs and development plans.
8. The City will remain aware of State planning programs and take part in the State's participatory transportation planning process.
9. The City will promote and encourage community development that will encourage non-motorized forms of transportation, with the major emphasis on walking and bicycling.
10. Strive to realize the potential benefits of the City's "transportation triangle" in providing access to the downtown area (Pine Street), truck routes and direct access to new industrial sites (Highway 99), and for regional and interstate travel (I-5 Freeway)
11. In new developments and community improvement programs, ensure that streets conform to the "hierarchy of streets" concept that was presented on page XI-4.

12. Work toward implementation of the freeway-related policies presented on page XI-5 and the policies for city street development on page XI-11.
13. Discourage urban development and traffic conflicts with railroad operations by minimizing railroad crossings and improving existing crossings with adequate lighting and signalization.
14. Retain the City owned site adjacent to the railroad right-of-way (Liberty Park) for public park purposes with the intent of future conversion to a small-scale rail passenger terminal, if passenger shuttle service becomes a reality, as has been proposed in the past.
15. Maximize the industrial potential of the existing railroad facilities, as proposed in this Comprehensive Plan.
16. Continue to monitor changes in Airport operations and levels of noise impact and adjust existing development requirements accordingly, to prevent adverse impacts on the community.
17. Encourage the extension of Rogue Valley Transit District bus service, or other public mass transit system, to Central Point to increase the mobility of local residents, especially those that are "transportation disadvantaged".
18. Continue to require the highest possible quality in the development of pedestrian facilities, especially in the downtown area and other activity centers throughout the community to encourage walking as an alternative to motorized transportation.
19. Work toward the implementation of the Bikeways Plan and ensure its coordination with the plans of Medford and Jackson County.
20. Encourage the most appropriate department or organization within the community to initiate and carry out a bicycle safety program aimed at reducing accidents and increasing bicycle usage.
21. Continue to view noise impact as an important consideration of all new streets, highways and other transportation facilities.
22. When appropriate, take advantage of opportunities to close local streets or create cul-de-sac streets that will increase the circulation system's efficiency and contribute to neighborhood privacy and safety.
23. Include circulation and off-street parking as major elements of the future Downtown Improvement Plan, as recommended in the Land Use Element policies.
24. Develop specific plans to implement the corrective measures outlined in this element, including street extensions, intersection improvements, etc.

CENTRAL POINT TRANSPORTATION PLAN

-  I-5 FREEWAY.
-  MAJOR ARTERIALS
-  SECONDARY ARTERIALS
-  COLLECTOR STREETS
-  Southern Pacific Railroad

