Access Management Plan

Diamond Lake Blvd/N. Umpqua Highway (OR 138E)
Stephens Street to Sunshine Park

An element of the Oregon Transportation Plan and the City of Roseburg Transportation System Plan

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To obtain additional copies of this plan, contact:

Oregon Department of Transportation
Region 3
3500 Stewart Parkway
Roseburg, Oregon 97470
Phone: (541) 957-3500
FAX: (541) 597-3547

City of Roseburg
Community Development Department
900 SE Douglas Avenue
Roseburg, Oregon 97470
Phone: (541) 440-1177
FAX: (541) 440-1185

Acknowledgements

Oregon Transportation Commission

Steven Corey, Chair
Stuart Foster
John Russell
Gail Achterman
Randall "Randy" C. Papé

Roseburg City Council

Larry Rich, Mayor
Stacey Crowe
Dan Hern
Michael Baker
Lanty Jarvis
Verna Ward
Phil Gale
Jack Reilly
Dick Mitchell

Technical Advisory Committee

Dan Huff
Roseburg Planning Department

Chris Berquist
Roseburg Public Works Department

Mike Luttrell
Douglas County Public Works Department

Bruce Lathers
Roseburg School District

Mike Baker
Oregon Department of Transportation

Jack Cooley
Roseburg Fire Dept.

Jerry Anderson
Roseburg Economic Development Commission

Jim Burge
Roseburg Police Dept.

Dick Dolgonas
Citizen

Jim Pynch
PKO Contractors

George Gibby
Citizen

Steve Reitman
Quality Fence Company

Ron Hughes, P.E.
Oregon Department of Transportation

John Boyd
Douglas County Planning Department

Todd Payne
Seneca Jones Lumber

Jim Main
Douglas County Sheriff Department

Oregon Department of Transportation Staff

Region 3 Planning

Mike Baker
Ron Hughes

City of Roseburg Staff

Planning Department

Dan Huff

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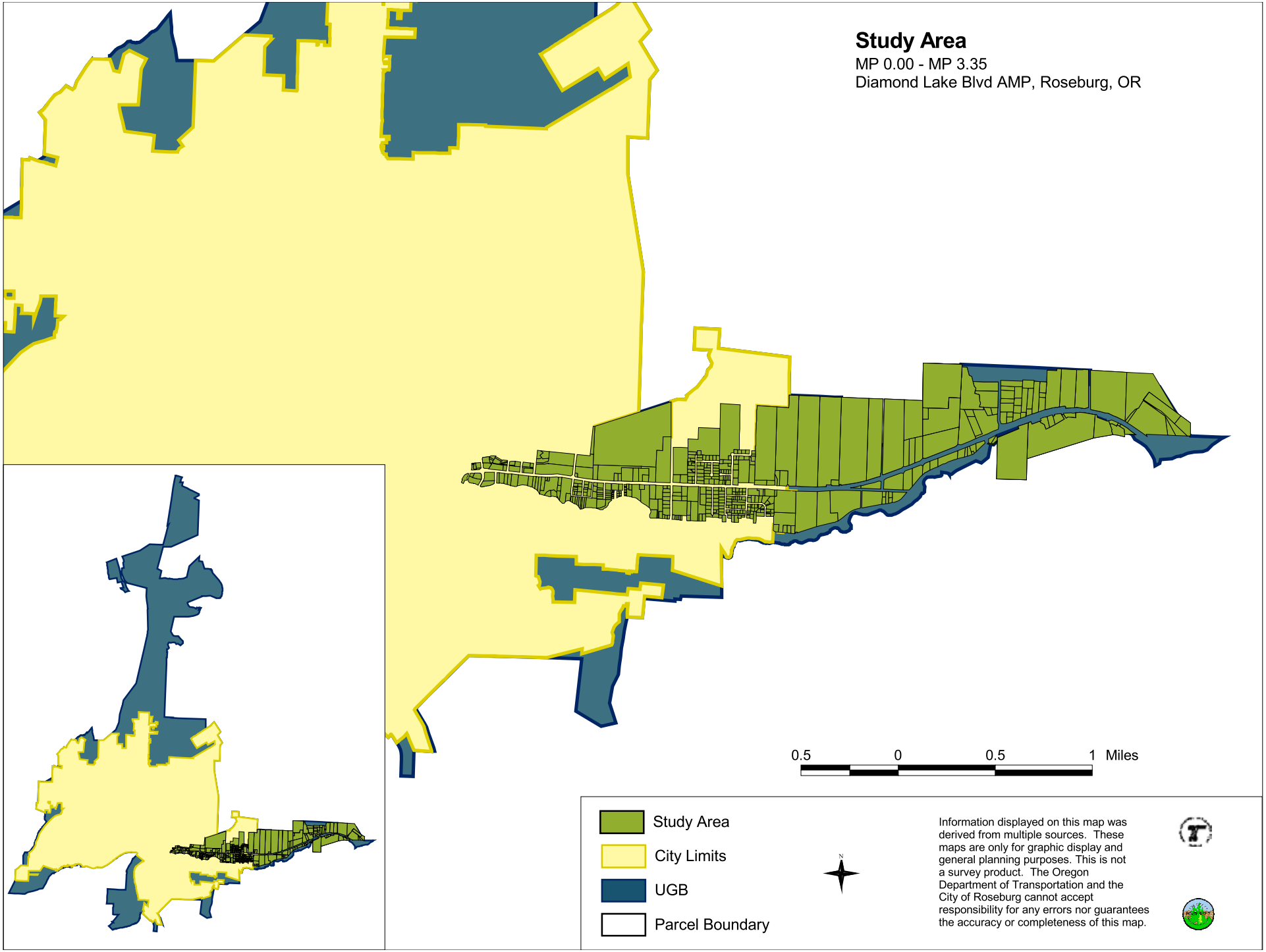
Study Area
MP 0.00 - MP 3.35
Diamond Lake Blvd AMP, Roseburg, OR
0.5
0
0.5
1
Miles
Study Area
City Limits
UGB
Parcel Boundary
N
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DEFINITIONS/ACRONYMS

AADT	Annual Average Daily Traffic: The average flow of traffic on an average day, i.e. Sunday to Saturday inclusive, throughout the year and is expressed as a 24-hour flow.
ADT	Average Daily Traffic: The total volume passing a point or segment of a road facility, in both directions, during a 24-hour period.
AMP	Access Management Plan: A formal, structured plan that looks at land access and development from a planned, long range, system-wide approach. It coordinates and maintains the safe and efficient use of the arterial street system, while providing necessary vehicular access to adjacent lands.
Change of Use	A change in the land use, volume, or type of traffic utilizing an approach. For a more specific definition, see OAR 734.51.110 (Appendix A)
COR	City of Roseburg
CHAMPS	Central Highway Approach/Maintenance Permit System: A computerized system used by ODOT to manage the application/permit processes and records for Approach, Utility, and Miscellaneous permits.
Division 51	OAR 734-051: Governs the issuance of Construction Permits and Permits to Operate, Maintain and Use an Approach for approaches onto State Highways.
GIS	Geographic Information System: A computerized system designed to help manipulate, analyze, and present information tied to a spatial location.
IGA	Intergovernmental Agreement: A legal contract between two or more governmental agencies.
MP	Mile Point: A point on a highway indicating the distance, in miles, measured along the course of the highway, usually from west to east or north to south.
ODOT	Oregon Department of Transportation
OHP	Oregon Highway Plan: Defines policies and investment strategies of Oregon's state highway system for the next 20-years. It further refines the goals and policies of the Oregon Transportation Plan and is part of Oregon's Transportation System Plan.
OTMS	Oregon Transportation Management System: A program designed to manage highway pavement, bridges, highway safety, traffic congestion, public transportation facilities and equipment, intermodal transportation facilities and systems, and traffic monitoring for highways.

R/W	ODOT Right-of-Way. The section within ODOT responsible for acquisition of real property necessary for the improvement of Oregon's transportation system.
SPIS	Safety Priority Index System: A method developed by the Oregon Department of Transportation (ODOT) for identifying hazardous locations on state highways. The SPIS score is based on three years of crash data and considers crash frequency, crash rate, and crash severity.
STIP	Statewide Transportation Improvement Program: The Oregon Department of Transportation's short term capital improvement program, providing funding and scheduling information for ODOT and the state's metropolitan planning organizations.
SWACT	South West Area Commission on Transportation: An advisory body chartered by the Oregon Transportation Commission made up of one ODOT official, local elected officials, and citizen representatives. They address all aspects of transportation (surface, marine, air, and transportation safety) with primary focus on the state transportation system. They also consider regional and local transportation issues if they affect the state system.
TAC	Technical Advisory Committee
TPAU	Transportation Planning and Analysis Unit (ODOT): Assesses how program and policy changes affect present and future transportation system performance and land use, through model developments, forecasts, technical analysis and engineering studies for ODOT and local jurisdictions.
TPR	Transportation Planning Rule (OAR 660.12): implements Statewide Planning Goal 12 (Transportation) and promotes the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile.
TSP	Transportation System Plan: Establishes a system of facilities and services to meet local transportation needs over a 20-year period.
UBA	Urban Business Area: A highway segment designation which may vary in size and which recognizes existing areas of commercial activities within Urban Growth Boundaries where vehicular accessibility is important to continued economic vitality.
UGB	Urban Growth Boundary: A legal boundary line used to separate urban and urbanizable land from rural land.
V/C	Volume to Capacity (ratio): The peak hour traffic volume (vehicles/hour) on a highway section divided by the maximum volume that the highway section can handle.
OR 138E	Diamond Lake Boulevard/North Umpqua Highway (ODOT Highway 73)

1: INTRODUCTION

The Oregon Department of Transportation (ODOT) and City of Roseburg (COR) have developed this Access Management Plan (AMP) for a section of OR 138E in compliance with the Oregon Highway Plan (OHP), the City of Roseburg Comprehensive Plan and other local plans and policies. The plan includes access management recommendations that balance the City of Roseburg's land use, local street, and economic development goals with State access management requirements for safe and efficient highway operations.

The AMP provides a comprehensive inventory of all public and private approaches to the highway within the study area and identifies strategies that meet or improve current conditions by moving towards the appropriate access management standards. The inventory identifies all rights of access between the adjoining properties and the state highway, including reservations and grants of access. The AMP also includes additional relevant information such as crash history and land use designations for properties within the study area for use in determining alternatives.

ACCESS MANAGEMENT

Access Management is a collection of techniques that can be applied to increase the operation, efficiency, and most importantly, the safety of a highway. By controlling the spacing of approaches or the direction by which vehicles can enter or leave the highway, operation and safety can be improved significantly. Where access is controlled, vehicles can only legally access the highway at permitted approaches located at reservations of access, or from local streets. New approaches from private land will not be allowed except where a "reservation of access" exists. In some areas, access management may include eliminating existing approaches through the creation of new shared approaches for more than one land use.

Areas where numerous approaches are closely spaced pose a potential hazard from the increased possibility of vehicles entering the flow of traffic or, conversely, slowing quickly in the travel lane to turn into a private approach. Access management planning is one tool the Oregon Department of Transportation utilizes to carefully plan the location, design, and operation of driveways, median openings, interchanges, and street connections.

Roads serve two primary purposes. One is mobility and the other is access. Mobility is the efficient movement of people and goods. Access is getting those people and goods to specific properties. A roadway designed to maximize mobility typically does so in part by managing access to adjacent properties. A good example of this is an Interstate Highway. A motorist can typically expect efficient travel over a long distance using an Interstate Highway. The number of access points is restricted to only freeway interchanges every few miles because this type of roadway primarily serves a mobility function. At the other extreme are local residential streets that provide easy and plentiful access to adjacent properties. This type of roadway primarily serves an access function.

Most state roads serve a function somewhere between the Interstate Highway and the local road. One of the responsibilities of ODOT is to ensure that the design of each state road properly balances access and mobility. Access Management is one means used to provide this balance.

Access Management typically includes:

- Frequency, location, spacing and design of private driveways
- Left/Right turn lanes
- Frequency and location of cross streets

- Frequency and location of traffic signals
- Use of median barriers
- Sight distances and corner clearances
- Other safety measures

An Access Management Plan differs from previous access management efforts in that it looks at highway access and land use from a planned, long range, system-wide approach rather than on a case-by-case basis. It recognizes that parcel by parcel access decisions made in the early stages of corridor development make it difficult, if not impossible, to preserve roadway capacity and mobility as development occurs.

There is intense pressure to allow roadside businesses unlimited access to the roadway, often resulting in strip development. This may provide an immediate opportunity for the developer, but over time, the very traffic that supported the business can become traffic congestion that may keep prospective customers away.

The roadways link together as a chain, and the roadway system is only as effective as its weakest link. The failure of the roadway system results in a breakdown of traffic flow as experienced by excessive time delays, delayed shipments, interrupted deliveries, loss of potential customers, and transfer of business activity to other more easily accessed businesses. Additionally, the congestion contributes to increased fuel consumption, poor air quality and less desirable communities.

The challenge is therefore to determine how to best apply techniques on Oregon's State Highway System that will best protect the highway efficiency and investment, while contributing to the City of Roseburg's local economy and community values. Access Management is one technique the State employs to provide more efficient highways. As traffic flow is made more efficient, the roadway is able to handle additional traffic allowing congestion levels to decrease. This results in more motorists being exposed to roadside businesses.

By maintaining higher travel speeds on arterial streets, access management supports more vital commercial development, rather than impedes it, because market areas will be larger. For example: If average travel speed in a street network is 21 miles per hour, anyone within a 7-mile radius will be within 20 minutes of any given destination. If, because of aggressive access management, average speeds are 30 miles per hour, the same 20-minute travel time captures an area of 10 miles radius, or in other words an area twice as large. At worst, motorists must endure a bit more circuity of travel in the vicinity of an origin or destination (that is, by using a frontage road or a side street), but this will be more than offset by reduced travel time throughout the remainder of the trip.

Access management also addresses safety issues. A basic principal of access management is to manage the number of conflict points along a roadway by limiting the number of driveways and in some locations restricting turning movements. When approaches are in close proximity to one another, drivers can be overwhelmed by all of the conflict points, increasing the potential for crashes. Studies indicate that 50-60% of accidents are access related. These include all left turn and right angle accidents, and most rear end accidents. A 1992 study by the Insurance Institute for Highway Safety found that 58% of urban area accidents occurred at or near intersections.

The principles of access management should be used as a guide to planning and design of approaches along corridors to ensure adequate access to property and to ensure the capacity of the roadway is maintained, at a relatively low cost. If, however, construction of approaches occur at

random, with little thought given to proper spacing, design, or long-term impacts, it is very costly, and often difficult to correct the situation once development along the corridor is complete.

PROJECT OBJECTIVES

- Comply with Oregon Highway Plan, OAR 734.051, Local Goals, Plans, and Policies
- Inventory public and private approaches
- Identify access management strategies
- Involve local citizens and affected property/business owners in the process
- Adopt an access management plan into the City of Roseburg's Transportation System Plan (TSP).
- Develop basis for future Intergovernmental Agreement to transfer access review responsibility

PROJECT LIMITS

The AMP examines the section of Diamond Lake Blvd. (OR 138E) from Stephens Street (MP 0.00) east to Sunshine Park (MP 3.35). This section of highway contains two distinct segments (see Figure 1).

Segment 1: Stephens Street (MP 0.00) to the existing City Limits (MP 1.61) is urban in nature and is characterized by numerous approaches. A few large vacant parcels front the highway. The posted speed varies from 35 to 45 mph. Sidewalks line the highway on both sides for the entire segment and on-street parking is not allowed. This segment focuses on identifying opportunities for access management measures such as driveway consolidation, access channelization, local street network connectivity improvements, traffic control changes and intersection modifications.

Segment 2: from the existing city limits (MP 1.61) to Sunshine Park (MP 3.35). Land use along this section of highway is generally rural in nature with few private approaches and fewer public approaches. There are no sidewalks or bike lanes, and parking is not allowed. The posted speed is 55 mph. This entire segment is access controlled with reservations of access at various points along its length. This segment focuses on developing access options that facilitate site development, while still accommodating through traffic consistent with the functional designation for OR 138E as a Regional Highway. Future roads and local street connections are also identified.

PROJECT AREA

Although the project is fully contained within the boundaries of the Roseburg UGB, portions of this area are under the jurisdiction of Douglas County. The UGB segment must be coordinated with both the City and the County.

OR 138E is classified as a Regional Highway and links I-5 and US 97. The OHP defines Regional Highways as:

> *"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 Special Transportation Areas (STAs) local access is also a priority. Inside Urban Business Areas, mobility is balanced with local access."*

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Figure 1

Project Segments

Diamond Lake Blvd AMP, Roseburg, OR

Segment 1
City Limits, MP 0.00 - MP 1.61

Segment 2
Urban Growth Boundary, MP 1.61 - MP 3.35

0.5 0 0.5 Miles

Segment Boundary
Diamond Lake Blvd (OR 138E)
Local Roads
Parcel Boundary

N

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2: STATUTES, RULES, PLANS, AND POLICIES

It is important that the development of this plan be completed in conformity with state and local plans, policies and standards. Following are the relevant documents that were consulted prior to the development of the AMP and a brief description of how they relate to the AMP. Specific policies and standards are detailed in Appendix A.

ORS 374 CONTROL OF ACCESS TO PUBLIC HIGHWAYS

The ORS is the underlying law on permitting approaches to the highway. More detailed direction is contained in administrative rule, OAR 734, Division 51.

OAR 734–051 (DIVISION 51)

Division 51 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways. Specifically, OARs 734-051-0190, -0360, -0370, and -0380 shall guide the development of the AMP.

Sections identified address the following:

- How to bring existing and future approaches into compliance with access spacing standards, and ensure the safe and efficient operation of the highway;
- The purpose and components of an AMP; and
- Requirements regarding mitigation, modification and closure of existing approaches as part of project development.

OAR 660-012 TRANSPORTATION PLANNING RULE (TPR)

The purpose of the rule is to promote safe, convenient and economic transportation systems and coordination between affected levels of government in all steps of a transportation system plan (TSP). 660-012-0020 requires that TSPs include a road plan, which should address Access Management issues. The AMP is not intended to fulfill access management requirements in a TSP as outlined in the TPR but rather provide supplemental information on a specific highway segment.

OREGON TRANSPORTATION PLAN (OTP) - 1992

The goal of the OTP is to guide the development of a safe, convenient, and efficient transportation system that promotes economic prosperity and livability for all Oregonians. The plan promotes a balanced multimodal system and encourages cooperation among state, regional and local governments.

Relative to the AMP, the OTP directs ODOT to ensure cooperation between state and local jurisdictions to ensure a safe and efficient transportation system, the efficient movement of goods on the highway, and public involvement programs. More detailed direction regarding these policies are contained in other documents as discussed below.

OREGON HIGHWAY PLAN (OHP) – 1999

The OHP represents one modal element of the OTP, providing policies and actions that address system classification/definition, system management, access management, travel alternatives and environmental and scenic resources for the State Highway system. The OHP promotes coordination and collaboration with local governments.

Specific to the AMP, the OHP directs ODOT to address the following when planning highway improvements:

- Cooperation with local jurisdictions;
- Improvements to the highway;
- Mobility and access management spacing standards;
- Traffic signal placement; and
- Public involvement programs.

A stated objective of the plan is to include this document as a part of the City of Roseburg Transportation System Plan. ODOT, COR, and Douglas County are coordinating in its development.

The AMP considers types of improvements to the highway that protect and improve the efficiency of the highway. Mobility and access management spacing standards will also be considered when alternatives are developed.

Representatives from ODOT and COR have met with individual property owners during the development of alternatives. Local residents have been able to participate and comment during a town hall meeting, Planning Commission meetings, and City Council meetings.

OREGON BICYCLE AND PEDESTRIAN PLAN – 1995

The plan provides guidelines to encourage walking and biking as a viable alternative to the single occupancy vehicle as well as information on how different issues affect these modes. The AMP provides general design guidelines and policies, but does not resolve specific issues related to bicycle and pedestrian mobility. For example, placement and type of approaches are important for pedestrians and bicyclists since approaches can lead to more direct routes but at the same time, each approach can become a point of conflict for the pedestrian and bicyclist with merging or crossing vehicles. Each approach needs to be examined and evaluated with these modes in mind in addition to vehicles.

CITY OF ROSEBURG COMPREHENSIVE PLAN

The City of Roseburg has developed an acknowledged Comprehensive Plan containing major policies concerning desirable future growth over the next two decades. The Comprehensive Plan indicates broad categories of land use throughout the urban area and provides a framework for the involvement of both the legislative body and the public in the planning process. The AMP must be consistent with the City's Comprehensive Plan.

CITY OF ROSEBURG LAND USE DEVELOPMENT ORDINANCE

The Roseburg Land Use Development Ordinance (LUDO) contains ordinances and zoning codes implementing the plans and policies outlined in the City's Comprehensive Plan. Ordinances relating to access management can be found in this document and are incorporated into the strategies in the AMP as appropriate.

DOUGLAS COUNTY TRANSPORTATION SYSTEM PLAN

In compliance with the TPR, Douglas County has developed an acknowledged TSP. The TSP guides the management of existing county transportation facilities and the design and implementation of future county facilities for the next 20 years. The TSP outlines access management strategies and recommended standards for county roads. Access management standards for State highways reference OHP standards. The TSP identifies OR 138E as a principal highway within the county. The development of the AMP must be consistent with the county's TSP.

DOUGLAS COUNTY LAND USE DEVELOPMENT ORDINANCE

The Douglas County Land Use Development Ordinance (LUDO) contains ordinances and zoning codes implementing the plans and policies outlined in the Comprehensive Plan. Ordinances relating to access management for both County and State Highways can be found in this document and are incorporated into the strategies in the AMP.

ODOT OPERATIONAL NOTICE PD-03

Provides detailed guidance and structure for those required to make and carry out appropriate access management decisions in the development of highway projects. This document will guide project sub-teams during development of AMPs. PD-03 outlines the formation, membership and function of access management sub-teams. It further outlines specifics for the sub-teams for guidance on operation, modernization, preservation, bridge and safety projects.

DIAMOND LAKE BLVD REVITALIZATION COMMITTEE GOALS AND ACTION PLAN

The City of Roseburg has formed a committee for the express purpose of examining methodologies to improve the appearance of the Diamond Lake Blvd Corridor as a main entrance into the City. The strategies developed by this committee revolve around landscape beautification and other aesthetic type improvements. Where possible, the AMP recognizes and incorporates these strategies.

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3: EXISTING CONDITIONS

Data was compiled for OR 138E in the study area. This data was gathered in order to gain understanding about the highway and neighboring environment when identifying access issues and developing recommendations for access management for the project area.

HISTORY

To understand the different property rights of access for adjoining property owners, and for the purpose of determining appropriate access strategies in Chapter 4, it is necessary to understand the jurisdictional history[1] of the highway.

Originally constructed and known as E. 2nd Avenue, the highway began as a narrow two-lane dirt roadway. The section of road between Jackson and Fulton Street was under the jurisdiction of the City of Roseburg. The County section of the road extended from Fulton Street eastward to Idelyld Park. By the 1930's, ADT on E. 2nd Avenue was 440.

In 1944, the City, State, County, and federal Public Roads Administration began improvements from Highway 99 eastward for a distance of 24-miles. The improvements were authorized under the federal Defense Highway Act of 1941 as essential to the war effort in order to move logs all year long. The improvements included a 22' paved surface with 4' shoulders on each side from Highway 99 to a distance of 7-miles eastward, after which a "betterment" treatment was done to the existing roadway. Although still under local jurisdiction, the Oregon State Highway Department rebuilt the road in 1950 inside the city limits, widening it from 2 to 4 lanes. During this time, the name of the road was changed to Diamond Lake Boulevard. By January 1952, the name North Umpqua Highway was added. Although legally not a highway, the name was given to identify the location/route and to specify "necessary quality of construction."

In 1962, Douglas County surrendered jurisdiction of the portion of Diamond Lake Blvd (Fowler to E. City Limits - MP 1.61) to the City of Roseburg. Later that decade, Douglas County and the State acquired additional right-of-way within Roseburg to widen Diamond Lake Blvd. At the same time the road was designated a "throughway" by the County through resolution.

In the 1970's, Douglas County widened the portion of Diamond Lake Blvd outside of the City between Roseburg and Dixonville. As a "throughway" the County purchased the "right of access" from adjoining property owners, leaving "reservations of access" at specific points along the corridor. Although still under the jurisdiction of the County, the State designated the road as "State Route 138" and it was officially renamed the North Umpqua Highway.

During the 1980's, Douglas County assumed jurisdiction of Diamond Lake Blvd within the City Limits. Subsequently, two jurisdictional transfers were done between the County and the State. The first occurred in 1985 (MP 1.61 to OR 230) and the second in 1988 (MP 0.00 to MP 1.61) in exchange for portions of OR 99. At the time of the transfer, the roadway was officially designated as a state highway. Consequently, properties with approaches prior to 1985 (outside the City Limits) and prior to 1988 (inside the City Limits) are considered to have a legal ("grandfathered") approach status if the use or character of the traffic has not changed.

[1] Source: Douglas County Public Works, COR, ODOT

HIGHWAY CHARACTERISTICS

Table 1 summarizes the roadway characteristics of OR 138E within the project area.

TABLE 1: OR 138E POSTED SPEED SEGMENTS WITHIN PROJECT LIMITS

MP	OR 138E Speed Zone Segments	# of Lanes	Posted Speed
0.00-1.20	Stephens Street to NE Cummins Street.	4 + center turn lane	35
1.20-1.61	Cummins Street to E. City Limits	4 + center turn lane	45
1.61-3.35	Cummins Street to Sunshine Park	4 + center turn lane	55

Source: OTMS, 2002

A list of public and private approaches was developed from ODOT R/W maps, Central Highway Approach/Maintenance Permit System (CHAMPS), Douglas County Assessor Reports, and from field visits. See Appendix B for a complete listing of approaches. Using ODOT's CHAMPS database, approaches were checked for existing permits.

Although speed zones may change over the coarse of the planning horizon, this plan cannot anticipate these changes should they occur, but instead relies upon existing speed zones and other data when making recommendations. Nevertheless, a future change in speed zone is not expected to significantly impact the recommendations of this plan.

APPROACH CHARACTERISTICS

Within the City of Roseburg, most parcels along the highway are small as a result of multiple land partitions with many having several driveways. Historically, access in this area has been uncontrolled and most development occurred without any approach permits. Consequently a significant number of approaches are currently constructed within the city limits, many in close proximity to one another. Some approaches terminate into fences, gates, or buildings rendering them useless. In early 2003, the Oregon Department of Transportation and a local property owner transferred property to one another to "clean-up" the right-of-way line. During this transfer, ODOT acquired access control for the section of highway on the north side of the highway between Casper and Fulton. Adjoining property owners for all other property along the remainder of Diamond Lake Boulevard within the City Limits, have a common law right to access. The common law right of access gives property owners the right to request an approach permit for a driveway to their property.

Outside the City Limits, significantly less approaches are constructed and only a few opportunities are available to access the highway. When the highway was last widened by Douglas County, access control (the property right of access) was acquired from adjoining property owners, leaving only a few "reservations of access" as potential locations for connection to the highway. Access control was subsequently transferred to ODOT along with the ownership and jurisdiction of the highway itself.

TABLE 2: DRIVEWAY DENSITY

Driveways per Mile	Approx. Number of Driveways per 500-foot City Block	Representative Accident Rate for a Multilane, Undivided Roadway	Increase in Accidents Associated with Higher Driveway Density
Under 20	Under 2	3.4	--
20 to 40	2 to 4	5.9	+74%
40 to 60	4 to 6	7.4	+118%
Over 60	Over 6	9.2	+171%

Source: National Cooperative Highway Research Program Report 3-52; IA Dept. of Transportation

Driveway density (the number of driveways per block or per mile) is important because accident rates increase dramatically as the number of driveways increase along arterial roadways (see Table 2). For the portion of highway this plan addresses, the first mile from Stephens to almost Rifle Range Road contains more than 60 driveways per mile. The second mile from Rifle Range toward Pomona Street includes more than 40 driveways per mile on average. The final mile from Pomona to Sunshine includes less than 20 driveways per mile.

OAR 734, Division 51 and the Oregon Highway Plan contain standards for private driveway and public road approach spacing (see Appendix A) based on highway classification and speed. As noted in Table 1 above, Segment 1 contains two different speed zones. Within speed zone 1 (35mph) a total of 76 private approaches are constructed. This equates on average, to one driveway per every eighty-three feet, however some are actually spaced closer together. In speed zone 2 (45mph) a total of 24 private approaches are constructed. This equates to one driveway every ninety feet, with some being spaced much closer. Using the minor deviation distance of 300 feet and 460 feet for these speed zones (see Appendix A) respectively, the approaches in these two segments fall well short of the Division 51 and OHP standards.

In Segment 2 (speed zone segment 3) a total of 23 constructed private approaches or reservations of access can be found. On average, this equates to one approach every four hundred feet. This too is well short of the minor deviation standard of 700'.

As discussed earlier, the highway was obtained from Douglas County in the middle 1980's. Constructed private driveways in existence prior to occurrence of the jurisdictional transfer are considered "grandfathered." While not legally permitted, ODOT typically does not consider it necessary to "permit" these driveways until a change of use occurs as defined in Division 51. As shown in Figures 2 and 3, the majority of the driveways fall within this classification. Since the acquisition of the highway, all approaches constructed or where a "change of use" has occurred are required to have an approach permit to the state highway. Those that do not are illegal.

In Segment 2, ODOT acquired "rights of access" from Douglas County , along with the actual highway. Douglas County acquired the "rights of access" from adjoining property owners at the time the County widened the highway. At the same time, "reservations of access" were left at specific locations along the highway to provide limited access to adjoining properties. Most "reservations of access" are found in Segment 2. All approaches in an access-controlled area are required to have a reservation, or grant access and an approach permit. All approaches that cross access control (with no reservation or grant of access) are illegal.

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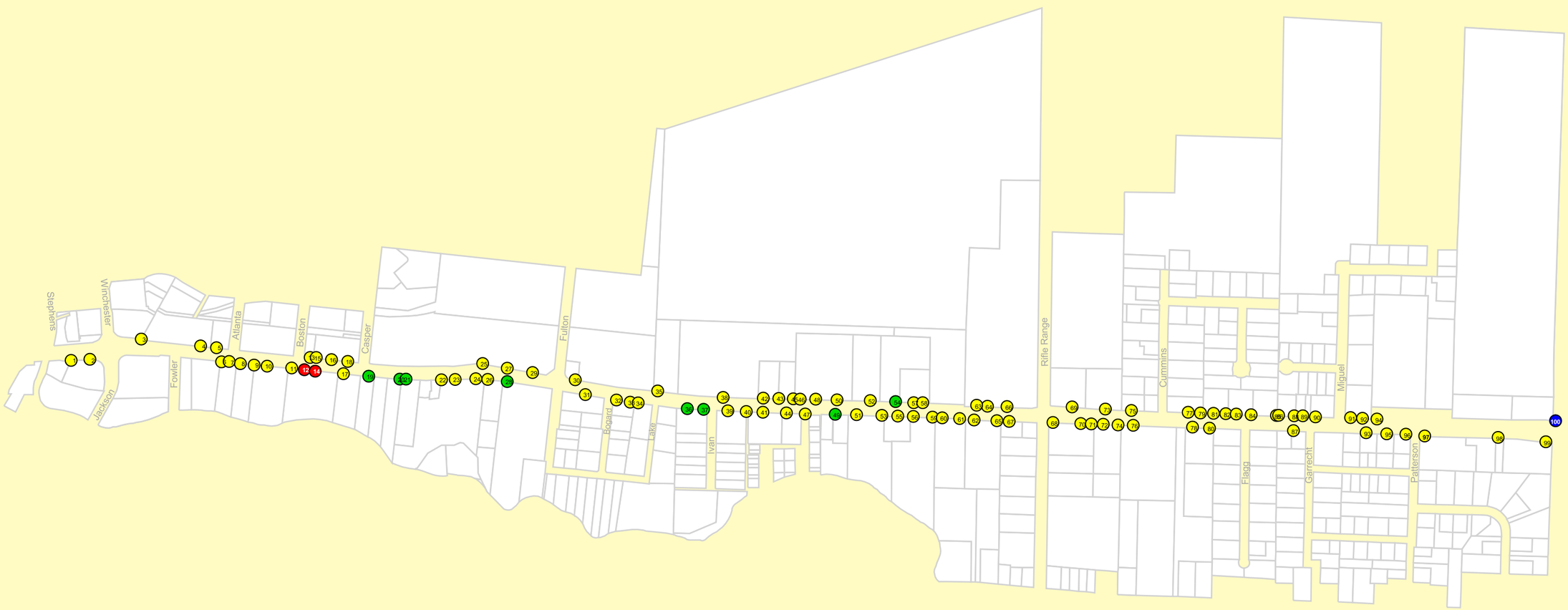
Figure 2

Existing Approach Locations/Status

Segment 1, MP 0.00 - MP 1.61

Diamond Lake Blvd AMP, Roseburg, OR



0.5 0 0.5 Miles

Permitted

Reservation

Grandfathered

Illegal

Parcel

N

March 2003

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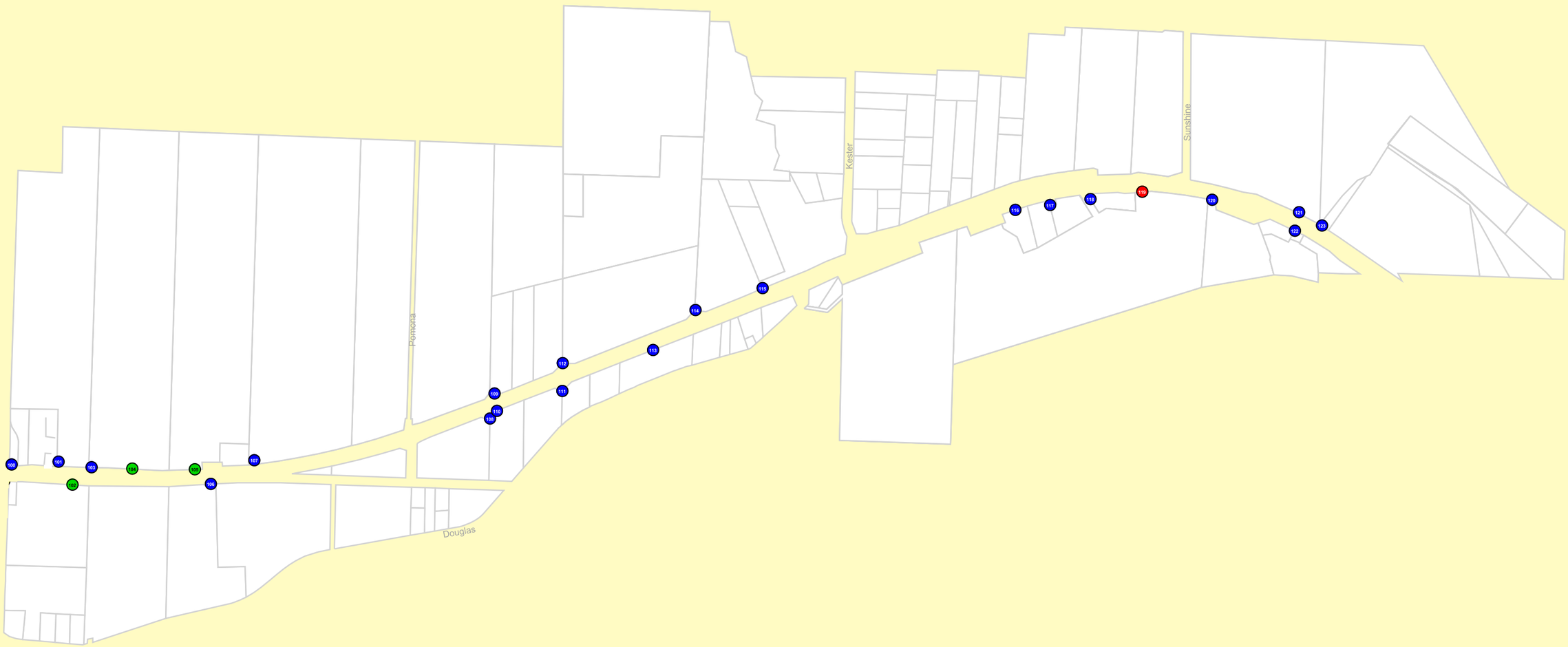
Figure 3

Existing Approach Locations/Status

Segment 2, MP 1.61 - MP 3.35

Diamond Lake Blvd AMP, Roseburg, OR



0.5 0 0.5 Miles

Permitted

Reservation

Grandfathered

Illegal

Parcel

N

March 2003

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TRAFFIC CHARACTERISTICS

Traffic Volumes

Traffic volumes were gathered for the study area in the form of average daily traffic (ADT)[2] and volume-to-capacity (v/c) ratio data. The OHP directs ODOT to ensure for the safe and efficient travel on state highways. The AMP must consider traffic volumes to develop access management strategies so ODOT can preserve mobility on the highway for through traffic and balance the highway's efficiency with local traffic needs to access businesses adjacent to the highway. This analysis is needed because the number of approaches to the highway can create delay along the highway and interrupt the traffic flow.

TABLE 3: HIGHWAY MOBILITY STANDARDS

Highway Category	Land Use Type/Speed Limits	
	Inside Urban Growth Boundary	
	Non-MPO outside of STAs where non-freeway speed limit <45 mph	Non-MPO where non-freeway speed limit >= 45 mph
Regional Highways	0.80	0.75

Source: 1999 Oregon Highway Plan

As shown in Table 4, the average daily traffic volumes range from 8,800 to 20,200 vehicles. The lowest daily volumes were recorded east of Sunshine Park at MP 3.35, the eastern most point in the project area. The highest daily volumes were recorded near Fowler Street at MP 0.17, near the western most point in the project area. Between these points, ADT grows steadily from east to west. West of Fowler Street the traffic volumes ranged from 14,000 at Stephens Street (MP 0.02) to 18,300 at Jackson Street (MP 0.12).

Within the Roseburg City limits, traffic volumes are significantly higher than in the UGB. Ideally there are a limited number of approaches to highways where traffic volumes are high, in order to efficiently and safely move traffic. In reality, there are many approaches throughout this section which require that the need for access be balanced against mobility. Access strategies developed for urban sections of highways strive to improve mobility by bringing the existing approaches into compliance with spacing standards. Access management strategies are further discussed in Chapter 4.

TABLE 4: ADT FOR PROJECT AREA

MP	LOCATION	2001 ADT[2]	2002 V/C[3] RATIO
0.00	Stephens Street	14,000	0.83
0.10	Winchester/Jackson Street	18,300	0.60
0.17	Fowler Street	20,200	

[2] Current ADTs were obtained for the study area from ODOT's *2001 Traffic Volumes Tables*.
[3] V/C were obtained from Phoenix School TIS, Sunshine Park TIS, TPAU, and ODOT Traffic Section. V/C ratios are for the existing p.m. peak hour.

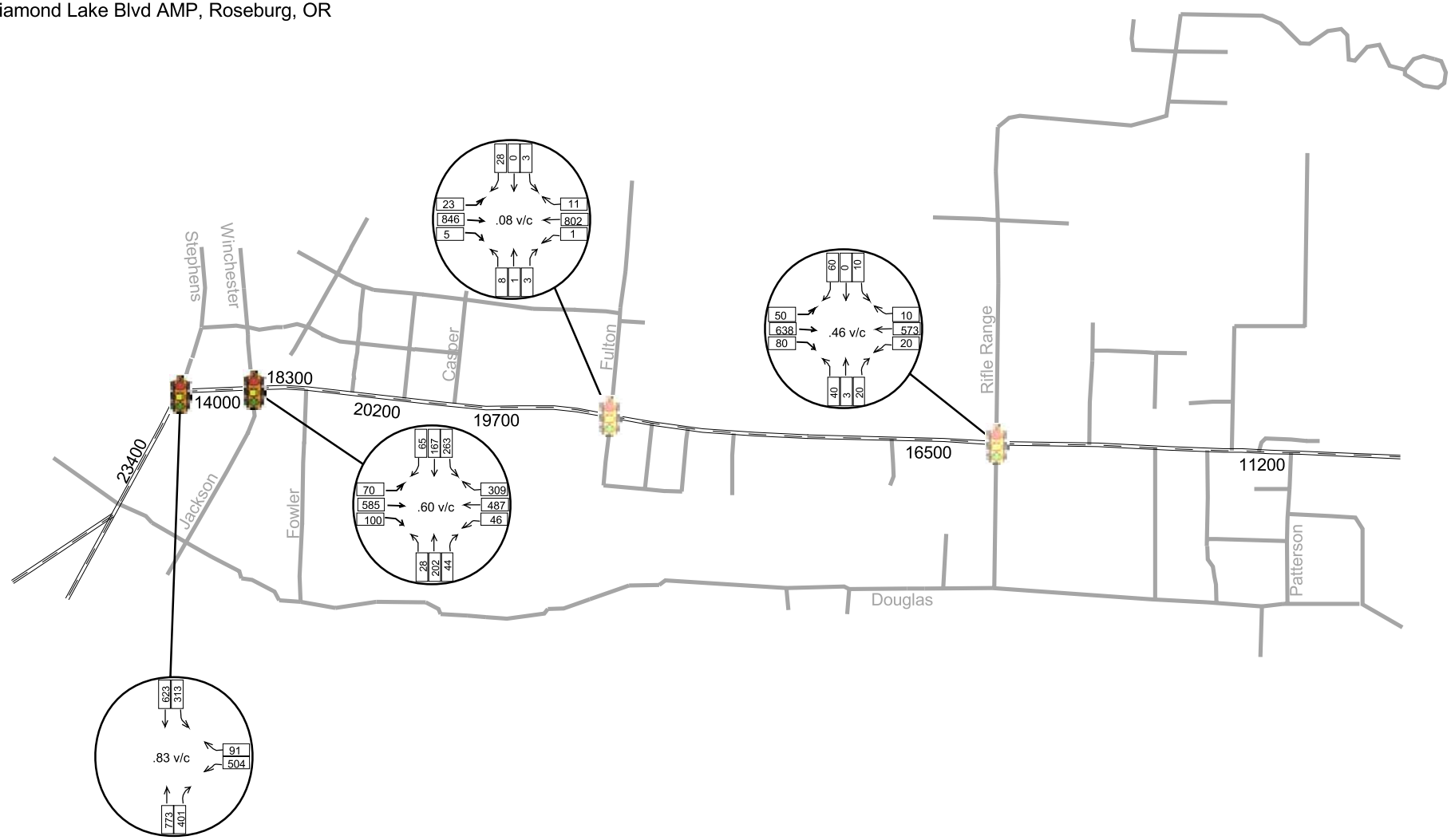
MP	LOCATION	2001 ADT[2]	2002 V/C[3] RATIO
0.37	Casper Street	19,700	
0.57	Fulton Street		0.08
1.09	Rifle Range Road	16,500	0.46
1.61	E. City Limits	11,200	
2.74	Douglas Avenue	10,800	0.21
3.35	Sunshine Road	8,800	0.57

Source: ODOT 2001 Traffic Volumes Tables, Developer Traffic Studies, TPAU, ODOT Traffic Section

Current volumes and traffic operations are identified in Figures 4 and 5

Figure 4
Traffic Operations

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



0 0.5 Miles

Existing Traffic Signal

Potential Traffic Signal

Diamond Lake Blvd (OR 138E)

Local Roads

00000: 2001 Average Daily Traffic (ADT)

2002 Peak Hour Counts

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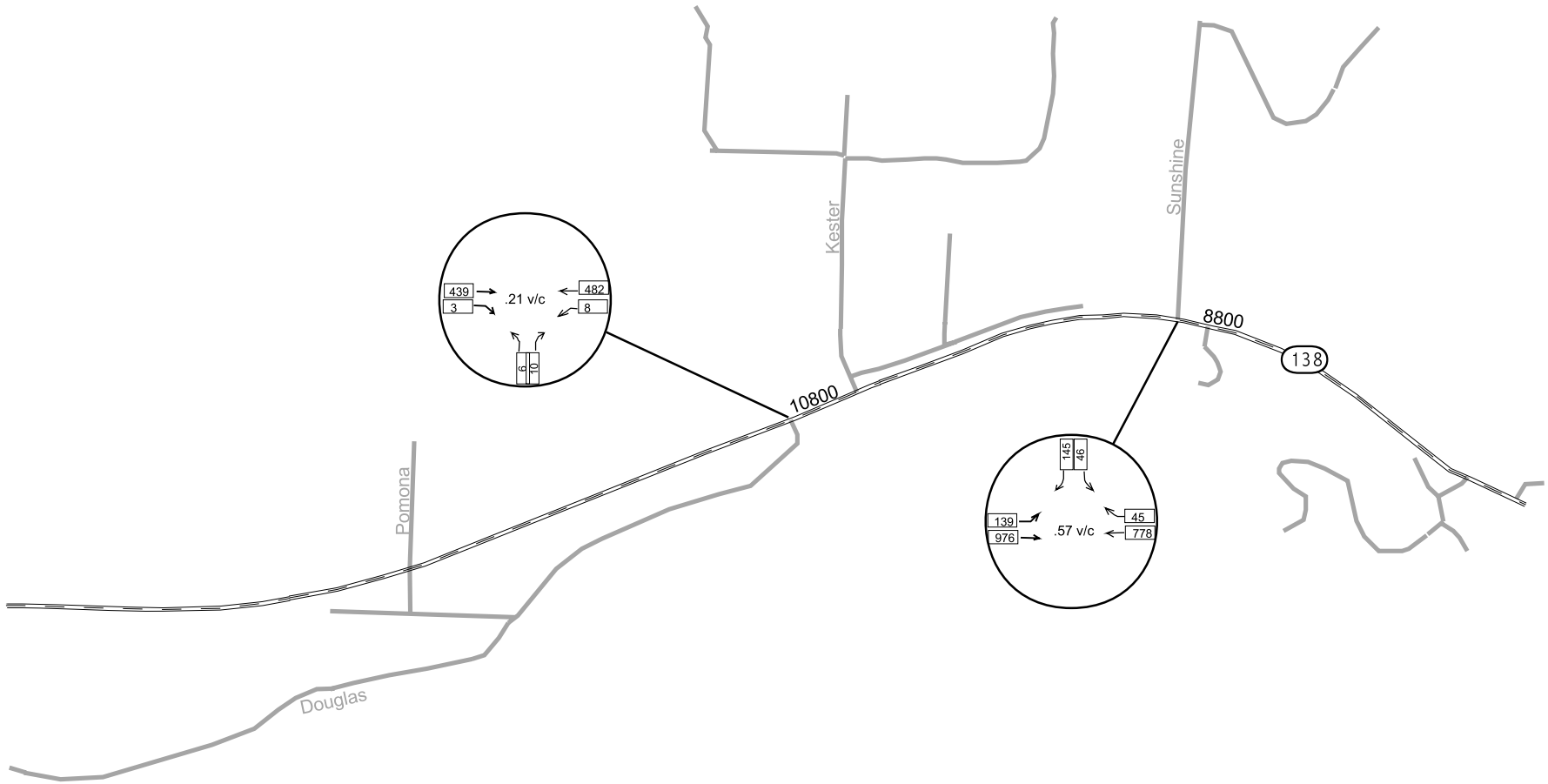
Figure 5
Traffic Operations
Segment 2, MP 1.61 - MP 3.35
Diamond Lake Blvd AMP, Roseburg, OR



0 0.5 Miles

Existing Traffic Signal

Potential Traffic Signal

Diamond Lake Blvd (OR 138E)

Local Roads

00000: 2001 Average Daily Traffic (ADT)

2002 Peak Hour Counts

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Traffic Signals
Two locations in Chapter 1 are currently signalized, the intersection with Stephens Street and the intersection with Winchester/Jackson Street. Both of these signals are interconnected in order to provide for good traffic progression due to their close proximity.

The Winchester/Jackson Street signal currently experiences a high degree of south to east left turn movements from Winchester onto Diamond Lake Boulevard. Also, due to it's proximity to the main Douglas County Library and County/City offices, a high number of pedestrians cross the highway at this location. ODOT has programmed a project for 2005 in the STIP to reconstruct the signalized intersection by providing for dedicated left turns from Winchester and Jackson. No problems have been identified with the operation of the Stephens intersection signal.

Both the City and ODOT have identified Rifle Range Road and Fulton Street as potential locations for new signals. Each of these new locations are within ODOT traffic signal spacing standards of 1/2 mile. Currently, neither location meets traffic signal warrants. It is expected that these needs will be further evaluated in the City's Transportation System Plan (TSP).

Crash Data
This section examines the crash data by the two segments identified in the Project Limits.[4] It also highlights highway segments containing a high number of crashes that will be considered in Chapter 4: Strategies. In a national study[5] conducted by the Transportation Research Board, crash data showed a strong relationship between the access points per mile and the crash rate. Their study concluded that increasing the access frequency from 20 to 50 access points per mile results in almost a doubling of the crash rate. Thus, each additional approach may increase the crash rate about 3 percent.

In Oregon, 55% of all non-freeway crashes are at or near driveways and intersections, with 50% of these crashes resulting in an injury. In urban areas 75% of crashes are driveway/intersection related. Crash data is used as an indicator of traffic safety by focusing on highway segments with a high number of crashes. These locations are examined closer in Chapter Four, Access Management Strategies.

Segment 1
Crash rates were calculated for Segment 1 as shown in Table 5 (measured by crashes per million vehicle miles traveled). As shown below, the crash rate for this segment does not exceed the state average for similar roadway segments throughout the state for any of the years listed.

TABLE 5: CRASH RATES FOR SEGMENT 1 (MP 0.00-MP 1.61)

Segment 1	1998	1999	2000	2001
ADT	16,654	16,678	15,791	15,127
Number of crashes	22	17	18	20
Crash Rate – Segment 1	2.05	2.08	1.98	2.14
Crash Rate – State Average (Primary Urban Non-Fwy)	3.83	3.50	2.95	3.26

[4] Crash data for OR 138E was obtained from ODOT for the period 1995-2001.
[5] Gluck, J., H.S. Levinson, and V. Stover, *Impacts of Access Management Techniques*, NCHRP Report 420, Washington D.C.: Transportation Research Board, 1999.

Source: ODOT Accident Summary Database

Segment 2

Crash rates were calculated for Segment 2 as shown in Table 6. The crash rate for the segment does not exceed the state average for any of the years listed.

TABLE 6: CRASH RATES FOR SEGMENT 2 (MP 1.61-MP 3.35)

Segment 2	1998	1999	2000	2001
ADT	10,300	10,450	9,820	9,843
Number of crashes	2	6	0	2
Crash Rate - Segment 2	0.36	0.35	0.59	0.43
Crash Rate - State Average (Primary Rural Non-Fwy)	0.71	0.79	0.82	0.79

Source: ODOT Accident Summary Database

The Safety Priority Index System (SPIS) is a method developed by the Oregon Department of Transportation (ODOT) for identifying hazardous locations on state highways. The SPIS score is based on three years of crash data and considers crash frequency, crash rate, and crash severity. ODOT bases its SPIS on 0.10 mile segments to account for variances in how crash locations are reported. To become a SPIS site, a location must meet one of the following criteria:

- Three or more crashes have occurred at the same location over the previous three years
- One or more fatal crashes have occurred at the same location over the previous three years

Each year, a list of the top 10% SPIS sites are generated for review by the five Region Traffic Engineers. These sites are evaluated and investigated for safety problems. If a correctable problem is identified, a benefit/cost analysis is performed and appropriate projects are initiated.

In 2000, Segment 1 contained one location with a SPIS ranking in the top-ten percent. A high number of crashes have occurred at the intersection of Winchester/Jackson @ Diamond Lake Blvd due in part to a wide cross-section of the highway and a high number of South to East left turn movements. A safety project has been programmed by ODOT to reconstruct the signal system and provide dedicated left turn lanes at this location. The project is scheduled to begin construction in 2005.

Figure 6

Three Year Accident Summary, 1998-2000

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

0 0.5 Miles

10+ Accidents
1-4 Accidents
Local Roads
5-9 Accidents
Diamond Lake Blvd (OR 138E)

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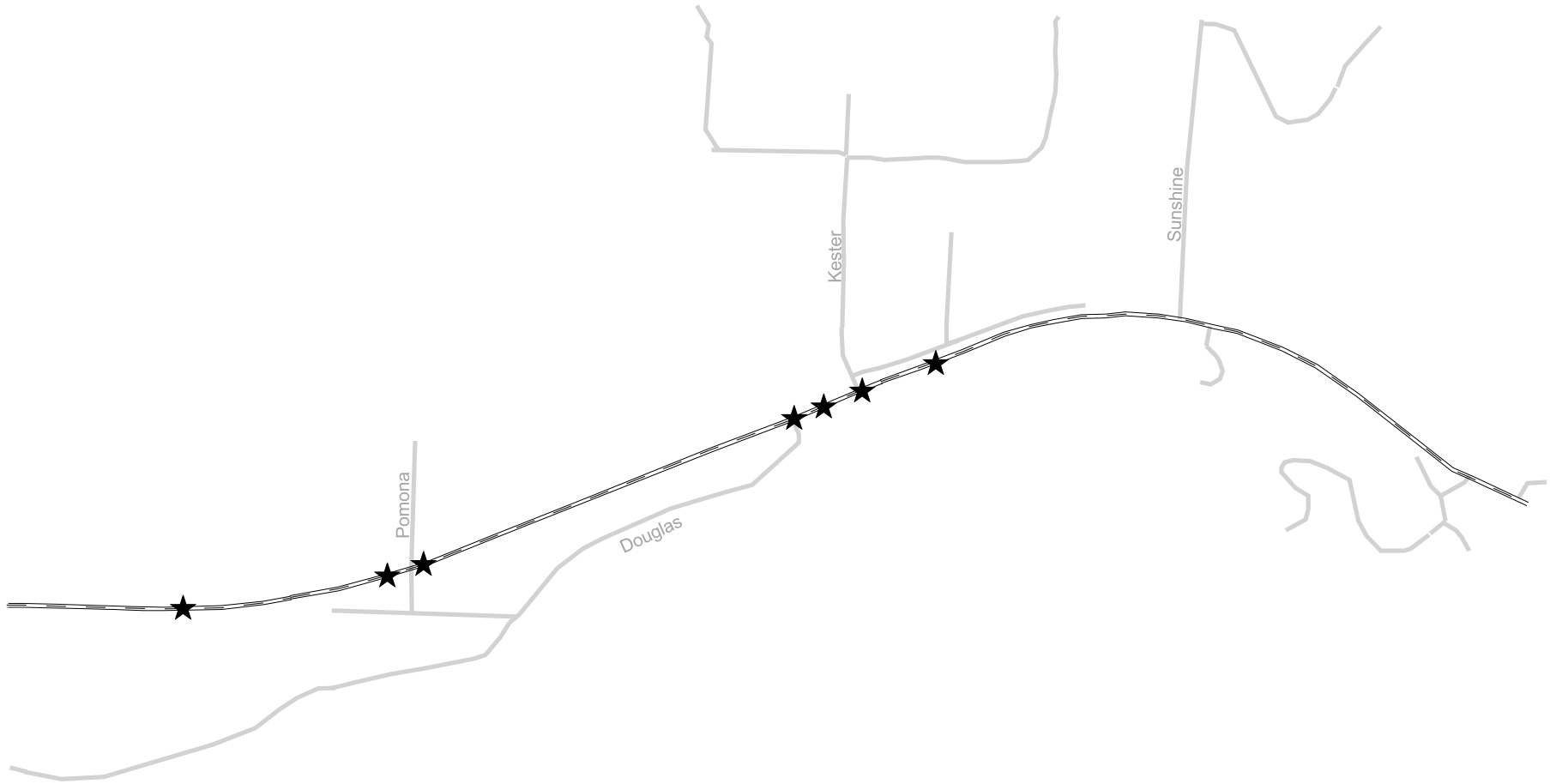
Figure 7

Three Year Accident Summary, 1998-2000

Segment 2, MP 1.61 - MP 3.35

Diamond Lake Blvd AMP, Roseburg, OR



0 0.5 Miles

10+ Accidents

1-4 Accidents

Local Roads

5-9 Accidents

Diamond Lake Blvd (OR 138E)

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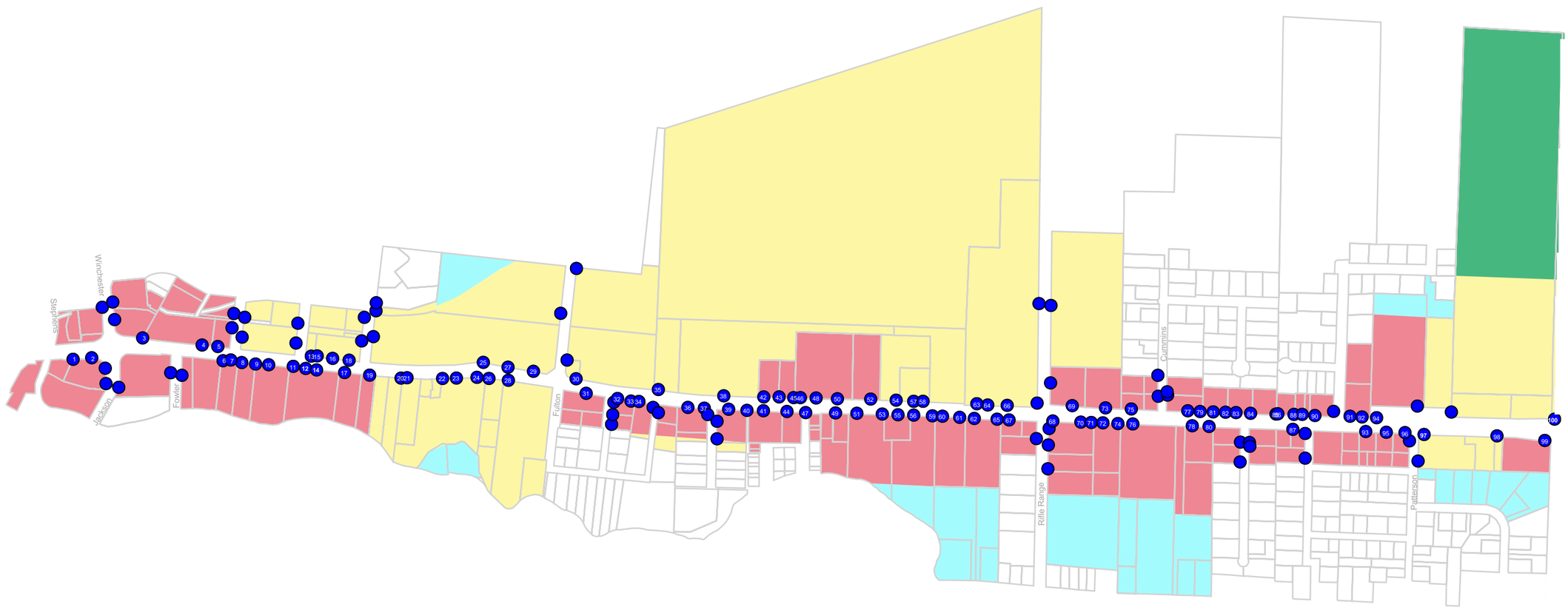
Figure 8

Land Use Map Designations

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



0 0.5 Miles

Commercial
Industrial
Farm/Forest
Residential
Public
Parcel
Existing Approach

October 2002

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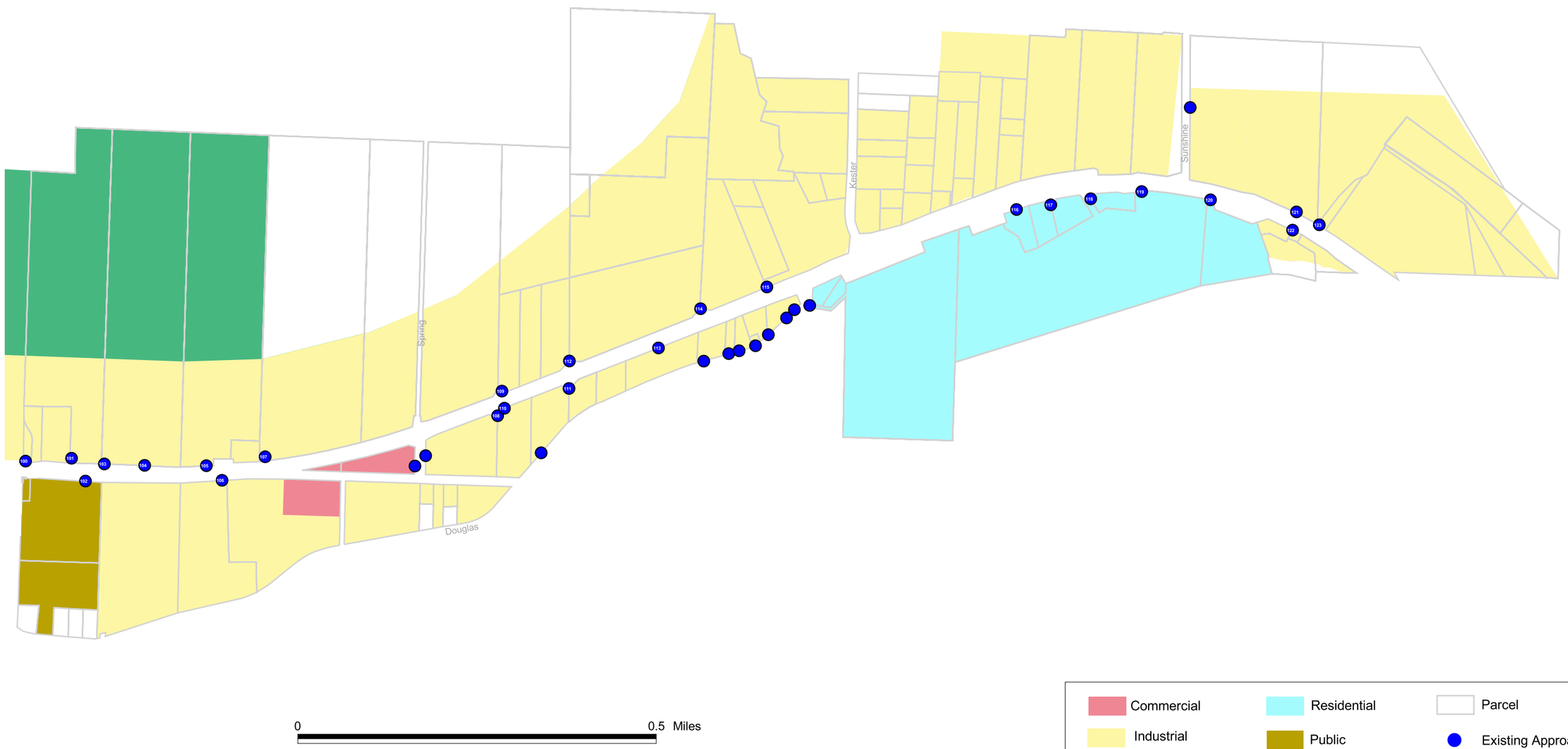
Figure 9

Land Use Map Designations

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



Commercial
Industrial
Farm/Forest
Residential
Public
Parcel
Existing Approach

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LAND USE CHARACTERISTICS

Land use data[6] was gathered to gain further understanding of the conditions in the project area. Land use data is useful in determining the possible access requirements for properties, particularly if property is vacant or underdeveloped. Different land uses require different access treatments. For example, commercial or industrial land uses create higher traffic volumes or large truck traffic and may require a wider or different type of approach.

Land uses within Segment I are primarily planned for commercial and industrial uses. Most of the properties are relatively small in size as a result of previous land partitioning and are generally developed. Many of the larger parcels, generally planned industrial, previously contained lumber mill sites. As the corridor is further developed and enhanced, industrial properties along the highway may request zone changes to the City's Mixed-Use (MU) designation to permit a greater range of uses when marketing them for redevelopment (Figure 8). Although the segment contains a more developed local street network than outside the City Limits, many of the properties have driveways to both Diamond Lake Boulevard and adjoining local streets.

Land uses within Segment II are primarily industrial with some residential development occurring on the eastern-end of the study area. Most of these properties are undeveloped or underdeveloped with direct access to the North Umpqua Highway and/or Douglas Avenue (Figure 9). Much of Roseburg's industrial land inventory is contained along Diamond Lake Blvd/N. Umpqua Highway. As such, it is expected that this property will remain mostly industrial. A need for a local street network has been identified for this area and is discussed further in Chapter 4 Strategies.

SUMMARY

The crash data indicates Segment 1 experiences a much higher number of accidents than does Segment 2 even though the speeds within Segment 1 are much slower. The crash rate in Segment 1 is more than five times the crash rate on Segment 2. Both the existence of high volume intersections and the preponderance of private driveways throughout the section may explain this fact.

Both segments contain large vacant or underdeveloped parcels, with most occurring in Segment 2. The need for improved local circulation has been identified for both segments to lessen dependence on the highway for local traffic.

The average driveway spacing is significantly below the standards established by ODOT in the 1999 Oregon Highway Plan. The small parcel sizes in Segment 1 however, indicate that the provision of access to properties must occur at less than the desirable spacing. Many of the existing driveways within Segment 1 and in some cases in Segment 2 are in close proximity to one another. Additionally, many of the properties fronting the highway also front onto local streets.

As redevelopment and land use changes continue along the corridor, it will be important to manage accesses in a manner that promotes the safety of the roadway while enhancing economic opportunities.

[6] The land use data was derived from shapefiles and the buildable lands inventory provided from the City of Roseburg and Douglas County.

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4: ACCESS MANAGEMENT STRATEGIES

Using the data gathered in Chapters One through Three in the plan, strategies have been identified to address both existing and future approaches to Diamond Lake Blvd/N. Umpqua Highway.

IMPLEMENTATION

The goal of the Access Management Plan is to move toward the access spacing standards identified in the OAR 734, Division 51 and the Oregon Highway Plan at the time development, redevelopment, a "change of use", or a construction project occurs. The strategy which discusses future signalization may need to be put into effect at the time signalization improvements are made, to ensure traffic safety and operations.

Many of the recommendations in the Strategy chapter indicate the use of "shared" driveways. As a requirement of the City and as a condition for using the deviation findings in Section Five, this condition will be attached to and made part of any permits issued for approaches where this strategy is recommended.

Deviation findings for approach locations identified on Figures 12 and 13 and aerial photos in Appendix B are located in Chapter Five. Any changes to specified approach locations in this plan will necessitate following the normal ODOT Approach Permitting Process as outlined in OAR 734 Division 51 (see Appendix A) and may require submittal of supplemental documentation, such as a traffic impact study.

In some cases redevelopment may include combining several parcels. When this occurs, the recommended approaches may no longer be appropriate. The ODOT Region Access Management Engineer (RAME) will be responsible for making this determination. This plan does not negate the need to apply for and receive a valid ODOT permit nor negate the need to indenture "reservations of access," when necessary. The ODOT permit may require changes to existing approaches that this plan indicates will remain at their current location.

The City of Roseburg regulates development and redevelopment standards throughout the Diamond Lake Corridor. Property owners and developers are required to comply with City development standards at the time of development, redevelopment, or, change of use, pursuant to the Land Use and Development Ordinance No. 2981, Section 2.3.025. City standards will require that all development applications and plan submittals comply with all aspects of city development standards including but not limited to sidewalks, driveways, parking areas and surfacing at the time of development.

The following strategies have been identified to improve the number of approaches along the highway.

ABANDONED APPROACHES

A number of approaches currently "dead-end" into existing structures, walls, fences, etc particularly throughout Segment 1. The first strategy is therefore to reduce the number of existing approaches to the highway through the elimination of these abandoned approaches. This strategy is consistent with Roseburg Municipal Code Section 7.04.150 Unused Driveway. This strategy will eliminate 10 existing highway approaches as shown in Table 7.

TABLE 7: ABANDONED APPROACHES RECOMMENDED FOR CLOSURE

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Justification
2	270519BB03600 270519BB03600A2	S			Access blocked with single strand cable
11	270519BA02300	S	0.29	14+75	Blocked with gate during business hours
16	270519BA01900	N	0.33	16+82	Blocked with fence
30	270519BA00200	N	0.58	30+35	Blocked by building
32	270519BA01300	S	0.63	32+43	Blocked by chain link fence
33	270519BA01300	S	0.65	34+03	Blocked by chain link fence
45	270519AA00200	N	0.83	42+55	Blocked by building and utility pole
57	270520BB00400	N	0.96	48+90	Blocked by gate during business hours
63	27051701500	N	1.15	52+40	Blocked by gate during business hours

EXISTING AND FUTURE SIGNALIZED INTERSECTIONS

ODOT places a special emphasis on access management in the vicinity of signalized intersections. As much as possible, ODOT prefers approaches to be located outside of the functional area of the intersection. The functional area is generally defined as the area in which motorists must decide to stop, the maneuvering distance required to stop, and the storage length required for queued vehicles.

TABLE 8: EXISTING & FUTURE SIGNALIZED INTERSECTIONS: APPROACHES RECOMMENDED FOR CLOSURE

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Justification
67	270520BB02200	S	1.05	54+39	Within functional area of signal at Rifle Range
68	270520BB02300	S	1.10	56+80	Within functional area of signal at Rifle Range
Local	27051701500	N		DCPW Shops	Within functional area of signal at Rifle Range

Potential future signal locations are identified in this plan to identify conflict areas within the functional area of the signal and to move driveways away from intersections to keep traffic from backing up and blocking access to adjoining properties. This strategy addresses approaches that fall within these areas. At the time traffic signals are installed, this strategy is to be implemented.

Currently two major intersections along the corridor are signalized. The first at Stephens Street is adjoined by a bridge over Deer Creek on Diamond Lake Boulevard. The second signalized intersection is approximately one-tenth of a mile to the east of Stephens Street at Winchester/Jackson Street providing one of the primary entrances into historic downtown Roseburg. Between these two intersections are two existing approaches, one of which is "abandoned" (approach 2) and is to be closed. To the east of the Winchester/Jackson Street intersection is an

approach reconstructed within the last five-years (approach 3). Although this approach falls within the functional area of the intersection, it was allowed at a location as far back from the intersection as possible while still providing access to the adjoining properties.

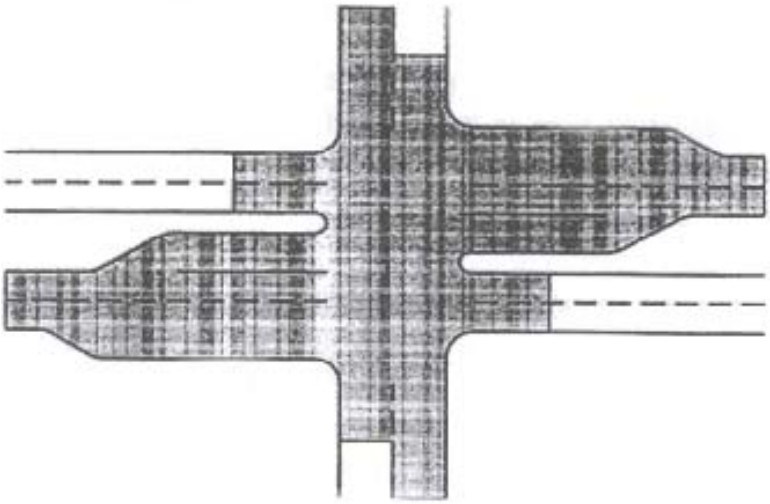
Two intersections have been identified as potential locations for future signals (see Figure 4). These two locations are located at Fulton Street and Rifle Range Road. Spacing for the potential signals is approximately one-half mile, within the ODOT spacing standard for traffic signals. Although these locations have been identified as potentially future signalized intersections, neither one currently meets traffic signal warrants. It is expected that Rifle Range will meet signalization warrants much sooner than Fulton Street, but nevertheless, these locations will require approval from the State Traffic Engineer prior to final approval and installation. Periodic traffic signal warrant analysis' should be performed at these intersections as development occurs to determine warrant attainment.

For Fulton Street, approaches 29, 30, and 31 fall within the functional area. Approaches 29 and 30 have previously been identified as "abandoned" and are to be closed. Approach 31 is to a vacant lot with alternate reasonable access to both Fulton and Bogard Streets. These approaches are more specifically addressed in the Strategies section under "abandoned approaches" and "alternate access."

For the Rifle Range Road intersection, approaches 67, 68, 69, and some local approaches fall within the functional area of a signal. Approach 67 will be addressed later in the Strategies chapter under consolidation. Approach 68 is located at the radii of the intersection and is one of many approaches to the gasoline station. Because of it's location within the functional area, safety issues surrounding an approach located within a few feet of Rifle Range Road, and the fact that other approaches provide reasonable access to the property, this approach is to be closed.

Approach 69 serving Color Craft on the northeast corner of the intersection also falls within the functional area of the intersection. A recommendation for this approach is discussed further in the Strategies chapter under "medians."

Figure 10: Functional Area of an Intersection



A local approach serving the Douglas County Public Works shops on the northwest corner is located at the radii of the intersection. Alternate reasonable access is already available to the property. Due to the proximity of the driveway to Diamond Lake Blvd, and its location within the functional area of the intersection, this plan recommends closure.

Additional local approaches on Rifle Range Road serving the gasoline station on the southeast corner fall within the functional area of the intersection. The northern most approach is frequently blocked by queued vehicles stopped at the intersection. This at times causes back up on Diamond Lake Boulevard. Because of current site layout, it is not possible to close or alter this approach or the next one to the south. A possible treatment upon signal installation may be the construction of a raised median to create a right-in/right-out for the northernmost approach. Should site redevelopment occur, it is recommended that the northernmost approach be eliminated.

ILLEGAL APPROACHES

As shown in Figures 2 and 3, approaches 12, 14, and 119 are designated as "illegal." Approaches 12 and 14 belong to the property currently occupied by United Rentals. In 1994, the equipment rental business at that location applied for access where these two curb cuts currently exist. The request was denied with a suggestion that if the eastern and western approaches were closed, ODO T could permit access in the middle (approach 12). The denial was subsequently appealed to the region review committee, which ruled to deny the approach request for approach 12, and conditionally approved the request for approach 14. The "conditionally" approved request for approach 14 required the applicant to construct the driveway width to engineered standards no greater than 50-feet and to situate the approach at the eastern edge of the property. Because the approaches remain in place and in use following official denials, these approaches are considered "illegal."

At the time an access permit is issued, specific conditions are often attached. These typically include specific radii, use, width, etc. Other times ODOT may place conditions relative to future redevelopment of adjoining properties.

TABLE 9: ILLEGAL APPROACHES

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Justification
14	270519BA02300	S	0.31	15+57	Application denied in 1994
119	270515C01200	S	3.26	170+61	Not approved. Constructed after 1986.

Approaches 12 and 14 provide two of three access points into United Rentals. Approach 11 has been determined to be "abandoned" and recommended for closure under a previous strategy. ODOT cannot simply recommend both driveways for closure simply due to their current legal status, as no reasonable alternate access exists to this property. Approach 12 has the ability to service a range of vehicle types. This plan therefore recommends that access be permitted at the current location of approach 12 but be narrowed down to 40' from it's current 50' width. Approach 14 is to be closed.

Although no longer utilized, approach 119 is still connected to the highway through an Access Control line. Approach 119 serves a property that has legal access through approach 120. This approach is to be closed.

ALTERNATE ACCESS

Properties adjoining local streets typically have access to both the highway and the local street. In many cases, access to the highway is not required by site layout or transportation needs. If however *reasonable* alternate access is not or cannot be made available from the local street, than limited access should be provided to the highway. In general, access should be provided from roads with lower functional classifications. Only if reasonable access cannot be obtained from these local streets should access be sought to the highway, and then it should be limited.

This strategy affects four existing approaches.

TABLE 10: APPROACHES WITH ALTERNATE ACCESS RECOMMENDED FOR CLOSURE

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Justification
31	270519AB1300	S	0.60	30+95	Access to Fulton and Bogard Streets
34	270519AA00600	S	0.66	34+03	Parking on Lake Street
46	270519AA00100	N	0.83		(Pedestrian) Access from Approaches48 /50.
96	270520AB01100	S	1.46	76+25	Access to Patterson

Approach 31 currently fronts on vacant, planned commercial property on the south side of Diamond Lake Boulevard between Fulton and Bogard. It is anticipated that both of these streets can provide alternate reasonable access to the property and will make an approach request for access to the state highway unlikely to be approved.

Approach 34 provides access to the Roseburg Cycle Center located on the southwest corner at the Lake Street intersection. Parking off of Lake Street is available and does not require the use of this approach for business purposes. If the property has a change in use, alternate access will be considered, and if it can be made reasonable (or adequate), an approach may not be approved to the state highway.

Approach 44 serves the Asia Garden and a number of businesses to the south. All of these businesses can also be safely and conveniently served through approach 47. If the property has a change in use, alternate access will be considered, and if it can be made reasonable (or adequate), an approach at current approach 44 may not be approved to the state highway. It is understood that the closure of this approach will necessitate on-site parking changes, in particular at the rear of the Asia Garden restaurant.

Approach 46 is unique in that it provides pedestrian access only to a house no longer in existence. This approach is no longer functional or compliant with ADA standards and should be removed. ODOT recommends that pedestrian crossings occur at intersections whenever possible.

Approach 96 is located at the southwest corner of Patterson. The approach currently serves a vacant building on commercially zoned land. Reasonable access is provided from Patterson, negating the need for access to the highway. If this property is vacant for two years or more a change in use will have occurred and a new permit will be required. At that time alternate access will be considered, and if it can be made reasonable (or adequate) to Patterson, an approach may not be approved to the state highway.

CONSOLIDATION OF MULTIPLE APPROACHES

Driveway consolidation is the process of reducing the density of driveways along a major roadway by closing approaches, creating alternative access ways, creating shared approaches, relocating entrances to side streets, or promoting cross access. Such projects are generally done to improve highway safety but also improve traffic flow. This Strategy focuses on the consolidation of multiple approaches into a single existing approach location and therefore affects many of the approaches identified.

In some cases redevelopment may include combining several parcels. When this occurs, the recommend approaches may no longer be appropriate. The ODOT Region Access Management Engineer (RAME) will be responsible for making this determination.

TABLE 11: APPROACHES RECOMMENDED FOR CLOSURE AND CONSOLIDATION INTO EXISTING APPROACHES

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Justification
6	270519BA02600	S	0.21	10+84	Access through Approach 7
9	270519BA02500 270519BA02400	S	0.24	11+87	Access through Approach 8 and 10
13	270519BA01800	N	0.31	15+67	Access through Approach 15
22	270519AB00600	S	0.45	22+97	Access through Approach 23
24	270519AB00700	S	0.49	25+14	Access through Approach 23
26	270519AB00800	S	0.50	25+60	Access through Approach 28
35	270519AA00500	N	0.69	35+10	Access through Approach 38
42	270519AA00300	N	0.79	40+84	Access through Approach 43
44	270519AA02800	S	0.82	42+25	Access through Approaches 41 and 47
51	270519AA03300	S	0.89	45+90	Access through Approach 53
55	270520BB00500	S	0.93	48+21	Access through Approaches 53 and 56
59	270520BB00600	S	0.97	50+16	Access through Approach 56
60	270520BB01000	S	0.98	50+65	Access through Approach 61
71	270520BB02300	S	1.14	58+95	Access through Approaches 70 and 72
74	270520BB02400	S	1.16	60+33	Access through Approach 72
79	270520BA02200	N	1.25	65+04	Access through Approach 77
80	270520BA04000	S	1.26	65+47	Access through Approach 78
82	270520BA01300	N	1.27	66+38	Access through Approach 81
83	270520BA01200	N	1.28	66+95	Access through Approach 84
86	270520BA01000	N	1.33	69+37	Access through Approach 85
88	270520BA01000	N	1.34	70+16	Access through Approach 85
92	270520AB00700	N	1.42	74+07	Access through Approach 91
110	270521B00101	S	2.28	119+83	Access through Approach 108. Two reservations together. Construct one approach at property line.

Approaches 6 and 7 currently serve two houses and a trailer park on the rear portion of these two lots. Both commercial properties are under the same ownership. Due to the close proximity of each driveway to one another and the suitability of approach 7 to serve both properties, it is recommended to close approach 6 and utilize approach 7 only. Should these properties redevelop in the future, the location of approach 7 should remain near its current location.

The Marshall Towing company is currently served by two approaches (8 and 9). Approach 9 partially serves Messenger Auto Body, but is somewhat split by a small chain link fence. This plan recommends that approach 9 be closed and consolidated into approaches 8 and 10. Approach 8 will have to be widened to accommodate this change, but it will provide a more direct entry into the fenced portion of the property. For planning purposes, the AMP assumes the existing building will remain

Approach 13 currently provides access to a vacant building at the northeast corner of Boston. Approach 15 services Tosco Oil and is separated from approach 13 by only two feet. The fuel trucks from Tosco currently utilize both approaches by straddling the 2-foot curb section between each. To improve this situation, this plan recommends a widening of approach 15 to a thirty-five foot approach. Widening should occur to encompass a portion of approach 13. The remainder of approach 13 should be closed and access to both properties occur from the single approach. For planning purposes, the AMP assumes the existing buildings will remain

Approaches 22, 23, and 24 serve a vacant industrially planned group of parcels under a single ownership. Approach 22 is located immediately adjacent to the building housing the former Blake's Carbide business and does not provide adequate sight distance for vehicles attempting to exit the property. Approach 24 provides an additional access into the vacant parcels near the east property line, west of the car wash. Utilization of this approach is not necessary with access remaining at approach 23. Closure of approaches 22 and 24 are recommended with consolidation into approach 23. As the vacant parcel is redeveloped, access should remain in the vicinity of approach 23 (center of the property). See also Local Road Development in the Strategy section for more discussion on Approach 23. The AMP assumes that any existing buildings will be demolished or parking will be accommodated behind the structures.

Approaches 26 and 28 serve the car wash. Approach 28 also provides access to Quality Fence, Walt's Towing, and other vacant industrial property. Because approach 28 provides reasonable access to the car wash as well as other businesses, approach 26 is recommended for closure and consolidation into approach 28. For planning purposes, the AMP assumes that existing buildings will remain. However, should the car wash property redevelop, access should continue from one single point at approach 28 or from approach 23.

Approaches 35 and 38 are currently constructed into the former Champion Mill Site located north of Ivan Street. The property is currently undeveloped and planned for industrial uses. Approach 35 is located on the western edge of the property near the retaining wall to the COR Public Works property which limits site distance. Approach 38 is more centrally located along the Diamond Lake frontage and is located across from Ivan Street reducing the number of conflict points in this area. This plan recommends closure of approach 35 as adequate access to these vacant lands can be acquired through approach 38. See also Local Road Development in the Strategy section for more discussion on Approach 38

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Approaches 42 and 43 serve the Yamaha dealership. The westernmost approach (42) provides little functional use to the property and consequently can be closed and consolidated into approach 43. For planning purposes, the AMP assumes the existing building housing the store will remain. Should the other structures be torn down and the property redeveloped, access should occur from approach 43.

Approaches 41 and 44 serve A-1 auto and Asia Garden Restaurant respectively. Approach 47 also services Asia Garden and a number of small businesses in a commercial/industrial complex. Approach 44 is unnecessary to serve any of these existing businesses as the other existing approaches provide reasonable access to these businesses. For planning purposes, the AMP assumes all existing buildings will remain. Site circulation changes are likely to be needed for driveway consolidation to work. In particular, parking behind Asia Garden will likely need to be relocated to the west side of the restaurant where the approach to be closed is located. This will allow for improved circulation of delivery trucks. Approach 41 provides reasonable access into the property occupied by A-1 Auto. Therefore, approach 44 is recommended for closure and access consolidated into approaches 41 and 47.

Approaches 51 and 53 provide access to an adult nightclub. Approach 53 is a joint access with the vacant property immediately to the east of the nightclub. Closure of approach 51 is recommended as approach 53 will provide adequate access to both properties.

Approach 55 is located on the small vacant property directly east of the nightclub. As discussed earlier, access to the property can be through approach 53. This small parcel also has access from approach 56, a joint approach with the next property to the east (Allen Automotive) as well as serving some residences to the south. Approach 55 is recommended for closure as access can be consolidated into approaches 53 and 56.

The Allen Automotive property contains an additional approach (59) on its eastern property boundary. The layout of buildings does not allow this approach to be easily utilized. The property has reasonable access through approach 56. Approach 59 is recommended for closure as access can be consolidated into approach 56.

Approaches 60 and 61 provide access into Breeze Auto and a radiator repair business. Both approaches are in proximity to their west and east property lines. The easternmost approach (61) provides the best access into the rear of the site, but due to a large drain culvert, access cannot be consolidated with the neighboring property to the east (UCC). Approach 60 is not necessary and therefore recommended for closure as access can be consolidated into approach 61.

Approaches 62 and 65 provide access into UCC. Approach 65 also provides some access into Abbey's Pizza, which also utilizes approach 67. No closures are recommended for approaches 62 and 65, however the Abbey's Pizza approach (67) is recommended for closure and consolidation into 65. Approach 67 is further discussed under "Existing and Future Signalization." Some reconfiguring of approach 65 may be necessary to accommodate the consolidation.

When the Douglas County Public Works shop property at the northwest corner of Rifle Range is redeveloped, approach 64 should be closed and consolidated into approach 66. This will preclude the ability to park along Diamond Lake in front of the gated portion of the property, but will allow removal of approach 64 and the local approach at the intersection of Rifle Range.

Approaches 68, 70, 71, 72, and 74 provide access into the Chevron Station, Bradshaw Sign, and Schwans at the southeast corner of Rifle Range. Approach 68 is discussed in the Access Management Strategies chapter under "Existing and Future Signalized Intersections" and "Alternate Access." Approach 71 and 74 appear to be redundant and because of their close proximity to approach 72 represent a safety concern. These two approaches (71,74) are therefore recommended for closure and consolidation into approach 72.

The former radio station property (now vacant) contains two approaches (77, 79). The westernmost approach (77) located near the center of the lot provides the best access into the property. Approach 79 is recommended for closure with access consolidated into approach 77.

Zoom Motor Sports also contains two driveways. The westernmost driveway (78) provides the best access to the property and also provides access to Pacific Power's substation. Approach 80 does not allow for good on-site circulation and is redundant. It is therefore recommended that approach 80 be closed and access consolidated into approach 78.

Directly to the east of the former radio station property are three small commercial properties. They currently have access through approaches 81, 82, 83, and 84. The first property (small vacant warehouse and office) contains approaches 81 and 82, but appears to share the latter with it's neighboring property to the east. Country Insurance currently occupies the property containing approaches 83 and 84. Approach 84 provides the best access to the insurance office making approach 83 unnecessary. Approaches 82 and 83 should be closed with access consolidated into approaches 81 and 84 respectively.

Approaches 85 and 86 serve a local residence and Kunert Electric. Approach 86 should be consolidated into approach 85 as they are both located at the property line. Kunert Electric is also served by approach 88 that allows parallel off-street parking in front of the business. The majority of parking is provided on the side of the business. Should the opportunity to develop a sufficient number of parking spaces on the side become available, closure of approach 88 is recommended.

Crazy Bruce's Appliance Sales is located on the northeast corner of Miguel. The property is currently served by approaches 91 and 92. Approach 91 provides the best access to the property, allowing full access to parking and the warehouse. Approach 92 serves three parking spaces. Approach 92 is recommended for closure with access consolidated into approach 91. This approach may need to be slightly widened.

RELOCATE APPROACHES

Several existing locations have been identified where it is preferable to relocate the approach or "reservation" to an alternate location. Relocation of these approaches/reservations will allow for consolidation of closely spaced driveways and improve safety and on-site circulation for adjoining properties.

In some cases redevelopment may include combining several parcels. When this occurs, the identified relocations may no longer be appropriate. The ODOT Region Access Management Engineer (RAME) will be responsible for making this determination.

TABLE 12: APPROACHES RECOMMENDED FOR CLOSURE/CONSOLIDATION AND RELOCATION

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance E/W[7]	Deviation Required	Justification
4 5	270519BA01300 270519BA01500	N	0.19 0.21	9+64 10+52	130'/385'	Yes	Approaches spaced close together. Current site layout would allow consolidation at Property Line.
20 21	270519BA02100 270519AB00400	S	0.37 0.40	18+97 21+03	295'/184'	Yes	Conditions of ODOT access permits
39 40	270519AA02500 270519AA02500	S	0.75 0.77	38+84 39+87	147'/127'	Yes	Better sight distance, approaches too close
48	270519AA00100	N	0.85	43+61	193'/130'	Yes	Relocate to west to improve access to parking, site circulation. Improves safety for pedestrians
65 67	270520BB01100 270520BB02200	S	1.04 1.05	53+68 54+39	263'/127'	Yes	Close proximity with cross approach. Signalization queuing.
97	270520AB07400	S	1.48	77+36	N/A	Yes	Driveway too close to Patterson. Driveway relocates to Patterson

Approaches 4 and 5 currently provide access into Dawson Carpet Cleaning, Gene's Brakes, and Premier Auto Glass. Existing buildings are assumed to remain. Both approaches are closely spaced. Both approaches should be closed and consolidated into one approach at the property line (between current approaches 4 and 5).

Approaches 20 and 21 provide access into A&W/Service Station and the Beanery Restaurant/Douglas Glass properties respectively. Both approaches are currently permitted, but with conditions that when the Beanery/Douglas Glass property redevelops, both approaches will be consolidated at the property line.

Approaches 39 and 40 provide access to a video store, property management, and bottled water companies located on the southeast corner of Ivan. Alternative access is available to the video store from Ivan. Access for the bottled water company will most likely require use of an access from the highway. Approaches 39 and 40 should be consolidated into one approach at a new location in the middle of the property.

Approach 48 is located in front of the bowling alley entrance and provides an awkward entrance into the property. The main entrance to the property is located further east. The westernmost portion of this property is undeveloped. If parking is to remain in front of the store then the approach should be relocated to serve both the undeveloped portion as well as the front parking spaces. Ideally,

[7] Distance calculated from new approach location to nearest AMP proposed approach location

parking should be relocated to the side as vehicle-parking maneuvers in the front frequently utilize the sidewalk area creating a hazard for pedestrians.

Abbeys Pizza and UCC Job Training (approaches 65/67) have approaches in close proximity to one another with cross access through the properties. Approach 67 should be either consolidated via easement from approach 65 at UCC or both approaches should be relocated to the shared property line. Both buildings are assumed to remain. Some site circulation changes may need to occur to adjust parking stall locations at the Abbeys Pizza property

Werner Works located at the southeast corner of Patterson has an approach located on the highway at the intersection with the local street. Internal parking is angled, necessitating a western approach. It is recommended that access to the front parking stalls occur from Patterson rather than the highway.

LOCAL ROAD DEVELOPMENT

Local roads play an important role in the function of the highway. Roads constructed to collector standards have the ability to serve moderate amounts of traffic and provide access to adjacent neighborhoods or other developments. The ability to connect to other local streets and provide a degree of access, limits the need for direct property connections to the highway. Improved local street connectivity also typically improves travel times on highways and arterials by reducing the need to access them for local trips. A stated purpose of this plan identifies the need for improved connectivity of local roads, particularly within Segment 2.

As identified earlier, Segment 2 contains many large vacant or underdeveloped industrial properties. The City of Roseburg requires arterial or collectors to service industrial properties. Currently, only a few roads provide this type of support. With the exception of Douglas Avenue, none provide parallel routes to the North Umpqua Highway. As these large parcels are developed, the provision for a network of local collectors is necessary to improve connectivity and travel choice within the area.

A number of issues were examined when identifying proposed routes and connections. These included topography, access management spacing standards for regional highways, property boundaries, existing businesses/residences, the property rights of access, and the ability to provide for parallel streets.

The need for a parallel street on the north side of the highway to provide alternate access to a number of substantial properties is a priority of this planning effort. Although Odell and Commercial provide some parallel routes on the north side of the highway in Segment 1, topography and existing development hamper the extension of these routes to any great degree. Segment 2 is less constrained by topography, at least within the current urban growth boundary (UGB).

As part of this strategy, Quarry Road is proposed to extend eastward and connect with Sunshine Road at a sufficient distance from the Sunshine/North Umpqua Highway intersection to allow for queued vehicles. As part of this extension, the existing eastern entrance to Quarry Road will be closed.

TABLE 13: APPROACHES RECOMMENDED FOR CONVERSION TO PUBLIC ROAD CONNECTIONS

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance E/W[8]	Deviation Required	Justification
23	270519AB00700	S	0.47	23 + 88	290'/100'	Yes	Improve access into industrial site with high likelihood for redevelopment. Should be done in conjunction with local street connection to Fulton.
38	270519AA00400	N	0.75	38 + 58	375'/855'	Yes	Improve access into vacant industrial site with high likelihood for redevelopment. Should be done in conjunction with local street extension of Odell.
106	27052000100	S	1.93	98+60	1,495'/1,010'	No	Property owner request
107	270516C00301 270521B00400	N	1.95	102 + 32	1,190'/435'	Yes	Provide local street system for properties north of highway.
111	270521B00100 270516DC00100	S	2.39	125 + 48	1,030'/565'	Yes	Provide local street system/connectivity south of highway
112	270516D02602 270516C00500	N	2.40	126 + 25	1,045'/430'	Yes	Provide local street system/connectivity north of highway.
113	270516DC00102	S	2.54	133 + 00	800'/1,030'	Yes	Provide local street system and connectivity south of highway. Will require indenture.
114	270516D02602 270516D02300	N	2.59	136+52	520'/1,045'	Yes	Provide local street system north of highway.
Quarry Road	Existing eastern entrance	N				No	Recommendation is to close existing eastern road connection when Quarry Road is extended to Sunshine.

Approach 113 is a reservation of access to a property with reasonable access to Douglas. As such, it is unlikely ODOT will allow use of this reservation and will be required to acquire the access rights if not. An option is to indenture (relocate) the reservation to the eastern boundary of the property across from approach 114, to permit a local street connection between the highway and Douglas.

[8] Distance calculated from new approach location to nearest AMP proposed approach location

Figure 10 identifies proposed local road connections to the highway. Although the streets perpendicular to the streets are based on existing or indentured (proposed) reservations of access, the parallel streets are shown only for graphical purposes. The exact location of these streets should be determined at the time of development, however, they should connect in a manner creating a parallel system to the highway. These parallel streets need to connect to the perpendicular streets at a sufficient distance from the highway intersections to allow for safe and efficient traffic operations.

Additional road connections are proposed throughout both segments, although with no direct access to the highway. Improving local connectivity reduces reliance on the highway for local trips by providing alternatives to drivers. Additional local streets need to be developed that provide for interconnectivity throughout this study area.

The connections identified in Segment 1 are concentrated mainly on the vacant Champion Mill Site. When this property is redeveloped, a provision for a local street should be made, connecting Rifle Range to Diamond Lake Boulevard through approach 38, across from Ivan Street. In addition, connections should be made by extending Odell to this new street. Also, a connection between Ivan and Lake should be explored.

All identified routes in Figure 10 fall within acceptable standards for local roads identified in the 1999 Oregon Highway Plan. Parallel roadways are shown only as one possibility but should be developed through coordination with affected property owners. As local street connectivity improvements are made, the potential for development will likely increase. However, by managing access and improving connectivity, mobility improvements are likely to occur on the highway, even with new development. Additionally, when adequate alternate access becomes available, properties with approaches to the state highway should be re-evaluated, and approaches to the state highway should be considered for closure. A statement to this effect should be included in the terms and conditions of any state highway approach permits issued where alternate access is likely to occur in the future.

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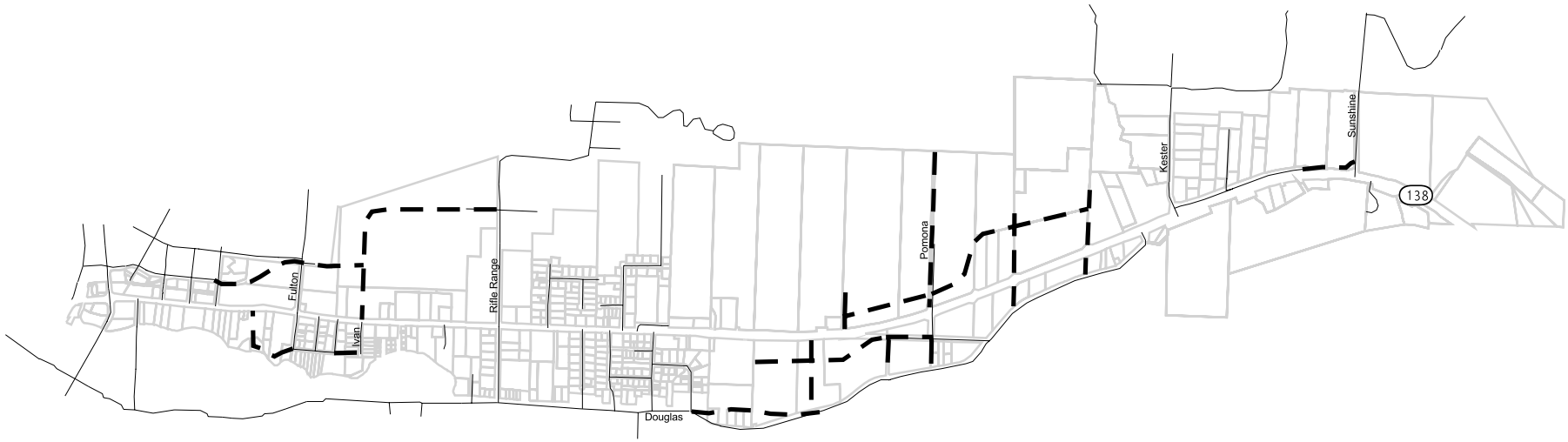
Figure 11
Proposed Local Road Connections
Diamond Lake Blvd AMP, Roseburg, OR



0 0.5 Miles

Diamond Lake Blvd (OR 138E)

New Local Streets

Existing Local Roads

Information displayed on this map was derived from multiple sources. These maps are only for graphic display and general planning purposes. This is not a survey product. The Oregon Department of Transportation and the City of Roseburg cannot accept responsibility for any errors nor guarantees the accuracy or completeness of this map.

MEDIANS/AESTHETICS

Raised medians should be considered along a few areas of Diamond Lake Boulevard for the purposes of restricting left turn movements and increasing aesthetics within Segment 1. The locations identified for potential median treatment include the intersection of Winchester/Jackson Streets, the intersection of Fulton Street, and the intersection of Rifle Range Road. In addition, a raised median should also be considered on Rifle Range Road at its intersection with the highway. This concept was more specifically addressed in this chapter under "Existing and Future Signalized Intersections." The installation of medians may also require additional access improvements as previously discussed in this chapter, particularly on Rifle Range Road. This strategy will affect approach 69 at Color Craft creating a right-in/right-out type of approach. In conjunction with this change, the approach to this property on Rifle Range Road should be widened to accommodate the increase in traffic expected as a result of imposing turning restrictions on Diamond Lake Boulevard.

Additional raised median treatments should be sought along Segment 1 only if access management is not implemented or if the implementation significantly deviates from this plan creating many more approaches than envisioned. This treatment shall be done in accordance with Policy 3B of the Oregon Highway Plan requiring median treatments when ADT is expected to exceed 28,000 vehicles per day over a twenty-year planning horizon. Median treatments in this instance should restrict left turn movements to intersections. Without good access management, this strategy may be necessary to improve safety and reduce congestion particularly as properties redevelop and land use densities increase along the corridor.

The Diamond Lake Revitalization Committee forwarded a recommendation to increase aesthetics along the corridor through the use of street trees and landscaping requirements imposed by the city as redevelopment of properties occur. Street trees may be considered, but require the removal of a number of existing approaches to accommodate their location. Trees or other landscaping should be carefully selected and maintained so as to not block sight distance or businesses from view or disrupt the pavement surface. Because some properties have structures that impede the ability to plant landscape elements, landscaped medians (particularly at signalized intersections) should be considered as an alternative to a simple barrier. If landscaped medians are desired, the City will agree to enter into an intergovernmental agreement (IGA) with ODOT for maintenance of the landscaped areas.

MODIFY APPROACH

As redevelopment occurred in the past, many businesses utilized existing curb cuts. However, some curb cuts became partially blocked by the installation of public utilities, or construction of gates and buildings. As a result, a few of the driveways recommended to remain, require modification up of the "abandoned" portions.

TABLE 14: APPROACHES TO BE NARROWED

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Comment
10	270519BA02400	S	0.27	13+42	Narrow to 40'. Modification should occur from building side of approach.
58	270520BB00400	N	0.97	49 + 49	Modify by removing easterly 24' blocked by gate
66	27051701500	N	1.05	54 + 05	Modify by removing westerly portion blocked by building.

Approach 10 provides access into Messenger Auto Body. The recommendation is to modify the approach by narrowing it from the east side to 35'. For planning purposes, the AMP assumes the existing building will remain

Approach 58 at Action Auto Sales is partially blocked by a chain link fence. Modify this approach by narrowing it to match the existing width of the gate.

Approach 66 into the Douglas County shops is partially blocked by a building. Modify this approach by narrowing it to 35'.

RESERVATION ACQUISITION/RELINQUISHMENT

TABLE 15: RESERVATIONS TO BE ACQUIRED/RELINQUISHED

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Comment
103	270517D00300	N	1.73	90 + 30	Sufficient access provided through reservations 101 and 104.
113	270516DC00102	S	2.54	133 + 00	Construct new local street or acquire.
121	270515C00100	N	3.47	181 + 95	City of Roseburg should relinquish or it should be acquired if application.

Reservation 103 has reasonable access through reservations 101 and 104 negating the need for another approach. This reservation should be acquired when development occurs.

Reservations 113 and 121 should be considered for acquisition. Reservation 113 was discussed earlier as a possible reservation to indenture eastward in order to develop a new road connection. Should a new road connection not occur, ODOT should acquire the reservation. Reasonable alternate access is provided from Douglas.

Reservation 121 is located at Sunshine Park, east of Sunshine Road. The reservation is located in a wetland and is unlikely to be developed. The City of Roseburg should consider relinquishing the reservation of access. Reasonable alternate access to the park is available from Sunshine Road, making this location, one unlikely to be permitted if requested.

PROPOSED APPROACH LOCATIONS

The following table identifies proposed approaches and associated locations to the highway after implementation of all of the previously identified strategies. See also Figures 12 and 13 and the aerial photos in Appendix B. Full implementation of these strategies results in a 38% decrease in total number of approaches from what currently exists. Nearly 50% of the approaches within the existing city limits will be eliminated while still providing reasonable access to the adjoining properties.

TABLE 16: PROPOSED APPROACH LOCATIONS

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[9]	Deviation Required	Justification
1	270519BB03500	S	0.10	5+30	215'/291'	Yes	Only private approach between Winchester/Stephens
3	270519BB00100 270519BA1300	N	0.13	6+31	381'/180'	Yes	Only approach to commercial properties on TL 270519BA1300
5	270519BA01300 270519BA01500	N	0.20 0.21	10+10 10+52	137'/381'	Yes	Consolidates two approaches into one
7	270519BA02600	S	0.22	11+27	62'/295'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
8	270519BA02500	S	0.24	11+87	151'/62'	Yes	Provides best separation and access to rear of property. Approach should be widened.
10	270519BA02400	S	0.27	13+42	204'/151'	Yes	Provides best separation and access to rear of property. Approach should be modified (narrowed) from building side.
12	270519BA02300	S	0.31	15+57	221'/204'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
15	270519BA01900 270519BA01800	N	0.32	16+04	177'/85'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
17	270519BA02200	S	0.35	17+75	141'/221'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
18	270519BA01900	N	0.35	17+73	84'/177'	Yes	Provides greatest separation between adjoining approaches. Necessary for business. If site is redeveloped with different use, it should be closed.

[9] Distance calculated from new approach location to nearest AMP proposed approach location

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[10]	Deviation Required	Justification
20	270519BA02100	S	0.41	20+54	Permitted #06A 35531	No	Terms and conditions of permit include: consolidate with approach 21 on property line when adjoining property redevelops
23	270519AB00700	S	0.45	23+88	286'/269'	Yes	Provides greatest separation between adjoining approaches. Necessary for development. Possible future road connection.
25	270519AB00300	N	0.43	22 + 40	466'/353'	Yes	Provides greatest separation. Reservation of access established with ODOT land swap
27	270519AB00300	N	0.51	26+54	304'/466'	Yes	Provides greatest separation. Reservation of access established with ODOT land swap
28	270519AB00900 270519AB01000	S	0.53	27+61	Permitted #06A 35333	No	Provides greatest separation between adjoining approaches. Necessary for business.
36	270519AA01100	S	0.71	36+57	Permitted #06A 35249	No	Provides greatest separation between adjoining approaches. Necessary for business.
37	270519AA001200	S	0.73	37+57	Permitted #06A 35248	No	Provides greatest separation between adjoining approaches. Necessary for business.
38	270519AA00400	N	0.75	38+58	854'/136'	Yes	Provides greatest separation between adjoining approaches. Necessary for development.
40	270519AA02500	S	0.76	39+77	141'/136'	Yes	Better sight distance, approaches too close. Provides better access to rear businesses.

[10] Distance calculated from new approach location to nearest AMP proposed approach location

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[11]	Deviation Required	Justification
43	270519AA00300	N	0.81	41+44	136'/356'	Yes	Provides greatest separation between adjoining approaches.
47	270519AA09000	S	0.84	43+48	163'/233'	Yes	Provides greatest separation between approaches. Necessary for business plaza.
48	270519AA00100	N	0.84	43+49	189'/136'	Yes	Improves access to bowling alley
49	270519AA03000 270519AA03100 270519AA03200	S	0.86	44+52	Permitted #06A 35348	No	Provides greatest separation between adjoining approaches. Necessary for business.
50	270519AA00100	N	0.87	45+05	180'/189'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
52	270519AA00101	N	0.91	46+80	136'/180'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
53	270519AA03300	S	0.92	47+28	176'/264'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
54	270520BB00401	N	0.94	48+21	Permitted #35329	No	Provides greatest separation between adjoining approaches. Necessary for business.
56	270520BB00600	S	0.95	49+21	255'/176'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
58	270520BB00400	N	0.97	49+49	467'/150'	Yes	Necessary for business
61	270520BB01000	S	1.00	51+64	84'/255'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
62	270520BB01100	S	1.02	52+40	145'/84'	Yes	Provides greatest separation between approaches. Necessary.

[11] Distance calculated from new approach location to nearest AMP proposed approach location

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[12]	Deviation Required	Justification
65	270520BB01100 270520BB02100	S	1.03	53+05	246'/145'	Yes	Consolidates approaches and removes approach from functional area of intersection.
66	27051701500	N	1.046	54+05	207'/467'	Yes	Consolidates approaches. Necessary to serve Property.
69	270520BB00200	N	1.12	57+55	180'/150'	Yes	Approach change to right-in/right-out.
70	207520BB02300	S	1.13	58+27	79'/198'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
72	270520BB02400	S	1.15	59+67	216'/79'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
73	270520BB00100	N	1.14	59+63	145'/180'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
75	270520BA03100 270520BA03000	N	1.17	53+75	167'/145'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
76	270520BA03200	S	1.18	61+17	321'/216'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
77	270520BA02200	N	1.23	64+37	137'/141'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
78	270520BA04000	S	1.24	64 + 50	295'/321'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
81	270520BA01300	N	1.26	65+72	207'/137'	Yes	Provides greatest separation between adjoining approaches. Necessary for business

[12] Distance calculated from new approach location to nearest AMP proposed approach location or local street

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[13]	Deviation Required	Justification
84	270520BA01200	N	1.30	67+81	141'/207'	Yes	Necessary for business
85	270520BA01100	N	1.33	69+28	145'/141'	Yes	Provides greatest separation between adjoining approaches. Necessary for access.
87	270520BA06200	S	1.34	70+10	104'/204'	Yes	Necessary for business
89	270520BA00900	N	1.35	70+63	70'/141'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
90	270520BA0700 270520BA0800	N	1.38	71+30	145'/70'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
91	270520AB00700	N	1.40	73+37	150'/49'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
93	270520AB00900 270520AB00800	S	1.42	74+12	119'/299'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
94	270520AB00301 270520AB00400 270520AB00500	N	1.43	74+20	989'/150'	Yes	Provides greatest separation between adjoining approaches. Necessary for business.
95	270520AB01000	S	1.44	75+23	163'/119'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
98	270520AB07501 270520AB07400	S	1.56	81+36	270'/453'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
99	270520AB07500	S	1.69	83+99	493'/270'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
100	270520AB0100 270520AB0200 270520AB0300	N	1.68	87+91	338'/989'	Yes	Provides greatest separation between adjoining approaches. Necessary for business

[13] Distance calculated from new approach location to nearest AMP proposed approach location or local street

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[14]	Deviation Required	Justification
101	270517D00300	N	1.68	87+94	541'/338'	Yes	Provides greatest separation between adjoining approaches. Necessary for business
102	270520AB07600 2705200201 2705200200	S	1.68	88+85	Permitted 5093	No	Provides greatest separation between adjoining approaches.
104	270517D00200	N	1.78	93+23	Permitted 06A 32157	No	Provides greatest separation between adjoining approaches.
105	270517D00100	N	1.86	98+00	Permitted 50701	No	Provides greatest separation between adjoining approaches.
106	27052000100	S	1.93	98+60	1,495'/1,010'	No	Meets spacing standards
107	270516C00301 270521B00400	N	1.95	102+32	1,800'/425'	Yes	Reservation of access. Necessary for access
108	270521B00200	S	2.28	119+70	560'/600'	Yes	Reservation of access. Necessary for access
109	270516C00200 270516C00401	N	2.29	120+46	560'/615'	Yes	Reservation of access. Necessary for access
111	270521B00100 270516DC00100	S	2.39	125+48	1,040'/560'	Yes	Reservation of access. Necessary for access
112	270516D02602 270516C00500	N	2.40	126+25	1,040'/560'	Yes	Reservation of access. Necessary for access
114	270516D02602 270516D02300	N		136+52	510'/1,040'	Yes	Reservation of access. Necessary for access
115	270516D02200 270516D02300 270516D02201 270516D02202	N	2.69	141+60	745'/510'	Yes	Reservation of access. Necessary for access
116	270515C00800	S	3.07	160+80	250'/1,700'	Yes	Reservation of access. Necessary for access
117	270515C00900 270515C01000	S	3.11	163+25	300'/250'	Yes	Bridge crossing to property. Reservation of access. Necessary for access
118	270515C01100 270515C01200	S	3.19	166+15	907'/300'	Yes	Reservation of access. Necessary for access

[14] Distance calculated from new approach location to nearest AMP proposed approach location or local street

Approach ID	Tax Lot ID	Side of Hwy	MP	Engineering Sta.	Distance East/West[15]	Deviation Required	Justification
120	270515C01200 270515C01300	S	3.35	175+60	655'/907'	Yes	Reservation of access. Necessary for access
122	270515C01400 270515C01401 270515C01500	S	3.47	181+95	750'/655'	Yes	Reservation of access. Necessary for access
123	270515D00302 270515D00500	N	3.51		850'/1,060'	Yes	Meets spacing standards

[15] Distance calculated from new approach location to nearest AMP proposed approach location or local street

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Figure 12

Proposed Approach Locations

Segment 1, MP 0.00 - MP 1.61

Diamond Lake Blvd AMP, Roseburg, OR

Proposed Approach Locations

Parcel

New Local Streets

Existing Local Roads

Information displayed on this map was derived from multiple sources. These maps are only for graphic display and general planning purposes. This is not a survey product. The Oregon Department of Transportation and the City of Roseburg cannot accept responsibility for any errors nor guarantees the accuracy or completeness of this map.

March 2003

Figure 13

Proposed Approach Locations

Segment 2, MP 1.61 - MP 3.35

Diamond Lake Blvd AMP, Roseburg, OR

Proposed Approach Locations

Parcel

New Local Streets

Existing Local Roads

Information displayed on this map was derived from multiple sources. These maps are only for graphic display and general planning purposes. This is not a survey product. The Oregon Department of Transportation and the City of Roseburg cannot accept responsibility for any errors nor guarantees the accuracy or completeness of this map.

March 2003

5: ACCESS DEVIATION FINDINGS:

The following deviation findings are intended to be used as part of the access permit approval process for approach locations identified in Figures 12 and 13 and shown on aerials in Appendix B. Because certain assumptions were made during development of this plan (e.g. existing buildings remaining, etc) these findings do not constitute final approval of an application. The ODOT Region Access Management Engineer (RAME) shall determine the applicability of these findings when an application for an approach is made.

Any changes to specified approach locations in this plan will necessitate following the normal ODOT Approach Permitting Process as outlined in OAR 734 Division 51 (see Appendix A) and may require submittal of supplemental documentation, such as a traffic impact study.

In some cases redevelopment may include combining several parcels. When this occurs, the recommended approaches, and therefore deviation findings, may no longer be appropriate. The ODOT Region Access Management Engineer (RAME) will be responsible for making this determination. This plan does not negate the need to apply for and receive a valid ODOT permit nor negate the need to indenture "reservations of access," when necessary. The ODOT permit may require changes to existing approaches that this plan indicates will remain.

The following findings can be referenced to Figures 12 and 13.

PRIVATE APPROACH DEVIATIONS

734-051-0040

"Urban" means the area within the urban growth boundary, within a Special Transportation Area of an unincorporated community or within an Urban Unincorporated Community as defined in OAR 660-022-0010(19).

- *The property is located within the city limits and urban growth boundary of Roseburg, Oregon.*

Determination: *The project is located within an urban area. Criteria for governing right of access for private approaches are contained in OAR 734-051-0080.*

734-051-0080

(1) Private Approach. The Department shall approve an Application for an approach for an applicant who applies for a private approach where the subject property has a right of access and the following requirements are met:

(a) Where the applicant has no reasonable access to its property, the applicant demonstrates that each of the following requirements are met:

(A). The private approach to the state highway can be accommodated or mitigated consistent with the safety of the traveling public pursuant to the criteria in section (3) of this rule; and

- *The Diamond Lake Boulevard Access Management Plan sets out a strategy for the safe location of all public and private approaches throughout the OR 138E urban area of Roseburg. See also Section 3 below.*

(B) The private approach is consistent with the classification of the highway and the highway segment designation of the highway facility.

- *All of the proposed access points are consistent with the classification of OR 138E as a "Regional Highway."*

Determination: Access locations 3, 5, 7, 8, 10, 12, 15, 17, 19, 23, 25, 38, 41, 43, 47, 48, 50, 52, 53, 56, 58, 61, 62, 65, 72, 75, 76, 77, 78, 81, 84, 85, 89, 91, 93, 94, 95, 98, 99, 100, 101, 106, 107, 108, 109, 111, 112, 113, 114, 115, 116, 117, 118, 120, 122, and 123 meet the approval criteria for a private approach under OAR 734-051-0080(1)(a).

(b) Where the applicant has reasonable access to its property, the private approach to the state highway is in an urban area, and the applicant demonstrates that each of the following requirements are met:

(A). The private approach to the state highway can be accommodated or mitigated consistent with the safety of the traveling public pursuant to the criteria in Section (3) of this rule;

- *All of the approach locations can be accommodated consistent with the safety of the traveling public. The Diamond Lake Boulevard Access Management Plan significantly reduces the total number of access locations to the highway.*

(B) The private approach is consistent with the classification of the highway and the highway segment designation of the state highway facility;

- *All of the approach locations identified as remaining (see Table 16 of the Diamond Lake Boulevard Access Management Plan) are consistent with the functional classification and highway segment designation of OR 138E, a regional highway.*

(C) Those requirements set forth in OAR 734-051-0190 and 734-051-0200 are met or a deviation is approved in accordance with the standards set forth in OAR 734-051-0320 through 734-051-0350;

- *As part of this document, a deviation to spacing standards is requested in accordance with the applicable standards in OAR 730-051-0320 through 734-051-0350.*

(D) The effect of the approach will meet traffic operation standards, signals or signal systems standards as set forth in OAR 734-020-0400 through 734-020--0500;

- *Not applicable, as none of the proposed private access locations are signalized and have been located to not impact any traffic signal installation.*

(E) The highway mobility standards as set forth in the **1999 Oregon Highway Plan** are met;

- *All proposed approach locations will meet the mobility standards in the 1999 Oregon Highway Plan*

(F) The site design does not rely upon the highway for internal site circulation, as shown in a site plan set forth in OAR 734-051-0170;

- *The circulation system on all affected properties is self-contained and does not require state highway access for internal site circulation.*

(G) The approach to the highway is consistent with an access management plan, as set forth in OAR 734-051-0360(8), for the segment of highway abutting the property, if applicable;

- *All requested deviations are for access locations to OR 138E, a state highway, consistent with the Diamond Lake Boulevard Access Management Plan.*

(H) The approach to the highway is adequate to serve the volume and type of traffic reasonably anticipated to the site, as set forth in OAR 734-051-0130; and

- *All driveway approaches have been planned to accommodate the volume and type of traffic reasonably anticipated.*

(I) Where additional approaches are requested, more than one approach is necessary to accommodate and service traffic as may be reasonably anticipated to the property.

- *The number of approaches have been minimized consistent with on-site circulation needs, access, capacity, and safety of the traveling motorists.*

Determination: Access locations 1, 18, 27, 40, 70, 73, 87, and 90 meet the approval criteria for a private approach under OAR 734-051-0080(1)(b).

PUBLIC APPROACH DEVIATIONS

(2) Public Approach. The Department shall approve an Application for an approach for an applicant who applies for a public approach where the subject property has a right of access and the applicant demonstrates that each of the following requirements are met:

(a) The public approach can be accommodated or mitigated consistent with the safety of the traveling public pursuant to the criteria in section (3) of this rule and the function of the state highway facility:

- *The public approaches are an integral part of the access management plan because they lessen reliance on the highway for direct access and circulation. The character of the public approaches will enhance the safety to the motoring public. See Section (3) below.*

(b) The public approach can be accommodated or mitigated consistent with the classification of the highway and the highway segment designation of the state highway facility;

- *The public approaches are consistent with the classification of the highway and highway segment designation.*

(c) The approach enhances connectivity consistent with adopted comprehensive plans, transportation system plans and corridor plans;

- *The proposed public access locations are consistent with the adopted comprehensive plans. There is no adopted transportation system plan or corridor plan at this time, however this plan will become part of the transportation system plan as it is developed.*

(d) Those requirements set forth in OAR 734-051-190 and 734-051-0200 are met or a deviation is approved in accordance with the standards set forth in OAR 734-051-0320 through 734-051-0350;

- *Required deviations are requested as part of this document.*

(e) The approach to the highway is adequate to serve the volume and type of traffic reasonably anticipated to the properties served, as set forth in OAR 734-051-0130(4);

- *All new public accesses identified within the limits of this plan will be designed to accommodate the volume and type of traffic envisioned for a twenty-year horizon.*

(f) Highway mobility standards as set forth in the **1999 Oregon Highway Plan** are met;

- *All approaches will meet or will be designed to meet, as they are constructed, the 1999 Oregon Highway Plan mobility standards.*

(g) The approach to the highway is consistent with an access management plan, as set forth in OAR 734-051-0360(8), for the segment of highway abutting the property, if applicable;

- *All approaches are consistent with the Diamond Lake Boulevard Access Management Plan.*

(h) A public approach that either is or may be signalized is spaced such that it adheres to the criteria as set forth in OAR 734-020-0400 through 734-051-0500; and

- *All new signals proposed at state highway intersections conform to appropriate spacing criteria. The signals at Fulton Street and Rifle Range Road do not currently meet traffic signal warrants. As these signals are warranted, approved, and constructed, they will be operated to ensure good progression and to meet the ODOT mobility standards as shown in the 1999 Oregon Highway Plan. Approaches have been located in this plan in a manner that does not compromise the safety of the traveling public within the functional area of signalized intersections. Signals have been spaced so safety will not be significantly compromised.*

(i) The Permit to Operate, Maintain, and Use an Approach must be issued to the local jurisdiction.

- *Permits will be issued to the appropriate jurisdiction prior to construction of the new public approaches.*

Determination: *Access points 23, 38, 106, 107, 111, 112, 113, and 114 meet the criteria under OAR 734-051-0080(2) for public road approaches.*

(3) Safety Criteria. For the purposes of sections (1) and (2) of this rule, the factors considered when evaluating the safety of the traveling public for both the highway and the approach include, but are not limited to:

(a) Roadway character, such as the classification, number of lanes, capacity, median treatment, and traffic controls;

- *A sufficient number of lanes, capacity, median treatment, and access control currently exist. Additional traffic signal locations have been identified and will be installed as warranted to ensure the required level of traffic safety.*

(b) Traffic character, such as speed, crash history, existing and projected volume, vehicle types, pedestrians, site circulation and peak hour character;

- *The Access Management Plan has evaluated the issues outlined in this criteria. Locations with significant crash histories have projects currently programmed in the STIP to reduce the likelihood of accidents. In order to assess the safety of the corridor, accident data was obtained from the Oregon Department of Transportation for a three-year period between 1998 and 2000. The accident data as indicated in the Diamond Lake Boulevard Access Management Plan demonstrates that all of the segments identified experience accident rates below the statewide average for similar highways. Although the overall accident rate along the highway is relatively low compared to the statewide rate, the Winchester/Jackson intersection experiences a higher than statewide average. Dedicated left turn lanes are programmed in the STIP for construction in 2005. These improvements should drastically reduce the number of left turn accidents.*

(c) Geometric character, such as topography, horizontal curves, vertical curves, stopping sight distance, intersection sight distance, clear zone, and right-of-way; and

- *All road projects are designed to meet both ODOT and American Association of State Highway and Transportation Official (AASHTO) standards.*

(d) Environmental character, such as urban, rural, timber, wetland, drainage, and snowplowing needs.

- *The proposed approach locations reflect the urban character of their environment. Wetlands and drainage issues will be more specifically identified when development occurs.*

Determination: *The safety factors related to public and private approaches are adequately addressed.*

(4) Exceptions to sections (1) and (2) of this rule. Exceptions to sections (1) and (2) of this rule include the following:

(a) An application for an approach will not be considered when that highway facility is designated a freeway, a freeway ramp or an expressway ramp. An application for an approach located within the influence area of a freeway interchange ramp terminal will be considered according to the provisions of OAR 734-051-0200; and

- *No approaches are considered for freeways, freeway ramps, or expressway ramps.*

(b) An application for an approach will be considered if the highway facility is designated an expressway or is located within the influence area of an expressway interchange ramp terminal as provided in OAR 734-051-0200, only when consistent with the requirements of ORS 374-310(3) and the **1999 Oregon Highway Plan**. An application for a private approach will not be considered to expressways, or within the influence area of an expressway interchange ramp terminal, where reasonable access is available.

- *No approach is considered which is in conflict with this standard.*

Determination: *The exceptions to (1) and (2) of this rule do not apply.*

(5) Conditional Approval. If a land use action is pending on the property for which a request for an approach has been submitted, action on the approach application request can proceed and an approval, conditioned upon receiving the appropriate land use approval, may be issued.

- *The access management plan and these findings represent conditional approval of all applications that fully conform to the locations and recommendations of this plan. Nevertheless, the conditional approval does not supplant the need of an applicant to submit an application for access, site plan, and other items as may be necessary for ODOT to issue a permit.*

(6) Reasonable Access. Where the subject property has a right of access, not withstanding any other provision of this rule, powers shall not be exercised so as to deny any property adjoining the road or highway reasonable access. (ORS 374-310-(3) and 374.315) In determining what is reasonable, the Department shall consider at least the following criteria:

(a) The authorized and planned uses for the property identified in the acknowledged local comprehensive plan; and

- *All land uses for property requiring access under this rule are supported under the local comprehensive plan. Although a number of vacant parcels exist, the uses permitted by the comprehensive plan have been considered in the development of access strategies. The Access Management Plan will reduce and consolidate the number of driveways.*

(b) Whether the type, number, size and location of the approach(es) is adequate to serve the volumes and type of traffic reasonably anticipated to the site, based on the planned uses.

- *The Access Management Plan indicates that all access points will adequately serve the volume, and type of traffic anticipated.*

Determination: *The proposed access points are required so as not to deny reasonable access to the adjoining property.*

REQUESTS FOR DEVIATIONS TO ACCESS MANAGEMENT STANDARDS
OAR 734-051-0320

(1) Pursuant to OAR 734-051-0050 (General Policy), the Department shall manage access to the highway facilities of the state to the degree necessary to maintain functional use, highway safety, and the preservation of public investment consistent with the **1999 Oregon Highway Plan** and adopted local comprehensive plans. Notwithstanding the above, it is the policy of the State of Oregon to allow deviations from adopted access spacing standards when circumstances make allowing a deviation necessary and the deviation is compatible with safe and efficient operation of state highways.

- *The Diamond Lake Boulevard Access Management Plan has been designed to ensure safe and efficient operation of the highway within the plan area. Because the plan falls within a developed urban area of the city, it is not economically feasible to meet all of the adopted access spacing requirements.*

(2) A deviation may be requested when an application does not meet the access management standards, and the criteria for safety set forth in OAR 734-051-0080(3), is not compromised:

- *Driveway and public access spacing standards does not meet access management criteria at the following approach locations*: *1, 3, 5, 7, 8, 10, 12, 15, 17, 18, 23, 25, 27, 38, 40, 41, 43, 47, 48, 50, 52, 53, 56, 58, 61, 62, 65, 70, 72, 73, 75, 76, 77, 78, 81, 84, 85, 87, 89, 90, 91, 93, 94, 95, 98, 99, 100, 101, 106, 107, 108, 109, 111, 112, 113, 114, 115, 116, 117, 118, 120, 122, and 123. As described above in the response for 734-051-0080(3), the criteria for safety are met.*

(a) The request for a minor deviation shall be included as part of the initial application for an approach, as set forth in OAR 734-051-0130; and

(b) The request for a major deviation shall be included as part of the supplemental documentation required to complete the application process, as set forth in OAR 734-051-0140. Additional documentation, including but not limited to the following, also may be required:

- *Although a few approaches only require a minor deviation, all approaches that require any type of deviation are being processed as a major deviation due to proposed rule changes. As specific applications come from adjoining property owners for access consistent with the Diamond Lake Boulevard Access Management Plan, requests for deviations from the access spacing standards will be made as appropriate. The AMP and the findings herein are to be utilized to provide a sufficient factual basis to approve the requested deviations.*

(A) A Transportation Impact Study, as set forth in OAR 734-051-0180, to demonstrate how long-term safety and operational impacts can be adequately mitigated; and

- *The Access Management Plan has been developed with the assistance of the RAME who has reviewed the access locations for operation and safety. As specific site plans and applications are presented, the Region Access Management Engineer (RAME) will ensure that access locations are developed in accordance with the AMP and provide safe travel for motorists.*

(B) An Access Management Plan, as set forth in OAR 734-051-0210(4), and approved by the Department, that outlines long-term access management objectives, standards, and processes necessary to obtain the objectives.

- *A formal access management plan has been adopted outlining access management objectives, standards, and processes necessary to obtain the objectives.*

(3) A request for either a minor or major deviation shall be approved by the Region Manager when the deviation would allow an approach to a parcel that has an existing right of access, but would be landlocked by denial of a Permit to Operate, Maintain and Use an Approach, as long as an approach can be allowed without causing any significant safety or traffic operation problems.

- *Access locations* 5, 7, 8, 10, 12, 15, 17, 21, 23, 28, 38, 40, 41, 43, 47, 48, 49, 50, 52, 53, 54, 56, 58, 61, 62, 72, 73, 75, 76, 78, 81, 84, 85, 89, 93, 94, 95, 98, 99, 100, 101, 104, 105,107, 109, 112, 114, 116, 117, 118, 120, 122, and 123 *all serve parcels which have existing rights of access, which would be landlocked by a denial of a Permit to Operate, Maintain, and Use an Approach. As documented in the AMP, the approaches can be allowed without causing any significant safety or traffic operation problems.*

Determination: Deviation for locations 5, 7, 8, 10, 12, 15, 17, 21, 23, 28, 38, 40, 41, 43, 47, 48, 49, 50, 52, 53, 54, 56, 58, 61, 62, 72, 73, 75, 76, 78, 81, 84, 85, 89, 93, 94, 95, 98, 99, 100, 101, 104, 105,107, 109, 112, 114, 116, 117, 118, 120, 122, and 123 meet the criteria under OAR 734-051-0320(3).

(4) A request for a minor deviation shall be approved by the Region Manager, and a request for a major deviation may be approved by the Region Manager, where the deviation would not result in significant safety or traffic operation problems, and if one or more of the following conditions exist:

(a) Strict application of the access management standards would result in a safety or traffic operation problem;

- *Strict application of spacing standards is not possible along this built up urban segment of highway.*

(b) Existing public approaches cannot be moved due to excessive cost, topography, or environmental concerns.

- *The Winchester/Jackson Street, Atlanta Street, Boston Street, Casper Street, Fulton Street, Bogard Street, Lake Street, Ivan Street, Rifle Range Road, Cummings, Miguel, Patterson, Flagg Street, and Garrecht Street cannot be moved due to excessive cost from the built environment and existing topography.*
- *Pomona Street and Kincaid Street provide access to existing business and avoid wetlands. Pomona was recently constructed.*
- *Kester , Douglas, and Sunshine Road intersections have built up development adjacent to their r/w. These streets also provide connections to other parcels of land which have no other connections due to existing topography.*

(c) Where the applicant provides joint access serving two or more properties or has shown efforts to work with adjacent property owners to improve existing conditions and shows that existing private approaches cannot be closed, relocated, or shared due to existing development patterns, topography or lack of existing alternate road system;

- *Access locations 1, 3, 5, 7, 15, 23, 25, 27, 38, 40, 43, 47, 53, 56, 65, 72, 75, 78, 84, 85, 87, 94, 100, 101, 106, 107, 108, 109, 111, 112, 113, 114, 115, 117, 118, 122, and 123 combine driveways for existing approaches and provide shared access for two or more properties. See the Strategies section of this plan for further clarification of the approaches that will improve existing conditions through consolidation and relocation. The approach locations selected to remain cannot be moved due to physical constraints such as existing businesses, topography, or lack of local street connectivity.*

(d) Where the applicant has shown efforts to work with adjacent property owners to improve existing conditions and shows that existing development patterns or land holdings make it impossible to meet spacing standards;

- *As discussed in (3) above, many of the parcels would be landlocked if access was not provided. Similarly due to the urban nature of this highway segment, it is deemed impossible to meet spacing standards given the financial constraints required to purchase access rights and the economic disruption to existing businesses.*

(e) Establishing an alternate roadway system is not practical or cost effective;

- *Although a limited street network exists within the City Limits and one is proposed for the segment outside the city limits, the high level of existing development and parcelization of properties, it is neither practical nor feasible to meet spacing standards solely through this improvement.*

(f) The proposed deviation results from the existence of unrelocatable control points such as bridges, waterways, parks, historic or archaeological areas, cemeteries, or other unique natural features;

- *Approach location 117 utilizes a bridge over Deer Creek and cannot be relocated without significant expense.*

(g) The proposed deviation improves traffic safety or operations; or

- *All of the deviations proposed in this document are designed to improve safety and operations when compared to existing conditions.*

(h) Any other conditions deemed appropriate by the Region Manager.

Determination: Deviations for approaches: 1, 3, 5, 7, 8, 10, 12, 15, 17, 18, 23, 25, 27, 38, 40, 41, 43, 47, 48, 50, 52, 53, 56, 58, 61, 62, 65, 70, 72, 73, 75, 76, 77, 78, 81, 84, 85, 87, 89, 90, 91, 93, 94, 95, 98, 99, 100, 101, 106, 107, 108, 109, 111, 112, 113, 114, 115, 116, 117, 118, 120, 122, and 123 meet the requirements for a major deviation.

1999 OREGON HIGHWAY PLAN – GOAL 3: ACCESS MANAGEMENT

POLICY 3A: CLASSIFICATION AND SPACING STANDARDS
Action 3A.1 – Manage access to state highways based on the access management classifications as defined below:

1. **Regional Highways – (OR 138E)**

- Regional highways provide for efficient and safe medium to high speed and medium to high volume traffic movements.
- The function of the highway supports selected acquisition of access rights.
- The primary function 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.

The proposed access management plan is intended to improve the operation of the highway and connections to other highways. Some acquisition of access rights has already occurred and this plan further reduces the number of access points to the highway.

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

Future traffic signals will require further analysis and approval by the State Traffic Engineer. No signals are proposed as part of this plan, however approaches to the highway have been planned to be located away from potential signalized intersections. Potential future signal locations are spaced one-half mile apart.

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

Median treatments have been proposed at existing and proposed signalized intersections. In addition, medians have been proposed for the downtown segment of highway if access management is not implemented in accordance with criteria in Action 3B.3.

2. Regional Highways (OR 138E)
   Urban Business Area

- UBAs must be designated in a corridor plan and/or local transportation system plan and agreed upon by ODOT and the local government.
- Direct property access is less limited
- 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.

An Urban Business Area may be designated on a portion of the city segment (segment 1) as part of the City's transportation system plan development. Segment 1 approaches are only controlled through the permit process. Most approaches within this segment are planned to be at less than the UBA deviation spacing standards. One strategy identified in the AMP is the development of new local street connections in order to decrease reliance on the highway for local trips and also to provide for alternative mode mobility (bike lanes) which cannot be provided for on the highway. It is anticipated that as the local street network is more developed, infill and redevelopment will be further encouraged.

Action 3A.2 Establish spacing standards on state highways based on highway classification, type of area and speed. Tables 17 and 18 in Appendix A shows the access spacing standards for the access management classifications listed in Action 3A.1.

- *Access management spacing standards are covered in OAR 734-051. The discussion of spacing standards occurs later in these findings under the appropriate OAR heading.*

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 signal 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 AMP only identifies future signalized locations for the purpose of moving approaches away from these locations. The City's TSP will further evaluate these locations and make recommendations. Approval of the State Traffic Engineer will be necessary.*

- 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 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 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.
    - *The AMP identifies signal spacing consistent with this requirement. Further analysis will occur during the City's development of their TSP.*

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.

- *This project is within an urban area and therefore this section in not applicable.*

Action 3A.5

- *Not applicable. No signalized private approach roads to state highways are proposed.*

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 plans.

Action 3B

Plan for a level of median control for the safe and efficient operation of state highways, consistent with the classification of the highway. Corridor plans and transportation system plans shall identify planned median treatments.

- *The AMP is a component of the Roseburg Transportation System Plan and identifies median treatments recommended for Diamond Lake Boulevard consistent with the safe and efficient operation of the state highway.*

Action 3B.2

Design and construct nontraversible 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.
    - *No construction projects have been identified with the development of the AMP.*

Action 3B.3

Consider construction of nontraversible 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 could improve safety.

In the four instances 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 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 or reconstruct the highway in order to provide adequate sight distance.

Reasons for not using nontraversible medians when any of these criteria are present must be documented and approved by the Region Manager.

- *Non-traversible medians are planned at appropriate locations along the highway in the project area.*

Action 3B.4

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.

- *All proposed medians in the plan area meet these criteria.*

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 non-traversible medians, and a strategy/plan to replace existing continuous two-way left turn lanes with non-traversible 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.

- *Pedestrian refuge islands should be provided as part of the raised medians at signalized intersections. As future construction projects are developed, the use of these refuges will be considered.*

POLICY 3D: DEVIATIONS

It is the policy of the State of Oregon to manage requests for deviations from adopted access management standards and policies through an application process to ensure statewide consistency.

- *This deviation request is prepared in accordance with the standards adopted by the Oregon Transportation Commission.*

Determination: *The Diamond Lake Boulevard Access Management Plan is consistent with the Access Management Policies of the* ***1999 Oregon Highway Plan.***

734-051-0330

PROCESSING REQUESTS FOR DEVIATIONS

(1) The Region Manager shall review and make a determination to approve or deny all requests for deviations from access management standards.

(2) Use of a Technical Advisory Committee:

  (a) The Region Manager may enlist the aid of a Technical Advisory Committee to review submitted documentation of a request for a minor deviation;

  (b) The Region Manager shall enlist the aid of a Technical Advisory Committee to review submitted documentation of a request for a major deviation; and

  (c) Members of the Technical Advisory Committee shall have expertise in access management policies and roadway design standards, shall include at least one Oregon Registered Professional Engineer with expertise in traffic, and may include central office personnel with access management experience for statewide consistency, and technical persons who are not Department employees (i.e., city or county technical staff, or private consultants).

- *A Technical Advisory Committee was formed consisting of:*
  Ron Hughes, Region Access Management Engineer
  Gary Taylor, Region 3 Right of Way Manager
  Ted Paselk, District 7 Manager

- *The Technical Advisory Committee met on May 16, 2003 and June 5, 2003.*

(3) All determinations by the Region Manager shall be documented with written findings and can require conditions, limitations, or mitigation, according to the provisions of OAR 734-051-0210. All specific limitations or conditions shall be incorporated into the conditions of the Construction Permit and the Permit to Operate, Maintain and Use an Approach, as appropriate.

- *This document is the written findings as required.*

(4) Denial of a deviation request may be appealed, as a part of the appeal on the whole application, through the appeal process set forth in OAR 734-051-0390 or 734-051-0400.

- *TAC recommendation was for approval.*

<u>DECISION</u>

The request for the Major Deviation from the Access Management Spacing Standards is approved.

ORIGINAL SIGNATURE AND STAMP ON FILE AT ODOT REGION 3

Ronald H. Hughes, P.E.
Region Access Management Engineer