



# Transportation System Plan



## Appendix F

## Recommended Access Management Policy





## Recommended Access Management Policy

This appendix summarizes the McMinnville TSP recommendations for access management policy.

The state Transportation Planning Rule (TPR) requires that local governments adopt land use or subdivision ordinance regulations to protect transportation facilities for their identified functions, such as access control (OAR Section 660-12-0045(2)). As an example of this, City of McMinnville Ordinance No. 4573, City Street Standards, states, “Direct access onto a major collector or arterial street designated on the McMinnville Comprehensive Plan Map shall be avoided for all lots subdivided for single-family, common wall, or duplex residential use, unless no other access point is practical.” The McMinnville TSP proposes additional access control standards, particularly for state highways as identified and recommended by Division 51 (OAR 734-051).

This appendix includes the following sections:

- **Oregon Administrative Rules** (concerning access management – known as “Division 51”)
- **Oregon Highway Plan Designation**, including subsections for both Highway 18 and 99W as follows:
  - Existing Conditions
  - How Division 51 Applies in McMinnville
  - Recommended State Highway Designation Refinement
- **City Adoption of Division 51 as Part of TSP**, and
- **City Street Policy**

## Oregon Administrative Rules (OAR)

Oregon Administrative Rules (OAR) concerning highway access management standards (OAR 734-051) is known as “Division 51.”

Division 51 spells out ODOT’s authority to administer access management standards and the applicability of the rules within it. In practicality, the rules are intended to maximize the (vehicular) capacity and safety of highways, but the complete set of rules and underlying technical assumptions exclude direct reference to pedestrian access, circulation and safety, all of which have land use context implications. This can become an issue with cities (who have land use approval authority), under conditions where desired local land use and transportation designs or patterns may be in direct conflict with the access spacing standards of Division 51.

Division 51 standards are intended to apply universally to urban and rural settings with respect to the state highway classification, but also provide latitude for unintended land use and highway access situations where the standards cannot be applied. The Division 51 standards may be very useful to both the City and ODOT, but could be misapplied if the City and ODOT do not endeavor to cooperate and coordinate with reasonable application of the rules and decision-making processes.

## Oregon Highway Plan Designation

The Oregon Highway Plan (OHP) defines *access management* as “balancing access to developed land while ensuring movement of traffic in a safe and efficient manner.” The OHP states that the purposes of access management strategies include ensuring safe and efficient roadways consistent with their determined function; ensuring the statewide movement of goods and services; enhancing community livability; supporting planned development patterns; and,

recognizing the needs of motor vehicles, public transit, pedestrians, and bicyclists.

This section summarizes the background access condition for Highways 18 and 99W in and through the McMinnville urban area. The summary includes a description of how Division 51 applies in McMinnville, and specific recommendations for refinement to the OHP designation in McMinnville which are consistent with the City's plan for growth management.

SPECIAL NOTE: Within this appendix, specific and direct citations from the OHP are highlighted in gray in order to assist the reader from having to cross-reference the OHP.

## Highway 18

### Existing Conditions

Access conditions for the state facilities within McMinnville—OR 18 and OR 99W—were evaluated and the average access spacing between all access points—private driveways and public streets was determined. On the segment of Highway 18 from the Highway 99W connection to the McMinnville east city limits, the average roadway spacing (measured spacing between intersecting public streets along state highway) is about 2,400 feet with one signal throughout the 4.75-mile stretch. This stretch of highway has undergone access revisions consistent with the recommendations of the Highway 18 Corridor Refinement Plan, including a series of frontage road improvements as the first of several Corridor Plan phases.

### How Division 51 Applies in McMinnville

Highway 18 through McMinnville is classified as a Statewide Highway and also designated as a Freight Mobility Route in the Oregon Highway Plan.

*Statewide Highways* are defined by the OHP as typically providing inter-urban and inter-regional mobility and provide connections to larger urban areas, ports, and major recreation areas that are not directly served by Interstate Highways. A secondary function of statewide highways is to provide connections for intra-urban and intra-regional trips. The management objective is to provide safe and efficient, high-speed, continuous-flow operation. In constrained and urban areas, interruptions to flow should be minimal.

The OHP supplements highway functional classification with special purposes. Highway 18 also carries a *Freight Mobility Route* designation. *Freight Mobility Routes*, as defined by the OHP, have the primary purpose to facilitate efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system. This freight system (made up of the Interstate Highways and certain Statewide, Regional and District Highways, the majority of which are on the National Highway System) includes routes that carry significant tonnage of freight by truck and serve as the primary interstate and intrastate highway freight connection to ports, inter-modal terminals, and urban areas.

Through the completion of the Highway 18 Corridor Refinement Plan, and as subset of the Statewide Highway classification, Highway 18 is also designated as an *expressway*. Expressways are complete routes or segments of existing two lane and multi-lane highways and planned multi-lane highways that provide for safe and efficient high speed and high volume traffic movements. Their primary function is to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions. A secondary function is to provide for long distance intra-urban travel in metropolitan areas. In urban areas, speeds are moderate to high. In rural areas, speeds are high. Usually there are no pedestrian facilities, and bikeways may be separated from the roadway. In this classification, “expressway” refers to the kind and number of accesses allowed on a highway segment. It does not refer to the ownership of access rights.

Other characteristics include the following:

- Private access is discouraged;

- There is a long-range plan to eliminate, as possible, existing approach roads as opportunities occur or alternate access becomes available;
- Access rights will be purchased and a local road network may be developed consistent with the function of the roadway;
- Public road connections are highly controlled;
- Traffic signals are discouraged in rural areas;
- Non traversable medians are encouraged; and
- Parking is prohibited.

The Highway 18 Corridor Refinement Plan concluded by recommending Highway 18 serve as an expressway, consistent with the OHP and Division 51 access management spacing standards, see **Exhibit F-1**<sup>1</sup>. For McMinnville, the spacing standards would fall under the “Urban Expressway” column, and as posted speeds are “planned” (Hwy 18 Corridor Plan) for 45 mph. Private and public approaches would not be allowed, and the spacing between interchanges (measured between the start and end of tapered sections) would be 2,640 feet. The interchange and access spacing standards for non-freeway interchanges is summarized in **Exhibit F-2**<sup>2</sup>.

The Three-Mile Lane Corridor Refinement Plan, as roughly summarized in **Exhibit F-3**, is mutually adopted by McMinnville, Yamhill County and ODOT. The Corridor Refinement Plan predates but is generally consistent with the most recent update of the Oregon Highway Plan and OAR 735-051.

The remaining section of Highway 18 within the McMinnville UGB is grade-separated, consistent with Division 51.

### ***Recommended State Highway Designation Refinement***

The TSP recommends no revisions to the OHP designation and access management policy for Highway 18 within the McMinnville urban area.

**Exhibit F-1. Oregon Highway Plan  
Minimum Spacing Standards  
Non-Freeway Interchanges**

**Minimum Spacing Standards Applicable to Non-Freeway Interchanges  
with Two-Lane Crossroads  
(OAR 734-051-0125)**

Category of Mainline	Type of Area	Speed of Mainline	Spacing Dimension				
			B	C	X	Y	Z
Expressways, Statewide, Regional and District Highways	Fully Developed Urban*	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	750 feet (230 m)	1320 feet (400 m)	750 feet (230 m)
	Urban	45 mph (70 kph)	2640 ft (800 m)	1 mile (1.6 km)	1320 feet (400 m)	1320 feet (400 m)	990 feet (300 m)
	Rural	55 mph (90 kph)	1 mile (1.6 km)	2 miles (3.2 km)	1320 feet (400 m)	1320 feet (400 m)	1320 feet (400 m)

- Notes: 1) If the crossroad is a state highway, these distances may be superseded by the Access Management Spacing Standards, providing the distances are greater than the distances listed in the above table.  
 2) No four-legged intersections may be placed between ramp terminals and the first major intersection.  
 3) No application shall be accepted where an approach would be aligned opposite a freeway or expressway ramp terminal (OAR 734-051-0070(4)(a)).  
 4) Use four-lane crossroad standards for urban and suburban locations that are documented to be widened in a Transportation System Plan or corridor plan.  
 5) No at-grade intersections are allowed between interchanges less than 5 miles apart.

B = Distance between the start and end of tapers

C = Distance between nearest at-grade and ramp terminal intersections or the end/start of the taper section

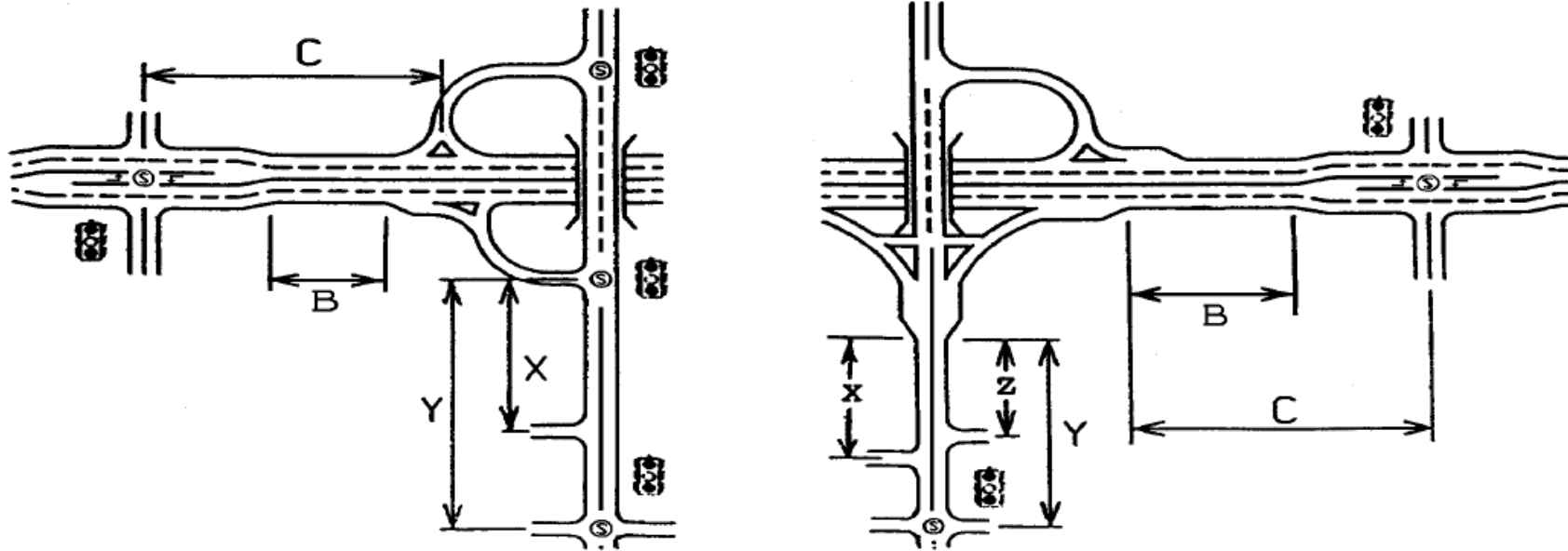
X = Distance to the first approach on the right; right in/right out only

Y = Distance to first intersections where left turns are allowed

Z = Distance between the last right in/right out approach road and the start of the taper for the on-ramp

\* Fully Developed Urban Interchange Management Area: Occurs when 85% or more of the parcels along the influence area are developed at urban densities and many have driveways connecting to the crossroad. See the definition in the 1999 Oregon Highway Plan.

**Exhibit F-2. Oregon Highway Plan  
Measurement of Spacing Standards**



(for Exhibit F-1)

Exhibit F-3. Highway 18 Corridor Refinement Plan





## Highway 99W

### Existing Conditions

For the purposes of the McMinnville TSP, Highway 99W is divided into four logical sections, as summarized in **Exhibit F-4**.

#### Exhibit F-4. Highway 99W Cross-Section Characteristics

Section	From	To	Typical Cross-Section / Characteristics
1	Northern UGB	15 <sup>th</sup> Street	5-lane cross-section, bi-directional
2	15 <sup>th</sup> Street	1 <sup>st</sup> Street	2-lane cross-section, one-way couplet
	1 <sup>st</sup> Street	End of Couplet	2-lane cross-section, one-way couplet
3	End of Couplet	Keck Drive	5-lane cross-section, bi-directional
		Southern UGB	5-lane cross-section, bi-directional
4	Keck Drive	Southern UGB	(Highway 18/99W South Interchange Access Management Plan)

The segment of Highway 99W from the north couplet terminus to the south couplet terminus is located in the center of town along a one-way couplet with a total of 40 access points. The average spacing is about 37 driveway access points per mile (about one every 140 feet on average). North and south of this one-way couplet there are 171 access points for a combined average of 42 per mile (about one every 125 feet). The existing spacing along OR 99W does not meet minimum Division 51 spacing standards.

The *Highway 18/99W South Interchange Access Management Plan* (Kittelson and Associates, August 2002) has been prepared to

ensure that the functional and operational integrity of the OR 18/99W interchange is maintained as future development occurs. The Plan identifies a series of short-term, medium-term, and long-term transportation improvements for implementation by the City of McMinnville and ODOT as part of future capital improvement projects and private development activities.

### How Division 51 Applies in McMinnville

Highway 99W through McMinnville is designated a **Regional Highway** in the Oregon Highway Plan. Much of the area's commercial and residential development was largely built prior to Division 51 legislation.

The Division 51 access management spacing standards are summarized in **Exhibit F-5**.<sup>3</sup> For McMinnville, the spacing standards would fall under the "Urban" column, and as posted speeds are 30-35 mph, the private and public approach spacing standard is 425 feet, significantly longer than the typical city block.

**Exhibit F-5. Oregon Highway Plan - Regional Highway Access Management Spacing Standards**

**Access Management Spacing Standards for Private and Public Approaches on Regional Highways<sup>(1)(2)(3)(4)</sup>**  
 (OAR 734-051-0115)  
 (Measurement is in Feet)\*

Posted Speed <sup>(5)</sup>	Rural Expressway**	Rural	Urban Expressway** ***	Urban***	STA
≥55	5280	990	2640	990	
50	5280	830	2640	830	
40 & 45	5280	750	2640	750	
30 & 35		600		425	<sup>(6)</sup>
≤25		450		350	<sup>(6)</sup>

NOTE: The numbers in superscript <sup>(1)</sup> refer to explanatory notes that follow Table 3.  
 \* Measurement of the approach road spacing is from center to center on the same side of the roadway.  
 \*\* Spacing for Expressway at-grade intersections only. See the OHP for interchange spacing guidelines.  
 \*\*\*These standards also apply to Commercial Centers.

The TSP recommends local adoption of Division 51 as it applies to Highway 99W in McMinnville as summarized in **Exhibit F-6**.

**Exhibit F-6. Recommended Adoption of Division 51 Highway 99W in McMinnville**

Section	From	To	Recommended Division 51 Application
1	Northern UGB	15 <sup>th</sup> Street	As is
2	15 <sup>th</sup> Street	1 <sup>st</sup> Street	Recommend designation of STA – see below.
	1 <sup>st</sup> Street	End of Couplet	As is
3	End of Couplet	Keck Drive	As is
4	Keck Drive	Southern UGB	As mutually adopted in the Highway 18/99W South Interchange Access Management Plan

**Recommendation to Designate a Portion of Highway 99W as a Special Transportation Area (STA)**

Division 51 affects the one-way couplet section of Highway 99W along Adams and Baker Streets.

For consistency with the existing street grid system and spacing, the section of Highway 99W between 15<sup>th</sup> Street and 1<sup>st</sup> Street should be designated an STA. Upon designation of the special transportation area (STA), the access management spacing would be the existing city block spacing.

McMinnville must designate the planned city block spacing within the STA as a policy action in the TSP.

**STA’s must be requested through ODOT and are eventually approved by the Oregon Transportation Commission.**

**What are STAs?**

The Oregon Highway Plan fully defines special transportation area (STA) districts. The following section outlines the specific OHP definition for STA’s and the policy elements of the OHP that possibly apply to Highway 99W along the Adams-Baker one-way couplet in McMinnville.

The OHP defines an STA as a designated district of compact development located on a state highway within an urban growth boundary in which the need or appropriate local access outweighs the considerations of highway mobility (sometimes referred to as intercity through-traffic) except on designated OHP Freight Routes where through highway mobility has greater importance.

While traffic moves through an STA and automobiles may play an important role in accessing an STA, convenience of movement within an STA is focused upon pedestrian, bicycle and transit modes. STAs look like traditional “Main Streets” and are generally located on both sides of a state highway. The primary objective of an STA is to provide access to and circulation amongst community activities, businesses and residences and to accommodate pedestrian, bicycle and transit movement along and across the highway. Direct street connections and shared on-street parking are encouraged. Local auto, pedestrian, bicycle and transit movements to the area are generally as important as the through movement of traffic. Traffic speeds are slow, generally 25 miles per hour or lower.

**Location.** STAs can be located within urban growth boundaries on District, Regional and Statewide Highways, but not on Interstates or Expressways. An existing central business or commercial district in an unincorporated community as defined by OAR 660-022-0010(10)

that meets the definition of an STA may also be classified as an STA. Larger communities may have more than one STA. While STAs may include some properties that are currently developed for auto dependent uses (e.g. drive through restaurants, gas stations, car washes), areas where the predominant land use pattern is auto-dependent uses are generally not appropriate for STA designation. STAs that include properties developed for auto-dependent uses should include planning and zoning that provide for redevelopment of the properties over time to uses consistent with STA implementation.

**Planning and Development Guidance for STAs.** STAs should be planned and developed to reflect the following kinds of characteristics:

- Buildings are spaced close together and located adjacent to the street with little or no setback;
- Sidewalks with ample width are located adjacent to the highway and the buildings;
- People who arrive by car or transit find it convenient to walk from place to place within the area;
- On-street parking, structured parking, or shared, general purpose parking lots are located behind or to the side of buildings;
- Streets are designed with a pedestrian orientation for the ease of crossing by pedestrians;
- Public road connections correspond to the existing city block pattern; private driveways directly accessing the highway are discouraged;
- Adjacent land uses provide for compact, mixed-use development with buildings oriented to the street;
- A well-developed parallel and interconnected street network facilitates local automobile, bicycle, transit and pedestrian circulation except where topography severely constrains the potential for street connections;
- Speeds typically do not exceed 25 miles per hour;
- Plans and provisions are made for infill and redevelopment;

- Provisions are made for well-developed transit stops including van/bus stops, bicycle and pedestrian facilities, and including street amenities that support these modes.

Further OHP policy guidance, including procedural application for State acknowledgement (see Action 1B.3 below) is outlined for STAs as follows:

### **Policy 1B – Land Use and Transportation**

This policy recognizes the role of both State and local governments related to the state highway system:

- State and local government must work together to provide safe and efficient roads for livability and economic viability for all citizens.
- State and local government must share responsibility for the road system.
- State and local government must work collaboratively in planning and decision-making relating to transportation system management.

It is the policy of the State of Oregon to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

- Maintain the mobility and safety of the highway system;
- Foster compact development patterns in communities;
- Encourage the availability and use of transportation alternatives;
- Enhance livability and economic competitiveness; and
- Support acknowledged regional, city and county transportation system plans that are consistent with this Highway Plan

#### **Action 1B.1**

Actively pursue the objectives and designations in the Background, Intent and Actions in Policy 1B, as appropriate, through:

- Access management planning and permitting;

- Facility and transportation system plans;
- Metropolitan planning organization and local transportation system plans;
- Periodic review of local comprehensive plans;
- Local planning and zoning amendments;
- Review of major development proposals that have a significant impact on a state highway;
- Review of site acquisition and construction of proposed public facilities;
- Review of urban growth boundary amendments; and
- Highway facility design and project development.

#### **Action 1B.2**

Use the rules, standards, policies and guidance developed by ODOT to implement Policy 1B. These include but are not limited Division 51, the ODOT Highway Design Manual, ODOT Transportation System Plan Guidelines and ODOT Development Review Guidelines, LCDC Goal 12 on Transportation and the Transportation Planning Rule.

#### **Action 1B.3**

Use the following categories to designate highway segments when the concept is identified in a local transportation system plan, downtown plan, facility plan or other adopted plan and is supported by both the local government and ODOT. The categories, in part, define whether or not a management plan is required. Written management plans are required for STAs and Commercial Centers on designated Freight Routes on Statewide Highways. Management plans are required for UBAs on any state highway where the posted speed is greater than 35 mph and a UBA designation is needed. As State Highway Freight Routes are reviewed and updated, local governments will need to develop management plans for previously designated highway segments when updating their transportation system plan or other legislatively mandated planning effort. Management plans are also required for Commercial Center on Expressways. Management plans are encouraged where not

required. Written approval for any designation is required to be provided by the local government prior to designation by the Oregon Transportation Commission.

#### **a. Special Transportation Areas**

Category 1 Special Transportation Areas are those segments located on Statewide, Regional or District Highways that are not on Interstate Highways, Expressways or designated OHP Freight Routes. Category 1 STAs may be designated upon the agreement of ODOT and the local government. Once the Transportation Commission approves the STA designation and the Highway Plan map is amended, ODOT standards, as applicable, will be applied to the segment. Proposed design treatments not meeting ODOT standards will require an exception.

#### **Action 1B.4**

Work with local governments to obtain plans and zoning regulations that are consistent with the TPR and this policy. Where local plans and regulations are not yet in place, ODOT may take action regarding designation of highway segments in the following circumstances:

- Where a local jurisdiction identifies an objective to develop land use plans and regulations reflective of OHP Policy 1B and provides written approval for a highway segment designation, ODOT may designate the highway segment prior to adoption of the land use and zoning changes.
- Where a gap exists between local plans and highway segment designation, local government planning and legislative activity should move in the direction of meeting the objectives of Policy 1B.
- Where ODOT has designated a highway segment in reliance on the support of a local government and where the planning and community development patterns remain inconsistent with or contrary to the highway segment designation, ODOT will work

with the local government to gain closer compliance with the policy or may modify or withdraw the designation.

#### **Action 1B.5**

Develop and implement plans that support compact development, including but not limited to highway segment designations. Support plans, strategies and local ordinances that include:

- Parallel and interconnected local roadway networks to encourage local automobile trips off the state highway;
- Transit, bicycle and pedestrian facilities, including street amenities that support these modes;
- Design and orientation of buildings and amenities that accommodate pedestrian and bicycle use as well as automobiles use;
- Provision of public and shared parking;
- Infill and redevelopment;
- Expansion of intensive urban development guided away from state highways rather than along state highways; and
- Other supporting public investments that encourage compact development and development within centers.

#### **Action 1B.6**

Help protect the state highway function by working with local jurisdictions in developing land use and subdivision ordinances, specifically:

- A process for coordinated review of future land use decisions affecting transportation facilities, corridors or sites;
- A process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities, corridors or sites;
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities and highway mobility standards of facilities identified in transportation system plans including the Oregon Highway Plan and adopted highway corridor plans;

- Refinement of zoning and permitted and conditional uses to reflect the effects of various uses on traffic generation;
- Standards to protect future operation of state highways and other roads; and
- 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.

#### **Action 1B.7**

To assist in implementing state access management standards and policies, work with local governments to develop access management strategies, plans or access management components in comprehensive plans, facility plans and/or transportation system plans involving the state and local system.

#### **Action 1B.8**

Work with local governments to maintain the highway mobility standards on state highways by creating effective development practices through the following means:

- Develop an adequate local network of arterials, collectors and local streets to limit the use of the state highway or interchanges for local trips;
- Reduce access to the state highway by use of shared accesses, access from side or back roads and frontage roads, and by development of local street networks as redevelopment along state highways occurs;
- Cluster development in compact development patterns off of state highways;
- Develop comprehensive plan, zoning and site plan review provisions that address highway mobility standards; and
- Avoid the expansion of urban growth boundaries along Interstate and Statewide Highways and around interchanges unless ODOT and the appropriate local governments agree to an interchange

management plan to protect interchange operation or an access management plan for segments along non-freeway highways.

#### **Action 1B.9**

Develop facility and transportation system plans that protect existing limited access interchanges according to the following functional priorities:

- At existing limited access highway interchanges, provide safe egress from freeways and Expressways as the first priority.
- When an interchange connects a freeway or an Expressway to an Interstate, Statewide or Regional Highway, provide regional access to freeways and Expressways as the second priority.

#### **Action 1B.10**

Continue to develop and implement design guidelines for highways that describe a range of automobile, pedestrian, bicycle or transit travel alternatives. The guidelines should include appropriate design features such as lighted, safe and accessible bus stops, on-street parking, ample sidewalks, pedestrian crossings, pedestrian scale lighting, street trees and related features.

#### **Action 1B.11**

Work to accommodate alternative modes of travel on state highways according to the various types of land uses and highways. Work to develop alternative mode facilities in Special Transportation Areas, Commercial Centers and Urban Business Areas according to the other actions in this policy.

### **City Adoption of Division 51 as part of TSP**

Within this Appendix the TSP included reference to and adoption of Division 51, subsequent to the approval by ODOT and the OTC of the STA designation for that portion of Highway 99W as noted above.

### **City Streets**

Section 32(b) of Ordinance No. 3702 addresses access to city streets.

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<sup>1</sup> Oregon Highway Plan, 1999. Table 6.

<sup>2</sup> Oregon Highway Plan, 1999. Figure 3.

<sup>3</sup> Oregon Highway Plan, Table 2.