

# **Oregon Department of Transportation**

## **Interchange Area Management Plan Guidelines**

**Transportation Planning Section  
Planning and Implementation Unit**

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## **PART 1: OVERVIEW**

The Interchange Area Management Plan Guidelines are designed to provide assistance to Oregon Department of Transportation (ODOT) planners, local jurisdictions, and the consultant community in the preparation of Interchange Area Management Plans (IAMPs). The Guidelines are intended to serve as an educational and consistency tool, to describe the elements of an IAMP, what an IAMP should accomplish and how to meet expectations and objectives. The IAMP Guidelines are one of several planning guidance documents currently being used or produced by ODOT's Transportation Development Division Planning Section, Planning and Implementation Unit. Other components are the Transportation System Planning Guidelines (2001) <http://www.oregon.gov/ODOT/TD/TP/TSP.shtml>, Development Review Guidelines (2002) <http://www.oregon.gov/ODOT/TD/TP/DRG.shtml>, and adoption of facility plans (in progress).

The IAMP Guidelines contain the following:

- Part I contains an overview and guidance on several frequently asked questions about IAMPs.
- Part II provides the contents and level of analysis for preparation of an IAMP.
- Part III describes when an IAMP should be prepared in relation to project development.
- Part IV describes the IAMP preparation process and contains a process flow chart.
- Part V describes the relationship between ODOT and the local government partner.
- Part VI describes the relationship of IAMP preparation to the National Environmental Policy Act (NEPA) process.
- Part VII provides a general cost, schedule and list of potential funding sources.
- Part VIII is the appendices that contain background on compliance requirements, public involvement, planning authority, case studies, and implementation examples.

## **What is an IAMP?**

An IAMP is a joint ODOT and local government long-term (20+ years) transportation and land use plan to balance and manage transportation and land use decisions in interchange areas, and is an important tool in protecting the function<sup>1</sup> of state highway interchanges and the supporting local street network.

- It identifies local and state transportation and land use objectives for the interchange area and guides the management of the relationship between the operation of the transportation system and land use development patterns.
- It expresses ODOT and the local government's management objectives and intent to provide adequate and safe state facilities and supporting local street network.
- It helps ensure that local land use plans are compatible with the capacity and function of the state and local transportation system facilities and investments.
- It helps ensure that future capacity and operational needs will be met while protecting the interchange function.
- It is adopted by ODOT and the affected local government and they identify components of the plan related to their authorities.
- It guides subsequent decisions by the affected local government and ODOT about land uses, the street network, and access.

## **What should an IAMP accomplish?**

### *Generally*

An IAMP should protect the function of the interchange, the state highway, and the local street network.

### *Specifically*

The purpose of an IAMP is to accomplish state, regional, and local governments' management objectives for interchanges, which are to:

- Protect the state and local investment in major facilities;
- Establish the desired function of interchanges;
- Protect the function of interchanges by maximizing the capacity of the interchanges for safe movement from the mainline highway facility;
- Balance the need for efficient interstate and state travel with local use;
- Preserve and improve safety of existing interchanges;
- Provide safe and efficient operation between connecting roadways;
- Adequately protect interchanges from unintended and unexpected development while accommodating planned community development;
- Manage the existing interchange capacity and new capacity provided through improved interchange improvements;
- Establish how future land use and transportation decisions will be coordinated in interchange areas between ODOT and the local governments;

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<sup>1</sup> As used in the IAMP Guidelines, the term "function" refers to the intended role of the interchange in the transportation system. Although functional classification of the intersecting roadways is one element that determines the overall function of an interchange, the term "function" does not refer only to functional classification.

- Minimize impacts to farm and forest lands and other resource lands around rural interchanges in accordance with adopted Statewide Planning Goals;
- Time development with appropriate improvements to the local system after the interchange improvement is in place.

In order to realize these objectives, an IAMP must ensure that local plans and zoning and the planned local street network are consistent with and complement the function of the interchange. The development of the IAMP requires close coordination between ODOT and the affected local government(s) and should include public outreach to affected property and business owners, and users of the transportation facility.

(See Part II: IAMP Contents and Level of Analysis for more detail on page 6.)

### **Under what circumstances does an IAMP need to be done?**

- Construction of a new interchange.
- Significant modification of an existing interchange.
- Oregon Transportation Commission directive through:
  - Conditioning funding approval.
  - Concerns for protecting a particular existing interchange.
- ODOT Region office determines it is necessary for planning purposes or project development support.

(See Part III: Timing of IAMP Development for more detail on page 28.)

### **What are ODOT and the Local Government's Roles in an IAMP Process?**

- In order to develop an IAMP, ODOT and the affected local government may sign an intergovernmental agreement (IGA) that includes an IAMP work program and schedule (see Part III: IAMP Process). The IGA should specify the issues to be addressed by the IAMP and define the local adoption process.
- ODOT and the affected local government closely coordinate throughout the preparation process. This may include having a technical advisory committee (TAC) consisting of ODOT, local jurisdictions, affected property owners and other stakeholders such as freight and other road users to guide the development of the IAMP. It is the responsibility of both state and local government to ensure appropriate levels of public involvement in addition to establishing a TAC.
- ODOT and the local government reach agreement and approve a plan for protecting the function of the interchange and managing the state and local transportation systems and land development over the long-term.

#### ***Role of ODOT***

- ODOT makes a determination that an IAMP is needed because it proposes a new interchange, a major modification to an existing interchange, as per OTC direction, or for long-range planning purposes.

- ODOT leads an analysis to identify adequate and safe state transportation facility improvements that may be needed in the interchange area, based on adopted local land use plans.
- ODOT facilitates the development of state and local land use and transportation objectives for the interchange that are adopted by both state and local government.
- ODOT provides technical assistance, as needed, to prepare recommendations to enact local and state land use and transportation policies, plans, and develops draft findings for adoption.
- ODOT identifies funding needed for improvements to the state and local street network necessary to protect the interchange, if improvements are warranted. This occurs after the IAMP is adopted. Under limited circumstances, ODOT may provide funding for local road improvements provided they benefit the state transportation system.
- ODOT uses the IAMP as direction when responding to local plan amendments, development proposals, approach road permit applications, and during subsequent project development. ODOT may purchase access control.
- The Oregon Transportation Commission (OTC) adopts the IAMP as an ODOT facility plan and authorizes actions that implement the components that are within its authority.

### ***Role of Local Government***

- The local government participates in the development of the IAMP land use and transportation objectives and policies.
- The local government determines how it can participate in funding and local street network modifications necessary to serve anticipated future growth and help protect the interchange function. This determination may include consideration of various funding mechanisms including Systems Development Charges, Improvement Districts, or other public or private means.
- The local government adopts the IAMP as a refinement to its Transportation System Plan (TSP) (as the transportation element of the comprehensive plan).
- The local government adopts amendments to comprehensive plans and land development and zoning ordinance regulations, if necessary.

(See Part IV: IAMP Process Flowchart and Appendix C, Authorities and Requirements, for more detail on page 29.)

### **What are the advantages to the local government of an IAMP?**

Through an IAMP, state and local governments may ensure that the state facilities and improvements function properly and can support community needs. The IAMP facilitates improved, safer access to and from state highways to developed areas. The IAMP provides long-term transportation and land use solutions and courses of action to mitigate or avoid forecasted traffic problems at the interchange and on the supporting local street network. The land use and access control measures established in the IAMP provide property owners and developers with an additional level of certainty on the types of development expected in the interchange vicinity, obtaining access to a state highway, and the level of transportation improvements that reasonably can be expected to support future development.

An IAMP can help accomplish local government objectives to:

- Manage where and when land development and transportation improvements occur;



- Ensure that the local street network is interconnected and integrated with the state highway system so that both systems operate safely and efficiently;
- Provide economic development opportunities by matching transportation capacity with state and local land use objectives. The IAMP can help ensure an adequate supply of appropriately designated land while mitigating congestion that impairs business activity and while facilitating freight movement and commerce; and
- Balance the relationship between land use and the existing and planned transportation system to benefit the community, businesses, and traveling public.

(See Part V: Relationship of ODOT and Local Governments for more detail on page 30.)

## PART II: IAMP CONTENTS AND LEVEL OF ANALYSIS

This section of the IAMP Guidelines discusses the basic elements and the level of analysis that should be common to IAMPs. These plan elements may vary depending on the available supporting documentation. To the extent possible, IAMPs should utilize available traffic, land use, and environmental information from existing state and local planning documents and reports specific to the area. Data collection and analysis for the preparation of an IAMP will vary depending on the availability of technical information and the complexities of the type of interchange area. To establish the context, an IAMP scoping exercise should establish whether the:

- IAMP will be prepared for an existing or new interchange.
- Interchange area will be urban, fully developed urban, or rural, and the characteristics of the surrounding land uses (developed and planned for urban, suburban, urbanizable, or rural land uses)<sup>2</sup>.
- IAMP is being prepared because a specific construction project is imminent (new interchange or major modifications<sup>3</sup> to an existing interchange).

It is important to determine whether the interchange management area will be urban, fully developed urban, or rural because of the implications for traffic and land use analyses, as well as for determining the minimum spacing standards and the extent of the study area. The applicable ODOT Region Office will determine the type of interchange management area prior to developing a scope of work and estimating time and resources to complete the IAMP. During this initial scoping process some fine tuning will be necessary to distinguish rural areas that are undeveloped and unlikely to develop from rural areas that are likely to develop within the design-life of the facility. For example, an interchange in an area defined as “rural” may bisect both urban and rural areas. An interchange may be outside but adjacent to or near an UGB, an indication of future growth occurring in its vicinity.

The Transportation Planning Rule (TPR) and federal regulations establish a 20-year planning horizon. Local government plans and analyses evaluate land uses within 20 years. However, the physical/structural design-life of an interchange structure can be 50 years or more. Nonetheless, it typically is not practical for ODOT to design the interchange to accommodate future growth beyond the 20-year horizon both from a facility size and a cost perspective because ODOT would have little basis to forecast land use beyond the specified planning horizon. Since the purpose of an IAMP is to protect the function of the interchange, the challenge for an IAMP is to identify improvements that provide acceptable operations and preserve the state’s investment in the interchange facility for at least 20 years. In addition, an IAMP must provide a management approach to ensure that any additional capacity provided by interchange improvements in excess of the projected 20-year need is preserved for potential growth beyond the 20-year planning horizon.

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<sup>2</sup> A **Fully Developed Urban Interchange Management Area** occurs when 85 percent or more of the parcels along the developable frontage area are developed at urban densities and many have driveways connecting to the crossroad (1999 Oregon Highway Plan, Appendix A: Glossary, p. 181). An **Urban Interchange Management Area** is within an urban growth boundary and is not a Fully Developed Urban Interchange Management Area (1999 Oregon Highway Plan, Appendix A: Glossary, p. 184). Division 51 defines “**Rural**” as the area outside the UGB, outside a Special Transportation Area in an unincorporated community, or the area outside an Urban Unincorporated Community.

<sup>3</sup> Although neither ODOT plans nor the OARs define “major modifications,” they likely are improvements that add capacity or restructure the interchange so that operations and connections are changed. Replacing ramps in the same configuration likely would not be considered a major modification.

## **Outline and Basic Elements of an IAMP**

1. IAMP Purpose and Background
  - Purpose and Intent
  - Problem Statement
  - Interchange Function
  - Goals and Objectives
  - Management Area
2. Existing Conditions Inventory and Data Analysis
  - Regulatory Framework
  - Existing Land Use
  - Transportation Facilities and Traffic Operations
  - Natural and Cultural Resources
3. Future Conditions Analysis
  - Land Use Analysis
  - Forecast Traffic Operations
4. Alternatives Development and Analysis
5. Interchange Area Management Plan
  - Selected Alternative and Findings
  - Access Management Plan
6. Adoption and Implementation
  - Implementation Tools
7. IAMP Monitoring and Updates

(See Part II: IAMP Contents and Level of Analysis for more detail)

## **IAMP Purpose and Background**

### **Purpose and Intent**

The Purpose and Intent statement conveys the reasons and context for preparing the IAMP. An IAMP is encouraged for all interchanges by OAR 734-051-0155 (5) and is required for a new or significantly reconstructed interchange by OAR 734-051-0155 (6). [http://arcweb.sos.state.or.us/rules/OARS\\_700/OAR\\_734/734\\_051.html](http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.html) More importantly, the purpose of any IAMP is to protect the function of the interchange and, consequently, the state's investment in the facility. New interchanges and improvements to existing interchanges are very costly. State and local government and their citizens have an interest in ensuring that interchanges function efficiently. Other reasons for preparing an IAMP may include supporting transportation projects or addressing highway sufficiency concerns, local road network sufficiency concerns, or land use concerns, depending on the context.

The Purpose and Intent section also describes other aspects of the IAMP's context. The section lists and describes other work products related to the interchange and improvements. These may include an

Environmental Assessment (EA) or Environmental Impact Statement (EIS), an access management plan, design work, TSP preparation, or private development analysis.

### **Problem Statement**

This section describes the problem to be addressed by the IAMP. The problem statement is a critical element of the IAMP because it serves as the basis for alternatives evaluation criteria and the benchmarks against which to measure the plan's success. Examples of problems include: congestion, approach locations, crash histories, unexpected levels of development, plan designations and/or zoning in excess of the transportation network's capacity, lack of a local street network, heavy truck traffic, seasonal tourism or other economic factors, and proximity to rural resource lands. When the IAMP is prepared in conjunction with a National Environmental Policy Act (NEPA)-based project development process, the IAMP problem statement should be derived from and consistent with the Purpose and Need statement developed for that process (see Appendix C, p. C-6). The problem statement is not a static product. Information developed during the existing conditions, future conditions, and alternatives analysis processes may reinforce or modify the concerns expressed in the initial problem statement. After the supporting analysis is completed and before IAMP recommendations are finalized, the problem statement should be re-assessed and validated.

### **Interchange Function**

In order to protect the function of the interchange and the state's investment in the interchange facility, the IAMP must establish the intended functions of the interchange within the context of the local, regional, and statewide transportation network. In defining the primary and secondary functions of the interchange, the statement should balance the objectives:

- Function of the state highway;
- Function of the crossroad;
- Function of the adjacent interchanges;
- Local access and economic development;
- Determining what the interchange is not intended (for example, the crossroad at the interchange is not intended as the main east-west connection in the area);
- Existing and future land uses around and accessed by the interchange (for example, the interchange provides access to the commercial core, or to the main industrial area); and
- Management expectations for the interchange.

The definition of the interchange function may change during the IAMP preparation process based on information gathered in the existing conditions inventory, future conditions analysis, and alternatives development.

This section identifies the existing functional classification of the roadways within the interchange (e.g. expressway, principal arterials, etc.) and the Oregon Highway Plan (OHP) definition of the primary, and if applicable, secondary, function(s). It also states the local Transportation System Plan designations for the roadways and their definitions. Roadway functional classifications as defined by the OHP (including expressway and freight designations, etc.) and local TSP are one determinant of interchange function and operational standards; however, the IAMP must consider the interchange's role within the larger transportation network in supporting local and regional travel and economic development.

The following is an example of an interchange function statement. It is from the Interchange 35 (Seven Oaks) Improvement Project Interchange Area Study. The study may lead to an IAMP in the future.

*Interchange 35 is principally a rural interchange that connects I-5 with OR 99, a District-level highway that serves the nearby community of Central Point to the south. The primary function of interstate freeways is to serve inter-regional and interstate passenger and freight traffic. District-level facilities have county-wide importance and serve trips between small urbanized areas, rural centers and urban hubs. The interchange also connects with Blackwell Road, a county facility, which provides a connection with White City to the north, a major industrial area. Blackwell Road serves significant truck trips between the interchange and White City. No highway oriented commercial facilities or significant residential areas are located in the immediate vicinity of the interchange.*

*The intended function of Interchange 35 is to safely and efficiently accommodate future traffic demands associated with current rural land uses. The interchange improvements outlined in this study are not intended to facilitate commercial or residential development in the interchange area.*

For a new interchange or an interchange that will be modernized, the intended function of the interchange influences the ultimate configuration. System interchanges typically connect two or more major facilities (highways) and provide for through movements for destinations outside the area. Service interchanges typically connect a major facility (a highway) with a more minor facility and mainly provide for local movements. A *Policy on Geometric Design of Highways and Streets* (the “Green Book”) (American Association of State Highway and Transportation Officials [AASHTO], 2001 [https://bookstore.transportation.org/item\\_details.aspx?ID=110](https://bookstore.transportation.org/item_details.aspx?ID=110)) provides simplified matrix of the configuration type to construct based on whether it is a system or a service interchange and whether it is urban or rural. However, the function and design configuration of an interchange will be determined by its intended use (primary and secondary functions), land constraints, forecast future needs, and the function of the connecting roadways and whether it is urban or rural.

One of the purposes of an IAMP is to document conditions and establish intended use that will guide future decisions about interchange configuration. Although an IAMP may evaluate interchange configurations, it establishes more than potential configurations. For example, documentation in the IAMP that preservation of rural land is a priority in the interchange area may lead to the selection of a tight diamond configuration in the future, even though a tight diamond is considered an urban type (as was the case with Jackson School Road). Another example is when the IAMP determines that loop ramps may be needed in the future. In that case, a standard diamond configuration would make sense in future consideration. In some cases, alternative configurations may be considered during the IAMP process if it immediately precedes project development. However, the main focus of the IAMP should be on management, not on configuration design.

For a new interchange or an increase in capacity, a new classification or reclassification of the state highway or cross road may be needed, following ODOT’s policy and procedure for the classification process.

[http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999\\_Oregon\\_Highway\\_Plan](http://www.oregon.gov/ODOT/TD/TP/orhwyplan.shtml#1999_Oregon_Highway_Plan)

Classification should be established as early in the process as possible to narrow the discussion, establish reasonable alternatives and avoid duplication of effort. For the purpose of an IAMP, ODOT is responsible for defining interchange function with input from the affected local governments.

## **Goals and Objectives**

Goals and objectives must be tailored for each IAMP. General IAMP goals include:

- Protect the function and operation of the interchange and the applicable state highway (with a statement of the intended function).
- Protect the function and operation of the local street network within the IAMP study area.
- Provide safe and efficient operations between the connecting roadways (and the local street network, if applicable).
- Provide for an adequate system of local roads and streets to provide for access and circulation within the interchange area that minimizes local traffic through the interchange and on the interchange cross road.
- Ensure changes to the planned land use system are consistent with protecting the long-term function of the interchange and the local street system.

The goals and objectives should reflect the intentions and interests of ODOT, the local government and other key stakeholders for the interchange and operations in the area. In developing the goals and objectives, targeted stakeholder interviews are useful for gaining information about local perspectives. The goals may include a statement about the integration of future transportation projects and land use changes. They may include a statement about the intention of the interchange function to support local economic development goals and plans. Or they may make statements about the interests of regional, through trips such as freight movements. The goals and objectives should be guided by, but not re-statements of, OHP policies and OAR language. The objectives need to be concrete statements that relate what the plan is trying to achieve. Objectives should be achievable and measurable. The objectives serve as the basis for data collection and research, to guide alternatives analysis and selection of the preferred alternative, and to guide management decisions.

As is the case with the problem statement, for an IAMP that is prepared immediately prior to project development, some goals and objectives may be established outside the planning process such as by the OTC through conditions of approval for funding or as part of the NEPA process. The IAMP goals and objectives should be consistent with goals and objectives established for the construction project.

## **Management Area**

This section establishes the boundaries of the management area for the IAMP. It describes the boundaries and how the boundaries are sufficient to meet the purpose of the IAMP. The management area needs to encompass land uses, developable and re-developable properties, and major roadways that would significantly affect the interchange function over the long-term (20 or more years). If the interchange is on an interstate highway, the study area should include a minimum ½ mile from the interchange, as the TPR defines “interstate interchange area” as “property within one-half mile of an existing or planned interchange on an interstate highway.” The IAMP management area typically will extend beyond the ODOT right-of-way. The minimum management area is 1,320 feet (¼ mile) from the interchange ramp terminals, as established in OAR Division 51 for minimum spacing standards to the first intersections where left turns are allowed (see Access Management, below). [http://arcweb.sos.state.or.us/rules/OARS\\_700/OAR\\_734/734\\_051.html](http://arcweb.sos.state.or.us/rules/OARS_700/OAR_734/734_051.html) - Determining the boundary must take into account:

**Existing and planned land uses in the vicinity that will impact the interchange.** Existing and future development that may significantly affect the interchange function must be included. The management area boundary should conform to property boundaries, where possible.

**Transportation facilities and traffic operations.** The boundary should encompass key roadways as they relate to ensuring adequate traffic operations in the interchange area over the planning horizon. For urban interchanges, the management area should include at least the closest major roadways (arterial or major collector) to the interchange in all directions. If an acceptable computerized traffic model is available for the analysis, the IAMP management area boundary should conform to traffic analysis zone boundaries, where possible. The management area typically does not need to extend beyond half-way to the adjacent interchanges in both directions, as it is difficult to separate which traffic movements are using which interchange. If adjacent interchange(s) are closely spaced and/or traffic movements at more than one interchange influence each other to a great degree, the IAMP should encompass more than one interchange.

**Natural and cultural resources.** The presence or high probability of significant natural resources or cultural resources (archaeological and historic) in the vicinity may impact the location of future improvements. A natural barrier may serve as a logical management area boundary (for example, a river). Since the IAMP should identify significant or potentially significant resources and explain how they will be avoided or impacts to them mitigated, they need to be considered in establishing the management area boundary.

**Access management.** Access management needs may help define the management area although in most cases, the IAMP management area will extend beyond the required 1,320-foot ( $\frac{1}{4}$ -mile) access control area from the interchange ramp terminals. Division 51 defines this as the “influence area of an interchange.” Based on this definition, the influence area for access management considerations is the same for all IAMPs. However, the operational influence area for planned land uses, parcel sizes, and logical modifications to the local transportation network will likely extend beyond 1,320 feet on the interchange crossroad.

Figure 1 shows an example of a study area for the South Medford interchange. The study area encompasses most of the city and county commercial, industrial, and multi-family residential land in south-central Medford (south of downtown). These are the properties the use of which will most influence operations at the interchange. The study area was designed to include large parcels of vacant or under-developed land near the interchange.

## **Existing Conditions Inventory and Data Analysis**

### **Regulatory Framework**

A plan, policy, and regulation review should be completed for the IAMP. The purpose of this section is to determine the relationship of existing policies to the existing problem and ultimately to potential alternatives and management approaches. Identifying these relationships will enable the authors to make findings of compliance with state and local policies and regulations, and to identify where amendments are needed to implement the IAMP. Summaries of these relevant policies and regulations, along with explanation about findings are in Attachment A.

In most cases, relevant statewide planning goals and state plans and regulations are:

- Statewide Planning Goal 1 (Citizen Involvement)
- Statewide Planning Goal 2 (Land Use Planning) and OAR 660, Division 4
- Statewide Planning Goal 11 (Public Facilities and Services) and OAR 660, Division 11
- Statewide Planning Goal 12 (Transportation) and OAR 660, Division 12

- Statewide Planning Goal 14 (Urbanization) and OAR 660, Divisions 14 and 22
- Oregon Transportation Plan (1992)
- Oregon Highway Plan (with an emphasis on policies 1A, 1B, 1C, 1F, 1G, 1H, 2B, 2F, 3A, 3C, and 3D)
- OAR 660 Division 12 (Transportation Planning Rule)
- OAR 734 Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)
- Other relevant plans such as STAs, refinement plans, corridor plans, access management plans, etc.

### **Local Plans**

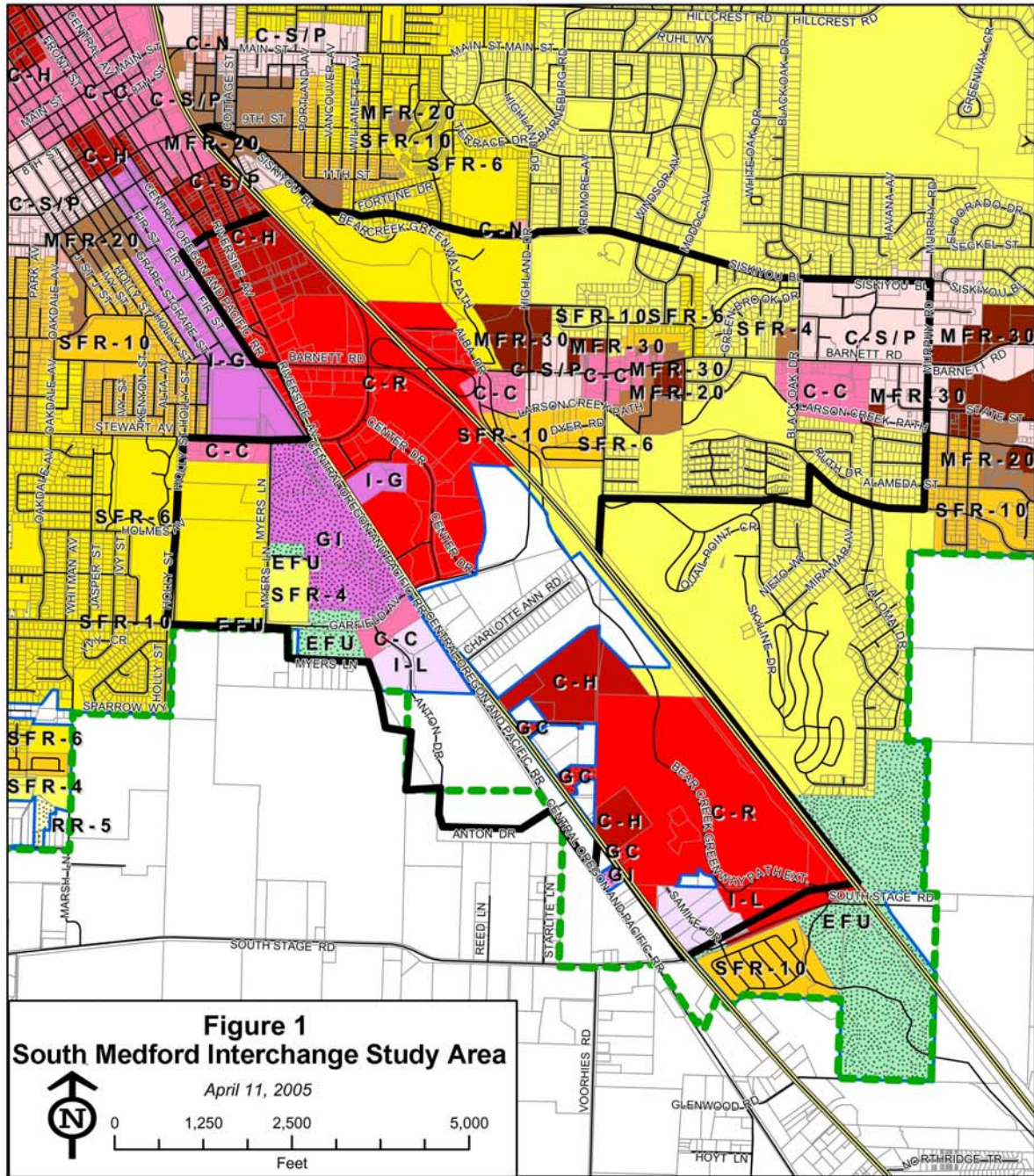
Local plans include regional, county, and city Transportation System Plans or transportation refinement plans, county and city comprehensive plans and land development ordinances, and relevant area and project plans, as appropriate. Local transit or other alternative mode plans may also be available and relevant. For each plan or regulation, the section must include the date of plan adoption, what the plan covers, whether and when it is being updated, and its scope of applicability. This section must summarize goals and objectives relevant to the IAMP. It must include a determination of consistency with the regional transportation plan (if applicable) and TSP. It must identify conflicts with and necessary changes to plans and implementing regulations, including land development code(s) (zoning, site development, and land division).

### **Existing Land Use and Zoning**

The existing land use section inventories land uses in the management area. It should describe the proportions, general locations, and densities of mixed-use, commercial, industrial, single-family, multi-family, and rural residential, open space, and resource (farm and forest) uses. It should identify special trip generators, such as hospitals and schools. The section also should identify land ownership patterns that may be relevant. For example, if there are large undeveloped parcels adjacent to an industrial use under the same ownership, those parcels may be used for future expansion. Based on the review of local plans, this section should describe and map existing comprehensive plan designations, zoning, and land uses. It should list uses permitted outright, uses that may be permitted through a design review/site review process, and conditionally permitted uses in each designation. It should identify key parcels where the existing use does not conform to the comprehensive plan or zoning designation. A change in use on such parcels may impact the analysis of the management area.

The passage of Measure 37 in November 2004 has contributed to the uncertainty with land use expectation on certain properties. The measure provides that the owner of private real property is entitled to receive just compensation when a land use regulation is enacted after the owner or a family member became the owner of the property if the regulation restricts the use of the property and reduces its fair market value. In lieu of compensation, the measure also provides that the government responsible for the regulation may choose to "remove, modify or not apply" the regulation. A determination of the existence of and potential for these claims should be made for properties within the interchange study area.





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### **Transportation Facilities and Traffic Operations**

This section describes the nature of the traffic operation problem at the interchange. It describes existing physical transportation facilities, existing traffic operations, evaluates the effect of operations on the facilities system, and states the mobility standards for state facilities and local agency standards. Within this section is a comparison of existing operations to the applicable standards for the interchange, the state highway, the cross road, and appropriate streets under local agency jurisdiction. This section then identifies where or if there is an imbalance between demand and capacity based on a comparison to the mobility standard. The mobility standards used to identify imbalances on state highways are those in the OHP. The mobility standards used to identify imbalances on local streets are those in the adopted TSP. The description of physical facilities includes information on geometric conditions such as lane configurations, and a description of bicycle, pedestrian, and transit facilities. Projects scheduled and funded, but not yet constructed, should also be inventoried and factored into the forecast no-build analysis. The analysis of traffic operations includes intersection analysis, road segment analysis, freeway weaving analysis (when the proximity of the interchange to another interchange causes weaving between an entrance and an exit ramp), progression analysis (for signalized systems), access densities and types, traffic control (including medians and turn restrictions), and an assessment of crash locations and types.

### **Natural and Cultural Resources**

This section includes identification of resources that may impact the location or design of proposed transportation improvements. Critical resources include fish and wildlife habitat, wetlands, floodplains, historic properties, archaeological resources, hazardous materials, and major utility facilities. This should begin with a review of resources that are planned and zoned for protection in the applicable local government's comprehensive plan, including local Goal 5 inventory and policy documents. Sources of information are National Wetlands Inventory maps, FEMA floodplains maps, the National Park Service National Register of Historic Places on-line database, and the U.S. Environmental Protection Agency and Oregon Department of Environmental Quality hazardous materials on-line databases. ODOT employs a process called Context Sensitive and Sustainable Solutions (CS<sup>3</sup>) that includes an assessment of resources and community needs.<sup>4</sup>

The level of analysis needed for an IAMP is a "red-flag" or "fatal flaw" assessment that can inform the geometric feasibility assessment that is made for any improvement recommendations. If the IAMP is being prepared immediately prior to project development (a new interchange or improvements to an existing interchange), the appropriate sources of information are the NEPA document being prepared for the project, the baseline report for a bridge project, or other technical reports prepared for a Category 2 project. The IAMP should summarize the information in those reports, noting any differences in study area boundaries. ODOT also may have reports and documentation from past improvements at the interchange or on the mainline facility.

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<sup>4</sup> Context sensitive and sustainable solutions (CS<sup>3</sup>) is a "collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility. [CS<sup>3</sup>] is an approach that considers the total context within which a transportation improvement project will exist." (FHWA website <http://www.fhwa.dot.gov/csd>, Context Sensitive Solutions, last modified January 24, 2005) CS<sup>3</sup> addresses environmental justice for minority and low-income populations as well.

### **Unclassified Roads**

ODOT owns over 600 miles of unclassified roads. These are ramps, connectors, frontage roads, roads that have been bypassed by highways, and other miscellaneous segments. One of the problems associated with unclassified roads is that many of them no longer serve functions associated with the state highways. Many serve as local access to a few properties or function as local roads. Coordination with ODOT Right of Way staff during the IAMP process to inventory property is an effective way of determining if properties can be transferred to other jurisdictions or sold as surplus. For those unclassified roadways located around existing or future interchanges, it may be appropriate to inventory these facilities during development of an IAMP. It is recommended that during the IAMP process, ODOT staff work with local agencies and negotiate a jurisdictional transfer for the appropriate unclassified roads when possible. Other unclassified roads around interchanges may be better suited as surplus property and should be sold.

Another problem associated with unclassified roads occurs sometimes during the construction of an interchange project. Sometimes ODOT will acquire local roads in an interchange area because the roadway changes functions or control of the roadway is needed. During development of the IAMP, it may be appropriate to classify these new ODOT facilities as District, Regional or Statewide Highways. The classification will help guide management of the new roadway in terms of standards for access management and mobility in the OHP.

### **Future Conditions Analysis**

This section projects and analyzes conditions for the 20-year planning and management period.

#### **Land Use Analysis**

The section also needs to include a future land use analysis. It should address what level of land development to evaluate and how to account for potential future development. The level of land development assumed should be commensurate with the area's approved population and employment forecast and the available land supply. Although there is always some degree of uncertainty regarding future allowed land uses, the IAMP needs to make assumptions and provide some certainty for interchange operations and provide a sound basis for subsequent operational analysis. The forecast should account for reasonable build-out of the interchange area based on the planning time horizon and the existing comprehensive land use and transportation plan or proposed plan in the case of the analysis being done in conjunction with a local TSP update. The forecast should include assumptions specific to proposed development under review by the local jurisdiction. If the management area is inside a Metropolitan Planning Organization (MPO), the forecast should incorporate regional planning assumptions utilized for air quality conformance analysis. Assuming the most intensive development allowed by surrounding land uses ("full build-out") may exaggerate the amount of growth expected over the time horizon, over-estimating the impacts incurred during that time period and resulting in over-sized facilities. More cost-effective and politically defensible solutions typically result from realistic estimations of expected future growth, and planning for facilities to accommodate this growth, over a pre-determined time horizon. As with the problem statement and goals and objectives, the land use analysis should be consistent with the assumptions used in the NEPA process, if relevant.

The result of this analysis should be agreement by ODOT (the IAMP planner and the TAC, which should include a representative from the Transportation Planning Analysis Unit) and local government on the approximate number of trips to be generated by individual properties within and outside of the

interchange area. This agreement will form the basis of the IAMP land use management approach when implementation responsibilities are defined.

### **Forecast Traffic Operations**

This section assesses how the transportation system will work in 20 years if no system changes are made (beyond those improvements that are already scheduled and funded) and population and employment growth occurs according to expectations.

An IAMP needs to predict the year of failure for each key intersection or location analyzed. This information must then be contrasted with the existing analysis to determine which existing problems will worsen and to what degree and what new problems will emerge. This comparative assessment, in turn, enables the identification of solution alternatives that are tied to quantifiable problems. This work will also help validate the initial problem statement and may lead to some modification of the initial goals and objectives.

ODOT's Analysis Procedures Manual (June 2006)

[http://www.oregon.gov/ODOT/TD/TP/TAPM.shtml#Analysis\\_Procedures\\_Manual](http://www.oregon.gov/ODOT/TD/TP/TAPM.shtml#Analysis_Procedures_Manual) and Transportation System Planning Guidelines (May 2001) describe the four levels of traffic volume forecasting methodologies. In urban areas, the regional (Level 4) or small urban areas (Level 3) traffic model is used for the analysis. For rural areas without a regional model, trend-based forecasts are developed (Level 1). The statewide model cannot be used as a traffic forecasting tool since it does not provide enough detail. ODOT uses the statewide model only for policy-level analysis of large geographic areas. When using a regional (Level 4) or small urban area (Level 3) model, post-processing is needed, including adjusting individual traffic counts to develop turning movement counts at the interchange and key intersections. In developing solutions to the 20-year projected operational deficiencies, the ODOT OHP and Highway Design Manual (HDM) standards should be used as the thresholds for acceptable state facility performance and local TSPs should do the same for local facilities. If the IAMP is prepared in concert with the NEPA process, the data and analysis should be the same. This section should conclude with a summary that identifies forecasted facility deficiencies.

### **Alternatives Development and Analysis**

The purpose of this section is to develop alternative management solutions to identified operational and geometric deficiencies. It also is to develop management approaches to protect system capacity. The alternative solutions are based on the existing and future conditions inventory and analysis. The evaluation approach has three steps:

1. Alternative development.
2. Alternatives analysis and evaluation.
3. Stakeholder validation.

Alternatives may indicate where implementation of the alternative would necessitate changes to local land use plans, the transportation system, or both. Alternatives may include only management mechanisms, as not every IAMP will include facility improvements. In some cases, alternative interchange configuration footprints may be considered during the IAMP process, particularly if it immediately precedes project development. The alternatives development and analysis focuses on management, not detailed configuration design.

In an urban area, the model can be used to test impacts of changes to the distribution of land uses and impacts of improvements in the transportation system. However, population and employment cannot exceed the overall forecast growth assumptions used as inputs into the model, otherwise the model would have unreliable results. The model also can be used to test special generators—activity centers that generate more traffic than other uses in the category, such as hospitals.

<http://www.oregon.gov/ODOT/TD/TP/publications.shtml> (transportation analysis and transportation modeling)

In circumstances where an operational deficiency is forecast, alternatives analysis must be in accordance with OHP Policy 1G (improve efficiency before adding capacity). The analysis should begin by exploring the least elaborate, lowest cost solutions. The objective is to discover the most cost-effective approach to fully solving the identified problem over the term of the planning horizon. This approach has the added benefit of potentially identifying cost effective near- and medium-term solutions that, while not meeting long-term demand, may be appropriate to implement before the longest-term improvement is implemented. The traffic modeling tools developed for the existing and forecast no-build analysis phase are used again here to test the effectiveness of potential solutions.

The forecast traffic analysis needs to determine whether each key location (intersection, ramp terminal, etc.) fails during the forecast period. If operational deficiencies are not forecast, then implementation measures must ensure that the operations do not worsen. Management alternatives need to focus on avoiding plan and zoning amendments that generate significant increases in trip demand during the planning horizon. If operations do fail to meet standards, then the IAMP must evaluate whether transportation improvements to accommodate trip demand are feasible. If they are, then the IAMP must identify the improvements as the solution, and establish implementation measures to ensure that operations do not worsen. If there are no feasible transportation improvements, the IAMP must develop land use management approaches that focus on ways to reduce traffic demand by either reducing land development potential or peak hour trip generation potential.

## **Interchange Area Management Plan**

An IAMP is an agreement between ODOT and the local government on how to manage transportation facilities and associated land uses. An IAMP presents a plan for how best to protect the future function of an interchange and meet the goals and objectives of both state and local governments. When adopted by local government and the OTC, it is the state and local agreement on direction and principle that will be carried out through specific actions based on agency authority. An IAMP binds the participating jurisdictions and ODOT to a common commitment to effectively manage the interchange long-term. An IAMP identifies necessary transportation improvements, land use, and access management actions, and includes the reasons for instituting them. It also should identify phasing, if appropriate, for identified improvements, and state and local policy, plan, or ordinance changes. An IAMP should include policies that guide subsequent decision-making by ODOT and local government to take actions that are consistent with and that implement the plan. Since an IAMP involves both ODOT and local government authority, some policies will guide ODOT actions and others will guide local government decisions (see the end of Part II, section 6, Adoption and Implementation).

### **Selected Alternative and Findings**

This section identifies the selected alternative package and provides findings about the function of the interchange, the local street network, existing and planned land uses in the IAMP management area, and access management. It includes a description of how elements of the selected alternative address identified transportation problems and meets plan goals and objectives. There must be public input on the IAMP recommendations. Review by and input from the OTC also should be requested after preliminary recommendations are identified in order to confirm its support for the IAMP before initiating the local adoption process.

### **Access Management Plan (AMP)**

Access management is one of ODOT's most important tools to protect the function of the interchange. The access management element of an IAMP pertains to tools within ODOT and the local government's jurisdiction such as access control and operational issues. ODOT and local governments have the authority to control access on transportation facilities. The Oregon Department of Justice has advised that access control authority is not subject to Measure 37. Therefore proposed development within the IAMP management area resulting from Measure 37 waivers will not necessarily be granted access.

ODOT has the authority to purchase access rights on local roadways if it can demonstrate that there is an adverse effect on the state highway. In addition, local government has authority to manage access on its local roadways. An IAMP access management element needs to consider access on the state highway(s) as well as local roadways. An access management plan comprises overall policies to guide access management, as found in OAR Division 51 and the OHP, and establishes courses of action specifically for the interchange area. The short-term actions established in an access management plan will be more specific if the IAMP is being prepared immediately prior to project development. The short-term actions, such as an access management strategy, may include driveway-specific decisions (See Access Management, p. 27). For IAMPs that do not anticipate a project—those that emphasize managing existing facilities—the access management element should identify overall management objectives and recommendations but may or may not specify future locations of approaches. An IAMP should present management actions that are more interchange-specific than the policies in the OHP and regulations in the OARs. Specificity does help provide ODOT, the local government, property owners, and the community certainty about future performance of the system. An IAMP should also allow the ODOT right-of-way agent some discretion in deciding the best solutions for individual access management problems. It should allow sufficient flexibility to take advantage of opportunities for better access management due to parcel redevelopment and future roadway improvement projects.

Regardless of the specificity level of the actions, the access management section of an IAMP should include an inventory (a map and a table) listing existing private and public approaches on the cross road within a minimum of 1,320 feet of the ramp terminals. The table should list the property location, owner, approach permit information, and whether the property is served by multiple or alternate access. Figure 2 shows an example of mapped approaches for the Albany/Lyon/Ellsworth (US 20/OR 99E) Interchange Improvement Project IAMP. The numbered approaches correspond to a table with property and approach data.

The access management section of the IAMP should describe the access management plan developed for the interchange. The plan should include short-term, medium-term, and long-term actions to improve and maintain safe and efficient roadway operations in the interchange area. For a new interchange, access should be designed in conformance with ODOT standards. The actions in the access management plan should state that ODOT and the local government will continue to enforce standards as development occurs. For modifications to an existing interchange, typical short-term actions include closing and consolidating driveways in conjunction with a development proposal or a project and

purchasing access rights. Medium and long-term actions are implemented as land use changes and development applications occur, or in concurrence with future roadway improvement projects. The access management plan component should be clear about the objectives for access management and should include timing of implementation measures. Typical management actions could include:

- Requiring consolidation of access points as properties are developed or redeveloped.
- Encouraging shared access points between adjacent properties.
- Aligning driveways on opposite sides of the highway where possible, and otherwise offsetting driveways at proper distances to minimize the number of conflict points.
- Providing driveway access via local roads.
- Optimizing driveway throat widths and providing adequate vehicle storage on site.
- Closing driveways where alternate access is available.
- Reducing turn movement conflicts with measures such as medians and appropriate median openings, right-in/right-out approaches, right turn deceleration lanes, left turn refuges, etc.
- Installing traffic control devices (signals, signs, etc.)
- Improving local road connectivity and off-state highway circulation.
- Accommodating freight movement, as appropriate.
- Coordination with other modes such as bicycle, pedestrian and transit.

If the cross road is under ODOT's jurisdiction, the plan should prohibit new full access public (street) and private (driveway) approaches for at least 1,320 feet from all interchange ramp terminals where possible. One of the exceptions to this objective is right-in, right-out intersections in fully developed urban areas which should be prohibited for at least 750 feet when feasible (OAR 734-051-0125 and Table 5 and Table 6). While ODOT may construct or provide money to property owners to construct new driveways or frontage roads to provide access to existing residences and operations in the IAMP planning area, it is recognized that meeting these standards may not always be possible within the context of pre-existing development and the existing local street network. The access management plan should strive to meet the standards for approaches within an interchange management area. When these standards cannot be achieved, a formal deviation as per OAR 734-051-0135, Deviations from Access Management Spacing Standards, will be required from the Region Access Management Engineer. The IAMP needs to document constraints and considerations that will be factored into deviation requests.

## **Adoption and Implementation**

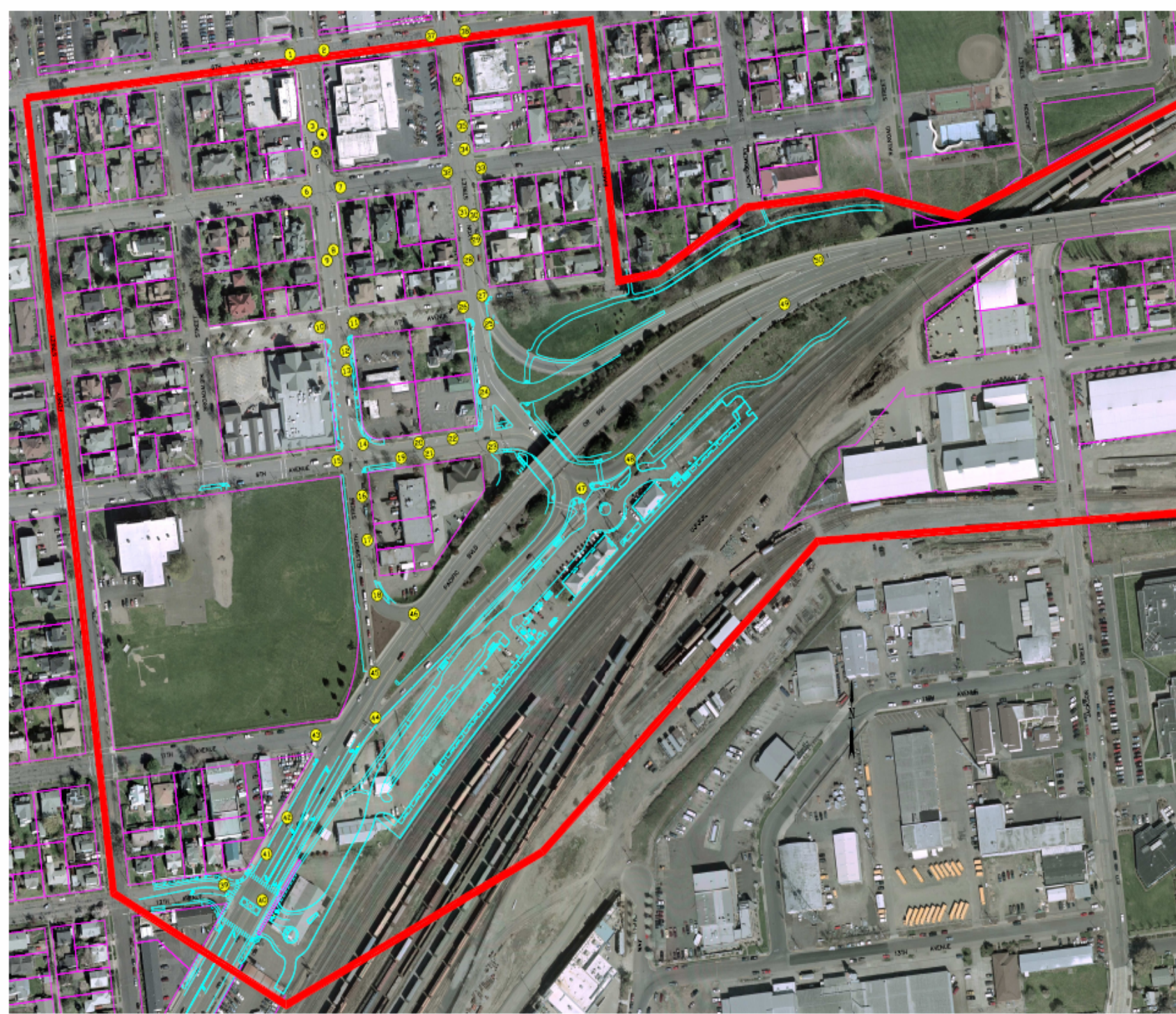
ODOT and the local government jointly prepare the IAMP and both adopt the IAMP. However, they have separate adoption processes. One purpose of this section in the IAMP is to specify implementation roles and responsibilities. This not only clarifies state and local expectations, it also prevents confusion about ODOT or its local partners exceeding their respective authorities.

### **Adoption**

The plan adoption process has five steps:

1. ODOT and the local government make the first step toward adoption prior to the commencement of the IAMP preparation process. ODOT and the local government should enter into an agreement (intergovernmental agreement [IGA] or Memorandum of Understanding [MOU]) that describes the anticipated planning and adoption process (see Part III: IAMP Process).



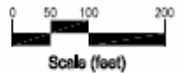


**VICINITY MAP**

**LEGEND**

-  IAMP PLANNING AREA
-  Tax Lot
-  Approach Identification

**FIGURE 2**



**FIGURE 11A  
HIGHWAY APPROACH INVENTORY  
- WEST**



**DAVID EVANS  
AND ASSOCIATES INC.**  
2100 Southwest River Parkway  
Portland Oregon 97201  
Phone: 503.223.9953

ALBANY OTIA LYONELLSWORTH (US 2010R 050E)  
INTERCHANGE AREA MANAGEMENT PLAN

CITY OF ALBANY  
ALBANY, OREGON  
April 2004

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ODOT makes one or more presentations to the City Council/Board of County Commissioners to explain the purpose for the IAMP and the process.

2. After the selected alternative and preliminary recommendations are identified, ODOT may request review by and input from the OTC in order to confirm support for the IAMP.
3. The local government adopts the IAMP as a refinement plan to the TSP and amends the comprehensive plan, TSP, and ordinances, if necessary.
4. The OTC adopts the IAMP as a facility plan.

A Region ODOT planner prepares findings for the OTC to adopt the IAMP as a facility plan and that specify the elements and actions for which the agency is responsible. OTC adoption should follow the OTC Transportation Facility Plan Adoption Procedure found at the following website:

[http://www.oregon.gov/ODOT/TD/business\\_units.shtml#Policies\\_Guidelines\\_Std\\_s](http://www.oregon.gov/ODOT/TD/business_units.shtml#Policies_Guidelines_Std_s). The guidelines provide direction on procedures and logistics. The local government planning director prepares plan and ordinance amendments and a staff report with findings for the planning commission and the board of commissioners/city council. As a result, the IAMP should be organized so that the implementation responsibilities of each agency are clearly defined. The IAMP should identify which specific elements of the IAMP each responsible jurisdiction has authority and responsibility for implementing.

Although IGAs are not sufficient mechanisms to adopt or implement an IAMP, IGAs are appropriate documents to define administrative relationships related to monitoring plan implementation. IGAs also are necessary and appropriate as a means to establish mutual expectations for any implementation actions that are deferred to a future date. Such IGAs, addressing general processes and explanations, are not land use actions. Initial IAMPs implemented through IGAs between ODOT and the local government are of limited effectiveness, because local governments cannot adopt (or amend) their plans or land use regulations through an IGA. Consequently, it is necessary for the local governments to adopt the IAMP by amending the transportation element of its comprehensive plan.

### **ODOT Implementing Actions**

ODOT actions may include:

- Developing needed transportation system improvements.
- Purchasing access control from private properties.
- Relocating or closing access points.
- Regulating the use of access points through establishment of deed restrictions.
- Developing medians or other traffic control devices.

### **Local Government Implementing Actions**

Local government actions may include:

- Amending the TSP to include identified local street improvements, if action involves a local street closure, a collector, or an arterial.
- Amending the TSP to include identified access management policies.
- Amending comprehensive plan policies (in addition to the transportation element) and/or plan map and land development ordinance or affirming through findings that are part of adopting ordinances that the IAMP is consistent with adopted policies, plans, and ordinances.
- Purchasing access control and issuing approach permits for local roads.
- Developing supporting local roadway connections.
- Enacting land use controls to regulate traffic growth.

- Seeking and providing funding for identified improvement needs.

In addition to adopting the IAMP as a refinement of the TSP, typically amendments to the TSP are necessary to add any improvements to the local street network or changes to local government's access management. Notwithstanding consultation with the OTC on preliminary recommendations, local government adoption precedes OTC adoption. The ODOT District office and local government implement the Access Management Plan element through access control measures.

Whether or not physical improvements are recommended, the adoption and implementation section should identify local policy and any supporting ordinances that ensure the local commitment to the land use plan build-out assumptions through the planning horizon (at least as far as trip generation is concerned). An IAMP needs to include findings that confirm the extent of development allowed within the interchange area and policies that manage new development to be consistent with these findings. For rural interchanges, an IAMP should include policies that minimize UGB expansions and growth-induced development on exception lands, and address protection of resource lands.

Generally, a balance needs to be established between the function and capacity of the interchange and the number of trips that the land uses in the planning area can generate. This balance can be realized through local governments establishing overlay zones as tools to manage land use activities in areas where existing or planned capacity is shown to be sufficient to accommodate planned land uses and expected growth rates through the planning horizon. In areas where forecast land development is expected to overwhelm the transportation system, even with reasonable improvements, measures to limit land development and cap or manage individual property trip generation should be implemented.

### **Policies**

The IAMP should include the following policies that apply to ODOT and the local government, as specified, and plan-specific policies developed for the particular IAMP.

- *ODOT will continue to coordinate with local governments and state agencies, through the plan amendment and development review process, to keep land use protections in place. [If applicable] ODOT also will monitor and comment on any future actions that would amend the urban growth boundary.*
- *If future circumstances in the IAMP management area result in the need for changes to the IAMP, the local government and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.*
- *[Local government] recognizes the importance of [state highway(s)] in the movement of people and goods to and from the region and is committed to protecting the function of the interchange as defined in the IAMP.*
- *[Local government] will coordinate with ODOT in evaluating land use actions that could affect the function of an interchange.*
- *[Local government] will coordinate with ODOT prior to amending its comprehensive plan (including the transportation system plan), land development ordinances, or urban growth boundary, or proposing transportation improvements that could affect the function of interchange. [Local government] will ensure that any such amendments are consistent with the function of the interchange as defined in the IAMP.*

- *If future circumstances in the IAMP management area result in the need for changes to the IAMP, [local government] and ODOT shall jointly prepare amendments to the IAMP management actions and an accompanying funding plan to implement those actions.*

## **Management Tools**

There are five categories of IAMP implementation tools:

1. Zoning and Land Division Ordinances
2. Deed Restrictions
3. Funding Mechanisms
4. Traffic/Transportation Mechanisms
5. Access Management

### **1. Zoning and Land Division Ordinances**

- Policy direction in local code—Perhaps the earliest tool used, and maybe most important. The policy direction sets the future legal backing to manage the interchange area to achieve the objectives and goals of the improvement, preexisting or not.
- Concurrency ordinance—best used when TPR will not suffice as protection of transportation facilities. Could be administered through requiring that individual movements and times need to function at a specific level of service. Most effective where existing zoning causes the facility to fail at build out.
- Trip Capacity/Allocation Ordinance—Best used when a limited amount of capacity remains on a facility. This ordinance allows strategic use of the remaining capacity. This ordinance may allow for expedited review of land use actions where the trip budget is met. It should include agreement on the traffic study methodology for determining future trips.
- Trip Budget—This is not a “trip cap.” This is best used when the interchange can accommodate all the forecast traffic at build-out. The purpose of the trip budget is to allocate trips over time. In Woodburn, the trip budget is linked to the City’s economic development goals. The City, through a Conditional Use Permit, can allocate trips, but it uses a finite number of trips. Transportation Demand Management (TDM) measures can be used to meet trip budget requirements (see description of TDM, below).
- Overlay districts—Overlay districts are zoning districts often combined with existing (base) zoning to guide development. Potential exists to create an interchange area overlay district that has performance standards for compliance (trip or performance based zoning), incentives for developing in a certain manner or different process for adopting changes.
- Land use specifications—In some cases, an interchange may be planned for an existing “Greenfield”. This would likely occur when land is brought into an urban growth boundary. The land use specifications should include memorializing the justification for bringing the land into the Urban Growth Boundary (UGB), in other words, describing the land uses designated for the land if required when brought into the UGB.
- Design Review standards—Many jurisdictions have design review standards already in place. Opportunities may exist to create design review criteria that can encourage traffic friendly site design to encourage less access, greater multi-modal potential, and fewer characteristics that contribute to operational problems near interchanges.

### **2. Deed restrictions**

- Conservation Easements—Conservation easements are tools for property owners to protect their land from development, while often receiving tax incentives for doing so. This may be a useful

tool where the property owner is willing to take the lead. This may work best in a situation where an owner controls a large piece of land near the interchange, and in exchange for allowing a piece to develop, another piece will have a conservation easement.

- Cross-Over Easements—Cross-over easements are tied to the title of a property and are effective to encourage fewer access points.

### **3. Funding mechanisms**

- Local Improvement District (LID) —An LID sets up a mechanism to collect money from incoming developments to help pay for transportation improvements. This tool works best where developments haven't already gone in, and where clearly identified solutions to future transportation problems are obtainable.
- Public-Private partnerships—Many times improvements cost more than a property owner or state agency can fund. In some cases, especially where an improvement would result in joint benefits, public-private partnerships may enable improvements to occur where they would otherwise be too costly for each party individually.
- Tax-increment Financing—Tax increment financing is a tool used by jurisdictions to raise money by taking increases in tax payments (increments) in a certain area to help pay for improvements.
- Systems development charges – increased fees.

### **4. Traffic/Transportation mechanisms**

- Transportation Management Associations (TMAs)—TMAs can be effective tools for coordinating with major employers to alleviate traffic concerns related to single occupancy vehicle traffic. This tool is best employed where a few major employers exist near an interchange.
- Road enhancements—In most cases construction of median barrier would take place through an access management process, however, there may be instances when they are done separately.
- Transportation Demand Management—Transportation Demand Management is an important tool to encourage carpooling, travel using alternate modes, alternate routes or traveling during alternate times. This can be a very effective tool if the built environment can support the management tools, and where high frequency transit exists or is planned.
- Development of Regional Impact (DRI) process—When a development is proposed that has impacts beyond its immediate vicinity (in the case of an IAMP, beyond an interchange) due to its size, location, and/or character, a DRI process can be used to address impacts on the surrounding transportation system, including interchange areas. For interchange areas, the DRI process provides an opportunity to require a thorough assessment of site impacts and developer mitigation as a condition of approval. Such mitigation could include internalized access to outparcels, right turn lanes, consolidated access roads, or parallel roads.
- Phasing plan for local street improvements—The phasing plan can be used to time local street improvements to concur with development and/or construction of an interchange.
- Transportation System Management (TSM) —Identify improvements that can be developed using the existing system more efficiently.
- Amend the OHP to establish higher mobility standards (lower acceptable v/c standard) at the particular interchange to protect and reserve capacity for an identified interchange function.

## **5. Access management**

- **Access Management**—Access management is a very important component where an IAMP manages an existing facility not meeting mobility standards. Detailed access management planning should be avoided where the future design of a facility may be compromised. ODOT typically uses an access management strategy (which is not adopted) where the strategy or improvements only affect ODOT highway right-of-way. An access management plan (which is adopted) is required when there is local government participation or actions affect local roadways such as a closure or intersection relocation.
- **Access Control purchase**—Access control can be purchased on state highways and on local roadways within the influence area of intersections or interchanges of highways. This tool is most useful when completed through the project design process, however the need to purchase access control may be examined through an access management implementing action. This would be most effective (financially and logistically) when the area is undeveloped and rural.
- **Partial driveway restrictions, medians, crossover easements, traffic control devices, frontage roads.**

## **IAMP Monitoring and Updates**

Particularly for interchanges in rural but urbanizing areas, an IAMP update may be necessary after five or ten years. The update also could serve to ensure that the local government has made local system improvements agreed to in the IAMP. An IAMP should include measures that may trigger an update. For example, an update may be needed if an adjacent interchange is added or significantly modified. An IAMP implementation monitoring system also may be advisable, depending on the management tools selected. Since the IAMP is adopted as part of the TSP, it should be updated when the TSP is updated.

## **PART III: TIMING OF IAMP DEVELOPMENT**

The timing of an IAMP for a particular interchange can significantly affect the type and quality of management outcome. Ideally, these long-range facility plans should be produced in a proactive, comprehensive manner that is not subject to any preconceived outcomes or solutions. Placed in the context of refining a TSP or corridor plan, an IAMP provides an excellent opportunity to identify existing and future problems. Additionally, it should provide an analysis of a range of options or solutions that satisfy policy direction in the OHP, OARs, and other policy and regulatory documents. Ensuring that local governments understand the advantages of participating during an interchange area management plan process is important.

The timing of when an IAMP is developed ranges from a long-term strategic exercise to prevent transportation problems to producing an IAMP as part of project development dealing with immediate needs. In each case, plans are produced that identify a long-term management approach and a commitment to protect the function and viability of interchange investments. The difference in approach and outcome is that the strategic plan approach does not assume an immediate project. An IAMP prepared in conjunction with project development should consider the project as an existing condition and evaluate problems and solutions beyond the immediate improvement. Both types of IAMPs identify the future problems and opportunities and offer a range of solutions in a comprehensive way.

There are many scheduled projects associated with interchanges that do not have IAMPs. However, IAMPs need to be completed for interchange projects to develop the best agreement about long-term facility protection. With the existing commitment by ODOT for transportation improvements, the advantages of establishing an IAMP that manages an interchange area in the future may be less apparent to local governments. Therefore it is important to communicate the necessity to complete IAMPs for appropriate scheduled projects and meet the goal of interchange planning: being proactive and providing a comprehensive transportation plan to guide project development. Additionally, ODOT Regions should identify how they will pursue planning activities at existing and proposed interchanges before improvements are programmed for funds or scheduled for construction.

The most effective planning process is long-range and proactive on issues and objective about solutions. Ideally, an IAMP should consider and identify a range of solutions and management techniques that are comprehensive in nature and area-wide in scope. This strategic plan approach is also the best forum for applying and balancing policy direction such as OHP Policy 1B: Major Improvements. Furthermore, these plans can provide a comprehensive approach to managing an area for maximum longevity of function and return on investment. When IAMPs are not completed early in the planning phase for interchanges, opportunities for transportation solutions may be diminished or lost as land within an interchange area is developed without the guidance of a comprehensive transportation analysis and plan.



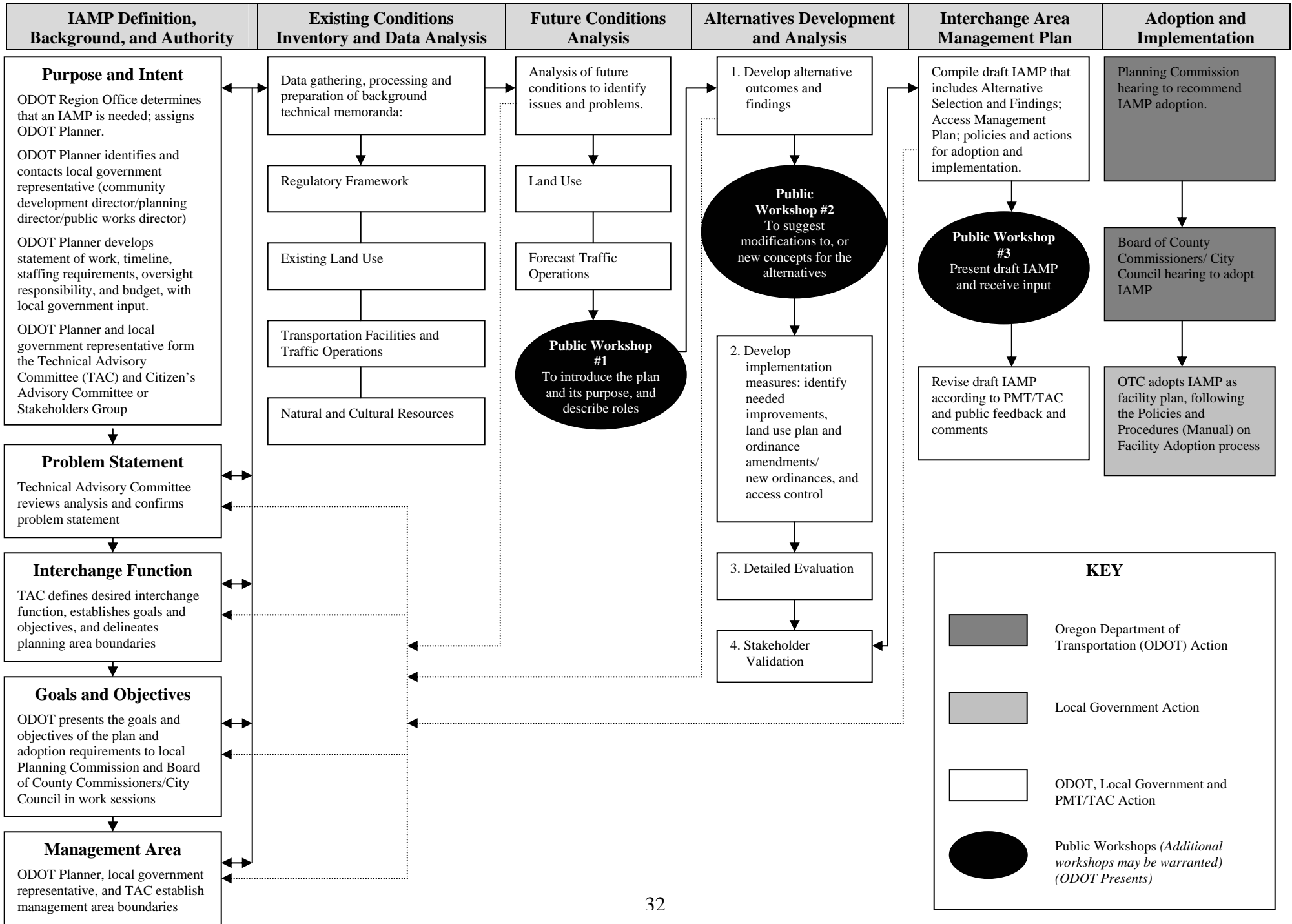
## **PART IV: IAMP PROCESS**

Like any planning process, preparation of an IAMP should be guided by a knowledgeable and competent planner. Typically, the planner who oversees the IAMP preparation and adoption process is a planner with the appropriate ODOT region office.

ODOT and the affected local government should enter into an agreement (IGA or MOU) prior to the commencement of the IAMP process that describes the anticipated planning and adoption process, outlines issues to be addressed, and serves as a statement of good faith to work through the process to a mutually agreeable conclusion. The purpose of the agreement is to establish an understanding, not to commit either agency to IAMP adoption. The agreement should include a schedule for ODOT and local government implementation. The agreement, addressing general processes and explanations, is not a land use action. While the agreement is not mandatory, it is useful to clarify ODOT and local government expectations. The ODOT planner leading an IAMP process should determine whether an agreement will benefit the process before investing the time and resources to enter into one.

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# PART III: IAMP TYPICAL PROCESS FLOW CHART



## **PART V: RELATIONSHIP OF ODOT AND LOCAL GOVERNMENTS**

IAMPs provide a process and forum to coordinate ODOT's authority to plan for interchange improvements and access management on state highways with local governments' authority for land use and local street network planning. When ODOT provides an interchange improvement, it can create new traffic capacity that may be more than what is immediately needed. The intent is to meet projected 20-year needs based on the existing adopted comprehensive plan. A key concern of ODOT's is to preserve the capacity provided by the interchange improvement for at least 20 years. Under current rules, a local government could approve plan amendments that would allow development to consume the extra capacity in the short-term and, therefore, shorten the useful life of state interchanges. Preparation of an IAMP allows ODOT and local government to identify methods to preserve some or all of the extra capacity to at least serve the 20-year projected needs upon which the design was based, and to possibly serve longer term state and local travel needs.

With the adoption of an IAMP, ODOT determines the need for new or improved state transportation facilities and indicates when they may be reasonably expected to be implemented. In order for ODOT to make the determination to pursue interchange construction or reconstruction, ODOT looks for local government to provide assurance that the function of the interchange will be protected.

An IAMP serves as an opportunity for the local government to ensure that state facilities and improvements are in balance with the supporting local street network and, collectively, can support the desired land uses in the vicinity. The land use and access control measures established in an IAMP provide property owners and developers with an additional level of certainty.

IAMPs can help accomplish local government objectives to:

- Manage the timing and location of development;
- Ensure that the local street network operates adequately;
- Provide economic opportunities by matching transportation capacity with an adequate supply of appropriately designated land; and
- Preserve the land use pattern in the vicinity of interchanges from conflicting development.

Each local jurisdiction in Oregon is required to create a comprehensive plan. The local comprehensive plan guides a community's land use, conservation of natural resources, economic development, and public services. Each plan has two main parts: a body of data and information inventorying the community's features and resources, and a policy element. The inventory must address all of the topics specified in the applicable statewide goals. The policy element sets forth the community's long-range objectives and the policies by which it intends to achieve them. It is adopted by ordinance and has the force of law. Implementing measures for the comprehensive plan include zoning and subdivision ordinances.

Policy elements establish land use and transportation requirements for the community. These provide certainty for the community and include tools for managing land use and transportation systems.

Three major land use controls in the comprehensive plan can either help preserve the function of interchanges by directing growth to appropriate areas or overwhelm interchanges by concentrating high traffic generators along the highways. These are:

- **The Urban Growth Boundary (UGB):** The comprehensive plan establishes the UGB. The UGB is a legal boundary separating rural lands (outside the boundary) from urban land (within the boundary). Because urban development and urban services must be directed inside the boundary, rural resource uses, including farm and forest uses, are protected from urban is intended to meet a jurisdictions 20-year land supply for growth.
- **Land Use Designations:** Comprehensive Plan designations and corresponding zoning determine the type and intensity of land use allowed for each parcel.
- **Overlay/Special Districts:** The Comprehensive Plan can institute overlay districts that add special conditions onto the base land use zoning requirements. Overlays can limit the type of development, access, and circulation allowed in areas with special concerns.

Transportation requirements for local jurisdictions are primarily included in a TSP, which is an element of the comprehensive plan, and sometimes in subdivision and zoning ordinances. Major transportation controls in these documents may include:

- **Street System Network:** The street system network or circulation plan provides a hierarchy of interconnected streets and prioritizes desired connections. A well-designed network keeps local traffic off of highways by providing convenient access through the jurisdiction on local streets.
- **Other Modal Plans:** The bike plan, pedestrian plan, public transportation plan, rail service plan, and air service plan provide for alternative modes of travel for the community. Good alternative modal systems can reduce automobile travel and alleviate pressure on highways and interchanges.
- **Functional Classifications/Street Design Standards:** A TSP defines street classes and lists development standards for those streets including width, access spacing, and sidewalks.
- **Access Management Standards:** Standards restrict spacing between access points (driveways) and public/private roads based on the type of development, functional class, and speed on the road. Implementation of appropriate access management measures can protect the function of roadways, improve operation of roadways, improve safety conditions, improve traffic circulation, and promote desirable compact land development patterns. Of these controls, access management is the least likely to be included in local plans. When ODOT staff participates in updates of local TSPs and other coordinated

planning processes such as an IAMP, there is a unique opportunity to increase local awareness of the utility and long-term value of access management controls.

Local plans may be changed through plan amendments or periodic review. Plan amendments are typically, but not always smaller, property specific, unscheduled adjustments to a plan. Periodic reviews are broader evaluations of an entire plan that typically occur every six to ten years. A plan may be modified extensively, to include multiple properties, during such a review.

## **PART VI: RELATIONSHIP TO NEPA**

An IAMP is a plan to guide subsequent decisions by local governments and ODOT about land uses, the street network, and access. A NEPA document (EA or EIS) is fundamentally different because it is a document that assesses impacts of a specific improvement project and uses the assessment to guide decisions about that particular project. An IAMP should precede the development of a specific project and therefore would precede the NEPA process. The environmental scoping in an IAMP can provide some basis for a more thorough evaluation of environmental impacts included in the NEPA process. Conversely, when an IAMP is prepared immediately prior to project development, information developed for the NEPA process can be used in the IAMP, particularly data about natural resources. In terms of process, public meetings may be held jointly. In terms of timing, an IAMP must be complete prior to the Revised EA, in the case of an Environmental Assessment, or the FEIS in the case of an EIS. The alternatives developed and evaluated in an IAMP must be flexible or general enough so as to not preclude more specific design in the NEPA and project development processes.

### **NEPA**

Project specific

Technical, detailed analysis of impacts

Analysis of impacts of specific project

### **IAMP**

Even if it is prepared immediately prior to project development, the plan is to guide activities and improvements beyond the project.

A plan to guide future land use and transportation. General environmental analysis to identify significant issues.

Used to determine management actions needed.

## **PART VII: COST, SCHEDULE AND FUNDING**

### **Cost and Schedule**

The cost to prepare IAMPs may vary, depending on circumstances (scope of the study area, difficulty of technical analysis, level of public involvement, etc.) An IAMP may cost approximately \$50,000 for ODOT staff and resources, and \$250,000 or more in consultant fees (in 2005 dollars). These amounts are provided only to indicate the order of magnitude of cost, not to suggest a budget for a particular IAMP. An ODOT Region planner may allocate approximately 10 to 20 percent of her or his time to the project. An IAMP typically takes nine months to two years to complete.

### **Funding Sources**

Funding sources for IAMP preparation include federal (through state programs), state, local, and private monies.

#### **Transportation and Growth Management Program (TGM)**

The TGM Program is a joint effort of ODOT and the Department of Land Conservation and Development. It is designed to integrate transportation planning with the statewide land use planning program. It is supported by state and federal funds. The mission of the TGM Program is to support “community efforts to expand transportation choices for people.”

<http://egov.oregon.gov/ODOT/TD/TP/TGM.shtml>

#### **State Planning and Research Program (SPR)**

This biennial program allocates funds to planning and research programs and projects. The projects are divided into Planning Part 1, Planning Part 2, and Research. The ODOT Transportation Development Division, Planning Section is responsible for the program administration. The ODOT Regions’ budgets are derived from the SPR funds. The fund sources are both state and federal.

<http://www.oregon.gov/ODOT/TD/TP/SPR.shtml>



## **PART VIII: APPENDICES**

### **Appendix A**

#### **Compliance with State and Local Plans, Policies, and Regulations**

In preparing findings, the ODOT planner should follow the State Agency Coordination Program (SAC) Coordination Procedures for Adopting Final Facility Plans. The local government planner prepares a staff report with findings according to that jurisdiction's procedures.

**Statewide Planning Goal 1 (Citizen Involvement).** Goal 1, Citizen Involvement, is to ensure “the opportunity for all citizens to be involved in all phases of the planning process. It requires development of a citizen involvement program that is widespread, allows two-way communications, continuous through all planning phases, understandable, responsive, and funded. The public involvement program developed for an IAMP must meet the Goal 1 standards.

**Statewide Planning Goal 2 (Land Use Planning) and OAR 660, Division 4.** Goal 2, Land Use Planning, requires that a land use planning process and policy framework be established as a basis for all decisions and actions relating to the use of land. Goal 2 is important for three reasons. First, Goal 2 requires planning coordination between those local governments and state agencies “which have programs, land ownerships, or responsibilities within the area included in the plan.” In terms of an IAMP, Goal 2 requires that ODOT facilitate and support IAMP planning with the local government and the OTC, both of which must adopt an IAMP. After the adoption by the local government and the OTC, ODOT's role is to coordinate with the local government. Coordination is particularly important because development activity reviewed by the local government within the interchange area will impact use of the proposed interchange, and land use decisions in the area could affect future use and operation of the interchange.

A second important element of Goal 2 is its provision that land use decisions and actions are supported by an “adequate factual base.” This requirement applies to both legislative and quasi-judicial land use actions and requires that such actions be supported by “substantial evidence.” In essence, it requires that there is evidence that a reasonable person would find to be adequate to support findings of fact that a land use action complies with the applicable review standards.

Third, Goal 2 requires that city, county, state and federal agency and special district plans and actions related to land use be “consistent with the comprehensive plans of cities and counties and regional plans adopted under Oregon Revised Statutes (ORS) Chapter 268.” This plan and policy compliance section reviews relevant adopted plans in order to ensure that the interchange improvements are consistent with the plans. This provision is important because findings need to be developed documenting that the elements of an IAMP are consistent with these plans in order for an IAMP to be adopted by local government into their transportation system plan (TSP) and comprehensive plan. Additionally, IAMP implementation may require changes to local land development ordinances.

**Statewide Planning Goal 11 (Public Facilities and Services) and OAR 660, Division 11.** Statewide Planning Goal 11, Public Facilities and Services, requires cities and counties to plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development. The goal requires that urban and rural development be “guided and

supported by types and levels of urban and rural public facilities and services appropriate for, but limited to, the needs and requirements of the urban, urbanizable and rural areas to be served.”

**Statewide Planning Goal 12 (Transportation) and OAR 660, Division 12.** Goal 12, Transportation, requires cities, counties, metropolitan planning organizations (MPOs) and ODOT to provide and encourage a safe, convenient and economic transportation system. This is accomplished through development of TSPs based on inventories of local, regional and state transportation needs.

Goal 12 is implemented through OAR 660, Division 12, of the Transportation Planning Rule (TPR). The TPR contains numerous requirements governing transportation planning and project development, several of which are relevant to an IAMP.

The TPR requires local governments to adopt land use regulations consistent with state and federal requirements “to protect transportation facilities, corridors and sites for their identified functions (OAR 660-012-0045(2)).” This policy is achieved through a variety of measures, including:

- Access control measures, which are consistent with the functional classification of roads and consistent with limiting development on rural lands to rural uses and densities;
- Mobility standards in the Oregon Transportation Plan (OTP) to protect future operations of roads;<sup>5</sup>
- 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 to provide notice to ODOT of land use applications that require public hearings, involve land divisions, or affect private access to roads; and
- Regulations assuring that amendments to land use designations, densities and design standards are consistent with the functions, capacities and performance standards of facilities identified in the TSP. See also OAR 660-012-0060.

The Oregon Land Conservation and Development Commission’s rules implementing Goal 12 do not regulate access management. ODOT adopted OAR Chapter 734, Division 51 to address access management and ODOT engages in access management consistent with its Access Management Rule.

**Statewide Planning Goal 14 (Urbanization), and OAR 660, Divisions 14 and 22.** Goal 14, Urbanization, requires an orderly and efficient transition from rural to urban land use. This is accomplished through the establishment of UGBs. UGBs and unincorporated community boundaries separate urbanizable land from rural land. Land uses permitted within the urban areas are more urban in nature and higher intensity than in rural areas, which primarily include farm and forest uses. Goal 14 is important because it focuses development within relatively compact boundaries of the UGB and to a lesser degree in unincorporated communities. This compact development helps contain the costs of public facilities such as transportation by reducing the need for facilities further out and helping jurisdictions better anticipate where growth will occur. The location, type, and intensity of development within the management area will impact use of the interchange and could affect future use and operation of the interchange.

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<sup>5</sup> This is especially important when evaluating alternatives under NEPA or for a Statewide Planning Goal Exception. [Final Opinion and Order of the Land Use Board of Appeals (LUBA) issued on 7/21/2005 for LUBA Nos. 2004-144, 2004-145, 2004-146, 2004-168, 2004-169, 2004-171, 2004-172, 2004-173, 2004-174, 2004-180, 2004-194, 2004-214, and 2004-215.]

**Oregon Transportation Plan (2006).** The Oregon Transportation Plan (OTP) is the state's long-range multimodal transportation plan. The OTP is the overarching policy document among a series of plans that together form the state transportation system plan (TSP). The OTP considers all modes of Oregon's transportation system as a single system and addresses the future needs of Oregon's airports, bicycle and pedestrian facilities, highways and roadways, pipelines, ports and waterway facilities, public transportation and railroads. The current OTP assesses state, regional, and local public and private transportation facilities through 2030. The OTP establishes goals, policies, strategies and initiatives that address the core challenges and opportunities facing Oregon. It also provides the framework for prioritizing transportation improvements based on varied future revenue conditions.

This Plan supersedes the 1992 Oregon Transportation Plan. The 1992 OTP established a vision of a balanced, multimodal transportation system and called for an expansion of ODOT's role in funding non-highway investments. The current OTP further these policy objectives with emphasis on maintaining the assets in place, optimizing the existing system performance, creating sustainable funding and investing in strategic capacity enhancements. Development of IAMPs is integral to maintaining assets and optimizing system performance.

An IAMP must be consistent with the applicable OTP goals and policies. Findings of compatibility will be part of the basis for IAMP approval. The most pertinent OTP goals and policies for interchange planning are as follows:

Goal 1 - Mobility and Accessibility

Policy 1.3 – Relationship of Interurban and Urban Mobility

Goal 2 - Management of the System

Policy 2.1 - Capacity and Operational Efficiency

Policy 2.2 - Management of Assets

Goal 3 - Economic Vitality

Policy 3.1 – An Integrated and Efficient Freight System

Policy 3.2 – Moving People to Support Economic Vitality

Goal 4 – Sustainability

Policy 4.1 – Environmentally Responsible Transportation System

Policy 4.2 – Creating Communities

Goal 5 – Safety and Security

Policy 5.1 – Safety and Security

Goal 7 – Coordination, Communication and Cooperation

Policy 7.1 - A Coordinated Transportation System

Policy 7.3 – Public Involvement and Consultation

## Policy 7.4 – Environmental Justice

Findings to the effect that all of the above pertinent policies are consistent with the adopted OTP need to be developed as part of an adoption package presented to the OTC. Oregon Transportation Plan policy can be obtained at <http://www.oregon.gov/ODOT/TD/TP/ortransplanupdate.shtml>

**Oregon Highway Plan.** The Oregon Highway Plan (OHP) establishes policies and investment strategies for Oregon’s state highway system over a 20-year period and refines the goals and policies found in the OTP. Policies in the OHP emphasize the efficient management of the highway system to increase safety and to extend highway capacity, partnerships with other agencies and local governments, and the use of new techniques to improve road safety and capacity. These policies also link land use and transportation, set standards for highway performance and access management, and emphasize the relationship between state highways and local road, bicycle, pedestrian, transit, rail, and air systems. The policies applicable to planning for interchange improvements are described below.

Under Goal 1: System Definition, the following policies are applicable:

- Policy 1A (Highway Classification) defines the function of state highways to serve different types of traffic that should be incorporated into and specified through IAMPs.
- Policy 1B (Land Use and Transportation), which recognizes the need for coordination between state and local jurisdictions;
- Policy 1C (State Highway Freight System), which states the need to balance the movement of goods and services with other uses;
- Policy 1F (Highway Mobility Standards), which sets mobility standards for ensuring a reliable and acceptable level of mobility on the highway system by identifying necessary improvements that would allow the interchange to function in a manner consistent with OHP mobility standards;
- Policy 1G (Major Improvements), which requires maintaining performance and improving safety by improving efficiency and management before adding capacity; and
- Policy 1H (Bypasses), which establishes criteria for determining the need and impact considerations for a new bypass; directs the preparation of plans, management of access, and provision of local facilities for existing bypasses; and provides a checklist of considerations.

Under Goal 2: System Management, the following policies are applicable:

- Policy 2B (Off-System Improvements), which helps local jurisdictions adopt land use and access management policies; and
- Policy 2F (Traffic Safety), seeks to improve safety for all users of the highway system. Action 2F.3 establishes the connection between safety solutions and access management.

Under Goal 3: Access Management, the following policies are applicable:

- Policy 3A: (Classification and Spacing Standards), which sets access spacing standards for driveways and approaches to the state highway system;
- Policy 3C (Interchange Access Management Areas), which sets policy for managing interchange areas by developing an IAMP that identifies and addresses current interchange deficiencies and short, medium and long term solutions; and
- Policy 3D (Deviations), which establishes general policies and procedures for deviations from adopted access management standards and policies.

**OAR 660 Division 12 Transportation Planning Rule (TPR).** The purpose of the TPR is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception. These include replacement of an intersection with an interchange, channelization, and medians. The local government must identify reasonable build design alternatives, assess their impacts, and select the alternative with the least impact.

The spring 2005 amendments to the TPR mainly focus on clarifying how plan amendment and zone change impacts on transportation facilities are assessed. The amendments clarify that a significant effect occurs only if a plan amendment or zone change affects the facility by the end of the planning period, not if the effect occurs at any point during the planning period. In recognition of the special role and importance of interchanges, decisions about whether plan amendments within one-half mile of interstate freeway interchange have a significant effect are to be based on facilities and improvements where there is some level of funding commitment in place 660-012-0060(4)(b).

**Oregon Administrative Rule Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians).** OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways and address the following:

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

Section 734-051-0125, Access Management Spacing Standards for Approaches in an Interchange Area establishes interchange management area access spacing standards. Section 734-051-0155 specifies elements that are to be included in an IAMP, such as short-, medium-, and long-range actions to improve and maintain safe and efficient roadway operations within the interchange area.

An access management plan addressing the standards set forth in Division 51 is an element of an IAMP. It includes an inventory of existing public and private approaches and documents constraints and considerations that will be factored into findings for compliance with Division 51 including deviations. The access management element of an IAMP may include recommendations for ODOT to purchase access rights on local streets. ODOT has the authority to do so when there is an adverse effect on the state system.

## **Appendix B**

### **Public Involvement**

This section should describe what methods were employed to get public and other stakeholder input into the IAMP process. It should document the public outreach and involvement actions taken during the course of plan development. This section should also summarize stakeholder interviews, technical advisory committee discussions and public meetings and presentation to decision-makers, including dates and locations. The summary should list the composition of the technical advisory committee (TAC) or Project Management Team (PMT) and/or citizens' advisory committee or stakeholders group and describe how input was incorporated into the IAMP. The TAC/PMT may include ODOT representatives from access management, Transportation Planning Analysis Unit, and the Region roadway design group; local government representatives from the planning/community development department and roads/public works; representatives from appropriate state agencies such as the Department of Land Conservation and Development; and members of the ODOT contractor team, if applicable. The TAC for an IAMP should be made up of individuals that represent all aspects of the transportation interests to include regional interests and system interests such as cities, counties, MPOs, transit districts and freight movers.

Public meetings or workshops should be held throughout IAMP preparation. The number of workshops will be determined during the public involvement plan formation. Although more than three workshops may be needed, there are three logical points during the preparation process for public workshops. The first workshop should introduce the planning project, describe the purpose of the IAMP; the roles of ODOT, the local government, and stakeholders; the schedule; and opportunities for public involvement. A second workshop allows the public to suggest modifications to, or new concepts for, the alternatives. A third workshop presents the draft plan. Additional public workshops or meetings may be warranted, depending on the circumstances.

The IAMP public involvement plan also should identify stakeholders and establish and inform them about methods for input, whether in the form of individual interviews or scheduled group meetings. Care should be taken to identify and involve all stakeholders including those that also have an interest beyond the immediate area such as freight movers and transit providers. Property owners affected by access management decisions also should be contacted directly if they are not on the stakeholders list. The information and relationships developed through targeted stakeholder outreach can be as or more critical to the success of the IAMP process as the public workshops. Public meetings and workshops should commence after the TAC/PMT has completed the data collection and existing conditions and deficiencies analysis and is prepared to discuss problems and solutions with the public. The ODOT planner consults with local government TAC members and planning staff prior to Planning Commission and City Council/County Commission work sessions that initiate the adoption process. Local government adoption processes involve public hearings.

Additional public involvement tools include:

- Establishment and maintenance of stakeholder mailing list
- Press releases (that may lead to articles in local media and organization newsletters)
- Information kiosks with hand-out materials or electronic display screens at key locations such as public libraries, local government agency office buildings, etc.
- Door-to-door contact with stakeholders (using stakeholder mailing list)

- ODOT and local government website postings—the IAMP process on a homepage linked to the main site
- Newsletters, brochures, and frequently asked questions distributed to stakeholders (via mailing list and at public meetings) and available at key locations and on ODOT and local government websites
- Videos showing the management area and describing the planning process
- Oral presentations at neighborhood and civic organization meetings
- Temporary signs at the interchange that are visible to drivers

## **Appendix C**

### **Authority and Requirements**

#### **Authority**

In general, ODOT has authority for state transportation facility controls on the state highway system and local governments have authority for local land use controls that may influence performance of the state highway system.

#### **ODOT has the authority to:**

- Plan for, design and construct state highway facilities that include median control, signals, etc.
- Plan for improvements to state highways.
- Control access on its facilities as well as local street access points—to determine how and where approaches are constructed, by:
  - Purchasing right of access in its entirety and being conveyed the right in the property title.
  - Purchasing reservations of access.
  - Issuing a Grant of Access.
  - Issuing approach permits—whether access is controlled or not.
  - Preparing and implementing access tools.
- Acquire right-of-way for the development or reconstruction of state highways.
- Adopt plans that define the function and capacity and set performance standards for its facilities.
- Review major development proposals that have a significant impact on state highways.
- Appeal land use decisions that are inconsistent with ODOT plans.
- Enter into agreements with local governments as necessary to implement its authority.

ODOT's authority affects local government planning decisions, particularly by adopting plans that define the function of a state highway or interchange, or allocate its capacity to specific purposes. Under state land use rules, availability of transportation capacity and consistency with adopted transportation plans are factors that affect whether local governments can approve UGB amendments or plan or zone amendments. Therefore, ODOT has an interest to:

- Limit expansions of urban growth boundaries (UGBs)—even when the expansion is along a state highway and includes an interchange.
- Purchase transferable development rights.
- Require local governments to limit trip generation in a particular manner.

#### **Local governments have the authority to:**

- Adopt UGB expansions consistent with Statewide Planning Goal 14 (UGB amendments of 50 acres or more require approval by LCDC).



- Adopt and amend comprehensive plans, including TSPs and transportation elements of comprehensive plans in conformance with the Transportation Planning Rule and adopted state and regional transportation system plans—although DLCDC does not have formal approval authority, DLCDC has the responsibility to appeal amendments that do not comply with state goals and regulations).
- Adopt and amend zoning, land development, and land division ordinances—including adoption of overlay zones that are more restrictive in terms of size or scale of allowed uses than the underlying zone.
- Approve, approve with conditions, and deny land use actions according to the adopted plans and ordinances.
- Adopt trip caps or other measures to limit allowed land uses to be consistent with the planned capacity or function of transportation facilities (ODOT follows local government standards if they are more restrictive).
- Plan for, design and construct the local street network.
- Issue approach permits on local streets.

This section reviews the following policies and regulations that contain the authority for interchange planning:

- Oregon Administrative Rule (OAR) Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)
- OAR 660 Division 12 (TPR—including recent amendments)
- ORS 197 Land Use Planning Coordination
- Highway Design Manual
- PD 03: Project Development Access Management Sub-teams (9/1/03)
- Federal access spacing and interchange policy
- Highway with full access control policy paper (7/15/88)
- ODOT’s Requirements and Guidelines Related to NEPA and IAMP Preparation

## **Requirements**

### **Applicable Plans and Regulations**

#### ***Oregon Administrative Rule Chapter 734, Division 51 (Highway Approaches, Access Control, Spacing Standards and Medians)***

OAR 734-051 governs the permitting, management, and standards of approaches to state highways to ensure safe and efficient operation of the state highways and defines an Interchange Area Management Plan (IAMP).

Interchange Area Management Plan means a plan similar to an Access Management Plan or an Access Management Plan for an Interchange developed to plan for and manage grade-separated interchange areas to ensure safe and efficient operation between connecting roadways and to protect the functional integrity, operations, and safety of the influence area of an interchange. Interchange Area Management Plans typically include analysis of the relationships between

existing local land uses, zoning and long range plans and the state and local roadway network within a designated study area around an existing or planned interchange, and identify necessary improvements to approach roads and the local street network to support the long-term safety and efficiency of the interchange. An Interchange Area Management Plan is a document that may be developed independent of or in conjunction with a specific roadway interchange project. A plan document is not a roadway project in and of itself.

The administrative rules establish the general purposes, priority, timing, elements, and consistency, and implementation requirements for IAMPs (734-051-0155 (5) and (6)). According to the administrative rules, the purposes of an IAMP are:

- To plan for and manage grade-separated interchanges
- To ensure safe and efficient operation between connecting roadways
- To protect the function of interchanges
- To maximize capacity of interchanges for safe movement from the mainline facility

The rules establish that IAMPs are required for new interchanges and “should be developed” for significant modification to existing interchanges. The rule states that priority for developing IAMPs should be placed on those facilities on the Interstate system with cross roads carrying high volumes or providing important statewide or regional connectivity.

The rules require that an IAMP be consistent with adopted TSPs, Corridor Plans, comprehensive plans, highway segment designations, and the OHP. They further require that the IAMP provide adequate assurance of the safe operation of the facility through the design traffic forecast period, which is typically 20 years.

The OARs do not establish what adequate study area boundaries are; the level of land use, transportation, and environmental analysis needed; whether public involvement is required and to what degree, or describe specific implementation tools beyond IGAs and TSP amendments. The rules do not address how the components and adoption of IAMPs may differ for different types of interchanges such as urban and rural, and for different stages such as planning stage for improvements and in conjunction with a scheduled project.

The OARs distinguish between an IAMP and an Access Management Plan (AMP) for an Interchange. Even though the rule distinguishes between Access Management Plans and Access Management Plans for Interchanges, they will be considered here synonymously as AMPs. An IAMP is a management plan with a 20+-year time horizon that assesses long-range land use. An AMP for an Interchange is an access plan with an immediate time horizon that does not assess long-range land use. An AMP focuses on identifying approaches and making improvements to bring them into compliance with spacing standards, where appropriate. While an IAMP includes an analysis of approaches, its focus is broader and emphasizes the land use-transportation relationship and identification of improvements to the local street network.

### ***ODOT Access Management Manual (PD-03)***

Access management is an essential element of an IAMP, since one of ODOT’s main areas of authority is controlling access on its facilities and access control is a key IAMP implementation

tool. The PD-03 is an ODOT operational notice that explains to those who are working on ODOT projects how to handle the issue of access management.

The PD-03 is focused on the "Project Delivery" stage of projects, which follows "Project Development." The document explains that ideally any planning that is either required or that should be done on a particular project, will be done prior to the start of the project. This especially pertains to IAMPs because they are large scale plans and if access management issues are not considered early, significant problems may impede the orderly progression of the project. However, the PD-03 recognizes that the ideal is not always possible and that there may be projects in which the planning is folded into the project process. In these cases, the Region Planning Manager is responsible for assessing all the previously completed plans that have implications for the project and identifying any additional planning that needs to be done. The PD-03 does several key things. It outlines the management positions within ODOT that bear primary accountability for ensuring that access management issues are properly addressed on projects. It lists a series of deliverables which are grouped and tied to major decision-making points in the project. It also describes the general level of attention that should be paid to access management on different categories of ODOT projects. Finally, it gives managers some flexibility to adjust all of these requirements when necessary.

***OAR 660 Division 12 (TPR—including recent amendments)***

The purpose of the Transportation Planning Rule (TPR) is “to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided.” A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to assure that planned land uses are supported by and consistent with planned transportation facilities and improvements.

The TPR divides transportation planning into two phases: transportation system planning and transportation project development (660-012-0010(1)).

This rule identifies transportation facilities, services and improvements which may be permitted on rural lands consistent with Goals 3, 4, 11, and 14 without a goal exception. These include replacement of an intersection with an interchange, channelization, and medians but they do not include new interchanges (which require exceptions). For replacement of intersections with interchanges, the local government must identify reasonable build design alternatives, assess their impacts, and select the alternative with the least impact on resource lands.

The Land Conservation and Development Commission adopted amendments to the TPR. These include amendments to OAR 660-012-0060 (plan and land use regulation amendments). The primary focus of this rule is keeping land use and transportation in balance. When a plan or zoning amendment would result in levels of traffic that exceed the highway performance standards for a roadway, it is deemed to have a significant effect on the roadway. The current amendments include new provisions that pay particular attention to proposed plan amendment within one-half mile of interstate interchanges. The concern here is to protect the state’s significant investments in interchanges and in the interstate system.

### ***ORS 197 Land Use Planning Coordination***

Oregon Revised Statute (ORS) 197 establishes that local governments are responsible for the development, review, and amendment of local comprehensive plans. It also finds that implementation and enforcement are matters of statewide concern. The statute defines “land use decision” as “a final decision or determination made by a local government...that concerns the adoption, amendment or application of (ii) a comprehensive plan provision; (iii) a land use regulation; or (iv) a new land use regulation.” By this definition, the adoption of elements of an IAMP as a component of the TSP or comprehensive plan is considered a land use decision, as would adopting a new regulation (such as an overlay zone or trip cap ordinance) to implement an IAMP. However, the adoption of the IAMP as a facility plan impacting facilities only within ODOT’s right-of-way by the OTC does not constitute a land use decision.

### ***Highway Design Manual (HDM—2003)***

The manual provides uniform standards and procedures for ODOT to use on state highway projects. It describes the ODOT project development process and project team roles and responsibilities. Chapter 2.0 describes design standards policies and processes, including the relationship to policies and standards in the AASHTO’s *A Policy on Geometric Design of Highways and Streets* and local jurisdictions. ODOT uses the AASHTO, ODOT Resurfacing, Restoration, Rehabilitation, Reconstruction and New Construction (4-R), and ODOT Resurfacing, Restoration, and Rehabilitation (3-R) standards. The 4-R standards provide additional requirements for new construction and major improvements such as widening for urban and rural freeways, expressways, and arterials. The 3-R standards cover preservation projects on freeways and urban and rural non-freeways.

The HDM includes the interchange spacing and interchange area access spacing standards, and lists access control, Grants of Access, AMPs, and the Approach Road Permit process as management tools.

Chapter 9.0 of the HDM covers intersection and interchange design. The section on road approaches reiterates the policy language in the OHP and provides design standards for types of private road approaches and intersections. Chapter 9.6 covers interchange design. It establishes that ODOT must obtain complete restriction of access within a minimum distance of 1,320 feet from the centerline of the ramp equally on both sides of the crossroad. At urban interchanges where control of 1,320 feet is not feasible, the crossroad shall be controlled for a minimum distance of 750 feet. No reservations of access should be allowed within the access control areas. No private access should be allowed to cross from an interchange ramp terminal. (In fact, OAR 734-051-0070(4) (a) provides that no new approach may be sited directly across from an interchange ramp terminal.) In addition, the HDM section includes parameters for the installation of ramp meters, principles for balance in the number of lanes on the highway and ramps, factors to consider in designing weaving sections, and standards for frontage roads, outer separations, and rest areas. Special standards are provided for non-freeway interchange design. In the development of alternative configurations and for future planning for interchange improvements for an IAMP, ODOT must comply with the standards in the HDM.

***Oregon State Highway Division (OSHD) Policy for New Interchanges on Full Access Controlled Highways (1988)***

The OTC issued this policy to establish the criteria, guidelines, and process for evaluation and selection of new interchanges on full access controlled highways. In order to be constructed, a new interchange must meet the following criteria:

- It has significant statewide or regional benefit to the State's economy;
- It has significant local government and public support;
- It is consistent with local TSPs/transportation plans;
- It conforms to ODOT design and spacing standards;
- It has satisfactory connecting road system;
- It allows access controlled highway to continue to operate at an acceptable level; and
- The motoring public considers it cost effective.

If the State Highway Engineer determines that the new interchange meets all of the criteria, then it can enter the four-stage project development process. In the conceptual stage, the interchange must meet existing and future traffic needs, be consistent with federal spacing guidelines if on an interstate, and connect to an adequate local street network. In the reconnaissance stage, the applicant (local or regional government or highway division) must develop feasible alternatives and evaluate their impacts relative to adjacent interchanges, environmental resources, funding, and cost effectiveness. In the development stage, the ODOT planning section conducts traffic analysis, the environmental section conducts studies and obtains permits, and the right-of-way section begins right-of-way acquisition. The final stage is construction.

***ODOT Environmental Procedures Manual Volume 1 (2002) and 40 FR 1502***

The major IAMP issues related to the National Environmental Policy Act (NEPA) are development of alternatives, timing, and shared information.

When ODOT identifies a specific project that includes federal funds or may require a federal action or permit, it must comply with NEPA. The project prospectus summarizes potential environmental impacts and assigns an environmental classification. Class 1 projects are major federal actions that will significantly affect the quality of the human environment and will require an Environmental Impact Statement. Class 2 projects do not individually or cumulatively have a significant effect and are classified as a Categorical Exclusion, and Class 3 projects have unknown impacts or have impacts that can be mitigated to some degree and require preparation of an Environmental Assessment.

The procedure manual guides ODOT's environmental project management activities. It provides an overview of applicable regulations, the project planning and development process, and environmental documentation requirements and procedures.

**Development of Alternatives:** The Code of Federal Regulations, Title 40: Protection of the Environment, Part 1502 Environmental Impact Statement, requires that:

- The range of alternatives discussed in environmental impact statements shall encompass those to be considered by the ultimate agency decision-maker. (40 FR Section 1502.2 (e)).

- Agencies shall not commit resources prejudicing selection of alternatives before making a final decision. (40 FR Section 1502.2 (f)).
- Environmental impact statements shall serve as the means of assessing the environmental impact of proposed agency actions, rather than justifying decisions already made. (40 Code of Federal Regulations [CFR] Section 1502.2 (g)).

The EIS must evaluate a no-build alternative that can assume short-term minor restoration, a transportation system management alternative that maximizes efficiency of the existing system, a mass transit alternative for projects in urban areas over 200,000, and a representative number of reasonable build alternatives. Preparation of an IAMP in conjunction with a NEPA document should parallel the alternative development and analysis in the EA or EIS.

**Timing:** The procedures manual does not address timing related to IAMPs. However, timing is addressed in OAR 734-015-0075. Because a decision adopting an IAMP is a land use decision, the local government must adopt the IAMP prior to the issuance of the Revised Environmental Assessment (REA) or Final Environmental Impact Statement (FEIS). The OTC can adopt the IAMP after the issuance of the REA or FEIS. Where both corridor and design level EISs or EAs are being prepared for a project, the IAMP would be adopted prior to approval of the final design EIS or EA.

**Shared information:** To date, ODOT has prepared IAMPs for specific interchange projects, and the projects have included NEPA compliance, when applicable. In the future, ODOT will prepare IAMPs prior to identification and/or scheduling and funding of specific projects as well. IAMPs will function, then, as adopted plans emphasizing land use and facility management. These “planning stage” IAMPs will not have the benefit of the shared data collection and impact assessment of a NEPA document. However, the IAMP should include baseline information that would be used to develop alternatives for the project and NEPA process.

***Additional Interchanges to the Interstate System (63 Fed. Reg. 7045, Feb. 11, 1998)—Federal access spacing and interchange policy***

Section 111 of title 23, United States Code., requires that states get approval from the Secretary of Transportation (through the Federal Highway Administration [FHWA]) to add a point of access to, or exit from, an interstate highway. The policy is applicable to new or revised access points to existing Interstate facilities regardless of funding. A change to interchange configuration is considered to be an access revision even though the number of actual points of access may not change (e.g. replacing a direct ramp of a diamond interchange with a loop). The policy requires the State to provide adequate documentation to FHWA to ensure that pertinent factors and alternatives have been considered and to coordinate with planning and environmental processes.

The policy states that new or revised access points to the existing Interstate System should meet the following eight requirements:

1. The existing interchange and/or local roads and streets cannot satisfy access needs.

2. All reasonable alternatives for design options, location and transportation system management improvements (ramp metering, mass transit, high occupancy vehicle facilities) have been considered.
3. The proposed access point does not have significant adverse impact on the safety and operation of the Interstate facility based on an analysis of current and future traffic.
4. The proposed access connects to a public road and will provide for all traffic movements (except in special circumstances approved on a case-by-case basis).
5. The proposal considers and is consistent with local and regional land use and transportation plans. Prior to final approval, all requests for new or revised access must be consistent with the metropolitan and/or statewide transportation plan, as appropriate, the applicable provisions of 23 CFR part 450 and the transportation conformity requirements of 40 CFR parts 51 and 93.
6. In areas where the potential exists for future multiple interchange additions all requests for new or revised access are supported by a comprehensive Interstate network study with recommendations that address all proposed and desired access within the context of a long-term plan.
7. The request for a new or revised access generated by new or expanded development demonstrates appropriate coordination between the development and related or otherwise required transportation system improvements.
8. The request for new or revised access contains information relative to the planning requirements and the status of the environmental processing of the proposal.

An IAMP needs to demonstrate ODOT's compliance with the requirements for additions and revisions to access points on the Interstate System. The IAMP should provide the comprehensive interstate network study and long-term plan called for in requirement 6 above. A comprehensive interstate network study is not defined. The interchange policy states that the state will work with FHWA to determine the extent and format of required justification and documentation.

## **Appendix D**

### **Case Studies**

#### ***Jackson School Road***

ODOT Region:	1
Interchange:	US 26 with Jackson School Road
Interchange type:	New—the surrounding area is rural; the interchange design is urban
Configuration:	“Tight” diamond
Local government:	Washington County
Completed:	2004
Implementation process:	IGA
ODOT contact:	Tim Wilson

#### **Overview**

The IAMP was for the construction a new interchange to replace the existing unsignalized, at-grade crossing. The primary purpose for constructing the new interchange was to improve safety related to traffic crossing US 26 to access Jackson School Road. The interchange has an overpass structure with three lanes and a westbound loop exit ramp to facilitate the critical westbound-to-southbound movement and ensure the interchange operates acceptably without signalization within the 20-year planning period. The project included construction of new driveways or frontage roads to provide access to existing residences and agricultural operations in the area.

#### **Key issues**

A “tight” diamond configuration was chosen to minimize the footprint, to preserve the maximum amount of farmland. However, there was a concern that the urban configuration would in effect change the function of the interchange. The interchange is 2.1 miles northwest of the Metro UGB and 1.4 miles southeast of the North Plains UGB. Although it is unlikely that the Metro UGB would expand toward the interchange soon, the North Plains UGB may expand within three-quarters of a mile of the interchange. The presence of the interchange may induce North Plains to grow at a faster rate than might otherwise happen.

#### **Process**

There were three task force meetings held in the fall of 2002 to facilitate interagency coordination and to advise the Project Management Team on key elements of the project. ODOT and/or its consultants also met individually with the task force engineers. While some task force members had issues of a political nature with ODOT and other task force members, those issues were not specific to the IAMP process.

#### **Implementation measures**

The Washington County TSP contained policies that implement the IAMP. Also, Washington County’s exclusive farm zones, which implement LCDC’s Agricultural Lands Rule, preclude



incompatible uses near the interchange. ODOT purchased access control for 1,320 feet along Jackson School Road both north and south of the interchange.

**Lessons learned**

It is important to be able to distinguish among the people involved in the IAMP process (e.g. property owners, technical advisors, local government officials) and prepare accordingly for working with them throughout the public process.

### ***Cornelius Pass Road***

ODOT Region:	1
Interchange:	US 26 with Cornelius Pass Road
Interchange type:	Existing urban
Configuration:	Diamond
Local government:	Washington County
Completed:	
Implementation process:	IGA, Resolution of Support, Plan Amendments (City of Hillsboro)
ODOT contact:	Tim Wilson

### **Overview**

The IAMP was required for the Cornelius Pass Road/Highway 26 Interchange Improvements Project. The primary purpose of the project was to address future traffic demands and allow the interchange to function at a more acceptable level of service. The interchange experiences severe congestion. The improvements to the interchange are part of an overall capital improvement project to widen Cornelius Pass Road to five continuous travel lanes between NW Rock Creek Boulevard and US 26.

### **Key issues**

The proposed interchange design described in the US 26 Corridor Plan would accommodate 20 years of projected traffic and would require a complete reconstruction of the interchange. OTIA funding for the proposed improvements only provides interim funding, giving an estimated design life of 15 years which is less than the 20-year planning horizon ODOT policy requires. Therefore, the proposed improvements will require a design exemption approval.

### **Process**

Washington County and the City of Hillsboro were continually supportive in coordinating with ODOT during the IAMP adoption process.

### **Implementation measures**

An IGA between ODOT and Washington County that requires an access management strategy. Access management is the principal method used to protect the interchange. The IGA stipulates that ODOT will continue to control access along US 26 and coordinate with Washington County and the City of Hillsboro to control access along Cornelius Pass Road. The interchange project is included in the US 26 (Portland to Cannon Beach Junction) Corridor Plan and Metro's Regional Transportation Plan, as well as the Washington County 2020 Transportation Plan and City of Hillsboro Comprehensive Plan. No amendments to the Washington County TSP are required because it already contains policies that will implement the IAMP. The City of Hillsboro will amend its TSP to implement the IAMP. Washington County will construct improvements to the interchange. The OTC will amend the Corridor Plan to incorporate the IAMP and Washington County, Hillsboro, and Metro will adopt Resolutions of Support for the amendment.

**Lessons learned**

As with the Jackson School Road IAMP, it is important to be able to distinguish among the people involved in the IAMP process (e.g. property owners, technical advisors, local government officials) and prepare accordingly for working with them throughout the public process.

### **Albany**

ODOT Region:	2
Interchange:	US 20 with OR 99E
Interchange type:	Existing urban
Configuration:	Modified single-point urban
Local government:	City of Albany
Completed:	2004
Implementation process:	IGA; TSP amendments
Adoption status:	Adopted
ODOT contact:	John DeTar

### **Overview**

The IAMP was required for the Albany/US 20 with OR 99E interchange improvement project. The primary purpose for constructing the improvements was to increase vehicle capacity. The project did not involve a change to the existing configuration of the interchange. A traffic signal was installed at the southbound OR 99E off ramp to improve vehicle movement through the undercrossing.

### **Key issues**

Given this is a high-volume intersection adjacent to the downtown area, access management was a key issue and traffic signalization alternatives were the primary scenarios evaluated.

### **Process**

The public involvement process involved two public meetings held between the project consultants, ODOT Region 2, and City of Albany officials. During these meetings the City of Albany representatives sought clarification on whether or not the City was required to adopt the IAMP.

### **Implementation measures**

There is an IGA between the City of Albany and ODOT that required the City to adopt the IAMP. The traffic signal was installed following ODOT's securing an Approach Road Permit.

### **Lessons learned**

Initially, the local jurisdiction did not understand the purpose and advantages of the IAMP. With education and continuous outreach to stakeholders, by the end of the process, the City, property owners, and ODOT reached agreement about the interchange and access management.

**Rickreall**

ODOT Region:	2
Interchange:	OR 99W with OR 22
Interchange type:	Grade separations of existing rural intersections
Configuration:	Hybrid half diamond, half folded diamond with adjacent state highway crossover grade separation with diverge on the approach
Local government:	Polk County
Completed:	2004
Implementation process:	Plan and ordinance amendments
ODOT contact:	Terry Cole

**Overview**

Rickreall is designated a rural community (unincorporated). It is not urbanizing, and has not grown substantially in decades. All four quadrants of the interchange are in Exclusive Farm Use (EFU) zoning. Commercial, residential, and industrial properties are nearby in the Rickreall rural unincorporated community.

**Key issues**

The OTC conditions of approval identified resource protection and protection of the facility from growth induced development as key issues.

**Process**

ODOT and the County briefed the OTC informally during the project to discuss and affirm the approach for meeting the OTC conditions and OAR requirements. Numerous public meetings and workshops were held in Rickreall. These were complimented by a series of targeted stakeholder outreach meetings where the project leader visited key individual groups to discuss the project. During the public process, one person testified that he felt that ODOT had decided on the preferred option by the time the options were presented. The other testimony was positive and the project was fully supported by the Rickreall Area Advisory Committee (a standing group sanctioned by the County Commission to advise them on land use and community matters).

**Implementation measures**

ODOT and the County did not consider an IGA, as it is not an effective means to implement an IAMP or any ODOT facility plan. ODOT and the County processed the necessary plan amendments and a conditional use permit after the interchange design was finalized (the permit was dependent on the design as the total quantity of EFU land impacted had to be identified for the permit. From DLCD’s perspective, the process worked well. However, DLCD would have liked to have stronger controls in place to ensure that land use intensification will not occur. DLCD wanted ODOT to commit to restricting certain relocated accesses to EFU property to only the residences that existed at the time of the plan amendments, as opposed to the number that would be otherwise allowed under the EFU zoning. The County already had committed to prohibit four higher traffic volume uses in an EFU overlay zone surrounding the interchange area.

ODOT actions:

- Build interchange improvements.
- Purchase new access control.
- Create deed restrictions that limit relocated access to uses allowed in EFU with new overlay.
- Enforce pre-existing access control.
- Build new local access road to allow closure of accesses on OR 99W in Rickreall.

Polk County actions:

- Adopted overlay zoning that prohibits the four land uses otherwise allowed in EFU that would generate the highest traffic volumes (golf courses, composting, kennels, and solid waste processing facilities).
- Adopted policy to maintain EFU zoning in the overlay zone near the interchange for the purpose of protecting their function.
- Adopted a code provision that requires ODOT notification when a proposed change in land use would generate more trips than a designated threshold.
- Adopted a policy for coordinating higher volume traffic events at the nearby Polk County Fairgrounds with ODOT.
- Provided funding for the access road being built by ODOT.
- Closed Pageant Street to improve interchange access spacing due to its proximity to the OR 99 W/OR 22 interchange.

**Lessons learned**

- Early coordination with local governments is the key to developing the effective partnership essential to project success.
- Targeted outreach with key stakeholders and groups is the most effective way to build community understanding and support—general public open houses and workshops also are necessary, but support comes from more personal contact.
- Maintain regular contact with stakeholders.
- Be flexible and focused on what works safely and balances local issues and concerns.
- Be flexible in terms of standards, particularly in existing built environments.

### **North Ontario**

ODOT Region:	5
Interchange:	I-84 with OR 201
Interchange type:	Existing urban
Configuration:	Full Diamond
Local government:	City of North Ontario, Malheur County
Completed:	2005
Implementation process:	Plan amendments
Adoption status:	Adopted
ODOT contact:	Teresa Penninger

### **Overview**

The IAMP was required for the new interchange/bridge structure to be designed and constructed at the existing two-lane bridge where OR 201 crosses over I-84. Initially, the project only had enough Oregon Transportation Investment Act (OTIA) funding for the Yturri Beltline connection to the North Ontario Interchange. The OTIA funding for the bridge structure was approved in January 2002 by the Oregon Transportation Commission (OTC).

### **Key issues**

One issue was access management for the new North Ontario interchange and OR 201 bridge structure. The Access Management Plan is intended to identify the location of site-access driveways and internal circulation routes for properties that will be impacted by the new freeway interchange/extension of the Yturri Beltline or for properties located within the interchange area that are likely to redevelop at some point in the future. Land use is another key issue. The North Ontario IAMP study area includes 103 acres of land which was designated for rezoning from residential to commercial per a 1999 comprehensive plan amendment.

### **Process**

The public involvement process generated recommendations for local network access and circulation improvements that were incorporated into the IAMP. This involved seven meetings of the Project Planning Management Team (PPMT) and Stakeholder Advisory Committee (SAC), and four Public Workshop meetings held over the course of the project.

### **Implementation measures**

Both the City of Ontario and Malheur County will be required to adopt the North Ontario IAMP into their respective TSPs. The City of Ontario will also be required to amend the official City zoning map to include the 103-acre employment overlay zone that allows for planned expansion of facilities and services appropriate for the future commercial uses.

### **Lessons learned**

Members of the PPMT/SAC from ODOT Region 5, Malheur County, and the City of Ontario identified the need for OTC to define the expectations of an IAMP, specifically with regards to rural interchange areas versus urban interchange areas.

### **Woodburn**

ODOT Region:	2
Interchange:	I-5 with OR 99E
Interchange type:	Existing urban
Configuration:	Parclo "A"
Local government:	City of Woodburn
Completed:	2006
Implementation process:	Plan and ordinance amendments
Adoption status:	Proposed for OTC adoption in May 2006
ODOT contact:	Terry Cole

### **Overview**

The existing Woodburn interchange was designed in 1969-1971 and was reconstructed in 1975. ODOT plans to improve the interchange in the early 1990s were stopped due to a lack of funds. Existing development near I-5 was provided for by the 1981 Woodburn Comprehensive Plan. However, ODOT had concerns about long-term capacity but did not have a model to validate its concerns. Woodburn grew at rates much faster than forecast in their 1981 Plan or the 1990 update. By 2000, Woodburn reached the 2012 population project that was made in 1990. Woodburn's growth is driven by its proximity to Portland and Salem and the presence of strong and vibrant Hispanic and Russian communities. In response to their growth, Woodburn officials, in cooperation with ODOT and Department of Land Conservation and Development (DLCD), initiated a number of planning efforts in the 1990s including the TSP, Downtown Development Plan, etc. that led to key state/local agreements about the best approach to manage and protect the interchange. The resulting decision was that reconstructing the existing interchange is the best course of action.

### **Key issues**

Woodburn's goal is to ensure that they do not become just another bedroom community. Therefore one of the goals for the plan was to better utilize interchange capacity by developing off-highway circulation options along 214/219 and improve the local transportation system around I-5. Another goal was to improve the jobs/housing balance and reduce future commute trips by emphasizing industrial development near I-5 and targeting industries that provide basic employment. ODOT and Woodburn also are committed to ensuring that the interchange's intended function is not undermined by land uses that do not meet the City's development objectives and ODOT's management objectives.

### **Process**

IAMP preparation involved continuous outreach to stakeholders, planning commission, and city council officials and has been coordinated with the development of the City's Comprehensive Plan and Transportation System Plan updates and with the development of ODOT's Environmental Assessment for interchange improvements.



## **Implementation measures**

### ODOT actions:

- Reconstruct the existing interchange to meet forecasted traffic demand and ODOT operational standards through 2025-2030.
- Enter into an IGA with the City of Woodburn to monitor development in the interchange overlay zone and track its use of the adopted trip budget.
- Close all private access on Oregon 214 and 219 between the interchange ramps and the first existing signalized public road intersections (Evergreen and Woodland).
- Construct full median control between Woodland and Oregon Way.
- Develop a park and ride facility on newly acquired properties in the NE quadrant of the interchange.

### Woodburn actions:

- Have adopted policies to discourage strip commercial development and promote downtown redevelopment.
- Establish an interchange management overlay zone (in TSP and proposed new ordinance) that:
  - Allows no conversion of industrial lands to commercial or residential zoning.
  - Allows no increase in trip generation potential above the level forecasted in the City's traffic model (based on the City's proposed 2005 land use plan update).
  - Creates a trip budget based on the City's traffic model and implementation of the newly updated Comprehensive Plan.
  - Links implementation and allocation of trip budget to City's economic development goals.
  - Provides for use of TDM measures (in development code) to meet trip budget requirements.
- Adopt new TSP that:
  - Provides for the improvements being proposed to the existing interchange and Oregon 214/219.
  - Calls for development of supportive local transportation system improvements.
- Adopt a revised land use plan and development code changes to increase city wide residential density approximately 20 to 25%.
- Implement maximum and minimum density standards for new development.
- Enter into an IGA with ODOT to monitor development in the interchange overlay zone and track its use of the adopted trip budget.

## **Lessons learned**

- Credible and complete technical analysis is the foundation of any successful process.
- Partnership with local government is essential.
- Build mutual understanding of issues as early in process as possible (with staff and elected officials).
- Targeted outreach with individuals and small groups is most effective.
- Really listen to local stakeholder concerns and emphasize areas of mutual self-interest.

- In developed areas, expect to compromise on design standards, but not on safety.
- Make sure all management concepts have ODOT and OTC support before asking for local action.

## **Appendix E**

### **Implementation Examples Plan Amendments, Ordinances, etc.**

#### **Woodburn IAMP**

City of Woodburn Interchange Management Area Overlay District (IMA)

##### **1. Purpose**

The purpose of this overlay district is to preserve the long-term capacity of Woodburn's I-5 Interchange with Highway 214, in coordination with the Oregon Department of Transportation (ODOT).

Preserving the capacity of this interchange is an essential element of the City's economic development strategy, because continued access to I-5 is necessary to attract and maintain basic employment within the Woodburn Urban Growth Boundary (UGB). This chapter complements the provisions of the Southwest Industrial Reserve (SWIR) Overlay District by ensuring that industrial land is retained for targeted basic employment called for in the Woodburn Economic Opportunities Analysis (EOA). This chapter also ensures that needed industrial, commercial and residential land within the IMA Overlay District is protected from commercial encroachment.

These goals are met by establishing trip generation budgets as called for in Transportation Policy 8 of the Woodburn Comprehensive Plan. The parcel budgets are intended to be high enough to accommodate peak hour trips anticipated by the 2005 Woodburn Comprehensive Plan (WCP) and Transportation Systems Plan (TSP), but low enough to restrict unplanned vehicle trips that could adversely affect the interchange.

##### **2. Vehicle Trip Budgets**

This section establishes a total trip generation budget for planned employment (commercial and industrial) land uses within the Interchange Management Area – defined as the IMA Trip Budget, and a trip budget for each vacant commercial or industrial parcel – defined as the parcel budget.

###### ***A. The IMA District Trip Budget***

The IMA Trip Budget for commercial and industrial uses within the IMA Overlay District is 2,500 peak hour vehicle trips through the Year 2020. (An estimated 1,500 additional peak hour residential trips are planned within the IMA District.) The IMA

Trip Budget will be allocated to vacant commercial and industrial parcels on a first developed – first served basis.

**B. 2004 (Initial) Vehicle Trip Budget by Parcel**

The parcel budget for each vacant commercial or industrial parcel within the IMA Overlay District is shown on Table 2.116.1. Parcel budgets are based on 8 peak hour trips per developed industrial acre, and 25 peak hour trips per developed commercial acre.

The parcel budget for each parcel will be reduced in proportion to actual vehicle trips generated by new development on any portion of the parcel.

The City may allow development that exceeds the parcel budget for any parcel in accordance with Section 2.116.06(B).

**Table 2.116.1. Vehicle Trip Budget by Parcel (Parcel Budget)**

Vacant Map and Tax Lot Number	Applicable Comprehensive Plan Designation	Vacant Buildable Acres	Parcel Trip Budgets
052W 11 00100	SWIR	19	152
052W11 00300	SWIR	98	784
052W13 01100	SWIR	19	240
052W14 01500	(Project Partial Development: Minimum of 300 employees)	57	
052W14 01600		24	
052W14 00200	SWIR	9	72
052W14 00600	SWIR	14	112
052W14 00700	SWIR	8	64
052W14 00800	SWIR	51	408
052W14 00900	SWIR	43	344
052W14 01000	SWIR	10	80
052W14 01100	SWIR	22	176
052W14 01200	SWIR	4	32
052W14 01300	SWIR (Project Partial Development: Minimum of 200 Employees)	56	134
052W12AC 04301	Commercial	2	65
052W12AC 05100	Commercial	0.4	13
052W12C 00200	Commercial	0.4	13
052W12C 00602	Commercial	0.6	20
052W12C 00604	Commercial	1	33
052W12C 00605	Commercial	3	98
052W12C 01203	Commercial	0.4	13
052W12DA 01600	Commercial	1	33
052W12DA 03200	Commercial	1	33
052W12DA 03600	Commercial	1	33
052W12DA 03700	Commercial	0.2	7
052W14 00100	Commercial	21	687

\* The SWIR District reserves these large industrial sites are held for large firms with initial employment of 200-300 people.

### **3. Administration**

This chapter delineates responsibilities of the City and ODOT to monitor and evaluate vehicle trip generation impacts on the I-5 interchange from development approved under this chapter.

#### ***A. Boundaries of the IMA Overlay District***

The IMA Overlay District is shown in Figure 1. This area includes approximately 962 net vacant buildable acres that will be served by the I-5 Interchange via the Parr Road, Butteville Road, Crosby Road and Highway 214. The IMA Overlay District includes the Southwest Industrial Reserve (SWIR), the Parr Road Nodal Development Area, and other vacant commercial areas immediately served by the I-5 interchange.

#### ***B. Applicability of this Chapter***

The regulatory provisions of this chapter apply to the cumulative and parcel-specific impacts generated from non-residential development on specific tax lots identified in Table 2.116.1 above. As further described in Section 2.116.06, this chapter considers the cumulative traffic impacts of all non-residential Type II – V land use applications for development of vacant land through the Year 2020. The City shall determine whether a land use application is subject to regulation under this chapter during the land use application completeness check, based on the results of the required Transportation Impact Analysis (TIA).

#### ***C. TIA (Traffic Impact Analysis) Methods***

The standards for preparing a TIA are found in Exhibit Q, Transportation Impact Analysis Requirements. Generally, the TIA must meet local and ODOT administrative rule (OAR Chapter 734, Division 51) requirements.

#### ***D. ODOT Coordination in Land Use Reviews***

For a land use application subject to the provisions of this chapter:

1. The City shall not deem the land use application complete unless it includes a TIA prepared in accordance with Exhibit Q, TIA Requirements.
2. The City shall provide written notification to ODOT when the application is deemed complete. This notice shall include an invitation to ODOT to participate in the City's facilities review meeting. (WDO 4.101.07)
3. ODOT shall have at least 30 days to provide written comments to the City, measured from the date completion notice was mailed. If ODOT does not provide written comments during this 30-day period, the City staff report may be issued without consideration of ODOT comments.

#### ***E. City Monitoring Responsibilities***

The details of City and ODOT monitoring and coordination responsibilities are found in the approved Woodburn – ODOT Intergovernmental Agreement (IGA).

1. The City shall be responsible for maintaining a current ledger documenting the cumulative peak hour trip generation impact from all residential, commercial, industrial and public land use applications approved under this chapter, compared with the adopted IMA Trip Budget.
2. The City may adjust the ledger based on actual development and employment data, subject to review and concurrence by ODOT.
3. The City will provide written notification to ODOT when land use applications approved under this chapter, combined with approved building permits, result in traffic generation estimates that exceed 33% and 67% of the adopted trip generation budget.

***F. Vesting and Expiration of Vehicle Trip Allocations***

This section recognizes that vehicle trip allocations may become scarce towards the end of the planning period, as the I-5 Interchange nears capacity. The following rules apply to allocations of vehicle trips against the adopted trip budget:

1. For commercial and industrial land use applications, vehicle trip allocations are vested at the time of design review approval.
2. Vehicle trips shall not be allocated based solely on approval of a comprehensive plan amendment or zone change, unless consolidated with a subdivision or design review application.
3. Vesting of vehicle trip allocations shall expire at the same time as the development decision expires, in accordance with WDO 4.102.03-04.

**4. Permitted, Special and Conditional Uses**

- A. Generally, permitted and conditional uses allowed in the underlying zoning district are allowed subject to other applicable provisions of the WDO and this chapter.
- B. If a proposed employment (commercial or industrial) development will generate peak hour vehicle trips greater than projected in Table 2.116.1 for the subject parcel, the application shall be reviewed under Type III Conditional Use procedure.
- C. If the proposed use is permitted outright in the underlying zoning district, the review criteria shall be limited to those found in Section 2.116.06 – Interchange Capacity Preservation Standards.

**5. Comprehensive Plan and Zoning Map Amendments**

This section applies to all Comprehensive Plan Map amendments within the IMA Overlay District. This section does not apply to Zoning Map amendments that result in conformance with the applicable Comprehensive Plan Map designation, such as Zoning Map amendments that occur when land is annexed to the City.

**A. *Transportation Planning Rule Requirements.***

Applications for Comprehensive Plan Map amendments, and for Zoning Map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility, and must meet the requirements of Oregon Administrative Rule (OAR) 660-012-0060 and WDO 5.104.02-04.

**B. *Limitations on Comprehensive Plan Amendments.***

To ensure that the remaining capacity of the I-5 Interchange is reserved for targeted employment opportunities identified in Chapter 4 of the Economic Opportunities Analysis (EOA) and needed housing, this section imposes the following prohibitions on Comprehensive Plan Map amendments within the IMA Overlay District:

1. Comprehensive Plan Map amendments that will increase the net Commercial land area within the IMA Overlay District shall be prohibited.
2. Comprehensive Plan Map amendments that allow land uses that will generate traffic in excess of the IMA Trip Budget shall be prohibited.

**6. Interchange Capacity Preservation (ICP) Standards**

This section establishes two standards that must be met whenever the required TIA indicates that the peak hour trip generation threshold will be exceeded for an individual tax lot:

- Standard A applies to the cumulative traffic generation impact for the District as a whole.
- Standard B applies to individual tax lots, and may allow approval of a development that exceeds the trip generation budget for that tax lot for targeted employment, through the conditional use process.

**A. *Mandatory Cumulative Impact Standard.***

All commercial and industrial land use applications subject to the provisions of this Section 2.116.03.B shall be subject to design review and shall meet the following District-wide ICP standard:

1. Peak hour vehicle traffic generated from the proposed development shall not, in combination with other approved developments, exceed the IMA District Trip Budget of 2,500.
2. Prior to approval of any non-residential land use application, the City shall make an affirmative determination that traffic generated from the proposed development will be within the adopted total trip generation budget within the IMA Overlay District.
3. The applicant may propose, and the City may require transportation demand management (TDM) measures through the design review and conditional use processes. Where proposed or required, such measures shall be a condition of project approval and shall be subject to annual review by the City.

**B. Mandatory Site-Specific Standard**

This standard considers the site-specific development impacts on the long-term capacity of the I-5 interchange.

1. Exemptions:

- a. Residential development shall be exempted from the provisions of this Chapter, to provide for “needed housing” consistent with ORS 197.303 requirements, and because the traffic impacts of residential development are highly predictable.
- b. Proposed commercial, industrial, office, service-related and public (i.e., non-residential) development that falls below the parcel budget shown on Table 2.116.1, shall not be subject to further review under this sub-section, but shall meet transportation demand management conditions applied through the design review process.

2. Conditional Use Required. Proposed non-residential development that meets the threshold for review found in Section 2.116.03.B *and* exceeds the parcel budget for any tax lot shown on Table 2.116.1 – shall be reviewed through the Type III conditional use process. The following site-specific review criteria shall apply:

- a. Development on Industrial or Commercial Land that provides employment opportunities listed on Table 2.116.2 below *may* be permitted, *if* the City makes affirmative findings that the development will contribute substantially to the economic objectives found in Chapter 2 of the Woodburn EOA, and transportation demand management conditions are applied through the design review process.
- b. Non-residential and non-targeted development on land designated Commercial on the Woodburn Comprehensive Plan shall be denied unless transportation demand management conditions are applied through the design review process to ensure that the site-specific standard is not exceeded.



## **Newberg-Dundee IAMP**

Recommended Amendments to Dayton Comprehensive Plan.

Add the following new policies to the Dayton Comprehensive Plan under the heading “Newberg-Dundee Bypass (NDTIP) Policies”.

### **1. Effective period for Newberg-Dundee Bypass Policies**

- A. Policies 2B-2D, 3A-3C, 4B and 4C will apply on an interim basis until an Interchange Area Management Plans is adopted by City, ODOT and Yamhill County. Unless the City affirmatively extends the interim policies within 90 days of adoption of the IAMP by all three jurisdictions, these interim policies will terminate accordingly.
- B. Policies 2A, 2E and 4A are intended to be permanent comprehensive plan policies.

### **2. Transportation**

- A. The City supports the development of the Bypass in the southern location corridor described as Alternative 3J (Modified) in the Location Environmental Impact Statement.
- B. The City will coordinate with ODOT, Yamhill County and affected property owners to participate in preparation and adoption of an Interchange Area Management Plan (IAMP) for the New Dayton Interchange. The purpose of the IAMP is to protect the function and capacity of the interchange as part of a plan for local access, local street circulation, and adjacent land uses including property zoned for industrial uses. At a minimum, the IAMP will address the following City and ODOT concerns: access management standards, road connections and local street circulation, compatible land uses and bypass termini protection. The IAMP will be designed to protect the function and capacity of the interchange for at least a 20-year planning period. The study area for the New Dayton Interchange will be drawn to include consideration of traffic impacts on the existing Dayton Interchange at Oregon 18. The IAMP will also include consideration of mitigation for traffic impacts and transportation conflicts.
- C. The IAMP for the New Dayton Interchange will consider access and circulation options to support uses in the commercial/industrial area within the UGB and east of the S. Yamhill River.
- D. The IAMP will include consideration of any proposed or adopted plan for developing the East Dayton Industrial Park, which comprises the area annexed to the City by Ord. No. 532 along with remaining property designated for industrial use within the UGB and adjacent to Oregon 18.
- E. The Bypass will be planned and developed by ODOT as a two-tiered project in which the corridor will first be approved and then the design of the facility will be approved. Therefore, for purposes of City compliance with the Transportation Planning Rule (OAR 660-012-0060), the City will not consider or rely on the

Bypass (including the proposed New Dayton Interchange) for providing additional planned capacity as “planned transportation facilities” until the Oregon Transportation Commission approves a financing plan for the Bypass. Upon adoption of a Bypass financing plan by the Oregon Transportation Commission those portions of the Bypass identified to be constructed with the 20-year planning horizon by the financial plan will be considered planned improvements pursuant to OAR 660-12-0060.

### **3. Population and Economics Policies**

- A. Until the IAMP is adopted, the City will maintain the limited use overlay and trip cap adopted by Ordinance No. 532 and applied to the 31 acres of property zoned for industrial and commercial use. Due to the location of these 31 acres it is important for the City’s economic growth to retain development options for this area. Therefore, a mixed-use policy is appropriate to support industrial development in this area.
- B. To preserve lands intended for industrial use and protect the function of the Bypass, the City will not expand commercial zoning to the east of the S. Yamhill River until the IAMP is adopted.
- C. Until the IAMP is adopted the City will coordinate with ODOT through the Site Design Review process in review of access and circulation of any proposed development plans for the recreational vehicle park located north of the S. Yamhill River.

### **4. Land Use and Urbanization Policies**

- A. The City recognizes that the Oregon Highway Plan seeks to avoid UGB expansions along Statewide Highways and around interchanges. The City also recognizes that Yamhill County, as part of the goal exception process, must adopt facility design and land use measures to minimize accessibility of rural lands from the Bypass and support continued rural use of surrounding lands.
- B. To protect the function of the New Dayton Interchange and agricultural lands, the City will not expand the Dayton UGB to the north or east of the S. Yamhill River within the IAMP Study area until the IAMP is adopted. (Figure 1 shows the area of application ability). However, the City’s Wastewater Facilities Master Plan concludes that it is likely that even without population growth, the City will need to expand and upgrade its sewage treatment facilities. Therefore, an exception to this policy will be made to accommodate expansion of the City’s sewage treatment plant and related facilities.
- C. The City will consider a Master Plan process for property within the UGB and located east and north of the South Yamhill River, including the East Dayton Industrial Park, the Recreational Vehicle Park, and other property located within or adjacent to the proposed study area for the New Dayton Interchange IAMP. The City will seek ODOT’s support for, and participation in, the development of any Master Plan as part of the IAMP.