

Access Management Framework for US 101 through Seaside

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Background and Purpose

Oregon Administrative Rules (OAR) Chapter 660, known as the Transportation Planning Rule (TPR), requires local governments to amend their land use regulations to implement their Transportation System Plans (TSPs). In regard to protecting the functionality of transportation facilities by way of access management, the TPR requires that local governments adopt land use regulations that include:

*Access control measures, for example, driveway and public road spacing, median control and signal spacing standards, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities
(OAR 660-012-0045(2))*

The TPR does not prescribe the explicit access management measures that a local government must incorporate into its local code for their local streets, only that related measures must be included. Consequently, local governments across Oregon have adopted various access management-related requirements for highways and local streets into their local codes and TSPs to address this section of the TPR. For highways, US 101 in the case of Seaside, OAR 734-051-0010, "Division 51 Highway Approaches, Access Control, Spacing Standards, and Medians," provides guidance and standards for the management of accesses and approaches on highways.

The following section provides draft TSP language for PMT consideration.

Draft TSP Language

This section provides guidance for the consideration of access management tools along US 101. Specific access management techniques for a given location will be determined during a future Access Management Plan planning process. Until location specific access management techniques are determined, the following guidelines can be used to aid the permitting process and Planning Commission approvals.

Access management guidelines would be triggered by the following:

- 1) **In the event of redevelopment within the US 101 overlay zone¹**, which is defined as a proposed new building or structure, or the reconstruction, rehabilitation or expansion of an existing site; proposed land division, subdivision or site project; proposed construction or expansion of a parking lot; and/or any other circumstances where a building permit, other construction permit, or zoning or occupancy certificate is sought for use, site upgrade, or change of use for any land², buildings, or structures.
- 2) **In the event of major improvement of US 101**, which is defined as a highway or intersection construction or modernization project or other roadway or intersection project determined by the Region Manager.

Definition of a “major improvement” is adapted from Oregon Administrative Rules (OAR) Division 51 Highway Approaches, Access Control, Spacing Standards and Medians.

Access management techniques to be considered prior to issuance of any permits of approvals fall into one of the three following categories:

- 1) Segments to consider consolidating access³,
- 2) Segments to consider relocation of access to local streets,
- 3) Segments to consider restriction of access to right-in, right-out only with median control. Left-turns in and left-turns out can be considered on a case-by-case basis. Median control could be continuous or could provide full access at key public streets.

A framework of potential access management techniques for US 101 through Seaside is depicted in Figures 1, 2, and 3. The figures highlight actions for consideration. The actions for consideration depicted in the figures do not preclude ODOT from implementing other actions in response to a development proposal pursuant to the authority granted in OAR 734-051-0010 Division 51.

Following are definitions of the access management categories and the conditions considered when designating segments of US 101 in one of these three categories.

1) **Reduce number of accesses**

a. **Through relocation of access to local streets**

In these areas, approaches onto US 101 could be relocated to the local street network because parcels have at least one side that abuts the local street network. Approaches directly onto US 101 could be modified or relocated to increase the use of local street network and access to the highway would be limited where possible to public street approaches. This concept may be most relevant along US 101 between 16th Avenue on the north (west of the highway only) to Holladay

¹ Definition of redevelopment from OAR 734-051-0010 Division 51 is the act or process of changing an existing development including replacement, remodeling, or reuse of existing structures to accommodate new development that is consistent with current zoning. The definition of redevelopment in this document is narrower than the definition within OAR 734-051-0010.

² OAR 734-051-0010 states that a “Change of Use of an Approach,” which applies to private approaches existing under a valid permit and grandfathered approaches, occurs and an application must be submitted under the following circumstances: zoning or plan amendment designation changes; construction of new buildings; floors pace of existing buildings increase; changes in the character of traffic using the approach; internal cite design or inter-parcel circulation changes; or reestablishment of a property’s use after discontinuance for two years or more.

³ US 101 overlay zone ordinance language includes the ability to set up permissive easements that would allow future neighboring re-development to use a consolidated access.

Drive to the south. There is more limited feasibility of this concept on the east side of US 101.

b. Through driveway consolidation, shared parking, and/or frontage or backage roads

These are areas where north-south, local streets that could be alternate routes to US 101 do not exist and are not planned; therefore, the access management tool of relocating accesses to local streets is not viable given the absence of local street alternates to US 101. In these segments, consolidating access through consolidating driveways and/or shared driveways with adjacent businesses or establishing cross easements through parking lots and/or permissive designs that facilitate connections to local east-west streets could be considered (with or without shared parking areas). In some cases, existing right-of-way or present building orientation may allow sufficient room for the development of cross easements that could provide benefits similar to an access lane, frontage road, or backage road. These access management tools are described in detail in section 3.411 of the draft Seaside US 101 Overlay Zone. Approaches would remain full access, meaning right and left turns would be allowed.

2) Restrict accesses

a. To right-in, right-out only (painted median, flexible traffic delineator post, or truncated dome – see Figure 2)

Approaches directly onto the highway could be restricted to right-in, right-out only with left turns allowed at the nearest signalized intersection. This treatment is to be considered primarily for public roads at unsignalized intersections in conjunction with a no-left turn sign (Figure 2). The following conditions would need to be present for this concept to be recommended:

- i. Alternate, north-south local streets exist AND
- ii. US 101 congestion at nearest intersection is above a v/c of XX OR
- iii. Segment crash rate is above YY

Upon further development of the local street network additional opportunities for restricting access to the highway could be made. Drivers would use local, north-south streets, such as Holladay Drive on the west side of US 101 or Lincoln Street on the east side of US 101 to access signalized intersections where they could make left turns onto the US 101. The existence of or plans for parallel, north-south local streets and present or planned traffic signals would require little to no out-of-direction travel for drivers.

Median treatments for consideration vary. Medians could be simply painted with a double yellow stripe, marked with a flexible traffic delineator post (typically used in temporary situations), or delineated with truncated domes, which are mountable obstacles.

b. Raised median

In these areas, approaches onto US 101 would be restricted to right-in, right-out and a raised median control would be added. Drivers could make left turns at

signalized intersections which allow full access. The following conditions should be present for this concept to be recommended:

- i. Alternate, north-south local streets exist AND
- ii. US 101 congestion at nearest intersection is above a v/c of AA OR
- iii. Segment crash rate is above BB OR
- iv. In the vicinity of traffic signals

Conditions that would trigger consideration of median control and restricted access would be a history of safety conflicts, such as vehicle and pedestrian conflicts or vehicle turning movement conflicts that could be made safer with a raised median treatment.

A pedestrian island can also be considered in conjunction with a raised median. Raised medians with pedestrian islands are proposed in Figures 1, 2, and 3 in areas where east-west pedestrian connections are being improved. Due to high volumes and posted speed, pedestrian islands can improve safety conditions for pedestrians at unsignalized intersections, giving them a refuge between traffic lanes. Pedestrian islands at signalized intersections can also improve safety conditions for pedestrians and for automobiles by eliminating left turns at key intersection locations.