Oregon
John A. Kitzhaber, MD, Governor

Department of Transportation
Office of the Director
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DATE: March 21, 2012

TO: Oregon Transportation Commission

FROM: Matthew L. Garrett
Director

SUBJECT: **Consent 5** – Oregon Highway Plan Revisions (Senate Bill 264 (2011), Access Management)

Requested Action:
Approve a request to amend the Oregon Highway Plan (OHP) access management revisions prompted by Senate Bill 264 (2011) and approve a request to adopt the supporting information for the OHP amendments.

Background:
Senate Bill 264 (2011) addresses the Oregon Department of Transportation's (ODOT) management of access to state highways. This legislation includes changes to the access management standards for spacing and mitigation requirements, use of medians, and deviation and dispute resolution/appeals processes for access applications, as well as revisions to interjurisdictional transfer [of highways] agreements and highway classification review. These changes initiate significant revisions to the State's Access Management Oregon Administrative Rule (OAR 734, Division 51). The legislation also prompts revisions to the OHP policies and actions relating to access management.

ODOT Transportation Development Division (TDD) staff has completed the draft OHP policy and action access management revisions. In October 2011, TDD staff began public outreach for these plan revisions to interested stakeholder groups and agencies throughout Oregon the Oregon Transportation Commission (OTC) held public hearing was held at the February 15, 2012, OTC meeting.

The public outreach period closed on February 15, 2012. Following the public outreach period, staff has reviewed and addressed public comments and prepared final policy revisions and supporting information for OTC review and action on March 21, 2012.

Attachments:
- Attachment A – OHP proposed revisions: Final OTC review draft
- Attachment B – OHP proposed revisions: Final OTC review draft (public review draft - track changes)
- Attachment C – OHP Appendix C proposed revisions: Final OTC review draft
- Attachment D – OHP Appendix C proposed revisions: Final OTC review draft (public review draft – track changes)

- Attachment E – Record of outreach
- Attachment F – Public comments and summary of public comments
- Attachment G – Draft Findings of Compliance with Oregon's Statewide Planning Goals

Information and other documentation are available on the OHP project Web site at:
http://www.oregon.gov/ODOT/TD/TP/OHP_AM.shtml

Copies (w/attachments) to:

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Oregon Transportation Commission Review Draft

Policy Element

Goal 1: System Definition

To maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon's local, regional, and statewide economies and livability of its communities.

Overview

The state highway classification system divides state highways into five categories based on function: Interstate, Statewide, Regional, District, and Local Interest Roads. Supplementing this base are four special purpose classifications: land use, statewide freight routes, scenic byways, and lifeline routes. These address the special expectations and demands placed on portions of the highway system by land uses, the movement of trucks, the Scenic Byway designation, and significance as a lifeline or emergency response route. Information contained in these special designations supplement the highway classification system and will be used to guide management, needs analysis, and investment decisions on the highway system.

The System Definition section also includes policies on highway mobility standards and major improvements, which further define state highway management goals and objectives.

STATE HIGHWAY CLASSIFICATION SYSTEM

Background

The 1991 Highway Plan's Level of Importance Policy classified the state highway system into four levels of importance (Interstate, Statewide, Regional and District) to provide direction for managing the system and a basis for developing funding strategies for improvements. Realizing that limited funding would not allow all the statewide highways to be upgraded, the 1991 Highway Plan also designated some of the statewide highways as the Access Oregon Highway system to focus needed improvements. The goal of the Access Oregon Highway system was to provide an efficient and effective system of highways to link major economic and geographic centers.

Congress adopted the highway routes in the National Highway System (NHS) as part of the National Highway System Designation Act of 1995. In Oregon, the National Highway System highways include all the Interstate and Statewide Highways and Access Oregon Highways except for Oregon Highway 82. To reduce the redundancy between Level of Importance, Access Oregon Highways and the National Highway System and to define a highway classification system that is consistent with the National Highway System, this Highway Plan has adopted the National Highway System as the primary classification and retained the Regional and District categories from the Level of Importance

system. Oregon Highway 82 in Wallowa and Union Counties will remain a Statewide Highway. This ensures that every county in Oregon has a link to the rest of the state through the Statewide Highway network.

Congress also designated major intermodal connectors as part of the National Highway System. These roads, some owned by the state and some by local jurisdictions, are located in Astoria, Boardman, Coos Bay-North Bend, Eugene, Medford and Portland. (These roads are listed in Appendix E.) They link airports, ports, rail terminals, and other passenger and freight facilities to Interstate and Statewide Highways, and are of particular importance to Oregon's economy. State-owned intermodal connectors are either Regional or District Highways and are managed according to their state highway classification.

The classification system also recognizes that certain roads which are currently state highways function primarily as local roads. In cooperation with local governments, ODOT will develop a process to identify these roads which may be transferred to local jurisdictions in accordance with Policy 2C of this plan. The process will also consider the transfer of local highways and roads that serve primarily state interests to state jurisdiction.

ODOT will use the state highway classification system to guide management and investment decisions regarding state highway facilities. The system will be used in the development of corridor plans, transportation system plans, major investment studies, review of local plan and zoning amendments, periodic review of local comprehensive plans, highway project selection, design and development, and facility management decisions including road approach permits.

The broad classification defined in Action 1A.1 will be complemented by specific subcategories and designations defined in other policies within this plan (see Policies 1B, 1C, 1D, 1E, 1F, and 3A). These subcategories and designations are policy-specific; the overall state highway classification defined in Policy 1A forms the basis for the classification system. The classification map in this plan and Appendix D detail the application of the state highway classification system to specific highways.

The categories recognize that different highway types have importance for certain areas and users. The categories are not the same as the federal government's functional classification system. It is the responsibility of the Oregon Transportation Commission to establish and modify the classification systems and the routes in them.

Policy 1A: State Highway Classification System

It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

Action 1A.1

Use the following categories of state highways, and the list in Appendix D, to guide planning, management, and investment decisions regarding state highway facilities:

- **Interstate Highways** (NHS) provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

- **Statewide Highways** (NHS) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.

- **Regional Highways** typically provide connections and links to regional centers, Statewide or interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.

- **District Highways** are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.

- **Local Interest Roads** function as local streets or arterials and serve little or no purpose for through traffic mobility. Some are frontage roads; some are not eligible for federal funding. Currently, these roads are District Highways or unclassified and will be identified through a process delineated according to Policy 2C. The management objective is to provide for safe and efficient, low to moderate speed traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. ODOT will seek opportunities to transfer these roads to local jurisdictions.

Action 1A.2

By action of the Oregon Transportation Commission upon consultation with affected local governments, classify and/or develop Expressways as a subset of Statewide, Regional and District Highways.

Expressways provide for high speed and high volume traffic with minimal interruption on highways like the Salem Parkway.

a. Definition. Expressways are complete routes or segments of existing two-lane and multi-lane highways and planned multi-lane highways that provide for safe and efficient high speed and high volume traffic movements. Their primary function is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas. In urban areas, speeds are moderate to high. In rural areas, speeds are high. Usually there are no pedestrian facilities, and bikeways may be separated from the roadway.

In this classification, "expressway" refers to the kind and number of accesses allowed on a highway segment. It does not refer to the ownership of access rights. Other characteristics include the following:

- Private access is discouraged;

  – There is a long-range plan to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available;

  – Access rights will be purchased and a local road network may be developed consistent with the function of the roadway;

- Public road connections are highly controlled;

- Traffic signals are discouraged in rural areas;

- Nontraversable medians may be considered for safety and operations purposes; and

- Parking is prohibited.

b. Classification. Initiation of the process to classify Expressways will occur as a result of a corridor planning process, ODOT special study or action of the Transportation Commission.

Because of the importance of maintaining system mobility, the Transportation Commission will classify new Expressways as a subset of National Highway System (Interstate and Statewide) highways in consultation with local governments.

The Transportation Commission will classify new Expressways as a subset of Regional and District Highways with the agreement of directly affected local governments.

Highways that are already limited access will be automatically classified as Expressways by the Transportation Commission. These are highways where ODOT owns the access rights and direct access is not allowed and where users enter or exit the roadway only at interchanges.

c. Criteria. Highways proposed to be Expressways will be classified on the basis of the following criteria:

- Importance as an NHS route with high volumes of traffic;

- Designation as a part of the State Highway Freight System;

- Designation as a safety corridor; or

- Function as an urban bypass.

The process of classifying segments as Expressways will first focus on highway segments where posted speeds are 50 miles per hour or greater.

Action 1A.3

Conduct a study of highway classifications statewide at least every six years to ensure that the classifications of highways are appropriate to their function. Consider changing the classification of a state highway if the function of the highway has changed significantly since its original classification or the function does not fi t the classification description. The classification change will be effective when the Oregon Transportation Commission adopts the change as part of a corridor plan or other planning process.

Goal 2: System Management

To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that:

- *Safeguards the state highway system by maintaining functionality and integrity;*
- *Ensures that local mobility and accessibility needs are met; and*
- *Enhances system efficiency and safety.*

Overview

Working towards a seamless highway and road system is a goal based on the need to increase system efficiencies in an environment of limited funding. The term "seamless" implies an integrated system in which a user does not recognize changes in jurisdiction or responsibilities. The state highways and local roads function as a single, integrated system. It is a system where:

- System efficiencies and safety are enhanced through interjurisdictional partnerships;
- Management responsibilities of two or more agencies are consolidated at a single agency to achieve more consistent roadway function and management;
- Duplicative functions such as maintenance responsibilities are eliminated through cooperative agreements between state and local jurisdictions;
- Technologies, such as Intelligent Transportation System technologies, are compatible across jurisdictional boundaries; and
- Federal, state, and local funding sources are flexible for improvements that provide the most benefit, regardless of management responsibilities.

INTERJURISDICTIONAL RELATIONS

Background

The Oregon Transportation Plan acknowledges that the relationships between federal, regional, and local jurisdictions and ODOT are crucial for the future of the state's highway system. It also recognizes that ODOT has direct relationships with citizens, businesses and affected communities that must be fostered and maintained.

As funding for transportation continues to lag behind the rate of inflation and maintenance needs, the ability to form partnerships and find efficiencies to stretch scarce resources farther will become more important for both economic development and quality of life issues throughout the state.

Three overlapping components would further interjurisdictional relationships:

- Creation of cooperative partnerships;
- Funding of off-system improvements; and
- Interjurisdictional transfer of roads.

Improving the relationship between ODOT and local jurisdictions is a starting point for increasing efficiency and eventually creating a seamless transportation system. An integrated system can reduce the confusion created by overlapping jurisdictions, services, and development requirements. Such a seamless system would share decision-making authority through cooperative arrangements to develop, operate, and maintain the state highway and local road systems. Partnership opportunities between ODOT, local jurisdictions, and federal agencies are necessary to help meet both state and local needs.

ODOT should also consider off-system improvements as a means of enhancing the state/regional transportation system. Off-system improvements may provide a cost-effective alternative to increasing the capacity of the state highway system, while helping to meet both state and local needs. ODOT can accomplish off-system improvements to enhance or preserve the state highway system by funding specific local modernization projects that will provide direct benefits to the state highway system or by involving ODOT staff in planning efforts to identify and address future local land use or transportation activities that will have an impact on the state highway system. This policy does not represent a commitment of funds to specific local projects.

Interjurisdictional road transfers (from ODOT to local jurisdictions or from local jurisdictions to ODOT) currently occur on an ad hoc basis, with basic issues such as condition at time of transfer, funding for maintenance, and ongoing operational responsibilities negotiated on a case-by-case basis. These transfers should occur on a more systematic basis.

ODOT recognizes that, with limited funding, segments of state highways that do not serve statewide functions will receive less attention than they deserve. These segments are often urban arterials primarily serving local traffic, frontage roads, farm-to-market roads and other roads that function like city and county streets and roads. ODOT sees its role as serving mainly regional and statewide interests. ODOT and local jurisdictions may enter into an agreement to transfer jurisdiction and ownership of highway segments to the jurisdiction when it is in the best interest of highway users for specific segments of state highways. To appropriately align responsibilities for these state-owned Local Interest Roads, ODOT proposes to develop a process with cities and counties to transfer them to local jurisdictions.

At the same time, there are local roads that are serving primarily through traffic or providing connections between state highways. Local governments and ODOT may be interested in transferring these to state jurisdiction.

The Oregon Transportation Plan stresses the importance of public participation, information, and education in the development and implementation of policies, programs, and projects to achieve the State's transportation goals. In Policy 2D ODOT recognizes that public involvement programs are an important part of building relationships with users and communities to ensure that highway development and maintenance projects meet Oregonians' needs.

Policy 2A: Partnerships

It is the policy of the State of Oregon to establish cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system. These partnerships are relationships among ODOT and state and federal agencies, regional governments, cities, counties, tribal governments, and the private sector.

Action 2A.1

Support planning and development of highway and local road projects that enhance the seamless qualities of a transportation system which balances state, regional, and local needs.

Action 2A.2

Continue and increase the number of partnerships with federal agencies, tribal governments, and regional and local jurisdictions to share planning, development, operational and maintenance responsibilities, and address aspects of a seamless management system. Seek funding for the partnership process.

Action 2A.3

Investigate the legality of combining federal, state, regional, local and/or private funding to achieve the most effective, efficient expenditure of public money for transportation; encourage flexibility in the application of such funds.

Action 2A.4[16]

Consult with local and regional government(s) regarding the potential for local participation on major modernization projects considered for inclusion in the STIP. Local participation shall consider the size and financial capabilities of the jurisdiction(s). Participation may include but is not limited to contributions to funding, in-kind services and materials, improvements to local street circulation that support the state highway, benefits to non-auto modes, land use actions and other enhancements.

When major improvements to or replacement of an interchange are necessary, work in partnership with local and regional government(s) regarding financial participation, right-of-way contributions, and other enhancements. These partnerships are of particular importance when amendments are proposed to acknowledged comprehensive plans, interchange management plans are adopted or changes in zoning increase the intensity of development.

Action 2A.5

Establish partnerships with the private sector where doing so will provide cost efficiencies to the state and advance state goals.

Action 2A.6

With Washington State, support cooperative strategic planning for the bi-state Columbia River bridges and coordinate other transportation projects in corridors approaching the bridges on each side of the river.

Action 2.A.7[17]

Negotiate with the private sector to leverage funds, right-of-way contributions, or off-system improvements when major highway improvements benefit specific properties planned for development, where changes are proposed or have occurred to the relevant comprehensive plan or where development has occurred or will occur that necessitate major highway improvements.

Policy 2B: Off-System Improvements

It is the policy of the State of Oregon to provide state financial assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system if:

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[16] Action 2A.4 was amended January 19, 2006, Amendment 06-18.
[17] Action 2A.7 was added January 19, 2006, Amendment 06-18.

- *The off-system costs are less than or equal to on-system costs, and/ or the benefits to the state system are equal to or greater than those achieved by investing in on-system improvements;*

- *Local jurisdictions adopt land use, access management and other policies and ordinances to assure the continued benefit of the off-system improvement to the state highway system;*

- *Local jurisdictions agree to provide advance notice to ODOT of any land use decisions that may impact the off-system improvement in such a way as to adversely impact the state highway system; and*

- *Local jurisdictions agree to a minimum maintenance level for the off-system improvement that will assure the continued benefit of the off-system improvement to the state highway system.*

Action 2B.1

Establish statewide criteria to identify and prioritize potential off-system improvements.

Action 2B.2

Develop a model intergovernmental agreement that addresses access management and land use restrictions, notification requirements, design standards, and maintenance issues.

Action 2B.3

Continue to participate in local transportation and land use planning to identify and mitigate potential actions that will adversely impact the state highway system or undermine the benefits to the state system of off-system improvements.

Action 2B.4

In preparing corridor plans, transportation system plans and project plans, work with local governments to identify and evaluate off-system improvements that would be cost-effective in improving performance of the state highway.

Policy 2C: Interjurisdictional Transfers

It is the policy of the State of Oregon to consider, in cooperation with local jurisdictions, interjurisdictional transfers that:

- *Rationalize and simplify the management responsibilities along a particular roadway segment or corridor;*
- *Reflect the appropriate functional classification of a particular roadway segment or corridor; and/or*
- *Lead to increased efficiencies in the operation and maintenance of a particular roadway segment or corridor.*

Action 2C.1

Working with local governments, define criteria for identifying state roads and highways that serve primarily local interests and local highways, roads, and streets that serve primarily state interests. The criteria should address land use, trip purposes, highway mobility standards, and access management.

Identify potential roads and highways for interjurisdictional transfer. The state roads and highways to be transferred to local jurisdictions may include:

- Urban arterials serving primarily local travel needs;
- Urban streets that have remained state-owned after a parallel major improvement has been constructed;
- Frontage roads;
- Farm-to-market roads;
- Other roads that function like county roads; and
- Connector roadways between highways. (These facilities do not include continuous highway segments that extend through a local jurisdiction.)

Local roads to be transferred to the state may include:

- Urban arterials that serve mainly through traffic; and
- Rural routes that have a statewide economic importance.

Action 2C.2

Establish criteria to guide decisions to transfer roads, including appropriate compensation, roadway conditions, maintenance agreements, protection of freight mobility, and management and operational standards to maintain the functionality of the facility. Criteria for consideration of transfers should include but are not limited to:

- The importance of the facility to the functionality of the statewide system and the impacts of the transfer on that functionality. Changes in maintenance, highway mobility, or other standards resulting from the transfer should not negatively impact the function of other nearby state facilities;
- The land use vision of the local community;
- The condition or standard of the facility at the time of transfer and its meeting an agreed upon serviceability standard; and
- Appropriate compensation for the exchange that is determined during negotiation through an analysis which equalizes or balances the relative values of each transaction between the State and the local jurisdiction. In addition to providing compensation to the local jurisdiction pursuant to ORS 366.762 or 366.800, ODOT may agree to provide funds out of the State Highway Fund to address the additional costs to the county or city for the construction, repair, maintenance or improvement of the transferred road pursuant to ORS 374.329.

In addition, agreements between the state and a local jurisdiction should document design limits that protect freight mobility.

Action 2C.3

Develop a decision-making process for interjurisdictional transfers that includes the following:

- The Oregon Transportation Commission finds that the state highway is no longer needed to meet the functional needs of the system, or the local road is needed to meet the functional needs of the state system. The Oregon Transportation Commission solicits comments from the affected jurisdictions and the public;
- The State signs an intergovernmental agreement with the local jurisdiction which addresses compensation, roadway conditions, access management, freight mobility, maintenance, and operational standards;
- The local jurisdiction and ODOT both agree in writing to the transfer; and

- The extent and legal standing of any existing access rights and access management controls is documented and not contested by ODOT or the local jurisdiction.

Policy 2D: Public Involvement

It is the policy of the State of Oregon to ensure that citizens, businesses, regional and local governments, state agencies, and tribal governments have opportunities to have input into decisions regarding proposed policies, plans, programs, and improvement projects that affect the state highway system.

Action 2D.1

Conduct effective public involvement programs that create opportunities for citizens, businesses, regional and local governments, state agencies, and tribal governments to comment on proposed policies, plans, programs, and improvement projects.

Action 2D.2

Increase public information and education about construction, operations, and maintenance activities.

Action 2D.3

Coordinate with local governments and other agencies to ensure that public involvement programs target affected citizens, businesses, neighborhoods, and communities, as well as the general public.

Action 2D.4

Evaluate agency public involvement programs on a regular basis to ensure the programs are effective in involving a broad range of the public in agency planning and decision-making processes.

Goal 3: Access Management

To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure the statewide movement of goods and services, support economic development, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles, transit, pedestrians and bicyclists.

Overview

Access management is balancing access to developed land to promote economic development while ensuring movement of traffic in a safe and efficient manner. To achieve effective transportation it is necessary to have a blend and balance of road facilities. Each performs its unique function since no single class of highway can provide both high levels of movement and high levels of access to property. The spectrum ranges from freeways that provide for ease of movement through higher speeds, higher capacity and freedom from interruption to local residential streets that serve a diverse group of users from pedestrians to garbage collectors and emergency response vehicles by providing ease of access through slow speeds and numerous driveways.

Because expanding population growth and transportation needs are placing increasing demands on the state highway system, there is intense pressure to allow businesses and individuals extensive access to the roadways. Access can be managed a number of different ways, including freeway interchange placement and design, driveway and road spacing and design, traffic signal location, median design and spacing of openings, connectivity and the use of turn lanes. The challenge is to determine how to best apply these access management techniques on Oregon's state highway system to safely protect the highway efficiency and investment, contribute to the health of Oregon's local, regional and statewide economies, and support and maintain livable communities.

Implementation of access management is essential if the safety, efficiency and investment of the existing and planned state highways are to be protected. Roads link together as a chain, and the roadway system is only as effective as its weakest link. The amount of access and how it is allowed to a state highway is a critical factor in determining how long the facility can remain functional, and is the largest contributor to safety. An uncontrolled number of driveways to a highway can cause it to be very unsafe, and some highways will not serve their intended function to carry people, freight, and goods throughout the state. Implementation of access management techniques produces a more constant traffic flow, which helps to reduce congestion, fuel consumption and air pollution.

ACCESS MANAGEMENT

Background on Road Approaches (Driveways and Public Road Connections)

In Oregon, prior to 1949, a property owner could build a road approach (driveway or public road connection) to a highway at any location without obtaining permission. The State Legislature realized that highways would not operate safely or efficiently if this practice continued, and in 1949 a statute was passed that required all parties to receive written permission from ODOT or county governments, as appropriate, before constructing an approach road.

Since that time, property owners adjacent to state highways have been required to obtain an approach road permit from ODOT even though they have a "common law" right of access to the state highway. The common law right allows them to access the highway, and the permit process determines how and where the approach road can be safely constructed. While the statute requires that owners be allowed to access their property, it does not ensure that they can have an approach road wherever they desire. For example, ODOT is not obligated to issue an approach road permit in a location that creates unsafe conditions on the highway.

ODOT has the authority to purchase the right of access from property owners where appropriate. In some cases, such as along Interstate Highways, ODOT purchases the right of access in its entirety and the property owner no longer has any common law right to access the highway. In this case, a statement in the property owner's chain of title will show that the right of access has been conveyed to ODOT.

In other cases, ODOT purchases access rights just along portions of properties. Gaps, called "reservations of access," may remain along the property's frontage. The reservation of access gives a property owner the common law right of access to the state highway only at specific locations. The property owner must still apply for a road approach permit at these locations.

Having a reservation of access in the deed does not guarantee that ODOT will permit a driveway at that location, nor does a right of access imply a guarantee for full ingress or egress movements. For example, in the time since the reservation of access was established, traffic volumes may have increased significantly, travel speeds on the highway may have risen, the highway design may have changed (for example, by adding a passing lane), other approach roads may be too close, or alternate street connections may have been built. Any of these cases could make a new approach road unsafe or otherwise inappropriate.

In these cases, however, ODOT must still ensure that property owners have reasonable access to their property. If there is no reasonable access to the property leaving the property landlocked, ODOT may be required to purchase the property. Additionally, properties which have reservations of access may be entitled to additional compensation if an approach road is denied at the reservation location. The type and level of compensation will be determined through appropriate right-of-way processes.

Scope of the Policies

The Access Management Policies and the standards in Appendix C shall be applied to the development of all ODOT highway construction, reconstruction or modernization projects and approach road permits, as well as all planning processes involving state highways, including corridor plans, refinement plans, state and local transportation system plans and local comprehensive plans.

- All highway plans, including corridor plans and refinement plans, which have not been adopted on or before the effective date of the Access Management Policies, shall be subject to these policies. Local and regional transportation system plans adopted after January 1, 2012 shall be subject to these policies.

- All projects which have not published the draft environmental document at the effective date of the Access Management Policies shall be subject to these policies.

- Projects which have published the draft environmental document prior to the effective date of the Access Management Policies shall be evaluated individually by the Region Manager to determine to what extent these policies should be implemented.

The Access Management Policies and the spacing standards in Appendix C, as implemented in the OAR 734, currently implemented as Division 51 (Access Management Rule), apply to local governments, private applicants, and state agencies, including ODOT, in the following instances:

- All approach road and private road crossing requests for approaches to state highways.

- New state highway construction projects and new highway plans.

- Any reconstruction or modernization work on state highways.

Deviations from the standards can be considered where the standards in the Access Management Rule are not met.

All proposed traffic control devices on the state highway system must have prior approval of the State Traffic Engineer and may include criteria not set forth in these policies.

Policy 3A: Classification and Spacing Standards

It is the policy of the State of Oregon to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure the safe and efficient operation of state highways consistent with the classification and function of the highways.

Action 3A.1

Manage access to state highways based on highway classification, traffic volumes, speed, safety and operational needs to protect the function of each highway classification as explained below:

1. Freeways (NHS) – Interstate and Non-Interstate

(Examples: Interstate 5, Interstate 84, and Oregon Route 217, US Route 26 from Interstate 405 west to Oregon Route 6 (Non-Interstate))

- Freeways are multi-lane highways that provide for the most efficient and safe high speed and high volume traffic movement.
- Interstate Freeways are subject to federal interstate standards as established by the Federal Highway Administration.
- Freeways are subject to ODOT's Interchange Policy.
- ODOT owns the access rights and direct access is not allowed. Users may enter or exit the roadway only at interchanges.

  – Preference is given to through traffic.

  – Driveways are not allowed.
- Traffic signals are not allowed.
- Parking is prohibited.
- Opposing travel lanes are separated by a wide median or a physical barrier.
- Grade separated crossings that do not connect to the freeway are encouraged to meet local transportation needs and to enhance bicycle and pedestrian travel.
- The primary function is to provide connections and links to major cities, regions of the state, and other states.

2. Statewide Highways (NHS)

(Examples: Oregon Route 58, Oregon Route 42, US Route 30, US Route 97, and US Route 20)

a. Rural Expressways on Statewide Highways

- Expressways are to be designated by action of the Oregon Transportation Commission in consultation with affected local governments. (See Action 1A.2.)

- Expressways are existing two lane and multi-lane highways or planned highways that provide for safe and efficient high speed and high volume traffic movements.

- Private access is discouraged.

  – The long-range plan for improving the function of Expressways to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available.

  – Access rights will be purchased and a local road network may be developed consistent with the function of the roadway.

- Public road connections are highly controlled and must be spaced appropriately. Future grade separations (interchanges) may be an option. Compatible land use actions may be necessary and shall be included in local comprehensive plans.

- Traffic signals are discouraged.

- Nontraversable medians are the typical median treatment to be constructed in the modernization of multi-lane Expressways with traversable medians.

- Parking is prohibited.

- The primary function of Expressways is to provide connections to larger urban areas, ports and major recreation areas with minimal interruptions.

b. Other Rural Statewide Highways[18]

- Statewide Rural Highways provide for high speed, continuous flow and through traffic movement.

[18] Nomenclature for highways with no special designations ("other") has been changed here and throughout this section for consistency with Policy 1B changes made August 17, 2005, Amendment 05-16.

- On Statewide Highways multiple direct accesses to the abutting property is discouraged where other alternatives exist.

- The function of the highway is consistent with purchasing access rights. As the opportunity arises, access rights should be purchased. Preference is to purchase access rights in full.

- The primary function of these highways is to provide connections to larger urban areas, ports and major recreation areas of the state not served by Freeways or Expressways.

c. Urban Expressways (Not inconsistent with, but supplemental to Statewide Rural Expressways.)

- Traffic signals are discouraged. Where signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.

- Median treatments are considered in accordance with Action 3B.3.

- **d. Other Urban Highways** (Not inconsistent with, but supplemental to other Rural Statewide Highways.) Statewide Urban Highways provide high to moderate speed operations with limited interruptions in traffic flow.

e. Urban Business Areas (UBAs) (See Policy 1B.)[19]

- UBA standards may apply to a highway segment under two sets of circumstances:

- Where highway posted speed is 35 mph or lower, the UBA standards apply automatically.

- UBAs may be formally designated on higher speed highways where the designation is consistent with a corridor plan and/or local transportation system plan and agreed upon by ODOT and the local government.

- Access spacing standards in areas where the UBA standards apply are based upon posted speeds.

- Direct property access is less limited than on Statewide Urban Highways.

[19] UBA information modified for consistency with Amendment 05-16, August 17, 2005.

- Purchase of access control may be of lesser importance and access to adjacent land use is a higher priority.
- Redevelopment and infill development are encouraged.
- The needs of local auto, pedestrian, bicycle and transit movements to the area are balanced with the through movement of traffic.

f. Special Transportation Areas (STAs) (See Policy 1B.)[20]

- STAs must be consistent with a corridor plan and/or local transportation system plan and agreed upon in writing by ODOT and the local government.
- STAs apply to a highway segment.
- Direct public street connections and shared on-street parking are encouraged.
- Direct property access is limited.
- Purchase of access control may be of lesser importance and access to adjacent land use for all modes is a higher priority.
- Redevelopment and infill development are encouraged.
- Local auto, pedestrian, bicycle and transit movements to the area are generally given more importance than the through movement of traffic.

3. Regional Highways

(Examples: Oregon Route 99E, Oregon Route 138, Oregon Route 31, and Oregon Route 207)

a. Rural Expressways (Not inconsistent with, but supplemental to Statewide Rural Expressways.)

- The primary function of these highways is to provide connections and links to regions within the state, and between small urbanized areas and larger population centers.

b. Other Rural Highways

[20] STA information modified for consistency with Amendment 05-16, August 17, 2005.

- Regional Rural Highways provide for efficient and safe medium to high speed and medium to high volume traffic movements.

- These highways serve as routes passing through areas which have moderate dependence on the highway to serve land access.

- The function of the highway supports selected acquisition of access rights. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, preserving highway capacity on land adjacent to an urban growth boundary, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

- The primary function of these highways is to provide connections and links to regions within the state, and between small urbanized areas and larger population centers through connections and links to Freeways, Expressways, or Statewide Highways.

c. Urban Expressways (Not inconsistent with, but supplemental to Regional Rural Expressways.)

- Where traffic signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.

- Median treatments are considered in accordance with Action 3B.3.

d. Other Urban Highways (Not inconsistent with, but supplemental to other Regional Rural Highways.)

- The function of the highway is consistent with selected acquisition of access rights. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

e. Urban Business Areas (UBAs) (See Policy 1B). Same as Urban Business Areas on Statewide Highways.)

f. Special Transportation Areas) (STAs) (Same as Special Transportation Areas on Statewide Highways.)

4. District Highways and Local Interest Roads

(Examples: Oregon Route 10, Oregon Route 34, Oregon Route 238, Oregon Route 27 and Oregon Route 86)

a. Rural Expressways (Not inconsistent with, but supplemental to, Statewide Rural Expressways.)

- The primary function of these highways is to provide connections and links to intercity, inter-community and intracity movements.

b. Other Rural Highways

- These highways provide for safe and efficient medium speed and medium- to high-volume traffic movements.
- Traffic movement demands and access needs are more evenly balanced.
- The function of the highway supports acquisition of access rights in limited circumstances, recognizing the balanced demands of traffic movement and access needs. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, preserving highway capacity on land adjacent to an urban growth boundary, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.
- The primary function of these highways is to provide connections and links to intercity, inter-community and intracity movements.

c. Urban Expressways (Not inconsistent with, but supplemental to District Rural Expressways.)

- Where traffic signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.
- Median treatments are considered in accordance with Action 3B.3.

d. Other Urban Highways (Not inconsistent with, but supplemental to other District Rural Highways.)

- The function of the highway is consistent with acquisition of access rights in limited circumstances, recognizing the balanced demands of traffic movement and access needs. Purchase of access rights should be considered where

beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

e. **Urban Business Areas (UBAs)** (See Policy 1B. Same as Urban Business Areas on Statewide Highways.)

f. **Special Transportation Areas (STAs)** (Same as Special Transportation Areas on Statewide Highways.)

Action 3A.2

Establish spacing standards on state highways based on highway classification, type of area and speed. The tables in Appendix C show the access spacing standards which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs.

- These standards shall be applied to the development of all ODOT highway construction, reconstruction or modernization projects, approach road and private road crossing permits, as well as all planning processes involving state highways, including corridor studies, refinement plans, state and local transportation system plans and local comprehensive plans.

- These standards do not retroactively apply to legal approach roads or private road crossings in existence prior to January 1, 2012, except or until any change of use, or highway construction, reconstruction or modernization project affecting such legal approach roads or private road crossings occurs. At that time the goal is to meet the appropriate spacing standards, if possible, but at the very least to improve current conditions by moving in the direction of the access management standards (Access Management Rule).

- When infill development occurs, the goal is to meet the appropriate access management standards. In some cases this may not be possible, and at the very least the goal is to improve the current conditions by moving in the direction of the access management standards. Thus, infill development should not worsen current approach road spacing. This may involve such options as joint access.

- In some cases new access will be allowed to a property at less than the designated spacing standards, but only where a right of access exists and the designated spacing cannot be accomplished. If possible, other options should be considered such as joint access.

- If ODOT action causes a property to become landlocked (no reasonable access exists) and no other means of providing access is, or can be made available, ODOT might be required to purchase the property. (Note: If a

hardship was created by the property owner or his predecessor in title, such as by partitioning or subdividing a property, ODOT does not have responsibility for purchasing the property.)

Action 3A.3

Manage the location and spacing of traffic signals on state highways to ensure the safe and efficient movement of people and goods. Safe and efficient traffic signal timing depends on optimal intersection spacing. It is difficult to predetermine where such locations should exist, although half-mile intersection spacing for Statewide and Regional Highways is desirable. The following are critical elements in planning an interconnected traffic signal system:

- Signalized intersection capacity and operation analysis must take into account lane balance of existing and future (20-year projection) traffic volumes.

- The progression bandwidth must equal or exceed that required to accommodate the through volume on the state highway at the most critical intersection during all peak periods. The most critical intersection is defined as the intersection carrying the highest through volume per lane on the state highway. The State Traffic Engineer or designated representative shall approve signal progression parameters and analysis methodology.

- All signals must provide for adequate vehicle storage that does not encroach on the operation of adjacent lanes and signalized intersections.

- The common cycle length for the interconnected traffic signal system must provide for adequate pedestrian crossing times.

- The speed of the progressed traffic band should be no more than five miles per hour below the existing posted speed for both directions of travel during the off-peak periods, nor more than 10 miles per hour below the existing posted speed during peak periods. Approval of the State Traffic Engineer or designated representative is required where speeds deviate more than the above.

Action 3A.4

In general, traffic signals should not be installed on rural high-speed highways because they are inconsistent with the function of these highways to provide for safe and efficient high-speed travel. Although a rural traffic signal may be warranted in a particular instance to control traffic due to existing conditions, ODOT and local governments must avoid creating conditions that would make future traffic signal installations necessary in rural areas. Amendments to local comprehensive plans or land use ordinances that would require a traffic signal on rural highways are inconsistent with the function of the highway.[21]

Action 3A.5

Some private approach roads may have characteristics similar to public road approaches. Such similarities may allow a private approach road to operate as a public road approach. For a private approach road to be considered for a signal, it must have the following attributes:

- High traffic volumes, typically 200 vehicles or more during the peak period;
- Design geometry consistent with that of public road intersections including curbs, appropriate lane widths, pavement markings and vertical alignment; and
- An adequate approach throat length to assure that the movement of entering vehicles is not impeded by on-site queuing.

Signalization of a private approach road shall be dependent upon meeting signal spacing criteria considering the likelihood that nearby locations may be signalized in the future as development occurs in the area. Signal spacing concerns may require that a route be established to a nearby public street that can be signalized at its intersection with the state highway, or a shared private driveway may be required to serve the needs of multiple properties. If a private approach road is considered, it should also be required to connect to the existing or planned local street system and allow use by surrounding properties

Policy 3B: Medians

It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use development patterns that are consistent with approved comprehensive plans including transportation system plans.

Action 3B.1

Plan for a level of median control necessary for the safe and efficient operation of state highways, consistent with the classification of the highway. When median treatments are planned, corridor plans and transportation system plans will identify those treatments.

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[21] Typically, based on guidance provided in the *Manual on Uniform Traffic Control Devices*, rural traffic signals are not warranted. Rural traffic signals are unexpected by the motorist who is unfamiliar with the location, requiring longer than normal time for drivers to react. Rural highway speeds are typically very high, requiring longer stopping sight distance.

Action 3B.2

Design and construct nontraversable medians for:

- All new multi-lane highways constructed on completely new alignment; and
- Modernization of all rural, multi-lane Expressways, including Statewide (NHS), Regional and District.

Action 3B.3

Consider construction of nontraversable medians for:

- Modernization of all urban, multi-lane Statewide (NHS) Highways;
- Modernization of all urban, multi-lane Regional Highways where posted speeds are 45 mph (70 km/h) or greater;
- Multi-lane highways undergoing 3-R or 4-R improvements; and
- Highways not undergoing modernization where a median would improve safety.

In the four instances listed above, consideration shall occur when any of the following criteria are present:

- Forecasted average daily traffic is anticipated to be 28,000 vehicles per day during the 20-year planning period;
- The annual accident rate is greater than the statewide annual average accident rate for similar roadways;
- Pedestrians are unable to safely cross the highway, as demonstrated by an accident rate that is greater than the statewide annual average accident rate for similar roadways; and/or
- Topography and horizontal or vertical roadway alignment result in inadequate left-turn intersection sight distance and it is impractical to relocate or reconstruct the connecting approach road or impractical to reconstruct the highway in order to provide adequate sight distance.
- Specific attention to two-lane highways so that freight mobility requirements are met.

Reasons for not using nontraversable medians in project development when any of these conditions are present must be documented and reviewed and approved by the Region Manager. Reasons for not using nontraversable medians in project development should include documentation of consultation with representatives of the freight industry and automobile users and may include representatives of local government, business groups and other transportation stakeholders.

A nontraversable median with plantings on Pacific Highway West in Eugene.

Action 3B.4

Full and directional median openings shall be:

- Restricted to locations that conform to ODOT's spacing standard s as shown in Appendix C; and
- Designed with a left-turn bay and deceleration lane.

Full median openings will be given preference to a public road connection which is part of a continuous and comprehensive public road network.

Action 3B.5

Continuous two-way left-turn lanes are primarily used on urban highways. On urban Expressways, continuous two-way left-turn lanes are minimal; they will be approved in the future only as part of staged construction of nontraversable medians, and a strategy/plan to replace existing continuous two-way left-turn lanes with nontraversable medians will be developed.

Action 3B.6

Except on freeways, consider using raised median pedestrian refuge islands and mid-block crosswalks in urban areas that are pedestrian and/or transit oriented.

Policy 3C: Interchange Access Management Areas

It is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Action 3C.1

Develop interchange area management plans to protect the function of interchanges to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges.

Action 3C.2

To improve an existing interchange or construct a new interchange:

- The interchange access management spacing standards are shown in Appendix C;
- The standards do not apply retroactively to interchanges existing prior to adoption of this Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standards;
- Necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place;
- Access to cross streets shall be consistent with established standards for a distance on either side of the ramp connections so as to reduce conflicts and manage ramp operations. The Interchange Access Management Spacing Standards supersede the Access Management Classification and Spacing Standards (Policy 3A), unless the latter distance standards are greater (see Appendix C);
- Where possible, interchanges on Freeways and Expressways shall connect to state highways, or major or minor arterials;
- Interchanges on Statewide, Regional or District Highways may connect to state highways, major or minor arterials, other county or city roads, or private roads, as appropriate;

- The design of urban interchanges must consider the need for transit and park-and-ride facilities, along with the interchange's effect on pedestrian and bicycle traffic; and

- When possible, access control shall be purchased on crossroads for a minimum distance of 1320 feet (400 meters) from a ramp intersection or the end of a free flow ramp terminal merge lane taper.

Action 3C.3

Establish criteria for when deviations to the interchange access management spacing standards may be considered. The kinds of considerations likely to be included are:

- Location of existing parallel roadways (e.g., Highways 99W or 99E which parallel Interstate 5);

- Use of traffic controls;

- Potential queuing, increased delays and safety impacts; and

- Possible use of nontraversable medians for right-in/right-out movements.

Action 3C.4

When new approach roads or intersections are planned or constructed near existing interchanges, property is redeveloped or there is a change of use, wherever possible, the access spacing and operation standards in the Access Management Rule should be applied within the influence area of the interchange (measurements are from ramp intersection or the end of a free flow ramp terminal merge lane taper).

Action 3C.5

As opportunities arise, rights of access shall be purchased on crossroads around existing interchanges. Whenever possible, this protective buying should be for a distance of 1320 feet (400 meters) on the crossroads.

Action 3C.6

Plan for and operate traffic controls within the influence area of an interchange with the priority of moving traffic off the main highway, Freeway or Expressway and away from the interchange area. Within the Interchange Access Management Area, priority shall be given to operating signals for the safe and efficient operation of the interchange.

Action 3C.7

Use grade-separated crossings without connecting ramps to provide crossing corridors that relieve traffic crossing demands through interchanges.

Policy 3D: Deviations[22]

It is the policy of the State of Oregon to manage requests for state highway approach permits that require deviations from the adopted access management spacing standards and policies through an application process to ensure statewide consistency.

Action 3D.1

The Access Management Rule includes a procedure by which an applicant may request a state highway approach permit that requires a deviation from access management standards and policies.

Action 3D.2

Region Access Management Engineers review and act on requests for state highway approach permits that require deviations from the access management standards and policies.

Action 3D.3

Encourage the use of technical advisory committees to assist the Region Access Management Engineer in an advisory capacity in the review of requests for deviations from access management standards and policies where complex situations create the need for a multi-disciplinary approach. Members of a technical advisory committee shall have expertise in access management policies, roadway design standards, and traffic engineering, and may include technical persons who are not ODOT employees.

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[22] A Technical Correction dated December 20, 2004 (Amendment 04-13) made changes to the deviation section for consistency with the January 2004 amendments to OAR 734-051.

Action 3D.4

As consistent with state law established in ORS 374.312(7) and the Access Management Rule, deviations to the access management standards may be allowed. One or more deviation requests may be included in an application for one or more approaches that do not meet the standards. The kinds of considerations likely to be included are:

- Potential queuing, increased delays and safety impacts;
- Pedestrian and bicycle circulation;
- Use of traffic controls;
- Requirements for local road systems;
- Improvement of connectivity to adjacent properties or local road system;
- Plans that address an entire roadway segment (e.g., a transportation system plan);
- Potential need for channelization, such as for turn lanes;
- Possible use of nontraversable medians for right-in/right-out movements; and
- Sight distance from the approach, nearby intersections and on the mainline, including intersection sight distance and stopping sight distance.

The actual deviation criteria and process are established in ORS 374.312(7) and the Access Management Rule. These considerations above are meant to be consistent with these laws and provide additional perspective for helping to review deviation requests as well as identify potential actions to address safety.

Any request for spacing at less than the spacing standards set out in Appendix C shall be considered a deviation from the spacing standards. The applicant for a private approach must submit a traffic impact analysis, unless otherwise indicated by ODOT, to address a request for deviations from approach spacing standards.

Policy 3E: Appeals

It is the policy of the State of Oregon to manage appeals of approach permit decisions including approval subject to conditions, removal or modification of an approach, denied requests for approach roads and denied requests for deviations from adopted access management standards and policies through an appeals process to ensure statewide consistency with ORS 374.350 and the Access Management Rule.

Public Review Draft

The following revisions shown in track-changes include both the revisions in the October 6, 2011 draft public review version and the revisions to address public and staff comments. Revisions made after the October 6 public review draft are called out with comment boxes in this document.

Policy Element

Goal 1: System Definition

To maintain and improve the safe and efficient movement of people and goods and contribute to the health of Oregon's local, regional, and statewide economies and livability of its communities.

Overview

The state highway classification system divides state highways into five categories based on function: Interstate, Statewide, Regional, District, and Local Interest Roads. Supplementing this base are four special purpose classifications: land use, statewide freight routes, scenic byways, and lifeline routes. These address the special expectations and demands placed on portions of the highway system by land uses, the movement of trucks, the Scenic Byway designation, and significance as a lifeline or emergency response route. Information contained in these special designations supplement the highway classification system and will be used to guide management, needs analysis, and investment decisions on the highway system.

The System Definition section also includes policies on highway mobility standards and major improvements, which further define state highway management goals and objectives.

STATE HIGHWAY CLASSIFICATION SYSTEM

Background

The 1991 Highway Plan's Level of Importance Policy classified the state highway system into four levels of importance (Interstate, Statewide, Regional and District) to provide direction for managing the system and a basis for developing funding strategies for improvements. Realizing that limited funding would not allow all the statewide highways to be upgraded, the 1991 Highway Plan also designated some of the statewide highways as the Access Oregon Highway system to focus needed improvements. The goal of the Access Oregon Highway system was to provide an efficient and effective system of highways to link major economic and geographic centers.

Congress adopted the highway routes in the National Highway System (NHS) as part of the National Highway System Designation Act of 1995. In Oregon, the National Highway System highways include all the Interstate and Statewide Highways and Access Oregon Highways except for Oregon Highway 82. To reduce the redundancy between Level of Importance, Access Oregon Highways and the National Highway System and to define a highway classification system that is consistent with the National Highway System, this Highway Plan has adopted the National Highway System as the primary classification and retained the Regional and District categories from the Level of Importance system. Oregon Highway 82 in Wallowa and Union Counties will remain a Statewide Highway. This ensures that every county in Oregon has a link to the rest of the state through the Statewide Highway network.

Congress also designated major intermodal connectors as part of the National Highway System. These roads, some owned by the state and some by local jurisdictions, are located in Astoria, Boardman, Coos Bay-North Bend, Eugene, Medford and Portland. (These roads are listed in Appendix E.) They link airports, ports, rail terminals, and other passenger and freight facilities to Interstate and Statewide Highways, and are of particular importance to Oregon's economy. State-owned intermodal connectors are either Regional or District Highways and are managed according to their state highway classification.

The classification system also recognizes that certain roads which are currently state highways function primarily as local roads. In cooperation with local governments, ODOT will develop a process to identify these roads which may be transferred to local jurisdictions in accordance with Policy 2C of this plan. The process will also consider the transfer of local highways and roads that serve primarily state interests to state jurisdiction.

ODOT will use the state highway classification system to guide management and investment decisions regarding state highway facilities. The system will be used in the development of corridor plans, transportation system plans, major investment studies, review of local plan and zoning amendments, periodic review of local comprehensive plans, highway project selection, design and development, and facility management decisions including road approach permits.

The broad classification defined in Action 1A.1 will be complemented by specific subcategories and designations defined in other policies within this plan (see Policies 1B, 1C, 1D, 1E, 1F, and 3A). These subcategories and designations are policy-specific; the overall state highway classification defined in Policy 1A forms the basis for the classification system. The classification map in this plan and Appendix D detail the application of the state highway classification system to specific highways.

The categories recognize that different highway types have importance for certain areas and users. The categories are not the same as the federal government's functional classification system. It is the responsibility of the Oregon Transportation Commission to establish and modify the classification systems and the routes in them.

Policy 1A: State Highway Classification System

It is the policy of the State of Oregon to develop and apply the state highway classification system to guide ODOT priorities for system investment and management.

Action 1A.1

Use the following categories of state highways, and the list in Appendix D, to guide planning, management, and investment decisions regarding state highway facilities:

- **Interstate Highways** (NHS) provide connections to major cities, regions of the state, and other states. A secondary function in urban areas is to provide connections for regional trips within the metropolitan area. The Interstate Highways are major freight routes and their objective is to provide mobility. The management objective is to provide for safe and efficient high-speed continuous-flow operation in urban and rural areas.

- **Statewide Highways** (NHS) typically provide inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal. Inside Special Transportation Areas (STAs), local access may also be a priority.

- **Regional Highways** typically provide connections and links to regional centers, Statewide or interstate Highways, or economic or activity centers of regional significance. The management objective is to provide safe and efficient, high-speed, continuous-flow operation in rural areas and moderate to high-speed operations in urban and urbanizing areas. A secondary function is to serve land uses in the vicinity of these highways. Inside STAs, local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access.

- **District Highways** are facilities of county-wide significance and function largely as county and city arterials or collectors. They provide connections and links between small urbanized areas, rural centers and urban hubs, and also serve local access and traffic. The management objective is to provide for safe and efficient, moderate to high-speed continuous-flow operation in rural areas reflecting the surrounding environment and moderate to low-speed operation in urban and urbanizing areas for traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. Inside Urban Business Areas, mobility is balanced with local access.

- **Local Interest Roads** function as local streets or arterials and serve little or no purpose for through traffic mobility. Some are frontage roads; some are not eligible for federal funding. Currently, these roads are District Highways or unclassified and will be identified through a process delineated according to Policy 2C. The management objective is to provide for safe and efficient, low to moderate speed traffic flow and for pedestrian and bicycle movements. Inside STAs, local access is a priority. ODOT will seek opportunities to transfer these roads to local jurisdictions.

Action 1A.2

By action of the Oregon Transportation Commission upon consultation with affected local governments, classify and/or develop Expressways as a subset of Statewide, Regional and District Highways.

Expressways provide for high speed and high volume traffic with minimal interruption on highways like the Salem Parkway.

a. Definition. Expressways are complete routes or segments of existing two-lane and multi-lane highways and planned multi-lane highways that provide for safe and efficient high speed and high volume traffic movements. Their primary function is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas. In urban areas, speeds are moderate to high. In rural areas, speeds are high. Usually there are no pedestrian facilities, and bikeways may be separated from the roadway.

In this classification, "expressway" refers to the kind and number of accesses allowed on a highway segment. It does not refer to the ownership of access rights. Other characteristics include the following:

- Private access is discouraged;

  – There is a long-range plan to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available;

  – Access rights will be purchased and a local road network may be developed consistent with the function of the roadway;

- Public road connections are highly controlled;
- Traffic signals are discouraged in rural areas;
- Nontraversable medians ~~are encouraged~~ may be considered for safety and operations purposes; and
- Parking is prohibited.

b. Classification. Initiation of the process to classify Expressways will occur as a result of a corridor planning process, ODOT special study or action of the Transportation Commission.

Because of the importance of maintaining system mobility, the Transportation Commission will classify new Expressways as a subset of National Highway System (Interstate and Statewide) highways in consultation with local governments.

The Transportation Commission will classify new Expressways as a subset of Regional and District Highways with the agreement of directly affected local governments.

Highways that are already limited access will be automatically classified as Expressways by the Transportation Commission. These are highways where ODOT owns the access rights and direct access is not allowed and where users enter or exit the roadway only at interchanges.

c. Criteria. Highways proposed to be Expressways will be classified on the basis of the following criteria:

- Importance as an NHS route with high volumes of traffic;
- Designation as a part of the State Highway Freight System;
- Designation as a safety corridor; or

- Function as an urban bypass.

The process of classifying segments as Expressways will first focus on highway segments where posted speeds are 50 miles per hour or greater.

Action 1A.3

Conduct a study of highway classifications statewide at least every six years to ~~determine~~ ensure that the classifications of highways are appropriate to their ~~whether highways~~ function ~~as they are classified~~. ~~Conduct this study after the adoption of the Highway Plan as a special study of the classification system or as a part of corridor planning.~~ Consider changing the classification of a state highway if the function of the highway has changed significantly since its original classification or the function does not fi t the classification description. The classification change will be effective when the Oregon Transportation Commission adopts the change as part of a corridor plan or other planning process.

Goal 2: System Management

To work with local jurisdictions and federal agencies to create an increasingly seamless transportation system with respect to the development, operation, and maintenance of the highway and road system that:

- *Safeguards the state highway system by maintaining functionality and integrity;*
- *Ensures that local mobility and accessibility needs are met; and*
- *Enhances system efficiency and safety.*

Overview

Working towards a seamless highway and road system is a goal based on the need to increase system efficiencies in an environment of limited funding. The term "seamless" implies an integrated system in which a user does not recognize changes in jurisdiction or responsibilities. The state highways and local roads function as a single, integrated system. It is a system where:

- System efficiencies and safety are enhanced through interjurisdictional partnerships;
- Management responsibilities of two or more agencies are consolidated at a single agency to achieve more consistent roadway function and management;
- Duplicative functions such as maintenance responsibilities are eliminated through cooperative agreements between state and local jurisdictions;
- Technologies, such as Intelligent Transportation System technologies, are compatible across jurisdictional boundaries; and
- Federal, state, and local funding sources are flexible for improvements that provide the most benefit, regardless of management responsibilities.

INTERJURISDICTIONAL RELATIONS

Background

The Oregon Transportation Plan acknowledges that the relationships between federal, regional, and local jurisdictions and ODOT are crucial for the future of the state's highway system. It also recognizes that ODOT has direct relationships with citizens, businesses and affected communities that must be fostered and maintained.

As funding for transportation continues to lag behind the rate of inflation and maintenance needs, the ability to form partnerships and find efficiencies to stretch scarce resources farther will become more important for both economic development and quality of life issues throughout the state.

Three overlapping components would further interjurisdictional relationships:

- Creation of cooperative partnerships;
- Funding of off-system improvements; and
- Interjurisdictional transfer of roads.

Improving the relationship between ODOT and local jurisdictions is a starting point for increasing efficiency and eventually creating a seamless transportation system. An integrated system can reduce the confusion created by overlapping jurisdictions, services, and development requirements. Such a seamless system would share decision-making authority through cooperative arrangements to develop, operate, and maintain the state highway and local road systems. Partnership opportunities between ODOT, local jurisdictions, and federal agencies are necessary to help meet both state and local needs.

ODOT should also consider off-system improvements as a means of enhancing the state/regional transportation system. Off-system improvements may provide a cost-effective alternative to increasing the capacity of the state highway system, while helping to meet both state and local needs. ODOT can accomplish off-system improvements to enhance or preserve the state highway system by funding specific local modernization projects that will provide direct benefits to the state highway system or by involving ODOT staff in planning efforts to identify and address future local land use or transportation activities that will have an impact on the state highway system. This policy does not represent a commitment of funds to specific local projects.

Interjurisdictional road transfers (from ODOT to local jurisdictions or from local jurisdictions to ODOT) currently occur on an ad hoc basis, with basic issues such as condition at time of transfer, funding for maintenance, and ongoing operational responsibilities negotiated on a case-by-case basis. These transfers should occur on a more systematic basis.

Comment [KE1]: Change based on staff comment

ODOT recognizes that, with limited funding, segments of state highways that do not serve statewide functions will receive less attention than they deserve. These segments are often urban arterials primarily serving local traffic, frontage roads, farm-to-market roads and other roads that function like city and county streets and roads. ODOT sees its role as serving mainly regional and statewide interests. ODOT and local jurisdictions may enter into an agreement to transfer jurisdiction and ownership of highway segments to the jurisdiction when it is in the best interest of highway users for specific segments of state highways. To appropriately align responsibilities for these state-owned Local Interest Roads, ODOT proposes to develop a process with cities and counties to transfer them to local jurisdictions.

At the same time, there are local roads that are serving primarily through traffic or providing connections between state highways. Local governments and ODOT may be interested in transferring these to state jurisdiction.

The Oregon Transportation Plan stresses the importance of public participation, information, and education in the development and implementation of policies, programs, and projects to achieve the State's transportation goals. In Policy 2D ODOT recognizes that public involvement programs are an important part of building relationships with users and communities to ensure that highway development and maintenance projects meet Oregonians' needs.

Policy 2A: Partnerships

It is the policy of the State of Oregon to establish cooperative partnerships to make more efficient and effective use of limited resources to develop, operate, and maintain the highway and road system. These partnerships are relationships among ODOT and state and federal agencies, regional governments, cities, counties, tribal governments, and the private sector.

Action 2A.1

Support planning and development of highway and local road projects that enhance the seamless qualities of a transportation system which balances state, regional, and local needs.

Action 2A.2

Continue and increase the number of partnerships with federal agencies, tribal governments, and regional and local jurisdictions to share planning, development, operational and maintenance responsibilities, and address aspects of a seamless management system. Seek funding for the partnership process.

Action 2A.3

Investigate the legality of combining federal, state, regional, local and/or private funding to achieve the most effective, efficient expenditure of public money for transportation; encourage flexibility in the application of such funds.

Action 2A.4[16]

Consult with local and regional government(s) regarding the potential for local participation on major modernization projects considered for inclusion in the STIP. Local participation shall consider the size and financial capabilities of the jurisdiction(s). Participation may include but is not limited to contributions to funding, in-kind services and materials, improvements to local street circulation that support the state highway, benefits to non-auto modes, land use actions and other enhancements.

When major improvements to or replacement of an interchange are necessary, work in partnership with local and regional government(s) regarding financial participation, right-of-way contributions, and other enhancements. These partnerships are of particular importance when amendments are proposed to acknowledged comprehensive plans, interchange management plans are adopted or changes in zoning increase the intensity of development.

Action 2A.5

Establish partnerships with the private sector where doing so will provide cost efficiencies to the state and advance state goals.

Action 2A.6

With Washington State, support cooperative strategic planning for the bi-state Columbia River bridges and coordinate other transportation projects in corridors approaching the bridges on each side of the river.

Action 2.A.7[17]

Negotiate with the private sector to leverage funds, right-of-way contributions, or off-system improvements when major highway improvements benefit specific properties planned for development, where changes are proposed or have occurred to the relevant comprehensive plan or where development has occurred or will occur that necessitate major highway improvements.

Policy 2B: Off-System Improvements

It is the policy of the State of Oregon to provide state financial assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system if:

[16] Action 2A.4 was amended January 19, 2006, Amendment 06-18.
[17] Action 2A.7 was added January 19, 2006, Amendment 06-18.

- *The off-system costs are less than or equal to on-system costs, and/ or the benefits to the state system are equal to or greater than those achieved by investing in on-system improvements;*

- *Local jurisdictions adopt land use, access management and other policies and ordinances to assure the continued benefit of the off-system improvement to the state highway system;*

- *Local jurisdictions agree to provide advance notice to ODOT of any land use decisions that may impact the off-system improvement in such a way as to adversely impact the state highway system; and*

- *Local jurisdictions agree to a minimum maintenance level for the off-system improvement that will assure the continued benefit of the off-system improvement to the state highway system.*

Action 2B.1

Establish statewide criteria to identify and prioritize potential off-system improvements.

Action 2B.2

Develop a model intergovernmental agreement that addresses access management and land use restrictions, notification requirements, design standards, and maintenance issues.

Action 2B.3

Continue to participate in local transportation and land use planning to identify and mitigate potential actions that will adversely impact the state highway system or undermine the benefits to the state system of off-system improvements.

Action 2B.4

In preparing corridor plans, transportation system plans and project plans, work with local governments to identify and evaluate off-system improvements that would be cost-effective in improving performance of the state highway.

Policy 2C: Interjurisdictional Transfers

It is the policy of the State of Oregon to consider, in cooperation with local jurisdictions, interjurisdictional transfers that:

- *Rationalize and simplify the management responsibilities along a particular roadway segment or corridor;*
- *Reflect the appropriate functional classification of a particular roadway segment or corridor; and/or*
- *Lead to increased efficiencies in the operation and maintenance of a particular roadway segment or corridor.*

Action 2C.1

Working with local governments, define criteria for identifying state roads and highways that serve primarily local interests and local highways, roads, and streets that serve primarily state interests. The criteria should address land use, trip purposes, highway mobility standards, and access management.

Identify potential roads and highways for interjurisdictional transfer. The state roads and highways to be transferred to local jurisdictions may include:

- Urban arterials serving primarily local travel needs;
- Urban streets that have remained state-owned after a parallel major improvement has been constructed;
- Frontage roads;
- Farm-to-market roads;
- Other roads that function like county roads; and
- Connector roadways between highways. (These facilities do not include continuous highway segments that extend through a local jurisdiction.)

Local roads to be transferred to the state may include:

- Urban arterials that serve mainly through traffic; and
- Rural routes that have a statewide economic importance.

Action 2C.2

Establish criteria to guide decisions to transfer roads, including appropriate compensation, roadway conditions, maintenance agreements, protection of freight mobility, and management and operational standards to maintain the functionality of the facility. Criteria for consideration of transfers should include but are not limited to:

- The importance of the facility to the functionality of the statewide system and the impacts of the transfer on that functionality. Changes in maintenance, highway mobility, or other standards resulting from the transfer should not negatively impact the function of other nearby state facilities;

- The land use vision of the local community;

- The condition or standard of the facility at the time of transfer and its meeting an agreed upon serviceability standard; and

- Appropriate compensation for the exchange that is determined during negotiation through an analysis which equalizes or balances the relative values of each transaction between the State and the local jurisdiction. In addition to providing compensation to the local jurisdiction pursuant to ORS 366.762 or 366.800, ODOT may agree to provide funds out of the State Highway Fund to address the additional costs to the county or city for the construction, repair, maintenance or improvement of the transferred road pursuant to ORS 374.329.

Comment [KE2]: Change based on staff comment

In addition, agreements between the state and a local jurisdiction should document design limits that protect freight mobility.

Comment [KE3]: Change based on staff comment

Action 2C.3

Develop a decision-making process for interjurisdictional transfers that includes the following:

- The Oregon Transportation Commission finds that the state highway is no longer needed to meet the functional needs of the system, or the local road is needed to meet the functional needs of the state system. The Oregon Transportation Commission solicits comments from the affected jurisdictions and the public;

- The State signs an intergovernmental agreement with the local jurisdiction which addresses compensation, roadway conditions, access management, freight mobility, maintenance, and operational standards;

- The local jurisdiction and ODOT both agree in writing to the transfer; and

- The extent and legal standing of any existing access rights and access management controls is documented and not contested by ODOT or the local jurisdiction.

Policy 2D: Public Involvement

It is the policy of the State of Oregon to ensure that citizens, businesses, regional and local governments, state agencies, and tribal governments have opportunities to have input into decisions regarding proposed policies, plans, programs, and improvement projects that affect the state highway system.

Action 2D.1

Conduct effective public involvement programs that create opportunities for citizens, businesses, regional and local governments, state agencies, and tribal governments to comment on proposed policies, plans, programs, and improvement projects.

Action 2D.2

Increase public information and education about construction, operations, and maintenance activities.

Action 2D.3

Coordinate with local governments and other agencies to ensure that public involvement programs target affected citizens, businesses, neighborhoods, and communities, as well as the general public.

Action 2D.4

Evaluate agency public involvement programs on a regular basis to ensure the programs are effective in involving a broad range of the public in agency planning and decision-making processes.

Goal 3: Access Management

To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure the statewide movement of goods and services, support economic development, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles, transit, pedestrians and bicyclists.

Overview

Access management is balancing access to developed land to promote economic development while ensuring movement of traffic in a safe and efficient manner. To achieve effective transportation it is necessary to have a blend and balance of road facilities. Each performs its unique function since no single class of highway can provide both high levels of movement and high levels of access to property. The spectrum ranges from freeways that provide for ease of movement through higher speeds, higher capacity and freedom from interruption to local residential streets that serve a diverse group of users from pedestrians to garbage collectors and emergency response vehicles by providing ease of access through slow speeds and numerous driveways.

Because expanding population growth and transportation needs are placing increasing demands on the state highway system, there is intense pressure to allow businesses and individuals extensive access to the roadways. Access can be managed a number of different ways, including freeway interchange placement and design, driveway and road spacing and design, traffic signal location, median design and spacing of openings, connectivity and the use of turn lanes. The challenge is to determine how to best apply these access management techniques on Oregon's state highway system to safely protect the highway efficiency and investment, contribute to the health of Oregon's local, regional and statewide economies, and support and maintain livable communities.

Implementation of access management is essential if the safety, efficiency and investment of the existing and planned state highways are to be protected. Roads link together as a chain, and the roadway system is only as effective as its weakest link. The amount of access and how it is allowed to a state highway is a critical factor in determining how long the facility can remain functional, and is the largest contributor to safety. An uncontrolled number of driveways to a highway can cause it to be very unsafe, and some highways will not serve their intended function to carry people, freight, and goods throughout the state. Implementation of access management techniques produces a more constant traffic flow, which helps to reduce congestion, fuel consumption and air pollution.

ACCESS MANAGEMENT

Background on Road Approaches (Driveways and Public Road Connections)

In Oregon, prior to 1949, a property owner could build a road approach (driveway or public road connection) to a highway at any location without obtaining permission. The State Legislature realized that highways would not operate safely or efficiently if this practice continued, and in 1949 a statute was passed that required all parties to receive written permission from ODOT or county governments, as appropriate, before constructing an approach road.

Since that time, property owners adjacent to state highways have been required to obtain an approach road permit from ODOT even though they have a "common law" right of access to the state highway. The common law right allows them to access the highway, and the permit process determines how and where the approach road can be safely constructed. While the statute requires that owners be allowed to access their property, it does not ensure that they can have an approach road wherever they desire. For example, ODOT is not obligated to issue an approach road permit ~~when reasonable access is available, such as to a city street or a county road.~~ in a location that creates unsafe conditions on the highway.

ODOT has the authority to purchase the right of access from property owners where appropriate. In some cases, such as along Interstate Highways, ODOT purchases the right of access in its entirety and the property owner no longer has any common law right to access the highway. In this case, a statement in the property owner's chain of title will show that the right of access has been conveyed to ODOT.

In other cases, ODOT purchases access rights just along portions of properties. Gaps, called "reservations of access," may remain along the property's frontage. The reservation of access gives a property owner the common law right of access to the state highway only at specific locations. The property owner must still apply for a road approach permit at these locations.

Having a reservation of access in the deed does not guarantee that ODOT will permit a driveway at that location, nor does a right of access imply a guarantee for full ingress or egress movements. For example, in the time since the reservation of access was established, traffic volumes may have increased significantly, travel speeds on the highway may have risen, the highway design may have changed (for example, by adding a passing lane), other approach roads may be too close, or alternate street connections may have been built. Any of these cases could make a new approach road unsafe or otherwise inappropriate.

Comment [KE4]: Change based on staff comment

In these cases, however, ODOT must still ensure that property owners have reasonable access to their property. If there is no reasonable access to the property leaving the property landlocked, ODOT may be required to purchase the property. Additionally, properties which have reservations of access may be entitled to additional compensation if an approach road is denied at the reservation location. The type and level of compensation will be determined through appropriate right-of-way processes.

Comment [KE5]: Change based on staff comment

Scope of the Policies

The ~~criteria in the~~ Access Management Policies and the standards in Appendix C shall be applied to the development of all ODOT highway construction, reconstruction or modernization projects and approach road permits, as well as all planning processes involving state highways, including corridor plans, refinement plans, state and local transportation system plans and local comprehensive plans.

- All highway plans, including corridor plans and refinement plans, which have not been adopted on or before the effective date of the Access Management Policies, shall be subject to these policies. Local and regional transportation system plans adopted after January 1, ~~2000~~ 2012 shall be subject to these policies.

- All projects which have not published the draft environmental document at the effective date of the Access Management Policies shall be subject to these policies.

- Projects which have published the draft environmental document prior to the effective date of the Access Management Policies shall be evaluated individually by the Region Manager to determine to what extent these policies should be implemented.

The Access Management Policies ~~policy and procedures for Deviations~~ and the spacing standards ~~standards~~ in Appendix C, as implemented in the OAR 734, currently implemented as Division 51 (Access Management Rule), ~~and the policy and procedures for Appeals portions of the Access Management Policies~~ apply to local governments, private applicants, and state agencies, including ODOT~~, where there is a desire to apply standards and criteria different than those outlined in the Access Management Policies~~, in the following instances:

Comment [KE6]: Change based on staff comment

- All approach road and private road crossing requests for approaches to state highways.

- New state highway construction projects and new highway plans.

- Any reconstruction or modernization work on state highways.

Deviations from the standards can be considered where the standards in the Access Management Rule are not met.

All proposed traffic control devices on the state highway system must have prior approval of the State Traffic Engineer and may include criteria not set forth in these policies.

Policy 3A: Classification and Spacing Standards

It is the policy of the State of Oregon to manage the location, spacing and type of road and street intersections and approach roads on state highways to assure the safe and efficient operation of state highways consistent with the classification and function of the highways.

Action 3A.1

Manage access to state highways based on ~~the access management classifications as defined below:~~ highway classification, traffic volumes, speed, safety and operational needs to protect the function of each highway classification as explained below:

1. Freeways (NHS) – Interstate and Non-Interstate

(Examples: Interstate 5, Interstate 84, and Oregon Route 217, US Route 26 from Interstate 405 west to Oregon Route 6 (Non-Interstate))

- Freeways are multi-lane highways that provide for the most efficient and safe high speed and high volume traffic movement.
- Interstate Freeways are subject to federal interstate standards as established by the Federal Highway Administration.
- Freeways are subject to ODOT's Interchange Policy.
- ODOT owns the access rights and direct access is not allowed. Users may enter or exit the roadway only at interchanges.

  – Preference is given to through traffic.

  – Driveways are not allowed.
- Traffic signals are not allowed.
- Parking is prohibited.
- Opposing travel lanes are separated by a wide median or a physical barrier.
- Grade separated crossings that do not connect to the freeway are encouraged to meet local transportation needs and to enhance bicycle and pedestrian travel.
- The primary function is to provide connections and links to major cities, regions of the state, and other states.

2. Statewide Highways (NHS)

(Examples: Oregon Route 58, Oregon Route 42, US Route 30, US Route 97, and US Route 20)

a. Rural Expressways on Statewide Highways

- Expressways are to be designated by action of the Oregon Transportation Commission in consultation with affected local governments. (See Action 1A.2.)

- Expressways are existing two lane and multi-lane highways or planned highways that provide for safe and efficient high speed and high volume traffic movements.

- Private access is discouraged.

  – The~~re is a~~ long-range plan for improving the function of Expressways to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available.

  – Access rights will be purchased and a local road network may be developed consistent with the function of the roadway.

- Public road connections are highly controlled and must be spaced appropriately. Future grade separations (interchanges) may be an option. Compatible land use actions may be necessary and shall be included in local comprehensive plans.

- Traffic signals are discouraged.

- Nontraversable medians ~~must be~~ are the typical median treatment to be constructed in the modernization of ~~all~~ multi-lane Expressways ~~that have~~ with traversable medians.

- Parking is prohibited.

- The primary function of Expressways is to provide connections to larger urban areas, ports and major recreation areas with minimal interruptions.

b. Other Rural Statewide Highways[18]

- Statewide Rural Highways provide for high speed, continuous flow and through traffic movement.

[18] Nomenclature for highways with no special designations ("other") has been changed here and throughout this section for consistency with Policy 1B changes made August 17, 2005, Amendment 05-16.

- On Statewide Highways multiple d~~D~~irect accesses to the abutting property is ~~a minor objective~~ discouraged where ~~safer~~other alternatives exist.

Comment [KE7]: Change based on staff comment

- The function of the highway is consistent with purchasing access rights. As the opportunity arises, access rights should be purchased. Preference is to purchase access rights in full.

- The primary function of these highways is to provide connections to larger urban areas, ports and major recreation areas of the state not served by Freeways or Expressways.

c. Urban Expressways (Not inconsistent with, but supplemental to ~~, the criteria listed for~~ Statewide Rural Expressways.)

- Traffic signals are discouraged. Where signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.

- Median treatments are considered in accordance with ~~criteria in~~ Action 3B.3.

d. Other Urban Highways (Not inconsistent with, but supplemental to~~, the criteria listed for~~ other Rural Statewide Highways.)

- Statewide Urban Highways provide high to moderate speed operations with limited interruptions in traffic flow.

e. Urban Business Areas (UBAs) (See Policy 1B.)[19]

- UBA standards may apply to a highway segment under two sets of circumstances:

- Where highway posted speed is 35 mph or lower, the UBA standards apply automatically.

- UBAs may be formally designated on higher speed highways where the designation is consistent with a corridor plan and/or local transportation system plan and agreed upon by ODOT and the local government.

- Access spacing standards in areas where the UBA standards apply are based upon posted speeds.

- Direct property access is less limited than on Statewide Urban Highways.

[19] UBA information modified for consistency with Amendment 05-16, August 17, 2005.

- Purchase of access control may be of lesser importance and access to adjacent land use is a higher priority.
- Redevelopment and infill development are encouraged.
- The needs of local auto, pedestrian, bicycle and transit movements to the area are balanced with the through movement of traffic.

f. Special Transportation Areas (STAs) (See Policy 1B.)[20]

- STAs must be consistent with a corridor plan and/or local transportation system plan and agreed upon in writing by ODOT and the local government.
- STAs apply to a highway segment.
- Direct public street connections and shared on-street parking are encouraged.
- Direct property access is limited.
- Purchase of access control may be of lesser importance and access to adjacent land use for all modes is a higher priority.
- Redevelopment and infill development are encouraged.
- Local auto, pedestrian, bicycle and transit movements to the area are generally given more importance than the through movement of traffic.

3. Regional Highways

(Examples: Oregon Route 99E, Oregon Route 138, Oregon Route 31, and Oregon Route 207)

a. Rural Expressways (Not inconsistent with, but supplemental to~~, the criteria listed for~~ Statewide Rural Expressways.)

- The primary function of these highways is to provide connections and links to regions within the state, and between small urbanized areas and larger population centers.

b. Other Rural Highways

[20] STA information modified for consistency with Amendment 05-16, August 17, 2005.

- Regional Rural Highways provide for efficient and safe medium to high speed and medium to high volume traffic movements.

- These highways serve as routes passing through areas which have moderate dependence on the highway to serve land access.

- The function of the highway supports selected acquisition of access rights. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, preserving highway capacity on land adjacent to an urban growth boundary, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

- The primary function of these highways is to provide connections and links to regions within the state, and between small urbanized areas and larger population centers through connections and links to Freeways, Expressways, or Statewide Highways.

c. Urban Expressways (Not inconsistent with, but supplemental to ~~, the criteria listed for~~ Regional Rural Expressways.)

- Where traffic signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.

- Median treatments are considered in accordance with ~~criteria in~~ Action 3B.3.

d. Other Urban Highways (Not inconsistent with, but supplemental to~~, the criteria listed for~~ other Regional Rural Highways.)

- The function of the highway is consistent with selected acquisition of access rights. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

e. Urban Business Areas (UBAs) (See Policy 1B). Same ~~criteria~~ as ~~Statewide~~ Urban Business Areas on Statewide Highways.)

f. Special Transportation Areas) (STAs) (Same ~~criteria~~ as ~~Statewide~~ Special Transportation Areas on Statewide Highways.)

4. District Highways and Local Interest Roads

(Examples: Oregon Route 10, Oregon Route 34, Oregon Route 238, Oregon Route 27 and Oregon Route 86)

a. Rural Expressways (Not inconsistent with, but supplemental to, ~~the criteria listed for~~ Statewide Rural Expressways.)

- The primary function of these highways is to provide connections and links to intercity, inter-community and intracity movements.

b. Other Rural Highways

- These highways provide for safe and efficient medium speed and medium- to high-volume traffic movements.
- Traffic movement demands and access needs are more evenly balanced~~, with reasonable access to abutting property~~.
- The function of the highway supports acquisition of access rights in limited circumstances, recognizing the balanced demands of traffic movement and access needs. Purchase of access rights should be considered where beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, preserving highway capacity on land adjacent to an urban growth boundary, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.
- The primary function of these highways is to provide connections and links to intercity, inter-community and intracity movements.

c. Urban Expressways (Not inconsistent with, but supplemental to~~, the criteria listed for~~ District Rural Expressways.)

- Where traffic signals are allowed, their impact on through traffic must be minimized by ensuring that efficient progression of traffic is achieved.
- Median treatments are considered in accordance with ~~criteria in~~ Action 3B.3.

d. Other Urban Highways (Not inconsistent with, but supplemental to~~, the criteria listed for~~ other District Rural Highways.)

- The function of the highway is consistent with acquisition of access rights in limited circumstances, recognizing the balanced demands of traffic movement and access needs. Purchase of access rights should be considered where

beneficial such as, but not limited to, ensuring safe and efficient operation between connecting highways in interchange areas, protecting resource lands, or ensuring safety on segments with sharp curves, steep grades or restricted sight distance, or those with a history of accidents.

e. Urban Business Areas (UBAs) (See Policy 1B. Same ~~criteria~~ as ~~Statewide~~ Urban Business Areas on Statewide Highways.)

f. Special Transportation Areas (STAs) (Same ~~criteria~~ as ~~Statewide~~ Special Transportation Areas on Statewide Highways.)

Action 3A.2

Establish spacing standards on state highways based on highway classification, type of area and speed. ~~Tables~~The tables ~~13, 14, and 15~~ in Appendix C show the access spacing standards ~~for the access management classifications listed in Action 3A.1~~ which consider urban and rural highway classification, traffic volumes, speed, safety, and operational needs.

- These standards shall be applied to the development of all ODOT highway construction, reconstruction or modernization projects, approach road and private road crossing permits, as well as all planning processes involving state highways, including corridor studies, refinement plans, state and local transportation system plans and local comprehensive plans.

- These standards do not retroactively apply to legal approach roads or private road crossings in ~~effect~~ existence prior to ~~adoption of this Oregon Highway Plan~~ January 1, 2012, except or until any ~~redevelopment,~~ change of use, or highway construction, reconstruction or modernization project affecting ~~these~~ such legal approach roads or private road crossings occurs. At that time the goal is to meet the appropriate spacing standard~~-~~s, if possible, but at the very least to improve current conditions by moving in the direction of the access ~~spacing~~ management standards (Access Management Rule).

- When infill development occurs, the goal is to meet the appropriate ~~spacing~~ access management standards. In some cases this may not be possible, and at the very least the goal is to improve the current conditions by moving in the direction of the ~~spacing~~ access management standards. Thus, infill development should not worsen current approach road spacing. This may involve such options as joint access.

- In some cases new access will be allowed to a property at less than the designated spacing standards, but only where a right of access exists~~, that property does not have reasonable access,~~ and the designated spacing cannot be accomplished. If possible, other options should be considered such as joint access.

Comment [KE8]: Change based on staff comment

- If ~~a~~ ODOT action causes a property to become~~s~~ landlocked (no reasonable access exists) ~~because an approach road cannot be safely constructed and operated,~~ and ~~all other alternatives have been explored and rejected~~no other means of providing access is, or can be made available, ODOT might be required to purchase the property. (Note: If a hardship ~~is self-inflicted~~ was created by the property owner or his predecessor in title, such as by partitioning or subdividing a property, ODOT does not have responsibility for purchasing the property.)

Comment [KE9]: Change based on staff comment

Action 3A.3

Manage the location and spacing of traffic signals on state highways to ensure the safe and efficient movement of people and goods. Safe and efficient traffic signal timing depends on optimal intersection spacing. It is difficult to predetermine where such locations should exist, although half-mile intersection spacing for Statewide and Regional Highways is desirable. The following are critical elements in planning an interconnected traffic signal system:

- Signalized intersection capacity and operation analysis must take into account lane balance of existing and future (20-year projection) traffic volumes.

- The progression bandwidth must equal or exceed that required to accommodate the through volume on the state highway at the most critical intersection during all peak periods. The most critical intersection is defined as the intersection carrying the highest through volume per lane on the state highway. The State Traffic Engineer or designated representative shall approve signal progression parameters and analysis methodology.

- All signals must provide for adequate vehicle storage that does not encroach on the operation of adjacent lanes and signalized intersections.

- The common cycle length for the interconnected traffic signal system must provide for adequate pedestrian crossing times.

- The speed of the progressed traffic band should be no more than five miles per hour below the existing posted speed for both directions of travel during the off-peak periods, nor more than 10 miles per hour below the existing posted speed during peak periods. Approval of the State Traffic Engineer or designated representative is required where speeds deviate more than the above.

Action 3A.4

In general, traffic signals should not be installed on rural high-speed highways because they are inconsistent with the function of these highways to provide for safe and efficient high-speed travel. Although a rural traffic signal may be warranted in a particular instance to control traffic due to existing conditions, ODOT and local governments must avoid creating conditions that would make future traffic signal installations necessary in rural areas. Amendments to local comprehensive plans or land use ordinances that would require a traffic signal on rural highways are inconsistent with the function of the highway.[21]

Action 3A.5

Some private approach roads may have characteristics similar to public road approaches. Such similarities may allow a private approach road to operate as a public road approach. For a private approach road to be considered for a signal, it must have the following attributes:

- High traffic volumes, typically 200 vehicles or more during the peak period;
- Design geometry consistent with that of public road intersections including curbs, appropriate lane widths, pavement markings and vertical alignment; and
- An adequate approach throat length to assure that the movement of entering vehicles is not impeded by on-site queuing.

Signalization of a private approach road shall be dependent upon meeting signal spacing criteria considering the likelihood that nearby locations may be signalized in the future as development occurs in the area. Signal spacing concerns may require that a route be established to a nearby public street that can be signalized at its intersection with the state highway, or a shared private driveway may be required to serve the needs of multiple properties. If a private approach road is considered, it should also be required to connect to the existing or planned local street system and allow use by surrounding properties

Policy 3B: Medians

It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use development patterns that are consistent with approved comprehensive plans including transportation system plans.

Comment [KE10]: Change based on public comment

Action 3B.1

Plan for a level of median control necessary for the safe and efficient operation of state highways, consistent with the classification of the highway. When median treatments are planned, c~~C~~orridor plans and transportation system plans will ~~shall~~ identify ~~planned median~~those -treatments.

Comment [KE11]: Change based on staff comment

[21] Typically, based on guidance provided in the *Manual on Uniform Traffic Control Devices*, rural traffic signals are not warranted. Rural traffic signals are unexpected by the motorist who is unfamiliar with the location, requiring longer than normal time for drivers to react. Rural highway speeds are typically very high, requiring longer stopping sight distance.

Action 3B.2

Design and construct nontraversable medians for:

- All new multi-lane highways constructed on completely new alignment; and
- Modernization of all rural, multi-lane Expressways, including Statewide (NHS), Regional and District.

Action 3B.3

Consider construction of nontraversable medians for:

- Modernization of all urban, multi-lane Statewide (NHS) Highways;
- Modernization of all urban, multi-lane Regional Highways where posted speeds are 45 mph (70 km/h) or greater;
- Multi-lane highways undergoing 3-R or 4-R improvements; and
- Highways not undergoing modernization where a median would ~~could~~ improve safety.

In the four instances listed above, consideration shall occur when any of the following criteria are present:

- Forecasted average daily traffic is anticipated to be 28,000 vehicles per day during the 20-year planning period;
- The annual accident rate is greater than the statewide annual average accident rate for similar roadways;
- Pedestrians are unable to safely cross the highway, as demonstrated by an accident rate that is greater than the statewide annual average accident rate for similar roadways; and/or
- Topography and horizontal or vertical roadway alignment result in inadequate left-turn intersection sight distance and it is impractical to relocate or reconstruct the connecting approach road or impractical to reconstruct the highway in order to provide adequate sight distance.
- Specific attention to two-lane highways so that freight mobility requirements are met.

Reasons for not using ~~nontraversible~~ nontraversable medians in project development when any of these ~~criteria~~ conditions are present must be documented and reviewed and approved by the Region Manager. Reasons for not using nontraversable medians in project development should include documentation of consultation with representatives of the freight industry and automobile users and may include representatives of local government, business groups and other transportation stakeholders.

A nontraversable median with plantings on Pacific Highway West in Eugene.

Action 3B.4

Full and directional median openings shall be:

- Restricted to locations that conform to ODOT's spacing standard s as shown in Appendix C; and
- Designed with a left-turn bay and deceleration lane.

Full median openings will be given preference to a public road connection which is part of a continuous and comprehensive public road network.

Action 3B.5

Continuous two-way left-turn lanes are primarily used on urban highways. On urban Expressways, continuous two-way left-turn lanes are minimal; they will be approved in the future only as part of staged construction of nontraversable medians, and a strategy/plan to replace existing continuous two-way left-turn lanes with nontraversable medians will be developed.

Action 3B.6

Except on freeways, consider using raised median pedestrian refuge islands and mid-block crosswalks in urban areas that are pedestrian and/or transit oriented.

Policy 3C: Interchange Access Management Areas

It is the policy of the State of Oregon to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways.

Action 3C.1

Develop interchange area management plans to protect the function of interchanges to provide safe and efficient operations between connecting roadways and to minimize the need for major improvements of existing interchanges.

Action 3C.2

To improve an existing interchange or construct a new interchange:

- The interchange access management spacing standards are shown in ~~Tables 16-19 in~~ Appendix C;

- The~~se~~ standards do not apply retroactively ~~apply~~ to interchanges existing prior to adoption of this Oregon Highway Plan, except or until any redevelopment, change of use, or highway construction, reconstruction or modernization project affecting these existing interchanges occurs. It is the goal at that time to meet the appropriate spacing standards, if possible, but, at the very least, to improve the current conditions by moving in the direction of the spacing standards;

- Necessary supporting improvements, such as road networks, channelization, medians and access control in the interchange management area must be identified in the local comprehensive plan and committed with an identified funding source, or must be in place;

- Access to cross streets shall be consistent with established standards for a distance on either side of the ramp connections so as to reduce conflicts and manage ramp operations. The Interchange Access Management Spacing Standards supersede the Access Management Classification and Spacing Standards (Policy 3A), unless the latter distance standards are greater (see Appendix C);

- Where possible, interchanges on Freeways and Expressways shall connect to state highways, or major or minor arterials;

- Interchanges on Statewide, Regional or District Highways may connect to state highways, major or minor arterials, other county or city roads, or private roads, as appropriate;

- The design of urban interchanges must consider the need for transit and park-and-ride facilities, along with the interchange's effect on pedestrian and bicycle traffic; and

- When possible, access control shall be purchased on crossroads for a minimum distance of 1320 feet (400 meters) from a ramp intersection or the end of a free flow ramp terminal merge lane taper.

Action 3C.3

Establish criteria for when deviations to the interchange access management spacing standards may be considered. The kinds of considerations likely to be included are:

- Location of existing parallel roadways (e.g., Highways 99W or 99E which parallel Interstate 5);

- Use of traffic controls;

- Potential queuing, increased delays and safety impacts; and

- Possible use of nontraversable medians for right-in/right-out movements.

Action 3C.4

When new approach roads or intersections are planned or constructed near existing interchanges, property is redeveloped or there is a change of use, wherever possible, the ~~following~~ access spacing and operation standards in the Access Management Rule should be applied within the influence area of the i~~I~~nterchange ~~Access Management Area~~ (measurements are from ramp intersection or the end of a free flow ramp terminal merge lane taper).

~~Approach roads on the crossroads at no closer than 750 feet (230 meters), and between 750 feet (230 meters) and 1320 feet (400 meters), shall be limited to right-in/right-out. This may require construction of a nontraversible median or a median barrier.~~

~~The first full intersection on a crossroad should be no closer than 1320 feet (400 meters).~~

Action 3C.5

As opportunities arise, rights of access shall be purchased on crossroads around existing interchanges. Whenever possible, this protective buying should be for a distance of 1320 feet (400 meters) on the crossroads.

Action 3C.6

Plan for and operate traffic controls within the influence area of an ~~i~~Interchange ~~Access Management Area~~ with ~~a~~ the priority of moving traffic off the main highway, Freeway or Expressway and away from the interchange area. Within the Interchange Access Management Area, priority shall be given to operating signals for the safe and efficient operation of the interchange.

Action 3C.7

Use grade-separated crossings without connecting ramps to provide crossing corridors that relieve traffic crossing demands through interchanges.

Policy 3D: Deviations[22]

It is the policy of the State of Oregon to manage requests for state highway approach permits that require deviations from the adopted access management spacing standards and policies through an application process to ensure statewide consistency.

Action 3D.1

~~Implement~~ The Access Management Rule includes a procedure by which an applicant may request a state highway approach permit that requires a deviation from access management standards and policies.

Action 3D.2

~~Establish~~ Region Access Management Engineers ~~to~~ review and act on requests for state highway approach permits that require deviations from the access management standards and policies.

Action 3D.3

Encourage the use of technical advisory committees to assist the Region Access Management Engineer in an advisory capacity in the review of requests for deviations from access management standards and policies where complex situations create the need for a multi-disciplinary approach. Members of a technical advisory committee shall have expertise in access management policies, roadway design standards, and traffic engineering, and may include technical persons who are not ODOT employees.

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[22] A Technical Correction dated December 20, 2004 (Amendment 04-13) made changes to the deviation section for consistency with the January 2004 amendments to OAR 734-051.

~~Action 3D.4~~

~~Establish the criteria that the Region Access Management Engineers shall consider when reviewing requests for state highway approach permits that require deviations from access management standards and policies.~~

Action 3D.~~5~~4

~~Establish criteria for when~~ As consistent with state law established in ORS 374.312(7) and the Access Management Rule, deviations to the access management standards may be allowed. One or more deviation requests may be included in an application for one or more approaches that do not meet the standards. The kinds of considerations likely to be included are:

- Potential queuing, increased delays and safety impacts;
- Pedestrian and bicycle circulation;
- Use of traffic controls;
- Requirements for local road systems;
- Improvement of connectivity to adjacent properties or local road system;
- Plans that address an entire roadway segment (e.g., a transportation system plan);
- Potential need for channelization, such as for turn lanes; ~~and~~
- Possible use of nontraversable medians for right-in/right-out movements;~~.~~ and
- Sight distance from the approach, nearby intersections and on the mainline, including intersection sight distance and stopping sight distance.

The actual deviation criteria and process are established in ~~State Statute~~ ORS 374.312(7) and ~~Administrative Rule OAR 734-051~~ the Access Management Rule. These considerations above are meant to be consistent with these laws and provide additional perspective for helping to review deviation requests as well as identify potential actions to address safety.

Any request for spacing at less than the spacing standards set out in Appendix C shall be considered a deviation from the spacing standards. The applicant for a private approach must submit a traffic impact analysis, unless otherwise indicated by ODOT, to address a request for deviations from approach spacing standards.

Comment [KE12]: Change based on staff comment

Comment [KE13]: Change based on staff comment

Comment [KE14]: Change based on public comment

Policy 3E: Appeals

It is the policy of the State of Oregon to manage appeals of ~~both~~ approach permit decisions including approval subject to conditions, removal or modification of an approach, denied requests for approach roads~~,~~ and denied requests for deviations from adopted access management standards and policies through an appeals process to ensure statewide consistency with ORS 374.350 and the Access Management Rule.

Comment [KE15]: Change based on OTC comment

~~***Action 3E.1***~~

~~Implement an appeals process by which an applicant may request further consideration of a deviation request denied by a Region Access Management Engineer through ODOT's Administrative Hearings Procedure.~~~~***Action 3E.2***~~

~~Implement an appeals process by which an applicant may request consideration of a denied approach road request (not requiring a deviation).~~

~~Establish Region Review committees to include members with expertise in access management policies, roadway design standards, right-of-way and traffic engineering to make a recommendation to the Region Manager.~~

~~Establish criteria which the Region Review committees shall consider when reviewing denied approach road requests.~~

~~Implement a process where the Region Manager will review and act on the Region Review committee's recommendation.~~

~~***Action 3E.3***~~

~~Implement an appeals process by which an applicant may request further consideration of an approach road request denied by the Region Manager through ODOT's Administrative Hearings Procedure.~~

Oregon Highway Plan – Access Management Revisions (Senate Bill 264)
Record of Outreach
(Public Review Period: October 6, 2011 to February 15, 2012)

Presentations	
Agency/Committee/Interest Group	**Presentation Date**
Cascades West Area Commission on Transportation (CWACT)	September 22
CWACT/Metropolitan Planning Organization (MPO) Technical Advisory Committee (TAC)	October 28
Northwest Oregon Area Commission on Transportation (NWACT)	November 3
South Central Oregon Area Commission on Transportation (SCOACT)	November 4
Dept. of Land Conservation and Development (DLCD) Local Officials Advisory Committee	November 7
Transportation Safety Advisory Committee	November 8
Rogue Valley Area Commission on Transportation (RVACT)	November 10
Mid-Willamette Valley Area Commission on Transportation (MWACT)	December 1
North East Area Commission on Transportation (NEACT)	December 1
Notifications [1, 2]	
Agency/Committee/Interest Group	**Notification Date**
ODOT website posting	October 6
South East Area Commission on Transportation (SEACT)	October 6
Lower John Day Area Commission on Transportation (LJDACT)	October 6
Central Oregon Area Commission on Transportation (COACT)	October 10
Oregon Bicycle & Pedestrian Advisory Committee (OBPAC)	October 13
South West Area Commission on Transportation (SWACT)	October 13
Quarterly MPO/Transit District	October 14
Oregon Freight Advisory Committee (OFAC)	October 14
Oregon Public Transportation Advisory Committee (PTAC)	October 14
Oregon Rail Advisory Committee (RAC)	October 14
Motor Carrier Transportation Advisory Committee (MCTAC)	October 14
Association of Oregon Counties	October 14
League of Oregon Cities	October 14
MPOs	October 17
Metro – Transportation Policy Alternatives Committee (TPAC)	October 17
Joint Policy Advisory Committee on Transportation (JPACT)	October 17
Federal Transit Administration (FTA)	October 18
Federal Highway Administration (FHWA)	October 19
Business Oregon	October 25

Notes:
1 - Some agencies/committee/interest groups requested information only, no presentation.
2 - Environmental Justice outreach: Information regarding how to obtain non-English language translations of the OHP revisions is posted on the project website: http://www.oregon.gov/ODOT/TD/TP/OHP_AM.shtml.

Agency/Committee/Interest Group	Notification Date
Federal and State Natural Resource Agencies • Bureau of Land Management • National Marine Fisheries Services • Oregon Department of Agriculture • Oregon Department of Energy • Oregon Department of Environmental Quality • Oregon Department of Forestry • Oregon Department of Land Conservation and Development • Oregon Department of State Lands • Oregon Department of Water Resources • Oregon Parks and Recreation Department • Oregon Water Resources Enhancement Board • US Army Corps of Engineers • US Department of Agriculture, Forest Service • US Environmental Protection Agency • US Fish and Wildlife Services	Various (October)
Oregon Tribal Governments	Various (October)
Lane County Area Commission on Transportation (LaneACT)	November 9
Access Management Stakeholder Committee (AMSC)	December 6

Notes:
1 - Some agencies/committee/interest groups requested information only, no presentation.
2 - Environmental Justice outreach: Information regarding how to obtain non-English language translations of the OHP revisions is posted on the project website: http://www.oregon.gov/ODOT/TD/TP/OHP_AM.shtml.

SUMMARY OF COMMENTS ON OHP ACCESS MANAGEMENT POLICY PUBLIC REVIEW DRAFT AND PROPOSED ACTIONS

The summary below discusses the comments and recommendations received in response to the Oregon Highway Plan (OHP) access management revisions, October 6, 2011 public review draft. The summary below also includes Oregon Transportation Commission comments as well as an overview of Staff comments. For the original public comment text, refer to the Public Review Period Comments document.

The proposed action for each comment indicates what action is recommended to address the comment either through OHP policy revisions or through future work and guidance document revisions. If changes are not recommended due to inconsistency with overall policy direction from Senate Bill 264 (SB 264) or concerns of changing authorities, this is also noted as part of the proposed actions.

Oregon Transportation Commission Comments

OHP Section	Comment	Proposed Action
Goal 3, Page 16, line 15	Concern that if local access is good, ODOT has to say yes to issue a road permit - more access to highways could degrade highway function.	Changes that were made to this section of the OHP are based on the intent of SB 264. While this concern is valid, no change was made to the OHP to address this comment directly. The focus of the policy revisions is to be consistent with the statutory language..
Goal 3 Overview	Comment in regards to the access management overview discussing economic development. Access management is not all about economic development.	No change was made to the OHP to address this comment as after a review, the current Access Management Overview was found to adequately convey a balance across multiple objectives, including economic development. This comment was more directly relating to the informational handout text for the OHP revisions.
Multiple Sections	Comment in regards to reference of Statute numbers in sections of the OHP. Clarification needed in text as to which Statutes are being referenced instead of using “rule” or “statute” in text.	Text revisions have been made in the OHP access management sections to clarify what rules and statutes are referenced.

Summary of Staff Comments

Generally, most Staff comments and text revisions to the Public Review Draft of the OHP were minor OHP text revisions. These revisions are called out in the tracked-changes OHP included in the OTC March 21 meeting packet.

One Staff comment requested the removal of Appendix C from the OHP as the Access Management Rule includes the Access Management Standard tables. For this OHP amendment, it is recommended that Appendix C remain in the OHP because 1) the interchange spacing tables also in Appendix C were not revised by SB 264, and 2) future revisions of Appendix C may then permit the removal of Appendix C from the OHP.

Public Comments

One public comment was submitted for the proposed OHP access management revisions. The comments and proposed actions are summarized below.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Goal 3, Page 17, lines 28-29	Original OHP text: All proposed traffic control devices on the state highway system must have prior approval of the State Traffic Engineer and may include criteria not set forth in these policies. Comment: *We respectively propose it read:* ***All proposed traffic control devices on the state highway system will be reviewed by the State Traffic Engineer in collaboration with local and regional jurisdictions where a Highway Designation such as a Special Transportation Area, Urban Business Area or change in Highway Classification of a State Highway to District or Regional Highway has been designated or where a designation has been approved by the OTC, or where a 'Corridor Planning' project is underway.***	No change was made to the OHP to address this comment. The proposed revision would change authorities for state highways. However, collaboration and partnership with local jurisdictions is a key aspect of multiple policies in the Oregon Highway Plan.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Policy 3A, Page 19, line 3	*We respectively ask that Hwy 20 be removed from the list of Expressways as portions of it do not meet requirements for Expressways.*	No change was made to the OHP to address this comment, as the OHP section cited lists US 20 as a State Highway, not an Expressway.
Policy 3A, Page 19, lines 22-24	Original OHP text: Nontraversable medians are the typical median treatment to be constructed in the modernization of all multi-lane Expressways with traversable medians. Comment: *We respectfully request the following addition:* ***Except where existing access rights will be eliminated in a business area impacting a local communities livability and economic vitality.***	No change was made to the OHP to address this comment as the OHP section referenced is discussing the use of medians on Expressways with respect to restricting turning movements on the highway. This comment requests to add text to include consideration of access rights to abutting property owners when making operational decisions upon the highway. Additionally, the requested revision is not legally correct as the legal right of access does not guarantee full movements to/from properties.
Policy 3B Page 26, Policy 3B	Original OHP text: It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of highways, and influence and support land use development patterns that are consistent with approved transportation system plans. Comment: *We respectfully request the additional language appended…* ***"and community comprehensive plan"***	The suggested text has been added to the OHP. The revised text for Policy 3B: *It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use development patterns that are consistent with approved* ***comprehensive plans including transportation system plans****.*

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Action 3B.2 Page 27	Original OHP text: Design and construct nontraversable medians for: All new multi-lane highways constructed on completely new alignment; and Modernization of all rural, multi-lane Expressways, including Statewide (NHS), Regional and District. Comment: ***We respectfully request the removal of 'Region and District Highways'*** *from revisions as Regional and District Highways are separate classifications where the non-traversable median is less appropriate as a safety measure and alternative safety measures are more likely to comply with the ODOT 'Least Cost Planning' measures under review, as well as Corridor Plans and Community Plans.*	No change was made to the OHP to address this comment as it is staff recommendation to retain the current policy language as it is consistent with the current highway classification system. However, this section of the OHP may need to be amended when a future State highway classification review is conducted.
Action 3B.3 Page 28, lines 1-6	*Requested revision shown* ***in bold face****:* *Reasons for not using nontraversable medians in project development when any of these conditions are present must be documented and reviewed and approved by the Region Manager (****and local jurisdictions).*** *Reasons for not using nontranversable medians in project development should include documentation of consultation with representatives of the freight industry and automobile users and may include representatives of local government and other transportation stakeholders.*	No change was made to the OHP to address this comment. The proposed revision would change authority of the state to operate state highways. However, collaboration and partnership with local jurisdictions is a key element in multiple policies of the Oregon Highway Plan.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Action 3B.4 Page 29, lines 4-8	Original OHP text: Full and directional median openings shall be: • Restricted to locations that conform to ODOT's spacing standards as shown in Appendix C; and • Designed with a left-turn bay and deceleration lane. Full median openings will be given preference to a public road connection which is part of a continuous and comprehensive public road network. Comment: *We ask that consideration be given to the following addition to the bulleted criteria:* • ***Considered in collaboration with local jurisdictions when a community's economic vitality and livability is impacted by restricted accesses, where existing access rights have stood***	No change was made to the OHP to address this comment as community economic vitality is addressed by text revisions in other sections such as the Goal 3 overview. This comment appears to be addressing the right of access to the highway from an abutting property owner. This section of the OHP is discussing the location of median opening within the highway. Additionally, the requested revision is not legally correct as the legal right of access does not guarantee full movements to/from properties.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Action 3D.2 Page 32, lines 18-20	Original OHP text: Region Access Management Engineers to review and act on requests for state highway approach permits that require deviations from the access management standards and policies. Comment: We request the following addition: '***in collaboration with local jurisdictions'***	No change was made to the OHP to address this comment as collaboration and partnership with local jurisdictions is a key element in multiple policies of the Oregon Highway Plan. Deviations in the new access management rule do not require collaboration with local jurisdictions. Ultimate decisions are made on basis of safety. Additionally, the proposed change would change authority of the state to operate and design state highways.
Action 3D.3 Page 32, lines 22-27	*Requested revisions shown in **bold face**:* *Encourage the use of technical advisory committees to assist the Region Access Management Engineer **(and local jurisdictions)** in an advisory capacity in the review of requests for deviations from access management standards and policies where complex situations create the need for a multi-disciplinary approach. Members of a technical advisory committee shall have expertise in access management policies, roadway design standards, and traffic engineering, and may include technical persons who are not ODOT employees.*	No change was made to the OHP to address this comment as collaboration and partnership with local jurisdictions is a key element in multiple policies of the Oregon Highway Plan. The proposed change would also change authorities for state highways.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
Action 3D.4 Page 33, lines 27-29	Original OHP text: The applicant must submit a traffic impact analysis, unless otherwise indicated by ODOT, to address a request for deviations from approach spacing standards. Comment: *We respectfully request this stipulation be stricken as communities requesting deviations and impacted by Access Management Standards are not in the business of Traffic Impact Analysis, as is ODOT and often do not have resources to pay for such bodies of work.*	The OHP text has been revised to include the term 'private' for clarification: *The applicant for a **private** approach must submit a traffic impact analysis, unless otherwise indicated by ODOT, to address a request for deviations from approach spacing standards.* Adding the word 'private' to the policy text changes the language to be more consistent with the statutory intent.

Public Comments: Carolyn Perry, Tumalo Community Association

OHP Section	Comment	Proposed Action
General comment	*The implementation of non-traversable medians, while posing some improvement to safety concerns by eliminating points of conflict and often by closing off existing access points, allows fright and other traffic to move more freely and at presumably higher speeds. Nontraversable medians increase local trips keeping local and regular traffic in motion for longer and often more circuitous routes. This endeavor, (the wide-spread implementation of non-traversable medians- particularly as a matter of policy), is in direct conflict with the Governor's 10 year Energy Action Plan for Green House Gas emission reduction targets. For every one freight load ODOT endeavors to keep moving freely through communities there are several hundred local trips, which are force out of their ways into circuitous routes in order to take what would otherwise be a shorter, more direct route. Often non-traversable medians close off existing access on several routes that communities rely upon, and which encourage the connectivity and health of a community.*	No text changes were made to the OHP to address this comment. Circuitous traffic movements are currently considered in median installation decisions. Policy revisions regarding access management are part of the balance of multiple statewide goals that improve and manage transportation such as providing travel options.

OREGON HIGHWAY PLAN

ACCESS MANAGEMENT POLICY REVISIONS
(SENATE BILL 264)

PUBLIC REVIEW PERIOD COMMENTS

TABLE OF CONTENTS

1. Carolyn Perry, Tumalo Community Association……1

Date: February 15, 2012

To: Oregon Transportation Commission

From: Carolyn Perry, Co-Chair, Tumalo Community Association

Subject: Oregon Highway Plan Revisions to Address Senate Bill 264 - 2011

We respectfully request the following modifications, additions and revisions:

Page 17, lines 28 & 29 read:

"All proposed traffic control devices on the state highway system must have prior approval of the State Traffic Engineer and may include criteria not set forth in these policies."

We respectfully propose it read:

All proposed traffic control devices on the state highway system will be reviewed by the State Traffic Engineer in collaboration with local and regional jurisdictions where a Highway Designation such as a Special Transportation Area, Urban Business Area or change in Highway Classification of a State Highway to District or Regional Highway has been designated or where a designation has been approved by the OTC, or where a 'Corridor Planning' project is underway.

On page 19, line 3:

We respectfully ask that Hwy 20 be removed from the list of Expressways as portions of it do not meet requirements for Expressways.

On page 19, line 22-24 reads:

'Nontraversable medians are the typical median treatment to be constructed in the modernization of all multi-lane Expressways with traversable medians.'

We respectfully request the following addition:

Except where existing access rights will be eliminated in a business area impacting a local communities livability and economic vitality.

- requested revision shown **in bold face**

On page 26:

Policy 3B: Medians
'It is the policy of the State of Oregon to plan for and manage the placement of medians and the location of median openings on state highways to enhance the efficiency and safety of the highways, and influence and support land use development patterns that are consistent with approved transportation system plan's

We respectfully request the additional language appended... *"and community comprehensive plan"*

Page 27:

Action 3B.2 ***Action 3B.2***

"Design and construct nontraversable medians for: All new multi-lane highways constructed on completely new alignment; and
Modernization of all rural, multi-lane Expressways, including Statewide (NHS), Regional and District".

We respectfully request the removal of: 'Regional and District Highways' from the revisions, as Regional and District Highways are separate classifications where the non-traversable median is less appropriate as a safety measure and alternative safety measures are more likely to comply with the ODOT 'Least Cost Planning' measures under review, as well as Corridor Plans and Community Plans.

Page 28, lines 1-6 reads:

"Reasons for not using nontraversable medians in project development when any of these conditions are present must be documented and reviewed and approved by the Region Manager **(and local jurisdictions).** *Reasons for not using nontraversable medians in project development should include documentation of consultation with representatives of the freight industry and automobile users and may include representatives of local government and other transportation stakeholders."*

- requested revision shown **in bold face**

Page 29, lines 4-8:

'Action 3B.4
Full and directional median openings shall be:

◆Restricted to locations that conform to ODOT's spacing standard s as shown in Appendix C; and

◆Designed with a left-turn bay and deceleration lane.
Full median openings will be given preference to a public road connection which is part of a continuous and comprehensive public road network. '

We ask that consideration be given to the following addition to the bulleted criteria:

◆Considered in collaboration with local jurisdictions when a community's economic vitality and livability is impacted by restricted accesses, where existing access rights have stood

Page 32, lines 18 - 20:

Action 3D.2
'Region Access Management Engineers to review and act on requests for state highway approach permits that require deviations from the access management standards and policies.'

We request the following addition: 'in collaboration with local jurisdictions'

Page 32, lines 22-27:

Action 3D.3

'Encourage the use of technical advisory committees to assist the Region Access Management Engineer ***(and local jurisdictions)*** in an advisory capacity in the review of requests for deviations from access management standards and policies where complex situations create the need for a multi-disciplinary approach. Members of a technical advisory committee shall have expertise in access management policies, roadway design standards, and traffic engineering, and may include technical persons who are not ODOT employees.'

- requested revision shown **in bold face**

Page 33, lines 27-29:

'The applicant must submit a traffic impact analysis, unless otherwise indicated by ODOT, to address a request for deviations from approach spacing standards.'

We respectfully request this stipulation be stricken as communities requesting deviations and impacted by Access Management Standards are not in the business of Traffic Impact Analysis, as is ODOT and often do not have resources to pay for such bodies of work.

The implementation of non-traversable medians, while posing some improvement to safety concerns by eliminating points of conflict and often by closing off existing access points, allows freight and other traffic to move more freely and at presumably higher speeds. Nontraversable medians increase local trips keeping local and regular traffic in motion for longer and often more circuitous routes. This endeavor, (the wide-spread implementation of non-traversable medians- particularly as a matter of policy), is in direct conflict with the Governor's 10 year Energy Action Plan for Green House Gas emission reduction targets. For every one freight load ODOT endeavors to keep moving freely through communities there are several hundred local trips, which are forced out of their ways into circuitous routes in order to take what would otherwise be a shorter, more direct route. Often non-traversable medians close off existing access on several routes that communities rely upon, and which encourage the connectivity and health of a community.

With this in mind, please consider the aforementioned requests for revisions.

Thank you very much for your time and consideration,

Carolyn Perry
Co-Chair, Tumalo Community Association
20058 Sunglow Court
Bend, OR 97701

541-280-3772

- requested revision shown **in bold face**

Oregon Highway Plan Access Management Amendments
Draft Findings of Compliance with Oregon's Statewide Planning Goals

Statutory Background and Requirements for the Oregon Highway Plan Access Management Amendments

The Oregon Highway Plan (OHP) access management amendments are driven by Chapter 330, 2011 Oregon Laws (Enrolled Senate Bill 264) from the 2011 Legislative Session, hereinafter referred to as SB 264. The statutory requirements for access management amendments to the OHP are available at: http://www.leg.state.or.us/11reg/measpdf/sb0200.dir/sb0264.en.pdf.

Findings of Compliance with State Agency Coordination Agreement

The Oregon Department of Transportation's (ODOT) State Agency Coordination Agreement (SAC) requires that the Oregon Transportation Commission (OTC) adopt findings of fact when adopting final modal system plans (OAR 731-015-0055). Pursuant to these requirements, the following findings and supporting information supplements the OTC adoption of the access management amendments to the OHP to implementing SB 264, and changes under the discretion of the OTC to meet legislative intent.

Coordination Procedures for Adopting Final Modal Systems Plans (OAR 731-015-0055)

FINDING: The development of the proposed access management amendments to the OHP was subject to an open and ongoing public and agency involvement process which included metropolitan planning organizations (MPOs), Area Commissions on Transportation (ACTs), cities, counties, state and federal agencies, modal and stakeholder interest groups, and input from interested citizens.

A public hearing was held at the February 15, 2012 OTC meeting to provide an additional opportunity for submitting public comments and the opportunity to testify directly with the OTC. Public comments were accepted until February 15, 2012.

Broad notification of the availability of the draft amendments was distributed as described in the attached Record of Outreach. Agency and stakeholder notification included the proposed OHP access management amendments, schedule, and methods to provide comments. The public involvement and outreach for the OHP access management amendments also followed OTC Policy 11 – Public Involvement Policy for statewide planning processes and the Statewide Transportation Improvement Program (STIP). The OHP access management amendments are to a modal systems plan and do not propose new transportation facilities.

The OTC will take action on the proposed OHP access management revisions at their March 21, 2012 meeting. Notice of the public hearing and adoption dates were included as part of the public review draft information.

The March 21, 2012 OTC meeting packet will include the following attachments and information for OTC action:

- Revised OHP policies based on response to comments received during public review
- Overview of Supporting Information for the OHP Access Management Revisions (Cover Sheet)
- Draft Findings of Compliance with Oregon's Statewide Planning Goals
- OHP Revisions (Track Changes from Public Review Draft)
- Public Review Period Comments
- Summary of Comments on OHP Public Review Draft and Proposed Actions
- Record of Outreach

Per the SAC, and customary ODOT practice, the final the OHP access management amendments and final Findings of Compliance with Statewide Planning Goals will be distributed to the DLCD, MPOs, interested participants from the policy revision process, and others who request a copy following adoption. The final documents will also be available on the OHP Project webpage (http://www.oregon.gov/ODOT/TD/TP/OHP_AM.shtml).

Findings of Compliance with Oregon's Statewide Planning Goals

The State of Oregon has established 19 statewide planning goals to guide state, regional and local land use planning. The goals express the State's policies on land use and related topics. The findings below are based on applicability and content of the proposed access management amendments to the OHP.

1. ***Citizen Involvement*** - *The purpose of Goal 1 (660-015-0000(1)) is "To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process."*

   FINDING: The development and review of the proposed access management amendments to the OHP provided opportunities for citizen involvement as demonstrated more fully in the Record of Outreach which was presented to the OTC in March 2012. Outreach for the OHP access management amendments was in compliance with OTC Policy 11 - Public Involvement, which establishes public involvement objectives for the development and update of statewide plans, including modal plans, such as the OHP. Outreach activities were also in compliance with relevant policies in the Oregon Transportation Plan (OTP) including Goal 7, Coordination, Communication and Cooperation.

Highlights of the outreach during the OHP access management amendment process included:

- Notification of public review to interested state agencies including the DLCD, MPOs, Oregon counties and cities, interested advisory committees, and interested project stakeholders.
- Presentations to numerous groups during the public review period.
- A notification was posted on the project website for the availability of alternate formats of the materials.

The OHP amendments are in compliance with and supportive of Statewide Goal 1, Citizen Involvement.

2. ***Land Use Planning*** - *The purpose of Goal 2 (OAR 660-015-0000(2)) is "To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions."*

   FINDING: The proposed access management amendments to OHP do not directly impact or hinder the overall objectives of Goal 2, Land Use Planning, because these amendments do not propose specific facilities. The OHP access management amendments are in compliance with and supportive of Statewide Goal 2, Land Use Planning.

3. ***Agricultural Lands*** - *The purpose of Goal 3 (OAR 660-015-0000(3)) is "To preserve and maintain agricultural lands."*

   FINDING: The proposed access management amendments to OHP do not directly impact or hinder the overall objectives of Goal 3, Agricultural Lands. The OHP does not propose specific facilities that would encroach or impact agricultural lands. The OHP access management amendments are in compliance with and supportive of Statewide Goal 3, Agricultural Lands.

4. ***Forest Lands*** – *The purpose of Goal 4 (OAR 660-015-0000(4)) is "To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."*

   FINDING: The proposed access management amendments to the OHP do not directly impact or hinder the overall objectives of Goal 4, Forest Lands. The OHP amendments do not contain specific facilities on or near forest lands. The OHP access management amendments are in compliance with and supportive of Statewide Goal 4, Forest Lands.

5. ***Natural Resources, Scenic and Historic Areas, and Open Spaces*** - *The purpose of Goal 5 (OAR 660-015-0000(5)) is "To protect natural resources and conserve scenic and historic areas and open spaces."*

   FINDING: The proposed access management amendments to the OHP do not directly impact or hinder the overall objectives of Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces. The OHP amendments do not contain specific facilities on or near lands protected by Goal 5. The OHP access management amendments are in compliance with and supportive of Statewide Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces.

6. ***Air, Water and Land Resources Quality*** - *The purpose of Goal 6 (OAR 660-015-0000(6)) is "To maintain and improve the quality of the air, water and land resources of the state."*

   FINDING: The OHP access management amendments allow better consideration for enhanced development in existing urban areas. These considerations and tradeoffs are anticipated to promote more efficient use of resources overall, compliant with statewide objectives, including for efficient land development. The OHP access management amendments are in compliance with and supportive of Statewide Goal 6, Air, Water and Land Resources Quality.

7. ***Areas Subject to Natural Hazards*** - *The purpose of Goal 7 (OAR 660-015-0000(7)) is "To protect people and property from natural hazards."*

   FINDING: The proposed access management amendments to the OHP are not directly applicable to Goal 7, Areas Subject to Natural Hazards. However, the policy does recognize the constraints to transportation improvements associated with physical limitations and natural hazards. The OHP access management amendments are in compliance with and supportive of Statewide Goal 7, Areas Subject to Natural Hazards.

8. ***Recreational Needs*** - *The purpose of Goal 8 (OAR 660-015-0000(8)) is "To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts."*

   FINDING: The proposed access management amendments to the OHP do not directly impact or hinder the objectives of Goal 8, Recreational Needs. The OHP amendments do not contain specific facilities on or near lands covered by Statewide Goal 8. The OHP access management amendments are in compliance with Statewide Goal 8, Recreational Needs.

9. ***Economic Development*** - *The purpose of Goal 9 (OAR 660-015-0000(9)) is "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."*

FINDING: The proposed access management amendments to the OHP help to better balance between managing traffic safety and mobility with the goal of promoting and facilitating urban growth and economic development opportunities in Oregon's communities. Policy revisions include better consideration of economic development objectives with transportation mobility by lessening analysis and mitigation burdens for smaller developments.

The OHP access management amendments are in compliance with and supportive of Statewide Goal 9, Economic Development.

10. <u>Housing</u> *- The purpose of Goal 10 (OAR 660-015-0000(10)) is "To provide for the housing needs of citizens of the state."*

FINDING: The proposed access management amendments to the OHP are not directly applicable to Goal 10, Housing. The OHP access management amendments are in compliance with and supportive of Statewide Goal 10, Housing.

11. <u>Public Facilities and Services</u> *- The purpose of Goal 11 (OAR 660-015-0000(11)) is "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development."*

FINDING: The proposed access management amendments to the OHP do not propose specific facility improvements, but do have a role in identifying transportation system needs. These proposed amendments to the OHP help to better balance between managing traffic safety and mobility with the goal of promoting and facilitating urban growth and economic development opportunities in Oregon's communities. This includes working with local jurisdictions to meet and/or refine access management objectives through development of their Transportation System Plans (TSPs), consistent with the adopted comprehensive plan for the area. The enhanced flexibility in the OHP access management amendments provides additional context for working with local jurisdictions on transportation facilities and services consistent with the local comprehensive plan.

The OHP access management amendments are in compliance with and supportive of Statewide Goal 11, Public Facilities and Services.

12. <u>Transportation</u> *- The purpose of Goal 12 (OAR 660-015-0000(12)) is "To provide and encourage a safe, convenient and economic transportation system."*

Transportation Planning Rule, OAR 660-012

Statewide Planning Goal 12 (Transportation) and its administrative rule (Transportation Planning Rule) have several purposes for assuring statewide planning goals are considered in transportation planning efforts. The TPR is a broad

administrative rule that covers a range of applications, including preparation and coordination of transportation system plans and project development and financing.

The proposed OHP access management amendments modified only a few policies of the OHP, thus not all sections and objectives of the TPR are applicable to the proposal as discussed below.

FINDINGS:

- *Purpose (OAR 660-012-0000)*

  Some of the legislative and policy objectives of the proposed access management amendments to the OHP reflect aspects of the TPR purpose statement. Based on the legislative findings of SB 264, the OHP amendments help to better balance between managing traffic safety and mobility with the goal of promoting and facilitating urban growth and economic development opportunities in Oregon's communities.

  Building on the existing OHP policies, these OHP access management amendments continue to address coordination with local planning processes. The amended access management standards should be considered as part of the facility planning processes, and more specifically to the transportation system planning process such as development of a TSP.

  The OHP amendments identify interjurisdictional transfers of highways to occur when it is in the best interest of highways users. Additionally, the OHP amendments identify the importance of protecting freight mobility when highways are transferred to local jurisdictions.

- *Transportation Planning (OAR 660-012-0010)*

  Section 0010 recognizes that ODOT's TSP is comprised of a number of elements as described in the Department's State Agency Coordination Program. The SAC states "(1)(a) The state TSP shall include the state transportation policy plan, modal systems and transportation facility plans as set forth in OAR 731, Division 15." The OHP is a component of the state transportation system plan, along with the statewide policy plan (OTP), other modal/topic plans and facility plans.

- *Preparation and Coordination of Transportation System Plans (OAR 660-012-0015): The state TSP shall include the state transportation policy plan, modal system plans and transportation facility plans.*

  The OHP is a modal transportation plan under the OTP. The modal system plans and transportation facility plans are separate documents that together make up the state TSP.

- *Elements of Transportation System Plans (OAR 660-012-0020): "shall establish a coordinated network of transportation facilities adequate to serve*

state, regional and local transportation needs that the TSP will include a description of the type or functional classification of planned facilities and services and their planned capacities and performance standards…"

The OHP access management amendments propose changes to the access management standards for the state highway system. These revisions recognize the changes in transportation and the economy that has occurred since these policies were developed in 1999. These amendments do not modify the existing coordination and planning efforts between the state and local jurisdictions.

- *Complying with the Goals in Preparing Transportation System Plans; Refinement Plans (OAR 660-012-0025)*

  Section 0025 does not apply to the proposed access management amendments to the OHP because the OHP does not include any proposals for specific transportation facilities, services or major improvements.

- *Determination of Transportation Needs (OAR 660-012-0030): Requires that TSPs identify transportation needs relevant to the planning area and the scale of the transportation network being planned including state, regional and local transportation needs.*

  The proposed OHP access management amendments focus only on a few specific policies and actions and are not a full plan update. While the OHP policy revisions will impact how needs are identified for state facilities in more refined planning work, the amendments do not require a determination of needs as part of the overall State TSP per this amendment.

- *Implementation of the Transportation System Plans (OAR 660-012-0045)*

  Section 0045 addresses actions required by local governments to implement its TSP. This section does not directly apply to the proposed OHP access management amendments. However, implementation of revised policy direction links access management goals to planned local network connections. Additional work will be undertaken through future updates of guidance documents.

- *Plans and Land Use Regulation Amendments (OAR 660-012-0060)*

  Section 0060 addresses the coordination and review that must occur when a local government considers an amendment to its comprehensive plan and land use regulations. The propose access management amendments to the OHP do not involve consideration of local plan amendment or regulation, so this provision is not applicable.

- The proposed OHP access management amendments are not directly applicable to the following Sections:
  - *Definitions (OAR 660-012-0005)*

- *Coordination with Federally-Required Regional Transportation Plans in Metropolitan areas (OAR 660-012-0016)*
- *Evaluation and Selection of Transportation System Alternatives* (*OAR 660-012-0035)* - The proposed OHP access management amendments do not address changes or amendments to specific system alternatives.
- *Transportation Financing Program (OAR-660-012-0040)*
- *Transportation Project Development (OAR 660-012-0050)* - The OHP does not include specific transportation projects.
- *Timing and Adoption and Update of Transportation System Plans; Exemptions (OAR 660-012-0055)*
- *Transportation Improvements on Rural Lands (OAR 660-012-0065 and OAR 660-012-0070)*

13. <u>Energy Conservation</u> *- The purpose of Goal 13 (OAR 660-015-0000(13)) is "To conserve energy." Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."*

FINDING: The proposed access management amendments to the OHP do not propose any land uses that would impact energy conservation. The OHP access management amendments are in compliance with and supportive of Statewide Goal 13, Energy Conservation.

14. <u>Urbanization</u> – The purpose of Goal 14 (*OAR 660-015-0000(14)) is "To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities."*

FINDING: While the proposed access management amendments to the OHP do not identify specific projects nor directly imply changes to urbanized land, the intent of the amendments help to better balance between managing traffic safety and mobility with the goal of promoting and facilitating urban growth and economic development opportunities in Oregon's communities. The OHP access management amendments are in compliance with and supportive of Statewide Goal 14, Urbanization.

15. <u>Willamette River Greenway</u> *- The purpose of Goal 15 (OAR 660-015-0005) is "To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."*

FINDING: The proposed access management amendments to the OHP do not plan for specific uses on lands protected in the Willamette River Greenway. The OHP access management amendments are in compliance with and supportive of Statewide Goal 15, Willamette River Greenway.

16. <u>Estuarine Resources</u> *- The purpose of Goal 16 (OAR 660-015-0010(1)) is "To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries."*

FINDING: The proposed access management amendments to the OHP do not propose any land uses that would impact estuarine resources. The OHP access management amendments are in compliance with and supportive of Statewide Goal 16, Estuarine Resources.

17. <u>Coastal Shorelands</u> *- The purpose of Goal 17 (OAR 660-015-0010(2)) is "To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and to reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands."*

FINDING: The proposed access management amendments to the OHP do not propose any land uses that would impact coastal shoreland resources. The OHP access management amendments are in compliance with and supportive of Statewide Goal 17, Coastal Shorelands.

18. *<u>Beaches and Dunes</u>* *- The purpose of Goal 18 (OAR 660-015-0010(3)) is "To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man-induced actions associated with these areas."*

FINDING: The proposed access management amendments to the OHP do not propose any land uses that would impact beach and dune resources. The OHP access management amendments are in compliance with and supportive of Statewide Goal 18, Beaches and Dunes.

19. <u>Ocean Resources</u> *- The purpose of Goal 19 (OAR 660-015-0010(4) is "To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations."*

FINDING: The proposed access management amendments to the OHP do not propose any land uses that would impact ocean resources. The OHP access management amendments are in compliance with and supportive of Statewide Goal 19, Ocean Resources.

Conclusion

The proposed OHP access management amendments were developed, as required, to be consistent with Chapter 330, 2011 Oregon Laws (Enrolled SB 264). The amendments were developed in compliance with OAR 731-015-055, Coordination Procedures for Adopting the Final Modal Systems Plans and the Oregon Transportation Commission's Policy 11 – Public Involvement Policy. These Draft Findings of Compliance with Statewide Planning Goals and supporting information were presented to the OTC for consideration and action at their March 21, 2012 Meeting.

As a component of the state's Transportation System Plan, the OHP amendments must be in compliance with statewide planning goals. Based on the analysis of each statewide goal represented by the findings in this report, the OHP access management amendments are found to be in compliance with all 19 statewide planning goals.