

Interchange Improvement Plan

Jackson School Road Interchange Washington County, Oregon

January 6, 2003



DRAFT

Interchange Area Management Plan

**Jackson School Road Interchange
Washington County, Oregon**

Prepared for

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1. INTRODUCTION

Pursuant to direction of the Oregon Transportation Commission (OTC), an interchange area management plan (IAMP) is required for the Jackson School Road Interchange project in rural Washington County. This IAMP will assist the County and the Oregon Department of Transportation (ODOT) with the long-term transportation management in the area around the interchange. The Jackson School Road IAMP will conform with state and local regulations and OTC conditions of approval adopted on January 16, 2002.

This IAMP has been prepared with participation of the affected local governments and with input from a variety of stakeholders and the general public. A task force, consisting of representatives of Washington County, the cities of Hillsboro and North Plains, and Metro, helped develop this plan. Contacts were made with special interest groups and agencies interested in or concerned about the proposed new interchange and possible effects on existing land uses and the local road system. In addition, a public open house providing information on the interchange project and the IAMP was held in December 2002. Notice of the open house was mailed to approximately 6,000 people. A description of the public and agency involvement program is included in the Background Document for this IAMP.

This IAMP has been developed concurrent with refinement of the preliminary design of the interchange and with the reevaluation of an environmental assessment previously prepared for the interchange project.

The objectives of the IAMP are to protect the function of the interchange to serve long-distance regional trips, to provide safe and efficient operations on US 26 (Sunset Highway) and Jackson School Road, and to ensure ODOT is involved in future land use decisions that could affect the function of the interchange.

2. PROJECT DESCRIPTION

ODOT plans to construct a rural interchange to replace the existing unsignalized, at-grade crossing at US 26 and Jackson School Road in Washington County, Oregon. The project area is approximately 1.5 miles south of the North Plains city limits and urban growth boundary (UGB) and 2 miles north of the Hillsboro city limits and Metro UGB. Figure 1 shows the project area and vicinity. When constructed, the new Jackson School Road Interchange will be located just east of the existing intersection, approximately 2.3 miles west of the US 26/Shute Road Interchange and 1.6 miles east of the US 26/Glencoe Road Interchange. The project will require realignment of a portion of Jackson School Road near the interchange, the purchase of 1,320 feet of access control along the realigned Jackson School Road, and the construction of frontage roads and driveways to provide access to existing uses.

The interchange will include an overpass structure with three lanes—two 14-foot travel lanes and a 16-foot left-turn center lane—and 8-foot shoulders on each side. ODOT will construct the interchange with a westbound loop exit ramp, as shown on Figures 2 and 3. The westbound loop

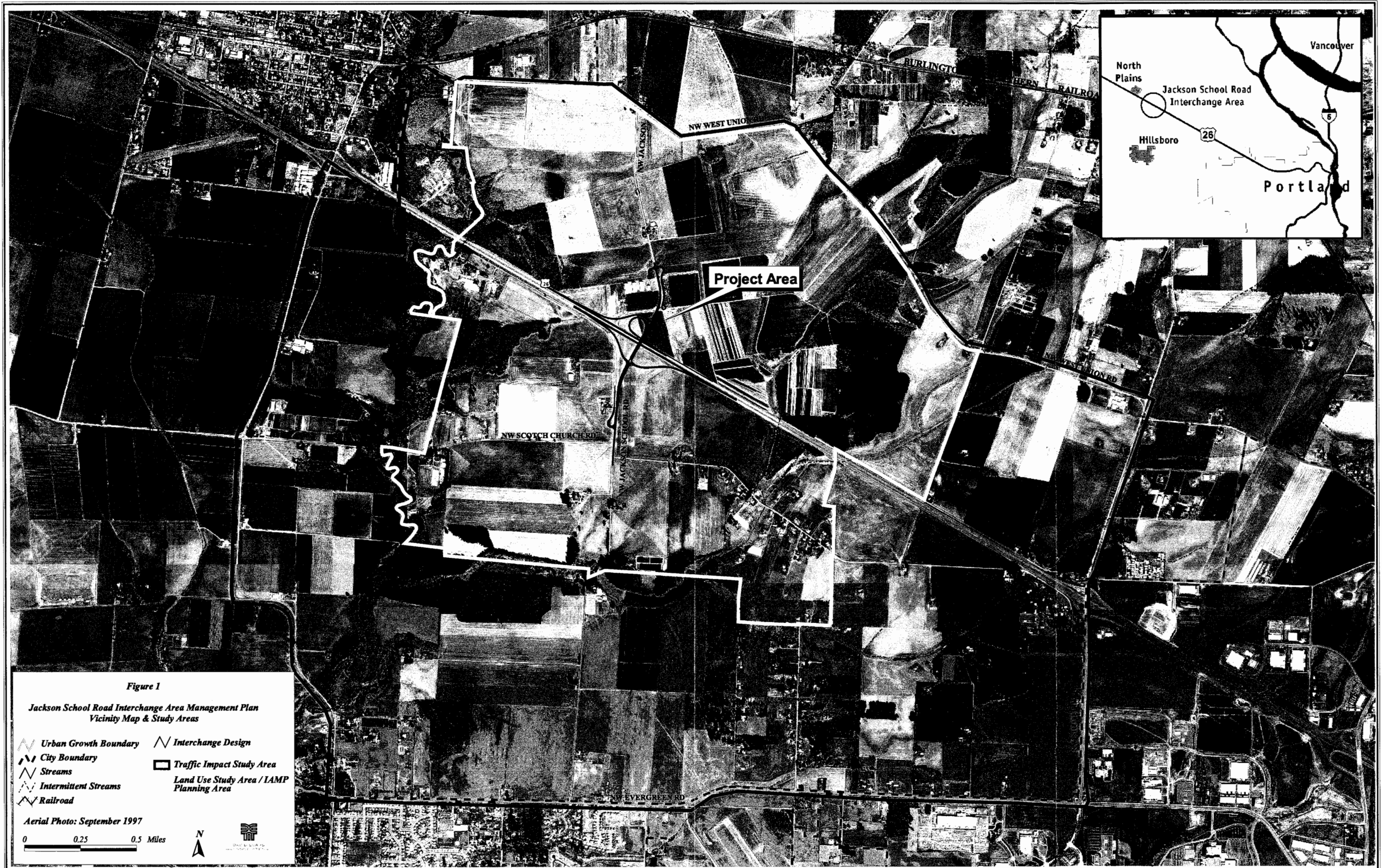










Figure 1

Jackson School Road Interchange Area Management Plan
Vicinity Map & Study Areas

-  Urban Growth Boundary
-  City Boundary
-  Streams
-  Intermittent Streams
-  Railroad
-  Interchange Design
-  Traffic Impact Study Area
-  Land Use Study Area / IAMP Planning Area

Aerial Photo: September 1997

0 0.25 0.5 Miles





NOT TO SCALE
Artist's conception for
illustration purposes only

Jackson School Road

Frontage Road

Highway 26

Figure 2

**Jackson School Road Interchange
Area Management Plan**

*Oblique view of
interchange design
with westbound loop ramp*

*Digital enhancement of aerial
photograph prepared by ODOT*



NOT TO SCALE





Figure 3

**Jackson School Road Interchange
Area Management Plan**

*Plan view of
interchange design
with westbound loop ramp*

*Digital enhancement of aerial
photograph prepared by ODOT*



exit ramp will facilitate the critical westbound-to-southbound movement and ensure the interchange operates acceptably without signalization within the 20-year planning period. The interchange will be built to allow future widening of US 26.

The Jackson School Road Interchange project is included in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the 2000 Regional Transportation Plan, and is consistent with the Washington County 2020 Transportation Plan adopted in the fall of 2002.

2.1. Purpose of Project

The primary purpose of constructing a grade-separated interchange at Jackson School Road and US 26 is to improve safety. Increasing traffic volumes at the at-grade intersection have created many safety problems with traffic crossing US 26 to access Jackson School Road. The safety issues led to funding the interchange improvement through the Oregon Transportation Investment Act (OTIA). To address safety in the short term, until the proposed interchange is built, ODOT has implemented changes at the intersection. The interim safety project restricts the intersection to right-turn movements from Jackson School Road and the westbound-to-southbound movement from US 26. All other movements, including through movements from Jackson School Road crossing US 26, have been eliminated. An access has been built for farm vehicles to cross the highway.

2.2. Interchange Function

ODOT classifies US 26 as an expressway. The primary function of expressways, as defined in the Oregon Highway Plan Implementation Handbook, is “to provide for interurban travel and connections to ports and major recreation areas with minimal interruptions.” Their secondary function is “to provide for long distance intra-urban travel in metropolitan areas.”

The Washington County 2020 Transportation Plan designates Jackson School Road as a two-lane arterial along its entire length. Arterials serve as primary connections to principal arterials (such as US 26). In the rural area, arterials provide urban-to-urban connections to neighboring cities and farm-to-market access between rural and urban areas. Most arterials serve a mix of urban-to-urban and farm-to-market traffic. Jackson School Road traverses a rural portion of Washington County. It links the urban areas of Hillsboro and North Plains with one another as well as to US 26. The road also provides farm-to-market connections from the agricultural lands located along or in proximity to it.

Consistent with the functions of US 26 and Jackson School Road, the Jackson School Road Interchange will serve farm-to-market traffic needs and provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the 20-year planning period.

Land in the immediate vicinity of the Jackson School Road intersection is rural, but the intersection is within a mile or two of the urban areas of North Plains and Hillsboro. The plan to replace the Jackson School Road intersection with an interchange recognizes that traffic volumes in the area are increasing as growth occurs in those nearby urban areas. Additional illustrations of the area's (and transportation facilities') transition from rural to urban are the "Urban Fringe" description of the area in the Portland-Cannon Beach Junction (US 26) Corridor Plan and the fact that the interchange project, even though outside the UGB, is included in Metro's Regional Transportation Plan.

Most traffic utilizing the existing intersection is generated in the nearby urban areas (Hillsboro, North Plains, and Portland/Vancouver). The trips are, for the most part, regional. Most turning movements at the intersection are to and from the east on US 26. As a result, future interchange connections to and from the east will have traffic volumes and traffic operational characteristics of an interchange in an urban area while the connections to and from the west will be rural in nature.

2.3. Alternatives Considered

During previous planning for the Jackson School Road Interchange project,¹ ODOT evaluated an alternative that would have replaced the intersection with a Jackson School Road overpass only, i.e., no access between Jackson School Road and US 26 would have been allowed. That alternative was rejected because of lack of public support based on the out-of-direction travel, increased burden on the Shute Road and Glencoe Road interchanges, and decrease in emergency access that would have resulted. ODOT also evaluated closing the intersection altogether and not constructing an interchange or overpass. That alternative was rejected because of strong opposition. The opposition was based on the closure alternative's effect on local traffic circulation, difficulties of foul weather driving and poor sight distances on West Union Road, and emergency services access. A petition with 600 signatures was submitted in support of an interchange alternative, similar to the one currently proposed.

During the current planning process for the Jackson School Road Interchange project, ODOT considered a standard diamond interchange, as well as the interchange with the westbound loop ramp. Public comments received on the project favored the loop design over the standard diamond by a margin of approximately two to one. The project task force unanimously supported the loop design. ODOT is forwarding the interchange with the westbound loop ramp as its preferred alternative.

3. IAMP OBJECTIVES

The objectives of this IAMP are defined by ODOT rules and conditions of approval adopted by the OTC on January 16, 2002. Both the rules, Oregon Administrative Rules (OAR) 734-051-0200, and conditions of approval specify elements to be included in the IAMP. As demonstrated

¹ ODOT prepared a draft environmental assessment (EA) for the project in 1987 and a revised EA 1988.

in the Plan and Policy Review (included in the Background Document), this IAMP addresses the rules and OTC conditions.

The objectives of this IAMP are:

- To protect the function of the Jackson School Road Interchange to serve farm-to-market traffic and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area).
- To provide safe and efficient operations between connecting roadways (i.e., US 26 and Jackson School Road) and meet applicable policies and standards.
- To ensure ODOT is involved in land use decisions that could affect the function of the interchange. The purpose of ODOT's involvement is to provide ODOT a role in protecting its investment in transportation facilities by protecting resource lands (i.e., farmland) and preventing, to the extent possible, growth-induced development on exception lands or UGB expansions in the vicinity of the interchange.

4. CHARACTERISTICS OF THE PLANNING AREA

The planning area for the Jackson School Road IAMP is shown on Figure 1. It correlates with the land use analysis area for the IAMP (see Section 4.2). The IAMP planning area includes land located within approximately one mile of the proposed interchange. The one-mile distance was identified as the general area where the new interchange could potentially influence land use patterns or have land use impacts. As well, the one-mile distance covers land that is less likely to be affected by either the existing Shute Road or Glencoe Road interchanges with US 26.

The traffic analysis area for the IAMP is shown on Figure 1. It extends from Glencoe Road on the west to Helvetia/Shute roads on the east, and from West Union Road on the north to Evergreen Road on the south. The larger area was selected to assess traffic impacts on other interchanges and the transportation network. A detailed traffic analysis is provided in the Background Document for this IAMP.

This section of the IAMP provides a discussion of the existing roadway network, right-of-way, access control, land parcels, and natural and cultural resources in the planning area for the Jackson School Road Interchange.

4.1. Roadways

4.1.1. Existing Roadways in the Planning Area

The primary roadways in the planning area are US 26 and Jackson School Road. Scotch Church Road and Meek Road lie in the southern part of the planning area. West Union Road forms the northern border of the planning area. The nearest interchanges on US 26 are at Glencoe Road and Shute/Helvetia Road to the west and east, respectively.

Jackson School Road and Glencoe Road are the primary roads carrying traffic from North Plains to US 26 or farther south to Hillsboro. Within the planning area, Glencoe Road, Jackson School Road, and Shute Road are the major roadways carrying traffic between US 26 and Hillsboro. Glencoe Road also provides access to Cornelius and Forest Grove and is a major truck route.

US 26: According to the 1999 Oregon Highway Plan, US 26 (Sunset Highway) is a statewide highway on the National Highway System. It is designated as an expressway and a freight route. The posted speed on the highway is 55 mph. US 26 serves as a major link from downtown Portland to the westerly suburb cities and to the coast. It carries local and commuter traffic, as well as long-distance recreational and commercial traffic. US 26 carries approximately 40,000 vehicles (two-way) daily between the Shute Road and Glencoe Road interchanges. Within the study area approximately 5.5 percent of the vehicular volume is truck traffic.

In the project area, US 26 is a four-lane, east-west highway with directional traffic separated by a grass median. Currently, US 26 crosses Jackson School Road at an at-grade intersection.

There is no existing access on US 26 between its intersection with Jackson School Road and the Shute Road Interchange to the east and Glencoe Road Interchange to the west.

The existing right-of-way for US 26 is approximately 240 feet wide in the vicinity of Jackson School Road. Other than **immediately around the new interchange, additional right-of-way** along the highway would not be acquired.

Jackson School Road: Jackson School Road is a two-lane, north-south roadway under the jurisdiction of Washington County. It is classified as an arterial and has been identified as a study area for a truck route in the County's 2020 Transportation Plan. The capacity of the road is consistent with its function and with the planned land uses in the Washington County adopted and acknowledged Rural/Natural Resource Plan. There are no existing pedestrian or bicycle facilities on Jackson School Road in the vicinity of the US 26 intersection. Jackson School Road carries approximately 6,300 vehicles (two-way) daily, with approximately one percent trucks, between US 26 and Evergreen Road. Jackson School Road has no posted speed, therefore Basic Rule (i.e., safe speed for prevailing conditions) prevails.

Washington County does not currently maintain access management standards along rural roadways such as Jackson School Road.

The existing right-of-way for Jackson School Road is 60 feet wide. Additional right-of-way would be acquired to realign Jackson School Road at the interchange, but no additional right-of-way would be acquired along the roadway.

Jackson School Road/US 26 Intersection: The intersection of US 26 at Jackson School Road is located outside of the Metro and North Plains UGBs. Land surrounding the intersection is rural and designated as "exclusive farm use." According to the 1999 Oregon Highway Plan, the mobility standard calls for v/c ratios of 0.70 and 0.80 for approaches that are not stop-controlled and for approaches that are stop-controlled, respectively.

With implementation of the interim US 26/Jackson School Road safety project, the northbound-to-eastbound right-turn movement is expected to operate at level of service (LOS) F and LOS D in the a.m. and p.m. peak hours, respectively. Also, the westbound-to-southbound left-turn movement is expected to operate at LOS D and LOS B for a.m. and p.m. peak hours, respectively. Additionally, the critical westbound-to-southbound left-turn movement is expected to reach capacity (LOS F and v/c ratio=1.0) in year 2005 due to the high volume of eastbound through traffic on US 26. With ongoing background traffic growth and local in-process developments within the study area in the future, the operations at the intersection will continue to deteriorate.

ODOT acquired some right-of-way for a Jackson School Road interchange in 1967. The interchange layout was similar to the Glencoe Road Interchange and is substandard by today's criteria. To accommodate current and 20-year needs, it will be necessary for ODOT to acquire additional right-of-way for the project.²

Other Roadways: Scotch Church Road and Meek Road are two-lane roads classified as collectors. They both have a 60-foot-wide right-of-way. West Union Road and Glencoe Road are two-lane roads classified as arterials, with 60-foot-wide rights-of-way. Shute and Helvetia roads are also classified as arterials; Shute Road (south of US 26) has four lanes with a median and a right-of-way width of 90 feet, and Helvetia Road (north of US 26) has two lanes and a right-of-way width of 40 feet. Glencoe and Shute roads are both identified as through truck routes. Access is not controlled or managed along any of the roadways, with the exception of Glencoe, Shute, and Helvetia roads near the US 26 interchanges. There is limited access control at Glencoe Road—it extends just a short distance past the interchange ramp terminals on both the north and south sides—because the interchange was constructed prior to ODOT having clear access control requirements on rural highways. Access is controlled on Shute Road for approximately 600 feet south of the interchange ramp terminals and on Helvetia Road for approximately 450 feet north of the ramp terminals.

4.1.2. Other Planned Roadway Improvements in the Vicinity

Other projects that would impact roadway operations in the project vicinity are identified below.

Glencoe Road Interchange: A near-term improvement project at the Glencoe Road Interchange will construct a signal at the eastbound ramp terminal intersection, replace the existing temporary signal at the westbound ramp terminal intersection, and interconnect the two signals. Improvements to the northbound-to-eastbound right-turn movement will also be considered. The project is scheduled for 2005.

Evergreen Road Widening: A recent Evergreen Road project, completed in 2002, widened Evergreen Road to three lanes from Glencoe Road to 15th Avenue. A second project, scheduled

² Based on preliminary project designs, ODOT estimates that 27 acres of right-of-way would be acquired for the project.

for 2006-2010 in the Regional Transportation Plan, will widen Evergreen Road to five lanes from 15th Avenue to NW 253rd Avenue. The projects also will provide sidewalks and bike lanes.

4.2. Land Parcels and Planning

The land use analysis area/IAMP planning area for the Jackson School Road IAMP is shown on Figures 1 and 4. Washington County has land use planning jurisdiction for the land within the IAMP planning area. The proposed Jackson School Road Interchange location is surrounded on all four quadrants by high-value farmland that is designated Exclusive Farm Use (EFU) in Washington County's Rural/Natural Resource Plan. Existing land uses include nursery uses and the raising, harvesting and selling of crops. Because of the EFU designation, little development has occurred in the immediate vicinity of the proposed interchange area, and the existing development is related to agriculture. The EFU designation also limits the potential for any parcels to be divided—the minimum lot size allowed is 80 acres.

Figure 4 illustrates the existing land use designations in the IAMP planning area. As shown, of the approximately 2,600 acres inside the planning area 94 percent (2,440 acres) are designated EFU. The balance of the study area is included in an exception area with land designated Agriculture and Forest, 5-acre minimum (AF-5) and Agriculture and Forest, 10-acre minimum (AF-10). The exception area is located 1.1 miles to the southeast of the interchange area via Meek Road and Jackson School Road. Land uses in the exception area are primarily rural residential. Up to 20 additional residences could be built in the exception area under current land use designations.

As noted above, the proposed Jackson School Road Interchange is approximately 2 miles north of the Hillsboro city limits and Metro UGB and 1.5 miles south of the North Plains city limits and UGB. Under state rules and Washington County regulations, new schools and churches, and most private campgrounds, are not permitted within three miles of a UGB unless a goal exception is approved. Moreover, new public and private schools, churches, golf courses, private parks, playgrounds and campgrounds are not permitted on high value farmland. Land in the vicinity of the Jackson School Road Interchange is classified as high value farmland.

The cities of Hillsboro and North Plains are the urban areas nearest to the proposed interchange. Ongoing coordination with North Plains, Hillsboro, and Metro is important because development within the two cities will impact the use of the proposed interchange, and any future city or UGB expansions could impact the interchange.

Currently, the Oregon and Development Commission (LCDC) has before it proposed amendments to the North Plains UGB. They include approximately 72.5 acres located south of West Union Road and west of Jackson School Road. Figure 4 shows the proposed UGB expansion area. North Plains has identified this acreage as needed to meet its anticipated housing needs over the next 20 years. ODOT has supported the proposed UGB amendment as an alternative to a North Plains expansion into the exception land south of US 26 or expansion to the west, which could potentially affect capacity of the Dersham Road Interchange. If LCDC approves the North Plains UGB amendment proposal, then the North Plains UGB would be

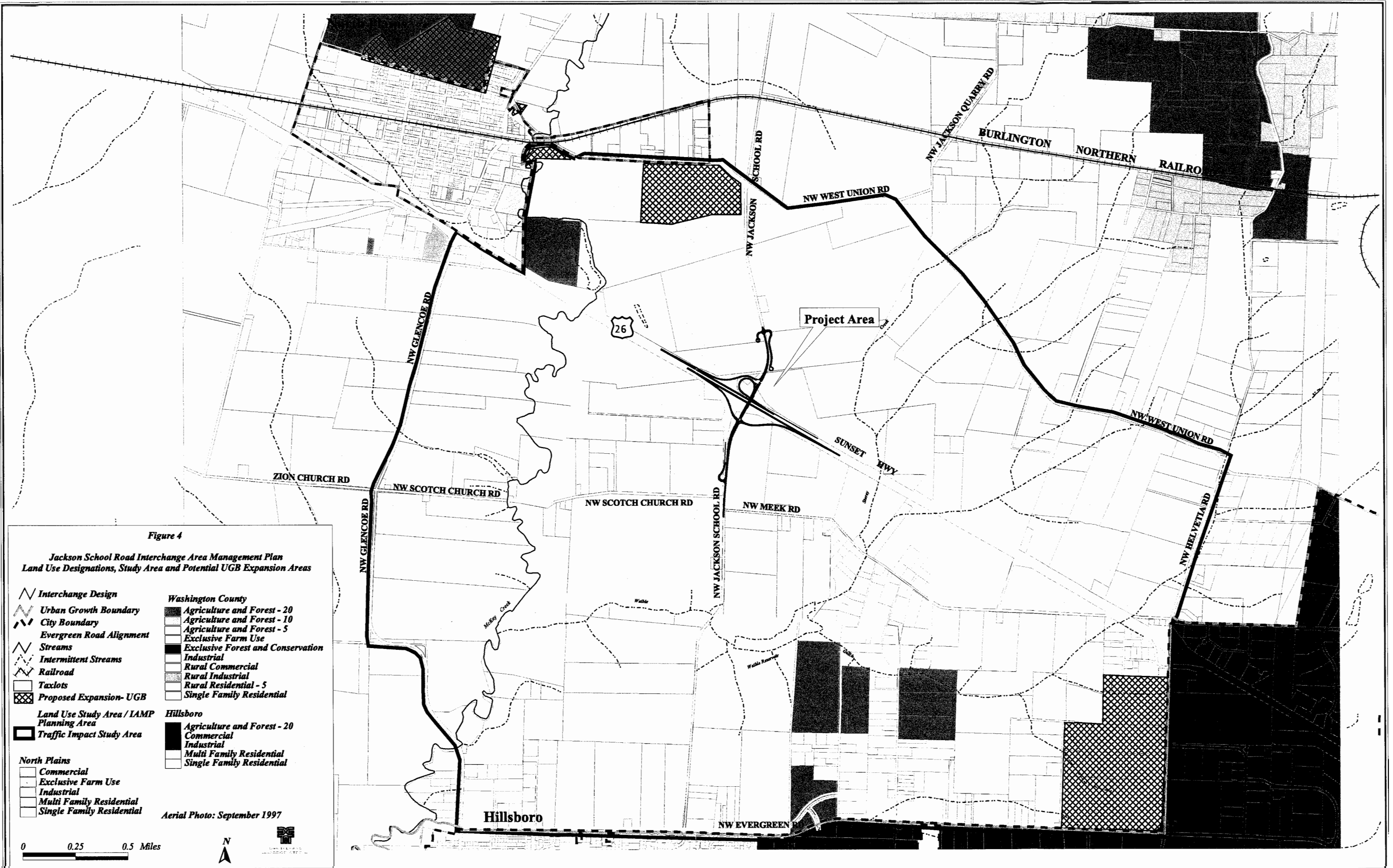


Figure 4

**Jackson School Road Interchange Area Management Plan
Land Use Designations, Study Area and Potential UGB Expansion Areas**

- Interchange Design
 - Urban Growth Boundary
 - City Boundary
 - Evergreen Road Alignment
 - Streams
 - Intermittent Streams
 - Railroad
 - Taxlots
 - Proposed Expansion- UGB
 - Land Use Study Area / IAMP Planning Area
 - Traffic Impact Study Area
- | | |
|---|---|
| <p>Washington County</p> <ul style="list-style-type: none"> Agriculture and Forest - 20 Agriculture and Forest - 10 Agriculture and Forest - 5 Exclusive Farm Use Exclusive Forest and Conservation Industrial Rural Commercial Rural Industrial Rural Residential - 5 Single Family Residential <p>Hillsboro</p> <ul style="list-style-type: none"> Agriculture and Forest - 20 Commercial Industrial Multi Family Residential Single Family Residential | <p>North Plains</p> <ul style="list-style-type: none"> Commercial Exclusive Farm Use Industrial Multi Family Residential Single Family Residential |
|---|---|

Aerial Photo: September 1997

0 0.25 0.5 Miles



located just over 0.75 mile from the proposed interchange location. The UGB proximity to the interchange may encourage some use of the interchange by persons residing in this area following its development, but traffic analysis shows that the additional traffic would not negatively affect the interchange function.

Metro³ has considered and adopted a UGB amendment to include approximately 200 acres for industrial uses near Shute Road and Evergreen Road. The area is located outside of the IAMP planning area and would likely be served by the existing Shute Road Interchange with US 26. It is shown on Figure 4.

While the Jackson School Road Interchange is located outside of the Metro UGB and service boundary, Metro would have a significant role in any future amendments to the UGB that could potentially impact the interchange. Metro recently adopted amendments to the regional UGB to maintain a 20-year supply of buildable land as required by state law. While most of the land Metro considered for inclusion in the UGB is located far away from the IAMP planning area, Metro did include approximately 200 acres located near the intersection of Shute Road and Evergreen Road, as noted above. However, the UGB amendments still must be approved by LCDC. Should that area be added to the UGB and developed, traffic volumes at the Shute Road Interchange would increase, which may in turn encourage some traffic to use the Jackson School Road Interchange.

Land use decision-making in the vicinity of the proposed Jackson School Road Interchange area is governed by a number of different rules and regulations, most of which have been in effect for many years. Five statewide planning goals play key roles in the management and planning for the Jackson School Road Interchange Area. They are Statewide Planning Goals 2 (Land Use Planning), 3 (Agricultural Lands), 11 (Public Facilities Planning), 12 (Transportation) and 14 (Urbanization). In-depth discussion of land use rules and regulations is provided in the report, "Land Use and Transportation Factors Influencing Interchange Area Management Planning," included in the Background Document for the IAMP. The land use protections in place have provided and will continue to provide effective protection of the farmland surrounding the interchange.

4.3. Natural and Cultural Resources

4.3.1. Fish and Wildlife Habitat

The majority of the native vegetation near the proposed interchange has been replaced with agricultural crops, except along stream reaches and in isolated patches. The agricultural crops provide the primary wildlife habitat in the project area. Most wildlife species using agricultural habitat are either seasonal migrants or are using these areas in connection with other habitat types. Due to the high level of disturbance, invasion by exotic and introduced wildlife and plant species, and lack of nesting structure and cover, agricultural areas typically provide low quality wildlife habitat. Wildlife species that may occur in the project area include deer, raptors, small mammals and some songbirds.

³ Hillsboro is within the Metro UGB; North Plains has its own UGB.

Some agricultural habitat would be lost due to construction of the interchange. The effects of habitat loss on the wildlife species would be minimal, since agricultural habitat is not lacking in the vicinity of the project.

McKay Creek provides rearing and migration habitat for steelhead trout where US 26 crosses the creek, but there is no fish habitat identified in the intermittent tributaries near the Jackson School Road intersection. If it is determined that the project could affect steelhead habitat or other wildlife or plant species listed on the federal Endangered Species List, ODOT will obtain the necessary environmental clearance from regulatory agencies.

4.3.2. Significant Natural Resource Areas

The proposed interchange is located within the Rural/Natural Resource Plan area of the Washington County Comprehensive Plan. The community plan map shows the general location of Significant Natural Resource Areas (SNRAs) in Washington County. Figure 5 shows the SNRAs in the vicinity of the project.

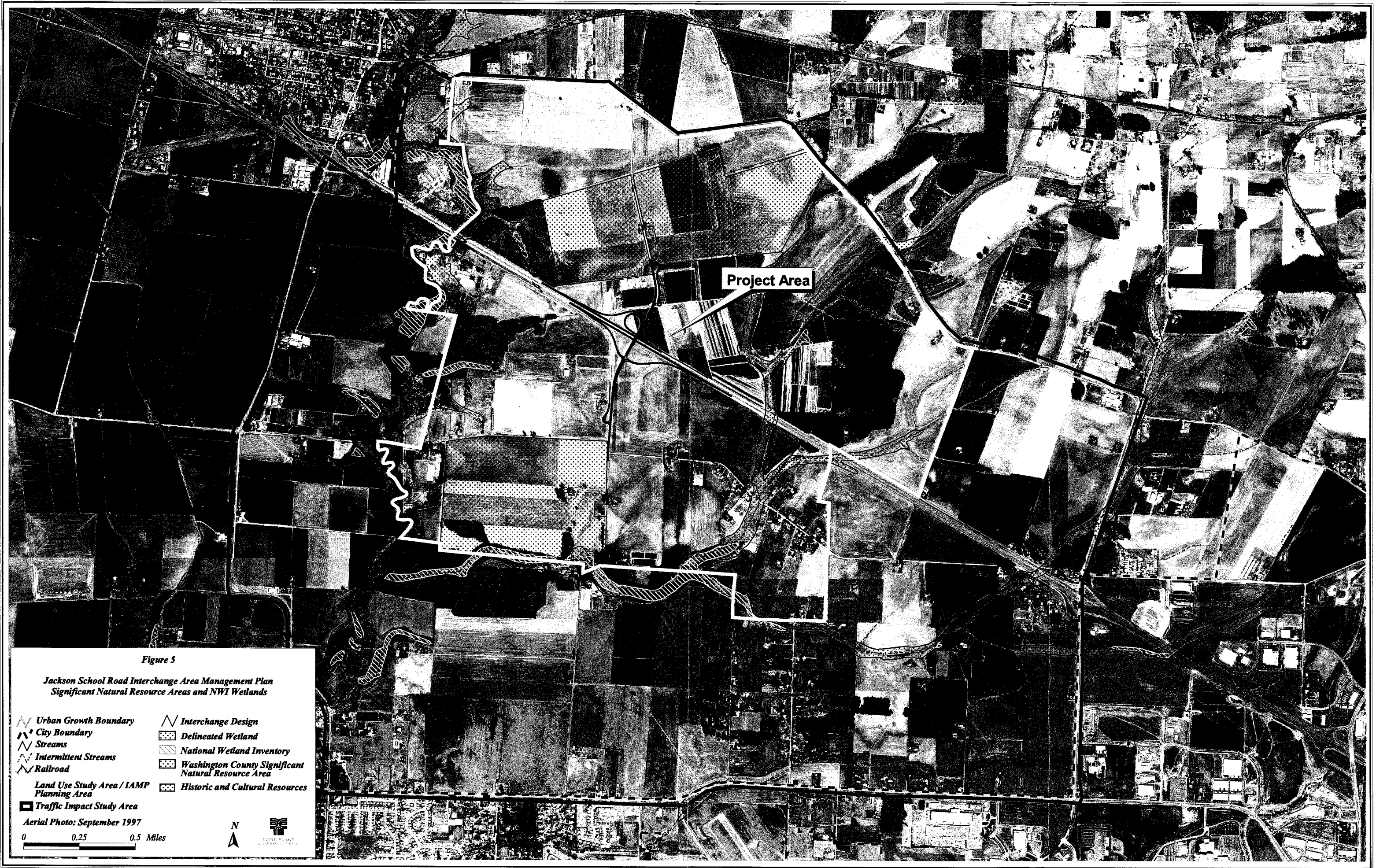
The only SNRA located near the proposed interchange is Water and Wetlands & Fish and Wildlife Habitat, defined as the 100 year floodplain, drainage hazard areas, and ponds, except those already developed that are also fish and wildlife habitat. In the project vicinity, the SNRAs are located along McKay Creek, the wetlands associated with McKay Creek, and Storey Creek. The interchange project would not impact the SNRAs located within the project area.

4.3.3. Wetlands

Figure 5 shows wetlands identified on the National Wetlands Inventory (NWI) in the vicinity of the project, as well as wetlands identified during preparation of this IAMP. Wetlands were identified along the US 26 right-of-way west of the Jackson School Road intersection. Minor wetland impacts may occur as a result of interchange construction and, if so, ODOT will obtain the required permits.

4.3.4. Historic Properties

The Washington County Rural/Natural Resource Plan identifies three areas in the vicinity of the project that have historic resources: (1) the Vanraden family parcels north of US 26, on which the Thomas Connell House and associated outbuildings are located; (2) the Walter Vanderzanden Farms parcel southwest of the intersection of Scotch Church Road and Jackson School Road, which holds the historic Vanderzanden residence and farm; and (3) a small parcel east of the intersection of Meek Road and Jackson School Road, which contains two maple trees associated with Colonel Joseph Meek. The properties identified on the Rural/Natural Resource Plan are shown on Figure 5. Section 373 of the County Community Development Code governs changes to historic structures on parcels identified as historic on the Rural/Natural Resource Plan. Only potential changes to structures are protected, and no such changes are proposed with the project.



Project Area

Figure 5

**Jackson School Road Interchange Area Management Plan
Significant Natural Resource Areas and NWT Wetlands**

- | | |
|--|---|
| Urban Growth Boundary | Interchange Design |
| City Boundary | Delineated Wetland |
| Streams | National Wetland Inventory |
| Intermittent Streams | Washington County Significant Natural Resource Area |
| Railroad | Historic and Cultural Resources |
| Land Use Study Area / IAMP Planning Area | |
| Traffic Impact Study Area | |

Aerial Photo: September 1997
 0 0.25 0.5 Miles



5. ACCESS MANAGEMENT

This section describes the access management strategy for the Jackson School Road Interchange. Access management is the principal method that will be used to protect the safety, operation, and function of the Jackson School Road interchange. The complete access management plan for the interchange is provided in the Background Document for this IAMP. Other strategies intended to protect the function of the interchange are listed in Section 6, IAMP Action Items.

The access management intent for the Jackson School Road Interchange is conveyed through the access management strategy developed for the project by ODOT. It serves as a rationale or justification for the access management actions identified in the official project access list.

***US 26 Strategy:** ODOT will continue to control roadway access along US 26 between interchanges at Shute Road and Glencoe Road by restricting grants of access in compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management. No specific access management actions are needed along US 26 in association with this project.*

***Jackson School Road Strategy:** In compliance with the 1999 Oregon Highway Plan and applicable governing rules and statutes regarding access management, ODOT will control access along Jackson School Road for a minimum distance of 1,320 feet in each direction measured from the north and south ramp terminals. Access control may extend beyond 1,320 feet to match the project limits based on established engineering justification. Within the 1,320-foot influence area or larger project limits, existing Jackson School Road accesses may be relocated to frontage roads with outlets to Jackson School Road that conform to Oregon Highway Plan access spacing standards. Beyond the 1,320-foot influence area or project limits along Jackson School Road, compliance with Washington County sight distance standards will be managed by Washington County through their development review procedures.*

Access management for 1,320 feet from the interchange ramps meets the access management spacing standards of the 1999 Oregon Highway Plan. ODOT's analysis indicates that 1,320 feet of controlled access is sufficient to protect the safety and operation of a freeway or expressway interchange, and that no additional access control is needed for the Jackson School Road Interchange. Further, since the access management spacing standards are relatively new, few existing interchanges provide at least 1,320 feet of access management. When built, the Jackson School Road Interchange will be one of the first interchanges in Oregon to meet this standard.

6. IAMP ACTION ITEMS

According to OAR 734-051-0200, IAMPs should contain short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations in the interchange area. Such actions may include roadway improvements, access management, traffic control devices, and local land use actions.

The OTC placed additional conditions of approval for IAMPs on OTIA interchange projects, including the one proposed for Jackson School Road. The OTC instructed ODOT to enter into agreements with local governments to get the IAMP adopted locally, to prevent UGB expansions and growth-induced development on exception lands, and to address protection of resource lands.

The existing EFU land use designation surrounding the Jackson School Road interchange, combined with the Oregon Statewide Planning Goals and implementing regulations, are effective in protecting resource lands and will provide long-term protection for the agricultural lands and land uses surrounding the interchange. For example, uses that would generate high traffic volumes, such as churches and schools, are not allowed within three miles of a UGB or on high value farmland without a goal exception. The EFU designation and Statewide Planning Goals also will effectively prevent growth-induced development on nearby exception lands.

This IAMP relies on the Oregon and Washington County land use regulations but also calls for ODOT involvement in reviews of proposed land use actions in the vicinity of the interchange. It also recommends that ODOT work with LCDC to consider adopting an administrative rule to protect state highways and interchanges and to discourage induced growth in exception areas near interchanges.

ODOT will control access along US 26 and in the vicinity of the Jackson School Road Interchange. The interchange will be built to operate acceptably for the 20-year plan horizon. Local jurisdictions will adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan, and Washington County will adopt the IAMP as an amendment to the County Transportation Plan, an element of its comprehensive plan. ODOT will continue to coordinate with local jurisdictions and state agencies, through the plan amendment and development review processes, to keep existing land use protections in place. In addition, ODOT will monitor and comment on any future actions that would amend a UGB in the vicinity of the Jackson School Road Interchange. Other actions include making planned improvements to the Glencoe Road and Shute Road interchanges to serve future traffic in and from urban areas.

The recommended action items for the IAMP fall into four general categories: design/capacity controls, access management, agency coordination, and other related actions. They are listed below.

6.1. Design/Capacity Controls

- **Jackson School Road/US 26 Interchange project (short-range action)**

ODOT will construct the Jackson School Road Interchange to replace the existing at-grade intersection with the Sunset Highway. The project will improve safety and traffic operations at Jackson School Road and US 26 and will be designed to serve the rural and regional-trip function of the interchange. The project will be designed to accommodate 20 years of planned growth, based on the existing, acknowledged comprehensive plans of Hillsboro and Washington County, and the existing North Plains comprehensive plan and proposed UGB amendment.

Access control will be obtained for 1,320 feet north and south of the ramp terminals consistent with the requirements of the Oregon Highway Plan.

- **Ramp metering (short-range action)**

ODOT will install ramp meters on the eastbound entrance ramp to US 26 at the Jackson School Road Interchange.

- **Jackson School Road management (ongoing action)**

Washington County will continue to manage Jackson School Road in accordance with the County's adopted 2020 Transportation Plan. The Transportation Plan designates Jackson School Road as a two-lane arterial.

6.2. Access Management

- **Access management along US 26 (ongoing action)**

ODOT will continue to restrict access along US 26. No additional highway access will be allowed between the Glencoe Road, Jackson School Road, and Shute Road interchanges.

- **Access management along Jackson School Road (short-range action)**

ODOT has prepared a draft access management plan to help maintain proper function of the interchange. The plan calls for the prohibition of street or driveway access for at least 1,320 feet from the interchange ramps along Jackson School Road, in accordance with the Oregon Highway Plan.

- **Frontage roads/driveways (short-range action)**

To implement the access management plan and provide access to existing residences and agricultural operations in the area, ODOT will construct (or provide money to property owners to construct on their property) new driveways or frontage roads. The existing Jackson School Road alignment south of US 26 will be used as a frontage road to connect with the new Jackson School Road alignment. Frontage road and driveway access to Jackson School Road will be at least 1,320 feet from the interchange ramp terminals.

6.3. Agency Coordination

- **Washington County coordination with ODOT (short-range action)**

Washington County will coordinate with ODOT in the evaluation of any action (such as a comprehensive plan amendment) that would affect the function of the Jackson School Road Interchange as defined by this IAMP.

- **Washington County/ODOT preparation of a funding plan (long-range action)**

The Washington County 2020 Transportation Plan designates Jackson School Road as a two-lane arterial. Any change to that capacity would require a plan amendment. ODOT and the County shall jointly prepare a funding plan for the provision of any improvements to the Jackson School Road Interchange necessitated by adding capacity to Jackson School Road. The funding plan shall be submitted to the OTC for approval.

- **City of North Plains coordination with ODOT (short-range action)**

The City of North Plains will coordinate with ODOT prior to pursuing future UGB expansions, plan amendments, zone changes, or other actions that could affect the functions of the Glencoe Road or Jackson School Road interchanges.

- **City of North Plains Transportation System Plan amendment (concurrent with plans to expand UGB)**

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road. The purpose of this action is to lessen the likelihood of residents or employees in the expansion area from using US 26 (via the Jackson School Road and Glencoe interchanges) as a quick route to the western part of North Plains.

In addition, when the City of North Plains proposes any UGB expansions, the City and ODOT will work together to identify opportunities to improve connectivity within North Plains to help maintain the functions of the Glencoe Road and Jackson School Road interchanges.

City of Hillsboro and Metro coordination with ODOT (short-range action)

Metro and the City of Hillsboro will coordinate with ODOT in the analysis of future UGB expansions or annexations that could affect the functions of the Jackson School Road, Glencoe Road, or Shute Road interchanges.

6.4. Other Related Actions

To keep the Jackson School Road Interchange at its planned function (within the 20-year planning horizon) and to implement the objectives of the Portland-Cannon Beach Junction (US 26) Corridor Plan, short and long term improvements should be made to interchanges at Glencoe and Shute Roads.

Glencoe Road Interchange

- **Safety improvements (short-range action)**

Safety improvements to the Glencoe Road Interchange are included in the 2002-2005 STIP. The improvements include a traffic signal at the eastbound ramps, replacing the signal at the westbound ramps, interconnecting the two, and improving the movement from the south to the eastbound on-ramp. ODOT will implement the improvements to improve safety and function of the interchange.

- **Interchange ramp improvements (medium-range action)**

A proposed project in the Draft 2004-2007 STIP would provide preliminary engineering for relocating the Glencoe Road Interchange eastbound ramp terminals farther south to create additional storage capacity for the southbound-to-eastbound movement. A free right-turn lane northbound on Glencoe Road onto US 26 eastbound and access control improvements would also be included.

- **Interchange Area Management Plan (long-range action)**

At the time “significant modifications” (see OAR 734-051-0200) are planned for the Glencoe Road Interchange, an IAMP will be prepared for the interchange.

- **Interchange improvements to urban standard (long-range action)**

The Glencoe Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in North Plains, Hillsboro, Forest Grove, and Cornelius.

Shute Road Interchange

- **Interchange improvements to urban standard (long-range action)**

The Shute Road interchange should be constructed to accommodate urban traffic to meet future needs as growth occurs in Hillsboro.

- **Interchange Area Management Plan (long-range action)**

At the time “significant modifications” (see OAR 734-051-0200) are planned for the Shute Road Interchange, an IAMP will be prepared for the interchange.

Additional recommended actions to be taken by local jurisdictions and state agencies

- **Green Corridor**

In accordance with the Metro Regional Transportation Plan and Framework Plan, and following adoption of the IAMP, Metro, Washington County, and the cities of Hillsboro and North Plains should consider adopting an intergovernmental agreement establishing a Green Corridor. The Green Corridor would be designated to maintain separation between the city

of North Plains and the metropolitan area along US 26, to preserve the rural and natural resource character of the area providing that separation, and to protect the function of US 26 within the Green Corridor.

ODOT will consider the adoption of a Green Corridor as a Highway Segment Designation in the Oregon Highway Plan.

- **LCDC Rulemaking**

Consistent with the legislative direction in ORS 197.230(1)(c)(A), the OTC could recommend that LCDC consider adoption of an administrative rule to protect state highways and their associated interchanges and to discourage induced growth in exception areas located near interchanges.

197.230 Considerations; finding of need required for adoption or amendment of goal.

(1) In preparing, adopting and amending goals and guidelines, the Department of Land Conservation and Development and the Land Conservation and Development Commission shall . . .

(c) Give consideration to the following areas and activities . . .

(A) Lands adjacent to freeway interchanges

7. IMPLEMENTATION OF THE IAMP

The following identifies the steps that are anticipated to occur for implementation of the Jackson School Road IAMP.

Oregon Transportation Commission (OTC)

- January 2003 Meeting – ODOT will request that the OTC approve a Resolution of Intent to adopt the IAMP as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan following action by local jurisdictions. ODOT will forward the IAMP to the following jurisdictions for action:
 - Washington County
 - City of Hillsboro
 - City of North Plains
 - Metro
- Following the requested actions by the local jurisdictions, the OTC will be requested to formally amend the Portland-Cannon Beach Junction (US 26) Corridor Plan to incorporate the IAMP.

Washington County

- February/March 2003 – Washington County Board of Commissioners will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan and direct staff to amend the Washington County Transportation Plan to include the IAMP elements listed below in Section 7.1.
- April/May 2003 – Washington County will conduct land use hearings to amend the County Transportation Plan to include the IAMP elements listed in Section 7.1.

Hillsboro, North Plains, and Metro

- February/March 2003 – Hillsboro, North Plains, and Metro will consider adopting a Resolution of Support for the IAMP amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.
- Future (at such time as the City of North Plains proposes to expand its UGB) – North Plains will amend its comprehensive plan and transportation system plan to identify a new arterial or collector north of US 26, as specified in Section 7.2, below.

7.1. Amendment to Washington County Comprehensive Plan

The following are the specific elements that Washington County will be requested to include as amendments to its Transportation Plan:

- **Purpose and Function of the Jackson School Road Interchange**

The function of the Jackson School Road Interchange is to serve farm-to-market traffic and to provide safe and efficient access for long-distance, regional trips (e.g., between Hillsboro/North Plains and the Portland metropolitan area). The interchange has been designed to provide capacity and safe operations to accommodate this function over the 20-year planning period.

Washington County Coordination with ODOT

Washington County shall coordinate with ODOT in the evaluation of any action (such as a comprehensive plan amendment) that would affect the function of the Jackson School Road Interchange.

- **Jackson School Road Management**

Washington County shall continue to manage Jackson School Road in a manner consistent with its functional classification in the County's adopted 2020 Transportation Plan (an element of the County comprehensive plan). The Transportation Plan designates Jackson School Road as a two-lane arterial. Any proposed change to that capacity would require a plan amendment. ODOT and the County shall jointly prepare a funding plan for the provision of any

improvements to the Jackson School Road Interchange necessitated by adding capacity to Jackson School Road. The funding plan shall be submitted to the OTC for approval.

7.2. Amendment to North Plains Comprehensive Plan

At such time as the City of North Plains proposes to expand its UGB resulting in frontage on Jackson School Road, the City will amend its comprehensive plan to address the UGB expansion area, as well as amend its transportation system plan to identify a new arterial or collector north of US 26 to improve connectivity within North Plains. The new arterial may have an east-west orientation or be oriented to direct traffic from the UGB expansion area onto West Union Road.

7.3. Amendment to Portland-Cannon Beach Junction (US 26) Corridor Plan

The IAMP would be adopted by the OTC as an amendment to the Portland-Cannon Beach Junction (US 26) Corridor Plan.

7.4. Amendment to Oregon Highway Plan

No amendments to the Oregon Highway Plan are necessitated by this IAMP. However, ODOT may desire to amend the Oregon Highway Plan to include a Green Corridor Highway Segment designation.

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