

**ACCESS
MANAGEMENT
PLAN
FOR
HIGHWAY 101
IN
DOWNTOWN FLORENCE**
(Siuslaw River Bridge to Highway 126 / 9th Street)

**Approved by the Florence City Council
October 21, 2002**

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INTRODUCTION

The development of this access management plan was a cooperative effort by the City of Florence, citizen committee members, abutting property owners and the Oregon Department of Transportation (ODOT). The purpose and objectives of this plan are to identify specific access control measures and management strategies to maintain safe and efficient operation of the subject section of Highway 101 for the general public, while at the same time providing (1) access needs for future development of abutting properties, (2) improving access and connections to Old Town and neighborhoods from Highway 101, and (3) improving pedestrian access and safety along and crossing Highway 101.

Guidance for this access management plan was provided by the 1999 Oregon Highway Plan (OHP), Oregon Administrative Rules (Chapter 734, Division 51), the Florence Downtown Implementation Plan, September, 1999, the Comprehensive Plan for the City of Florence including the Transportation Systems Plan adopted January, 2002, A Main Street Handbook by ODOT, November 1999 and the working reports and drawings included in the Florence Downtown Plan, Phase I Implementation, prepared in 2001 by Parsons, Brickerhoff, Quade and Douglas, Inc. et al. The following are visionary excerpts from the Oregon Highway Plan and the Florence Downtown Plan.

From the 1999 Oregon Highway Plan a portion of the visionary statement is:

The Oregon Highway Plan envisions a state highway system that is safe, attractive, efficient, and dependable for Oregonians and visitors. State highways provide transportation for people, goods, services, and modes of travel. The highway system supports state and local goals for economic opportunity, livability and a sustainable environment.

The highway system strikes a balance between local accessibility and through movement of people and goods in urban and rural communities. It respects local and regional differences, as it is developed and operated in partnership with local communities.

From the "Florence Downtown Implementation Plan - September 1999" the vision and strategy related to transportation is:

If the downtown is intended to be a vital and authentic heart to the Florence community, it must have a vital retail core attractive to pedestrians. Unifying the downtown around a mainstreet on a short section of Highway 101 could both revitalize the retail market and transform this portion of the Highway into the core of the downtown. The City of Florence will undertake the following actions aimed at improving the Downtown's retail sales and property values, particularly on Highway 101, and to expand its trade area.

- 1. Recognize the portion of Highway 101 between the Siuslaw Bridge and Highway 126 as the City's retail core, and mainstreet of the new downtown Florence*
- 2. Design streetscapes and buildings to support the pedestrian-oriented mainstreet character by implementing transportation and land use changes.*
- 3. Encourage drivers to easily view merchandise displays in storefronts by slowing traffic speeds on Highway 101.*
- 4. Improve access to, and visibility of Old Town from the new mainstreet on Highway 101.*
- 5. Provide a parallel route to Highway 101 on 2nd & Quince Street to relieve overflow summer peak traffic.*
- 6-8. Not applicable, related to marketing and architectural goals*
- 9. Create a Downtown Green as the gateway and center of a new mainstreet on Highway 101.*

A considerable amount of study effort and public involvement occurred during the development of the Florence Downtown Plan "Phase I Implementation". Within the Phase I Implementation process the following report and memorandums along with several diagrams and mapping were prepared:

- Baseline Conditions Report
- Main Street Design Concepts Memorandum
- Codes and Regulations Memorandum

One of the products of the Phase I Implementation Plan was a draft Access Plan. Utilizing this draft plan and backup reports, memorandum and mapping, the newly formed Access Management Committee (AMC) proceeded to address issues raised during the development of the draft Access Plan. This committee held regular meetings and contacts were made with all Highway 101 abutting property owners during this process. This plan is intended to meet the visionary objectives above and to the extent possible meet the access standards described later in this report. The committee made several modifications and adjustments to the draft Access Plan based on input and recommendations by local citizens, abutting property owners, ODOT representatives, consultant and committee members.

This Access Management Plan for Highway 101 between the Siuslaw River Bridge and Highway 126 / 9th Street is a component of the groundwork needed for access to future development along Highway 101. With significant development / redevelopment in the downtown area anticipated to occur during the years and decades to follow, this plan provides the basis for access controls and strategies along Highway 101. This Access Management Plan becomes the standard by which development proposals are evaluated once adopted by the City of Florence and approved by the Oregon Department of Transportation through an intergovernmental agreement.

STUDY AREA

The study area extends from the north end of Siuslaw River Bridge (M.P. 190.83) to Highway 126 / 9th Street (M.P. 190.23) and approximately one block on each side of the Highway 101. This section of Highway 101 is recognized in the Florence Downtown "Implementation Plan" as the City's retail core, and "Main Street" of the new downtown Florence. The length of the project is 0.6 mile. The study area boundary is identified in Figure 1.

ACCESS SPACING STANDARDS

Access spacing standards for state highways and freeways are established in the Oregon Highway Plan and Oregon Administrative Rules (Chapter 734, Division 51). State highways are further classified as statewide, regional or district highways. Highway 101 is classified as a statewide highway. As such the spacing standards applied to statewide highways are to be followed and are included in the Appendices, (Table 13, OHP).

With a posted speed of 30 mph and block lengths ranging from 300 - 350 feet, these

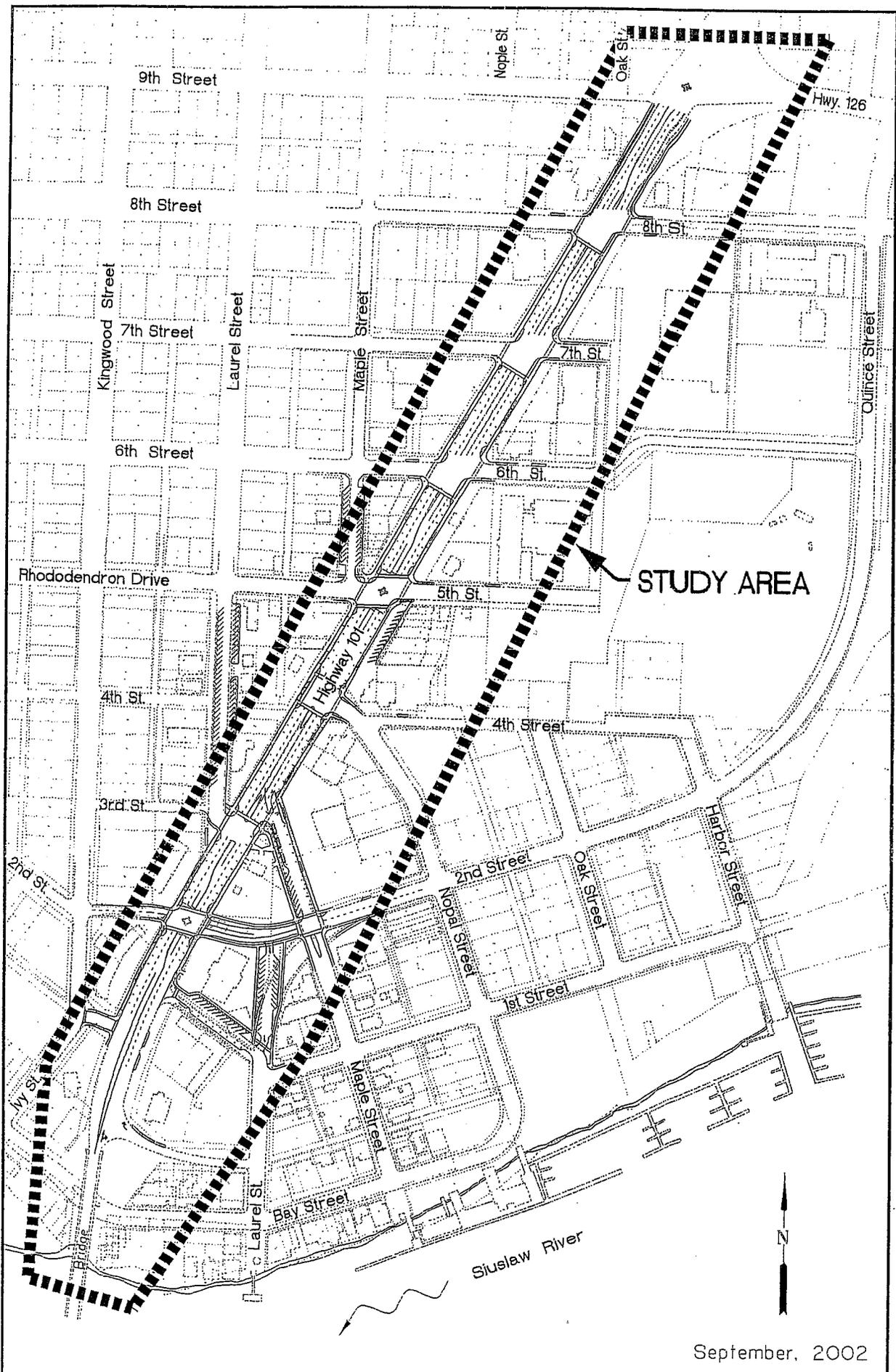
standards would not be practical to achieve under any existing or future condition along this section of Highway 101.

Within the Oregon Highway Plan and the Oregon Administrative Rules at a point in the future when an access evaluation is triggered “the goal is to meet the appropriate access management spacing standard, but at the very least to improve current conditions by moving in the direction of the access management spacing standards.” The latter part of that statement could be quite subjective and cause for numerous conflicts between future developers, the City and ODOT. To minimize potential future access conflicts OAR 734-051-0360 encourages the development of an Access Management Plan where (1) existing developments do not meet spacing standards, or (2) where existing development patterns, land ownership patterns and land use plans are likely to result in requests for deviations to the standards, or (3) where an Access Management Plan would preserve or enhance operations of the highway. This section of Highway 101 would meet all three conditions above, further justifying the need for this Access Management Plan.

CHANGE IN USE

Application and implementation of this plan to a specific permitted approach will only occur if a “change in use” has occurred with respect to that particular approach. A change of use of a permitted approach may occur when an existing site is developing or redeveloping and will require the property owner to use the City’s development processes. The City will notify ODOT of the proposal and the two agencies will evaluate the proposal to insure the new development is consistent with this adopted Access Management Plan, and with Oregon Administrative Rule (OAR) 734, Division 51.

Specifically, the city process will be invoked when a development proposes an action



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 SIUSLAW BRIDGE TO HWY. 126

STUDY AREA MAP

FIGURE 1

that will require an administrative or permitting review, such as: a change in the zoning or a plan amendment designation, construction of new buildings, increase in the size of existing buildings, or creation of new property boundaries. Additionally, ODOT will evaluate a site if there is a substantial change in volume or character of traffic, the site reestablishes its use that has been discontinued for two or more years, or a substantial safety or operational issue is identified. OAR 734-051-0110(2)(a-g)

Generally, after the city's development process is invoked and the agencies are notified of a potential change in use, the traffic impacts of the proposal will be evaluated. This evaluation will determine if the new or additional traffic to the site causes substantial operational or safety problems to either the highway or within the approach. OAR 734-051-0110(4)(a-e)

If the agencies determine that the proposal meets the requirements of a change in use, ODOT and the City will determine if the existing permitted approach can remain, or must be modified or closed to be consistent with the vision of this Access Management Plan. OAR 734-051-0110(6) and (7)

The complete text of the Oregon Administrative Rule for "Change in Use of an Approach" (OAR 734-051-0110) is included in the Appendices, page 19.

ACCESS MANAGEMENT STRATEGIES

Several access management strategies are incorporated into this plan to preserve and enhance the operations of this section of Highway 101. Strategies include:

- Driveway removal, shared driveways, and relocation of driveways
- Parking improvements
- Curb extensions
- Pedestrian refuge islands
- Intersection approach realignment
- Signalization
- Improvements to connections to parallel routes

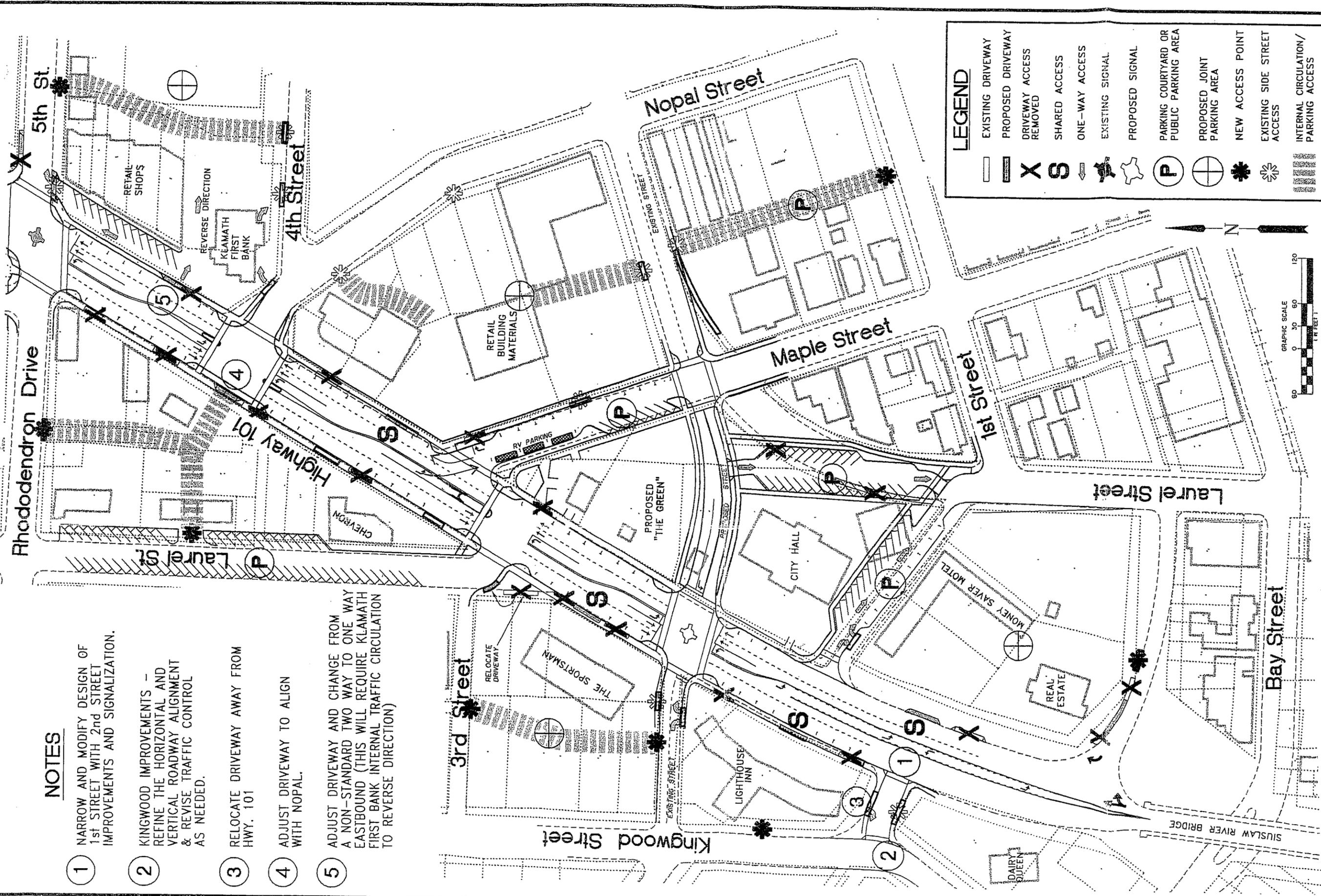
Figures 2a and 2b illustrate the access management strategies incorporated into this plan.

Driveway Removals / Shared Driveways / Driveway Relocation

Today there are 25 private driveways fronting onto Highway 101 between the Siuslaw Bridge and Highway 126 / 9th Street. As access needs change during the coming years, the number of access points will eventually be reduced to 11 shared driveways at full plan implementation. Each driveway removal, proposed shared driveway and driveway relocation was carefully reviewed by committee members, property owners and ODOT representatives.

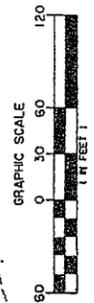
NOTES

- 1 NARROW AND MODIFY DESIGN OF 1st STREET WITH 2nd STREET IMPROVEMENTS AND SIGNALIZATION.
- 2 KINGWOOD IMPROVEMENTS - REFINE THE HORIZONTAL AND VERTICAL ROADWAY ALIGNMENT & REVISE TRAFFIC CONTROL AS NEEDED.
- 3 RELOCATE DRIVEWAY AWAY FROM HWY. 101
- 4 ADJUST DRIVEWAY TO ALIGN WITH NOPAL.
- 5 ADJUST DRIVEWAY AND CHANGE FROM A NON-STANDARD TWO WAY TO ONE WAY EASTBOUND (THIS WILL REQUIRE KLAMATH FIRST BANK INTERNAL TRAFFIC CIRCULATION TO REVERSE DIRECTION)



LEGEND

	EXISTING DRIVEWAY
	PROPOSED DRIVEWAY
	DRIVEWAY ACCESS REMOVED
	SHARED ACCESS
	ONE-WAY ACCESS
	EXISTING SIGNAL
	PROPOSED SIGNAL
	PARKING COURTYARD OR PUBLIC PARKING AREA
	PROPOSED JOINT PARKING AREA
	NEW ACCESS POINT
	EXISTING SIDE STREET ACCESS
	INTERNAL CIRCULATION/PARKING ACCESS



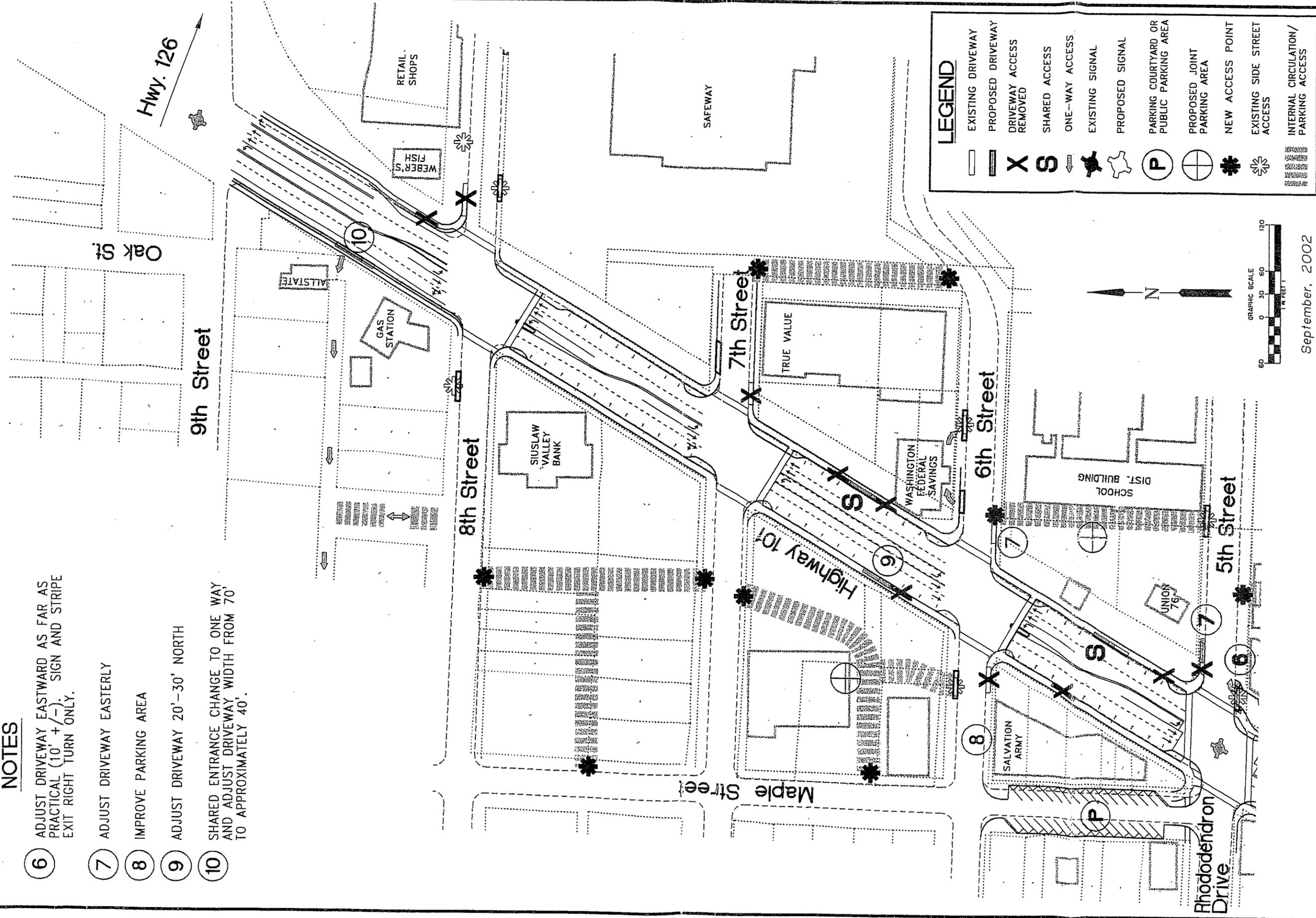
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**ACCESS MANAGEMENT PLAN
FOR HIGHWAY 101
SIUSLAW BRIDGE TO HWY. 126**

**SIUSLAW BRIDGE TO
RHODODENDRON DRIVE
FIGURE 2a**

NOTES

- 6 ADJUST DRIVEWAY EASTWARD AS FAR AS PRACTICAL (10' +/-). SIGN AND STRIPE EXIT RIGHT TURN ONLY.
- 7 ADJUST DRIVEWAY EASTERLY
- 8 IMPROVE PARKING AREA
- 9 ADJUST DRIVEWAY 20'-30' NORTH
- 10 SHARED ENTRANCE CHANGE TO ONE WAY AND ADJUST DRIVEWAY WIDTH FROM 70' TO APPROXIMATELY 40'.



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**RHODODENDRON DRIVE
TO HWY. 126**

FIGURE 2b

Proposed shared or relocated driveways along Highway 101 were generally shifted toward mid-block to improve spacing or positioned to align with an intersection on the opposite side of Highway 101.

Driveways near Highway 101, located on intersecting streets, were also evaluated for safety and operational concerns related to Highway 101. Several accesses are proposed for either removal or relocation with proposed turn movement controls as indicated. New access points on city streets near Highway 101 are proposed to access future parking areas and businesses, as well as to provide local access between public streets.

Parking Improvements

To meet the parking needs of the patrons and visitors to businesses along Highway 101 increases in and improvements to both public and private parking is envisioned. Public parking improvements are proposed on streets such as Laurel Street south of Rhododendron Drive to Highway 101, Maple Street from 2nd Street to Highway 101 and from Rhododendron Drive to 6th Street, along the south side of 6th Street between Maple Street and Highway 101 and on the east and south sides of City Hall. Other public parking areas and private joint parking are identified on the Access Plan, and are generally located within the blocks fronting Highway 101.

Along Highway 101 parallel parking is permitted between 1st Street and 8th Street on both sides. Individual parking spaces are not marked. Parking is not permitted on Highway 101 from 1st Street to the bridge (except for the bridge tender) and 8th Street to 9th Street. Existing parking along this section of Highway 101 should be marked to provide better organization, safety and efficiency for parking along Highway 101.

Curb Extensions

Highway 101 in the project vicinity includes two travel lanes in each direction, a center turn lane and parking on both sides. The average paving width is about 82 feet. Curb extensions are proposed at all intersections with Highway 101 from 2nd Street to 8th Street. The primary benefit of curb extensions is improved pedestrian safety. The pedestrian crossing time, thus exposure to traffic, would be reduced. Also, the visibility of the pedestrian to the motorist is

improved. In addition, at the signalized intersections of Highway 101 with Rhododendron Drive and 2nd Street (future signal), improved signal timing and intersection efficiency would likely occur. Finally, another safety benefit of curb extensions is the reduction in speed along Highway 101.

Pedestrian Refuge Islands

The primary use of refuge islands on this section of Highway 101 is to provide pedestrians crossing Highway 101 a waiting area between directions of traffic. Other uses of islands includes channelization for traffic and to prohibit or discourage certain movements. Five islands are proposed on Highway 101 in this Plan.

The islands at 6th Street, 8th Street and Nopal Street intersections are small and will provide pedestrians a refuge between the directions of traffic on Highway 101. The intent of these four islands would not be to discourage or prohibit any traffic movements.

The island between Maple Street and Laurel Street serves as a pedestrian refuge and channelizes southbound left turns onto Maple Street. The island also restricts left turn movements from Maple Street.

Intersection Approach Realignment

Most of the existing street connections do not intersect Highway 101 at a 90 degree angle within the project area. Incorporating curb extensions at most of the intersections, as discussed previously, will provide improved intersection geometry and channelization. In addition realignment / channelization is proposed at the Highway 101 intersection with Nopal Street, Maple Street, Laurel Street and 2nd Street. The combined realignment /channelization at each of the intersections will enhance intersection operations, visibility and safety.

Signalization

Currently, there are two signalized intersections on Highway 101 within the project limits. One located at the intersection with 9th Street / Highway 126 and the other at the intersection with Rhododendron Drive / 5th Street. South of Rhododendron Drive to the bridge, pedestrian

crossing of Highway 101 is difficult during peak traffic periods because there are a limited number of gaps in the northbound traffic. Installing a signal at the 2nd Street intersection with Highway 101 would increase the number and size of gaps in traffic and thus improve the safety for pedestrians crossing Highway 101 south of Rhododendron Drive.

Parallel Routes

A final strategy utilized in this Access Management Plan is to improve connections to parallel routes to encourage traffic to utilize these routes. Construction is planned for a new 2nd Street connection to Highway 101 east of Highway 101 and north of City Hall. This will complete the 2nd Street / Quince Street parallel route between Highway 101 and Highway 126. See Figure 3 on the following page. It is expected that not only would this parallel route be used by local motorists throughout the year but would also serve as an alternate route during peak traffic periods.

Realignment of 2nd Street west of Highway 101 coupled with a new traffic signal at the

Highway 101 / 2nd Street intersection will provide an improved access and connection between Highway 101 and Kingwood Street at the south end of the study area. These improvements together with the 1st Street and Kingwood Street changes will encourage traffic between Kingwood Street and Highway 101 to use 2nd Street instead of 1st Street as motorists do today. This should result in fewer turn movements to and from Highway 101 within the taper and transition zone near the end of the bridge.

IMPLEMENTATION

The implementation of this plan will occur during the years ahead. Land development / redevelopment within the study area will trigger most of the private access and parking changes. The City intends to implement several projects within the study area. Some projects are planned within the next year or two (short range), others later, within the next 2 -10 years (medium range) or beyond (long range). The following is a list of planned short, medium and long range projects aimed at facilitating and implementing this Access Management Plan. The timeline for these identified projects is subject to change as funding and development opportunities occur. Enclosed at the end of this report is a folded copy of the overall Access Management Plan.

Short Range Projects

- Design and construct the Downtown Green
- Design and construct 2nd Street connection east of Highway 101
- Design and construct the Pilot Blocks Project
(Highway 101 from 6th Street to 8th Street)
 - sidewalk improvements
 - curb extensions
 - drainage adjustments
 - lighting
 - landscape / irrigation
 - pedestrian refuge islands
 - street furniture
 - improve pavement markings and add markings for on-street parking stalls
 - improve pedestrian crossings
- Mark on-street parking spaces from 2nd Street to 6th Street

Medium Range Projects

- Design and construct 2nd Street west of Highway 101 to Kingwood Street and install a traffic signal at the 2nd Street / Highway 101 intersection
- Complete the pedestrian improvement project along Highway 101 from 2nd Street to 6th Street
- Initiate public parking improvements as identified in this plan
- Narrow 1st Street between Highway 101 and Kingwood Street
- Revise Kingwood Street horizontal and vertical alignment along with changes in traffic control at 1st Street

Long Range Projects

- Realignment and channelization of street approaches to Highway 101 at Nopal Street, Maple Street and Laurel Street
- Continue public parking improvements

APPENDICES

SPACING STANDARDS FOR STATEWIDE HIGHWAYS(1)(2)						
Posted Speed(3)	Rural		Urban			
	Expressway **	Other	Expressway **	Other	UBA *	STA *
≥55	5280	1320	2640	1320		
50	5280	1100	2640	1100		
40 & 45	5280	990	2640	990		
30 & 35		770		770	720	(4)
≤25		550		550	520	(4)

* UBA = Urban Business Areas STA = Special Transportation Areas

** Spacing for Expressway at-grade intersections only. See Table 12 for interchange spacing.

(1) Where a right of access exists, access will be allowed to a property at less than the designated spacing standard only if that property does not have reasonable access and the designated spacing cannot be accomplished. If possible, other options should be considered such as joint access.

Where the right of access exists, the number of approach roads (driveways) to a single property shall be limited to one, even when the property frontage exceeds the spacing standards. More than one approach road may be considered if, in the judgment of the Region Access Management Engineer, additional approach roads are necessary to accommodate and service the traffic to a property, and additional approach roads will not interfere with driver expectancy and the safety of the through traffic on the highway.

Approach roads shall be located where they do not create undue interference or hazard to the free movement of normal highway or pedestrian traffic. Locations on sharp curves, steep grades, areas of restricted sight distance or at points which interfere with the placement and proper functioning of traffic control signs, lighting or other devices that affect traffic operation will not be permitted.

If a property becomes landlocked, (no reasonable access exists) because an approach road cannot be safely constructed and operated, and all other alternatives have been explored and rejected,

ODOT might be required to purchase the property. (Note: If a hardship is self-inflicted, such as partitioning or subdividing a property, ODOT does not have responsibility for purchasing the property.) (Note ¹ has precedence over notes (2),(3) and (4).)

(2) These standards are for unsignalized access points only. Signal spacing standards supersede spacing standards for approaches.

(3) Posted (or Desirable) Speed: Posted speed can only be adjusted (up or down) after a speed study is conducted and that study determines the correct posted speed to be different than the current posted speed. In cases where actual speeds are suspected to be much higher than posted speeds, ODOT reserves the right to adjust the access spacing accordingly. A determination can be made to go to longer spacing standards as appropriate for a higher speed. A speed study will need to be conducted to determine the correct speed.

(4) Minimum spacing for public road approaches is either the existing city block spacing or the city block spacing as identified in the local comprehensive plan. Public road connections are preferred over private driveways, and in STAs driveways are discouraged. However, where driveways are allowed and where land use patterns permit, the minimum spacing for driveways is 175 feet (55 meters) or mid-block if the current city block spacing is less than 350 feet (110 meters).

OAR 734-051-0110 - Change in Use of an Approach

(1) When to submit an Application for State Highway Approach. An Application for State Highway Approach must be submitted whenever there is an action or event that changes the impact on the highway as defined in section (4) of this rule, arising from the use of a private approach, even though there is an existing valid Permit to Operate, Maintain and Use an Approach or a Permit to Operate, Maintain and use an Approach may not have been required previously because it was a grandfathered approach.

(2) Change of Use Review Process. The Department, the applicant, and other governmental agencies will look at the change of use when one or more of the following, by way of example, occur:

- (a) Change in the zoning or a plan amendment designation;
- (b) Construction of new buildings;
- (c) Increase in floor space of existing buildings;
- (d) Division or consolidation of property boundaries;
- (e) Change in the character of the traffic using the approach;
- (f) Change in internal circulation design; or
- (g) Reestablishment of a property's use, where such use has been discontinued for a period of two years or more.

(3) The change of use review process does not include:

- (a) Modifications in advertising, landscaping, general maintenance or aesthetics that do not affect internal or external traffic flow or safety; or
- (b) Buildout or redevelopment of a previously reviewed and approved development plan which was within the parameters of a transportation impact study not more than five years old from the time of redevelopment, or certified by an Oregon Registered Professional Engineer with expertise in traffic that the current conditions are substantially the same as those upon which the transportation impact study was based, and as set forth on OAR 734-051-0180.

(4) The change of use of an approach occurs when the action or event, outlined in section (2) of this rule, affecting the subject property results in one or more of the following effects:

(a) The site traffic volume generation increases by 25 vehicles or more, in the peak hour, or creates operational problems on the adjacent roadway;

(b) The peak hour volume of a particular movement to or from the highway increases by 20% or more;

(c) Use of the approach by vehicles exceeding the 20,000 pound gross vehicle weight increases by 10 vehicles or more per day;

(d) The location of the approach does not meet minimum sight distance requirements or is located where vehicles entering or leaving the property are restricted or such vehicles queue or hesitate on the highway, creating a safety hazard; or

(e) A change in internal traffic patterns that may cause safety problems such as a backup onto the highway or traffic crashes in the approach throat area.

(5) A change of use can be determined by field counts, site observation, traffic impact analysis or study, field measurement, crash history, Institute of Transportation Engineer Trip Generation Manual, and information and studies provided by the local agency.

(6) A Construction Permit for an approach where there is a change of use shall be issued in accordance with the criteria for approving an approach as set forth in OAR 734-051-0080. An application for an approach shall be submitted as set forth in OAR 734-051-0090, 734-051-0100, 734-051-0130 and 734-051-0140, and construction drawings and plans as set forth in OAR 734-051-0220 and a Construction Permit as set forth in OAR 734-051-0230 also may be required.

(7) A change in use may require modifications to the existing approach or highway as set forth in OAR 734-051-0210.

Access Management Committee

Randy (RJ) Pilcher, (Chair)	Safeway Stores, Inc.
David Jackson	Downtown Committee
Andy Johnson	Coldwell Banker Coast Real Estate
John LaRocco	LaRocco Construction
Shasta McMullen	Chevron Gas Station
Dick Pickett	Highway 101 Property Owner
Arolf Salo	Downtown Committee
Janet Weber	Weber's Fish Market
Lynette Wikstrom-Smith	Downtown Committee

Participating Agencies

ODOT

Donald Ehrich, District Manager, District 5

Tony Martin, P.E., Access Management Engineer, Region 2

Jeffrey Lange, Permit Specialist, Region 5

City of Florence, Community Development Department
Sandi Young, Community Development Director

Consultant

James A. Branch, P.E., Principal, Branch Engineering, Inc.